

### FORWARD This community master plan tells the story of the future of Downtown Salt Lake City.

Wherever we live along the Wasatch Front and beyond, Downtown Salt Lake City is our place; it is for all of us. It needs to be a place we are proud of, feel excited about visiting, and where we can do business and be entertained. It needs to be somewhere we call home.

Utahns are passionate about their home and its heart. We want to thank all those who took the time to talk to us at festivals, attended a workshop, showed us what their downtown looks like, and shared their story.

It's clear from your feedback that very many Utahns are impatient to see our city achieve its great potential.

We asked you what you want your downtown to look like in the future. You responded with numerous ideas, specific projects, and creative solutions. This plan demonstrates the mark you will leave on your city. Its voice is your voice.

You told us how important it is that the downtown provide you with many, many choices. You want more of everything. In particular, you'd like to see more variety in housing types. You love downtown at twenty-five and you want your kids to love it when you're forty-five.

Many of you shared a desire for a more engaging experience downtown that's full of life. The projects identified in this plan will transform the day-to-day experience of people living, working and studying in the downtown. We also want to make the downtown a place all Utahns, including those who visit it less often, feel is their place. To do this, the masterplan provides for new and improved public spaces and venues such as 200 East, 500 South, and 600 South. These are streets where people that have a renewed role as places for people as well as vehicles.

The transformation of Salt Lake City's heart has begun. The downtown's popularity for new housing, restaurants, events, and businesses shows there is huge community demand for great public spaces, supported by appropriate businesses. The Downtown Masterplan will accelerate this kind of success.

The masterplan is one of the key strategies which will make Plan Salt Lake, the citywide masterplan, a reality. It provides the blueprint for Salt Lake City's heart to contribute to achieving our vision of being the premier center for sustainable urban living, commerce, and cultural life in the Intermountain West.

Thank you for your positivity, passion and support of this vision. Together, we will make it happen.





Photo credit: Lance Tyrrell

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### SALT LAKE URBANISM

THE DOWNTOWN COMMUNITY PLAN IS A 25-YEAR VISION AND IMPLEMENTATION PLAN THAT WILL GUIDE FUTURE GROWTH AND DEVELOPMENT IN DOWNTOWN.

Salt Lake City has aspirational goals to be a model of urbanism for Utah and the Country, defining what it means to be urban in the context of the mountains and the Salt Lake Valley. A great downtown is essential to achieving this vision.

Planning for downtown's future starts with regional initiatives like the *Wasatch Choice for 2040*. This regional strategy determines where and how growth should happen along the Wasatch Front. Our City's vision, Plan Salt Lake, further guides downtown's future. This plan is a shared citywide vision drawn on already established, adopted City plans & policies. It creates a framework for more focused plans like the Downtown Master Plan. Plan Salt Lake recognizes that to achieve the greatest benefit, focused efforts will deliver the greatest possible outcome for Salt Lake City and Utah and that each neighborhood and community contributes to the city's success.

The transformation of the downtown is essential to providing a premier center for urban living, commerce, and culture in Utah, and makes an essential contribution to our economic growth.

The Downtown Master Plan provides the road map for this transformation. It replaces the Salt Lake City Downtown Plan

of 1995, the Gateway District Land Use and Development Plan (1998) and portions of the Central Community Master Plan (2005). Many of the concepts, policies, and ideas from all of these plans are still relevant and applicable and have been included in this plan.

Since 1995, the downtown has grown tremendously. The introduction of TRAX and the new Frontrunner vastly improved transit to the downtown and broadened access throughout the region. In 2002, the City hosted the Winter Olympics, launching Salt Lake onto an international stage with the likes of Lillehammer, Nagano, and now Turin, Vancouver, and Sochi. The introduction of bike lanes, increase in the number of downtown residents (up 59% from 1990 to 2010), and major new commercial and residential developments like the Gateway and City Creek all change how we use our downtown.

Looking forward, the city must be strategic in its siting of downtown development, including the proposed convention center hotel. Changing technology continues to impact how we interact with each other and creates new demands for public infrastructure. Environmental conditions influence development and will continue to define urban form patterns.

The livability of our city is defined by access to basic services and amenities, but also by the level of choice people have in meeting their daily needs. Housing choice is a primary component of a livable city and national trends reflect a renewed interest in downtown living, particularly among Millennials and retirees. However, a neighborhood is more than just housing. As the national trends reflect, they are dynamic, walkable places with easy access to jobs, transit, activities, and services for all ages.

These changes and opportunities impose new pressures on the built environment and public spaces. Downtown Salt Lake City has the opportunity to meet these changing needs by focusing on neighborhood-based access. The Downtown Master Plan answers questions related to future growth and development, program and design of downtown, and provides a contextual understanding of the unique character and history of the place. It addresses downtown as a major destination for culture, civic, and commercial activities, and as a growing neighborhood of dayto-day activities, seeking to resolve tensions that may arise from it being both.

The plan also seeks to define what mountain urbanism looks like, as an architectural and urban form aesthetic distinguished from other cities in the West. The Bonneville Valley presents unique opportunities and challenges that will shape the built form of the downtown.

The planning process was based on the need to address development and growth objectives and a desire to create a vision for a downtown that supports the analysis of future demographics and growth trends, public vision, common goals and priorities, and establishes an approach to implementation. It has been informed by past planning projects as well as ongoing processes. Downtown Rising, Downtown in Motion, the Community Preservation Plan, the community-led Granary District Charrette, Downtown Streetcar, studies by the College of Architecture + Planning at the University of Utah, the 69/70 Competition and other visioning projects have all influenced the Downtown Master Plan. The Plan provides a new direction for the downtown and a chance to take a fresh, holistic look at downtown and its surroundings. The Plan also supports and balances land use, transportation, housing, development, social, and sustainability goals and furthers the citywide policies related to these topics.

# WHAT IS THE DOWNTOWN MASTER PLAN?

The Downtown Master Plan is a community-level plan with four key components: A vision, a series of implementation steps for achieving that vision, catalytic projects, and a monitoring framework that will help us understand our progress towards the vision.

The Downtown Master Plan must coordinate with other City plans and policies, primarily Plan Salt Lake, the citywide master plan. The 2008 Downtown In Motion Plan is a companion transportation plan that works in tandem with the Downtown Master Plan. The Pedestrian and Bicycle Master Plan identifies the needed networks, infrastructure improvements, and other facilities that are needed. All of the plans work in tandem with each other. The Downtown Master Plan must also respond to the growth needs of the region, as defined in Wasatch Choice for 2040.

The Plan is informed by an extensive Existing Conditions Analysis, produced at the start of the planning process. The key lessons from the Existing Conditions Analysis are:

- 1. Downtown has a low population density and could benefit financially and socially from a larger residential community.
- Downtown has an abundance of underdeveloped land, yielding significant opportunities for redevelopment both commercial and residential.
- 3. Wide streets and large blocks are both a challenge and an asset to creating an engaging and walkable downtown.
- A local circulator system is absent from the public transit network downtown.
- 5. Infrastructure to support new development is insufficient in large portions of the downtown.





A ROAD MAP OF HOW WE WILL GET THERE





A MONITORING FRAMEWORK TO UNDERSTAND OUR PROGRESS

#### EXAMPLES OF WHAT DOWNTOWN WILL LOOK LIKE



### ORGANIZATION OF THE PLAN

The Downtown Master Plan identifies where the downtown is now, illustrates the **Vision** for the future, establishes the **Principles** that will help lead us in the right direction, and defines the **Goals and Actions** necessary to get there.

The **Downtown Story** section highlights the key characteristics of downtown and its role in the region. Key opportunities and unique challenges that we will face as we implement the Downtown Master Plan are identified.

The **Vision and Principles** follow and provide guidance for City decision making, private investment, and public interactions. This section suggests a series of targets that are intended to measure our progress towards achievement of the Vision. The goals and actions listed provide the public and private sectors with direction on how to implement the vision.

"Key Moves" are impactful projects that will encourage new growth, spur private development, and bring more people to downtown. These key moves will improve how we get around in the downtown and connect the spaces within downtown to one another and the adjacent neighborhoods. The key moves provide amenities for those living downtown as well as those visiting, whether from other parts of the City, the Region, or outside the State of Utah. The key moves contribute to downtown as a regional and international destination.

For planning purposes, the downtown has been broken down into **10 districts**. Each district plays a role in the downtown and deserves the opportunity to develop into self-defined neighborhoods. Some of the districts are well established, while others are up and coming. Each district contains one catalytic project that has been identified based on past planning activities, community involvement and need. They are anticipated to unlock the potential of each individual district and contribute to the growth and success of the downtown, Salt Lake City, and the Wasatch Front. The catalytic projects contribute to downtown as a cohesive famil of neighborhoods that serve the daily needs of residents and businesses.

Actions unique to that district are identified. Coupled with the District Map, these actions are intended to set a framework so each district can come up with its own character defining features.

The **Implementation** section discusses the basic elements necessary for the Downtown Master Plan to become reality. Implementing a master plan is not the job of one entity. Rather, it requires participation from the public and private sectors. The role of the public sector is to establish the framework, the development regulations and make public investments that help further the Vision and Principles. The Private Sector includes residents, property owners, business owners, developers, visitors and others who choose to live, work, open a business, visit, build or invest in the downtown area. No downtown can be successful without the public and private sectors working together.

Finally, the Downtown Master Plan includes a **Monitoring Framework** section that outlines how we will measure the effectiveness of the Plan. This allows the City to measure the success of the Plan and the private sector to help make investment decisions and monitor the effectiveness of government.

# PLAN SALT LAKE

#### VISION

Salt Lake City is the social, economic and cultural center of the region. It is a place that welcomes all with open arms, isn't afraid to tackle the complex issues of our times, and is committed to effective and transparent governing.

We are a city that values a healthy lifestyle where we enjoy clean mountain air to breath and fresh water to drink. Our quality of life is centered on our access to our natural surroundings and the ability to interact with one another as we walk and bike our kids to school, enjoy our numerous cultural resources and events, or shop and dine at our unique local shops and restaurants. Our City respects the natural environment and the relationship we have with it. We recognize and value the importance of protecting our quality of life for future generations.

Whether through our ancestry or architecture, our past helps define the context of our City. Every generation and development adds to that context. As we grow, we expect that growth will make a positive contribution to our community by respecting our past and adding to the definition of the City.

We expect to have true choices about how we live our lives, from what kind of home we live in to how we travel to work, shop, worship, or recreate. We expect to be safe while we are in our neighborhoods and to have the resources and services we need.

We strive for a complete education for all, understanding that a strong education is the backbone of a successful economic environment.

We expect that our government will be open, fair and responsive to the needs of the City. We expect that all people will be treated equitably, with dignity and respect, and be free from discrimination and that these tenets will be followed as we see demographic changes.



#### COORDINATING WITH PLAN SALT **I AKF**

As a Master Plan, the Downtown Master Plan is intended to identify the role the downtown community plays in implementing citywide visions and goals. The citywide vision, principles and initiatives are outlined in Plan Salt Lake. The Downtown Master Plan is aligned with the citywide vision and principles. The Goals and Actions in the Downtown Master Plan consider the initiatives in Plan Salt Lake and help to identify how those Initiatives are going to be implemented in the downtown area.

Other citywide plans also influence the Downtown Master Plan. Citywide plans typically establish City policy for certain functions or systems. Examples include the Transportation Plan, Housing Plan, Preservation Plan, and the Parks and Open Space Plan. These plans outline the direction for each specific topic area. The Downtown Master Plan considers the direction on each topic and aligns the principles, goals, and actions discussed in this plan with the citywide plans.

Plan Salt Lake emphasizes the neighborhood as an important unit towards supporting community wellbeing. Plan Salt Lake identifies individual and household choice -particularly in terms of transportation and housingas critical to enhancing quality of life. Upholding commitments to sustainable use of natural resources, protection and provision of parks and open space, and preservation of historic resources are also identified. Social equity and education are key components of citywide goals. Plan Salt Lake also emphasizes Salt Lake City's role and commitment to cultural and economic prowess in the region.

#### PLAN SALT LAKE GUIDING PRINCIPLES

- 1. Neighborhoods that provide a safe environment, opportunity for social interaction, and services needed for the wellbeing of the community therein.
- 2. Growing responsibly while providing people with choices about where they live, how they live, and how they get around.
- 3. Access to a wide variety of housing types for all income levels, providing the basic human need for safety and responding to changing demographics.
- 4. A transportation and mobility network that is safe, accessible, reliable, affordable, and sustainable, providing real choices and connecting people with places.
- 5. Air that is healthy and clean.
- 6. Minimize our impact on the natural environment.
- 7. Protecting the natural environment while providing access and opportunities to recreate and enjoy nature.
- 8. A beautiful city that is people focused.
- 9. Maintaining places that provide a foundation for the City to affirm our past.
- 10. Ensure access to all City amenities for all citizens while treating everyone equitably with fairness, justice, and respect.
- 11. Vibrant, diverse, and accessible artistic and cultural resources that showcase the community's long standing commitment to a strong creative culture.
- 12. A balanced economy that produces quality jobs and fosters an environment for commerce, local business, and industry to thrive.
- 13. A local government that is collaborative, responsive, and transparent.







- Study Area

III Existing TRAX Lines & Stations

III Existing Frontrunner Lines & Stations

#### DOWNTOWN TODAY



### **OUR ASSUMPTIONS**

This master plan is based on a series of critical assumptions around the future development of the downtown and the region over the next 25 years. These assumptions are:

There will be a significant growth in demand for quality URBAN FAMILY HOUSING within the

• Downtown Master Plan study area.

2. There will be 25% more WORKERS and upwards of 20,000 RESIDENTS in the downtown by 2040.

3. It is anticipated that phase one of the DOWNTOWN STREETCAR will be operational by 2020.

A new CONVENTION CENTER HOTEL with at least 1,000 guest rooms will be operational by the end of 2018.

The new GEORGE S. AND DOLORES DORÉ ECCLES THEATER will add another major cultural institution to the downtown by summer 2016.

UTILITY INFRASTRUCTURE will continue to be upgraded to meet development demand.

The City will have a MINORITY-MAJORITY populationthat will drive growth.

CHANGING ENVIRONMENTAL CONDITIONS will determine the need for certain design responses for the best possible downtown.



### DOWNTOWN SALT LAKE CITY NOW...

As a major job center, religious and cultural center, and historic core, downtown has a role in the region larger than just the downtown for Salt Lake City. It is the downtown for the entire Wasatch Front. In fact, because Salt Lake City is the largest city within several hundred miles, downtown can be considered the downtown for the Intermountain West.

Salt Lake City is unique in that it has a relatively small population but maintains the largest geographic influence of any city its size in the continental United States. It is a major center for medicine, education and entertainment. Salt Lake City enjoys performing arts, visual arts, unique public art and cultural offerings that are more common in cities much larger in size, largely due to a long tradition of local support of arts and culture.

Despite the concentration of business and activity, downtown's population was approximately only 5,000 residents in 2010. Though the population is growing quickly --adding over 250 new housing units annually over the last five years-- the overall population density is only about 3 people per acre. The number of housing units, not accounting for new construction since the 2010 Census, is comparable to outlying suburban neighborhoods with only 3 units per acre overall. Housing options are limited; 88% of all units are in buildings with 10 or more units, while 4-plexes, stacked townhouses, and duplexes represent 1% each of the housing stock. Male residents outnumber women in the downtown almost 2:1, which indicates an unequal gender distribution. Homelessness is an ongoing issue. More than a third of all developable land in the downtown is vacant or underutilized. Of the 43,000 people who work downtown, only 1% actually live and work within the downtown study area.



#### POPULATION GROWTH

#### ...AND IN THE FUTURE

The downtown of the future is buzzing with activity. A mountain urbanism design philosophy is celebrated downtown and a bioregional modernity stands as a model for mountain cities across the U.S. 20,000 people live in the downtown and people are active in public life in the evening and on the weekends. Salt Lake City is a minority-majority city and the most diverse place in Utah. Downtown continues to be the economic center of the region and the largest job center in the state. Office workers fill the sidewalks, cafes and restaurant during the day, while residents and visitors dine. shop and entertain at all times of the day, every day of the week, and in all seasons of the year. Visitors flock to the city to visit our cultural venues, outdoor opportunities, and religious offerings. Downtown is a major destination and a "must see" stop for visitors travelling to locals across Utah. New businesses downtown drive the state economy. highlighting Utah as an influential center for innovation and entrepreneurship. Creative markets flourish with new ideas supported by a mix of built spaces --both restored and new.

The city invests and maintains the streets, public spaces, open spaces, and infrastructure to support the daily activities of residents, businesses, and visitors. Buildings are designed and arranged to build community, providing places for people to live and work but also help frame the streets and make a place that the residents of Salt Lake City are proud of.

Downtown builds off of its strengths of being the cultural center of the region. The legacy of strong support for performance and visual arts continues to grow, as does the number of public art pieces and number of cultural events. Arts influences the design of the public realm and is intended to delight, awe, and inspire.

All roads lead to downtown. Downtown is connected to the entire region by adequate roads, efficient and accessible transit, and bicycle paths that provide people with choices. The transportation network downtown truly connects people with places.



1960 1970 1980 1990 2000 2010 2020 2030 2040

The downtown of the future attracts and accommodates more residents, creating a more vibrant downtown center 24/7.

#### COMMERCIAL ENGINE



A mix of large corporations and small businesses is the economic driver of the city and region.

PUBLIC REALM INVESTMENT



Activating the public realm to provide a comfortable and engaging experience for pedestrians first, supports a dynamic urban life downtown.

#### ACCESS TO SERVICES



Access to an increased variety of services and amenities supports existing and new downtown residents.

