

# AVENUES COMMUNITY PLAN



EXISTING CONDITIONS REPORT | 2025



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DRAFT

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*Salt Lake City is undertaking an effort to update the Avenues Community Plan, which was adopted in 1987.*

This Existing Conditions Report marks the first step in that process by providing a comprehensive overview of the Avenues Community's current demographics, land use, connectivity, open space and natural resources, historic and cultural assets and infrastructure.

Serving as a "snapshot in time," this report helps establish a foundational understanding of the community's present state.

The information gathered will help guide appointed and elected officials in shaping plans for the Avenues, ensuring they align with citywide plans and goals as the overall planning process moves forward.

Additionally, this report will serve as a valuable resource for residents, businesses, and community organizations interested in understanding the community's unique strengths and opportunities.

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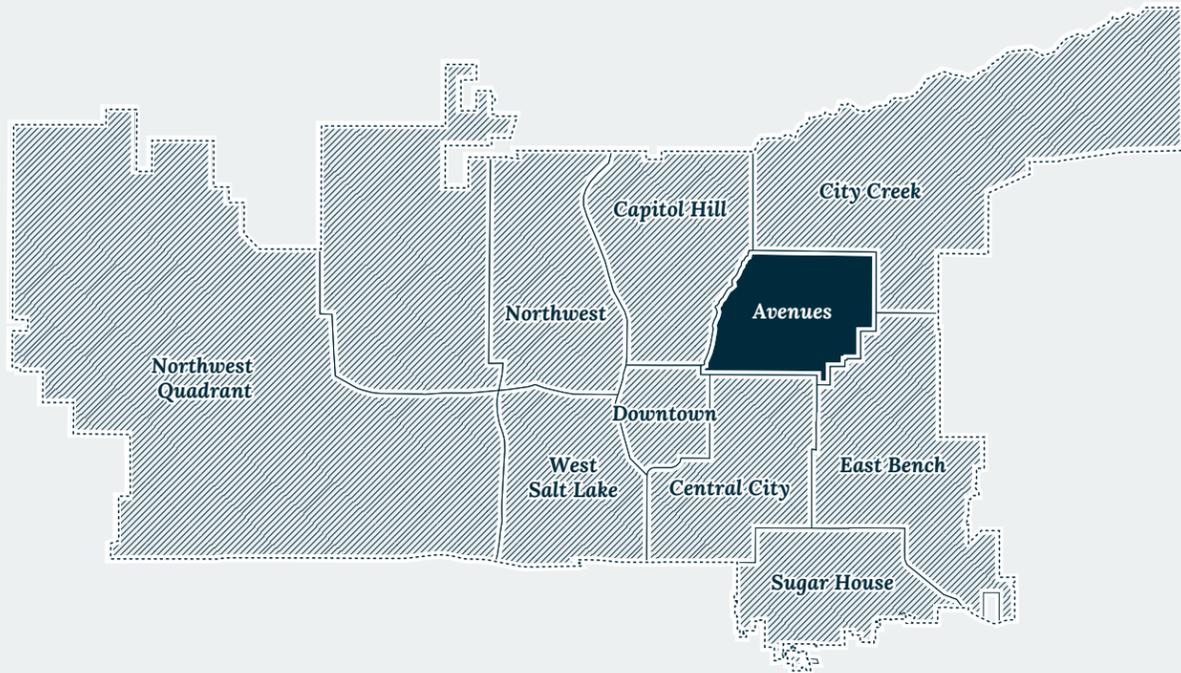
# PLAN AREA

*The Avenues sits just north of Salt Lake City's center, rising from the valley floor to the base of the Wasatch Mountains. Known for its historic charm and scenic views, this iconic neighborhood offers a unique character that sets it apart from the rest of the city.*

Established in the 1850s as Salt Lake City's first neighborhood, the Avenues broke away from the city's traditional pattern of large 10-acre blocks and wide streets. Instead, it features smaller 2.5-acre blocks with narrower streets. This distinctive layout not only gave the neighborhood its name—derived from the grid-like pattern of streets called Avenues—but also shaped its close-knit feel.

Primarily residential, the Avenues is home to an architecturally diverse mix of single-family homes, duplexes, and multifamily buildings. While residential use dominates, there is also a scattering of restaurants, cafes, and local shops. Historic districts, along with numerous individual historic landmark and cultural sites, highlight the area's heritage, while an extensive network of parks and trails provide access to outdoor recreation and natural beauty.

## SLC COMMUNITY BOUNDARIES



## LOCATION + BOUNDARIES



*The Avenues is located in the northeastern area of the city at the base of the Wasatch Mountains, nestled along the foothills. It is situated between City Creek to the west, the University of Utah to the east, and Downtown and Central City to the south.*

*The plan area is approximately 4.75 square miles or 3,063 acres in size.*

The following are areas within the Avenues that are commonly recognized for their distinct identities and characteristics:

The Avenues is often spoken of in terms of “Lower” or “Upper” Avenues. The dividing line between the Lower and Upper Avenues is not clearly defined, but the distinction is generally 13th Avenue—south of 13th Avenue is Lower Avenues and north of 13th Avenue is the Upper Avenues.

### LOWER AVENUES

The Lower Avenues, with its old stately homes, smaller lots, more density, and gridded narrow tree-lined streets, reflects a development pattern that was typical of the early 1900s.

Most of the development in the Lower Avenues occurred prior to 1920, with a notable exception in the area between 10th and 13th Avenue, where development primarily occurred between the 1920s to 1940s.

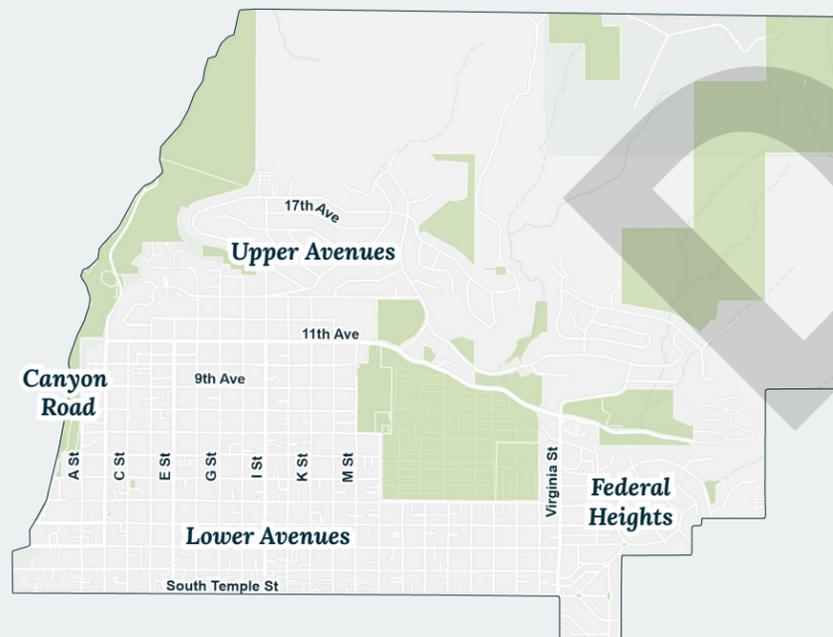
Residential building styles in the Lower Avenues vary widely and are reflective of popular styles during the time period including Victorian Eclectic, Eastlake, Queen Anne, Prairie, Craftsman, Classic and Colonial Revival, Vernacular/Gothic, and Shingle style. Multifamily residential housing styles include Mediterranean, Spanish Colonial Revival, Tudor, and Art Moderne. There are also nonresidential buildings scattered throughout the Lower Avenues.

### UPPER AVENUES

The Upper Avenues is exclusively residential, with homes situated to enjoy sweeping views of the valley. Most development began in the 1960’s and reflects a more suburban pattern, bigger lot sizes, and lower housing density compared to the Lower Avenues.

The street grid pattern of the Lower Avenues is not present in the Upper Avenues, which instead has curvilinear streets and larger blocks. Architectural styles here are predominantly Ranches and other more contemporary designs.

## AVENUES COMMUNITY BOUNDARIES



## FEDERAL HEIGHTS

Federal Heights is a residential area that is included in the southeastern portion of the Avenues Community Plan area.

Initial development occurred in the southern part of the neighborhood, where in the 1900's, homes were built for officers of the nearby Fort Douglas Regimental Headquarters. Homes in the northern and northeastern portions of the area were generally constructed from 1921-1940s.

The homes in the northernmost part of Federal Heights were generally built at a later period from approximately 1961 to today.

Federal Heights has a winding and varied street layout that differs from the Avenues' gridded streets and remains deeply rooted in historic character and architectural appeal.

## CANYON ROAD

The Canyon Road area sits in a gully in the southwestern portion of the Avenues. Originally, City Creek ran through the center, carving a natural corridor with steep hillsides on either side. In 1910 the creek was put underground partway through the mouth of the canyon.

The creek now flows under bridges, adding to the beauty of Memory Grove Park. After it reaches the end of the park, the water is piped underground.

Two small parks are located in the center of Canyon Road, which is lined by a residential pocket of homes, most built between 1880 and 1919. Just a few blocks from the Salt Lake City Central Business District, this historic enclave is a secluded retreat within the Avenues.

## CITY CREEK

In 1986, Salt Lake City adopted a specific plan for City Creek to address land use and circulation in the City Creek Canyon area.

The plan area extends from the North Temple and State Street intersection to the top of City Creek Canyon and is approximately 10,700 acres. It encompasses the residential pocket along Canyon Road, Memory Grove Park, as well as the entire undeveloped canyon.

The eastern half of City Creek is located in the Avenues Community Plan area and western half is located in the Capitol Hill Community Plan area; the divide is roughly the City Creek waterway itself.

The Plan focuses on the preservation of City Creek Canyon as a whole and emphasizes maintaining this area in its natural state. It recommends canyon activities be limited to watershed protection, water treatment facilities, and limited public recreation opportunities.

These recreation opportunities include number of hiking and biking trails throughout the canyon, many of which connect to the wider trail system throughout the foothills. The popular Bonneville Shoreline Trail bisects with City Creek Canyon bringing numerous recreationalists to this area.

**For more details see the City Creek Plan Audit section of this report ([page 130](#)).**



# CONSTRUCTION PERIODS

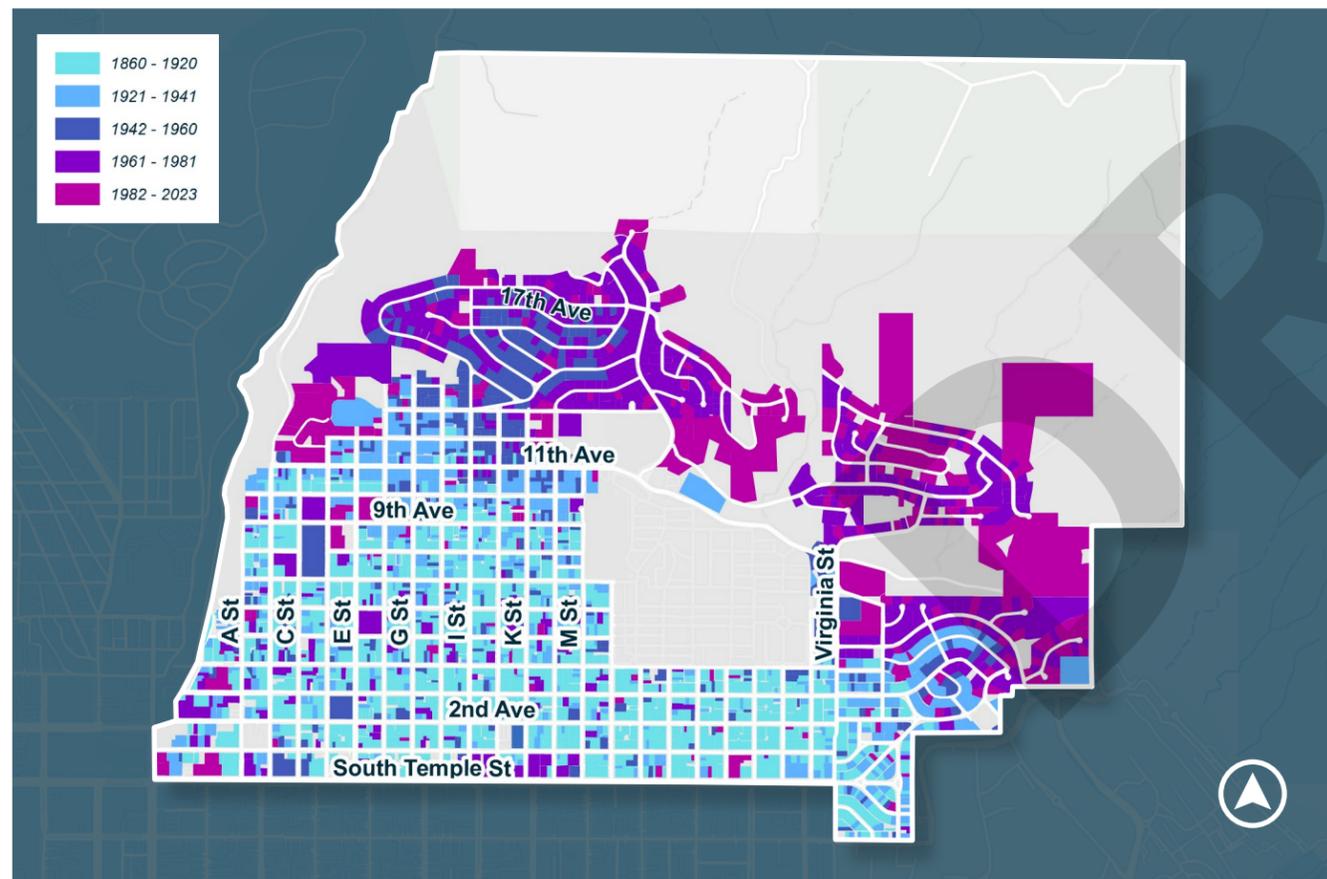


Nearly half of the buildings in the Avenues were constructed before 1920, reflecting a historic development pattern that predates the adoption of the first zoning ordinance regulations in 1927.

The community's earliest development, spanning the 1860s to early 1900s, was concentrated around the Canyon Road/City Creek area and in the lower portions of the Avenues, between 1st and 4th Avenue. In the first two decades of the 20th century, development spread northward to 9th Avenue and into the southeastern portion of the plan area in Federal Heights.

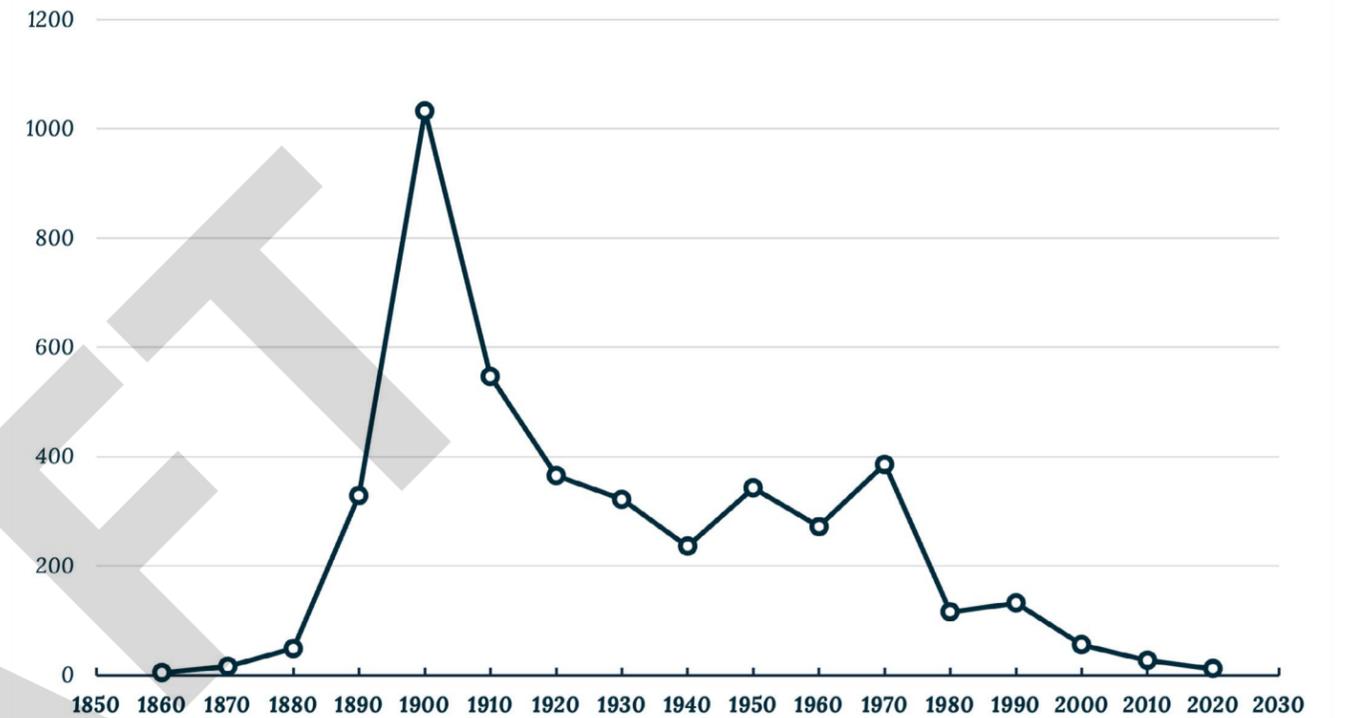
Between 1920 and 1940, construction continued in these early-developed areas, while new areas, particularly between 9th and 14th Avenue and in eastern Federal Heights, saw growth.

Development north of 14th Avenue didn't begin until the 1950s, continuing through the 1960s. Post-1960s construction has been largely concentrated in the northern and northeastern parts of the Avenues along the base of the foothills.



Construction Periods

## STRUCTURES BUILT BY DECADES



Construction Decade	# of Structures	%
1860	5	0.12
1870	16	0.35
1880	49	1.15
1890	329	7.75
1900	1032	24.44
1910	547	12.88
1920	365	8.59
1930	322	7.58
1940	236	5.55
1950	343	8.07
1960	272	6.40
1970	386	9.08
1980	116	2.72
1990	132	3.10
2000	56	1.31
2010	27	0.63
2020	12	0.28

# DEVELOPMENT HISTORY



The Avenues was originally platted as Plat D of Salt Lake City and recorded on February 7, 1857.

Originally the east-west streets were known as Fruit, Garden, Bluff and Wall (now 1st through 4th Avenue), and north-south streets were named after various species of trees.

By 1885 the east-west streets had become 1st through 4th and the north-south streets had been given the alphabetical titles of A through V (V is now Virginia Street).

When the word "street" was changed to "avenue," the area became known as the Avenues. In 1907, the City Council approved the street names that remain in effect today.

The Avenues was once called the "dry bench" because of its lack of water, which limited development until diverted water from City Creek supplied the western section of the Avenues with enough water to influence growth of the area. The eastern section of the Avenues was supplied from Red Butte Canyon, where residents had to haul water for everyday use.

Prior to 1880, development in the Avenues was confined to two areas. The earliest residents constructed homes in the portion encompassed by A and N streets and 1st and 4th Avenues (with 4th Avenue following the city wall).

In 1860, slaughter yards were moved to the eastern portion of the Avenues in the area that is present day Federal Heights in order to take advantage of the water sources of Dry Creek and Red Butte canyon. Houses were built so slaughter yard workers could live close to work earning the neighborhood its former name of "Butcherville". Because of the availability of water, this area was also used for brickmaking.

The Avenues did not really begin to grow until about 1880, when the difficulty of bringing water up the steep slope was alleviated by diverting water from City Creek Canyon along 6th Avenue.

The availability of water paralleled other civic improvements, most notably rail transit. One of the earliest routes in the Avenues was in place by 1875, and rides on the mule-drawn cars cost five cents.

By 1889, an electric rail system was available and by the 1920s, trolley lines ran along 3rd, 6th and 9th Avenues. These streets are wider and flatter than others in the neighborhood as a result. Expanded transit service spurred northward growth of the area.

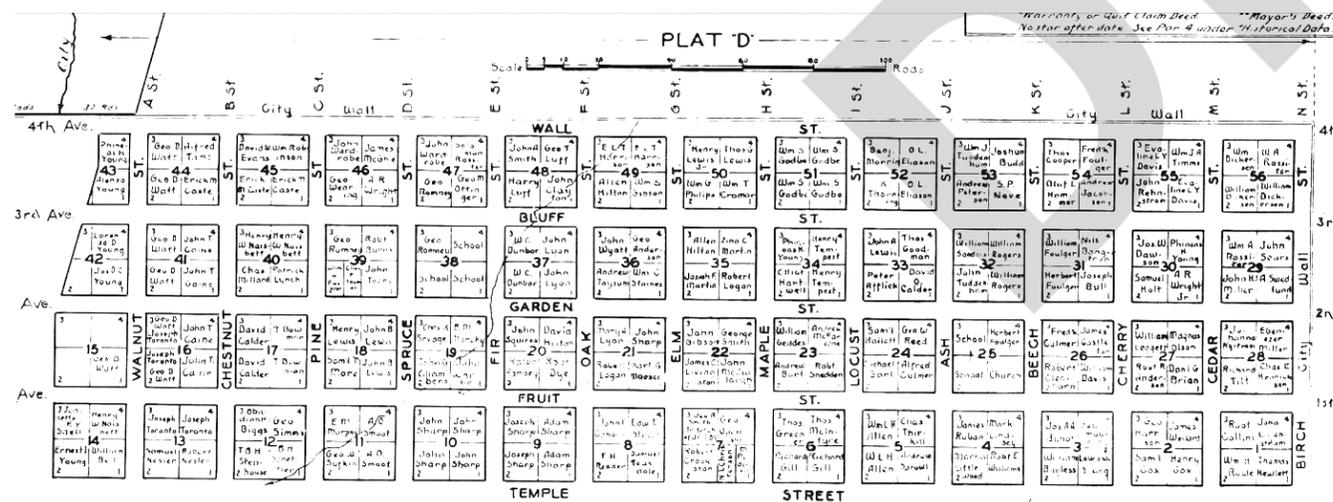
As water and transit access expanded, real estate developers and building companies introduced pattern-book homes and multifamily dwellings. Ownership records indicate that Avenue homes were built by both men and women.

Widows built homes both for personal use and as rental properties to serve as a source of income. Developers, speculators, and building companies also contributed largely to growth and the trend toward rental property, which became prominent in the early 20th century and increased during the 1930s due to the Great Depression.

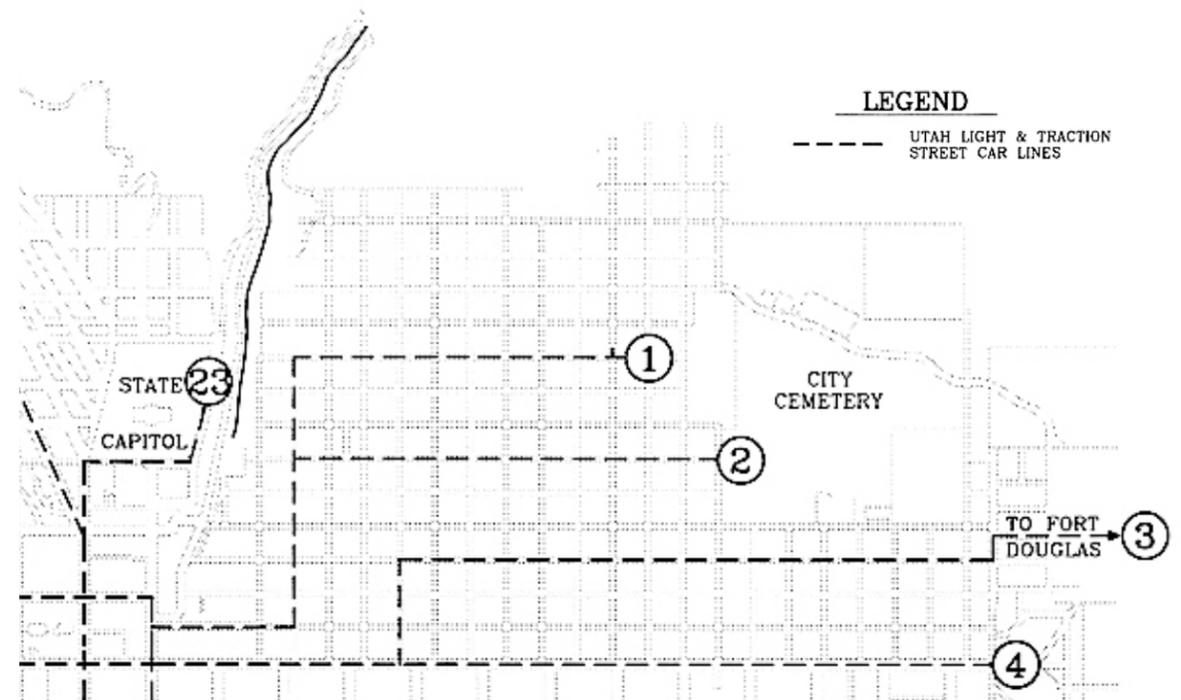


Street Car at 2nd Ave and B Street - Nov 1933  
Used by permission, Utah Historical Society

## PLAT D OF SALT LAKE CITY



## 1921 SLC STREET CAR LINES





**Sixth Avenue Drugs**  
Used by permission, Utah Historical Society

Alongside homes, convenient neighborhood amenities emerged such as grocery stores, barbershops, shoe shops, laundries and drug stores. Several churches and schools were built to meet the needs of residents, and the LDS Hospital was constructed to serve the entire city.

The rise of cars and buses led to a decrease in trolley ridership, and ultimately its demise. By the 1940s, tracks were removed. Small neighborhood groceries also began to close as Avenues residents were able to drive to larger supermarkets. National grocery store chains came to the Avenues after World War II, including Safeway and Smiths.

Post World War II also brought a preference for suburban living. Subdivision development in Salt Lake City exploded, driven by ambitious developers and low interest mortgages for new construction.

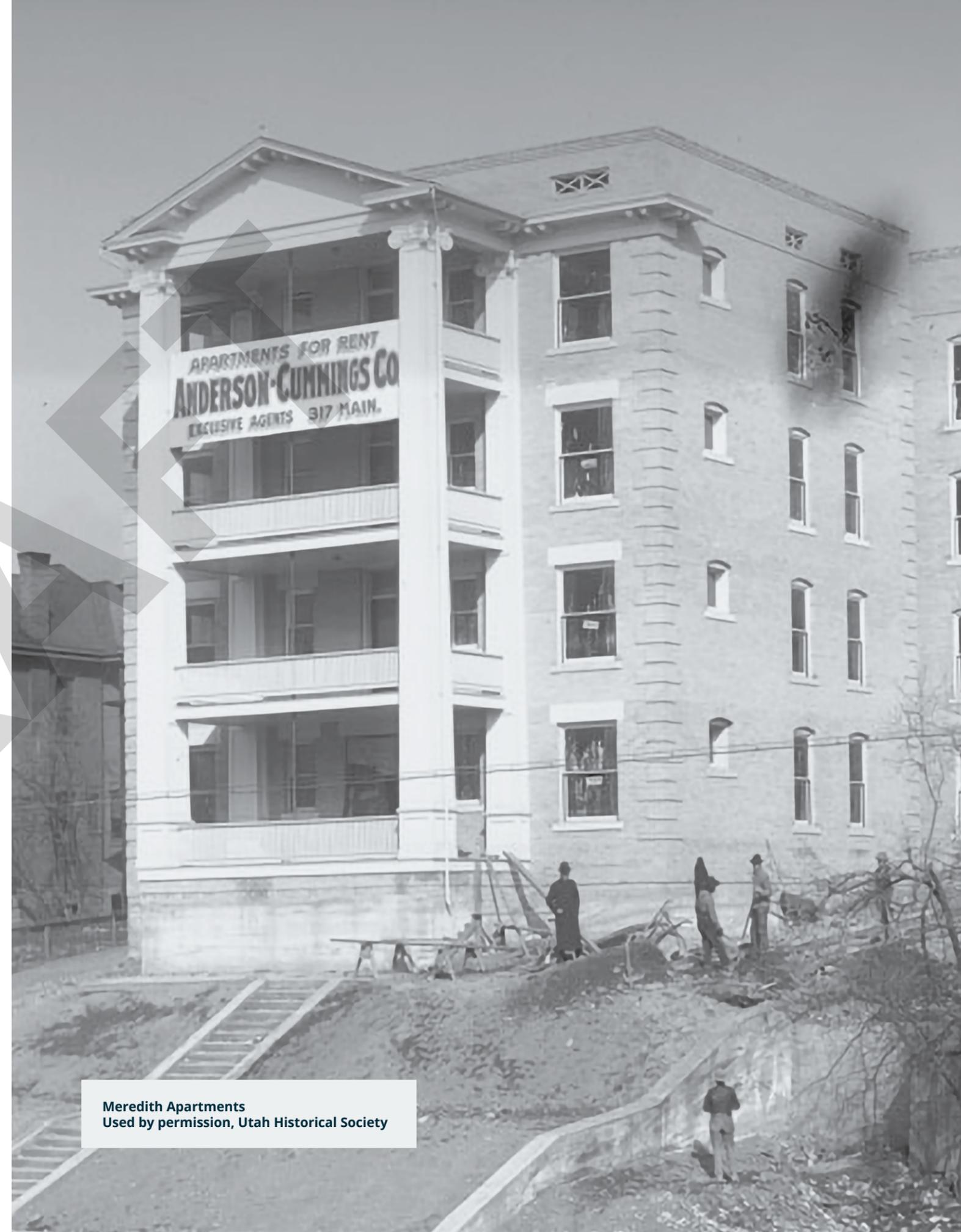
The completion of the interstate freeway system provided easy commute routes from suburban developments throughout the Salt Lake Valley. As a result, the dynamics of neighborhoods like the Avenues, which are close to the city center, experienced a shift.

In the late 1950s and early 1960s, numerous apartment blocks were constructed, replacing older homes. During this time period, larger older residences were subdivided into several apartment units. It's estimated that in the early 1960s two-thirds of all Avenues housing was rentals; whereas, the average for Salt Lake City as a whole was about 50%. Construction slowed dramatically in the Avenues after 1965. The majority of buildings constructed during this period were apartment blocks.

Higher gas prices and long commute times on crowded freeways helped entice families to return to neighborhoods close to the city center. In the late 1960s and early 1970s, market forces favored the original appeal of the Avenues: closeness to the city, views of the valley, and unique homes that weren't the "cookie-cutter" style typical of suburban development.

From 1977 to 1981, a large portion of the Avenues Community—from Canyon Road to Virginia Street and South Temple to 8th Avenue was a Redevelopment Agency Housing Rehabilitation Target Area which enabled hundreds of homes to qualify for funding to support housing improvements.

The listing of the Avenues Historic District on the National Register of Historic Places in 1978 further supported rehabilitation efforts by making historic tax credits available to property owners.



**Meredith Apartments**  
Used by permission, Utah Historical Society

# ZONING + LAND USE HISTORY



*The Avenues Plan area largely reflects historic development patterns established before Salt Lake City adopted its first zoning ordinances—particularly in the lower Avenues—resulting in many buildings and land uses that don’t conform to today’s regulations.*

The area north of 7th Avenue, including the foothills and Federal Heights, has experienced relatively little change in zoning or allowed uses. More significant zoning shifts have occurred south of 7th Avenue, where broad downzoning reduced areas once open to all housing types to those permitting only single-family homes or duplexes.

Many of the areas that allowed for commercial uses have also been rezoned to residential-only districts, leaving the neighborhood with very few commercially zoned properties.

Zoning changes—particularly in 1980 and 1995—created a large number of nonconforming uses, which restrict redevelopment, limit opportunities to add housing units and prevent the establishment of new commercial uses.

The following timeline highlights zoning changes in the Avenues over the last almost 100 years.

**1927** - Zoning was first adopted in Salt Lake City and four zoning districts were mapped in the Avenues: **Residential A**, **Residential B**, **Residential B-2** and **Residential C**.

- The **Residential A** district (north of 7th Avenue and Federal Heights) allowed single-family homes, duplexes, and institutional uses. Secondary uses allowed within dwellings included room rentals (up to 6 people) home-based offices, and university-related housing.
- The **Residential B** district (between N and T Streets and South Temple and 4th Avenue) allowed all uses permitted in the **Residential A** district, plus all housing types, boarding houses, hotels, hospitals, and utility buildings.
- The **Residential B-2** district (Canyon Road to N Street, and South Temple to 6th Avenue) allowed the same uses as the **Residential B** district but allowed for taller building heights and smaller setbacks.
- The **Residential C** district (dispersed throughout the Avenues) allowed all uses in the **Residential A**, **B**, and **B-2** districts as well as service-related neighborhood businesses.

By **1935**:

- The area north of 12th Avenue was rezoned to **Residential B** to accommodate the 1932 Veterans Hospital.
- **Residential C** was renamed Residential B-3.
- The southwest corner along South Temple to approximately E Street, changed from **Residential B-2** to **Residential B-3**.

In **1948**, the **Residential AA** district was created, establishing the city’s first exclusive single-family zoning. This district was originally only mapped in Federal Heights.

By **1955**, Area around LDS Hospital was rezoned from **Residential A** to **Residential B**.

By **1958**, the following zoning changes had occurred:

- The **Residential AA** district was renamed R-1 and expanded north of 13th Avenue.
- The **Residential A** district became **R-2** (between 7th and 13th Avenues).
- The north side of 4th Avenue to 6th Avenue became **R-5**, while the area between 1st Avenue and the south side of 4th Avenue became **R-6**. These zones resembled the former **Residential B** and **B-2** and both allowed for all housing types. R-5 allowed building heights of 45 feet, and R-6 allowed 75 feet.
- The **R-7** district was mapped along South Temple between F and K Streets. It mirrored **R-6** in lot size, yard, and height standards, and permitted limited commercial uses.
- The **Residential B-3** district was renamed **Business B-3**.
- Some **Business B-3** properties were rezoned to residential zones (**R-2**, **R-5**, or **R-6**).

By **1963**, **Business B-3** was mapped between 5th and 6th Avenue from E to F Street (now Smith’s Food and Drug).

In **1973** ordinance provisions were added to allow conditional uses for offices and limited commercial in historic buildings located within residential zones. At the time, “historic buildings” included those listed on the National Register of Historic Places or the Utah State Register of Historic Sites.

In **1977**, The **Foothill Preservation District (P-1)** and the **Foothill Development Overlay Zone (F-1)** were created to limit development in the foothills and protect the unique terrain of the area.

