Staff Report

PLANNING DIVISION

DEPARTMENT *of* COMMUNITY *and* NEIGHBORHOODS

To: Salt Lake City Historic Landmark Commission

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Date: July 9, 2026

Re: PLNPCM2026-00200 Avenues Community Plan

Avenues Community Plan

PROPERTY ADDRESS: Avenues Community Plan Area
MASTER PLAN: Avenues Community Plan

REQUEST:

Mayor Mendenhall has initiated a petition to complete a comprehensive update to the Avenues Community Plan. The Avenues Community Plan is a land use plan for the Avenues community, located in the northeastern part of the city, between City Creek to the west, University of Utah to the east, Downtown and Central City to the south, and the city's northern border. The Avenues Community Plan was originally adopted in 1987. The updated plan will provide guidance on existing and anticipated development in the neighborhood for the next 15 years.

RECOMMENDATION:

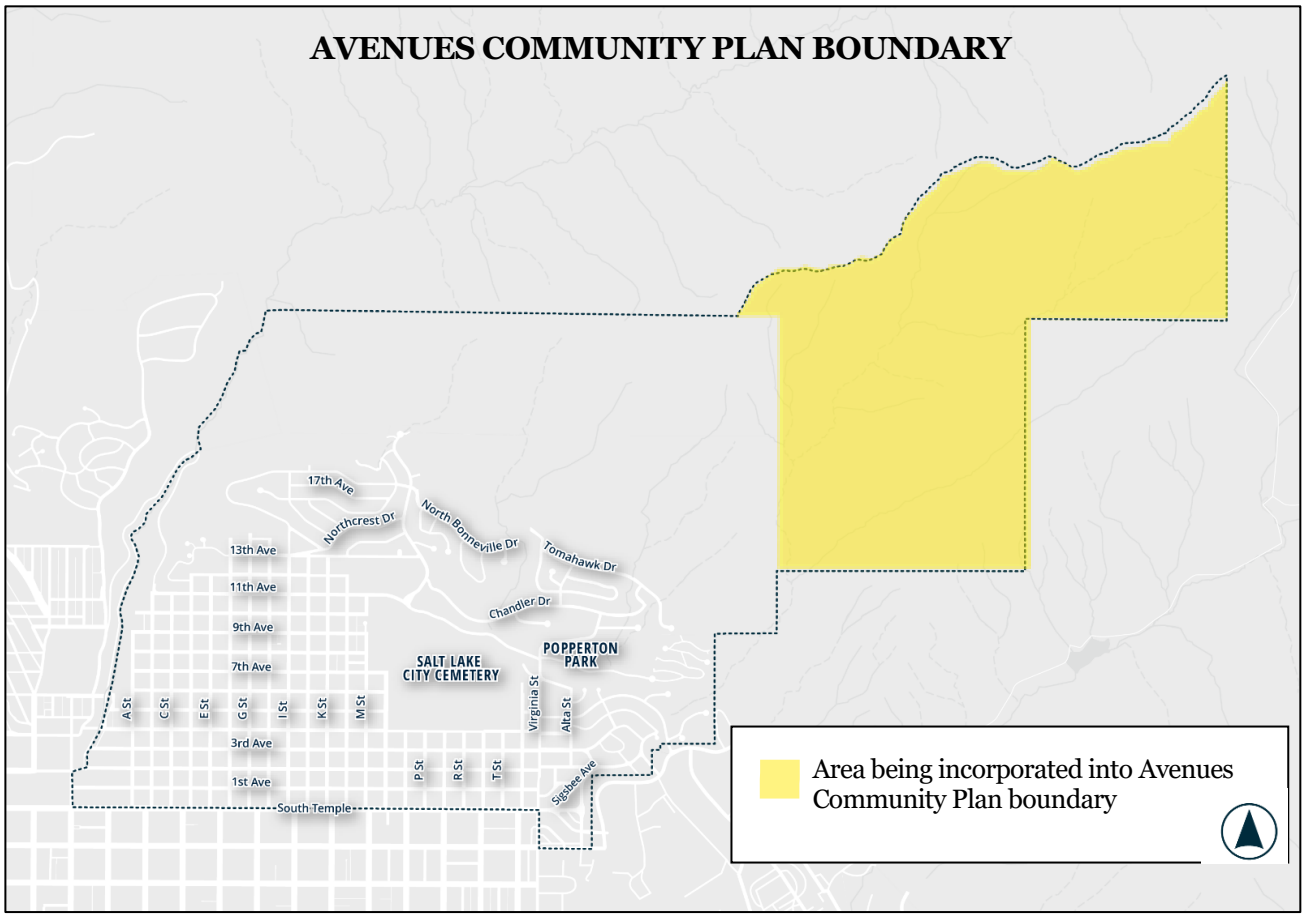
Based on the information and findings in this report, staff recommends that the Historic Landmark Commission forward a positive recommendation to the Planning Commission.

ATTACHMENTS:

- **A.** ATTACHMENT A: Plan Area Boundaries
- **B.** ATTACHMENT B: Avenues Community Plan Draft
- **C.** ATTACHMENT C: Avenues Existing Conditions Report
- **D.** ATTACHMENT D: General Plan Amendment Considerations
- **E.** ATTACHMENT E: Public Process and Comments
- **F.** ATTACHMENT F: Public Engagement Report
- **G.** ATTACHMENT G: Department Review Comments

INTRODUCTION

The Avenues Community Plan is a 15-year vision plan that will guide future development for the land located within its boundaries. The map below shows the Avenues Community Plan boundary. The eastern boundary of the plan area has been adjusted to incorporate additional land in the Foothills Natural Area that is not currently included in any community plan boundary.



Background

The existing Avenues Community Plan was adopted in 1987 and is the oldest adopted community plan in Salt Lake City. Community plans are intended to serve as living policy documents that respond to changing community conditions, demographic trends, housing needs, and adopted citywide priorities. As a best practice, planning documents should be reviewed and updated to ensure they remain relevant, effective, and aligned with current policy direction. After nearly four decades, the existing Avenues Community Plan no longer reflects many of the goals, policies, and implementation strategies adopted through more recent citywide planning efforts, including Plan Salt Lake and Housing SLC. The age of the plan alone warrants a comprehensive update to ensure the plan remains a useful and effective guide for future planning and land use decisions.

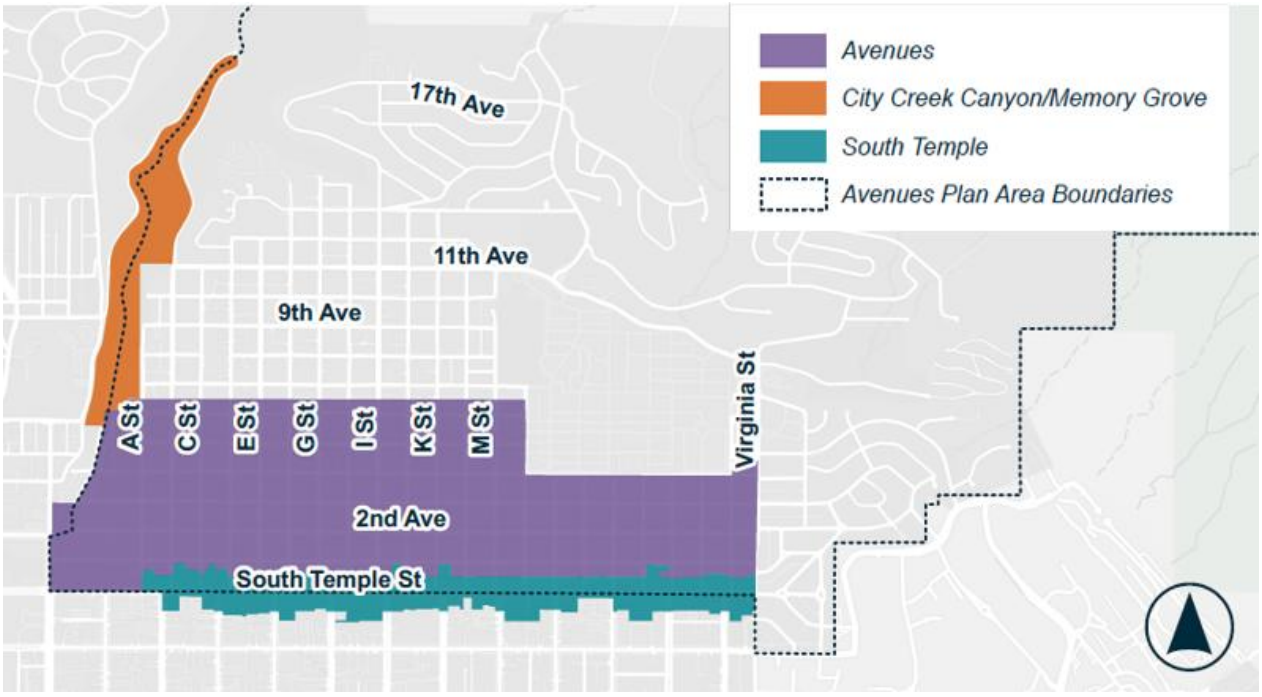
While the Avenues neighborhood is largely built out and has remained relatively stable since the plan's adoption, the broader context in which the neighborhood exists has changed substantially. Since 1987, Salt Lake City has experienced significant population growth and evolving housing needs. According

to a 2025 report published by the U.S. Census Bureau, Salt Lake City was the fastest-growing city in Utah between 2023 and 2024, with continued growth anticipated in the coming decades. In contrast, the Avenues population has remained relatively consistent, decreasing slightly from 16,785 residents in 1980 to approximately 16,610 residents in 2023. During the same period, average household size declined from 2.6 persons to 1.97 persons, and the percentage of households with children under 18 decreased from 21 percent to 14 percent. Although the neighborhood has experienced limited physical change due in part to its established development pattern, opportunities for small-scale growth remain. The existing plan provides little opportunity for growth and includes outdated policies related to housing that do not align with current housing needs in the City, which have changed dramatically since the Avenues Plan was last updated. Updating the plan is necessary to align the Avenues with adopted City policies and to establish tailored strategies to ensure the Avenues contributes to citywide housing goals.

Role of the Historic Landmark Commission

In accordance with section 21A.06.050, the Historic Landmark Commission is authorized to make recommendations to the Planning Commission in connection with the preparation of the general plan of the city. Community plans are considered element plans and are part of the city's general plan. Community plans help shape how neighborhoods should look, feel, and function in the future. While the City's General Plan, Plan Salt Lake, establishes the citywide vision, community plans provide neighborhood-specific guidance that helps inform future decision-making in support of that vision. The Historic Landmark Commission's review helps ensure that historic preservation remains a key component of the City's long-term planning strategies.

Historic Preservation Overlay District



Local Historic Districts in the Avenues

The Historic Preservation (H) Overlay District applies to historic landmark sites and properties located within a local historic district. The overlay is intended to preserve the City's historic and architectural

resources by requiring design review for certain exterior alterations, new construction, and demolition, while allowing compatible development that protects the character and significance of historic neighborhoods.

The Avenues Historic District is Salt Lake City's largest locally designated historic district, encompassing nearly 100 square blocks and containing more than 2,000 structures in styles ranging from Queen Anne to Prairie School. Portions of the City Creek Canyon Historic District and South Temple Historic District are also located within the plan area, along with approximately 36 local landmark sites. Together, these historic resources reflect more than sixty years of residential, civic, and institutional development and make the neighborhood one of Utah's most significant areas for understanding the city's historic growth and architectural diversity.

The draft plan proposes initiatives to streamline the review process for certain types of projects within the (H) Historic Preservation Overlay District. A summary of these initiatives, along with a broader discussion of the plan's historic preservation policies and recommendations, are summarized in the Key Considerations section.

Draft Plan Development

The Planning Division started the process to update the Avenues Community Plan in June 2025. Completion of an Existing Conditions Report marked the first step in the process, providing a foundational understanding of the community that helped guide and inform goals for the plan update as it moved forward.

Public engagement was divided into three main phases:

- **Phase 1: Opportunities and Issues** — The first phase focused on learning from the community — hearing about strengths, challenges, ideas, and opportunities.
- **Phase 2: Big Ideas** — Building on Phase 1, community feedback and existing conditions data were analyzed together to identify common themes and shape draft initiatives — specific actions intended to address community priorities and align with citywide goals.
- **Phase 3: Final Vision *(Current Phase – Ends June 21, 2026)*** — Translating the ideas and priorities gathered throughout the process into a draft plan.

The public engagement included an online survey, community member interviews, in-person engagement events, and stakeholder interviews, all of which informed development of the Community Plan. A detailed summary of each engagement phase and key takeaways can be found in the Avenues Community Engagement Report.

AVENUES COMMUNITY PLAN SUMMARY

Overview

The full draft of the Avenues Community Plan can be accessed here. The plan will continue to be refined in coordination with other City departments, public input, meetings, and hearings before it is finalized and presented to the City Council for adoption. Once adopted, the Avenues Community Plan will replace the current plan and become part of the City's general plan.

The Avenues Community Plan is part of a broader planning framework for Salt Lake City and builds on the citywide policies and initiatives established in Plan Salt Lake. Plan Salt Lake sets a citywide

vision for Salt Lake City through 2040, organized around 14 Guiding Principles. This framework provides the foundation for community-level plans. Community plans are considered the land use element of the City's general plan and the link between other parts of the general plan, such as transportation plans and Reimagine Nature, the City's parks and open space plan.

The Plan includes the following key components:

- **A Vision Describing the Desired Future of the Community** — The vision describes the desired future of the community in relation to the Guiding Principle themes (e.g., Neighborhoods, Growth, Housing, etc.).
- **A Road Map to Get There**:
    - Policies express established City goals and ongoing programs that support the community's desired outcomes.
    - Initiatives identify specific actions and strategies to help realize the vision.
    - Future Land Use illustrates the intended distribution of land uses in the community and describes the intended scale and intensity of development within each land use designation.
- **Tools for Evaluating Progress Over Time** — The Implementation Matrix identifies the anticipated resources needed to accomplish each initiative and includes targets, which are measurable outcomes that indicate progress toward achieving the vision.

Vision and Purpose

The future vision for the Avenues is grounded in an understanding of existing conditions and shaped by input from community members, business and property owners, community organizations, and visitors. These perspectives are integrated with adopted City policies and priorities to provide a framework to guide decisions and actions to help achieve the vision.

The overarching goals of the Plan are to:

- Identify commonly held values.
- Define what makes the community unique.
- Guide future growth in a way that reflects community values and protects neighborhood character while considering the needs of future populations.
- Provide clear policy direction for decision-making.
- Establish a framework to implement the vision and measure progress over time.

Avenues Community Plan Guiding Principles

This plan defines the Avenues' role in advancing the citywide vision and translates the 14 guiding principles from Plan Salt Lake into a community-level vision. The updated plan is consistent with Plan Salt Lake's organizational structure and incorporates measurable targets, implementable initiatives, and references to existing and supporting City policies.