# CREATIVE ENERGY

Downtown is synergistic —offering many opportunities for easy communication of ideas and experience.

#### TRANSPORTATION HUB



Continued investment in various transportation modes provides residents and visitors multiple options to move to and around town.

# THE BIG PICTURE

THE DOWNTOWN AND THE WASATCH FRONT

DOWNTOWN SALT LAKE CITY SERVES AS AN IMPORTANT ECONOMIC AND CULTURAL CORE FOR THE CITY AND THE GREATER WASATCH FRONT. SALT LAKE CITY IS THE CAPITAL CITY OF THE STATE, THE COUNTY SEAT AND THE LARGEST CITY IN THE REGION.

#### TOP EMPLOYERS DOWNTOWN:

- 1. LDS Church Offices & Genealogy
- 2. Government
- 3. Fidelity Brokerage Services
- 4. Goldman Sachs
- 5. Big-D Construction

There are approximately 2 million people living along the Wasatch Front. This represents

75% of utah's population.

The region's transit network includes

 188 MILES

 OF RAIL LINES ALONG THE

 WASATCH FRONT.



24,000 DAILY DOWNTOWN LIGHT RAIL

BOARDINGS

highlights the reliance on transit to and within the downtown.







RESIDENTS live downtown, representing only 2.7% of Salt Lake City's population.



were built in the downtown in the last five years, which represents 40% of all new housing starts citywide in that time.





are held in the downtown, representing the highest concentration of events in the region. PEOPLE RODE BIKES

during GREENBike's inaugural 8-month season. 65 bikes were ridden 26,000 times with each bike averaging 400 trips. OF THE DOWNTOWN POPULATION lives within a 1/2-mile of a full service grocery store.<sup>1</sup>

RESTAURANTS, BARS, AND CAFES are located downtown, which is 32% of the city's share.

## THE GEOGRAPHY OF THE MASTER PLAN

THE DOWNTOWN MASTER PLAN RECOGNIZES TWO INTERDEPENDENT PLANNING SCALES: THE DOWNTOWN AS A WHOLE BOUNDED BY NORTH TEMPLE, 200 EAST, 900 SOUTH, AND I-15; AND TEN SMALLER DISTRICTS OR NEIGHBORHOODS WITHIN THE DOWNTOWN. The downtown cannot be viewed as its own community. The Downtown Master Plan considers the role of downtown in the City, the Wasatch Front, Utah and the larger region. Connectivity to places outside of the downtown are important to maintain the downtown as the cultural and financial center of the Intermountain Region.

Often we recognize a city's financial district to be the downtown though there may be many districts or neighborhoods that identify with the city center. The Downtown Master Plan addresses an area much larger than the Central Business District to be the downtown. The Plan is generally bounded by North Temple, 200 East, 900 South and I-15.

Within the downtown, the Plan identifies ten overlapping districts. Some of these districts are well defined by a unique character or a specific purpose. Others show promise and are in the process of defining their own character. The intent of the Downtown Master Plan is to establish a framework for each district to self identify and establish its own identity and image. Some of the goals and actions are reflective of ongoing planning activities, sometimes carried out by those that live, work or own property in the area, such as the ongoing work in the Granary District.





### **DIRECTING GROWTH & DEVELOPMENT**

THE GENERAL PATTERN OF GROWTH DOWNTOWN WILL BE AN INCREASE IN DENSITY TO THE SOUTH AND WEST OF THE CENTRAL BUSINESS DISTRICT.

The Central Business District (CBD) will continue to develop, increasing in intensity over time as surface parking and vacant properties are redeveloped. The scale of development in the CBD will the the greatest in the region, but will respond to the human scale at the ground level.

All areas of the downtown emphasize the ground level and the interaction with sidewalks, alleys, midblock walkways and other public spaces.

The primary difference between districts is building scale and the mix of uses. Some uses may be more appropriate in the CBD, while others may be better suited to the Granary. The desired scale of development and mix of uses is discussed in more detail in the Districts section of this plan.

The Downtown Master Plan identifies centers of activity as unique concentrations of development, people, and art. These centers will become the meeting places –the crossroads— for visitors, workers, and residents. They will be alive with energy throughout the week and year.

Arrival points often align with centers of activity by provide symbolic wayfinding devices that communicate entry into the downtown by various travel modes.

Mid-block walkways are proposed throughout downtown as a method to break up Salt Lake City's large blocks, providing more choice for pedestrians. Investment in the public realm has been proven to have a significant impact on public life.<sup>2</sup> The creation of places where people walk, bike, and linger enable them to simply enjoy the city.

A major park space is proposed adjacent to I-15. This park will serve as an important recreational amenity to both downtown and West Salt Lake. It also serves an ecological purpose, addressing air quality on a localized basis.

# THE DOWNTOWN COMMUNITY PLAN IN BRIEF

VISION - TO GUIDE US TO 2040 **PRINCIPLES - TO DEFINE OUR** 10 PATH AND MEASURE OUR PROGRESS 47 **GOALS – CHOOSING OUR ROUTE** KEY MOVES - THAT WILL UNIFY THE DOWNTOWN **DISTRICTS – MORE DETAILED** 10ACTIONS THAT WILL DEFINE THE CHARACTER OF EACH DISTRICT CATALYTIC PROJECTS – THAT 10WILL UNLOCK THE POTENTIAL OF EACH DISTRICT





Photo credit: Lance Tyrrell

# LIVABILITY

#### HOUSING CHOICE IS KEY TO FULFILLING CITY LIVABILITY GOALS.

Livability is a major theme of the Downtown Master Plan. Livability is understood as the capacity of a place to fulfill your daily needs and your quality of life needs. Daily needs are basic things like food, water, housing, transportation, public health and safety, and sanitation. Your quality of life needs raise your happiness and include arts and culture, recreation, social interaction, education, and social equality. A livable city is one that embodies all of these things and provides choice to residents and visitors, allowing them to experience their city in their own way.

Housing choice is a key component of a livable city. Housing in an urban setting requires special considerations to be attractive to those considering living downtown. Basic features that provide safety, privacy, security, comfort and contribute to the public realm are necessary and should be delivered using different housing types to appeal to different people and family situations. These considerations should be used by designers in the early stages of planning new projects. The features can be customized based on the type of housing, from a high rise apartment in the Central Business District to a set of rowhomes in Central Ninth.

Choice is also a matter of affordability. Housing affordability in Downtown Salt Lake City is important in order to accomodate a population diverse economically as well as socially.



Photo credit: Lance Tyrrell



#### PRIVACY AND TERRITORIAL

Each unit should have direct access to a shared, usable outdoor space, private outdoor space or balcony.



#### INDIVIDUALITY AND IDENTITY

Ground floors of all buildings should be designed to express individual units within a coherent massing; and where landscaping of units occurs in the private zones of those units, it should permit reasonable customization by residents.



#### CHOICE AND CONVENIENCE

Each residential development should provide on-site amenities suitable for the anticipated population.



#### SAFETY AND SECURITY

Each residential development and unit should be designed to be safe and secure, yet not fortress-like. Buildings should be designed to provide residents with "eyes on the street" and doors on the street. Public, semi-public and semi-private spaces should have some degree of overlook from residents' homes; and landscaping and lighting should enhance security.



#### OUTDOOR SPACE

Units should have one unobstructed view to public or semiprivate outdoor space. Semi-private outdoor spaces should be located so as to receive direct sunlight during most days of the year.



#### **RELATIONSHIP TO STREET**

Ground floor active uses or ground floor residential units with noticeable feature changes above the second floor are encouraged. This will introduce vertical expression into the street base, with many doors on the street and privacy and security for bedrooms and balconies on the second floor.

### **URBAN DESIGN FRAMEWORK**

The urban design framework establishes the basic policies governing identifiable elements of the public realm. This framework is guided by the city's Urban Design Element. Urban design has a significant impact on the image of the downtown by shaping its urban form, distinguishing the character of districts, and framing and detailing the public realm.

The public realm is understood as the roadways, sidewalks, parks, plazas, and other open spaces that comprise the arteries and focal points of the downtown. It is the main space where civic interaction occurs and is often defined in contrast to private property. It is a vital aspect of the built environment –the parts of the city that help to provide imageability, experience, memory, function, and service. A successful urban public realm is the result of the interplay between the built form of cities, the engineering and design of infrastructure systems, and functional programming of space.

#### **URBAN FORM**

Urban form is the physical makeup and shape of the city. It entails everything from the arrangement of the street network to the height of the buildings. The foundation of downtown's urban form is the Plat of Zion with its very regular and large grid system. This large grid system also happens to be one of downtown's most unique and identifiable characteristics, especially to out of state visitors or transplants.

Downtown's distinct large blocks have lead to a continually evolving urban form. The original allotments within the Plat of Zion grid were of such a size that additional access routes were required to enable efficient use of the land as downtown became a more urban place, and so walkways, alleys, and lanes were established as the allotments underwent subdivision. Certain districts in the downtown are characterized by these small streets, such as along Pierpont and in the Central Ninth district.

A strategy for expanding the system of small streets, called mid-block walkways in this plan, is defined as the catalytic project for the Broadway District though mid-block walkways should be created and enhanced throughout the downtown.

Views to the mountains and view corridors to iconic buildings in and around the downtown are an important component to the structure and image of the downtown. There are three primary view corridors that should continue to be protected: South Temple to the Union Pacific Depot, 300 South to the Rio Grande Depot, and State Street to the Capitol. The viewshed to the LDS Temple from the northwest and viewsheds to the Wasatch Front from the west side of downtown also contribute to the image of the downtown.

#### **BUILDING TYPOLOGIES**

Typology is a term that describes the desired types of buildings by their scale, height, massing, and setbacks. While the architecture and details vary, there can by great variety of building types in the downtown.

- High-rise buildings are typically used for office or residential, with ground floor uses including retail, restaurants, and other commercial uses. This typology is encouraged in the Central Business District.
- Mid-rise buildings, generally 10-12 stories, are typically no taller than the width of the street right-of-way. They often have a ground floor commercial component along their most public face. This typology is encouraged in the Depot, Broadway, Grand Boulevards, Granary, and South State districts.
- Low-rise buildings range up to 4 stories. They are primarily residential, though there are multiple lowrise warehouse and other commercial buildings throughout downtown. They may have minor setbacks from the property line. They may include porches, patios, stoops, and other entry features.
- Civic buildings include government offices, libraries, and museums. The architecture ranges dramatically between types of buildings and reflect the era of their construction. There is often a generous setback from the property line, which indicates the significance of the building.











# **URBAN DESIGN FRAMEWORK**

#### **ICONIC PAVING PATTERNS**

Pedestrian paving patterns help establish and characterize different districts downtown. District paving reinforces the image of a unified district and not one building project or multiple projects. This practice is most apparent in the Central Business District, the Depot District, the Salt Palace District, and the Broadway District. This practice has been a policy since the adoption of the 1995 Downtown Master Plan and should continue.

Most downtown sidewalks are approximately 80% concrete and 20% red concrete paver design. This distribution is reversed on South Temple Street, where sidewalks are approximately 80% red concrete paver design and 20% concrete. The area where the standard paving pattern is found is generally defined as between 200 East and 500 West, and South Temple to 400 South.

Main Street has an iconic paving pattern and material unique to the rest of the city. Interior streets and walkways such as Pierpont Avenue, Social Hall Avenue, and Market Street may have their own theme as long as it is consistent for the entire length of the street. Private walkways should not extend their paving patterns across public ways.



Main Street paving pattern



South Temple paving pattern



Standard concrete with brick highlights paving pattern

#### LIGHTING

Lighting has a unifying effect on the downtown. Salt Lake City's iconic two-armed lighting fixture is a unique design created by Union Metal. These are the preferred light fixtures and a unifying feature of the entire downtown. The iconic fixtures are found from North Temple to 400 South and 200 East to 500 West - with an expansion area south to 900 South.

Even distribution of lighting requires roughly 7 poles per block downtown (may be adjusted if the corner traffic signal has lighting attached).

A number of streets downtown deviate from the iconic lighting style. State Street and 400 South have their own street light fixtures, because they are boulevard streets that transcend the downtown area. Sections of the parkway on 500 West have their own lighting as well because they are meant to be a park as much as a street. Interior streets and walkways, such as Edison Street, Jefferson Street, and Gallivan Avenue, may have their own light posts, as long as the fixtures are consistent the full length of the street.

#### STREET TREES

Similar to paving, street trees contribute to the image and identity of a district. Street trees are required every 25 feet throughout the downtown on public streets. New planting methods should continue to be researched and tested to ensure optimal tree health and longevity.



### DOWNTOWN'S JOURNEY TO TODAY



**County Building** 

#### SOME OF THE PLACES, FACTORS, AND EVENTS THAT HAVE BUILT THE CITY WE KNOW AND LOVE.





Photo credit: Dave Brewer



### **OPPORTUNITIES – IMPORTANT ATTRIBUTES**

BELOW ARE THE DOWNTOWN'S MAIN OPPORTUNITIES, BUT THE LIST IS NOT EXHAUSTIVE



Photo credit: Lance Tyrrell

#### 1. SETTING

Downtown Salt Lake City is nestled against the Wasatch Front, deriving much of its identity from the mountain backdrop. The mountains signify the City's connection to nature and align with its goals around sustainability. Few downtowns have the access to the mountains that Downtown Salt Lake City has. The Salt Lake City region is a high mountain desert and is limited in its capacity for growth due to the natural boundaries the mountains and the Great Salt Lake provide. As recognized in Wasatch Choice for 2040, the region's major planning effort, downtown has the capacity to accommodate a high percentage of the future growth of the region.



#### 2. SENSE OF PLACE, HERITAGE AND CHARACTER

As the historic location for initial settlement for the Mormon Pioneers, downtown is the headquarters for an international religion. The streets and layouts of the blocks provide the framework to recapture the fine grained development pattern of our past. The collection of historic buildings creates a foundation for our built environment that respects our past and allows growth to help define our future. Local businesses contribute to the sense of place and unique character of the downtown.



Photo credit: Lance Tyrrell

### 3. HIGHLY ACCESSIBLE TO UNIVERSITY & AIRPORT

Downtown is the heart of the region's growing transportation network. TRAX and Frontrunner provide direct transit access to downtown from the Airport, University of Utah, and from other major economic centers to the north and south. Salt Lake International Airport is ideally located less than 6 miles from downtown, connected by both I-80 and North Temple. The street grid provides redundant access to and around downtown and the wide right-of-way allows for incredible innovation in street design for all modes. Bicycle facilities, including new protected bike lanes and the GREENBike bikeshare program, continue to reform opinions about bicycles as a primary transportation option and improve the connections to nearby neighborhoods.



#### 4. CULTURAL PROMINENCE

Downtown offers an unprecedented variety of art, culture, dining and entertainment. Salt Lake City has a long standing commitment to performing arts. The urban environment fosters street life, unique businesses and a diverse population that contributes to the downtown culture. The Downtown Farmers Market is one of the largest community markets in the west. Downtown is also home to Ballet West, the Utah Film Center, and UMOCA among other prominent cultural institutions.



#### 5. SEAT OF ECONOMIC AND POLITICAL POWER

Downtown is a vital center of community and economic activity. Downtown is one of the largest job centers in the state, bringing in over 40,000 workers each workday. A mix of large corporations and smaller businesses are the economic drivers of the City. Employees enjoy relatively easy commutes and convenient access to food, health care and other daily needs. The state government and many federal government buildings are located in the downtown. Political activity brings many people downtown from across the state for meetings, conferences, and conventions.



### 6. GROWING REGIONAL POPULATION

The Wasatch Front is expected to add another 1.4 million people by 2040. Downtown has the development potential, infrastructure, services, transportation access, job growth and quality of life measures to accommodate tens of thousands more people and a significant portion of the projected regional growth.



#### 7. DESIRE FOR DOWNTOWN LIVING

National trends indicate increasing preferences across generations for more housing opportunities in urban areas, specifically within or close to city centers. Recent studies suggest that people who live in an urban setting are healthier, more mobile and enjoy a lower cost of living. Downtown is the logical place for urban housing that both accommodates regional growth and provides a market for urban neighborhood services within walking distance.



### 8. LOCAL AND INTERNATIONAL DESTINATION

Downtown is both a local and international destination for a wide spectrum of interest groups. The Salt Lake International Airport connects people from all over the world and is conveniently located near downtown. The LDS Church brings in hundreds of thousands of visitors every year for ecclesiastical purposes. The Salt Palace Convention Center hosts large conventions that help fill hotels and support local businesses. Salt Lake City is the launching point for world class skiing, winter recreation, and the National Parks located in Utah. Restaurants and shops provide residents and visitors a unique experience.

# CHALLENGES – MAIN CONSTRAINTS

THE DOWNTOWN FACES A NUMBER OF CHALLENGES THAT THIS MASTER PLAN SEEKS TO ADDRESS.



#### 1. DEMAND MISALIGNED WITH MARKET REALITIES

While downtown can accommodate more growth, new development does not always realize its full potential. Downtown does not have the residential population to support a 24/7 environment and a larger population is necessary to support small business development. Downtown is the only location in the region where truly urban densities can be achieved. Vacant and underutilitzed properties persist. Street life dies at the ground level due to vacancies and poor transparency and some zoning districts lack appropriate design standards to encourage an active public realm. Parking is a dominant land use.



#### 2. POOR CONNECTIONS WITHIN THE DOWNTOWN AND TO ADJACENT NEIGHBORHOODS

Despite its central location, downtown lacks engaging routes for cyclists and pedestrians traveling from adjacent neighborhoods. Transit routes are designed for the long haul to the suburbs and no local circulator exists to serve just the downtown. I-15 separates downtown from the neighborhoods to the west and 400, 500 and 600 South effectively cuts off southern downtown from the northern part of downtown.



