DTWN PLAN SLC

SALT LAKE CITY
DOWNTOWN MASTER PLAN

EXISTING CONDITIONS ANALYSIS

MAY 8, 2014

SALT LAKE CITY

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All photos by Lance Tyrrell unless otherwise cited

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INTRODUCTION

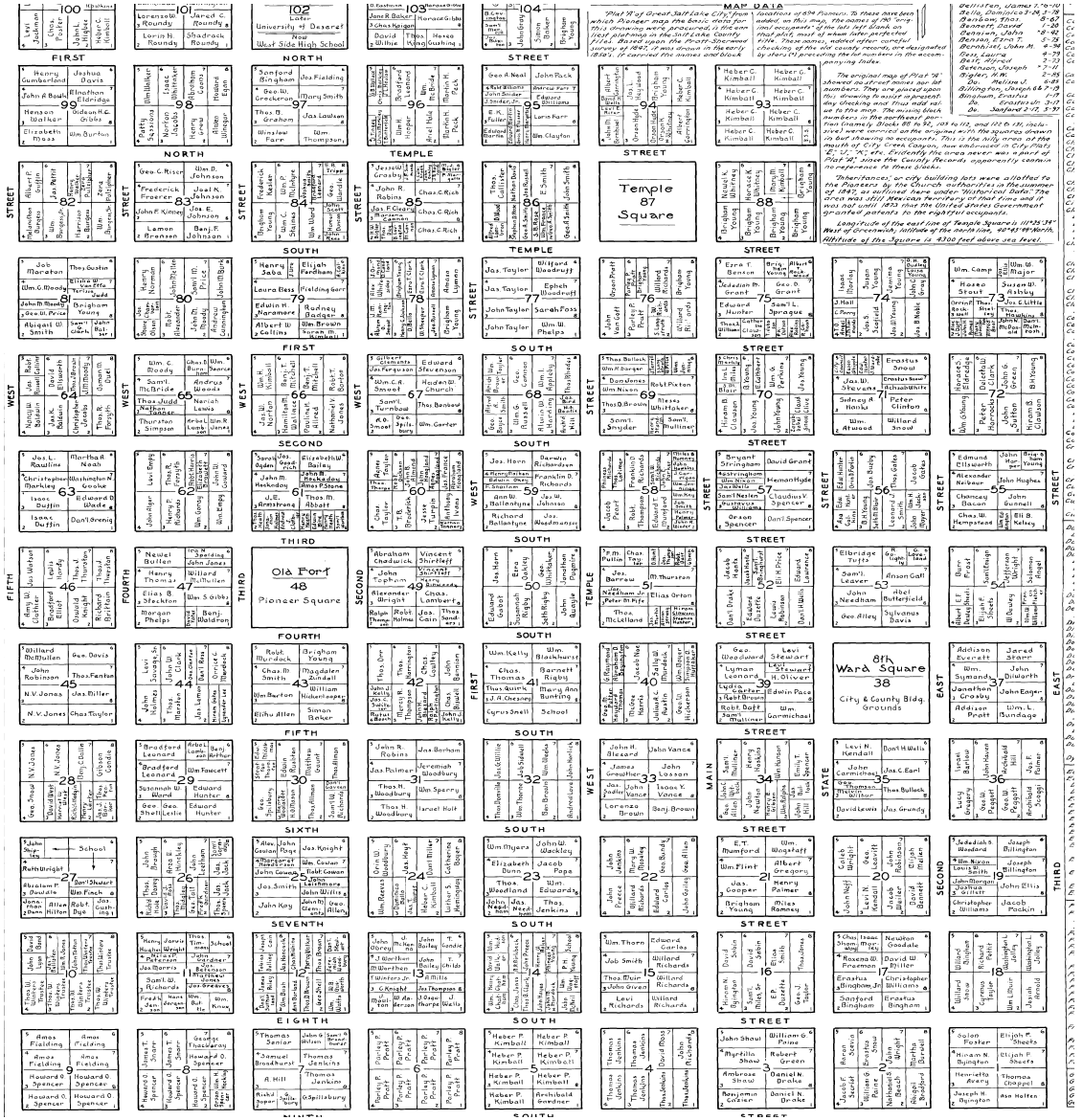
The Existing Conditions Analysis for the Salt Lake City Downtown Master Plan is the culmination of extensive research conducted by the Salt Lake City Planning Division and affiliated volunteer committees who are deeply invested in preserving and improving Downtown Salt Lake City.

The analysis is intended to inform appointed and elected officials in the creation and administration of the Downtown Master Plan. It will also provide valuable information for residents, businesses, and community organizations interested in understanding the "strengths and opportunities"—the tangible and intangible, the built and natural—that exist within the cultural and economic heart of the Intermountain West—Downtown Salt Lake City.

The Existing Conditions Analysis is intended to be a "snap shot in time," and although it reports both positive and negative conditions, it does not attempt to offer recommendations or conclusions, unless it is inherent in the analysis and presentation of the data. However, the following analysis does intend to identify trends and assess conditions.

Regarding the analysis process and the importance of obtaining measurements and understanding indicators, a 2003 article entitled "Measuring the Effectiveness of Downtown Revitalization Strategies". Authors Zenia Kotvol and John Mullin summarized, "An indicator is a measure or a set of measures that describes a complex social, economic, or physical reality. A measure is one data point that acts as a gauge to tell us how well or poorly we are doing with respect to an indicator. Measures use quantifiable data, preferably collected over time, to identify trends, and assess whether conditions are improving, staying steady or deteriorating. Measures used will change over time to reflect relevance, availability of new data and developments in society."

In their 2003 article, Zenia Kotvol and John Mullin also concluded that, "Downtowns are special places. They reflect a community's values; they provide a sense of place. Promoting the revitalization of downtown, the heart of the community, has never been more critical. At the same time, there is an increasing awareness of accountability and effectiveness of programs and funds used to revitalize our downtowns. Developing and documenting indicators of success over time will lend credibility to our efforts and the use of valuable resources."

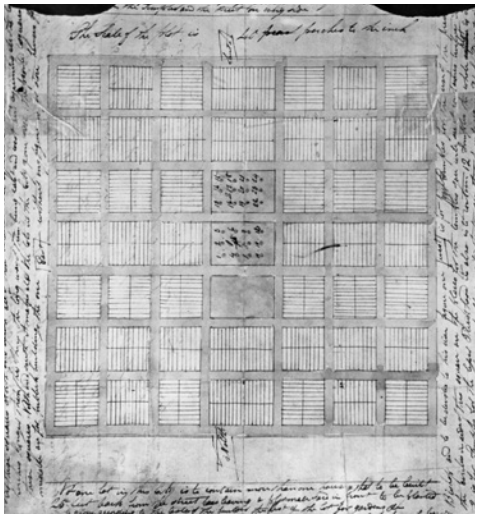


Original plat of Salt Lake City as established by Brigham Young, based on the Plat of Zion

PLAT OF ZION

Downtown Salt Lake was modeled after Joseph Smith's "Plat of Zion", a concept design for one square mile featuring ten-acre blocks and streets 132 feet wide. The plan was basically agrarian with homes facing north-south or east-west on alternating streets so that homes did not face each other.

Brigham Young's Plat of Salt Lake City was a variation on the Plat of Zion that divided the ten-acre blocks into eight 1.25 acre parcels. The orientation of each block alternated east-west or north-south every other block (as opposed to every other street) which furthered the intelligibility of the City's urban form. There were no provisions for a retail core, although one quickly developed.



Plat of Zion written by Joseph Smith in June 1833

TIMELINE

Prehistory to 1800s Freemont and other native tribes traverse the area

Before the western expansion of the United States and the Mormon migration to the Salt Lake Valley, the region was traveled by numerous indigenous people and home to ancient cultures. During the Paleo-Indian period, which ranges from 9,000 BC to approximately 5,500 BC, evidence exists of big and small game hunters, collectors, and foragers within the valley. From 5,500 BC to approximately 1,000 BC, which is known as the Archaic period, evidence reveals that family bands of hunters and gatherers increased their use of plants, used pit houses and caves for shelter, and even enjoyed complex social and religious organizations.

From the Late Formative Prehistoric era that ended approximately 1300 AD, paleontologists have uncovered evidence of farming, elaborate architecture, and various ceramic styles. From 1300 AD until the present day, which is known as the Proto Historic era, the greater region was occupied by several Indian tribes that are known and recognized even today; Ute, Paiute, Goshute, Shoshone, and Navajo—each of which have provided a rich cultural legacy for contemporary society.

1847 Pioneer Village Grows Rapidly

The Plat of Zion was laid out to contain a total of 24 buildings which included public buildings, store-houses for the Bishop, and 12 temples. The remaining lots were designated for residences. Lots north and south of the plat were designated for city barns and stables, and for farms and agriculture. Lots to the east and west were reserved for future agricultural uses. The blocks were separated by streets 132 feet wide so that a team of four oxen and a covered wagon had space to turn around. The City was originally planned for 15,000 to 20,000 people. The discovery of silver in Park City led to an influx of prospectors who altered the conservative reputation of downtown. For the first time, Salt Lake City had saloons and brothels.

1900 Streetcars Enable Local Mobility

Salt Lake City grew exponentially in the early 1900s. The population tripled between 1900 and 1930. The early 20th Century boomed with new buildings being constructed downtown including the State Capitol, Hotel Utah, Salt Palace, Union Pacific Depot, and the Federal Building expansion. Samuel Newhouse began erecting the iconic buildings at Exchange Place in hopes to turn that block into a mini Wall Street. This boom in construction led to the many historic buildings seen in Salt Lake City today. The early 1900s was also the time when Salt Lake City's parks were built, sewer systems and street lighting were installed, and streets were paved. Additionally, electric trolleys were installed to transport people living all over downtown and in surrounding neighborhoods. However, these trolleys would only operate until 1941 when they were discontinued. The construction boom halted during the time of the Great Depression up until World War II.

1950 Suburban Growth Impacts

Beginning in the late 1950s, the economy took a downward turn. With the opening of the I-15 freeway, several commercial and service centers were built in the suburbs drawing business away from downtown. In response to the apparent demise of downtown, the LDS Church invested $40 million in development of a downtown shopping mall-the ZCMI Center Mall.

The ZCMI Center Mall, named for Zions Cooperative Mercantile Institution, was a prominent retail chain that began during Salt Lake's pioneer days, and is the result of that effort. By this time, however, many of the historic buildings and districts had already been demolished including numerous schools, the Beason Building, the Dooly Building, the Broadway Shopping District, Japan Town and Chinatown. A few new buildings were constructed during the 1960s and 1970s including the Metropolitan Hall of Justice, the Main Library, the second Salt Palace, the LDS Church Office Building, and the First Security Bank Building. Beginning in the 1970s, new businesses and shopping malls were built and classic older buildings were renovated. City-wide beautification and historic preservation projects generated vitality and activity in the downtown community. Examples of this include renovation of the Peery Hotel, the Grand Hotel, Capitol

Theatre, Hotel Utah, the Salt Lake City & County Building, and ZCMI. New office buildings were constructed downtown near the end of the 20th Century.

2000 Downtown Renaissance

The 2002 Olympic Winter Games sparked new growth in downtown Salt Lake City. The Salt Palace was expanded further, and 2,000 hotel rooms were added. Transportation projects included reconstruction of I-15 and the first line of Utah Transit Authority's light rail TRAX. Light rail expansion continued during this time with additional stations added over the next several years. Renovations to historic buildings began during this time including the Tabernacle, Zions Bank Building, the Alta Club, Holy Trinity Greek Orthodox Church, and First Presbyterian Church. New construction occurred that included the LDS Church Conference Center, the Salt Lake City Main Library, and the Gateway.

Beginning in 2000, new construction also thrived. The 21,000-seat LDS Church Conference Center opened in October 2000. The Gateway was completed in 2001. The construction incorporated the historic Union Pacific Depot and added 105 stores and restaurants, 152 residences, and the Olympic Snowflake Fountain. In February 2003 the new Salt Lake City Main Library opened.

Utah's first LEED Gold certified high-rise opened in December 2009, 222 Main Street. Goldman Sachs' second largest office in North America operates in 222 Main with 1,400 employees.

Gallivan Plaza reopened in 2011 after undergoing renovations that included a two-story meeting facility, an amphitheater for concerts, and an expanded ice-skating rink. The Jordan and West Valley TRAX lines opened in August 2011. The Leonardo also opened in the old Salt Lake City Public Library that same summer. City Creek Center opened on March 22, 2012. The mix-use transit-oriented development added 700 condominiums and apartments, 80 stores and restaurants, and office space on 23 acres.

Harmon's grocery store opened in February 2012 across from City Creek Center, the first full-scale grocery store in the Downtown. The City Creek project has been credited with adding 2,000 jobs and attracting 16 million visitors to Downtown. (Economic Benchmark Report 2013)

UTA completed Frontrunner in 2012, a heavy rail line that runs north/south from Ogden to Provo. Also completed in 2012 was the new Questar Corporate Headquarters on State Street and the World Trade Center Utah.

Present

New construction recently completed includes the new Public Safety Building and the Airport Trax line. The new Frank E. Moss Federal Courthouse is scheduled to be completed by the end of 2013. Future projects are in the works and include the Utah Performing Arts Center, the Jessie Eccles Quinney Center for Dance, a renovation of Capitol Theatre and Utah Theatre, a year-round public market, a Global Exchange Place, and a convention center hotel.

FINANCIAL HEALTH

The Crossroads of the West

Salt Lake City's economy is rich in service-oriented businesses and continues to be seen by economists and employers across the nation as "The Crossroads of the West" with major industries in government, trade, transportation, utilities, and professional and business services.

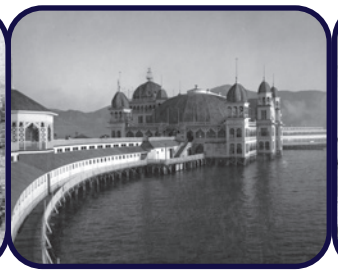
Utah is setting a steady pace to recover jobs lost during the recession. Even the beleaguered construction section, which lost jobs at an alarming rate after 2007, is now adding back positions as construction in the downtown core continues to escalate. According to the National Association of Realtors, Utah's housing market is improving quickly, a trend which is likely to continue. The commercial real estate market in Salt Lake City bounced back in 2011 after a challenging year in 2010.

Year-end office vacancy rate fell to 15.3 percent in 2011, down from 17.1 percent in 2010; additionally, office absorption reached more than 652,000 square feet for the year, more than double the square feet absorbed in 2010. Over the last year, employment in the key sectors of finance, and professional and business services grew well above national averages fueling office demand in the downtown area.

Highlights from 2012 Economic Benchmark Report:

- Over 13,000,000 square feet of office space. (A third of all office space in the market.)
- Salt Lake City is currently experiencing unprecedented development as the skyline and blocks fill with new housing units, class "A" office towers, premier retail space, and expanded TRAX light rail and FrontRunner commuter rail. In the heart of Downtown is the new City Creek Center which opened March 2012. This $1.5 billion dollar development encompasses over 20 acres of retail, and commercial office space, and has become the premier shopping center in the Intermountain West.
- A total of 65,450 jobs. (53,750 office, 7,300 restaurant, 1,700 retail, 1,600 hotels, 50 manufacturing, 1,050 others) The total does not account for new jobs in City Creek Center (retail and restaurant) but report says it will add 2,000 retail jobs and 536 residential units.
- Downtown continues to attract large businesses to establish headquarters or major outposts in Salt Lake. Goldman Sachs's office at 222 Main Street is their second largest office in North America with over 1,400 employees.

DEVELOPMENT HISTORY TIMELINE



1847
Mormon Pioneers Settle in Utah and Establish Plat of Zion

1853
Construction Begins on Salt Lake LDS Temple, Lion House, and Beehive House

1864
Mormon Tabernacle Built

1868
ZCMI Opens

1893
Saltair Constructed

1893
Dedication of LDS Salt Lake Temple

1909
Samuel Newhouse Constructs Exchange Place

1916
State Capitol is Completed

1933
Airport Constructed

Pioneer Spirit

Streetcar Era

1946 Streetcars Close

1957 I-15 Opens

1962 Second Century Plan

1969 Second Salt Palace Built

1988 R/UDAT

1995 Downtown Master Plan Adopted

1999 TRAX Sandy Line Opens

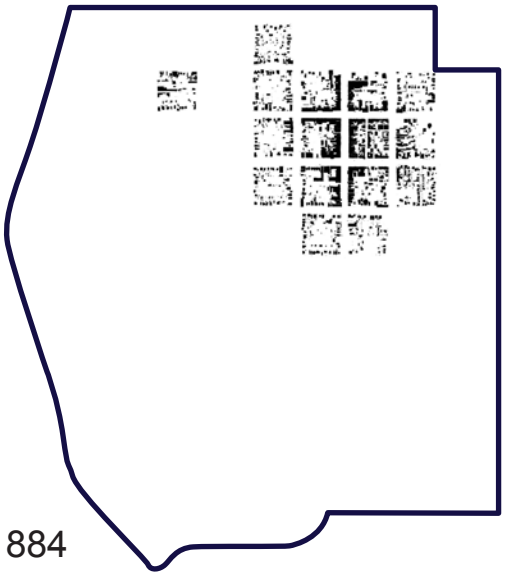
2002 Salt Lake City Hosts the Winter Olympics

2012 City Creek Center Opens

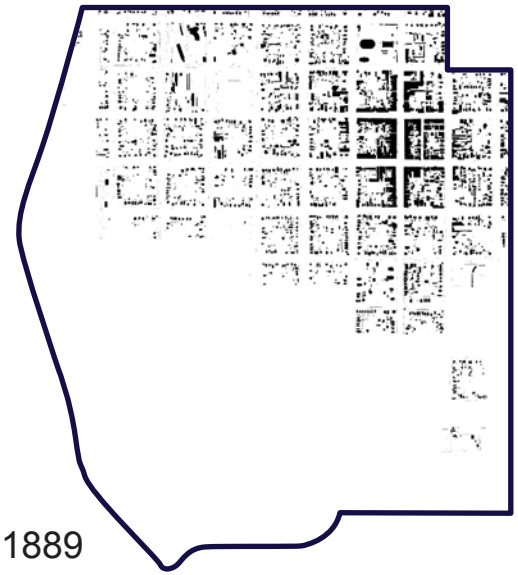
2013 Public Safety Building Completed

Suburban Migration

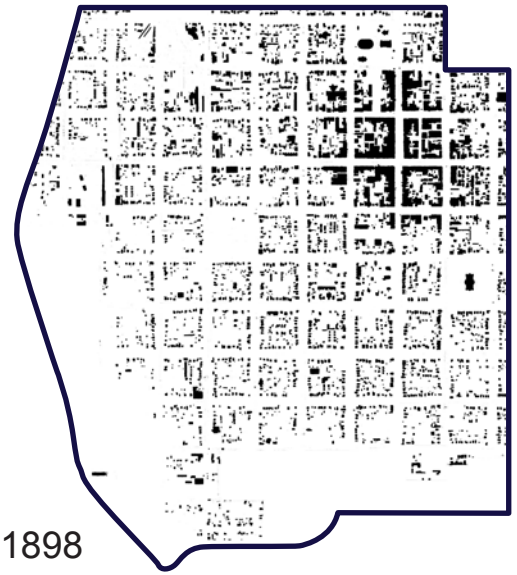
Downtown Renaissance



1884



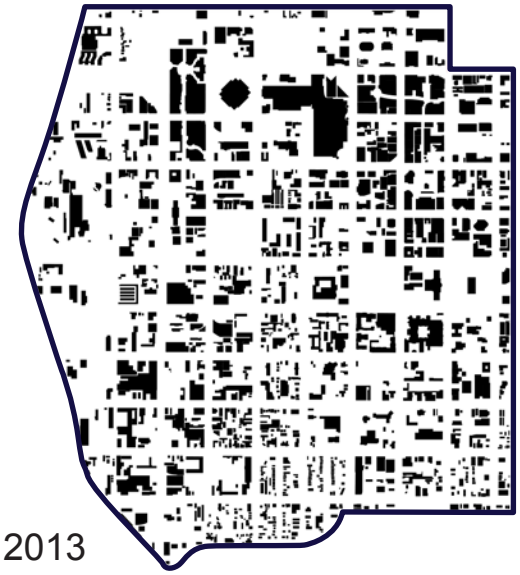
1889



1898

1911

1950



2013

DEVELOPMENT PATTERNS

Development patterns show loss of fine grain

The development pattern diagrams show the footprints of Downtown buildings at six different points in time. Over time, downtown Salt Lake City changed from having a fine grained, dense development pattern to one that is more spread out with larger individual buildings. Much of this dispersion happened due to the development pressure of the automobile and can be seen most clearly in the difference between the 1950 and 2013 diagram.

The lack of buildings seen in the 1884 through 1898 diagrams does not necessarily mean there was not any development in these areas. The Sanborn Fire Insurance maps from these years simply did not include these areas. This was likely due to the lack of any significant development that warranted fire insurance. There may have been some low density residential and agricultural development in these missing areas.

Evolution from agrarian to commercial core

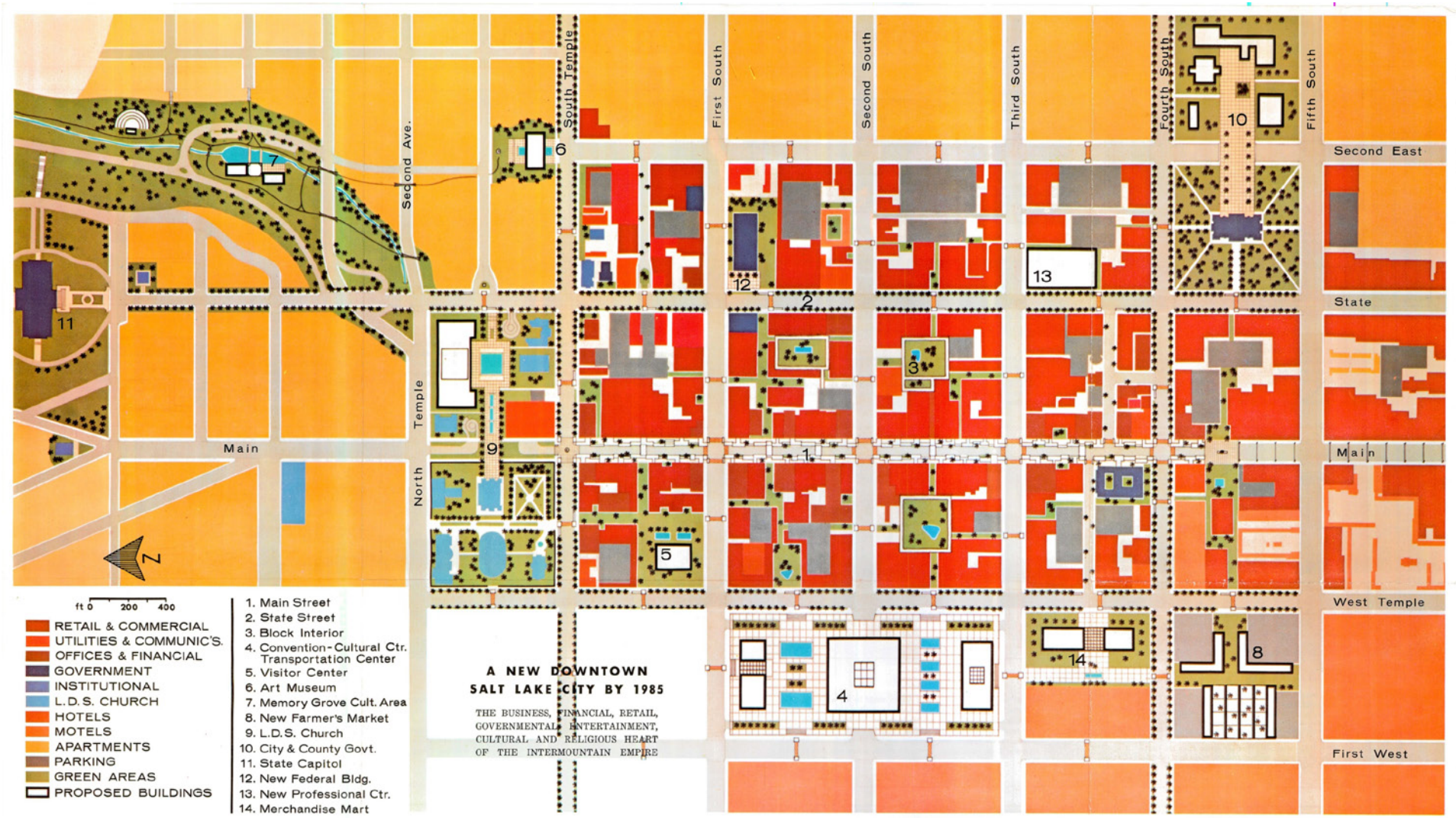
Since 1847, Downtown Salt Lake City has experienced growth in a variety of ways. Founded as an agrarian community, most of the Downtown area was divided and used to provide food for the community and feed for the animals. As the City became a pass through for travelers heading west and as the mining industry developed, the Downtown became more commercial in nature.

From 1847 to 1927, development of the Downtown area saw a growing commercial center with residential development occurring around the edges. This pattern was mostly influenced by the way in which people moved around, first by walking and teams of animals. With the introduction of the street car system in the late 1800s and early 1900s, apartments began to be erected to the east and north of Downtown. In 1927, the City adopted its first zoning ordinance for the purpose of preserving and promoting the convenience, good order, prosperity, happiness and best interests of the inhabitants of the City. The 1927 zoning ordinance identified the Downtown as a “commercial” zone with “residential” zones to the north and east, “commercial” zones to the south, and “industrial” zones to the west.

This zoning ordinance followed this general pattern of development through the 1950s, when the Second Century plan identified the need for greater housing density to the north between Downtown and the Capitol and the east of Downtown extending up to the University of Utah. To the west, the Second Century Plan identified the need for more activity centers including a new convention center. The commercial aspect of Downtown was proposed to be continued to the south.

Beginning in the 1960s and extending into the 1980s, the City’s zoning and master plans supported Downtown growth in virtually all directions. The result was large scale apartment buildings being built on Capitol Hill, taller office buildings and residential buildings to the east. The west and south areas would continue to be commercial and industrial in nature. Due to this type of growth, the residents of Capitol Hill and the areas east of Downtown began organizing in opposition to the growth patterns that were occurring in the City. In 1995, the City adopted a new zoning ordinance that applied development regulations Citywide and ended the pattern of larger scale office and residential development to the north and east of Downtown and ushered in the era of promoting Downtown growth to the south and west into existing commercial and industrial areas.

Since that time, the Downtown Master Plan, Gateway Master Plan and the zoning ordinance have promoted growth of Downtown to the south and west with a decrease in building scale moving away from the historic center of Downtown.



Second Century Plan Map

PREVIOUS PLANNING EFFORTS

Second Century Plan (1962): Downtown as the Region's heart and stem losses to suburbs

The Second Century Plan was completed in 1962 and was a joint effort by the City and business community to create a vision for "a new downtown by 1984." The main aim of the plan was to promote the interests of Downtown property owners and businesses, and guide development through concerted planning. The Downtown Planning Association (Downtown Alliance) was formed. The Association was financed through a payment formula based on land ownership and location.

The concept of the plan was to brand Downtown as the heart of the City and the Intermountain Western Region. It identified Downtown as the center for business, financial, retail, cultural and religious activities. It was also a call to reestablish Downtown as a regional force as the metropolitan city continued to grow with tax base growth as an important issue of consideration.

The plan had ten major projects with additional implementation strategies; all of which were accomplished in some form.

1. Improve Main Street with emphasize on pedestrians: *Sidewalks were widened and trees were planted. Until late 1990s, Main Street was a bus transit mall before construction of light rail.*
2. Pedestrian mid-block crossings on Main, Broadway, and State Street. Improve State Street with mid-block crosswalks (covered) and tree planting: *Trees were planted and crosswalks were installed; however, the only crosswalk covered is the underground crossing on State Street at 50 South.*
3. Improve block interiors with plazas and walkways: *Block 57 Plaza utilized mid-block space – an informal system of mid-block walkways has evolved.*
4. Build a Convention and Cultural Center downtown (including concert hall and performing arts): *Salt Palace Convention Center, Abravanel Hall and Capitol Theater were constructed.*
5. Build a Visitor Center: *Visitor Center was constructed at Salt Palace.*
6. Build an Art Museum and Gallery: *Salt Lake Art Center was constructed; however, the Utah Museum of Fine Arts was constructed at the University of Utah, not downtown.*
7. Create a Memory Grove Cultural Area: *City Creek Park and Brigham Young Park (private) were constructed – ongoing recreation of City Creek as a surface flowing stream continues in both natural and artificial form.*
8. Farmers Market: *The farmers market at Pioneer Park has become a summer tradition.*
9. LDS Church Improvements: *Construction of an art and history museum, family history library and Main Street Plaza. Renovation of the Joseph Smith Building and construction of the Conference Center and Archives. The Church has acquired the former Triad Center and created the LDS Business College/BYU Salt Lake Center. Projects created a northern boundary to Downtown and a buffer between commercial uses to the south and residential Capitol Hill to the north.*
10. City County Complex: *The Metropolitan Hall of Justice and the new library were constructed along with the State Supreme Court Building, the Leonardo, and the new Public Safety Building. The historic City & County Building has been fully renovated.*

R/UDAT (1988): Set Stage for Cultural Investments

During the mid 1980s, the American Institute of Architects sponsored a Regional Urban Design Assistance Team (R/UDAT). The purpose of the R/UDAT program is to assist cities with specific

local problems and issues through participation of local groups, government entities, and private interests. The aims were to address the physical design of the City, to stimulate action through public and private means, and create an intense "snapshot" that represents a joint vision of the City. The report identified current issues of the Central Business District (CBD) such as commercial leakage, ugly parking proliferation, planning recommendations unrealized, and the loss of an economic critical mass that threatened the health of Downtown. The plan focused on current and future redevelopment as a key component for solutions to the current economic and urban form issues facing the CBD. It called for creativity and strong positive working relationships between businesses, the LDS church, government officials and the public in order to find solutions.

The team was charged with making recommendations for future needs for the Downtown area including preparation of strategies for the redevelopment of Block 57.

The document contained Urban Design policies and a project implementation plan including an urban design concept plan for Downtown and design concept from Block 57.

Historic Preservation

The plan describes need for a compatibility ordinance and a clearinghouse for developers and land owners that has all local, state, and federal rehabilitation information in an easily readable format.

Transportation

The plan discusses integration of all modes of transportation so that they work effectively and efficiently. As long as Downtown parking remains abundant and inexpensive, it will remain a commuter destination. Commuter parking on streets in the morning is "using up" cheap and readily available parking in which retail customers perceive that there is no parking. The plan calls for a Comprehensive Parking Management strategy which will guide parking development and use. The plan also calls for a comprehensive and detailed parking study focusing on all aspects of parking such as location and pricing, as well as a public education program.

Cultural and Entertainment District

The plan calls to add an arena to the Salt Palace including a large parking garage that would be used for the arena, convention center and Downtown. It calls for a feasibility study to expand the Salt Palace, add a new art museum, provide connections through Pierpont, and a new 600-700 seat performing arts facility. It emphasizes a future performing arts theatre making a connection with smaller venues and the Salt Palace. It calls for sign coordination linking district to district.

Housing

Focus on neighborhood integrity. Stop demolition of housing stock, promote more housing downtown, stop intrusion of commercial into neighborhoods when uses are not compatible. View residential as important as commercial. View preservation and rehabilitation of significant buildings as important. Consider compatibility of new development with historic fabric as important. The Study also called to determine opportunity areas for new housing. Neighborhood plans should be done for Capitol Hill, Avenues, East Downtown and Guadalupe neighborhoods. Possible historic district designation of Jackson/ Guadalupe neighborhood.

Economic Development

It calls to enhance the Downtown as the functional center of the Wasatch Front. It says to seek out technological businesses that will lead nationally and worldwide.

Gateway District & Gateway Specific Plan (1998): Creating an Urban Neighborhood

The purpose of both plans is to outline the vision for the Gateway area of Salt Lake City, which is

defined as the area between 300 West and I-15 and North Temple to I-15 (900 South off ramp).

The primary focus of each is to direct the transformation of the area from an industrial base into a high–density mixed-use urban neighborhood.

As various single family and lower density neighborhoods in the City have been down-zoned in order to stabilize existing housing and encourage reinvestment, opportunities for high density development have been shifted.

The Gateway area is generally identified as the area of the City where high-density mixed-use urban development is encouraged. It provides the direction of growth for Downtown that generally does not conflict with existing historic neighborhoods.

Redevelopment of the area also provides an opportunity to clean up the doorstep to the community insuring that first impressions of Salt Lake City are positive.

The plan divides the overall Gateway into five sub areas:

1. Union Pacific (North Temple to 200 South/300 West to the railroad-700 West): The purpose is to accommodate new mixed-use development behind the Union Pacific Depot (on the former rail yards - plus additional land) with the Depot remaining the primary focus of the district. The Boyer Company's Gateway mixed-use development, built on former rail yards, was instrumental in implementing much of the master plan in this area. Additional land to the west of the initial development continues to redevelop. This has been the most active sub area covered by the plan.

Specific items to be accommodated are:

- Create a broad parkway on 500 West. (accomplished)
- Redevelop rail yards. (accomplished)
- Finalize alignment of a continued City Creek between Memory Grove and the Jordan River, and extend Rio Grande Street north. (The alignment needs to be finalized in certain sections, and the extention of Rio Grande Street nort has been accomplished.)

2. Rio Grande (200 South to 450 South/300 West to railroad): This area is focused around the Rio Grande Depot, historic warehouse development, and the activation of Pioneer Park. Salt Lake does not have an extensive inventory of historic warehouses; however, the concentration that the City does have tends to be in this district. Many warehouses have been converted to housing, and new compatible housing has been constructed adjacent to Pioneer Park. The intermodal hub for bus, heavy rail and light rail transit is also located west of the Rio Grande Depot and is a critical part of this neighborhood

Specific items to be accomplished include:

- Provide social services in ways that are compatible. (Ongoing interface with social service providers to decrease impact continues.)
- Activate Pioneer Park. (Done on certain days and evenings – inadequate on others.)
- Determine re-use of Rio Grande Depot, and design strong terminus for 300 South as part of intermodal center. (Both are ongoing.)
- Continue park blocks to 400 South. (Done, but with major concerns about usability due to the installed landscape design.)

3. Gateway corridor (450 South to 650 South/ 300 West to railroad): It was intended that this area see one of the most dramatic changes due to the shorting of the I-15 viaducts. The intent was to expose land that had historically been "under the viaduct" to surface street traffic, changing the economics of the land values and encouraging private redevelopment. Because this area is the first exposure many people have to the

City, the hospitality industry was deemed to be the primary occupant. This area has not seen as much redevelopment as initially presumed since the plan adoption. (Approximately 15 years time lapse.)

Because of leases and easements, parcels that have redeveloped since the adoption of the plan and the shortening of the viaducts has generally only occurred on parcels that do not have a billboard located upon them.

Specific items to be accomplished include:

- Preparation of a streetscape development plan. (There have been attempts to coordinate street lighting and the development of a plan by the Salt Lake City Chamber of Commerce, but no formal street plan has been adopted.)
- Require excellence in design of new buildings. (Zoning emphasizing urban design has not been adopted.)
- Include separate pedestrian features on 400 South viaduct. (A sidewalk was included in final viaduct design and construction.)
- Remove existing billboards. (Not accomplished and remains a significant impediment.)
- Develop a wayfinding sign system. (Some UDOT signage have been constructed, but smaller City oriented formal wayfinding signage is lacking.)
- Establish a policy of creating the potential for an underground rail easement on 500 West implies the continuation of the park blocks to 900 South. (Not completed.)

4. South Subdistrict - Granary (650 South to 900 South and I-15/300 West to railroad: The plan calls for the continuation of this area as an eclectic mixed-use area while generally increasing densities – essentially advocating more of the same.

Specific items to be accomplished include:

- Modify the 900 South off-ramp to include a 400 West connection, and develop the “fleet block” into a community anchor or major buildings - hospital, shcool, etc. (No progress has been made on the modification, but the block has been declared surplus.)
- Create linear park to Jordan parkway. (9 Line Plan.)
- Protect block between 700-800 South on 400 West, and also the policy of creating the potential for an underground rail easement on 500 West implies the continuation of the park blocks to 900 South. (No formal protection on 400 South, and policy not done.)

5. I-15 railroad sub district (railroad to I-15): Because this is some of the most highly visible land in the State of Utah, this is designated as activated open space. This may be accomplished in multiple formats; i.e. an education campus, Research Park, or recreation, but the one thing in common with all of those ideas, is a high degree of landscaping and quality design in an effort to insure that the front door to Salt Lake City is considered a beautiful entry into the City. (Inclusion of water retention as part of open space also solves some flood control issues impacting development potential of other land in the area.) While the shortening of the viaducts included new decorative street lighting and fencing as part of their construction, little other progress has been made on this concept.

The Gateway Specific Plan identified many design elements to be implemented in the Gateway area. The GMU Gateway Mixed-Use zoning district was an outgrowth of the Gateway Specific Plan and the City’s first major foray into the realm of form based zoning. The GMU zoning was applied only to the Union Pacific sub area. All other sub areas of the Gateway neighborhood were also proposed to be rezoned to a form based code, but rezoning has not occurred.

Urban Design Element (1990) : Elevated urban design as important to the City

This concept plan was spurred by the lack of City urban design principles and policies to implement over arching goal of a city with quality urban spaces.

The Mayor appointed an Urban Design Committee to focus on a planning document that identified issues, policies, and processes to realize design goals. City residents, commissions, architects, and others worked to compose the plan. 900 residents were also surveyed as part of this project. The Urban Design Element:

- Defines principles of Urban Design.
- Identifies urban design goals/objectives and offers strategies to assist decision makers in evaluating development in terms of urban design.
- Provides many zoning considerations and strategies to achieve goals.
- Describes district gateways and view corridors, and vistas important to the City.

Downtown Master Plan (1995):Focused Downtown as a major destination

The Downtown Master Plan, which was loosely based upon the format of the Second Century format, was adopted in 1995. The following summarizes projects and their respective status:

General Projects

1. Salt Palace Expansion: *Completed. Existing structure was originally constructed in 1994-95, and expansions occurred in 2000 and 2005.*
2. Consolidated Courts complex: *Completed. State Supreme Court building finished.*
3. Town square/Block 57: *Completed as Gallivan Plaza.*
4. Memory Grove Extension: *Completed as City Creek and Brigham Young parks.*
5. Downtown Zoning Modifications: *Completed. Zoning was modified in 1995 to create more specific downtown zones and to carve out the East Downtown area into a Mixed-Use zone.*
6. Theme Monument: *Incomplete.*
7. Gateway Redevelopment Area: *Completed. Rail tracks were consolidated freeing up land for redevelopment.*
8. Sports Park Stadium: *Incomplete.*
9. Housing Increase: *Completed and ongoing.*

Balanced Transportation

1. Development of light rail Sandy to Downtown: *Completed.*
2. Airport to Downtown: *Opened 2013.*
3. Bus network expansion throughout valley: *Yes and No Bus lines are available throughout the valley, but much bus service was reduced and consolidated in favor of rail.*
4. I-15 enhancements: *Completed.*
5. Modification of 600 North interchange: *Completed.*
6. Curb and gutter 400 West and direct connection to Beck Street: *Completed.*
7. Consolidation of heavy rail lines to one on 500 West, removing them from 400 West: *Completed.*
8. Improve 500 West to provide freeway frontage road.
9. Closure or narrowing of 2nd Avenue at State Street: *Narrowed.*
10. 2nd and 3rd Avenue converted to two-way traffic: *Incomplete.*
11. 100, 200 and 300 South east of 700 East is two-way traffic: *Yes.*
12. Victory Road be disconnected from Beck Street (commuter traffic should use 300 or 400 West): *No, but intersection was improved to discourage use of Victory Road.*
13. Center medians on West Temple, 200 North, Main Street, and State Street north of North Temple, and possibly Main Street between North and South Temple: *Partially*

completed. Main Street is closed between North and South Temple; some medians on West Temple north of North Temple have been installed; none on Main Street. 200 North median between West Temple and 200 West has not been done.

14. Major marker monuments in north and south downtown: *None in south downtown.*
15. Improved freeway signage to the University 400 South off ramp built and additional freeway signs posted.

Parking

1. Parking maximums in zoning: Parking maximums have been adopted in the D-1 and TSA zoning districts, but the Planning Commission has proposed parking maximums throughout the City. *Waiting for City Council action.*
2. 30 percent stalls in retail core be validated or metered to serve short-term use: *Although development of City Creek Center and proposed parking for UPAC may seem to satisfy this issue, the original ideas was to install meters in parking structures to encourage short-term parking on lower levels and commuter parking at higher levels which has not been done.*
3. Contribution to mass transit fund in lieu of parking space construction: Implementation of UTA ECO passes or other allowances may be considered as per the City's alternative parking regulation.
4. Establish Parking Authority to manage parking in Downtown: *Not done.*
5. Eliminate distance from building parking location (encourage sharing of peripheral off-site parking): *Off-site allowed.*
6. Encourage employers to utilize mass transit, flex-time, carpooling programs (TDM): *Waiting on City Council action. UTA ECO passes available, alternative parking programs available.*
7. Encourage shared parking (a.m. and p.m. uses) in zoning ordinance: *Also modified as part of the TDM ordinance.*

Encourage arts, cultural & historical facilities in West Downtown

1. Expand Salt Palace Convention Center: *Done.*
2. Energy Solutions Arena/Delta Center connect with convention center, anchor West Downtown: *Not directly connected. Walkway exists through Salt Palace. Cross walk (or potential underground tunnel) not built on 300 West.*
3. Major museums to locate in West Downtown (children's, natural history, fine arts and galleries): C*hildren's - Yes, natural history - No.*
4. Expand planetarium, possible science center: *Complete.*
5. Performing Arts Complex: *Under way.*
6. Renovation of Utah theatre: *Not yet - RDA has purchased building.*

Consolidated Courts Complex (Block 39, west of City & County Building)

1. State Supreme Court was built on Block 39.

Block 57 - "Town Square"

1. An activity center active in Downtown: *Yes, Gallivan Center.*

Memory Grove Extension

1. Connect Memory Grove through City Creek to Downtown: *Done. Ongoing efforts to continue creek (or facsimile) to Jordan River.*

Downtown Zoning Modifications

1. New offices and commercial to be located in core to prevent encroachment into residential districts: *This goal has been somewhat undermined.*

2. Remove height regulations from basic land use zoning requirements to focus tallest buildings in core regardless of land use: *Done*.
3. Mixed-Use zoning in East Downtown with high-density residential: *Complete.*
4. Mixed-Use zoning adjacent to Pioneer Park: *Complete.*
5. Potential for a Warehouse Historic District in Rio Grande Depot/Pierpont Area: *National Historic District has been created, but no Local Historic District designation.*
6. Maintain view corridors from Downtown to the mountains and major landmarks. Skywalks and other obstructions prohibited on Main Street, State Street, South Temple, 200 South and 300 South; and discouraged on other streets: *Capitol Hill Protection overlay exists, but may need to be modified as now some Capitol Hill lots are difficult to build upon. The intent is to preserve the general view of the Capitol Building from being encroached upon by tall buildings. Skywalk allowed over Main Street at City Creek Center with modification to the plan.*
7. Enhance Gateways to Downtown: *Decorative lighting was added to bridges when viaducts were shortened but further enhancement are necessary.*
8. Retail overlay for Main Street: *Completed.*
9. Theatre and Art overlay districts (establish critical mass, zoning, and uses) centered in West Downtown: *Not done.*

Theme Monument

1. Monument in south of Downtown (center of Main Street between 400 and 500 South): *Not done.*
2. Monument on 800 and 900 South: *Not done.*

Gateway Redevelopment Area (5th west to I-15)

1. Redevelopment to I-15 as western edge to Downtown: *Rail tracks consolidated and gateway area redevelopment is ongoing.*
2. Research Park: *Ongoing proposals for University Research Park expansion in gateway area/*
3. Lakes or Ponds: *Not done. Still possible as part of ongoing development/*
4. Significant open space: *Not done. Still possible as part of ongoing development/*
5. Preservation and use of historic buildings: *Ongoing/*
6. Detailed development plan for the area: *RDA working on implementation strategy.*

Sports Park/Stadium

1. Professional soccer, football stadium located adjacent to Downtown: *Not done.*
2. Stadium connected to mass transit: *Energy Solutions Arena is connected.*
3. Reserve areas for stadium locations: *Not done.*

Housing

1. Establish a viable 24 hour population: *Ongoing.*
2. Support retail and entertainment districts: *Ongoing/*
3. Broad range of housing alternatives in and around Downtown: *Ongoing.*
4. Modify zoning in East Downtown to encourage more housing: *Done.*
5. Housing to accommodate all income levels: *Ongoing.*

Downtown Rising (2007) : Downtown as commercial and cultural center

Downtown Rising was an effort by the Salt Lake City Chamber of Commerce which was intended to be the business community's vision of major projects for Downtown, similar to the Second Century Plan. The intent was to fold those concepts into a larger Downtown Plan that had gone through a public process and included broader community comment.

The basic vision presented by the Chamber is:

- A bustling dynamic place
- A necklace of green
- Diverse, welcoming, affordable and urban
- An internationally focused world city
- A model of great urban design
- A transportation hub that connects the region
- A center for arts and entertainment
- A city of learning: A University city
- A city that thinks, looks, and acts green
- Thee place for business and government decision making

The plan calls for specific action in linking Downtown with its neighbors: The University of Utah, State Capitol, Salt Lake International Airport, Jordan River Parkway and communities to the north, south, east and west.

The plan emphasizes a regional transportation network; highlighting light rail improvements needed for 400 South to the Salt Lake Central Station and completion of a 400 West - 700 South loop, as well as increased bus service on 200 South and State Street. The plan emphasizes a series of different street characters focused on cars, pedestrian and transit - boulevards and promenades.

The Plan calls for a green loop:

- Extending City Creek Greenway to the Jordan River (Range to River)
- Improving a greenway from Liberty Park to the Jordan River (900 South)
- North/south connectors between the two (east/west corridors)
- Maintaining 600 East green medians
- Improving 200 East as green street
- Extending the 500 West Park Blocks to 900 South
- Creating a managed green space between I-15 and the rail tracks - Gateway Commons

The plan calls for creating districts, each having a predominant character that compliments each other and creates a three dimensional city:

- Temple Square
- Gateway
- Salt Palace
- Broadway
- Grand Boulevard
- Skyline

In order to implement the plan, it identifies several key signature projects that will transform Downtown:

- Regional rail network
- Green loop
- Dynamic urban living
- University Boulevard
- A global exchange place/world trade center/ peace studies center/international institute
- Performing arts center
- Public market
- Sports and Fitness center

The plan highlights a process for achieving the vision.