The following section identifies the Avenues Community Plan's guiding principles, as well as key implementation strategies and 2040 targets, across all 14 categories.

Plan Summary by Topic

1/ Neighborhoods*:* Neighborhoods that foster social connection by providing opportunities for gathering and everyday interaction.

- Increase the number and variety of community gathering spaces

2/ Growth: Direct growth to appropriate places while respecting the community's natural constraints, historic development patterns, and neighborhood character.

- Increase the amount of land that allows for mixed-use development
- Increase 3+ bedroom units in new multi-family developments

3/ *Housing:* A variety of housing options to support all households and household incomes.

- Increase the total number of households
- Reduce the number of cost burdened households

4/ *Transportation & Mobility:* A safe, convenient, accessible, and reliable transportation network that expands mobility choices and strengthens connections within the community and to the rest of the city.

- Increase the number of households within ¼ mile of a transit stop
- Increase bus ridership
- Increase the number of households within ¼ miles of Salt Lake City's Frequent Transit Network (FTN)
- Decrease number of pedestrian, bicycle, and auto accidents

5/ *Air Quality:* Improve air quality by reducing vehicle emissions, increasing building energy efficiency, and preserving the neighborhood's mature tree canopy.

- Contribute to the reduction of citywide emissions and consumption of energy
- Decrease the number of daily vehicle trips
- Increase tree canopy coverage

6/ *Natural Environment:* Protect and manage the natural environment to sustain ecological health and watershed resources while supporting responsible access and long-term stewardship.

- Adopt the Natural Open Space zoning district for properties within the Foothills Natural Area
- Apply zoning to areas within City Creek Canyon that are currently not zoned with the purpose of protecting the watershed
- Increase the number of maintained miles of existing trails in the Foothills Natural Area trail network

7/ *Parks & Recreation:* Strengthen connections between parks, trails, and open space while improving access to and enhancing these shared resources.

- Increase the number of miles of new trails in the Foothills Natural Area trail network as identified in the Foothills Trails Plan
- Increase connections and ease of access between parks, open space, and trails

8/ *Beautiful City:* Celebrate and reinforce the natural and historic beauty of the community.

- Reinforce and preserve community character and a strong sense of place

9/ *Preservation:* Preserve the places, features, and patterns of development that contribute to historic character and build pride and knowledge around the community's rich history.

- Nominate the City Cemetery to the National Register of Historic Places
- Decrease enforcement cases related to work without a Certificate of Appropriateness (CoA)

10/ *Arts & Culture:* A neighborhood culture supported by public art, community events, creative partnerships, and accessible opportunities to engage and participate in the arts.

- Increase the number of opportunities for the community to engage in neighborhood arts and cultural events
- Increase public art in the community

11/ *Equity:* Maintain a welcoming, inclusive, and connected community where everyone has walkable access to services and the opportunity to remain in the neighborhood.

- Increase the percentage of households within a 15-minute walk of services and amenities
- Increase the number of dwellings that are available to households at or below 80% AMI

12/ Economy: A neighborhood-focused economy that strengthens small businesses, encourages entrepreneurship, and enhances everyday access to goods and services in a manner that complements the Avenues' residential character.

- Increase the amount and types of neighborhood-serving businesses

13 / *Government:* A collaborative, responsive, and transparent local government that actively engages the community in shaping decisions.

- Increase public participation in government processes

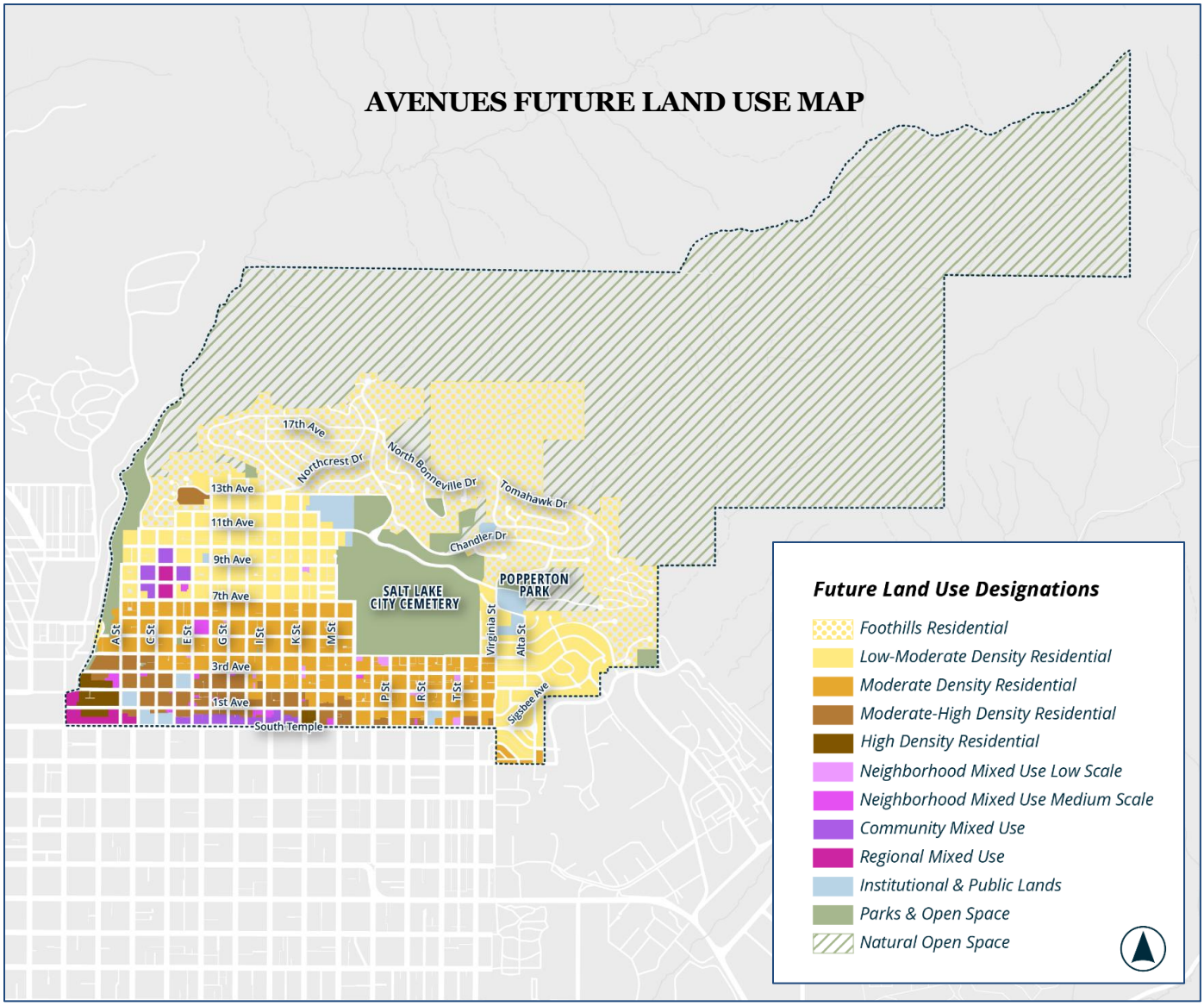
14/ *Water Conservation & Land Use Planning*:* Advance water conservation through thoughtful land use, community education, and sustainable landscaping practices.

- Contribute to reducing Citywide per capita water use

Future Land Use

The Future Land Use section of the plan (which starts on page 76 of the plan draft) includes a Future Land Use Map (FLUM) that illustrates the intended distribution of land uses in the community, and Future Land Use Designations or categories that describe the intended scale and intensity of development within each land use designation. Currently, each community plan has different future land use designations. This makes it difficult to project future growth and negatively impacts the City's ability to plan for future water needs, transportation demands, housing supply, and other similar projections. One need when updating community plans is to use consistent future land use designations across the City. The future land use designations found in the Avenues Community Plan are consistent with those in the Northwest Community Plan that the commission recently recommended be adopted. Updates to other community plans will also use the same future land use designations.

Avenues Future Land Use Map (FLUM): The Avenues Community FLUM guides future development by establishing a flexible framework that offers adaptability, enabling the community to evolve over time. The map does not alter the current zoning of any property. Changes to zoning must go through a formal zoning map amendment process, which includes public review and approval by the Salt Lake City Council. The FLUM is a tool used to evaluate such requests and ensure they are consistent with the Avenues Community's vision, align with the policies, and support the specific initiatives, while also supporting citywide needs and goals. It is possible that the City may initiate zoning map amendments to start the implementation process of this plan as it gets closer to adoption or shortly after adoption. The FLUM reflects broad land use themes identified through development of the community vision.



FLUM Themes Include:

- **Protect Sensitive Lands**:

  Foothills Natural Areas are designated as Natural Open Space to balance high recreational demand with long-term environmental protection of water quality, biodiversity, and wildlife habitat. City Creek Canyon carries a separate City Creek Canyon Watershed designation, ensuring that watershed protection and management take precedence over all other activities in that area. These designations reflect the community's commitment to preserving the natural backdrop and ecological resources that define the Avenues.

- **Stable and Connected Neighborhoods:**

  The Future Land Use Map reinforces the Lower Avenues' historic development pattern of compact blocks, mixed housing types, and neighborhood-serving businesses by aligning land use designations with existing built conditions. Where residential development already exceeds

Low-Moderate Density thresholds, the map updates the designation south of 7th Avenue to Moderate Density Residential to better reflect established patterns and support neighborhood stability. A Neighborhood Mixed Use designation is applied where commercial uses exist within residentially designated areas, preserving long-standing businesses that connect community members to daily needs.

- **Encourage Appropriately Scaled Infill and Mixed-Use Development**

  While the Avenues is largely built out, the Future Land Use Map supports modest density increases on underutilized properties, emphasizing infill development that is compatible in scale and massing with surrounding homes. New housing of all types should respect established residential patterns through compatible building forms. Mixed Use designations are applied to targeted sites with redevelopment potential, scaled to the context of each location to support walkability and convenient access to everyday services.

- **Enhance and Activate Key Locations**

  Key locations are intended to function as destinations that provide amenities, gathering spaces, and identifiable centers of community life. These locations were selected based on their position along multi-modal corridors, existing areas of neighborhood activity, planned Neighborhood Byways, and the potential of vacant or institutional properties to transition to new uses. Designations at these locations encourage a mix of uses to increase activity and strengthen walkability throughout the Avenues.

  Opportunity Site: *LDS Hospital*

  The potential redevelopment of the LDS Hospital campus represents the largest opportunity for transformation within the Avenues. The Future Land Use Map identifies this site as the primary location for accommodating most of the community's growth, if it were to redevelop. Land use designations on this site allow for a higher intensity of development and the widest mix of uses in the community. The vision anticipates that denser residential development will accompany the other uses to sustain activity throughout the day. Building heights allowed in this category are generally consistent with existing buildings on the site, with the tallest heights located in the core and the outer blocks tapering to a lower scale, providing a transition to surrounding residential areas.

  The Future Land Use Map also proposes reinstating the street connection with a midblock walkway between 7th and 9th Avenues, between C and D Streets, to improve walkability and connectivity, while creating space for informal gatherings or small community events.

Avenues Future Land Use Designations:

The Future Land Use Designations section describes the purpose and characteristics of each future land use designation, and general allowances for things such as density, height ranges, and housing types within each land use designation.

Future land use designations are categories, not zoning districts, and do not regulate development directly. Multiple zoning districts may share the same land use designation. For example, the R-1/5000 Single-Family Residential District and the SR-1A Special Development Pattern Residential District would both be designated as "Low-Moderate Density" on the Future Land Use Map.

The following sections identify the future land use designations included in the Avenues Community FLUM.

Residential

- **Foothills Residential** (up to 5 dwelling units/acre, 1-2 stories)
- **Low-Moderate Density Residential** (1 - 20 dwelling units/acre, 1-2 stories)
- **Moderate Density Residential** (20 - 40 dwelling units/acre, 1-3 stories)
- **Moderate-High Density Residential** (40 - 60 dwelling units/acre, 4-5 stories)
- **High Density Residential** (60+ dwelling units/acre, 5-8 stories)



Example of Low-Moderate Density Residential



Example of Moderate Density Residential

Mixed Use

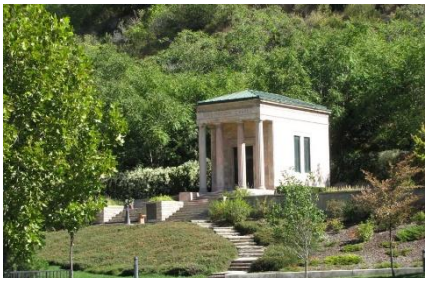
- **Neighborhood Mixed Use Low Scale** (1-2 stories)
- **Neighborhood Mixed Use Medium Scale** (3-4 stories)
- **Community Mixed Use** (5-6 stories)
- **Regional Mixed Use** (7-9 stories)



Example of Neighborhood Mixed Use Low Scale

Other

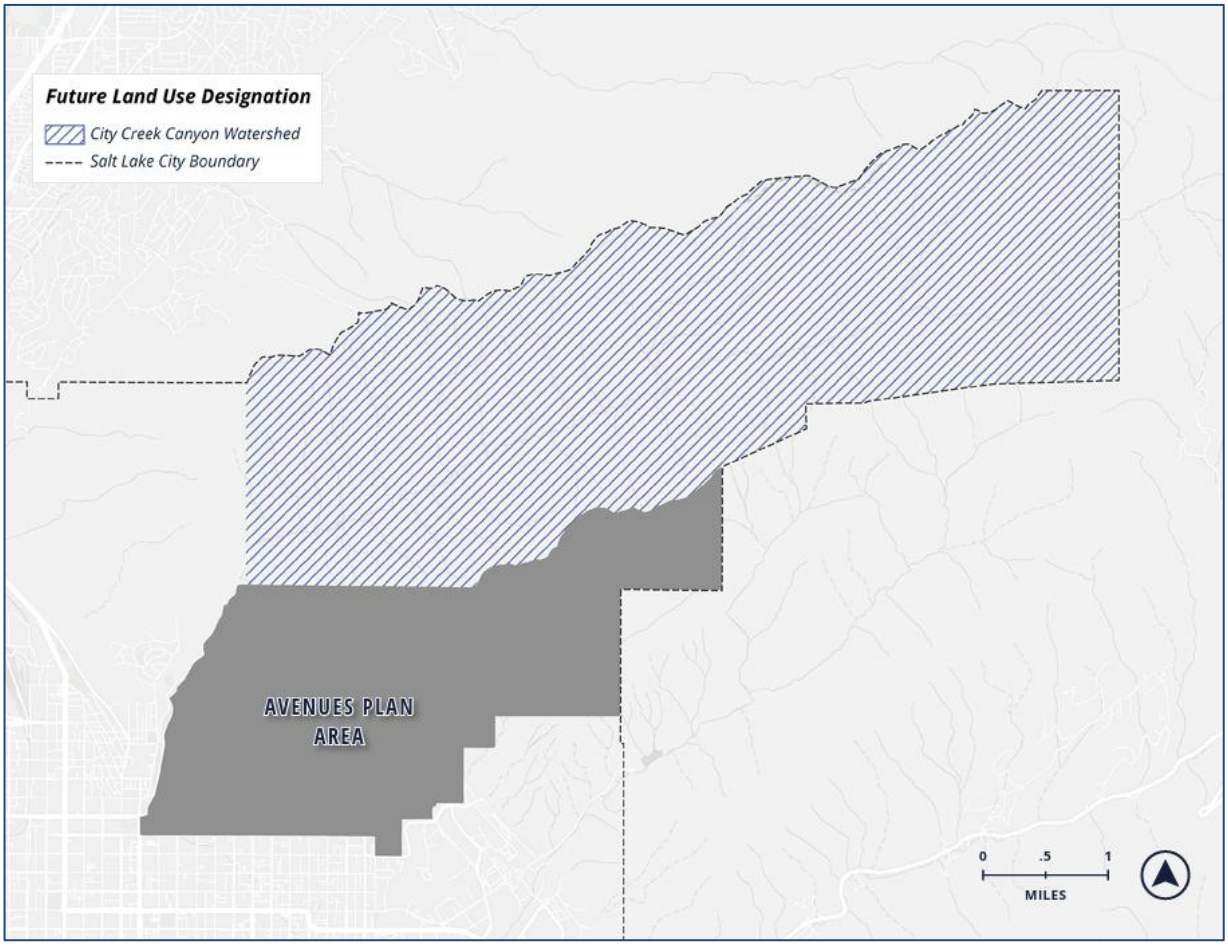
- **Institutional and Public Lands**
- **Parks & Open Space**
- **Natural Open Space**



Example of Parks & Open Space

City Creek Future Land Use Map (FLUM): The City Creek Canyon area is governed by a specific plan adopted in 1986 that addresses land use and circulation. While the City Creek Plan includes a Future Land Use Plan, it does not address upper portions of the canyon. The purpose of the City Creek Future Land Use Map is to identify an appropriate land use designation for upper City Creek Canyon, in line with the policies and goals of the adopted City Creek Plan.