### 3. AN AUTO-DOMINATED PUBLIC REALM

The wide streets with multiple lanes of vehicular traffic can be intimidating for pedestrians to cross and promote fast travel speeds. Wide curb radii encourage drivers to turn at higher speeds than is often appropriate for an urban center with more pedestrian activity. Since the 1940's, the space between curbs –the carriageway—used for cars has increased. The neighborhoods to the east and north enjoy safe and enjoyable walks on most streets, the neighborhoods to the south and west do not. The entry points to downtown lack a sense of arrival, are largely unattractive, and make a poor first impression.






#### 4. SOCIAL EQUITY CHOICES

Downtown has limited access to reasonably-priced and sized housing for individuals and families (of all sizes and types), despite demand. Male residents outnumber women in the downtown almost 2:1, indicating unequal gender distribution. It suggests that perceptions of safety, equitable business opportunities, and local-serving conveniences limit the potential to attract women to live downtown. Downtown is the primary location for homeless service providers and most of the region's homeless are in the downtown area, representing an unequitable distribution. There are no public schools in the downtown area to accommodate future growth, and youth services and amenities are lacking.

#### 5. DESTINATIONS TOO FEW AND FAR BETWEEN

Downtown's large blocks can make it difficult to locate complimentary land uses within walking distance. Mobility issues are particularly problematic for people with disabilities and our seniors who are limited in their abilities to walk longer distances and may rely on public transit. Since the 1950s, downtown's urban form has increasingly favored larger footprint buildings. Their scale often brings less variety to the retail experience, long stretches of blank windows with blinds drawn, and fewer walking route choices between buildings and through blocks.

## 6. LOSS OF OUR HERITAGE

Preserving the character of many of our older buildings is an important component of downtown's image. There are three primary obstacles to preservation that this plan addresses:

- There are no local financial incentives for preservation. Developers cite lack of incentives as a key factor in making a project financially viable.
- There are very few structures in downtown that are landmarked and therefore governed by the city's historic preservation ordinance.
- There is a lack of political will to landmark in the interest of the public without property owner consent, even though this is legal and highly desirable by the community.



#### 7. PHYSICAL INFRASTRUCTURE LIMITATIONS

Some areas lack basic infrastructure, such as curb, gutter and sidewalk. Large power lines run along many of the major streets, which impair view corridors and limit development potential; burying power lines is costly, but not doing so may be more costly in the long run. Buried infrastructure in park strips and overhead power lines make it difficult to plant trees. Billboards clutter the public realm and restrict redevelopment of underdeveloped properties. Some properties have been polluted by past land uses, which makes reuse difficult. Water, sewer, and stormwater utilities are often undersized for new development, discouraging developers or limiting their projects.

# 8. ENVIRONMENTAL SUSTAINABILITY

The primary environmental issues that face downtown are regional in nature and difficult to address. Air quality is a primary concern, as downtown is one of the lower points in the valley and is negatively affected by seasonal pollutants. Water quality and storm runoff are challenging in an urban environment with less permeable surfaces. Tree canopy is severely limited in large parts of downtown and maintaining good street tree health is challenging in urban areas.



9. SUBURBAN DEVELOPMENT

The suburban areas that surround us are growing faster than the City. Salt Lake City has a lower percentage of the County's population now than it has ever had. The percentage of county wide sales tax generated downtown is decreasing. County and State-wide elected officials now represent more communities that may not share the same values as Salt Lake City.



# COMMUNITY ENGAGEMENT

Community Engagement is the cornerstone of any planning process. At the onset of the project, the City set the goal of engaging at least 1,000 individuals representing a broad spectrum of the community, including racial, gender, sexual orientation, economic and age diversity.

There were over 100 public events where people had the opportunity to provide input on the Downtown Master Plan. These events included workshops and specific meetings organized by the Planning Team (workshops, small group meetings, and urban design debates) as well as other community events where the Downtown Master Plan had a presence (Utah Arts Festival, Downtown Farmer's Market, Bike Bonanza, Community Council meetings, etc).

The depth and level of participation by the greater downtown community exceeded all expectations. Events like the 18 brown bag lunches hosted by various businesses and organizations throughout the downtown study area and the 11 living room socials —small, personalized workshops—at the homes of residents throughout the city were particularly significant. These "cottage conversations" are noteworthy because they enabled participation on a personal level: on the couches of neighbors and at the break room table. Likewise, the Downtown Story Project encouraged the public to share their personal story about downtown.

While it is unclear exactly how many people participated (for example, we did not tally each person we spoke with at public events like Arts Fest or the Farmers Market), overall the public outreach effort exceeded the original goals.

The success of this effort is a model not only for future planning activities in Salt Lake City, but for other cities across the U.S.











Invite your triends & neighbors for an engaged discussion on the future of bowntown. SEPT 15 - NOV 1A ★SUN - THU EVENINGS To schedule, contact Moly Rebrison molyschesonflictigev.com or £615857251 1,415PEOPLE READ ABOUT THE<br/>DOWNTOWN MASTER PLAN<br/>ON OPEN CITY HALL752PEOPLE SIGNED UP ON<br/>EMAIL LIST586PEOPLE ATTENDED AN EVENT101PUBLIC EVENTS



# **SETTING & DELIVERING PRIORITIES**

THE INTENT OF THE MASTER PLAN IS TO UNDERSTAND WHERE WE ARE, BUILD ON THE STRENGTHS OF DOWNTOWN, AND WORK TOWARDS IMPLEMENTING SOLUTIONS TO ADDRESS THE CONSTRAINTS. THE FOCUS WILL BE ON DOING A FEW THINGS WELL.

The master plan has a place-based focus for the development and growth of the downtown, and is organized around 5 key moves, 10 districts and 10 catalytic projects. These are the projects the City will set as priorities for investment in terms of its financial resources and skills, and it is expected that the private sector will lead investment based on these priorities.

In this context not all catalytic projects will be advanced at the same time, but delivered as the public and market demands. Some projects are already underway, carried over from previous planning efforts, while some may be years down the road. The complexity, time, coordination and expense of the projects vary. The role of the Downtown Master Plan is to establish the framework for the districts where these projects are located. This ensures they are complementary and have maximum benefit to the Districts, Downtown, City, Wasatch Front and State.

The Implementation chapter suggests the effort required to execute each of the actions, including the catalytic projects, in terms of time, responsibility, coordination, and financial needs. The City utilizes the master plan to help establish priorities and promote growth and change where appropriate so the downtown can help achieve citywide goals. Recognizing that delivering the catalytic projects needs to be in step with demand for development, the catalytic projects will happen as and when the private sector responds or opportunities arise. For example, the Convention Center Hotel may create the impetus and funding opportunities for upgrading adjoining public areas.

Other opportunities identified in the Downtown Master Plan will fall into place as the catalytic projects take shape. Just as the catalytic projects have the opportunity to stimulate the market, new development and market demands will also impact the timing of the catalytic projects.



Photo credit: Lance Tyrrell



# THE VISION

DOWNTOWN SALT LAKE WILL BE THE PREMIER CENTER FOR SUSTAINABLE URBAN LIVING, COMMERCE, AND CULTURAL LIFE IN THE INTERMOUNTAIN WEST.

Our core values translate into a vision for Downtown that balances local and regional interests. Downtown's sense of purpose will be derived by its current role as the primary destination for culture and entertainment, the center of commerce, the seat of government for the State of Utah, and as an international center for a worldwide faith. But development of Downtown as the center for dense urban living -comprised of housing, parks, local serving retail, and community services-will dominate Downtown's identity as a vibrant neighborhood. Downtown will offer intimate spaces, outdoor adventure, and moves with a distinctive energy that reflects our culture. It will be diverse and eclectic –a creative mix of neighbors and collaborative partners committed to pioneering Downtown's future. Underscoring the whole vision is the concept that sustainable development that responds to regional ecological conditions and is supportive of local business and entrepreneurship will be accessible to all people throughout the social and economic spectrum of our community.

# PRINCIPLES

Principles are big ideas that support the Vision. They provide a framework for the Master Plan. They reflect the community's values through the visioning phase of the public engagement process. They emerged from the Downtown Story Project, Workshop #1, and other efforts and were developed and honed in conjunction with the Advisory Group, various city commissions and boards, and the City Council. Each principle was established through exploration of community values; they form the backbone of the master plan. There are ten principles, which reflect the citywide guiding principles developed in Plan Salt Lake.

Each principle contains goals and actions. The goals begin to illustrate how we will work towards the vision and each principle. They help inform the decision making process, from allocating funding to reviewing development projects.

Actions identify specific steps that the City, property owners, developers, business owners, and other stakeholders can take to help reach the goals.

The trends and targets are intended to gauge how well the initiative is being implemented. The targets are also tied to the overall citywide metrics that are used to measure the success of Plan Salt Lake. The metrics form the basis for monitoring the plan over time. Establishing metrics that relate to the Principles and Goals helps the City identify what works, what doesn't and when changes are needed.

#### WE VALUE A DOWNTOWN THAT...



























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# ... PROVIDES HOUSING CHOICE

### HOUSING AFFORDABILITY, FAMILY-FRIENDLY OPTIONS, ALL AGES AND ABILITIES

Downtown neighborhoods are characterized by the housing choices available. Downtown housing will meet the diverse needs of the people of the Salt Lake Valley in a form that responds to our environment. A downtown neighborhood provides a variety of housing options (including families with children, across the spectrum of affordability) gives people of all social and economic backgrounds the opportunity to live in a truly urban setting.

#### MPACT

Tracking the growth in the number of housing units is a key measure to determining whether we are providing choice. Breaking down that number based on type of housing and size of unit (number of bedrooms) provides insight into measuring goals. The ideal pattern would see an increase in total number of housing units and a more balanced representation of housing type.

#### BASELINE

Downtown has seen an increase in housing development:

- 1990-1999: 461 units
- 2000-2009: 1061 units
- 2010-2013: 1,259 unit

Most housing units are in mid-rise to high rise apartment or condo buildings. Roughly 18% are owner occupied. Only 3% of all housing units have 3 or more bedrooms.

#### TARGETS

Over the life of the plan, the desired trend is to see the total number of housing units grow to achieve the following:

- 10,000 new housing units by 2040
- An increase in the number of small scale housing types, including small lot homes, townhouses, and other urban oriented housing types.
- An increase in housing ownership.
- An increase in the percent of units with 3 or more bedrooms.



At least 10,000 new housing units that include a mix of housing types, affordability and sizes.

#### ACTIONS

- Evaluate and address regulatory process, including permitting and fees, to encourage new housing development downtown and promote an efficient approval process.
- Develop design guidelines or formbased regulations that encourage quality construction that contributes to the public spaces, such as windows and doors at the street level, stoops and porches, patios, balconies, and high quality building materials.
- Modify zoning regulations to allow a variety of housing types throughout downtown. Housing types should vary by district as not all types or scales are appropriate in all downtown districts.
- Promote housing choice by developing incentives, programs and/or requirements for including housing for families.

# GOAL 2

A downtown that is a model for sustainable, urban living that accommodates all life stages including families, enabling them to choose downtown living, if they desire.

#### ACTIONS

- Use development regulations and modify density requirements to promote housing in a mix of housing types to appeal to a broad market, promote diversity and make downtown living accessible to a variety of people.
- Align City programs with other financing programs available to implement affordable housing near transit including the City's Housing Trust Fund, Wasatch Front Transit-Oriented Development Loan Fund, Olene Walker Housing Loan Fund, Tax Increment Financing, Low Income Housing Tax Credit, and New Markets Tax Credit.
- Investigate additional loan tools, land purchase, and ground lease opportunities for the development of market-rate units.
- Encourage development of rooftop gardens, community gardens, and other outdoor space within new developments.
- Promote more student housing downtown.
- Locate family housing in areas with access to schools. New schools should be located in areas where housing that supports families are more likely.

# GOAL 3

Integrated homeless services into the neighborhood fabric to minimize impact.

# GOAL 4

Increase residential density.

#### ACTIONS

- Provide single room occupancy units and permanent housing for low income residents.
- Work with service providers to identify solutions to issues related to space and function and how they impact public spaces.

- Allow live/work units by right in all downtown zoning districts.
- Allow live/work units to fulfill ground floor retail/active use zoning requirements, except on Main Street in the Central Business District.



Repurposed and renovated older building stock for housing.

- Develop a process to encourage renovation of older existing apartments
- Incentivize adaptive reuse of older building stock, particularly charactercontributing buildings, for repurposing a housing. See Community Preservation Plan and Community Housing Plan
- Continue offering housing rehabilitation programs to provide low-interest loans for housing rehabilitation to low and moderate-income households.



























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SALT LAKE CITY | STORY OF OUR FUTURE

# ...IS VIBRANT AND ACTIVE

### COMMUNITY, NEIGHBORHOOD VIBE, PEOPLE, GATHERING PLACE

Density of people is critical to a dynamic downtown that pulses with a neighborhood vibe, is the gathering place for Wasatch Front community life, and has the best peoplewatching in the valley. Downtown will be the place where happenstance meetings become regular events. Arts and culture continue to be a major draw and downtown is teeming with people 24/7.

#### МРАСТ

Measuring the effectiveness of this principle is based on the increase in the downtown population and the demographic makeup of the people living downtown. The percentage of undeveloped or underutilitized land will help identify if we are filling in the dead spots downtown. The number of public entertainment and cultural events that occur in public spaces measures how well those spaces are used and helps focus the programming of the space.

#### BASELINE

There are approximately 5,000 people living downtown now. 34% of the land is considered undeveloped or underutilitized. In 2013, there were 291 programmed events in public spaces downtown (Gallivan Center, Pioneer Park, Washington Square, Library Square, Brigham Young Park, Temple Square, Exchange Place, etc).

#### ARGETS

By 2040, the downtown population should be around 20,000. The percent of land that is underdeveloped or underutilitized should decrease. As activity nodes expand or new activity nodes are created, the number of public events should increase.



Downtown Salt Lake City Population: 1960-2010 Source: U.S. Census 1960, 1970, 1980, 1990, 2000, 2010

Increase the residential population downtown by at least 20,000 residents or more by 2040 to build a 24/7 downtown.

#### ACTIONS

 Align development regulations, incentive programs and budget decisions to support growing the downtown population.

#### GOAL 2

Create unique places for different age groups, interests, and needs within each downtown district that are active 7 days a week.

#### ACTIONS

- Provide amenities for children within new developments or within 1/4 mile of all residential nodes with more than 200 dwelling units.
- Create public places for seniors to socialize and recreate.
- Create new parks, plazas and intimate public spaces at a variety of scales as nodes of activity develop. A node of activity is a place with at least 5 destinations, such as restaurants, bars, shops, etc.
- Establish a simple process for the creation of parklets and guidelines to address concerns with placing parklets in rights of way.
- Create a recreation plan that adds amenities for residents and appeals to outdoor enthusiasts with bike paths, running trails, climbing walls, bike and skate parks, etc.
- Support the development of publicprivate partnerships to fund capital improvements, management, and programming of urban public spaces.

#### GOAL 3

Establish an active public realm that supports a vibrant downtown experience.

# ACTIONS

- Keep the permitting process simplified for outdoor dining.
- Develop or improve zoning regulations to require buildings to include entrances on the sidewalk, a high amount of transparency for ground floor uses, and a mix of uses (including ground level live/ work units) to activate sidewalks.
- Require parking structures and surface parking to be placed behind buildings, or in the middle of the block, without fronting on a street.

#### GOAL 4

Make downtown a unique destination for visitors.

- Address state-level issues related to alcohol sales to enable development of entertainment or tourism districts.
- Identify, organize, and promote a single prominent "information clearing house" for downtown events.
- Create an event permitting process that is easy to understand, quick, and accessible to a variety of groups and activities.
- Develop "shoulder event" programs to capture activity before and after a game or show.
- Maintain existing policies regarding sidewalk paving materials and street lighting in districts where these items have already been established in this plan or other plans, such as the Street Lighting Master Plan.

Provide opportunities for new shops and alternative retail.

#### ACTIONS

- Modify zoning regulations to make it easier for new shops, restaurants, etc. to occupy street level spaces in new and existing buildings.
- Program public events that encourage nearby businesses to stay open later.

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SALT LAKE CITY | STORY OF OUR FUTURE

# ...IS PROSPEROUS

### LOCAL BUSINESS, LARGE AND SMALL EMPLOYERS, VITAL COMMERCE, COMMERCIAL IMPORTANCE, SUPPORTIVE OF ENTREPRENEURS

Downtown business is personal. An authentic and prosperous downtown has an economic culture that starts with people. It supports entrepreneurship and innovation, businesses that provide opportunity for employees, and a fine-grained urban environment that caters to residents and visitors alike. As the center of Utah's capital city, downtown will continue to be the commercial heart of our state.

#### MPAC1

Measuring prosperity could include a number of different metrics. For the Downtown Master Plan, the key metrics include Household Income and Number of Jobs. Median home values and commercial property values allow us to understand the impact of public investments, such as utility infrastructure, parks, and street trees.

#### BASELINE

In 2010, the median household income in downtown was approximately \$35,000, which is lower than the citywide median household income of \$44,500. There are about 43,200 jobs in the Downtown Master Plan area.

#### TARGETS

By increasing the number of downtown residents and providing a variety of housing options, the desired trend s to see the median household income rise and become nore in-line with the citywide figures.

n terms of job growth, the desired trend is to see an ncrease in the total number of jobs downtown.

Elevated quality of life for all downtown residents.