REGIONAL CONTEXT

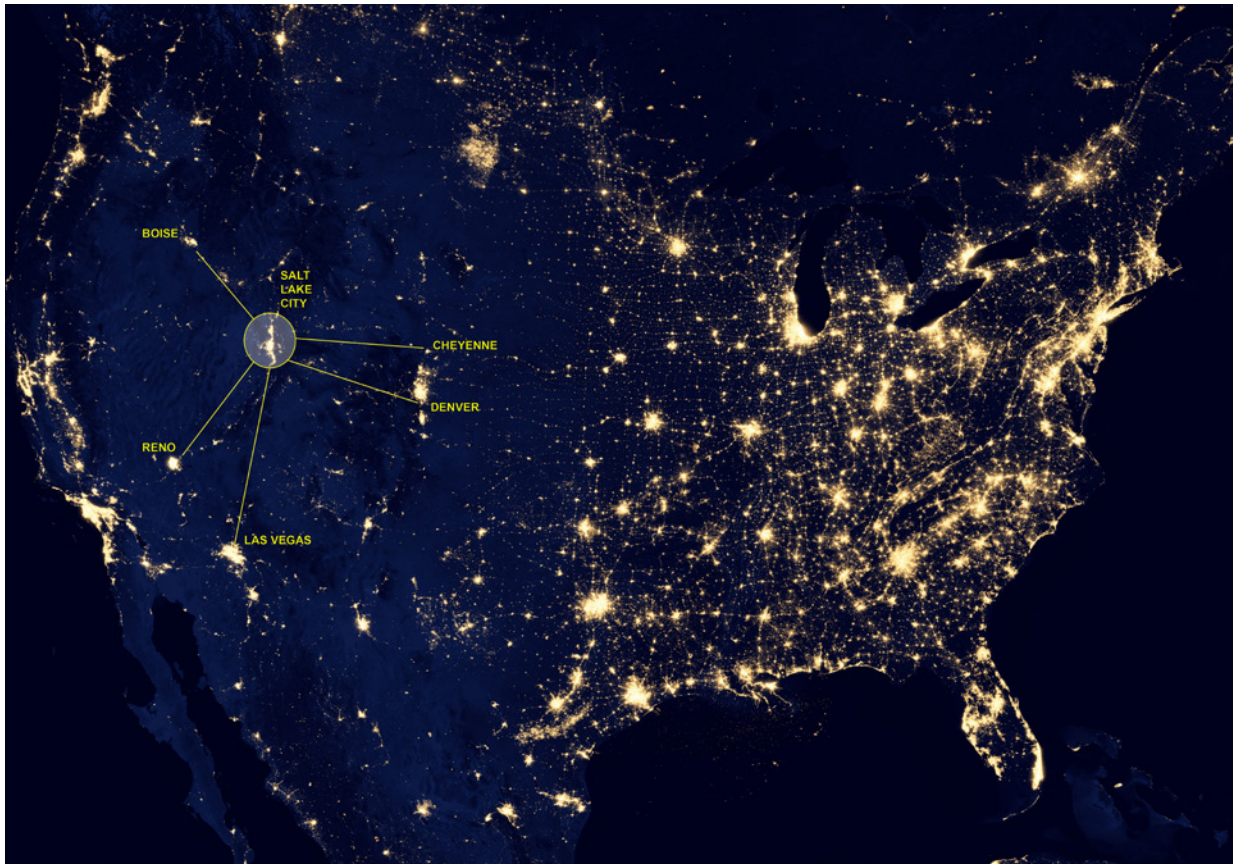
Center of the Intermountain West

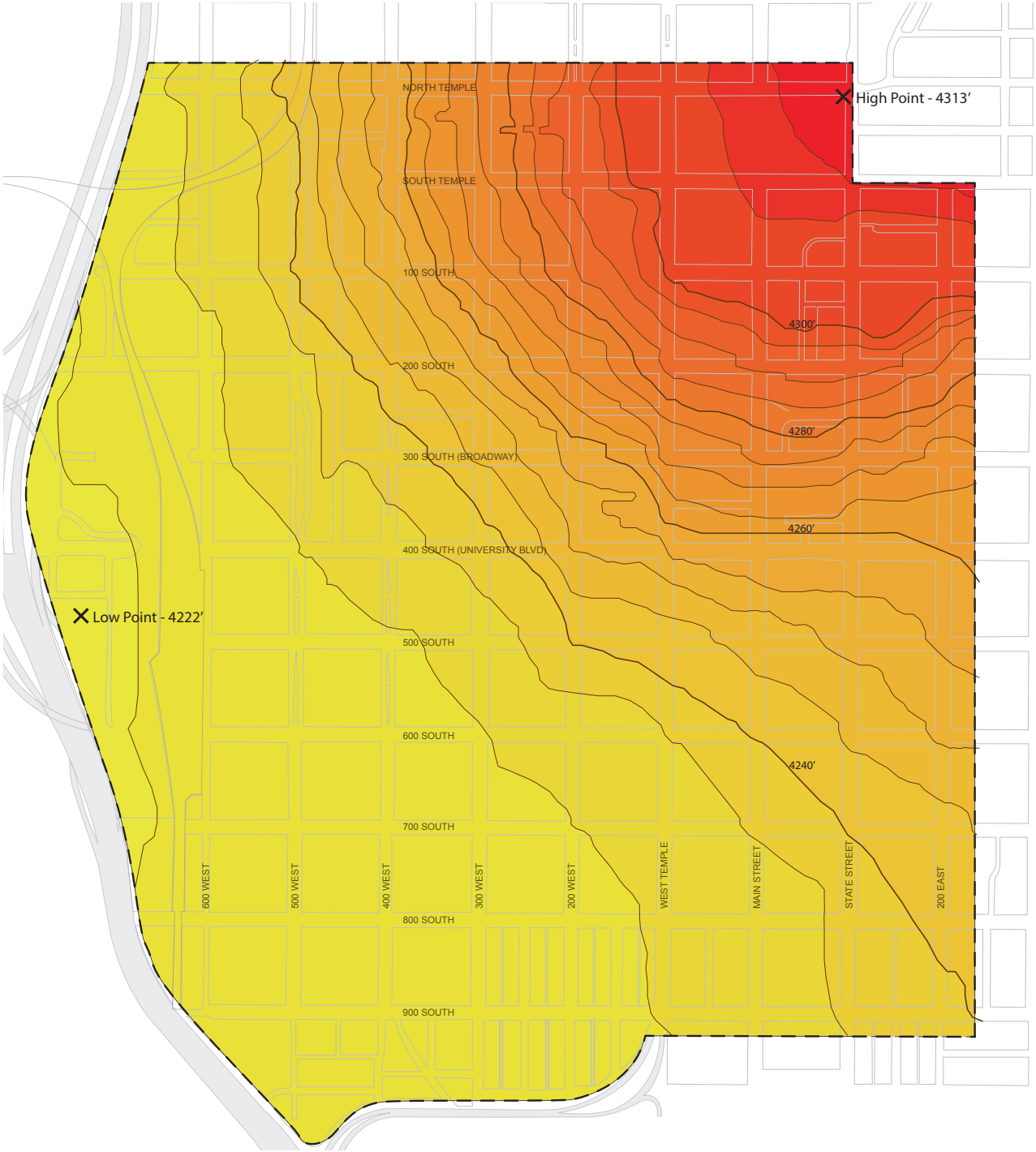
Downtown Salt Lake City is not only the capitol of Utah; it was the base city from which most of the settlement of the intermountain area was generated (as indicated by the fact that the base meridian for much of the Great Basin survey emanates from the corner of South Temple and Main Street).

Salt Lake City still maintains the largest geographic and economic hinterland of any city its size in the continental United States. For example, local newspaper and television coverage emanates from Salt Lake City throughout Utah, and into parts of Nevada, Wyoming, Idaho and other western states.

The fact that Salt Lake City has maintained a place of prominence in the west for so many years has also lead to it being a major center for medicine, education and entertainment. Salt Lake City enjoys a symphony, ballet and opera that are the envy of cities much larger in size, largely due to a long tradition of a supportive culture.

Even today, as Wasatch Front cities have expanded during the late 20th Century, Downtown Salt Lake City still maintains its place as the central location of the larger metropolitan area.





LEGEND

- 5 Foot Contour Interval
- 4310 feet
- 4290 feet
- 4270 feet
- 4255 feet
- 4245 feet
- 4235 feet
- 4225 feet

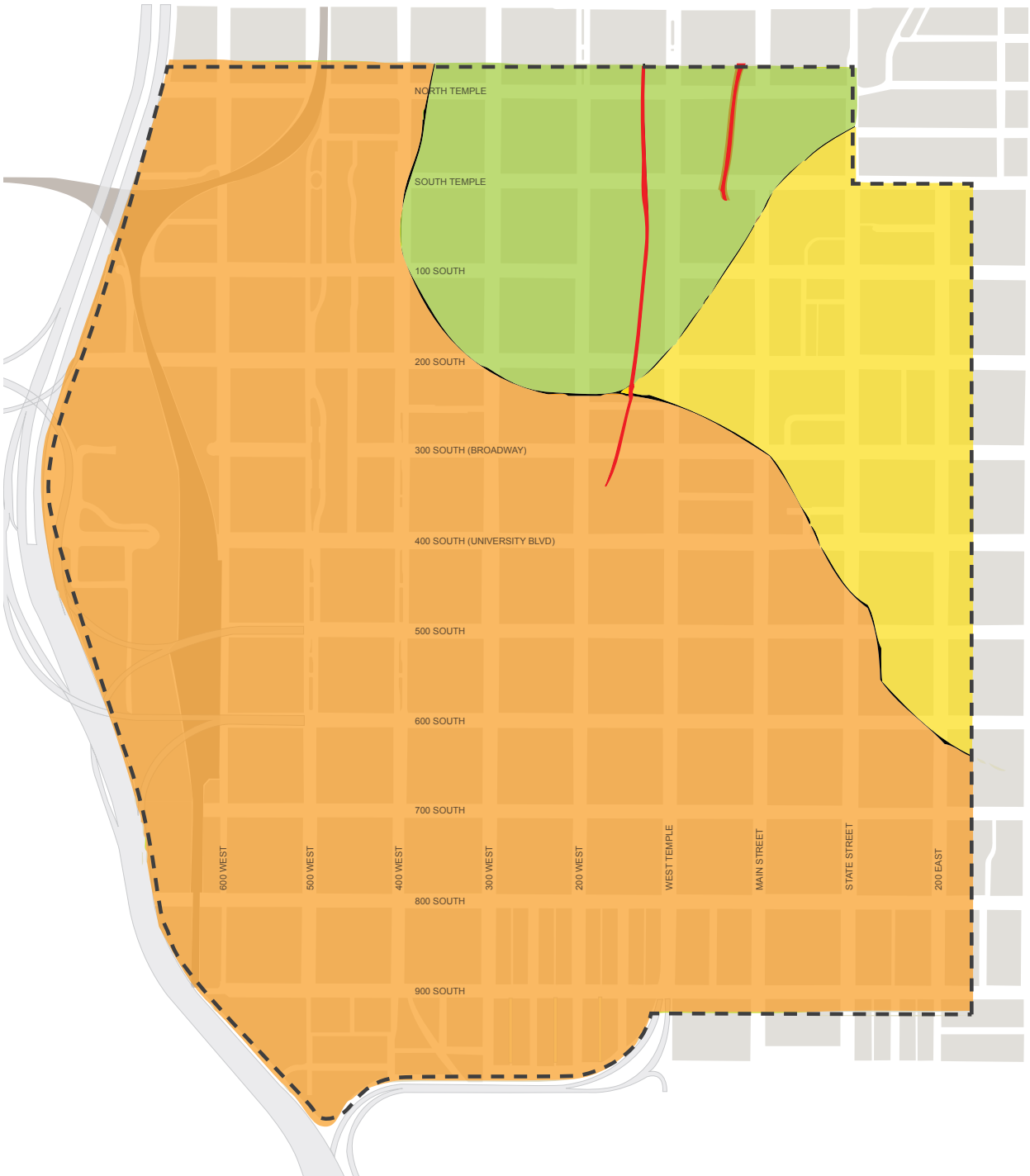
TOPOGRAPHY

0' 660' 1,320'

NATURAL SYSTEMS

Physiographic region characterized by extremes

Salt Lake City lies within the Basin and Range physiographic region of Utah. This region is bounded on the east by the north-south oriented Wasatch Range, and on the west by Great Salt Lake and Oquirrh Mountains. Much of the basin topography is formed by runoff and erosion from the Wasatch Range, which consists of mountainous terrain, stream valleys, and alluvial basins. Faults, which run parallel to these two physiographic regions, helped form the steep slopes and immense size of the Wasatch Range along the Salt Lake basin. These faults are active and subject to seismic activity. The segment of the fault that is most likely to rupture is located along or near 1300 East Street in Salt Lake City. Geologists predict the fault could shift vertically—where the lower elevation would drop in a seismic event—as much as 10 feet.



LEGEND

- Low Liquefaction
- Moderate Liquefaction
- High Liquefaction
- Warm Springs Fault

FAULTS & LIQUEFACTION POTENTIAL

0' 660' 1,320'

FAULTS & LIQUEFACTION POTENTIAL

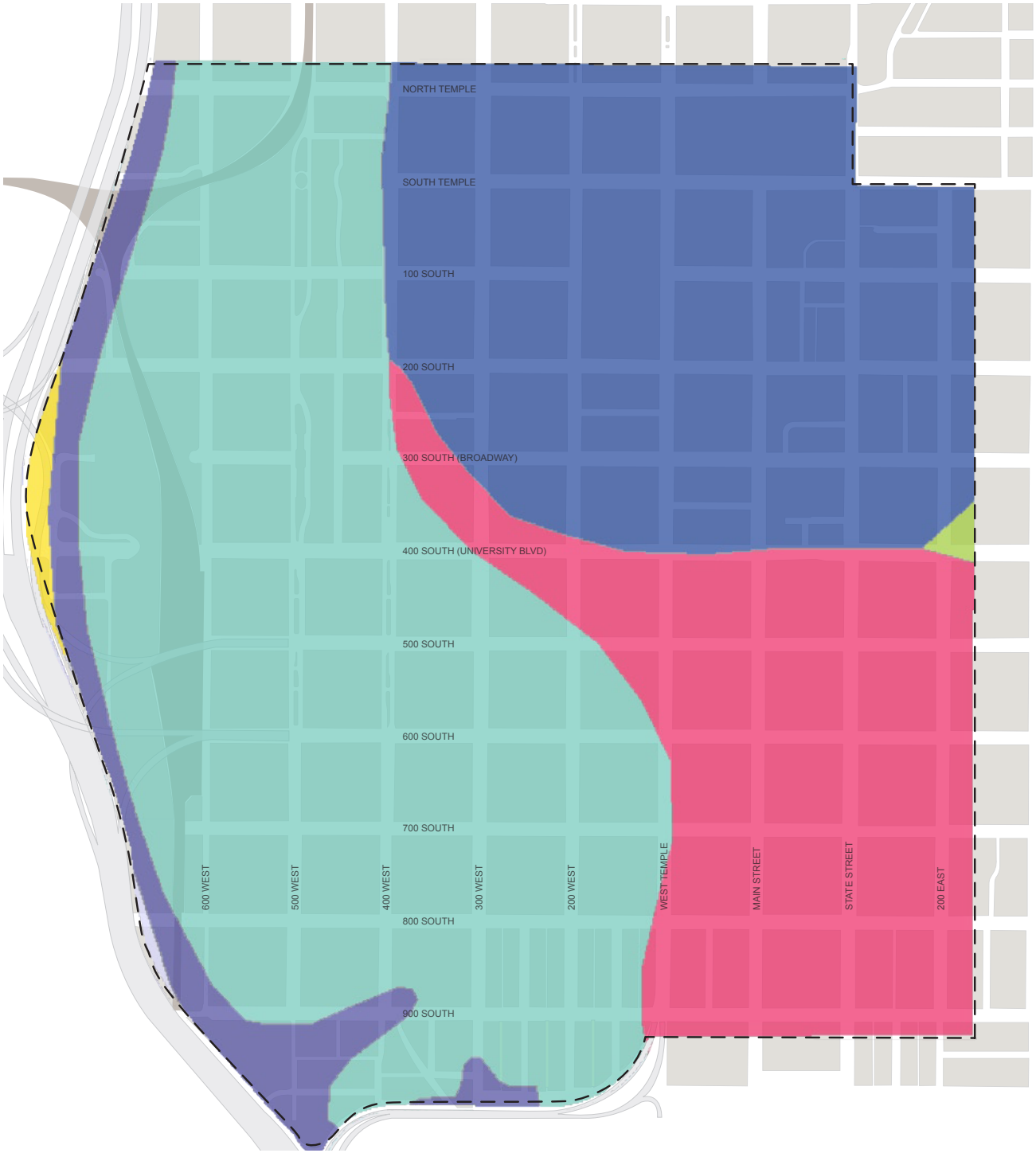
Active faults & liquefaction potential impact development potential

Due to the nearby location of the Downtown area to the Great Salt Lake, the ground water levels are relatively near to the surface. Because of this, complications arise with the threat of earthquakes and liquefaction of soil layers.

The source of future earthquakes lie along the faults that parallel the Wasatch Range to the east of the City. Potential problems with earthquake, aside from surface shaking, is the potential of soil layers to mix into a cement like substance with the high water table. This can compromise the structural integrity of buildings and the foundations that support them. Liquefaction has a high to moderate potential in the Downtown area and can be mitigated through groundwater treatment and structural engineering solutions to the foundations of buildings.

Uniform building codes have set seismic requirements to be able to meet Earthquake Zone 3 Minimum while the Salt Lake County's Natural Hazards Ordinance prohibits development astride an active fault within the region to reduce potential damage.

Soil health is an important indicator in the ability of soils to provide healthy rooting environments for plants, and store and infiltrate water.



LEGEND

- Alluvial Fan and debris-fan deposits
- Silt & clay deposits of the high stand & regressive phase of Lake Bonneville
- Silt & clay deposits of the regressive phase of Lake Bonneville
- Allivium
- Artificial Fill
- Terrace Gravels

SOILS

0’ 660’ 1,320’

SOILS

Downtown soil "urban land" in composition

Soil is a naturally occurring mixture of mineral and organic ingredients with a definite form, structure, and composition. The exact composition of soil changes from one location to another. The following is the average composition by volume of the major soil ingredients:

- 45 percent Minerals - clay, silt, sand, gravel, stones.
- 25 percent Water - the amount varies depending upon precipitation and the water-holding capacity of the soil.
- 25 percent Air - an essential ingredient for living organisms.
- 5 percent Organic matter or humus - both living and dead organisms.

The soils in Downtown Salt Lake City are generally categorized as "urban land," meaning they have been disturbed by development. They are further classified according to the soil map and are considered the reference soils for the downtown area. Reference soils are defined as soils native to a site as described in Natural Resources Conservation Service Soil Surveys. Soils disturbed by previous development are all areas of soils disturbed by previous human development activities.

Indicators of disturbed soils may include one or more of the following:

- Soil horizons that differ significantly in either depth, texture, physical or chemical properties from the reference soil.
- Compacted soil.
- Organic matter content lower than that of the reference soil.
- Soil chemical characteristics (parameters such as pH, salinity, cation exchange capacity, and nutrient profiles) different from that of reference soil.
- Presence of compounds toxic to the intended plants.
- Presence of weedy, opportunistic, or invasive plant species.

The alluvial, silt and clay, alluvium, and gravel soils indicate the once present influence of City Creek in the area. Prior to LDS settlement, City Creek exited the canyon and fanned out into the valley, changing course seasonally. This left deposits throughout the Downtown area, resulting in loose, gravelly soils.

Soil health is an important indicator in the ability of soils to provide healthy rooting environments for plants, and store and infiltrate water.

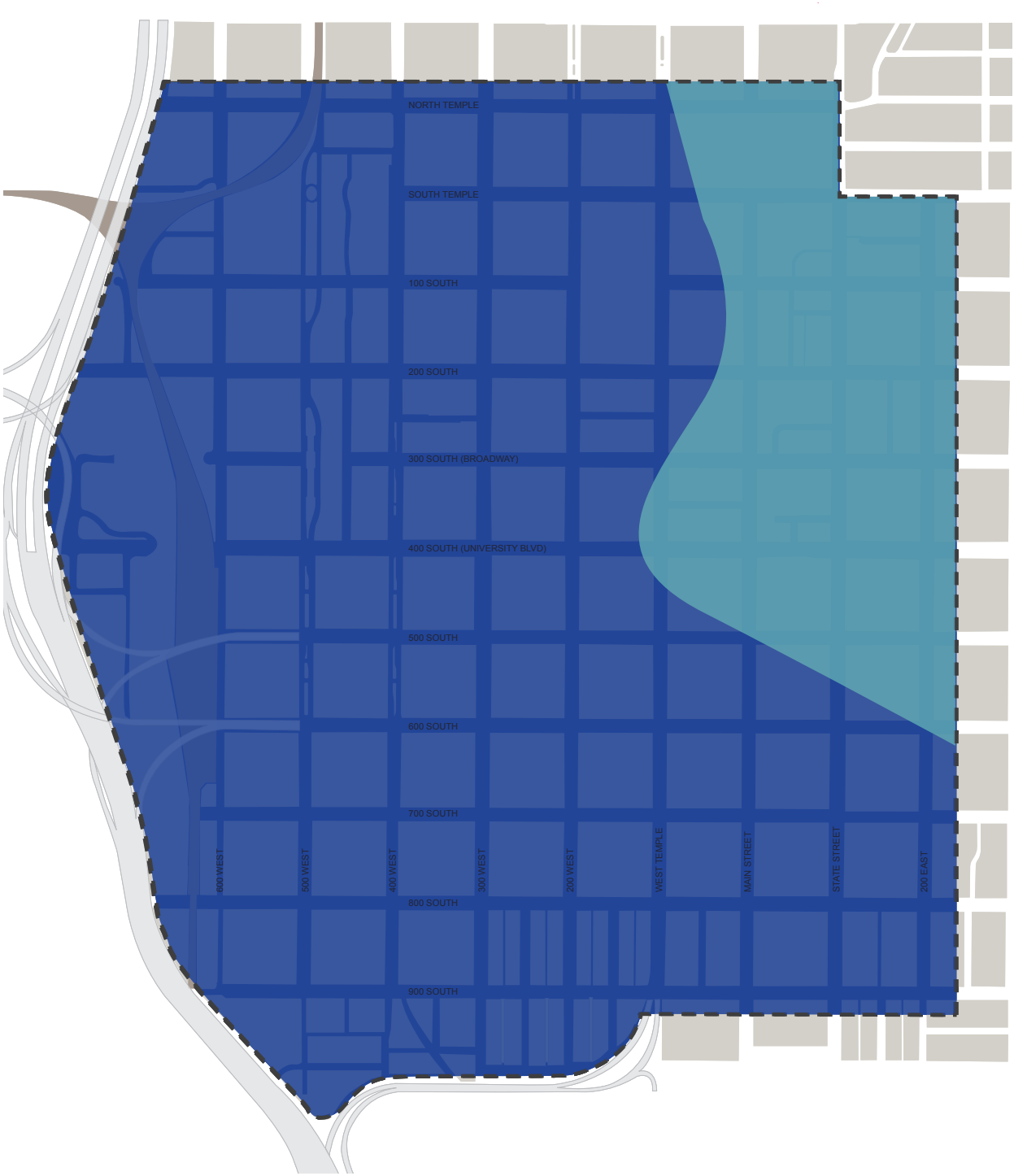
Soils salty yet fertile

The geologic layers underneath Downtown Salt Lake City consist mostly of sand, silt, and clay deposits formed by material brought down by mountain streams, and sediment from the ancient Lake Bonneville.

These soil depths vary in the Downtown Master Plan area from 40 feet deep in the northeast portion of the study area to up to 280 feet deep to the southwest portion. The soils were once semi-fertile, supporting meager vegetation due to dryness and presence of salt, but have been altered by development.

The northeastern portion of Downtown is characterized by alluvial sand deposits of gravel, sand and silt –remnants of the former presence of City Creek as it exited City Creek Canyon—while the majority of the Downtown area has lacustrine deposits –remnants of the historic Lake Bonneville that once covered the valley.

Soils are fertile, but only support meager vegetation because of dryness and presence of salt. The north eastern portion of Downtown is characterized by river deposits of gravel, sand, and silt while the majority of Downtown has lake deposits.



LEGEND

Water Table Less Than 10 feet

Water Table Greater Than 10 feet

WATER TABLE

0' 660' 1,320'

WATER TABLE

Water table presents hazards

Due to a high water table in Salt Lake City, there are adverse effects on development.

This problem has recently intensified due to above average precipitation, increased impervious surface runoff, and inefficient landscape irrigation systems. Noticeable impacts are seen in flooding basements, overflowing septic facilities, and complications with underground utilities.

Other problems arise with groundwater contamination, sewer systems, water treatment facilities, and underground storage tanks. Structural damage to buildings and transportation infrastructure, and destabilization of engineered slopes also occur. Although problems associated with shallow water tables can be mitigated through engineering, it is difficult to predict how high the water table will rise.

Superfund and other contaminated sites affect the ability to pump groundwater.

Water supply is protected

The canyons of the Wasatch Mountains provide a high quality water source for approximately 340,000 people in Salt Lake City's service area (including within incorporated City boundaries, as well as the eastern bench of Salt Lake County). The Salt Lake City Watershed Management Plan and Watershed Ordinance is implemented by Salt Lake City Department of Public Utilities to proactively protect this 190 square mile watershed.

Salt Lake City works in close collaboration with other governmental agencies, including the United States Forest Service and Salt Lake County, to protect the Wasatch watersheds from degradation. Salt Lake City's water supply comes primarily from surface sources. Mountain snowpack stores water that is released throughout the summer. Water treatment plants use City Creek, Parleys, Big Cottonwood, and Little Cottonwood Creeks for drinking water supply. Culinary water also comes from water stored in the Deer Creek Reservoir, the Central Utah Project, an artesian basin, and a number of groundwater wells.

Having limited development and controlled uses in our watersheds is critical to sustaining high water quality and supplies, and to protecting public health and the natural environment. There are also source protection rules including protecting well influence and groundwater recharge zones.

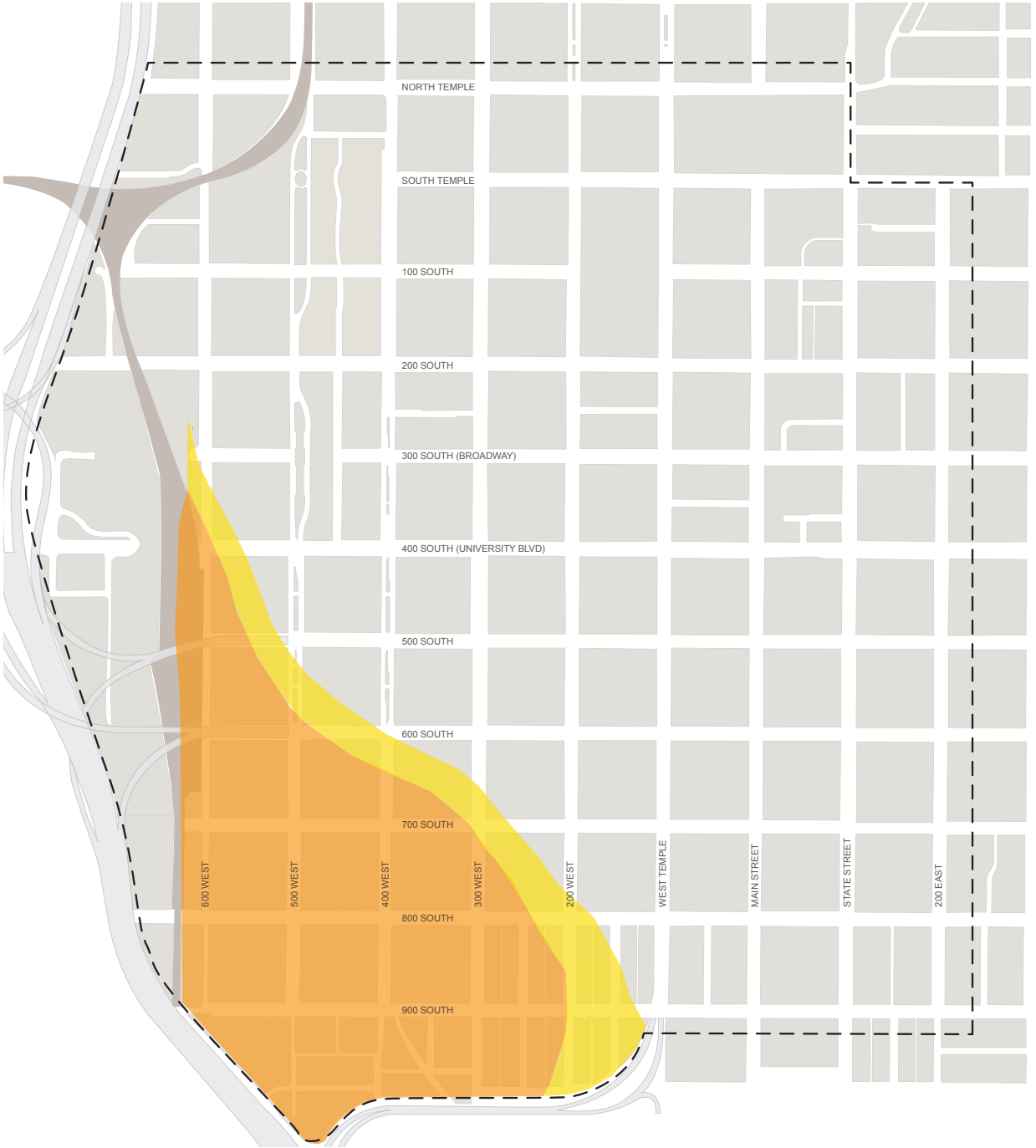
Rising lake levels poses minimal direct threat

In 140 years of historical records, the Great Salt Lake has reached an elevation of 4,211 feet twice; once in the 1870s and again in the 1980s. However, the likelihood that the Great Salt Lake will rise again to that during the useful life of Downtown structures today is remote.

In the event that lake levels rise, without pumps, the Lake will spill into the west desert at an elevation of 4,215 feet. Since the Downtown area is higher than that elevation, there would not be a direct impact even during wetter years.

When the Lake is high, the groundwater is high. That increases the need for pumping and the amount of water pumped from foundations is of greater quantity. The groundwater pumped to the storm drain system creates a "base flow" that reduces available capacity for storm water or run-off.

The Great Salt Lake levels are cyclical. During wetter cycles, the lake level is higher and the surface area of the Lake changes dramatically with elevation. At historic low elevations the Lake has a surface area of about 950 square miles, and at historic high elevations over 3,300 square miles. Whether a function of causation or correlation, there is a relationship between the lake elevation and the groundwater elevation.



LEGEND

100 Year Flood Zone

500 Year Flood Zone

FLOOD HAZARD

0' 660' 1,320'

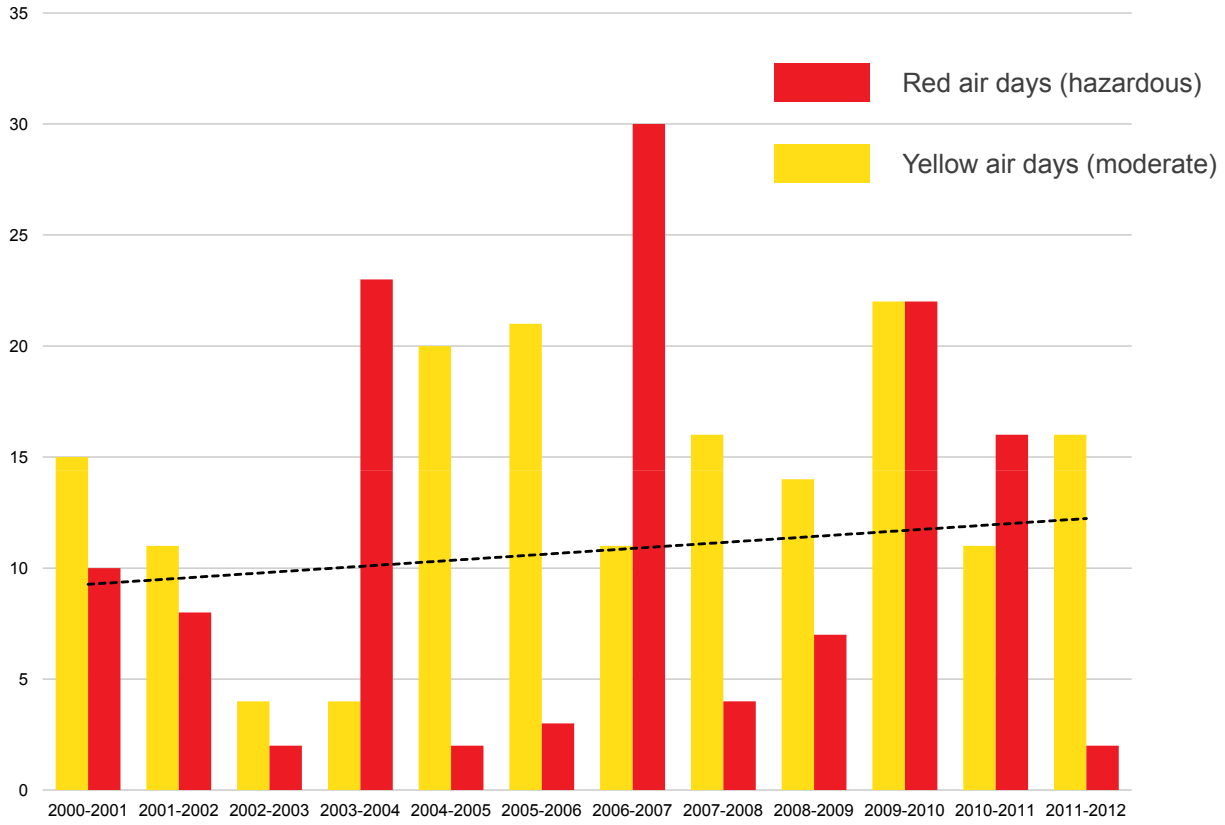
AIR QUALITY

Air quality & energy impacted by development patterns

Air quality is an important element of Downtown ecosystem services because it has widespread health concerns and environmental implications. Within Salt Lake City, the Air Quality Index reports good, moderate, unhealthy, and hazardous air quality days. On average, Salt Lake City experienced 11 hazardous or "red" air days annually from 2000 to 2012. Geography and climate of the Salt Lake region contribute to poor air quality because of temperature inversions contained by surrounding mountain ranges. Particulate matter—which is a complex mixture of extremely small dust and soot particle—is released into the atmosphere by buildings, automobiles, and industrial land uses, and is the primary contributing factor of poor air quality in Salt Lake City.

Air quality may be improved by reducing the amount of point and non-point emissions through car-sharing, public transportation, low-emission technologies, energy conservation improvements in buildings, and establishing emission requirements. Car-dependent communities in Salt Lake City have an average of 40 percent higher overall CO_2 footprint than urban communities with higher walkability and mixed-use development.

To address this issue, Salt Lake City has increased density and encouraged mixed-use development, which has saved upwards of $4.5 billion in avoided transportation infrastructure costs.



Environmental resources are also able to clean the air and reduce energy consumption. In Salt Lake City, planting an average of four shade trees per house would lead to a net energy savings of $1.5 million annually. If implemented, the estimated reduction of carbon emissions per year is 13 kilotons, which is based on a per-tree reduction of approximately 10 kg/year.

This estimate includes only the direct reduction in net cooling and heating energy use of buildings. Once the impact of the community cooling is included, these savings are increased by at least 25 percent.

Climate data for Salt Lake City (Salt Lake City International Airport) [hide]													
Month	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Year
Record high °F (°C)	63 (17)	69 (21)	78 (26)	89 (32)	99 (37)	104 (40)	107 (42)	106 (41)	100 (38)	89 (32)	75 (24)	69 (21)	107 (42)
Average high °F (°C)	37.4 (3)	43.2 (6.2)	53.7 (12.1)	61.6 (16.4)	71.9 (22.2)	83.0 (28.3)	92.6 (33.7)	90.5 (32.5)	79.2 (26.2)	64.7 (18.2)	49.4 (9.7)	38.0 (3.3)	63.9 (17.7)
Average low °F (°C)	21.6 (−5.8)	25.2 (−3.8)	33.6 (0.9)	39.5 (4.2)	47.8 (8.8)	56.4 (13.6)	64.7 (18.2)	63.4 (17.4)	53.0 (11.7)	41.3 (5.2)	30.6 (−0.8)	22.4 (−5.3)	41.7 (5.4)
Record low °F (°C)	−22 (−30)	−30 (−34)	2 (−17)	14 (−10)	25 (−4)	35 (2)	40 (4)	37 (3)	27 (−3)	16 (−9)	−14 (−26)	−21 (−29)	−30 (−34)
Precipitation inches (mm)	1.25 (31.8)	1.25 (31.8)	1.79 (45.5)	1.99 (50.5)	1.95 (49.5)	0.98 (24.9)	0.61 (15.5)	0.69 (17.5)	1.21 (30.7)	1.52 (38.6)	1.45 (36.8)	1.41 (35.8)	16.10 (408.9)
Snowfall inches (cm)	12.5 (31.8)	10.7 (27.2)	6.5 (16.5)	4.0 (10.2)	0.3 (0.8)	0 (0)	0 (0)	0 (0)	trace	1.4 (3.6)	7.6 (19.3)	13.2 (33.5)	56.2 (142.7)
Avg. precipitation days (≥ 0.01 in)	10.1	9.4	9.9	9.9	9.0	5.6	4.4	5.4	5.8	7.1	9.1	9.9	96.6
Avg. snowy days (≥ 0.1 in)	8.5	6.2	4.2	2.4	0.2	0	0	0	0	0.9	4.2	8.2	34.8
Percent possible sunshine	45	54	64	68	72	80	83	82	82	72	53	42	66
Source: NOAA (normals 1981–2010, extremes 1928–present) [47] [48] [49] Average Percent Sunshine through 2009 [53]													

Dry climate and seasonal extremes

Salt Lake City's climate can be generally categorized as semi-arid. With an average precipitation of nearly 16 inches of rainfall a year and a mean temperature of 52.7 degrees Fahrenheit.

Salt Lake City has a moderate climate with four distinct seasons. Weather generally follows the southeast prevailing wind direction and can be harsh during summer and winter temperatures extreme. The weather during the summer is generally dry and hot, while the winter has cold and snowy conditions. Valley snow is often attributed to the "lake-effect," a condition in which wind accumulates moisture over the Great Salt Lake and then precipitates over the Wasatch Front as the air cools. Temperature inversions occur throughout the year, but become problematic in the winter and result in thick fog and haze as moisture, cool air and pollution are trapped by the Wasatch Front.

Urban forest inadequate

Within each land-use category—residential, commercial, and industrial—tree canopy coverage varies greatly. In Salt Lake City, tree coverage ranges from 2 percent in industrial areas to 20.5 percent in residential areas. Average tree coverage in the City is 18 percent.

Additional research indicates:

- 49 percent of Salt Lake City surfaces are impermeable.
- Tree lined streets and neighborhoods have higher property values by as much as 20 percent.
- Shaded surfaces can be cooler by as much as 9 degrees Fahrenheit when compared to non-shaded surfaces.
- Planting trees to shield the sun's rays can reduce the amount of heat that buildings absorb. These savings can range from 10 to 40 percent for a typical home or office in energy use savings.
- Evergreen trees that are strategically placed for windbreak protection can save as much as 20 percent towards energy use.

The Salt Lake City Urban Forester recommends the following trees, for both private and public property, because they grow well within the local climate and resist disease:

- European Hornbeam (Carpinus betulus)
- European Beech (Fagus sylvatica)
- Ginkgo (Ginkgo biloba)
- Kentucky Coffeetree (Gymnocladus dioicus)
- Yellow Poplar (Liriodendron tulipifera)
- Bur Oak (Quercus macrocarpa)
- White Oak (Quercus alba)
- Chinkapin Oak (Quercus muehlenbergii)
- Lacebark Pine
- Bristlecone Pine
- Wireless Zelkova

Based on the above information, the benefit potential for additional urban vegetation is large.

LEGEND

Tree Canopy

GREEN INFRASTRUCTURE

0' 660' 1,320'

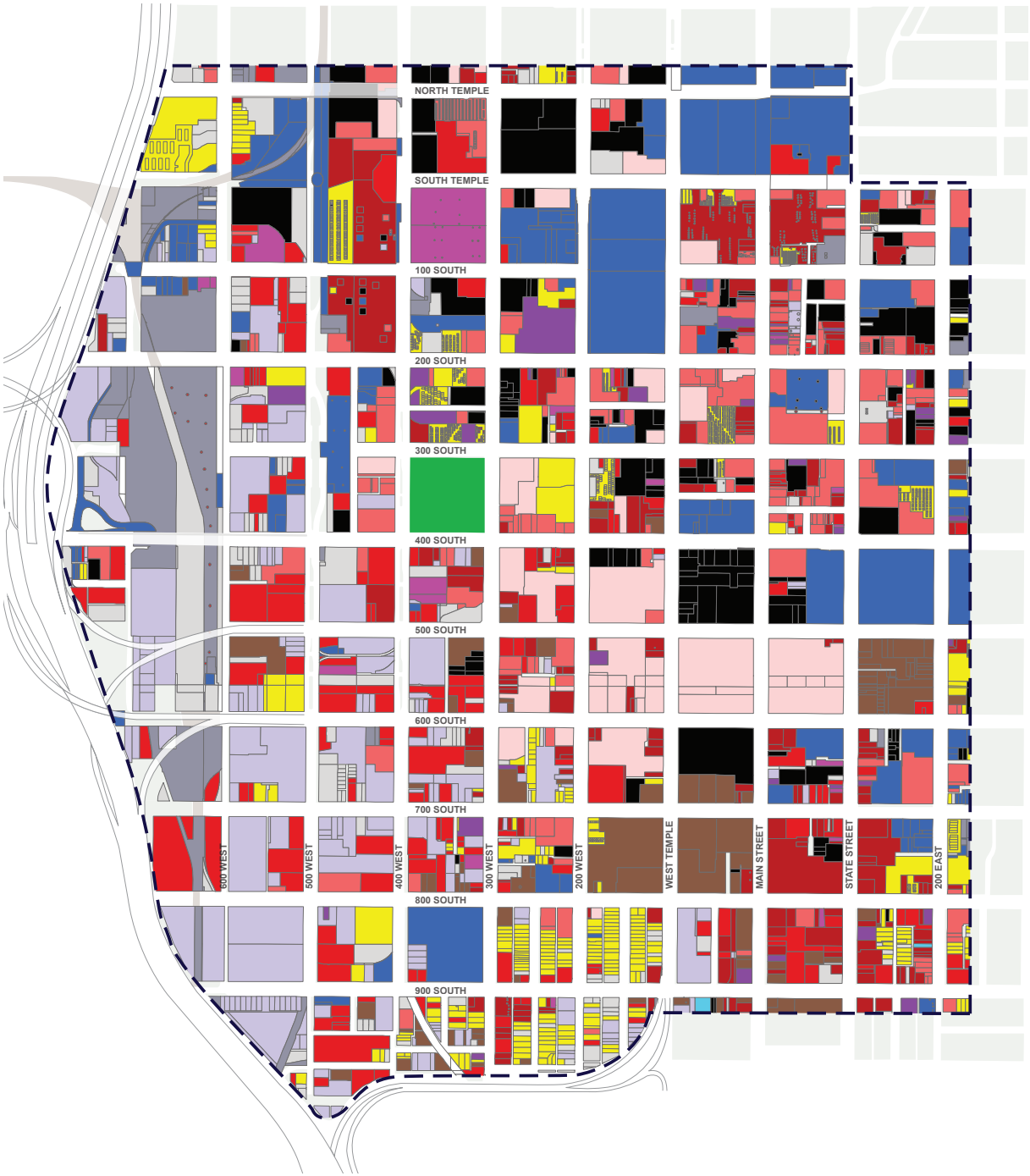

DRAFT
LAND
USE

CHAPTER 2

LAND USE

Land use is the essence of planning. Historically, land use patterns in Salt Lake City have been influenced by immigration, growth, planning, and construction during the past 165 years. Within the modern era, land use is the result of plan implementation—or lack thereof—through zoning administration, civic leadership and private development.

Land use typologies, locations, patterns, and quantities are the primary metrics used in the analysis of existing development. Analysis of the following land use data will provide understanding and insight of current and future land use needs in Downtown Salt Lake City.



LEGEND

- Institutional
- Industrial
- Parking
- Retail
- Commercial Other
- Office
- Residential
- Exempt (UTA, RR, Utilities)
- Hotel
- Vacant
- Auto Related
- Recreation/Entertainment/Culture
- Mixed Use
- Restaurant
- Parks
- School

CURRENT LAND USE

0' 660' 1,320'

DTWN PLAN SLC

CURRENT LAND USE

Land use categories broken down by primary use

The land use map shows categories of land uses in the Downtown area derived from Salt Lake County Assessor data and refined with aerial photographic, on the ground research, as well as business license data. These land use categories indicate the primary use of the land and do not necessarily account for other possible accessory uses on the land. For example, a land parcel categorized as office may also have some ground floor retail. The generality of the land uses categories means that designations such as an industrial land use may include such things as warehousing or light manufacturing uses, while an institutional use may include anything from government offices, religious buildings, or public parks.

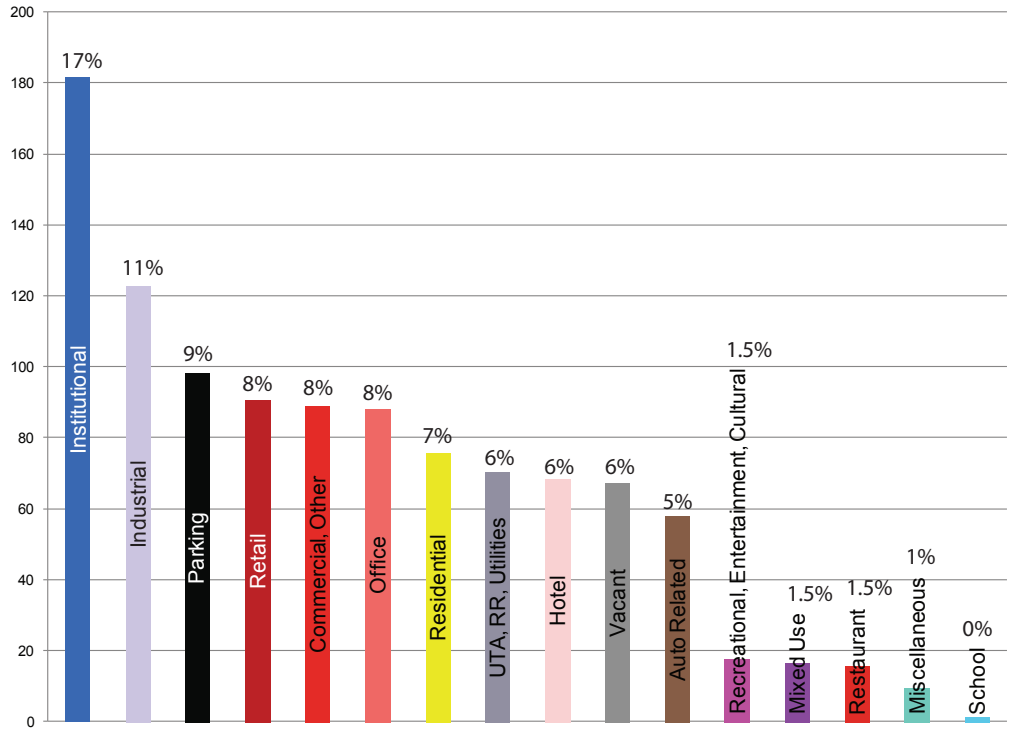
LDS church holds 17 percent of all institutional land uses

The large amount of institutional land uses is related to the amount of government owned land, including Federal, State, County, and City owned land. Land owned by the LDS Church also occupies 17 percent of the institutional land holdings downtown.

The amount of industrial related land use may seem unusual for a downtown area. The amount of industrial land west of 400 West is strongly related to the land's proximity to the heavy rail corridor that ran through this side of Downtown. The land in this area was historically used for industrial uses and zoning that supported industrial land uses in this area. The rail lines in this area have since been consolidated and some of the land once used for heavy industrial uses has changed to other less intensive uses. One example of this is the conversion of the former rail yards on and around the Gateway - a former rail depot to retail, office, and residential uses.

Nearly 100 acres of land Downtown is devoted exclusively to parking. This includes parking structures and surface parking lots. This number does not reflect the additional amount of land that is used for parking when it is accessory to a primary use, such as a hotel or office.

Retail land use occupies roughly 90 acres of Downtown, and is dominated by two large malls; the Gateway and City Creek. The remaining retail is spread throughout Downtown, with one

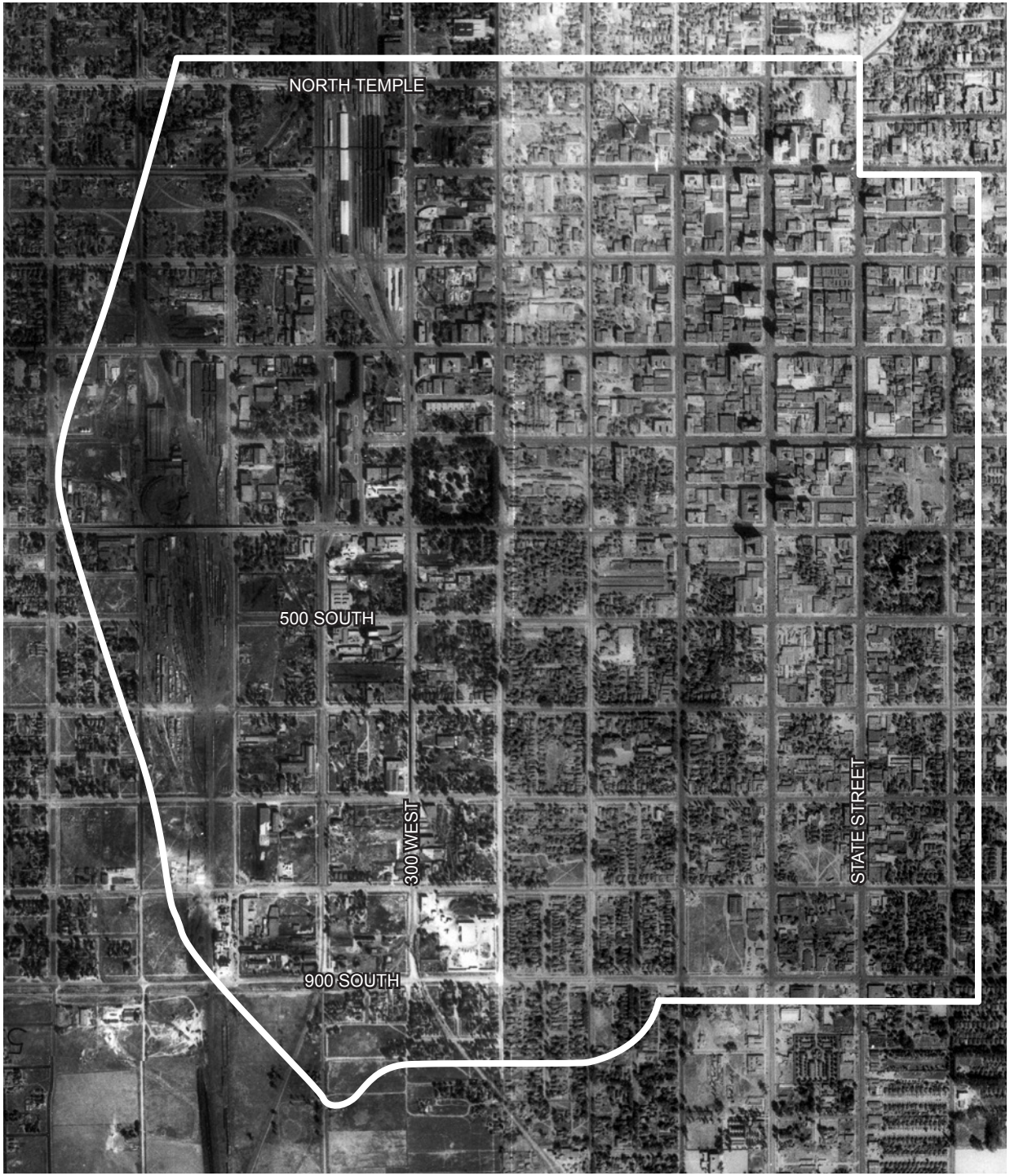


concentration at approximately State Street and 800 South which consists mostly of a large department store, small retail stores and some financial institutions.