City Creek Canyon Future Land Use Map



City Creek Future Land Use Designation:

- **City Creek Canyon Watershed:** This land use designation prioritizes watershed protection over everything else, including recreation. Other than activities such as walking, biking, picnicking, and fishing, recreation is limited to enjoying the natural beauty of these areas. Only uses, buildings, and utility infrastructure specifically approved by the Salt Lake City Department of Public Utilities are allowed within this designation to ensure watershed protection.

Implementation

A key component of the Avenues Community Plan is a clear implementation strategy and measurable indicators of success. The implementation section of the plan describes the necessary tools for Salt Lake City to allocate resources responsibly and effectively to turn the vision into reality. Implementing the

plan will require a combination of resources including staff expertise, financial support, time, and community efforts and coordination. Each initiative associated with the 14 guiding principles in the plan is given a score based on these resources to help support prioritization, budgeting, and coordination across departments and partners over time. Baseline metrics for the targets associated with each guiding principle will be used to evaluate progress over time. The implementation matrix can be found starting on page 108 of the draft plan.\

KEY CONSIDERATIONS

The following sections provide additional detail on these key considerations:

1. Streamlining Initiatives in the Historic Preservation Overlay District
2. Historic Preservation Throughout the Community Plan
3. Draft Plan Revisions

Key Consideration 1: Streamlining Initiatives in the Historic Preservation Overlay District

The Avenues Community Plan includes several initiatives intended to balance historic preservation goals with the neighborhood's housing and growth objectives. While the plan reaffirms the importance of protecting the Avenues' historic character, it also supports targeted changes to streamline development review processes and encourage compatible infill housing. Three initiatives, in particular, warrant consideration by the Historic Landmark Commission because they support changes intended to streamline review processes within the Historic Preservation Overlay District. These initiatives would streamline the review process in different ways, including expanding eligibility for administrative review for certain projects and providing pre-approved designs and design guidance to facilitate more efficient and predictable project review. Because the community plan is a policy and visioning document, its adoption would not implement these changes. Instead, the plan provides policy direction for future zoning text amendments, where necessary, and other implementation efforts. Any changes to review authority would require a separate public review and adoption process.

These initiatives include expanding eligibility for administrative review for select infill development, creating pre-approved accessory dwelling unit (ADU) designs for historic districts, and developing a pattern book of historically compatible home designs to facilitate a more efficient and predictable new construction process. The remainder of this section explains these initiatives in greater detail.

Administrative Review for New Primary Buildings Without Street Frontage

First, in the Growth chapter (starting on page 23), an initiative has been proposed that reads: *"Make changes to the Historic Preservation Overlay to streamline the new construction process for new primary buildings without public street frontage."* Currently, staff is authorized to approve new accessory structures, including garages and ADUs, at the administrative level because their visual impact on a historic district or site is generally minimal. These structures are typically located toward the rear of a property and are less visible from the public street. Similar considerations apply to new primary buildings without public street frontage because they are generally located away from the public streetscape, reducing their visibility and potential impacts on the historic character of the district.

One example of a new construction project without public street frontage is the Marmalade Condos, approved by the Historic Landmark Commission in 2022. The project adds 12 new housing units through an eight-unit townhouse building and two duplexes located behind two existing historic buildings on a deep lot. By preserving the historic street-facing buildings and concentrating new development toward the rear of the site, the proposal demonstrates the type of infill project the plan supports for administrative review. However, even if a project qualifies for administrative review, the planning director or designee may refer any application to the Historic Landmark Commission due to the complexity of the application, the significance of the proposed changes to the structure or site, or the need for consultation for expertise regarding architectural or other preservation issues.

Marmalade Condos at 230 W 300 N



Drive Aisle East (Current)



Rendering – Pedestrian View from Sidewalk, Looking Down Drive Aisle



Rendering – Pedestrian View from Middle of Drive Aisle

Pre-Approved ADU Plans

Second, under the Housing chapter (starting on page 27), an initiative to increase housing in the Avenues is proposed, which reads: *"Add designs that are compatible with the historic preservation overlay to the library of pre-approved ADU plans."* Currently, Salt Lake City maintains a catalog of pre-approved ADU plans that are available on the Building Services website.

The idea behind this initiative is to add pre-approved ADU designs that are appropriate and compatible with the City's local historic districts. These designs would offer pre-approved options for window and door styles, exterior materials, and other architectural features that have already been evaluated for consistency with the City's historic preservation standards. Although pre-approved designs could simplify and expedite reviews, each proposed ADU would still be required to undergo review for compliance with applicable zoning requirements, including setbacks, height, and lot coverage, as well as for compatibility with the property's specific historic context and the surrounding neighborhood. This approach would help provide greater predictability for applicants while streamlining the review process.

Pattern Book for Historically Compatible Building Types

Finally, also in the Housing chapter, an initiative has been proposed stating: "*Partner with educational institutions or private entities to develop a pattern book of home designs that qualify for expedited new construction review in the historic preservation overlay*." This initiative aims to create a pattern book of historically compatible building types and illustrated design guidance to support compatible infill development within the Historic Preservation Overlay District. Inspired by Vermont's "Homes for All Initiative," the pattern book would include context-sensitive housing types, design guidance, and architectural details. The designs would draw from the architectural character, scale, and development patterns found in the Avenues, helping new infill development complement the existing neighborhood. Its purpose is to shorten review times, simplify the development process, make it more predictable, and encourage compatible infill housing.

Rather than serving as a catalog of fixed home designs, the pattern book could establish a series of compatible building types along with a menu of pre-approved architectural elements, such as exterior materials, window and door styles, roof forms, porches, entry features, and other design details. Applicants could combine these elements to reflect their preferences while remaining consistent with the character of the community. Projects utilizing the pattern book would still be reviewed by staff to ensure the proposed design is consistent with the approved building types and design options, complies with zoning standards, and responds appropriately to the property's specific historic context.

Key Consideration 2: Historic Preservation Throughout the Community Plan

Historic preservation is fundamental to the identity of the Avenues. While the previous section focuses on initiatives specifically related to the Historic Preservation Overlay District, historic preservation is woven throughout the community plan and extends beyond the overlay's boundaries. The following sections highlight how preservation is incorporated throughout the plan.

Preserving Existing Housing

The plan recognizes that preserving and maintaining existing housing stock is essential to the neighborhood's historic character. To support this objective, the plan includes strategies that align land use with the built environment, encourage use of the Building Preservation Incentives (BPI), preserve naturally occurring affordable housing (NOAH), and promote building maintenance through

educational resources and financial incentives, including state and federal historic tax credits. The plan also supports context-sensitive infill and targeted zoning updates that accommodate growth while ensuring new development respects the neighborhood's historic scale and character. Opportunity sites, such as the LDS Hospital campus and other institutional properties, are identified as potential locations that can accommodate growth while reducing redevelopment pressure on surrounding historic residential areas.

Streetscape

Much of the Avenues' historic character is derived from the relationship between its buildings and the public streetscape. Consistent building setbacks, evenly spaced structures, complementary building proportions, and architectural elements such as porches, windows, and decorative details create the visual continuity that defines the neighborhood. The plan supports maintaining these defining features along the streetscape while allowing greater flexibility for additions and new buildings in less visible portions of properties, where impacts on the streetscape are more limited. The plan also recognizes the urban forest as an integral component of the historic streetscape and supports continued investment in tree planting, maintenance, and long-term stewardship.

Placemaking

The plan encourages preservation of historic features in public spaces through inventories, education, and long-term stewardship of elements such as sandstone sidewalks and curbs, carriage steps and hitching posts, and other historic features. It also advocates public art that reflects the neighborhood's history, distinctive signage to reinforce neighborhood identity, and long-term preservation planning for the Salt Lake City Cemetery through preservation and management, enhanced public access as a multi-use facility, and long-term financial stability.

Education and Outreach

Safeguarding the Avenues' historic resources requires informed property owners, engaged residents, and effective preservation strategies. The plan reaffirms the Historic Preservation Overlay District as a key tool for maintaining the neighborhood's historic identity and encourages periodic review of preservation standards to improve clarity, consistency, and understanding. It recommends expanding public education through workshops, tours, and other outreach that increase awareness of the neighborhood's history and historic resources.

Key Consideration 3: Draft Plan Revisions

Since the publication of the draft, revisions have been made to improve clarity, address comments received during the public review process, and respond to city department review. Public process and comments are discussed in Attachment E: Public Process and Comments, and a summary of revisions made in response to feedback from other city departments can be found in Attachment G: Department Review Comments.

This key consideration summarizes the substantive revisions made since publication of the May 21, 2026, draft.

Guiding Principles - Revised to improve clarity and better reflect the Avenues neighborhood.

Housing – Renamed the "Expand Housing Options" section to "Housing Opportunity" to distinguish it from the City's separate Expanding Housing Options project.

Air Quality –Added emphasis on maintaining the existing tree canopy, supporting publicly available EV charging stations, and improving energy efficiency of the existing building stock.

Preservation – Added language reaffirming the Historic Preservation Overlay District as an important tool for preserving historic development patterns, architectural character, and sense of place in the local historic districts within the Avenues.

Arts & Culture – Clarified language regarding maintenance of privately funded art and opportunities to integrate art into transportation and mobility infrastructure.

Economy – Added language emphasizing that the Avenues are first and foremost a residential neighborhood, with economic activity in an ancillary, supporting role.

Government – Added language recognizing the important role of community organizations, such as the Greater Avenues Community Council, in facilitating communication between residents and the city and strengthening civic participation.

Future Land Use Map – Added language that new development and use intensification may require upgrades to water and sewer systems.

LDS Hospital Campus – Added language emphasizing that any future redevelopment should preserve the campus's open and publicly accessible spaces, maintain compatibility with adjacent residential neighborhoods through landscaping, setbacks, and building spacing, and establish these design expectations through future planning processes to ensure an appropriate transition to the surrounding neighborhood.

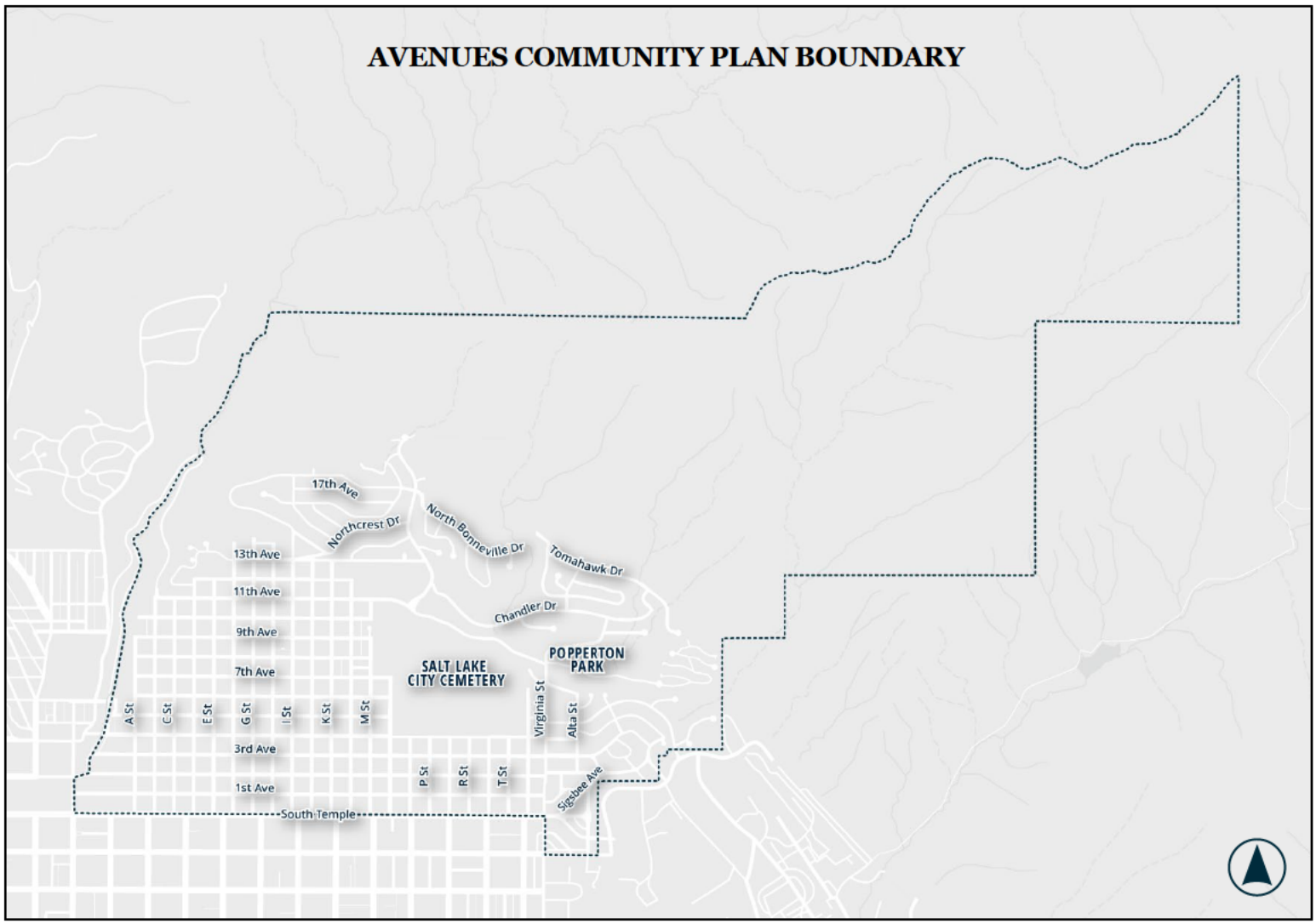
APPROVAL PROCESS AND COMMISSION AUTHORITY

Chapter 19.06, Process for General Plans and Amendments, establishes Factors to Consider for Amendments to the General Plan. In accordance with Chapter 21A.06.050, the Historic Landmark Commission may provide a positive or negative recommendation to the Planning Commission on the Avenues Community Plan. The Planning Commission will then hold a public hearing on the plan and provide a positive or negative recommendation. Planning Commission's recommendation will be transmitted to the City Council, who will hold a briefing and an additional public hearing on the draft community plan. The City Council may approve, deny, or modify the plan as they see fit and are not limited by any one factor in 19.06.070.

