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EAST BENCH MASTER PLAN



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Acknowledgments

Mayor

Ralph Becker

Community and Economic Development

Jill Love - Director

Mary DeLaMare-Schaefer - Deputy Director

Planning Division

Nora Shepard - Planning Director

Wilf Sommerkorn - Planning Director (Former)

Cheri Coffey - Assistant Director

Nick Norris - Planning Manager

Wayne Mills - Senior Planner - Project Manager

Daniel Echeverria - Principal Planner

J.P. Goates - Principal Planner

Planning Commission

Technical Advisors

Engineering

Public Utilities

TO BE COMPLETED

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INTRODUCTION and COMMUNITY PROFILE

01 Introduction

The East Bench Community is situated on the bench of the Salt Lake valley at the base of the Wasatch foothills. It is the eastern most community within Salt Lake City and is known for its attractive residential neighborhoods comprised of older, distinctive homes in the western area of the community and new homes of contemporary design on the slopes of the eastern foothills.

The area is also home to regionally significant institutional facilities and employment centers, such as the University of Utah, Research Park, and the Veteran's Administration Hospital. Attractions, such as Hogle Zoo, This is the Place Heritage Park, the Natural History Museum and Red Butte Gardens bring visitors from all over the State into the East Bench Community.

The previous master plan for the East Bench was adopted in 1987. Since the adoption of the plan the University of Utah, Research Park, and the numerous cultural attractions have experienced tremendous growth creating both opportunities and challenges. The unique residential neighborhoods have remained relatively stable, but there are challenges related to maintaining the character of these neighborhoods.

PLAN OBJECTIVES

The East Bench Master Plan is an official plan of the City. Development of the plan was guided by policies in existing citywide plans, such as Plan Salt Lake and the Housing, Transportation, and Open Space plans.

The overarching goals of the East Bench Master Plan are to:

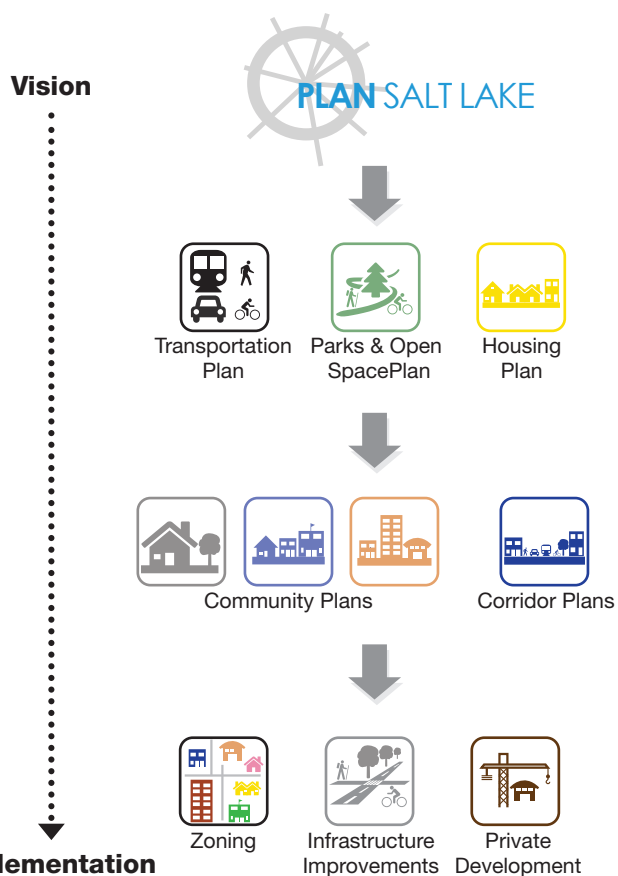
- **Chart a course** for future growth using demographic and social trends in conjunction with community values;
- **Provide policy direction** that supports the relationship between land use and transportation in creating a livable and sustainable community; and
- Create a framework to **measure future achievements**.

Plan Salt Lake and the East Bench Plan

Plan Salt Lake sets a citywide Vision for Salt Lake City for the next twenty-five years. It considers where we are as a city, where we want to be, and establishes the framework for decision making that will get us there. The Plan is based on existing City policies and input gathered from thousands of people including City residents, leaders, business owners, and visitors. The Plan sets the stage for future neighborhood, community, and City element plans to address how they will each contribute to the 2040 Vision for Salt Lake City.

By establishing a consolidated citywide vision, Plan Salt Lake creates a framework to prepare Salt Lake City for growth, while focusing on sustainability and livability. At the root of the Vision is quality of life for current and future generations. Cities evolve and change overtime. As the natural, built, social, and economic environments change, it is Salt Lake City’s responsibility to ensure it is responsive, resilient, and contributing to a city where people want to live and visitors enjoy.

As a Community Plan, the East Bench Plan identifies the role the East Bench Community plays in implementing the vision for Salt Lake City’s future. The initiatives in Plan Salt Lake provide the initial foundation for the vision, goals and action items in the East Bench Plan.



The East Bench Master Plan is a Community Plan and builds on the City policies and initiatives established in Plan Salt Lake.



PLAN SALT LAKE

Guiding Principles

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

Community Profile

As part of the development of this master plan, the East Bench planning team completed a comprehensive Existing Conditions Report that provides a detailed study of the demographic, land use, transportation, utility, and natural conditions of the East Bench Community. The data in the report will be used as a baseline for measuring the implementation of this master plan. The following is a brief overview of the existing conditions in the East Bench. Other chapters in this plan provide details of existing conditions that pertain to that chapter topic.

Demographics

In regards to its population, the East Bench is considered a very stable community. There has been little change in the number of people, and the makeup of the people, over the last thirty years. Population trends show that people are “aging in place” in the East Bench and there will be a significant increase in the number of people over retirement age in the community in the next 10 years.

Land Use and Ownership

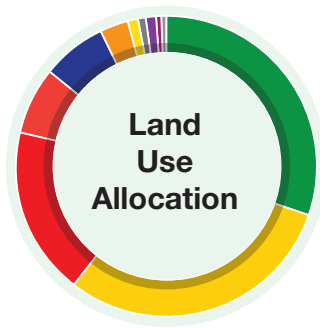
The East Bench community is approximately 5,379 acres (8.4 square miles) in size. The predominant land uses are residential, parks, and open space, with approximately 64% of the land in the area devoted to these uses. Similar to the people in the East Bench, land use has remained relatively unchanged in the last 30 years.

Approximately 43% of the land within the master plan area is privately owned. The State of Utah owns a significant amount of land within the community at 35%. The majority of State owned land is property devoted to the University of Utah, Research Park, and This is the Place Heritage Park. With the exception of Research Park, State land is not regulated by local ordinances; however, development on State lands relies on Salt Lake City for utility services, such as water and sewer.

East Bench At-A-Glance

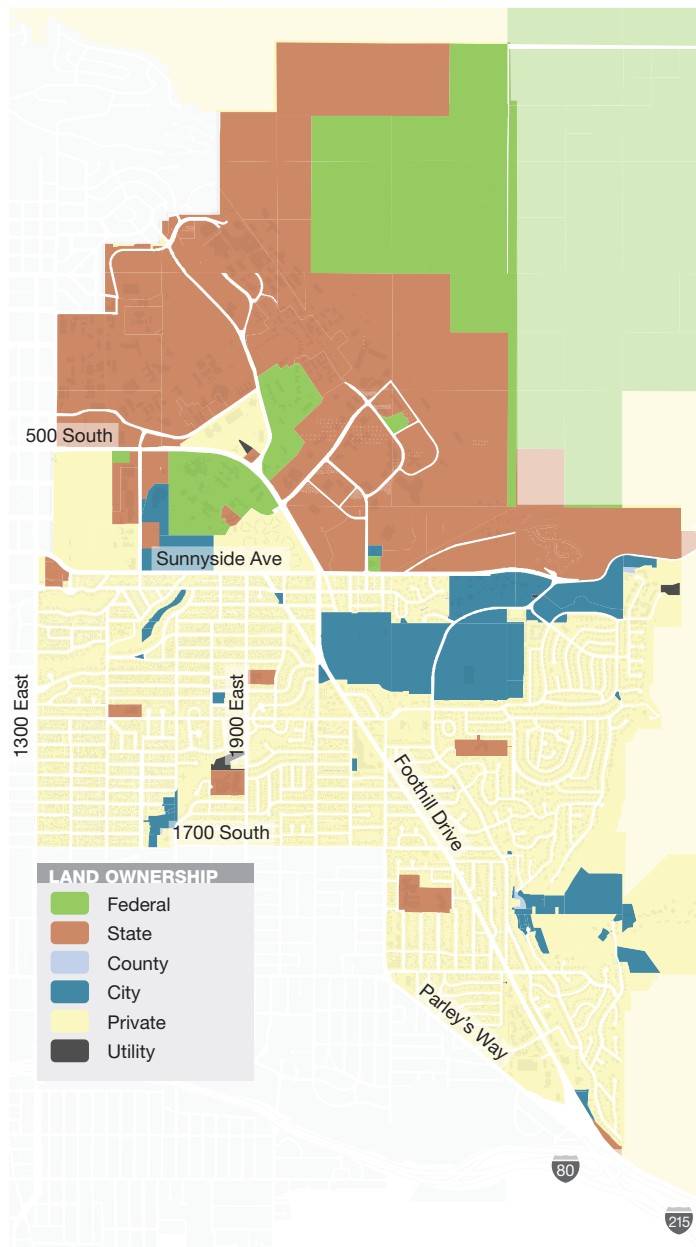
20,674	Residents (about 11 percent of city's population)
-320	Net East Bench population change from 1990-2010
37	Median age (30.9 citywide median)
14%	Population 65 and over (18% of population is 55 and over in Salt Lake County)
8%	Population that is non-white (25 percent of population is non-white citywide)
2.52	Average household size (2.44 citywide)
64%	Population over 25 with a bachelor's degree or higher (37% citywide)
\$77,301	Median household income in 2010 inflation-adjusted dollars (\$44,223 citywide)
77%	Owner-occupied housing (49.7% citywide)

Source: 2010, Census Bureau



- 30% PARKS, REC, OPEN SPACE
- 30% SINGLE-FAMILY RESIDENTIAL
- 18% UNIVERSITY OF UTAH
- 7% RESEARCH PARK
- 7% INSTITUTIONAL
- 3% MULTI-FAMILY RESIDENTIAL
- 1% TWO-FAMILY RESIDENTIAL
- 1% COMMERCIAL
- 1% OFFICE
- 1% VACANT
- .5% UTILITY

Parks, recreation, and open space lands make up a significant portion of the East Bench.



A large portion of East Bench land is owned by the State and Federal governments.

Schools

The Salt Lake City School District operates six public schools in the East Bench neighborhoods.

- Elementary Schools: Beacon Heights, Bonneville, Indian Hills and Uintah.
- Middle Schools: Clayton and Hillside.
- High School: East High (split between the East Bench and Central City Communities).

In addition to the public schools, there are four private schools located in the East Bench:

- Carmen B. Pingree Center for Children with Autism;
- Rowland Hall St. Mark’s School;
- Montessori Community School (preschool to 8th grade); and
- J.E. Cosgriff Memorial Catholic School (preschool to 8th grade).

The school age population has remained stable within the East Bench, but there have been some fluctuations in school enrollment numbers when comparing elementary schools. Bonneville has seen a 47% increase in students between 2004 and 2012; however, the overall number of elementary school students enrolled in schools located in the East Bench has only increased by 9% during that same time frame.

Historic and Cultural Resources

The East Bench contains a number of historic neighborhoods and individual properties that are designated on the National Register of Historic Places and within the Salt Lake City Local Historic Program.

The National Register of Historic Places is a federal program administered by the National Park Service and Utah’s State Historic Preservation Office. The program does not place restrictions on a property, but provides the opportunity for grants and tax credits if improvements comply with certain preservation guidelines. National Register districts and individually listed National

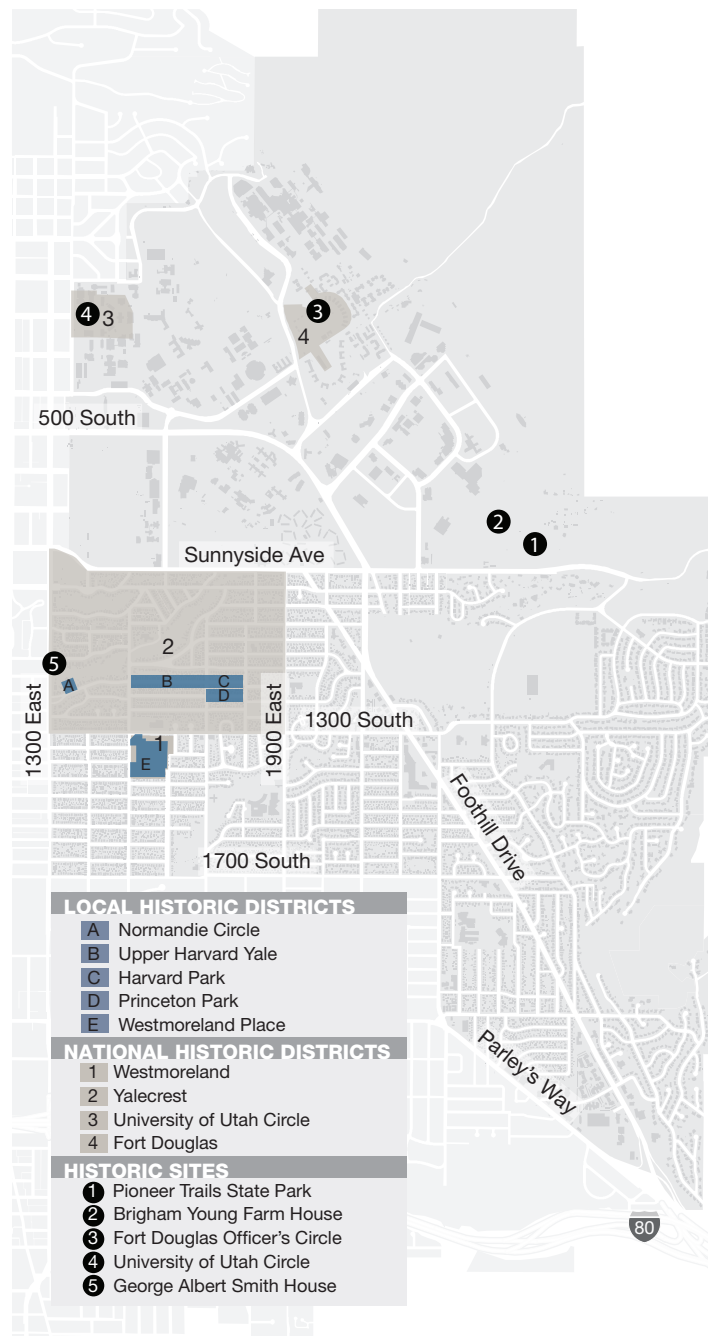
Register Sites have been evaluated according to established national procedures and determined to be worthy of preservation for their historical architectural, archaeological, engineering or cultural significance.

The Salt Lake City Local Historic Program is administered through the Salt Lake City Zoning Ordinance. Areas known as Local Historic Districts or individual properties known as Landmark Sites are designated by the City Council for the purpose of preserving their architectural, historical or cultural significance.

Specific zoning rules apply to locally designated properties that regulate demolitions and alterations to the exterior of the structures and property.



The University of Utah Circle, or “President’s Circle,” is on the National Register of Historic Places.



Westmoreland Place is both a local and national Historic District.

There are a variety of historic resources located in the East Bench.

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COMMUNITY VISION

02 Introduction

Using Plan Salt Lake as the foundation, the East Bench Community vision is the collection of community values that describes how the East Bench should look, feel, and function in the future. The vision was developed by residents, business owners, visitors, and major institutions of the East Bench Community and provides a framework for developing policies that guide the future of the East Bench.



The Vision

Stable and Unique Neighborhoods

The East Bench Community is characterized by stable residential neighborhoods with unique architectural styles and development patterns. East Bench residents take pride in their neighborhoods for being safe and attractive, and view them as being one of the most valued assets to the community. The East Bench Community recognizes that people make a neighborhood and the character of the neighborhoods should be a reflection of the people that live there. New development and changes to existing development are sensitive to the defining features and character of the surrounding neighborhood. The Community offers a variety of housing sizes and types to accommodate residents in all stages of life.

Vibrant Commercial Nodes

East Bench residents and visitors are provided a variety of shopping, entertainment and employment options that contribute to the livability of the East Bench Community and create a sense of place. Pockets of small neighborhood businesses offer local services and goods to the surrounding residential areas while maintaining compatibility and visual harmony. Higher density commercial, institutional, and regional developments are concentrated along major transportation corridors and are supported by efficient, multi-modal transportation infrastructure.

Regionally Significant Destinations

Regionally significant educational, research, medical, and employment centers are located in the East Bench. Due to their significant contribution to the economic and educational vitality of the State, these facilities will continue to grow. Future growth is a coordinated effort between the City, the surrounding neighborhoods, and the facilities themselves that recognizes not only



The homes in Westmoreland Place exemplify the unique architectural characteristics of the East Bench neighborhoods.



Neighborhood businesses and corridor commercial nodes vary in scale and provide local amenities and commercial options for the community.

the importance these facilities are to the State, but that they are also part of a local community.

The East Bench is home to renowned cultural attractions that provide opportunities for exploring the physical, artistic and historical resources of Utah's natural and physical environment. These facilities are a major defining element of the community, the City, and the State of Utah. Improvements to the cultural facilities are coordinated in an effort to create a Cultural District that is considered a destination for all visitors to the region and a benefit to local businesses and residents.

Connecting People to Places

The East Bench transportation network is designed to move people to employment, services, shopping, entertainment and each other. It is a multimodal system that is safe, efficient, and contributes to the stability and livability of the East Bench community. Major corridors move people efficiently to regional activity centers and provide opportunities for development that are supported by major transportation corridors. The streets are designed for all users and include elements that signify that the users are in a neighborhood.



Parks, Recreation & Open Space

A defining element of the East Bench is the abundance of open space and recreational resources in and near the community. The adjacent foothills and the natural stream corridors that bisect the community provide East Bench residents and visitors opportunities to enjoy the City’s natural resources while also providing critical habitat for wildlife. An interconnected trail system provides opportunities for recreation, as well as providing additional options for mobility within the community.



Unlike other areas of the City where streams have been diverted to underground pipes, stream corridors in the East bench are at-grade and provide unique opportunities for people to interact with the natural environment.

EAST BENCH FUTURE LAND USE

Neighborhoods



The East Bench Neighborhoods are comprised of predominantly single-family homes and pockets of multifamily, commercial, recreation, and institutional uses that compliment the low-density residential neighborhood character. Future development fits into the unique architectural styles and development patterns that define individual neighborhoods; provides a diverse mix of housing choices for all stages of life and income ranges; and creates friendly, safe and welcoming neighborhoods that encourage interaction through all stages of life.

Neighborhood Node



Neighborhood nodes enhance the livability of the East Bench by providing housing, goods and services, and places for social interaction, worship, and recreation. The neighborhood nodes are designed to serve the neighborhoods they are located in and are compatible in scale to the surrounding residential uses.

Community Node



Community Nodes create places that connect neighborhoods on both sides of major corridors. Uses should be focused on providing housing, retail, office, entertainment, and institutional services that serve the needs of the surrounding neighborhoods, as well as the adjacent communities. The Community Nodes are located along the major corridors.

Regional Node



The Regional Node is located along Parley's Way and Foothill Drive near Interstates 80 and 215. The node is a magnet for commercial, office and multi-family developments that are designed to create an entryway to the City. Buildings are three to four stories in height and respect the views of the mountains and valley. Large tracts of land in the Regional Node provide safe and well-defined auto, bicycle and pedestrian circulation that connects to the adjacent street network.

Regional Activity Center



The Regional Activity Center is a regional hub for education, research, employment and entertainment. Future uses support this function and future growth is a coordinated effort between the City, the surrounding neighborhoods, and the activity center facilities that balances State and regional needs with the livability of adjacent neighborhoods.

Parks, Recreation and Open Space



Parks and recreation facilities provide a variety of year round and well maintained recreational opportunities for all East Bench residents. Riparian corridors and other open spaces provide opportunities to interact with nature, are natural trail corridors that connect the City's open space resources, and provide habitat for wildlife and native vegetation. The Wasatch foothills are considered the scenic backdrop of the City and are preserved for wildlife habitat and recreation.

Major Corridors

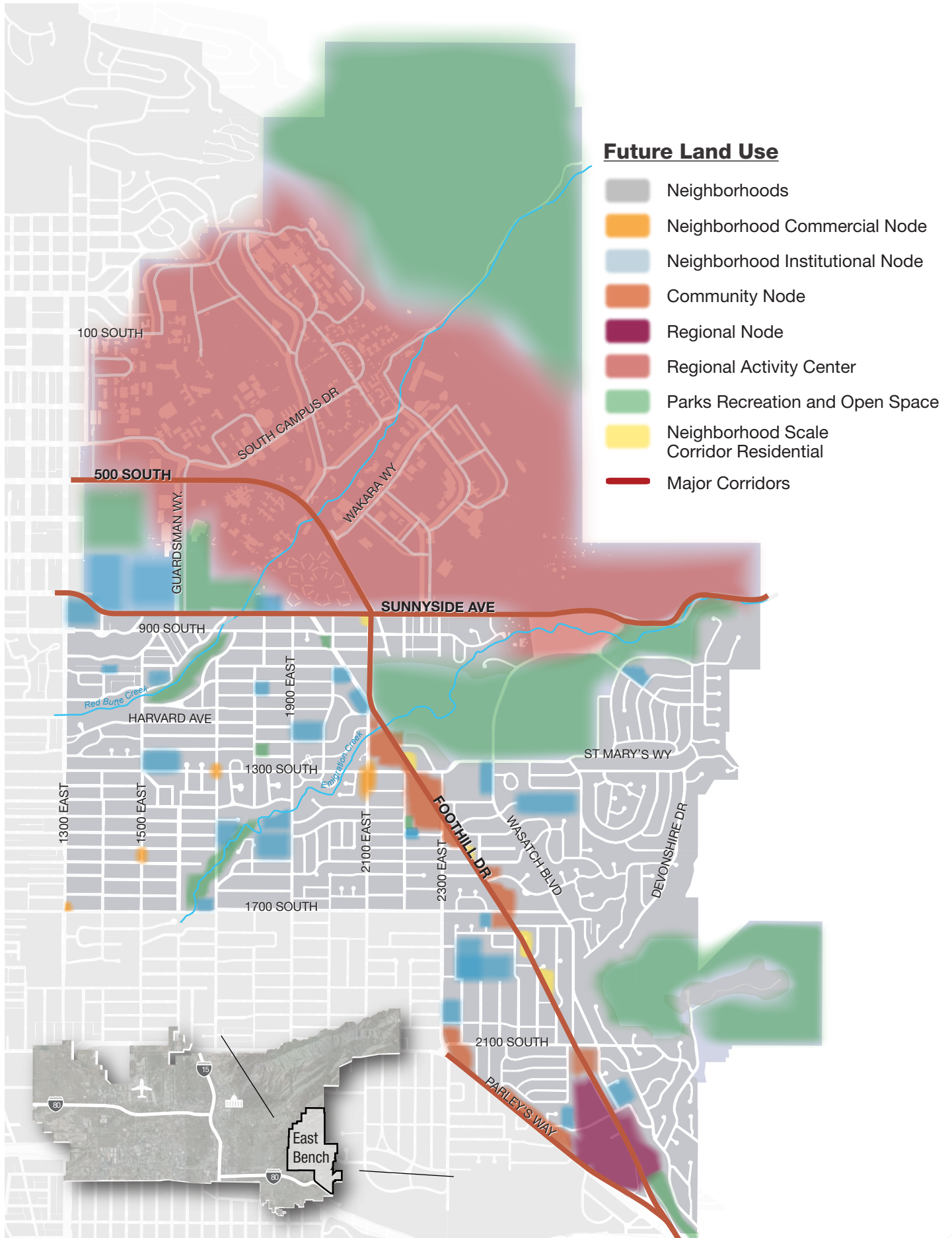


The Major Corridors serve as primary transportation corridors and provide multiple choices for moving people safely and efficiently; provide a sense of arrival and showcase the City's approach to transportation, land use and sustainability; and provide mix of housing and commercial opportunities that are designed at a human scale. Intersections along the corridors create active and safe nodes that connect neighborhoods.

Neighborhood Scale Multi-Family Residential



The Neighborhood Scale Multi-Family Residential areas are located where existing residential properties front onto Foothill Drive. Future redevelopment of the properties in the Neighborhood Scale Multi-Family Residential areas should be lower in density and height than in the community mixed-use areas due to their adjacency to the single-family homes just off of the corridor. Land uses that are appropriate in these areas include single and two-family residential, townhomes, and small scale apartments and condos.