By **1980**:

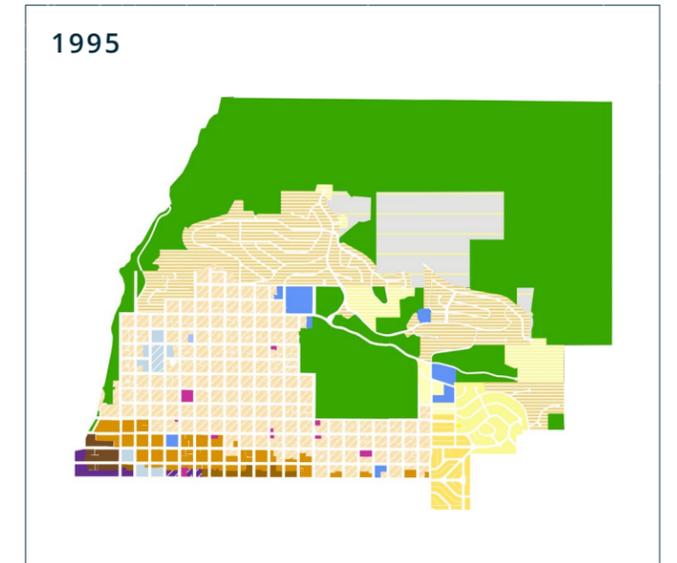
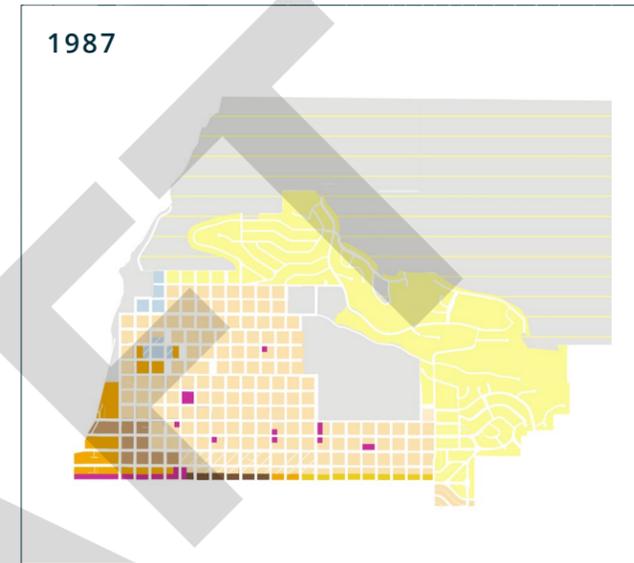
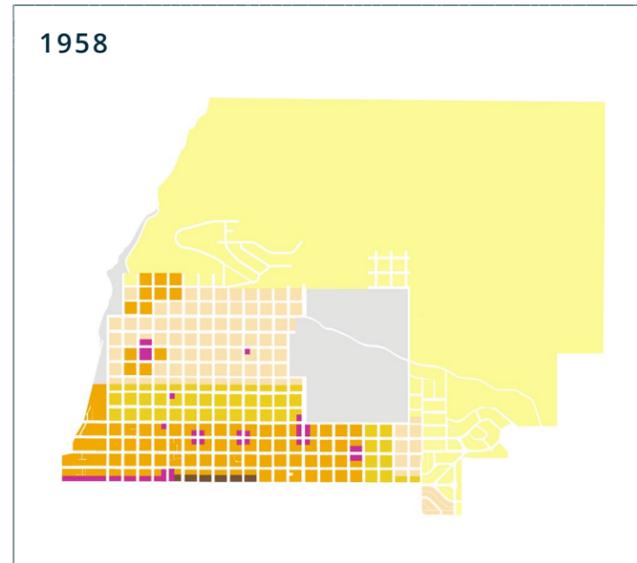
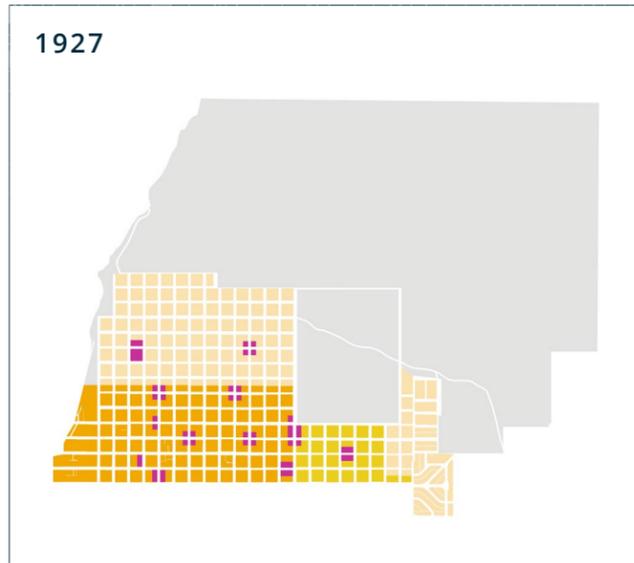
- Between 1st and 6th Avenue, properties were rezoned from **R-5** and **R-6** to **R-2** or **R-2H**, limiting uses to single family homes and duplexes with a maximum height of 35 feet, where previously, all housing types were allowed with greater building heights. The **R-2H** zone allowed multi-family as a conditional use with a maximum building height of 45 feet.
- Portions between Canyon Road and E Street between 1st and 4th Avenue were zoned **Residential 5A**.
- More **Business B-3** zoned properties rezoned to **R-2**, which does not allow commercial uses.

In **1995**, Salt Lake City updated its entire zoning ordinance, creating new zoning districts that mostly align with the districts in effect today.

- **R-2** Areas became **SR-1**.
- **R-7** along South Temple became **RMF-45**, limiting the area to residential uses with a maximum height of 45 feet.
- 1st Avenue between B and N Streets was rezoned from **R-2H** and **Residential 5A** to **RMF-35**.
- The southernmost Corner of the plan area along South Temple and areas along State Street were zoned **RMU**.
- The area bounded by State Street, Canyon Road, 1st Avenue, and A Street became **RMF-75**.
- **RO** was mapped on South Temple between D and F Streets.
- Provisions allowing offices, accessory commercial uses, and limited retail in historic buildings within residential zones were revised and eligibility was narrowed from all historic buildings to only landmark sites, and uses were limited to bed and breakfasts, offices, and reception centers.

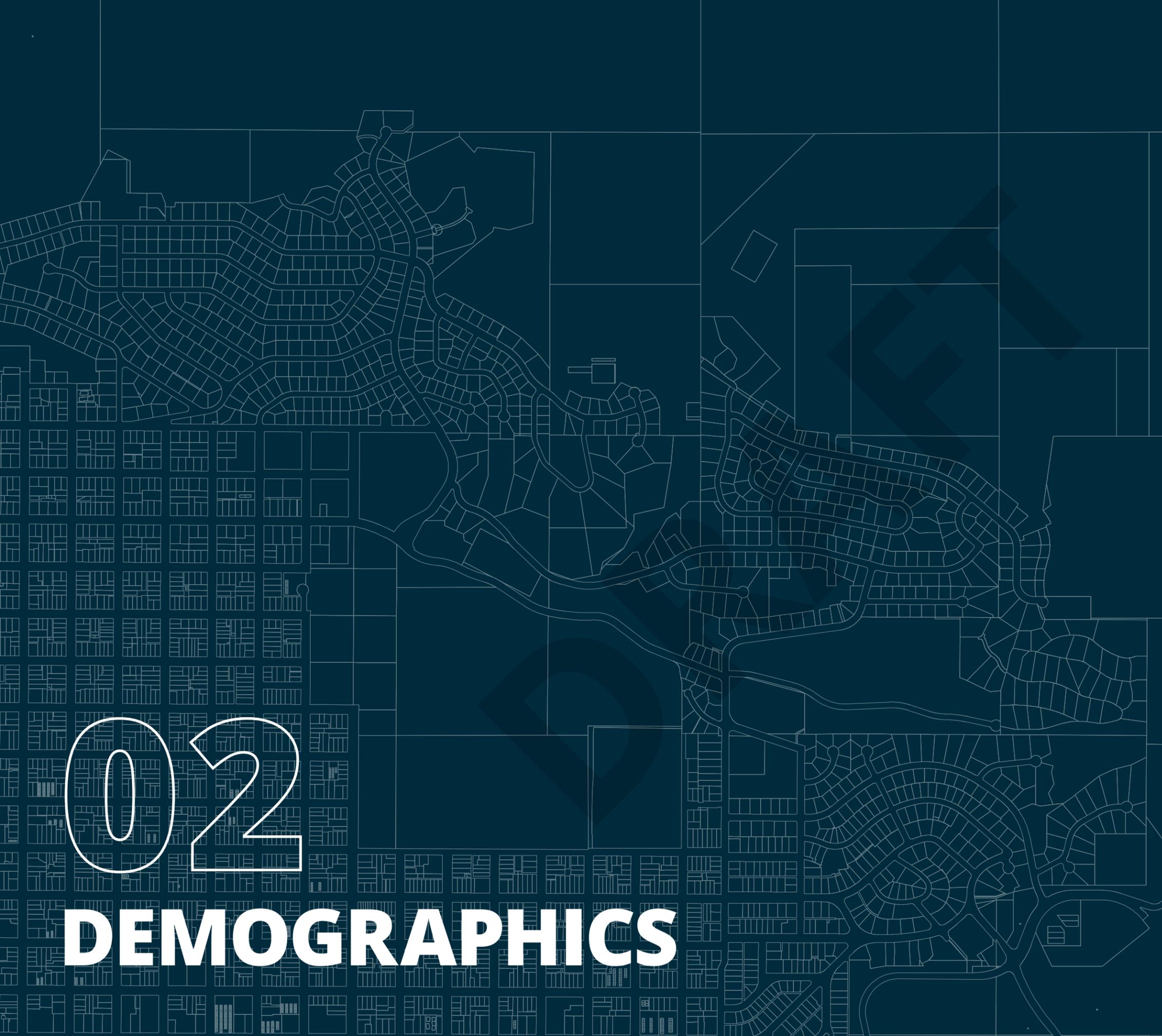
The **2025** zoning map largely reflects the 1995 map, with minor changes: Most **RMF-45** areas on South Temple have been rezoned to **RO**, except between K and M Streets.

# ZONING COMPARISON



Zoning Districts	Allowed Uses
Residential A and R-2	Single & Two-Family Housing Types
Residential B and R-5	All Housing Types
Residential B-2 and R-6	All Housing Types
Residential C, Residential B-3, Business B-3, and CN (Neighborhood Commercial)	All Housing Types & Limited Commercial
Residential AA and R-1	Single Family Housing Only
P-1 (Foothills Preservation)	Single Family Housing Only
F-1 (Foothill Development Overlay)	Single Family Housing Only
R2H (Residential Historic) and SR-1A (Special Development Pattern Residential)	Single & Two-Family Housing Types
RMF-35 (Moderate Density Multi-Family Residential)	All Housing Types

Zoning Districts	Allowed Uses
Residential 5A (Medium Density Garden Apartments) and RMF-45 (Moderate High-Density Multi-Family Residential)	All Housing Types
R-7 and RMF-75 (High Density Multi-Family Residential)	All Housing Types
RMU (Residential Mixed Use)	All Housing Types & Commercial
RO (Residential Office)	All Housing Types & Office/Limited Commercial
Hospital and Institutional	Hospital, Clinic & Offices; Associated Residential
Residential/Health Services, Urban Institutional	Medical Clinics & Offices; Associated Residential
Open Space (OS)	Open Space, Natural Areas, and Park & Recreational Areas
Public Lands	Public Uses, Lands & Facilities



# 02

# DEMOGRAPHICS

*Every year, the U.S. Census Bureau collects information about people and housing in the United States.*

This survey, known as the American Community Survey (ACS), covers topics like age, sex, race, education, income, jobs, rent, etc. Instead of surveying every household (like the Census every 10 years), the ACS gathers information from a sample of households and uses statistics to estimate the population at large.

One of the statistical methods is known as a 5-year estimate. For 5-year estimates, the Census Bureau combines responses collected over five years to create more reliable results for smaller areas like neighborhoods.

Small areas do not get enough responses in a single year to be accurate but combining five years of surveys provides a large enough sample to estimate the population with more confidence.

While never exact, the estimates provided by the ACS are close enough to provide a reliable picture of an area's demographics, especially when averaged over five years.

# DEMOGRAPHICS



This section provides a snapshot of the Avenues Plan area using data from the 2023 ACS 5-Year Estimates.

This means the numbers provided show the average characteristics of the neighborhood from 2019-2023.

## AVENUES SNAPSHOT

**16,610**  
RESIDENTS  
(8% of City's Population)

**22%**  
NON-WHITE POPULATION  
(35% Citywide)

**8,252**  
HOUSEHOLDS  
(9% of City's Households)

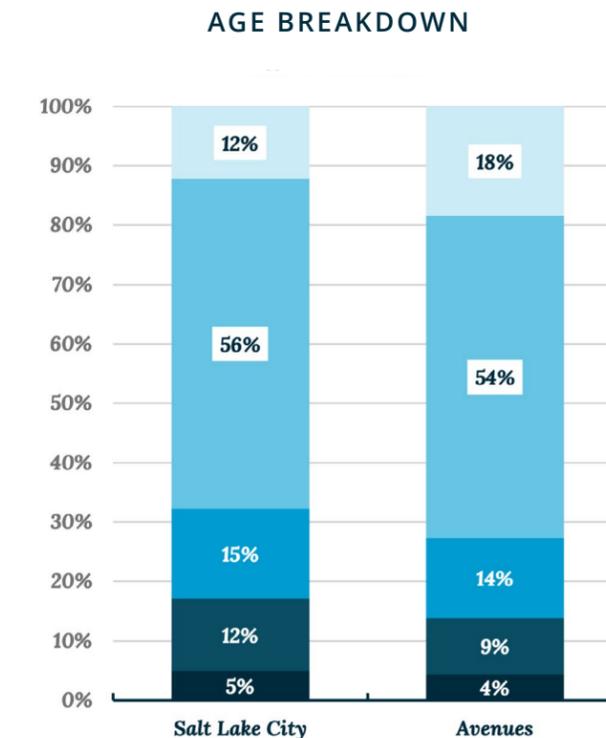
**18%**  
RETIRED AGE POPULATION (65+)  
(12% Citywide)

**46%**  
OWNER-OCCUPIED HOUSING  
(47% Citywide)

**68%**  
POPULATION OVER 25 WITH A BACHELOR'S DEGREE OR HIGHER  
(51% Citywide)

**14%**  
POPULATION MOVED IN THE LAST YEAR FROM WITHIN UTAH  
(15% Citywide)

**7%**  
POPULATION MOVED IN THE LAST YEAR FROM OUT OF STATE OR ABROAD  
(6% Citywide)

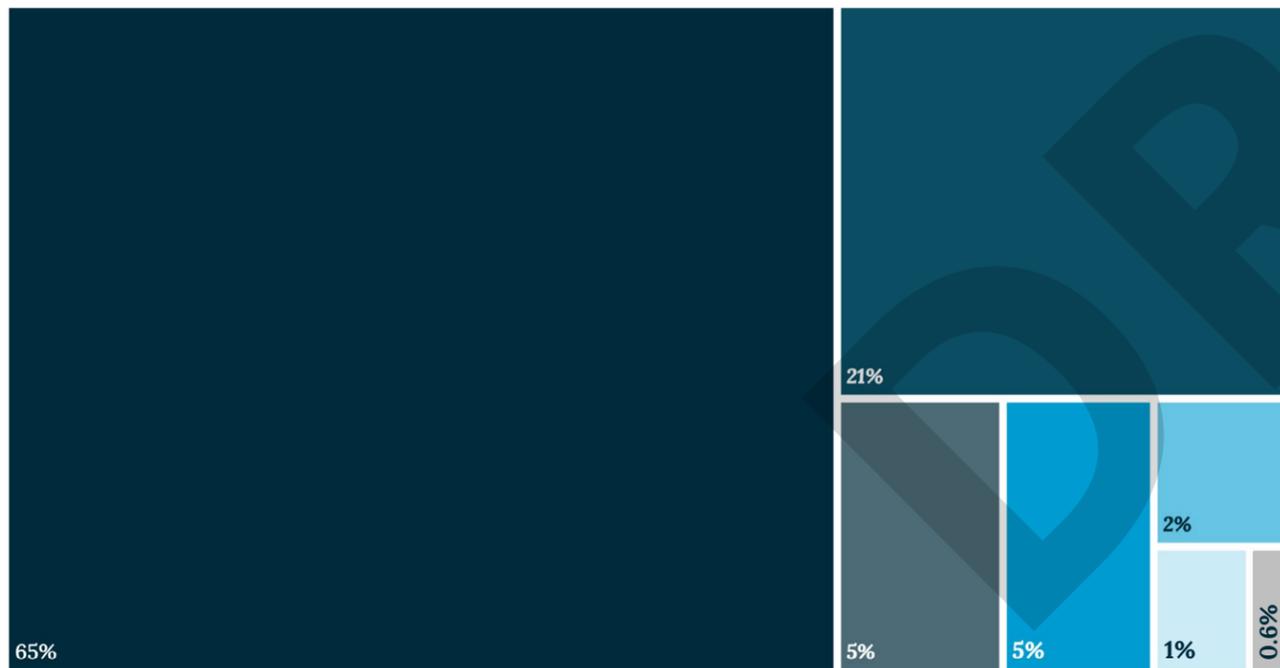


- Retirement Age Adults (65+)
- Working Age Adults (25-64)
- College-Age Adults (18-24)
- School-Age Children (5-17)
- Children under 5

### AVENUES DIVERSITY



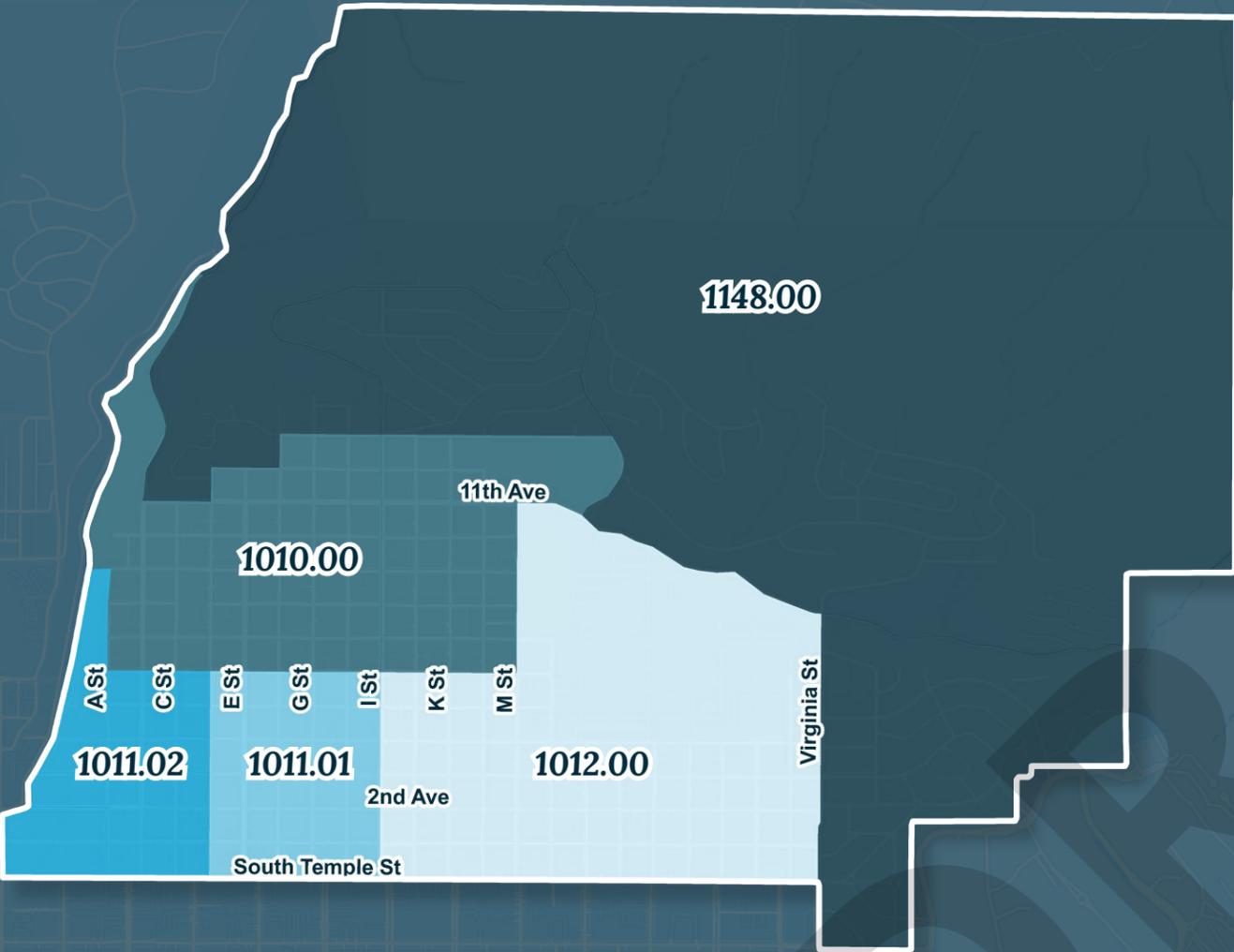
### SALT LAKE CITY DIVERSITY



- Non-Hispanic White
- Hispanic or Latino
- Non-Hispanic Black
- Native American & Native Alaskan
- Asian
- Native Hawaiian & Pacific Islander
- Some Other Race or Multiracial



# AVENUES BY CENSUS TRACT



# AVENUES BY CENSUS TRACT

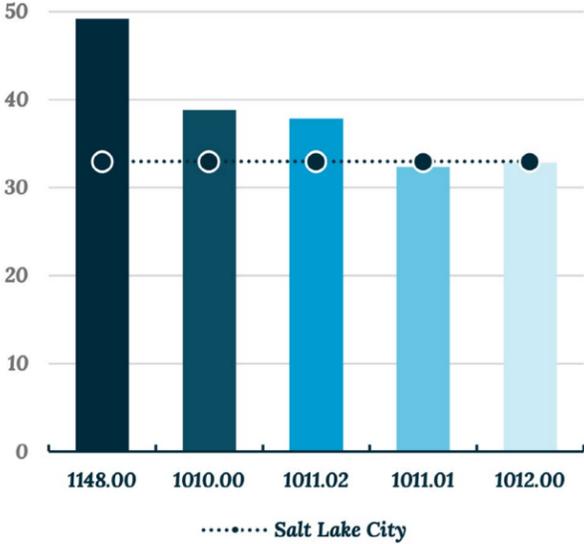


Census tracts are small, relatively permanent geographic subdivisions of a county used by the U.S. Census Bureau to collect and analyze population data.

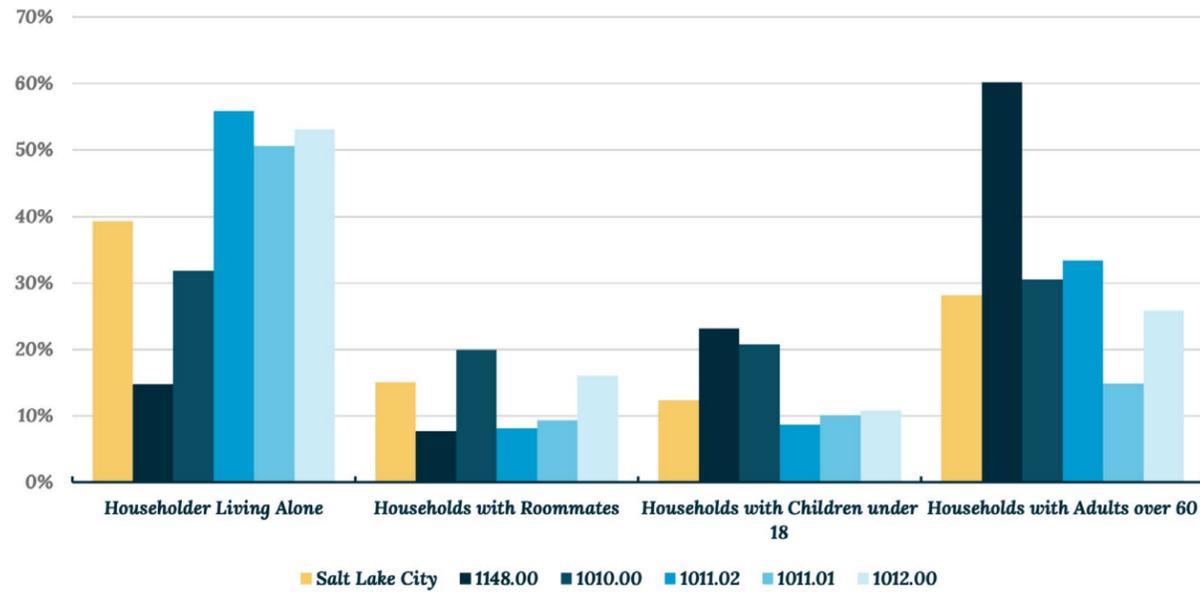
They provide a neighborhood-level view of population and housing characteristics, allowing for detailed analysis of specific areas within a city or county.

The Avenues Plan area consists of 5 different census tracts each with its own ID number. The map shows the boundaries and ID number of each tract. Several demographics characteristics are broken down into these tracts to show how the population differs depending on location.

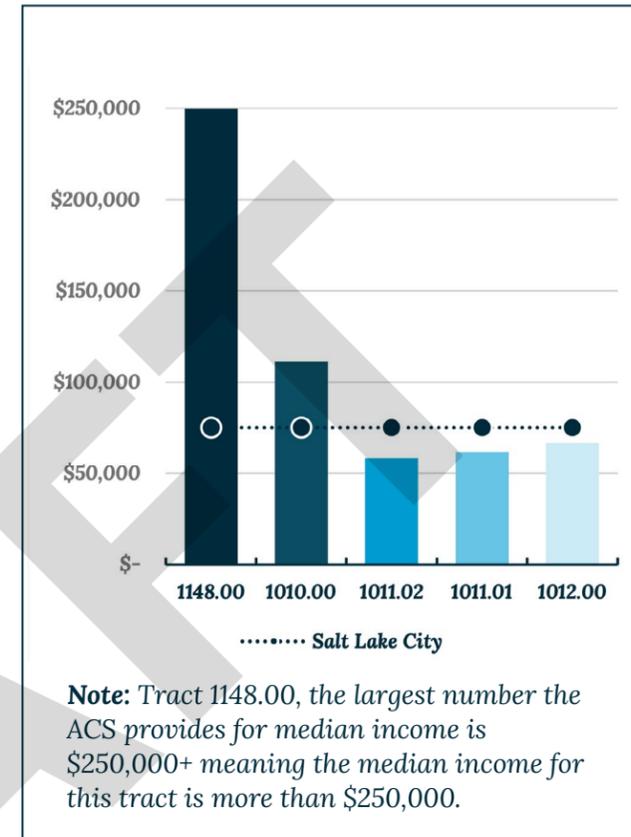
MEDIAN AGE



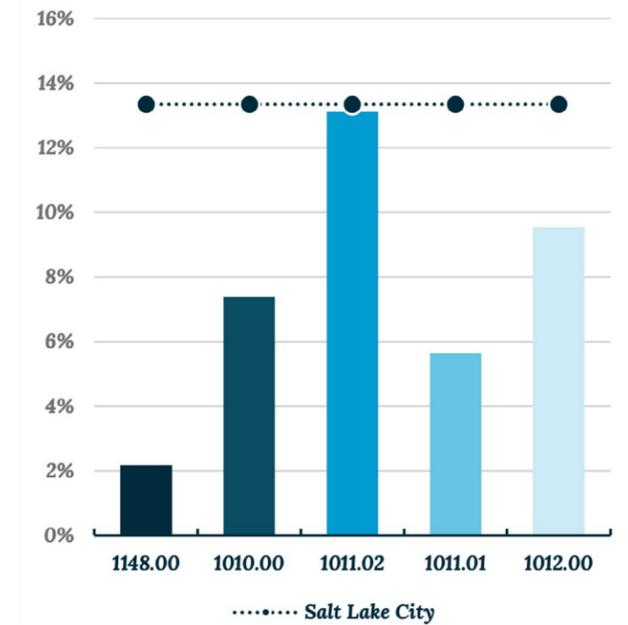
### HOUSEHOLD COMPOSITION



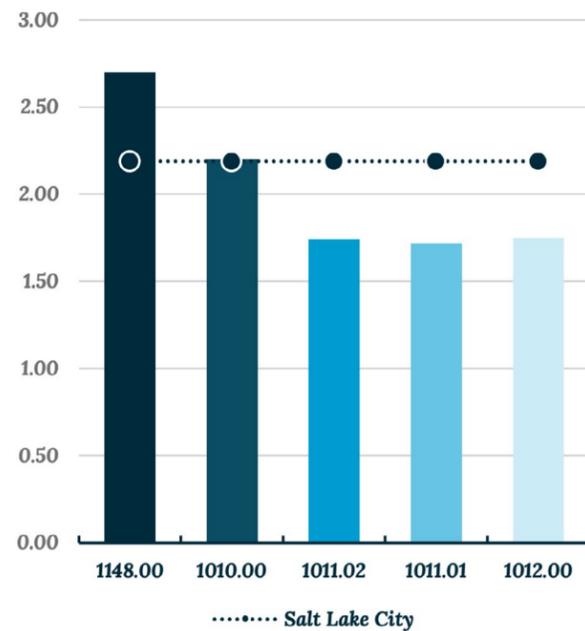
### MEDIAN INCOME



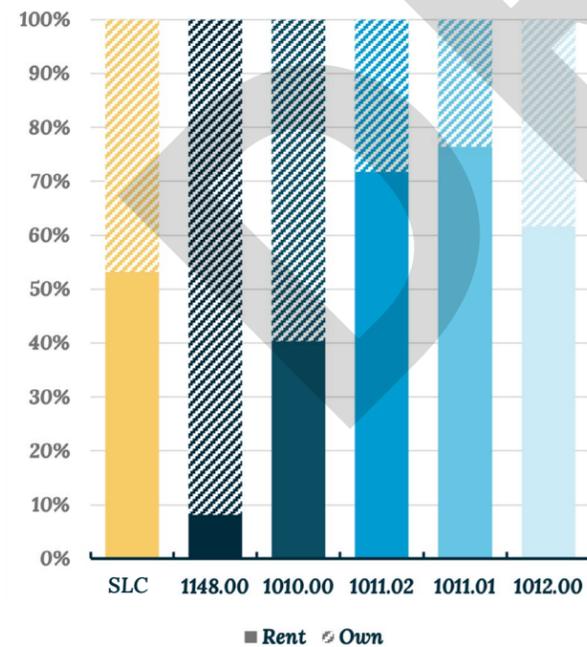
### HOUSEHOLDS WITH INCOMES BELOW POVERTY LEVEL



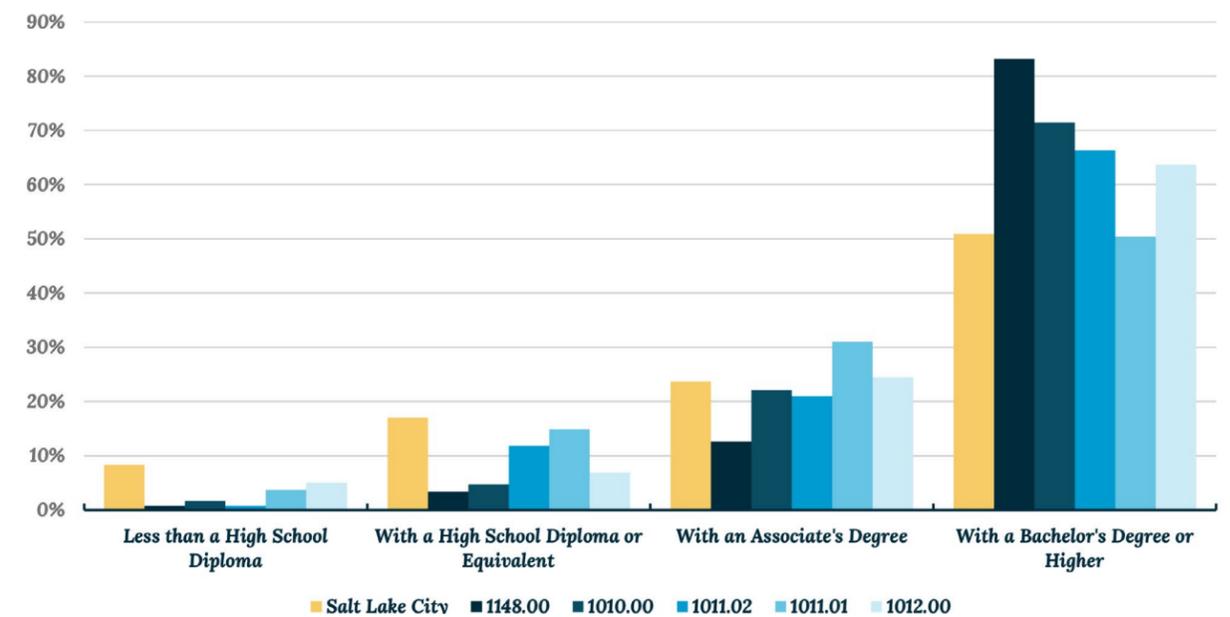
### AVERAGE HOUSEHOLD SIZE



### RENT OR OWN



### EDUCATION OF THE POPULATION OVER 25





03

# LAND USE + ZONING

*The zoning and land use in the Avenues has played a vital role in shaping the neighborhoods character, growth, and development.*

Zoning in the Avenues is primarily dominated by Residential and Open Space zoning districts. Over half of the land is zoned as Open Space which includes parks, the City Cemetery, and natural land along the foothills. Just under half is designated exclusively for Residential uses, with most of that land zoned for low-density housing.

The remainder of the community includes a mix of Commercial, Residential Mixed-Use, Public Lands, and Institutional zones, which are dispersed throughout the plan area.

# AVENUES CURRENT ZONING



CB	R-MU-35
CN	R-MU-45
FP	RMF-75
FR-2	R-MU
FR-3	R-MU-35
I	RO
OS	SNB
PL	SR-1
R-1/12,000	SR-1A
R-1/5,000	UI
R-1/7,000	



# CURRENT ZONING

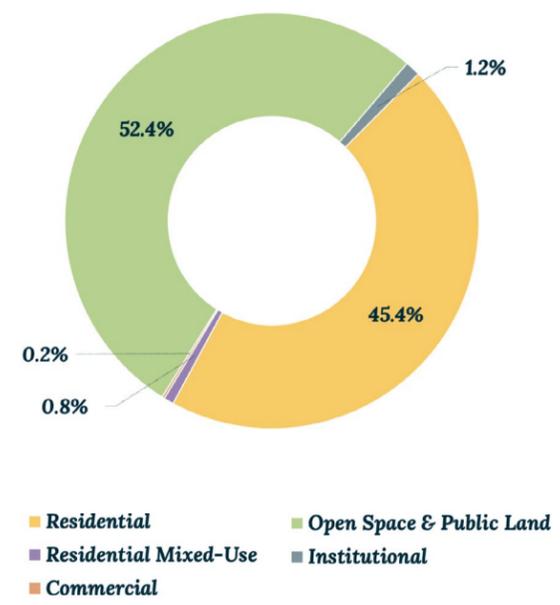


The Avenues Plan area is made up of the following broader zoning district categories: Residential, Residential Mixed-Use, Commercial, Open Space, Public Lands, and Institutional

Within these broad categories are 21 distinct zoning districts, each with specific regulations governing land use, building height, setbacks, and other development standards.

The following sections provide a detailed breakdown of the amount of land in the Avenues dedicated to each of these zoning districts.

LAND USE BREAK DOWN



## OPEN SPACE + PUBLIC LANDS

52% of the land area is in an Open Space (OS) or Public Lands (PL) zoning district. These zones are designated for parks, recreational areas, government and community facilities, schools, and natural open space.



Memory Grove

### OPEN SPACE

51% of the land is in an Open Space (OS) zoning district. This district encompasses 1,347 acres – much of this area is comprised of the City Cemetery with approximately 122 acres.

City parks, like Memory Grove and 11th Avenue park, are also included in this district as well as the area along the foothills of the Avenues Community, featuring hiking and biking trails with unique views overlooking the city.