STAFF RECOMMENDATION & NEXT STEPS

Planning staff recommends that the Historic Landmark Commission forward a positive recommendation to the Planning Commission for consideration. A future Planning Commission meeting will be scheduled, during which the Commission will hold a public hearing and make a recommendation to the City Council on the plan. Planning Commission's recommendation will be forwarded to the City Council, who will hold a briefing and an additional public hearing on the proposed community plan before deciding whether to adopt. If ultimately adopted, the Avenues Community Plan will replace the current plan and become part of the City's general plan.

ATTACHMENT A: Plan Area Boundary



ATTACHMENT B: Avenues Community Plan Draft

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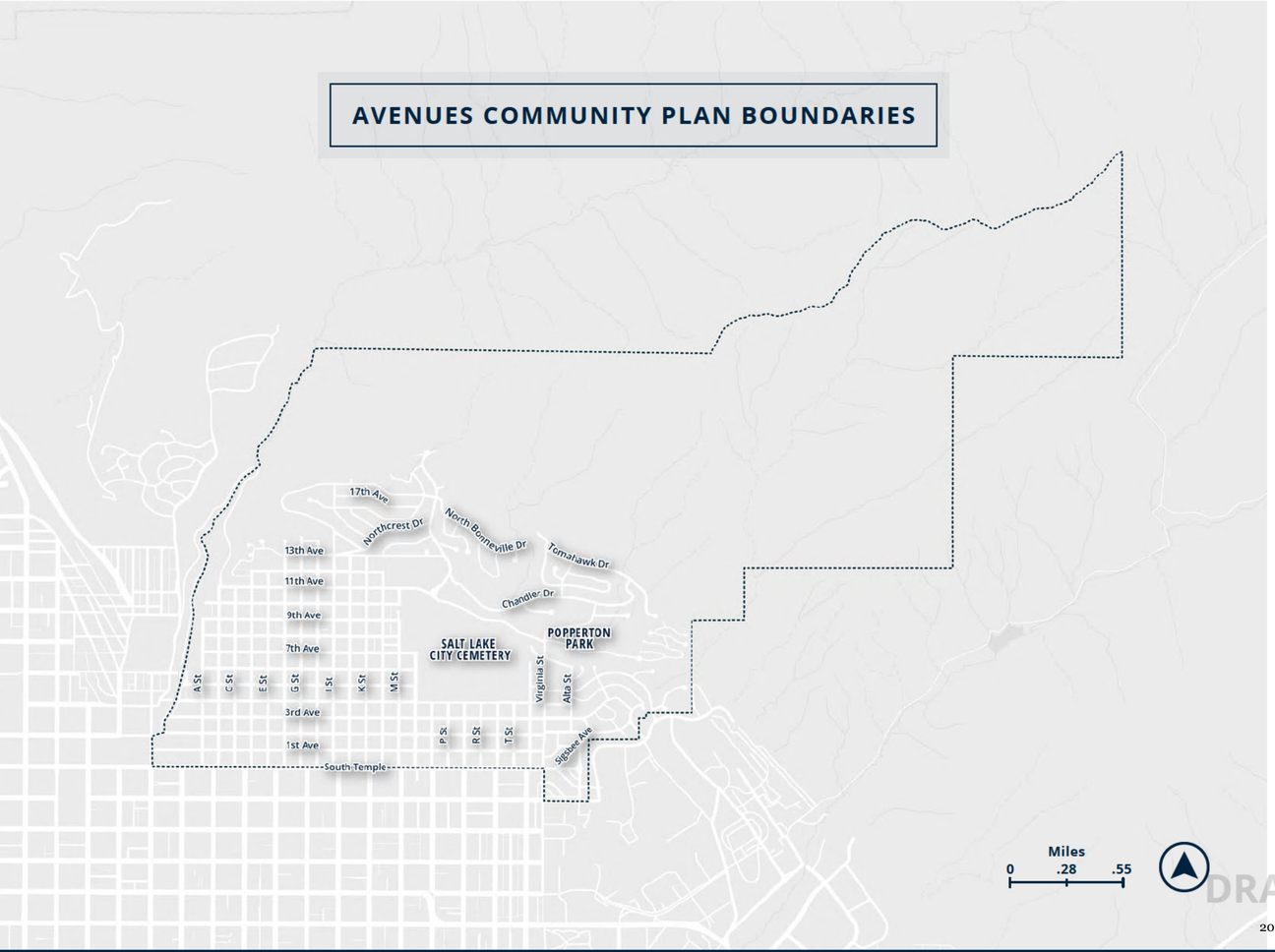
AVENUES COMMUNITY PLAN



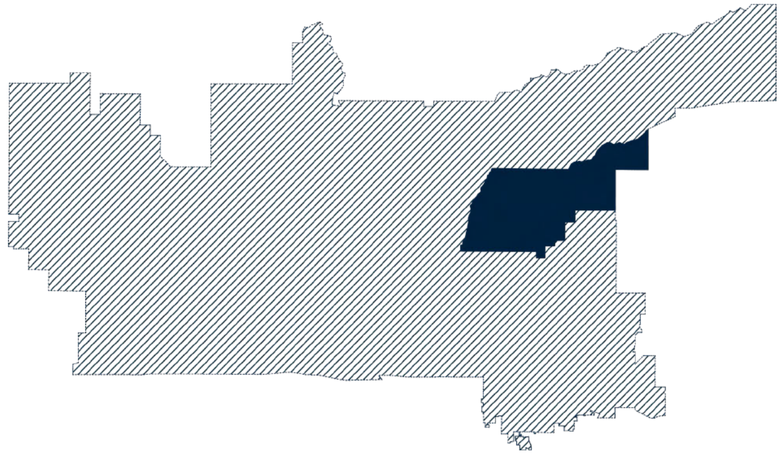
AVENUES COMMUNITY PLAN BOUNDARIES



AVENUES COMMUNITY PLAN

The Avenues plan area is located in the northeastern part of Salt Lake City and encompasses approximately 4.75 square miles (3,063 acres).

The Avenues is bordered by the following community plan areas: Capitol Hill to the west, City Creek to the north, and East Bench, Central City, and Downtown to the south.



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INTRODUCTION



A VISION FOR THE FUTURE

This plan sets out a vision for the Avenues Community for the next 15 years. It describes the future the community hopes to create, grounded in an understanding of existing conditions and shaped by input from community members, business and property owners, community organizations, and visitors.

The plan integrates these perspectives with adopted city policies and priorities, and provides a framework to guide decisions and actions that will help achieve the vision.

VISION

THE AVENUES WILL BE

A place that honors its history and culture through distinctive architecture, tree-lined streets, placemaking, public art, and community storytelling that together create a strong sense of place.

A community where public spaces — from streets, sidewalks, and gateways to parks and plazas — are beautiful, safe, well-designed, and active places that encourage social connection and reflect community pride.

Sustainably connected to the rest of Salt Lake City and the broader region through a reliable, multimodal transportation network where streets are safe and inviting across every mode of travel for people of all ages and abilities.

Home to established, stable neighborhoods that remain the heart of the community, preserving traditional development patterns while embracing thoughtful, context-sensitive infill and well-planned growth opportunities that strengthen the community over time.

A steward of the Foothills Natural Area, protecting ecological health and scenic character while welcoming visitors and outdoor enthusiasts drawn by access to a regionally significant trail network.

A welcoming, safe, and inclusive community where people of all ages, incomes, and backgrounds can live and remain through every stage of life.

A community whose parks, trails, and open spaces are seamlessly connected, providing convenient access to nature and recreation within the community and across the city.

Strengthened by distinctive neighborhood destinations that provide convenient access to daily needs, support local businesses, and foster a sense of community connection.

Home to a variety of housing options that meet the community's evolving needs across all income levels, household sizes, and life stages.

OVERVIEW

READER'S GUIDE

The following describes how this plan is organized and how its components work together.

The Avenues Community Plan is an official plan of the city. The plan is not a law or land use code—it is a vision describing how the community should look, feel, and function in the future.

The overarching goals of the Plan are to:

- Identify commonly held values.
- Define what makes the community unique.
- Guide future growth in a way that reflects community values and protects neighborhood character while considering the needs of future populations.
- Provide clear policy direction for decision-making.
- Create a framework to implement the vision and measure progress over time.

PLAN SALT LAKE AND THE AVENUES COMMUNITY PLAN

The Avenues Community Plan is part of a broader planning framework for Salt Lake City and builds on the citywide policies and initiatives established in Plan Salt Lake, the City's General Plan. Plan Salt Lake sets a citywide vision for Salt Lake City through 2040, organized around 14 Guiding Principles.

Each Guiding Principle is supported by Initiatives that add depth and specificity to the overall vision. This framework provides the foundation for community-level plans, including the Avenues Community Plan.

This plan defines the Avenues' role in advancing the citywide vision and translates these principles into a community-level 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.*

4 ***Transportation & Mobility:*** *A transportation and mobility network that is safe, accessible, reliable, affordable, and sustainable, providing real choices and connecting people with places.*

5 ***Air Quality:*** *Air that is healthy and clean.*

6 ***Natural Environment:*** *Minimize our impact on the natural environment.*

7 ***Parks & Recreation:*** *Protecting the natural environment while providing access and opportunities to recreate and enjoy nature.*

8 ***Beautiful City:*** *A beautiful city that is people focused.*

9 ***Preservation:*** *Maintaining places that provide a foundation for the City to affirm our past.*

10 ***Arts & Culture:*** *Vibrant, diverse, and accessible artistic and cultural resources that showcase the community's long standing commitment to a strong creative culture.*

11 ***Equity:*** *Ensure access to all City amenities for all citizens while treating everyone equitably with fairness, justice, and respect.*

12 ***Economy:*** *A balanced economy that produces quality jobs and fosters an environment for commerce, local business, and industry to thrive.*

13 ***Government:*** *A local government that is collaborative, responsive, and transparent.*

14 ***Water Conservation and Land Use Planning:*** *Grow in a manner that ensures water supply meets demand and provides sufficient redundancy to respond to water supply risks.*

KEY COMPONENTS

The Plan includes the following key components:

A VISION DESCRIBING WHERE WE WANT TO GO

The **Vision** describes the desired future for the community in relation to the Guiding Principles.

A ROAD MAP OF HOW WE WILL GET THERE.

- **Policies** express established City goals and ongoing programs that support the community's desired outcomes.
- **Initiatives** identify specific actions to help realize the vision.
- The **Future Land Use Map** (see page 77) illustrates the intended distribution of land uses in the community.

TOOLS FOR EVALUATING OUR PROGRESS OVER TIME

The Implementation Matrix (see page 108) identifies the anticipated resources needed to accomplish each initiative and includes **targets** which are measurable outcomes that indicate progress toward achieving the vision.

USING THE COMMUNITY PLAN

The Avenues Community Plan is intended to provide guidance and direction to both the public and private sectors in achieving the community's long-term vision. Implementation is a shared responsibility—no single entity can achieve the vision alone.

The public sector establishes the framework by adopting development regulations and making targeted public investments that help fulfill the vision. These actions are intended to encourage private investment and partnerships that further the community's goals. Regulatory and financial tools should reinforce private efforts that advance the plan's vision.

The goals and policies in this plan are designed to work together toward a shared vision. However, in practice, some goals and policies may occasionally compete or require trade-offs. The pursuit of one objective may limit progress toward another.

For example, policies that promote tree planting and landscaping to improve air quality and reduce urban heat may increase short-term water demand, even as other policies encourage water conservation. Such trade-offs are an inherent part of community planning.

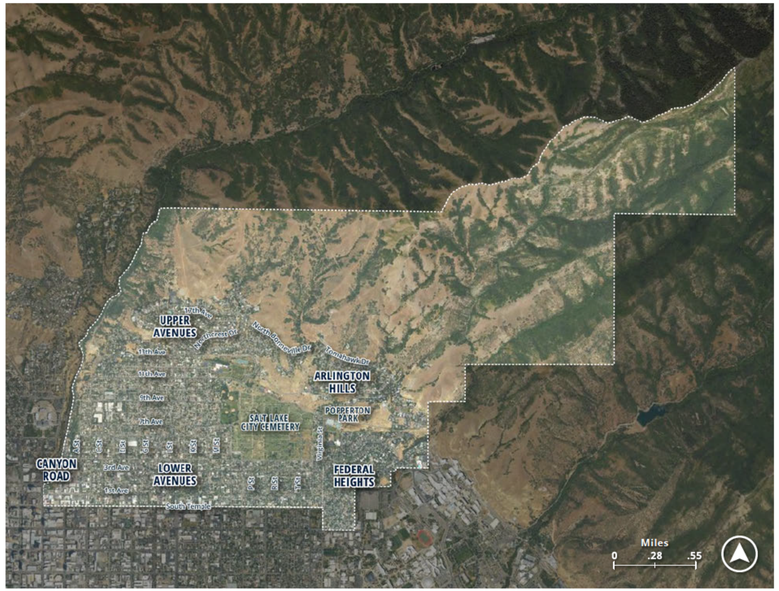
When implementing this plan, decision-makers must balance these competing goals, recognizing that not all objectives can be fully achieved in every situation. Depending on the context, certain goals or policies may carry greater weight or urgency.

COMMUNITY PROFILE & ENGAGEMENT

COMMUNITY PROFILE

The Avenues sits northeast of Salt Lake City's center, rising from the valley floor to the base of the Wasatch Mountains along the foothills. Known for its historic charm and scenic views, this iconic neighborhood offers a 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 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.



Map of Avenues Community Plan Area

The Avenues is home to an architecturally diverse mix of single-family homes, duplexes, and multi-family buildings. While residential use dominates, restaurants, galleries, and local shops can also be found in the community.