#### **CTIONS**

- Work with Salt Lake City School District, private day cares, and private schools to locate facilities in the downtown and in neighborhoods on the fringe of downtown.
- Encourage location of local services in the downtown: doctors, dentists, veterinarians, ophthalmologists, chiropractors, acupuncture, massage therapists, physical therapists, legal services, accountants, day cares, laundry and dry cleaning, music lessons, dance schools, art centers.

# GOAL 2

Higher education has a dominant presence downtown in coordination with a successful innovation district.

### GOAL 3

A helpful government permitting environment for businesses and developers looking to grow downtown.

### ACTIONS

- Address infrastructure needs and develop a city plan for infrastructure investment (i.e. don't rely on private development alone to upgrade infrastructure).
- Evaluate the permitting process for inefficiencies and improve the process where appropriate.
- Investigate per square foot fee structures citywide that favor high density development downtown over low density development on the fringe of the city.

### GOAL 4

Recognized globally significant center for business and the number one choice to locate a corporate headquarters in Utah.

- Develop programs to attract major businesses to downtown.
- Coordinate with other economic development groups to promote downtown as a place for new businesses to locate.

A thriving local business and a celebrated entrepreneurial environment that supports the economic and cultural development of the region.

#### ACTIONS

- Use existing and investigate other economic development programs, tool and services to help small businesses.
- Investigate the feasibility of a storefrom investment program for façade and building improvements for existing businesses in any building type to improve retail visibility, presence, and success.
- Evaluate economic development programs for minority-owned, womenowned, and disadvantaged businesses

#### GOAL 6

Foster independently identified districts characterized by a delightful mix of shops, restaurants, cultural institutions, parks and public spaces, amenities, historic buildings, and architectural character.

#### ACTIONS

- Incentivize preservation and reuse of character-contributing buildings.
- Consider development regulations that produce buildings that are adaptable to land use changes so the structures are more permanent.
- Work with district stakeholders to identify the appropriate regulatory structure that can establish a framework for the creation of districts. Examples include the use of form based codes, conservation districts, historic districts, and design standards.
- Work with district stakeholders to identify character defining features of the district and create a plan to fund the features. Possible features include street lighting, wayfinding, street furniture, public spaces, etc.

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# ...FOSTERS EQUITY & OPPORTUNITY

DIVERSITY OF CULTURE AND BACKGROUND, RESPECT OF TRADITION, DIFFERENCE AND ACCEPTANCE, INTERNATIONAL, GATHERING PLACE, BELONGING, ACCESSIBLE, EQUITABLE, ALL AGES AND ABILITIES

The legacies, voices, foods, lifestyles, and beliefs of diverse cultures need a downtown that celebrates difference in a way that transcends acceptance and leads to a sense of belonging for all. Downtown is the center of opportunity, where people have the greatest level of choice in education, employment, services and housing. The capacity of a city to attract international populations and to empower them to contribute to the future success of the city is integral to the success of the downtown and the City. Downtown will be the gathering place for people of all backgrounds and enables everyone to be "at home."

#### MPACT

The Opportunity Index is a rating of a City based on a comprehensive list of measures intended to determine the ability for an individual to improve their quality of life based on a scale of 1-10. The lower the scale, the less likely one is to be have access to services and needs that will help improve their quality of life. (http://opportunityindex.org/about/)

#### BASELINE

Wasatch Choice for 2040 established an opportunity index for the census tracts in SLC as part of the HUD Sustainable Communities Grant in 2012. This data shows that downtown has an Opportunity Index of 4.9, which means that an individual is less likely to be able to improve their quality of life. In 2013, Salt Lake County received a C+ (50.07/100) from the Opportunity Index.

#### TARGETS

The desired trend is to see an increase in the Opportunity Index score for the downtown area.

A culturally inclusive neighborhood that celebrates diversity and history of our city and state.

#### GOAL 2

A downtown diverse in age, gender, ethnicity, ability, household size, and socioeconomic background.

#### GOAL 3

A diverse mix of successful ethnic restaurants and markets downtown that reflect the international reach of the larger community.

#### ACTIONS

- Promote and recognize the culturally and historically important hubs of ethnic and cultural groups, such as the Greek and Japanese Communities or the campus of the Church of Jesus Christ of Latter Day Saints by fostering the creation of districts that focus on the history of the places, their unique architecture and physical setting and supporting a framework for ethnic and cultural expression to be incorporated into the built environment.
- Explore opportunities to collaborate with Native American, Hispanic and other ethnic groups to identify sites and tell the story of their continued presence in the community.
- Recognize Downtown Salt Lake as the cultural center of Utah and the Intermountain West by upgrading and increasing space for cultural activities.
- Recognize Downtown Salt Lake as the cultural center of the LGBTQ community in Utah and celebrate it through public art and events.
- Promote uniqueness of culture through refugee services, cultural events, and supportive business opportunities.
- Work with refugee and immigrant service providers to locate in downtown near transit and bicycle lanes.

### ACTIONS

- Improve and expand recreation and education facilities to support residents of all ages in a growing community.
- Improve and increase childcare facilities to support families with children living downtown. Encourage childcare facilities in locations that will ease pick-up and drop-off for parents, particularly along TRAX and commercial corridors and areas of high employment.
- Enable aging-in-place through housing and service programs.
- Work with homeless service providers to locate facilities in Downtown locations that are easily accessible with a design that fits the aesthetics of the area, and a layout that addresses impacts created by the use.

### ACTIONS

Create financial incentives for diverse businesses.





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# ...IS ARTFUL & UNIQUE

UNIQUE EXPERIENCES, NIGHTLIFE, DINING, INTIMATE SPACES, SPORTS, ART AND MUSIC, HISTORY, FASHION, ENTERTAINMENT, FUNKY/ INNOVATIVE/CREATIVE SPACES

A downtown that embodies its role as the cultural and economic heart of the Intermountain West will be artful, innovative, intimate, stylish, charismatic, powerful, and provide unique experiences and opportunities that profoundly expands your understanding of the world.

It is not just about public art; downtown will be a truly urban place like no other in all of Utah. It's urbanity is what will set it apart from other cities and towns along the Wasatch Front. Street life and a cafe culture will draw people to live downtown, embracing it's model mountain urbanism.

#### MPACT

Public art plays a significant role in placemaking. Tracking the number of public art installations, their size and locations, coupled with the number of historic buildings, provides us a glimpse of what makes downtown artful and unique.

#### BASELINE

There are 180 public art installations in the downtown, with 111 pieces located on Washington Square and in the City and County Building. This does not include public art that has been placed on private property.

#### TARGETS

The desired trend is to see an increase in public art displays. The community also desires an increase in the number of all-ages music and entertainment venues.



Photo credit: Lance Tyrrell

Downtown is the number one choice for true urban living in Utah –a unique option in the region.

#### ACTIONS

- Support "storefront studios" that connect artists with street life and enable live/work unit development, except on Main Street in the Central Business District
- Encourage high density residential development in many forms that capitalizes on views to the Wasatch Front, Oquirrh Range, and the Great Salt Lake.
- Encourage mixed-use development and retail spillout onto sidewalks, particularly on festival and event days.
- Support live/work opportunities for artists to locate in the artistic and cultural center of the region.
- Create an event permitting process that is easy to understand, quick, and accessible to a variety of groups and activities.

# GOAL 2

A distinctive, imagable and identifiable downtown with international appeal comprised of independently identifiable subdistricts.

#### ACTIONS

- Define the character and build the image of downtown as a collection of unique experiences.
- Establish a system for areas to incorporate as unique (business) districts defined by building character, land use, key features, and events. Provide financial support for public investment in district-based street furniture, banner, tree planting, paving, public art, and other unique features.
- Maintain the Washington Enhanced fixtures on the "Cactus Poles" as the preferred light poles/fixtures and unifying feature of the entire downtown.
- A coordinated system of paving patterns that continue the existing patterns and allow new districts to identify their own patterns.
- Develop a wayfinding plan to help brand downtown that is unique to specific neighborhoods and nodes.
- Establish a History Trail that physically links historical and cultural landmarks throughout the downtown that tells the story of the City.
- Identify key vistas in the downtown and create development regulations that protect and enhance the vistas as key features of Districts.

# GOAL 3

A downtown known for its creativity through public art, performance art and art-related events, and tactical urbanism.

### ACTIONS

- Establish interactive art areas for hands on exploration of art and culture.
- Create whimsical and playful public art, benches, and lighting in each district around activity nodes.
- Look into the use of a micro-loan fund for artists and arts organizations to determine if it is a worthwhile tool.
- Create opportunities for creative public expression through tactical urbanism processes like Paint-the-Pavement, utility box painting, gardening in public places, and parklets.
- Encourage street performers and sidewalk art, particularly during events and festivals.
- Encourage the growth of gallery strolls in different districts downtown and the participation of adjacent businesses.
- Commit to hosting at least one free arts event per month downtown.

### GOAL 4

Outdoor recreation is a key feature of the region and the downtown's offerings.

- Consider opportunities for local exercise groups to use public spaces.
- Support Visit Salt Lake's efforts to market downtown as a destination.
- Encourage developers to consider residents' need for gear storage such as bikes, skis, strollers, and paddle boards.
- Explore opportunities for locating practice facilities, climbing gymns, pools, and other recreation centers downtown.































































60 SALT LAKE CITY | STORY OF OUR FUTURE

# ...IS CONNECTED

TRANSPORTATION OPTIONS, CONVENIENT MASS TRANSIT, LOCAL CIRCULATION, BIKE FRIENDLY, SAFE STREETS, REASONABLE PARKING

Downtown is the most easily accessible location in the region. Our region flows to, through, and within a downtown that makes transit convenient and world-class, biking safe and friendly, and offers a reasonable transportation experience. Transportation options that serve downtown connect people to destinations efficiently and improve accessibility for all, whether it is longer trips into the City from the suburbs, shorter trips from City neighborhoods, or circulating within the downtown area.

#### IMPACT

Connectivity is one of the most important factors that impacts downtown. Improving how people get to and from and move within downtown is necessary for this plan to be successful. Monitoring how people arrive, by foot, bicycle, transit or car helps us determine if we are decreasing our reliance on the private automobile. Locating housing and jobs so they are within a 10 minute walk of light rail, street car or high frequency bus provides choice.

#### BASELINE

Currently, 59% of all trips are by car, 6% by transit 6% by bicycle 28% by walking (according to the 2012 Household Travel Survey).

Approximately 84% of the total land area in downtown is within 1/4 mile of transit. Almost all of the Granary District is more than 1/4 mile from a bus or transit stop, with most of the housing and jobs in the neighborhood outside walking distance to transit.

#### TARGETS

The desired trend is to see more people walking, biking, or using transit. The long term trend related to housing and jobs being located close to housing is to have every downtown resident/worker within a 1/4 mile of a light rail, street car or bus route with 15 minute service or less.



Double transit ridership by 2020 and double it again by 2040.

## ACTIONS

- Encourage development of Transit Oriented Development (TOD) through form-based codes and allowed increased density within a 10-minute walk of Trax, streetcar and high frequency bus routes.
- Work with UTA to implement a downtown circulator that improves local transportation through the downtown.
- Continue reduced-cost transit pass program (Hive Pass) for Salt Lake City residents
- Work with other agencies to improve access to transit for City residents.
- Work with UTA to find ways to improve the efficiency of the transit system for commuters.
- Improve the "last mile" transit connections to encourage ridership.
- Work with UTA to ensure downtown remains the center of the regional transit system.

# GOAL 2

More evenly-balanced mode share.

# ACTIONS

- Develop more bike friendly roads and parks.
- Create safe options for biking with children to and around downtown.
- Consider timing lights to balance pedestrian, bike and car travel times and speeds.
- Work with the Downtown Alliance to grow the bike-share program.
- Consider access to park, open spaces and recreation when planning alternative transportation routes.
- Improve the "last mile" transit connections to encourage ridership.
- Work with UDOT to design urban arterials that work for Salt Lake City.

#### GOAL 3

Improved transit connections to major job, neighborhood, and activity centers (i.e. Airport, University of Utah, Sugar House Business District, State Capitol).

# ACTIONS

- Provide a direct transit connection between Central Station and the University of Utah.
- Work with UTA to improve transit access between downtown and other major destinations in the City.
- With development of the new airport terminals, parking, and associated facilities, work with the Airport to improve access between downtown and the airport.

#### GOAL 4

A simple public parking system that balances the city's role as the economic center of the State supports small and large retailers, and supports the restaurant, cultural and night life of the city.

- Examine parking policy to determine the right balance of supply and demand.
- Update zoning regulations to locate surface parking lots in appropriate locations.
- Update zoning regulations to require parking structures to be wrapped by buildings instead of having frontage on public streets.

Signage and wayfinding for all travel modes that is a model for other cities and neighborhoods.

- Improve and expand the existing wayfinding system.
- Identify ways to encourage novice users and visitors to use the transit and bikeshare systems.
- Build family friendly bike lanes and paths.
  Improve wayfinding signage to major activity centers, such as Energy Solutions Arena, the Salt Palace, Temple Square, the Airport, and university campuses.



























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...IS WALKABLE

### PEDESTRIAN-ORIENTED PLACES, INTERESTING, COMFORTABLE, ACCESSIBLE

Walkability builds community, providing equal access to all people, cultures, and activity. A walkable downtown is a vibrant place, one that prioritizes the human experience, inviting life and providing comfort and safety, interest, activity, transparency, and harmony. Walkability is more than supplying the basic pedestrian facilities of sidewalks, crosswalks, and curb ramps. It means the provision of a comfortable and pleasant walking environment that stimulates the senses, contributes to the character of a place, provides route choice, and urges discovery.

Local services, quality of the walking environment, and number of walking routes encourage people to walk. Measures of walkability include intersection density and amenity density. Intersection density helps us understand the level of choice a pedestrian has in getting from point A and point B. Amenity density is the number of basic services within a defined area –often within a 5- or 10-minute walk. Basic services include, but are not limited to: bank, child-care facility (licensed), community/civic center, convenience store, hair care, hardware store, health club or outdoor recreation facility, laundry/dry cleaner, library, medical/dental office, park or plaza, pharmacy (stand-alone), place of worship, police/ fire station, post office, restaurant, school, senior-care facility, supermarket, museum and theater.

#### BASELINE

The downtown area has an intersection density of 14' intersections per square mile. This includes streets, alleys, existing midblock walkways, and other similar types of intersections.

Amenity density in the downtown has yet to be fully understood. However, we know that only 12% of the downtown population lives within a 1/2-mile of a full-service grocery store. (see map) The west side of downtown lacks good park access and only one playground serves the downtown.

#### TARGET

By adding more midblock walkways, alleys and shared spaces, the intersection density in downtown will increase which will contribute to downtown being more walkable.



#### DISTANCE TO GROCERY STORE



A mid-block walkway network that is designed for pedestrians first.

#### CTIONS

- Carefully manage future development of new mid-block walkways to encourage pedestrian prioritization, a unique pedestrian experience, and strong physical connections.
- Develop a public street or walkway through every block downtown through land acquisition, easements or other innovative tools.
- Identify opportunities for the acquisition and development of new mid-block walkways to increase pedestrian connectivity.
- Partner with the Redevelopment Agency determine a strategic process for acquiring land, incorporating midblock walkways in RDA funded projects or within projects that involve the transaction of RDA-owned property.
- Protect and enhance the built form, character and function of mid-block street and walkway system as a significant determinant of the City's built form, and distinguish them from other larger streets.
- Improve the pedestrian amenity and safety of alleys and mid-block walkways that provide necessary service and access functions while maintaining efficient vehicular movements.
- Prioritize location of mid-block crossings in coordination with mid-block streets and walkways. Consider mid-block crossings every half-block or where appropriate.

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- Include natural elements in mid-block walkways to soften hardscapes and contribute to a comfortable microclimate and aesthetic experience.
- al elements in mid-block •

#### issues with regularl ate shortened crossing radii, hawk or other

 Provide accessible pedestrian networks that provide equal access and equity to all people.

Address pedestrian safety and comfort

GOAL 2

A complete pedestrian network that

makes walking downtown safe,

convenient and comfortable.

- Provide wayfinding devices that effectively identify the pedestrian network and connectivity options through downtown.
- Prohibit sky bridges and skywalks to concentrate pedestrian activity at the street level.
- Increase safety at mid-block crossings through signal, refuges, and reduced vehicular speed.
- Extend curbs at crosswalks to improve sight lines for pedestrians and motorists.
- Inventory, assess, and categorize streets by level of walkability and address easy items first.
- Provide shade and weather protection along every street by using trees and building elements such as awnings or shade structures.
- Provide dog friendly amenities in the downtown and establish a curb-your-dog program.

# GOAL 3

An urban pedestrian experience that is dynamic and stimulating.

- Incorporate pedestrian oriented design standards in all zoning districts downtown.
- Enable citizen-led design interventions to take root on mid-block walkways as a way to empower citizens and foster imaginative and artful iterations of the mid-block walkway.
- Develop a naming system for mid-block walkways to enable the development of their identity and image.
- Activate mid-block walkways with both passive and active land uses, depending on location and surrounding density.
- Develop a program to activate vacant properties with pop-up shops, community gardens, public art, food trucks, and other uses that stimulate the senses.
- Encourage businesses to open onto mid-block walkways and streets through building renovation incentive programs.
- Continue special pedestrian paving patterns to identify different districts.
- Incorporate public parking locations into the wayfinding system.




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# WE VALUE A DOWNTOWN THAT...



