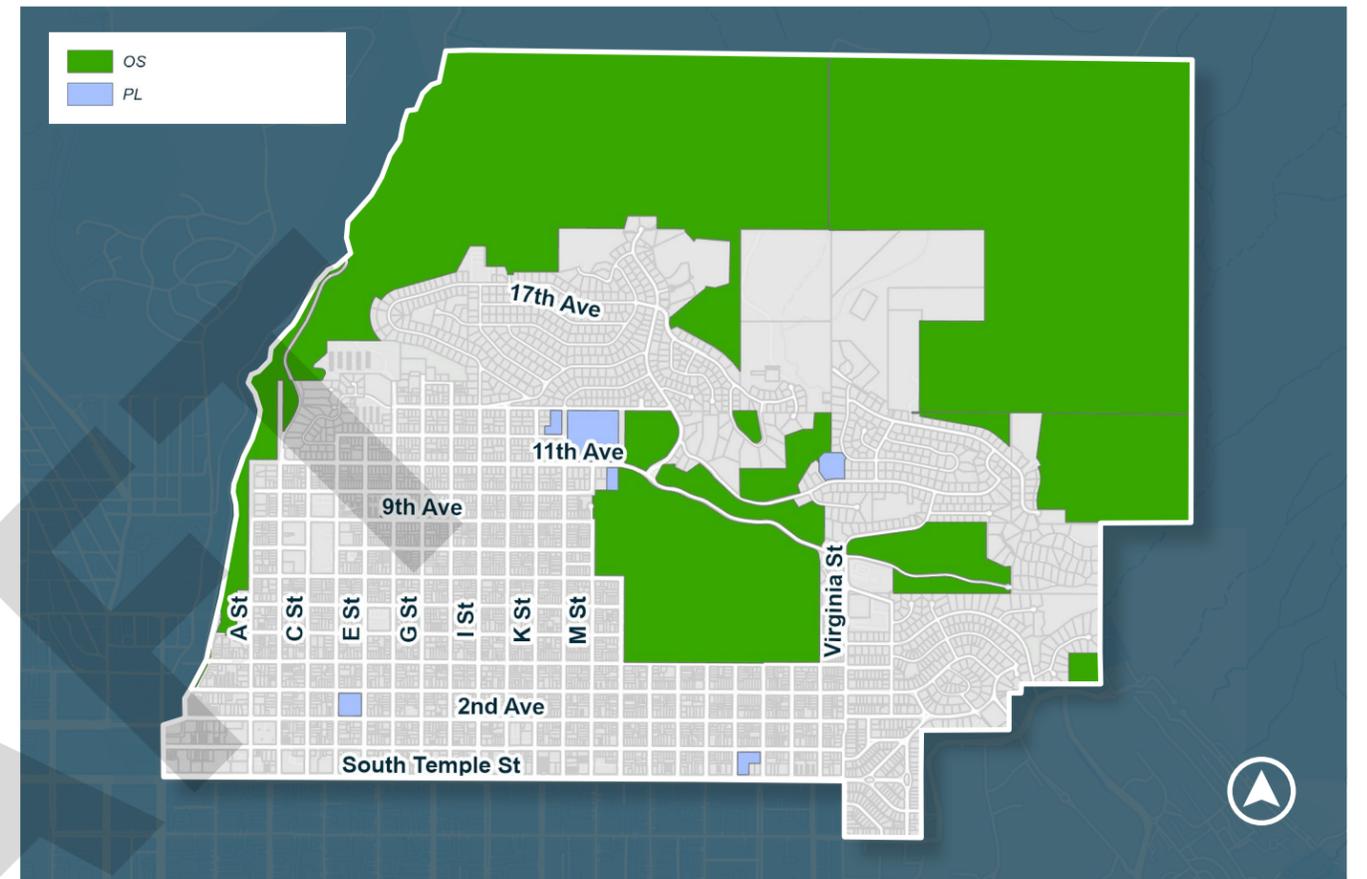
### PUBLIC LANDS

1% of the land is in the Public Lands (PL) zoning district. The purpose of the PL district is to delineate areas for public use – uses typically found in the PL district are libraries, public schools, public infrastructure, and fire stations.

### FOOTHILL DEVELOPMENT + PROTECTION

A number of tactics are used and have been used to protect and preserve large portions of the foothills, north and north-east of the Avenues community. The foothills of Salt Lake City offers visiting public and residents unique views of the valley.

The foothills themselves can also be seen from almost every community in Salt Lake City; limiting more intense uses has been paramount to preserving the Avenues unique character of both sides of the viewshed, while limiting conflicts between urban living and the established natural environment.



Open Space and Public Lands Districts

### OPEN SPACE + PUBLIC LANDS DISTRICTS

Zone	Avenues Acres	% Avenues Acres	SLC Acres	% SLC Acres
PL	23.68	0.91%	662.25	3.58%
OS	1,347.63	51.51%	10,259.86%	13.13%
<b>Totals</b>	<b>1,371.31</b>	<b>52.42%</b>	<b>10,922.11</b>	<b>12.56%</b>

## RESIDENTIAL

45% of the land area is zoned exclusively for Residential uses. The community's residential zoning districts are primarily low to moderate density.

The largest share of land is covered by three Foothills Residential districts (FR-2, FR-3, and FP), which are classified as very low-density and found along the city's foothills. In contrast, moderate to high-density residential districts (RMF-35, RMF-45, RMF-75) are limited in the plan area and primarily concentrated closer to downtown in the Lower Avenues and along South Temple.

### FOOTHILL RESIDENTIAL

16% of the land is in a Foothill Residential (FR-2 or FR-3) zoning district. The purpose of these districts is to establish environmentally sensitive and visually compatible development along the foothills of the Avenues Community. The Foothill Residential districts are very low density with ½ and ¼ acre minimum lot sizes, limited allowed building coverage, and buildable slope restrictions.

### SPECIAL DEVELOPMENT PATTERN RESIDENTIAL

14% of the land is in a Special Development Pattern Residential (SR-1A and SR-1) zoning district. These districts are considered low density residential and accommodates historic building patterns.

### FOOTHILL PROTECTION

8% of the land is in the Foothill Protection (FP) zoning district. This district is considered very low density with a minimum lot area requirement of 16 acres and a maximum land disturbance area of 2 acres. The properties within this district are generally privately owned where single-family structures are allowed. The purpose of this zoning district is to protect the foothill areas from intensive development in order to protect the scenic value of these areas, wildlife habitats, and to minimize flooding and erosion.

## SINGLE-FAMILY RESIDENTIAL

4% of the land is located in Single-Family Residential (R-1/5,000, R-1/7,000, and R-1/12,000) zoning districts. These are low density zoning districts with minimum lot sizes of 5,000, 7,000 or 12,000 square feet.

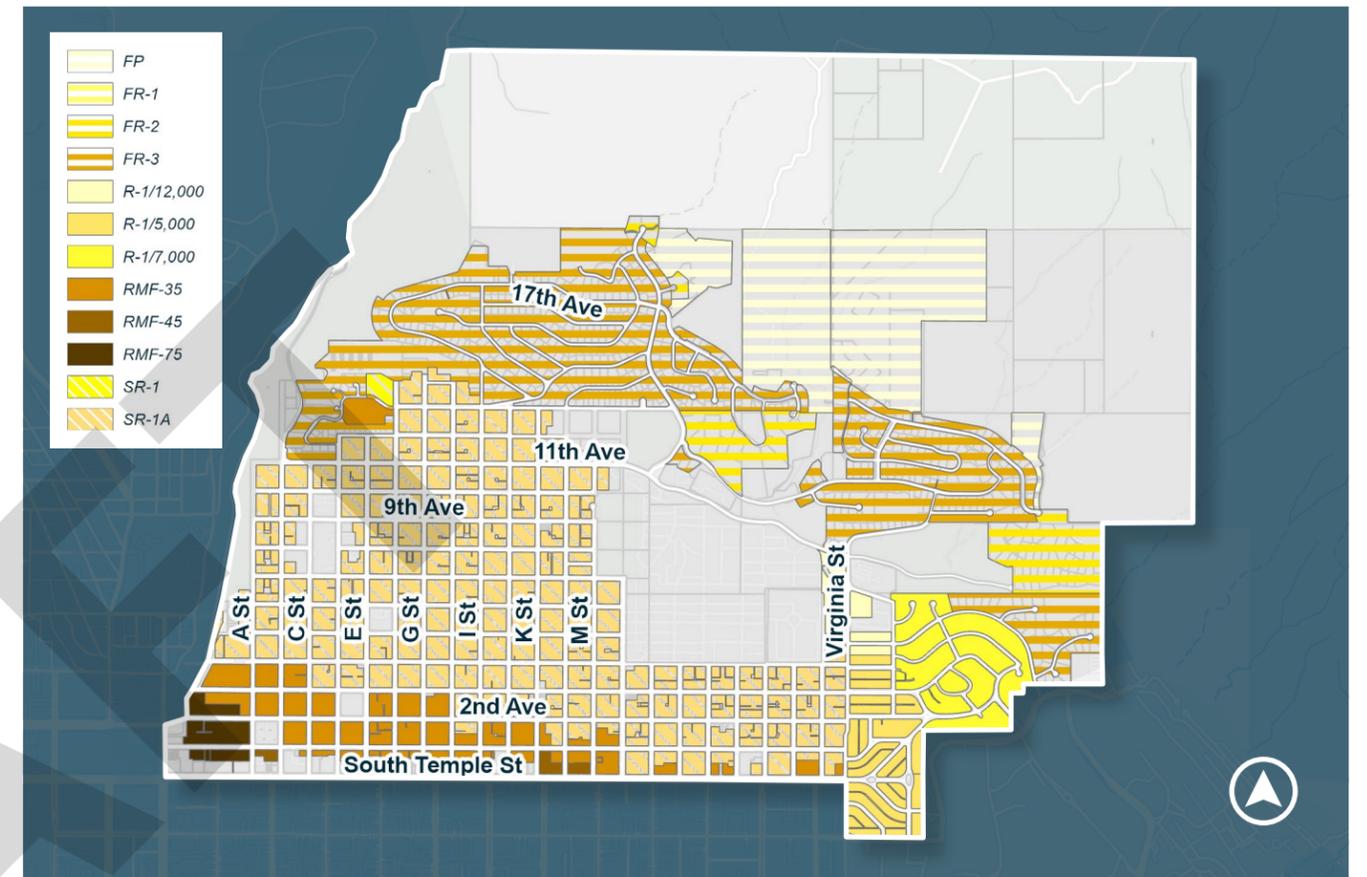
## MODERATE DENSITY MULTI-FAMILY RESIDENTIAL

3% of the land is in a Moderate Density Multi-Family Residential (RMF-35) and Moderate / High Density Multi-Family Residential (RMF-45) zoning district.

These districts range from moderate- to high-density, allowing less than 43 dwelling units per acre and are generally found in the lower avenues.

## HIGH DENSITY MULTI-FAMILY RESIDENTIAL

< 1% of the community is in a High Density Multi-Family Residential (RMF-75) zoning district. This district allows for a maximum of 85 dwelling units per acre and is found on the south-west boundary of the community.



Residential Districts

## RESIDENTIAL DISTRICTS

Zone	Avenues Acres	% Avenues Acres	SLC Acres	% SLC Acres
FP	200.11	7.65%	216.11	92.60%
FR-2	69.99	2.68%	191.27	36.59%
FR-3	350.08	13.38%	596.21	58.72%
R-1-12000	14.21	0.54%	465.13	3.06%
R-1-5000	40.67	1.55%	2,474.96	1.64%
R-1-7000	54.93	2.10%	2,932.6	1.87%
SR-1A	363.61	13.9%	498.97	72.87%
SR-1	3.21	0.01%	71.55	4.49%
RMF-35	73.46	2.81%	444.06	16.54%
RMF-45	4.12	0.16%	169.08	2.44%
RMF-75	14.02	0.54%	41.46	33.82%
<b>Totals</b>	<b>1,188.41</b>	<b>45.42%</b>	<b>8,101.40</b>	<b>14.67%</b>

## COMMERCIAL + MIXED-USE ZONING DISTRICT CONSOLIDATION

Salt Lake City is currently in the process of consolidating 27 existing commercial, form-based, and mixed-use zoning districts into six new mixed-use (MU) districts. The new mixed-use districts resemble current ones, but feature adjustments to setbacks, building height, lot coverage, permitted land uses, and other related provisions.

The MU consolidation is currently pending action from the City Council.

If approved, the following zoning districts in the plan area would be consolidated into MU zoning districts as follows:

Existing Zoning Districts	Consolidated MU Zoning Districts
CN, SNB	MU-2
CB, RMU-35	MU-3
RO	MU-6
RMU	MU-8

Visit [bit.ly/MUconsolidation](https://bit.ly/MUconsolidation) for more information about the consolidation.

## RESIDENTIAL MIXED-USE

< 1% (0.77%) of the land area is in a Residential Mixed-Use zoning district. These districts promote residential developments that contain commercial and office uses -- supporting residential urban neighborhoods.

The following Residential Mixed-Use zoning districts are located in the plan area:

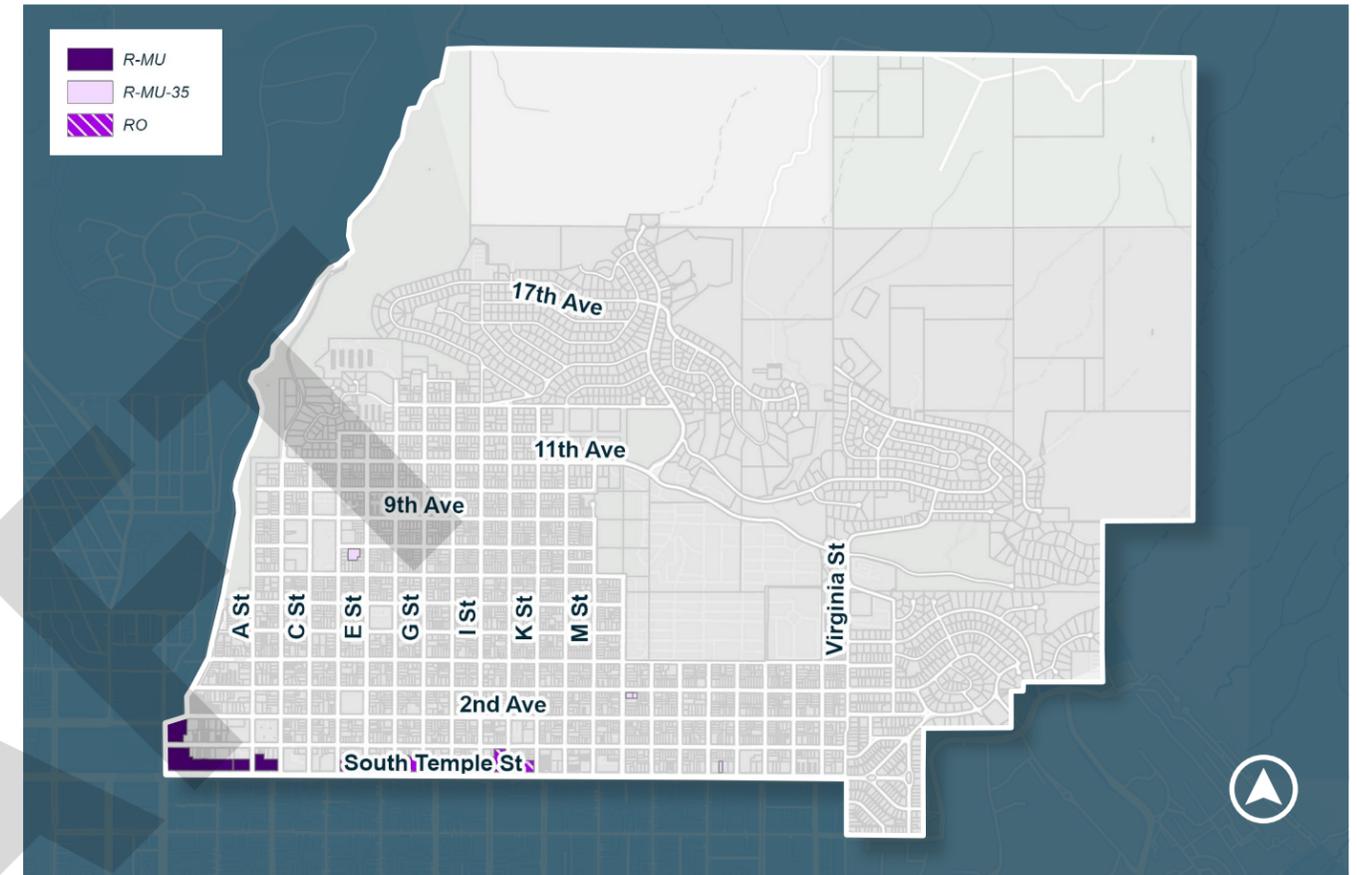
### RESIDENTIAL OFFICE (RO)

This zoning district allows for high density residential and aims to provide spaces for both residential and office types of uses. This district is found along South Temple.

### RESIDENTIAL / MIXED USE (R-MU & R-MU-35)

These zoning districts promote residential development with some type of commercial component, supporting residential urban neighborhoods. R-MU-35 is a moderate density district, intended to provide a buffer between lower density and more intense uses while R-MU supports high density.

These districts are located in the southwest portion of the plan area along South Temple and Canyon Road.



Residential Mixed-Use Districts

### RESIDENTIAL MIXED-USE DISTRICTS

Zone	Avenues Acres	% Avenues Acres	SLC Acres	% SLC Acres
R-MU	9.41	0.36%	14.5	64.90%
R-MU-35	1.11	0.04%	16.85	6.59%
RO	9.72	0.37%	76.78	12.66%
<b>Totals</b>	<b>20.24</b>	<b>0.77%</b>	<b>108.13</b>	<b>18.72%</b>

## INSTITUTIONAL DISTRICTS

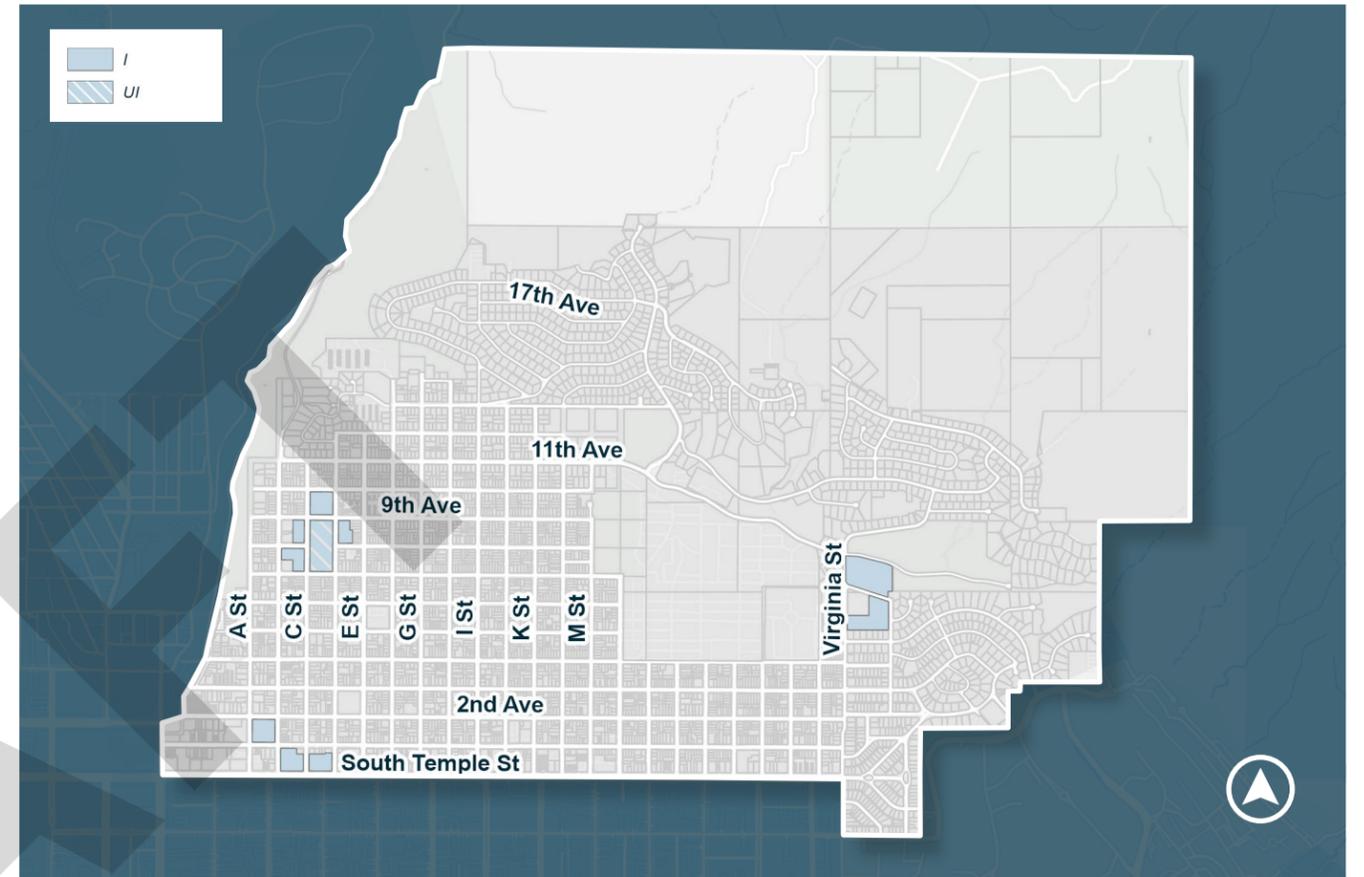
1% of the land is in the Institutional (I) or Urban Institutional (UI) zoning district.

### INSTITUTIONAL

The Institutional (I) zoning district is intended to ensure public, semi-public, and private institutional uses are cohesive with the surrounding community. Uses that are found in this zoning district that are typical in the Avenues include churches, hospitals and associated medical centers.

### URBAN INSTITUTIONAL

The Urban Institutional (UI) district is limited to 1 property in this community; it houses the LDS Hospital encompassing 2 blocks along C street, between 9th and 7th Avenues. The purpose of the UI district is to accommodate institutional uses that have a campus-like setting.



Institutional Districts

## INSTITUTIONAL DISTRICTS

Zone	Avenues Acres	% Avenues Acres	SLC Acres	% SLC Acres
I	25.32	0.97%	988.04	2.56%
UI	5.62	0.22%	54.87	10.24%
<b>Totals</b>	<b>30.94</b>	<b>1.19%</b>	<b>1,042.91</b>	<b>12.8%</b>

## OVERLAY DISTRICTS

Overlay districts apply supplemental regulations to the “base” or underlying zoning district. These additional standards are aligned to unique geographic or land use characteristics.

There are two overlay districts within the Avenues Plan boundaries:

### HISTORIC PRESERVATION OVERLAY (H)

Properties subject to the H Overlay include local landmark sites and properties within a local historic district. The purpose of the Local Historic Overlay District is to preserve individual structures and sites having historic, architectural, or cultural significance. For more details on local historic districts and sites in the Avenues that are subject to this overlay, refer to the [Historic Preservation](#) section of this report.

### CAPITOL HILL PROTECTIVE AREA OVERLAY (CHPA)

The purpose of this overlay district is to protect the view corridor to the Utah State Capitol Building by restricting building heights to no more than what is permitted in the underlying zoning district.

The CHPA includes 76 properties within the plan area and extends to include the southern portion of Memory Grove.

## COMMERCIAL

< 1% of the land area (only 22 properties) is in a Commercial zoning district.

The commercial districts in the Avenues include the following:

### COMMUNITY BUSINESS (CB)

This zoning district is intended to integrate moderately sized commercial areas with adjacent residential neighborhoods.

### NEIGHBORHOOD COMMERCIAL (CN)

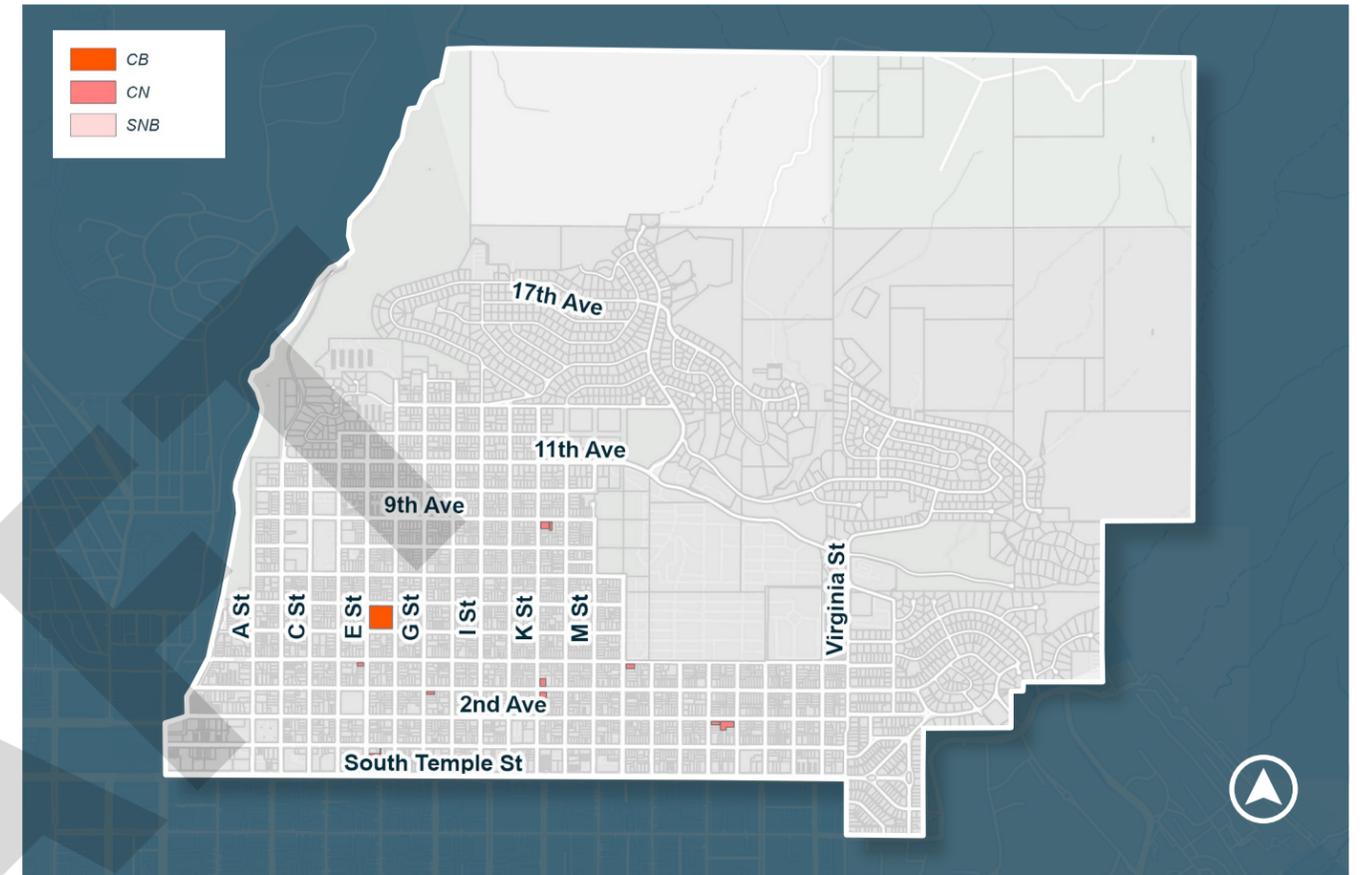
This zoning district promotes small scale, low intensity commercial uses located within residential neighborhoods.

### SMALL NEIGHBORHOOD BUSINESS (SNB)

This zoning district provides areas for small commercial uses near residential uses and is intended to preserve and enhance older commercial structures and established storefront character.



Commercial Node



Commercial Districts

### COMMERCIAL DISTRICTS

Zone	Avenues Acres	% Avenues Acres	SLC Acres	% SLC Acres
CB	2.5	0.10%	170.75	1.46%
CN	2.7	0.10%	67.93	3.97%
SNB	0.21	0.01%	0.66	31.82%
<b>Totals</b>	<b>5.41</b>	<b>0.21%</b>	<b>239.34</b>	<b>2.26%</b>

# AREAS OF POTENTIAL REDEVELOPMENT



Since the adoption of the 1987 Avenues Community Plan, most development has been concentrated along the foothills of the community.

Development in the rest of the Avenues has been occurring in small pockets over the last decade, though no single area stands out as a focal point for development pressure. Recent development is primarily limited to smaller infill projects.

LDS Hospital is planning a new facility near 800 South and State Street. The current hospital campus covers approximately 15 acres, spanning five blocks in the Avenues. The timeline for the new downtown facility and plans for the existing site remain uncertain.

# LAND OWNERSHIP

51% Privately Owned  
49% Government and Public

This includes:

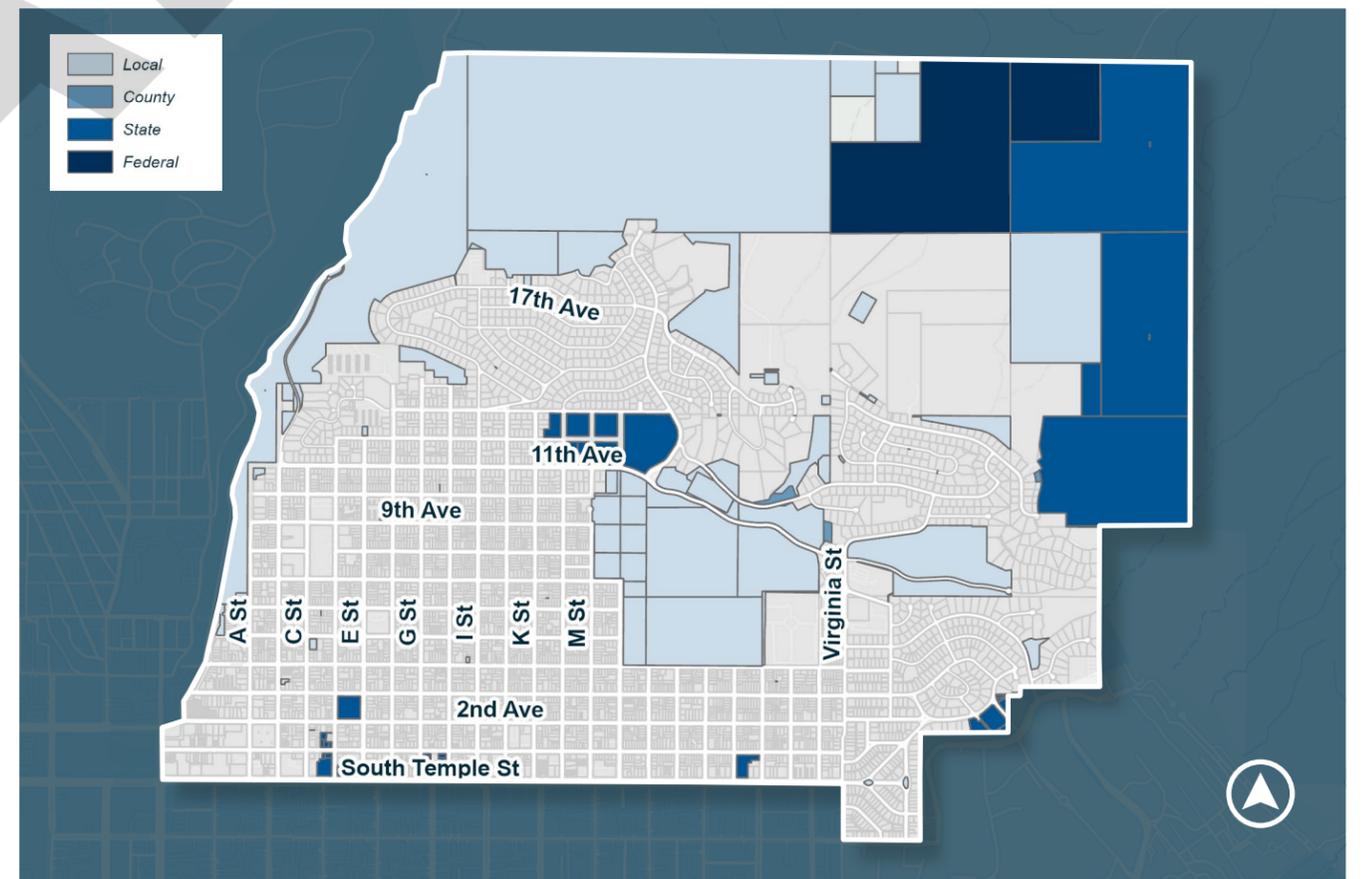
**26% Salt Lake City–Owned**  
Primarily the City Cemetery, parks, and foothill open space.

**23% State, Federal, and County–Owned**  
Includes public schools, state offices and residences, and foothill open space.

Source: SLC Parcel Data



Governor's Mansion



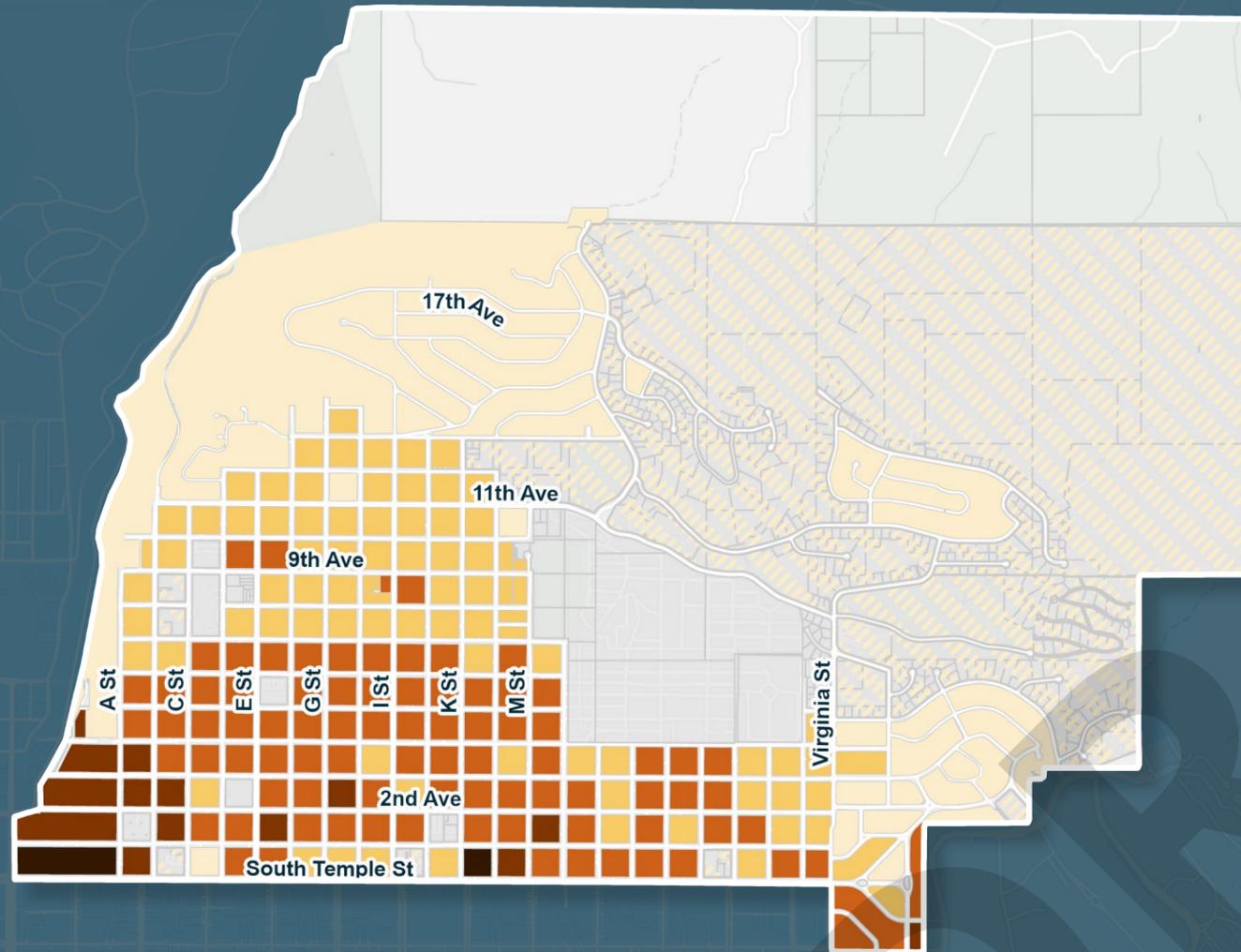
Land Ownership



# 04

# HOUSING

## AVENUES HOUSING DENSITY



Avenues Community Existing Housing Density  
Source: SLC Housing Density by Block, 2024



## DENSITY



The Housing Density Map depicts housing density per block in the Avenues. Density is determined by the number of dwelling units per acre (du/ac).

The color gradient represents varying density levels, with darker shades indicating higher densities and lighter shades representing lower densities.