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.

The community encompasses several areas commonly recognized for their distinct identities and characteristics including Lower and Upper Avenues, Canyon Road, Federal Heights, and Arlington Hills.

AVENUES AT A GLANCE

As part of the development of this Plan, the Avenues Community planning team completed an Existing Conditions Report that provides a comprehensive overview of demographics, land use, connectivity, open space and natural resources, historic and cultural assets, and infrastructure in the community.

The data in the report will be used as a baseline for measuring the implementation of this community plan. The following highlights some of the existing conditions in the Avenues. Other sections in this plan provide details of existing conditions that pertain to that section topic.

16,610
POPULATION
About 8% of the city's population

DEMOGRAPHICS

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

46%
OWNER OCCUPIED HOUSING
(47% Citywide)

14%
HOUSEHOLDS WITH CHILDREN UNDER 18
(18% Citywide)

22%
NON-WHITE POPULATION
(35% Citywide)

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

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

LAND USE

Over half of the land area in the Avenues is zoned for open space

52%
OPEN SPACE

45%
RESIDENTIAL

1%
MIXED USE

1%
PUBLIC LANDS

1%
INSTITUTIONAL

LAND OWNERSHIP

- **51%** Private
- **49%** Government and Public Lands

COMMUNITY ENGAGEMENT

The Avenues Community Plan is rooted in ideas gathered through a variety of public engagement methods conducted throughout the planning process. Input was gathered from community members, business and property owners, community organizations, and visitors.

ENGAGEMENT PHASES

- Identifying opportunities and issues
- Exploring big ideas
- Refining the final vision

At every stage, public input was the driving force behind the plan's direction and priorities.

Avenues community members are the true experts of their neighborhood. Their participation and meaningful input directly shaped every element of this plan.

ENGAGEMENT SNAPSHOT



11
IN-PERSON EVENTS



3
COMMUNITY MEETINGS



265
SURVEY RESPONDENTS



75
IN-PERSON COMMUNITY MEMBER INTERVIEWS



8
STAKEHOLDER INTERVIEWS

ADDITIONAL ENGAGEMENT

Students from the University of Utah's Department of City and Metropolitan Planning conducted additional engagement activities as part of a course in Plan Making; their results were incorporated into this plan.

Please note: The engagement snapshot reflects only the first two phases of public engagement. These numbers will be updated to include additional outreach as the plan is finalized.

A more detailed community engagement report is available at: www.slcdocs.com/Planning/Projects/Community%20Plan%20Updates/Avenues%20Community%20Plan/Avenues_Engagement_Report.pdf

AVENUES GUIDING PRINCIPLES

01 / NEIGHBORHOODS
Neighborhoods that foster social connection by providing opportunities for gathering and everyday interaction.

02 / GROWTH
Direct growth to appropriate places while respecting the community's natural constraints.

03 / HOUSING
A variety of housing options to support all households and household incomes.

04 / TRANSPORTATION & MOBILITY
A safe, accessible, and reliable transportation network that expands choices and strengthens connections within the community and to the rest of the city.

05 / AIR QUALITY
Air that is healthy and clean.

06 / NATURAL ENVIRONMENT
Manage the natural environment to protect ecological health while supporting responsible access and long-term stewardship.

07 / PARKS & RECREATION
Strengthen connections and access between parks, trails, and open space while enhancing these shared resources.

08 / CITY BEAUTIFUL
Celebrate the natural and historic beauty of the community.

09 / PRESERVATION
Preserve the places and features that contribute to historic character and build pride and knowledge around the community's rich history.

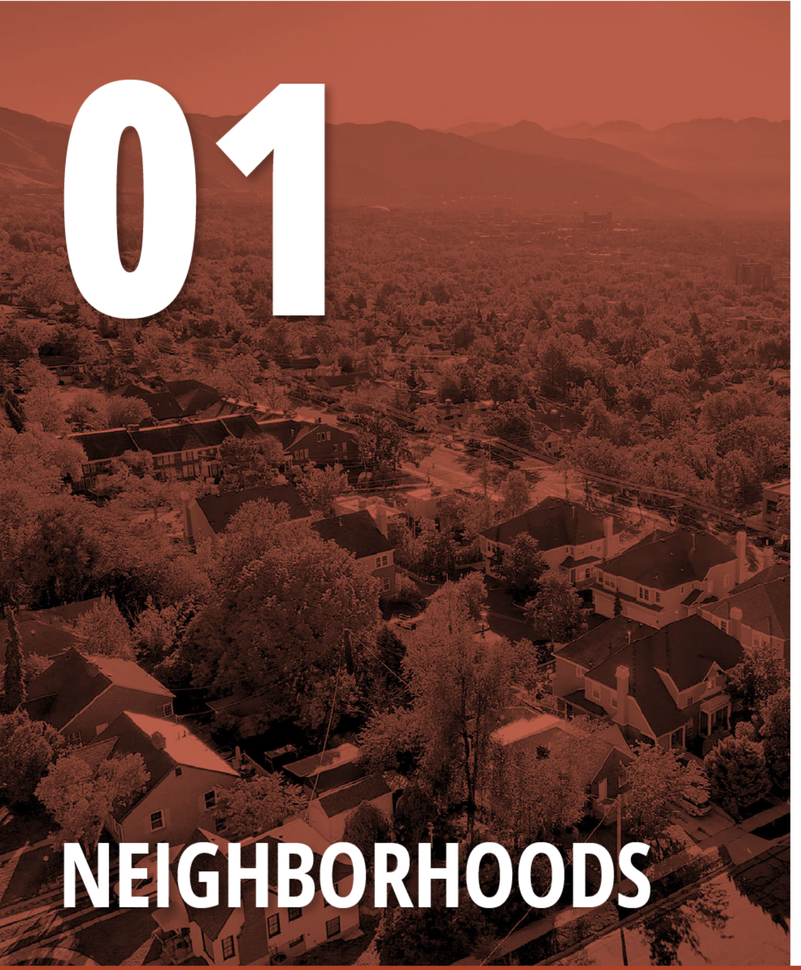
10 / ARTS & CULTURE
A neighborhood culture supported by public art, community events, creative partnerships, and accessible opportunities to engage and participate in the arts.

11 / EQUITY
Maintain a welcoming, inclusive, and connected community by improving walkable access to services for everyone.

12 / ECONOMY
A neighborhood-focused economy that strengthens small businesses, encourages entrepreneurship, and enhances everyday access to goods and services.

13 / GOVERNMENT
A local government that is collaborative, responsive, and transparent.

14 / WATER CONSERVATION & LAND USE PLANNING
Advance water conservation through thoughtful land use, community education, and sustainable landscaping practices.



01

NEIGHBORHOODS

GUIDING PRINCIPLE

Neighborhoods that foster social connection by providing opportunities for gathering and everyday interaction.

2040 TARGETS

1. *Increase the number and variety of community gathering spaces.*

In the 1850s, the Avenues became Salt Lake City's first platted neighborhood. Today, the Avenues is a place where historic character, deep community roots, and a strong creative spirit come together to create one of Salt Lake City's most well-known and distinctive communities.

Neighborhoods play an essential role in quality of life by supporting social connection and providing places where people can come together, build relationships, and engage with one another. Opportunities for social interaction—whether planned or spontaneous—are central to a neighborhood's character and sense of belonging. While many of these interactions arise organically, intentional community-oriented spaces and programming can strengthen and sustain these relationships over time.

Because the Avenues is a highly desirable and largely built-out neighborhood, the focus of this plan is not large-scale physical change, but rather targeted changes and better use of existing neighborhood assets and public spaces to support social interaction.

NEIGHBORHOOD-SERVING SPACES AND EVERYDAY GATHERING

Permanent neighborhood features—such as local businesses, park strips, parks, and other shared public spaces—form the foundation of everyday community life in the Avenues. These spaces provide consistent, reliable opportunities for neighbors to interact as part of their daily routines.

Neighborhood businesses play an important role in this network. Allowing and encouraging the use of adjacent park strips or frontage areas for outdoor dining, seating, or small-scale retail can help local businesses succeed while also creating informal gathering spaces that contribute to a lively, people-oriented streetscape. Because businesses are generally longstanding fixtures in the neighborhood, they serve as stable anchors for social connection and community activity.

Additional opportunities exist to better activate underutilized spaces throughout the neighborhood, such as alleys, park edges, and community gardens. Broader strategies for activating parks, open space, and recreation areas are discussed in more detail in the Parks and Recreation section of this plan.

FLEXIBLE AND PROGRAMMED USE OF PUBLIC RIGHT-OF-WAY

One example of how the public right-of-way can be used more flexibly to support community life is Play Streets. Play Streets are temporary or rotating street closures that transform roadway space into flexible community space. During the COVID-19 pandemic, temporary street closures in the Avenues received positive community feedback, demonstrating the potential of streets to function as shared social spaces.

Play Streets could be implemented seasonally or periodically, closing selected streets to through-traffic while maintaining access for local vehicles and essential services. By thoughtfully utilizing space within the street right-of-way, Play Streets can support a wide range of activities, including block parties, children's play, active transportation, and informal socializing. These spaces may be enhanced with elements such as seating, greenery, lighting, games, or collaborative community art to create welcoming environments that encourage people to linger and connect. These efforts may also inform longer-term changes in how street space is designed and used..

For additional information on how Play Streets can also improve safety and mobility, see the Transportation section of this plan.

INITIATIVES

1. *Support the success of existing businesses by enabling physical improvements that enhance the public realm, including reviewing and updating policies related to park strip activation for outdoor dining, seating, or retail.*

2. *Explore creation of a play streets program to provide flexible activity spaces within the community.*

3. *Encourage neighborhood partnerships to program, activate, and maintain shared neighborhood spaces.*

4. *Ensure inclusive access by integrating ADA-compliant features and designing gathering spaces for all ages and abilities.*

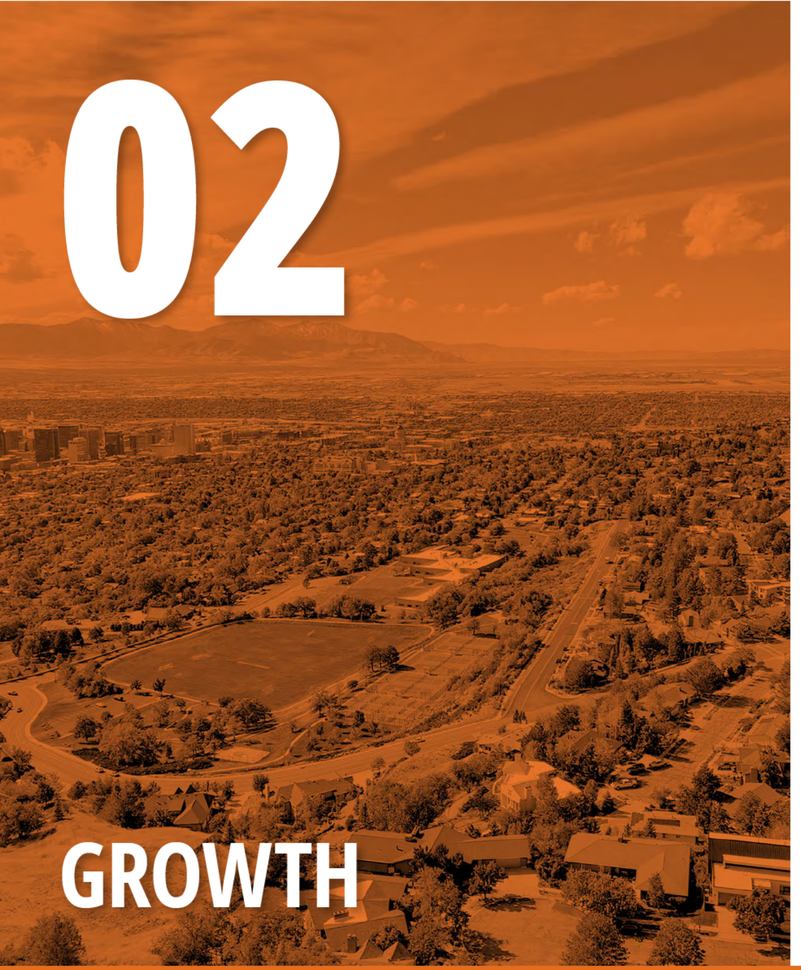






PLAY STREETS

Play streets are residential streets temporarily closed to through traffic, creating safe, car-free spaces for children to play and neighbors to connect.



02

GROWTH

GUIDING PRINCIPLE

Direct growth to appropriate places while respecting the community's natural constraints.

2040 TARGETS

1. *Increase the amount of land that allows for mixed-use development.*
2. *Increase 3+ bedroom units in new multi-family developments.*

Recent trends and current forecasts indicate that Salt Lake City will experience significant population growth over the next 15 years. According to a 2025 report published by the Census Bureau, Salt Lake City was the fastest growing city in the state from 2023-2024 and it is anticipated that growth will continue.

In comparison, overall growth in the Avenues has remained relatively stable since 1980, with the neighborhood population decreasing slightly – from 16,785 in 1980 to approximately 16,610 in 2023. Household composition has also changed. Average household size has declined from 2.60 people in 1987 to about 1.97 in 2023, and households with children under 18 decreased from 21% in 1980 to 14% in 2023.

This trend has resulted in fewer households with children, which means fewer children in public schools in the Avenues. Supporting growth that accommodates households with school-aged children is likely necessary to help ensure schools in the Avenues remain open.

As the City continues to experience development pressure, responsible growth means focusing development near places with existing infrastructure and amenities to minimize impacts on the natural environment – including air quality, water use, and foothill protection – while expanding housing and mobility choices for a variety of lifestyles.

The Avenues already has a strong foundation to accommodate thoughtful growth: a mix of housing types, access to open space, proximity to downtown, a complete street grid, and small blocks. Future growth in this neighborhood should build on these assets to enhance quality of life for current and future generations.

The physical form and location of the Avenues strongly influence how and where growth can occur. The community is largely built out, with relatively few vacant properties available for new development. In the Upper Avenues, proximity to the foothills introduces additional considerations related to terrain, access, and wildfire risk. These conditions indicate that the Avenues are unlikely to experience significant change, with growth primarily occurring gradually through small-scale development.

Nearly half of the buildings in the Avenues were constructed before the City's first zoning regulations were adopted in 1927, and most of the remaining development occurred by 1960, well before the current residential zoning code was adopted in 1995.

These historic development patterns create a mix of housing types and configurations that cannot be reproduced under current zoning standards. This regulatory mismatch is a defining condition for growth in the Avenues and provides important context for the housing strategies outlined in the Housing section of the plan.

INFILL DEVELOPMENT

With few vacant properties, future growth in the Avenues will largely depend on context-sensitive infill on underutilized properties. Yet current regulations make infill difficult to build by right, such as requirements for buildings to have public-street frontage, setbacks exceeding those required by fire code, restrictive lot sizes, limits on housing types, and low lot coverage maximums.