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# ...IS WELCOMING & SAFE

SAFE, CLEAN, WELCOMING, NEIGHBORHOOD PRIDE, PLACES FOR CHILDREN, HEALTHY, MAINTAINED, WELL-LIT, PET-FRIENDLY

A welcoming place is a safe and healthy place. Community safety is supported by a social environment that is active, educated, playful, and maintained. Downtown's neighborhoods will celebrate their heritage and uniqueness and promote healthy lifestyles in an urban setting.

#### MPACT

Safety is best determined by how safe people feel. In the case of measuring that feeling of safety, the Downtown Master Plan utilizes crime statistics and the number of automobile collisions with pedestrians and cyclists.

#### BASELINE

The Salt Lake City Police Department tracks crime in the entire City. In 2013, a total of 14,881 crimes were documented in Council District 4, which includes most of the downtown area. This is about 37% of all crime in the City.

The Transportation Division is undergoing an extensive process to establish a baseline for measuring collisions involving pedestrians and cyclists. This process should be completed in 2014.

#### TARGETS

The desire of the City is to make downtown welcoming and safe for everyone. Therefore, a decline in crime and a decline in the number of collisions involving pedestrians and cyclists indicates whether safety related programs and actions are working.

#### GOAL 1

A public realm that is looked after 24/7.

GOAL 2

A child-friendly downtown.

## GOAL 3

A downtown known for its wellmaintained public realm.

### GOAL 4

A downtown that caters to visitors, residents, and workers alike.

### ACTIONS

- Eliminate blank walls by requiring nonreflective glass over 60% minimum of building frontage at pedestrian level on retail streets and mid-block walkways and 40% minimum of building frontage everywhere else.
- Develop storefront design guidelines for all ground floor commercial spaces.
- Increase police and ambassador foot and bicycle patrols throughout downtown.
- Continue implementation of pedestrian lighting throughout downtown.
- Require new development to be designed with "eyes on public spaces" by incorporating clear windows, doors, balconies, etc. facing public spaces.

# ACTIONS

- Incorporate designing for safety concepts into zoning regulations.
- Increase the miles of protected or offstreet bikeways.
- Locate schools near dense housing nodes to encourage families with children living downtown.
- Locate playgrounds near housing or require their integration into new housing projects to support activity for families with children.
- Increase the number of child-friendly activity centers (museums, play centers, camps, after school programs) throughout downtown.
- Encourage the development of licensed daycares and private schools downtown.

# ACTIONS

- Work with property owners and business owners to keep sidewalks clean throughout the year or support the use of improvement districts to manage sidewalk cleanliness.
- Keep trees and plantings in good health throughout the year. Consider plantings that add year round interest.
- Maintain the City improvements, such as street lights, seating, and paving.
- Develop a tree planting campaign based on promoting long-term tree health and longevity.

## ACTIONS

- Develop a signage and wayfinding system that directs pedestrians and motorists alike.
- Increase the tree canopy for greater shade and improved pedestrian comfort through the summer months.
- Increase the number of benches downtown for improved pedestrian comfort and public gathering.
- Improve pedestrian corssings through use of curb extensions, signals, lighting, and other measures.
- Work with homeless service providers to find ways, through building design and programming, to reduce the impact the services have on public spaces, businesses, and residents.
- Work with service providers, the business community and other partners to establish avenues for people to donate to the homeless.













## WE VALUE A DOWNTOWN THAT...



















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# ... UNITES CITY & NATURE

NEIGHBORHOOD PARKS, VIEWS TO THE MOUNTAINS, CLEAN AIR, DIRECT ACCESS TO NATURE, URBAN AGRICULTURE

A downtown that celebrates its relationship with nature connects people to the wonders of the Wasatch region and the beauty it offers, the changing seasons, and outdoor adventure.

#### **IMPACT**

Measuring the amount of park and plaza spaces downtown will help us know if we are reaching our goals. Tracking the number of days that air quality is considered unsafe can give us a quick indication of ou efforts to improve the quality of air we breath.

#### BASELINE

The below chart compares the percentage of land dedicated to parks. Downtown has about the same % as the rest of the City.

Ozone and particulate pollution (daily and annual) are two key measures of air quality. According to the American Lung Association, our region receives an F grade for ozone and 24 hour particulate pollution and receives a pass for annual particle pollution. In 2012 there were:

- 21 days where ozone was considered unhealthy for sensitive populations (orange) and zero days where ozone was considered unhealthy (red) or very unhealthy (purple).
- 26 orange, 9 red and 0 purple 24 hour particle pollution days.

#### TARGETS

The desired trend is to increase the amount of park space and open space available to downtown residents. Improving air quality is a major focus of the City.

	Land Area	Total Park Acres	Park Area as Percent of Land Area
Portland	85,393	13,480	15.8%
Sacramento	62,666	5,811	9.3%
Denver	97,920	5,900	6.0%
Portland Central City	3,000	126	4.2%
Downtown SLC	1,474	28	1.9%
Salt Lake City	69,703	1,221	1.8%

### GOAL 1

A green framework plan that guides development of parks, plazas, urban forestry, green infrastructure, stormwater, productive landscapes, community gardens, green roofs, and urban design.

#### ACTIONS

- Consider our local climate and needs of a downtown population when considering parks and open spaces in an urban environment.
- Consider adding play facilities, kinetic play and mobile play facilities that are designed and fit into downtown's urban environment.
- Establish a funding matrix that identifies the different tools available to fund the creation, maintenance and programming of urban parks.
- Consider activating public parks by removing barriers to holding public events in parks, such as allowing food trucks at concerts, fairs, etc.
- Consider the use of plant species that are appropriate in an urban environment and can handle Salt Lake City's environment.

# GOAL 2

Parks within a ¼ mile of all homes to serve existing and future downtown residents.

## ACTIONS

- Establish places for active recreation throughout downtown.
- Increase opportunities for residents to grow and access healthy foods close-tohome.
- Explore opportunities for new pocket parks in underserved areas throughout downtown.
- Require a certain amount of open space in all new residential development.

# GOAL 3

A linear park system downtown that connects major parks and open spaces through and across downtown.

# ACTIONS

- Investigate the feasibility of creating linear parks on wide streets with low traffic volumes as an incremental step to build a Downtown Green Loop.
- Explore options for a trail system from Memory Grove to the Jordan River through downtown that connects to the larger trail system in the region.
- Continue expansion of the 500 West park blocks to the south.

# GOAL 4

An interesting skyline that complements the natural setting of the Wasatch Front.

## **ACTIONS**

- Shape building height allowances to maintain views to key landmarks and peaks of the Wasatch Front.
- Identify key public viewing axes and make them publicly accessible.
- Develop a skyline shaping strategy through zoning with the intent of adding variety in heights and shape to the skyline, not just buildings that are the same size and shape.

### GOAL 5

Reduced number of red air days per year.

# GOAL 6

A strong physical and cultural connection to water throughout downtown.

### GOAL 7

A maintained and expanded urban forest in the downtown.

#### ACTIONS

- Address air quality concerns through a multi-approach process that addresses transportation, building form and condition, and industry contributions
- Address poor air quality downtown by incentivizing building energy audits and upgrades.
- Incentivize green roofs.
- Work with the State to allow for more local control of air quality issues.

#### ACTIONS

- Consider a water management program to capture and reuse stormwater for irrigation purposes.
- Encourage the continued "daylighting" of City Creek to link the mountains with the Jordan River through downtown.

#### ACTIONS

- Create a variety of planting areas for street trees, including parkstrips, planting boxes and tree wells that are appropriate for the desired size of trees.
- Maintain the existing urban forest in the downtown.
- Discourage the removal of large healthy trees when property is redeveloped.









WE VALUE A DOWNTOWN THAT...





























# ...IS BEAUTIFUL

# QUALITY ARCHITECTURE, MOUNTAIN VIEWS, DIVERSITY OF BUILDING TYPES, HISTORY, MEMORABLE

A person's sense of place is derived from their physical and emotional experience downtown. Our setting along the Wasatch Front and our distinctive history lend character and beauty to a downtown that honors the past, praises quality design and craft, and shares a cohesive aesthetic contributing to a bold and powerful image.

#### IMPACT

To help us gauge downtown's beauty, we recognize historic and character contributing buidlings, such as those buildings that are Landmark Sites, those that contribute to the character of a Historic District or that were built before 1940, as primary factors. The Plan also focuses on removing those things that the community considers unsightly. Tracking the number of billboards in the City helps us, at the very minimum, measure our success at minimizing the impact of billboards.

#### BASELINE

In 2013, there were 80 Landmark Sites, 25 contributing buildings in historic districts and 555 buildings built in or prior to 1940 in the downtown area.

There are 34 billboards in downtown.

#### TARGETS

The desired trend is to see the number of designated individual structures and contributing buildings increase as other existing buildings are either listed as Landmark Sites or new historic districts are created. The goal is to not see the number of buildings built prior to 1940 decrease, although some older buildings may not have distinctive character.

The goal is to see no net increase in billboards downtown, with a desired trend of reducing the total number of billboards as billboards are consolidated and removed.



#### GOAL 1

A diverse cache of preserved historic and character-contributing buildings throughout downtown.

## GOAL 2

A densely-developed downtown core.

## GOAL 3

A significant tree canopy that can effectively shade the public realm and reduce urban heat island effect.

## GOAL 4

Quality architecture and construction practices.

## ACTIONS

- Investigate feasibility of local and national historic districts throughout downtown.
- Initiate building evaluation of older buildings prior to demolition.
- Prioritize development of vacant or underutilitized sites over sites with viable building structures.
- Investigate the creation of local incentives to encourage preservation of historic and character contributing buildings.

## ACTIONS

- Encourage infill development.
- Modify zoning regulations to remove barriers so that development that helps implement the Downtown Master Plan is easier to realize.
- Establish a policy on billboards with the end goal of eliminating billboards downtown.
- Prohibit sky bridges downtown.
- Work with UTA to incorporate a high level of design into transit infrastructure.

# ACTIONS

- Establish a street tree canopy that covers at least 10% of the right-of-way within ten years.
- Develop a tree planting program for the downtown that has urban qualities, but encourages tree health. Street trees should be uniform (by street) and continuous along all primary streets through downtown.
- Discourage the removal of healthy shade trees that are in public spaces.
- Develop tree well standards that provide adequate space and soil structure for the setting in which the trees are planted.

# ACTIONS

- Develop a design review process for projects of special significance. A threshold to trigger design review may be based on building size, civic projects such as parks, civic centers, cultural facilities, or projects with special urban design significance.
- Incorporate design standards into all zoning districts downtown.

#### GOAL 5

Districts that are uniquely defined by their building character, street furniture, plantings, public art, and other elements.

## ACTIONS

- Work with the community to develop building design standards that relate to the geographic districts downtown.
- Modify sign regulations to promote pedestrian oriented signs.
- Support the creation of business districts where residents, businesses and property owners wish to improve neighborhood aesthetics with landscaping, street furniture, signs, and other elements within the public right of way.
- Preserve view corridors of natural and architectural landmarks that terminate the vistas of our streets by prohibiting sky bridges.



Photo credit: SLC Photo Collective

# KEY MOVES

# KEY MOVES ARE ACTIONS THAT WILL MAKE NOTICEABLE IMPROVEMENTS TO DOWNTOWN.

Some developments are significant on their own to make major changes to the downtown. The Key Moves outlined here are things that will help realize the Vision for downtown and contribute to the City's overall aspirations outlined in Plan Salt Lake.

The Key Moves are important because they often set the standard for other development and programmatic elements in the downtown. They have the ability to spur new development, attract more people or change how we move around.



# CULTURAL CORE DEVELOPMENT

In 2011, Salt Lake City and Salt Lake County signed Cultural Arts Interlocal Agreement that creates a sales tax-based fund to be spent on the marketing, branding, development and improvement of arts and cultural activities in Salt Lake's Cultural Core. These investments in placemaking, promotion, and program have specific physical implications that can be directed by the Downtown Community Master Plan. Enhancing wayfinding, activating underutilitized storefronts, and leveraging "in-between" spaces for public amenity are priorities.

The Cultural Core Report defines success as:

- Diverse content
- Engaged audiences
- Creating place
- Civic pride
- Marketing
- Partnerships

The Cultural Core Report suggests that, to be successful, investments needs to be made in:

- Placemaking that creates connections and builds identity.
- Promotional initiatives that leverage existing tools to build the region's cultural brand and deliver actionable information to local residents and visitors.
- Programs that enliven the Core and attract and reflect the region's audiences and visitors.

CATEGORY	PROJECT	KEY PLAYERS	RESOURCES/ CONSTRAINTS
Public Realm	Create better connections throughout the Core leveraging "in-between" spaces to improve amenities (more visible security, public restrooms, plazas, outdoor seating, enhanced lighting)	City, County, RDA, property owners	<ul> <li>Identify convener</li> <li>Partner to fund improvements</li> <li>Complex and overlapping governance</li> </ul>
Signage & Wayfinding	Create better wayfinding throughout the Core.	Downtown Alliance, City	<ul> <li>Identify funding</li> <li>Coordinate design and installation</li> </ul>
Public Realm Private Development	Explore opportunities to develop the spaces "in-between," such as parking lots, mid-block walkways, and vacant properties between established activity centers throughout the Cultural Core.	City, County, RDA, property owners, arts organizations, artists	<ul> <li>Inventory</li> <li>Planning forum</li> <li>Identify convener</li> <li>Implementer</li> <li>Funding</li> </ul>
Transportation	Develop bike valet, bus or trolley loop, vehicle sharing, Arts Bus, and bike share connections from outside the Core.	City, County, RDA, Downtown Alliance, SLC Bikeshare, UTA	<ul> <li>Identify convener</li> <li>Partner to fund planning efforts</li> <li>Complex and overlapping governance</li> </ul>
Transportation	Improve information about transportation for residents and visitors.	City, County, RDA, UTA, Visit Salt Lake	Coordinate between     agencies
Policy	Develop planning, zoning and code development policies that support increased activity and patronage in the core.	City, RDA, Property owners, art organizations, artists	Identify convener



# DOWNTOWN STREETCAR

A streetcar is a neighborhood-serving transit service that shares lanes with auto traffic, travels at slow speeds, makes frequent stops, and uses smaller, single-car vehicles. The Downtown Streetcar will provide supplemental service within downtown. The proposed route will be a local circulator, linking Central Ninth, the Granary, Grand Boulevards, Depot, Broadway, Salt Palace, and the Central Business districts. The 2008 *Downtown In Motion Plan* recommend that the City and UTA build streetcar line(s) to neighborhoods where high density development is planned (recommendation 4h on page 22 of *Downtown in Motion*).

- 11% of all Salt Lake City trips are made within the downtown area.
- 100 South offers the highest ridership numbers and better bicycle integration.
- With existing densities and zoning already in place, downtown is the perfect place for a streetcar to spur infill development.
- The connection through downtown to the University of Utah has very high levels of transit demand that are not being met by the existing system.
- The Granary district has the most potential for redevelopment growth in the streetcar study area.
- The public favors a 900 South alignment for the streetcar because it has great TRAX connections and supports the 9Line.
- This area has more trips than anywhere else in teh region and te share of trips on transit is forecast to increase to 13% by 2040.





# 400 SOUTH TRAX EXTENSION

Extension of the TRAX Red Line along 400 South from Main Street to 600 West and the Intermodal Hub will complete an inner loop of rail circulation in downtown. This is a priority project identified in the 2008 Downtown in Motion plan.



Photo credit: Lance Tyrrell





# **GREEN LOOP**

Downtown's wide rights-of-way -typically 132 feet wide-offer an incredible opportunity to weave linear park space into the urban form. Parkways that are anchored to one side of the street have the potential for greater use and programmability than center-aligned medians. The Downtown Rising Plan proposed a parkway along 200 East and a continuation of the park blocks along 500 West. Through the CBD, the 200 East parkway will serve as the principle recreation spine linking to Memory Grove and City Creek Canyon. Lined with mixed-use residential and commercial buildings, development will follow a mid-rise development pattern with stepbacks between three-to-six stories. Eventually, the Green Loop should connect to other downtown Districts, connecting to the 500 West park blocks.

When funding is available, a study of this concept should consider:

- Compatibility with other existing plans, such as the Pedestrian and Bike Master Plan
- Costs and financing tools
- Existing street widths, utilities, and design
- Public Safety
- Programming
- Access to private property





Existing Right-of-Way: 132' (tvp.)







There are a variety of options for including more green space in the right-of-way. This may include off-street bikeways, streetcars, linear parks, gardens, and other elements.

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Photo credit: Lance Tyrrell

# GATEWAY COMMONS PARK

The development of a major park space along the eastern edge of I-15 was first identified in the 1998 Gateway District Land Use & Development Master Plan and continues to have significant public support. THe Gateway Commons Park will provide an opportunity to connect downtown with West Salt Lake and fulfill a critical need for park space along the west side of downtown. The park will be a major resource for the Depot District. Potential programming ideas include a skate park, unique lighting under I-15, running and cycling trails, and optimal plantings to address air quality along the highway's edge.

Consideration should be given to programming, such as trails, events, and playgrounds, during the design of the park. The park should pay homage to the industrial nature of the area, reusing materials and features for art, climbing walls, paving materials. It may be necessary to include limited development opportunities for education, research or office uses to draw a captive population to regularly use the park for legitimate activities.

The City should determine what level of funding is available, preferably using funds from the Parks Impact Fee, to acquire and construct the park in phases as more residents and employers are added to the area. Long term maintenance is always a concern. Funding sources, such as Special Assessment Areas, could be considered for maintaining the park.