Downtown hotel uses are centered around the intersection of 500 and 600 South and West Temple. These streets are also the major connectors from Downtown to the freeway. As the 500 and 600 South freeway ramps once extended further into Downtown, these hotels were once just one block from the freeway.

The limited amount of recreation/entertainment/ culture related land use does not reflect such things as bars, restaurants, art galleries, or other similar uses that support entertainment and culture downtown. The recreational classified land mostly consists of the Energy Solutions Arena block at South Temple and 300 West.

Historically, the land near the 900 West on-ramp was residential and some of the older homes still exist in this area and make up nearly all the single-family homes in the Downtown area. Multifamily apartments and condominiums are scattered throughout Downtown with some of the largest of these residential developments associated with the City Creek and Gateway malls.

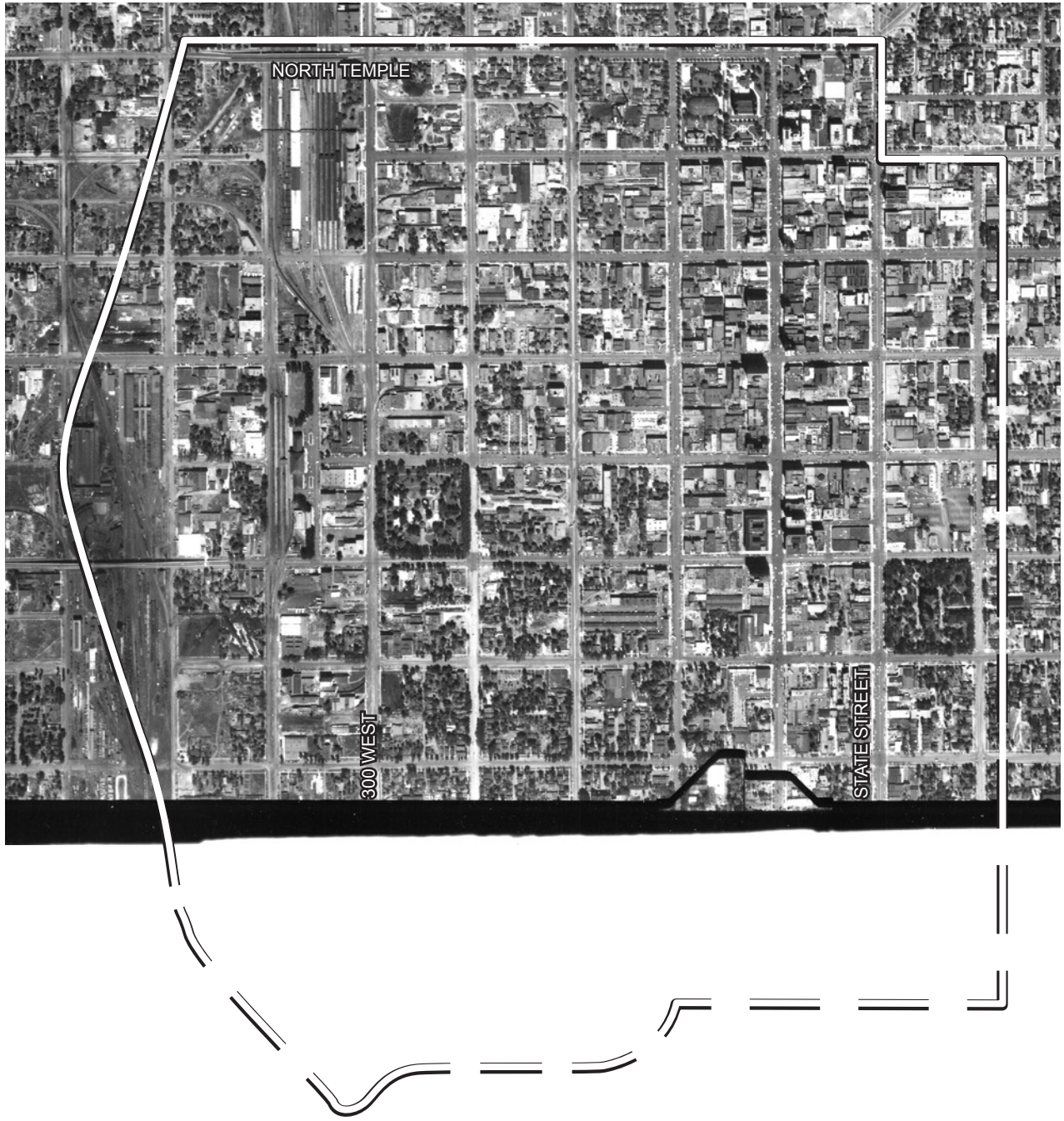


HISTORIC LAND USE

1937: Fine-grained Development Pattern

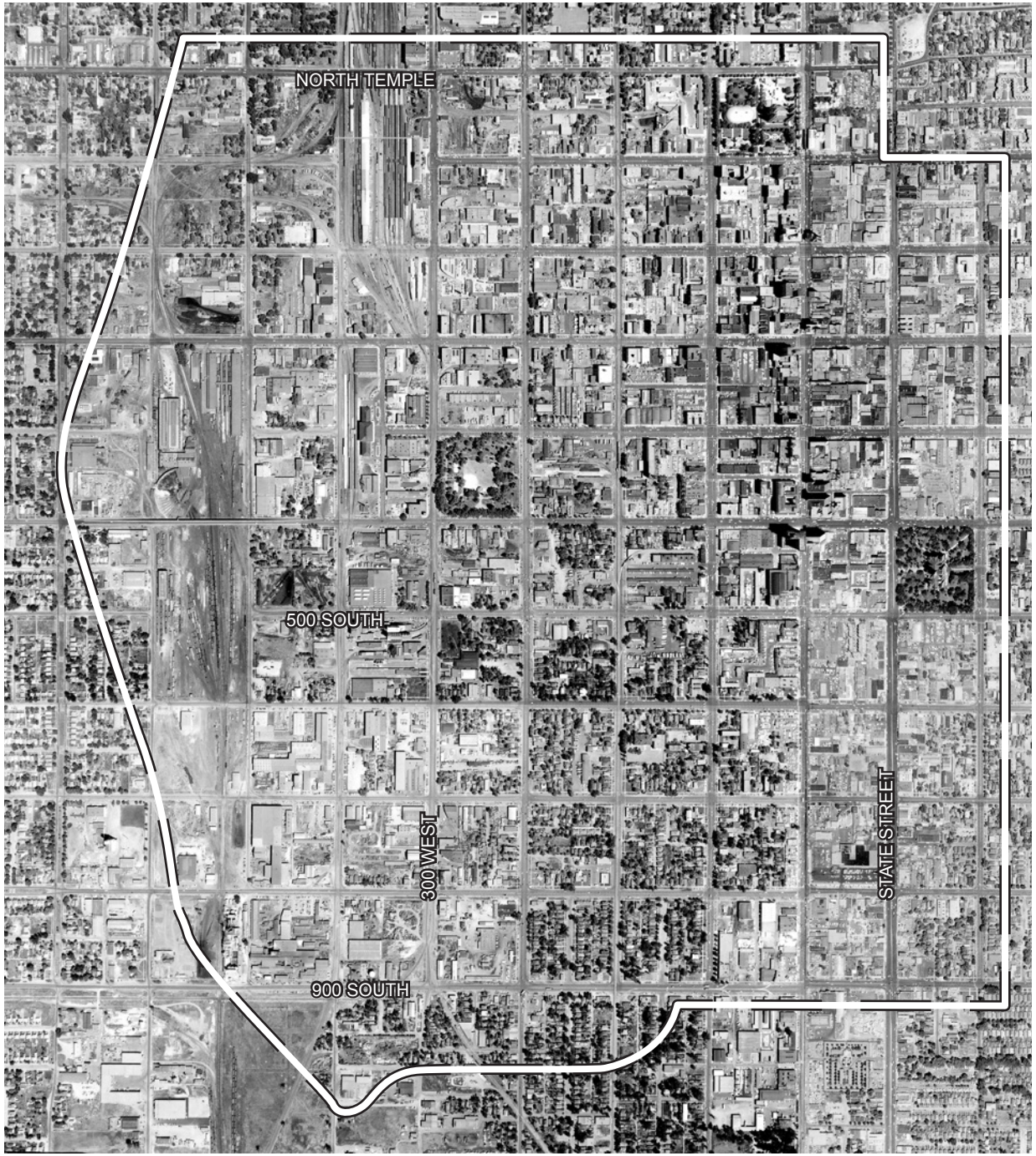
This aerial photograph from 1937 shows the dense, fine grained development pattern in the Downtown area. Though car use was growing, very little land was used for parking. The streetcar still served people wanting to come downtown.

The rail corridor and yards dominated the west side of the Downtown. Residential development occupied much of the area south of 600 South and had an extensive tree canopy.



1946: Parts of Downtown Cleared for Parking

This aerial photograph from 1946 shows that parts of the Downtown were starting to be cleared for parking lots as car ownership grew. The fine grained development pattern of Downtown had started to break up with many buildings demolished to accommodate parking lots.

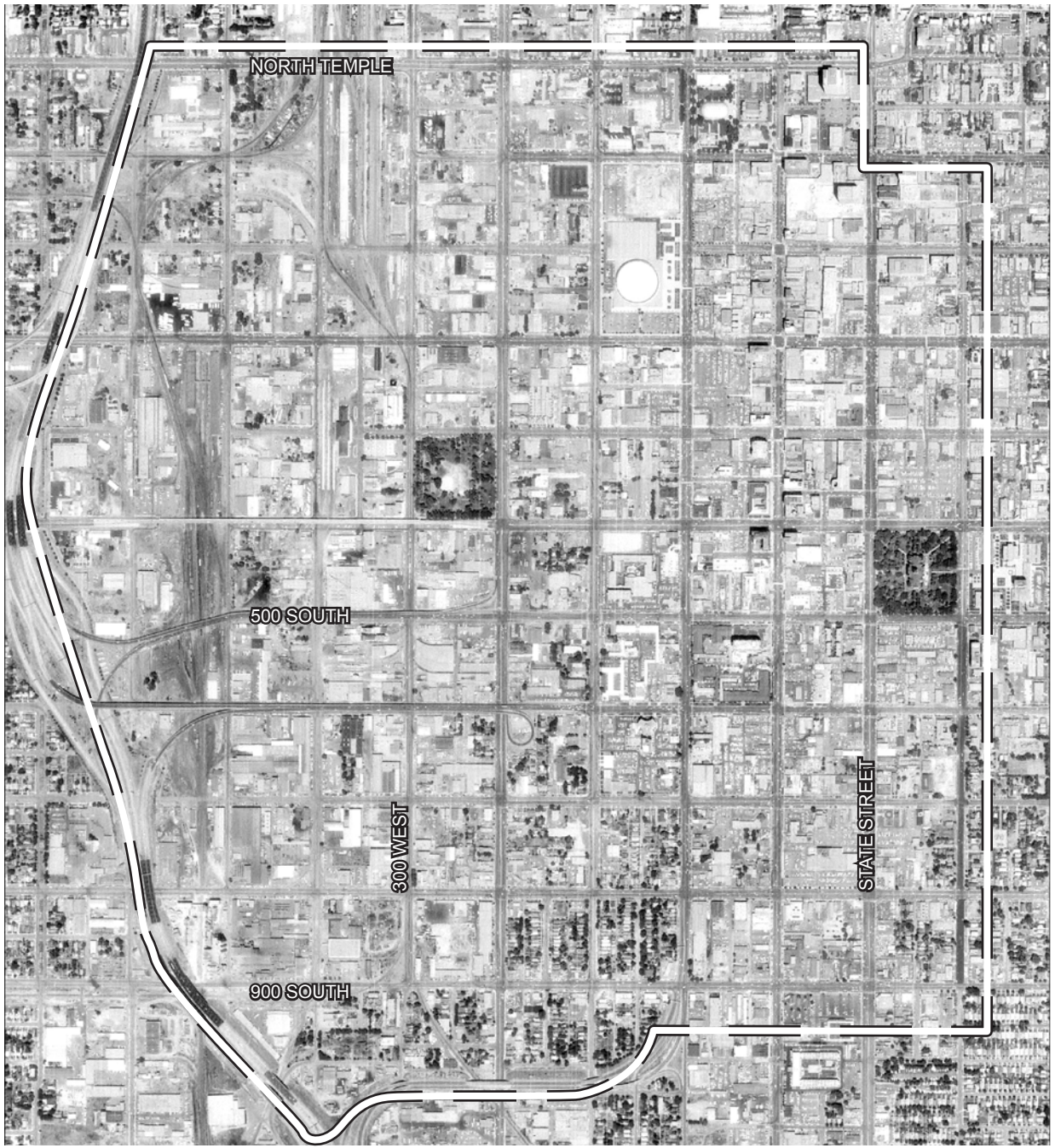


1958: Shifting Land Uses

The growing dominance of the car can be seen in this photo from 1958. Though the interstate had not yet been built next to Downtown Salt Lake City, the continued growth of car use and post-war suburban land development patterns continued to support the demolition of buildings for parking lots. Commercial uses spread outward from the City's center, shifting the boundary between largely commercial uses and single-family development both south and east. One example of this displacement can be seen on the block just south of the City & County Building.

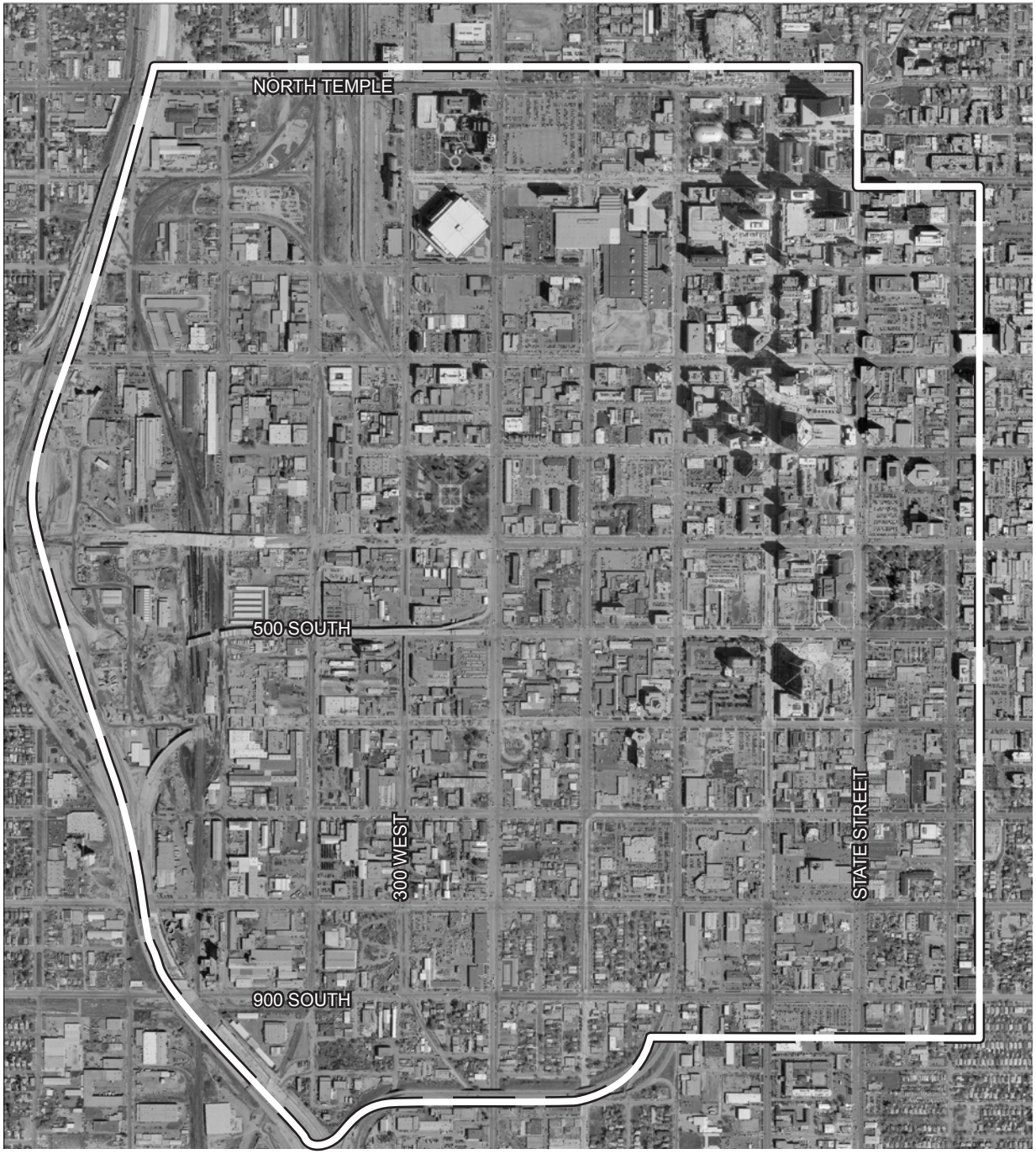
1970: Convention Center and Hall of Justice

The Salt Palace, a major component of the Second Century Plan, can be seen in this aerial. Unlike its depiction in the plan, it is surrounded by large parking lots rather than plazas. Another significant change can be seen in the block just east of the City & County Building. The smaller scale commercial and residential development was replaced with new public facilities such as the City Main Library and Metropolitan Hall of Justice which housed the County jail.



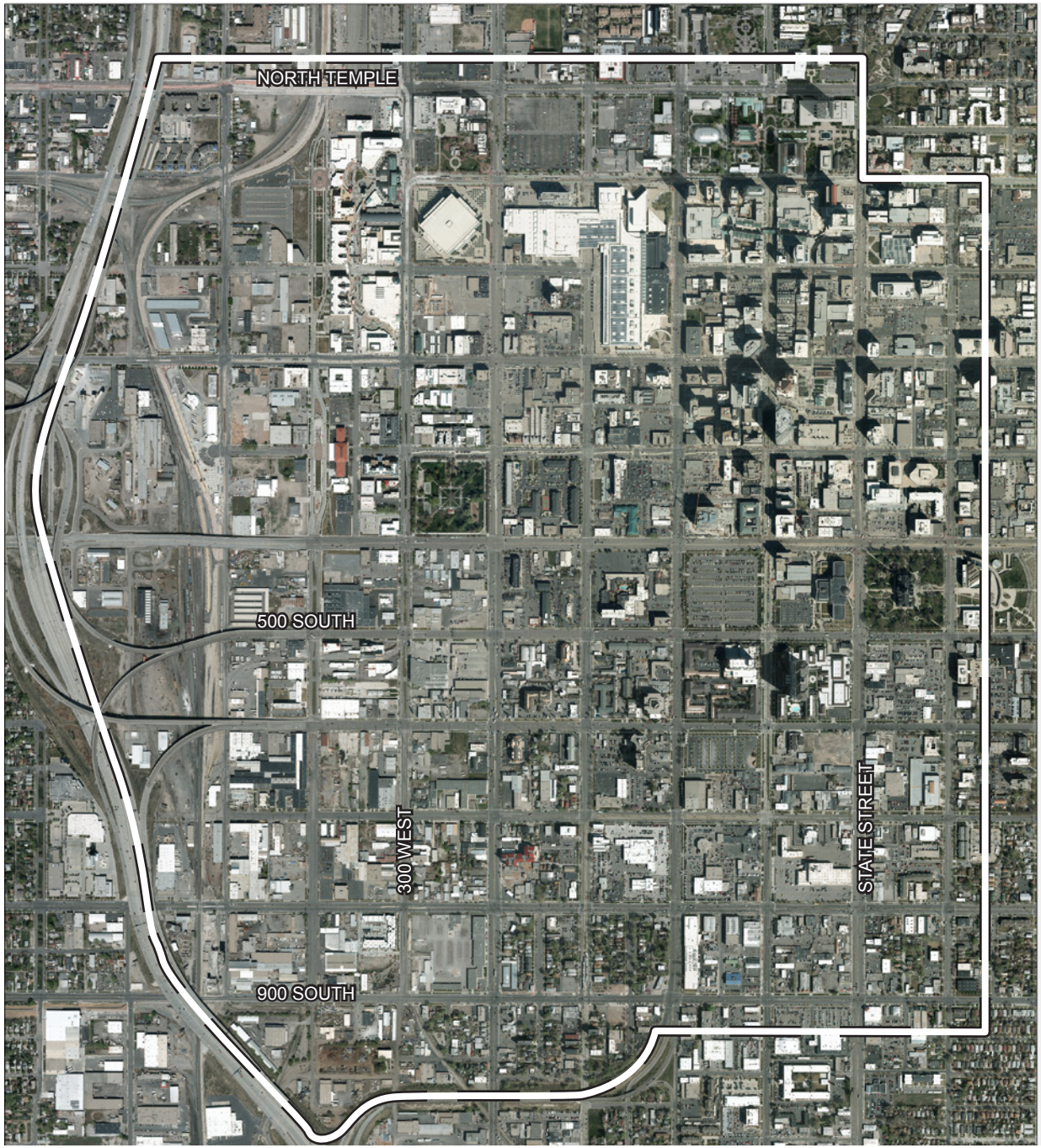
1977: Domination of Parking Lots and I-15 as a Barrier

The dominance of Downtown parking lots can be seen in this photo from 1977. Development patterns had changed significantly from those in the 1946 photo. Previous residential development was displaced with commercial uses next to I-15 along both the main corridor and the three-block long elevated roadways at 400, 500 and 600 South. These ramps crossed over active rail lines that ran along 400 and 500 West. The West Temple freeway ramp also disrupted existing residential development.



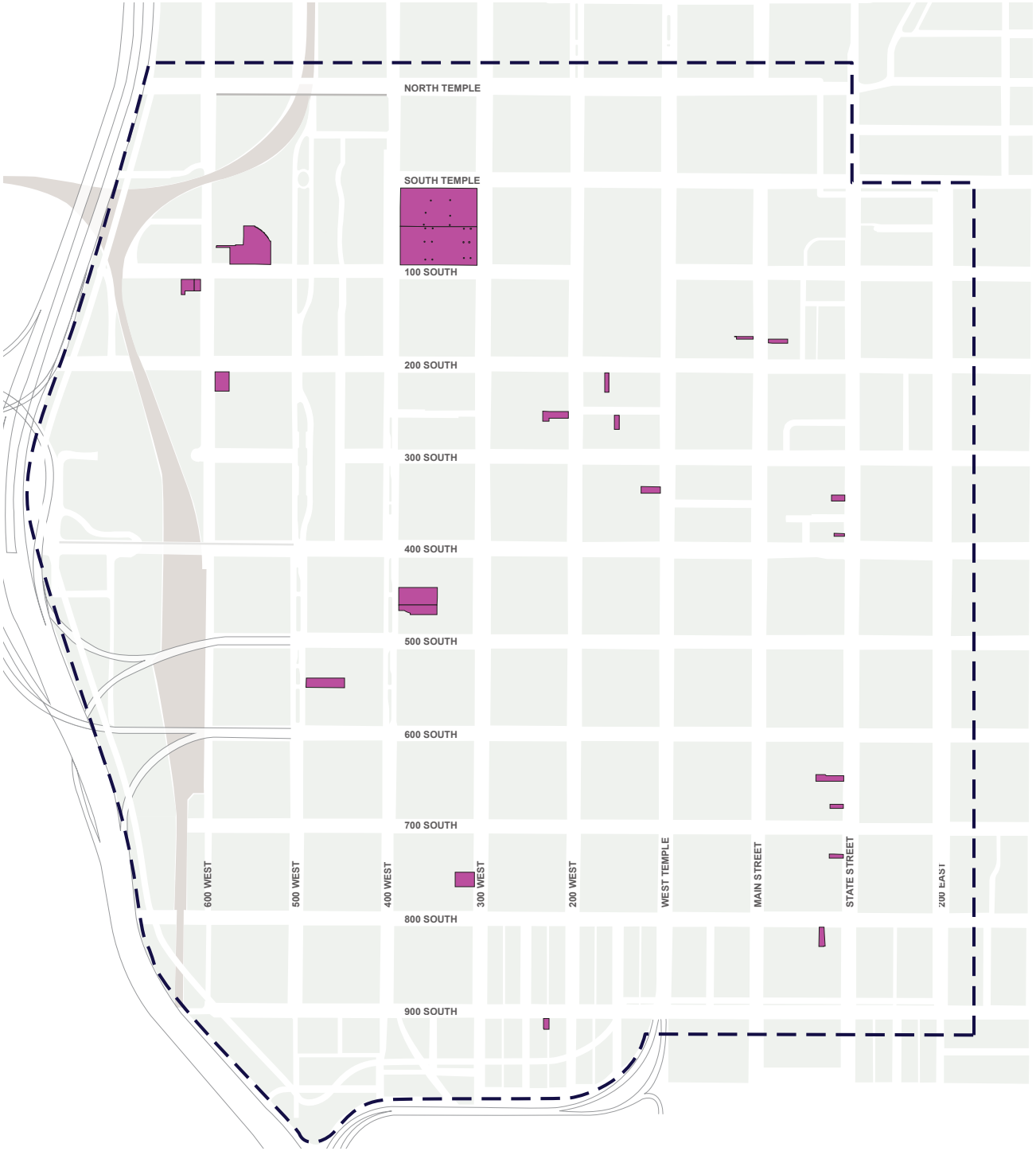
1999: Downtown Builds Up

This photo from 1999 shows the change from the generally low height development pattern of previous decades. As seen in the shadow lines in this photo, the central core of Downtown by this point had been changed by a number of tall buildings built in the 1990s. Also seen here is the removal of the long freeway ramps from 500 and 600 South, and their replacement with shorter ramps that meet the surface streets at 500 West. This was done as part of the reconstruction of I-15. Large sections of the rail corridor on the west side of Downtown were vacated by this time leaving open the potential for redevelopment with other uses.



2012 to Present

This photo from 2012 shows the current condition of Downtown. Though the removal of the long freeway ramps opened up the possibility of changes in land use along 500 and 600 South, much of the land use has remained the same.



LEGEND

Recreational/Cultural Properties

ATTRACTIONS & ENTERTAINMENT

0' 660' 1,320'

ATTRACTIONS & ENTERTAINMENT

Downtown lacks entertainment district

Approximately 1.5 percent of the Downtown study area has a recreational, cultural, or entertainment land use type. This includes reception centers, theaters, dining clubs and social clubs. Strict laws concerning alcohol sales and distribution within the State of Utah, combined with historically strict local zoning regulations on alcohol establishments, has likely had a negative effect on the Downtown area.

Agglomeration economies (when multiple businesses within the same market locate together) strengthen each part of the whole through clustering. Entertainment land use types are spread out and there is no entertainment district. Salt Lake City does not have a true entertainment district as opposed to many other North American cities. This could be somewhat attributed to outdated alcohol dispersal regulations, which were recently changed.

New regulations allow multiple alcohol related establishments to locate on the same blockface as long as they meet Utah State Law (32B-1-202) proximity requirements.

Child and family friendly activities exist but opportunities for more possible

Child friendly attractions include: Clark Planetarium, the Gateway and Broadway movie theaters, House of Speed car museum, Museum of Contemporary Art, Pioneer Park (dog park, playgrounds and basketball courts), 9 Line Trail in Granary, Haunted House in Granary (seasonal), Taffy Town (candy factory on 900 South), Bad Dog Arts in Granary, Olympic Legacy Fountain at Gateway, Community Garden in West Temple Gateway, Wasatch Community Gardens at Artspace on 800 South, Library Square, the Leonardo, Utah Department of History Public Art Gallery (Rio Grande Building), 500 West park blocks, Arcade at Gateway, Gallivan Center events (concerts, craft fairs, holiday events, bike festivals, etc), Kid programs at Rose Wagner, Rocky Mt. Power green space by Salt Palace, Memory Grove)ark (State and North Temple), Lion House, Temple Square, Church History Museum. Utah Fine Arts Museum; Utah Daughters of the Pioneers.

LEGEND

- LDS Church
- Salt Lake City
- City Creek/Property Reserve
- Utah Transit Authority
- Redevelopment Agency
- Grand America/Sinclair Oil
- Boyer
- Union Pacific Railroad
- Salt Lake County
- Garff Enterprises
- State of Utah
- Salt Lake City Metro LLC

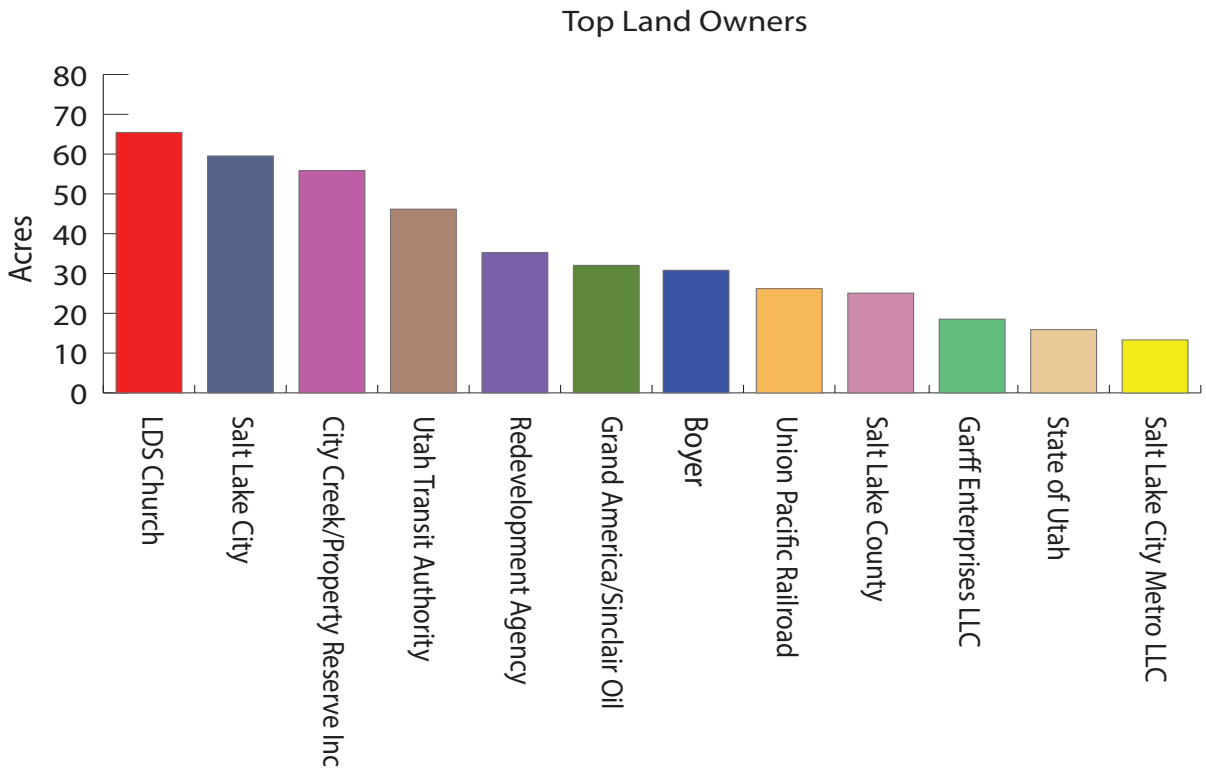
LARGE LAND OWNERSHIP

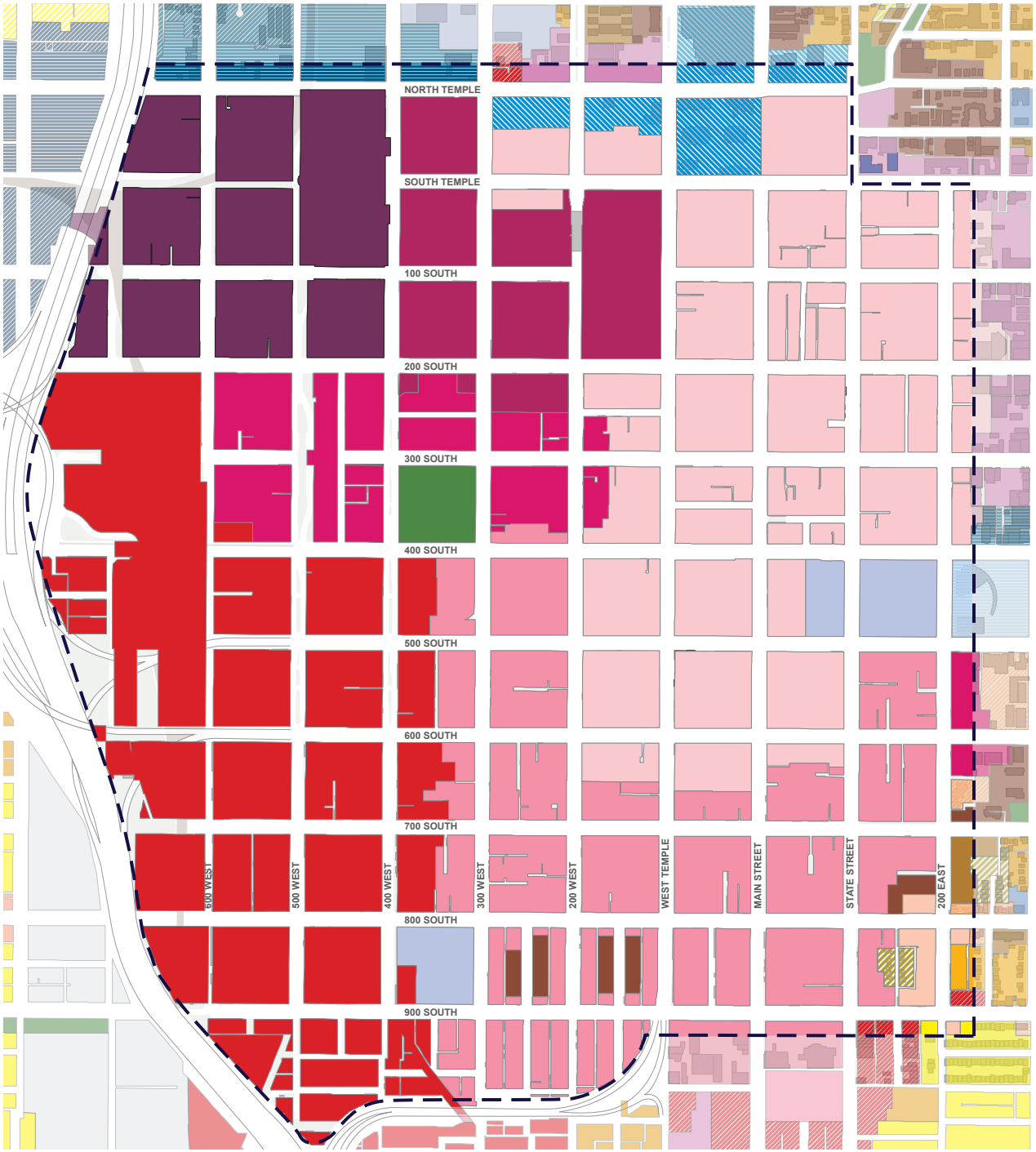
0' 660' 1,320'

LARGE LAND OWNERSHIP

The LDS Church is the largest land owner

The LDS Church owns approximately 65 acres of institutional land holdings. This is followed by Salt Lake City Corporation's land holdings, which include Pioneer Park, the Public Library, the City & County Building, and some vacant property holdings. The commercial property management arm of the LDS Church, which includes City Creek and Property Reserve, also holds a significant portion of land, occupied by the City Creek development as well as parking lots on Block 40 and 39 behind the Matheson Courthouse. UTA and the Union Pacific Railroad own a large share of parcels along former and current railroad right of ways on the west side of the City. The hotels Little America and Grand America own two blocks of the City along 600 South, as well as some underdeveloped land. The hotel property is also associated with property owned by Sinclair Oil that is utilized for parking next to the two hotels. Boyer properties consist of some Gateway properties and individual office tower holdings.





LEGEND

- D-1 Central Business
- D-2 Downtown Support
- D-3 Downtown Warehouse/Residential
- D-4 Downtown Secondary CBD
- GMU Gateway Mixed Use
- CG General Commercial
- CC Commercial Corridor
- CN Neighborhood Commercial
- R-MU Residential Mixed-Use
- OS Open Space
- PL Public Lands
- PL-2 Public Lands
- RMF-75 High Density Multi-Family
- RMF-45 Mod/High Density Multi-Family
- RMF-30 Low Density Multi-Family

CURRENT ZONING

0' 660' 1,320'

CURRENT ZONING

Downtown zones intended for intense development

The dominant zoning districts in the Downtown are the D-1, D-2, D-3, D-4, G-MU, and CG zones. These are the areas where the most intense development in the City is intended.

The standards are intended to create a unique and sustainable downtown neighborhood with a strong emphasis on urban design, adaptive reuse of existing buildings, alternative forms of transportation, and pedestrian orientation.

D-1: Central Business District

In the D-1 Central Business District, a broad range of uses, including very high density housing, are intended to support a 24-hour environment consistent with the Downtown's function as the business and cultural center of the region. Development is intended to be very intense with high lot coverage and large buildings that are placed close together while being oriented toward the pedestrian. A safe and attractive streetscape that is of high urban quality is intended. Special controls over block corners, mid-block areas, and the Main Street retail core direct higher intensity development at street intersections, promote better pedestrian and vehicular circulation, and preserve and enhance the viability of retail uses in the core. Maximum building height in the D-1 is limited to 375 feet at the block corners and 100 feet mid-block.

D-2: Downtown Support District

The D-2 Downtown Support District is intended to accommodate commercial, office, residential and other uses that support the Central Business District (CBD). Development within the D-2 is intended to be less intensive than that of the CBD with high lot coverage and buildings placed close to the sidewalk.

D-3: Downtown Warehouse/Residential District

Reuse of existing warehouse buildings for multi-family and mixed-use development is the primary purpose of the D-3 Downtown Warehouse/ Residential District. The reuse of existing buildings and the construction of new buildings are to be done as multi-family residential or mixed-use developments containing retail or office uses on the lower floors and residential on the upper floors.

D-4: Downtown Secondary Central Business District

Development in the D-4 Downtown Secondary Central Business District is intended to support the regional venues in the district, such as the Salt Palace Convention Center, and to be less intense than in the Central Business District.

G-MU: Gateway-Mixed Use District

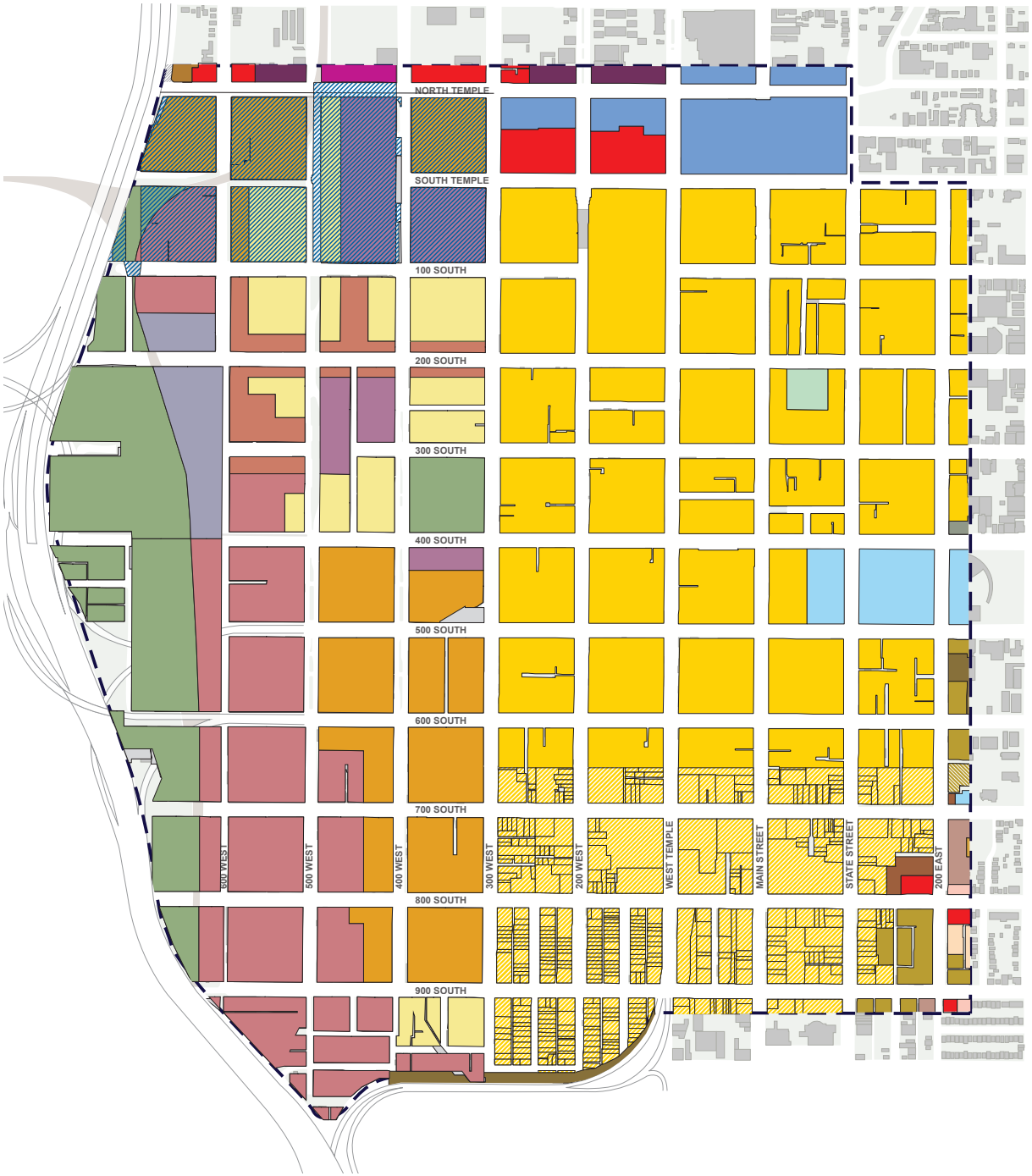
The G-MU Gateway-Mixed Use District is intended to implement the objectives of the adopted Gateway Development Master Plan and encourage the mixture of residential, commercial, and assembly uses within an urban neighborhood atmosphere. The 200 South corridor is intended to encourage commercial development on an urban scale, and the 500 West corridor is intended to be a primary residential corridor from North Temple to 400 South.

CG: General Commercial District

The purpose of the CG General Commercial District is to provide an environment for a variety of commercial uses, some of which involve the outdoor display/storage of merchandise or materials. This district provides economic development opportunities through a mix of land uses including retail sales and services, entertainment, office, residential, heavy commercial and low intensities of manufacturing and warehouse uses.

Parking Minimums

Parking minimums are established to address traffic congestion and encourage non-motorized transportation by reducing the number of vehicle trips. Off-street parking requirements are intended to relieve overcrowding of on-street parking. Downtown Salt Lake City requires less parking for residential uses than its peers. Denver requires 1.25 spaces per unit, Portland requires 1 space per unit, and Sacramento requires 1.5 spaces per dwelling unit.



LEGEND

Future Land Uses

Capitol Hill Master Plan

- Medium/High Density Residential 30-45 du/acre
- Medium/High Mixed Use
- High Density Mixed Use
- General Commercial
- Institutional
- Transportation

Gateway FLU

- Civic Cultural Community
- Residential
- Commercial
- Retail
- Secondary/Support Commercial
- Park and Open Space
- Intermodal Transportation

North Temple Boulevard Plan

- Stable Area

Central Community Master Plan

- Residential/Office Mixed Use (10-50 dwelling units/acre)
- High Density TOD
- Central Business District Support
- Central Business District
- Neighborhood Commercial
- High Density Residential (50 or more dwelling units/acre)
- High Medium Density Residential (30-50 dwelling units/acre)
- Medium Density Residential (15-30 dwelling units/acre)
- Low Medium Density Residential (10-20 dwelling units/acre)
- High Mixed Use (50 or more dwelling units/acre)
- Medium Residential/Mixed Use (10-50 dwelling units/acre)
- Low Residential/Mixed Use (5-10 dwelling units/acre)
- Institutional/Public
- Open Space

CURRENT FUTURE LAND USE

0' 660' 1,320'

CURRENT FUTURE LAND USE

Designations guide future zoning and development

The various master plans that guide the use of land in the Downtown are described in detail in Chapter 1. These master plans describe a future condition of the Downtown that is supported by the zoning ordinance. The future land use map shows the growth of the Central Business District to the south and west of its current location, continued Downtown support uses in the Central 9th and southeast portions of the study area, continued commercial activities in the Granary neighborhood, and a major park space along the eastern edge of I-15.

CONNECTIVITY

CHAPTER 3

CONNECTIVITY

Downtown in Motion (adopted in 2008), the transportation master plan for Downtown Salt Lake City, is intended to help create a world class Downtown by providing the transportation infrastructure and the policies and programs that support vibrant land uses. Downtown in Motion balances pedestrian and bicycle needs with transit, automobile and service needs to create a balanced, integrated, efficient and accessible Downtown for our City, State and region.

LEGEND

- Item 1
- Item 2
- Item 3
- Item 4
- Item 2
- Item 3
- Item 4
- Item 2
- Item 3
- Item 4
- Item 4

GATEWAYS & ARRIVAL SEQUENCE

0' 660' 1,320'

GATEWAYS & ARRIVAL SEQUENCE

Gateways to Downtown lack a sense of arrival

The primary entries into Downtown Salt Lake City for automobiles are at the 400, 500 and 600 South off-ramps as well as 900 South, 600 North, and Beck Street/Victory Road. 400 South, North Temple, and 1300 South are primary routes because of the bridge over the railroad tracks. State Street from the south is also a major entry into Downtown. Most of these streets were constructed as part of the original development of the freeway system, before the Highway Beautification Act; and therefore, most are lined with numerous billboards that do not conform to local, state or national laws. Additional trips funnel into Downtown from the south and east via 700 East which filters along parallel streets between South Temple and 500 South.

The off-ramps at 500 South and 600 South accommodate some of the highest traffic volumes in the Downtown with over 40,000 vehicles per day. The 400, 500 and 600 South and 600 North off-ramps were shortened after rail consolidation during the late 1990s. It was assumed that much of this land would redevelop based upon the new economics of having direct street access. While there has been some redevelopment, unfortunately long term billboard leases and easements have limited new construction.

Previous plans all propose significant enhancements to the streetscapes of 500 South and 600 South extending from the off-ramps, and recommend transforming these streets into grand boulevards.

The 1995 Downtown Master Plan called for a new downtown interchange and additional lanes on I-15. Older plans such as the Salt Lake Area Transportation Study went even further calling for new north-south freeways through the eastern parts of Salt Lake City bridging City Creek Canyon at 11th Avenue or crossing underneath the State Capitol before continuing north into Bountiful. With significant community push back as well as recognition of the potential for induced travel demand resulting from highway projects, the addition of new interchanges and freeways has been avoided. Instead, additional investments took the form of additional travel lanes on I-15 as well as modifications to existing off-ramps.

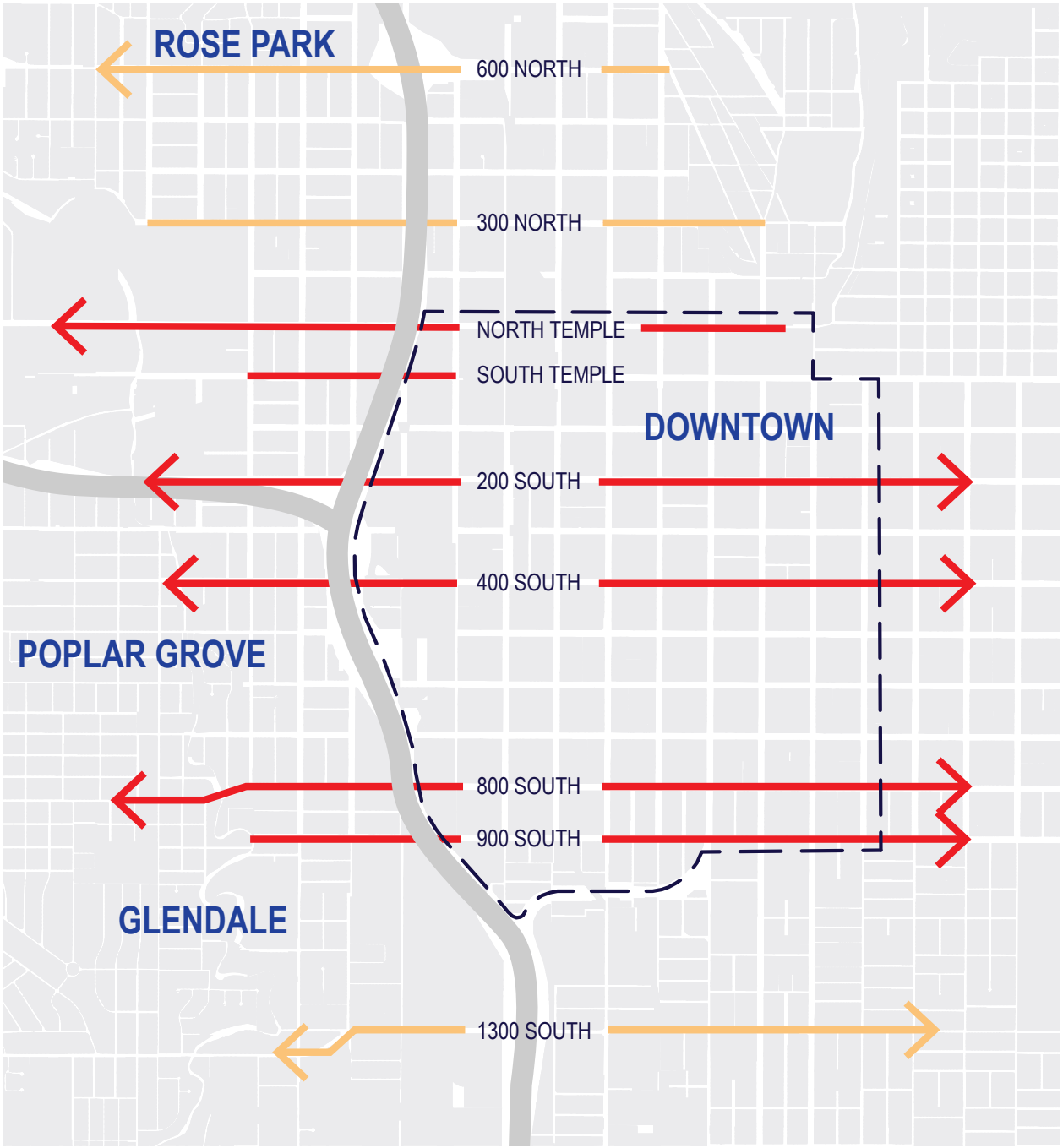
Walking gateways from neighborhoods are located at major arterial crossings with arrival sequences frequently extending from quiet neighborhood streets that parallel higher-volume arterials. The 1995 Downtown Master Plan and the 1998 Gateway Vision Plan proposed the creation of a pedestrian-friendly, park-like corridor along the former path of City Creek in order to bring people on foot and bike into Downtown from the Jordan River Trail and City Creek Canyon. To date, this project remains unrealized.