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Most transit
with and beyond
Kroger
housing for
students
Density
on footfall
Shuttle system
runs to downtown
we find down
Neighborhood
of
system
parts
Better integration
of state prep w/ neighborhoods

OPPORTUNITIES and CHALLENGES

STREETS

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03 Introduction

Throughout the master plan visioning process, members of the East Bench Community identified what they liked about their community. These elements were used as the cornerstone for building the East Bench Community Vision.

Members of the community also listed a number of challenges facing their neighborhoods. In some instances, the challenges are based on differing opinions or values. In other instances, they are actual physical constraints to meeting the future needs of the community.

The following pages provide a summary of the opportunities and challenges in the East Bench. The intent of the principles and initiatives of the East Bench Master Plan is to capitalize on the existing opportunities while developing solutions to challenges in an effort to meet the East Bench Community vision.

Opportunities

The following opportunities have been identified by the East Bench Community. These opportunities should be embraced as critical elements in achieving the East Bench vision.

Stable and Interactive Neighborhoods

Much of the East Bench is comprised of well established residential neighborhoods. The safe, friendly, and welcoming neighborhoods encourage interaction and foster a distinct sense of place with a “small town” feel within the context of the larger city.



Business Districts

The existing business nodes within the East Bench contribute to the livability of the community. They are each unique and range from small and intimate, such as the 15th & 15th Neighborhood Business District to those with larger service areas, such as the commercial nodes located along Foothill Drive. These commercial areas provide easily accessible dining and shopping opportunities, as well as neighborhood gathering places.

City and Regional Connectivity

The East Bench is comprised of a well defined street grid that connects the community to the larger regional transportation network. Foothill Drive and Parley’s Way provide direct access to the I-80 and I-215 corridors connecting the East Bench to the region, while Sunnyside Avenue, 1300 East, and 500 South connect major activity areas of the East Bench to the City. This street network provides opportunities for additional transportation options.



Gateway Corridors

Foothill Drive and Parley’s Way are major corridors that provide the first glimpse of the City from I-80 and I-215. As such, these streets provide an opportunity to showcase the City’s approach to creating a livable community.



Regionally Significant Destinations

The East Bench is home to the University of Utah, Research Park, Veteran’s Administration Hospital, and numerous cultural and entertainment destinations. These facilities provide employment, learning and entertainment opportunities for not only East Bench residents, but for people all over the region. The proximity to one another creates a regional node.

Foothills and Stream Corridors

The location of the East Bench offers exceptional open space access that is not readily available in other areas of the city. There are several access points to the trail systems where residents can hike, run, and bike. Both Red Butte Creek and Emigration Creek flow through the area creating both recreation opportunities and habitat for native vegetation and wildlife.



Economic Prosperity

The economic prosperity within the area, as illustrated by higher household incomes and percentages of home ownership, benefits the entire community. High income levels contribute to continued private investment into the community in various ways ranging from purchases of goods in local businesses and property improvements.

Challenges

The following challenges have been identified by the East Bench Community. The main goal of the East Bench Plan is to address these challenges in an effort to achieve the community vision.

Maintaining Neighborhood Character

There is a strong desire among East Bench residents to preserve the defining features of their unique neighborhoods. The challenge comes in balancing private property rights and allowing the community to grow, while preserving the things that make the neighborhood special.



Meeting the Needs of Future Generations

The East Bench is characterized by its mature, stable neighborhoods. While this is an asset, it also creates challenges due to limited opportunities for new growth. An aging population, and the young families who are replacing this population, are looking for additional housing, service and recreational opportunities within their community. The limited redevelopment potential in the East Bench will require creative solutions to meet these needs.



Limited Transportation Choices

The history of infrastructure improvements along major streets within the East Bench has been focused mainly on the movement of the automobile. Also, the predominant low-density residential land use pattern does not generally represent an environment of high transit ridership. These characteristics have contributed to a lack of transportation options in the East Bench. The lack of options is evident in the travel characteristics of the East Bench working population where 86% of the working commuters travel by automobile.



Commercial Impacts on Residential Property

Although appropriate commercial development generally provides positive benefits to surrounding residential neighborhoods, there can be negative impacts as well. Neighbors who live close to businesses often list noise, light and parking as negative impacts.

Growth of Regional Destinations

The regional destinations within the East Bench are growing and will continue to grow. While this growth is a positive contribution to the region, it can put a strain on existing resources within the community. Creative solutions are needed to accommodate the housing, service and transportation needs related to the growth of these facilities and impacts to the surrounding neighborhoods.



Impacts of Major Streets

The proximity of major corridors to single-family residential neighborhoods presents significant challenges. The major streets, such as Foothill Drive and Parley’s Way are designed to move automobiles, which can negatively impact the neighborhoods they bisect. Development along the major corridors are auto-oriented, with parking close to the street, buildings set back far from the sidewalk and land uses that support the automobile. It is difficult for pedestrians to cross major streets except at signalized intersections, which may be up to a half mile away. There are few bike lanes that connect neighborhoods to commercial and recreation areas.



Balancing Access and Preservation of Public Lands

Protection of natural habitats and resources can conflict with objectives to provide greater access to natural areas. As more and more people utilize the open spaces within the East Bench, balancing public access and recreation with protection of natural habitat and resources will be an ongoing challenge.

Focus Areas

Utilize existing opportunities and overcome challenges in order to achieve the vision of the East Bench Community.

The East Bench Community Vision is a framework for what the community will look like in the future. In some cases, the East Bench will appear as it does today with minimal change. In other cases, change is encouraged to meet the future needs of the East Bench Community.

There are five specific areas of focus described in this plan. The goal of each of these focus areas is to utilize existing opportunities and overcome challenges in order to achieve the vision of the East Bench Community. The focus areas are the following:

- **Neighborhoods;**
- **Major Corridors;**

- **Regional Activity Centers;**
- **Connecting People to Places; and**
- **Parks, Recreation, and Open Space.**

Each of the following chapters are devoted to discussing these focus areas. Each focus area has a list of **Guiding Principles**, which are overarching, high level guidelines for future decision making. The **Moving Forward** section of each focus area chapter contains concepts, ideas, and strategies that have been developed according to the overall guiding principles. These should be used to develop specific implementation tools, such as ordinances, policies, and programs.



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CREATING AND PRESERVING NEIGHBORHOODS

04 Introduction

Neighborhoods are geographically distinct areas that fit within a larger city. Primary functions of a strong neighborhood should include housing, shopping, services, and recreation. They provide a foundation for social interaction and a sense of community where people look out and care for each other. Neighborhoods should be a place where individuals have face to face interactions and work together to develop solutions that will work for the neighborhood as a whole. Neighborhoods are fundamental to our quality of life in Salt Lake City.

There is a strong desire among East Bench residents to preserve the defining features and identity of their neighborhoods, which has not come without controversy. In some cases it has resulted in changes to the zoning code, and the establishment of national and local historic districts. In other cases it has caused tension and debate within the neighborhoods without resulting in a final outcome. The purpose of this chapter is not to choose one individual's values over another, but to outline a common foundation for residents to work together to find out what is best for their neighborhood.

GUIDING PRINCIPLES

Neighborhood Compatibility

Development and infrastructure improvements complement the unique architectural styles and development patterns that define individual neighborhoods.

Social Interaction

Development and infrastructure improvements create friendly, safe, and welcoming neighborhoods that encourage interaction through all stages of life.

Housing Choices

Provide a diverse mix of housing choices for all stages of life and income ranges.

Activity Nodes

Neighborhood activity nodes enhance the livability of the community by providing goods and services, and places for social interaction, worship, and recreation. They are designed to be compatible with the surrounding neighborhood and create a sense of place.

City Planning Context

The concept of creating, strengthening and preserving neighborhoods is a priority for Salt Lake City and is documented in several citywide plans. The following plans provide overall guidance for this chapter.

Plan Salt Lake

Plan Salt Lake emphasizes the important role strong and vibrant neighborhoods have on the future of Salt Lake City. The plan provides guidance on how neighborhoods are the basic foundation for providing housing, services and the opportunity for social interaction through the following initiatives:

- Maintain neighborhood stability and character
- Support neighborhood identity and diversity
- Incorporate artistic elements and support cultural events on a neighborhood scale to reinforce neighborhood character and identity.
- Provide opportunities for and promotion of social interaction
- Improve usefulness of public rights of way as usable public space.
- Ensure access to affordable housing.
- Encourage housing options that accommodate aging

in place.

- Promote energy efficient housing and rehabilitation of existing housing stock.

In addition to planning for the needs of the people that currently live, work, and play within the East Bench Community, the East Bench Master Plan must also consider the principles and initiatives established in Plan Salt Lake to ensure that we are planning for future generations.

Community Housing Plan

The **Salt Lake City Community Housing Plan** represents a vision to create a wide variety of housing options in the City that support neighborhood vitality. It is designed to provide a framework of housing policies and implementation strategies that cover a wide spectrum of housing opportunities for all income levels. The Plan is a guide for the development of new housing opportunities while preserving existing housing stock. The Plan also addresses issues relating to the types of desired housing in the City, and is a comprehensive plan based on housing policy statements adopted by the Salt Lake City Council and implementation strategies designed by the City's Division of Housing and Neighborhood Development.

It is the intention of the East Bench Master Plan to recognize and support the implementation of the Salt Lake City Community Housing Plan. The policies and the goals of the East Bench Plan are designed to work in tandem with the policies and implementation strategies of the Salt Lake Community Housing Plan; in short, the East Bench Master Plan incorporates the Salt Lake City Community Housing Plan by reference.

Community Preservation Plan

Salt Lake City adopted a **Community Preservation Plan** on October 23rd, 2012. The purpose of the plan is to guide preservation activity and determine the appropriate role for historic preservation and community character preservation policies in Salt Lake City. The plan defines the specific goals of both Historic Preservation and Community Character Preservation as follows:

Historic Preservation: Preserve those areas that uniquely tell the history of the development of Salt Lake City, the region, state or nation and on the basis of promoting the public interest, allow for regulation of exterior alterations in an effort to preserve the historic sites and structures for current and future generations

Community Character Preservation: Provide some assurance that the important physical characteristics of a neighborhood, as identified by the current property owners, will be preserved which in turn can help stabilize the neighborhood. The first zoning tool aimed at preserving community character occurred in the East Bench and was the adoption of the Yalecrest Compatible Infill Overlay Zone.

The Preservation Plan provides one specific recommendation that relates to a geographic area within the East Bench Community. The plan identifies the Yalecrest National Historic District as a high priority area for stronger protections to control demolitions and teardowns. This is largely being accomplished due to recent overlay districts being proposed by property owners and adopted by the City Council.

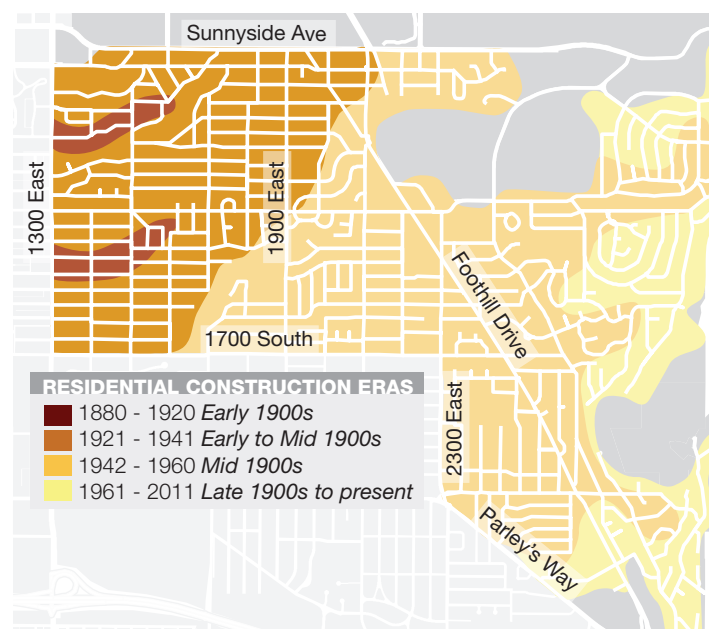
Existing Conditions

The East Bench Community is known for its desirable residential neighborhoods and high quality housing. Some of the highest valued homes in the Salt Lake Valley are located in this Community. The preponderance of well maintained housing, traditional neighborhood designs, localized amenities, and the absence of vacant property are indicative of the stable nature of the East Bench neighborhoods.

In general, the residential land use areas of the East Bench are comprised of:

- Predominantly single-family households;
- Stable, safe, quiet, friendly residential neighborhoods;
- Diverse residential architectural styles and neighborhood development patterns;
- Pockets of multifamily development (duplexes, townhomes, condominiums, apartments); and,
- Neighborhoods within walking distance or a short drive to amenities.

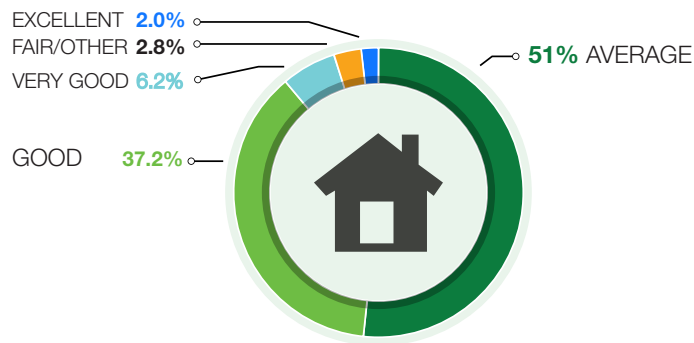
Toward the west, East Bench neighborhoods contain a more traditional mix of smaller lots with neighborhood scale amenities. Approaching Foothill and to the southeast, lot sizes and the scale of commercial centers get larger.



Approximately one-third of East Bench neighborhoods developed prior to World War II.

This pattern coincides with the era homes were built and reflects changes in zoning regulations, market demand and personal preferences.

The East Bench Community is generally comprised of seven neighborhoods that are identified by their neighborhood organization boundaries. While there is no hard line for of where the neighborhoods should be

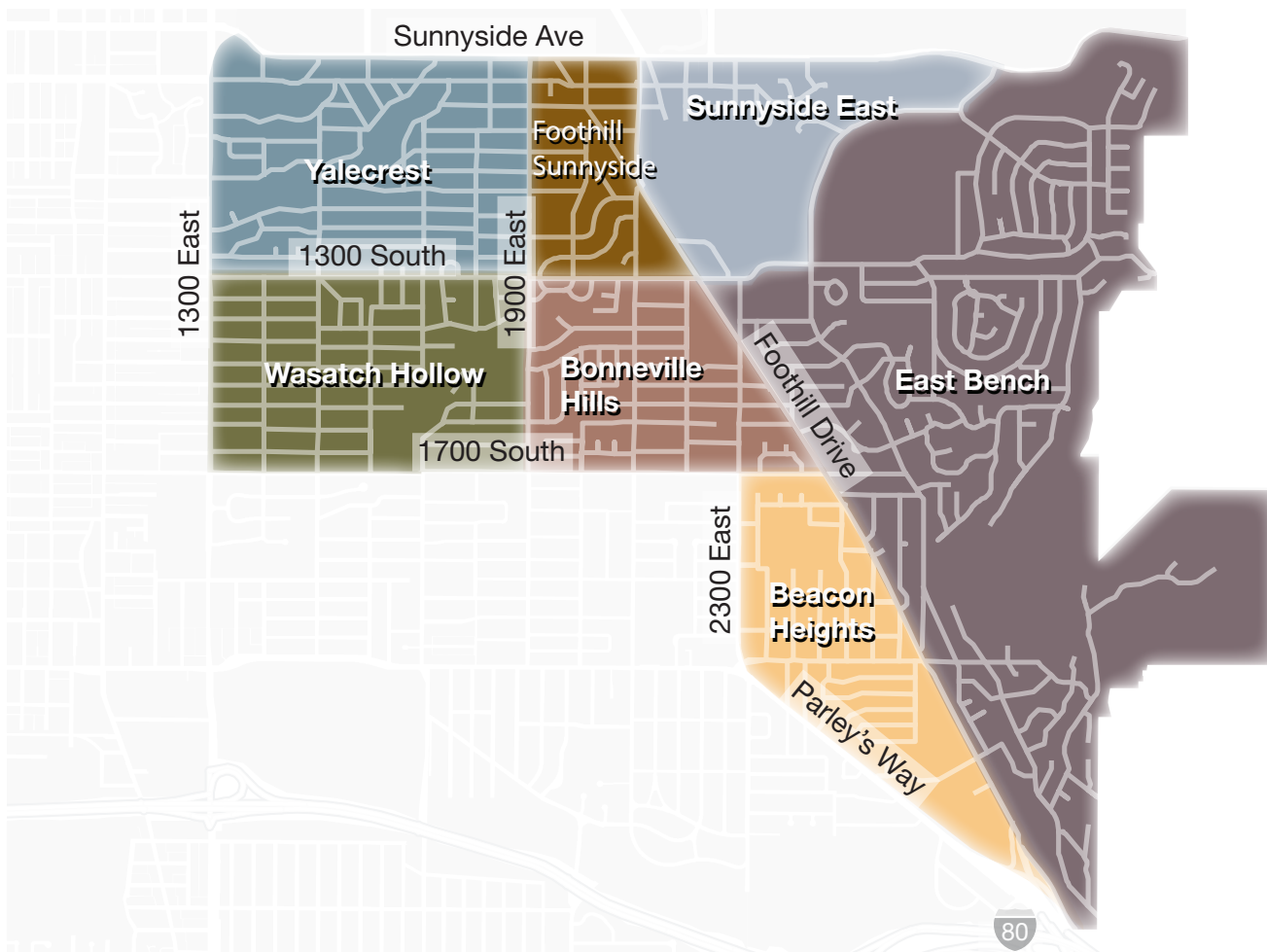


Most properties in the East Bench are in average or good condition overall according to the Salt Lake County Assessor's Office (2014).

identified, the respective neighborhood organization boundary reference helps to geographically locate unique qualities and distinctions for neighborhoods around the East Bench.

Neighborhoods

The Yalecrest neighborhood contains some of the oldest residential development in the East Bench Community and exhibits a variety of period revival architectural styles dating back to the first few decades of the 20th Century. The entirety of the neighborhood is designated as the Yalecrest National Historic District in addition to local historic districts within the neighborhood. Streets in this neighborhood are generally lined with large mature street trees and the homes have similar setbacks and scales. The 13th and 17th neighborhood commercial node and Uintah Elementary are major activity centers in the neighborhood.



The East Bench is generally comprised of seven neighborhoods that are identified by their neighborhood organization boundaries.

The Yalecrest neighborhood is also home to Miller Park, a bird refuge and nature park located along the Red Butte Creek corridor.



The Yalecrest neighborhood exhibits a variety of period revival architectural styles dating back to the early 20th Century.

The **Wasatch Hollow** neighborhood is a predominately single-family residential neighborhood but also contains the 15th and 15th commercial node. The Westmoreland Place local and national historic district is located in the northern portion of the neighborhood and has a significant collection of architectural styles dating from the 1920's to the 1950's. Homes in the neighborhood have generally uniform setbacks and many streets are shaded by significant tree canopies. The streets in the Wasatch



The Wasatch Hollow neighborhood includes the local historic district Westmoreland Place, which is characterized by bungalow and period revival cottage styles.

Hollow neighborhood are mostly laid out in a grid pattern with some variation due to natural topographic features. These features include the Emigration Creek corridor and Wasatch Hollow nature area that run through the eastern side of the neighborhood with Wasatch Hollow park at the southern terminus of the nature area. Clayton Middle School is located along the eastern edge of the neighborhood.

The **Foothill/Sunnyside** neighborhood is predominantly single-family residential with some multi-family housing along the Foothill corridor. The earliest developed areas of the neighborhood follow a grid street pattern but more recently developed portions of the neighborhood follow a curving street pattern. Street trees line most of the park strips within the neighborhood and homes generally have similar setbacks. Activity centers include the Anderson-Foothill Library, Bonneville Elementary, and the northern portion of the 13th and 21st commercial node.

The **Bonneville Hills** neighborhood is a predominately single-family residential neighborhood in the closest proximity to the Foothill Village commercial center, which is the most intense community activity node in the East Bench Community. The streetscapes are similar to the older neighborhoods in the East Bench, with uniform home setbacks from the street and extensive street trees.



The Bonneville Hills neighborhood consists of predominately single-family homes that were built during the middle of the 20th Century.

The streets themselves are generally aligned in a rectangular street grid. The Foothill Village shopping center functions as a semi-regional shopping center and a neighborhood amenity. The majority of the 13th and 21st commercial node is also located in this neighborhood.

The **East Bench** neighborhood is the largest neighborhood in the East Bench community. Development is relatively young in age compared to the neighborhoods to the west and there is more of a suburban development pattern with larger lots and homes, curving streets and an abundance of cul-de-sacs. The suburban street pattern is generally due to the steepness of the neighborhood as a result of being located on the slope of the foothills. The East Bench enjoys views of the city and high home values.



The East Bench neighborhood includes a variety of architectural styles.

The southern triangular area west of Foothill and south of 1700 South is considered part of the Sugar House Neighborhood Organization; however, at the more finite neighborhood level, this is considered the **Beacon Heights** neighborhood. The Beacon Heights neighborhood is bordered by both Foothill Drive and Parley's Way, which contain a variety of commercial and multi-family residential uses. Like most East Bench neighborhoods, the streets are lined with street trees and homes typically have uniform setbacks. Hillside Middle and Beacon Heights Elementary public schools are located within the neighborhood, as

well as Montessori Community and J.E. Cosgriff private schools.

The **Sunnyside East** neighborhood is predominantly large lot single-family homes built on and around Bonneville Golf Course and Hogle Zoo. Early portions of the neighborhood developed on a grid pattern, while later portions of the neighborhood developed on a curved street pattern that includes cul-de-sacs. Homes occupy only 34% of the total neighborhood area due to the expanse of land occupied by the Bonneville Golf Course and Hogle Zoo, both of which are major regional activity centers. A tennis club and community baseball fields are also located within Sunnyside East neighborhood. The neighborhood is bisected by Emigration Creek, which runs through the zoo and golf course.



The majority of the East Bench community is typified by low-scale single-family residential development. The northeast corner of the East Bench neighborhood is unique in having a number of taller apartment and condo buildings.

Neighborhood Preservation and Conservation Efforts

Many areas of the East Bench Community are considered significant historic and cultural resources. This is evident by the number of properties located within a National and/or local Historic District, listed on the National Register of Historic Sites or adopted as a Salt Lake City Landmark site.

In addition to national and local historic preservation programs, Salt Lake City has developed zoning tools that are aimed at preserving the character of a neighborhood. The first zoning tool occurred in the East Bench Community and is known as the Yalecrest Compatible Infill (YCI) Overlay Zone. This tool established specific residential development standards to encourage compatibility between new construction, additions, or alterations and the existing character and scale of the surrounding neighborhood.

More recently, additional local preservation overlays have been added within the Yalecrest National Historic District and other applications for this designation are in process. Other attempts to create neighborhood conservation type zoning districts have been unsuccessful due to differences in community values related to compatible infill development.

Communities within the East Bench are encouraged to continue the dialogue regarding community preservation. If the values of people in certain areas coincide, new overlay zones can emerge. Several tools and ordinances now exist that may assist communities in fulfilling their desires to create such zones.



The neighbors in Westmoreland Place, located in the Wasatch Hollow neighborhood of the East Bench, came together to establish a Local Historic District to preserve their neighborhood's unique historic character.