Photo credit: Lance Tyrrell

# **DISTRICT ACTIONS & CATALYTIC PROJECTS**

DOWNTOWN HAS A NUMBER OF DISTINCT AREAS, EACH WITH ITS OWN CHARACTERISTICS AND USES. THESE AREAS WILL CONTINUE TO BE REINFORCED AND PROMOTED THROUGH DISTRICT-LEVEL PLANNING.



Downtown is comprised of multiple smaller districts each with its own unique character and identity. Often a district's character is defined by its architecture or urban form. Sometimes a district is known by specific land uses in the area. Occasionally, a district is identified by a major landmark. Salt Lake City's downtown districts provide for local quality of life each in a distinct way, offering a different set of amenities and means for achieving local livability. All of the Districts are considered mixed use; only the types and scale of use and buildings differ between districts.

The strategy of this master plan is place-based and involves defining ten individual districts in the downtown. Each district has a list of specific actions some of which are solely unique to that district while others may be common among multiple districts but not all. These actions may be considered transformational actions or involve catalytic projects that support the larger principles of the master plan.

The Existing Conditions Report recognized that downtown's districts would benefit from added definition and emphasis on development of each district's image and identity. The future of the downtown's overall image and identity is dependent on district development. District image is defined as the mental picture you have or make of a place and is based on your personal experience, attitude, memory, and senses. The image of a place is related to, but altogether different from identity. Three basic components of identity are: the physical surroundings, the activities or program, and the meaning that results; the fusion of these components is the identity. The following descriptions and actions will contribute to district development. They focus on building the image and identity of each district in a unique way.

The catalytic projects have been identified for their ability to progressively unlock the potential of each district and the downtown as a whole. They will contribute to the goals of the master plan by:

- 1. Adding greater depth and choice to the retail, visitor, cultural, and residential offering.
- 2. Developing a compelling value proposition and climate for individuals and business to invest in the downtown.
- 3. Utilizing Salt Lake's wide rights-of-way for green corridors that connect districts.
- 4. Creating a clear mid-block pedestrian system that breaks up the large blocks.
- 5. Celebrating the assets and attributes of particular districts.
- 6. Supporting commercial activity with regional reach.
- 7. Growing the downtown population, supporting an active place 24/7.
- 8. Allowing innovation and creative culture to grow and touch all aspects of downtown.
- 9. Creating welcoming entries to the downtown.
- 10. Enlivening the public realm.

# **CENTRAL BUSINESS DISTRICT**

The Central Business District (CBD) will continue to be defined by Main Street shopping, the tallest buildings in the City, and arts and cultural institutions. As a growing residential community, the CBD will be home to those seeking the ultimate urban experience that Utah has to offer. Dense apartment and condo-style living in a variety of unit types and sizes will be supported by local serving retail and community services within walking distance. The CBD will maintain its prominence as Utah's "financial district". Visitors will be entertained, easily find their way around and use the CBD as a launching point for business, sight-seeing and recreation. Over time, the CBD will expand to the south and west. Each street in the CBD will have its own unique character and form:

- 200 East a linear parkway that marks the transition to a lower scale, more urban residential neighborhood to the east
- State Street the commercial and institutional spine characterized by tall buildings, corporate headquarters
- Main Street the premier shopping street and historic heart of Salt Lake City, a unique pedestrian first experience with activated sidewalks, consistent paving on the sidewalks, and sidewalks that are not interrupted by driveways
- West Temple a secondary commercial street
   punctuated with high-density residential
- South Temple a prominent view corridor from east to west that is not broken up by pedestrian bridges, terminating at the Union Pacific Depot
- 100 South a secondary view corridor, terminating at the Salt Palace
- 200 South a primary transit corridor with streetcar and bus service that connects the CBD to adjacent neighborhoods and destinations
- 300 South the arts and culture street, defined by numerous restaurants, galleries, shops, and entertainment
- 400 South a primary transportation corridor connecting downtown to the University of Utah



Green Loop/Park

# CENTRAL BUSINESS DISTRICT ACTIONS

#### ... PROVIDES HOUSING CHOICE

 Utilize interior streets and walkways for townhouse development to activate interior of blocks while keeping main streets commercial.

#### .. IS VIBRANT & ACTIVE

- Improve the signage and wayfinding system. Compel people to walk by creating a downtown that is interesting and invokes a sense of discovery.
- Enable street performers.
- Consider allowing businesses to operate in park space to support programming goals of the City.

#### ...IS PROSPEROUS

- Develop a sign program in which the City provides the structure for individual business signs along mid-block walkways and preferred pedestrian routes to support business development and encourage discovery throughout the pedestrian network.
- · Promote the Central Business District as the place to be for major employers.
- Support enlarging the World Trade Center SLC as proposed in Downtown Rising.
- Support economic development tools for local businesses that encourage distributed mix of retail types within a particular district, and provide general business development assistance.

## ... IS ARTFUL & UNIQUE

- Develop district-level branding based on major destinations, notable venues, key landmarks, and crossing places (ex. 9th & 9th, 2nd & 2nd).
- Encourage development of pop-up/spontaneous dining experiences.
- Complete new Utah Performance Center and open for events by 2016.
- Repurpose the Utah Theater as a cultural facility and Main Street activity generator.

#### ...IS WALKABLE

- · Partner with the Redevelopment Agency to establish midblock walkways.
- Ensure reasonable public access through private midblock walkways and alleys.
- Utilize design standards to create a high quality interface between public spaces and private buildings.
- Restrict or eliminate right turns on red in select locations downtown.

### ...IS WELCOMING & SAFE

- Require a minimum interior display zone of 2'6" and site lines into the tenant area for retail frontages to encourage visual transparency from sidewalk into stores and vice versa.
- Locate public restrooms throughout downtown.
- Work with UTA and other partners to extend airport line operating hours for early morning and evening travelers.

#### .. UNITES CITY & NATURE

· Consider establishing appropriate scaled parks and open space.

### ...IS BEAUTIFUL

 Modify height requirements so building heights relate to street widths, shape the skyline and allow sunlight to filter through spaces between buildings.

### CATALYTIC PROJECT: SOUTH ANCHOR

The block bounded by 400 South, Main Street, 500 South, and West Temple is entirely surface parking and represents a major opportunity for new development downtown. The property is owned by PRI, the development arm of the LDS Church. The redevelopment potential of this site is tremendous, given its proximity to the Courthouse TRAX station and as the southern anchor to the Central Business District's commercial activity. Possible redevelopment opportunities should include a number of different elements that are intended to add people to the area and may include:

- A future Global Exchange Place, a facility that would exemplify Utah's international reach with an international mediation center, a language translation facility, and education center.
- High-density housing for families with children and mixed-use development that exemplifies a new model for urban living in Utah.
- Recreation opportunities, such as practice and training centers catering to the outdoor recreation community.

Any new development should incorporate the key concepts outlined in this plan. Examples are shown to the right.



Midblock walkways



Ground floor activation



High density housing



Pedestrian oriented buildings



# **BROADWAY DISTRICT**

The Broadway District is the center of the City's entertainment district, with a mix of restaurants, clubs, and theaters. It is animated by its dynamic street life, which is active late into the evening. Artist workspace and housing, entertainment venues, older warehouse buildings, and small, local businesses lend the district its unique character. Pioneer Park is an important open space in the area and home to the Downtown Farmer's Market and Twilight Concert Series. Building scale varies, matching the CBD on the east end with a transition to a scale that starts at one-half of the width of the street and respects the historic warehouse buildings to the west and residential in East Downtown. Land uses are mixed both horizontally and vertically.

Mid-block streets are activated by a new model of dense housing that steps back above three stories, allowing sunlight to penetrate to the smaller streets and walkways. Some streets, like Pierpont, are more commercial in nature and host to bars, restaurants, and shops. Pedestrians have choices: interesting walkways that lead through the blocks to a variety of uses that are located in the middle of the blocks. The Broadway District is a place of discovery where unique experiences can be found around every corner.



Context-sensitive design integrates new buildings with older ones by stepping down to meet older building heights.

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	Existing Bike Lanes
•••••	Proposed Protected Bike Lanes
	View Corridor
	Opportunity Site





Cultural Core

Er

Proposed Mid-block

Walkways

Entrance Landmarks

Green Loop/Park



## **BROADWAY DISTRICT ACTIONS**

#### ... PROVIDES HOUSING CHOICE

- Utilize interior streets and walkways for townhouse development to activate interior of blocks while keeping main streets commercial.
- Encourage development of/Create incentives for housing for families with children, as part of identifiable neighborhood areas, in ground-oriented or low-rise dense developments and close to open space, schools, childcare centers, community facilities and other amenities designed for children; and smaller suites should be in towers and/or in spaces above busy commercial areas.

#### ...IS VIBRANT & ACTIVE

- Improve the signage and wayfinding system. Compel people to walk by creating a
  downtown that is interesting and invokes a sense of discovery.
- Enable street performers.
- Consider allowing businesses to operate in park space to support programming goals of the City.
- · Establish a year-round farmer's market.

### ...IS PROSPEROUS

• Develop a sign program in which the City provides the structure for individual business signs along mid-block walkways and preferred pedestrian routes to support business development and encourage discovery throughout the pedestrian network.

### ...IS ARTFUL & UNIQUE

- Develop district-level branding based on major destinations, notable venues, key landmarks, and crossing places (ex. 9th & 9th, 2nd & 2nd),.
- · Encourage development of spontaneous dining experiences,
- Respond to needs of the arts community (including creative commercial manufacturers and suppliers to artists and cultural organizations) by developing subdistrict-level targets for arts programs and assets.
- · Support the establishment of live music venues and all-ages shows.

#### ...IS CONNECTED

• Extend the Trax Red Line along 400 S directly to Central Station from the University of Utah.

#### ...IS WALKABLE

• Restrict or eliminate right turns on red in select locations downtown.

#### ...IS WELCOMING & SAFE

- Require a minimum interior display zone of 2'6" and site lines into the tenant area for retail frontages to encourage visual transparency from sidewalk into stores and vice versa.
- · Locate public restrooms throughout downtown.
- Establish downtown as a dog-friendly neighborhood with housing that allows pets and dog-oriented amenities in the public realm to increase pedestrian activity downtown throughout the day and night.

#### ...UNITES CITY & NATURE

• Develop and improve Pioneer Park infrastructure and programming to encourage more use of the park.

# ...IS BEAUTIFUL

Commit to burying powerlines along major streets and corridors, particularly at entrances to the downtown.

#### CATALYTIC PROJECT: MID-BLOCK WALKWAY NETWORK

Expansion of the mid-block walkway network in the Broadway District is critical to improving the pedestrian environment. This requires a focused effort on the creation of a connected network of streets and walkways that prioritize pedestrians. A process for land acquisition and development of public easements should be established. While the Mid-Block Walkway Network is discussed in the Broadway District, the principles and objectives listed here apply to all of the mid-block walkways identified throughout downtown.

Any new mid-block walkway should respond to the Design Guidelines for Mid-block Walkways, a tool used by the Planning Division and identified in the zoning code.

#### MID-BLOCK WALKWAY PRINCIPLES

Three core guiding principles identify the important characteristics of Salt Lake City's mid-block walkways that contribute to their success as pedestrian environments.

- Pedestrian Priority Prioritizing pedestrians in the public realm means elevating the pedestrian experience along mid-block walkways by managing potential conflicts with motorists and vehicle circulation expectations.
- Experience The pedestrian experience is supported by an environment that is accessible, comfortable, connected, convenient, engaging, and vibrant.
- Connectivity Physical connections through city blocks offer multiple routing options to a diverse range of activities, resources, services and places, encouraging physical activity.

#### MID-BLOCK WALKWAY OBJECTIVES

The following objectives support the three core principles and outline a framework for improvement and expansion of the mid-block walkway network.

- To ensure that the unique and valued characteristics of Salt Lake City's mid-block walkways are maintained and enhanced through appropriate built form outcomes of future development.
- To maintain and improve the city's mid-block walkway network and encourage the creation of new walkways and connections.
- To enhance the climatic conditions and amenity of the mid-block walkway to encourage more intensive pedestrian use and social activity.
- To encourage activity, vitality and interaction between mid-block walkways and adjacent private uses.
- To protect and create views along mid-block walkways that provide a visual link to other streets and walkways in the pedestrian network, or which terminate at notable buildings or landmarks.
- To recognize that some mid-block walkways provide for essential servicing and vehicular access and to ensure that new development does not adversely impact or impede the operation of these functions.



The shaping of building heights and stepbacks that enable sunlight to penetrate to the ground is important to the comfort and safety of mid-block walkways and to the successful growth of vegetation. If buildings that front midblock walkways are too high, the walkway can become a dark chasm, and a pleasant sense of refuge can turn into a perception of a dangerous place. Mid-block streets are narrower than typical 132-foot wide Salt Lake City primary streets, therefore lower building heights and stepbacks along mid-block streets and walkways is appropriate.



# SALT PALACE DISTRICT

The Salt Palace District welcomes and hosts downtown's visitors graciously. Active streetfronts cater to our guests' every need, drawing them from their convention and trade activities to the doors of lodging, shops, theaters, restaurants, and venues that are unique to Utah. The new convention center hotel is always a buzz of activity for visitors and Utahns seeking high-style hospitality. The Salt Palace District offers artistic entertainment opportunities, where both locals and visitors make downtown a neighborhood and a destination. It is well-connected to adjacent districts in the downtown and other neighborhoods in the city, offering people opportunity to explore the city.

With the level of activity, the Salt Palace does not turn its back on the primary streets. To the extent possible, primary streets, such as West Temple, South Temple, 200 South and 300 West, are lined with spaces that help activate the sidewalks. Building facades have space for active uses, line the sidewalk with windows and doors to break up the long expanses of walls that are common with such large buildings.




# SALT PALACE DISTRICT ACTIONS

### .. IS VIBRANT & ACTIVE

- Improve the signage and wayfinding system. Compel people to walk by creating a downtown that is interesting and invokes a sense of discovery.
- Enable street performers.
- Partner with Salt Lake County to ensure the long term viability of convention space at the Salt Palace.

# ...IS WELCOMING & SAFE

- Require a minimum interior display zone of 2'6" and site lines into the tenant area for retail frontages to encourage visual transparency from sidewalk into stores and vice versa.
- Locate public restrooms throughout downtown.

### ... UNITES CITY & NATURE

• Develop water management program to capture and reuse stormwater and groundwater for landscape irrigation.

### CATALYTIC PROJECT: CONVENTION CENTER HOTEL

Development of an 850-1,000 room convention hotel within 1,000 feet of the Salt Palace Convention Center is vital to the future of Utah's convention industry. In 2014, the Utah State Legislature passed a bill to help fund the project. The bill requires the hotel to be within 1,000 feet of the Salt Palace Convention Center. The shaded area, in pink, shows the areas that are within 1,000 feet. The following design criteria outline the community's desire for a convention hotel and convention center that are an asset for the industry and the state, but also stands as a true urban component of the downtown.

- Hotel engages the public realm continuously at the ground level, with retail, restaurant and other active uses facing and accessed from the street.
- Mid-block walkways are created to break-up the block and allow pedestrian access through the block, preferably at the ground level and open to the elements.
- Improvements to the Salt Palace should address and activate the public realm, particularly along 200 South and West Temple.
- While skybridges are prohibited downtown, a skybridge on 200 West between 100-200 South would be acceptable because the Convention Space already spans 200 West.
- A stepped or shaped massing is preferred
- The visual impact of parking should be minimized. Surface parking is discouraged and any parking structure should be hidden from public ways.





# DEPOT DISTRICT

The Depot District's significance is derived from its location as the northern entrance to downtown and the entrance through which most visitors from outside the region arrive. Rail is a primary characteristic of the Depot District, which includes the historic Rio Grande and the Union Pacific depots, the consolidated rail lines along the I-15 corridor, and the Intermodal Hub. North Temple serves as the northern boundary and links the Guadalupe and Fairpark neighborhoods to downtown. A dense residential component provides people with housing choice that is served by all modes of transit and connects the neighborhood to the entire region. The Depot District is home to major destinations, including the Energy Solutions Arena, Gateway Mall, the western edge of the Salt Palace Convention Center, BYU Salt Lake Campus and the LDS Business College.

The area contains a mix of historic and new buildings. The historic buildings establish the district's character and represent the past industrial history of the area. New construction complements the historic buildings with active ground floors and store fronts, upper level windows, and a mix of building materials. The scale of the new buildings are usually taller than the historic buildings, but incorporate details such as upper level step backs, cornice lines and both vertical and horizontal shifts of building walls that respect the height, setbacks and location of the older buildings. The area could easily be the location of a major job center, such as an urban oriented technology center or research park (also see Grand Boulevards District).

The spaces left over from the presence of the railroad allow for new midblock, small scale streets, alleys and walkways that are well designed and function for all users. The walkways connect to interesting spaces, both private and public.

The area is home to many community service providers that care for and help our most at risk populations. As such, public safety and security are critical to the needs of all those who live, work, shop or are served in the neighborhood. Service providers operate in a manner that reduces their impact on the neighborhood and aesthetically fit the character of the district.



# DEPOT DISTRICT ACTIONS

### ... PROVIDES HOUSING CHOICE

- Utilize interior streets and walkways for townhouse development to activate interior of blocks while keeping main streets commercial.
- Encourage development of/Create incentives for housing for families with children, as part of identifiable neighborhood areas, in ground-oriented or low-rise dense developments and close to open space, schools, childcare centers, community facilities and other amenities designed for children; and smaller suites should be in towers and/or in spaces above busy commercial areas.

### ...IS VIBRANT & ACTIVE

- · Establish a year-round farmer's market.
- Explore potential locations for a major sports venue with good transit connections.
- · Develop a skateboard park along the eastern edge of I-15.