For bicycles, arrival corridors follow 200 South, North Temple, 300 East, 900 South and 200 West. Together, these four streets represent the fundamental grid of bicycle lanes through Downtown. Additional access corridors from the east include 500 South and 800 South. From the north, Beck Street and 200 East provide regional bicycle routes into Downtown, while neighborhood streets from the Avenues filter onto arterials between South Temple and 300 South.

From the University to Downtown, 200 South currently represents the major bicycle connection. South Temple, 100 South and 300 South accommodate bicycles to a lesser degree due either to the absence of bicycle infrastructure, steeper grades or indirect connections to the University campus.

The Intermodal Hub at 300 South and 600 West provides the primary entrance into Downtown from regional FrontRunner rail lines. Recognizing the importance of this location as a gateway, government agencies have prioritized new development in the area between the Intermodal Hub and the Rio Grande Depot along 300 South; an area known as the Hub District. This redevelopment strategy seeks to transform the district into a lively, livable and inviting gateway into Downtown.

The busiest TRAX station is the Court House Station with an average weekly boarding of approximately 6,000 people. UTA has seen a ridership increase at “core” stations of 5-10 percent the past couple of years. The exceptions are Central Station, Old Greek town and the Planetarium Stations.



Connections Within Downtown Boundary

Nearby Connections Outside Downtown Boundary

CONNECTIONS TO WESTSIDE

CONNECTIONS TO WESTSIDE

I-15 is a challenge as it acts as a barrier

Freeways are an essential component of our modern transportation system, but they also pose significant (and often negative) challenges on adjacent communities. In Salt Lake City, one of the biggest challenges I-15 creates is a significant barrier between Downtown and the westside neighborhoods of Glendale, Rose Park, and Poplar Grove. This barrier is accentuated by the railroad corridor, and large rail yards that run alongside the freeway.

From North Temple to 900 South, there are 11 streets that originally connected (pre railroad and freeway), whereas today there are only 6 connections in that 1.5 mile span.

Adding to this disconnect is a buffer of undeveloped or industrial land that often surrounds the freeway and widens the gaps. The sidewalks are typically narrow, and the design is ugly and harsh which makes crossing as a pedestrian or cyclist even harder and more unpleasant. (See photos of 800 South and 400 South on the right.)

The recently completed North Temple Boulevard dramatically improved the connection between Downtown and the Westside. It features a TRAX line, wider sidewalks, landscaping, lighting, and the use of bright colors among other design features. (See photos on bottom right.)

800 South (Looking East)

800 South (Looking West)

400 South (Looking East)

400 South (Looking West)

North Temple (Looking East)

North Temple (Looking West)

TRAVEL PATTERNS

Investment in alternative transportation shifts travel patterns

Travel modes into and within Downtown Salt Lake City have been shifting following investments in transit and active transportation. Currently, transit, walking, and bicycling accommodate significant portions of Downtown trips.

Regionally, the 2012 Statewide Household Travel Survey showed high transit shares into Downtown Salt Lake City from surrounding counties. From Weber County, around 33 percent of trips to Downtown were on transit, as were 24 percent of Utah County trips, 18percnet of Davis County trips, and 7 percent of Tooele County.

A high percentage of walking trips indicates the importance of the pedestrian experience

Within Salt Lake County, the Household Travel Survey showed that approximately 9 percent of all trips to and within Downtown were by transit, 20 percent were walking trips and an estimated 5 percent were by bicycle. Downtown trips within Salt Lake City alone break down in a similar way, but with higher levels of walking and biking and slightly lower transit use. Walking represents over 27.7 percent of trips, with biking at 5.8 percent and transit at 6.4 percent.

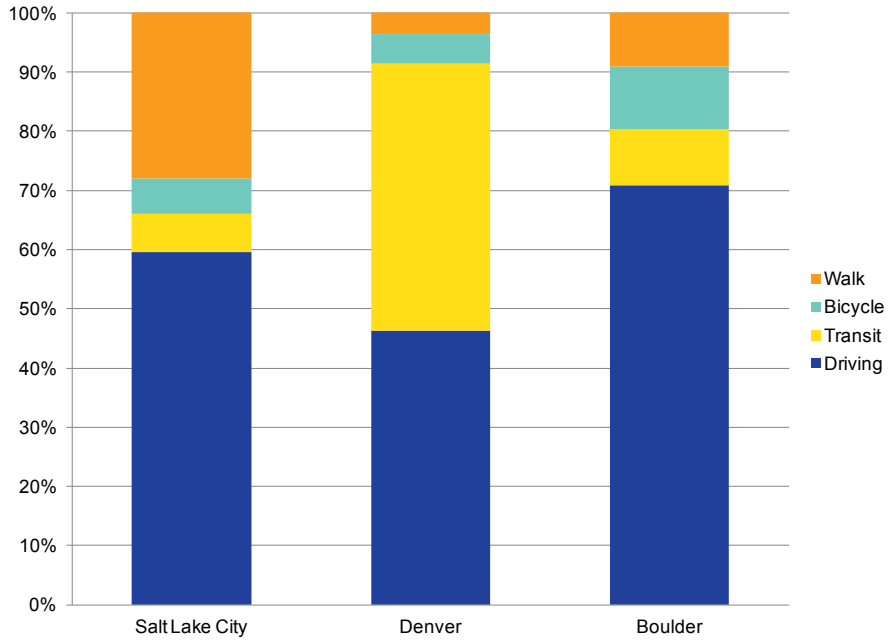
Downtown Salt Lake City has a higher percentage of walking trips than other comparable cities, but a lower percentage of trips made by bicycle or on transit

For example, 44.6 percent of trips to work were on transit in downtown Denver, Colorado with 4.8 percent by bicycle and 3.6 percent walking. (Downtown Denver Commuter Survey, 2012). Driving represents 59 percent of trips of all trips in Salt Lake City, compared to 45.6 percent for Denver. In Boulder, Colorado, a community celebrated for promoting active transportation; 9.5 percent of trips to work are on transit, while walking represents 9.1 percent and bicycling accommodates 10.5 percent of commute trips.

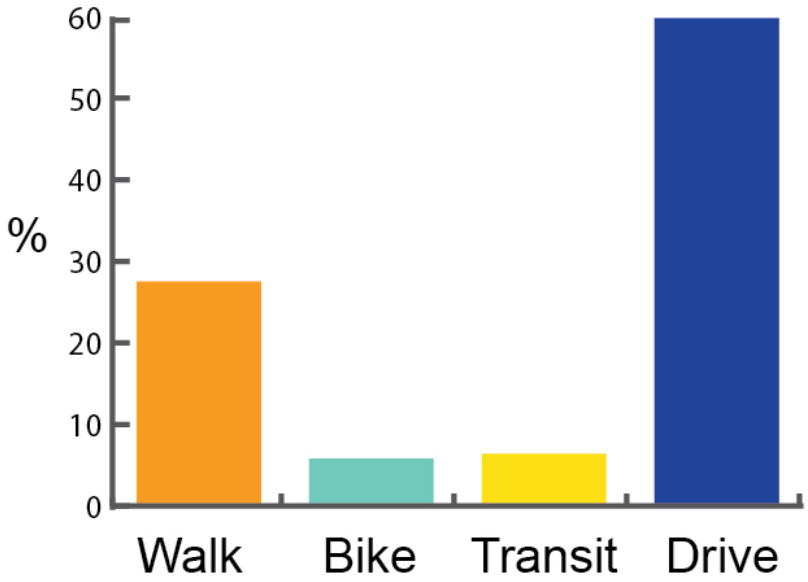
Downtown Salt Lake City's walking mode share overwhelms rates in these comparison cities. Likewise, the estimated 5 percent bicycle mode share for downtown trips, while less than Boulder's mode share, compares favorably to 4.8 percent in Denver, as well as the 3.6 percent mode share in Seattle, and the 6.0 percent mode share of Portland, Oregon. However, this rate pales in comparison to mode shares in the most bicycle-friendly neighborhoods in these cities, which top 13 percent, and the nation's highest community-wide bicycling rate of 22 percent in Davis, California. Downtown Salt Lake City's share of transit trips remains lower than Denver and Boulder with a higher proportion of driving trips. These comparisons indicate the potential for continuing to shift trips from driving to other modes.

Regarding origins and destinations of downtown trips within Salt Lake City, the Household Travel Survey shows that over 30 percent of downtown trips are to and from Sugar House, with another 29 percent between Downtown and the University of Utah neighborhoods. Approximately 26 percent are between Downtown and the Capitol Hill/Avenues neighborhoods, while trips between Downtown and the Rose Park, Glendale and Poplar Grove range between 3 and 4 percent. Unfortunately, the size of the sample provided by the Household Travel Survey does not allow for identifying mode shares into Downtown by neighborhoods. However, these trends help indicate general flows into Downtown, and potential areas for focusing efforts to improve access or shift modes.

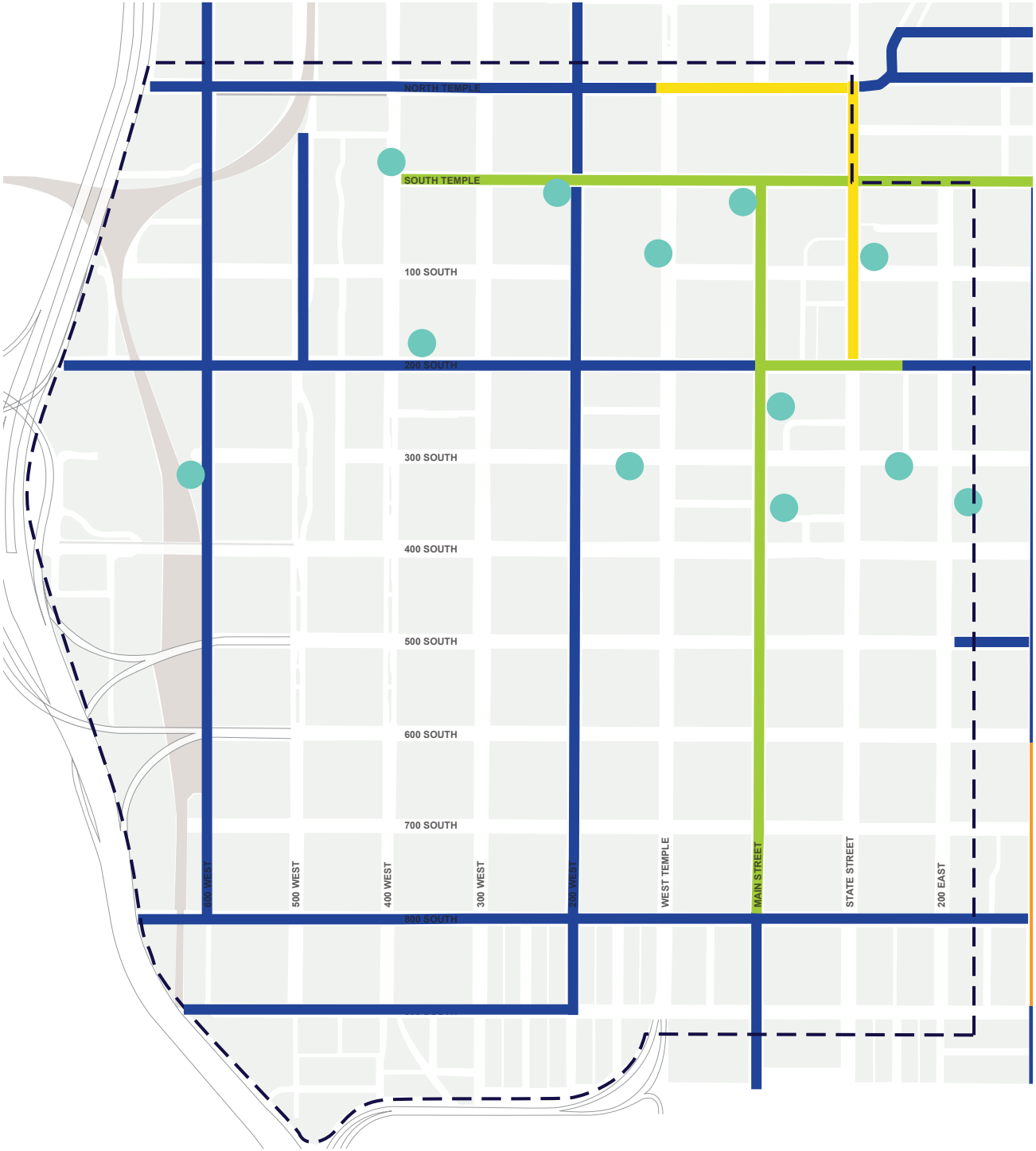
Regarding trip purposes, commuting to work remains the primary purpose for travel to Downtown. Over 50 percent of trips to and within Downtown are work trips, while approximately 7 percent are shopping trips. The remaining trips include a variety of purposes such as school and personal business.



Trips Downtown



Trips to and within Downtown by Mode



LEGEND

- Existing Bike Lanes
- Existing Green Shared Lanes
- Existing Protected Bike Lanes
- Existing Marked Shared Lanes
- GREENbike Stations

BIKE FACILITIES

0' 660' 1,320'

WALKABILITY & BIKEABILITY

Growing transportation network

Being able to move around on foot or by bike are important characteristics of a healthy and vibrant city. Salt Lake City has made it a priority to increase the number of people who walk or bike, and has made investments in infrastructure and policy changes to provide people with viable choices in how they get around.

The installation of signalized pedestrian crossings have improved the safety of heavily used crossings.

The City's zoning ordinance has included development standards that address how building are oriented towards the pedestrian including requiring building entrances on the street, glass store fronts next to the sidewalk, and limiting vehicle access points and parking lot locations.

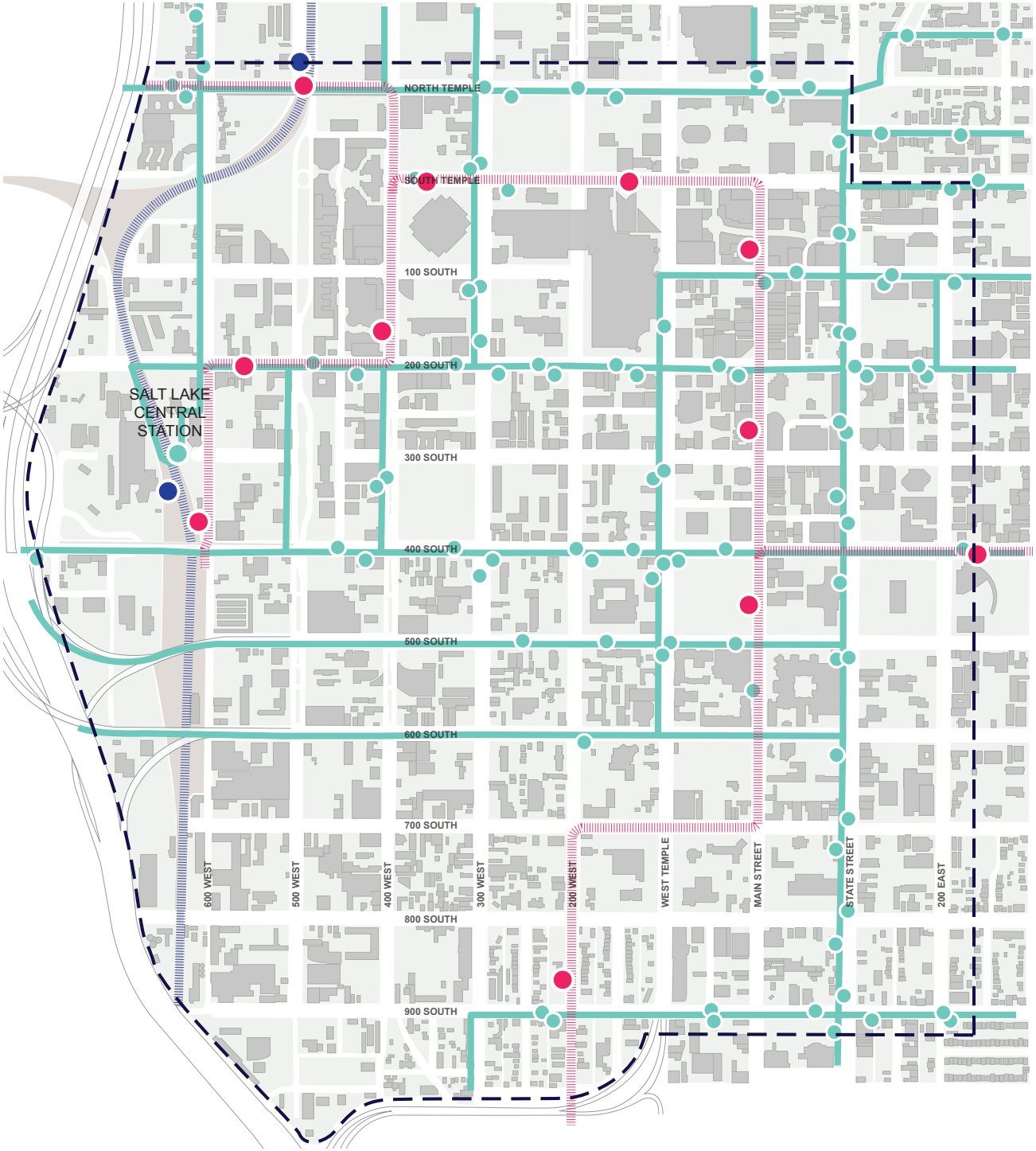
The Transportation Division is testing several different types of bike facilities to improve safety and the cycling experience in and around the Downtown. These include shared lanes on 200 South and Main Street, separated lanes on 300 East, and traditional bike lanes. Paint only facilities, like traditional bike lanes, tend to attract 1-7precent of the population while another 60 percent of people would be interested in using bikeways that offer separation and protection from vehicular traffic. (Dill, J. Oregon Transportation Research and Education Consortium 2012). People on bicycles are prohibited from riding on Downtown sidewalks due to higher volumes of pedestrian traffic, yet there are no off-street or separated bike routes in the Downtown study area. The 2013 update of the Bicycle and Pedestrian Master Plan provides a new assessment of bicycle connections throughout the City, including Downtown.

GREENbike considered successful program

In early 2013, a bike sharing system called GREENbike was launched in the Central Business District. It is designed to serve short trips within the Downtown. Initially operating 10 stations, it now operates 12 stations, as of August 2013. This program facilitates bicycle travel for a broad range of people by providing utilitarian City bikes with chain-guards, lights, fenders, and baskets; and allows members to avoid the hassles of bicycle ownership such as large up-front costs, maintenance, and theft. This program aims to encourage bicycle use and provide a simple, healthy and pollution-free transportation option.

In the four-month period since the program launched, 4,000 individuals have used the system and more than 17,000 trips have been made. In comparison by the end of their first year of operation; Boulder, Colorado (13 stations) recorded 17,000 trips and 7,070 users; and Madison, Wisconsin (27 stations) recorded 19,000 trips and 6,440 users. The program operates through an agreement between the City and the Downtown Alliance. Many partners and sponsors provide financial support. GREENbike plans additional expansions within the Downtown and nearby areas in the future.

In a 2013 summer survey of GREENbike members, 52 percent said they drive a personal vehicle less often than before the program launched. 30 percent use mass transit more often, and only 4 percent use it less often as a direct result of the GREENbike program. Of all GREENbike users, a third live out of state, a third live in the County, and the rest live along the Wasatch Front. The survey indicated that GREENbike has a positive impact on local commerce with 56 percent of people surveyed saying they shop more at locations near stations than they did before GREENbike started. 38 percent are spending more money in local establishments and 79 percent said that stations "enhance the attractiveness of nearby shopping locations". Only 3 percent said they reduce attractiveness. Though no improvements to bike facilities have been made since the launching of GREENbike, 93 percent of the members surveyed said they feel safe riding GREENbikes in Downtown.



LEGEND

- TRAX
- Bus Route
- FrontRunner
- TRAX Stop
- Bus Stop
- FrontRunner Stop

TRANSIT

0' 660' 1,320'

TRANSIT

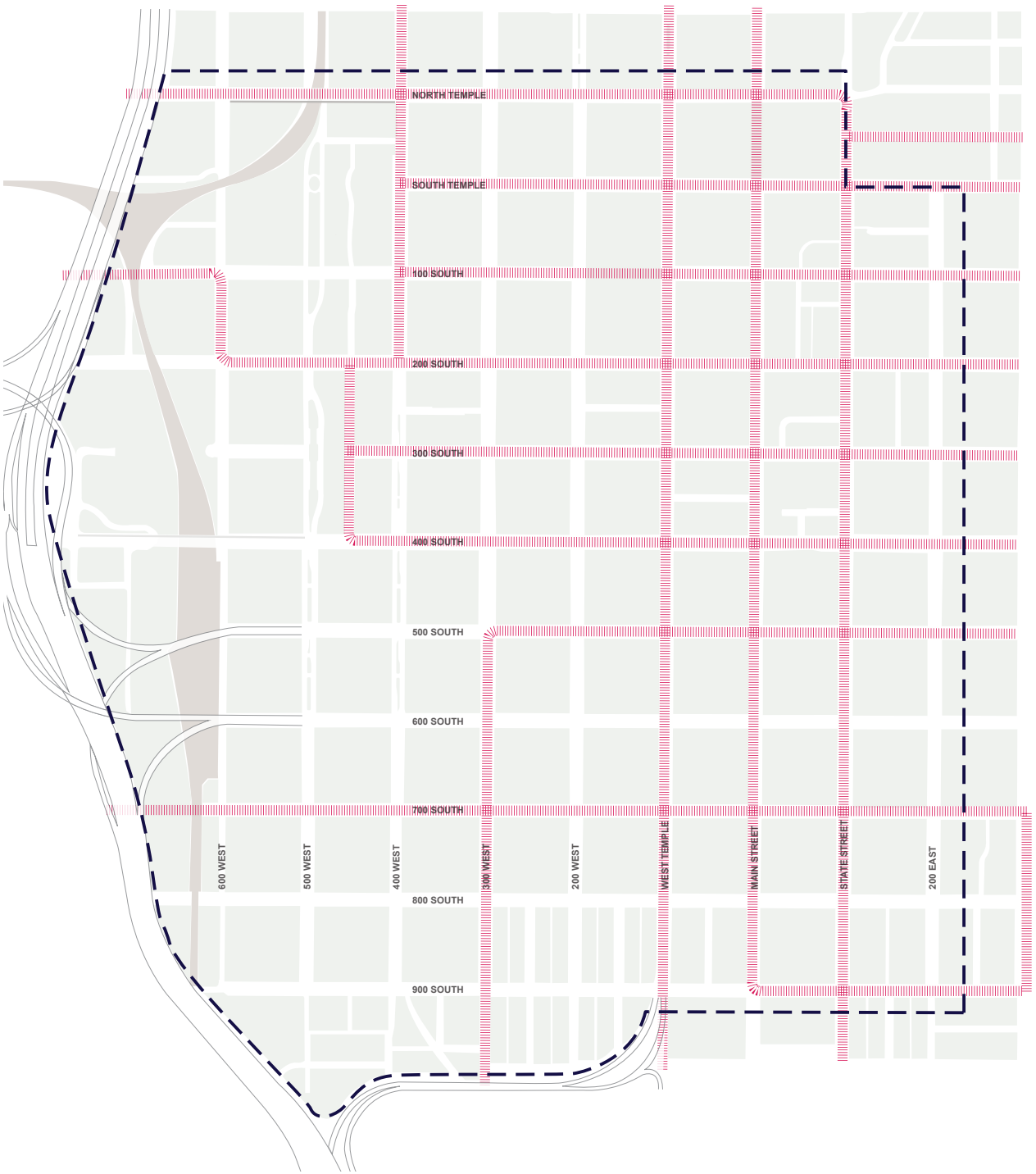
Wide streets uniquely accommodate light rail

A network of bus routes have been operating in Downtown Salt Lake City since the early 1970s with light rail in operation since 1999. Main Street is the primary transit corridor through the Downtown with east to west access provided on 100 South and 200 South. As a commuter destination for work trips, mass transit is heavily used to access the regional job center in Downtown. As suburban office complexes have developed around surface parking lots, Downtown buildings have found it difficult to compete with more costly structured parking. Mass transit is prioritized in the Downtown to provide access without the auto and associated parking needs, and also to address concerns for air quality and livability.

Downtown took advantage of light rail to serve the dual needs of suburban commuters and internal circulation, extending into neighboring municipalities and looping through Downtown along Main Street and South Temple. Currently, the light rail line circles back along 400 West before returning to the Intermodal Hub. A new line opened in 2013 providing direct access between Downtown and the Salt Lake City International Airport.

In the coming years, the City hopes to provide additional circulation and distribution options throughout the Downtown with a streetcar line. Initial plans focus on extending TRAX service westward along 400 South directly to the Intermodal Hub and shifting the Main Street/ South Temple routes to the streetcar network. A variety of alignments are currently under consideration for further streetcar expansion in concert with light rail lines.

FrontRunner commuter rail serves the needs of long-distance commuters spread along the Wasatch Front from Provo to Ogden. The Intermodal Hub at 600 West and 300 South provides the major stop for commuters traveling to Downtown Salt Lake City.



LEGEND

Historic Streetcar Lines

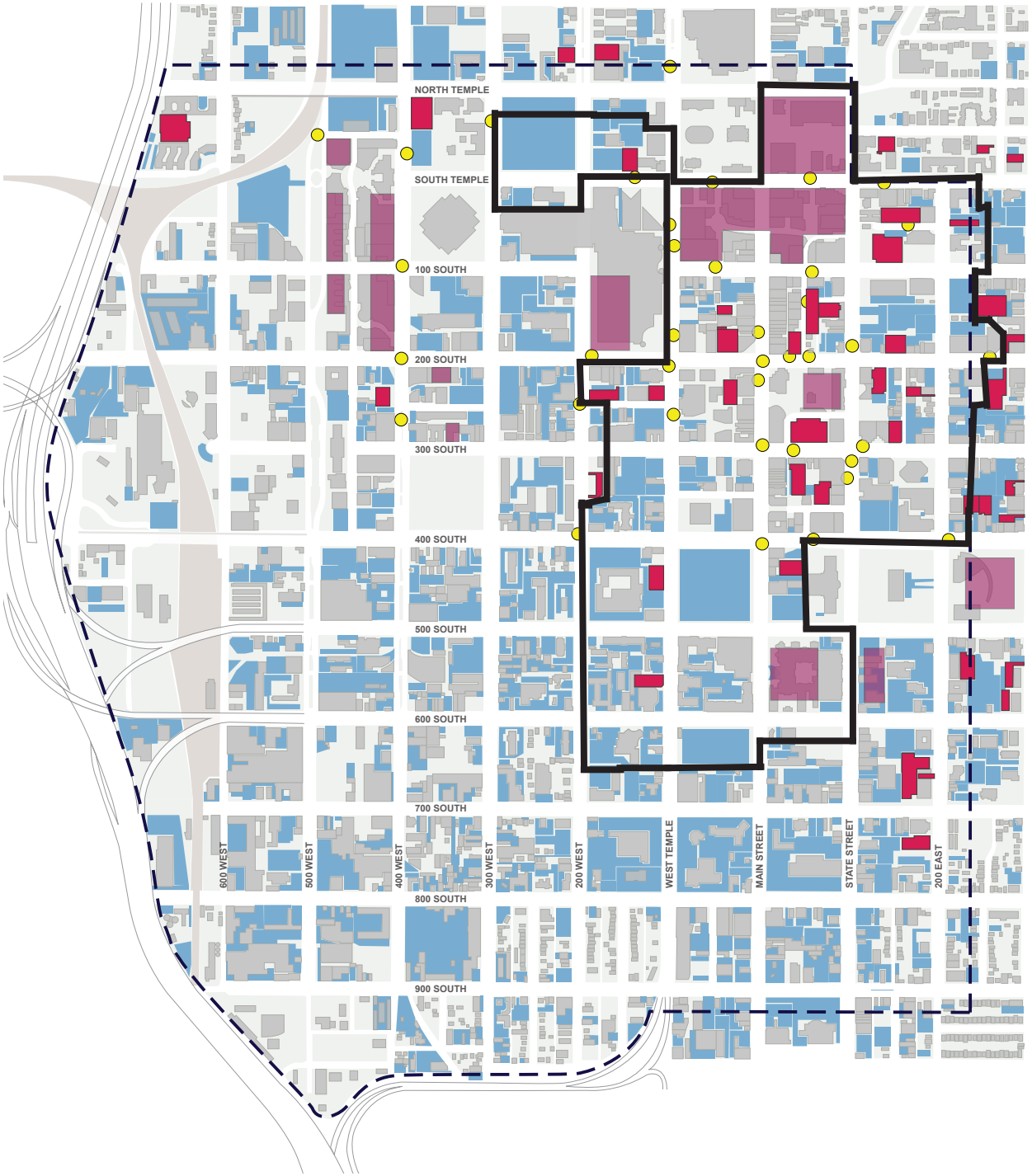
HISTORIC STREETCAR LINES

0' 660' 1,320'

HISTORIC STREETCAR LINES

Streetcars covered much of Downtown in the early 20th Century

At its height, the streetcar covered as much of the Downtown area as the existing Trax and buses do today. The historic streetcar network reflected the development nature of the valley at the time, prior to the suburbanization of the region. Though the reach did not extend as far as UTA's system does today, Downtown was well served.



LEGEND

- Surface Parking
- Underground Parking
- Structured Parking
- Commercial Parking Lots
- D-1 Central Business District

PARKING

0' 660' 1,320'

PARKING

Parking is a dominant land use, despite transit investment

The Downtown area has over 25,000 off-street parking stalls for long-term parking, and over 2,000 on-street stalls for short-term parking. A new parking pay system was installed in 2012 offering multiple types of payment options; over 70 percent of transactions are by credit card.

In response to suburban office development, many buildings were demolished in Downtown Salt Lake City to provide surface parking lots. The City has had a long term policy of discouraging surface parking lots and has promoted mass transit as an alternative. Surface parking lots are sometimes the result of financial decisions driven by the lending community; banks required parking in numbers similar to suburban office parks in order to guaranteed success of the project even though the parking ratios were much higher than needed. These oversized parking structures drove up the cost of office development in Downtown.

Approximately 20 percent (about 55 acres) of the D-1 Central Business District is used for Principal Use surface parking

Planning Analysis has shown that of the approximate land area in the D-1 alone, there are 269 acres of parking. In November 2012, the City Council passed a text amendment prohibiting demolition of D-1 buildings for Principal Use surface parking lots.

Salt Lake City is in the midst of reassessing existing approaches to managing the Downtown parking supply as discussed in a 2012 report commissioned by the City.

Currently Salt Lake City Corporation manages approximately 2,000 on-street parking spaces for the general public through the use of traditional multi-space pay stations. The City has also made limited investments in parking structures, primarily through the Redevelopment Agency in conjunction with specific economic development projects. The majority of parking lots and garages in the Downtown are owned and operated by private entities.

This "parking profile" places the City in a category of cities that have chosen not to invest heavily in a public off-street parking system

Other cities with this profile include: Washington, DC; Atlanta, GA; Denver, CO; Seattle, WA; Dallas, TX; and Charlotte, NC. All of these cities are currently reassessing their approach to downtown parking as they recognize it as a critical element in the creation of successful urban environments.

For cities that have chosen to create an off-street public parking program, they generally control between 20 to 45 percent of the downtown parking supply. While an expensive proposition, this approach gives the municipality the ability of significantly affecting the parking market in terms of pricing, community program support, and economic development.

In many communities, requirements to provide parking for new downtown development projects are waived as a means of incentivizing development. By creating a parking requirement exemption (either full or partial) in the downtown or other districts, the municipality is effectively accepting the responsibility to provide the parking infrastructure.

For cities like Salt Lake City that have chosen not to develop a significant off-street public parking program, but instead rely on the private sector to provide parking in accordance with zoning codes and defined parking requirements (either- parking minimum requirement, parking maximums or some combination), there comes a point at which they struggle with how to have more influence in the parking arena as they make progress in other areas. Salt Lake City and partners such as the Downtown Alliance, private parking operators, and local businesses are currently evaluating ways to address these issues (Parking Management Study, Kimley-Horn and Associates, 2012).

A parking management collaboration is being explored to improve wayfinding, streamline payment systems, address visitor experience and coordinate between public and private agencies.

PUBLIC REALM

CHAPTER 4

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 urban framework. 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.

The quality of our public realm has an impact on how we experience and relate to the surrounding environment. Downtown's public realm is pleasant and well-defined in some places and poorly addressed in others. It exists without a complete urban design identity. Downtown's wide primary streets may be the single greatest defining aspect of our experience. At 132 feet wide, they are characterized by a sense of grandness and vehicular capacity. As social spaces, however, their design often fails to provide pleasant and convenient use by pedestrians. Complete street walls, trees and landscape, benches and other amenities work to temper the impacts of vehicular traffic on portions of Main Street and a few other streets in the Downtown but not all.

The 1995 Plan directed efforts to develop an attractive public realm. These efforts included planting street trees, standardizing paving patterns and street lighting, investing 1percent of public project budgets for public art, requiring transparent glass at the ground level of adjacent buildings, and other efforts aimed at making the public realm safe and attractive. The Mid-Block Walkways System is one of these efforts that has yet to be implemented. These routes serve as important inner block connections, expanding the Downtown pedestrian network while supporting the formal nature of the grid. Though some new walkways and streets have been developed in recent years, many mid-block walkways are neglected and under appreciated, with poor lighting and badly maintained paving. These routes are important because they increase the permeability of the Downtown for pedestrians and vehicles alike, as well as represent an opportunity for economic development.

STREETS

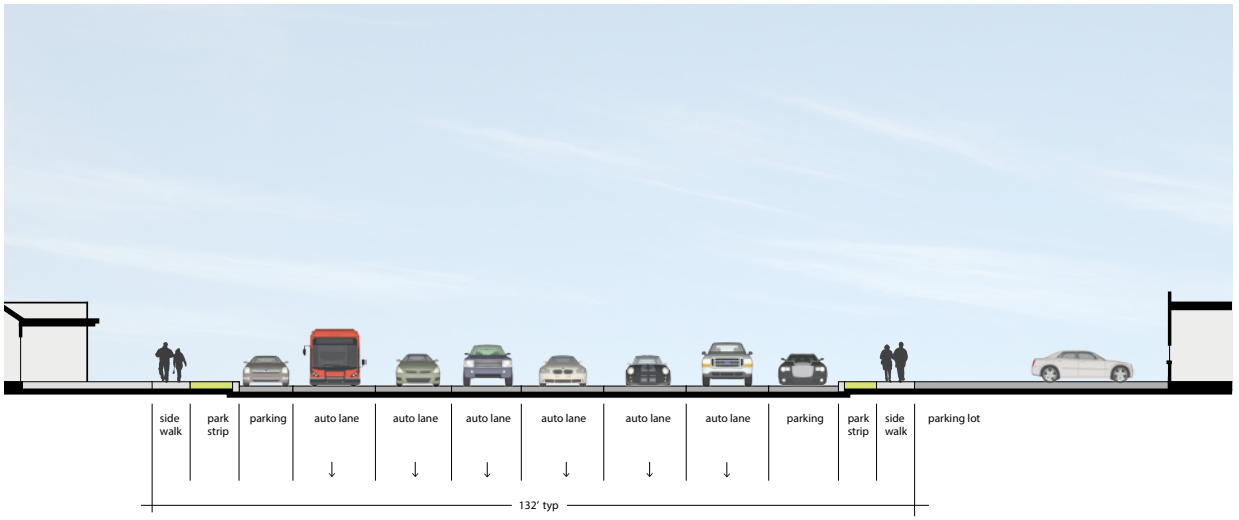
Wide streets both a strength & weakness

Streets comprise the vast majority of Downtown's public spaces and form the essence of the downtown experience. Not only do they transport people and goods, but they define the character of a place, direct our view to important landmarks, and become the places where community is built through social interaction.

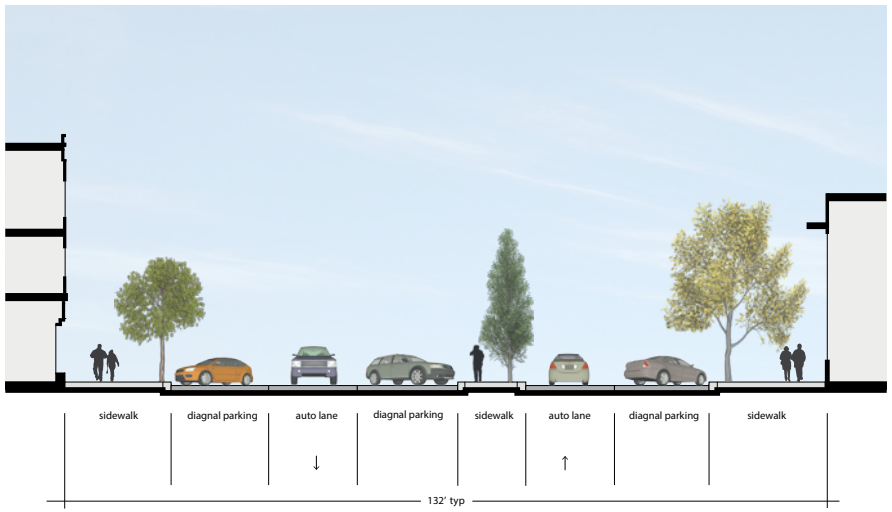
In Downtown Salt Lake City, streets including sidewalks make up approximately 30 percent of the Downtown land area, compared to 36 percent in Denver and 41 percent in Portland. (Percentages based from measurements of original plat.) The rights-of-way on the primary streets in Downtown are 132 feet, which is exceptionally wide, presenting both significant challenges and opportunities. Most of the challenges that wide streets present are in creating a walkable environment which is essential to a successful downtown. On the other hand, our wide streets provide extreme flexibility and opportunities to provide mobility options to a range of users, from automobiles, to public transit (light rail, streetcar, bus), to bikes, as well as pedestrians.

Of the approximately 1,475 acres of land in the Downtown area, approximately 302 acres (20 percent) are devoted to streets measured from street edge to street edge, not including sidewalks and parking strips.

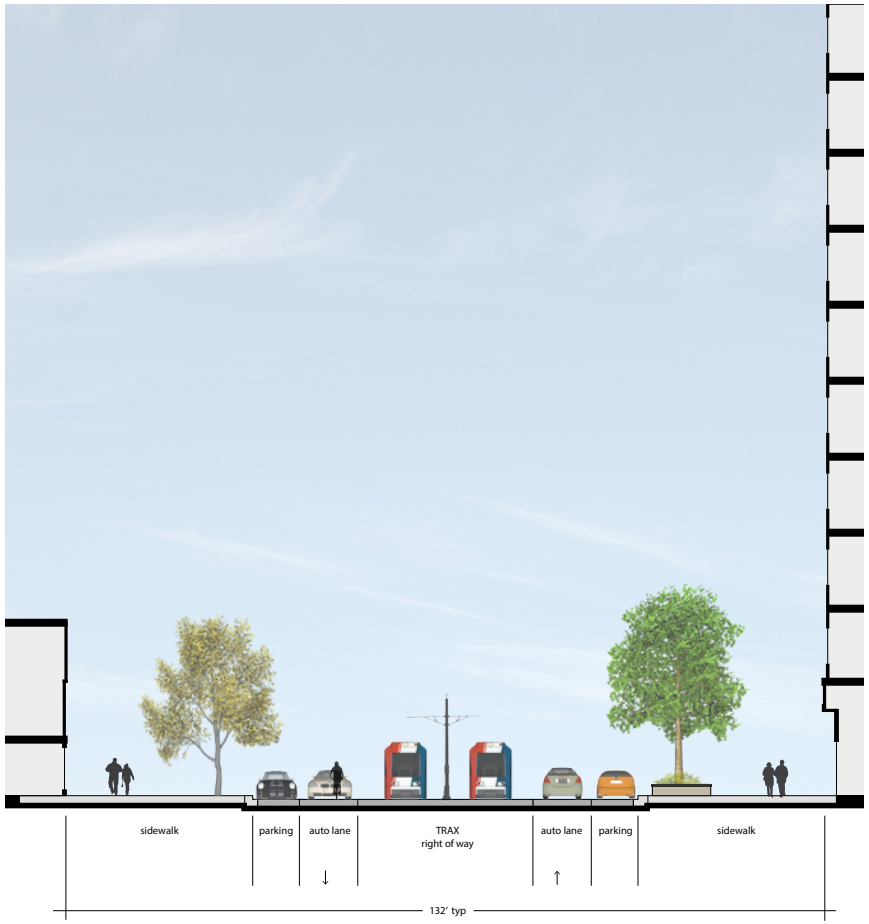
500 SOUTH (250 WEST)



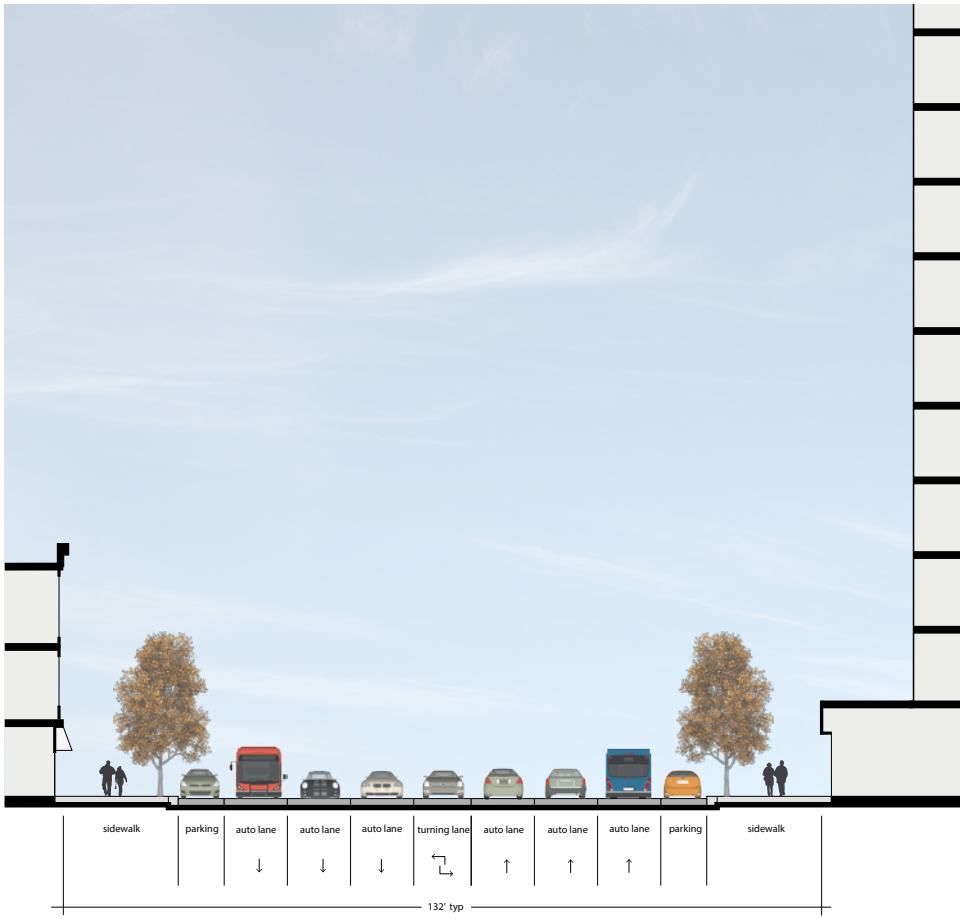
BROADWAY (150 WEST)

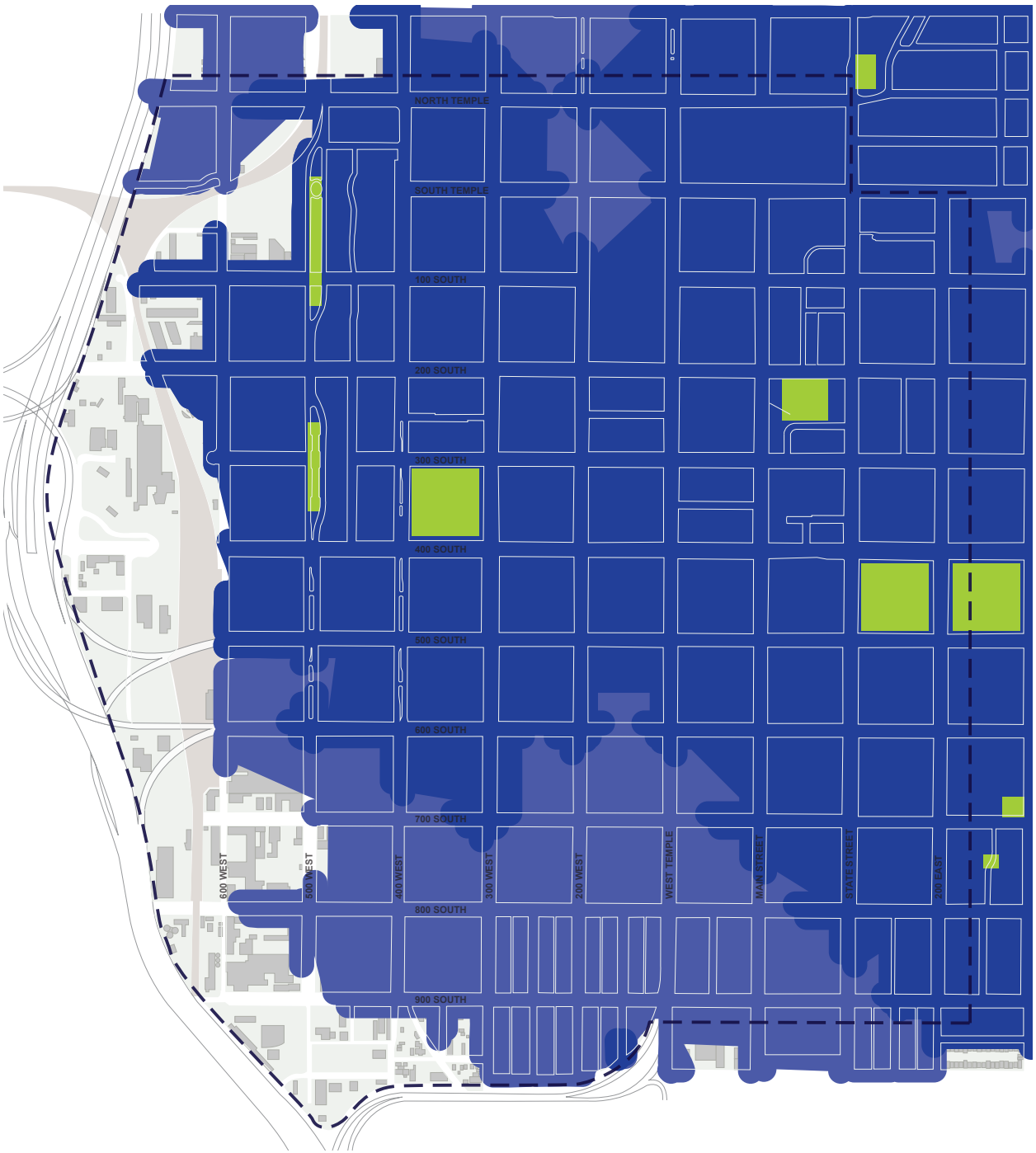


MAIN STREET (140 SOUTH)



STATE STREET (270 SOUTH)





LEGEND

1/4 mile access to a park

1/2 mile access to a park

Parks

PARKS & PLAZAS

0' 660' 1,320'

PARKS & PLAZAS

The major public parks in Downtown are Pioneer Park, Washington Square, Library Square, and the Gallivan Center. Some smaller pocket parks exist such as Kilowatt Commons Park and the publicly-owned courtyard leased to Caffe Molise.

Most of Downtown has park access - only one playground

There is no defined standard for an optimal distance from housing to a park. A December 2004 study by the Trust for Public Land surveyed 50 U.S. cities and discovered that only 14 cities had a policy in place that established maximum distance any resident should live from the nearest park. The standard ranges from 1/8th of a mile to 1 mile.