- The eastern Foothills area exhibits the community's lowest density at 1 du/ac or less. This very low density is largely due to the OS and FP zoning districts, with limited development potential, and the FR-2 and FR-3 zoning districts requiring large minimum lot sizes of ½ or ¼ acre lots respectively. The area northeast of the cemetery has the lowest density of the land area (0.31 du/ac).
- The northern portion of the Foothills area and the northeastern parts of Federal Heights area has 5 du/ac or less. The northern foothills area (1.06 units per acre) constitutes approximately half of its area as OS and the other half FR-3, both districts with limited development potential. Northeastern Federal Heights averages 3.29 units per acre.
- The area between 7th and 13th Avenue has a density of 10 du/ac or less. Greater densities are located closer to 7th Avenue and density decreases closer to 13th Avenue. The density range in this area is between 9 du/ac along 7th Avenue and approximately 5.5 du/ac near 13th Avenue. Much of this area is within the SR-1A zoning district.
- Much of the Lower Avenues and parts of Federal Heights have densities of 25 du/ac or less. These areas are generally within the RMF-35 zoning district and accommodate condominium and apartment buildings.
- Pockets with housing densities of 45 du/ac or less, can be found closest to South Temple and the Canyon Road area, near the westernmost boundary of the Avenues Plan area, with the most densely populated block being located on 2nd Avenue and Canyon Road, with 40 du/ac. This block includes a variety of housing types including mid-rise condominium buildings, small-scale apartments, and single-family dwellings. This area consists of R-MU, RMF-45, and RMF-75 zoning districts.
- Housing densities with 45+ du/ac are found on two blocks located along South Temple. The Avenues community's highest housing density, approximately 72 du/ac is located on the corner of South Temple and State Street and are zoned RMF-75 and R-MU. Some blocks within the RMF-35 and RMF-45 zoning districts, which are intended for moderate density housing, contain structures that exceed these densities and are shown in the 45+ du/ac category.

# HOUSING TYPES + NUMBER OF UNITS



There are approximately 8,445 housing units in the Avenues which is about 8% of the total number of units in Salt Lake City.



## SINGLE-FAMILY HOMES

42% of housing units  
85% of land

Single family homes are found throughout the Avenues Community. In the northern portion of the plan area, single family homes are the only housing type that can be found with densities ranging from five to less than one dwelling unit per acre, accounting for the difference between the percentage of housing units compared to the large amount of land occupied by single family homes.



## APARTMENTS

39% of housing units  
7% of land

Apartments are mostly located south of 7th Avenue, and account for the second largest percentage of housing units in the plan area, but only occupy 7% of the land.

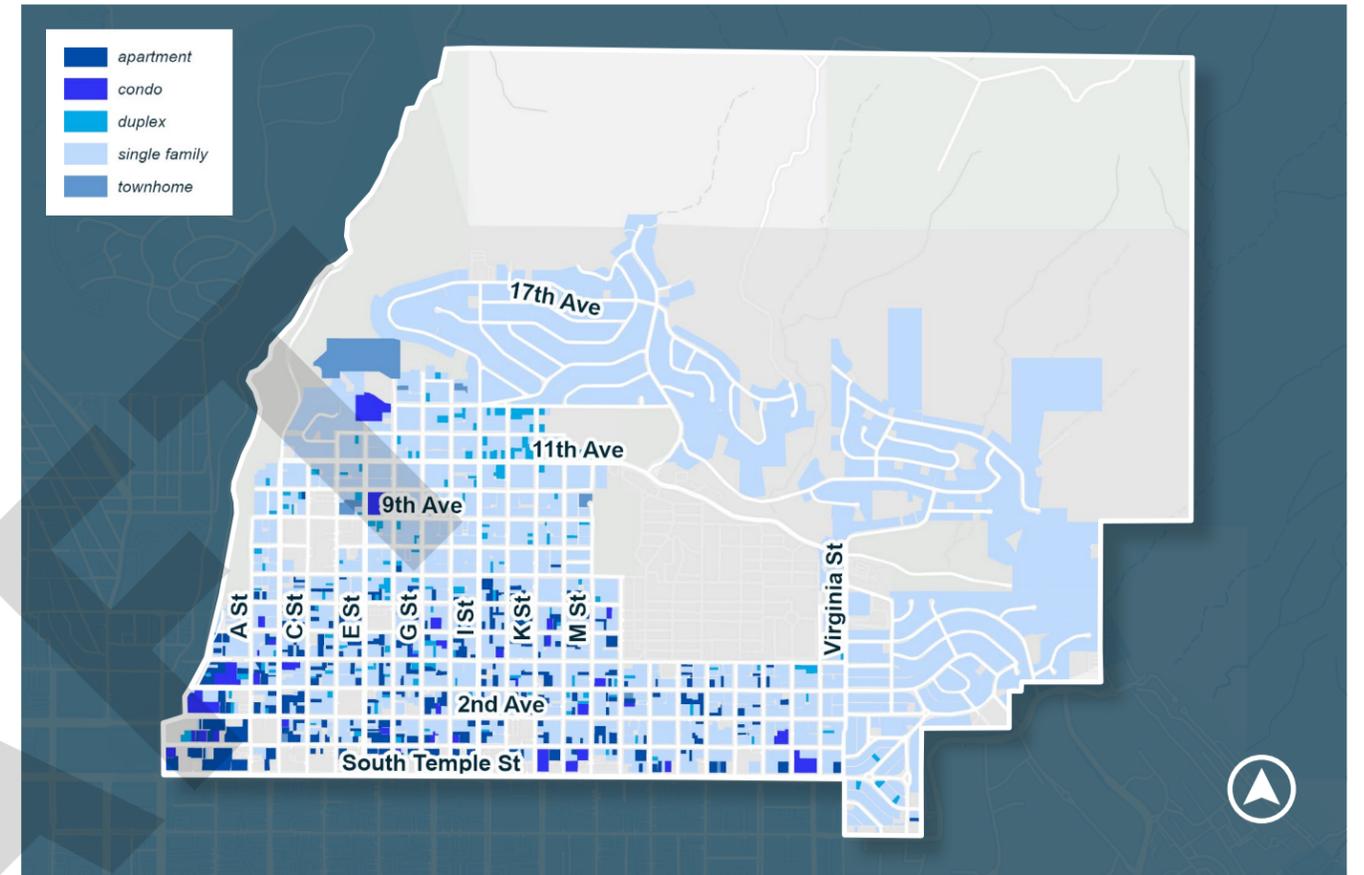


## DUPLEXES + SINGLE FAMILY ADUS

5% of housing units  
3% of land.

These housing types both include two units—either as a duplex or as a primary home with an accessory dwelling unit (ADU) that may be attached or detached from the home.

Duplexes are found throughout the Lower Avenues and the southern portion of Federal Heights. Since Salt Lake City's adoption of the ADU ordinance, five ADUs have been constructed in the Avenues and 121 ADUs have been built in the city. ADUs in the Avenues Community account for approximately 4% of the ADUs in Salt Lake City.



Avenues Housing Types



## CONDOMINIUMS (CONDOS)

13% of housing units  
3% of land

Condos are generally located in the same area of the Avenues as apartments, with a couple of exceptions between 9th and 13th Avenue. Condos provide an important alternative to single-family homes while still offering ownership opportunities.



## TOWNHOMES

1% of housing units  
2% of land

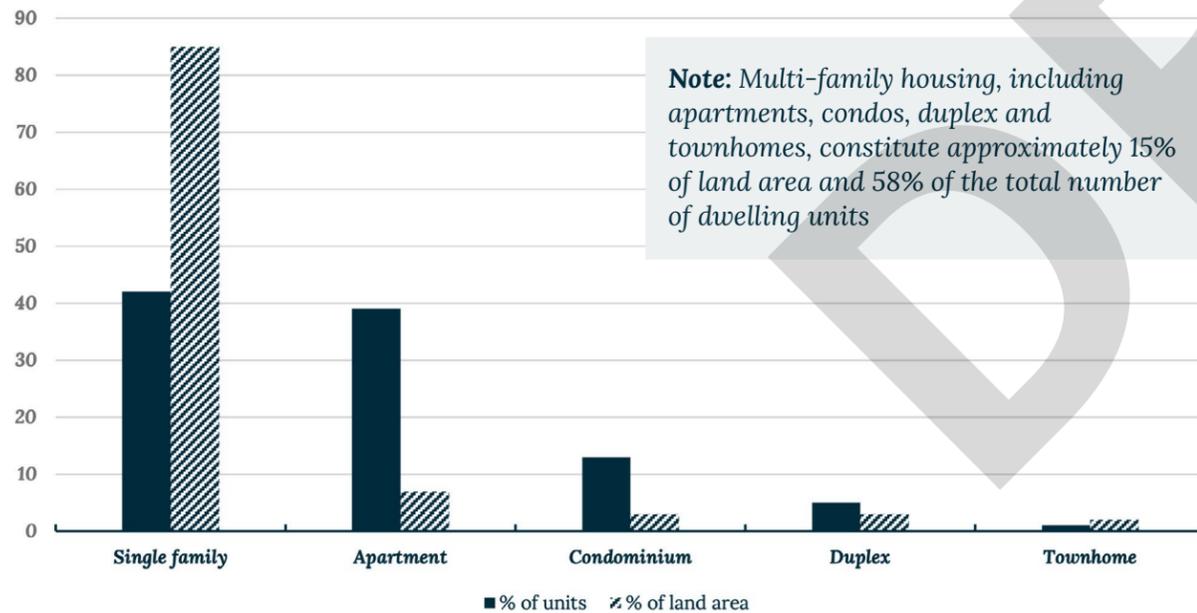
Townhomes represent the fewest number of housing units and the least amount of residential land area. They offer an ownership option for those who want a home with some yard space but generally at a lower purchase price than a single-family home.

## HOUSING TYPES BY UNIT COUNT AND LAND ALLOCATED

Housing Inventory Type	Avenues				Citywide			
	# of Units	# of Acres	% of Units	% of Acres	# of Units	# of Acres	% of Units	% of Acres
Apartment	3,311	68	39.0%	7.2%	49,011	968	6.77%	7.10%
Condo	1,092	25	13.0%	2.7%	7,750	208	14.09%	12.09%
Duplex	394	27	4.7%	2.8%	4,778	385	8.25%	6.88%
Single Family	3,553	806	42.1%	85.5%	38,672	7371	9.19%	10.92%
ADU	5	N/A	0.1%	N/A	121	N/A	4.13%	N/A
Townhome	90	17	1.1%	1.8%	1,484	89	6.06%	19.06%
Mobile Home	0	0	0%	0%	526	75	0%	0%
<b>Totals</b>	<b>8,445</b>	<b>943</b>			<b>102,342</b>	<b>9096</b>	<b>8.25%</b>	<b>10.37%</b>

Utah Geospatial Resource Center  
Utah Housing Unit Inventory, December 2024  
SLC Building Permits, April 2025

## HOUSING TYPES + LAND AREA



## AFFORDABILITY



According to 2024 MLS data, the median home price in the Avenues Community is \$802,500.

In contrast, the median home price in the larger Salt Lake City area is \$563,500, which makes homeownership within the Avenues approximately 42% more expensive than in the rest of the city.

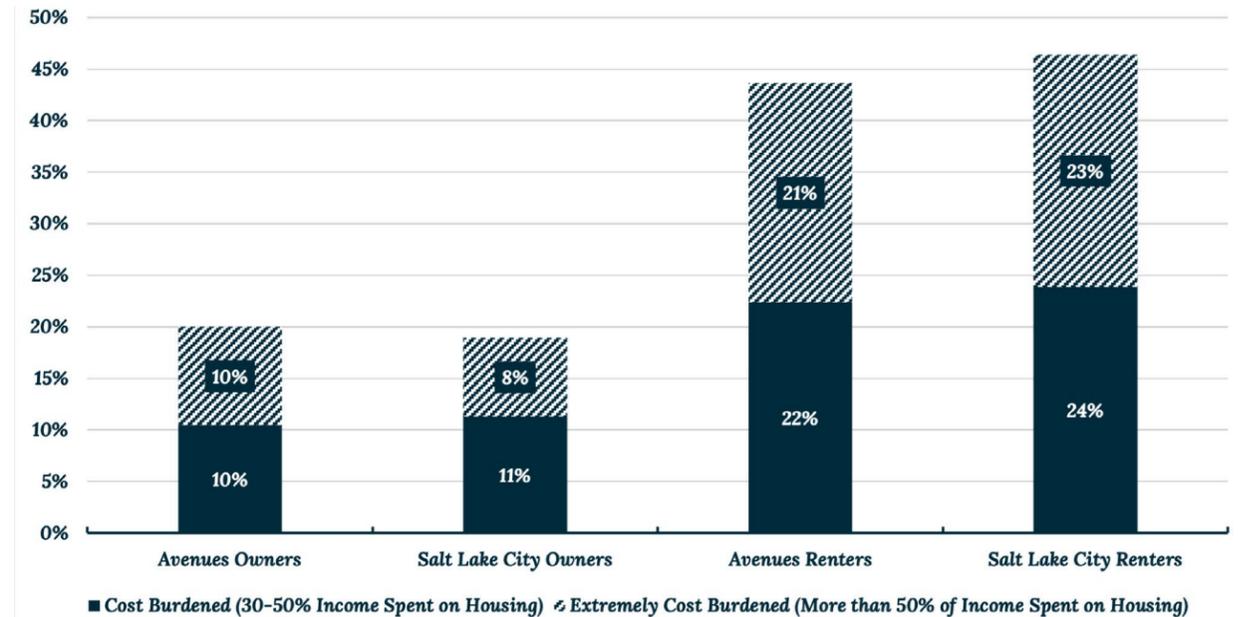
## HOME VALUES

The Department of Housing and Urban Development (HUD) considers housing to be affordable when a household is paying no more than 30% of their total gross income towards housing expenses (rent/mortgage, utilities, and mandatory fees). The 30% standard applies to households of any income level.

Households that spend more than 30% of their gross income on housing are considered cost burdened, while those spending 50% or more are classified as extremely cost burdened. Cost-burdened households often struggle to afford other necessities such as transportation, healthy food, or emergency expenses.

This chart identifies the percentage of households that are cost burdened or extremely cost burdened within the plan area and the city as a whole.

## COST BURDENED HOUSEHOLDS



American Community Survey 5-Year Estimates, 2019-2023

## COST BURDEN SCENARIO

Median Home Price in the Avenues as of 2024	Interest Rate as of May 2025	Down Payment	Monthly Mortgage	Min. Household Income to Avoid Cost Burden
\$802,500	6.7%	20% - \$160,500	\$5,107.27	\$204,290
\$802,500	6.7%	5% - \$40,125	\$6,201.68	\$235,360

## AREA MEDIAN INCOME (AMI)

Area median income (AMI) is the median income for all households in a specific geography, and the most common measure of affordability in the United States. In Salt Lake City,

AMI is based on households in the Salt Lake City metro area which includes Salt Lake and Tooele counties. HUD uses data from the U.S. Census Bureau to determine AMI each year. AMI is adjusted for household size—as a household size increases, the income threshold for AMI also increases.

This means the AMI for a two-person household will be lower than for a four-person household. Salt Lake City's Housing Stability Division provides additional information on how AMI is calculated at <https://www.slc.gov/housingstability/ami/>

## AFFORDABLE HOUSING



Affordable housing units are deed-restricted and set-aside for income-verified households at a range of affordability levels. The Avenues Community has 52 affordable housing units.

Level of Affordability	40% AMI	50% AMI	80% AMI
Very Low-Income	2	28	
Low-Income			22

Source: Salt Lake City Community Reinvestment Agency

The following represents occupations and housing costs for an individual supporting a 4-person household at different income levels.



**Level of Affordability:**  
30% AMI Extremely Low-Income:  
\$0K–\$34K  
**Max. Affordable Monthly Housing Costs:**  
\$900  
**Example Occupation / Average Wages:**  
Food Server / \$31,220 / (\$15/hr)



**Level of Affordability:**  
80% AMI Low-Income  
**Income:**  
\$58K–\$92K  
**Max. Affordable Monthly Housing Costs:**  
\$2,300  
**Example Occupation / Average Wages:**  
Nurse / \$86,070 / (\$41/hr)



**Level of Affordability:**  
50% AMI Very Low-Income  
**Income:**  
\$35K–\$57K  
**Max. Affordable Monthly Housing Costs:**  
\$1,400  
**Example Occupation / Average Wages:**  
Kindergarten Teacher / \$56,620 (\$27/hr)



**Level of Affordability:**  
120% AMI Moderate Income  
**Income:**  
\$93K–\$138K  
**Max. Affordable Monthly Housing Costs:**  
\$3,500  
**Example Occupation / Average Wages:**  
Software Developer / \$120,910 (\$58/hr)

Source: HUD, Bureau of Labor Statistics



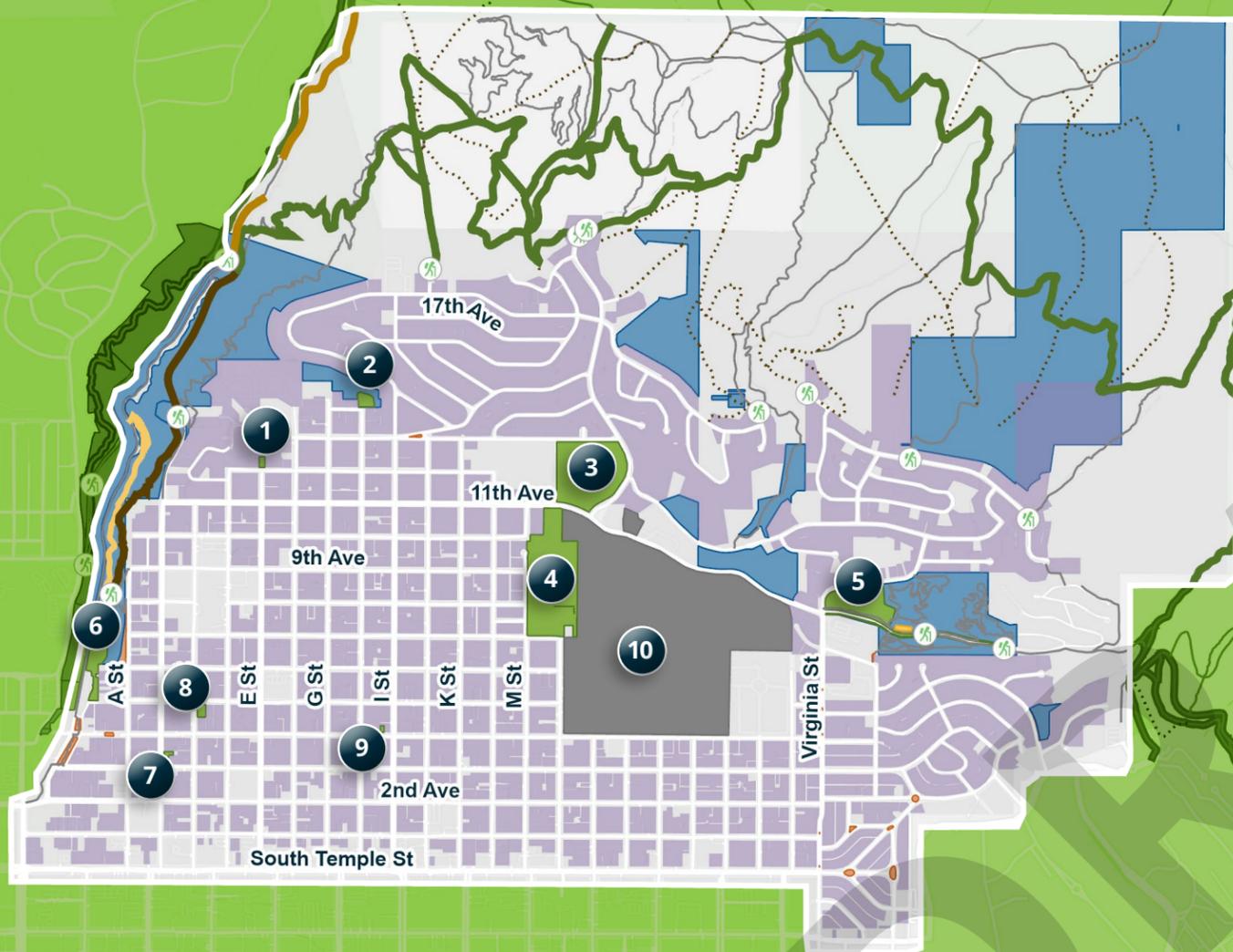
05

# PARKS, RECREATION + OPEN SPACE

*The Avenues Plan area offers a diverse mix of public parks, trails, natural lands, and outdoor recreation opportunities that enhance the community's quality of life.*

Key amenities include Lindsey Gardens—widely recognized as Salt Lake City's first park and Utah's first playground—and the expansive Salt Lake City Cemetery, which is the largest municipally-owned cemetery in the country. The Avenues foothills provide direct access to regional trail systems like the Bonneville Shoreline Trail and City Creek Canyon, offering opportunities to hike, bike, and enjoy the outdoors.

## AVENUES PARKS, RECREATION + OPEN SPACE



- Cemetery
- Community Garden
- Median
- Open Space
- Park
- Households within a 15 minute walk of park or trail
- Trail Access
- Social Trails
- Foothills Trail System
- Freedom Trail
- Lower City Creek Loop
- Bonneville Shoreline Trail
- City Creek Trail

## PARKS, RECREATION + OPEN SPACE

Public parks, open space, and recreation land uses occupy 19% of the Avenues Plan area and encompass approximately 590 acres of land.

100% of households in the Avenues are within a 15-minute walk of a park or open space. Walking time was measured from homes to city owned parks, trailheads, natural lands, and the Salt Lake Cemetery.

### PARKS WITHIN THE AVENUES

Map #	Name	Park Type	Address	Size (acre)
1	Shields Park	Mini	395 East 12th Ave	0.1
2	Kay Ress Park	Mini	535 East 14th Ave	0.7
3	11th Ave Park	Community	581 North Terrace Hills Dr	14.3
4	Lindsey Gardens	Neighborhood	426 North M St	18.7
5	Popperton Park	Neighborhood	1401 East Popperton Park Way	7.9
6	Memory Grove	Community	300 North Canyon Rd	11.3
7	Kletting Park	Mini	164 North B St	0.2
8	5 <sup>th</sup> Ave & C Street Pickleball	Mini	230 North C St	0.4
9	Shipp Park	Mini	579 East 4th Ave	0.1
10	Salt Lake City Cemetery	Cemetery	200 North N St	120

### LEVEL OF SERVICE

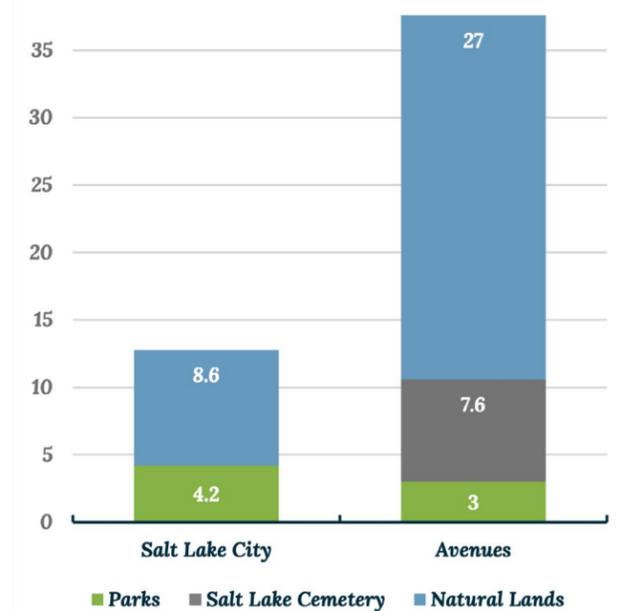
Level of Service (LOS) is a calculation that provides the number of acres per 1,000 people. When combined with a walkability analysis, LOS can help reveal how well the Avenue's parks and natural lands meet the needs of its residents.

In summary, the Avenues planning area relies heavily on adjacent natural lands. It has slightly fewer park acres and amenities than other planning areas and lacks flat land more conducive to park development, particularly the development of athletic fields.

The areas of greatest need are in the lower Avenues which are served primarily by well dispersed mini parks and the cemetery.

Data pulled from the April 2019 SLC Parks and Public Lands Needs Assessment.

### LEVEL OF SERVICE





Lindsey Gardens

## PUBLIC PARKS

The Avenues Plan area features several types of parks and open space within its boundaries. These range from large community parks to mini parks. Community parks are large parks focused on meeting the major park and recreation needs of the city rather than just the surrounding neighborhood.

11th Ave Park includes amenities like playgrounds, multi-purpose fields, pickle ball, tennis and basketball courts, walking paths, and picnic tables. Memory Grove, the most used park in the Avenues, has restrooms, walking paths, an off-leash dog area, drinking fountains, and picnic tables.

Neighborhood parks are generally smaller than community parks and primarily serve neighborhood needs. Lindsey Gardens include a playground, restrooms, baseball fields, an off-leash dog area, and pavilions. The slope of the park also provides space for activities like sledding in the winter.

Popperton Park features a playground, multi-purpose fields, walking paths, and picnic tables. The neighborhood's only community garden is in Popperton Park.

As the name suggests, mini parks are small sites that range in size from less than an acre to almost two acres. They are the most prevalent park type in the city and are typically found in older, urbanized areas like the Avenues. Because of their limited size, these parks typically offer one or two amenities like multi-use fields, playgrounds, or sports courts.

While not considered a typical park, the Salt Lake Cemetery serves as an arboretum (a garden devoted to trees) and critical park space where people come to walk, run, stargaze, and observe wildlife.

## NATURAL LANDS

There are two types of natural lands within the Avenues Plan area. Urban natural lands are natural lands typically surrounded by urban development or adjacent to manicured parks. These lands often serve a parklike function, and they require a higher level of maintenance and resources than non-urban natural lands.

Non-urban lands require less maintenance and often directly connect with other public lands. They are dominated by large areas of intact habitat and bisected by recreational trails. The City Creek Natural Area, Popperton Preserve, and Central Foothills Open Space represent the city owned natural lands within the plan area. There are also numerous state, federal, and privately owned natural areas that provide recreational access in this part of the city.

The City Creek Natural Area includes the lower portion of City Creek Canyon and the surrounding undeveloped hills. This area is a major recreational site for the entire city. The upper portion of the canyon has its own plan and is an important watershed and recreational area.

For more details see the [City Creek Plan Audit section of this report \(page 130\)](#).

## TRAILS

The foothills are accessed largely by informal social trails that connect to the Bonneville Shoreline Trail (BST). Salt Lake City's portion of the Bonneville Shoreline Trail stretches about 20 miles from North Salt Lake to Parley's Canyon with a prominent section running above the Avenues.

Spread throughout the Avenues Plan area are four major trailheads and approximately seven secondary access points to the BST. There are also numerous mountain bike trails and social trails that run along the ridges and gullies of these natural areas. Most of these trails are not maintained and therefore their exact mileage is uncertain.

In addition to the foothills trail system, City Creek Canyon and Memory Grove also feature several trails; the Freedom Trail and Lower City Creek Loop are within the City Creek Natural Area while the City Creek Trail, a seven-mile multi-use trail, connects Memory Grove to the canyon.

The canyon provides space for dog owners to run their dogs off-leash and is a popular hiking and trail running area. The road in City Creek Canyon is also closed to cars every other day during the summer.



Foothill Protection Area

## 18TH AVENUE TRAILHEAD IMPROVEMENTS

The Salt Lake City Public Lands Department is planning upgrades to the 18th Avenue Trailhead, currently a gravel lot with 10-12 parking spaces and Public Utilities' access to a nearby water storage tank.

Planned improvements include paving and striping the parking area and adding landscaping. A key access point to the Bonneville Shoreline Trail, Meadow Trail, Upper Avenues trails, and I-Street Bike Park, this trailhead will benefit from better signage and easier emergency access, improving safety and navigation.

Enhancements will also reduce nearby street congestion and improve access as demand for open space grows. Construction is set to begin in spring 2025 and completion is estimated by Summer 2025.

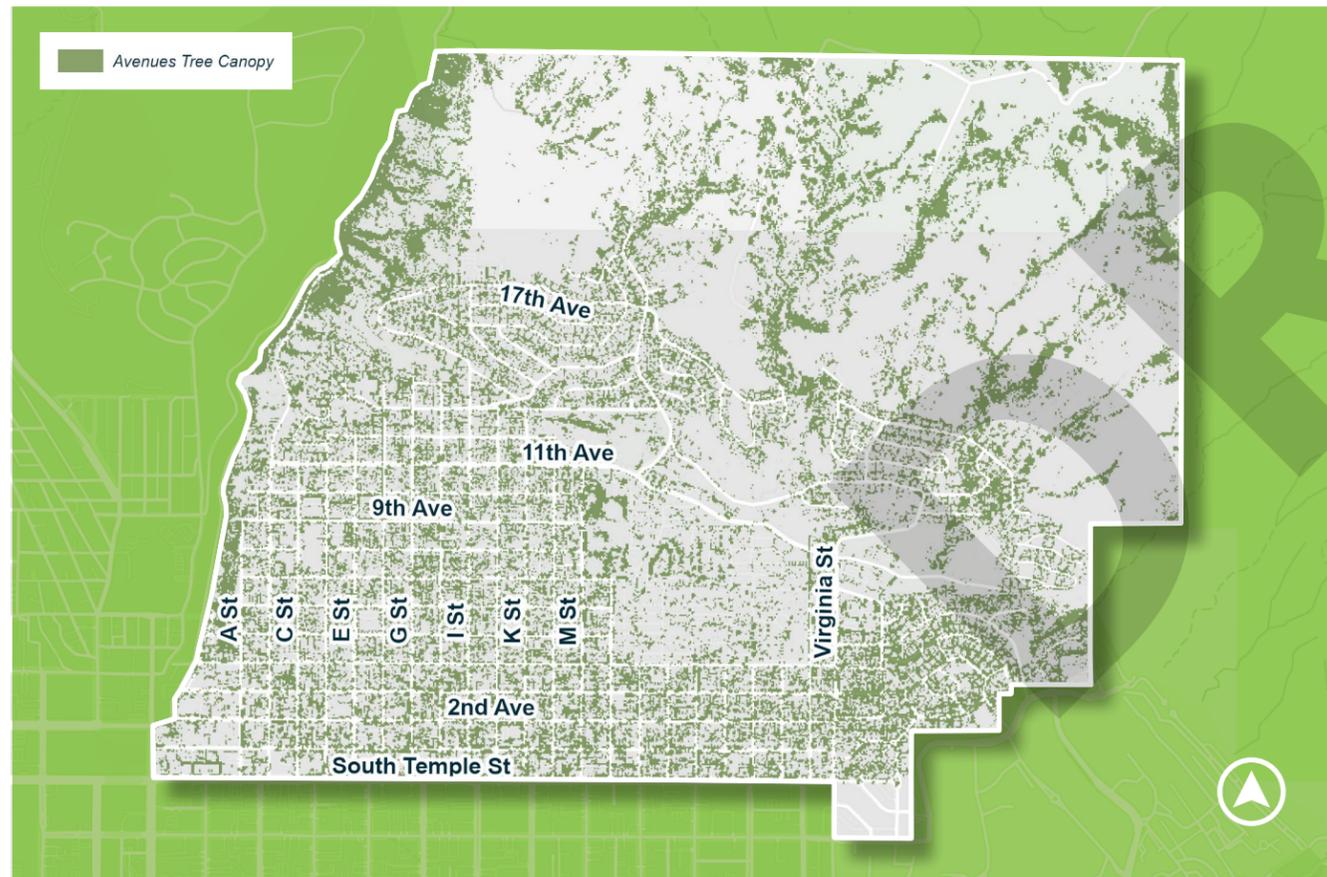
# URBAN TREE COVERAGE



*Tree canopy coverages vary greatly in each Salt Lake neighborhood.*

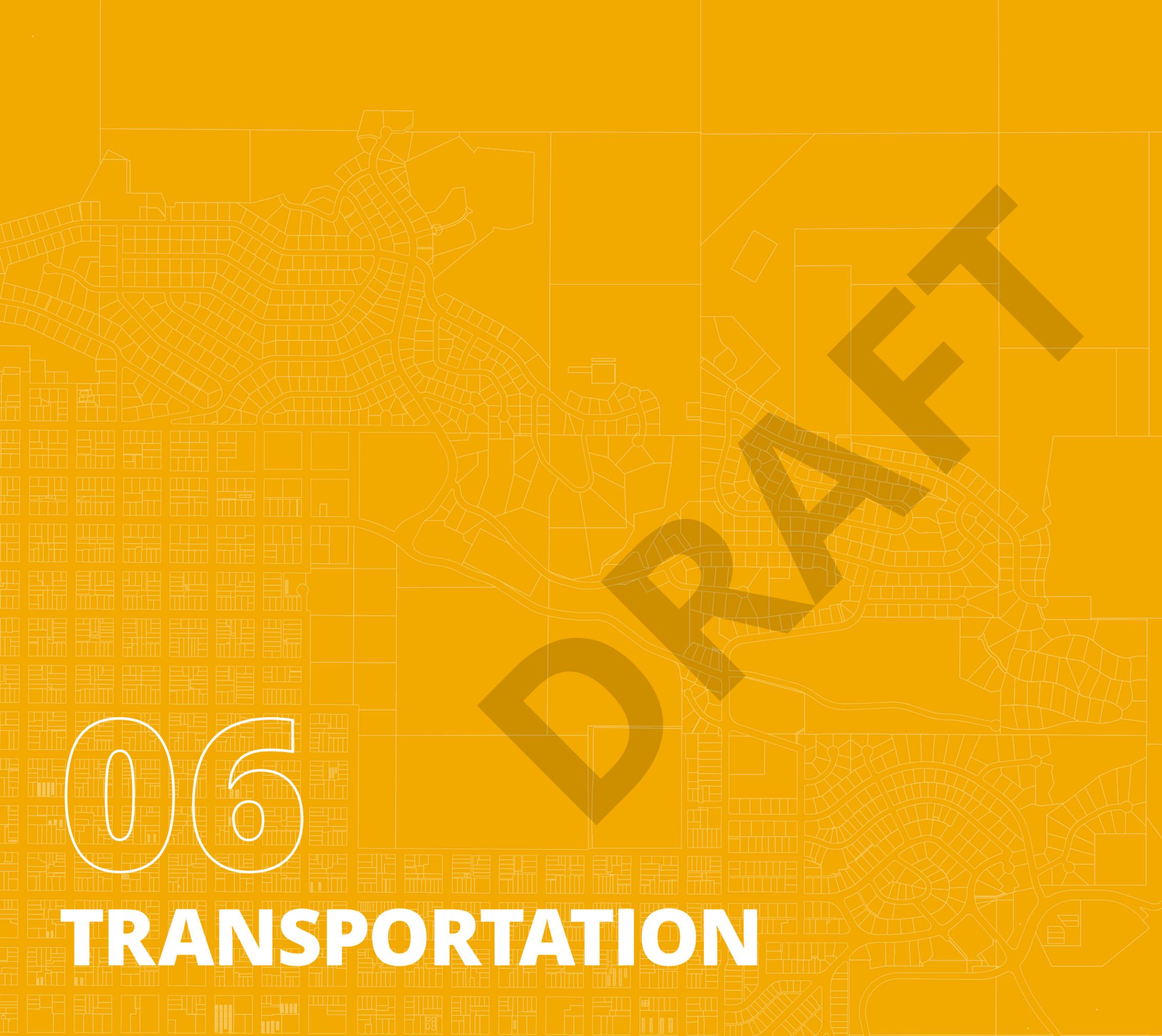
In the Avenues Plan area, tree canopy coverage is about 25%, which is the highest tree canopy coverage rate of all the neighborhoods in Salt Lake City. In comparison, overall city-wide tree canopy coverage is 15.6%.