Neighborhood Activity Nodes

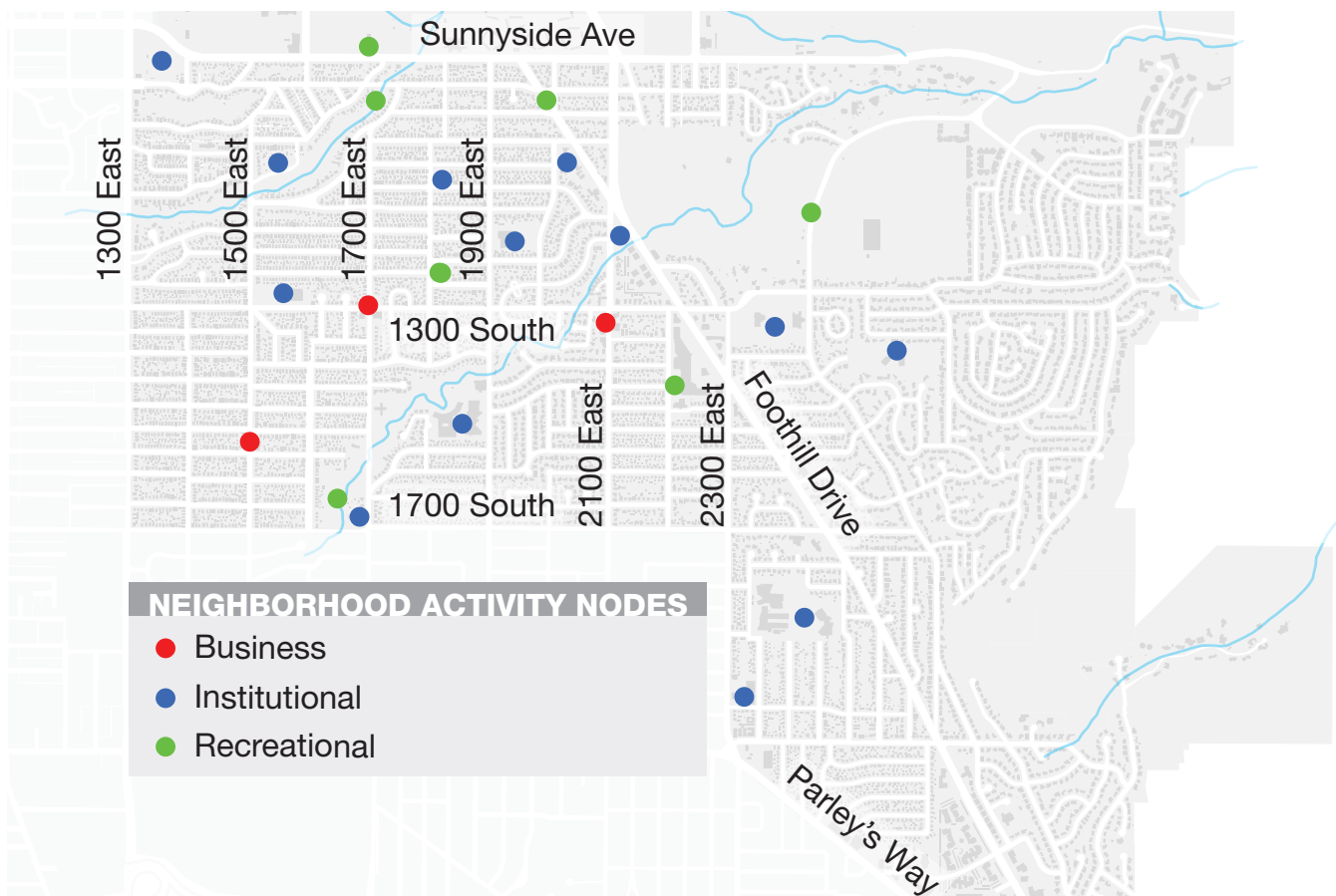
Strong communities are not simply a function of homes in geographic isolation. A vibrant neighborhood includes areas connected to where we learn, worship, shop, eat, obtain services, recreate and interact with our neighbors. Often times these uses are mixed and integrated or separated by scale and intensity into the fabric of a community. These areas are referred to as Activity Nodes.

Neighborhood Activity Nodes generally attract people from within the neighborhood in which they are located. These areas contain coffee shops and neighborhood grocers, as well as libraries, schools, parks and churches. Neighborhood activity nodes may contain businesses that attract people from outside of the immediate neighborhood; however, these businesses are generally small in size and scaled for neighborhood patronage. These uses are primarily located along collector streets within neighborhoods.

The traditional integration of small neighborhood business districts within single-family neighborhoods has been

maintained in several areas of the community. The East Bench area has four distinct neighborhood business districts or nodes: 1500 South & 1500 East, 1300 South & 1700 East, 1300 South & 2100 East, and 1700 East and 1700 South. These business districts offer food, shopping, and services to nearby residences and function as gathering places for social interaction. They also offer opportunities for locally owned business and employment. These districts should be embraced and strengthened as part of the neighborhood fabric and looked at as an integral component of a neighborhood's identity.

In well established communities such as the East Bench, it is important to identify activity nodes that support the community's local needs and where people congregate in their day to day lives. This helps to identify and support future infrastructure improvements that increase mobility options and safety. Improvements to activity nodes can also play a major role in creating and supporting neighborhood identity.



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MOVING FORWARD >>>

The following are the guiding principles and associated initiatives that are intended to help guide the East Bench Community into the future. The initiatives include general policies, as well as specific strategies and goals. Applicable Plan Salt Lake policies are also included that help inform these guiding principles and initiatives.

GUIDING PRINCIPLE 01

NEIGHBORHOOD COMPATIBILITY

Development and infrastructure improvements complement the unique architectural styles and development patterns that define individual neighborhoods.



Plan Salt Lake initiatives supported by this action:
Neighborhoods

- Maintain neighborhood stability and character.
- Support neighborhood identity and diversity.

INITIATIVE 1.1

Preserve and Enhance Neighborhood Identity

The well defined neighborhoods of the East Bench should be preserved. The character of the neighborhoods, defined by the streets, park strips, the types of homes and the character of each individual property establishes the identity and make them desirable places to live. The City should work with residents, property owners and business owners to consider which tools are the most appropriate to accomplish this. Tools may include establishing National Historic Districts, Local Historic Districts, Character Conservation Districts or changes to the base zoning districts. When considering changes to neighborhoods, the use, building scale, and character features of the street, blocks, and individual properties should be considered. Very few changes should occur in terms of these neighborhood features. Changes that are not consistent or compatible with the existing neighborhoods should be rejected.



These homes are located in a Local Historic District, which includes compatibility standards that help maintain neighborhood character.

INITIATIVE 1.2

Conduct Historic Resource Surveys

National Register historic districts provide property owners a significant financial incentive to improve their homes according to State and Federal preservation guidelines. The program does not place restrictions on a property. The creation of these districts should be supported by the City when requested by the neighborhood. The City, in partnership with the neighborhoods, should conduct historic resource surveys in neighborhoods, or sections of neighborhoods, where the age of development is at least 50 years old to determine which neighborhoods might be eligible to be listed as National Historic Districts.

INITIATIVE 1.3

Neighborhood Supported Local Historic Districts

Local Historic Preservation Districts are administered by the City and place specific controls over exterior alterations, new construction and demolitions of structures located within the district. Local designation of historic resources should occur where the primary purpose is to protect historic resources for the public interest and the focus should be on areas where National Historic Districts have already been created. The City should provide educational tools related to Local Historic Districts so that property owners can make informed decisions on the future of their neighborhoods. The City should also support the creation of small preservation districts that are proposed by the property owners and meet the criteria for local historic district adoption.

INITIATIVE 1.4

Neighborhood Conservation Districts

Neighborhood Conservation Districts should be created where the purpose is to stabilize a neighborhood or preserve specific character elements of a neighborhood. These districts differ from Local Historic Preservation Districts in that specific character defining elements are determined by the neighborhood. Zoning regulations are created to preserve those elements and require those elements in new construction. The City should work with neighborhoods on developing a Neighborhood Conservation District where preservation districts may not be warranted and where the property owners support such designation.

GUIDING PRINCIPLE 02

SOCIAL INTERACTION

Social Development and infrastructure improvements create friendly, safe, and welcoming neighborhoods that encourage interaction through all stages of life.



Plan Salt Lake initiatives supported by this action:

Neighborhoods

- Support neighborhood identity and diversity.
- Incorporate artistic elements and support cultural events on a neighborhood scale to reinforce neighborhood character and identity.
- Provide opportunities for and promotion of social interaction.
- Improve usefulness of public rights of way as usable public space.

Transportation and Mobility

- Incorporate pedestrian oriented elements, including street trees, pedestrian scale lighting, signage, and embedded art into our rights of way and transportation networks.

Beautiful City

- Use art to create and reinforce a sense of place, including embedded art in infrastructure of all sizes.
- Reinforce and preserve neighborhood and district character and a strong sense of place.

INITIATIVE 2.1

Social Infrastructure

The public realm is defined not just as the sidewalk and street, but as the area from building front to building front. This is the area where social interaction occurs on a daily basis. Design elements should be integrated into the public realm especially at activity nodes to encourage and provide space for social interaction. Design elements might include seating areas, plazas and landscaping. The city should pursue amendments to zoning at activity nodes to promote these elements. Changes to the street, sidewalks, and park strips should begin with a strong public outreach effort.



The development at this business node includes places for outdoor seating and social interaction.

INITIATIVE 2.2

Neighborhood Festivals

Neighborhood organizations are in a unique position to help implement master plan goals and policies. Salt Lake City has a history of supporting neighborhood festivals, street fairs and other events that reinforce neighborhood identity, bring neighbors together for social interaction, and help implement other strategies stated in the East Bench Master Plan. Some examples of these types of events include crosswalk painting parties, business node festivals, a local “parade of homes”, riparian corridor nature walks, etc. The City should make it easy for residents to organize and hold these types of neighborhood events by simplifying the permit process for these events.



Neighborhood festivals help reinforce neighborhood identity and bring neighbors together for social interaction.

GUIDING PRINCIPLE 03

HOUSING CHOICES

Provide a diverse mix of housing choices for all stages of life and income ranges.



Plan Salt Lake initiatives supported by this action:

Housing

- Ensure access to affordable housing.
- Increase the number of medium density housing types and options.
- Encourage housing options that accommodate aging in place.
- Direct new growth towards areas with existing infrastructure and services that have the potential to be people oriented.
- Encourage housing options that accommodate aging in place.
- Enable moderate density increases within existing neighborhoods where appropriate.

Growth

- Locate new development in areas with existing infrastructure and amenities, such as transit and transportation corridors.
- Promote infill and redevelopment of underutilized land.
- Accommodate and promote an increase in City's population.

INITIATIVE 3.1

No Net Loss in Housing

Future development should not result in a loss of existing housing units. With the exception of some apartments and condominiums located along Parley's Way, Foothill Drive, and at the mouth of Emigration Canyon, housing in the East Bench is predominantly single-family in nature. Reviews of all redevelopment projects in the East Bench Community should adhere to a no net loss in housing policy. Projects should not result in a loss in existing housing units unless the project is fulfilling another community need as supported by this plan and other City adopted plans.



Future development should not result in the loss of existing housing units.

INITIATIVE 3.2

Housing Affordability, Access, and Choices

Housing in the East Bench should adhere to Plan Salt Lake and the Salt Lake City Housing Plan and emphasize the need for all communities to share in providing more housing to meet the needs of future generations. Additional housing choices will allow East Bench residents to continue to comfortably live within the community they have resided in for many years, rather than having to move away as they age. Balancing the need for additional housing options, while preserving existing conditions can be challenging. In an effort to preserve the character of the stable East Bench neighborhoods while allowing for additional housing choices, higher density housing should be focused along Foothill Drive and Parley's Way, both of which are major transportation corridors that can support future transportation options. Additional lower density housing choices, such as allowing an additional dwelling unit in an existing single-family dwelling, should be allowed within neighborhoods that are supported by public transportation or near major transportation corridors.



Higher density housing should be focused along major transportation corridors in the community.

INITIATIVE 3.3

Promote Reinvestment in Existing Housing Stock

Another method to maintain housing affordability, access, and choice is to promote reinvestment in existing housing stock. There are a number of existing multi-family properties that are located in single-family residential zoning districts, thereby making the properties nonconforming from a zoning perspective. A nonconforming use status places restrictions on properties that prohibit reconstruction, expansion, and places limits on improvements that can be made before the housing units are lost. Rezoning existing multi-family properties to an appropriate zoning designation that permits the existing number of dwelling units would remove the nonconforming status of the property and allow greater flexibility in making improvements to the property.

GUIDING PRINCIPLE 04

ACTIVITY NODES

Neighborhood activity nodes enhance the livability of the community by providing goods and services, and places for social interaction, worship, and recreation. They are designed to be compatible with the surrounding neighborhood and create a sense of place.



Plan Salt Lake initiatives supported by this action:

Neighborhoods

- Encourage and support local businesses and neighborhood business districts.
- Maintain neighborhood stability and character

Transportation and Mobility

- Incorporate pedestrian oriented elements, including street trees, pedestrian scale lighting, signage and embedded art into our rights of way and transportation networks.

Beautiful City

- Reinforce and preserve neighborhood and district character and a strong sense of place.

Economy

- Support neighborhood businesses

INITIATIVE 4.1

Consider Community Benefits when Analyzing Projects

The most important feature of a neighborhood commercial node is that it is located within a residential neighborhood. Neighborhood commercial nodes provide services and goods to nearby residents and also provide opportunities for small, locally owned businesses. Commercial uses within neighborhoods have the potential to negatively affect adjacent homes; however, the City should consider not only the impacts to adjacent properties, but also the benefits to the entire community when analyzing projects within the neighborhood commercial nodes.

INITIATIVE 4.2

Support Neighborhood Business Associations

The City should encourage and facilitate the forming of individual neighborhood business associations to aid in programming, self-policing, and sustaining the

business district. When the businesses come together they collectively have more power to obtain funding for improvements to their district. The City should develop economic development tools specifically aimed at helping neighborhood business districts thrive and create an identity for themselves.



The businesses at the 15th & 15th commercial node have formed the 15th & 15th Neighborhood Business District.

INITIATIVE 4.3

Business Districts that Promote Neighborhood Identity

Building features, such as height, placement and materials, as well as street improvements, such as signage, landscaping, lighting, paving materials, and pedestrian crossings activate the individual neighborhood business districts, create a distinct identity, create a sense of place, and help create a more pleasant auto-pedestrian interface. They also provide a visual cue to motorists that they are in an active neighborhood and need to slow down and be alert. The City should support and facilitate public improvements, art, and amenities that activate the individual neighborhood business districts, create a distinct identity, create a sense of place, and implement traffic calming measures. These improvements should be designed to complement the surrounding neighborhood.



The landscaping and pedestrian scale elements in front of this business help create a sense of place and identity for the 15th & 15th business district.

INITIATIVE 4.4

Buffering, Building Design and Land Use

Due to their close proximity to single-family homes, the buildings in the neighborhood business districts should be scaled in a way to fit into the neighborhood and not overshadow it. In an effort to mitigate potential impacts on adjacent homes, each district should be surrounded by a buffer area that incorporates landscaping, appropriate building setbacks, and fencing. Buildings should be situated closer to the front property lines to define the public realm, but provide some space for outdoor activities along the sidewalk. Land uses within the neighborhood commercial districts should be geared toward meeting the needs of the nearby residences. They should provide services that the neighborhood needs on a daily basis.



The landscaping next to the Foothill Shopping Center helps buffer adjacent residential homes from the commercial activities on the site.

INITIATIVE 4.5

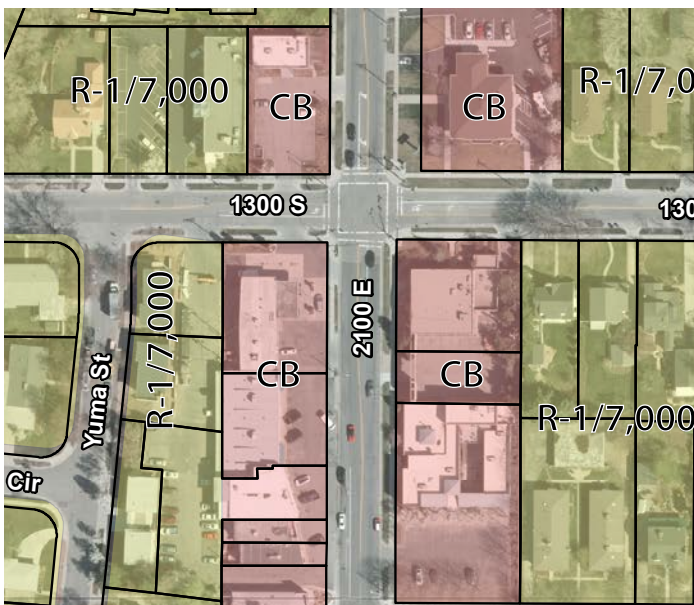
Commercial Parking in Neighborhoods

Due to the nature of some of the uses, such as restaurants and retail stores, neighborhood businesses can bring in people from outside of the community. The additional traffic coming into the neighborhoods can create impacts. This is a fact of life when living near successful business districts, near a major University and within a major city. Parking can be a concern near some business districts due to the lack of parking on smaller commercial properties and the success of a business. In areas where parking is a concern for the residents, a residential permit parking program should be explored.

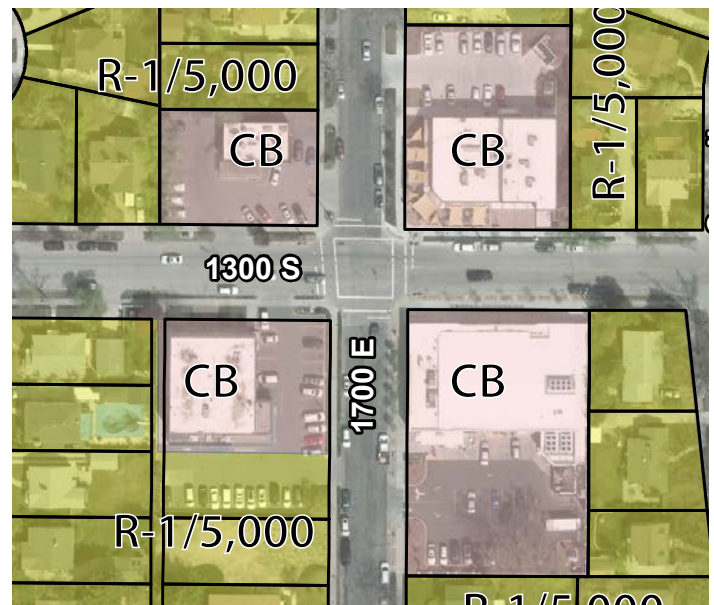
INITIATIVE 4.6

Zone the Neighborhood Business Nodes Appropriately

At some of the neighborhood business nodes, the commercial zoning designations do not follow the historic commercial district boundaries. While this may seem like a way to control the expansion of commercial uses into residential areas, it actually creates nonconforming uses, which may result in disinvestment in the commercial district. The 1300 South & 1700 East and 1300 South & 2100 East districts have longstanding commercial uses in residential zoning districts. The zoning should be analyzed in these districts and the commercial uses should be zoned appropriately to encourage future investment in the neighborhood.



Some of the properties used for businesses at the 1300 S and 2100 East business node are zoned for single-family residential uses.



A property used for business parking at this node is actually zoned for single-family residential uses. The parking in this situation is considered a "nonconforming use."

INITIATIVE 4.7

Evaluate Zoning at the 1300 South & 2100 East Node

The 1300 South & 2100 East neighborhood commercial node should be evaluated in an effort to ensure that future redevelopment of the district respects the character of the surrounding residential neighborhoods, while capitalizing on its location along and near higher traffic volume streets. Due to the districts' location near the Foothill corridor and its proximity to the University of Utah, the zoning should allow for a residential and commercial mix of land uses. The scale of the buildings in the district should be compatible with the surrounding residential land uses, although a slight building height increase at the 1300 South and 2100 East intersection should be considered in an effort to provide a focal point for the node.



The above photo is a view of the south-west corner of the 1300 S & 2100 East node.



The above conceptual image represents one possible development scenario for this node. In this scenario, the building is placed closer to the street and includes outdoor dining to encourage pedestrian interaction. Additionally, the corner building is slightly higher than surrounding buildings to create a focal point for the district. The streetscape is also improved with street trees and crosswalk treatments.

INITIATIVE 4.8

Maintain Institutional Nodes for Community Institutional Assets

The institutional nodes generally include churches, schools, and libraries. Institutional uses are an important component of neighborhoods and help build and maintain a sense of community. Among the many benefits, they provide community gathering places and opportunities for socialization. At some point in the future some of these uses may close. When such an institutional use closes the property should continue to be utilized for other community oriented functions, such as recreation, senior or community centers.



Senior centers can provide needed services, continuing education opportunities, and opportunities to socialize for an aging population.

DRAFT

MAJOR CORRIDORS

05 Introduction

Foothill Drive, Parley's Way, Sunnyside Avenue and 1300 East serve as thoroughfares into the City and are important pieces in the regional and citywide transportation network. These corridors provide the first glimpse of the City as people come to work, play or visit. As such, Foothill, Parley's, Sunnyside, and 1300 East are considered Gateways and should showcase the City's approach to:

- Connecting people to places;
- Placemaking;
- Maximizing investment in public infrastructure; and
- High quality, people oriented, and mixed-use development that complements adjacent neighborhoods.

GUIDING PRINCIPLES

Safe and Efficient Movement of People

The major streets serve as primary transportation corridors and provide multiple choices for moving people safely and efficiently.

Entryway to the City

The major streets provide a sense of arrival and showcase the City's approach to transportation, land use and sustainability.

Connect Neighborhoods

The major streets are not perceived as barriers between neighborhoods. Intersections create active and safe nodes that connect neighborhoods.

People Oriented, Mixed-Use Development

Development along Foothill Drive and Parley's Way provide a mix of housing and commercial choices. Development is people-oriented, built at a community level scale, compatible with adjacent neighborhoods, and maximizes the City's investment in public infrastructure.

Planning Context

The major streets in the East Bench are considered gateways to the City and gateway streets have long been regarded as important assets in City planning documents. The **Salt Lake City Urban Design Element** adopted in 1990, provides the following description of a City gateway:

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

In addition to creating a visual first impression, two of the major streets, Foothill Drive and Parley's Way, are the best location to accommodate future residential, employment, and commercial growth according to the goals and policies established in **Plan Salt Lake**. Plan Salt Lake recognizes that the City will continue to grow, but this growth must happen in a sustainable manner and not at the expense of existing neighborhoods. In areas such as the East Bench,

where much of the land area is occupied by stable and unique residential neighborhoods, Foothill Drive and Parley's Way provide an opportunity for growth based on the Plan Salt Lake initiatives.

The following Plan Salt Lake initiatives support focusing future growth along these major corridors:

- Reducing consumption of natural resources and open space by locating development in areas with existing infrastructure and amenities, such as transit and transportation corridors;
- Ensuring access to affordable housing and accommodate aging in place in all communities;
- Encouraging transit oriented development; and
- Creating a complete circulation network and ensure convenient equitable access to a variety of transportation options

The **Salt Lake City Transportation Master Plan** categorizes streets into a functional classification system. Foothill Drive, Parley's Way, Sunnyside Avenue and 1300 East are all classified as arterial streets. According to the City Transportation Plan, arterial streets are designed to:

Facilitate through traffic movement over relatively long distances such as from one end of the city to the other and from neighborhood to neighborhood. Arterials are generally multi-lane streets carrying high traffic volumes at relatively high speed limits. These are commuter streets and typically offer controlled access to abutting property.

The Transportation Master Plan provides the following specific direction regarding arterial streets:

Arterials are the major traffic carrying streets in the City. In order to encourage commuter traffic to use arterial streets rather than local and collector streets, the carrying capacity of arterials must be maintained. The grid system of arterial streets will be maintained as much as possible, while recognizing adjacent land use needs.

The East Bench Master Plan supports the Salt Lake City Transportation Master Plan as the principle transportation planning document for the City. Future improvements to the East Bench transportation network should be consistent with the policies established in the Transportation Master Plan and any subsequent changes adopted by the City Council.

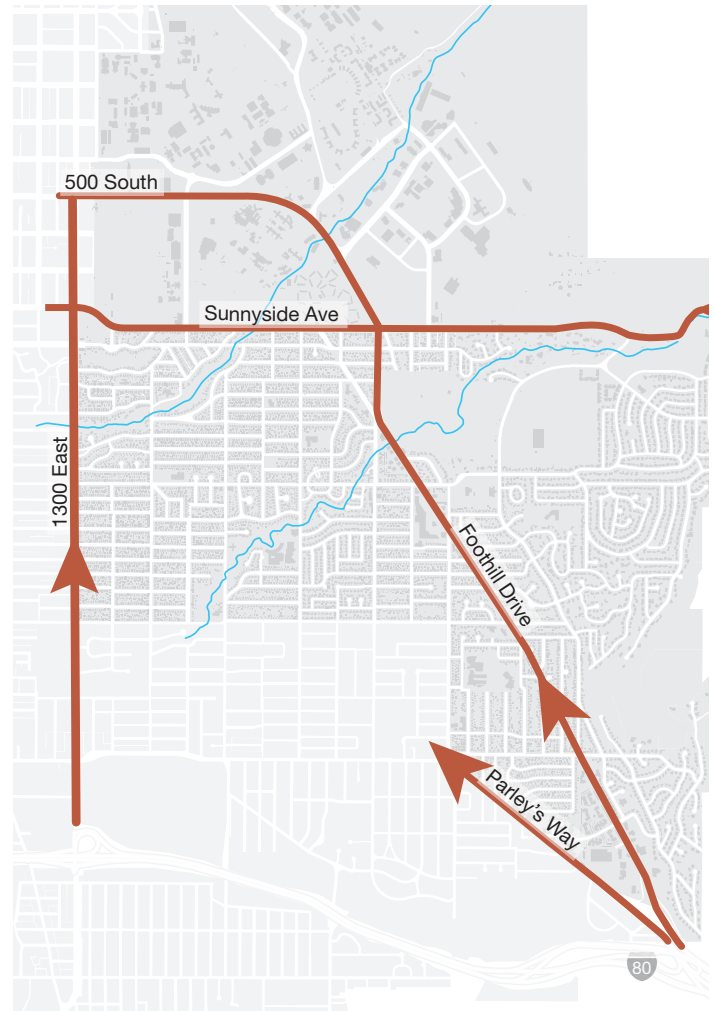
Existing Conditions

Foothill Drive

Foothill Drive is a Utah Department of Transportation highway. It is one of the main transportation corridors from the south to the East Bench Regional Activity Center. In addition to operating as a thoroughfare, the street provides access to residential neighborhoods and commercial centers and is a critical connection to the Parley's Crossing bicycle and pedestrian bridge over I-80 and I-215.