Planners typically use the five- and ten-minute walkshed to a particular amenity (traditionally, transit stations) when developing community master plans. It is assumed that many people will choose to walk to an amenity if it is within a five-minute walk of their home or work as opposed to driving in their car.

By this definition, Downtown Salt Lake City has adequate access to a park. The dark blue overlay represents parcels that are within ¼ mile of a park, and the light blue represents parcels within ½ mile of a park. Although most locations are within ½ mile of a park, there is only one public park with playground equipment which is insufficient to encourage and sustain residential growth, particularly for families. Portions of the southwest quadrant, and properties adjacent to I-15 are not within walking distance of a park. Walking times may vary depending on timing for pedestrian crossings at intersections furthering the time it takes to walk to a park.

Percent Park Land

Percent of total land area dedicated to parks is a common measure of sufficient parks to serve a community. The table below shows how Downtown compares to Salt Lake City as a whole as well as other cities and downtowns. Downtown Salt Lake City is only 1.9 percent park land.

	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%

Acres of Park Per Capita

The number of acres of park land per person is still a valid indicator or target for park planning purposes. The table below illustrates 2012 ratios for recreation, leisure, and cultural facilities for a number of North American cities. The national target ratio is 6.5 acres of park per 1,000 people. The current ratio for Salt Lake City as a whole is 10.3 acres of park per 1,000 people. (Sustainable Salt Lake Plan 2015) However, that ratio may not be appropriate for more densely populated urban centers. The current ratio for Downtown is 5.7 acres of park per 1,000 people.

	Population	Park Acres	Acres / 1,000 People
Portland	583,776	13,937	23.9
Sacramento	466,488	5,069	10.9
Denver	600,158	5,900	9.8
Salt Lake City	184,488	1,221	6.6
Downtown SLC	4,961	28	5.7

Park Standards and Downtown

The National Recreation Association suggests standards for various types of parks including playgrounds, athletic fields, natural areas, and plazas and squares. There are some park facilities that serve the neighborhood or multiple neighborhoods and others that are citywide or even regional facilities. Neighborhood facilities include tot lots, playgrounds, and neighborhood parks. Community facilities include playfields and community parks. With only one playground for 1,500 acres and 5,000 people, Downtown Salt Lake City does not have enough tot lots or playgrounds to meet the needs of its current population. The service radius of a tot lot recommended by the National Recreation Association and the American Public Health Association ranges from 1/8 mile to 1 block or less. Though tot lots are often provided by private developers or housing authorities, this has not occurred in Downtown.

LEGEND

Mid-Block Walkways
(Sidewalk/Pedestrian Facilities)

Mid-Block Driveways
(No Pedestrian Facilities)

Mid-Block Crossings
(Painted Crosswalks)

MID-BLOCK WALKWAYS

0' 660' 1,320'

MID-BLOCK WALKWAYS

Midblock walkways may be the key

Mid-block walkways have the potential to provide some of the most important and unique public spaces within the Downtown. Their unique human scale provides an intimate setting that contrasts with the City's main streets. Mid-block walkways are a distinctive amenity that provides climatic conditions that encourage pedestrian activity. They allow for greater access to destinations, more choice for pedestrians and a more pedestrian friendly experience. Some mid-block walkways offer interesting and valuable aspects such as historical character, service functions, vegetation, and public art. These aspects are important in providing vibrancy to the City.

Mid-block walkways initiative

The Midblock Walkways Initiative is a joint effort between the Planning Division, Transportation Division, and the RDA to address walkability in the Downtown. Salt Lake City's large 10-acre blocks can be overwhelming to pedestrians. Frequent breaks contribute to varied and dense street life because they provide choice for pedestrians and cyclists. The more connected the street pattern, the greater the walkability of an area. Mid-block walkways are defined as those streets, alleys, and non-vehicular ways that connect people through the Plat of Zion blocks. Some of these are private easements and some are public rights-of-way.

Development history

The Downtown Mid-block Walkway network is a valued and vital part of the City's urban form and provides an insight into the evolution of the City's development. Downtown Salt Lake City was modeled after Joseph Smith's "Plat of Zion", a concept design for one square mile featuring ten-acre blocks and streets 132 feet wide. The plan was an agrarian model with homes facing north-south or east-west on alternating streets so that homes did not face each other.

Brigham Young's Plat of Salt Lake City was a variation on the Plat of Zion that divided the ten-acre blocks into eight 1.25-acre parcels. The orientation of each block alternated east-west or north-south every other block (as opposed to every other street) complicated the legibility of the City's urban form. There were no provisions for a retail core, although one quickly developed.

As the original plat was modified to meet the needs of a rapidly growing downtown, parcels were divided, new buildings were constructed, and lanes, alleyways, and walkways developed between them.

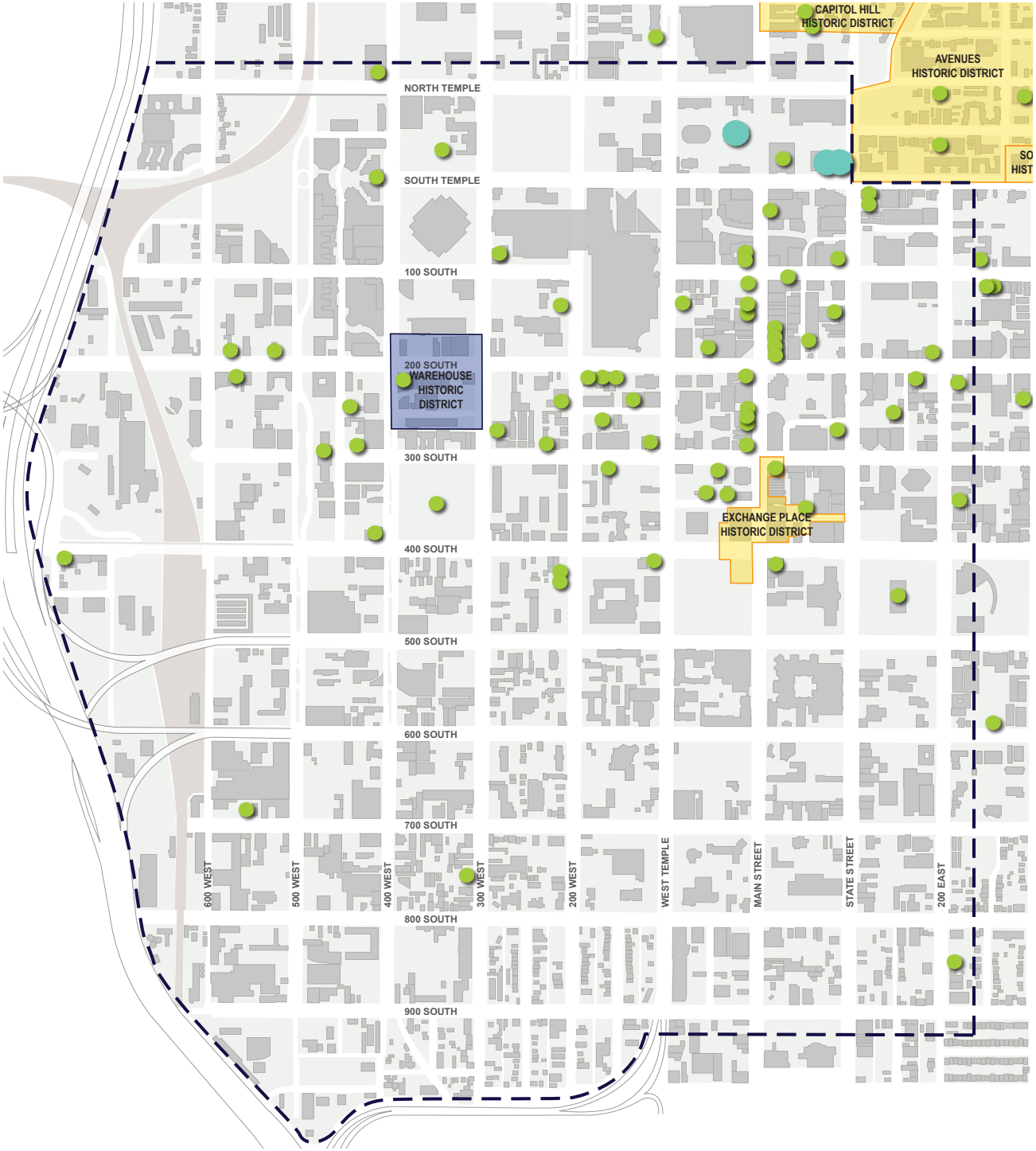
Today, mid-block streets and walkways form a unique and sometimes hidden network of pedestrian and vehicular connections through Downtown's large blocks.

Design guidelines

To direct design and development of mid-block walkways in concert with development projects, both City and/or RDA-led and private development design guidelines will be created.

The design guidelines will address the following:

1. Categorization of mid-block walkway typologies
2. Design precedents
3. Analysis of regulatory tools and best practices
4. Guidelines for properties fronting mid-block walkways
5. Guidelines for contextual walkway development including material selection, site furniture, plantings and lighting



LEGEND

- Register of National Historic Places
- National Historic Landmark
- National Historic District
- Local Historic District

HISTORIC RESOURCES

0' 660' 1,320'

LANDMARKS & HISTORIC RESOURCES

National Register of Historic Places & National Historic Landmarks

There are numerous individual buildings listed on the Register of National Historic Places. They are concentrated along Main Street and along the 200 South and Broadway (300 South) corridors. Only three buildings south of 600 South are listed even though there is a high concentration of older buildings in the Granary and Central 9th neighborhoods.

The National Register is a listing of properties that have historical, architectural, archaeological, engineering or cultural significance. It is a federal program administered by the National Park Service in partnership with Utah's State Historic Preservation Office (SHPO).

Listing in the National Register is a recognition and status that is honorary. The listing of a property in the National Register does not obligate or restrict a property owner in any way unless the owner seeks a federal benefit such as a grant or tax credit. For a private owner, the chief practical benefit of National Register listing is eligibility for federal and/or state income tax credit incentives.

Listing in the National Register provides preservation incentives such as:

- Federal preservation grants for planning and rehabilitation
- Federal investment tax credits
- Preservation easements to nonprofit organizations
- International Building Code, fire, and life safety code alternatives
- State tax benefit for residential buildings
- Possible building code leniency for some building features

Upon designation, the National Park Service is tasked with reporting on the condition of the landmark through periodic status updates provided by the property owners (stewards). Designation as a National Historic Landmark:

- Ensures that stories of nationally significant historic events, places, or persons are recognized and preserved for the benefit of all citizens.
- May provide the property's historic character with a measure of protection against any project initiated by the Federal government.
- May ensure eligibility for grants, tax credits, and other opportunities to maintain a property's historic character.
- All properties designated National Historic Landmarks are included in the National Register of Historic Places.

Historic Districts

An historic district is a concentration of historic buildings that have their architectural integrity, and they represent an important aspect of a place's history. National historic district listing does not restrict property owners in any way. Property owners and developers keep their rights to alter, demolish, or preserve their buildings as they see fit. While National Register listing is a tremendous honor and carries some financial opportunities as well, local districts protect the investments of owners and residents. Local designation offers the only form of protection for the preservation of historic resources. Properties are protected from demolition and other adverse alterations through a special review process.

The Warehouse Historic District is a National Historic District. The Exchange Place local Historic District was established in 1978. It represents the economic contribution of Utah's mining industry to Downtown. It is also symbolic of the early 20th Century Mormon-Gentile commercial rivalry in Salt Lake City. The original ten buildings were all erected between 1903 and 1917; the twelve-story Boston and Newhouse Buildings were considered Utah's first skyscrapers. Designed by Henry Ives Cobb with a distinctive "New York look," the Boston and Newhouse Buildings contributed to an image of the district as Utah's Wall Street, a major financial center for the West.

Of the ten original buildings identified as contributing to the Exchange Place Historic District, only the Newhouse Hotel, which stood on the southwest corner of the intersection of 400 South and Main Street, no longer remains. The Newhouse Hotel was demolished in 1983, five years after the Exchange Place Historic District was established.

STREET LIGHTING

Iconic Street Lighting

Salt Lake City's iconic two-armed lighting fixture is a unique design created by Union Metal. By the late 1980's few of these fixtures remained. The city has been reconstructing street lighting using this street lamp since the mid 1990's. They have been recast with fiberglass and aluminum, but the original cast iron has proven to be the most resilient, but not inexpensive. When funds have not allowed full financing of the street lamps, the same fixture without the two arms has been used with the expectation that the arms will be added later. 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.

The globe in each fixture is internally shielded to direct lighting downward. Even distribution of lighting requires roughly 7 poles per block downtown (may be adjusted if the corner traffic signal has lighting attached). Metal halide lighting has been used in the fixtures because it is more true color (white) than vapor lighting. There is a newer shift to LED lighting.

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. Minor streets such as Pierpont Ave., Social Hall Ave., and Market Street have their own light posts, as long as the fixtures are consistent the full length of the street.

Iconic Street Lighting

Salt Lake City was one of the first American cities to electrify its street lighting. (Edison Street)

PAVING PATTERNS

Iconic Paving Pattern

Salt Lake City intends on creating a unified downtown feel through the standardization of paving patterns and material unique to the general area. This has been a policy since the adoption of the 1995 downtown master plan, prior to which each special improvement district tended to have its own design – often leading to disjointed streets.

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.

Salt Lake City has insisted that major projects such as City Creek and the new Court House blend in with the larger neighborhood by not having their own theme in the public way

Main Street Paving

Main Street has an iconic paving pattern and material unique to the rest of the city. Minor streets 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.

GENERAL URBAN DESIGN

Outdoor Dining

In the 1980's, the Salt lake City health department relaxed outdoor dining regulations. In the 1990's, the city shifted authorization of outdoor dining to an administrative function to encourage its use.

Street Trees

Street trees are required every 25 feet.

The city has developed new methods of planting to ensure that trees live longer

- Structural soil.
- Planting at-grade rather than in planters.

News Racks

Court cases have stated that news racks are considered to be protected free speech under the first amendment, and the city must accommodate their location on public property with reasonable design and generalized location restrictions.

Salt Lake City allows them in groups on public property. There may be up to three groups per block with a maximum of eight per group.

Street Furniture

Street furniture helps to define an iconic image for a city.

Benches, bollards, and trash receptacles are generally of cast iron design and painted black or forest green.

Concrete bollards used in the 1990's are generally not used today.

Jersey barriers were "plopped down" in the middle of Main Street and South Temple after the opening of light rail to prevent left turns. They were not meant to be permanent, yet they still exist 15 years later.

Signal Boxes / Transformers

There is no present policy or method to disguise or minimize these utilities. Some light rail electrical on Main Street is hidden in kiosks, while transformers at City Center station were placed in vaults under the sidewalk. However, Rocky Mountain Power is generally adverse to having transformers where they cannot easily see and service them.

By state law, any effort to underground power utilities must be borne by the municipality - not the general rate payer.

Public Art

Public art is included in all city projects.

Traveling art, such as the flying objects, are encouraged and sponsored by the Salt Lake City Arts Council.

Overhead Power Lines

Any city with a concentration of tall buildings must underground power because of required setbacks. Distribution lines are generally underground as part of neew development. Transmission lines are not requited, because they are costly. State law requires that local jurisdiction bear the cost of undergrounding rather than the general ratepayer.

Landscaped Medians

Landscaped medians are used to create a smaller street in less auto-oriented locations.

Medians are proposed for 200 Noth between West Temple and 200 West to downsize the street.

There is landscaping placed into the light rail track way on 400 south.

Trees are required at TRAX platforms. They enable winter sun and summer shade, as opposed to oversized structures. They have mostly been killed by too much salt and have not been reliably replaced.

URBAN FORM

CHAPTER 5

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 Salt Lake'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, 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 the Pierpont District and Central 9th.

Multiple Storefronts Create an Active Street Setting

Skyscraper with Good Visual Permeability on Ground Floor

Skyscraper with Poor Visual Permeability on Ground Floor

Graffiti/Art Can Add Interest to an Otherwise Blank Wall

Window Wraps Can Remove all Permeability on Ground Floor

Blank Walls Have Negative Impacts on Street Life

Planters and Furniture add Interesting and Functional Elements

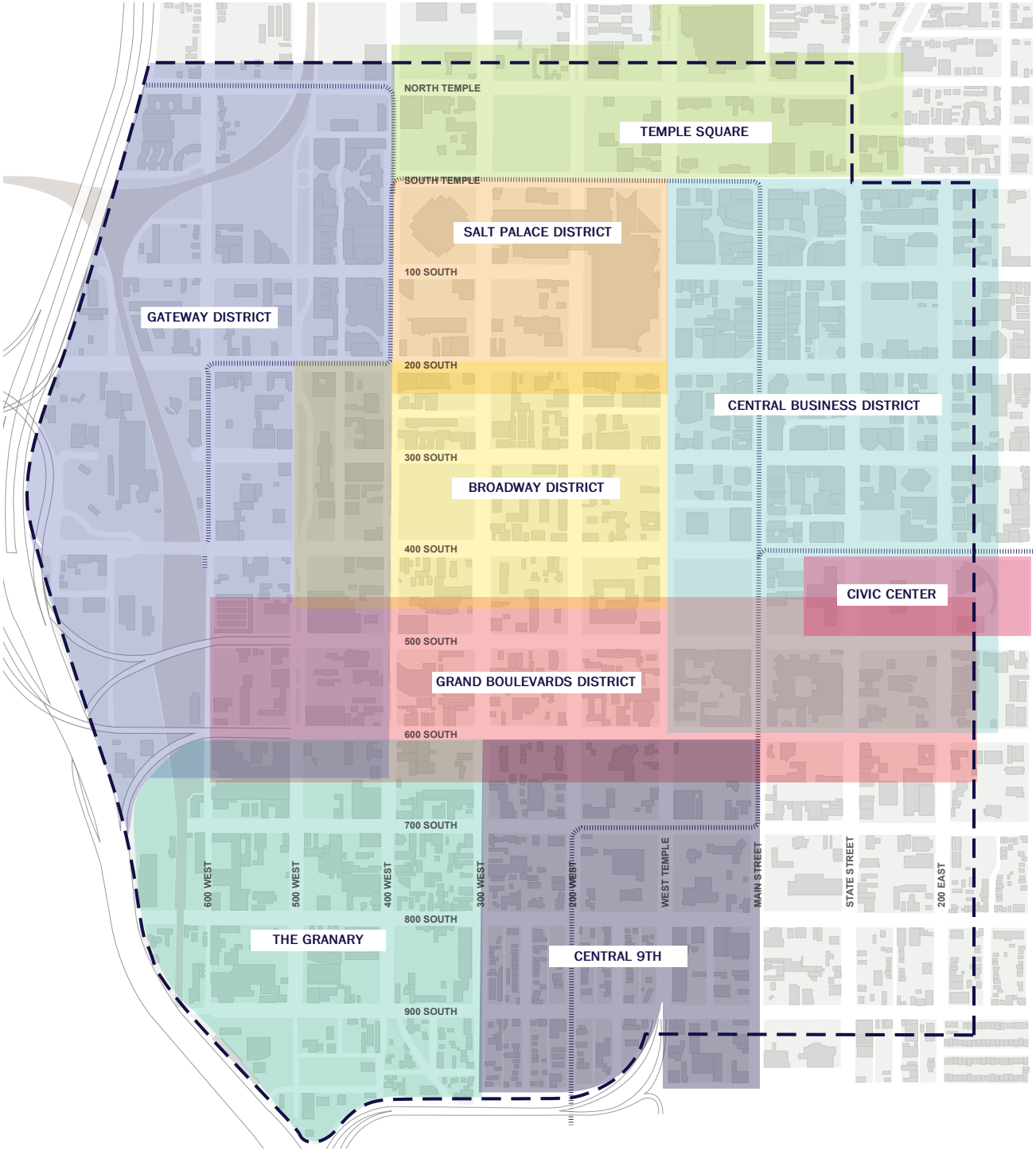
Paving Patterns Help Enliven Streets

Outdoor Dining, Trees, Planters, and Paving on Broadway

STREET LEVEL URBAN DESIGN

“Streets die at the ground level.” The life or death of great American cities is manifest first at ¬the interface between the pedestrian realm and the built environment. In 1995 Salt Lake City developed its first attempt at defining the pedestrian interface of the ground level of downtown buildings. A percentage of non-reflective glass was required in order to prohibit the blank wall building common in the 1970s and 1980s. Further refinements to urban design standards have taken place elsewhere in the city since that time; however, the downtown zoning districts have not been updated to incorporate the latest street level design regulations.

Plum Alley, once the vibrant heart of Salt Lake City’s Chinatown, is now enclosed by blank walls and fences



DISTRICTS

0' 660' 1,320'

DISTRICTS

Districts lack Definition & Identity

The 1995 Downtown Master Plan envisioned a series of Downtown districts based upon an emphasis of a particular land use. None of the districts were proposed to be exclusive to other uses, but merely an emphasis on a particular activity. For example, the retail center was proposed to remain centered along Main Street – overlapping with an office district. The area south of the Salt Palace was proposed to be the city's entertainment district, with a mix of restaurants, clubs, and theaters. The area along 500 and 600 South is a hotel emphasis and the area east of downtown is proposed to be high density residential neighborhood.

Today, the downtown has multiple districts or smaller neighborhoods but none are very well-defined. In fact, portions of Downtown lack a district identity altogether. Land use mix, building form and character, public realm amenities, and demographic composition can all contribute to the defined character of a particular district. For example, the Broadway District is defined by artist workspace and housing, older warehouse buildings, and small, local businesses. Central 9th can be defined by half-size blocks, older homes, and the 900 South TRAX station. The Central Business District can be defined by Main Street shopping, large office buildings, and arts and cultural institutions. The Salt Palace, by its sheer size and dominance, defines the area around it. The Granary can be defined by low rise warehouse buildings and industrial uses, remnants of rail-dependent industries, and a growing creative industry. The Civic District extends east and west from the City & County Building, encompassing the Library, Courthouse, and new Public Safety Building on 300 E. Temple Square is a major landmark in the downtown and includes many properties owned by the LDS Church both historic and new. The Grand Boulevards District is a major entrance to the downtown and is often called a "hospitality district" due the presence of multiple hotels. Rail is a primary characteristic of the Gateway District, which includes both of the old rail depots –the Rio Grande and the Union Pacific-, the consolidated rail lines along the I-15 corridor, and the Intermodal Hub; it is also defined by the Gateway Mall and surrounding development, including the Energy Solutions Arena.

BLOCK & GRID TYPOLOGIES

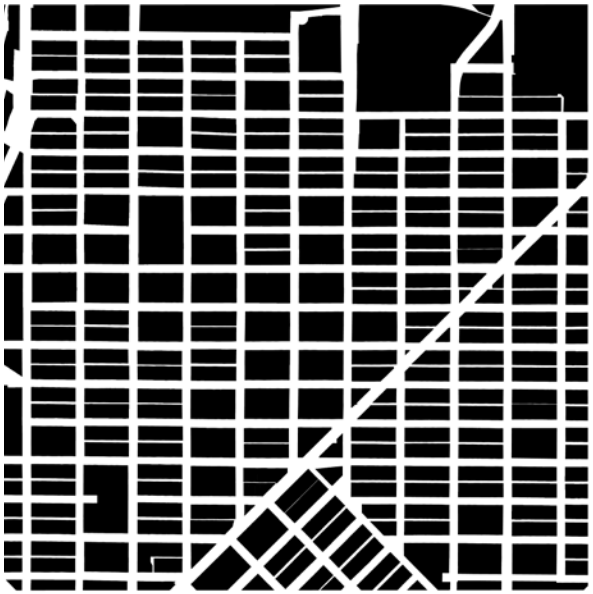
Downtown Blocks are large, irregularly divided.

These diagrams show a variety of cities with different sized grids, from Portland's very small 200' x 200' blocks, to Adelaide's huge 425' x 1700' blocks, with Salt Lake City in the middle (although still very large) at 660' x 660'. They are all at the same scale, showing one square mile.

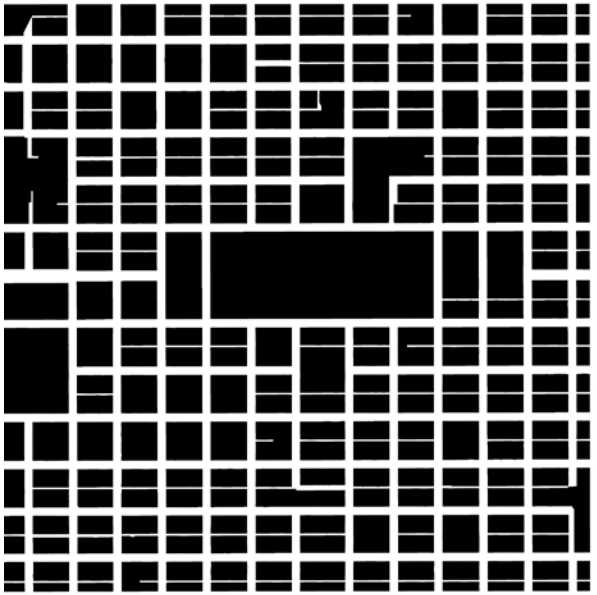
One of the most important lessons from these city comparisons is the intersection density of each grid type. The smaller the blocks, the more intersections, which is important for walkability.

A phenomenon that has occurred in cities with larger block sizes, is the division of the blocks with streets, alleys, and walkways, which creates more intersections, and enhanced walkability.

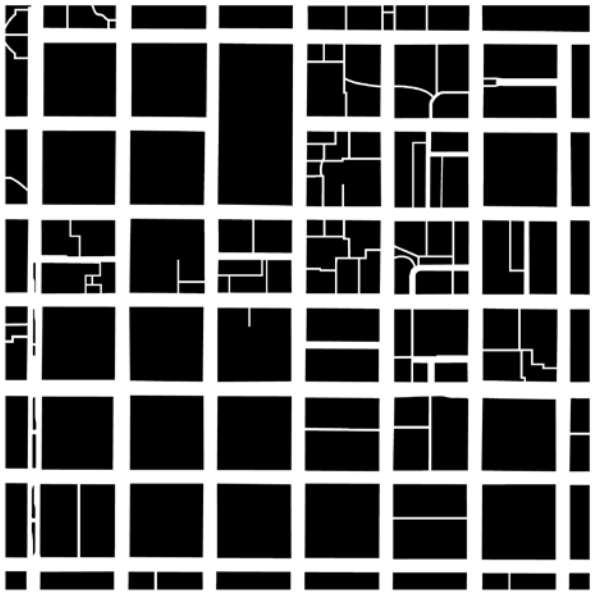
PORTLAND, OREGON I USA



DENVER, COLORADO I USA

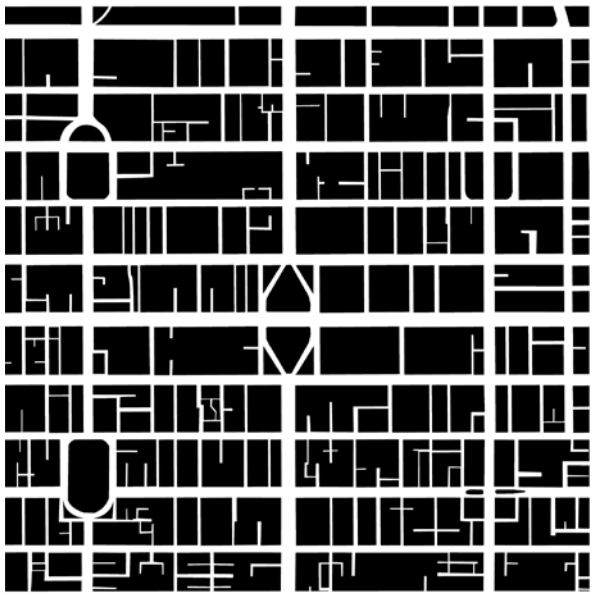


SACRAMENTO, CALIFORNIA I USA



SALT LAKE CITY, UTAH | USA

MELBOURNE, VICTORIA | AUSTRALIA



ADELAIDE, SO. AUSTRALIA | AUSTRALIA

BLOCKS

Grid is efficient but scale is most important

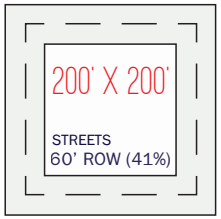
The Downtown's street system is based on a 660 foot uniform grid known as the Plat of Zion. It was laid out by the City's founder, Brigham Young, almost immediately upon settlement. It is based upon a multiple of a standard surveyor's chain of 66 feet (one furlong). Typically, the grid provides a simple, efficient structure for movement and access of all modes. In Salt Lake City, the scale of the grid has been criticized as being too large for optimal pedestrian movement (see previous section on Walkability).

Development history of the Downtown demonstrates variation on the original grid as the city grew. While the primary grid persists in its homogeneity, smaller streets, alleys and walkways were introduced into the grid, providing new access and variation.

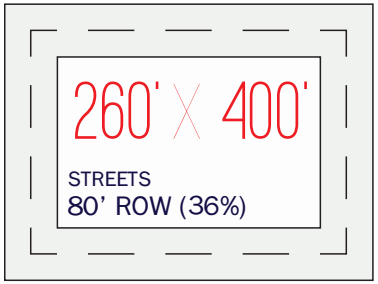
In comparison to other cities, Downtown's blocks are considered large. However, Downtown Melbourne, Australia has the exact same size blocks and for the last 10 years has been considered as one of the most walkable cities in the world. In urban form, there are two differences between Melbourne and Salt Lake:

1. Melbourne's blocks are typically divided by a 30' laneway (alley), and
2. Melbourne's main streets are typically 99' wide instead of Salt Lake's 132'.

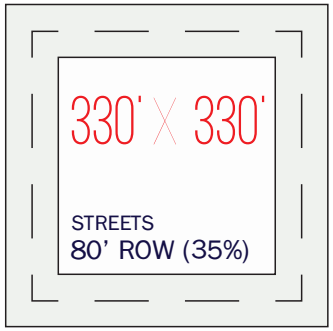
These two differences contribute to greater potential of walkability, but their activation programs do more to create a vibrant and walkable downtown. This example will be explored in future Downtown Master Plan efforts.



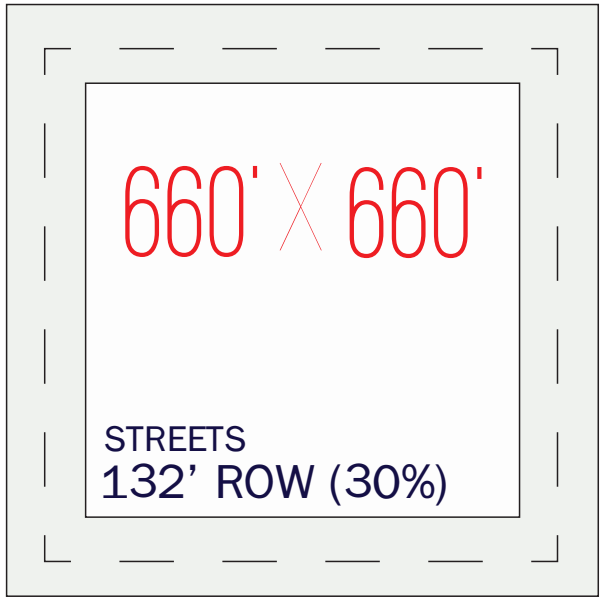
PORTLAND



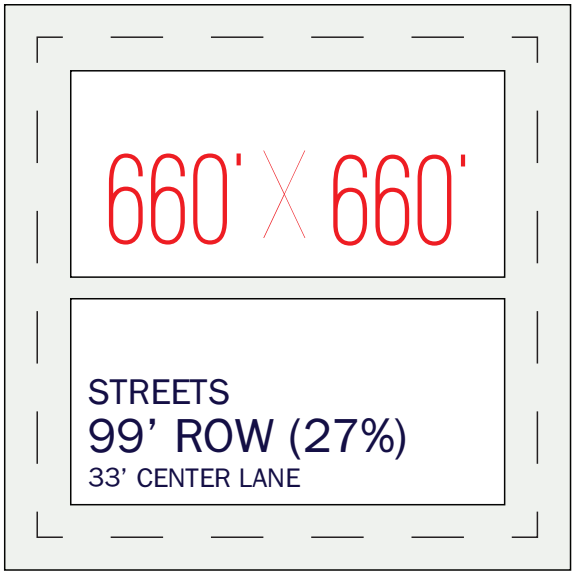
DENVER



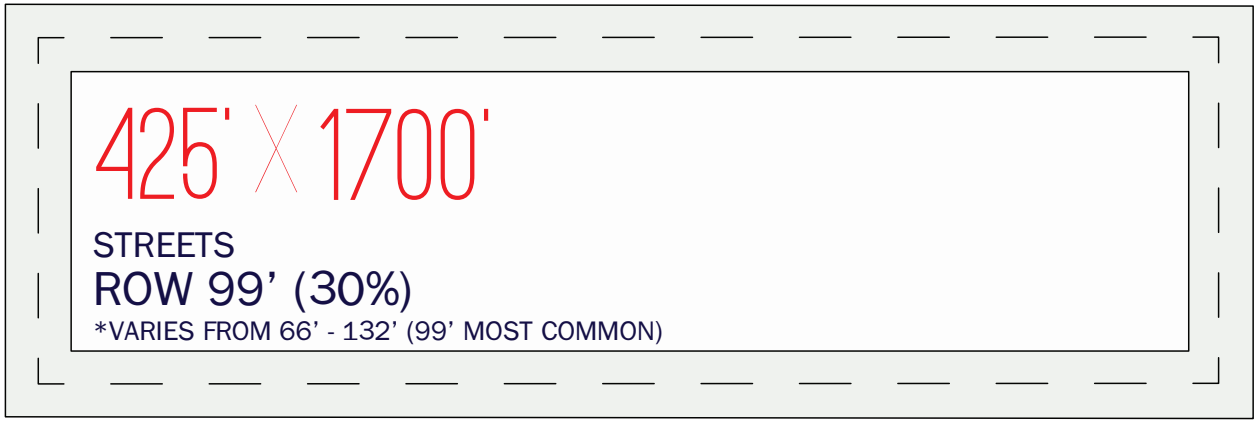
SACRAMENTO



SALT LAKE CITY

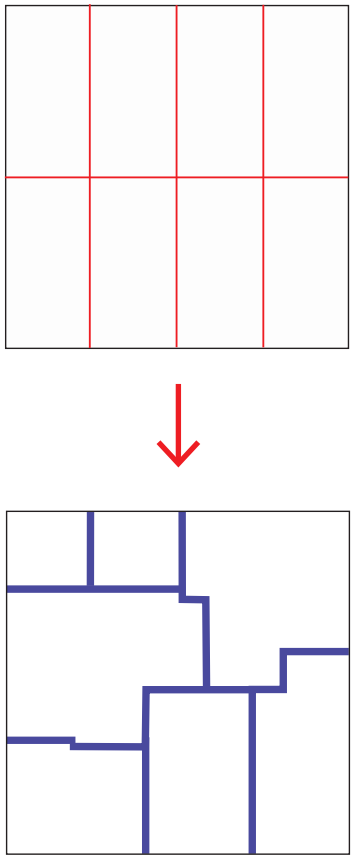


MELBOURNE, AUSTRALIA

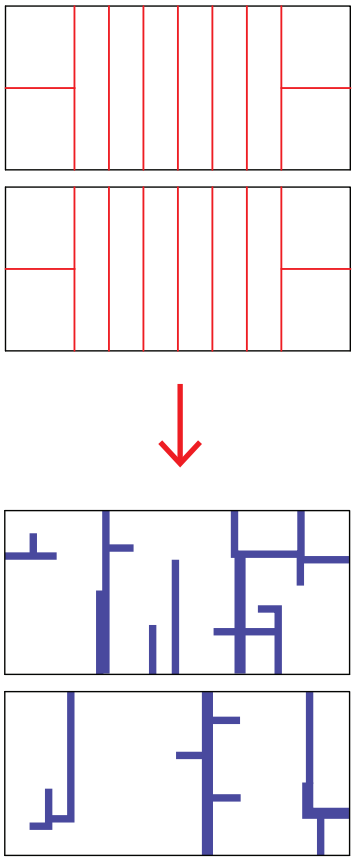


ADELAIDE, AUSTRALIA

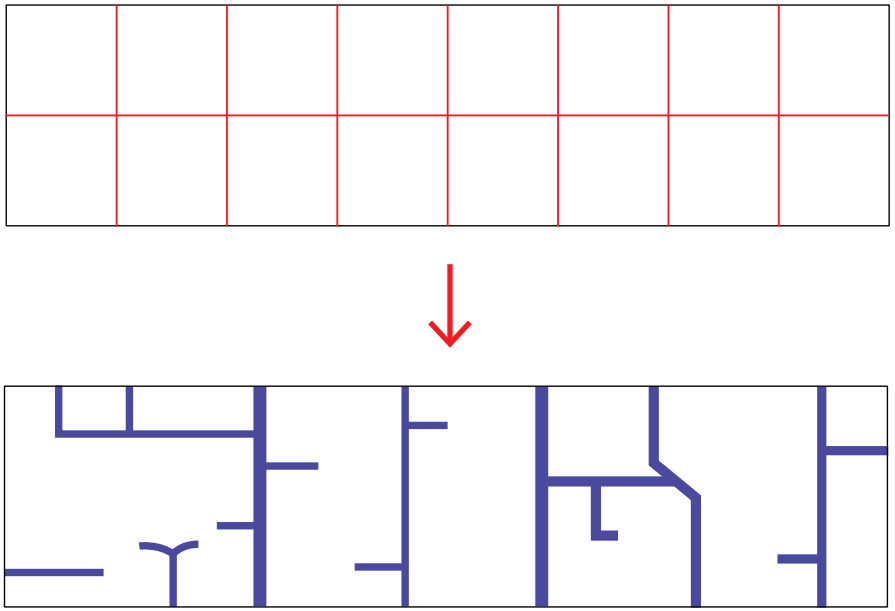
SALT LAKE CITY



MELBOURNE, AUSTRALIA



ADELAIDE, AUSTRALIA



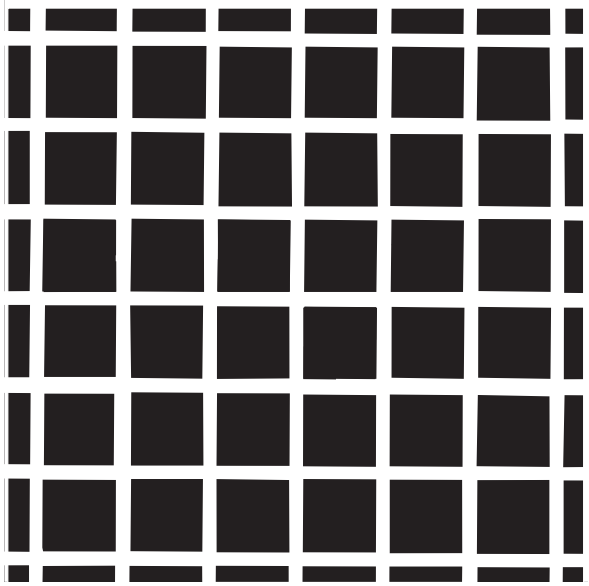
SUBDIVISION OF LARGE BLOCKS

Breaking up the blocks helps walkability

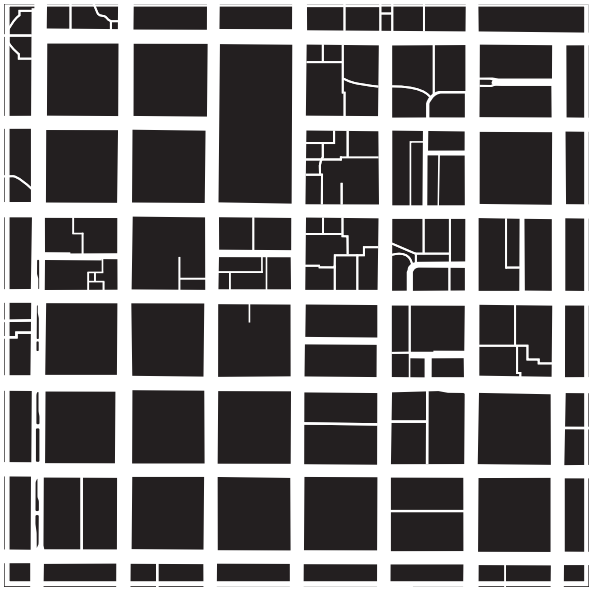
As part of the evolution of Salt Lake City's urban form, many of its very large blocks have been subdivided with streets, alleys, and pathways. These interventions all help provide access to the interior of the block, increase development and placemaking opportunities, as well as providing other benefits. Breaking up these large blocks also has the benefit of making the downtown area much more walkable, by providing more intersections, route choices, and a variety of spaces and walkways.

Salt Lake City's large blocks are unique in the United States, but SLC has a number of large-block counterparts in Australia, where a very similar evolution has occurred. The original plat of Melbourne had the same size blocks as Salt Lake City, but also included a 33' laneway in the center of each block. These structured laneways became an important organizing feature as the blocks were further divided over time. The huge, elongated blocks of Adelaide, Australia have generally been divided into a four or five more optimally sized sub-blocks.

Development history of the Downtown demonstrates variation on the original grid as the city grew. While the primary grid persists in its homogeneity, smaller streets, alleys and walkways were introduced into the grid, providing new access and variation.



Salt Lake City: Original Grid Street Network
49 Intersections



Salt Lake City: Current Street & Pedestrian Network
167 Intersections

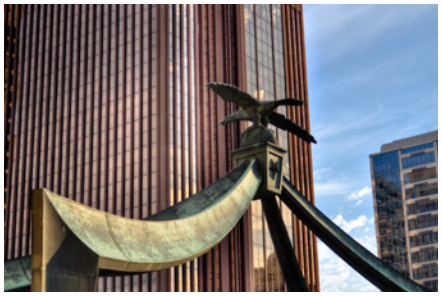
Skyline and Mountain Backdrop

Main Public Library

View of State Capitol

City & County Building

Main Street



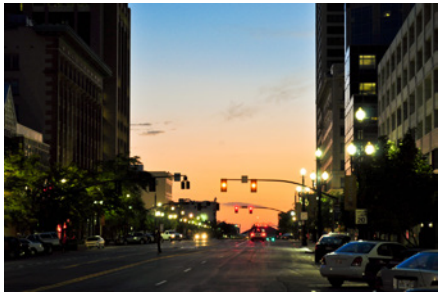
Eagle Gate

Walker Center Sign

TRAX

Union Pacific Building

Rio Grande Building



SLC's Wide Streets

Snow

ICONIC IMAGERY

All great cities have iconic imagery, whether they are buildings, bridges, views, or other landmarks. Some famous examples include the Empire State Building in New York, the Champs-Élysée in Paris, the Sydney Opera House, the Golden Gate Bridge, and even the red double-decker busses of London. For non-residents, these become the elements that represent each city, as they are spread across photographs, postcards, and publications. For residents, these elements become a source of pride, and on a smaller level, they can become wayfinding devices for both residents and visitors.

Salt Lake City has its own iconic images, two of which are very prominent; the LDS Temple and the city skyline in the foreground of the Wasatch Mountains. The photos on the left show a few of Downtown's most memorable and iconic images. Some of Downtown's most identifiable buildings include the Main Public Library, the City-County Building, the Union Pacific Building, and the Rio Grande Building. The view of the State Capitol from State Street in Downtown, and the views of the mountains from all over the downtown area are both striking and memorable views. Some of the other types of iconic landmarks in the city include the Eagle Gate, and the neon sign (as well as weather forecaster) on the Walker Center Building. The red-white-blue TRAX trains, as well as their poles, and stations have become important visual elements in downtown. Other, more general images that Salt Lake City is known for is our wide streets, and our snowy winters.

LDS Temple

VIEW CORRIDORS AND VISTAS

View Corridors

The 1990 Urban Design Element defines a view as “a visual image having aesthetic beauty worth preserving”. A “view corridor” frames a view from a short or long distance.

The Urban Design Element defines view corridors which influence the urban form of the city and the development character of it’s districts and communities. There are soft view corridors to protect views of the LDS Temple, Cathedral of the Madeleine, and City and County Building; among others. These are iconic pieces of architecture for Salt Lake City, and identify three of the four corners of downtown. An iconic structure for the southwest corner has not been defined or constructed.

Vistas

A vista, as described by the Urban Design Element, “suggests a wider perspective or panoramic view.” The Great Salt Lake and Wasatch Mountain Range are perhaps the best examples of Salt Lake City’s iconic vistas.

Policy Concepts

Some concepts identified in the Urban Design Element are:

- Preserve prominent view corridors and city vistas
- Use buildings along street vistas to properly frame view corridors.
- Conserve vistas to and from city parks, open space areas, and landmarks.

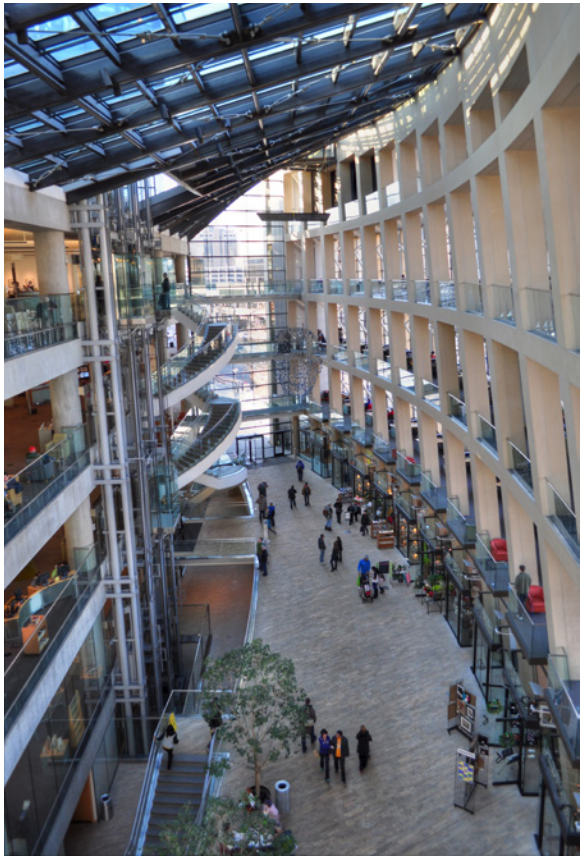
Strategies

The strategies identified in the Urban Design Element for enhancing views and vistas are:

- “Establish view easements to protect existing and potential vistas... Building height, scale, and mass should beused as tools to properly frame major vistas.
- “Require building facades, street landscaping, and utility equipment along prominent streets and vista corridors to frame or enhance the vista”
- “Aquire lands now for future vista or view parks in the city’s foothill areas.”

Library Plaza

Main Street



Main Library

Washington Square

Gallivan Center

Pioneer Park

City Creek Center

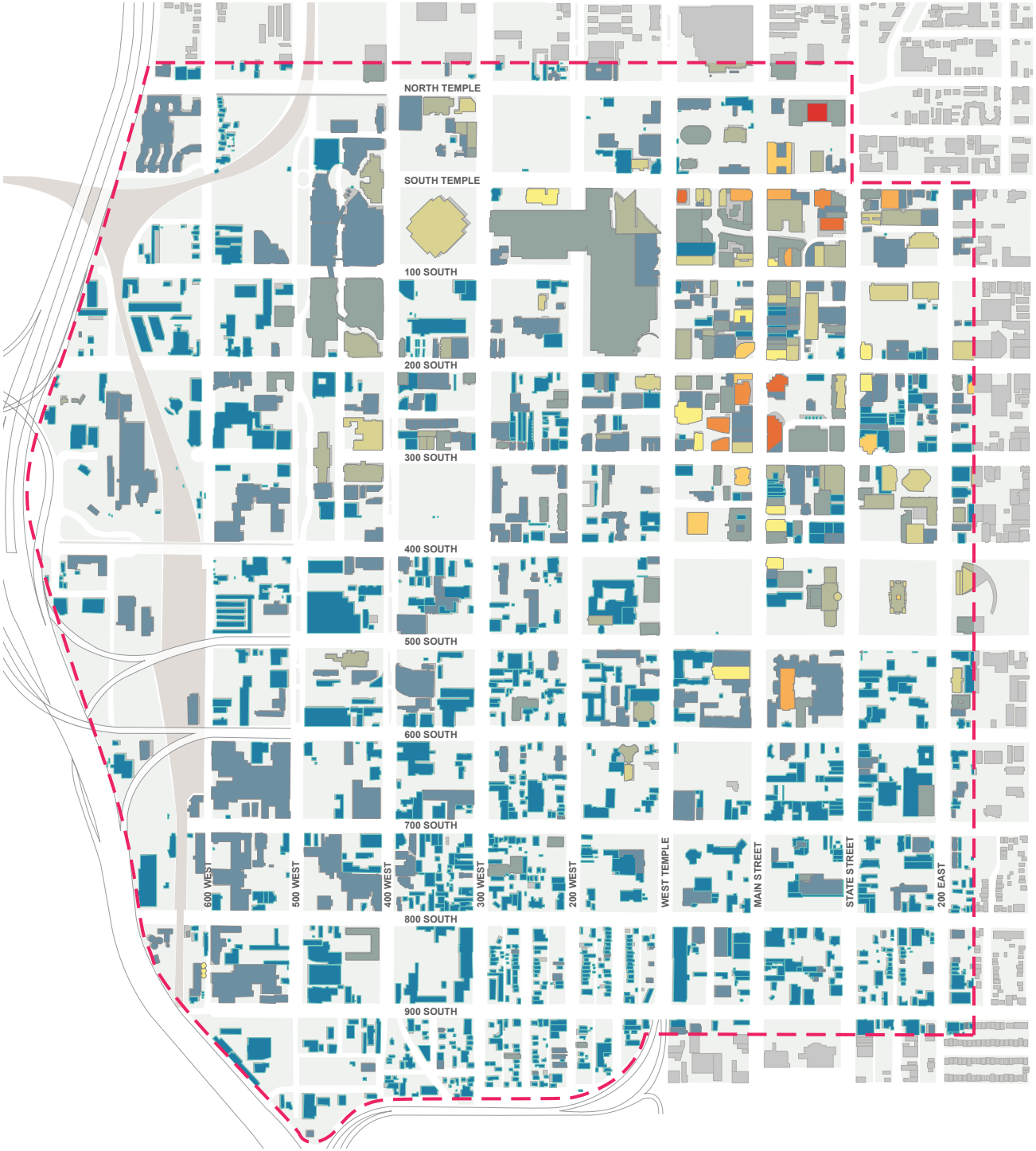
Gateway Olympic Fountain (Credit: The Jerde Partnership)

EMBLEMATIC SPACES

Downtown Salt Lake City has a number of emblematic spaces, most notably Temple Square, which was established by the Mormon settlers as the heart of the city. The original plat of the city also reserved two downtown blocks for open space and public use, known as Pioneer Park and Washington Square, two of Salt Lake's most notable public spaces today. Other emblematic spaces are much newer, including the Main Public Library (both inside and the plaza), and the Gallivan Center. Most recently, outdoor quasi-public space has been constructed as part of private developments, such as City Creek Center and The Gateway.