Master Plan Area	Percent Cover
Avenues	25
Sugar House	24
East Bench	23.6
Central Community	21.9
Capitol Hill	16.5
Northwest	13.5
Westside	10.8
Downtown	6.4
Northwest Quadrant	1.1
Airport	0.5



Tree Canopy





06

# TRANSPORTATION

*The transportation network in the Avenues has been shaped by its relatively narrow, closely spaced streets and the steep terrain that follows the natural topography of the foothills.*

*This section examines the area's roadway system, traffic patterns, transit access, and active transportation infrastructure, with a focus on safety, connectivity, and mobility.*

# STREET TYPES



The Avenues contains a total of 788 street segments consisting of a majority of local streets.

## CLASSIFICATIONS

### ARTERIAL STREETS

South Temple and State St are the only arterial streets in the Avenues, South Temple is the southern border of the plan area. This arterial street connects the Avenues with downtown, the University of Utah, and the rest of the city.

The designated speed limit on South Temple is 30 mph. State Street, which runs on the southwestern border of the Avenues, provides the main access to the State Capitol Building, Interstates, and the rest of the city.

### COLLECTOR STREETS

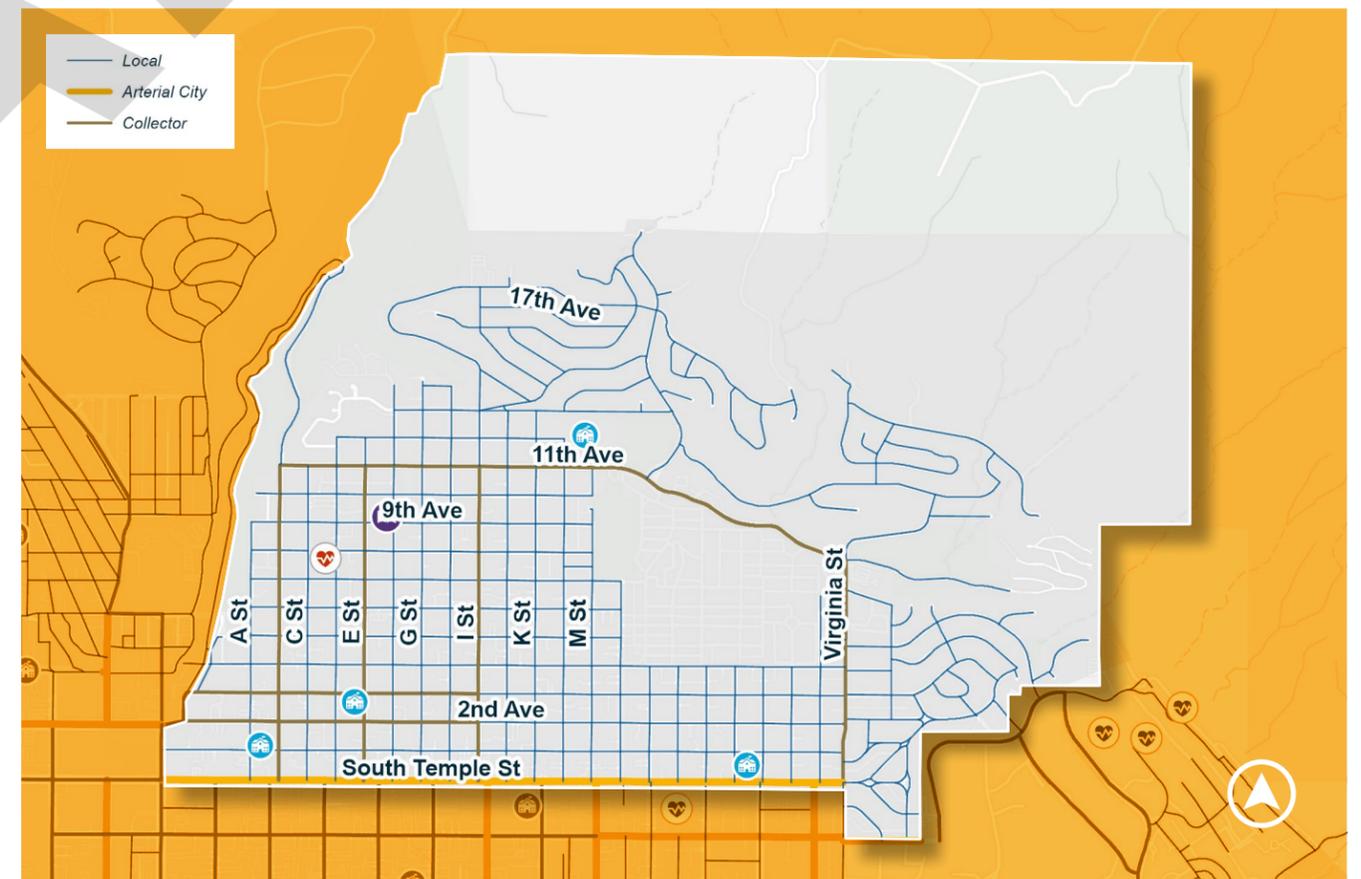
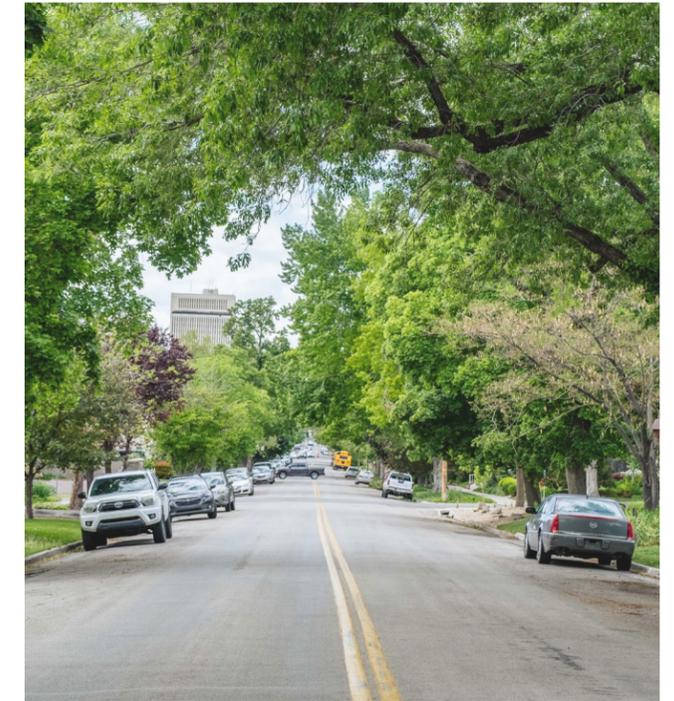
Collector streets are low to moderate capacity roads that connect arterial and local streets. Collectors can be multi-lane but are meant to carry less traffic at lower speeds and for shorter distances than Arterials.

They provide direct access to abutting property and carry a mix of local traffic and commuter traffic headed for nearby destinations. Collector streets include 11th Ave, Virginia St, 2nd Ave, 3rd Ave, I St, E St, and B St.

In the plan area, collector streets mainly service residential areas, but specific routes such as I St and Virginia St also service hospitals. Collector streets in the Avenues have a designated speed limit of 25 mph.

### LOCAL STREETS

Local streets, the most common street type in the Avenues, are low-capacity roads that provide direct access to individual properties. They are generally two lanes and may or may not include pavement markings. In Salt Lake City all local streets have a speed limit of 20 mph.



Street Classifications

# TRAFFIC VOLUMES



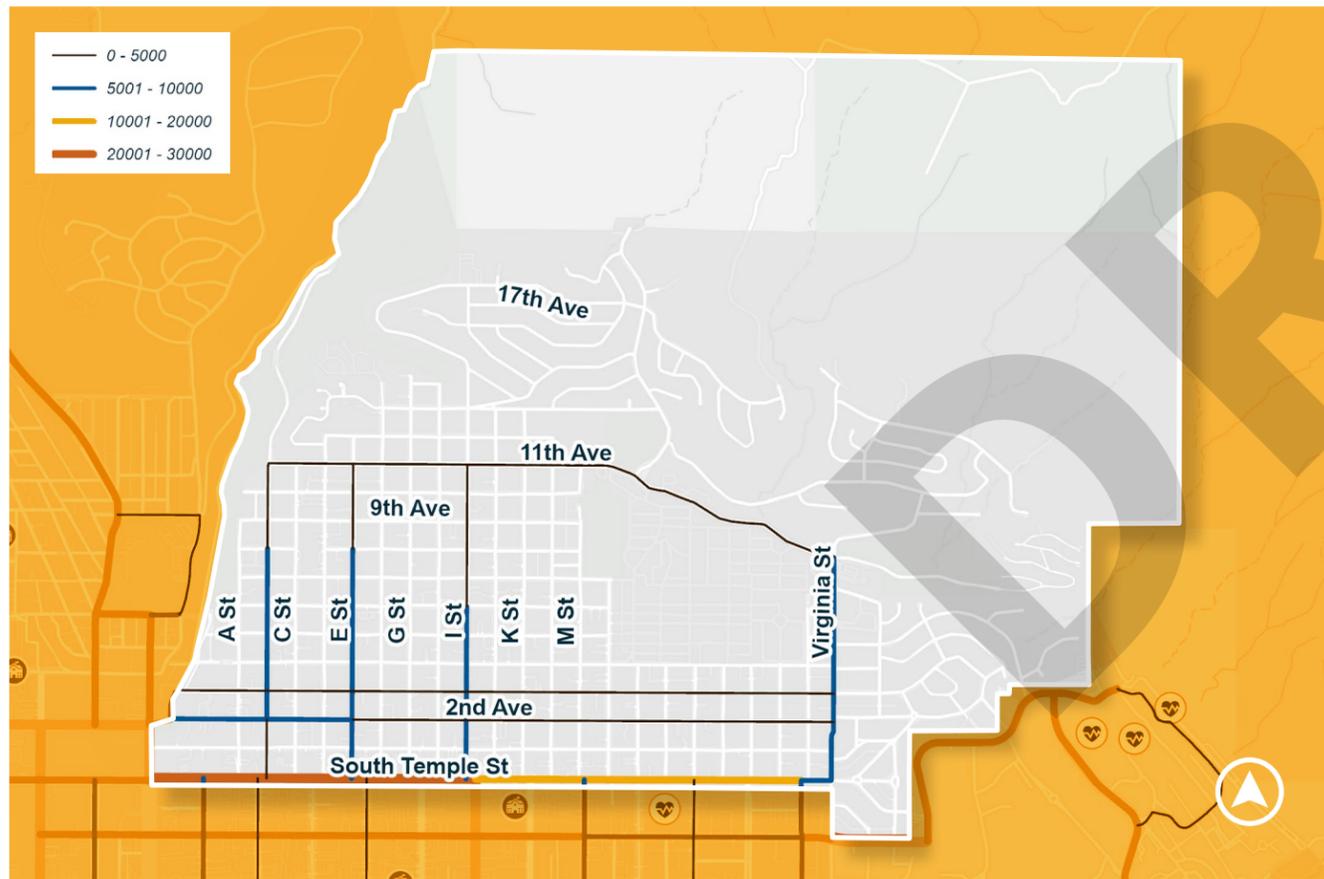
The 2023 Average Daily Traffic Map shows the average daily number of cars that travel each monitored road segment.

This data was collected by Utah Department of Transportation (UDOT) and does not indicate the level of service of the roadway or the estimated capacity of the roadway, it only represents the number of cars that travel on the roadway per day.

The main routes in the Avenues include South Temple, 11th Ave, 3rd Ave and 2nd Ave for EW routes, and B St, E St, I St and Virginia St for NS routes.

South Temple has the most daily traffic with sections from State St to I St with a daily average between 25,000 to 30,000 people and from I St to Virginia with a daily average of 10,000 to 20,000 people.

The below map shows these main routes and compares average daily traffic volume.



Traffic Volumes

# ROADWAY CONDITIONS



## PAVEMENT OVERALL CONDITION INDEX (OCI)

Roadway conditions in the plan area range from 15 to 91 or serious to good condition. This is tracked by the Overall Condition Index (OCI), which is the value given to a road segment to communicate the condition using various factors such as cracking, potholes, rideability, age, traffic volume, maintenance history, climate and pavement type.

OCI ratings are measured on a scale of 0 to 100 with 0 meaning the pavement has failed to 100 meaning the pavement is in good condition with ratings of serious, poor, fair and satisfactory in between.

### OCI RATING SCALE

- **Good:** 100-86
- **Satisfactory:** 85-71
- **Fair:** 70-56
- **Poor:** 55-41
- **Very Poor:** 40-26
- **Serious:** 25-11
- **Failed:** 10-0

The condition of the streets in the Avenues have an average Overall Condition Index (OCI) of 61.6 out of 100 which is slightly better than the citywide average OCI of 56.5.

There are several streets in serious condition (having an OCI in the range of 25-11) including 2nd Ave from A to D St, B St from South Temple to 1st Ave, Chandler Cir, Kristiana Cir, L St between 9th and 11th Ave, J St between 9th and 11th Ave, Canyon Rd between 2nd and 3rd Ave, Vianna Ave, and Hilltop Rd.

The condition of the main traffic routes varies with some in good and satisfactory condition with others in fair or poor condition. Being that these streets are main routes there is a higher priority for maintenance, but they do see higher traffic volumes which increases wear leading to worsening conditions faster.

South Temple and 11th Ave are in fair condition and sections of 2nd and 3rd Ave are in satisfactory condition and others in poor and serious condition. The majority of B, E and I St are in good or satisfactory condition and the majority of Virginia St is in fair or poor condition.

OCIs are constantly changing due to continuous wear and improvements from maintenance. The Salt Lake City Engineering Division hosts an online interactive map of street OCIs. <https://maps.slcc.gov/mws/pavementcondition.htm>

## ROAD SAFETY

From 2008 to April 2025 there have been 4,251 crashes in the Avenues. Of the total crashes, 3,252 involved no injuries, 411 had possible injuries, 348 involved injuries, 37 involved severe injuries and 6 were fatal. Of the 6 fatal crashes, 4 of them were on South Temple. Out of the 4,251 total crashes, 69 have involved pedestrians and 106 involved bikes.

The data trends showing crash locations have remained consistent from 2008 to 2024 with crashes concentrated along South Temple, E St & 6th Avenue, Virginia Street between South Temple and 100 South, and along I Street.

# BICYCLE NETWORK



*In the Avenues there are two categories of bike networks, commuter and recreational.*

Commuter includes on street marked bike lanes used for day-to-day bike traffic. Recreational bike networks include trails and paths in parks and bike ramps and jumps. The on-road bike route map below with bike route data from the Transportation Division highlights the bike networks of the Avenues.

The steep streets in the neighborhood create challenging climbs and fast descents for those who ride bikes. Some streets in the Avenues are popular recreation routes.

## COMMUTER BIKE NETWORK

There are no protected bike lanes in the Avenues Plan boundaries, although the road through Memory Grove is closed to cars. This is a popular commuting route because it is a more gradual climb compared to other streets in the Avenues.

All the existing bike lanes are unprotected pavement markings. The major bike routes run east to west along 11th Ave, 3rd Ave, 2nd Ave, and South Temple and north to south along Terrace Hills Dr. Approximately half of Bonneville Boulevard connecting the Avenues to City Creek Canyon, Memory Grove, and Capitol Hill is dedicated to biking and walking.

Approximately 89% of properties are within .25 mi of a bike lane. In addition to bike lanes the Avenues includes 20 city-maintained bike racks.

## COMFORT

While there are no protected bike lanes outside of Memory Grove, there are different levels of comfort for each route from high to extremely low. The comfort level is determined by vehicle traffic volume, bike facilities such as physical separation or painted lanes, and vehicle traffic speed.

### HIGH COMFORT

Off road trails, on road lanes with physical separation, or streets with low vehicle speed and traffic volume.

### MEDIUM COMFORT

Painted bike lanes on moderate volume roads, bike lanes with paint buffers on higher volume traffic roads and shared lanes with slower speeds.

### LOW COMFORT

Bike lanes or shoulders on busy streets and important connections without bike facilities on moderate volume roads.

### EXTREMELY LOW COMFORT

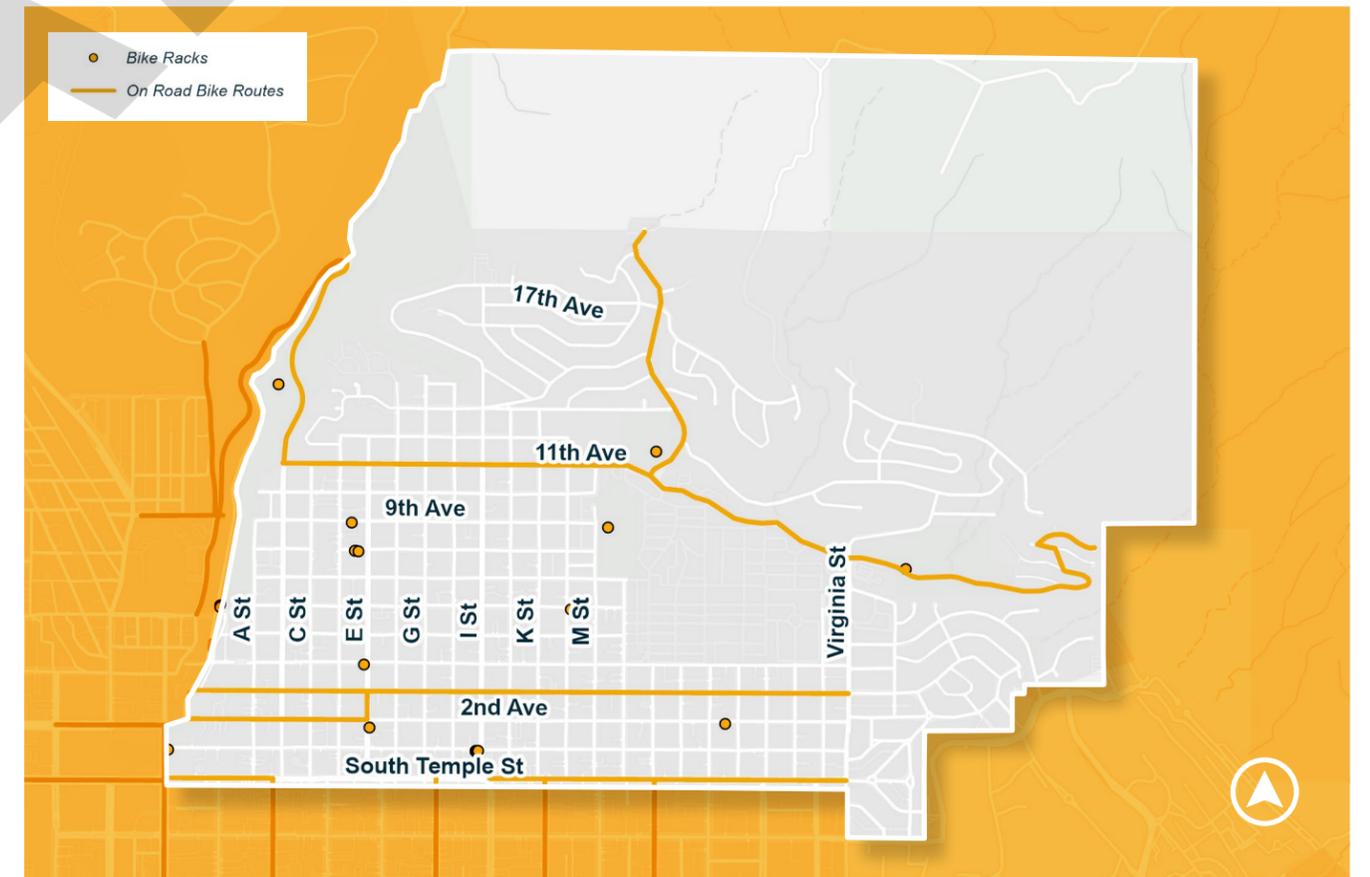
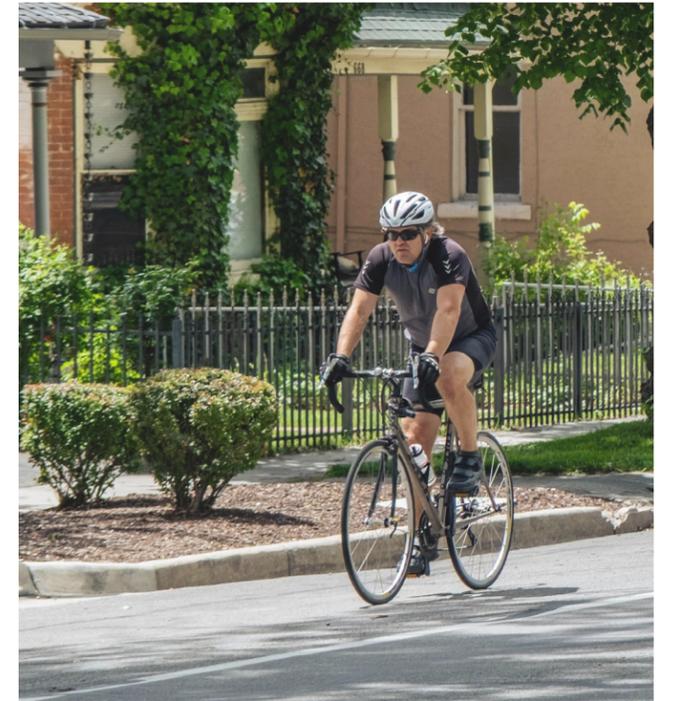
Routes not recommended for bicycle travel but have no practical alternative for some trips.

High comfort level bike routes include 18th Ave and Connecticut Dr. The rest are medium comfort except for South Temple from State St to B St which is considered low comfort and along the southwestern boundary the bike lane on State St from South Temple to 2nd Ave is extremely low comfort.

## RECREATIONAL BIKE NETWORK

The western boundary of the Avenues is defined by City Creek Canyon, which is home to Memory Grove Park. The canyon includes mountain bike trails, as well as a high comfort bike lane that circles the park on Bonneville Blvd. Additionally, north of 18th Avenue includes mountain trail access for mountain biking and a dirt bike park with bike ramps and jumps called the I Street Bike Park.

The park is located just north of 18th Avenue in line with I St. Terrace Hills, Upper Federal Heights, and Dry Creek are also other mountain biking access points. The "Bobsled" is a well known and popular downhill mountain biking trail that starts at the ridge of City Creek Canyon and descends to 11th Avenue near the City Cemetery.



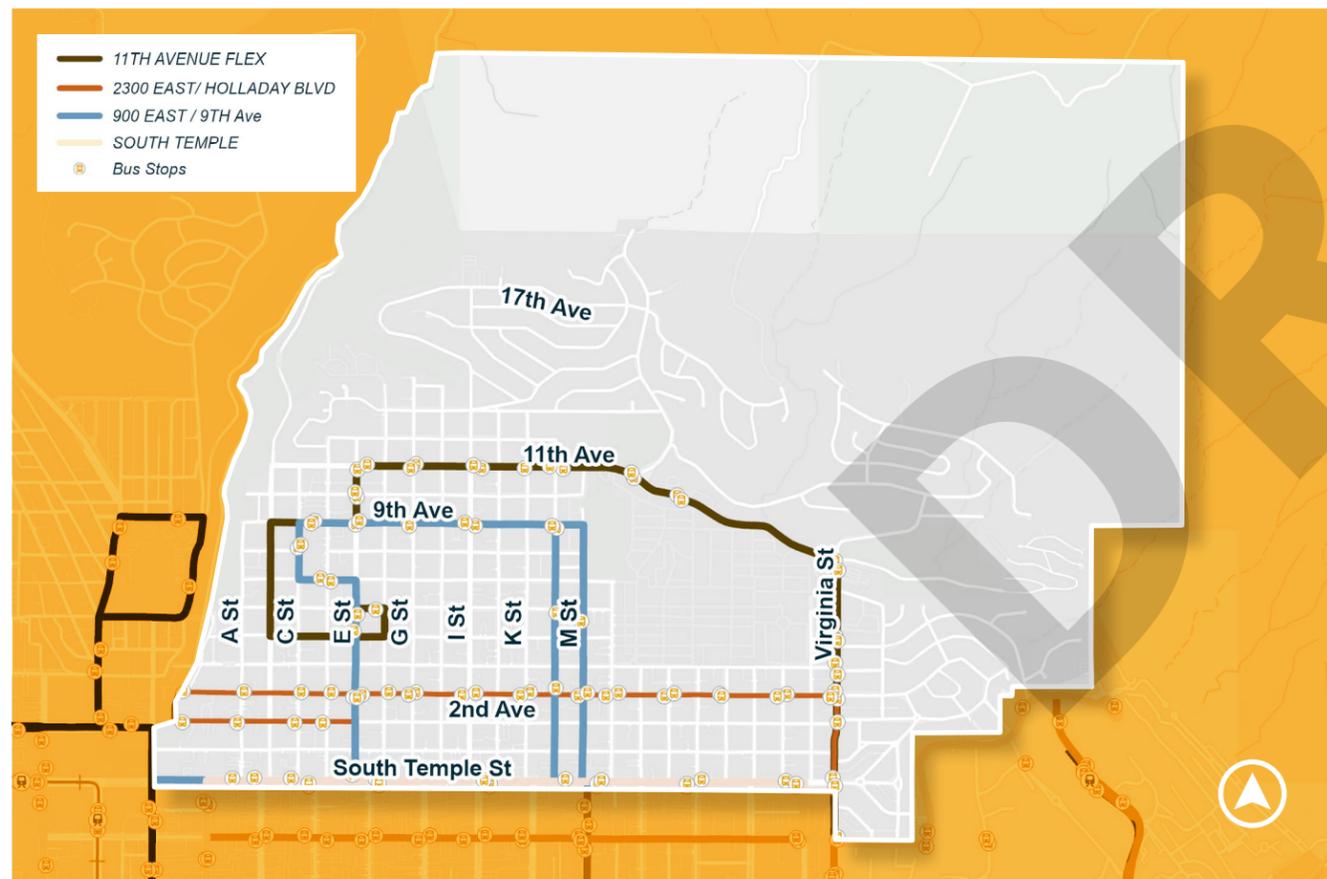
# TRANSIT CONNECTIVITY



Bus service is the only available transit option in the Avenues, with 85% of the parcels within ¼ mile of a bus stop. Existing transit service is provided by the Utah Transit Authority (UTA).

Although there are no rail stops or routes within the Avenues Plan boundaries, there are Trax stops just outside the plan area.

Approximately 13% of parcels within the Avenues are within a half mile of a rail stop. The map below illustrates the transit network within and immediately surrounding the Avenues.



Transit Routes

## BUS FREQUENCY

Utah Transit Authority (UTA) bus routes operate on different levels of frequency depending on the route, demand, and stops serviced. The route frequency is the amount of time between each route bus at any given stop.

In the Avenues, the main bus routes are 900 East/9th Avenue and South Temple. These are the only high frequency routes buses every 15 minutes) within the plan area. The 11th Avenue Flex bus route is every 60 minutes and the 2300 East/Holladay bus route which runs on 2nd and 3rd Avenue every 120 minutes.

Although not within the Avenues, there are additional high frequency bus routes within ¼ mile of the lower avenues that run on 500 East, 200 South, and State Street North. The map below shows frequency for bus routes within the Avenues Community, as well as within ¼ mile of the Avenues Plan area boundaries.



Bus Stop

# COMMUTING + CONNECTIVITY



The breakdown of commute times, mode of transportation, and location of work for people in the Avenues varies. The following tables break down employment and travel data based on 2023 census data.

## COMMUTE TIME

84% of the working population in the Avenues commutes to work. The average commute time for residents in the Avenues is approximately 15 minutes compared to the citywide average of 19 minutes.

Commute Average Time	% of Commuters
Less than 5 minutes	4.31%
5 to 9 minutes	18.30%
10 to 14 minutes	20.68%
15 to 19 minutes	17.72%
20 to 24 minutes	15.90%
25 to 29 minutes	5.68%
30 to 34 minutes	7.88%
35 to 39 minutes	2.32%
40 to 44 minutes	2.42%
45 to 59 minutes	2.58%
60 to 89 minutes	1.63%
90 minutes or more	1.09%

## CONNECTIVITY

Where People Work (2023 Census Data)	Totals	Percentage
Worked in SLC	8444	76%
Worked outside SLC	2719	24%

## COMMUTE MODES

In the Avenues, the majority of people drove to work, with 64% of people commuting by car, truck, or van. Of those who drove, 94% drove alone. In 2023, 21% of Avenues residents worked from home.

Mode of Transportation	Totals	% of Total Residents
Car, truck, or van	7728	64.45%
Drove alone	7231	60.30%
Carpooled	497	4.14%
In 2-person carpool	360	3.00%
In 3-person carpool	127	1.06%
In 4-person carpool	0	0.00%
In 5- or 6-person carpool	3	0.03%
In 7-or-more-person carpool	7	0.06%
Public transportation (excluding taxicab)	526	4.39%
Bus	332	2.77%
Long-distance train or commuter rail	0	0.00%
Light rail, streetcar or trolley	191	1.59%
Taxicab	22	0.18%
Motorcycle	3	0.03%
Bicycle	247	2.06%
Walked	852	7.11%
Other means	85	0.71%
Worked from home	2528	21.08%
<b>Total</b>	<b>11991</b>	

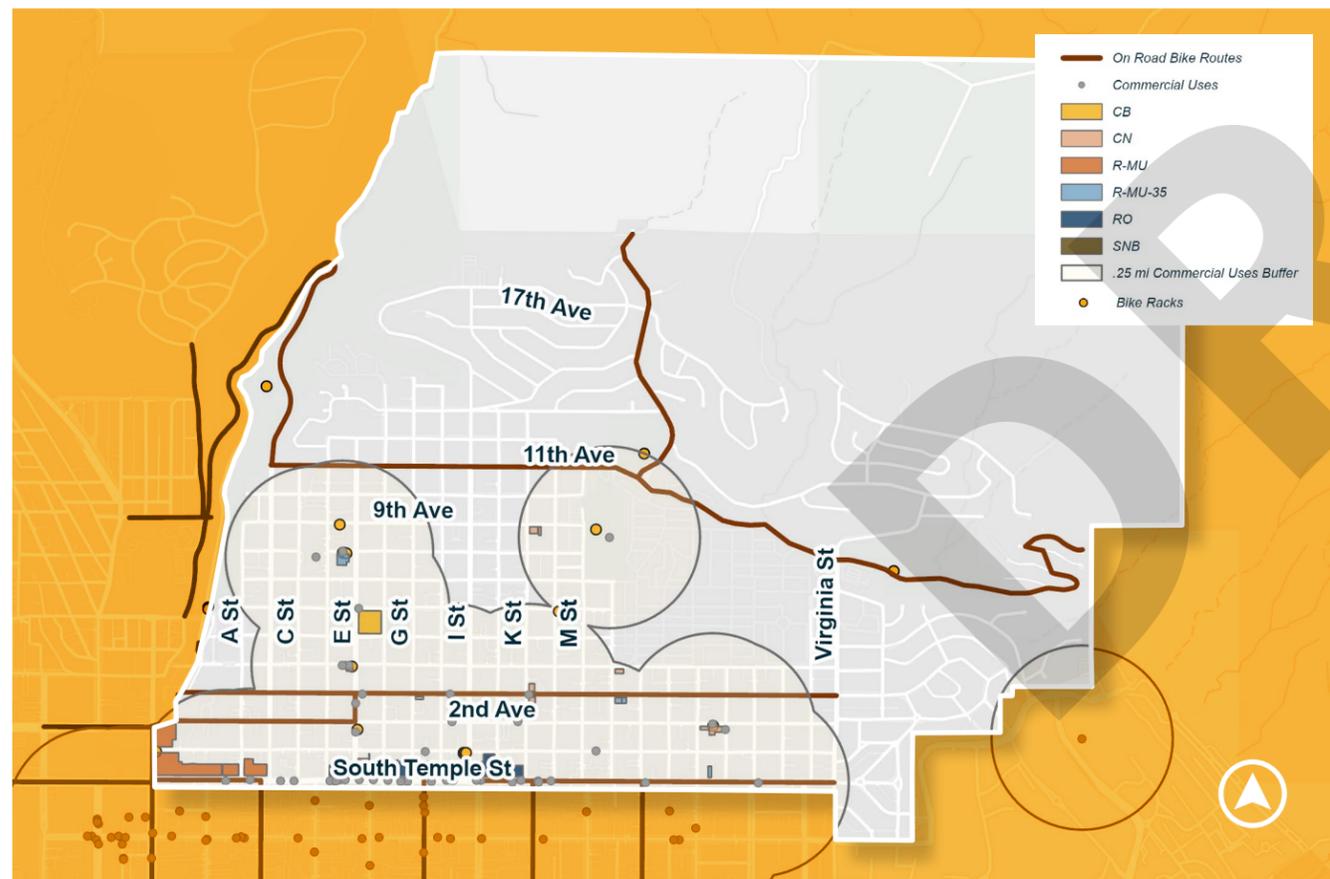
# LAND USE + TRANSIT CONNECTIVITY



The existing commercial uses and zoning districts have been highlighted in the below maps in context of bike and transit routes.

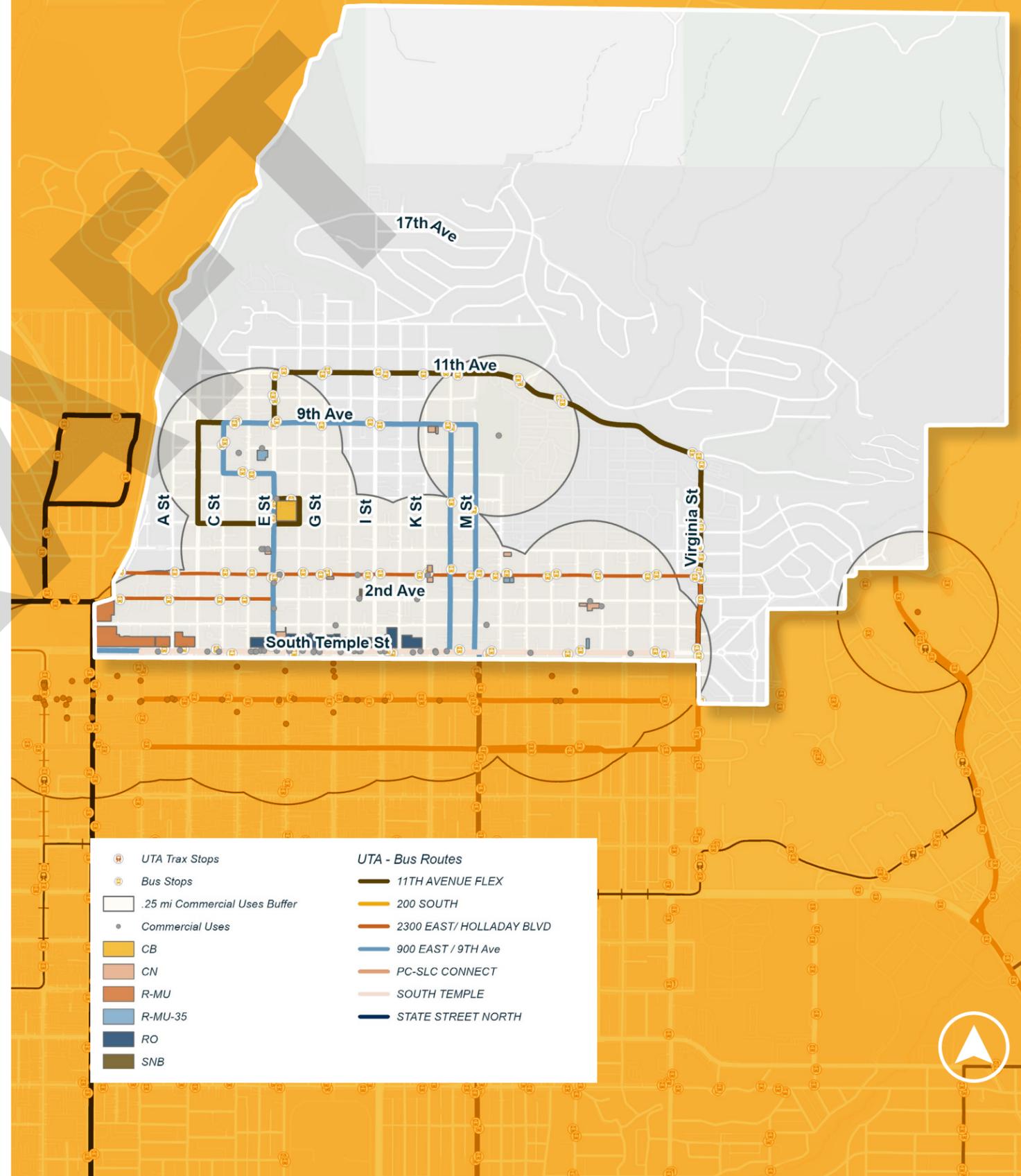
The map shows the commercial uses and zones within the Avenues boundaries and within .25 mi of the boundaries in comparison to the existing bike and transit routes/stops. The buffer indicates .25 mi from the existing commercial uses which highlights the proximity of these uses to the existing bike and transit routes.