Automobile congestion along Foothill Drive is time and season dependent. At peak times and when the University of Utah is in session, the roadway operates near its capacity. At other times, Foothill appears to be overbuilt, allowing automobiles to travel at relatively high rates of speed.

The nature of land uses along the Foothill Drive corridor consists of mixed commercial uses at street intersections



Foothill Drive, Sunnyside, 1300 East, and Parley's Way are classified as "arterials" and carry a significant amount of traffic into and out of the community everyday. They also serve as "Gateways" into Salt Lake City and the East Bench.

with a collection of single-family homes, duplexes, and higher density apartments and condos in between. The existing single-family homes make up the majority of the land uses adjacent to the corridor.

Foothill Drive's history as an auto-centric corridor is evident through the lack of improvements to pedestrian and bicycle infrastructure along the corridor. The sidewalks are in disrepair and in some cases there are abrupt grade changes that make walking difficult. Along various sections of the corridor, Foothill is along the back property lines of properties that front adjacent streets. Sidewalk maintenance, such as snow and vegetation removal can be difficult for these property owners.

Regional Foothill Drive Planning Efforts

The importance of Foothill Drive as a regional transportation corridor is evident through various studies conducted by the State of Utah and the Wasatch Front Regional Council, the metropolitan transportation planning organization. Two of the more recent planning efforts are Wasatch Choices for 2040 and the Foothill Drive Corridor Study.

Wasatch Choices for 2040 is a regional planning effort managed by the Wasatch Front Regional Council and Envision Utah. The purpose of the process was to develop a vision for growth, transportation, and preservation of open space along the Wasatch Front. One of the key strategies in implementing the Wasatch Choices for 2040 vision is the concept of centering growth along major transportation corridors and within community centers located near transit. Due to its significance as a regional transportation corridor, Foothill Drive was identified as a Boulevard Community, which is defined as, “a linear center coupled with a transit route. Unlike a Main Street, a Boulevard Community may not necessarily have a commercial identity, but may vary between housing, employment, and retail along any given stretch. Boulevard Communities create a positive sense of place for adjacent neighborhoods by ensuring that walking and bicycling are safe and comfortable even as traffic flow is maintained.”

The **Foothill Drive Corridor Study** was completed in 2008 as a joint effort between the Wasatch Front Regional Council, Utah Department of Transportation, Utah Transit Authority, University of Utah and Salt Lake City. The study included an in-depth traffic analysis and provided recommendations related to the roadway configuration, transit, and improvements to better accommodate pedestrians and bicycles. This study should be looked at as a baseline for future Foothill Drive planning efforts.

Future Planning Efforts for Foothill Drive

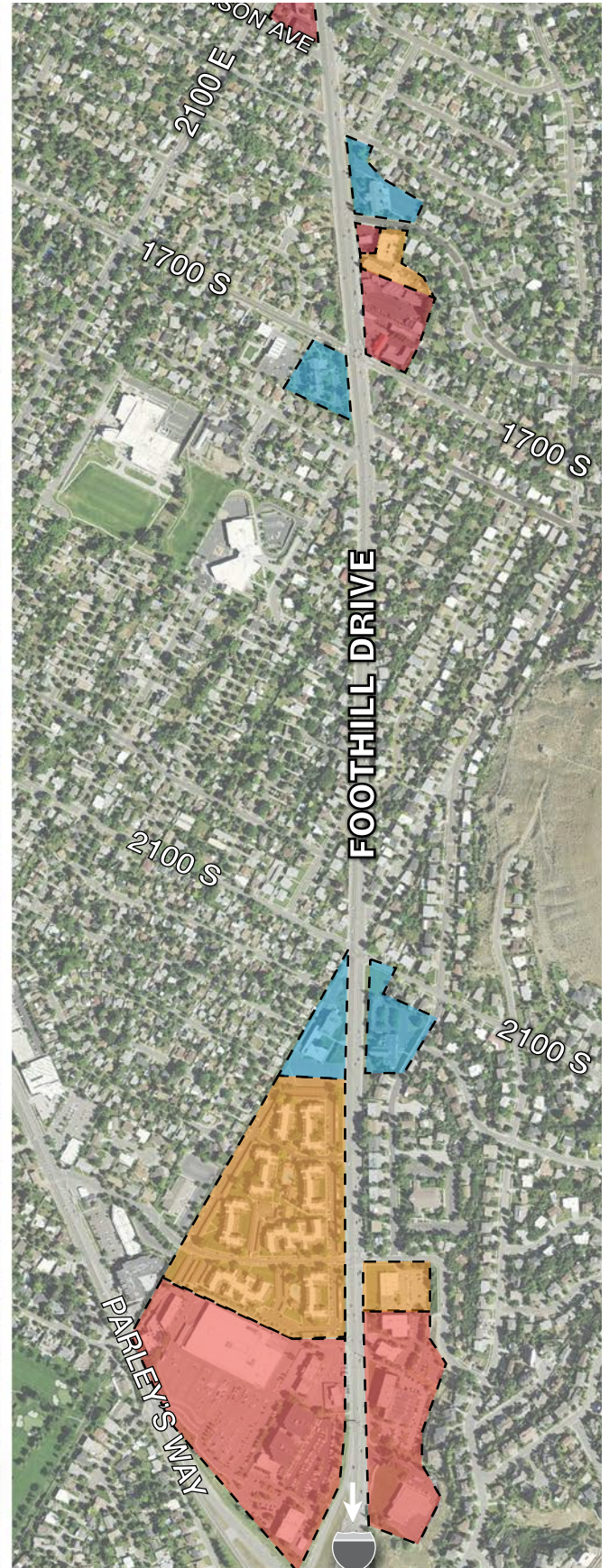
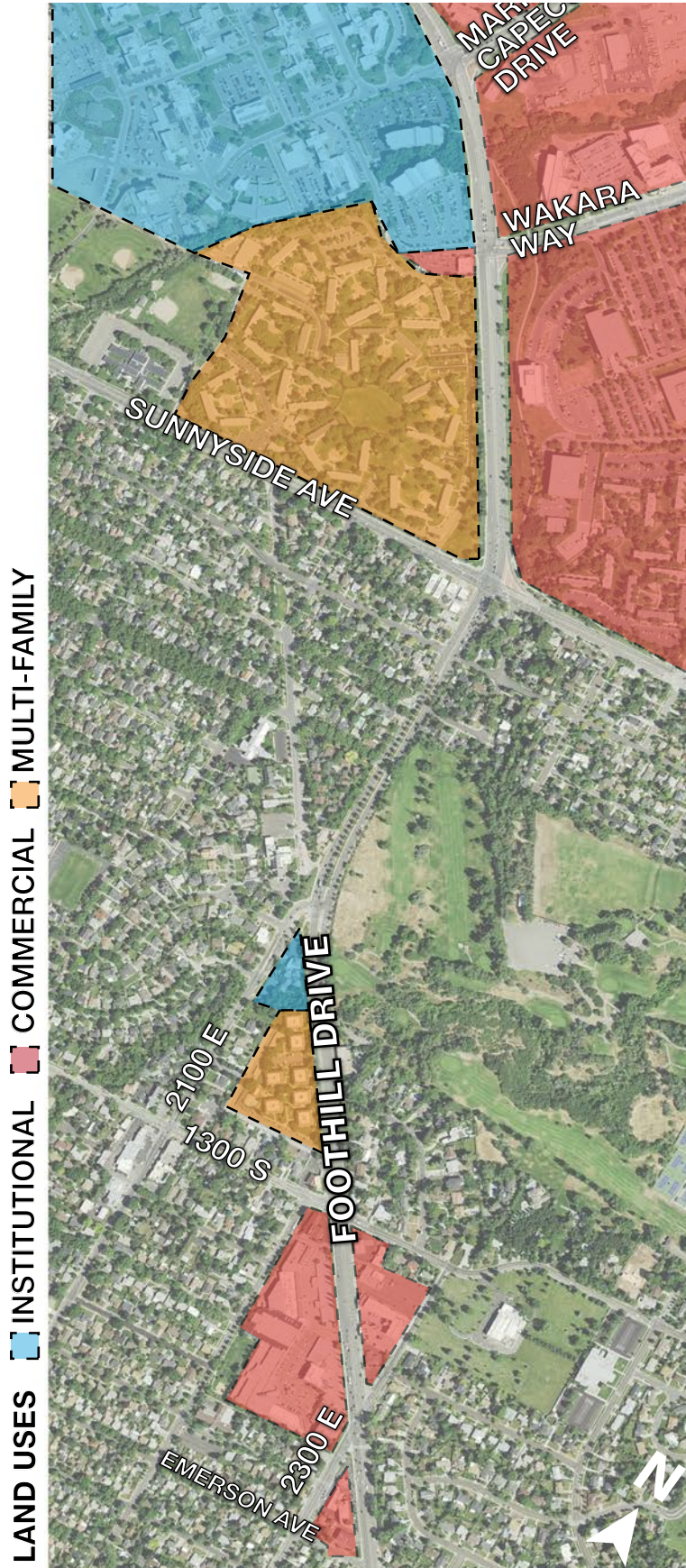
Foothill Drive’s original design and function as an automobile thoroughfare has an impact on the East Bench Community. Being a State owned street, the City has little control over the design and function of the right-of-way. The City and State should collaborate in future planning efforts and work to improve the efficiency of the street while also managing impacts and integrating the street into the fabric of the community. In particular, strategies should be developed that focus on:

- Efficiently moving people from outside of the City to the regional activity centers;
- Managing traffic congestion and secondary impacts, such as the amount and speed of cut-through traffic in adjacent residential neighborhoods;
- Managing user conflicts between automobiles, pedestrians, and bicyclists;
- Improving and maintaining active transportation infrastructure; and
- Improving connections between neighborhoods on both sides of the corridor.

Foothill Drive should also be targeted as an area that can accommodate future growth based on the initiatives identified in Plan Salt Lake. The Foothill Drive corridor should accommodate future growth with mixed-use development focused at the existing commercial and multi-family nodes and low to medium residential in between those nodes. Future development located at the southern entrance to Foothill should provide a positive visual first impression of the City.

Emerson Ave (1490 S) to Mario Capecchi Dr

Freeway Ramp to Emerson Ave (1490 S)



Foothill extends approximately three miles from the freeway offramp on the south to the University of Utah on the north. While the majority of the corridor is lined with single family residential properties, there are pockets of other uses along the corridor.

Sunnyside Avenue

Sunnyside Avenue provides access into the downtown area from the East Bench and access to Emigration Canyon. Sunnyside becomes Emigration Canyon Road near the city limits and is the only direct access into Emigration Canyon from the city.

Sunnyside Avenue is bisected by Foothill Drive, which creates somewhat of a dividing line on how the street functions. East of Foothill, Sunnyside Avenue provides access to major regional destinations, such as Research Park, This is the Place Heritage Park, and Hogle Zoo. West of Foothill Drive, the street not only provides primary access into and out of the East Bench, but also serves community level activity centers, such as Sunnyside Park, a church, and a school. Sunnyside Avenue provides access to residential homes located along the south side of both the east and west segments of the street.

The land uses along the north side of Sunnyside Avenue are predominantly institutional and recreational in nature. The institutional uses consist of schools (both private and public), a church, University of Utah student housing, a post office, and a fire station. The recreational uses consist of a City park and This is the Place Heritage Park. Most of these are State owned facilities; therefore, the City has little control over their future use.

With the exception of Hogle Zoo, Rotary Glen park, and facilities associated with East High, the land uses on the south side of Sunnyside Avenue are predominately low density residential. These land uses are stable and complement the adjacent neighborhoods and community as a whole; therefore, there are no planned land use changes.

Sunnyside is a key component in connecting the City's open space resources. The Salt Lake City Open Space Plan identifies Sunnyside Avenue as part of the Transvalley Corridor. This corridor would provide a pedestrian and bicycle route from the foothills east of the City to the western portion of Salt Lake, and would connect several existing open space amenities. The Open Space Plan

outlines a number of improvements along Sunnyside to provide a safe and attractive travel experience along the corridor. These improvements are discussed in the Moving Forward section of this chapter.



Sunnyside Avenue provides access to a number of regional destinations that are located along the street.

1300 East

1300 East is one of the main access routes to the University of Utah and is also a popular route for downtown commuters. The street is narrow, consisting of one lane in each direction between 600 South and 2100 South. The land uses along 1300 East are predominately single-family residential.

Future Planning Efforts for 1300 East

Due to the stable low-density residential nature of the properties along 1300 East, there are no planned land use changes along the corridor. Future planning should focus on maintaining the residential character along and adjacent to the corridor and maintaining the design of the street to respect the residential character.

Parley's Way

Parley's Way, extending southeasterly from 2100 South to the Foothill Drive/I-215/I-80 Interchange, is one of the main access routes into and out of the east Sugar House community. It is a wide roadway with minimal stop lights until it turns into 2100 South at 2300 East. Adjacent land uses include big box retail and other commercial uses, offices, residential condominiums, and single-family homes. Like Foothill Drive, Parley's Way provides a critical connection to the Parley's Crossing bicycle and pedestrian bridge located over I-80 and I-215.

A specific planning effort was conducted for Parley's Way as part of the East Bench Master Plan process. The effort resulted in the Parley's Way Corridor Plan, which provides specific policies and initiatives for the corridor. The Parley's Way Corridor Plan is Appendix A of the East Bench Master Plan.



1300 East is generally lined with single-family residential homes that face the street, providing a strong residential context.



Parley's Way functions as a main access route into and out of the east Sugar House community. Its wide, unconstrained travel lanes can result in high vehicle speeds.

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MOVING FORWARD > > >

The following are the guiding principles and associated initiatives that are intended to help guide the East Bench Community into the future. The initiatives include general policies, as well as specific strategies and goals. Applicable Plan Salt Lake policies are also included that help inform these guiding principles and initiatives.

GUIDING PRINCIPLE 01

SAFE AND EFFICIENT MOVEMENT OF PEOPLE

The major streets serve as primary transportation corridors and provide multiple choices for moving people safely and efficiently.



Plan Salt Lake initiatives supported by this action:

Transportation & Mobility

- Create a complete circulation network and ensure convenient equitable access to a variety of transportation options.
- Reduce automobile dependency and single occupancy vehicle trips.
- Make walking and cycling viable, safe, and convenient transportation options in all areas of the City.
- Collaborate with regional partners to relieve congestion and enhance rights-of-way for alternative modes of transportation.

Air Quality

- Increase mode-share for public transit, cycling, walking, and carpooling.

INITIATIVE 1.1

Implement Innovative Solutions to Moving Automobiles on Foothill Drive

Work with partners to identify innovative solutions to moving vehicles safely and efficiently. Solutions need to address safety for all users, ensure access to businesses, cultural destinations and institutions, and reduce traffic impacts to residential neighborhoods. UDOT has listed the street as a candidate for managed (reversible) lanes to better manage traffic during the morning and evening rush hour periods. This method could help to move autos and high occupancy vehicles into and out of the area with less delay; however, all efforts need to be made to not turn Foothill Drive into a high speed freeway.



Traffic can backup during rush hour going toward the University in the morning and away from the University in the evening.

INITIATIVE 1.2

Improve Access to Public Transit along Foothill Drive

Near term improvements include adding new bus routes, increasing frequency, and providing bus service on the weekends and evenings. Longer term, Foothill should be studied for Bus Rapid Transit with dedicated lanes or rail transit that serves the southeastern communities in the valley and ties into the regional transit commuter network.

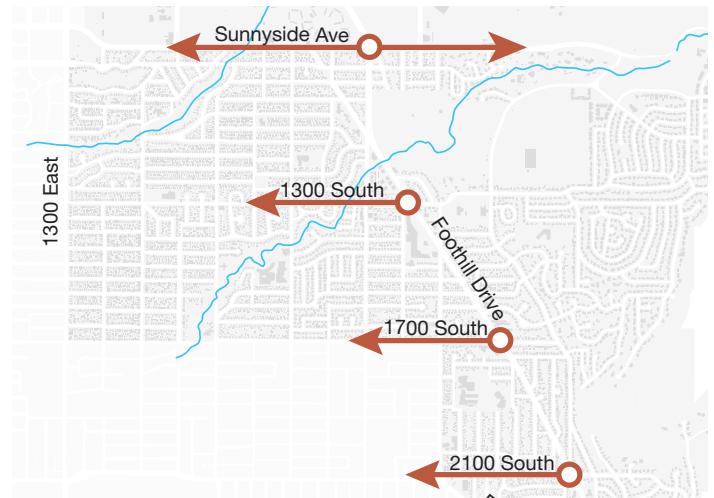
In addition to regional service, local service should be improved with a focus on stops at activity nodes and future east-west local circulation connections. In an effort to supplement local transit circulation, the City should work with the University of Utah to explore ways to expand its shuttle system onto Foothill Drive. Transit stops at activity nodes along Foothill should be an integral part of the public space and incorporate shelters, benches, lighting and other design elements that compliment the public space.

INITIATIVE 1.3

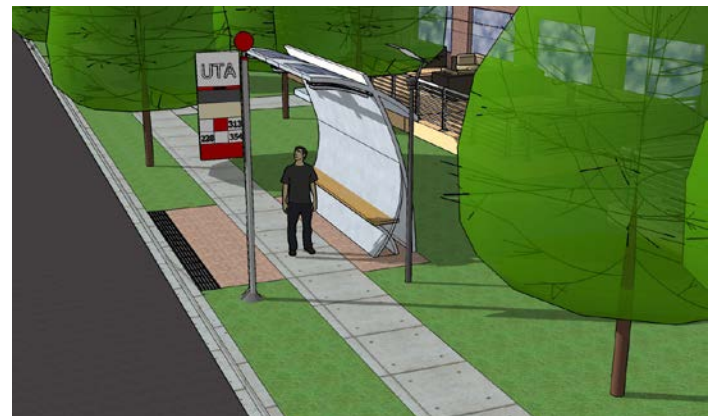
Improve Pedestrian and Bicycle Accommodations and Connections

The City should work towards implementing the recommendations in the Pedestrian and Bicycle Master Plan as they relate to the Major Corridors. In addition to the overall goals and policies of the plan, specific improvements include:

- Enhanced crossings at major intersections;
- Bike lanes along 1300 East, Sunnyside, and Parley's Way; and
- Multi-use paths:
 - Connecting Parley's Way to Parley's Crossing;
 - Through Bonneville Golf Course connecting Wasatch to Foothill Drive; and
 - Along Sunnyside Avenue.



Local transit service to and from the East Bench should be improved with a focus on stops at activity nodes and future east-west local circulation connections.



Improve bus stops with design elements, such as shelters and benches that improve rider safety and comfort. The existing bus stops along Foothill Drive are not conducive to safe entries onto buses and are generally not pedestrian friendly. Bus stops with existing safety issues such as steep slopes should be prioritized to eliminate these issues.

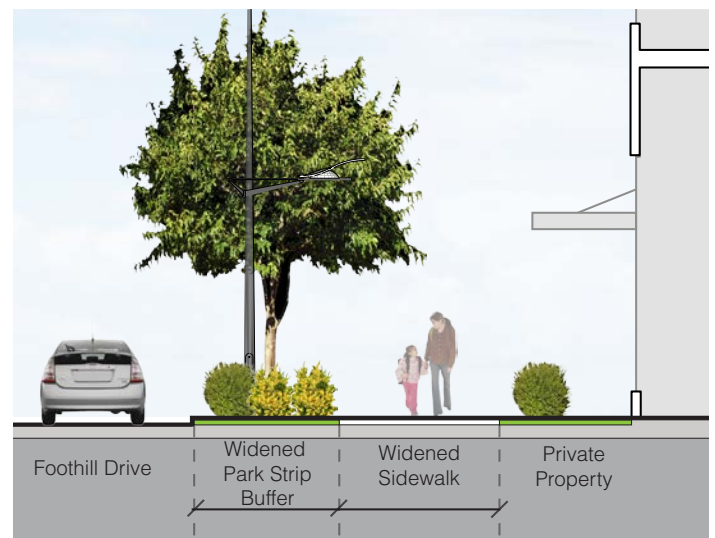
INITIATIVE 1.4

Improve the Pedestrian Experience along Foothill Drive

The focus of Foothill Drive as an auto-centric corridor has resulted in lack of attention to the sidewalks. Short term improvements to the sidewalks should focus on maintenance of the existing sidewalk infrastructure. The City should explore programs to improve maintenance in situations where rear yards front on Foothill Drive and it is difficult for the adjacent owner to remove snow, weeds, and debris. Otherwise, property owners should be responsible for this effort. Longer term, the sidewalks should be leveled and widened with a buffer provided between the sidewalk and curb. The buffer may include trees, street and sidewalk lighting, low landscape walls, and other elements intended to improve the safety of pedestrians.



Foothill Drive has a number of narrow sidewalks with significant park strip slopes toward the street which present safety hazards for pedestrians and users with disabilities.



Widened park strips with additional landscaping can help buffer sidewalk users from the traffic on Foothill Drive and create a more comfortable pedestrian environment.

INITIATIVE 1.5

Incorporate Wayfinding in All Street Improvement Projects

The major corridors provide primary access to the East Bench Regional Activity Center. They are also bisected by key bicycle, pedestrian and open space corridors that lead to other parts of the City. Future right-of-way improvements should include wayfinding signage in a consistent design theme that directs motorists, pedestrians, and bicyclists to the major activity centers, as well as to connecting pathways and open space corridors. The design and function of wayfinding needs to consider the audience and contribute to the character of the area while maintaining universal standards.



The University of Utah has implemented a number of wayfinding signs that contribute to the character of the campus.

INITIATIVE 1.6

Implement the Transvalley Corridor along Sunnyside Ave

The Salt Lake City Open Space Plan outlines specific improvements along Sunnyside that would implement the Sunnyside Avenue portion of the Transvalley Corridor. Some of these improvements have been completed, while some still need to be implemented. Future private and public improvements along Sunnyside should support the completion of the Sunnyside Avenue portion of the Transvalley Corridor according to the following implementation strategies:

- Rebrand the corridor as a segment of the 9 Line.
- Expand the sidewalks and green spaces on the north side of Sunnyside Avenue between 1300 East and Foothill Drive.
- Construct a dedicated shared use path.
- Enhance the sidewalks and green spaces on the north side of Sunnyside with shade trees and rest areas to enhance the pedestrian experience along the corridor.
- Improve pedestrian and bicycle crossing at Foothill Drive.
- Improve the bicycle and pedestrian facilities east of Foothill Drive to the Bonneville Shoreline Trailhead east of the Hogle Zoo parking lot.
- Improve the Bonneville Shoreline Trailhead in coordination with the City, This is the Place State Park, and Hogle Zoo utilizing existing parking facilities in a joint use agreement.
- A wayfinding and identification program should be implemented along the corridor and along adjacent bike and pedestrian routes directing to key destinations and safe intersecting access points. Wayfinding features should help brand the corridor as part of the 9 Line.

In addition to improvements along the roadway, private

development should complement the Transvalley Corridor. The corridor should be seen as an amenity to future development. Driveways adjacent to the pathway should be minimized to reduce automobile and pedestrian conflicts. Building entrances should be oriented to the corridor and improvements, such as lighting, signage, street furniture, etc., should be pedestrian oriented and consistent with the design theme of the corridor.



A portion of the Transvalley Corridor was improved with the installation of the Rowland Hall play fields. Sidewalks were widened and new landscaping was installed.



Any new development along the corridor should embrace the corridor as an amenity and incorporate design features that complement and encourage active uses, such as patios with outdoor dining areas.



GUIDING PRINCIPLE 02

ENTRYWAY TO THE CITY

The major streets provide a sense of arrival and showcase the City's approach to transportation, land use and sustainability.



Plan Salt Lake initiatives supported by this action:

Beautiful City

- Identify and establish standards for key gateways into the City.

INITIATIVE 2.1

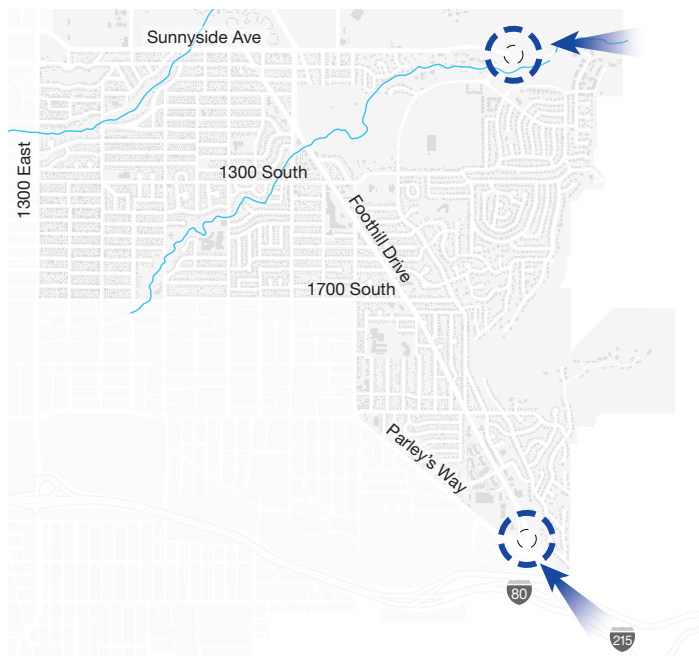
Design and Construct Gateway Features at Key Locations

The major corridors are entrances into the City and should provide a good first impression. They should provide a sense of arrival and a positive identity for the City and the East Bench Community. A gateway feature should be located near the freeway off-ramp at the Foothill Drive entrance and near Crestview Drive on Sunnyside Avenue. These features should be designed in a manner that notifies motorists that they are entering a community.