The 1995 Downtown Master Plan called for protecting view sheds of Iconic buildings such as the LDS Temple, Catholic Cathedral and the City and County Building. Other ideas included creating an iconic open space along I-15 and an iconic skyline with diverse rooftops along with additional monuments such as the Brigham Young monument to create other iconic areas of Downtown.

Temple Square



LEGEND

- 400 - 450 feet
- 350 - 400 feet
- 201 - 350 feet
- 151 - 200 feet
- 76 - 100 feet
- 50 - 75 feet
- 0 - 25 feet

BUILDING HEIGHTS

0' 660' 1,320'

BUILDING HEIGHTS

The Urban Design Element envisioned a pyramidal skyline for Salt Lake City with the major heights being along State and Main streets. Heights are proposed to scale down in all four directions (with a particularly dramatic drop in height to the north because of the view corridors to the State capitol). Heights are also important to accommodate a residential density that can populate and support a vibrant retail and entertainment component of downtown. Because of the down-zoning of many neighborhoods in Salt Lake City over the last 50 years, downtown remains the only location for high density housing. Lowering height inappropriately in downtown limits opportunities for higher densities and, if they are not located downtown, the pressure will remain to place the densities in adjacent neighborhoods or cities. The result ultimately diminishes downtown of the population required to sustain the level of energy required to facilitate a dynamic downtown.

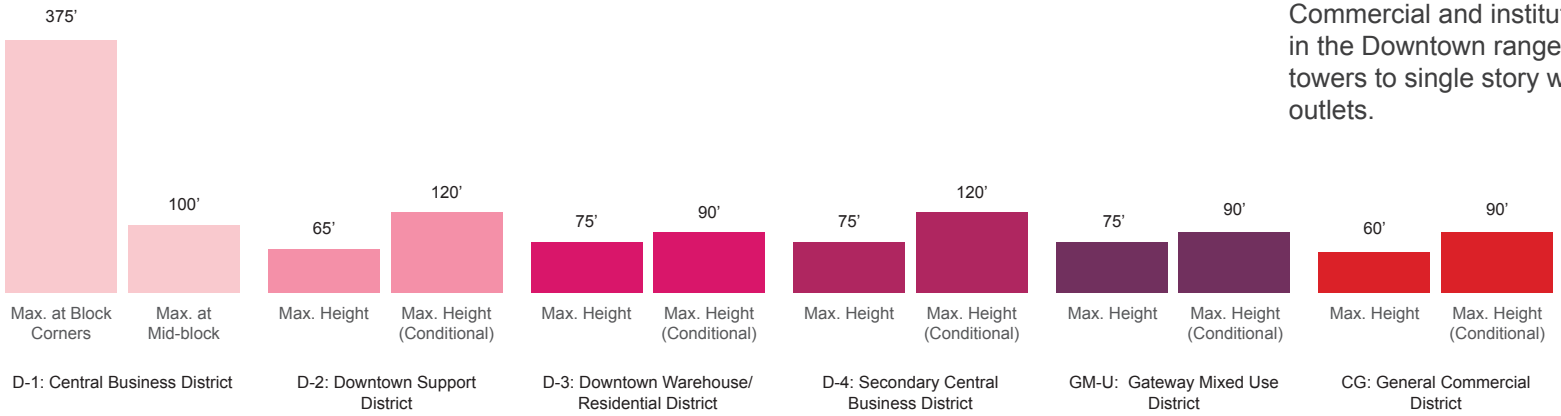
When the policies regarding height were adopted in the 1980s there was a significant discussion as to whether Salt Lake was to have a tall skyline or a short skyline. It was deemed the Paris V. Chicago discussion. There are several factors that distinguish Salt Lake; it is a western American city with primarily low-rise buildings. Salt Lake is not a corporate center. It has some regional headquarters and is the center of the LDS Church, however it is not generally noted for having a the headquarters of major corporations, These corporate headquarters are often the businesses that occupy “vanity buildings” or large skyscrapers with distinct features (it should be noted that the only two buildings in Salt Lake that exceed the zoning design level are the LDS Church Office building, which is the world-wide headquarters of the Church of Jesus Christ of Latter-day Saints, and the Wells Fargo Building, which was originally built as corporate headquarters for American Stores in 1998.

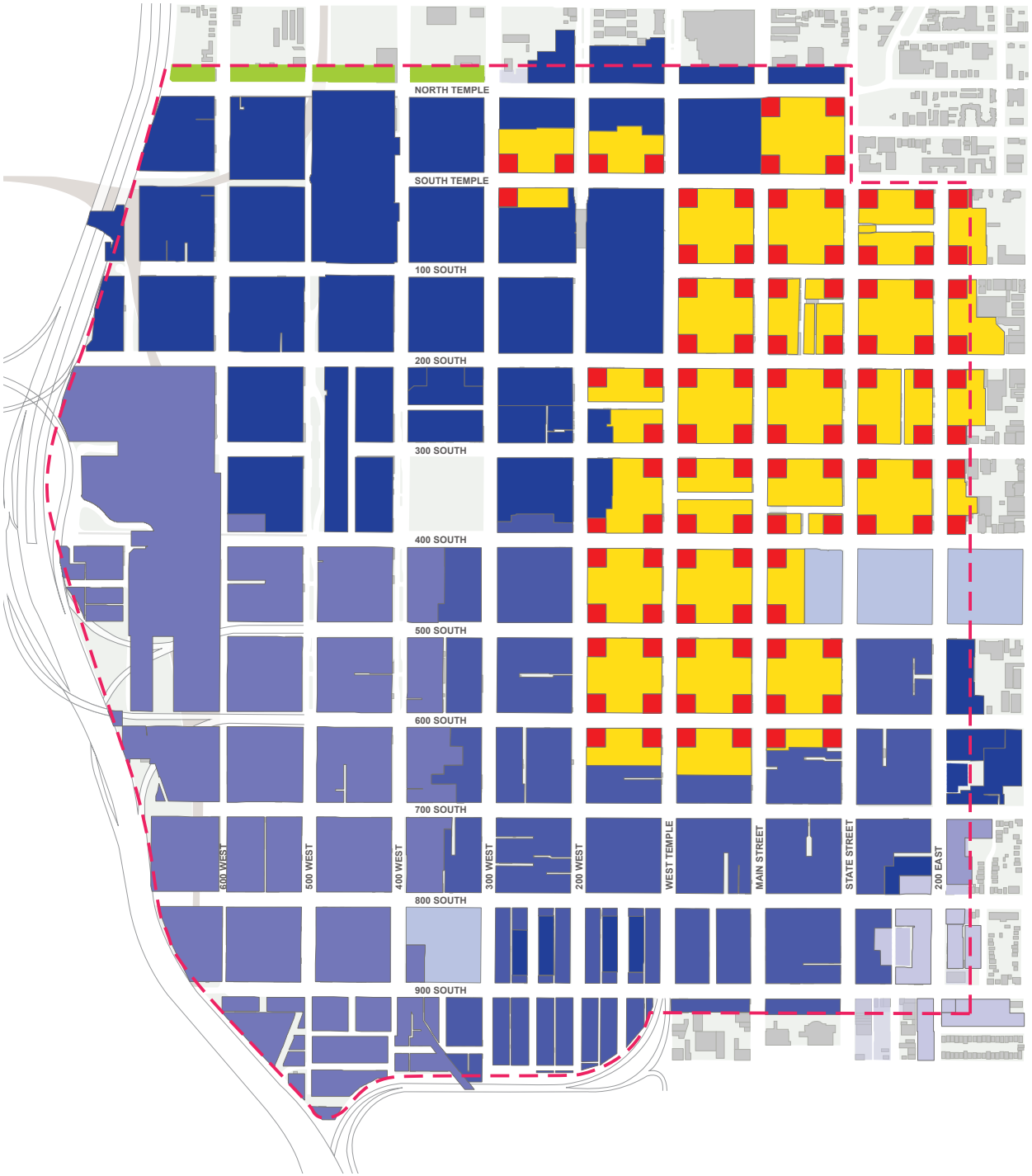
While there is not pressure to develop extremely tall buildings in Salt Lake, the height of “low rise” buildings are generally much lower than a “Paris“ type skyline,where everything is in the mid-rise range. If heights were raised across the board, in order to accommodate growth, it would mean impacting already established neighborhoods. Therefore, existing city policy established Downtown as the area for building height and growth while preserving adjacent neighborhoods.

Roof line policies that encourage a sculptural effect to the skyline, and “benching” policies that encourage a “pyramid” approach to development were put in place to create a distinctive personality while accommodating growth.

Downtown housing typologies range from single family homes on 4,500 square foot lots along the southern edge of downtown to small apartments and condos in the heart of downtown.

Commercial and institutional building typologies in the Downtown range from 400-foot tall office towers to single story warehouses and retail outlets.





LEGEND

- 375 feet
- 100 feet
- 90 feet
- 75 feet
- 65 feet
- 60 feet
- 45 feet
- <30 feet

PERMITTED BUILDING HEIGHTS

0' 660' 1,320'

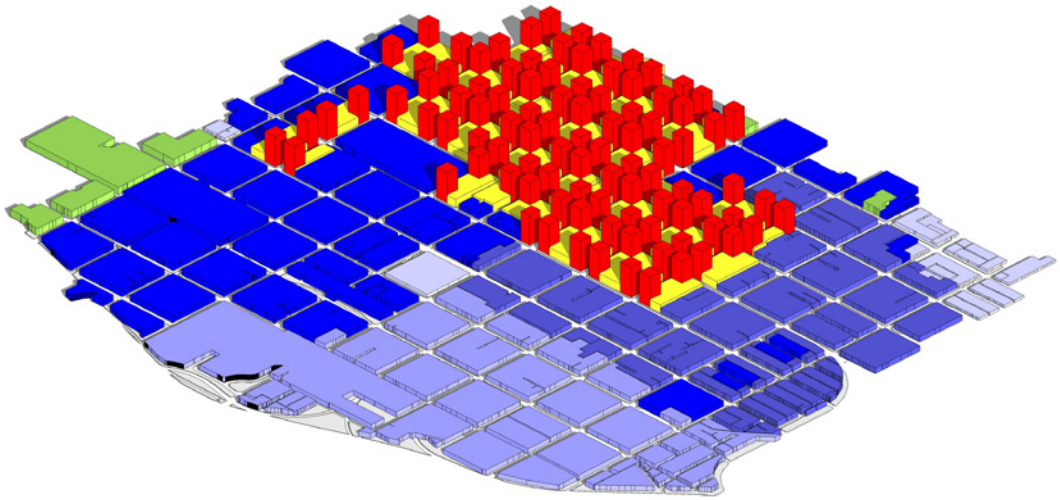
BUILDING HEIGHTS

Buildings potential for height not realized

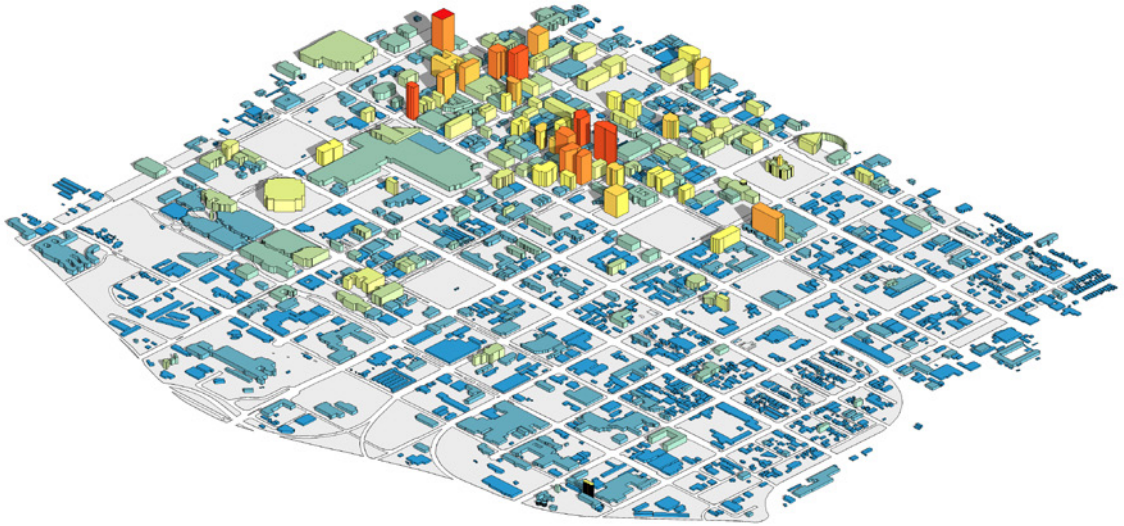
The permitted building heights map and three dimensional diagram reflect the permitted height limits for zones the land is located in. However, some zones, like the D-1 zone, allow for heights greater than the permitted 375' or 100' through a design review use process and this is not reflected in the diagrams. Properties located in the Downtown zones with heights of 65 feet and above are not required to be setback from the street and so development can occupy entire blocks. However, other properties located in the General Commercial (CG) zone, which has a 60 foot height limit, are required to have 10' of front and rear setbacks from property lines and so buildings can't fully occupy entire blocks. The rendering at right does not reflect this setback requirement.

The Downtown zones require development on corners to be at least 100' in height and allows for a maximum of 375' of height. The midblock areas have no minimum height, but have a maximum height of 100 feet. Building to the maximum current permitted heights for the D-1 zone would create castle like blocks, with the tallest heights on the corners of blocks. However, the required height on the corners can help create a sense of enclosure to the large intersections that result from Salt Lake City's wide streets.

Comparing the permitted and current building heights shows that there is a disparity between the current heights in the D-1 zone, and the permitted buildable heights.



Permitted Building Heights in 3D



Current Building Heights in 3D

DEMO-GRAPHICS

CHAPTER 6

DEMO-GRAPHICS

The current population of Downtown is roughly 5,000 residents. Although this number may seem small for an urban center, it does indicate progress. For several decades after 1960, Downtown experienced a sharp decline in population. However, during recent years, especially after 1990, the downtown has experienced a considerable amount of population growth compared to Salt Lake City and the state of Utah as a whole. Perhaps this recent boom of population is a key indicator of Downtown renewal and growth.

The characteristics of Downtown population are unique. Studies show that young, adult males make up much of the downtown population. Even compared to the entire population of Salt Lake City, the small section of Downtown has several more males in both the young and older adult categories. Furthermore, data shows that adult males and females between the ages of 20–24 were the biggest sections of the population. Considering the younger adult age groups, this trend may be a result of student population and the general activities of Downtown being directed towards younger adults.

Data received from the Road Home shelter helps clarify the amount of homeless in Downtown. Differing slightly from a point in time count, the annualized data from the Road Home is data that counts one person who has received shelter service only once for that year. For all of 2011, the Road Home provided service for roughly 6,000 people. Although this number may seem insignificant, the comparison of it to Salt Lake County and Utah's annualized homeless numbers illustrates the intensity of homeless in the Downtown. Compared to Salt Lake County and the entire state of Utah, the downtown homeless shelter the Road Home serves nearly half of Utah's homeless population.

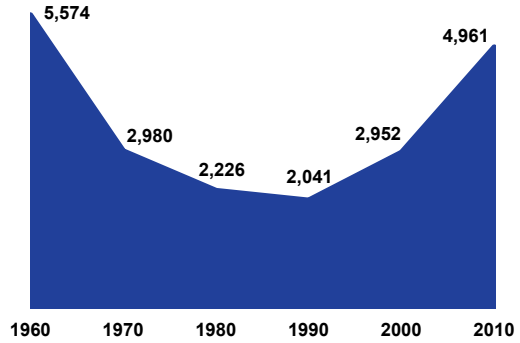
The ethnic and racial data of the downtown population also reveals some surprising facts. Downtown Salt Lake City is assumed to be a center of ethnic and racial diversity. However, this is not the case. Downtown has mostly the same racial and ethnic characteristics of Salt Lake City and the state of Utah as whole according to 2010 U.S. Census reports. Caucasians by far comprise most of the population in all three of these geographic areas. Furthermore, the Hispanic or Latino population, considered an ethnic group instead of a race, falls at about 20% of the downtown population.

In an effort to explain the disproportion of males, studies involving the homeless population were conducted. In 2010, a point in time count of those living in group-quarters revealed that there are about 1,000 non-institutionalized persons in the downtown. Of the 1,000 non-institutionalized persons, about 80% of them are male. Such a large male proportion of a non-institutional population might suggest the presence of a homeless population. After all, the Road Home and Rescue Mission, a major regional homeless shelter, is located within the study boundaries of the downtown.

POPULATION

Downtown Population Has Increased

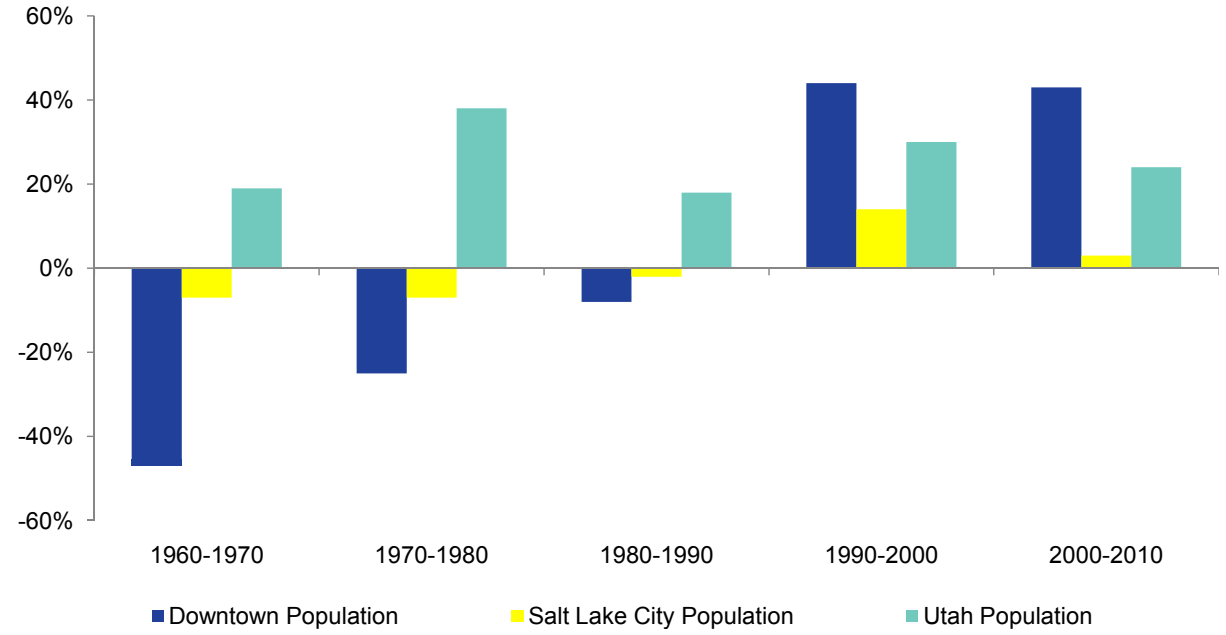
Recent studies show that the Downtown population of Salt Lake City has been rebounding during the past several years. Going back to 1960, the Downtown Population was slightly more than 5,000 residents. Between 1960 and 2010, there was a divergence of population in the Downtown creating a U-turn like shape. In 1990, the population sunk to less than half of what it was in 1960. The flight of population out of the Downtown can mostly be attributed to the rise of the suburban areas throughout the Salt Lake Valley. Nevertheless, Downtown during the past two decades has experienced a steady rise in population. Such a trend may in fact be a key indicator of the Downtown's rising popularity.



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

Downtown Population Compared to Salt Lake City and Utah

Using the same data for the population count of Downtown through 1960-2010, comparisons were made to Salt Lake City as a whole and the state of Utah. Considering the first period between 1960 and 1970, Downtown's population at the 1970 mark decreased by over 40% from the 1960 count of population. During this same decade, both Salt Lake City and Utah experienced a modest rate of growth. For the next two decades, this trend seemed to continue. However, from 1990 on, Downtown has experienced a more robust increase in population compared to Salt Lake City and all of Utah.

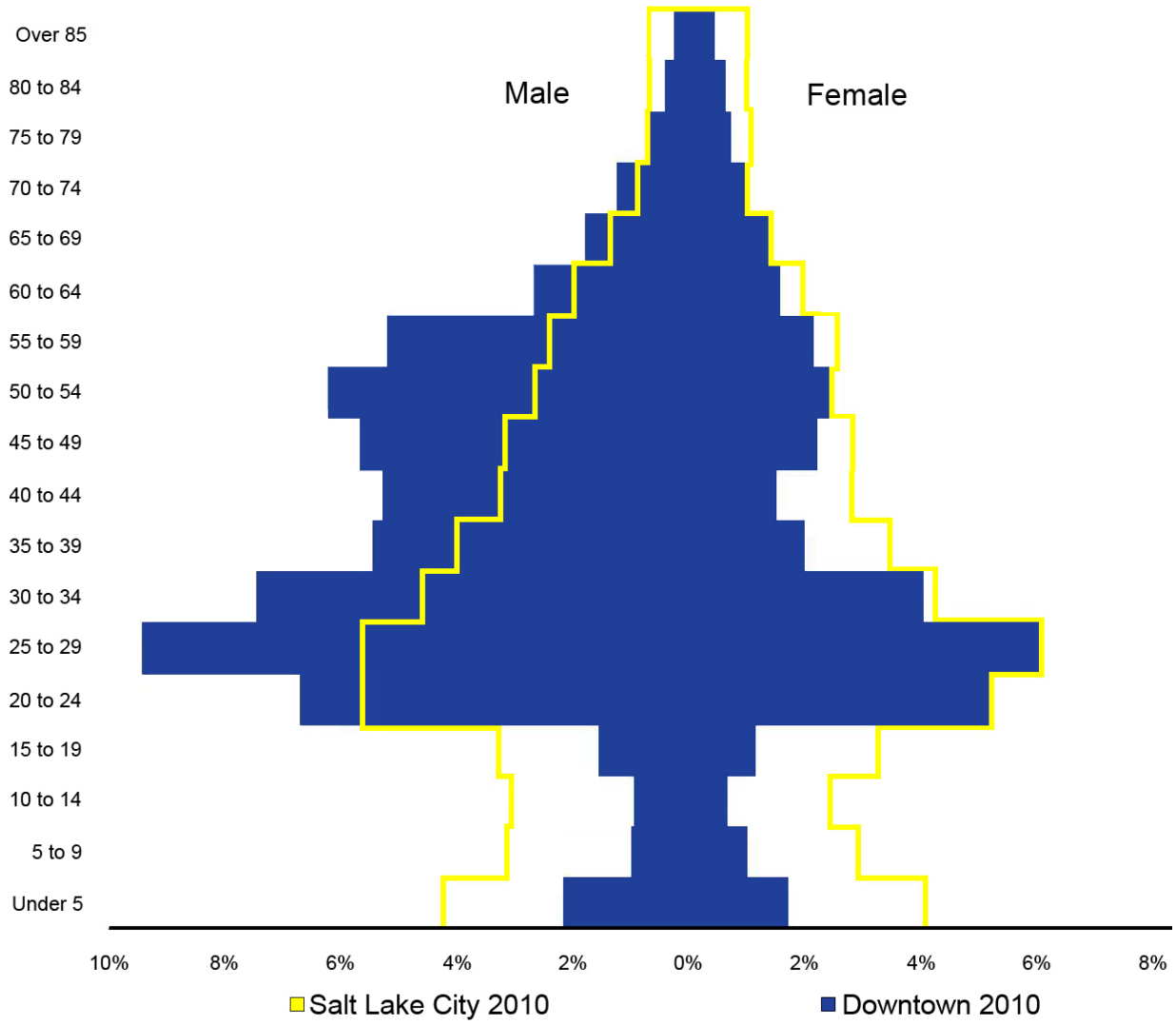


Downtown Population Compared to Salt Lake City and Utah, Data Source: U.S. Census 1960, 1970, 1980, 1990, 2000, 2010

More Males than Females Live Downtown

As of 2010, over 60% of the Downtown population was male. Compared to Salt Lake City as a whole, this demographic trend is certainly unique. Typically, most age and gender profiles of an area both small or large usually display a proportional balance between men and women. Such a proportional balance or "Christmas Tree" like distribution can be found with Salt Lake City's gender and age profile during the same year. The highest concentration of males and females occurs in the groups between 20 and 30 years of age. Such a strong distribution suggests a presence of a very young population in the Downtown.

Another interesting Downtown characteristic are the age groups younger than 20. There are more children under the age of five than those of K-12 school age. One possibility for this trend could be housing. Couples with children under the age of five may find it suitable for the smaller housing units in the Downtown. However, as the children get to the age of school attendance, many of these same couples migrate outward to the suburbs. In suburbia, larger, more affordable housing as well as several choices for schools are more available. The issue of ambulation may also contribute to this population characteristic. As a child develops their ability to walk more or further, the parents comfort level of allowing their kid to play under less supervision may also increase. For that reason, a yard in a suburban setting would be suitable to facilitate this.

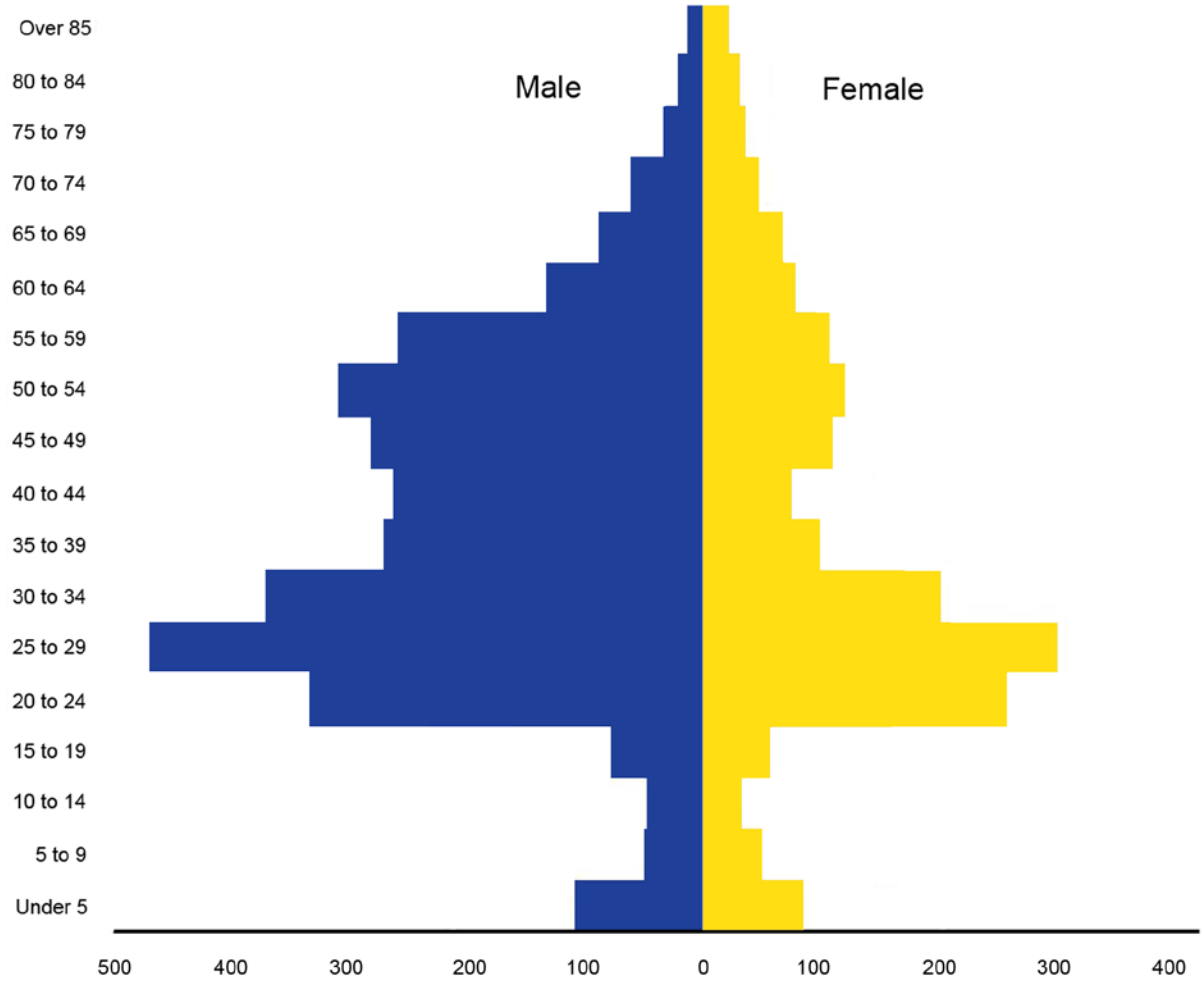


Downtown Age and Gender Compared to Salt Lake City, Data Source: U.S. Census 2010

Downtown Population: Age and Gender

The strong concentration of male residents may also result from the presence of a homeless population. Data shows that there are roughly 1,000 non-institutionalized people living in group quarters in the Downtown. Group quarters are a place where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization providing housing and/or services for the residents.

For the Downtown area, those who are living in group quarter homes are most likely homeless since the Road Home, a homeless shelter located within the Downtown study boundaries, houses many homeless people. Put simply, for every five residents in the Downtown, there is one homeless person.



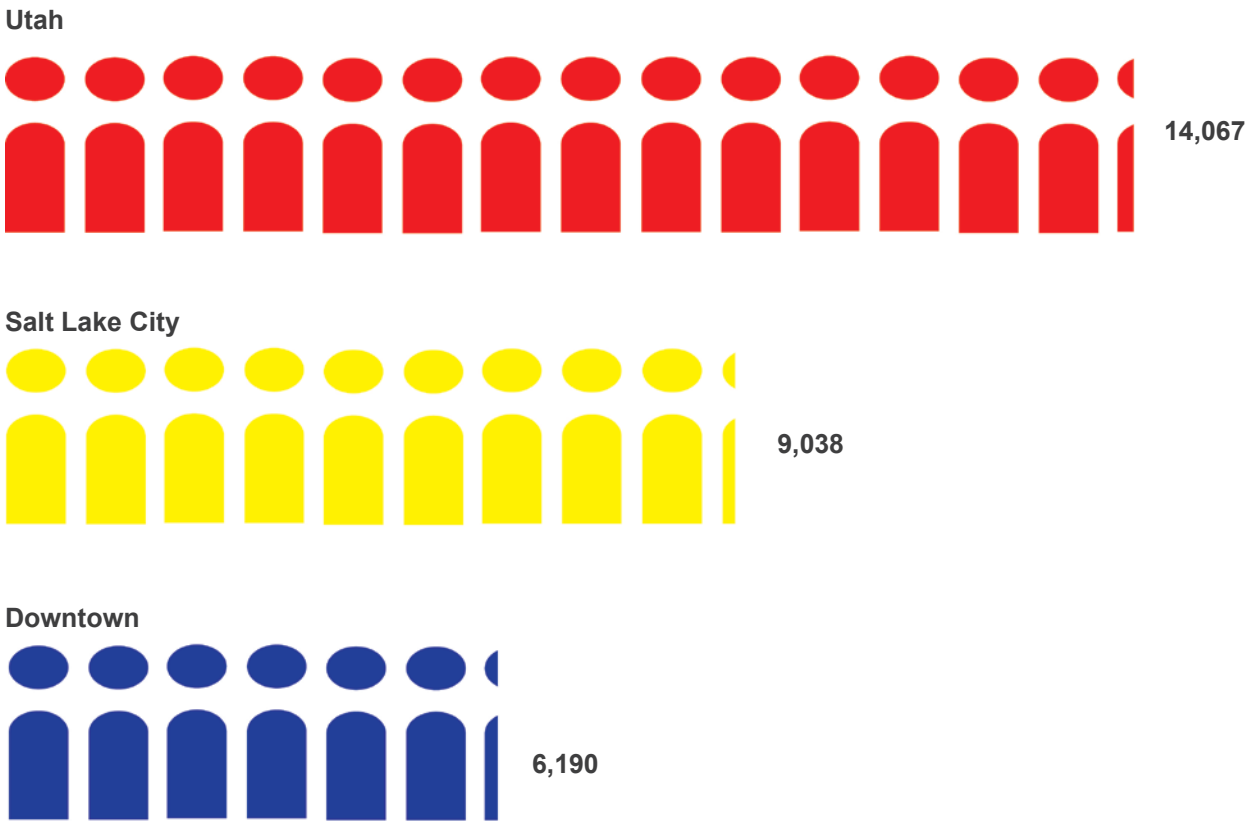
Downtown 2010 Population: Age and Gender, Data Source: U.S. Census 2010

HOMELESSNESS

Homelessness is Prevalent

Going beyond group quarter data, information collected from Salt Lake City's primary homeless facility the Road Home suggests an even larger presence of homeless. Located at 210 South Rio Grande Street, the Road Home during the 2011 Fiscal Year housed 4,387 men, 740 women, and 1,063 children. Differing from a point in time count, these annualized numbers are a single count of each person who receives some type of homeless assistance at the Road Home. Such a method is used in an effort to avoid double counting a single person for that year. In all, the Road Home provided services for 6,190 individuals during the 2011 fiscal year.

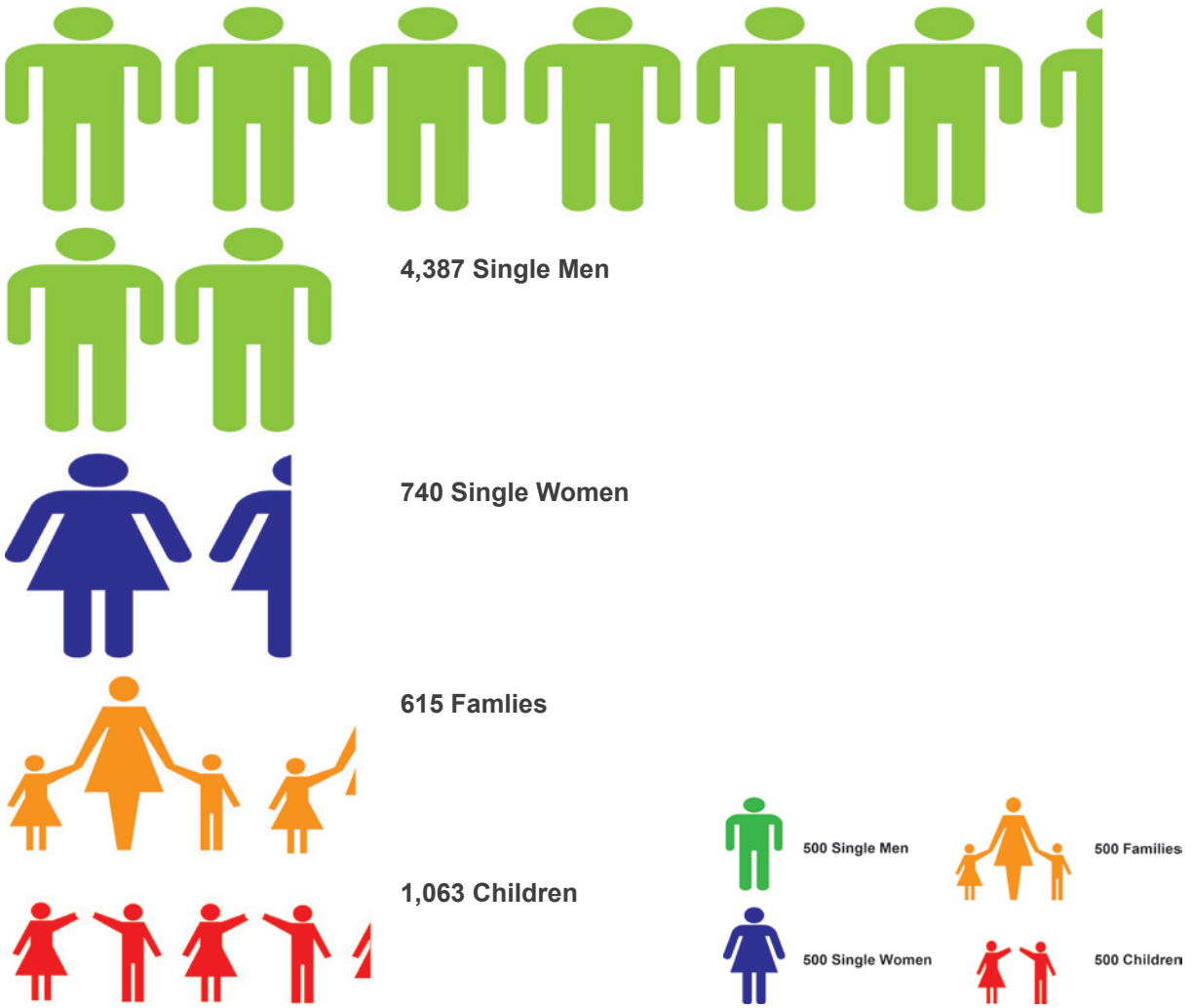
Considering the Downtown population is just about 5,000 residents, the fact that the Road Home housed roughly 6,000 homeless people in the Downtown is remarkable. In comparison to Salt Lake County and Utah homeless numbers for the same 2011 fiscal year, it is clear that Downtown supports a significant amount of Utah's homeless population.



2011 Annualized Homeless Population, Data Source: Salt Lake City Road Home and Utah Division of Housing and Community Development

Family Homelessness Is Growing Fast

According to annual reports from Salt Lake City's Road Home, families are the fastest growing homeless demographic in the Downtown. Although males make up a significant portion of Downtown's population, families that include one or more children are increasing at a high rate according to the Road Home. In 2010, the Road Home saw a 58% increase in the number of families seeking shelter compared to the previous two years.



2010 Downtown Annualized Homeless Population, Data Source: Salt Lake City Road Home

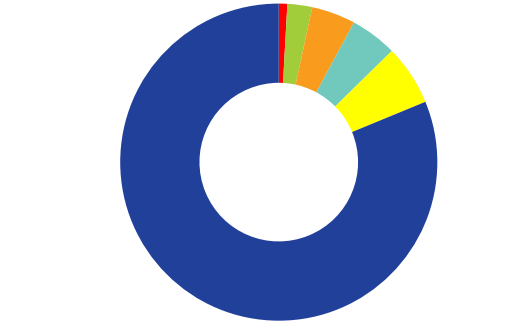
DIVERSITY

Downtown Race And Ethnic Composition Suggest Weak Diversity

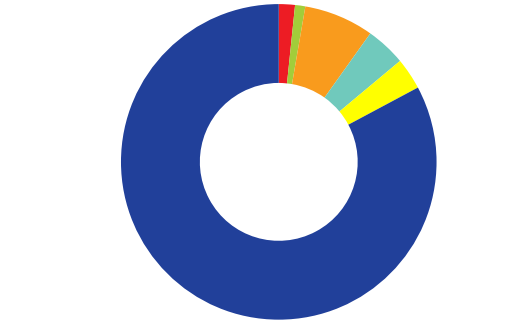
Salt Lake City and its Downtown section are usually considered to be more racially and ethnically diverse compared to Utah as a whole. However, Downtown data contradicts this common but misleading assumption. In 2010, 81% of Downtown residents were counted as White. Following the White demographic, the next two largest groups are made up of African Americans and Asians. Compared to Salt Lake City and Utah, the Downtown racial composition is similar. For both Salt Lake City and Utah, the largest race is by far Whites. To a small degree, data does suggest that the Downtown is slightly more diverse, but in all it is closely similar to the other two geographies.

Counted separately from race and regarded as an ethnicity, the number of Hispanics makes up roughly 21% of the Downtown population. Compared to Salt Lake City, the Downtown ethnic composition of Hispanic or Latino bears similarity. Hispanics or Latinos in the entire Salt Lake City account for 19% of its population. Furthermore, Hispanics or Latinos make up 13% of Utah's entire population. With this demographic, it is clear that the Downtown has much more of a Hispanic or Latino presence than all of Utah.

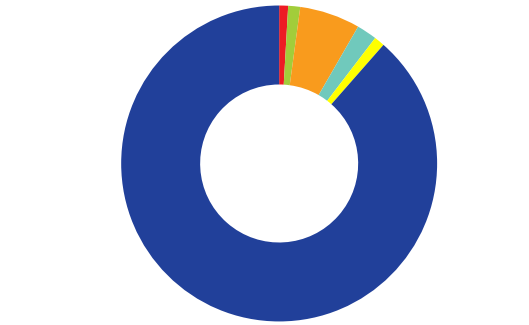
Downtown



Salt Lake City

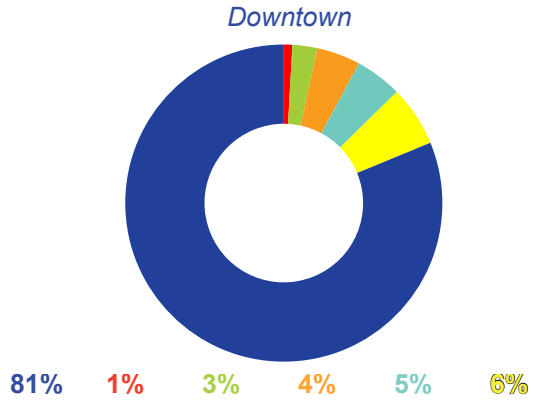


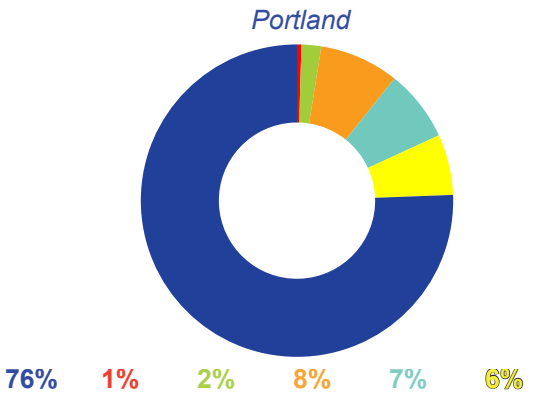
Utah

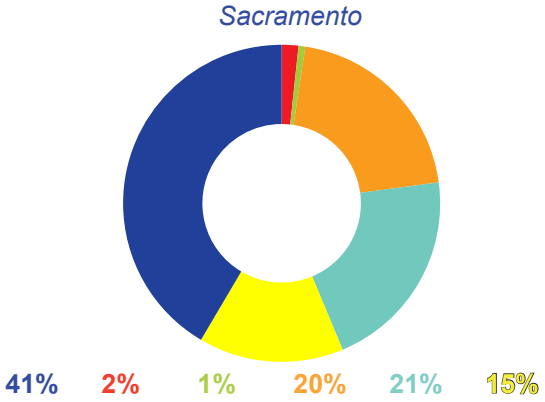


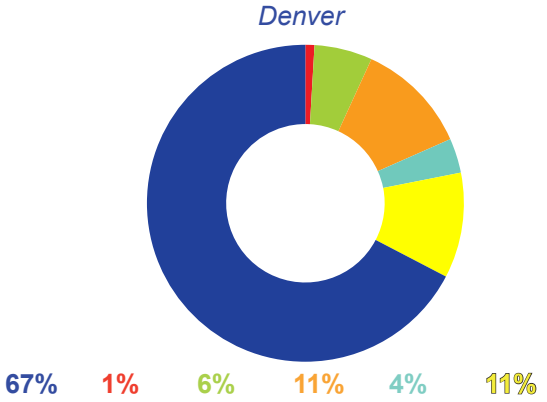
Downtown Race And Ethnic Composition Compared to Other Cities

Compared to other downtowns of cities similar in metropolitan area size, the Downtown does not have as much racial diversity. According to 2010 data, the downtowns of Portland, Sacramento, and Denver all seem to facilitate a more diverse scope of races; especially the downtown of Sacramento. Compared to Salt Lake City and Utah, the percentages of different races were much a like. However, venturing outside of Utah, Downtown Salt Lake seems to be less diverse than the downtowns of these three Western cities.









- **White**
- **N.Hawaiian/Pacific Islander**
- **American Indian**
- **Other**
- **Asian**
- **Black/African American**

EMPLOYMENT

Downtown Residents are Educated

Since 2000, the number of people 25 years and older holding a bachelor's degree has increased by 65% in the Downtown. Those with postsecondary credentials have also increased by almost 70% between 2000 and 2010 to a total of 353 residents. Furthermore, the number of residents without high school diplomas has decreased by roughly 30%.

Compared to Salt Lake City as a whole, the Downtown trends in educational attainment for those 25 years and older is about the same with the exception of bachelor's degree acquirement. Over the same ten year span between 2000 to 2010, Salt Lake City did not see nearly as much growth in the amount of residents with four-year degrees. Perhaps this characteristic can be attributed to the Downtown's young population. The 25 to 29 year old age group is the largest section of population for both males and females within the Downtown region. For that reason, it is arguable that many within this age group received a four-year degree from one of the surrounding universities and moved to or continued to live in the Downtown for job opportunities. In all, educational attainment has a significant presence in the Downtown population.

ECONOMICS

Downtown Unemployment is Low

2010 data of the Downtown suggests high rates of employment. Generally, the labor or work force of a population consists of the total number of people employed or seeking employment over the age of sixteen. Of the 3,567 residents in the Downtown over the age of sixteen, 60% of them were employed whereas about 9% were unemployed. The remaining residences were simply counted as not being apart of the labor force. This remaining 31% or 1,105 people over the age of sixteen may be attributed to those who are in school full time without work or the homeless population.

HOUSEHOLDS

Family and Household/Housing Unit Data

For the 2010 year, it was estimated that the Downtown contained 2,598 households. A household consists of all the people who occupy a housing unit. As of 2010, it was estimated that there are 447 families living in the Downtown. The Census considers a family to be a group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together. Of the 447 families, it was estimated for the same year that there are 117 households with children under the age of 18. Households with married couples was estimated to be 269 households. Furthermore, the median family income for the same year ranged from $41,100-50,100. The median household income ranges from $34,300-35,000.

Average Household Size In The Downtown Has Dropped Significantly In The Past Ten Years

Between the years 2000-2010, the average household size in the Downtown decreased from 2.7 persons per household to 1.5. This is also significantly smaller than the average household size for Salt Lake City (2.4). Such a characteristic suggests that younger professionals have chosen not to remain in the Downtown after having children, bucking national trends.
Unit sizes (average number of rooms) in the Downtown has dropped from 3.2-4.6 in 2000 to 2.9-3.3 in 2010. The City at large had an average of 4.7 rooms per dwelling in 2000 to 4.9 rooms in 2010.

This further indicates that the Downtown is not designed for family living, as families require more than one bedroom, additional storage space, and consider private outdoor space desirable. The question remains, however, if young families leave the Downtown because they cannot find a home suitable to a growing family or do Downtown developers not build family housing in the Downtown because there is no market for them.

HOUSING UNITS

A housing unit is a house, an apartment or other group of rooms, or a single room that is occupied or intended for occupancy as a separate living quarter. In 2010, it is was estimated that the Downtown contained 3,158 housing units. Of the 3,158 estimated housing units, roughly 82% of them were occupied. Of the entire estimated 3,158 housing units, 567 of them were owner occupied units, whereas 2,031 were renter occupied units. This equates to roughly 18% home ownership in the downtown. Additional discussion of Housing Units can be found in Chapter 7: Development & Density.

DRAFT

DEVELOPMENT & DENSITY

CHAPTER 7

DEVELOPMENT & DENSITY

In concert with economic data, measurements of development patterns—which include type and density among other metrics—are perhaps the most available and informative indicators in understanding the effectiveness of land use development practices and policies. These metrics are also important in understanding other critical issues addressed within the Existing Conditions Report, such as demographics, land use and ownership, and urban design.