Addressing these regulatory barriers through targeted zoning reform is essential to enabling growth that respects the neighborhood's scale while supporting the kind of creative development that has long defined the area.

OPPORTUNITY AREAS

The potential redevelopment of the LDS Hospital campus into a mixed-use area with additional housing and commercial uses presents an opportunity to accommodate most of the neighborhood's future growth in a location with existing infrastructure to support it. Concentrating a significant share of future growth in this location can reduce pressure on surrounding residential areas. It is also possible that the site will not fully redevelop but see some reuse of existing buildings while others are demolished.

Growth can also be accommodated on other sites currently occupied by institutional land uses, such as churches or schools, as these properties adapt to changing demographic needs. Thoughtful redevelopment that includes a mix of uses and housing options —such as family-sized or senior housing— can represent an opportunity for accommodating change, while allowing aging in place and providing space for families.

LIMITED GROWTH AREAS

Responsible growth also means identifying where growth should be more limited. The Upper Avenues and Arlington Hills face constraints due to their proximity to the foothills, where steep terrain and homes intermingled with undeveloped natural land create access and emergency management challenges that would be intensified by too much growth. To protect foothill resources and reduce wildfire risk, growth in these areas should focus on accessory dwelling units and other gentle density options.

With the right tools and policies in place, growth in the Avenues can enhance quality of life, strengthen existing community assets, and establish a clear framework for meeting future needs without compromising neighborhood character.

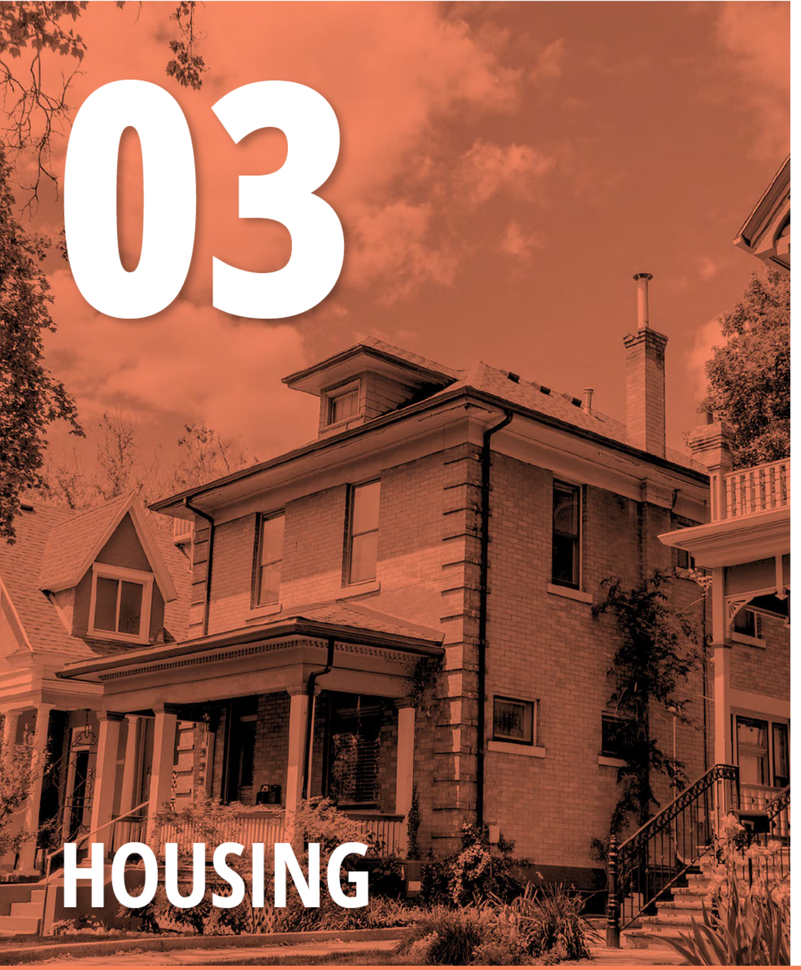
POLICIES

1. *Support mixed-use zoning in appropriate locations that can accommodate future growth, such as areas within walking distance of public transportation, and key bike and pedestrian routes.*
2. *Direct new growth toward areas with existing infrastructure and services that have the potential to be people-oriented.*
3. *Enable moderate density increases within existing neighborhoods where appropriate.*

INITIATIVES

1. *Remove zoning barriers to streamline the approval process for infill development.*
2. *Modify zoning regulations to add a variety of housing types to accommodate all household sizes.*
3. *Make changes to the Historic Preservation Overlay to streamline the new construction process for new primary buildings without public street frontage.*
4. *Limit growth within the wildland-urban interface and areas near the Foothills Natural Area with limited access.*
5. *Identify potential infill sites as institutional land uses change and prioritize them for public-private partnerships.*





03

HOUSING

GUIDING PRINCIPLE

A variety of housing options to support all households and household incomes.

2040 TARGETS

1. *Increase the total number of households.*
2. *Reduce the number of cost burdened households.*

Access to housing is a growing concern throughout the city, but especially in established neighborhoods like the Avenues where there is little space to build additional housing.

When asked to rank the most important issues facing the Avenues, almost 3/4 of respondents ranked cost of housing as one of the top three issues, with 42% identifying it as the number one concern. Information from the Multiple Listing Service (MLS)—a real estate database for property listings—shows the median home price in the Avenues in 2024 was $802,500—about 42% higher than the citywide median.

While housing affordability is a regional issue with many variables beyond local control, the Avenues face additional constraints due to limited land availability.

As a result, in order to contribute to citywide housing goals, housing strategies in the Avenues must focus on preserving existing housing, supporting context-sensitive infill, allowing interior modifications to add dwellings within existing underutilized buildings, and making more efficient use of underutilized or undeveloped properties.

WHAT DOES "COST-BURDENED" MEAN?

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).

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.**

PRESERVE AND MAINTAIN EXISTING HOUSING

Actively preserving existing housing is important to help combat affordability issues and prevent displacement. Although the Avenues is a high-cost neighborhood overall, existing housing—particularly older and smaller units—represents an important source of more attainable housing. Preserving existing housing ensures that new development is adding to the supply rather than simply replacing what already exists.

The following strategies and tools focus on preserving existing housing in the Avenues community.

Align Zoning with Existing Conditions

As discussed in the Growth section, much of the Avenues was built prior to modern zoning regulations, resulting in a diverse mix of housing types that no longer align with current zoning requirements. As a result, many properties are nonconforming, which limits the improvements that can be made.

In the Lower Avenues, this includes housing types ranging from single-family to apartment buildings, offering many examples of missing-middle housing and a balance of owner-occupied (46%) and rental (54%) units. Aligning zoning regulations to permit existing housing types and densities would reduce the nonconforming status of many properties and support reinvestment in the current housing stock which is an important source of affordability in the neighborhood.

Naturally Occurring Affordable Housing (NOAH)

Naturally occurring affordable housing (NOAH) plays a critical role in providing affordable housing without government subsidies. This is typically housing in older buildings with fewer modern amenities compared to what is included in newer housing developments. In desirable neighborhoods like the Avenues, NOAH is at risk of being lost due to demand, market-induced rent increases, renovations that lead to rent increases, or redevelopment. The City's NOAH program provides financial assistance for safety and livability improvements in exchange for long-term affordability commitments.

This plan supports this program as well as others that provide grants or loans to property owners to maintain existing housing.

Zoning Incentives

The City's Affordable Housing Incentives (AHI) support the development of deed restricted affordable housing by allowing additional units and housing types on properties that meet the affordability requirements. Additionally, Building Preservation Incentives (BPI) support the preservation of existing housing by allowing for additional units and zoning modifications when an existing building is retained as part of a project.

These incentives allow adaptive reuse of non-residential buildings such as churches, schools, and hospitals, as well as individually listed historic sites for housing. These incentives provide flexibility while contributing to housing goals. Developing educational materials to highlight these programs will increase awareness of them and promote their use.

EXPANDING HOUSING OPTIONS

Housing costs are also influenced by high land values. When there is less space to build new homes and more people who want to live in the neighborhood, the land underneath the houses becomes more valuable. This is especially true in zoning districts where requirements for minimum lot size and width essentially incentivize the construction of larger, more expensive homes. This limits new homeownership opportunities for people of various incomes, especially those looking for small starter homes. **The plan supports zoning changes that enable housing development on small lots as a way to add more attainable housing within the community and increase access to home ownership.**

ACCESSORY DWELLING UNITS (ADUs)

Accessory Dwelling Units (ADUs) are another housing tool that can help address housing affordability and supply while providing flexible living options. While ADUs are permitted in all residential zoning districts, navigating the development process can be challenging—particularly for those that have never undertaken a construction project before.

Properties subject to the Historic Preservation Overlay requirements face additional complexities, as ADUs must comply with historic design standards. Adding pre-approved ADU designs tailored to meet historic overlay requirements to the City's library of pre-approved plans could help simplify and streamline the approval process.

CASE STUDY - VERMONT HOMES FOR ALL

Vermont faces similar affordability challenges to the Avenues, driven by regulatory standards that produce large single-family homes and large-scale multi-family buildings. Vermonters looking for in-between housing options, like a duplex or four-plex, cooperative, senior housing or townhomes have very limited options.

The Homes for All initiative empowers small-scale developers with the knowledge to build missing middle homes (MMHs). This effort targets the development of context-sensitive MMHs on underutilized land, especially in town centers and established neighborhoods with existing infrastructure and proximity to jobs, services, and transit. Part of this toolkit is the creation of a Middle Homes Design Guide. This design guide features five MMH typologies, each with optional variations, with designs rooted in Vermont's pre-1945 development pattern that were common before local zoning regulations began to separate different building types.

A similar approach could be taken for the Avenues. Developing a set of pre-approved design typologies that reflect Avenues housing forms and historic development patterns could enable qualifying projects in the local historic district to move through a more predictable and accelerated review process.

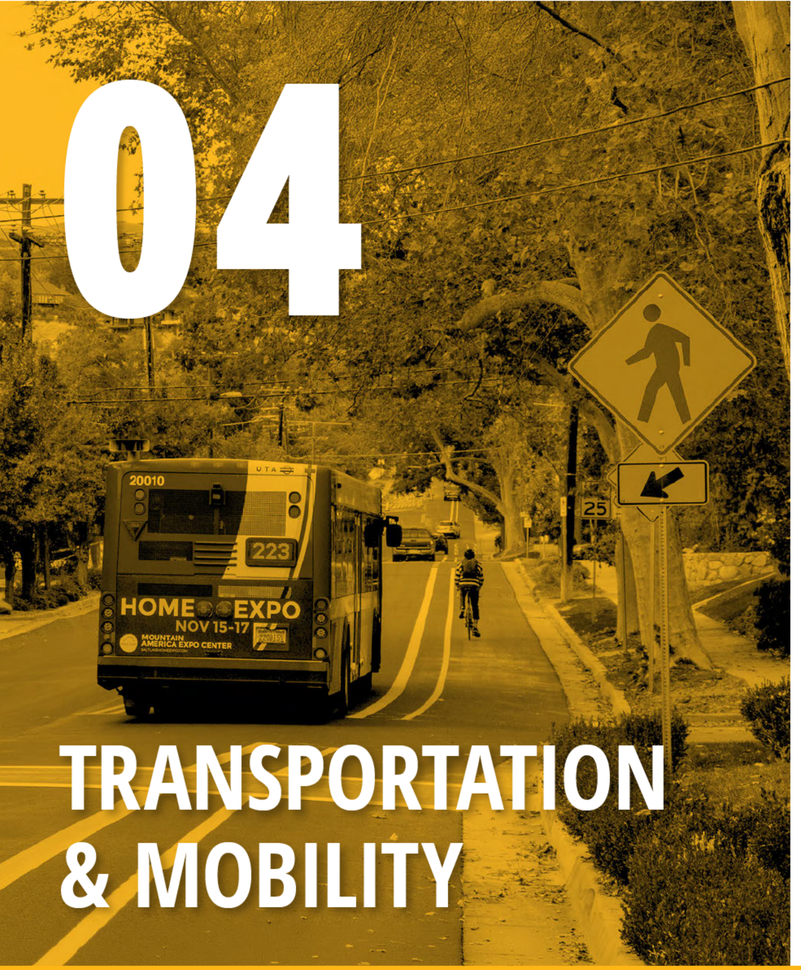
POLICIES

1. *Support policies and action items found in Thriving in Place and Housing SLC.*
2. *Prioritize preservation and maintenance of the existing housing stock as the foundation of the community's affordable housing supply.*

INITIATIVES

1. *Align land use designations with existing conditions to reduce the number of properties that are nonconforming.*
2. *Support grant and low interest loan programs for property maintenance and life and safety improvements.*
3. *Provide education and outreach materials to increase awareness of existing housing programs, such as the City's NOAH program.*
4. *Seek partnerships to support the training of tenants, property owners, and property managers on tenants' rights.*
5. *Develop easy to use guides and other educational materials to encourage adaptive reuse and use of the Building Preservation Incentives in the zoning code.*
6. *Develop small lot housing regulations to enable development on more properties.*
7. *Increase housing options by changing zoning to allow a broader range of housing types in more areas.*
8. *Add designs that are compatible with the historic preservation overlay to the library of pre-approved ADU plans.*
9. *Partner with educational institutions or private entities to create a pattern book of home designs that qualify for streamlined new construction review in the historic preservation overlay.*





04

TRANSPORTATION & MOBILITY

GUIDING PRINCIPLE

A safe, accessible, and reliable transportation network that expands choices and strengthens connections within the community and to the rest of the city.

2040 TARGETS

1. *Increase the number of households within ¼ mile of a transit stop.*
2. *Increase bus ridership.*
3. *Increase the number of households within 1/4 mile of the Frequent Service Network (FSN or Go Route).*
4. *Decrease number of pedestrian, bicycle, and auto crashes.*

The Avenues' transportation network is shaped by its narrow streets and steep terrain. While these features contribute to the neighborhood's charm and historic character, they also create challenges for mobility, safety, and access.

Avenues residents want streets that are safe and accessible for all users: people walking and biking, those using transit, and people who choose to drive. The following strategies focus on improving safety, expanding mobility options, and strengthening connections within the Avenues and to the rest of the city.

SAFETY

Street safety is one of the biggest concerns identified through community engagement. Speeding—especially along L Street and 11th Avenue—and inconsistent traffic control at intersections were among the most frequently raised issues. Some intersections are four-way stops while others are two-way, creating no clear pattern. This, combined with narrow streets where on-street parking limits visibility, can make people feel less comfortable navigating their roadways.

To help improve street safety in the community, the plan supports traffic-calming measures, establishing a consistent approach to traffic control at intersections, and incorporating design elements that increase visibility for all users. Enhanced crossings and signals at priority locations, particularly on South Temple, as it's one of the main access points to and from the neighborhood, would strengthen connections between the Avenues and the citywide pedestrian and bicycle network. Establishing safe routes to schools encourages more children to walk or bike to school.