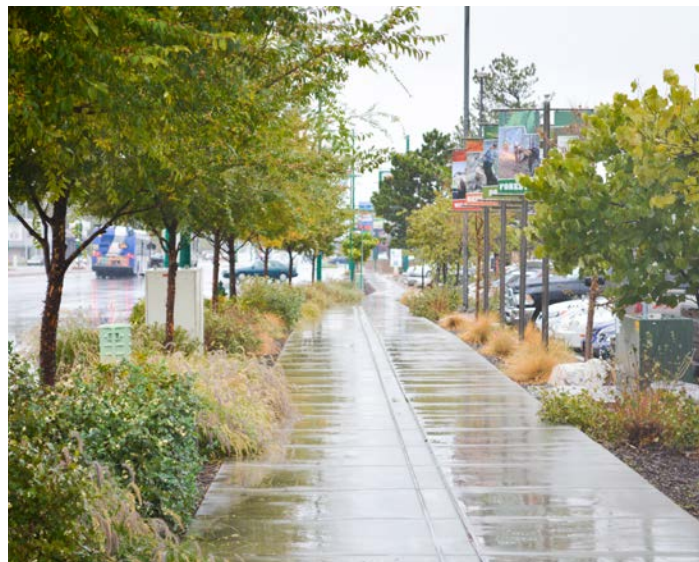
INITIATIVE 2.1

Improve the Street Rights-of-Way to Create Beautiful and Safe Gateway Corridors

Establishing a gateway should not stop at creating an entrance feature at the beginning of the street, but should carry through the entire length of the corridor with consistent design treatment, such as street lighting, street furniture, and pavement treatments that relate to the character of each gateway. Additional smaller scale entry features should be developed at key intersections to notify people that they are leaving a major corridor and entering a neighborhood, as well as to provide safe crossings for pedestrians and bicyclists.



Key locations for gateway features include the eastern end of Sunnyside Avenue and the southern end of Foothill Drive.



North Temple Boulevard is a good example of a gateway corridor with consistent design elements, such as sidewalk pavement treatments, landscaping, and lighting.

GUIDING PRINCIPLE 03

CONNECT NEIGHBORHOODS

The major streets are not perceived as barriers between neighborhoods. Intersections create active and safe nodes that connect neighborhoods.



Plan Salt Lake initiatives supported by this action:

Neighborhoods

- Create a safe and convenient place for people to carry out their daily lives.
- Provide opportunities for and promotion of social interaction.

Transportation & Mobility

- Make walking and cycling viable, safe, and convenient transportation options in all areas of the City.
- Enhance rights-of-way to join, rather than segregate, adjacent neighborhoods.
- Incorporate pedestrian oriented elements, including street trees, pedestrian scale lighting, signage, and embedded art, into our rights-of-way and transportation networks.



INITIATIVE 3.1

Implement Design Improvements at Key Intersections for Safety and Neighborhood Identity

All intersections along the major corridors should be designed to put the safety of all users first. At each intersection that enters adjacent residential neighborhoods, design methods should be used to slow down automobiles entering the neighborhood. The maps on the following two pages show the key intersections along Sunnyside Avenue that are connecting points to activity centers. These intersections should be a priority for future improvements.

There are a number of existing commercial and multi-family land uses that have developed around key intersecting streets along Foothill Drive. These intersecting streets are neighborhood collector streets that feed people onto Foothill Drive. The areas should be embraced as connection points for neighborhoods and public space design improvements should be prioritized at these locations. The design improvements should focus on creating an identity for the node, providing safe pedestrian crossings, and lowering the speed of automobile traffic entering the adjacent residential neighborhoods from the corridor.



Foothill Drive (2250 E)
 This intersection can be considered the crossroads of the East Bench. Automobiles accessing the regional activity center all converge at this intersection. Future improvements should focus on, not only the efficient movement of the automobile, but the safe movement of bicycles and pedestrians utilizing and accessing the future Transvalley Corridor trail. Highly visible wayfinding elements should also be incorporated at this intersection providing clear direction to the various cultural attractions, Research Park, the University of Utah, the Salt Lake Sports Complex, and the Veteran’s Administration Hospital.

Foothill Drive (1950 E)
 This should be maintained as a pedestrian crossing to access the University of Utah shuttle stop located at the student housing complex on the north side of Sunnyside.

Le Grande Street
 Provides direct access to a church and is located near the Red Butte Creek corridor.

Diestel Avenue
 This intersection provides primary access to Sunnyside Park, is one of the entry and exit points for the Veteran’s Administration Hospital, and connects the northern portion of the Red Butte Creek corridor with Miller Park to the south. In addition to crossing improvements, 1730 East, the roadway located through Sunnyside Park that is used to access the Veteran’s Administration Hospital, should be improved to safely accommodate bicyclists and pedestrians.

Guardsman Way
 Guardsman Way provides access to the University of Utah, the Salt Lake Sports Complex, and two private schools. Guardsman Way has been improved with landscaped medians and pedestrian crossings that incorporate features, such as bulb-outs and pavement treatments that signify to motorists that they need to slow down and watch for people. These same treatments should be considered on Sunnyside at this intersection.



Crestview Drive & Shoreline Trailhead

This is first street intersection coming into the City from Emigration Canyon. As such, this area should be considered for a gateway feature that signifies the entrance to the City. This is also the intersection of heavily used bicycle corridors and is located directly adjacent to the Bonneville Shoreline Trailhead. Future improvements should focus on creating a safe crossing between Crestview Drive and the Shoreline Trailhead for pedestrians and bicyclists.

Hogle Zoo Parking

This location serves as the entrance to the main Hogle Zoo parking lot. The Zoo has constructed additional parking on the north side of Sunnyside Avenue, which requires pedestrians to cross a five lane roadway. A painted cross walk and pedestrian signal have been installed; however, further improvements should focus on not only safely moving people across the street, but also creating an identity feature for the zoo. These improvements should be done in partnership with Hogle Zoo and should be approached creatively. For example, an at-grade crossing could incorporate a pedestrian refuge island with a zoo theme. Other options, such as bridges and tunnels bring with them pros and cons that need to be evaluated carefully.

Arapeen Drive

This is one of the primary access points into and out of Research Park. This intersection can be congested, especially during peak rush hour periods. This is also an existing signalized intersection that allows pedestrians and bicyclists to safely cross the street. This will become an important crossing for residents living on the south side of Sunnyside to access the future Transvalley Corridor trail on the north side. Future street improvement should focus on the efficient movement of automobiles into and out of Research Park, while ensuring safe and efficient pedestrian and bicycle crossing to and from the Transvalley Corridor Trail.

GUIDING PRINCIPLE 04

PEOPLE ORIENTED, MIXED-USE DEVELOPMENT

Development along Foothill Drive and Parley's Way provide a mix of housing and commercial choices. Development is people-oriented, built at a community level scale, compatible with adjacent neighborhoods, and maximizes the City's investment in public infrastructure.



Plan Salt Lake initiatives supported by this action:

Growth

- Locate new development in areas with existing infrastructure and amenities, such as transit and transportation corridors.
- Encourage a mix of land uses.

Housing

- Ensure access to affordable housing citywide (including rental and very low income).
- Increase the number of medium density housing types and options.
- Direct new growth toward areas with existing infrastructure and services that have the potential to be people-oriented.
- Enable moderate density increases within existing neighborhoods where appropriate.

Beautiful City

- Support and encourage architecture, development, and infrastructure that:
 - Is people-focused;
 - Responds to its surrounding context and enhances the public realm;
 - Reflects our diverse cultural, ethnic, and religious heritage; and
 - Is sustainable, using high quality materials and building standards.

INITIATIVE 4.1

Develop the Nodes along Foothill Drive

Foothill Drive should be targeted as an area that can accommodate future growth based on the initiatives identified in Plan Salt Lake. The Foothill Drive corridor should accommodate future growth with mixed-use development focused at nodes, which are located at key intersections and at the southern entrance to Foothill. The City and East Bench Community should develop appropriate zoning to achieve the vision for the following node types:

Regional Node

The regional node is a magnet for commercial and office uses, as well as multi-family developments. Buildings

and front yard landscaping should be oriented in a manner that creates an entrance into the East Bench. Building height should be three to four stories to allow sufficient density while not overshadowing views of the mountains and foothills. Development of larger tracts of land should include auto, pedestrian, and bicycle connections to the existing street network.

Community Node

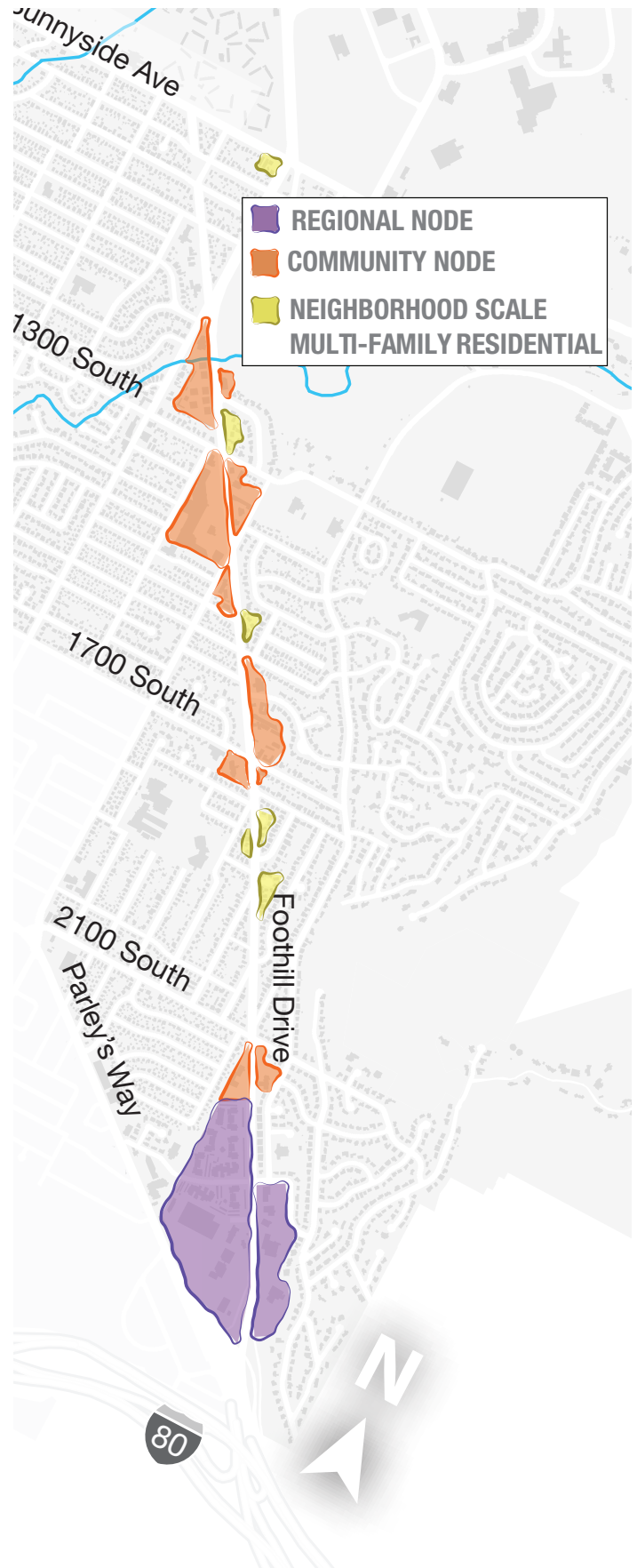
The Community nodes are located near key intersections. These are the focal point for creating places that connect neighborhoods on both sides of the corridor. Uses should be focused on providing housing, retail, office, entertainment, and institutional services at the community level. To the extent possible, primary automobile access to development should be from



Regional nodes should allow three to four story development and larger developments should include auto, pedestrian, and bicycle connections to the existing street network.

Foothill Drive to discourage additional traffic in the adjacent neighborhoods. Shared driveways should be encouraged to minimize impacts between automobiles and pedestrians. All development should include clearly identified and safe pedestrian connections to adjacent sidewalks. Building height should be two to three stories. Overall, development in Community Nodes should:

- Provide active uses and design features at the street level to encourage social interaction and create a sense of place;
- Ensure accessibility for all modes of transportation;
- Respect the existing character of adjacent residential neighborhoods; and
- Create an attractive, vibrant, and human-scale environment.



The above map shows the regional and community node areas, as well as the areas designated for Neighborhood Scale Multi-Family Residential.

INITIATIVE 4.2

Rezone Properties Between Nodes to Allow Additional Housing Choices along Foothill Drive

The areas referred to as Neighborhood Scale Multi-Family Residential on the Future Land Use Map are located where existing residential properties front onto Foothill Drive. These areas are generally not adjacent to intersection nodes, but are along stretches of Foothill Drive that are between these nodes. Future redevelopment of the properties in the Neighborhood Scale Multi-Family Residential areas should be lower in density than in the community mixed-use areas due to their adjacency to the single-family homes just off of the corridor. Development appropriate in these areas includes single and two-family residential, townhomes, apartments, and condos that are two stories in height. Building height of three stories could be appropriate at some locations if the mass and scale of the development is compatible to surrounding structures.



Additional housing choices that would be appropriate in Neighborhood Scale Multi-family areas are low scale townhomes or apartments.



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DRAFT

REGIONAL ACTIVITY CENTER

06 Introduction

The East Bench Regional Activity center is comprised of large educational, research, medical, and employment centers. These facilities are critical to the economic and educational vitality of the State, Region and City.

The area is also home to renowned cultural attractions that provide opportunities for exploring Utah's physical, artistic and historical resources. These facilities are a major defining element of the community, the City, and the State of Utah and create a Cultural District that is considered a destination, as well as a benefit to local businesses and residents.

Future growth of the East Bench regional activity center should be a coordinated effort between the City, the surrounding neighborhoods, and the activity center facilities that balances State and regional needs with the livability of adjacent neighborhoods.



GUIDING PRINCIPLE

Collaboration

Future growth of the East Bench regional activity center is a coordinated effort between the City, the surrounding neighborhoods, and the activity center facilities that balances State and regional needs with the livability of adjacent neighborhoods.

City Planning Context

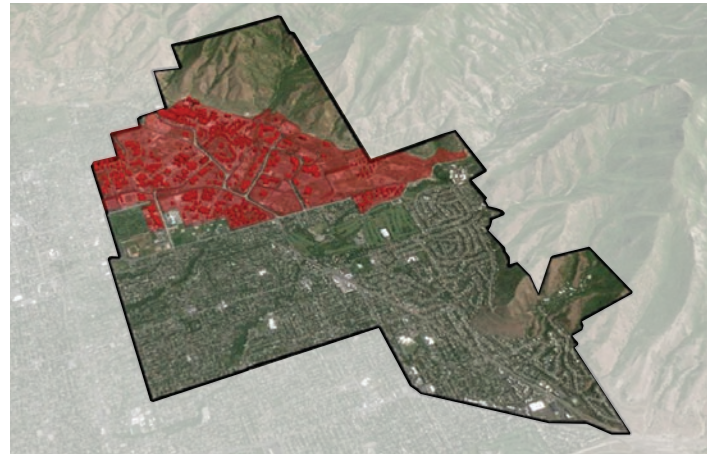
Plan Salt Lake recognizes the important role that Salt Lake City serves in being the focal point for culture, education, and the economy through the following initiatives:

- Promote and support Salt Lake City as a regional entertainment, artistic, and cultural center and destination.
- Promote and support Salt Lake City as an international tourism destination.
- Strengthen our role as an economic and social commerce center.
- Support quality jobs.
- Maintain the City's competitive economic edge
- Support entrepreneurship and innovation.
- Foster and support growth of the creative economy
- Integrate higher education into the social and economic fabric of the City

The major institutions and facilities in the East Bench Regional Activity Center play a leading role in the future of Salt Lake City as envisioned in Plan Salt Lake.

Existing Conditions

The East Bench Regional Activity Center is comprised of the University of Utah, Research Park, Veterans Administration Hospital, and the Foothill Cultural District.



The Regional Activity Center occupies approximately 33% of the East Bench plan area. (Imagery: Google)

University of Utah

One of the defining features of the East Bench Community is the University of Utah. The University is one of the most important cultural and educational hubs of the State of Utah, is a major driver of economic development and is one of the largest employment centers in the State. Its medical and research institutions are nationally renowned. Locally, the University provides educational opportunities, employment, and entertainment for East Bench residents.

The University is a State of Utah facility and is not required to comply with local (City) plans or ordinances; however, it has a strong influence on the character of the East Bench community. Due to close proximity of the campus, the East Bench is a prime housing location for students and the majority of traffic along Foothill Drive is traveling to and from the University of Utah and Research Park. There is a strong desire within the East Bench Community to closely integrate future growth of the University with City planning efforts in an effort to manage impacts to the nearby residential neighborhoods.



Several thousand commuters travel to these major regional facilities in the East Bench nearly every day. (Imagery: Google)

University of Utah Statistics

1,500 ACRES OF LAND

412,962 SQ FT OF CLASS SPACE (2014)

3,300 STUDENT HOUSING BEDS (2012)

32,003 STUDENTS ENROLLED (FALL 2014)

1.5% PROJECTED YEARLY ENROLLMENT GROWTH RATE

37,316 PROJECTED ENROLLMENT IN 2024

17,899 FULL TIME EMPLOYEES (FALL 2014)

55% OF COMMUTERS TRAVEL BY AUTO

28% OF COMMUTERS TRAVEL BY TRANSIT

(Sources: Utah System of Higher Education Data Book 2015; University of Utah Master Plan, 2008; Student Housing Master Plan, 2012; University Commuter Survey, 2014)

Research Park

Research Park was established in 1968 and was meant to stimulate economic development within the State. It was also intended to entice the students who graduated from the University of Utah to stay in Salt Lake City by providing research jobs. The jobs generated in Research Park are intended to support the functions of the University of Utah.

The property in Research Park is owned by the State of Utah. Generally, properties owned by the State are not regulated by local zoning laws; however, private development on property within Research Park is regulated by Salt Lake City Zoning and Building codes.

Research Park has been developed in a suburban business park model with large surface parking lots, limited support businesses (restaurants and supporting retail), and minimal bike and pedestrian facilities. There is also limited transit servicing the Park. Similar to the University of Utah, the growth of Research Park is a benefit to the region; however,



Research Park has been developed in a suburban model with large abundant parking lots, and minimal transit and pedestrian connections. (Imagery: Google)

this growth can impact the East Bench Community through an influx of additional traffic and obstructing the views of the nearby foothills.

Cultural Attractions

There are a number of cultural destinations within the East Bench community that attract visitors from all over the region. Dance, theatre, and music can be found throughout the University of Utah most notably at Kingsbury Hall and Pioneer Theatre Company. There are also a number of attractions that bring people to the East Bench learn about their natural and cultural heritage.

Many of the cultural destinations within the East Bench have joined together to form a marketing organization and have branded themselves as the Foothill Cultural District.



A number of cultural destinations attract visitors from all over the region. (Imagery: Google)

The Foothill Cultural District is comprised of:

- Hogle Zoo
- This is the Place Heritage Park
- Olympic Cauldron Park
- Red Butte Garden
- Natural History Museum of Utah
- University Guest House Hotel and Conference Center
- Fort Douglas Military Museum
- Utah Museum of Fine Arts

In 2014, the Foothill Cultural District received over 2 million visitors with approximately 1 million people visiting Hogle Zoo alone. The number one issue in accommodating both present and future visitors to the district is parking and there is a strong desire among each of the facilities to develop a coordinated and connected transportation network. Many of the visitors to the Foothill Cultural District travel through the East Bench community along Foothill Drive. The facilities would like to cultivate relationships with the businesses along Foothill Drive and to enhance wayfinding.

Veteran's Administration Hospital

The Veteran's Administration Hospital, located at 500 South Foothill Drive, is owned and managed by the federal government. The facility provides medical services to veterans with a service area covering all of Utah and portions of Wyoming and Nevada. Foothill Drive provides the primary access to the facility from I-80 and I-215 as it is the easiest route for individuals who are not familiar with the area.



The Veteran's Administration Hospital employs approximately 2,200 people, making it a major commuter destination in the East Bench.

MOVING FORWARD >>>

The following are the guiding principles and associated initiatives that are intended to help guide the East Bench Community into the future. The initiatives include general policies, as well as specific strategies and goals. Applicable Plan Salt Lake policies are also included that help inform these guiding principles and initiatives.

GUIDING PRINCIPLE 01

COLLABORATION

Future growth of the East Bench regional activity center is a coordinated effort between the City, the surrounding neighborhoods, and the activity center facilities that balances State and regional needs with the livability of adjacent neighborhoods.



Plan Salt Lake initiatives supported by this action:

Neighborhoods

- Maintain neighborhood stability and character.

Arts & Culture

- Promote and support Salt Lake City as a regional entertainment, artistic, and cultural center and destination.
- Promote and support Salt Lake City as an international tourism destination.
- Ensure access to, and support for, a diversity of cultural facilities citywide.

Economy

- Integrate higher education into the social and economic fabric of the City.
- Strengthen our role as an economic and social commerce center.
- Support quality jobs.
- Maintain the City's competitive economic edge.
- Support entrepreneurship and innovation.
- Foster and support growth of the creative economy.

Government

- Encourage collaboration and partnerships to ensure efficiency and responsiveness.
- Collaborate to set short and long term priorities and invest accordingly.

INITIATIVE 1.1

Support a Mix of Uses

The City, in partnership with the regional facilities, should evaluate zoning changes that would allow a mix of land uses that specifically support the Regional Activity Center. Such supportive uses include small scale retail, restaurants, and grocery stores.



Additional supportive uses could reduce automobile trips during the day by employees and visitors.

INITIATIVE 1.2

Integrate Future Projects with City Planning Efforts

The City, in conjunction with all of the regional facilities, should establish a communication and coordination protocol when planning and designing future projects and should work together to integrate City Planning efforts with State and Federal projects. These efforts include, but are not limited to, increasing transit (both regional and local), designing projects to be visually compatible with the adjacent neighborhoods, managing automobile traffic in adjacent neighborhoods, increasing housing on and near the University to reduce commuter traffic, protecting the adjacent foothills from development encroachment, protecting view sheds, increasing safe pedestrian and bicycle access to these centers from the residential communities to the south and implementing the City’s housing, open space, pedestrian, bicycle, and transportation plans.

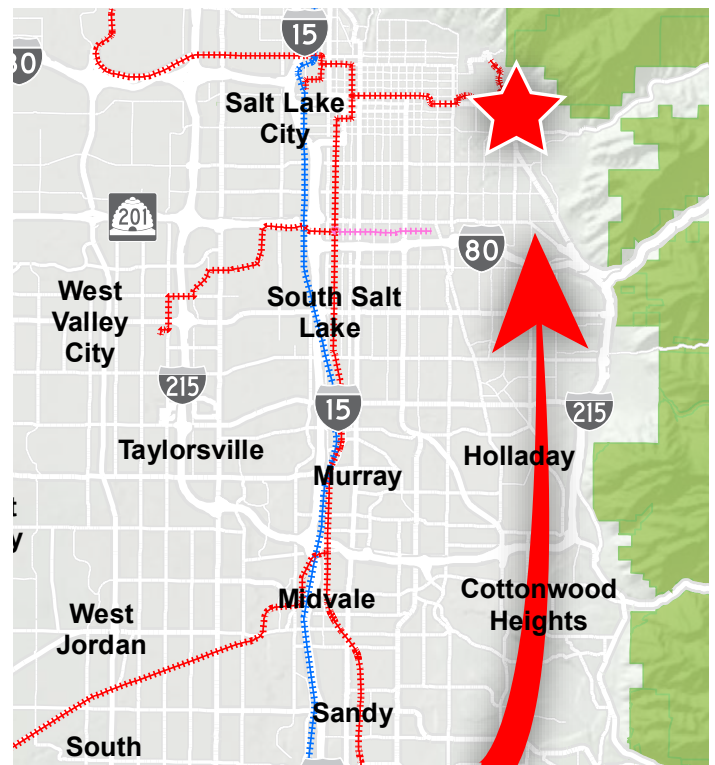


If the existing University student housing at 1945 E Sunnyside Ave (shown above) is redeveloped, the City should coordinate with the University to ensure the development integrates with the Open Space plan for the Transvalley Corridor and promotes pedestrian and bicycling from the housing development to the University.