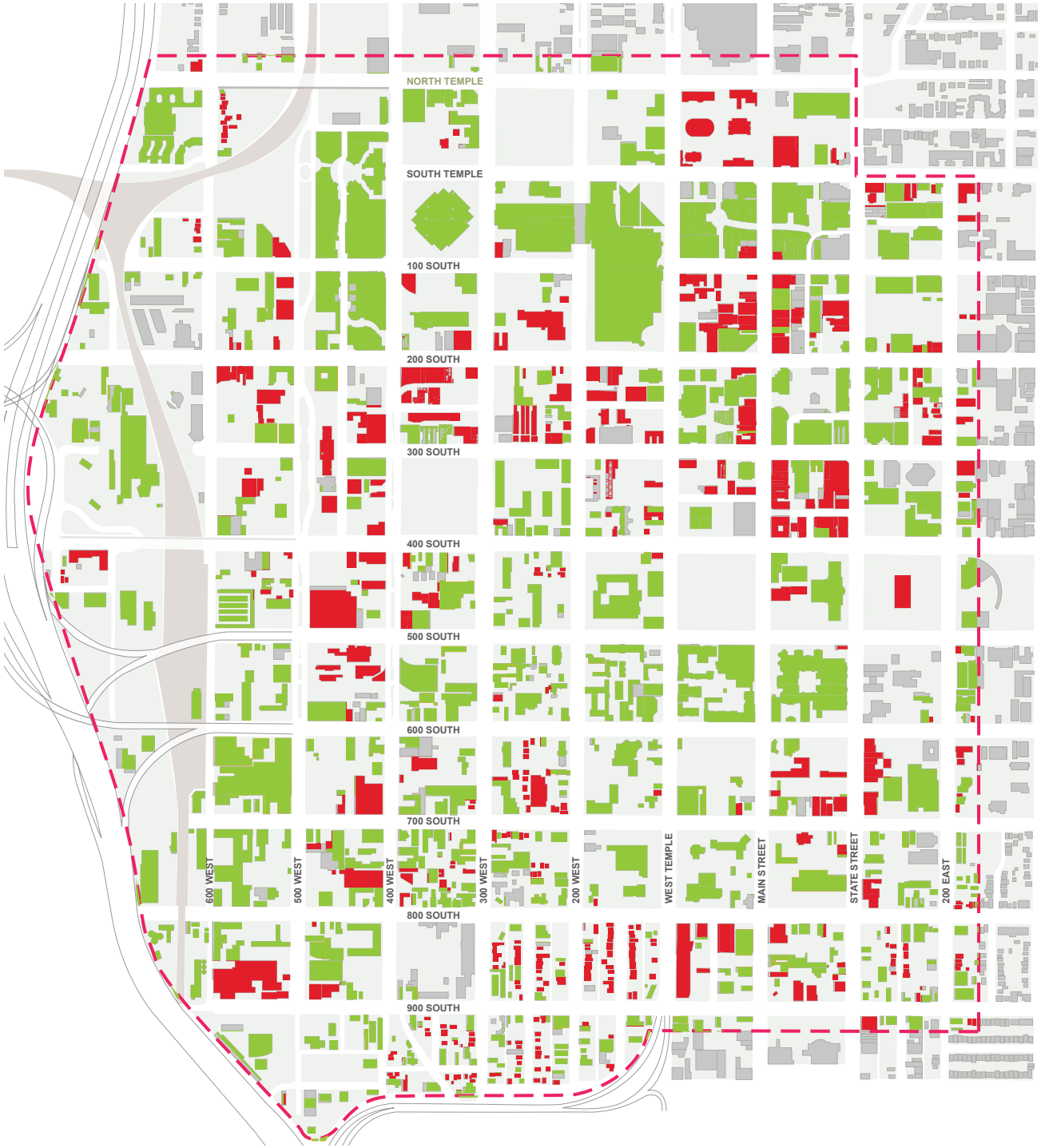
As indicated throughout this report, downtown Salt Lake City has benefited from the influence, stability, and investment of large institutions—civic, cultural, professional, and religious. However, the following “development and density” measurements indicate that there are significant opportunities for additional development and redevelopment—both commercial and residential. Low residential density and a large percentage of underdeveloped land within the downtown are perhaps the two most striking indicators that must be addressed in the Downtown Master Plan and subsequent regulations.

LEGEND

- Fair (383)
- Poor (64)

EXTERIOR GRADE - FAIR TO POOR

0' 660' 1,320'



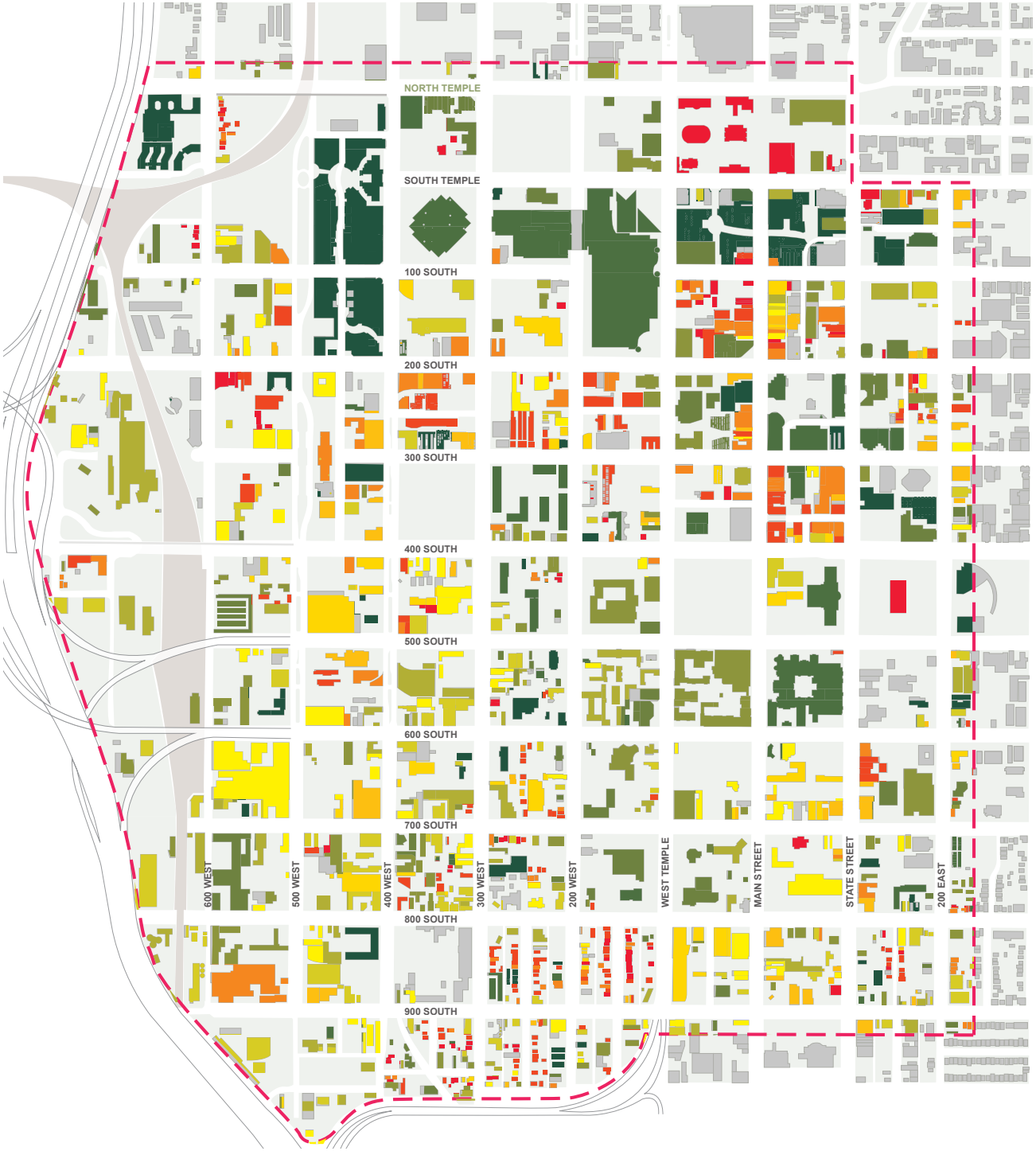
LEGEND

Post 1940

Pre 1940

YEAR BUILT COMPARISON

0' 660' 1,320'



LEGEND

- <1900 (90)
- 1901 - 1909 (205)
- 1910 - 1920 (112)
- 1921 - 1930 (79)
- 1931 - 1940 (63)
- 1941 - 1950 (84)
- 1951 - 1960 (112)
- 1961 - 1970 (80)
- 1971 - 1980 (99)
- 1981 - 1990 (101)
- 1991 - 2000 (74)
- 2001 - 2013 (237)

Year (Number of Parcels)

BUILDING STOCK (YEAR BUILT)

0' 660' 1,320'

BUILDING STOCK

Demolition pervasive, housing replacement lacking

The character of cities is often measured by the age and quality of its buildings. In the downtown, 32% of housing units were built before 1940. This is significant because it means that these homes were not built to current building codes, including seismic regulations. However many may be worthy of preservation.

Downtown's share of housing units constructed before 1940 is much greater than the Salt Lake suburbs or metro area (including downtown). This illustrates that suburban housing development has dominated since World War II. Through the historic core Downtown has experienced significant demolition post-war; it has not matched the growth of the suburbs in terms of new housing.

- Built 2010 - current: 792 units
- 2000 - 2009: 1061 units
- 1990 - 1999: 461 unit

Vacant and Underdeveloped Properties are problematic

30% of all parcels are classified as underdeveloped. Underdeveloped parcels are those that have a building that is worth less than half of the value of the land itself. This is a commonly utilized ratio to use when evaluating land that may have potential for redevelopment.

Total developable vacant land is roughly 43 acres or 4% of the total land area (minus streets, parks, rail corridors, and other unavailable land). This represents 1.8 million square feet of as-of-right development potential in the Downtown. City or RDA-owned properties comprise 3.9 acres or 1% of all developable vacant land.

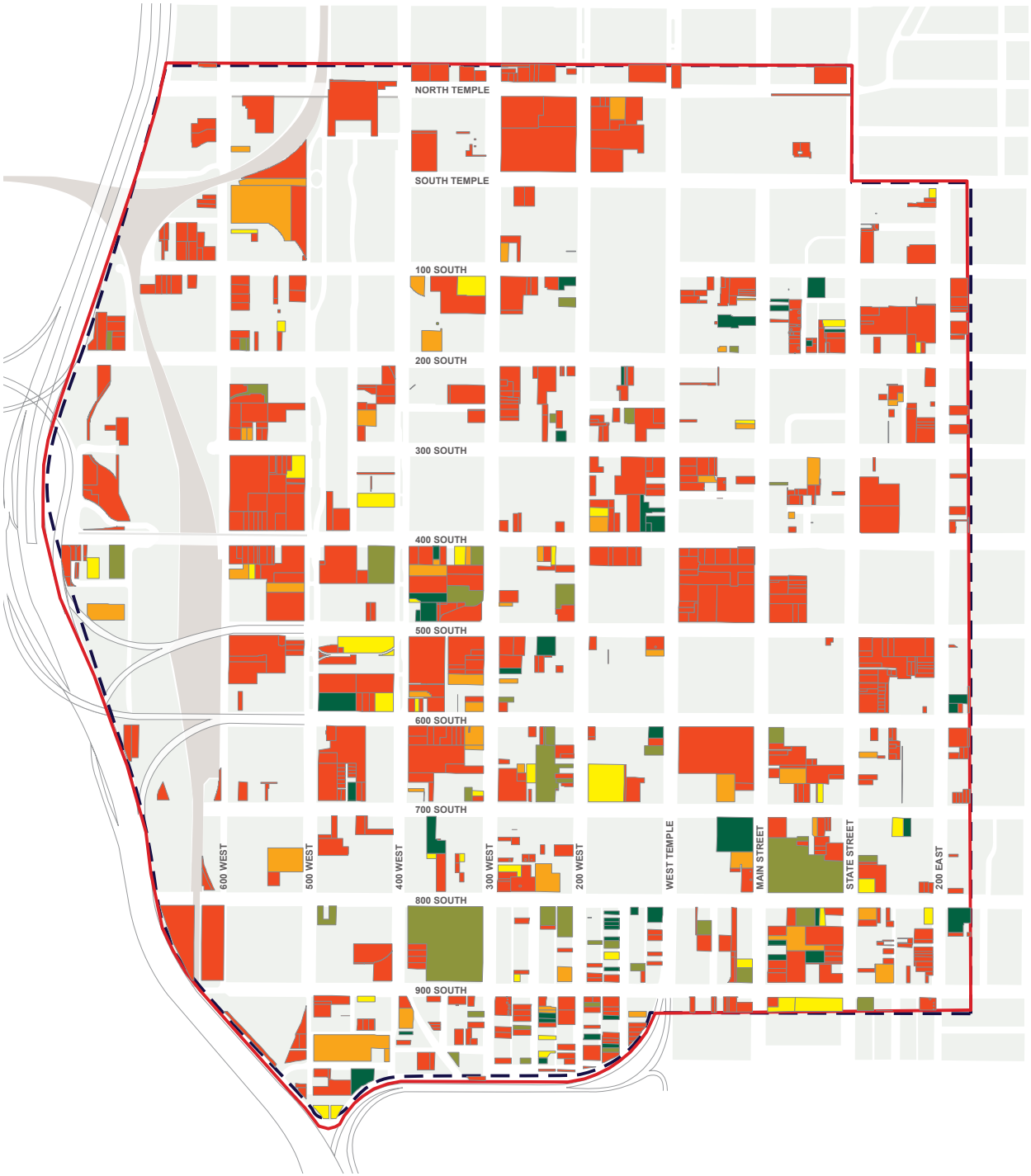
Most of the underdeveloped and vacant properties are located in the southwest portion of the Downtown Plan study area.

Affordability

There has been 540 targeted (less than 80% of the household income for the area) affordable units built since 1990. The mix of those units is unknown whether they have one, two or multiple bedrooms per unit.

Median home price (Salt Lake Board of Realtors, zip codes 84111 and 84101)

Year	Condos	# Units	Homes	# Units
2002	$140,000	112	$104,950	103
2003	$155,200	103	$103,250	113
2004	$181,916	167	$105,500	95
2005	$180,000	232	$123,000	100
2006	$218,000	140	$123,000	128
2007	$242,000	91	$177,700	74
2008	$260,426	107	$169,115	55
2009	$198,668	99	$125,657	60
2010	$186,106	106	$110,224	48
2011	$187,785	111	$120,474	119



LEGEND

- 0 - 0.1
- 0.11 - 0.2
- 0.21 - 0.3
- 0.31 - 0.4
- 0.4 - 0.5

BUILDING TO LAND VALUE RATIO

0' 660' 1,320'

LEGEND

Exterior Grade

- Superior (1)
- Excellent (3)
- Very Good (25)
- Good (298)
- Average (524)
- Fair (383)
- Poor (64)

BUILDING CONDITIONS (PARCELS)

0' 660' 1,320'

LEGEND

Underdeveloped (<0.5 Ratio)

Vacant

VACANT PROPERTIES

0' 660' 1,320'

DEVELOPMENT POTENTIAL

Potential for redevelopment

Underdeveloped properties were identified using data from the Salt Lake County Assessor's office. For each property, the building value was divided by the total property value to achieve a ratio. Anything with a ratio of 0.5 or below was identified as being underdeveloped. This ratio means that a building is worth less than half of the property value. This is a common metric used to determine the potential for properties to be redeveloped.

Redeveloping properties belonging to public utilities, parks, and rail right of ways were removed from the data set. Underdeveloped properties identified due to value misattribution in the County Assessor data set were also filtered out.

Vacant properties were identified from this data set as those properties with no building value attributed to them in the Salt Lake County data set. These are highlighted on the general underdeveloped and vacant properties map.

The data set shows that total developable vacant land is roughly 43.13 acres or 4% of the total land area (minus streets, parks, rail corridors, and other unavailable land). This represents 1,841,703.39 square feet of as-of-right development potential in the Downtown. City or RDA-owned properties comprise 3.9 acres or 1% of all developable vacant land.

LEGEND

Residential Buildings - Pre 1990

Residential Buildings 1990 - 2013

DEVELOPMENT: 1990 - 2013

0' 660' 1,320'

RESIDENTIAL

Growth Trends

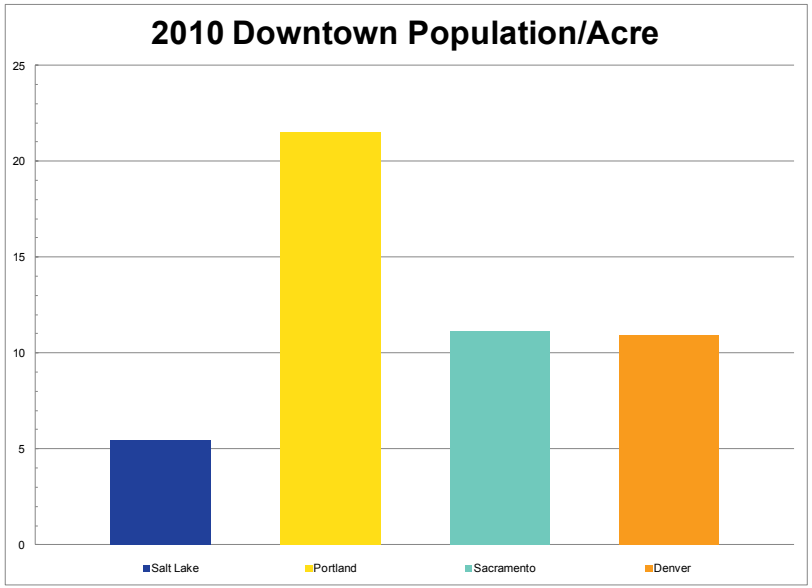
2000-2010: New development in Downtown started in the Gateway area, with the opening of the Gateway Mixed Use Project in 2001. New housing developed in the area around the Arena and Gateway continuing south to about 300 South.

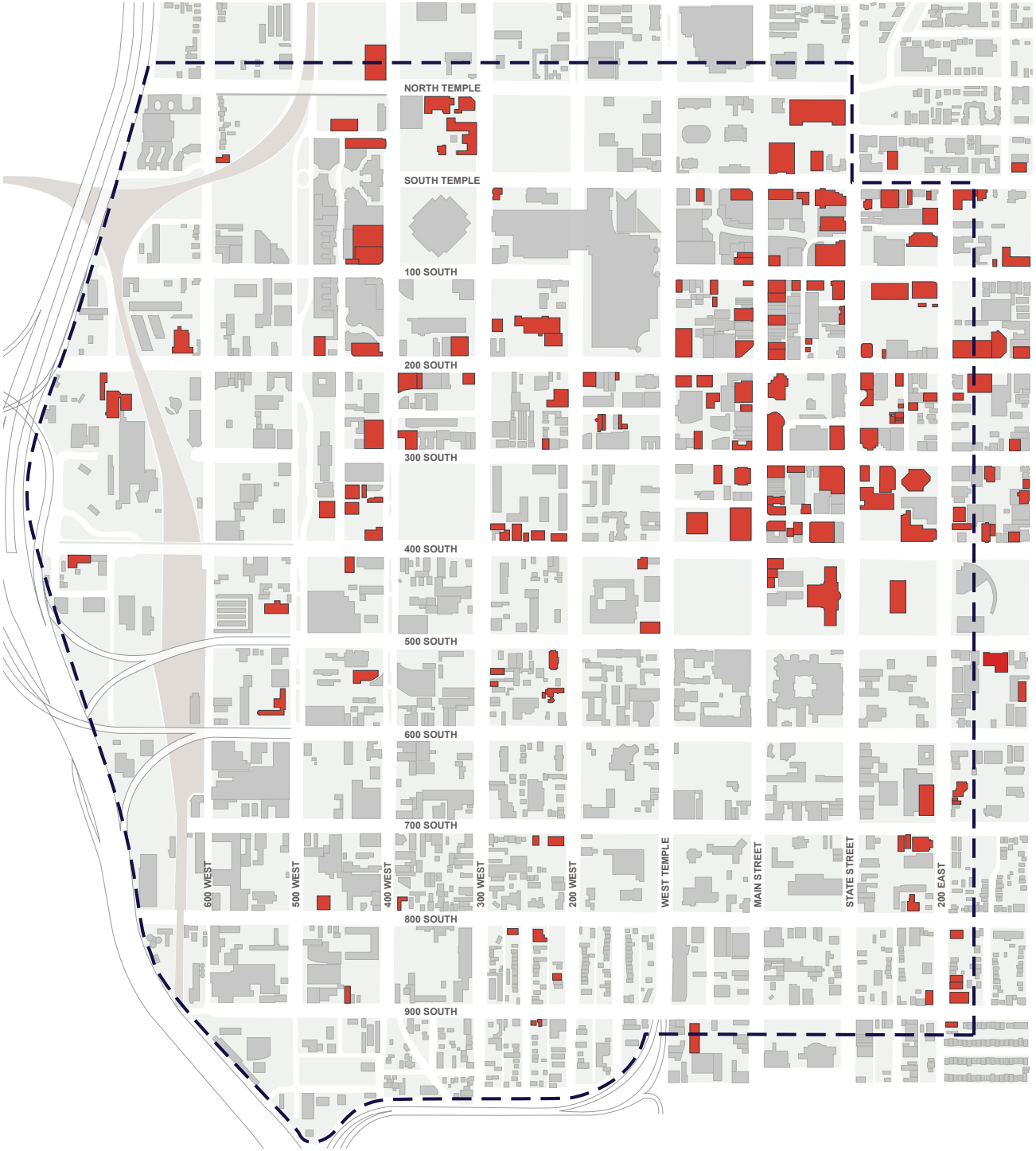
In the Central Business District, growth was relatively minor until 2007 when the City Creek Center project started. Increases in multi-family residential construction in the downtown area were realized.

1990-2000: Most of the development during this period was transportation related, as I-15 was rebuilt and the Sandy to Downtown light rail line was opened. The Wells Fargo Building, Utah One Center, and Grand America Hotel were constructed during this period.

Downtown population not dense

Compared to other western metro areas, Downtown Salt Lake City is not very dense which suggests that there may be opportunities and a need to look at how we accommodate a trend of growing downtown population.





LEGEND

Office Buildings

OFFICE BUILDINGS

0' 660' 1,320'

OFFICE

Office space absorption rebounding from recession

Demand for office space in the Downtown was hit hard by the recession in 2008, when the vacancy rate for class A office space jumped from 7.2% in 2007 to 21.7% in 2010. However, there are signs of a rebound ahead. In Q1 2013, the CBD achieved more than 70,000 sq. ft. in absorption, which as the first time in 4 Quarters Downtown has seen significant absorption. There is also demand for new, Class A office space, with the recently completed 222 Main building having only 13.1% vacancy, a new office tower (101 Tower) currently under construction, and another office tower (111 Tower) proposed.

According to the Downtown Alliance Benchmark Report for 2011, there is 6,889,529 total leasable space in office buildings larger than 20,000 square feet.

Suburban Competition

The suburban office market still leads the way in overall office leasing. The availability of large floor plates, newer construction and free parking are major contributors to the continued suburban success.

Parking Issues

Parking issues may be the largest factor against more office development downtown. Downtown parking is a significant cost, adding on average $3.00-4.00/SF to the Tenant's overall leasing costs.

Parking needs also effect the size of office buildings downtown. Generally speaking, the larger the building, the more cost effective a developer can be. Spreading the costs of the core and shell and common areas to more leasable square footage is more favorable.

Class A Space: 2,770,881 sq ft

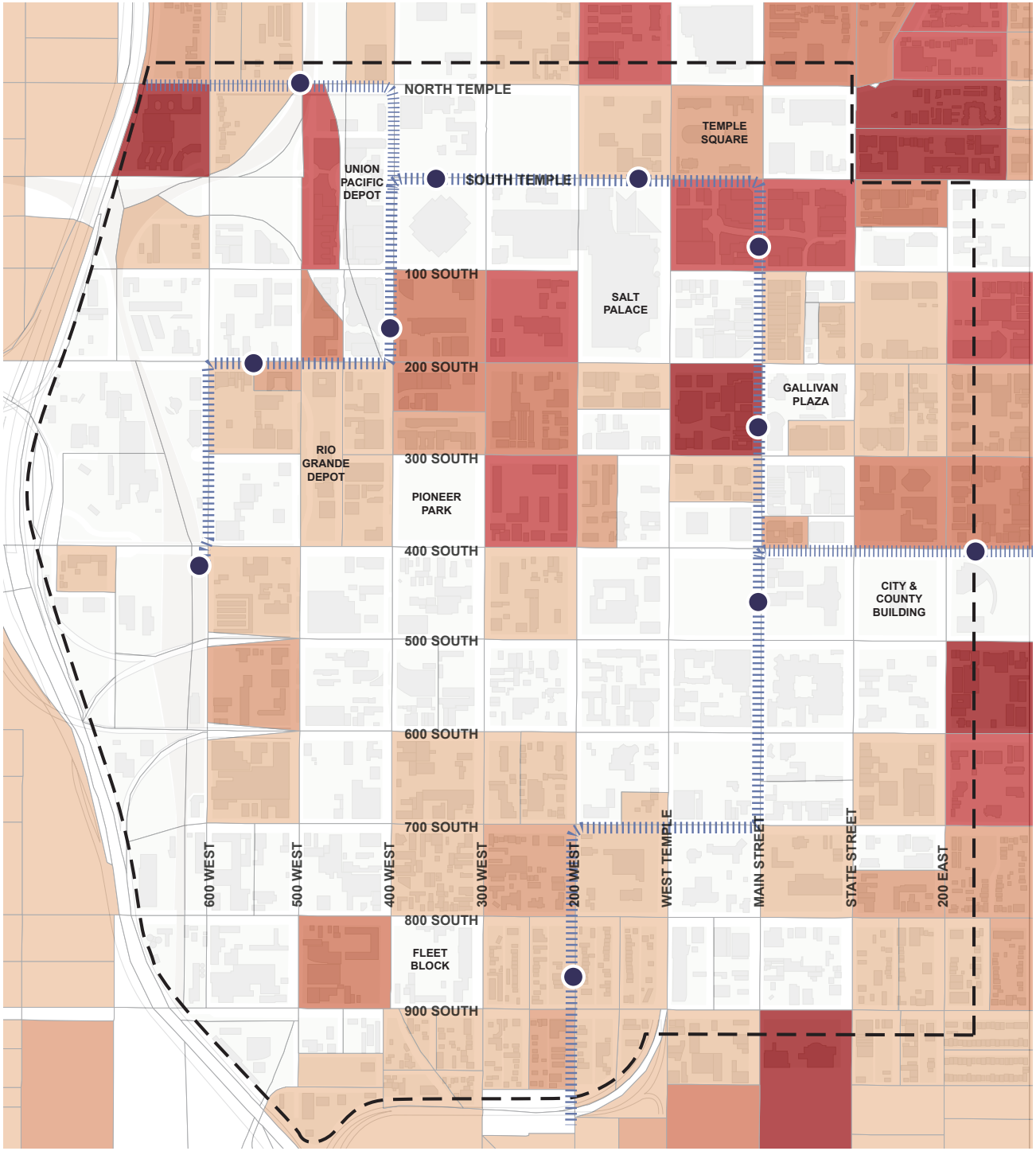
2011 Vacancy 12.2%
2010 Vacancy 21.7%
2009 Vacancy 17.3%
2008 Vacancy 7.9 %
2007 Vacancy 7.2 %

Class B Space: 2,620,086 sq ft

2011 Vacancy 19.4%
2010 Vacancy 17.5%
2009 Vacancy 23.2%
2008 Vacancy 12.2 %
2007 Vacancy 9.7 %

Class C Space: 1,489,529 sq ft

2011 Vacancy 18.5%
2010 Vacancy 14.8%
2009 Vacancy 14.7%
2008 Vacancy 17.9 %
2007 Vacancy 23.7 %



LEGEND

- 0
- 1 - 50
- 51 - 100
- 101 - 200
- 201 - 300
- Trax stops

HOUSING UNITS

0' 660' 1,320'

HOUSING UNITS

Downtown density is very low

The number of housing units per acre in the Downtown study area is 2.8 units per acre. Of the 97 blocks in the Downtown, almost half (45) have no housing at all. The Wasatch Choice for 2040 Plan suggests an overall density of at least 20 units per acre and as much as 200 dwelling units per acre in Downtown by 2040. To reach this goal, Downtown would have to build at least seven times the number of existing housing units or 25,000 new units.

Unit size does not accommodate large families

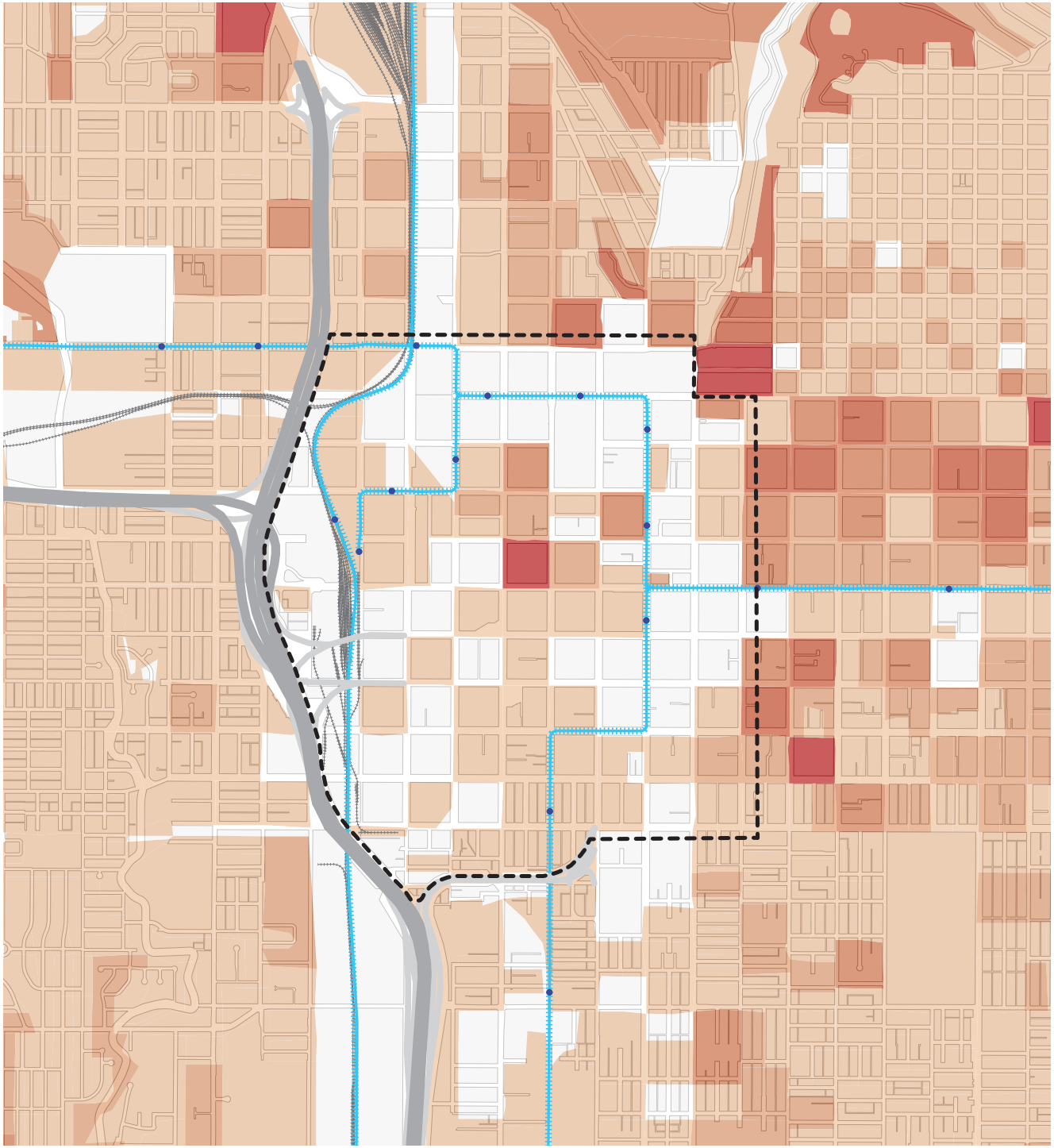
Only 3% of existing housing stock is suitable for large families. This will likely limit the amount of families with multiple children who would like to live in Downtown.

Some blocks showed significant increases in population from 2000 to 2010

One major change from 2000 is the addition of housing to the City Creek blocks, as well as new housing units constructed near North Temple, including at the Gateway mall.

HOUSING ADJACENT TO DOWNTOWN

The total population figure for the downtown study area can be misleading. Though the downtown study area's total population number is low and the area lacks any housing on many of the blocks, a significant number of people live in the neighboring blocks to the east, Capitol Hill to the north, and the Avenues to the northeast. These blocks are occupied by a number of medium to high density residential buildings, and are some of the most dense areas in the city. To the west of downtown, just across the freeway, are neighborhoods full of single-family residential housing.

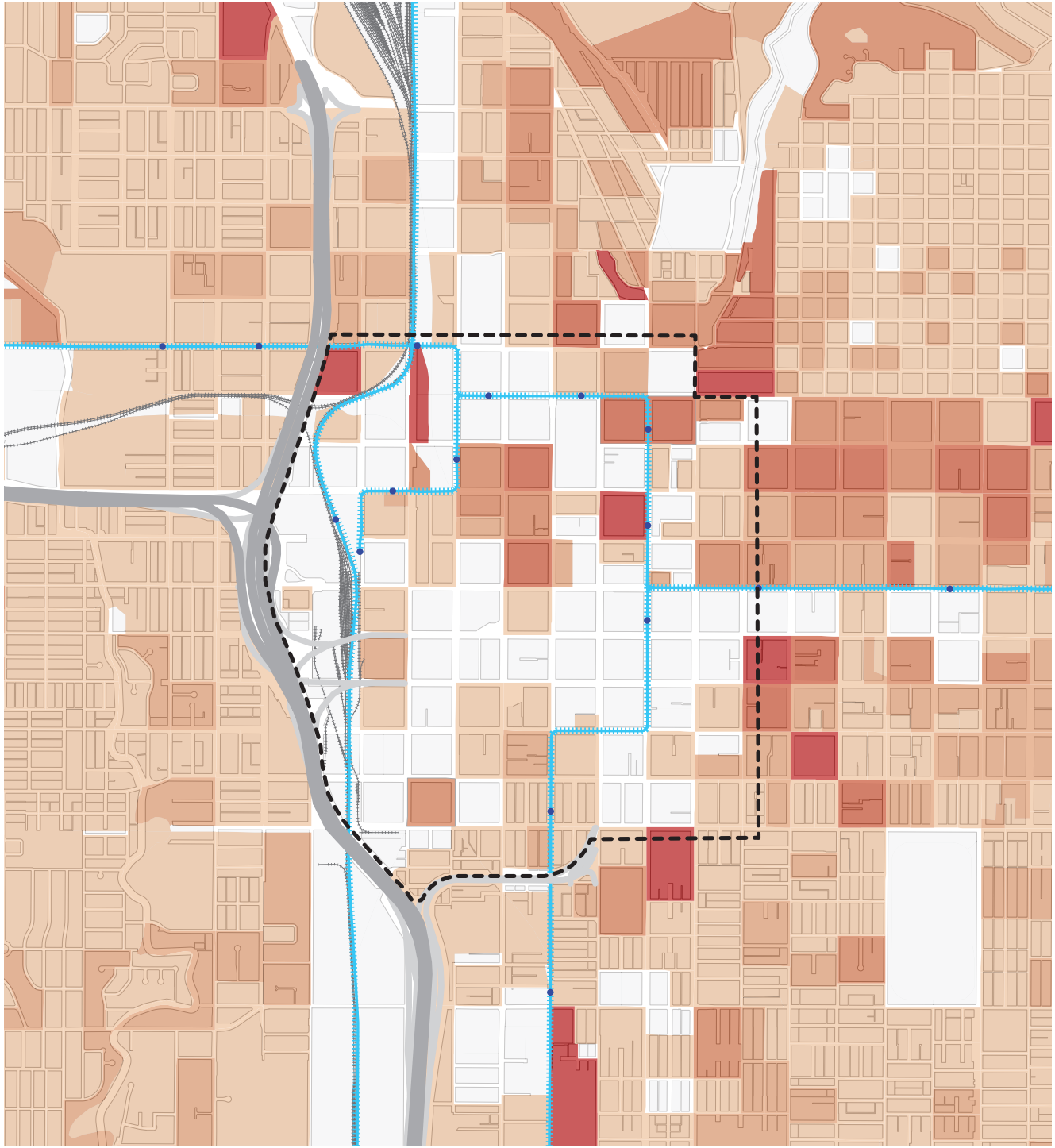


LEGEND

- 1 - 50
- 51 - 100
- 101 - 200
- 201 - 200
- 300+
- Trax stops

HOUSING UNITS 2000

0' 660' 1,320'



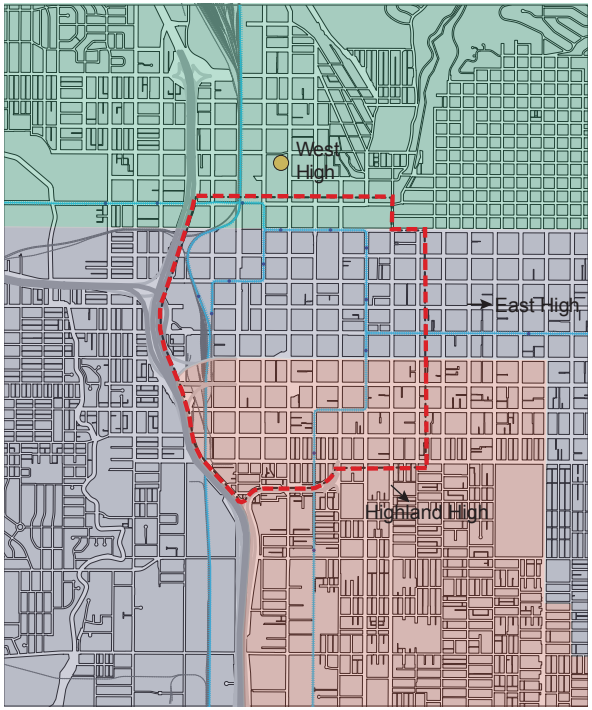
LEGEND

- 1 - 50
- 51 - 100
- 101 - 200
- 201 - 200
- 300+
- Trax stops

HOUSING UNITS 2010

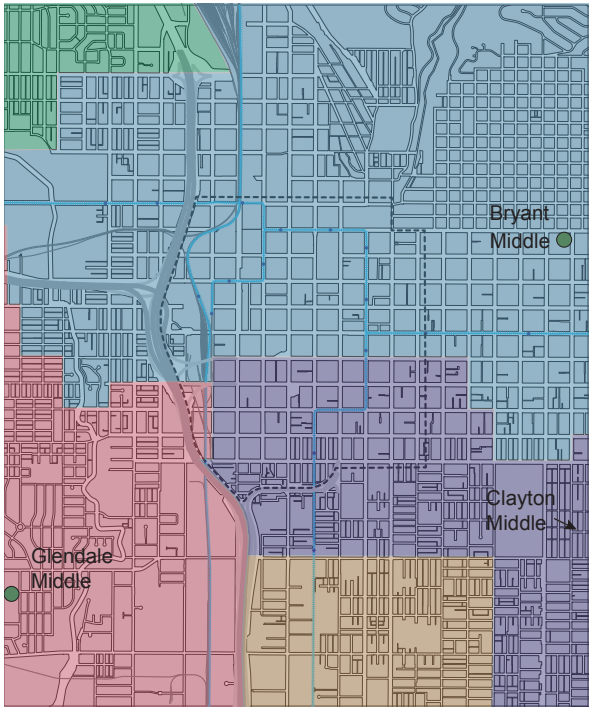
0' 660' 1,320'

EDUCATION



No High Schools

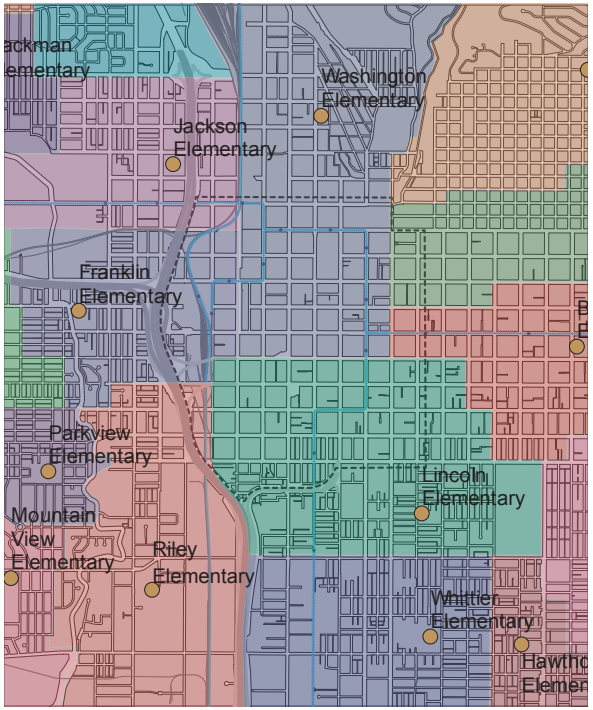
There are no high schools directly located in the downtown study are boundary. West High is located just one block north of the northern boundary and is about a two block walk from the nearest TRAX station downtown. The other two high schools are located east and southeast of downtown.



No Secondary Schools

Two middle schools serve the downtown area, the Bryant Middle and Clayton Middle Schools. Though Glendale Middle's boundary does cross into the downtown study area, there is no residential population in that region of downtown.

There are a few private secondary schools on the periphery of downtown.



No Elementary Schools

There are no public elementary schools located directly in the downtown area. The downtown population is served by Jackson, Washington and Franklin elementary schools. Each of these would be about a 3 block walk from the edges of downtown.

There are several private elementary schools on the periphery of downtown.

EDUCATION

Downtown absent of K-12 schools

There are no schools for children in the Downtown.

There is only one licensed child care facility in the downtown study area. It is located at 232 West 800 South. The facility is a large daycare center that has 129 children (24 under the age of 2) listed on its record with the Utah Department of Health. Fifteen other day care centers are located in surrounding zip codes just outside of the study area.

Colleges and Universities

LDS Business College: Located in Triad Center approximately 1,370 students. Offers associate degrees

BYU Salt Lake Campus located in Triad Center. Eagle Gate College (at 400 South and Main Street): enrollment is approximately 300 students

Neumont University: Relocated to the Tribune Building on Main Street, 250-300 students with room to grow to 400 students. Will consist of 5 floors of classroom, upper 6 floors will be student housing.

Salt Lake Community College

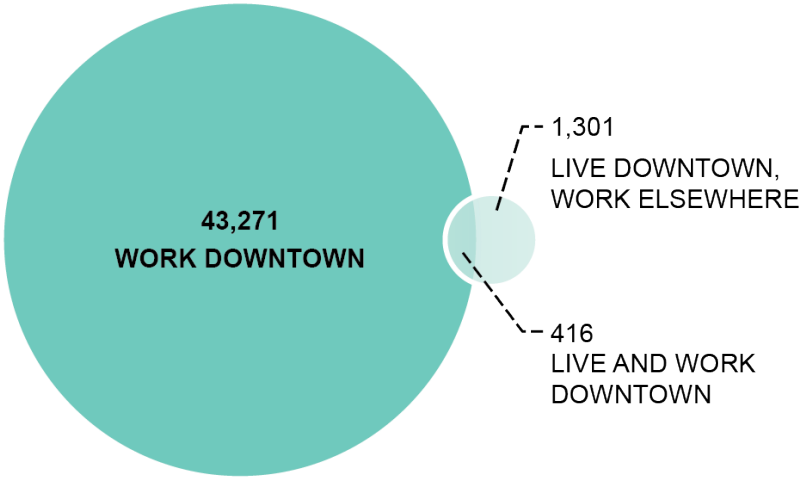
EMPLOYMENT

CHAPTER 8

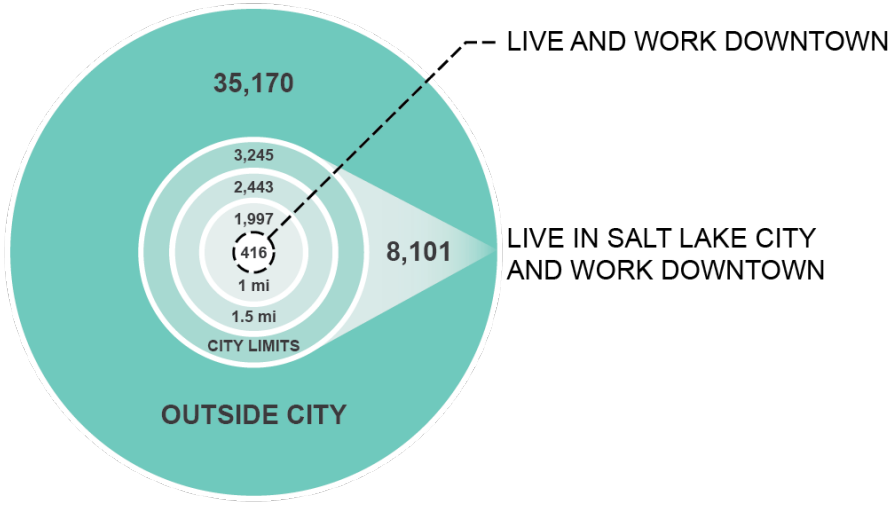
EMPLOYMENT

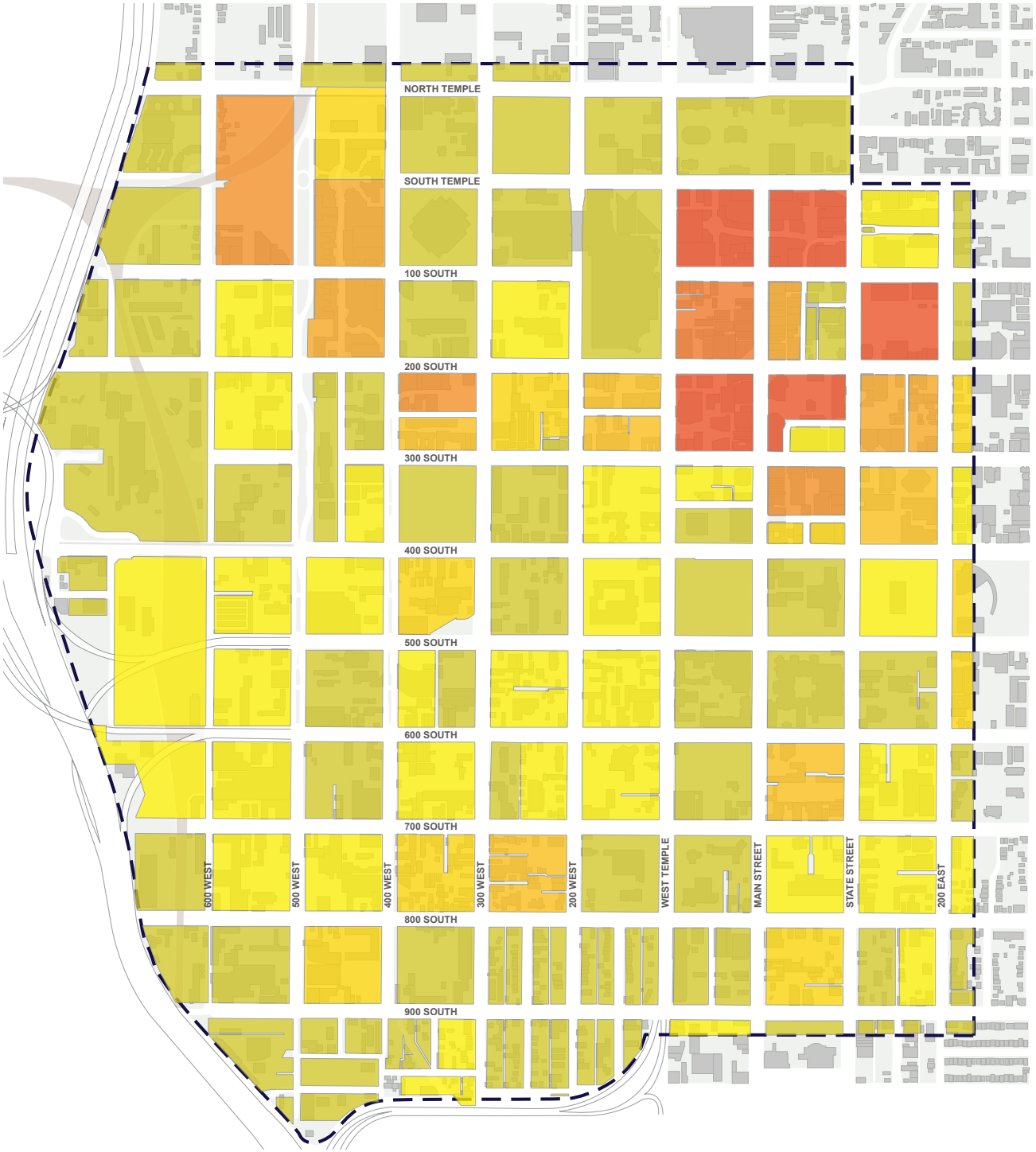
The Downtown daytime population is approximately 43,000 people underscoring Downtown as a major employment center. Of the daytime population only 4% are Salt Lake City residents. Only 8% of all Downtown residents also work within the study area.