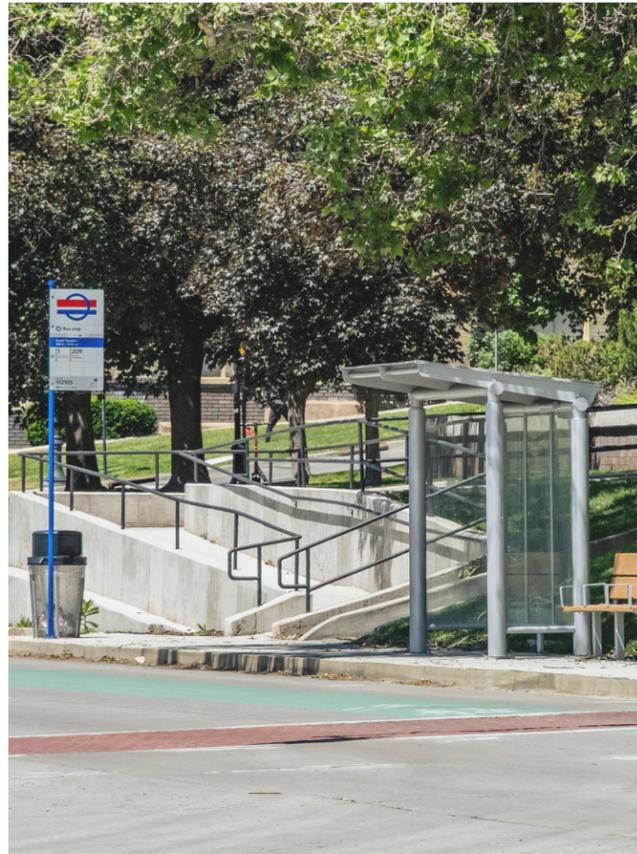
Most of the commercial zoning and uses are located near transit and bike routes. The lower Avenues are better connected than the upper Avenues because most of the commercial properties are located below 7th Avenue and the density is much higher.



Transit Connectivity Bike Routes

## TRANSIT CONNECTIVITY | TRANSIT ROUTES





## DENSITY + TRANSPORTATION



In the existing Avenues Plan the density breakdown in the future land use map is broken down as follows:

- Very low density – 1-4 units per acre
- Low density – 4-8 units per acre
- Medium density – 8-20 units per acre
- High density – over 20 units per acre

The map below highlights the existing density in the Avenues Plan in relation to transit routes and stops and bike routes.

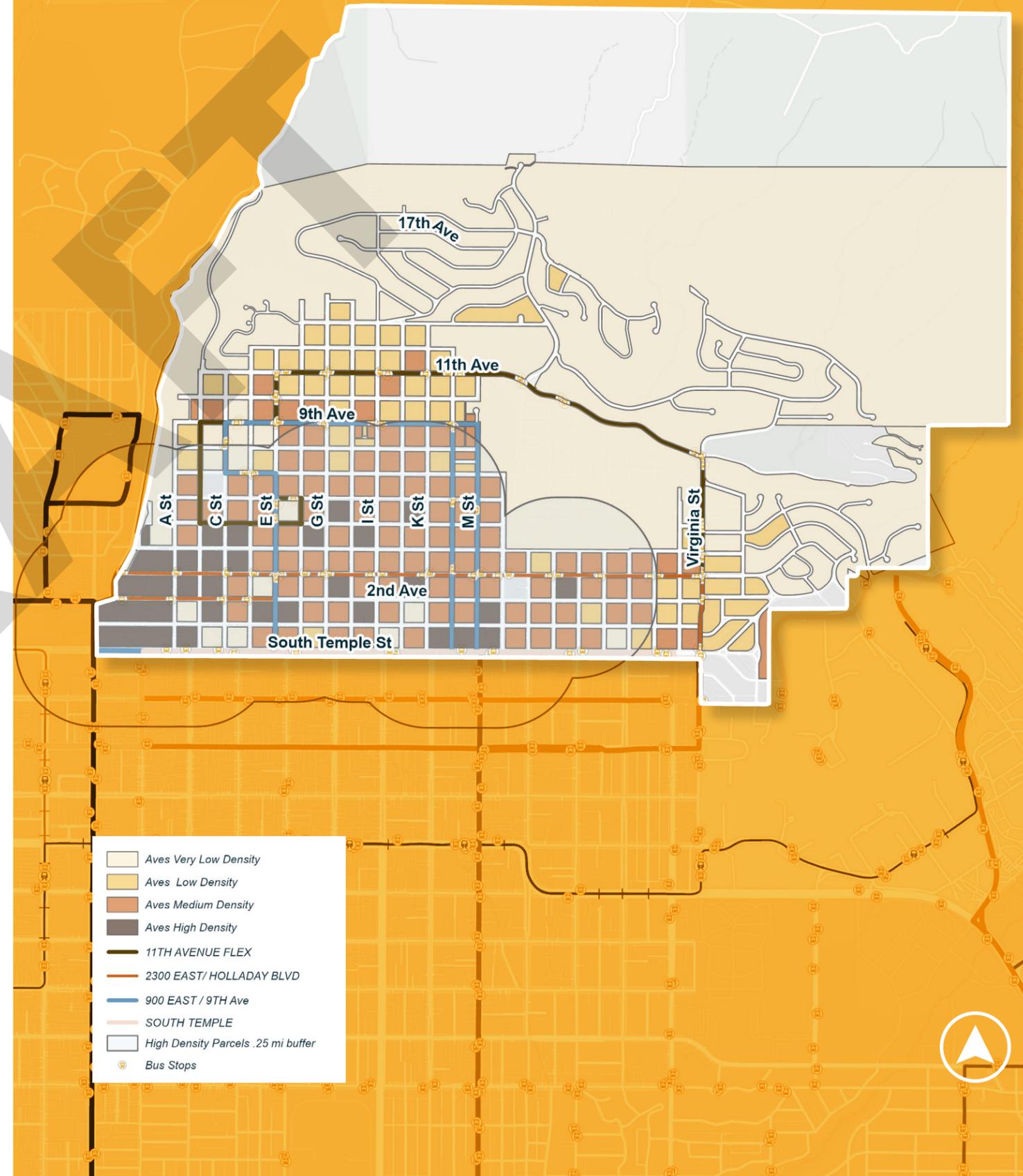
The buffer indicates .25 mi from existing high-density parcels and highlights transit and bike routes within that proximity. The higher density parcels are located in the Lower Avenues and have more access to transit.

## SIDEWALKS + ADA RAMPS



The majority of local streets within the Avenues neighborhood have sidewalks and ADA ramps on both sides of the roadway, with the exception of some street sections north of 11th Avenue. Sidewalks and ADA ramps are continuously evaluated by the Salt Lake City Engineering Department to ensure they are properly maintained and upgraded as needed.

### AVENUES DENSITY + TRANSIT





# 07

# PRESERVATION

*The Avenues Plan area includes three historic districts: the Avenues Historic District, City Creek Historic District, and a portion of the South Temple Historic District.*

Although the boundaries vary slightly, all of the properties within Local Historic Districts are also in National Historic Districts. This section examines the National and Local Historic District boundaries in the Avenues Plan area, and also notes individually listed sites.

## NATIONAL VS LOCAL HISTORIC DISTRICTS

### National Historic District

National Historic Districts are listed as resources in the National Register of Historic Places. Listing at the national level does not restrict what a property owner may do with a property, but does provide federal or state tax credits for a rehabilitation project. It does not protect historic properties from alteration or demolition.

### Local Historic District

Local Historic Districts are designated by the City to protect and maintain the historic character of neighborhoods. Exterior changes to a structure in a local district and proposed demolitions are subject to review.

The purpose of design review for exterior changes is to ensure that changes to historic properties are compatible with the site's historic architecture, and to retain the most significant, or "character-defining" elements of a property.

Design review, as well as demolition review, provide neighborhood stability in historic districts, since current and prospective property owners know that the distinctive architectural features of a particular neighborhood are protected over time.

## HISTORIC DISTRICTS



### AVENUES HISTORIC DISTRICT

- **Local Historic District Designation:** 1978
- **National Historic District Listing:** 1978

The Avenues Historic District is Salt Lake City's largest locally designated historic district, covering nearly 100 square blocks and featuring over 2,000 structures from the late 19th and early 20th centuries. It is recognized for its architectural diversity, with styles ranging from Queen Anne to Prairie Style. It is the most significant neighborhood in the state of Utah in documenting the range of residential architectural styles over a period of sixty years, beginning in the late 1860s.

Several significant public and commercial buildings remain in the district, including Rowland Hall-St. Marks School (Madeleine Choir School), the Danish Evangelical Lutheran Church, the Cathedral of the Madeleine, and the Twentieth and Twenty-seventh LDS Wards.

### CITY CREEK CANYON HISTORIC DISTRICT

- **Local Historic District Designation:** 2015
- **National Historic District Listing:** 1980

The City Creek Canyon Historic District is made up of park areas with a small residential section at its southern end. The parks and the homes document an important era of city growth and civic improvement. City Creek Canyon is significant as Salt Lake City's first park to take advantage of existing natural terrain. Defined by the edges of the shallow canyon that separates Capitol Hill

from the Avenues, the park embodies early efforts by city improvement groups—part of a broader national movement led by organizations like the American Civic Association, which promoted civic improvements and urban planning.

The district also includes Memory Grove, a significant commemorative space. Due to the canyon's strong geographic boundaries, a small group of residences is closely associated with the area and included in the historic district. These homes, replacing earlier structures, were built in architectural styles typical of the 1880–1920 period.

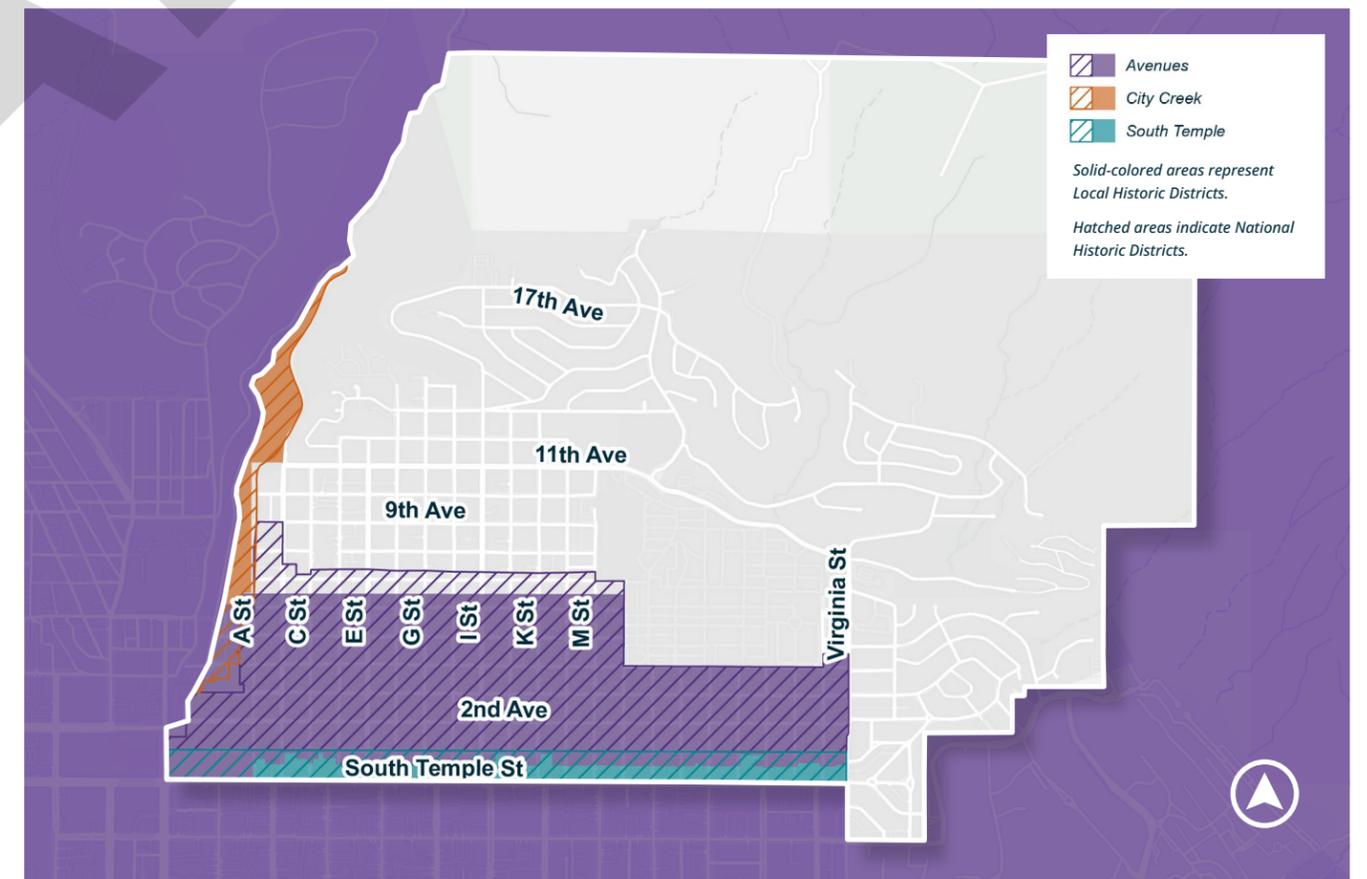
### SOUTH TEMPLE HISTORIC DISTRICT

- **Local Historic District Designation:** 1976
- **National Historic District Listing:** 1982

The north side of South Temple Street from A Street to Virginia Street falls within the Avenues Community Plan boundaries. South Temple was the first Local Historic District designated in Salt Lake City. South Temple is significant as Utah's first stately residential boulevard and remains a historic reminder of a bygone era.

Originally serving as the primary east-west route connecting Salt Lake City to Red Butte Canyon and Fort Douglas (established in 1862), South Temple later became home to many of Utah's most influential figures.

Today, the street continues to be a showcase of exceptional architecture, craftsmanship, and historic character. It was listed as one of the Great Streets in the country by the American Planning Association in 2007.



# HISTORIC RESOURCES

There are 45 individually listed historic structures (National, Local and both registers) located in the Avenues Community.



The following is a list of the individually listed sites in the Avenues Community Plan Area.

Property Name	Address	Designation
Centennial Home	307 North Virginia Street	National
Clark, Isaac C. and Dorothy S., House	1430 East Federal Way	National
Hall House (Nels G.)	1340 East 2nd Avenue	National
Landenberger House (John C & Mary)	58 North Virginia Street	National
Nelson-Beesley House	533 East 11th Avenue	National
Parrish, Lowell and Emily	701 N I Street	National
Rosenbaum, Edward and Harriet, House	1428 East Circle Way	National
Steiner American Building	505 East South Temple	National
Veterans Administration Hospital	401 East 12th Avenue	National
Beer, William F., Estate	181 North 'B' Street	National & Local
Cathedral of the Madeleine	331 East South Temple	National & Local
Culmer, William, House	33 North C Street	National & Local
Kearns, Thomas, Mansion and Carriage House	603 East South Temple	National & Local
Keith, David, Mansion and Carriage House	529 East South Temple	National & Local
Keyser, Malcolm and Elizabeth, House	381 East 11th Avenue	National & Local
Lyne, Walter C., House	1135 East South Temple	National & Local
McIntyre, William H., House & Carriage	259 East 7th Avenue	National & Local
Rowland Hall-St. Mark's School	205 East 1st Avenue	National & Local

Property Name	Address	Designation
Armstrong House (Wm. Francis) (Ellerbeck)	140 North B Street	Local
Armstrong, W.W., House	1177 East South Temple	Local
Barton House	157 North B Street	Local
Clayton House (Nephi B.)	140 East 2nd Avenue	Local
Cobbleknoll	207 East 4th Avenue	Local
Danish Evangelical Lutheran Church	387 East 1st Avenue	Local
Darling House (Elmer E.)	1007 East 1st Avenue	Local
Ellis House (Adrian C.)	607 East 2nd Avenue	Local
Evans House (John A.)	174 North B Street	Local
Evans House (Morris R.)	701 East South Temple	Local
Fife House (William E.)	667 East South Temple	Local
First Presbyterian Church	371 East South Temple	Local
Glendenning House (James)	617 East South Temple	Local
Godbe House (Anthony H.)	943 East South Temple	Local
Grant-Walker House	1205 East South Temple	Local
Hatfield-Lynch House	1167 East South Temple	Local
Murdoch House (David Lennox)	73 North G Street	Local
Savage House (Charles R.)	80 North D Street	Local
Scheid House (Karl A.)	1127 East South Temple	Local
Sherman-Jackling House	731 East South Temple	Local
Spry House (William)	128 North I Street	Local
Taylor-Pendelton House	1203 East 3rd Avenue	Local
Terry House (Louis L.)	1229 East South Temple	Local
Town Club	1081 East South Temple	Local
Tripp House (Alonzo E.)	328 North G Street	Local
Wall House (Enos A.)	411 East South Temple	Local
Young, Brigham, Cemetery (Mormon Pioneer Memorial Monument)	140 E 1st Avenue	Local

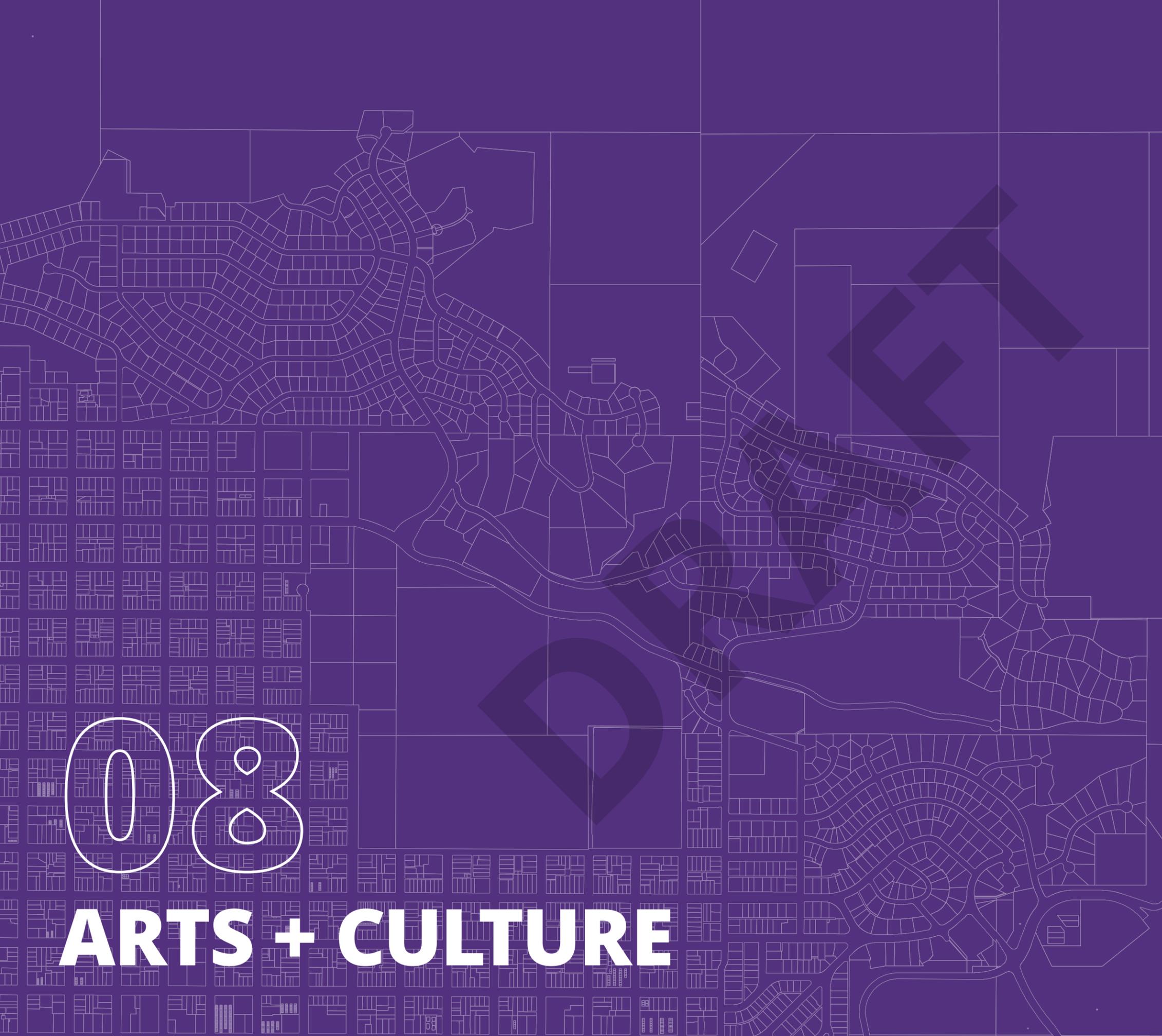
## HISTORIC TAX CREDITS

Historic Tax Credits are available to owners who rehabilitate eligible buildings listed on the National Register of Historic Places. More information about historic tax credits can be found on the Utah State Historic Preservation Office website.

The Utah State Historic Preservation Tax Credit Program provides a 20% state income tax credit for the rehabilitation of historic buildings used as

owner-occupied residences or residential rentals. The Federal Investment Tax Credit Program offers a 20% non-refundable federal income tax credit for the rehabilitation of income-producing historic buildings, including those used for commercial or residential rental purposes.

From 1988 to 2024, the Avenues community has seen 743 historic tax credit projects, resulting in a combined total of \$10.45 million in tax credits.



08

# ARTS + CULTURE

# ART



*The Avenues is home to several longstanding art galleries and creative community events, each showcasing a diverse range of artistic talent.*

## AVENUES OPEN STUDIOS

This initiative brings together Avenues based artists of all mediums and skill levels, offering the community an intimate opportunity to engage with local creators.

In 2024, the 10th anniversary tour featured 32 talented artists and included a complimentary hop-on, hop-off shuttle bus, making it easy for attendees to visit each artist's studio along the tour route.



Avenues Open Studios

# SLC ARTS COUNCIL + PUBLIC ART PROGRAM



*Salt Lake City Arts Council, founded in the late 1970's, was created to ensure that the community established a local arts organization to provide public programming and support for the arts.*

The mission of the Arts Council is to promote, present, and support artists, arts organizations, and arts activities in order to further the development of the arts community and to benefit the public by expanding awareness, access, and participation.

The Arts Council manages the Salt Lake City Public Art Program. Recognizing the social and economic benefits realized through an aesthetic experience in public spaces, the public art program's purpose is to add high quality, site-specific artists' work to the natural and built environments.

Salt Lake City's growing public art collection includes over 130 permanent artworks, in various mediums, in parks and City buildings, skate parks, recreation centers, sidewalks, city streets and plazas in all seven of the City's Council Districts.

## PUBLIC ART PROJECTS IN THE AVENUES

### HIGH WATER (POPPERTON PARK - 1400 POPPERTON PARK WAY), ARTIST: DAY CHRISTENSEN

Lake Bonneville was a prehistoric pluvial lake that covered much of North America's Great Basin region. Several levels of the old shorelines are still visible above Salt Lake City, along the Wasatch Front. The appearance of the shorelines is that of a shelf or bench protruding from the mountainside, well above the valley floor.

Christensen's sculpture is integrated with the park landscape and highlights the rolling topography of the park. The poles range from 29 to 12 feet tall as they curve over the crest of the hill.

They all terminate at the same height level, creating an implied horizontal line reflecting the lake surface that once covered the entire valley that stretches below Popperton Park.



High Water (Popperton Park)



Fire Station 4

**UNTITLED  
(FIRE STATION 4 – 830 E 11TH AVE.)  
ARTIST: WILLIAM R. LITTIG**

This series of etched glass panels arches over the equipment bay and the front door of the fire station. The etched pattern represents the grid of the city that firefighters travel in the course of their jobs.

**FOOTHILL TRAILHEADS:  
BIKE RACK MURALS**

10 bike rack murals painted by local Salt Lake City artists will soon be featured at two foothill trailheads: Six of the bike rack murals will be located at Bonneville Boulevard Trailhead and four at Popperton Park Trailhead.

This project aims to produce both aesthetic and functional art that recognizes the importance of Salt Lake City's foothills as an invaluable ecological site. Installation of the bike rack murals is tentatively scheduled summer 2025.

**Artists:**

- Elizabeth Carrington
- Eric Fairclough
- Valerie Jar
- Xander Brickey
- Caro Nilsson
- Bill Luis
- Sri Whipple
- Brooklyn Ottens
- Chuck Berrett
- Evan Jed Memmott.

All bike rack mural designs incorporate a sego lily cutout in the tires of the bike rack designed by Derek Ballard.

## COMMUNITY EVENTS



*The Avenues fosters a strong sense of community through annual community events that bring neighbors together, celebrate local talent, and enrich the area's cultural life.*

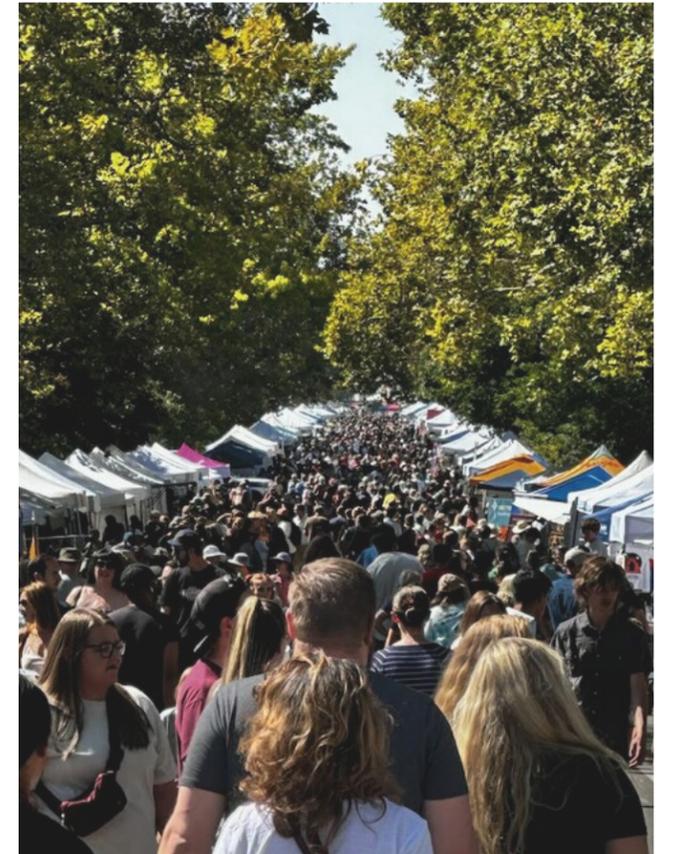
The Greater Avenues Community Council (GACC) organizes and hosts two signature events, the Avenues Street Fair and Holiday Concerts.

### AVENUES STREET FAIR

An annual tradition, the Avenues Street Fair will celebrate its 50th anniversary in 2025. This free, vibrant event showcases live performances, local vendors, and food. The street fair traces its roots to the mid-1970s when a group of homeowners formed the Avenues Restoration Association, hosting house tours, antique sales, tool-sharing events, and lawn gatherings.

Each year a local artist is selected to design the official street fair T-shirt. The first official street fair T-shirt featured an artistic nod to Michelangelo's Creation of Adam, with "God's finger" reaching toward the Avenues.

Today, a local artist is selected each year to design a new theme, continuing the tradition of celebrating the community's creative spirit.



Avenues Street Fair

### HOLIDAY CONCERTS

The Salt Lake Avenues Community Choir, established in 2014 and a committee of the GACC, organizes annual holiday concerts, fostering community engagement through musical performances.

The choir was honored with the Governor's Mansion Artist Award in 2020 for its community-enriching performances. Comprised of dedicated volunteers, this non-denominational ensemble champions inclusivity and unity through its musical events.

Reflecting its community impact, the choir's ongoing success is a tribute to the collective effort and vision that continue to resonate within the Avenues Community.

## CULTURAL ATTRACTIONS



*The Avenues is home to a diverse array of cultural spaces that reflect the history and heritage of Salt Lake City. These spaces serve as places for reflection, connection, and remembrance, while continuing to shape the cultural landscape of the area.*

Below are just a few of the cultural attractions in the community.

### SALT LAKE CITY CEMETERY

Situated between “N” and “U” Streets and 4th and 11th Avenues, the Salt Lake City Cemetery spans approximately 122 acres and features 9.5 miles of roads, making it the largest municipally owned cemetery in the country.

With its first burial taking place in 1848, it is the oldest cemetery in Utah. The cemetery serves as the burial site for many notable community, civic, and religious leaders, as well as infamous figures, offering a window into Salt Lake City’s rich and complex history. Cemetery records represent a sample of the diverse ethnic and cultural heritage of Utah’s population over time.

Designed as part of the 19th-century rural cemetery movement, the Salt Lake City Cemetery was created with a park-like landscape, embodying the era’s vision of cemeteries as public spaces for reflection and recreation. This movement played a key role in the development of America’s first public parks, and the cemetery remains a cherished green space in that tradition.



SLC Cemetery

The cemetery boasts a diverse collection of trees, including flowering trees like redbuds and mimosas, as well as larger deciduous trees like maples, elms, and oaks, and conifers like spruces, pines, and cedars.

The cemetery is also a habitat for wildlife—raptors, songbirds, deer, squirrels, chipmunks, and even the occasional mountain lion can be spotted.

The Salt Lake City Cemetery serves as a place of peaceful reflection, community engagement, and historical learning.

### MEMORY GROVE

Located at the mouth of City Creek Canyon, Memory Grove—originally known as Memorial Park—was dedicated in 1924 as a tribute to America’s fallen military personnel.

Over the past century, the park has evolved with contributions from private, civic, fraternal, military, and political organizations, reflecting Utah’s evolving values and participation in global events.

Salt Lake City first acquired the land in 1902, recognizing its potential as a recreational space. However, significant improvements were not made until the 1920s, when the women of the Service Star Legion petitioned the city to designate the area as a memorial for fallen soldiers.

Their advocacy led to the park’s dedication and the first of many contributions, including trees and monuments honoring those who served.

### MONUMENTS AND MEMORIALS INCLUDE:

- **The Pagoda (World War I Memorial, 1924):** The park’s first memorial, this classical marble pavilion was designed by architect Slack Winburn. Built with Vermont marble from the same quarry as the Lincoln Memorial, its eight Doric columns support a circular entablature, creating a timeless tribute to World War I veterans.
- **Harbor of Beauty:** A reflective pond located near the Pagoda, dedicated to the memory of fallen American sailors

- **145th Field Artillery Monument (1927):** This tall gray granite structure with a circular bench features a bas-relief sculpture of seventeen horses and six men pulling field artillery, commemorating the sacrifices of World War I soldiers.
- **Meditation Chapel (1948):** Built by Ross and Hazel Beason in memory of their son and other Utahns who perished in World War II, this Greek temple-style chapel is crafted from Georgian marble, featuring a copper roof and sculpted bronze doors. Surrounding the chapel, engraved markers bear the names of soldiers whose remains were never recovered, offering a solemn tribute to their ultimate sacrifice.
- **Korean War Wall of Honor (2022):** A new addition to the memorial which includes the names of 36,574 American servicemen and 7,114 members of the Korean Augmentation to the United States Army (KTUSA) who gave their lives defending the people of South Korea.



Meditation Chapel

## CATHEDRAL OF THE MADELEINE

The Cathedral of the Madeleine, found at 331 E South Temple, is one of the oldest and most striking examples of Gothic Revival architecture in the western United States.

Completed in 1909, its intricate murals, stained glass windows, and elaborate interior make it a cultural and artistic treasure. For over a century, the cathedral has served as a gathering place for Catholics, immigrants, and religious minorities, reflecting the diversity of faiths that have shaped Salt Lake City's history. Notably, it is the only cathedral in the U.S. under the patronage of St. Mary Magdalene, underscoring the city's Catholic heritage.

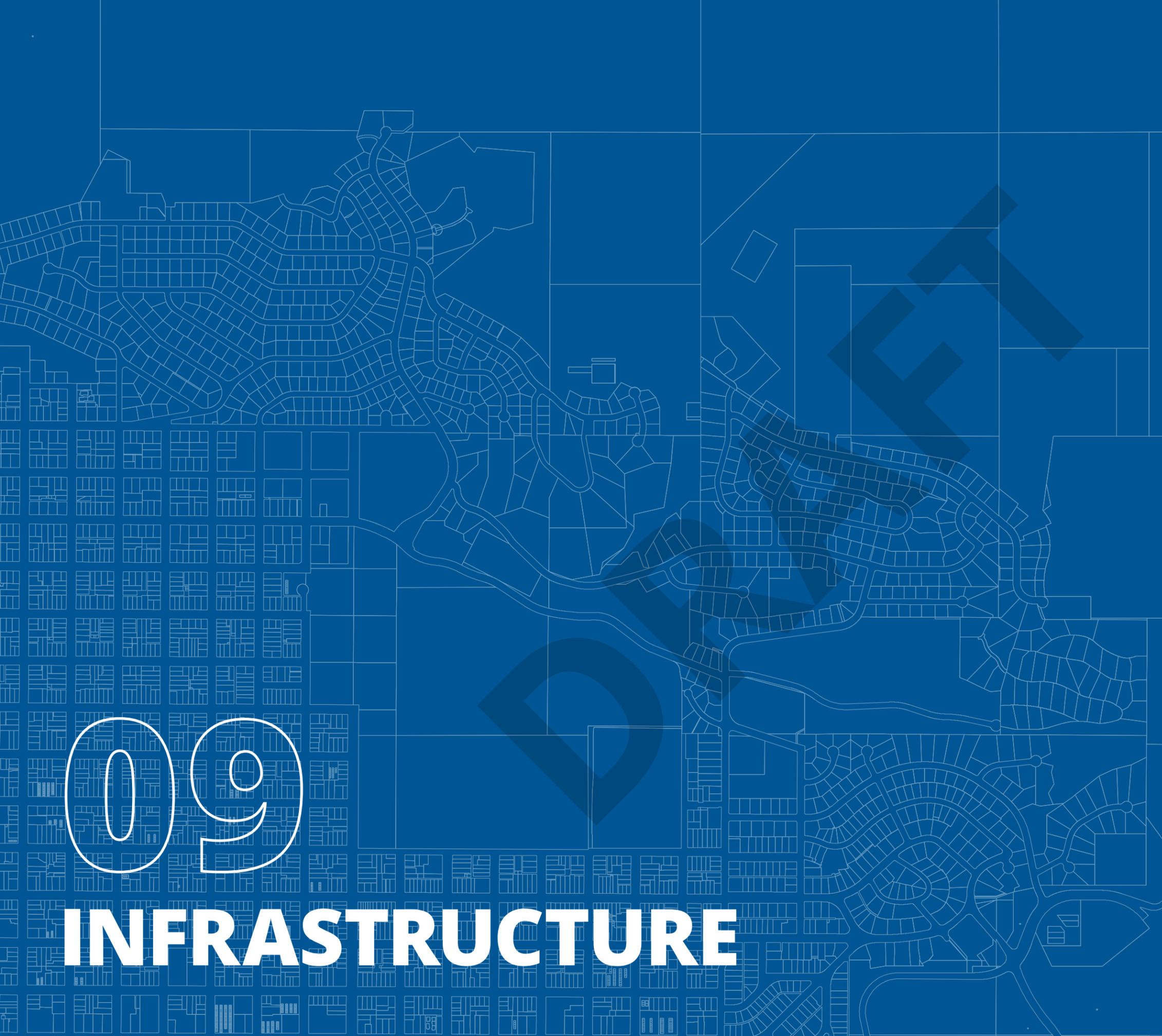
Beyond its religious significance, the cathedral is a center for music and the arts. It is home to the renowned Madeleine Choir School, which trains one of the finest Catholic choirs in the country.