PUBLIC TRANSPORTATION

Improving public transportation in the Avenues is a key priority. Most households are within ¼ mile of a bus stop. However, access is more limited in the Upper Avenues, Arlington Hills, and Federal Heights.

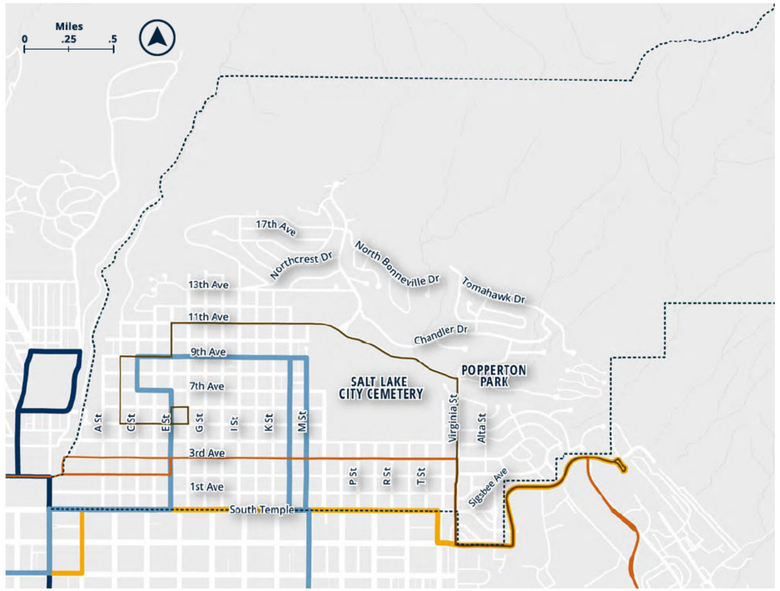
For people to choose transit over driving, routes need to reach the destinations they rely on and run frequently enough to be practical. There is one bus route in the Avenues that is part of the Frequent Service Network (FSN), known as the Go Route. A second Go Route operates adjacent to the neighborhood along State Street for approximately two blocks.

One of the highest-demand destinations is the University of Utah, but the only high-frequency connection runs along South Temple, placing it within close proximity to only a small portion of households. Two additional routes from the Lower Avenues connect to the University, but they only run every 60 minutes, which is generally not reliable enough for commuting. Providing a higher frequency of service throughout the neighborhood to connect more households to high demand destinations is important for improving public transit in the community.

COMMUNITY PROGRAMS

Community programs also play an important role in promoting walkability and street safety. Initiatives such as the Walking School Bus encourages residents, particularly children, to walk as part of their daily routine. This program helps instill healthy habits, build community connections, and reduce traffic congestion near schools during pick-up and drop-off times. Combined with physical improvements, community programs help ensure that walkability remains a valued quality of the Avenues community.

Establishing a Play Streets program is another strategy to improve safety by making streets less attractive as high-speed shortcuts. Play streets can also help build a culture of traffic safety by creating safe, car-free spaces that demonstrate streets are shared public spaces for everyone.



Map of Bus Routes (2026)

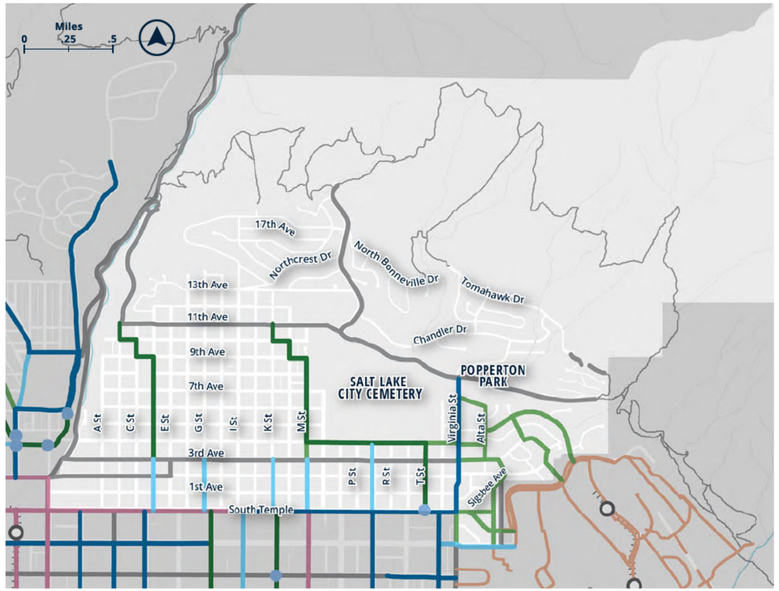
Above 9th Avenue, the only available service is a flex bus. Flex routes follow a set schedule and path but allow riders to request deviations up to three-quarters of a mile. This smaller bus operates between LDS Hospital and the University Hospital.

Flex bus stops are spaced farther apart than regular fixed-route stops, which often requires riders to walk longer distances or transfer to reach final destinations. Expanding these types of service options could improve access for areas that are currently underserved, especially in the northern portions of the neighborhood.

Because the nearest TRAX stations are outside the plan area, only about 14% of households are within a ½-mile walk of a station. As a result, TRAX is not an option for most areas of the Avenues. Focusing on a reliable and frequent bus network is therefore the most impactful strategy for improving transit access.

COMPLETE STREETS

In addition to improving transit, strengthening the walking and biking network is essential to providing safe, convenient options for local and short-distance trips. This plan focuses on Avenues-specific opportunities to build a network of people-friendly streets that makes active transportation a practical choice for everyday trips. Neighborhood byways are multi-modal transportation corridors on streets with low traffic volumes and speeds designed for bicyclists and pedestrians of all ages and abilities. Neighborhood byways crisscross the city, link to key destinations including neighborhood retail areas and corridors, parks, schools, and transit stations. This plan supports proposed neighborhood byways on Virginia Street; D, M, Q, and T Streets, and 4th Avenue as recommended in the Salt Lake City Pedestrian and Bicycle Master Plan.



Bicycling Network Existing Conditions and Vision through 2035
Pedestrian and Bicycle Master Plan

PEDESTRIAN AND BICYCLE NETWORK

Most trips begin and end with walking even when a car, bicycle, bus, or train is involved. The Avenues generally has a very complete sidewalk network, with few places where sidewalks are not available, particularly in the Upper Avenues and along 11th Avenue. Filling these gaps during redevelopment, street reconstruction or infrastructure improvements would help improve the safety and comfort of the pedestrian network in the community. In the interim, painted pedestrian lanes and other temporary improvements could help accommodate safer pedestrian travel.

Continuing to maintain existing sidewalks to remove trip hazards and other barriers to pedestrians and people with disabilities is also essential.

Pedestrian comfort can also be improved by adding amenities, such as benches, shade trees, lighting, and other features that make walking easier on longer or steeper routes. Enhancing these elements supports walkability for people of all ages and abilities

People who bicycle vary in comfort level and abilities. This plan supports streets that are designed to comfortably accommodate different types of riders. Improving and expanding bicycle infrastructure, including standard bicycle lanes and shared lane markings, and low-stress bikeways, such as neighborhood byways and multi-use paths, will help cycling appeal to more users.

MOBILITY AMENITIES AND PARKING

Improving transit, walking, and bicycling infrastructure can help reduce dependency on cars and ease parking demand. Providing amenities such as secure bike parking and designated scooter parking zones supports these alternatives. Currently, there are not any GREENbike stations in the community. Adding GREENbike stations, especially those that include e-bikes to combat steep terrain, can help close first and last mile gaps.

Narrow streets and high demand for street parking impact the Avenues street system, and in some cases, contribute to visibility and safety issues at intersections. Incorporating parking strategies intended to improve safety and alleviate parking pressure can help address these issues.

Strategies include zoning modifications to allow flexibility for off-site and shared parking arrangements, and allowing developments to exceed maximum parking requirements when additional spaces are dedicated to public or neighborhood use. Studying and implementing no parking zones near intersections could also help improve visibility.

POLICIES

1. *Support implementation of Connect SLC, the Citywide Transportation Plan.*
2. *Support recommendations for expanding the bicycle and pedestrian network as identified in the Pedestrian and Bicycle Master Plan.*
3. *Support goals of the Complete Streets Ordinance.*

INITIATIVES

1. *Support zoning changes in areas where density and mixed use would support increased transit demand.*
2. *Support modifications to road design that improve the safety of all users and reduces cut through traffic.*
3. *Improve connections between existing bike lanes and the neighborhood byways identified in the Pedestrian and Bicycle Master Plan.*
4. *Implement traffic-calming measures supported by the Livable Streets Program.*
5. *Evaluate and improve traffic control at intersections.*
6. *Establish a Play Streets program to reduce cut through traffic.*
7. *Work with UTA to restore higher-frequency service and extend service hours to better connect the Avenues to high-demand destinations such as the University of Utah.*
8. *Support expansion of flexible bus service options in underserved areas.*
9. *Support transportation priorities along South Temple through enhanced road crossings and signals to improve access to and from the Avenues for bicycles and pedestrians.*
10. *Support installation of sidewalks on streets without them and continued sidewalk maintenance.*
11. *Support Safe Routes to School planning and implementation to reduce vehicle trips and improve safety for children.*
12. *Encourage micromobility options such as identifying appropriate locations for designated scooter parking and secure bicycle parking.*
13. *Modify zoning regulations to allow more flexibility for off-site and shared parking arrangements.*
14. *Identify suitable locations for new GREENbike stations, including opportunities for e-bike integration, and support their installation.*
15. *Identify places for street furniture installation near bus stops and along heavily used walking routes.*





05

AIR QUALITY

GUIDING PRINCIPLE

Air that is healthy and clean.

2040 TARGETS

1. *Contribute to the reduction of citywide emissions and consumption of energy.*
2. *Decrease number of daily vehicle trips.*
3. *Increase tree canopy coverage.*

The Avenues can play an important role in supporting citywide air quality goals by reducing emissions, increasing energy efficiency, protecting and enhancing the urban forest, and reinforcing patterns of living that contribute to cleaner air.

TRANSPORTATION OPTIONS

Transportation remains one of the largest contributors to air pollution. While parts of the Avenues benefit from walkable streets and proximity to downtown, steep slopes, disconnected pedestrian routes, and limited transit coverage in some areas contribute to reliance on vehicles for daily trips. Improving walking, biking, and transit options—as outlined in the Transportation section—can help reduce vehicle miles traveled and provide viable alternatives to driving.

Subsidized or reduced-fare transit programs can further support this shift by lowering the cost of public transportation and making sustainable options more accessible. Encouraging these alternatives not only reduces emissions, but also supports neighborhood safety, public health, and equity.

URBAN FOREST

Trees play an important role in improving air quality, and the urban forest in the Avenues is a defining neighborhood asset. The community already has the highest tree canopy coverage compared to other communities in the city, but there are gaps, such as on 11th Avenue, and in areas where aging trees will eventually need replacement.

The City maintains a database of vacant planting areas for street trees. Expanding this database to include information such as park strip dimensions and the soil volumes needed to support tree growth would improve overall understanding of available planting spaces and help coordinate infrastructure projects with urban forestry priorities. Integrating tree planning into capital projects and right-of-way improvements can help preserve existing trees, protect planting conditions, and sustain the long-term health of the neighborhood's urban forest.

Prioritizing tree maintenance, expanding canopy where feasible, and finding creative ways to support tree planting on both public and private property can further strengthen the health and longevity of the urban forest and its benefits over time.

WHAT IS A TREE CANOPY?

A tree canopy is the collective covering or "roof" created by tree branches. Street trees and trees on private property are included when measuring the tree canopy.

ENERGY EFFICIENCY

Energy use in buildings is another key factor influencing emissions. Most of the building stock in the Avenues is older; improving energy efficiency through appropriate measures such as insulation upgrades, storm windows, and modern high-efficiency mechanical systems can reduce energy consumption while maintaining historic integrity.

Education, technical assistance, financial incentives like historic tax credits, targeted zoning adjustments—such as allowing reduced setbacks for modern, high-efficiency HVAC systems that are often quieter—can help encourage these improvements.

BUILDING PRESERVATION AND ADAPTIVE REUSE

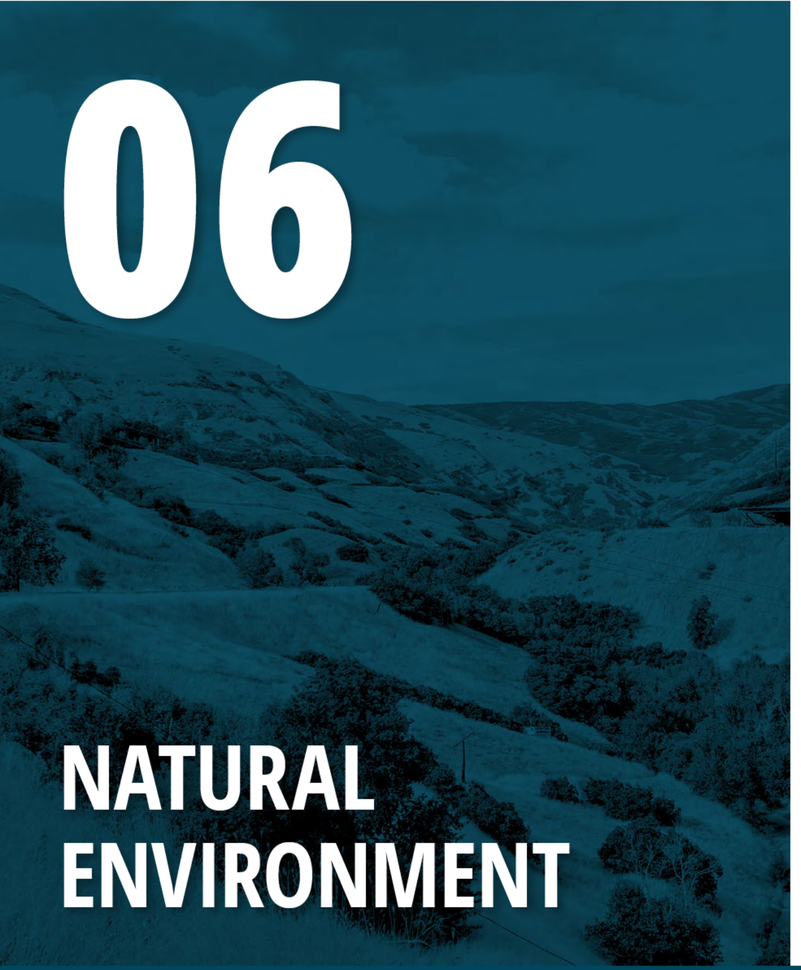
Preserving and reusing buildings is another air quality strategy. Demolition and new construction generate significant emissions, while maintaining existing structures helps avoid these impacts and reduces material waste.

The Building Preservation Incentives provide zoning flexibility, such as modifications to dimensional standards or use allowances, which support continued investment in existing buildings and help make preservation a more feasible alternative to demolition.