WITHIN THE STUDY AREA



DOWNTOWN WORKER TRAVEL ORIGINS





LEGEND

- 1 - 9
- 10 - 18
- 19 - 28
- 29 - 38
- 39 - 48
- 49 - 57
- 58 - 67
- 68 - 143

BUSINESS DENSITY

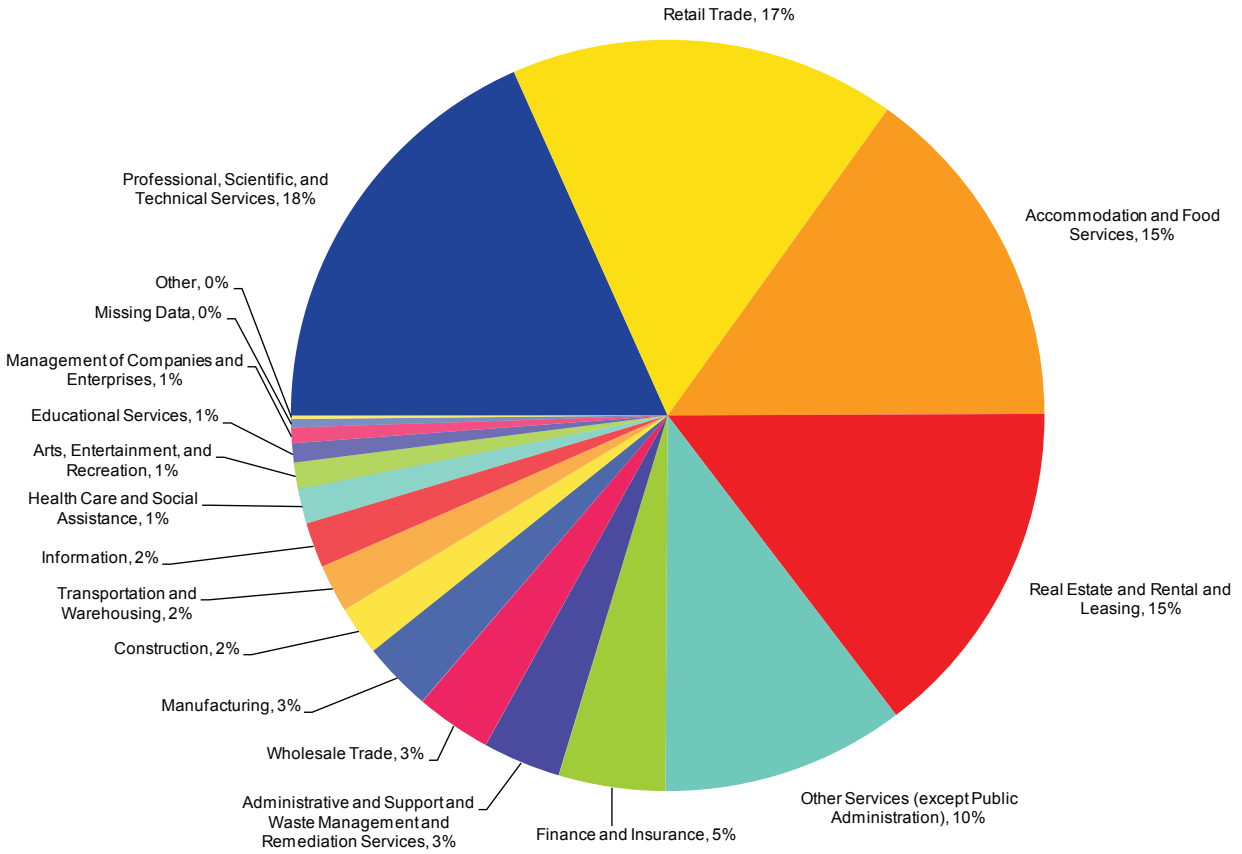
0' 660' 1,320'

BUSINESS DENSITY

Downtown Businesses are concentrated in the Central Business District

The highest concentration of licensed business is in the heart of downtown, with blocks in the south and west of the City having the lowest amount of business licenses. The general industrial nature of the south side of downtown means that single businesses usually take up large buildings and a lot of floor space, leading to fewer businesses licensed per block. The low density of businesses in more central locations in downtown is a result of residential and institutional land, as well as the large hotels that take up entire blocks.

The business license graph show the percentage of businesses per category in the Downtown. This reflects the prominence of retail and food services in Downtown which comprise 32% of all downtown businesses. The large portion of real estate, rental and leasing companies is related to the real estate companies located downtown as well as business licenses that are issued for residential rental properties. The other large sector of downtown businesses falls under “professional, scientific, and technical services” and is composed of businesses that occupy the office space available downtown.



EMPLOYMENT

Office: general vacancy rate of 6% (U of U Bureau of Economic Business Research)

There are 1,943 business licenses in downtown study area

NAICS Category	License Count	%
Professional, Scientific, and Technical Services	356	18.3221822
Retail Trade	322	16.5723109
Accommodation and Food Services	292	15.0283067
Real Estate and Rental and Leasing	286	14.7195059
Other Services (except Public Administration)	203	10.4477612
Finance and Insurance	89	4.58054555
Administrative and Support and Waste Management and Remediation Services	65	3.34534225
Wholesale Trade	63	3.24240865
Manufacturing	58	2.98507463
Construction	41	2.11013896
Transportation and Warehousing	40	2.05867216
Information	38	10.6741573
Health Care and Social Assistance	29	1.49253731
Arts, Entertainment, and Recreation	22	1.13226969
Educational Services	16	0.82346886
Management of Companies and Enterprises	13	0.66906845
Missing Data	7	0.36026763
Other	3	0.15440041
Total	**1943**	**100**

RETAIL POTENTIAL

City Creek may increase tax revenue of retail

City Creek is the largest project ever constructed in the CBD (March 2012). The $1.5 billion project added 1,700 construction jobs, 2,000 retail jobs, 536 retail units, and 5,000 parking stalls to downtown.

Retail sales generated $455 million in revenue in 2011. The CBD represents approximately 11.6% of the revenue of Salt Lake County. Total revenue effects of City Creek Center have yet to be realized, although it is expected that revenue should increase. However, Gateway Mall has lost a considerable amount of retail stores to City Creek Center.

Eating and Drinking, which comprises 2% of land use downtown, has dominated retail sales with nearly 60% of the retail activity in 2011. Food sales at eating establishments totaled $269 million in 2011. According to the Downtown Alliance report 2011, compared to 20 years ago, apparel accounted for 45% of retail activity and eating and drinking 20%.

Retail employs approximately 9,000 workers. While it accounts for 13% of the employment in the CBD, it has about only 7% of the wages.

MARKET TRENDS

More restaurants downtown making an impact

Eating and drinking are bringing in more revenue than other tangible goods sales. Certainly retail sales of apparel and other goods from City Creek may have an impact on this trend. There has been a trend of more eating and drinking establishments downtown. However, the land use for such uses is 2% of all land.

Year	Restaurant Sales	Restaurant Tax Revenue
1996	$240,440,891	$2,404,409
1997	$235,905,387	$2,359,054
1998	$248,761,338	$2,487,613
1999	$225,123,145	$2,251,231
2000	$223,194,835	$2,231,948
2001	$171,314,876	$1,713,149
2002	$231,152,945	$2,311,529
2003	$219,908,442	$2,199,084
2004	$213,240,798	$2,132,408
2005	$221,796,656	$2,217,967

VISITORS & ATTRACTIONS

CHAPTER 9

VISITORS & ATTRACTIONS

Beginning in 1851 with construction of Social Hall at 39 S Main Street, which was the first public building erected in Utah and the first theater built west of Missouri, Downtown Salt Lake City has a rich legacy of entertaining locals and welcoming visitors. Today, Downtown Salt Lake City is the cultural center of the region, and home to dozens of museums, performing arts centers, and public and private entertainment venues.

In addition to traditional entertainment venues and retail services, Downtown Salt Lake City boasts the most popular tourist destination in Utah — Temple Square, a 10 acre city block that anchors several cultural sites owned and operated by The Church of Jesus Christ of Latter-day Saints. Temple Square routinely attracts between 3 to 5 million visitors a year, which is more than the Grand Canyon or Yellowstone National Park. By comparison, Utah's five National Parks — Zion, Bryce Canyon, Capitol Reef, Canyonlands, and Arches — had a combined total of 5.3 million visitors in 2005.

LEGEND

Hotels

HOSPITALITY

0' 660' 1,320'

HOSPITALITY

Hoteliers offer variety

"Visit Salt Lake" estimates there are 17,000 hotel rooms in the Salt Lake metropolitan area, of which 7,076 rooms, or approximately 42%, are located within 30 downtown hotels. In comparison, Denver, Colorado has 8,400 downtown hotel rooms, and Boise, Idaho has 797. Although Salt Lake City has not developed or identified a "hospitality district" there is a cluster of hotels located between 500 South and 600 South where restaurants, bars, and nightlife are accessible within a 10 minute walk.

Although many properties feature typical suburban architecture and site design, there is a wide variety of room types and hotel ratings. Using an industry standard rating from 1 to 5, the average hotel rating is 2.9.

As cultural events multiply and downtown office space increases, more hotels will be needed to accommodate business travelers and visitors. For example, in 2012 an estimated 26,000 visitors attended the Outdoor Retailers convention in August, during which Salt Lake City hotels experienced a 98% occupancy rate. In comparison, approximately 100,000 visitors attend the annual Church of Jesus Christ of Latter-day Saints General Conference in downtown Salt Lake and hotel occupancy generally peaks at 65%.

ARTS & ENTERTAINMENT

Downtown offers a variety of art, culture, dining, and entertainment.

In an effort to attract local residents as well as regional, national, and international visitors to Downtown, local community and business leaders have developed arts and entertainments venues for many ages and interests.

According to "Visit Salt Lake", Downtown features 34 bars and lounges, 9 venues that regularly host live music, 5 dance clubs, and 1 comedy club. However, only 1% of the study area is devoted to entertainment. Dowtown is also home to 17 art galleries and 8 museums that focus on art, culture, history, and science.

Child friendly entertaiment is lacking

Although Dowtown hosts approximately 40 annual events, there are relatively few events geared towards children—the Nutcracker ballet, holiday lighting, choral events, and Pioneer Day Parade. There are also limited permanent attractions oriented towards children.

Many downtowns in the United States are not planned for children, but with the emphasis and prominence of families with children in Utah, Downtown Salt Lake has an opportunity to attract and capitalize on its youth population. As such, support for affordable events that feature crafts, puppet shows, science fairs, children's festivals, contests, street fairs, circuses and other events may be warranted.

RESTAURANTS

8-80 Cities, which is a non-profit organization dedicated to the transformation of cities into places where people can walk, bike, access public transit and visit vibrant parks and public places, express the importance of planning cities for both children and adults in their philosophy statement:

"If you create a city that's good for an 8-year-old and good for an 80-year-old, you will create a successful city for everyone."

Local restaurants provide "sense of place"

Another critical ingredient in downtown Salt Lake City is a healthy mix of restaurants—especially locally owned and operated businesses that provide a unique "sense of place" for residents and visitors alike. Downtown Salt Lake boasts approximately 165 restaurants, many of which are renowned for their quality and success. In response to recent economic conditions that have attracted national attention, the New York Times stated in an article published July 25, 2013:

"There's been an explosion of places to eat in downtown Salt Lake. Some 40 restaurants and other eating establishments have opened since 2010, or are poised to open."

LEGEND

Theaters

LIVE THEATER VENUES

0' 660' 1,320'

CONVENTION CENTER

Vital center of community and economic activity

The Calvin L. Rampton Salt Palace Convention Center—more commonly known as the "Salt Palace"—is owned by Salt Lake County and located at 100 South West Temple in downtown Salt Lake City. The center is named after the 11th Governor of Utah and contains 67 meeting rooms, 679,000 square feet of exhibit space, 1,000 underground parking stalls, and 40 docks. Although its fragmented layout is sometimes viewed as a detriment, the center boasts 515,000 gross square feet of contiguous exhibit hall space. Original construction occurred in 1994-1995, but expanded in 2000 and again in 2005.

The last phase of expansion was required to accommodate growth in the post-Olympics convention market, primarily for the organizers of the Center's largest event, the bi-annual Outdoor Retailers Convention. The Outdoor Retailers contributes $37 million to Utah's economy each year, which accounts for roughly 17% of convention spending in all of Utah. The convention attracts 15,000 visitors and hundreds of exhibitors to both of its annual events in Salt Lake City. The summer convention has outgrown the current 370,000 square feet of exhibit space in the Salt Palace, which means that more than 200 exhibitors are required to set up in a 90,000 square-foot outdoor "tent city."

The Salt Palace is the largest convention center in Utah. According to Wikipedia, the Salt Palace is the 33rd largest convention center in the United States, which is ranked immediately behind the Tampa Convention Center with 600,000 square feet, and ahead of the Atlantic City Convention Center with 500,000 square feet.

Regionally, the 679,000 square foot Salt Palace is significantly smaller than the Sands Expo and Convention Center, which contains 2,250,000 square feet. Although the total area contained within the Colorado Convention Center is also larger at 2,200,000 square feet, its 584,500 square feet of contiguous exhibit space is only slightly larger than the Salt Palace. The Reno Sparks Convention Center, which is ranked as the 37th largest convention center in the United States, contains 381,000 square feet. The exhibit spaces of the Phoenix Convention Center (312,500 square feet) and Boise's Expo Idaho (75,000 square feet) are significantly smaller than the Salt Palace.

Presently, Salt Lake County, Salt Lake City, and other private and public entities, are considering a third Salt Palace expansion to retain and attract conventions. For example, The Outdoor Retailers Convention in 2013 drew approximately 27,000 attendees with 1,300 exhibiting brands, which mirrored 2012 numbers very closely. The show floored over 516,000 net square feet (92,000 in three temporary pavilion structures) which is 2.5 percent larger than 2012 and the largest Outdoor Retailers show ever staged.

Construction of a "convention headquarter hotel" is also being studied. Currently there are 10 hotels that provide a total of 2,484 rooms within ¼ mile of the Salt Palace; however the lack of a convention headquarters hotel is negatively impacting attraction, growth, and retention of conventions. To address this issue, a market study was published in 2008 by HVS for the Downtown Alliance that studied the impact of a 1,000 room convention hotel on event scheduling and related industries. The report recommended development of the proposal. In January 2013, Strategic Advisory Group published a report entitled "Convention Headquarters Hotel Financial Model Assessment" that analyzed the role of public investment, projected construction costs, and outlined financial strategies for development of an 800 - 1,000 room convention headquarters hotel.

LEGEND

Annual Community Events

COMMUNITY EVENTS

0' 660' 1,320'

LIVE THEATER

Salt Lake City has a strong commitment to Performing Arts

Salt Lake City is committed to supporting the performing arts, and is often regarded as the cultural center of the Intermountain West. When Mormon pioneers constructed Social Hall at 51 S State Street in 1852, it was the first theater built west of the Missouri River. Although Salt Lake City boasts a variety of thriving and respected arts and cultural institutions, a 2012 Travel & Leisure survey of "favorite cities" ranked Salt Lake City 31 against 35 competing cities for "overall culture." Salt Lake City's cultural prominence among the metropolitan area has also weakened as other cities along the Wasatch Front develop competing cultural and athletic venues.

To ensure Salt Lake City remains the center for cultural arts, and in response to strong market demand for live theater, the City has proposed development of the Utah Performing Arts Center (UPAC), a 2,500-seat, state-of-the-art theater located near 100 South Main Street. UPAC will help fulfill community leaders' longtime vision for a vibrant city – rich in the arts – that belongs to all of Utah. Approximately 258,000 to 276,000 attendees are expected annually.

The theater will attract the biggest and best touring Broadway productions, nationally prominent family shows, and music and comedy acts. Not only will these shows be in Salt Lake City much sooner with the new venue, but tickets will also be available in a wider range of prices, making Broadway more affordable to all Utah residents. The theater will also serve as an additional venue for local arts organizations.

COMMUNITY EVENTS

Event	Location	Date or Season	Comment
Sundance Film Festival	Broadway Theater	January	With 46,731 attendees in 2012, Sundance is one of the largest annual independent film festivals in the United States. Held in in Park City, Salt Lake City, and Ogden, as well as at the Sundance Resort, the festival is a showcase for new work from American and international independent filmmakers
X-Dance Film Festival	The Depot	January	X-Dance is the world's premier Action Sports Film Festival
St Patrick's Day Parade	Gateway Center	March 17	The Hibernian Society of Utah formed more than 30 years ago to promote Irish history, culture and traditions within the State of Utah including St Patrick's Day celebrations
Church of Jesus Christ of Latter-day Saints Annual General Conference	Conference Center and Temple Square	First Sunday (and preceding Saturday) in April & October	General Conference is a semiannual gathering of members of The Church of Jesus Christ of Latter-day Saints (LDS Church), held every April and October at the LDS Conference Center in Downtown Salt Lake City
Open Streets	N/A	May 4	Participants enjoy 1.5 miles of downtown streets opened exclusively to walking, biking, and other activities
LiveGreen Festival	Library Square	May 4	Starting in 2003, the annual festival presented by ReDirect Guide showcases sustainable green products, services and ideas
Cinco de Mayo	Centro Civico Mexicano	May 5	Annual Cinco de Mayo celebrations organized and observed by various organizations
Komen for the Cure	Library Square	May 11	In 2013, almost 12,000 people took part in the Race for the Cure, including 746 breast cancer survivors
Bike Bonanza	Gallivan Center	May 17	UTA Bike Bonanza is part of a larger, month long cycling promotion known as "Bike Month"
Living Traditions Festival	Washington Square	May 17-19	Annual celebration of traditional folk and ethnic arts presented by Salt Lake City Arts Council
Armed Forces Day	Gallivan Center	May 18	Community celebration of the United States Armed Forces. Event features the Choral Arts Society of Utah, the Utah National Guard 23rd Army Band, and fireworks
Lunch Bunch Concerts	Gallivan Center	May 20-September 13	Free live entertainment every weekday afternoon (excluding holidays)
Pride Festival	Washington Square	June 1	Utah Pride Festival is a program of the Utah Pride Center. In 2004, an estimated 50,000 people attended the event, which is the largest estimation since the festival began in 1977. In 2005 an admission fee was charged and attendance lowered to 15,000-20,000
Weekday Workouts	Gallivan Center	Starts June 3	Events begin at 5:15 PM every Monday through Thursday, in June through August (except holidays). Free workouts designed to move, tone, and shape muscles
Radio Disney Days	Gallivan Center	June 18, July 16, & August 6	Gallivan Center and Radio Disney AM 910 team up to host the ultimate field trip for kids in Salt Lake City. Kids enjoy prizes, Disney Dancers, face painters, bounce house, train, and other cool stuff just for kids
Concerts in the Park	Brigham Young Park	June 4-August 30, Tuesdays & Fridays	Since 1996, each summer, people from all over the world attend Brigham Young Historic Park in downtown Salt Lake City on Tuesday and Friday evenings for weekly free concerts
Utah Arts Festival	Washington Square	June 20-23	The Utah Arts Festival is a nonprofit organization that depends on its community, generous sponsors, and individual contributors to provide programmatic support for artists and the premiere arts festival in Utah every year
Mix 107.9's Summer Blast Off	Gallivan Center	June 22	Favorite top 40 artists perform live
Rock n Ribs	Gallivan Center	June 29	Series of free performances, during which some of Utah's greatest BBQ restaurants offer sample plates of flame-grilled favorites

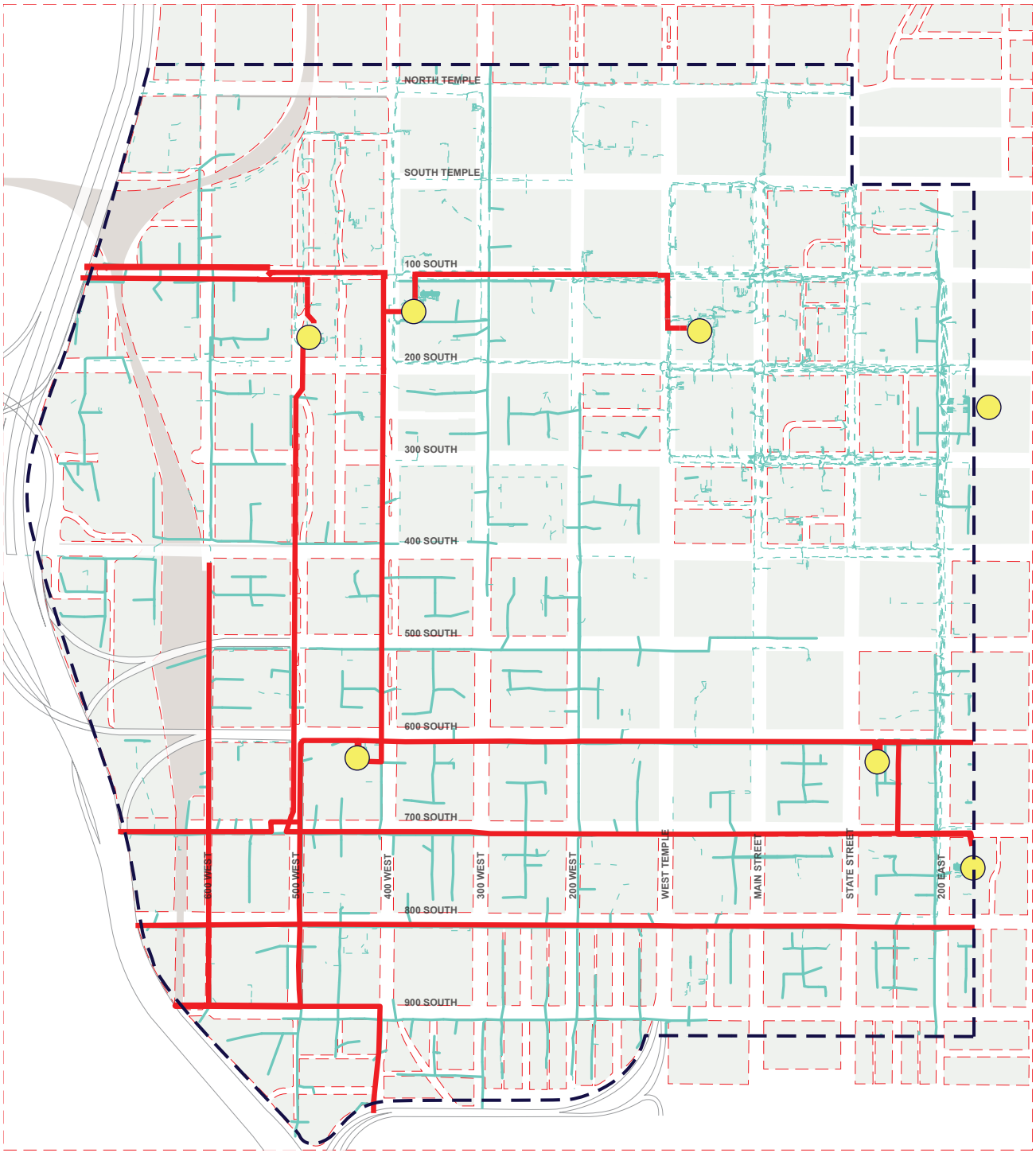
Event	Location	Date or Season	Comment
Monday Night Movies	Gallivan Center	July 1, 8, 15, 22, & 29	Free outdoor movies presented by Utah Film Center
Twilight Concert Series	Pioneer Park	July 5-August 30	Thursday evening concert series from in Pioneer Park
Folk & Bluegrass	Gallivan Center	July 20	This free event features some of the greatest local, regional and national folk and bluegrass artists, with musical influences from old-school western to rock
Deseret News Classic Marathon	TBA	July 24	First run in 1970, the Deseret News Marathon is the oldest road race in Utah and the oldest marathon west of the continental divide. The marathon follows the path that the Utah pioneers followed when they first entered the valley. The race is truly a part of Utah's heritage and history
Days of 47 Parade	Downtown	July 24	Starts at South Temple and Main Street, goes east to 200 East, south to 900 South, then east to Liberty Park at 600 East
Summer Jam	Gallivan Center	July 27	Biggest "hip hop" show in downtown Salt Lake City
Downtown Farmer's Market	Pioneer Park	August-October	Created in 1992 by Downtown Alliance, the market is a summer tradition held in Pioneer Park. Market operates Saturday mornings and Tuesday evenings.
Granary District Block Party	Granary Row	August 2, 2013	Annual neighborhood festival promoted by neighborhood residents, businesses, and The Kentlands Initiative
Brown Bag Concert Series	TBA	August	The Brown Bag Concert Series represents a longstanding tradition of quality musical performances presented during the lunch hour in public parks and plazas in Downtown Salt Lake City every weekday in August. Brown Bag Concerts are free and attended by workers, visitors and music aficionados
Tour of Utah	TBA	August 9	In 2013, Salt Lake City returns for a sixth year as a host city for the Tour of Utah
Craft Lake City	Gallivan Center	August 9-10	Since 2009, Craft Lake City has hosted the largest "Do It Yourself" festival in Utah. In 2012, over 15,000 people attended the festival at Gallivan Center
Utah Symphony & Opera	Gallivan Center	August 14	Free community concert featuring musical highlights from beloved orchestral and operatic works.
Utah Beer Festival	Gallivan Center	August 17	Since 2009, the annual Utah Beer Festival features over 125 different beers from local & regional breweries
Big Ass Show	Gallivan Center	August 24	After sixteen years, hundreds of bands, two stages and several venues throughout the years, the X96 Big Ass Show resides now at Gallivan Center
Salt Lake City Jazz Festival	Gallivan Center	September 2	Beginning 2001, annual festival features jazz clinics and performances
Salt Lake Greek Festival	Holy Trinity Greek Orthodox Cathedral	September 5-8	Started in 1935 as a one day Bazaar, the festival has grown into a four day event where visitors can visit the Holy Trinity Cathedral, Hellenic museum and enjoy the sight, sounds and aromas of Greece
Monster Block Party	Gallivan Center	October 26	Free daytime Halloween festival with trick-or-treating booths, costume contest with prizes, free arts and crafts projects, a pumpkin drop, live performances and more
Downtown Lights On!	Downtown Salt Lake	Friday after Thanksgiving	Lights On! is an annual celebration of the illumination of the downtown holiday lights to showcase the downtown holiday season
Eve	Gallivan Center	December 29-31	Eve is a three day community celebration of music, theatre, art, film, dance and fireworks. In 2012, Travelocity named Salt Lake City as one of its top 10 New Year's Eve destinations. Approximately 30,000 people attended Eve celebrations in 2012

INFRASTRUCTURE

CHAPTER 10

INFRA-STRUCTURE

Infrastructure can have a variety of impacts on existing and future development. New development relies on connectivity to existing infrastructure systems. A lack of adequate developed infrastructure can limit development potential and cause potential development to go elsewhere. Alternatively, well developed infrastructure can encourage and discourage types of development. For example, the railroad has encouraged and supported industrial types of development in certain areas of Downtown for the past century. Identification of the existing and planned infrastructure Downtown will support the development of long term planning policies that are in sync with actual development potentials. Furthermore, identification of infrastructure gaps or barriers can assist with the development of long term project planning, budget decisions and large policy decisions of the City.



LEGEND

- Overhead Transmission Lines
- Underground Transmission Lines
- Distribution Lines
- Substations

ELECTRICITY

0' 660' 1,320'

ELECTRICITY

Thousands of downtown customers served

In 1881, Salt Lake City became the fifth city in the world to power a street lighting system with central-station electricity, following London, New York City, San Francisco and Cleveland. Today, a network of high voltage transmission lines and substations serves thousands of customers in the downtown commercial district, generally defined by Rocky Mountain Power as the area between I-15 and 300 East, and North Temple and 600 South.

Large transmission lines (46 kilovolts and 138 kilovolts) carry electricity from power sources located west of the city to seven downtown substations where it is transformed to lower voltages (8 kilovolts and 12.5 kilovolts) and distributed to customers throughout downtown.

Planned upgrades to accommodate future needs

The utility's long-term plan calls for systematic conversion of existing 46 kilovolt facilities to 138 kilovolts to keep pace with customers' increased electrical capacity needs. It will also upgrade older portions of the distribution network from 8 kilovolts to the current standard of 12.5 kilovolts.

Overhead transmission and distribution facilities are found along the edges of downtown and some of the main travel corridors.

Burying lines is costly

Clearances required under the National Electric Safety Code may constrain development of properties adjacent to overhead power lines, particularly high voltage transmission lines like the one on 600 South which require 35 feet clearance. These constraints can include setbacks from the street and landscape limitations to maintain required clearances below and around power lines. While it is possible to bury power lines, it is not always economically feasible. The cost to bury high voltage transmission lines underground is much more expensive than burying distribution lines, and Utah law requires the requesting entity to bear the increased cost. In the case of new transmission lines, that is the incremental difference between overhead and underground construction, while it is 100 percent of the cost to convert existing overhead lines to underground.

A portion of the downtown area is served by an underground system. The potential for long power outages exists because the system is installed in duct banks and vaults beneath metropolitan streets where it is difficult to troubleshoot and make repairs. For this reason, the electrical network in the downtown core is configured to enable the utility to switch customers to alternate sources when a power interruption occurs, thereby reducing the duration of customer outages and improving reliability.

Most of the electrical infrastructure in the core of downtown is buried underground. The outer portions of downtown and some of the main travel corridors have large above ground transmission lines. The major transmission lines along 600 and 500 South may constrain the development potentials of properties that they neighbor. These constraints can include necessitating increased setbacks from the street in order to buffer buildings from the transmission lines and landscape limitations below and around the transmission lines.

LEGEND

- Item 1
- Item 2
- Item 3
- Item 4
- Item 2
- Item 3
- Item 4
- Item 2
- Item 3
- Item 4
- Item 4

TELECOMMUNICATIONS

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TELECOMMUNICATIONS

The accessibility of high speed internet connections in the downtown area can impact the desirability of the area to businesses. Access to relatively inexpensive high speed internet access can increase the attractiveness of downtown to new business startups that can't always afford the installation cost of new or dedicated telecommunication lines.

Existing telecommunication infrastructure can also impact the ability to landscape medians and park strip areas.

LEGEND

- Item 1
- Item 2
- Item 3
- Item 4
- Item 2
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GAS

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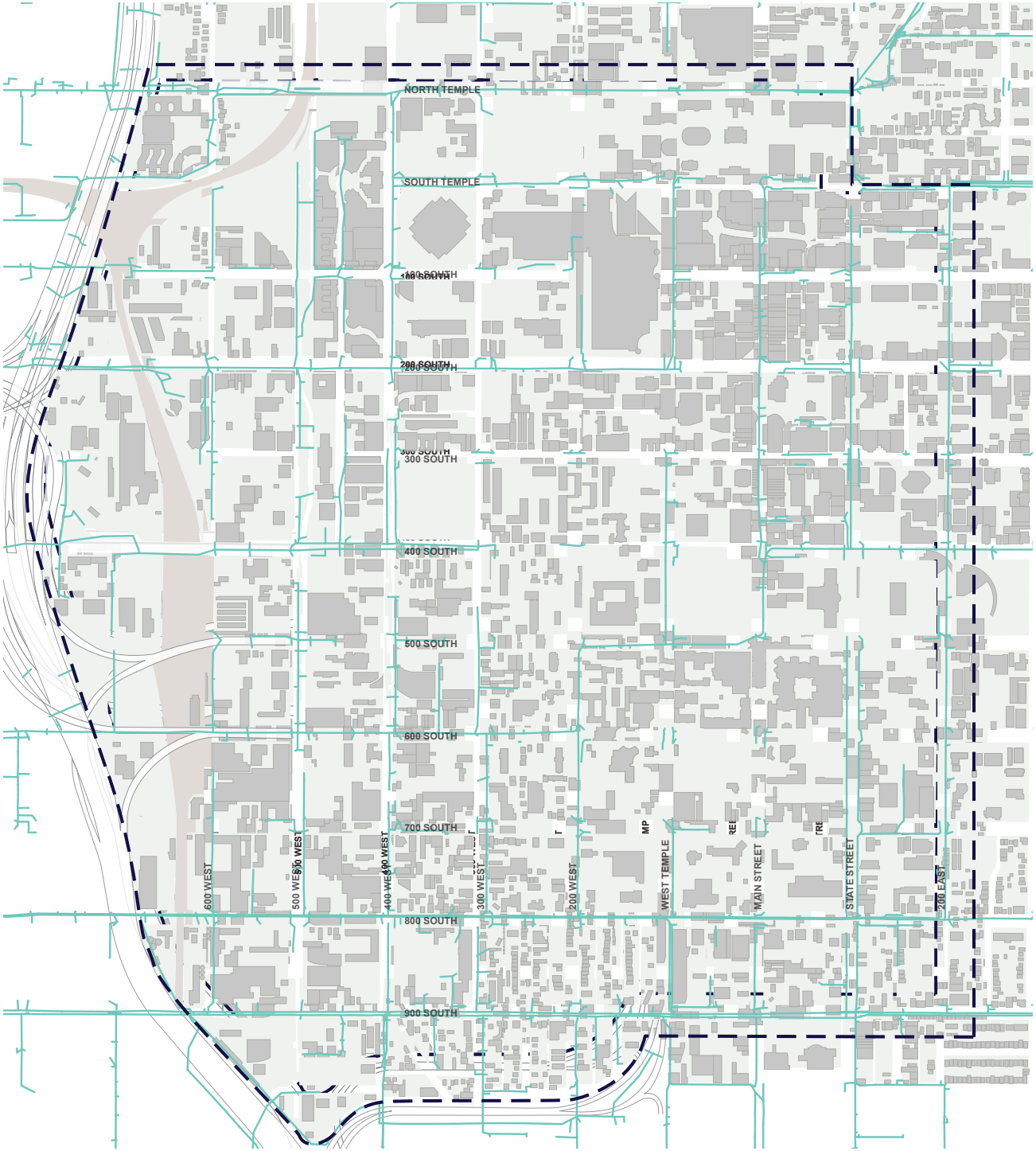
GAS

Existing buried gas pipelines can limit or prohibit street tree planting in certain areas.



LEGEND

Storm Infrastructure

STORMWATER & STORMDRAIN

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STORMWATER & STORMDRAIN

Continued improvements have shown effective in managing storm events

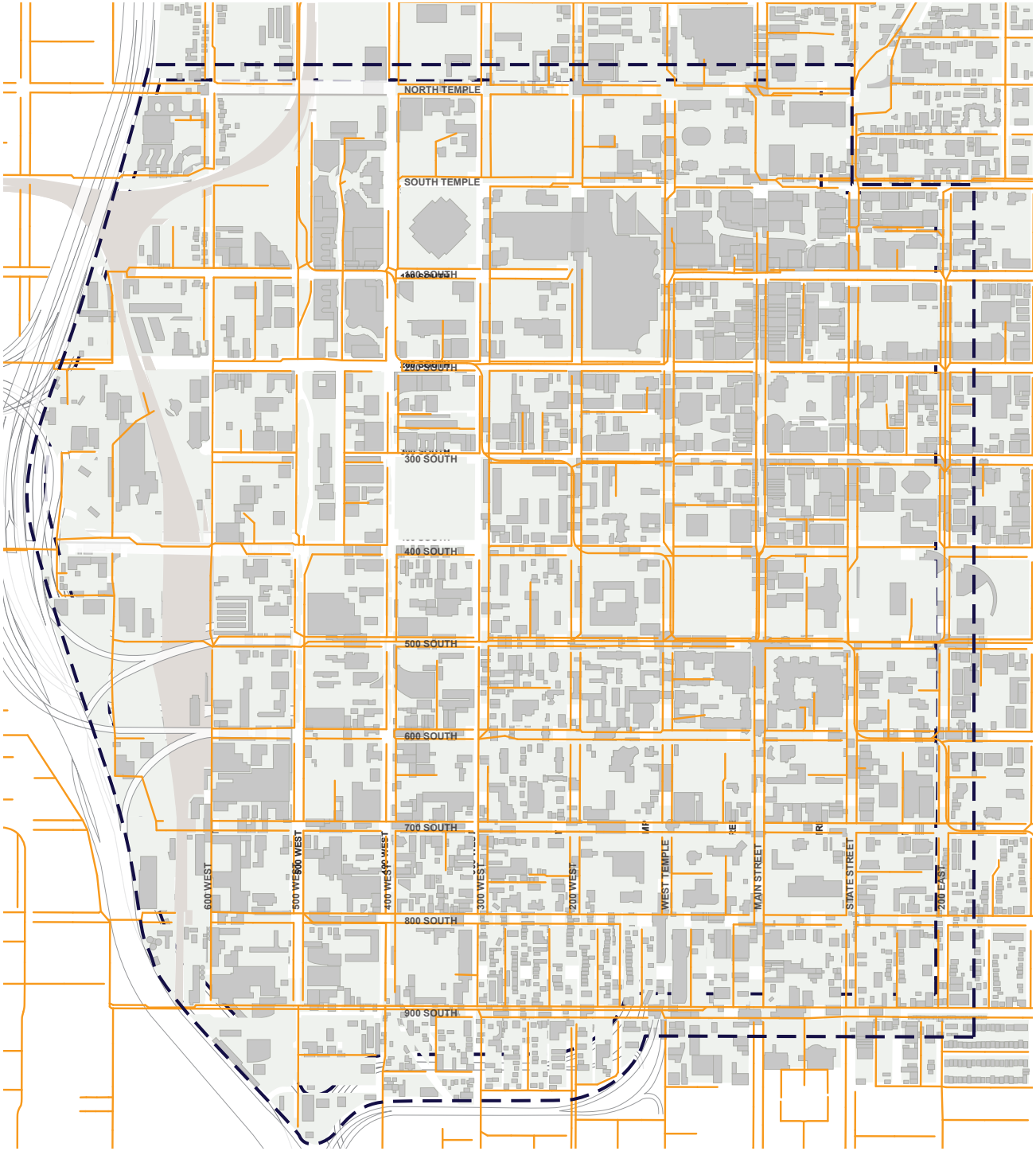
Salt Lake City's management of storm water began in 1908 when the first engineered structure was built, a conduit to carry City Creek water to the Jordan River. Since that time Salt Lake City has had a program to manage the effects of storm events and to control the snow melt run-off. Although strong storm events can cause property damage and localized flooding the larger scale events are caused by high spring snow melt. In 1952 snow melt inundated over 400 city blocks. In 1983 snow melt caused "rivers" flowing on the surface of North Temple Street, State Street and 1300 South Street. The city is beginning to see the benefits of major storm water infrastructure improvements. A case in point is that the snow pack season of 2010-2011 was very similar to 1983. But, there was no real flooding or streets turned into rivers to convey snowmelt. Today there are very large storm water conduits at North Temple, 200 South, 400 South, 600 South, 800 South and 900 South. These are designed to take significant volumes of water to the Jordan River from the downtown area and the water that passes through from other sections of the city that are higher in the drainage basin. New standards are also in place for improving the quality of the run-off water before it enters the Jordan River and Great Salt Lake.

Contaminated sites have extra requirements

Areas of the downtown without storm drain pipes cannot have foundation drains unless storm drain pipes are extended to the property, which can be an engineering or cost problem. Contaminates are not allowed to be mobilized off site into the public storm water system. So a development on a contaminated site must treat the water or be designed to eliminate the need to pump.

Commercial buildings requiring excavation need a geotechnical study and report to identify highest expected groundwater elevations. Habitable space must be above that elevation and under drain system is required. The under drain must be designed by a licensed professional and discharge to a storm water conduit. Capacity must be available in the pipe for the pumped rate of discharge. Discharge is not allowed into the curb and gutter, because of algae odor, slickness and icing concerns.

Existing buildings are not required to retrofit foundation drains. However, often the owner of a building with a water problem will want to solve the problem. Groundwater can only be discharged to the storm water system. Per city ordinance groundwater is not allowed to be discharged into the sanitary sewer system because it consumes pipe and plant capacity that is not considered in the design. A permit is required for discharge.



LEGEND

Sewer Lines

SEWER SYSTEM

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SEWER SYSTEM

Water quality issues managed through systematic improvements

Prior to 1890 there were no sanitary sewers in Salt Lake City. Each property had its own outhouse or on-site septic system. The first planned sewers were constructed in 1889 and conveyed sewage under 500 South Street from about 300 West to the Jordan River, where the sewage was pumped to a further west canal. A "sewer farm" a few miles north and west of the city was created to accept the waste for disposal and re-use as irrigation. Soon the system expanded to Main Street and 100 South Street and by 1903 the sewer system covered most of the central business district and was expanding outward.

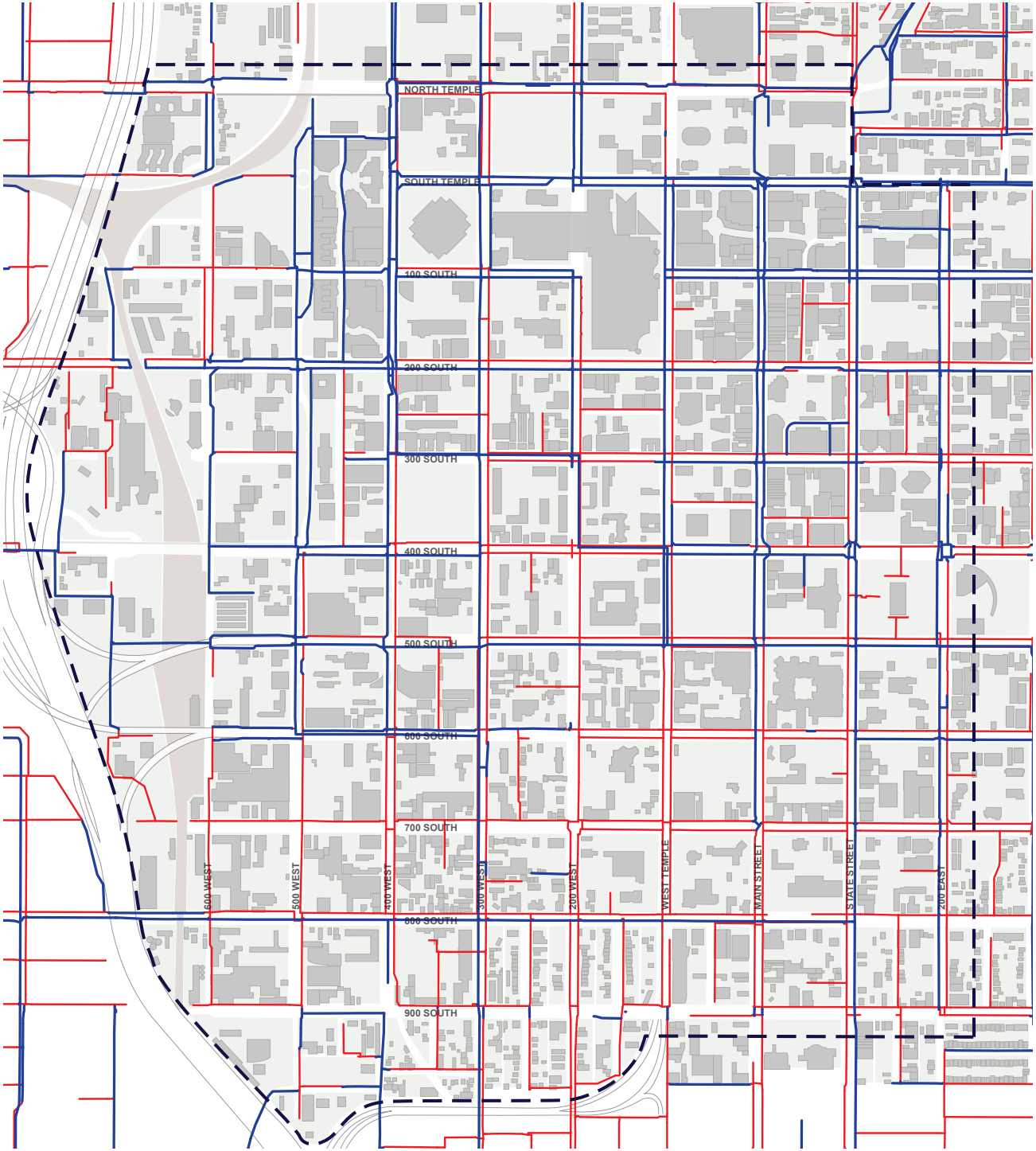
In 1911 a five mile outlet canal was completed that emptied directly into the Great Salt Lake to discontinue discharges to the Jordan River. By 1923 practically all of the developed portions of Salt Lake City were sewered. In 1963 a ground breaking ceremony was held for a new sewage treatment plant, thereby ending the open channel discharge of untreated waste to the Great Salt Lake.

Systematic improvements to this water reclamation plant have been made to match waste water master plan projections and water quality issues. Over the years the reclamation plant has received a number of awards for compliance with regulations and leadership in the industry.

Salt Lake City Corporation's policy has been that developers must pay for the cost of development

New infill or densification of existing projects may cause a demand beyond the capacity of existing water or sewer systems. The cost of upgrades to accommodate the higher needs may be incurred by the development.

The threshold for upsizing is dependent on the "base flow" or existing flow in the pipe and the capacity that the new develop requires. This means that each project and each location needs to be evaluated separately. Projects with larger demands on an existing 8 inch sewer may need to be evaluated and might need to upsize the public sewer. A significantly larger project on a 12 inch line may also need to do infrastructure improvements.



LEGEND

Water Mains greater 6”

Water Mains 6” or less

Need to be upgraded as development occurs for proper fire protection.

WATER MAINS

0’ 660’ 1,320’

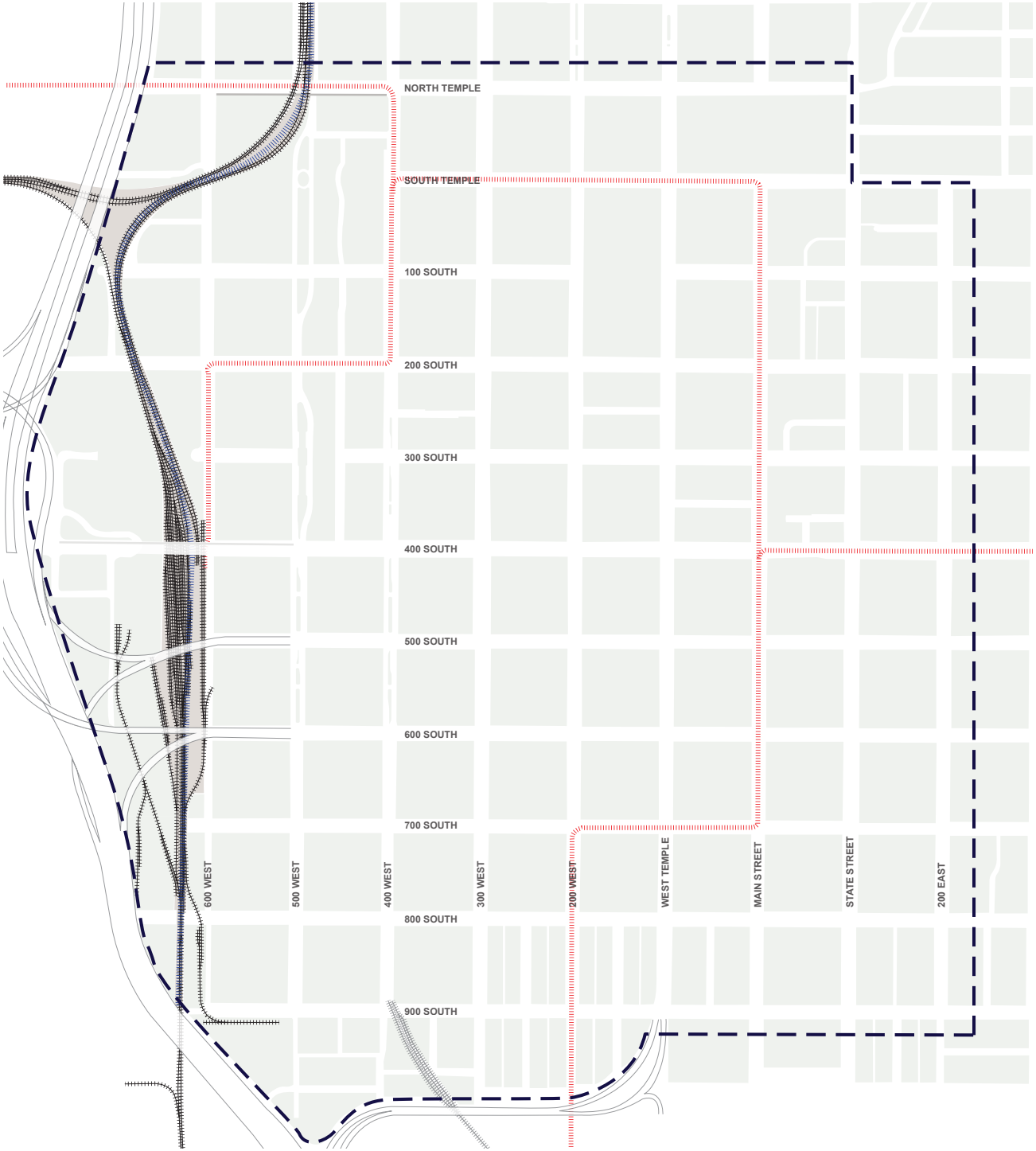
WATER MAINS

City Creek a valuable resource

Starting with the pioneer settlers of 1847 City Creek has been treated as a public resource, not subject to private ownership, but intended for the use and benefit of all. The water was first used to soften the soil for planting of crops and then ditches were dug to convey water for both irrigation and domestic use. In 1851 the city assumed control and responsibility of these ditches. In 1872 a brick tank reservoir was constructed and the first pipes laid. By the late 1800's additional water sources were developed to supplement City Creek. Chlorination of City Creek water began in 1920. Construction started on the state's first water treatment plant in 1953. The City Creek plant would include filtration and disinfection. City Creek water continues to be a valuable source of water for fire flow and domestic use in the downtown area. The importance of City Creek is seen in urbanized representations of the creek and the names of various projects and businesses.

Today's water system is very robust

The water system is well gridded and is fed from multiple sources including five different water treatment plants and can also be supplemented by wells. Large diameter aqueducts can deliver water from the east and the west into the downtown area.



LEGEND

- Heavy Rail
- Light Rail (TRAX)
- Unused Rail (UTA Owned)
- Commuter Rail

RAIL & HIGHWAY

0' 660' 1,320'

RAIL & HIGHWAY

Rail infrastructure can impact the type of developments that occur on adjacent land. The existing rail corridor on the west side has led to the industrial development pattern that exists on the west side of Downtown. The consolidation of the rail corridor allowed for redevelopment of former rail and industrial properties. Unused rail spurs have the potential to be used for public transportation.