The cathedral regularly hosts free public concerts, including performances by the Utah Symphony and visiting musicians, and its Madeleine Festival of the Arts & Humanities showcases music, dance, and lectures, enriching the city's vibrant arts scene.

As a hub for multicultural gatherings, interfaith services, and public celebrations, the cathedral plays a key role in events such as Christmas Midnight Mass and Easter services, which draw attendees from all faiths. It also supports outreach programs that provide aid to the homeless and underserved communities in Salt Lake City.

With its deep historical roots and ongoing contributions to culture, the Cathedral of the Madeleine continues to be a beacon of artistic expression in the city.





09

# INFRASTRUCTURE

*Public utilities provide essential basic services that support daily life. Water, sewer, and stormwater systems ensure City residents have access to clean drinking water and a safe and healthy environment.*

*These systems are critical for public health, economic development, and overall quality of life. Without efficient and accessible public utilities, Salt Lake City would struggle to meet the needs of its rapidly growing population.*

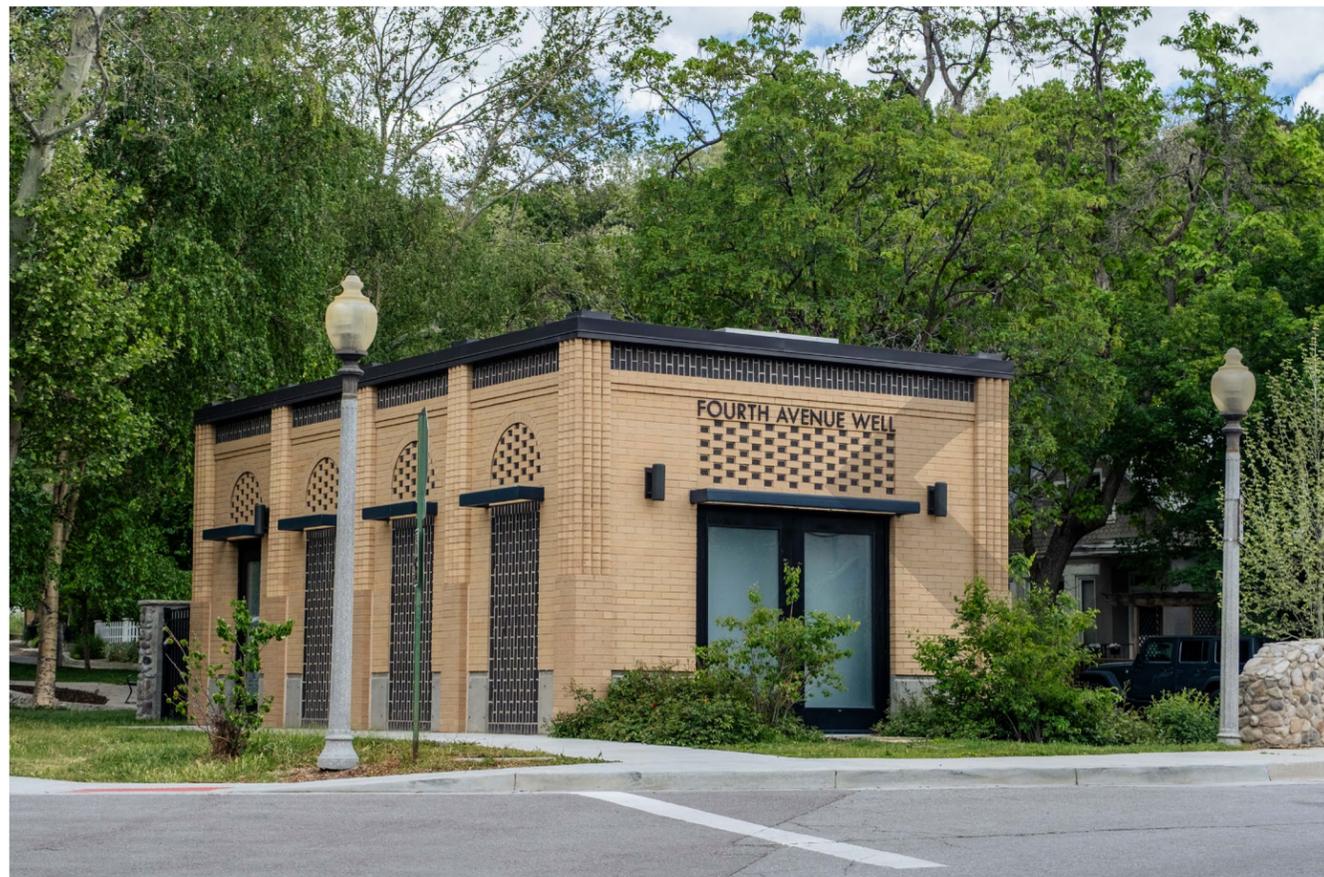
# INFRASTRUCTURE



*Infrastructure can have a variety of impacts on existing and future development because new development relies on connectivity to existing systems.*

Growth may place greater demands on water, sewer, and storm drain systems, which could exceed the capacity of the existing infrastructure.

Property owners and developers are required to upgrade the off-site public utilities to ensure sufficient capacity for the new development, and developers must consider the financial impact resulting from required off-site utility improvements, which have the potential to increase overall construction costs. Identifying any gaps or barriers can assist with the development of long-term project planning, budget decisions, and large policy decisions of the city.



Fourth Avenue Well

# WATER



*The Salt Lake City Department of Public Utilities owns and operates three surface water treatments plants - one of which is located in City Creek Canyon.*

*The Avenues has adequate infrastructure to serve its current water needs, however, upgrades to existing systems may be needed to accommodate new growth and additional density.*

The public water system is continuously analyzed to ensure it can meet the specific demand needs (culinary water demand, fire sprinkler demand, and required fire hydrant demand) of any development in the study area. Additionally, each new development that is proposed must be analyzed on a case-by-case basis to ensure it can meet the specific demand needs for its water systems.

This analysis determines if the current system capacity is adequate or if the developer will need to install upgrades to the existing system. The standard water main size is 12" in commercial areas. Any water mains smaller than 12" in the study area may be subject to up-size requirements. Per State Law, all fire hydrants must be served by public water mains 8" in size or greater.

This sizing requirement should be considered for any areas that require new or relocated fire hydrants, in addition to the base analysis of the system's capabilities noted above. Any new development that requires new or relocated fire hydrants must comply with this requirement and update the existing water main if needed.

## MAJOR PROJECTS

### CITY CREEK WATER TREATMENT PLANT

The City Creek Water Treatment Plant was the first municipal water treatment plant built in the State of Utah. The plant has been an integral component of Salt Lake City drinking water supply since 1955.

Due to aging infrastructure and mechanical inefficiencies, the City Creek Water Treatment Plant is being updated to increase the efficiency, resiliency, and reliability of this water treatment plant.

**FEMA has awarded Salt Lake City with a \$36.7 million grant to help construct upgrades to this facility, which are currently underway and planned to be finished by 2027.**

## SEWER



The Public Utilities Department analyses the proposed sewer flow for all new development proposals and determines whether the existing sewer system requires upsizing.

Sewer mains are required to be upgraded when they reach 75% capacity. All new development or land use intensification impacts the existing capacity of the sewer system. This applies to all work within the entire sewer shed that contributes to each sewer line, not just development along the immediate vicinity of each sewer main.

## STORM DRAIN



Where public storm drain is available, the existing system is sized to support a discharge of .2 cfs/acre.

New development in areas where there isn't access to a public storm drain will be required to extend the existing system to provide service. The Public Utilities Department analyzes each new development proposal to verify the nearby utility systems are sufficient or if upgrades are needed.

## POWER GRID

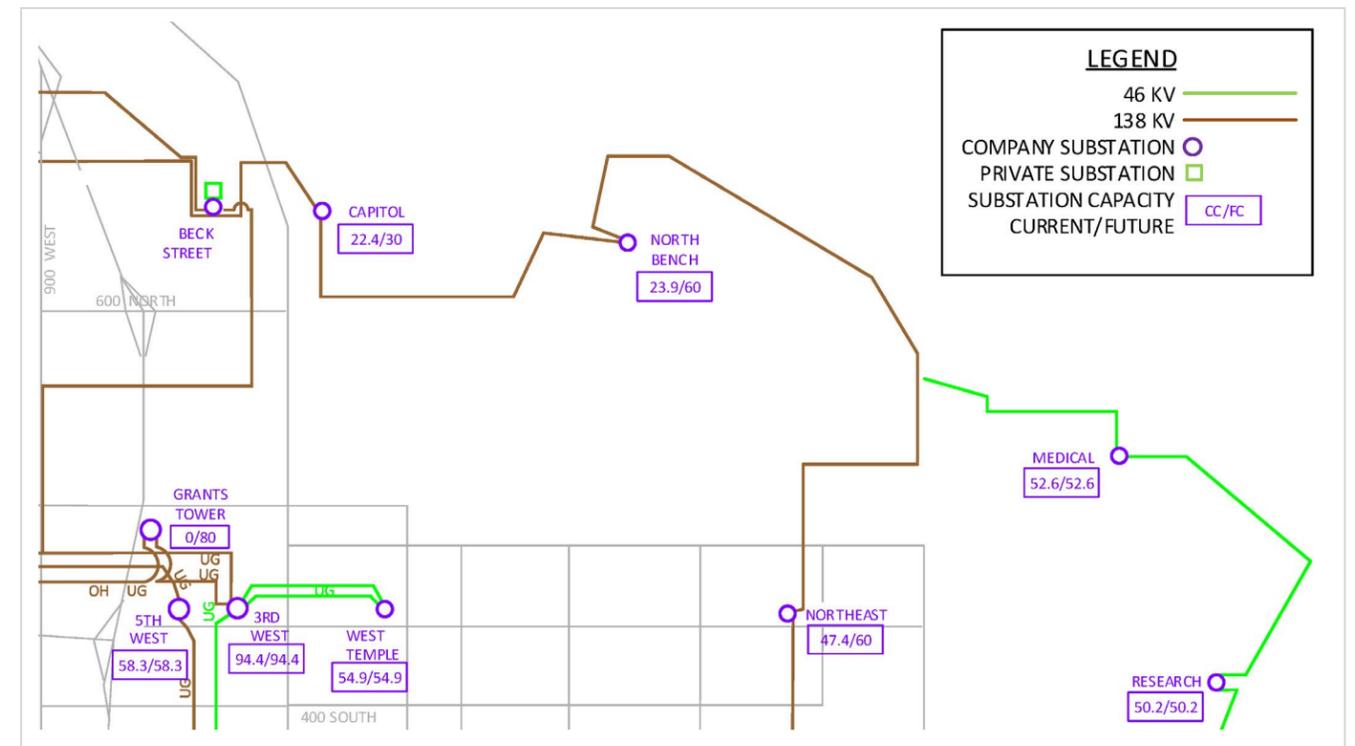


Rocky Mountain Power (RMP) has indicated that current and future planned capacity increases will be sufficient to serve the Avenues community. There is one existing substation in the Avenues community at approximately 14th Avenue and G St.

The map below depicts the high voltage power lines network throughout the Avenues neighborhood to and from this substation.

RMP doesn't typically master plan its distribution network (lower voltage systems that are fed by higher voltage systems), because it's highly dependent on individual requests for new service.

Any economic development request or new customer request triggers a study for capacity and the required improvements that will be needed to serve the specific request. However, as stated above, RMP has the ability to serve this community based on normal, historic growth patterns.



Northeast Salt Lake Area Transmission & Substation Plan

## MAJOR PROJECTS

### FOOTHILLS WILDFIRE MITIGATION

Rocky Mountain Power, in conjunction with the US Fire Administration, is in the process of updating power transmission equipment and poles in the Avenue's foothill area to minimize the risk of wildfire.

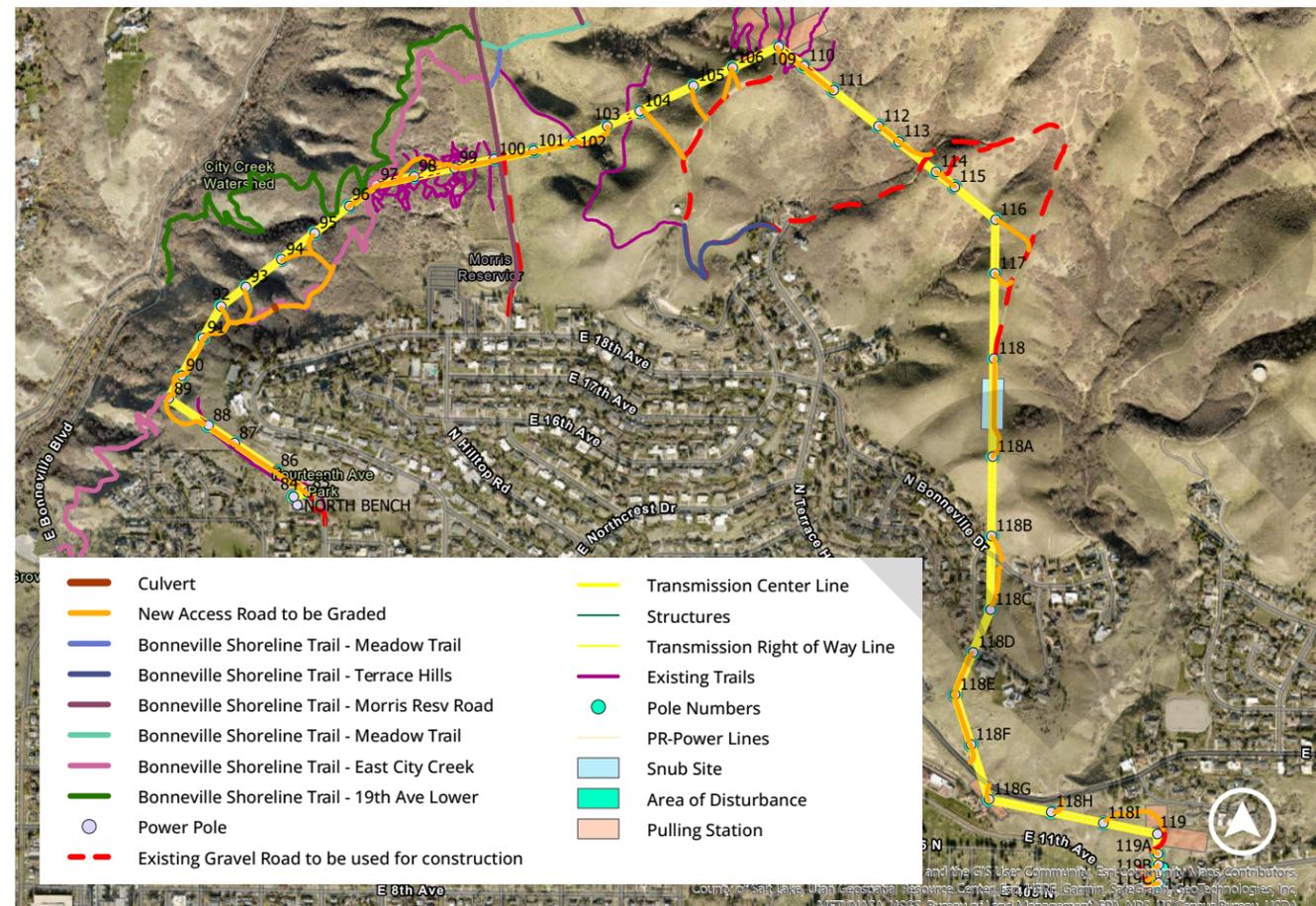
Existing flammable wooden poles, which can more easily topple during windstorms, are being replaced with fire resistant poles.

The primary focus of this project is the Transmission Project 46 Kilovolt Line Rebuild, which involves replacing aging, wooden 46-kilovolt poles with modern 138-kilovolt steel structures from City Creek to the Bonneville Trail Shoreline and continuing to Popperton Park.

The new lines include optical ground wire, which provides a fiber optic communication path between substations, ensuring that far less energy is released to the ground in the event a power pole topples. The upgrade reduces the likelihood that power lines will be an ignition source that causes a wildfire.

Most of the project work was finished by the end of January 2025. However, the next phase of the project is ongoing – which includes restoration efforts, such as reseeded, restoring trails, and addressing any environmental impacts.

Rocky Mountain Power will continue to collaborate with the Salt Lake City Public Utilities and Public Lands Departments to monitor and address any areas requiring additional attention to ensure the project's long-term success and minimal impact to the community.



Foothills Project Map

## STREETLIGHTS



*Street and pedestrian lighting plays a key role in how people experience the city in which they live, work, and play. Lighting helps drivers and pedestrians understand the streetscape through visual cues and heightened awareness of their environment.*

Providing good visibility with lighting increases comfort levels and encourages use of public streets and spaces. The [Salt Lake City Street Lighting Master Plan](#) identifies the citywide design and implementation strategies for public street lighting.

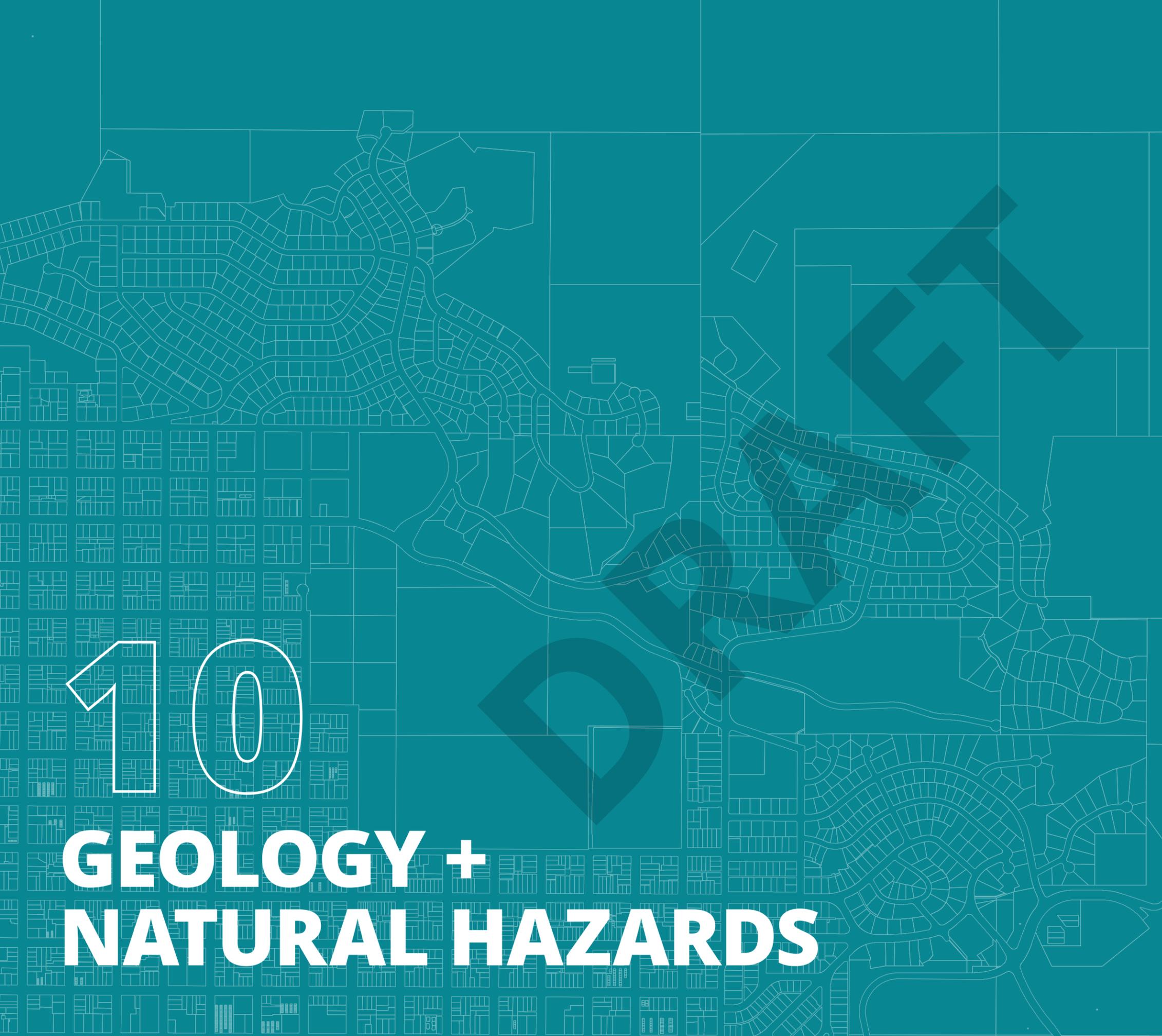
The Avenues has a robust street light system, with lights that are both publicly and privately owned. Certain areas of the city have decorative lighting that is intended to match the character of a neighborhood – like the Federal Heights area in the Avenues Community.

In these areas, the property owners agree to pay for new or replacement lighting, along with additional fees for operating costs and maintenance. In addition to this, Salt Lake City has a Private Lighting program which allows city residents to purchase, install, and maintain streetlights on their blocks, to supplement the existing lighting system.

The program is designed to allow city residents to choose the poles and luminaries that are installed, while still ensuring sufficient lighting is provided. Each city block is required to have at least 6 lights, including at least one at each intersection. The majority of blocks within the Avenues have at least one light per intersection, with additional privately owned lights scattered throughout the neighborhood.



Street Light



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# GEOLOGY + NATURAL HAZARDS

*The Avenues Community sits at the base of Salt Lake City's northernmost foothills. The continuous slope northward culminating at the prehistoric Lake Bonneville shorelines, accounts for approximately 1,935 feet of elevation gain.*

*This ancient water feature shaped the Avenues Community geological and natural hazards present today.*

# AQUIFER RECHARGE

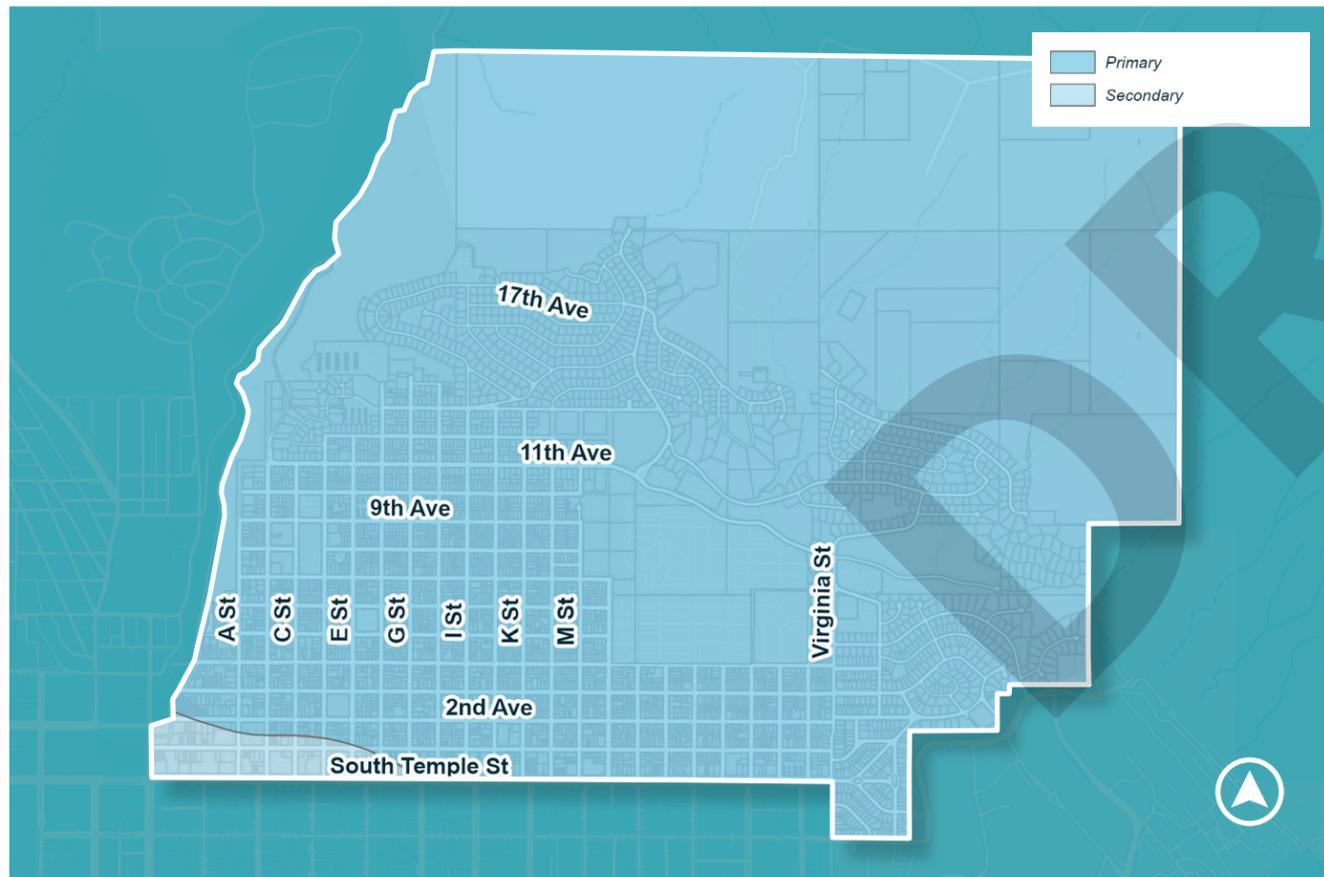


Most of the Avenues Community is in what is called an 'Aquifer Recharge' areas. A recharge area is where the surface water is expected to flow through the soil and into underground aquifers.

Recharge is essential for maintaining groundwater levels and ensuring a reliable water supply for both urban and agricultural uses. Recharge areas

are further divided into 'Primary' and 'Secondary' Recharge areas. Primary recharge areas are generally located along adjacent mountain fronts and extend into valleys at the mouths of major drainages, and secondary recharge areas are located on the benches and uplands of valleys. Understanding the location of aquifer recharge areas is important for determining if ground water protections are needed.

In Salt Lake City, there are Groundwater Source Protection regulations for both primary and secondary discharge areas. These regulations establish criteria for the storage, handling, and use of potential groundwater contaminants. For example, septic tanks are prohibited within primary recharge areas. Almost the entire Avenues Plan area is within the primary aquifer recharge area. The only location of the secondary recharge is towards the south/west portion of the community, near to South Temple.



Aquifer Recharge Areas

# STREAMS + FLOOD MAPS

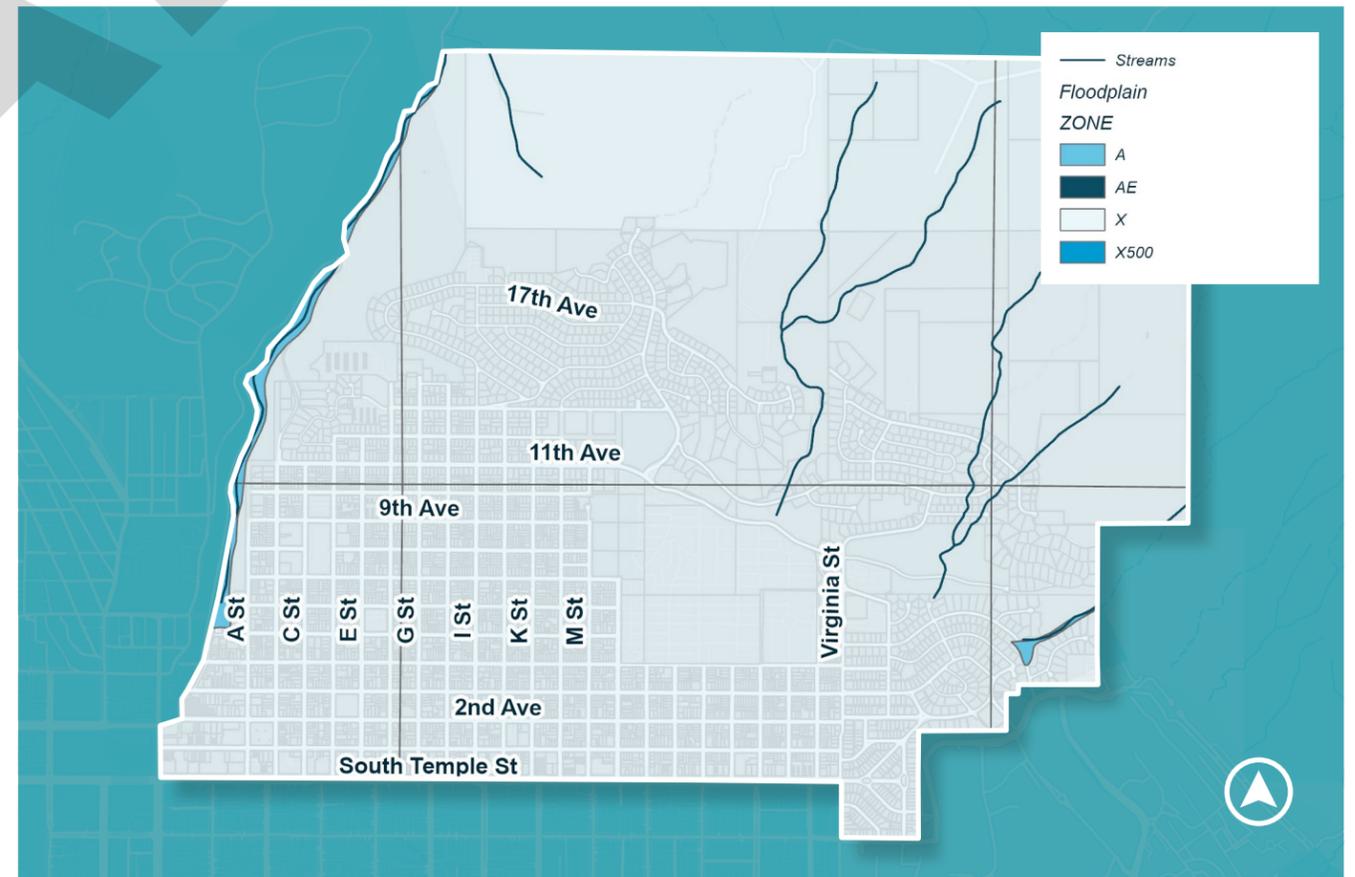


The entirety of the Avenues Community is within the flood plain X zone.

This area is described as having moderate flood hazards, with 0.2% annual chance of flood – or within the 500-year flood zone. The flood plain A zone is generally located along City Creek. The flood plain A zone has a 1% annual chance of flood and is considered to be in the 100-year flood zone.

The four streams shown on the community map are considered ephemeral streams, meaning they are active immediately after a rain or snow event.

Towards the easternmost portion of the community is a stream labeled Dry Creek. Dry Creek is an intermittent stream, in which water flows only during certain times of the year. The only perennial creek in the Avenues Community boundary is City Creek, which flows year-round.



Streams + Floodplain

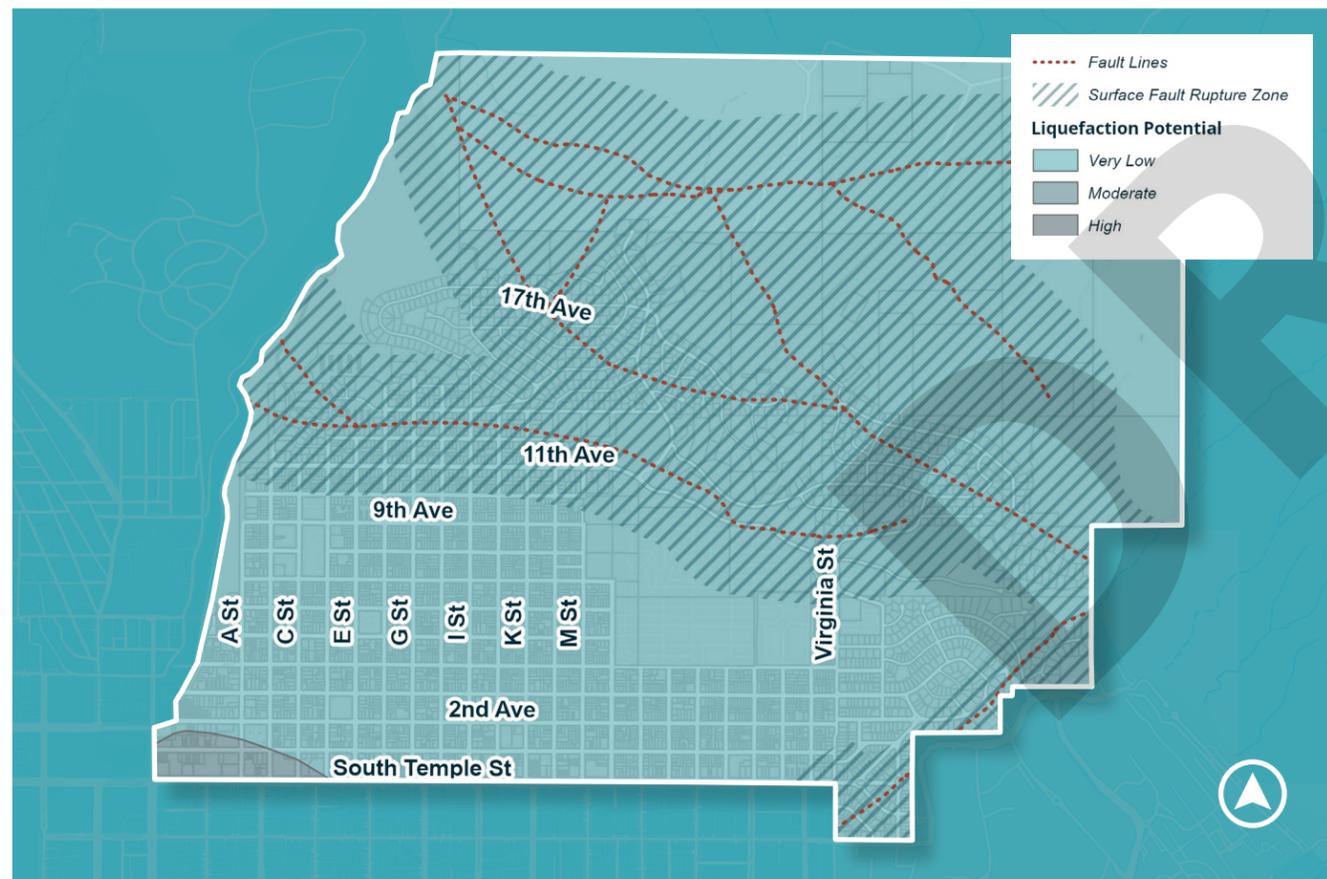
## FAULT LINES + LIQUEFACTION



Surface Fault Rupture Zone and Fault Line Buffer 500 ft

A number of different faults have been found and are consistently measured in the Avenues Community. Most of the fault lines run north-west or south and are all classified as Class A faults, meaning the fault was found to be tectonic in origin. The faults are labeled East Bench, Foothill, and Virginia Street. Each fault line is shown with a buffer area which represents the surface fault rupture zone, or the area with a higher occurrence of ground break at the surface due to the movement of a fault deep under the earth's surface.

The Avenues Community generally has very low liquefaction potential, with the exception of the south-west portion of the community which has moderate liquefaction potential. Liquefaction may occur when water-saturated sandy soils are subjected to earthquake ground shaking. This may cause buildings to sink and crumble, slope failures, and ground to shift resulting in surface cracking and subsidence.