### ...IS PROSPEROUS

- Utilize interior streets and walkways for townhouse development to activate interior of blocks while keeping main streets commercial.
- Encourage development of/Create incentives for housing for families with children, as part of identifiable neighborhood areas, in ground-oriented or low-rise dense developments and close to open space, schools, childcare centers, community facilities and other amenities designed for children; and smaller suites should be in towers and/or in spaces above busy commercial areas.

### ...IS DIVERSE

• Address barriers (I-15, railroad tracks, bridges, etc.) between Guadalupe, West Salt Lake and downtown through public realm, transit, and development improvements.

### ...IS CONNECTED

• Extend the Red Line along 400 S directly to Central Station from the University of Utah.

### ...IS WALKABLE

- Encourage development of small neighborhood service nodes.
- Consider economic development tools for small neighborhood retail (i.e. coffee shops, book stores, bodegas, small grocery stores).
- Establish new dog park facilities in key locations near housing.
- address barriers to walking routes, such as through public buildings like teh Rio GRande Depot.

## ...IS WELCOMING & SAFE

- Require a minimum interior display zone of 2'6" and site lines into the tenant area for retail frontages to encourage visual transparency from sidewalk into stores and vice versa.
- · Extend airport line operating hours for early morning and evening travelers.
- Establish downtown as a dog-friendly neighborhood with housing that allows pets and dog-oriented amenities in the public realm to increase pedestrian activity downtown throughout the day and night.

### ... UNITES CITY & NATURE

• Establish a significant urban forest along the edge of I-15 to help address emissions issues and mask I-15 from view.

### ...IS BEAUTIFUL

 Investigate burying powerlines along major streets and corridors, particularly at entrances to the downtown.

### CATALYTIC PROJECT: HUB IMPLEMENTATION STRATEGY

The Redevelopment Agency owns 9.63 acres between the historic Rio Grande Depot and the Intermodal Hub. The redevelopment strategy for this property and adjacent properties creates a festival street along 300 South (see section at right) and space for a year-round farmer's market. With Frontrunner, TRAX, Greyhound and added connectivity to downtown via the future streetcar, the Hub Implementation Strategy is a true transit oriented development. The key concepts of the strategy include:

- Increased use of Frontrunner to and from the area by increasing the office use in the area
- Smaller blocks bounded by new streets and walkwavs
- Reduced width streets
- Preserved older buildings where possible
- Employment-based transitoriented development
- Integrated residential, office and commercial uses
- Unique paving, lighting, planting, and other design elements
- New pocket parks and plazas
- Reimagined "park blocks" along 500 West as usable linear park space.

The plan (next page) represents how this area might develop in the future. While the details may change, the key concepts identified above should be demonstrated in the final development plan. Over time, this concept should extend to North Temple, where this type of development is already occurring and south to 500 South.

Programming of the Rio Grande Depot building has been explored by the Downtown Alliance as a possible location for a year-round farmer's market. It was used for a monthly winter market in 2014. The Hub area is an ideal location for a year-round market as it is a natural extension of the Pioneer Park Farmer's Market.





300 South is proposed as a festival street between 500 West and 600 West. The right-of-way has been narrowed to 85 feet, creating a proportionately-enclosed space between buildings.



Image credit: Design Workshop

DISTRICTS

# TEMPLE SQUARE

Temple Square provokes an image of the city like no other. It is home to a major, international religion that draws worldwide attention. The historic character, spiritual context and open landscapes create a unique setting that sits in contrast to the Central Business District.

Redevelopment of surface parking lots and other underutilitized land into an expanded ecclesiastical, educational, and support services campus reinforces Temple Square's legacy downtown. Temple Square continues to act as a buffer between the commercial activities downtown and the residential neighborhoods of Capitol Hill, Marmalade and the Avenues to the north and east. Continuation of the east-west mid-block connection from 1st Avenue to 400 West is a key organizing feature of the district and provides permeability and access through the open spaces. The ongoing efforts to recognize the importance of City Creek (originally called "Napopah" by the Utes) is continued as it weaves from Memory Grove, along North Temple and through the Temple Square District on its way west through the Depot and Euclid neighborhoods.

The Salt Lake Temple is one of the iconic buildings in the City. Building heights should be limited west of the Temple to maintain the view of the building so it remains an integral piece of the City's skyline.



### LEGEND



# TEMPLE SQUARE ACTIONS

# ...IS PROSPEROUS

• Establish a research campus, possibly in association with a major university or major employer.

# ...IS DIVERSE

• Support maintaining the campus of the Church of Jesus Christ of Latter Day Saints as a unique setting and destination in the downtown.

### ... UNITES CITY & NATURE

 Investigate feasibility of daylighting City Creek, even if it is a physical representation of the creek.

# CATALYTIC PROJECT: BLOCK 85 DEVELOPMENT

Block 85 is located between North and South Temple Streets and 200 and 300 West Streets. It is currently a surface parking lot. The City supports the development of the Church of Jesus Christ of Latter Days Saints' institutional campus, including buildout of the LDS Business College and any associated student housing. An increase in resident population will enhance the social vitality and security of the entire district and the surrounding districts. The addition of commercial spaces, restaurants and dynamic student life on North and South Temple will activate the district, creating a vibrant corridor that thrives as a rich, 24/7 urban environment.





# **GRAND BOULEVARDS**

The Grand Boulevards District is a major point of arrival to the downtown and is suitably designed to welcome and excite visitors. Its panoramic views of the city skyline with the backdrop of the Wasatch Mountains is well-framed by mid-rise buildings, large street trees, and iconic lighting. The Boulevards are designed to slow vehicles as they exit I-15, allowing people to safely cross streets. Unsightly elements, such as large power lines and billboards, are relocated, consolidated or enhanced to improve views of the mountains to the east and the skyline of the Central Business District.

The redevelopment opportunities in this district include mid-rise buildings that shape the street edge and provide residential, innovation and research development, and additional office development in an urban development pattern. As an innovation district, the Grand Boulevards District fosters collaboration and entrepreneurship in the knowledge-based economy. A diverse range of companies in various sectors and at different scales find support for the production of new ideas, new services, and new products. The creation of a public innovation center provides the social capacity for new ideas, while the proximity to traditional economic infrastructure in the Central Business District provides important financial capital. It includes an urban research park similar in form to University Park and Technology Square in Cambridge, MA and Mission Bay in San Francisco, CA.

Transit options are easily accessed via TRAX and the Downtown Streetcar. Partnerships with local universities link research and workforce development in a central location, celebrating Downtown Salt Lake as a national powerhouse for launching new businesses.



# GRAND BOULEVARDS DISTRICT ACTIONS

## ... PROVIDES HOUSING CHOICE

- Utilize interior streets and walkways for townhouse development to activate interiors of blocks while keeping main streets commercial.
- Encourage development of/Create incentives for family housing, as part of identifiable neighborhood areas, in ground-oriented or low-rise dense developments and close to open space, schools, childcare centers, community facilities and other amenities designed for children; and smaller suites should be in towers and/or in spaces above busy commercial areas.

### ...IS VIBRANT & ACTIVE

Explore potential locations for a major sports venue with good transit connections.

### ...IS PROSPEROUS

- Establish a business incubator focused on science and technology as part of an innovation district.
- Establish a research campus in association with a major university or major employer.

### ... IS ARTFUL & UNIQUE

· Develop a theme monument or landmark within the Boulevard District.

# ...IS WELCOMING & SAFE

- Incorporate public art to ensure these areas are welcoming and truly grand.
- · Extend airport line operating hours for early morning and evening travelers.

### ...IS BEAUTIFUL

 Commit to burying powerlines along major streets and corridors, particularly at entrances to the downtown.

### CATALYTIC PROJECT: GRAND BOULEVARD PROJECT: 500 SOUTH & 600 SOUTH

Creating two multi-way boulevards along 500 South and 600 South as grand entries to and from downtown is the primary objective of this project. Burying the electrical transmission and distribution lines on 600 South is critical to the success of the project, as well as, addressing the billboards located along each corridor. The Grand Boulevards Corridor Plan outlines the preferred strategies for this project in greater detail. The Grand Boulevards Project was initially identified in Downtown Rising, a vision plan prepared by the Salt Lake Chamber of Commerce and the Downtown Alliance. This project represents an enormous opportunity to create a memorable and inspiring experience for those entering and exiting the capital city. They also have the power to spur redevelopment and economic growth in an underdeveloped area. The City should consider establishment of a new RDA project area to help finance the public realm investments.

Important considerations include the function of the street, the available space, minimum space to support trees, long term maintenance, etc.

The image to the right demonstrates just one of the options that might be considered as the concept is further developed and funding sources identified. There are multiple solutions that should be explored further.



132-0" ROW



# CIVIC CENTER

The Civic Center District is the heart of Salt Lake City public life. As a civic campus, its role as a place for citizens to exercise their rights is paramount to daily life and the basis for an open, transparent and effective government. The Civic Center is the heart of the local government, but also a place for people to gather, rally, protest, socialize, be educated, and entertained. Its outdoor public spaces, particularly on Library Square, are re-imagined with daily use in mind and programmed for year-round activity and comfort. Continuation of the east-west mid-block connection from Washington Square to 400 East is a key organizing feature of the district and improves the east-west connections to East Downtown. The Civic Center District is surrounded by a mix of uses and buffers the neighborhoods to the east and south from the hustle and bustle of the Central Business District. The Civic Center District is nearly built-out, with limited area for growth. Any new development should focus on the east side of Main Street, where facilities could be built that support the services and functions of the Civic Center.



# CIVIC CENTER DISTRICT ACTIONS

### .. IS VIBRANT & ACTIVE

• Improve the signage and wayfinding system. Compel people to walk by creating a downtown that is interesting and invokes a sense of discovery.

# ...IS ARTFUL & UNIQUE

Consider alterations to Library Square that promote the use of the outdoor spaces.

## CATALYTIC PROJECT: REIMAGINING PUBLIC SPACES

The public spaces throughout the Civic Center District would benefit from greater programmatic use and redesign. From the mid-block axis on Washington Square and Library Square, the views to the Wasatch Front are a tremendous asset that can be celebrated. Library Plaza could be improved with shade structures to make the plaza more comfortable throughout the summer months. Additionally, permanent structures, such as an arcade or stage, would provide infrastructure for hosting regular markets and festivals. Enclosure of active spaces would help intensify the use of those spaces, frame views, and frame the street, particularly along 300 East and the eastern side of the Library Square block.

It is also important for the Civic Center District to continue to be the place where people can openly, safely and comfortably demonstrate their rights to free speech, to peacefully assemble and to petition the government. It is also the primary location of the Judicial branch of government. Programming the space should support these rights and functions.





# THE GRANARY

The Granary grew up around the railroad and developed with a mix of industrial and warehouse uses. Building form followed rail spurs and reflected the nature of the use, with curved walls leading to interiors of the blocks and tall silos common in manufacturing areas. The neighborhood is starting to transition with existing warehouse buildings finding new life as office, retail, and restaurants. The area is seeing more residents, primarily on the eastern half of the district.

In the future, rail spurs and alleys that once served industry are converted to pedestrian avenues and unique public spaces interior to the blocks. The wide streets with relatively few cars provide opportunities for a new way of thinking about our streets as public spaces that provide space for movement and public gathering. The district is characterized by its growing creative industry, which is supported by new business incubator space. Reuse of older warehouse buildings and new infill development match the market demands for a thriving employment center. Mid-rise housing and small local-serving retail make the Granary a complete neighborhood.

The Granary's historic grit and modern refinement come together, forming a unique place in the downtown. Clean industries that do not negatively impact the public health thrive in the area. The redevelopment of the Fleet Block, a 7.5 acre parcel owned by Salt Lake City, demonstrates the best of urban family living and industry, the mixing of land uses once thought to be incompatible, and improved connections that focus on putting people first. Zoning changes support a true mix of housing options including townhouses, the reuse of historic buildings, and mid-rise development.

The neighborhood is highly served by transit with both TRAX and the Downtown Streetcar. 900 South connects the Granary to the west side. The 9Line trail and area near the I-15 underpass provide opportunities for east and west to support one another and a destination for residents from other parts of the City. Infrastructure improvements to 400 West promote redevelopment opportunities along that corridor further linking the Granary to the rest of downtown.



# **GRANARY DISTRICT ACTIONS**

### ... PROVIDES HOUSING CHOICE

- Utilize interior streets and walkways for smaller scale building, like townhouse development, to activate interior of blocks while keeping main streets commercial.
- Remove barriers that make it difficult to reuse existing building for housing and barriers that prohibit some housing types, such as small footprint homes.

### .. IS VIBRANT & ACTIVE

- Rethink and reclaim public rights-of-way and find creative solutions to enabling people to use more of the right-of-way. Linear parks, median parking, divided boulevards, community gardens, innovative multi-use streets, solar streets and unique stormwater basins are examples of ways to rethink the Granary's wide streets.
- Simplify the procedures for allowing food carts, food trucks and food truck courts.
- Encourage and incentivize active rooftops with rooftop patios, gardens, solar gardens, etc.

### ...IS PROSPEROUS

- Invest in transportation and utility infrastructure to remove barriers to private investment.
- Establish a business incubator focused on the arts, digital arts, film, and creative industry as part of a creative district.
- Encourage the growth and establishment of mid-size to large employers in the Granary.
- Allow onstreet parking to count towards parking requirements.
- Streamline the process for reuse of existing buildings to support the growing art, creative industry and craft businesses in the Granary.

## ...IS ARTFUL & UNIQUE

- Respond to needs of the arts community (including creative commercial manufacturers and suppliers to artists and cultural organizations) by developing subdistrict-level targets for arts programs and assets.
- Determine if there are character defining or historically significant buildings in the Granary and create incentives for the reuse and rehabilitation of those buildings while making it more difficult to demolish such buildings.
- Connect across physical barriers (i.e. I-15, railroad lines, bridges) using art and lighting.

### ...IS CONNECTED

- Rebuild 400 West into a multi-modal street with adequate curb, gutter, parkstrip and sidewalk.
- · Connect the Granary to the Depot District with transit.

### ...IS WALKABLE

- Develop the 9Line Trail according to the 9Line Master Plan.
- Encourage development of small neighborhood service nodes.
- Provide tax incentives for small neighborhood retail (i.e. coffee shops, book stores, bodegas, small grocery stores).
- Establish new dog park facilities in key locations near housing.

### ...IS WELCOMING & SAFE

• Support the creation of business districts for business owners that wish to improve neighborhood aesthetics with flowers, trees, and other plantings.

### ... UNITES CITY & NATURE

- Establish a significant urban forest along the edge of I-15 and along the streets in the Granary to address immediate emissions issues and mask it from view.
- Develop a "garden model" for block redevelopment to locate gardens interior to the block and on rooftops for food production and aesthetic enjoyment.
- Create active public spaces in the Granary, such as parks, plazas, etc. in key locations.
- Utilize permeable pavements to help manage stormwater.

## ...IS BEAUTIFUL

• Commit to burying powerlines along major streets and corridors, particularly at entrances to the downtown.

## CATALYTIC PROJECT: PUBLIC INFRASTRUCTURE INVESTMENT

Due to the industrial nature of the Granary, the area developed without infrastructure that is commonly found in a downtown. Many streets have never had basic pedestrian facilities, such as sidewalks, street trees, parkstrips, and curb and gutter are lacking. The street surfaces are in disrepair and need to be rebuilt. If the area is to transform into a mixed-use area, which has already started, infrastructure will have to be improved. Currently, the burden is on the private market to build the infrastructure necessary to support new development. Public infrastructure investment makes redevelopment of vacant and underutilized properties in the Granary more attractive to developers. It supports citywide objectives of invseting in existing neighborhoods with redevelopment opportunities.

The opportunity to install innovative infrastructure that captures the character of the area and improves the experience for future residents will help the Granary live up to its potential.

Building public infrastructure stimulates private investment because the cost of the infrastructure is paid for by public tax dollars. Tools, such as the RDA's tax increment financing, should be considered to accomplish this.



Photo credit: Lance Tyrrell



# **CENTRAL NINTH**

Central Ninth defines the downtown principle of providing housing choice. Pleasant, quiet streets and affordable urban living characterize the Central Ninth neighborhood. Older single family homes clustered on half-size blocks provide gracious living opportunities in an intimate setting. They are mixed with low and mid-rise housing with higher densities along main streets, commercial corridors, and around the 900 South TRAX station. Transit-oriented development is exemplified in Central Ninth and made easy using a formbased code that emphasizes building orientation, scale and design over land use.

Transit connections are many as TRAX, the Downtown Streetcar, and the 900 South Streetcar connects Central Ninth to adjacent neighborhoods and beyond. East-west mid-block connections are well-defined and intimately scaled to promote neighborly interactions and pedestrian activity. Health and recreation opportunities abound with community gardens and the 9Line Trail providing access to the Jordan River Parkway to the west and Liberty Park to the east.



# CENTRAL NINTH DISTRICT ACTIONS

### ... PROVIDES HOUSING CHOICE

- Utilize interior streets and walkways for townhouse development to activate interior of blocks while keeping main streets commercial.
- Encourage the development of or create incentives for housing for families with children, as part of identifiable neighborhood areas, in ground-oriented or low-rise dense developments and close to open space, schools, childcare centers, community facilities and other amenities designed for children.
- Preserve the scale and low density residential character of interior streets: Montrose, Washington and Jefferson Streets north of 900 South.
- Support transit oriented development.
- · Encourage the development of owner occupied housing units for all income levels.

### ...IS PROSPEROUS

- Enhance the small neighborhood business node at the 900 South 200 West intersection.
  Invest in transportation, utility and open space infrastructure to support existing
- development and remove barriers to future investment.