INITIATIVE 1.3

Increase Transit Options

There has been a strong focus on providing transit options from the southwest area of the Salt Lake Valley to the East Bench Regional Activity Center; however, limited transit options exist to and from the southeast. The City, regional facilities, and Utah Transit Authority should work to provide additional options that serve those traveling to and from the southeast area of the Salt Lake Valley, as well as those living directly south in the East Bench Community.

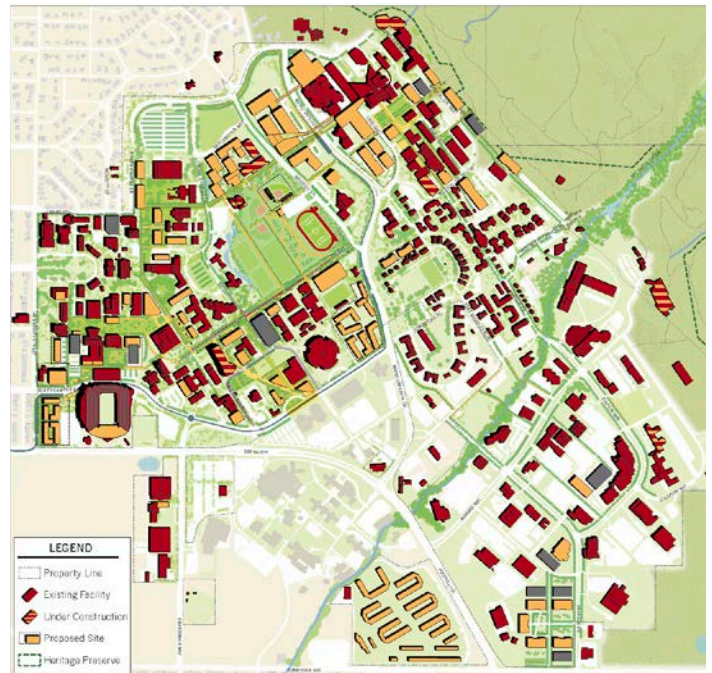


Additional transit options from the southeast areas of the valley could reduce commuter and visitor vehicle traffic to the Regional Activity Center.

INITIATIVE 1.4

Manage Growth According to Infrastructure Demand

The facilities in the Regional Activity Center will continue to grow. This growth is a positive contribution to the State and Region; however, it can strain City resources and impact the livability of adjacent neighborhoods. Growth of the regional facilities should be managed according to ability of the transportation and utility infrastructure to meet that growth. When studies and projections related to future projects show that the project will impact the infrastructure level of service, the facilities should work with the City and any other partnering agencies for a solution prior to construction.



The University of Utah Master Plan (2008 & 2010 Update) details a variety of potential growth opportunities within the University's existing boundaries. These growth opportunities are shown in orange on the map.

INITIATIVE 1.5

Respect Natural Assets

The Regional Activity Center is situated at the base of the Wasatch Foothills and is bisected by the Red Butte riparian corridor. Buildings located near the base of the foothills, at higher elevation levels, should decrease in height in an effort to preserve views of the foothills. Future development near the foothills should also integrate pedestrian and bicycle connections to the foothill trail system. The City and the regional facilities should develop a partnership for the purpose of implementing the Salt Lake City Open Space Plan related to the Red Butte Creek Corridor.



The landscaping and sidewalks at the Utah Natural History Museum link into the Bonneville Trail System. Other future development near the foothills should integrate pedestrian and bicycle connections to the foothill trail system.

INITIATIVE 1.6

Improve Pedestrian and Bicycle Connectivity

There are many streets, particularly in Research Park, that lack sidewalks. Future development of Research Park should include the necessary infrastructure that encourages active circulation within the park.

There also needs to be an increased focus on providing safe pedestrian and bicycle connections between the major facilities. Many of the facilities within the Regional Activity Center do not have functional connections. For example, medical students studying at the University also work at the Veteran's Administration Hospital and many of the facilities in Research Park are closely integrated with research functions at the University. All roadway infrastructure projects should be coordinated with these major institutions to ensure safe pedestrian and bicycle access between the facilities.

INITIATIVE 1.7

Support the Growth of Research Park as an Innovation District

Research Park is a key driver of economic development for the City and State of Utah. The City should work with the University of Utah to continue development of Research Park as a high tech, bioengineering and research district. Uses in the Park should be closely integrated with the University and there should be a mix of uses within the Park that support the daily needs of the employees. The existing development pattern of the Park is auto-oriented with large surface parking lots and minimal pedestrian and bicycle infrastructure. Redevelopment should allow for and encourage pedestrian, bicycle and transit uses to and within the Park. Research Park's major contribution to the State's economy should be highlighted and used as a tool for requesting additional public transit options that tie into the regional and local transportation network.



Research Park developed as a car oriented, suburban style office park and in many places lacks the sidewalks and bike paths that would encourage active circulation in the park and to other regional facilities.

INITIATIVE 1.8

Strengthen the Identity of the Cultural District

The East Bench Regional Activity Center is the jewel of the State in regards to cultural attractions. Hogle Zoo, This is the Place Heritage Park, the Natural History Museum, Red Butte Gardens, and the University Museum of Fine Arts brings visitors to the East Bench from all over the region. These facilities should be embraced by the City in an effort to create a connected cultural and natural history district with an emphasis on the following:

Improve Access to the Cultural Amenities

Hogle Zoo, This is the Place State Heritage Park, the Natural History Museum, and Red Butte Gardens should be better connected to enhance the visitor experience. A centralized parking structure with a shuttle service to each facility and better access to the facilities from the Bonneville Shoreline Trail are ways that may accomplish this.



The Bonneville Shoreline trail can be improved with the installation of interpretive educational and wayfinding signs.

Incorporate the Bonneville Shoreline Trail into the District

In conjunction with all Bonneville Shoreline Trail stakeholders, the facilities could improve the Bonneville Shoreline trail or an adjacent trail and transform it into a learning experience in conjunction with the programming of each facility. For example, interpretive signs could be placed along the trail identifying wildlife habitat,



The Bonneville Shoreline Trail runs next to and through four of the largest cultural attractions in the Regional Activity Center. The trail could be further integrated with these facilities and visitors could be encouraged to visit other attractions by way of the trail.

vegetation, geologic features, and historical points of interest. The facilities could encourage visitors to walk the nature trail and visit multiple facilities during their stay.

Improve Corridors

Foothill Drive, 500 South and Sunnyside Avenue should showcase the cultural district and provide clear direction on how to access the facilities. In particular, Sunnyside Avenue, east of Foothill should incorporate public way design features that define and enhance the district, such as unique lighting, street banners, and public art elements.

Form Partnerships

Foothill Drive serves as the gateway to the East Bench cultural district. As such, there could be a great benefit in developing partnerships between the cultural facilities and the businesses along and near the Foothill Drive corridor. Development of a corporate partner program could allow the local businesses to advertise at the facilities and encourage visitors to stop and eat or shop. The fees that the facilities collect through the program could be used to fund projects that support and enhance the cultural district.



Public way design features, such as art installations in street medians, can help define and enhance the cultural district.

DRAFT

CONNECTING PEOPLE TO PLACES

07 Introduction

The East Bench transportation system is a collection of slow moving, tree-lined residential streets and major arteries that are the lifeblood of regionally significant destinations. East Bench residents, employees, and business owners recognize the impact that the transportation system has on the livability of their community and want more choices in how they move from place to place.

GUIDING PRINCIPLE

A Safe, Efficient and Multi-Modal Network

The East Bench mobility network is an efficient, safe, and accessible transportation system that provides multiple options for connecting people to employment, services, shopping, entertainment, recreational and cultural opportunities within the East Bench community, and connects the East Bench to the City and region.

City Planning Context

Plan Salt Lake places an emphasis on the role that connectivity and mobility options has on the future health of our communities.

Plan Salt Lake states:

“Connectivity and circulation are critical to responsible, sustainable growth. We must ensure that our neighborhoods and districts are well connected by both providing a wide range of transportation and mobility options and increasing the number of connections in our community. Smaller blocks and a diversity of connections are necessary to achieve this.”

The plan provides further direction with the following guiding principle:

“A transportation and mobility network that is safe, accessible, reliable, affordable, and sustainable, providing real choices and connecting people with places.”

The Plan Salt Lake initiatives related to transportation and mobility emphasizes that all areas of the City should focus on reducing automobile dependency by providing convenient, safe, accessible, and equitable access to a variety of transportation options.

The Salt Lake City **Transportation Master Plan** is the guiding plan for mobility in Salt Lake City. The accompanying Major Street Plan classifies streets by their anticipated function. The East Bench contains the following types of streets according to the Major Street Plan:

State Highways are operated and maintained by the Utah Department of Transportation (UDOT). Routes typically operate as Arterial streets.

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

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

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

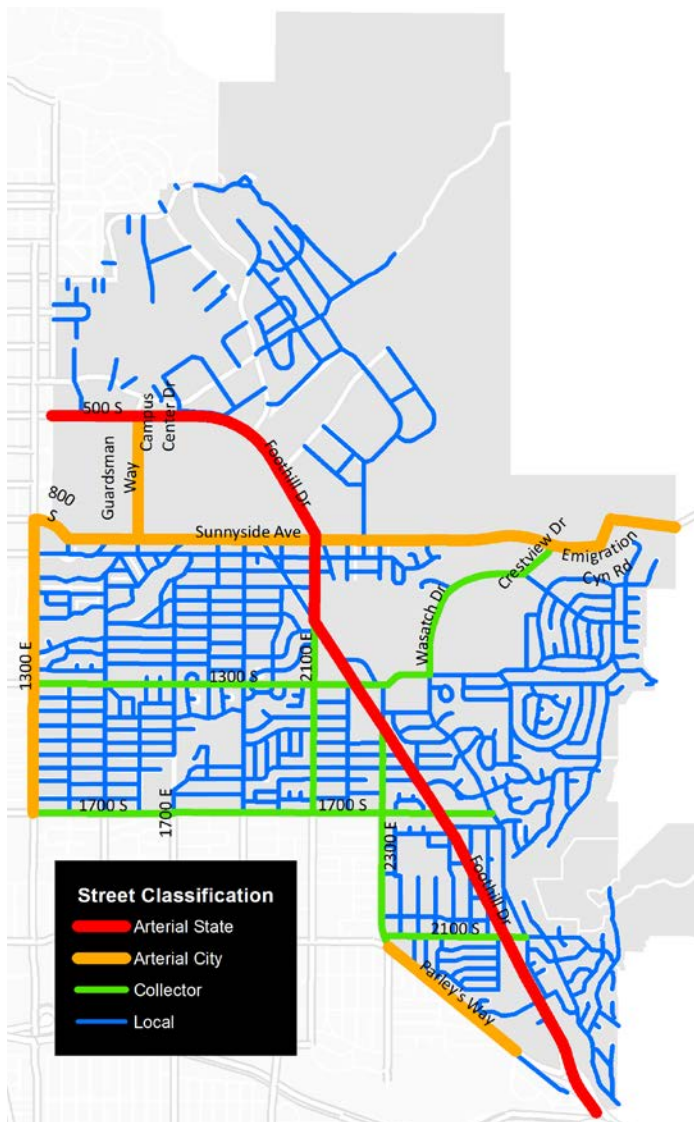
The Transportation Master Plan encourages the use of transportation modes other than just the automobile. One of the guiding principles listed in the plan states:

“Salt Lake City will encourage a multi-modal transportation system. Dependence on the automobile as our primary mode of transportation will be reduced by emphasizing other modes. The transportation system will be designed to move people, not just automobiles.”

The plan goes further by recognizing the important

relationship between land use and transportation and how this relationship impacts the health of our communities. The plan provides the following direction regarding land use:

- Salt Lake City will preserve and enhance residential communities within the City which allow residents to live, work and play in the same area.
- Salt Lake City will explore opportunities to increase residential and destination densities at major bus and rail transit nodes along transit corridors.
- Salt Lake City will promote development that is transit, pedestrian and bicycle friendly.



East Bench neighborhoods have good access to collector and arterial roads.

The Salt Lake City **Pedestrian and Bicycle Master Plan** envisions that walking and bicycling within the City will be:

“...safe, convenient, comfortable, and viable transportation options that connect people to places, foster recreational and economic development opportunities, improve personal health and the environment, and elevate quality of life.”

The plan supports the “Complete Streets” principle, which refers to designing streets for people of all ages and abilities and for all forms of transportation. To implement the “Complete Streets” principle, all communities within the City should:

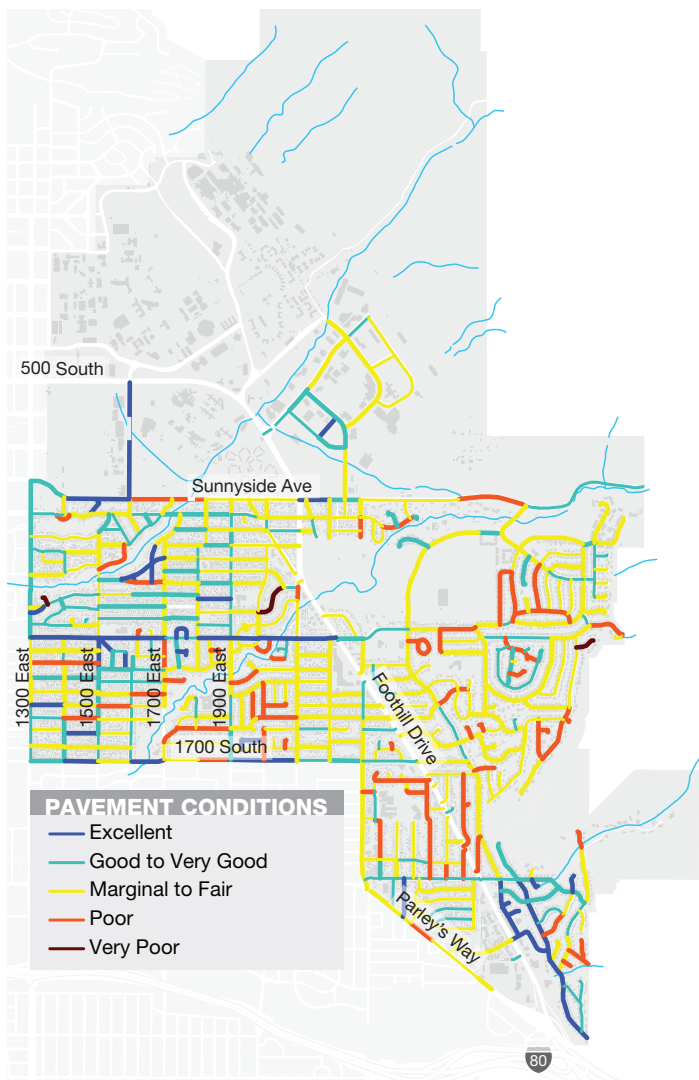
- Integrate walking and bicycling into community planning to enhance livability, health, transportation, the environment, and economic development;
- Develop a safe, comfortable, and attractive walking and bicycling network that connects people of all ages, abilities, and neighborhoods to the places they want to go;
- Maintain the walking and bicycling system year-round;
- Promote the safety and attractiveness of walking and bicycling through education, encouragement, and enforcement programs; and
- Integrate pedestrian and bicycle facilities with transit routes, stations, and stops.

The East Bench Master Plan supports all of these citywide master plans. Future transportation infrastructure improvements in the East Bench should be consistent with the policies established in these plans and any subsequent changes adopted by the City Council.

Existing Conditions

Roadway Conditions

The roadway infrastructure in the East Bench is aging. The Salt Lake City Engineering Division conducted a citywide survey of pavement conditions in 2012. Streets were evaluated and given a score of 1 to 100 based on an overall condition with 1 being worst and 100 being best. Nearly two-thirds of the streets within the East Bench are considered fair to excellent, although there are a number of street sections (approximately 35%) that are considered very poor to marginal.



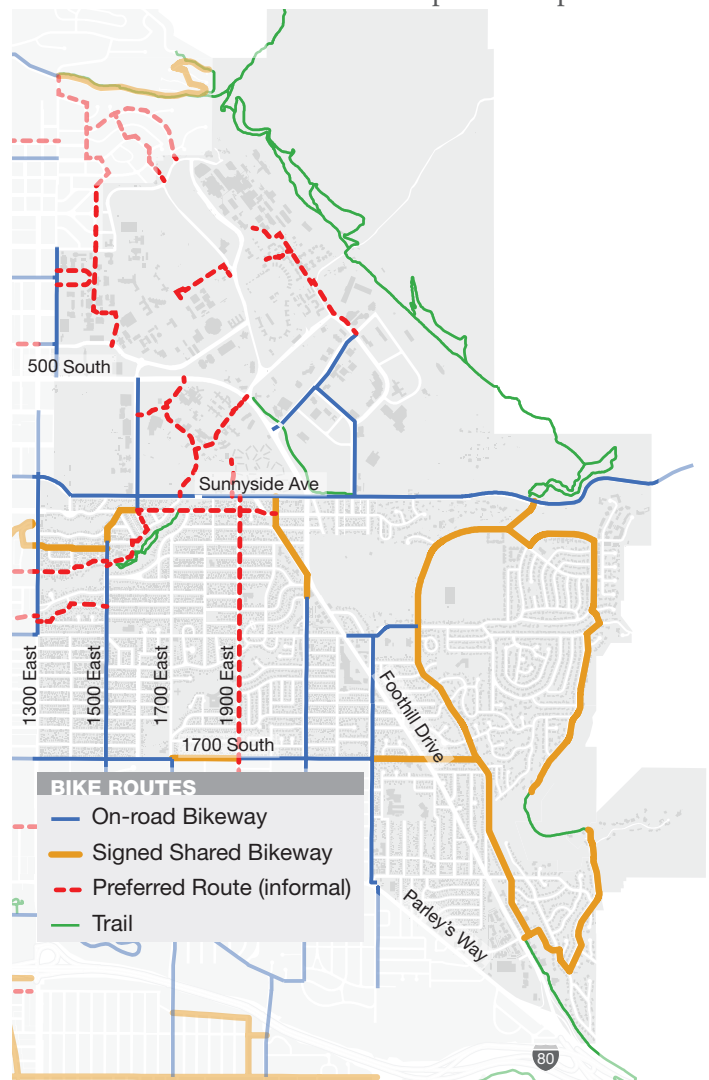
Many streets in the East Bench are in need of maintenance.

Bike Routes

There are two types of specific bike lane facilities located within the East Bench Community: On-road bikeways and signed shared roadways.

On-Road Bikeways are bike lanes that are typically striped with painted bicycle symbols and “bike lane” signs. Bike lanes provide bicycle-priority space on fairly busy streets. There are approximately 10 miles of roadway within the East Bench Community that contain bike lanes.

Shared Roadways use green bike route signs to indicate bicycle use. Bicycle symbols may also be painted on the road to alert motorists that bicyclists are sharing the travel lane. There is no separate striped area for



The Salt Lake City Bikeways Map identifies a number of streets as preferred routes for bicyclists to use to cross the East Bench.

bicyclists. There are approximately seven miles of roadway within the East Bench Community that are shared roadways.

There are also a number of streets within the East Bench Community that have been identified as preferred bike routes on the Salt Lake City Bikeways Map. Preferred Routes have no special signs or pavement symbols but are typically low-volume, low speed streets frequently used by bicyclists.

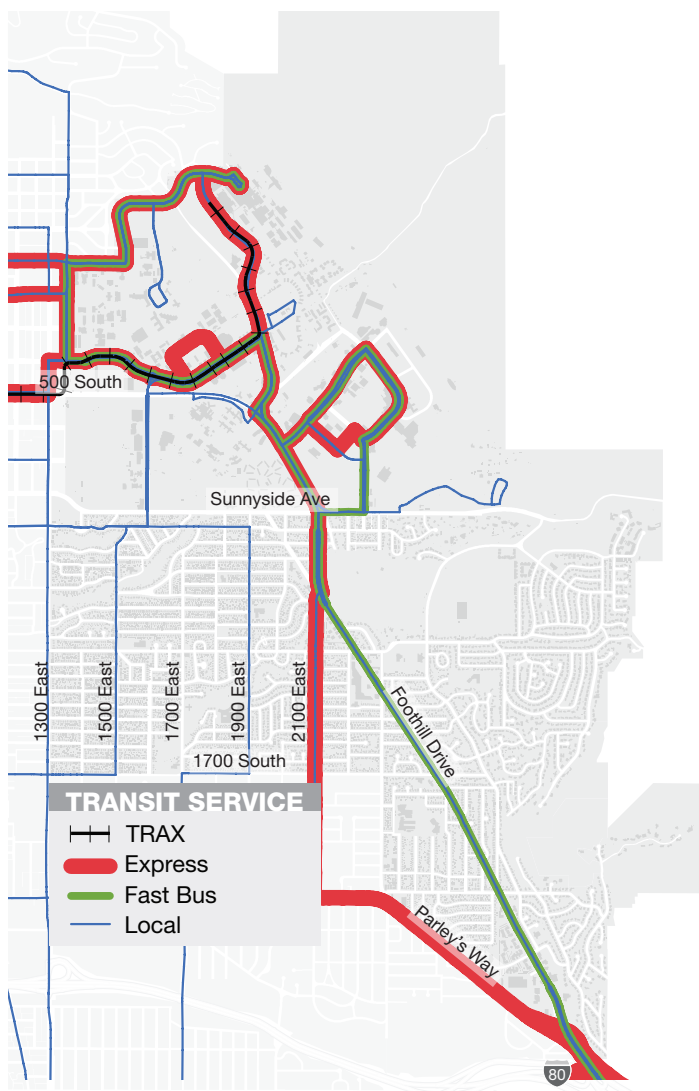
Transit

The East Bench Community is served by 12 local bus routes, three express routes, two fast bus routes, and TRAX. The 12 local bus routes provide transit circulation within the City and connect the East Bench to other cities within Salt Lake County. The Fast Bus routes provide direct connection to the eastern areas of Salt Lake County. The Express routes connect the East Bench to Davis County, Utah County, and Park City.

In recent decades, the East Bench community has not been a major user of public transportation and the availability of transit options has reflected this trend. There are limited local bus routes that run predominantly in a north-south direction, but nothing that runs east-west and connects the neighborhoods to the major corridors. Regionally, there has been a great emphasis on providing bus and rail transit to the University of Utah from the west and north; however, transit options from the south and east are limited. Although transit usage has not been high in the past, there is resurgence in the community’s desire for more.



Light rail provides great transit service to the University of Utah; however, transit is limited in other areas of the East Bench.



The East Bench is primarily served by transit routes heading to the University of Utah

PLAN FOR WHERE PEOPLE GO

In order to plan future transportation improvements, it is necessary to identify where people are going. Activity nodes are places that attract people for the purpose of learning, working, shopping, recreating, worshipping, and/or socializing. From a transportation standpoint, these activity areas are considered trip generators and destinations.

The existing activity nodes in the East Bench are generally categorized by their intensity and size of the area that they serve. They also provide an indication on the level of transportation infrastructure needed to serve the area. For example, the regional activity node contains land uses that serve not only the local community and City, but the region as a whole. Therefore, the transportation infrastructure that services this area should be tied to the regional transportation network.

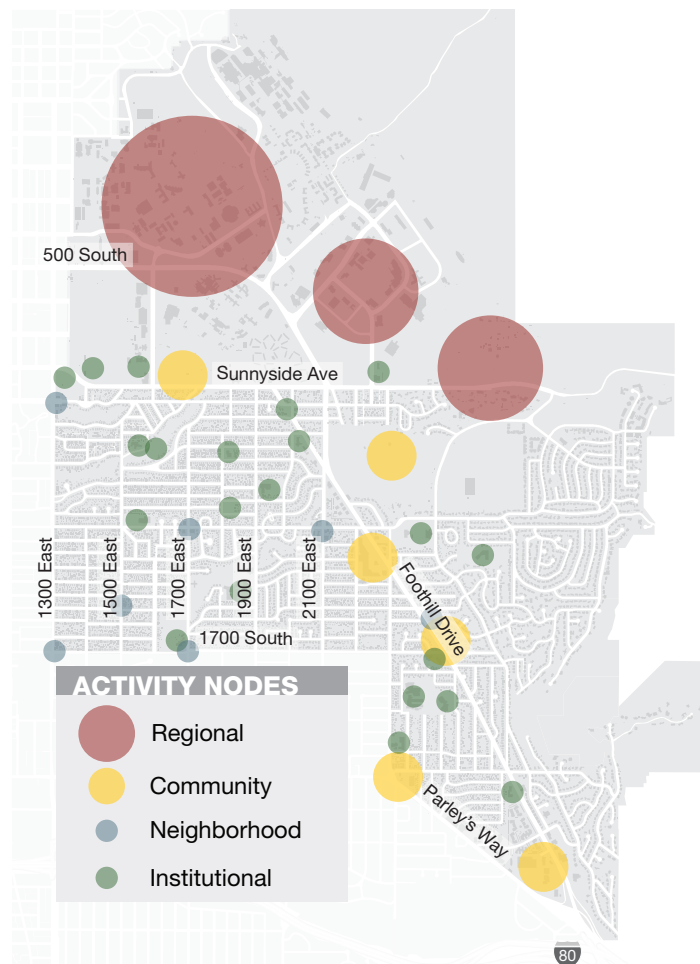
The following provides a description of the East Bench activity nodes:

Regional activity nodes attract people from within, and outside of Salt Lake City and includes the University of Utah, Research Park, and the regional cultural attractions.