Fault lines + Liquefaction

## WILDFIRE URBAN INTERFACE MAPS

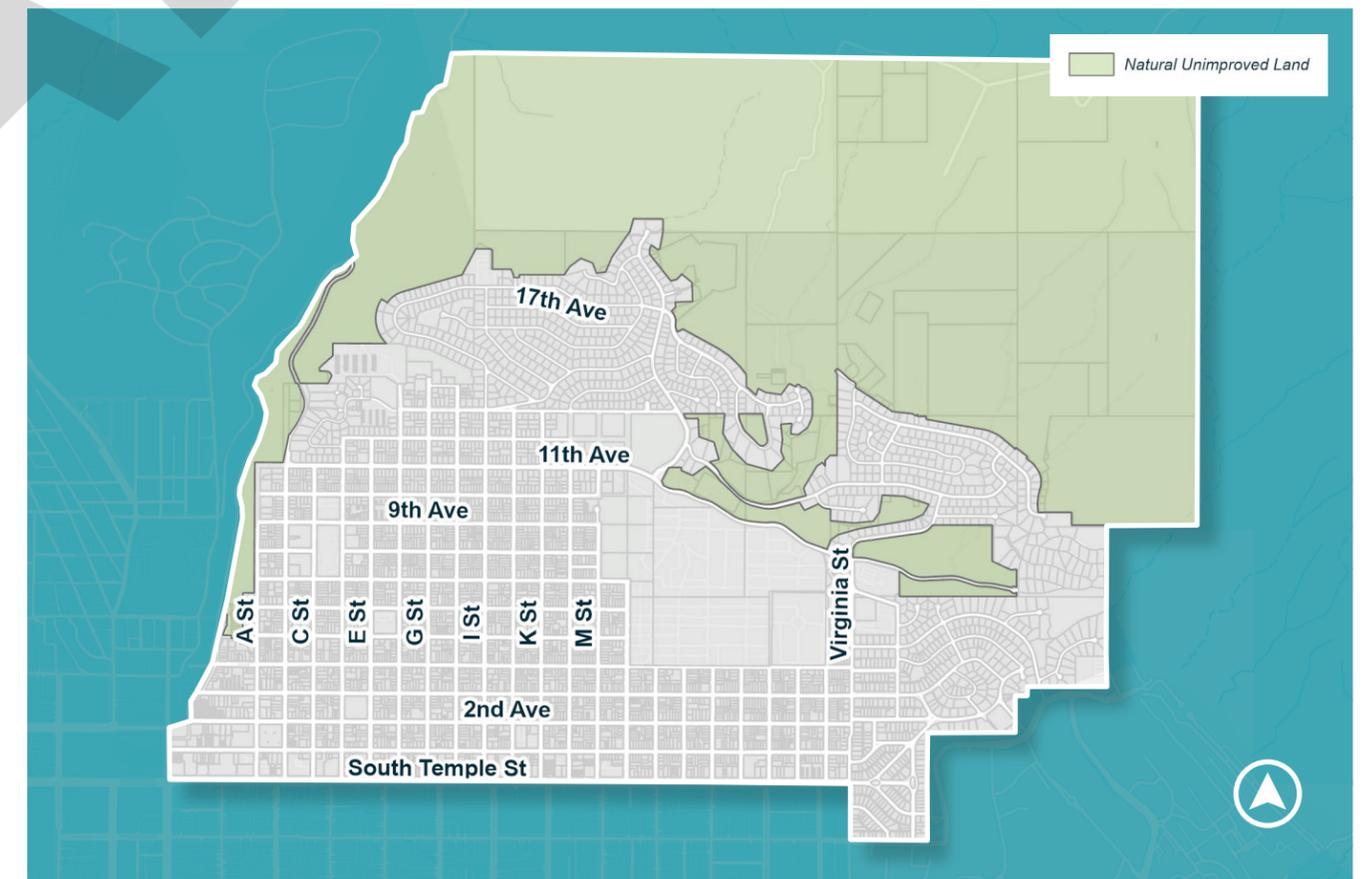


The wildfire urban interface highlights the focal area where human-environmental conflicts may occur.

These areas highlight where houses meet or intermingle with undeveloped wildland vegetation creating conflicts between urban areas and wildfires.

Along and near the foothills of the Avenues Community lies the focal area of the impacts of wildfire on urban environments. It is recommended that development is limited in these areas and that additional development regulations are used such as fire-resistant building materials, additional fire access, landscaping restrictions, and greater building setbacks and separation.

The city is currently in the process of mapping the wildfire urban interface where the appropriate development regulations would be applied.



Source: Salt Lake City Zoning Map, 2025.

Natural Unimproved Land



# 11

# PLAN AUDITS

*Since the adoption of the Avenues Community Plan in 1987, Salt Lake City's policies and goals have shifted in response to changing needs.*

This section compares the existing plan with recent citywide plans to identify areas for alignment and improvement to better support Salt Lake City's vision.

The Avenues Community Plan, now nearly 40 years old, reflects the community's vision and priorities at the time of its adoption. However, since then, Salt Lake City's goals, policies, and priorities have evolved to address new challenges and opportunities.

This section evaluates how the existing plan aligns with recently adopted citywide plans, highlighting areas of consistency as well as potential gaps. This analysis will help determine what updates may be needed to ensure the Avenues Community supports broader goals for Salt Lake City's future.

The following sections assess the Avenues Community Plan in relation to key citywide plans and initiatives: Plan Salt Lake, Housing SLC, Thriving in Place and Growing Water Smart.

# PLAN SALT LAKE

ADOPTED IN 2015



*Plan Salt Lake, adopted in 2015, sets a citywide vision for Salt Lake City through 2040. It considers where the city is currently, where it aims to go, and establishes a framework for decision-making to achieve these goals.*

At the heart of the Vision is enhancing the quality of life for both current and future generations. Built on existing policies and extensive public input, the Plan is structured around thirteen Guiding Principles—each with specific Initiatives, targets, and metrics for measuring success over time.

Plan Salt Lake serves as the foundation for ensuring that future neighborhood, community, and element plans align with and contribute to the collective city vision.

## 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 throughout the City, providing the basic human need for safety and responding to changing demographics.

## Plan Salt Lake 2040 Targets

- Community Amenities (Parks, Natural Lands, Libraries, Schools, Recreations Centers) Located within ¼ Mile Walking Distance of Every Household
- Safe Neighborhoods – Reduction in Crime

- Increase Salt Lake City's Share of the population along the Wasatch Front

- Increase diversity of housing types
- Decrease % of income spent on housing for cost-burdened households

## Avenues Community Plan Comparison Summary

The Avenues Plan includes specific goals for preserving the residential character and land use patterns in the neighborhood. The plan includes beautification recommendations to reinforce neighborhood character and identify. The plan promotes accessible neighborhood parks and open space amenities. Generally, the Avenues Plan aligns with the Neighborhoods guiding principle, however, when it comes to encouraging and supporting neighborhood business districts, the plan falls short.

The Avenues Plan aligns with Plan Salt Lake's guiding principle to promote responsible growth, with goals to preserve the city's natural mountainous backdrop, and devise a growth management program that includes strategies to help protect the foothills from urban encroachment. The current Avenues plan provides little opportunity for growth.

The Avenues Plan lacks support for diversifying housing, and recommendations and strategies in the plan, such as increasing lot size and open space requirements for duplexes, limit opportunities for increasing housing options and do not align with the housing goals of Plan Salt Lake. Although the residential zoning is largely very low to low density, the plan does not support zoning changes to accommodate multiple-family dwellings, stating there is ample zoning to accommodate multiple-family dwelling needs for the foreseeable future. Additionally, the plan lacks a comprehensive approach to address affordability for all income levels.

Plan Salt Lake Guiding Principles	Plan Salt Lake 2040 Targets	Avenues Community Plan Comparison Summary
<p><b>4/ Transportation &amp; Mobility</b></p> <p>A transportation and mobility network that is safe, accessible, reliable, affordable, and sustainable, providing real choices and connecting people with places.</p>	<ul style="list-style-type: none"> <li>Public transit within 1/4 mile of all homes</li> <li>Reduce single occupancy auto trips</li> <li>Decrease pedestrian, bike and auto accidents</li> </ul>	<p>In alignment with Plan Salt Lake's Transportation and Mobility goals, the Avenues Plan supports improved connectivity within the community by identifying possible urban trail systems and bike paths that are intended to integrate the community's recreation and open space amenities and capitalize on the interrelationships between facilities in and around the community. The plan does not provide policies related to increasing access to transit.</p>
<p><b>5/ Air Quality</b></p> <p>Air that is healthy and clean.</p>	<ul style="list-style-type: none"> <li>Reduce Emissions</li> <li>Reduce city wide consumption of energy (reduce carbon footprint 50% below the 2005 level by 2040)</li> </ul>	<p>Both plans emphasize sustainability. The Avenues Plan advocates for preserving natural areas in the foothills, enhancing the urban forest with street trees, and expanding opportunities for walking and cycling. These efforts align with Plan Salt Lake's goals to reduce emissions and protect natural spaces.</p>
<p><b>6/ Natural Environment</b></p> <p>Minimize our impact on the natural environment.</p>	<ul style="list-style-type: none"> <li>Expand natural lands and watershed protection acreage</li> <li>Reduce water consumption</li> <li>Increase recycling and reduce waste</li> </ul>	<p>The Avenues Plan aligns with the Natural Environment principle in Plan Salt Lake by emphasizing the minimization of impacts to natural areas. It encourages streets and utility lines to terminate at the foothills with cul-de-sacs or turnaround designs, revegetation of hillside cuts and scars, and acknowledges the Avenues foothills' role as important wildlife habitat. The plan also includes recommendations to promote compatibility between wildlife and foothill developments. The plan does not address water conservation and some policies, such as increasing open space on lots, promote an increase in outdoor water use.</p>

Plan Salt Lake Guiding Principles	Plan Salt Lake 2040 Targets	Avenues Community Plan Comparison Summary
<p><b>7/ Parks &amp; Recreation</b></p> <p>Protecting the natural environment while providing access and opportunities to recreate and enjoy nature.</p>	<ul style="list-style-type: none"> <li>Increase park space</li> <li>Parks or open space within walking distance of every household</li> <li>Increase miles of trails</li> </ul>	<p>The Avenue's Plan puts an emphasis on parks and includes goals for providing recreation amenities for all age groups in convenient locations. It calls for development of new "mini-parks", improvements to existing parks, and longer-range recreation planning for the foothills - including recommending a formal study of the foothills trails and identifying a possible trail system.</p> <p>The Avenues Plan is aligned with Parks and Recreation goals and initiatives in Plan Salt Lake.</p>
<p><b>8/ Beautiful City</b></p> <p>A beautiful city that is people focused.</p>	<ul style="list-style-type: none"> <li>Pedestrian oriented design standards incorporated into all zoning districts that allow residential uses</li> <li>Active and vibrant parks and plazas</li> </ul>	<p>The Avenues Plan aligns with this Plan Salt Lake guiding principle by reinforcing the development of a connected network of nature and open space and maintaining foothills open space in its natural state as a mountainous backdrop and watershed area for the city.</p> <p>The plan focuses on preserving neighborhood character and recommends design guidelines to help accomplish this in the historic districts. Furthermore, urban design goals identify opportunities to enhance residential character such as burying overhead utility lines, decorative streetlights, and encouraging community members to take advantage of the City's street tree planting program.</p>

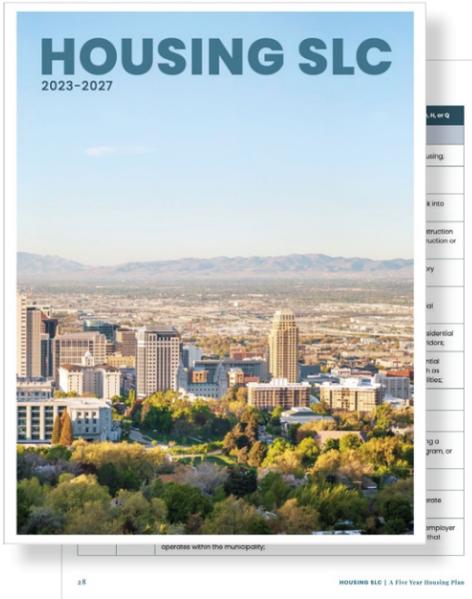
Plan Salt Lake Guiding Principles	Plan Salt Lake 2040 Targets	Avenues Community Plan Comparison Summary
<b>9/ Preservation</b> Maintaining places that provide a foundation for the City to affirm our past.	<ul style="list-style-type: none"> <li>◦ Increase the number of protected structures and sites</li> </ul>	The Avenues Plan encourages preservation of historically and architecturally significant sites and the established character of the Avenues and South Temple Historic Districts. It also includes recommendations that align with preservation initiatives in Plan Salt Lake related to improving education and outreach about local historic district process and requirements.
<b>10/ Arts &amp; Culture</b> Vibrant, diverse, and accessible artistic and cultural resources that showcase the community's long standing commitment to a strong creative culture.	<ul style="list-style-type: none"> <li>◦ Increase overall participation in arts and cultural activities</li> <li>◦ Embedded art in all city infrastructure projects</li> </ul>	The Avenues Plan includes some overlap between preservation goals and cultural resources in the community. However, it does not directly address the arts.
<b>11/ Equity</b> Ensure access to all City amenities for all citizens while treating everyone equitably with fairness, justice, and respect.	<ul style="list-style-type: none"> <li>◦ Decrease combined cost of housing and transportation</li> <li>◦ Improve our opportunity index score in all areas of the City</li> </ul>	While the Avenues Plan includes goals aimed at improving access for community members to amenities and services, it does not address broader equity challenges, particularly in housing choices and affordability.

Plan Salt Lake Guiding Principles	Plan Salt Lake 2040 Targets	Avenues Community Plan Comparison Summary
<b>12/ Economy</b> A balanced economy that produces quality jobs and fosters an environment for commerce, local business, and industry to thrive.	<ul style="list-style-type: none"> <li>◦ Increase household income</li> </ul>	The Avenues Plan offers little support for commercial revitalization or local businesses. It acknowledges the existing commercial zoning in the southern portion of the plan area along South Temple but raises concerns about issues such as the use of 1st Avenue for commercial access, which it seeks to prohibit. The plan recommends rezoning all other "B-3" properties to residential.  The plan does recognize that retail services may eventually be needed, however, it establishes strict criteria for evaluating when and where that may occur, making new business development extremely difficult, if not impossible.  Additionally, it calls for stricter policies on nonconforming uses, preventing their re-establishment if a structure with a nonconforming use deteriorates or is lost due to fire or other natural disasters.
<b>13/ Government</b> A local government that is collaborative, responsive, and transparent.	<ul style="list-style-type: none"> <li>◦ Increase public participation</li> </ul>	The Avenues Plan supports community involvement in city programs and promotes collaboration among community members, community council, and the city, which aligns with Plan Salt Lake's emphasis on public participation.

In summary, while the Avenues Plan shares some common ground with Plan Salt Lake and other citywide initiatives, it does not fully address broader city goals or reflect the updated priorities outlined in recent planning efforts.

# HOUSING SLC

2023 - 2027



*Housing SLC 2023-2027, is a plan to guide the City's housing-related efforts during this five-year span. The city developed the following three goals and associated metrics to measure progress.*

*These goals are supported by more than 40 action items that will be implemented over the five-year period.*

## GOAL 1

*Make progress toward closing the housing gap of 5,500 units of deeply affordable housing and increase the supply of housing at all levels of affordability.*

### METRICS

#### A. ENTITLE 10,000 NEW HOUSING UNITS THROUGHOUT THE CITY.

1. Minimum 2,000 units deeply affordable (30% AMI or below)
2. Minimum 2,000 units affordable (31% - 80% AMI)

#### AVENUES COMMUNITY SUMMARY

Salt Lake City has provided a total of 52 government program-assisted housing units in the Avenues.

- A household income of 40% AMI or less is required for 2 of these units,
- A household income of 50% AMI or less is required for 28 dwelling units,
- And a household income of 80% AMI or less is required for 22 of these dwelling units.

## GOAL 2

*Increase housing stability throughout the city.*

### METRICS

#### A - TRACK, ANALYZE, AND MONITOR FACTORS THAT IMPACT HOUSING STABILITY IN THE CITY.

#### B - ASSIST 10,000 LOW-INCOME INDIVIDUALS ANNUALLY THROUGH PROGRAMS FUNDED TO INCREASE HOUSING STABILITY BY THE CITY.

#### C - DEDICATE TARGETED FUNDING TO:

1. Mitigate displacement
2. Serve renter households
3. Serve family households
4. Increase geographic equity
5. Increase physical accessibility

#### CITY SUMMARY

- The Relocation Assistance Fund for Tenants was created in 2024 and \$180,000 in funds was allocated.
- Tenant Resource Center was created in 2024, with \$92,000 allocated to the center.
- 15 Salt Lake City households were helped with Utility Assistance Foreclosure Prevention and Homebuyer Assistance from 2023-2024.
- Salt Lake City provided \$1.93 million in funding for Utility Assistance, foreclosure Prevention, and Homebuyer Assistance from 2023-2024.

## GOAL 3

*Increase opportunities for homeownership and other wealth and equity building opportunities.*

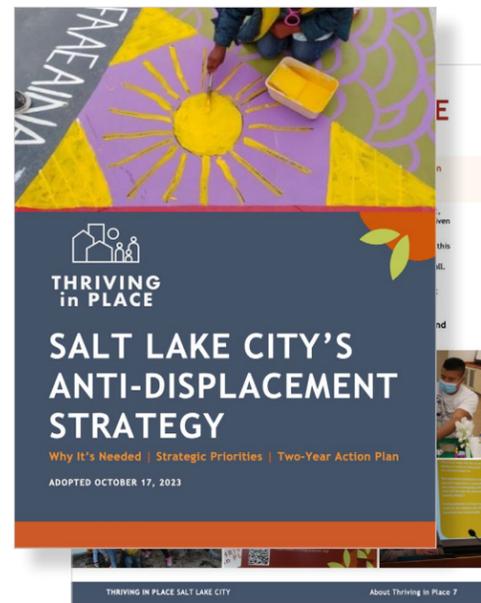
### METRICS

#### A. PROVIDE AFFORDABLE HOMEOWNERSHIP AND WEALTH AND EQUITY BUILDING OPPORTUNITIES TO A MINIMUM OF 1,000 LOW-INCOME HOUSEHOLDS.

#### AVENUES COMMUNITY SUMMARY

Affordable housing dashboard indicates that no wealth-building units (for sale) are included in the total affordable units built in the Avenues Plan area. The Housing Stability Dashboard shows that 22 individuals were given home ownership assistance from the city, but this is not specific to the Avenues.

# THRIVING IN PLACE



*Through a community-driven engagement process, the City worked with its partners to develop an Anti-Displacement Strategy, which recommends policies, programs, and actions to counter displacement while strengthening long-term community stability and access to opportunity for all.*

The strategy and its actions aim to balance growth and investment in new housing with the preservation of existing housing, tenant protections, and a focus on equitable development that benefits all residents, including those most at-risk of displacement.

## LAND USE ACTION ITEMS RELATED TO HOUSING SLC + THRIVING IN PLACE

### ADOPT + IMPLEMENT THE AFFORDABLE HOUSING INCENTIVES (AHI) ORDINANCE

The AHI was adopted in 2024. The ordinance allows for increased development capacity in exchange for maintaining a percentage of the housing units as affordable for households earning 80 percent of the area median income (AMI) or less.

The ordinance allows for different capacities based on the current zoning on the property. This is a tool to increase both the overall housing stock and the affordable housing stock in the city.

### CONVERT EXISTING BUILDINGS TO HOUSING

An adaptive reuse incentives ordinance was adopted in 2024 to facilitate the conversion of historic buildings into housing.

### ESTABLISH A COMMUNITY BENEFIT POLICY

In 2024, Salt Lake City adopted a community benefit policy requiring developments preserve, replace, or otherwise mitigate the demolition of existing housing units in return for an increase in development capacity, with a focus on retaining or replacing affordable housing.

The Community Benefit Policy will guide developers, residents, staff and decision makers in the development agreement process, setting expectations for benefits to be provided in return for changes to zoning and master plans.

### MAKE ADUS EASIER + LESS EXPENSIVE TO BUILD

Regulations for accessory dwelling units were amended in 2023. These amendments streamline the approval process for the construction of an ADU.

## CREATE MORE DIVERSE HOUSING CHOICES IN ALL AREAS

Salt Lake City is taking several steps to create more diverse housing options throughout the city. The following are currently in process:

- Consolidation of all commercial, form-based, Transit Station Area, and mixed-use zoning districts to enable more housing and mixed-use construction.
- Combining the RMF-35 (Moderate Density Multi-Family) and the RMF-45 (Moderate/High Density Multi-Family) zoning districts to promote the development of more affordable and attainable housing while supporting residents in existing moderate-density neighborhoods.
- In 2025, the Salt Lake City Council initiated a legislative intent to modify single and two-family zoning districts (R-1, R-2, and SR) to create more housing options in all neighborhoods in the city.

# GROWING WATER SMART

*In 2022, the Utah Legislature passed Senate Bill (S.B.) 110, requiring municipalities and counties to include a water use and preservation element in their general plans by the end of 2025.*

This means, plans must account for how land use affects water demand and how to use water more efficiently.

Utah Growing Water Smart is an initiative designed to help communities integrate water and land use planning to ensure long-term water sustainability. It provides training, technical assistance, and resources to local governments, planners, and decision-makers to support water-conscious growth strategies. The initiative emphasizes collaboration among municipalities, water providers, and stakeholders to align policies, zoning regulations, and conservation efforts with Utah's water availability and future development needs. It is part of a broader effort to address water challenges in the face of population growth and climate change.

At the local level, planning and regulatory tools provide an opportunity to consider how to better integrate water and land use in order to reduce future risks and strengthen resiliency through water-smart development strategies such as:

## PLANNING + GOAL SETTING

Set the foundation for integrated land-water planning with general plans as well as specific plans and goals for water conservation, stormwater management, hazard mitigation, response, and recovery, and capitol improvement plans.

## WATER SMART LAND USE + DEVELOPMENT POLICIES

- Promoting higher density, cluster development, and infill, especially where infrastructure already exists.
- Promote water saving and climate appropriate landscaping standards and maintenance practices.

## WATERSHED RESILIENCE + WATER SMART INFRASTRUCTURE

- Map all sensitive areas.
- Adopt mitigation plans that designate sensitive areas and goals for mitigation.
- Create zoning districts with lower densities and/or cluster development to protect surface and groundwater sensitive areas.
- Consider the potential to use stormwater recapture for a centralized urban natural open space. Conveying this water to a common area or neighborhood park may enhance the vision of your community or neighborhood.
- Use green infrastructure for traffic calming, beautification, and placemaking.

## AVENUES PLAN COMPARISON SUMMARY

The Avenues Community Plan supports some water conserving strategies, particularly through its Foothills Development and Protection goals. It advocates for preserving foothill land and promotes clustering homes to preserve larger open areas as wildlife habitat.

Additionally, to address aesthetic and geologic concerns, the plan recommends that during the subdivision process, the city negotiate with developers to obtain vegetation preservation easements to undevelopable portions of properties being subdivided. These strategies contribute to water efficiency by helping manage natural features such as drainage, stormwater, and soil erosion.

The plan does however have some policies that negatively impact water use. Specifically, the plan recommends increasing the minimum lot size for two-family uses and calls for "maintained lawn" in the park strips and encourages residents to report those who have installed alternatives.

## CITY CREEK PLAN COMPARISON SUMMARY

The City Creek Plan supports watershed protection, stemming from the Salt Lake County 208 Water Quality Plan "Composite Land Suitability Study." The overarching goal of this plan, in 1986 when the City Creek Master Plan was adopted and now, is to improve watershed functions – including water quality, hydrology, habitat, and social and recreational services.

The Plan focuses on the preservation of City Creek Canyon as a whole and emphasizes maintaining this area in its natural state. It recommends canyon activities be limited to watershed protection, water treatment facilities, and limited public reaction opportunities.

These goals align with the 'Watershed Resilience and Water Smart Infrastructure' policies of Growing Water Smart. City Creek Canyon and its surrounding area have since been rezoned to OS (Open Space) - a zoning district that is intended to preserve natural areas, provide opportunities for outdoor recreation, and protect watersheds.

As noted in the City Creek Plan, City Creek is the only canyon along the Salt Lake Valley that is not affected by fault lines. If the Wasatch front experiences a major earthquake, City Creek will be essential in providing a reliable water source.



The following is a summary of the goals, policies and strategies from the 1987 Avenues Community Plan. This is a summary only. The 1987 Plan should be referenced for a more detailed discussion related to each summary point.

## IDENTIFIED PLANNING GOALS

- Preserve the residential character and existing land use patterns in the Avenues Community. Special emphasis should be placed on regulating foothill development and preserving the historically significant sites and districts.
- Continue to encourage private restoration and rehabilitation efforts in the Avenues Community through financial assistance and supportive zoning and building code enforcement.
- Encourage preservation of historically and architecturally significant sites and the established character of the Avenues and South Temple Historic Districts.
- Preserve the city's natural mountainous backdrop and recreation opportunities the mountains provide. Devise a growth management program that includes strategies to help protect the foothills from continued urban encroachment.
- Maintain safe, convenient circulation patterns for internal traffic movement, while discouraging nonresidential through traffic.
- Provide recreation amenities for all age groups in convenient locations. The Salt Lake City Parks and Recreation Master Plan, adopted in 1977, states a number of specific goals for the Avenues Community.
- Ensure that proposals for future medical facilities, and expansion of existing facilities in the Avenues, are compatible with surrounding residential neighborhoods and land use policies established in this plan.

- Design public facilities to enhance the established residential character of the Avenues and encourage private property improvements that are visually compatible with the surrounding neighborhood.

## LAND USE

- Reduce building height potential north of historic district.
- Increase lot area requirements for duplex in R-2 to 7,000 or 8,000 SF with 600 SF of open space.
- Increase zoning & building code enforcement.
- R-6 and B-3 areas in the southwest corner of the community concerns with building height, vehicular access off 1st Ave, conversion from residential to office, parking structures in R-6 zones.
- City should not grant approvals to rebuild structures containing a nonconforming use. If property is deteriorated or lost because of a fire or other act of God, property should revert back to a use conforming to present zoning.
- Limit hours of business operation.
- Apply low density around Primary Children's Hospital

## HOUSING + NEIGHBORHOOD IMPROVEMENT

Redevelopment Agency Programs such as home improvement loans

## HISTORIC PRESERVATION

Develop guidelines for historic districts to help property owners design to the expectations of the HLC.

## FOOTHILLS DEVELOPMENT + PROTECTION

- Increase lot size requirements and side and rear yard requirements for foothills
- City acquisition of foothills property - The City should initiate an agreement with Salt Lake County, the State of Utah, and appropriate agencies of the Federal Government to ensure that public properties in the foothills are not sold to private interests without giving the City an opportunity to purchase the property.
- Street and utility design should terminate into foothills
- Revegetation should be required for cuts and scars on hillside for aesthetic reasons (not just erosion)
- Wildlife Preservation
- Foothill park proposals

## TRAFFIC + CIRCULATION

Revise the major street plan to address the Bonneville Scenic Drive, Eleventh Avenue Extension, Bonneville Boulevard, commuter traffic and bicycle and pedestrian paths and circulation

## URBAN DESIGN

- Design public facilities to enhance the established residential character of the Avenues and encourage private property improvements that are visually compatible with the surrounding property.
- Formal city-administered street tree planting program
- Park strip landscaping should be enforced - allowed to be primarily turf.
- Work with Utah Power and Light to create a special lighting district.
- City should fund a streetscape demonstration for two full blocks to demonstrate the visual effects of the improvements.

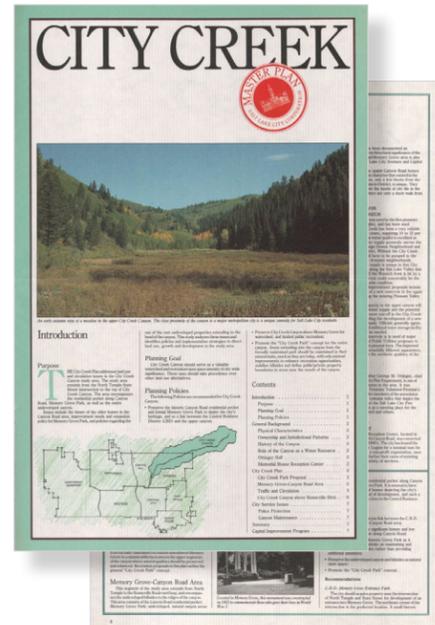
- Quality private property improvements and a high level of property maintenance are essential to maintaining a desirable neighborhood.
- Relocate utility lines to underground.

## PARKS + RECREATION

- Avenues is deficient in neighborhood parks, could be addressed with mini parks.
- Improvement of Memory Grove and City Creek.
- Foothill open space should be maintained in its natural state as a mountainous backdrop.
- Trail network penetrating the foothills above the Avenues Community would be very desirable amenity for city residents.

# CITY CREEK PLAN

ADOPTED 1986



*In 1986, Salt Lake City adopted a specific plan for City Creek to address land use and circulation in the City Creek Canyon area.*

The plan area extends from the North Temple and State Street intersection to the top of City Creek Canyon and is approximately 10,700 acres. It encompasses the residential pocket along Canyon Road, Memory Grove Park, as well as the entire undeveloped canyon.

The eastern half of City Creek is located in the Avenues Community Plan area and western half is located in the Capitol Hill Community Plan area; the divide is roughly the City Creek waterway itself.

The following is a summary of the goals, policies and strategies that relate to land use from the City Creek Plan. This is a summary only. The 1986 Plan should be referenced for a more detailed discussion related to each summary point.

## PLANNING GOAL

City Creek Canyon should serve as a valuable watershed and recreation/open space amenity of city-wide significance. These uses should take precedence over other land use alternatives.

## PLANNING POLICIES

Preserve the historic Canyon Road residential pocket and formal Memory Grove Park to depict the city's heritage, and as a link between the Central Business District (CBD) and the upper canyon

Preserve City Creek Canyon above Memory Grove for watershed and limited public recreation

Promote the "City Creek Park" concept for the entire canyon. Areas extending into the canyon from the formally maintained park should be maintained in their natural state, much as they are today, with only minimal improvements to enhance recreation opportunities, stabilize hillsides, and define public/private property boundaries in areas near the mouth of the canyon.

## BACKGROUND/PHYSICAL CHARACTERISTICS

Slopes on the canyon sides are not conducive to development. Most of the canyon is under public ownership and has generally steep terrain. The Salt Lake County 208 Water Quality Plan "Composite Land Suitability Study" indicates that the large majority of land in City Creek Canyon between the canyon entrance and the end of the road at Rotary Park consists of soil constraints that could not be mitigated to accommodate development.

Soil problems and steep slopes would preclude development in most areas of the canyon even if public policy was supportive of development. Extending into the canyon from Rotary Park the terrain becomes very steep and rocky. Any development in this area would require significant alteration of natural features. Therefore, development of any type is not a viable land use alternative.

## MEMORY GROVE - CANYON ROAD AREA

This area extends from North Temple to Bonneville Boulevard loop and encompasses the undeveloped hillsides to the ridges of the canyon.

This area consists of the Canyon Road residential pocket; Memory Grove Park: undeveloped, natural canyon areas that are part of Memory Grove but not formally maintained; and undeveloped hillsides, (the majority of which are owned by the city).

## CITY CREEK CANYON PARK/MEMORY GROVE - CANYON ROAD AREA POLICIES, GOALS + RECOMMENDATIONS

Maintain and enhance the existing features and characteristics, and to create a link between the canyon and the Central Business District (CBD). The city has a unique opportunity to capitalize on historic and architecturally significant residential pocket along Canyon Road, and Memory Grove Park.

Create a visual pedestrian link between the CBD and the Memory Grove - Canyon Road area.

Preserve the historically significant homes and low-density residential pocket along Canyon Road;

Preserve the undeveloped canyon and hillsides as natural open space;

## C.B.D. MEMORY GROVE ENTRANCE PARK

The city should acquire property near the intersection of North Temple and State Street for development of an entrance into Memory Grove. The northeast corner of the intersection is the preferred location. A small historic theme park with a variety of art forms depicting the city's heritage, maps with walking tours, small park to provide benches, tables and shady areas.

## CANYON ROAD RESIDENTIAL POCKET

Preserve and enhance these homes and their low-density neighborhood atmosphere (R-2 zoning) and historic preservation overlay. Large street trees should also be preserved.

## OTTINGER HALL + MEMORIAL HOUSE RECEPTION CENTER

Organize coordinated direction needed regarding the use and maintenance of Ottinger Hall, Memorial House, and the development of new facilities at Memory Grove. Establish an advisory committee to oversee maintenance and new uses.

## SHORT RANGE CIRCULATION GOALS

The city should implement and support land use policies enhancing the canyon as a unique recreation amenity in Salt Lake City. Emphasis should be shifted from accommodating through-traffic to providing access for recreation purposes such as bicycling, running, and providing reasonable vehicular access to recreation amenities in City Creek Canyon.

## LONG RANGE CIRCULATION GOALS

Monitor land use patterns and the extent and success of recreation facility improvements in the City Creek/Memory Grove area.

## CITY CREEK CANYON ABOVE BONNEVILLE BOULEVARD

One of the major purposes of this study is to re-evaluate the somewhat informal policies that have evolved through the years regarding land use in City Creek Canyon. The City Department of Public Utilities has managed the watershed through recent years, including the enforcement of recreation policies and regulations.

Appropriately, watershed protection has been given priority over recreation. Other than picnicking, fishing and hunting, recreation in the canyon is limited to enjoying the canyon and its natural flora and fauna. City residents participating in this study are very supportive of maintaining restrictive land use policies.

The group endorses the policy of giving watershed protection first priority in the canyon, limiting recreation to activities presently permitted and prohibiting any development in the canyon.

Residential or recreation development of private property and any development of public property, such as a ski resort, are identified as unacceptable land use activities.

## GOALS

- Promote city property acquisition and annexation to insure future control over land use in the canyon.
- Prohibit future development and/or commercial endeavors;

## RECOMMENDED ACTIONS

- Initiate actions necessary to annex the entire canyon. Upper portions of the canyon are under the jurisdiction of unincorporated Salt Lake County. Annexation is desirable from the standpoint of maintaining control over land use and other elements that may interfere with watershed protection.
- Discourage the development of new recreation facilities in the canyon.
- Design and develop future public utility facilities with sensitivity to the policy of maintaining the canyon in its natural state. If a water storage reservoir eventually develops in the upper canyon, the design should be compatible with the natural canyon setting. Access to the reservoir should be limited to a small utility vehicle right-of-way, preferably with a dirt or gravel surface, and access to the reservoir should be limited to public utility vehicles. In addition to effects on the natural setting, residents are also concerned that additional water storage capacity will perpetuate additional undesirable foothill development in the upper Capitol Hill and Avenues Communities.
- Prohibit access to, and development of privately owned property in the canyon.
- Devise a long-range strategy of acquiring all privately owned property in the canyon.

- Include City Creek Canyon in the proposed city "Open Space Plan." If the plan recommends an open space zone that offers more protection from development than the present "P-1" Zone, the new more restrictive zoning should encompass the entire City Creek drainage. Residents feel strongly that more restrictive zoning is essential.
- Coordinate the ongoing decisions regarding recreation policies in the canyon above Bonneville Boulevard. Public Utilities, Parks and Recreation, Police, Planning, and other involved city departments should work together on an ongoing basis to make decisions regarding appropriate recreation activities and restrictions. Any department advocating a significant policy change must assume the responsibility to contact and coordinate with other departments and concerned citizens.

## SUMMARY

Salt Lake City is fortunate to have a natural amenity such as City Creek Canyon so close to the central business district. The city should take pride promoting the "City Creek Park" concept and enhancing the canyon as a natural watershed and wilderness recreation area for residents and visitors to enjoy. Effort must be taken to preserve upper segments of the canyon in their natural state. Land use activities such as residential development or commercial recreation will destroy the natural canyon environment.



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