### ... IS ARTFUL & UNIQUE

- Respond to needs of the arts community (including creative commercial manufacturers and suppliers to artists and cultural organizations) by developing subdistrict-level targets for arts programs and assets.
- Connect across physical barriers (i.e. I-15, railroad lines, bridges) using art and lighting.

# ...IS CONNECTED

Study alternatives that improve connectivity between the Ballpark and Central Ninth communities.

### ...IS WALKABLE

- Develop the 9Line Trail according to the 9Line Master Plan.
- Encourage development of small neighborhood service nodes.
- Provide tax incentives for small retail, neighborhood retail (i.e. coffee shops, book stores, bodegas, small grocery stores).
- Establish new dog park facilities in key locations near housing.
- Explore pedestrian-scale interventions (i.e. lighting, public art, tree planting) between the Ballpark and Central Nninth neighborhoods to improve pedestrian connections.

### UNITES CITY & NATURE

- Develop a "garden model" for block redevelopment to locate gardens interior to the block and on rooftops for food production and aesthetic enjoyment.
- · Develop park space or connect the neighborhood to nearby park space.

### ...IS BEAUTIFUL

 Commit to burying powerlines along major streets and corridors, particularly at entrances to the downtown.

# CATALYTIC PROJECT: CONNECTING CENTRAL NINTH TO BALLPARK

The 900 South Viaduct separates the Central Ninth neighborhood and the Ballpark neighborhood to the south. The two neighborhoods should be better connected to provide both neighborhoods with housing options, access to open space, and provide opportunities to walk to transit, shops, dining, etc.

The connections could be improved by addressing the West Temple and 900 South viaduct. As the viaduct ages and comes closer to the end of its structural life, the City should work with area residents and business owners, UDOT, and UTA (who owns the abandoned rail corridor that passes under the viaduct) to study alternatives that improves the connectivity between the neighborhoods.

Improving underpasses and adding amenities on both sides of the viaduct will help improve the connectivity and desirability of both neighborhoods. This may include the addition of public art, pedestrian lighting, street trees, and other pedestrian comfort amenities along the northsouth streets.





# SOUTH STATE

South State is a quickly urbanizing district. This growing community is defined by well-designed mid-rise buildings that reflect the older buildings along Main and State Streets. New housing and job opportunities improve the pedestrian environment, the look of the district, shopping opportunities, and transit service for community residents. Ethnic restaurants, grocers, and bars and clubs make South State a destination for a variety of interest groups, creating an authentic experience.

The reurbanization of South State within the existing fabric makes good use of existing infrastructure and services and contributes to the creation of a livable urban community. South State accommodates and supports new development without disrupting the integrity of the neighborhoods to the east, which provide unique housing choice in close proximity to the Central Business District. South State has a functional role for district residents –providing for their daily needs—while fulfilling a symbolic role as the backbone of Salt Lake County –the preeminent address in the state. The character of growth along Main and State Streets recognizes its relationship to adjacent neighborhoods through a development form that is moderate in scale and reflects high quality design and materials.

The redevelopment of a 2.3 acre parcel on State Street at 600 South currently owned by Salt Lake County serves as a model for mid-rise development in the district and the entire State Street corridor to the south. The historic scale and orientation of the buildings between 600 South and 900 South provide a template for future development, with buildings close to the street, storefronts providing interest for passers-by, parking to the side or rear of buildings, and easy, convenient on street parking supporting small businesses.



# SOUTH STATE DISTRICT ACTIONS

### ... PROVIDES HOUSING CHOICE

- Utilize interior streets and walkways for townhouse development to activate interior of blocks while keeping State Street primarily commercial.
- Encourage development of or create incentives for housing for families with children in low-rise dense developments and close to open space, schools, childcare centers, community facilities and other amenities designed for children.
- Preserve the existing inner court housing in the area, such as along Edison Street.

### ..IS VIBRANT & ACTIVE

 Encourage development of pedestrian-oriented businesses along State Street with office or residential above.

### ...IS PROSPEROUS

- Allow onstreet parking to count towards parking requirements.
- Streamline the process for reuse of existing buildings to support business development.

# ...IS ARTFUL & UNIQUE

- Develop district-level branding based on notable venues like the State Room or land uses like the many tattoo parlors.
- Respond to needs of the arts community (including creative commercial manufacturers and suppliers to artists and cultural organizations) by developing subdistrict-level targets for arts programs and assets.
- Develop a theme monument or landmark at the south end of downtown (See 1995 Master Plan).

### ...IS WALKABLE

- · Encourage development of small neighborhood service nodes.
- Provide tax incentives for small retail, neighborhood retail (i.e. coffee shops, book stores, bodegas, small grocery stores).
- Establish new dog park facilities in key locations near housing.

### ...IS WELCOMING & SAFE

• Require a minimum interior display zone of 2'6" and site lines into the tenant area for retail frontages along State Street to encourage visual transparency from sidewalk into stores and vice versa.

### .. UNITES CITY & NATURE

• Develop a "garden model" for block redevelopment to locate gardens interior to the block and on rooftops for food production and aesthetic enjoyment.

### ...IS BEAUTIFUL

• Commit to burying powerlines along major streets and corridors, particularly at entrances to the downtown like at 900 South and State Street.

# CATALYTIC PROJECT: ZONING FRAMEWORK FOR FUTURE DEVELOPMENT

Changes to the zoning code to reflect community desires for a more beautiful and urban district is the primary driver of redevelopment in the South State District. Buildings should be moderate in height and no taller than the right-of-way is wide. Stepbacks at threeto-six stories provide a pedestrian scale environment at the street level and enable scale transitions to adjacent neighborhoods. Sidewalks are wide to include and support street trees and generate a lively pedestrian culture. Ground floor uses are generally active. particularly at the corners. The public realm should be protected and enhanced by limiting driveways on Main and State Streets, encouraging shared access, and maintaining and introducing a mid-block street or alley system that is accessed from east-west streets. Streetscape and building design reflects excellence in sustainability, urban design, and architecture, recognizing the important public role of Main and State Streets in defining the quality of life for the region. Performance Standards will guide the design of South State mid-rise buildings and ensure they are responsive to both their existing and planned context.



The transition between primary street properties, like those that front on State and Main Streets, and smaller-scale zones, like those along Edison Street, should be created through alternative setback & angular plane provisions. This allows for a sensitive transition to lower-scale neighborhoods and for sunlight to penetrate to the ground for optimal growth of trees and vegetation.





# DELIVERING THE PLAN

THE DELIVERY FRAMEWORK FOR THE MASTER PLAN IS BASED ON FOUR RESOURCES: STAFF EFFORT, FINANCIAL RESOURCES, TIME, AND COMMUNITY COMMITMENT. No vision or master plan can become a reality without someone taking the steps necessary to make it happen. As a popular saying goes "Vision without action is a daydream. Action without vision is a nightmare." Master plans often fall into the daydream category, while cities spend a lot of time and money correcting actions that were done without consideration of the future.

Identifying who can do it, what is needed and how to do it are all necessary prior to making anything happen. In Salt Lake City, implementing master plans includes:

- Identifying what needs to be done,
- Figuring out who can get it done,
- · Providing the resources necessary to get it done, and
- Getting it done!

When setting priorities, these factors should be considered so that the complexity of the task matches the time and resources necessary to get it done. This chapter outlines the input needed to complete each action item so that implementers can understand the staff effort, financial resources, basic timeframe, and community commitment necessary to get the task complete. This helps set priorities and establishes realistic expectations.

The goal of the implementation section of this plan is to help implementers and decision makers set priorities when it comes to tasks, allocating resources and determining the success of a master plan.

#### **RESOURCES AND TOOLS**

One of the most important aspects of plan implementation is understanding what resources are available, the tools to manage those resources and the regulatory environment's impact on the private sector.

No master plan can be implemented without money. The Mayor and the City Council determine the wisest and most responsible use of revenues from tax dollars and fees paid by residents, property and business owners, and visitors to the city. Some of this revenue is directed to programs and actions that help implement master plans, both directly and indirectly.

The city has established a number of tools that can be used to help fund projects listed in this plan. Some tools, such as zoning, are relatively easy to utilize and do not require a great deal of City resources, but can have large impacts on the private sector. Other tools, such as public improvement projects, can require millions of dollars and complex partnerships that take a lot of time to establish. These tools are not identified in this plan to avoid the impression that tools that may not be listed are not available. Instead, the implementation section is intended to first consider the time, staff resource and general level of difficulty so that tools and resources available at the time of implementation can be considered. This provides city decision makers with flexibility.

# **EXISTING CITY TOOLS**

Implementation tools include regulatory tools and financial tools. Regulatory tools include building and zoning codes, business license regulations and other laws adopted by the city. These are primarily aimed at the core functions of government, protecting the health, safety and welfare of people and property.

Financial tools are those things that allocate money for certain purposes. The biggest tool the city uses is the General Fund, which allocates tax revenue to specific city functions. In many ways, all of the city programs help implement some aspects of any adopted plans.

The city has limited resources available to carry out the actions, key moves and catalytic projects. Identifying the tools, partners and funding sources are a key component of turning plans into realities. Some projects will require tools and funding from a range of sources, including local, state and federal governments. In addition, property owners, local businesses, non-profits, and others bring some tools to the table. This list of tools is intended to identify the tools currently utilized by Salt Lake City Corporation and tools that the city should work on establishing to help implement the Downtown Master Plan.

The primary tools listed here are managed by the Community and Economic Development Department (CED) and the Redevelopment Agency of Salt Lake City (RDA). Other city departments, such as Public Utilities and Public Services, have other tools that may also be considered in implementation of this Plan, ranging from utility upgrades to building new parks or adding new park amenities.

TOOL	PURPOSE	MANAGING ENTITY	MINIMUM TIME TO ACCESS FUNDS	PARTNERS	LIMITATIONS	PUBLIC INFRA- STRUCTURE	PROPERTY ACQUISITION AND DISPOSAL	HOUSING	BUSINESS SUPPORT	PROGRAMS, SOFT COSTS
Urban Renewal Area (URA)	Eliminate blight	RDA	3-5 YRS	Taxing Entity Committee	Can only be used to capture property tax	•	•	•		
Economic Development Area (EDA)	Create new and higher paying jobs	RDA	2-3 YRS	Taxing Entity Committee	Can only be used to capture property tax	•	•	•		
Community Development Area (CDA)	Promote development	RDA	2-3 YRS	Individual Taxing entities	May be used to capture sales tax and property tax		•	•	•	•
SLC Business Revolving Loan Fund (RLF)	Provide low interest loans to businesses located in or moving to the City	ED	N/A	Business owners	Geared toward for- profit entities only		•		•	
Foreign Trade Zone (FTZ)	Economic development	ED	N/A	Business owners					•	
Business Improvement District (BID)	Raise funds for marketing, branding, safety, and security of business districts	ED	varies	Business owners, community	Funding sources must be voluntary agreed to by participants	•			•	•
Community Development Block Grant (CDBG)	Improve housing, public facilities, and infrastructure for low and moderate income persons	HAND	9 Mo.	Community, City Depts.	Limited use for new construction; currently not used for economic development	•	•	•		•
Capital Improvement Program (CIP)	Improve streets, parks and public buildings	HAND	1 YR	Community, City Depts.	Used almost exclusively for physical improvements	•	•			
Neighborhood Matching Grant (NMG)	Provide matching grants for neighborhood improvement projects	ED/HAND	3-6 Mo.	Community	Cannot be used by individual businesses or persons	٠				
Special Assessment Area (SAA)	Improve the public way through special tax assessments	ENGINEERING	18 Mo.	Property owners		•			•	•
City Arts Grants	Financial support for arts programs and projects	ARTS COUNCIL	Varies	Community		•				•
Community Development Corporation (CDC)		ED/HAND	Varies	Community, HAND				•	•	•

### POTENTIAL TOOLS

This section also includes a brief list of tools that are not currently used but the city may consider establishing after weighing the pros and cons of doing so. Some of these tools may require changes to state law, city policy, or new resources, to establish, manage and administer. As with any city program, the cost of establishing these tools should be considered to determine if they are worthwhile.

There are numerous tools that are used in cities nationwide to help implement master plans. Most tools involve some revenue source, usually an additional tax or capture of existing tax, that is used to pay for infrastructure improvements, stimulate new development, historic preservation, create or retain jobs, job training, and other purposes that are similar to the goals and actions found in the Downtown Master Plan. This list is not meant to be all inclusive or definitive, but is intended to identify possibilities that may make it easier, more cost effective and speed up the implementation of this plan. It purposefully does not list the numerous federal programs that exist to support local governments, such as the various transportation funding bills and programs. These programs change frequently and those city departments that seek those funds are typically aware of the options and requirements.

#### Transfer of Development Rights (TDR

TDR is a tool that is intended to promote the preservation of open space, historic buildings and other important places in the city by allowing a property owner to sell their unused development rights to someone else for usa on another property. TDR programs are authorized by state statute and have been used in Utah, primarily for preserving agricultural land. They purposefully set a maximum development right in transfer areas and receiving areas to create a market for the transfer. This means that some receiving areas have zoning regulations that intentionally limit the development right in the hopes that the free market will purchase the right from owners in the transfer areas. This tool can require significant administrative oversight, require long term commitment to the program, and manipulate the private development market.

#### Transportation Development Districts

A Transportation Development District is a tool that increases property taxes within a defined area to support transportation improvement projects. Most often, these are used to fund the building of transit lines. They are typically approved by vote of residents living within the defined area. They are often managed by a city department with funding allocations approved by the legislative body.

#### **Property Tax Abatement**

Many communities use property tax abatements to incentivize new development. This requires coordination with multiple government agencies. Typically, a project has to meet minimum thresholds to qualify, such as investments over a certain amount or creation of a minimum number of jobs that exceed the city's median income. Abatement areas and the process to qualify, review and approve are established by ordinance. These programs run the risk of negatively impacting the city's revenues generated by property taxes and could impact the manner in which property taxes are calculated.

#### Zoning Incentives

Salt Lake City currently uses zoning incentives in the Transit Station Area (TSA) zoning district. The incentives include additional building height and a quicker approval process when a development includes certain elements above what is required by the base zoning standards. This tool is less than 5 years old and has been well received by the development community. This requires a high degree of work from the Planning Division to work with stakeholders to draft the zoning regulations, incentives, guidelines and the process for review. Some residents do not like the process as it may remove community input at the development level.

#### Historic Preservation Grants & Loans

Similar to the federal program, some cities utilize grants and loans to encourage historic preservation and adaptive reuse of historic buildings. These are generally funded out of the general fund and eligible properties are those that are locally listed as a cultural resource. It is possible that a fund could be set up to apply to any building that may be historic but is not listed. This tool requires funding and the allocation of staff resources to administer the program.

#### Workforce Housing

Workforce housing programs are often ways to help fund housing in qualifying census tracts. This tool works well in areas with lower property values and may work in some parts of the downtown. Senior Housing often qualifies for this funding source.

#### **Facade Improvement Programs**

This type of program is intended to improve storefronts, particularly along streets that are intended to be pedestrian oriented streets. They are typically low interest or grant based. A match from the applicant is often required.

# COMPLEXITY

For this plan to be successful, it requires new development in the downtown. The level of complexity of new development is often determined by the use, time, and risk. The more complex a project is -number of uses, financing structure, number of landowners then the greater the length of time it takes to complete a project and the greater the risk involved. Public-private parnerships are particularly complex and challenge both parties. The chart at the right shows the increasing level of complexity based on these factors. The intent of this diagram is to help decision makers know what project types require public-private partnerships, identify the types of tools that could be used, and outline the expected timeframe for completion of a project.

ТҮРЕ	EXAMPLES	COMPLEXITY	TIME
Single tenant; Single use; Private financing	Single use building	Low	9 months-2 years
Multi-tenant; Single use; Private financing	Apartment or office building	More tenants to secure	2-3 years
Multi-tenant; Multi-use; Private financing	First Floor retail with residential above	Different types of leasing, different types of construction, complex zoning	2-5 years
Multi-tenant; Multi-use; Public-private financing	Office/residential over retail	Public benefit required (affordable housing, historic preservation) Public review process, requirement for "fair return" on public dollars	5-7 years
Multi-tenant; Multi use; Public-private financing; Public landowner and/or tenant	Private office, residential over public uses	Public design and review, security, leasing complexities, complexity increases with more public partners	5-7+ years



# PROGRESS TOWARDS THE VISION

A MONITORING FRAMEWORK BASED ON THE METRICS IS NECESSARY TO UNDERSTAND OUR PROGRESS OVER TIME It is anticipated that the Downtown Master Plan will be monitored over time to determine how effective it is and to identify when it is time for an update. The Existing Conditions Report serves as the baseline for monitoring because it is the data and information that was used to establish where we currently are as a city.

Every two years, an Evaluation Report will be published to keep track of and observe the impact of the Downtown Master Plan. Actions and Catalytic Projects listed in the Downtown Master Plan will also be evaluated by examining the degree to which they have been achieved.

The Evaluation Report will utilize the metrics identified in the Vision & Principles section as the benchmarks and the degree of change will be used to gauge success. In some instances, a breakdown of the metrics may be used to develop a complete understanding of the trend. The metrics and the targets will be dependant on the availability of data. For instance, census data is provided every 10 years, with estimates being released by the US Census Bureau periodically. In addition, we understand that metrics may change over time as new data and new measures become available.

The Evaluation Reports will identify any key issues and undesired trends so that decision makers can determine if a change in City Policy is required. The desired outcome of the report is to maintain things that are working and things that are not working can be changed or eliminated.

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#### Ralph Becker

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