Community activity nodes attract people generally from the adjacent neighborhoods, as well as the surrounding communities. Within the East Bench, these activity nodes are located along arterial streets, such as Foothill Drive and Parley's Way.

Neighborhood activity nodes generally attract people from within the neighborhood in which they are located. These areas contain coffee shops and neighborhood grocers, as well as schools, churches and parks. Neighborhood activity nodes may contain businesses that attract people from outside of the immediate neighborhood; however, these businesses are generally small in size. These areas are located mainly along collector or local streets.

These areas should be the focal point in determining where future transportation infrastructure improvements are needed. These improvements should be focused on moving people safely and efficiently to and within the activity nodes, and be designed to correlate to the adjacent land uses along the corridor.



Activity nodes should be the focal point in determining where future transportation infrastructure improvements are needed.

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MOVING FORWARD >>>

The following are the guiding principles and associated initiatives that are intended to help guide the East Bench Community into the future. The initiatives include general policies, as well as specific strategies and goals. Applicable Plan Salt Lake policies are also included that help inform these guiding principles and initiatives.

GUIDING PRINCIPLE 01

A SAFE, EFFICIENT AND MULTI-MODAL NETWORK

The East Bench mobility network is an efficient, safe, and accessible transportation system that provides multiple options for connecting people to employment, services, shopping, entertainment, recreational and cultural opportunities within the East Bench community, and connects the East Bench to the City and region.



Plan Salt Lake initiatives supported by this action:

Neighborhoods

- Create a safe and convenient place for people to carry out their daily lives.
- Promote accessible neighborhood services and amenities, including parks, natural lands, and schools.

Transportation & Mobility

- Create a complete circulation network and ensure convenient equitable access to a variety of transportation options.
- Reduce automobile dependency and single occupancy vehicle trips.
- Make walking and cycling viable, safe, and convenient transportation options in all areas of the City.
- Prioritize maintenance of existing infrastructure.
- Encourage transit-oriented development (TOD).
- Collaborate with regional partners to relieve congestion and enhance rights-of-way for alternative modes of transportation.
- Enhance rights-of-way to join, rather than segregate, adjacent neighborhoods.
- Incorporate pedestrian oriented elements, including street trees, pedestrian scale lighting, signage, and embedded art, into our rights-of-way and transportation networks.

Air Quality

- Increase mode-share for public transit, cycling, walking, and carpooling.

Beautiful City

- Promote increased connectivity through mid-block connections.

INITIATIVE 1.1

Improve Transit Access and Service to Activity Nodes

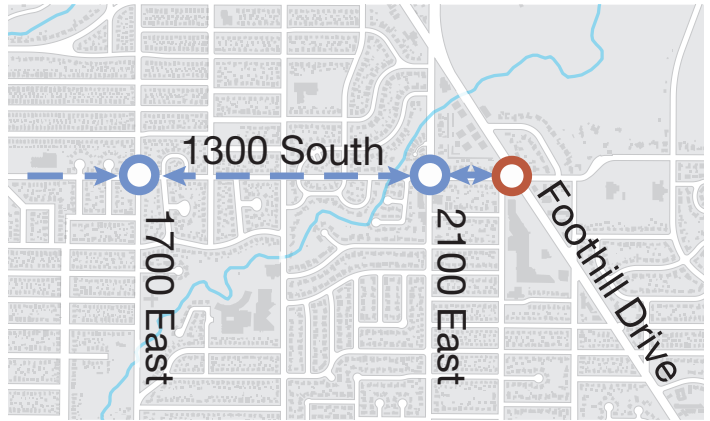
Planning for future transit in the East Bench should focus on connecting people to the activity centers. The East Bench regional activity center is a destination for people inside the community, inside the City and outside of the City. Foothill Drive serves as primary access to this area and is integral to the regional transportation network. It should be targeted for additional transit that ties into the overall regional transit system. Once in the regional activity center, the local circulation system should tie all of the facilities together.

At the neighborhood level, future transit needs to focus on providing transportation options from where people live to where they shop, play and receive services. Specifically, east-west transit routes are needed to connect residents to the Foothill Drive corridor. This will not only provide access to shopping and services along Foothill, but will provide access to future regional transit routes on Foothill.

INITIATIVE 1.2

Explore Transit Partnerships with the University of Utah

The City should work with the University of Utah on extending their campus shuttle system into the adjacent neighborhoods. The shuttle system should be a coordinated effort with the City to determine appropriate routes and schedules.



East to west transit service is not available at nodes along 1300 South.



The Parley's Way and Foothill node is an emerging center that could be better served by transit



The University of Utah operates the second largest transit system in Utah.

INITIATIVE 1.3

Build Better Bus Stops

Street and sidewalk improvements at the activity nodes should include the necessary infrastructure to support transit. This includes ensuring that there is sufficient right-of-way width for bus stops. It also includes urban design elements in the pedestrian areas that provide comfortable bus stop waiting areas, such as sheltered benches. All future street right-of-way improvements at activity nodes should be coordinated with transit partners and should consider future transit accommodations.



Enhanced bus stops, such as this bus shelter in Research Park, provide comfort and shelter for riders

INITIATIVE 1.4

Design Streets According to their Function

Arterial streets in the East Bench should continue to serve as primary transportation corridors and should continue to function in this manner. These streets should continue to move automobiles away from neighborhood streets; however, this should not come at the expense of other transportation options, such as transit, bikes and walking. Collector streets in the East Bench should be considered neighborhood corridors. These provide the link to the neighborhood commercial nodes, as well as to the major corridors. Improvements to these streets should accommodate all modes of transportation and automobile speeds should be kept low due to the residential nature of the land uses along these streets. Infrastructure improvements should focus on slowing automobile traffic to improve safety on local streets.



Foothill Drive and Parley's Way (shown above) are major corridors and should be designed to move people efficiently and safely.

INITIATIVE 1.5

Support Implementation of the Pedestrian and Bicycle Master Plan

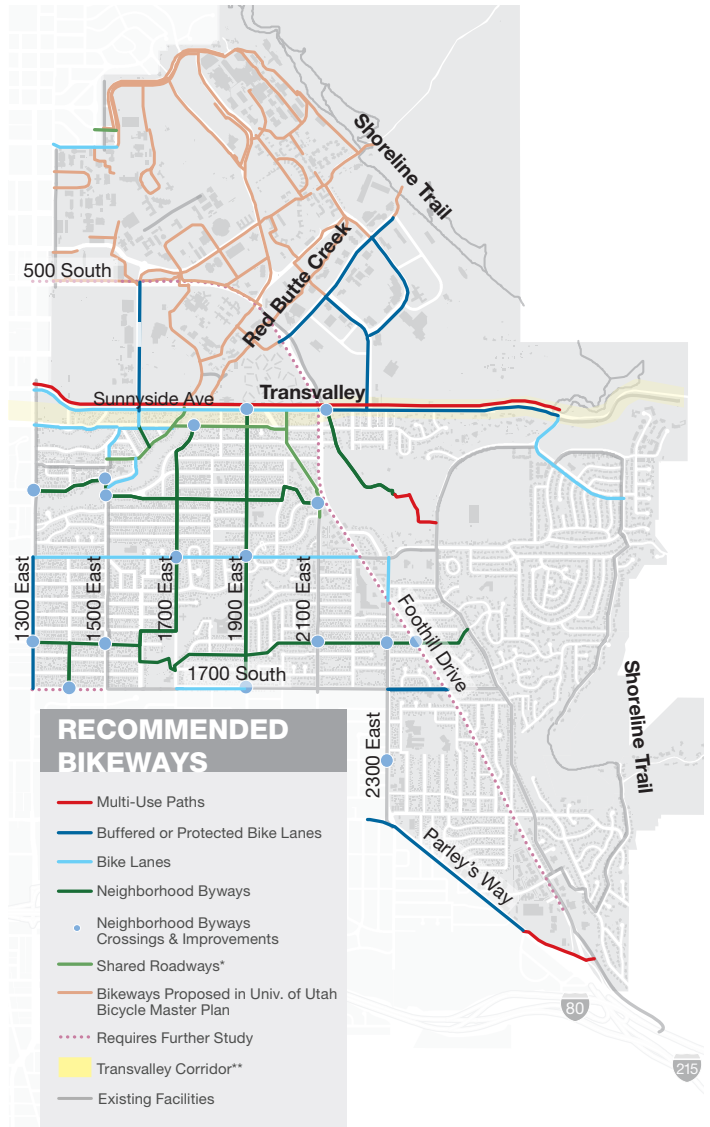
The Salt Lake City Pedestrian and Bicycle Master Plan provides short term (0-10 years) and long term (10-20 years) recommendations for future bikeways. The final bikeway vision map in the plan shows a network of bike routes that connects the East Bench activity centers. The East Bench Plan supports full implementation of the Salt Lake City Pedestrian and Bicycle Master Plan.

The Salt Lake City Pedestrian and Bicycle Master Plan also provides policies for creating a safe and enjoyable walking experience for all users. The plan provides specific recommendations for sidewalks and intersections and includes a map showing recommended future pedestrian improvement areas. Within the East Bench the intensity of these improvements should be based on proximity to the activity centers. One specific pedestrian improvement area is the 1300 South 2100 East neighborhood node where pedestrians are forced to walk in the street or the business parking lot due to a lack of sidewalks.

INITIATIVE 1.6

Safe Walking Routes to Schools

The City should partner with area schools to develop and expand programs that encourage kids to walk and bike to school. An example of this type of program is the Walking School Bus, which is simply a group of kids that gather and walk to school with an accompanying adult. In conjunction with the schools, the City should establish safe walking routes and prioritize safety improvements along those routes.



This map from the Pedestrian and Bicycle Master Plan illustrates the future vision over the next 20 years.



Raised crossings, such as this one near Uintah Elementary, are one traffic calming element that can make routes to school safer.

INITIATIVE 1.7

Safe Pedestrian and Bicycle Access to Public Facilities

The City should conduct an accessibility assessment for all public facilities, such as schools, parks, etc. The assessment should identify improvements to the surrounding area to ensure safe connectivity for all users, especially for those walking and bicycling from the adjacent neighborhoods.



Although in need of maintenance and improvement, this crossing adjacent to the Anderson-Foothill Library provides a visible pedestrian connection to a public facility.

INITIATIVE 1.8

Maintain the Sidewalks

There needs to be a continued effort in maintaining the existing sidewalk infrastructure, specifically snow and vegetation removal. City ordinances require property owners to clear snow and vegetation from sidewalks adjacent to their property and if property owners fail to do so they are subject to fines. East Bench residents and business owners should not always rely on City enforcement actions to enhance their neighborhood. They should find ways to work together and lend a helping hand to their neighbors and the City should participate in areas where maintenance is difficult.



This section of sidewalk along Foothill Drive shows one example of a lack of maintenance.

INITIATIVE 1.9

Reduce Pedestrian Conflict Points

All new development on private property should provide direct connections from the sidewalk to the entrance of the building that are separate from the vehicular travel way. The number of driveways and driveway widths at activity nodes should be kept at a minimum. Buildings in the activity nodes should be oriented to the street and should provide entrances from the adjacent public sidewalk.



Pedestrian safety and accessibility should not end at the sidewalk, but should extend to building entrances.



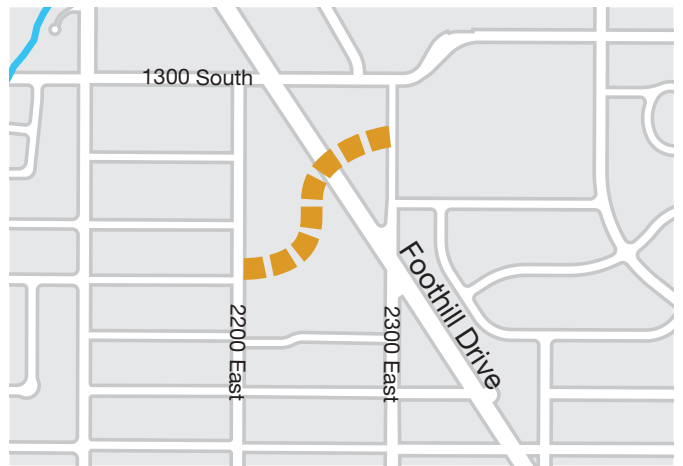
This area of the 1300 South & 2100 East node should be targeted for improved pedestrian accessibility.

INITIATIVE 1.10

Create New Connections

Larger redevelopment projects should include pedestrian and bike connections to the adjacent neighborhoods where possible. The Foothill Drive and Parley's Way regional node should include better vehicular and active transportation connectivity. The Pedestrian and Bicycle Master Plan identifies a pathway through the Bonneville Golf Course from Wasatch Drive to Foothill Drive. This pathway will provide a more efficient bicycle connection to the University of Utah and Research Park, and is supported by this master plan.

In addition to creating new connections, there should be an increased effort in improving existing corridors that provide bicycle and pedestrian access through large tracts of land. Specific areas of focus are the roadway through Sunnyside Park that connects the VA Hospital to Sunnyside Avenue, Wasatch Drive through the Bonneville Golf Course, and the pedestrian pathway through Mt. Olivet Cemetery connecting Sunnyside Ave to 1300 East and 500 South. Where appropriate, improvements should include additional sidewalks and pathways, and enhanced bicycle and pedestrian infrastructure.



Future redevelopment of the Walmart and Foothill Village areas should include safe pedestrian and bicycle connections to adjacent neighborhoods.



The link from Sunnyside to The University of Utah Campus and Research Park is an example of a connection for cyclists and pedestrians that lacks pedestrian or bicycle facilities.

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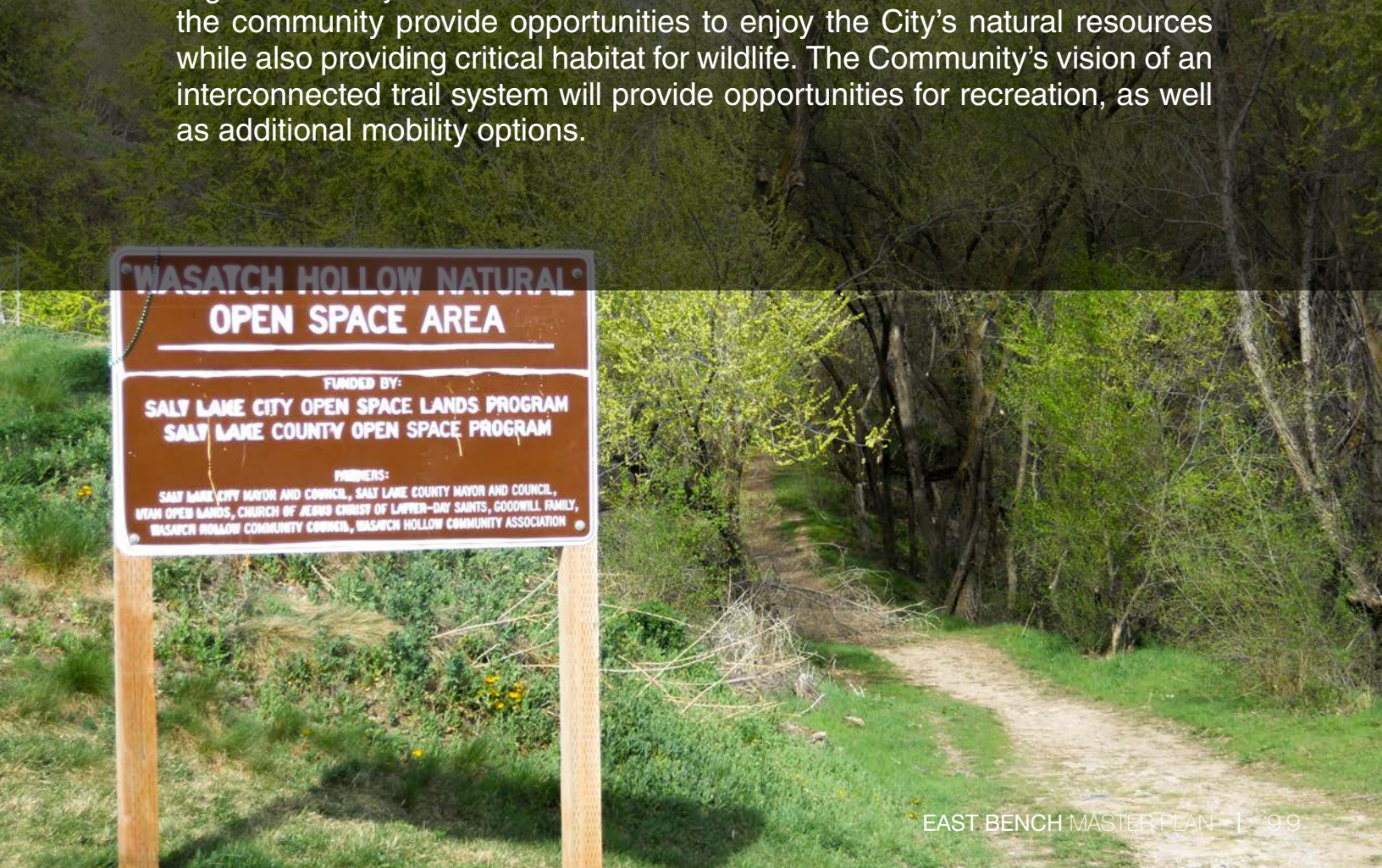


PARKS
RECREATION &
OPEN SPACE



08 Introduction

A defining element of the East Bench is the abundance of open space and recreational opportunities within and near the community that are enjoyed by not only the local residents, but by visitors from all over the City and region. The adjacent foothills and the natural stream corridors that bisect the community provide opportunities to enjoy the City’s natural resources while also providing critical habitat for wildlife. The Community’s vision of an interconnected trail system will provide opportunities for recreation, as well as additional mobility options.



GUIDING PRINCIPLES

Proximity and Variety

All East Bench residents are in close proximity to a variety of year round and well maintained recreational opportunities.

Natural Lands

Riparian corridors and other open spaces provide opportunities to interact with nature, are natural trail corridors that connect the City’s open space resources, and provide habitat for wildlife and native vegetation.

Protect the Foothills

The Wasatch foothills are considered the scenic backdrop of the City and are preserved for wildlife habitat and recreation.

City Planning Context

The important role that parks, recreation and open space have on the health of a community is evident in numerous Citywide and area specific plans.

Plan Salt Lake states:

“Our parks, plazas, greenways, and natural lands all contribute to our community identity, sense of place, and livability.”

One of the key guiding principles in Plan Salt Lake places importance on:

“Protecting the natural environment while providing access and opportunities to recreate and enjoy nature”

Plan Salt Lake goes further by providing the following initiatives to help communities achieve the overall citywide vision:

- Provide access to opportunities for a healthy lifestyle;
- Protect and enhance existing parks, recreational facilities, and trails allowing for modifications to enhance usability and promote activity;
- Enhance trail and open space connectivity through improved visual and physical connections;
- Preserve open space and critical environmental areas;
- Protect critical natural wildlife habitat, watersheds, and ecosystems;
- Protect and enhance the existing urban forest,



A number of creek corridors and trails run through East Bench neighborhoods, providing numerous nearby opportunities for residents to enjoy the natural environment.

including street trees; and

- Balance protection and management of natural lands with access to recreational opportunities.

The **Salt Lake City Open Space Plan**, adopted in 1992, is a comprehensive citywide plan for the City. The purpose of the plan is to provide analysis of the City’s natural environment and identify an approach to connecting the existing natural resources. The Open Space Plan establishes the following citywide goals:

- Conserve the natural environment;
- Enhance open space amenities for all citizens;
- Connect the various parts of the City to natural environments; and

- Educate the citizens on proper use of open space.

There are four corridors in the East Bench Community that are identified in the Open Space Plan:

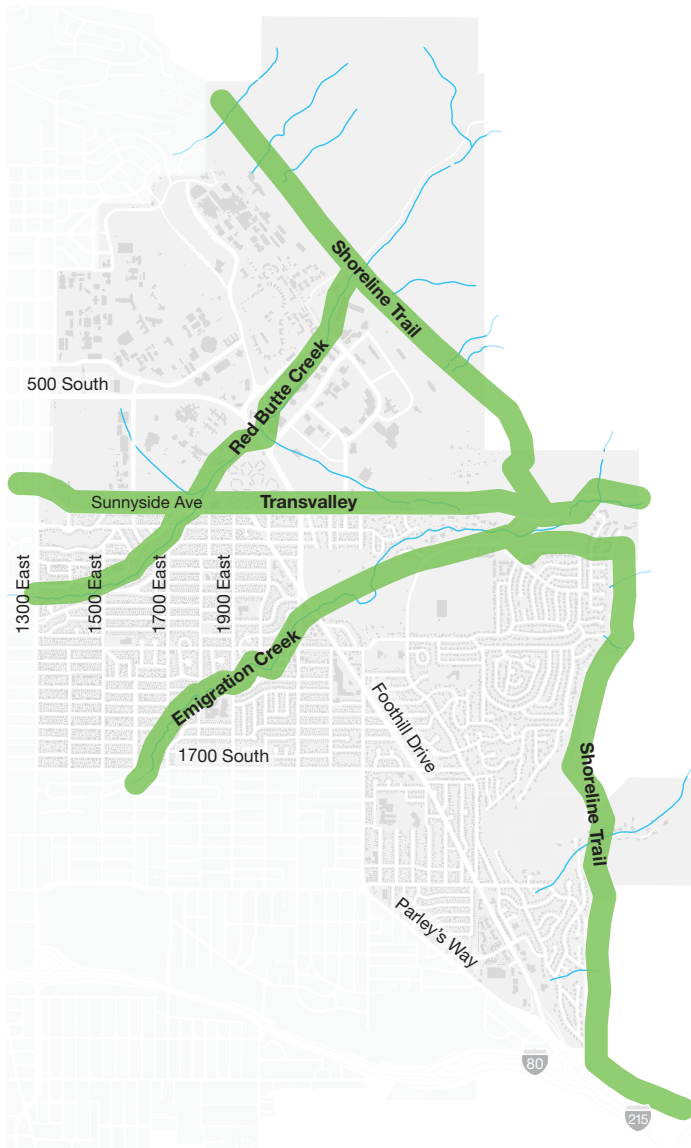
The *Bonneville Shoreline Trail Corridor* follows the prehistoric shoreline of Lake Bonneville along the foothills of the Wasatch Mountains. The vision for the Shoreline Trail is a combined hiking and mountain biking trail that allows controlled access to other trails into the foothills and provides a development limit line protecting the natural foothill environment from further encroachment into the foothills. Portions of the existing trail are located in the foothill open space;

however, much of the trail in the East Bench south of Sunnyside Avenue is located along City streets due to private property constraints.

The *Emigration Creek Corridor* follows Emigration Creek from the mouth of the Emigration Canyon through residential neighborhoods and Wasatch Hollow Park. Sections of Emigration Creek are located on private property.

The *Red Butte Creek Corridor* connects Miller Park and Sunnyside Park to Red Butte Gardens at the mouth of Red Butte Canyon. This corridor goes through the Veterans Administration Hospital campus and follows the creek through Research Park.

The *Transvalley Corridor* provides the opportunity to connect several existing open space amenities such as Rotary Glen Park, Pioneer Trails State Park, Hogle Zoo, Sunnyside Park, Liberty Park and the Jordan River. It connects the City east of I-15 to the City west of I-15 and provides a pedestrian/bicycle route from the foothills, through the urban area, into the wetlands. The corridor is mapped in three sections. The Foothills section is located within the East Bench Community. Implementation strategies for the Transvalley corridor are addressed in the Major Corridors chapter of this plan.



There are four open space corridors that run through the East Bench community and many of the improvements envisioned by the Open Space Master Plan have yet to be realized. The green lines represent corridors and not specific trail paths.

The **Salt Lake City Parks and Recreation Recovery Action Plan** was developed in 2001 for the purpose of providing an inventory and needs assessment of parks within Salt Lake City. The plan states that there is a deficiency in neighborhood and community parks within the East Bench and states that the City should pursue the development of parks along the foothills that would provide view vistas and access to foothill trails. The plan further states that a “Mountain Recreation Area” designation should be established for all publicly-owned land on the Wasatch Front between Emigration and Parley’s Canyons.

The **Wasatch Hollow Open Space Plan** was adopted in 2011 and covers the Emigration Creek riparian corridor



The Wasatch Hollow Open Space Plan details a number of improvements, including a final plan for the trail.

between 1600 East, 1800 East, 1700 South and Harrison Avenue. The purpose of the plan is to establish strategies that protect native vegetation, water quality, and aquatic and terrestrial wildlife habitat of Emigration Creek while providing appropriate access and educational opportunities for the public. The plan provides a good baseline of the existing conditions of the riparian corridor and provides future management direction for the open space area including a final plan showing trail and use type locations.

The East Bench Master Plan supports these citywide and area specific plans. Future improvements in the East Bench should be consistent with the policies established in these plans and any subsequent changes adopted by the Salt Lake City Council.

Existing Conditions

The East Bench Community is situated at the base of the Wasatch Foothills and is bisected by prominent stream corridors, both of which are valuable resources in the local ecosystem. There is a close relationship in the East Bench between the urban and natural environment, which is a defining feature of the community.

The proximity of the undeveloped foothills to the east provides an abundance of recreational opportunities, such as hiking or biking. There are many trail routes from the edges of the community into the foothill areas, including

portions of the Bonneville Shoreline Trail, an important regional recreational resource. These areas can be very popular and attract visitors from the larger city and region.

The long term Vision for the foothills above the City Boundary is to develop the Bonneville Shoreline Trail near the eastern edge of the existing development and establish the trail as the development limit line. The foothills east of the trail would remain as open space that provides wildlife habitat and recreational opportunities, and remains a stunning visual backdrop for Salt Lake City.

Overall Land Use Distribution

The East Bench Existing Conditions Report provides an overview of the current state, location and other aspects of parks, recreation and open space facilities in the East Bench Community. Parks, recreation and open space land uses occupy approximately 30% of the land area in the East Bench. This includes developed neighborhood or community parks, designated or zoned open space, the Bonneville Golf Course, This is the Place State Park, the Hogle Zoo and recreational facilities such as the Salt Lake Sports Complex.

Park Distribution

Plan Salt Lake places a high emphasis on ensuring that all Salt Lake residents have convenient access to parks and recreational facilities. These places provide not only opportunities for recreation, but also serve as spaces for social interaction and community building. Plan Salt Lake sets a target of providing these facilities within ½ mile of all residents.

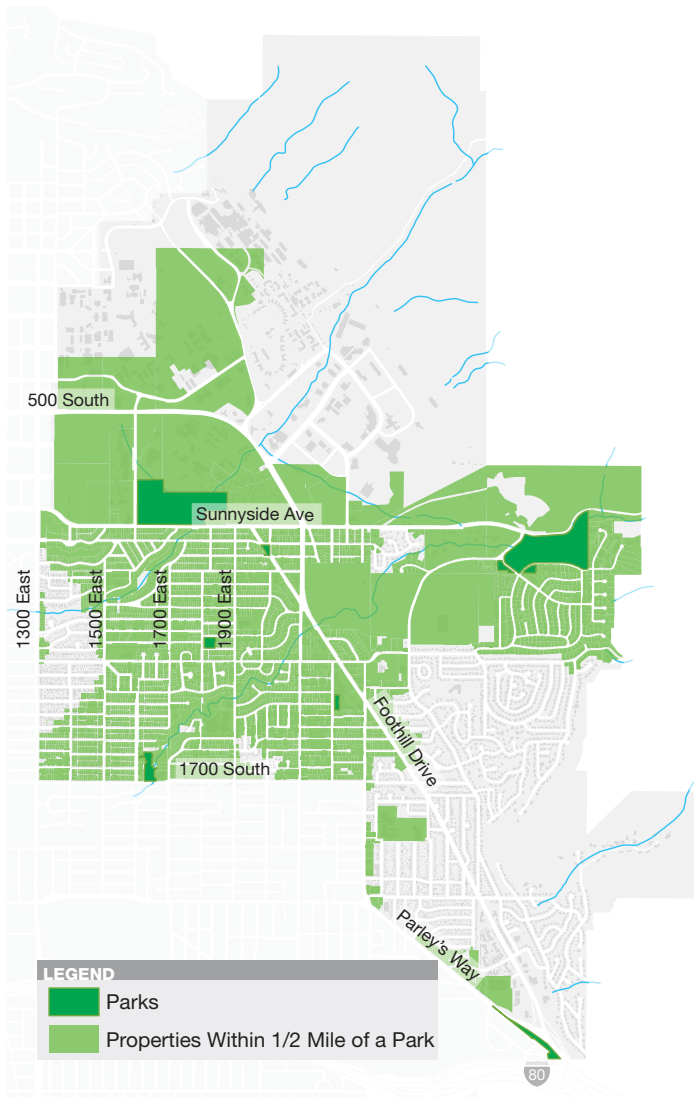
Within the East Bench, approximately 35% of households are more than a half-mile walking distance from a public park. There are also a limited number of parks that provide sports facilities such as baseball fields, soccer/football fields or tennis courts. The southern half of the East Bench community lacks any City-provided public sports facilities.

Areas located further than ½ mile from existing parks and playgrounds should be considered priority areas for

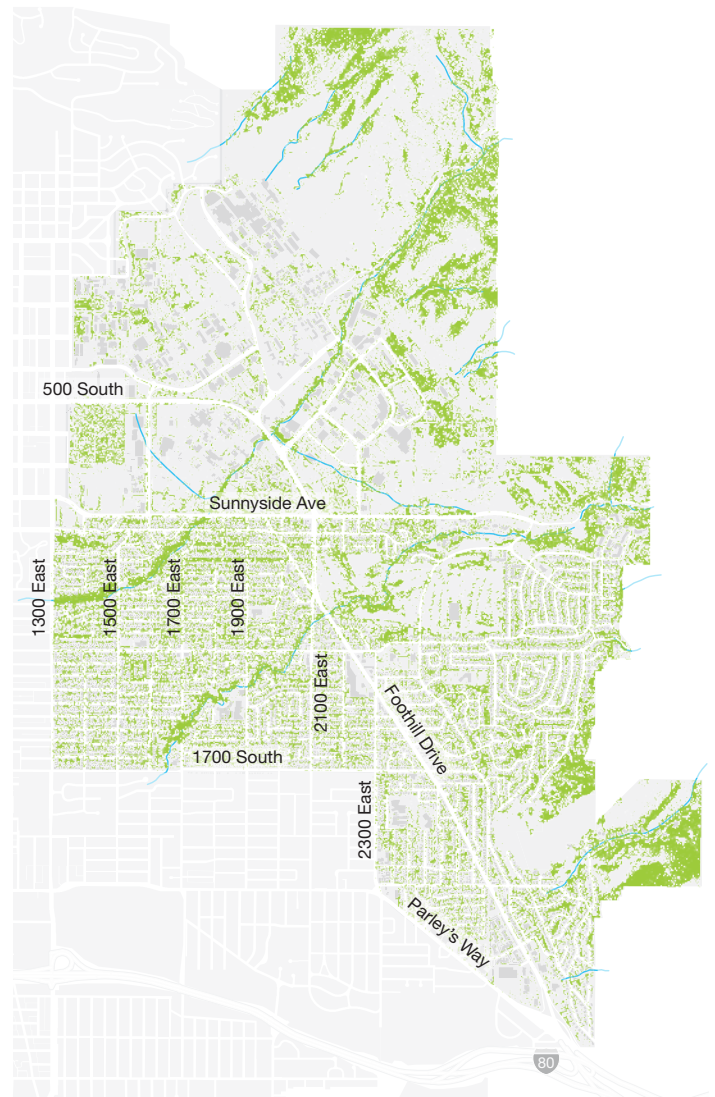
park planning in the East Bench Community. All future parks should focus on providing diverse amenities, such as skateboard facilities, bicycle facilities, dog play areas, sports fields and other play/exercise equipment that encourage active lifestyles.

Urban Forest

One of the defining features of many of the neighborhoods in the East Bench is the mature vegetation. This is a major contribution to the City’s urban forest, which helps to cool the City, reduces air pollution, creates wildlife habitat and helps to mitigate other impacts related to our urban environment.



The areas shown in light green on the map are within a half-mile from a park. Approximately 65% of households in the East Bench have access to a park within a half-mile of their home. Areas not shown in green are considered priority areas for future park planning.



The green areas in the above map represent the tree canopies that make up the urban forest in the East Bench. Nearly half of the community is covered by tree canopies, making the canopy an important character defining feature for much of the East Bench.

MOVING FORWARD > > >

The following are the guiding principles and associated initiatives that are intended to help guide the East Bench Community into the future. The initiatives include general policies, as well as specific strategies and goals. Applicable Plan Salt Lake policies are also included that help inform these guiding principles and initiatives.

GUIDING PRINCIPLE 01

PROXIMITY AND VARIETY

All East Bench residents are in close proximity to a variety of year round and well maintained recreational opportunities.



Plan Salt Lake initiatives supported by this action:

Neighborhoods

- Promote accessible neighborhood services and amenities, including parks, natural lands, and schools.
- Improve green infrastructure (including parks, natural lands, green-ways, and urban forestry) in neighborhoods by incorporating best management practices for our parks and streetscapes.

Growth

- Provide access to opportunities for a healthy lifestyle (including parks, trails, recreation, and healthy food).

Parks & Recreation

- Provide accessible parks and recreation spaces within 1/2 mile of all residents.
- Protect and enhance existing parks, recreational facilities, and trails allowing for modifications to enhance usability and promote activity.
- Establish level of service standards that address type, proximity, quality, and quantity of park space that is responsive to both citywide and neighborhood needs.

INITIATIVE 1.1

Utilize Schools to Fill the Park Deficiency Gap

One way to fill the gap in park facilities is to utilize other assets in the community, such as the local schools. While these facilities may not be as readily accessible to the public as a public park due to scheduled school functions, they do contain many similar features, such as outdoor play fields, indoor sports courts, and playgrounds. Partnering with the schools to emphasize the use of the grounds as public open space and recreation facilities should be pursued. Given

the built-out nature of the East Bench and the associated difficulties in establishing new parks or other facilities, this strategy is a cost-effective way to help fill the gap with minimal community disruption and impact.

INITIATIVE 1.2

Maintain and Improve Existing Facilities

The lack of available land to build more parks accentuates the importance of ensuring that the existing parks are maintained and improved. The existing City parks in the East Bench Community should be improved with the goal of providing diverse amenities, such as skateboard facilities, bicycle facilities, dog play areas, tennis courts, sports fields and other play/exercise equipment that encourages an active lifestyle.

PLACEHOLDER

Pump tracks are one possible recreational option that could help diversify the recreational amenities available in the community.

INITIATIVE 1.3

Preserve Bonneville Golf Course

The Bonneville Golf Course was established in 1929 and has provided year round recreational opportunities for the surrounding neighborhood, as well as visitors from outside of the East Bench Community. In addition to recreation, the golf course provides valuable wildlife habitat. The golf course should continue to function as an open space recreation facility that not only provides golf opportunities in the warm months, but is open for winter recreation as well. Future improvements should include a multi-use trail through the golf course that utilizes the Emigration Creek open space corridor and connects Wasatch Drive and Foothill Drive. Improvements to the Bonneville Golf Course should be coordinated with all City Departments in an effort to enhance East Bench recreational opportunities, protect wildlife habitat and improve connectivity in the neighborhood.



Additional recreational opportunities should be explored for the Bonneville Golf Course, while protecting existing wildlife habitat.

INITIATIVE 1.4

Support Expansion of the Salt Lake Sports Complex

The Salt Lake City Sports Complex located on Guardsman Way provides numerous indoor recreation amenities, such as ice skating, swimming, and gym equipment. The facility also has an outdoor pool open during the warmer months. The East Bench community supports further expansion of the complex to provide additional recreational opportunities in the community.



Expansion of the existing Salt Lake City Sports Complex is supported by the East Bench community.

INITIATIVE 1.5

Provide Off-Leash Dog Areas

One particular type of facility that is desired within the East Bench is off-leash dog play areas. The City should find appropriate areas for these facilities in existing parks and open space areas that balance natural land preservation with recreation.



A few off-leash dog areas have been established in existing parks in the City, such as this one in Herman L Franks Park in the Central Community.

GUIDING PRINCIPLE 02

NATURAL LANDS

Riparian corridors and other open spaces provide opportunities to interact with nature, are natural trail corridors that connect the City’s open space resources, and provide habitat for wildlife and native vegetation.



Plan Salt Lake initiatives supported by this action:

Neighborhoods

- Promote accessible neighborhood services and amenities, including parks, natural lands, and schools.
- Improve green infrastructure (including parks, natural lands, green-ways, and urban forestry) in neighborhoods by incorporating best management practices for our parks and streetscapes.

Air Quality

- Protect and enhance the existing urban forest, including street trees.

Natural Environment

- Preserve natural open space and sensitive areas to sustain biodiversity and ecosystem functions.

Parks & Recreation

- Balance protection and management of natural lands with access to recreational opportunities.
- Enhance trail and open space connectivity through improved visual and physical connections.
- Protect and enhance existing parks, recreational facilities, and trails allowing for modifications to enhance usability and promote activity.

Beautiful City

- Protect, maintain, and expand the City’s urban forest, including the provision of adequate space and infrastructure for street trees to thrive.
- Create opportunities to connect with nature in urban areas.
- Reinforce the development of a connected green network of urban open spaces and forest that accommodates active transportation and provides contact with nature.



INITIATIVE 2.1

Implement the Open Space Plan

In regards to all of the corridors identified in the Open Space Plan, the City should maintain ownership of property, or easements over property, along the corridors where they already have it and should pursue future property and/or easement acquisition where possible.

The following are specific recommendations related to the implementation of the open space corridors in the East Bench Community:

Shoreline Trail

- Negotiate property acquisition or easements with private property owners along the eastern City boundary to complete the trail in the foothill open space area.
- Coordinate and establish connections to trails that penetrate the eastern foothills.
- Establish the Shoreline Trail as the edge of the built area and discourage development beyond this edge.
- Partner with area stakeholders and develop a corridor nature park between Sunnyside Avenue and Red Butte Canyon.

Emigration Creek Corridor

- Implement the Wasatch Hollow Open Space Plan.
- Investigate the feasibility of using the Emigration Creek tunnel under Foothill Drive as a trail corridor.
- The section of the corridor adjacent to the Foothill Anderson Library should be embraced by the library as a nature learning area and improved as such.
- Private property along the corridor should be respected. The areas of Emigration Creek that are located on private property should be protected as riparian open space, but should not include public trails unless authorized by the property owners. Pedestrian and bicycle routes along the public right-of-way should be improved to provide links between the publicly accessible open space corridors.
- Negotiate trail easements or acquire property and

develop a trail connecting the Wasatch Hollow Open Space area to 1900 East.

Red Butte Creek Corridor

- Maintain trails through Miller Park.
- Work with the University of Utah, Research Park and the Veterans Administration Hospital and encourage them to design future developments to positively interact with the corridor. Future development should not turn its back on the corridor but should compliment it. It should be seen as an amenity to future development.
- Protect and preserve the integrity of the riparian corridor.



The 1992 Open Space Plan provides recommended improvements to open space corridors throughout the City.

INITIATIVE 2.2

Preserve and Expand Foothill Trails and Trailheads

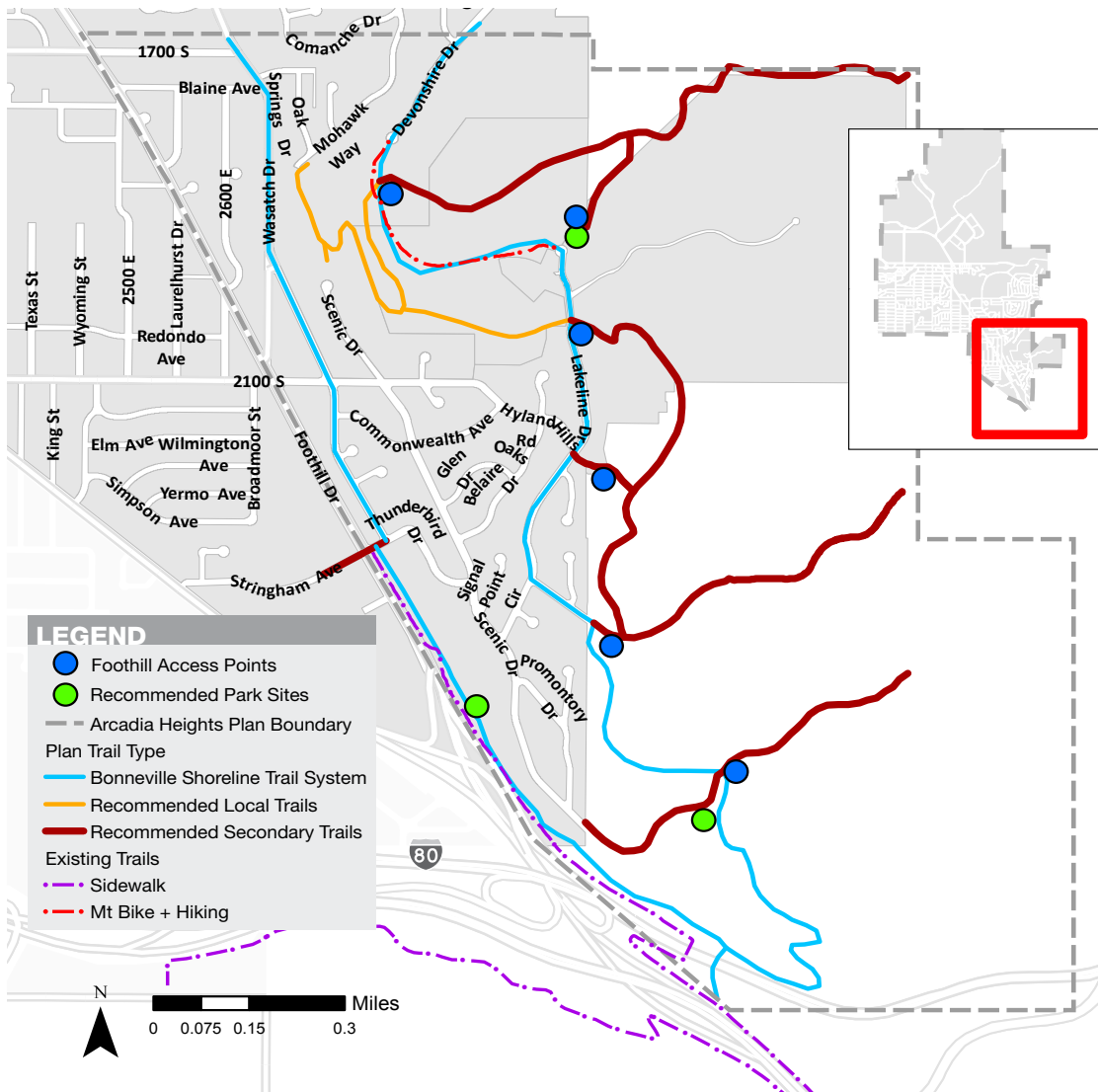
The majority of the open, non-developed areas in the foothills are not located within Salt Lake City limits. However, they are enjoyed and heavily utilized by the East Bench Community due to their close proximity. When fully implemented, the Bonneville Shoreline Trail will serve as the major north-south corridor that provides access to east-west trails going to more remote areas of the

foothills. The City should work with Salt Lake County and the US Forest Service to develop a foothill trail system plan for the purpose of preserving the existing sustainable trails east of the City limits and creating new trails where feasible. The foothill trail system should be designed to reduce user conflicts and enhance the user experience. For example, trails dedicated to walkers and uphill only mountain bikers should be coupled with downhill only mountain bike trails.

providing parking, restroom facilities, playground equipment, and view areas. Trailheads should be viewed as opportunities to help meet the recreation needs of the surrounding neighborhood.

The map below shows the approximate location of potential trails and trailheads that have been recommended in various City planning documents and are supported by this plan.

Developing a comprehensive trail system also involves developing sufficient access points. Where possible, trailheads should be developed as multi-use facilities



The Arcadia Heights Plan (1998) included a number of recommended trail system improvements (shown above) that are supported by this plan.

INITIATIVE 2.3

Preserve and Expand the Urban Forest

The City's urban forest should be preserved wherever possible, particularly along the public right-of-way. When designing street and sidewalk improvements, the City should consider landscape features that expand the urban forest and design sidewalks and curbs to support existing, healthy trees instead of removing them. Private development should make every effort possible to design around existing trees. Where the removal of trees is unavoidable, they should be replaced elsewhere. The City should continue to fund programs that financially assist property owners who wish to install new street trees in their park strips in order to expand the urban forest.

INITIATIVE 2.4

Protect Natural Lands and Habitat

The City has undertaken some efforts in the East Bench to protect natural lands and open space areas through the development of the Wasatch Hollow Open Space Plan, the Miller Park Restoration Plan, and through adoption of the Riparian Corridor Overlay Zoning District. The East Bench Master Plan supports implementation of these efforts.

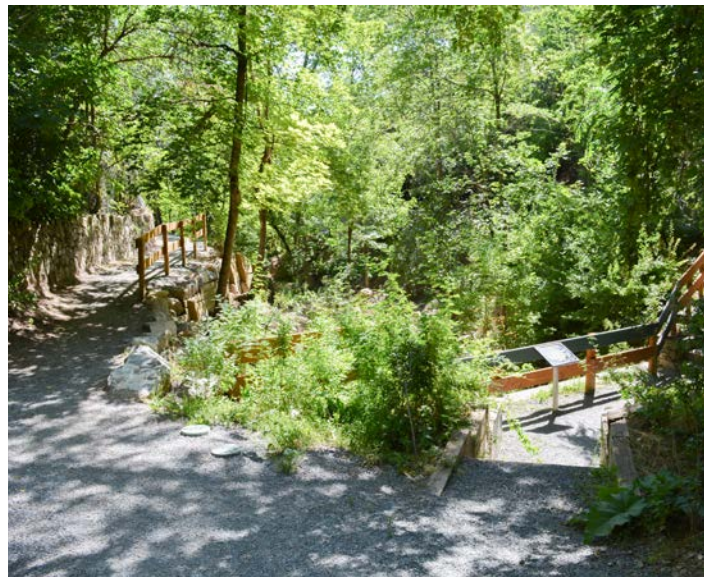
Future open space planning efforts in the East Bench should not focus on closing off human access to natural lands. They allow the East Bench Community to momentarily escape from the urban environment, act as neighborhood gathering places and are natural playgrounds for kids. Accessibility to natural lands should be embraced and designed in a way that allows people to be a part of the natural environment without negatively impacting it.

The Red Butte and Emigration riparian corridors are important features of the East Bench and contribute to the quality of life of all residents of the City. As such, it is critical that these corridors are protected. They should be



The extensive tree canopies are a defining feature of the East Bench and should be preserved and expanded.

restored to their natural condition to the extent possible in order to provide nature corridors through the City, while allowing people to experience the setting. Development should have an adequate setback from the riparian area in order to preserve the hydrological, ecological, aesthetic, recreational, and educational functions that these areas provide. Any construction associated with new development should limit the removal of riparian vegetation and protect this vegetation from construction impacts.



Formal walking paths in Miller Park allow people to explore, while still restoring and protecting the natural spaces.

GUIDING PRINCIPLE 03

PROTECT THE FOOTHILLS

The Wasatch foothills are considered the scenic backdrop of the City and should be preserved for wildlife habitat and recreation.



Plan Salt Lake initiatives supported by this action:

Growth

- Preserve open space and critical environmental areas.

Natural Environment

- Preserve natural open space and sensitive areas to sustain biodiversity and ecosystem functions.

Beautiful City

- Identify, preserve, and enhance view corridors and vistas, including views of natural lands around and within the City.

INITIATIVE 3.1

Preserve the Foothill Open Space

One obstacle in preserving the foothill open space area is the private property that extends beyond the city boundary and into the foothills. A government entity cannot take away all development opportunities from a private property owner. First and foremost, the City, in conjunction with other open space stakeholders, should pursue ownership of these lands or obtain conservation easements. In the event any of the property is developed it should be done so according to the following policies:

- Annexation in the City should be required for all development. The city should refuse to provide water or sewer services to accommodate development of property outside city boundaries.
- Development should be limited to single-family land uses or other low intensity uses that serve the neighborhood, and should minimize impacts to the natural environment and views of the foothills. The development should be clustered in a manner that preserves the maximum amount of open space.
- Private land that is undevelopable should be

designated as open space and conveyed to a land trust or similar public or private entity for perpetual preservation.

- Streets and utilities serving the development should be constructed to serve the development itself or provide access to adjacent open space. It should not be built to accommodate or encourage further private development.
- Cuts and fills in grade should be kept to a minimum. Natural vegetation should be preserved, and structures should be tucked into hillsides rather than perched on knolls and other prominent, visible areas. Location and height of foothill development should be such that development blends into natural features to the extent possible.
- Require that foothill trail access and trailhead facilities, such as off-street parking and garbage receptacles, are designed into each new development at appropriate locations.
- All developments should be required to dedicate a strip of land around the perimeter of the development to the City for control over future development.

DRAFT

IMPLEMENTATION

TO BE COMPLETED

DRAFT

APPENDIX

TO BE COMPLETED