INITIATIVES

1. *Reduce zoning barriers to installing solar panels and energy efficient mechanical systems.*
2. *Expand City tree data to include information about the conditions of vacant planting locations such as park strip dimensions and soil volumes needed to support tree growth.*
3. *Explore partnerships focused on incentive-based solutions for new tree establishments on both public and private property.*
4. *Encourage alternate modes of transportation and support improvements and expansions to transit, bicycle, and pedestrian infrastructure to reduce car dependency and vehicle miles traveled.*
5. *Educate on best practices for making historic buildings more energy efficient.*
6. *Promote use of historic tax credits for updating mechanical systems to be more energy efficient.*
7. *Support the Building Preservation Incentives through educational materials and outreach.*
8. *Promote programs that lower the cost of public transportation through increased education and outreach.*





06

NATURAL ENVIRONMENT

GUIDING PRINCIPLE

Manage the natural environment to protect ecological health while supporting responsible access and long-term stewardship.

2040 TARGETS

1. *Adopt the Natural Open Space zoning district for properties within the Foothills Natural Area.*
2. *Apply zoning to areas within city creek canyon that are currently not zoned with the purpose of protecting the watershed.*
3. *Increase the number of maintained miles of existing trails in the Foothills Natural Area trail network.*

The Avenues is uniquely positioned at the base of the foothills and adjacent to City Creek Canyon, providing exceptional opportunities to experience the natural environment. This proximity is a community asset that attracts visitors from across the city and region for outdoor recreation.

As use of these areas continues to grow, thoughtful management and maintenance will help ensure these areas remain sustainable and accessible.

MANAGEMENT AND PROTECTION

Approximately 2,800 acres of the Foothills Natural Area fall within the Avenues Community Plan boundaries. These lands are owned by multiple entities, including Salt Lake City Public Utilities, the U.S. Forest Service, the University of Utah, the State of Utah, and private landowners with trail easements. Coordinated management among these partners is essential to protect natural resources and ensure consistent strategies across landscape boundaries.

The Foothills Natural Area is not a uniform landscape. Terrain, ecology, land use, and social context vary across the area, requiring a focused, specialized planning approach. To address these differences, the foothills are organized into seven Foothills Open Space areas, each reflecting unique landscape characteristics. Two of these areas, East City Creek and Upper Avenues and Perry's Hollow, Twin Peaks and Dry Creek, are within the community plan area. Developing specific comprehensive management plans for each area will support a sustainable trail network in the community.

These plans should address ecology, trail alignments, restoration, cultural resources, closure of unsustainable trails, wayfinding, amenities, and maintenance. Coordinated planning and management will help ensure the foothills continue to function as a resilient ecological system while supporting recreation and public access.

Land use zoning is another important tool for managing and regulating development of natural lands. Some natural lands are currently unzoned, while others may warrant more restrictive designations. Evaluating and applying appropriate zoning can help protect these sensitive lands. The effectiveness of land use zoning can benefit from other complementary tools, such as land acquisition, conservation easements, and formal designation of lands, such as critical habitats for preservation.

CITY CREEK CANYON

City Creek Canyon is a vital component of Salt Lake City's drinking water system. In 1986, Salt Lake City adopted a plan for City Creek that prioritizes watershed protection and limited public recreation, emphasizing that watershed protection must remain the highest priority.

Currently, City Creek Canyon lacks a zoning designation. Moving forward, City Creek Canyon will be zoned to reinforce watershed protection and public utility priorities – which may require creation of a new zoning district. Additionally, existing areas zoned Open Space may be reassessed for a more restrictive zoning designation to ensure alignment with Salt Lake City's Public utilities Department goals.

EDUCATION AND STEWARDSHIP

Education and stewardship programs are essential for protecting the foothills while maintaining safe, accessible trails. As visitation continues to increase, helping users understand how their actions affect the natural environment can reduce resource damage and support long-term sustainability. Educational efforts should emphasize responsible trail use, including staying on designated trails, respecting wildlife habitat, and observing seasonal or restoration-related closures. Clear trailhead signage, wayfinding, and public outreach can reinforce these messages and help reduce the creation of informal or "social" trails that contribute to erosion and habitat disturbance.

Community stewardship programs can further strengthen the connection between the community and the foothills. Volunteer initiatives, stewardship days, and partnerships with local organizations can support trail maintenance, invasive species removal, and habitat restoration. Restoration efforts are particularly important in areas where informal trails, erosion, or vegetation loss have degraded natural resources. Coordinated restoration projects can stabilize soils, reestablish native vegetation, and close unsustainable trail alignments while maintaining a functional and enjoyable trail system.

Expanding Park Ranger presence and enforcement also plays an important role in protecting natural resources, supporting visitor education, and preventing damage to sensitive landscapes.

WILDLAND URBAN INTERFACE

The Wildland Urban Interface (WUI) is an area where neighborhoods, homes, or buildings are near or adjacent to undeveloped wildland. In the Avenues, these areas are generally located in the Upper Avenues and Arlington Hills along the base of the foothills.

WUI codes are intended to reduce wildfire risk, protect lives and property, and support emergency response. These regulations establish additional fire-safety requirements for properties near natural areas, including standards for building and roofing materials, landscaping, and required space between buildings and wildland. Only properties shown on the City's WUI map are subject to WUI regulations.

Fire prevention education is an important strategy for reducing wildfire risk, particularly in vulnerable WUI areas. Targeted programs can help translate awareness into action by promoting fire-safe practices, discouraging high-risk behaviors, and preparing the community to respond safely during wildfire events, including evacuation.

Several wildland fire evacuation zones have been established for the east side of Salt Lake City, including areas within the Avenues. Promoting awareness of the names of evacuation zones within the community can help ensure faster and more coordinated response during a wildfire emergency.

POLICIES

1. *Support implementation of the Salt Lake City Foothills Trail System Plan and recommendations outlined in the Foothills Trails System Evaluation and Recommendations.*
2. *Support the goals, policies and actions outlined in Reimagine Nature.*
3. *Support the goals and policies of the City Creek Master Plan and the Watershed Management Plan to protect watershed health and water quality.*

INITIATIVES

1 *Develop specific management plans for East City Creek and Upper Avenues and Perry's Hollow, Twin Peaks and Dry Creek and support implementation of recommendations in the plans.*

2 *Identify and direct funding for city acquisition of sensitive lands and infrastructure investment.*

3 *Identify properties in the Foothills Natural Area where a Natural Open Space zoning district should be applied.*

4 *Expand Salt Lake City Public Lands Park Ranger program to enforce protective ordinances, educate park users, and safeguard public land assets from damage and abuse.*

5 *Identify critical habitats and habitat study areas and formally designate them for preservation.*

6 *Modify the Natural Open Space zoning district to ensure allowed uses are appropriate for natural lands and the provisions adequately address protection of these areas and designate properties within the Foothills Natural Area with this zoning district.*

7 *Modify zoning ordinance sign regulations to enable creation of a more responsive sign system as recommended in the Salt Lake City Parks, Open Space and Trail Signage Guidelines.*

8 *Increase education and community-based stewardship of natural lands.*

9 *Support fire safety education and encourage community members in WUI areas to get a free wildfire property assessment from Salt Lake City Fire Department.*

10 *Promote awareness of the names of fire evacuation zones within the community in the event evacuation is necessary during a wildland fire.*

11 *Create a zoning district that will be applied to City Creek Canyon and surrounding sensitive lands as identified by Salt Lake City Department of Public Utilities to ensure watershed protection and address public utility operations.*





07

PARKS & RECREATION

GUIDING PRINCIPLE

Strengthen connections and access between parks, trails, and open space while enhancing these shared resources.

2040 TARGETS

1. *Increase the number of miles of new trails in the Foothills Natural Area trail network.*
2. *Increase connections and ease of access between parks, open space, and trails.*

The Avenues 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—home to Utah's first playground—and the expansive Salt Lake City Cemetery, the largest municipally-owned cemetery in the United States.

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 natural landscape immediately adjacent to the community.

Together, these parks, open spaces, and natural areas form an interconnected system that supports recreation, environmental stewardship, and neighborhood identity. This plan focuses on strengthening connections within this system, improving the usability of existing spaces, and protecting the natural resources that make the Avenues unique.

ACCESS AND CONNECTIONS

The existing parks, open space, and trails are well distributed throughout the plan area, with every household located within a 15-minute walk of a park or trail. While access is strong, opportunities remain to strengthen connections between these assets to create a more cohesive network of pedestrian routes, cycling corridors, and green spaces.

A central goal within Reimagine Nature, a plan for Salt Lake City's public lands, is to link the city's natural assets: greenway corridors, natural areas, mountains, and the Great Salt Lake. The Avenues will play an important role in achieving this goal, as it contains several key access points to the foothills trail system and proposed neighborhood byways that can connect people to the broader regional network.

This plan supports enhancing byways with trees, landscaping, and other green infrastructure, to create park-like corridors that function as both mobility routes and neighborhood open space. Additional public-realm improvements, such as filling lighting gaps, adding seating, and incorporating small amenities along key routes, can make streets more inviting and comfortable while supporting walking and cycling throughout the community and across the city.

Strengthening connections within the foothills trail system is also a priority. Trail alignments that link key destinations while providing varied trail experiences can help serve a wide range of users. Loop routes, scenic overlooks, and accessible trails can accommodate hikers, runners, cyclists, and families while distributing use across the network.

Proposed access improvements aim to further promote bicycling, walking, and transit connections to the foothills. These improvements include identifying locations for regional trailheads at lower elevations and integrating these trailheads with the city's urban trail network and UTA bus and TRAX routes. These strategies help to make the foothills more accessible while reducing reliance on vehicles.

This plan also supports both increased access to and protection of the Foothills Natural Area. New trails should be carefully planned to connect more pedestrians, hikers and cyclists while helping to protect undisturbed wildlife habitat by directing visitors to concentrated areas.

The plan also supports strategic improvements to trailhead and access infrastructure. In many cases, these efforts focus on directing regional trailhead traffic to locations outside of residential streets in order to reduce neighborhood impacts while still accommodating regional visitors. Improvements to designated trailheads can help relieve parking pressure at smaller neighborhood access points.

While not traditionally considered a park, the Salt Lake Cemetery serves as an open space where people come to walk, run, stargaze, and observe wildlife. Future goals for the cemetery envision a multi-use facility that balances its role as an active burial ground with increased public access for recreation, education, and nature appreciation. Strengthening connections within and to the cemetery will help improve the cemetery's usability as an open space resource.

Strategies for improving connections within the cemetery focus on facilitating linear recreation by enhancing pedestrian and bicycle access. Key elements to realize this vision include creating an east–west pedestrian corridor, establishing active transportation routes throughout the cemetery, and creating additional pedestrian access points from the surrounding neighborhood.

MARK SMITH MEMORIAL CEMETERY ARBORETUM

An arboretum is a collection of woody plants, primarily trees, grown and maintained for educational, scientific, and ornamental purposes.

The Salt Lake City Cemetery's tree collection is officially accredited as an arboretum, reflecting the city's commitment to preserving and enhancing its urban forest while supporting the site's role as both an active cemetery and a public open space.

The arboretum is named in memory of the cemetery's 31st and longest-serving sexton and tree champion, Mark E. Smith. It is intended to be enjoyed by all visitors and highlights the natural, cultural, and recreational resources that Salt Lake City has to offer—especially its trees.

ENHANCING EXISTING PARKS

Because all properties in the Avenues already have walkable access to a park or trail, the plan focuses on enhancements to improve usability and comfort of community parks.

Incremental improvements to existing infrastructure such as adding community gardens, small plazas, and flexible gathering spaces for community classes and other programmed events can encourage greater use within underused portions of parks and public spaces. Other amenities that provide comfort and convenience like benches, shaded areas, drinking fountains, and restrooms, make parks more inviting for all users, including seniors and families. In some locations, limited small-scale amenities such as coffee carts and snack stands help support neighborhood interaction and activity and encourage people to stay for longer periods of time. This plan supports zoning updates to allow these types of uses in appropriate parks and public spaces.

Interpretive opportunities could further diversify the use of open spaces as cultural and educational landscapes. Examples include interpretive signage, walking tours, and exhibits and events that highlight history and cultural significance.

COMMUNITY STEWARDSHIP

Community stewardship programs play a critical role in transforming parks and open spaces into active, well-loved community hubs. Initiatives such as adopt-a-park or adopt-a-trail programs, "Friends of" groups, and volunteer stewardship events foster a sense of ownership among community members while strengthening partnerships between the community and City departments. These efforts contribute to improved maintenance, increased safety, and more frequent and diverse programming within parks and public spaces.

Stewardship activities, including volunteer work days, tree planting, park cleanups, and habitat restoration, serve as both maintenance strategies and community-building events. These hands-on efforts function as a form of programming by creating opportunities for education, social connection, and environmental awareness. Community-led stewardship also supports more localized and responsive programming, as residents are often best positioned to identify neighborhood needs and organize activities such as community gardening, cultural events, fitness classes, and nature-based education.

Expanding stewardship and volunteer programs can also increase the City's capacity to deliver high-quality parks and recreation experiences. By supporting routine maintenance and activation through community partnerships, City staff can focus resources on specialized improvements and larger-scale programming. This plan supports the continued development and expansion of stewardship models that empower community members, encourage volunteerism, and enhance the long-term sustainability of the Avenues' parks and open space network.

SUSTAINABLE LANDSCAPING

Reimagine Nature includes goals to position Salt Lake City as a leader in environmental stewardship by adopting sustainable operations practices, conserving water resources, and improving ecosystem health. Within the Avenues, these goals can be supported through transitioning existing parks and open spaces to more resilient landscaping practices. Strategies include incorporating native and drought-tolerant plant species, improving irrigation efficiency, and designing landscapes that require less water and maintenance while supporting biodiversity.

Implementing a tree succession plan that diversifies the age distribution of trees in parks and open spaces is also important. By planting replacement trees before older trees decline, the city can reduce canopy loss and maintain the many benefits trees provide, including shade, cooling, air-quality improvement, and wildlife habitat.

POLICIES

1. *Support the goals, policies and actions outlined in Reimagine Nature.*
2. *Implement recommendations in the SLC Cemetery Plan to support use of the cemetery as a multi-functional recreation asset.*

INITIATIVES

1. *Strengthen park and trail connectivity by supporting the development of urban trails, linear recreation corridors, and neighborhood byways that link parks, open spaces, and the citywide trail system.*

2. *Expand and diversify trail experiences by developing a mix of shared-use, directional, and use-specific trails that serve hikers, cyclists, and users of varying skill levels.*

3. *Improve navigation and access through cohesive wayfinding systems for parks, trails, and key connections.*

4. *Pursue partnerships that provide shuttle service from specific meeting areas to trailheads to reduce traffic impacts on surrounding neighborhoods.*

5. *Provide flexible small-scale pop-up park amenities such as picnic tables, lounging chairs, games, equipment and other additions that respond to community open space needs.*

6. *Identify underutilized areas within parks for programming and develop a coordinated park programming strategy that includes community-led events, cultural programming, and recreational activities across parks and open spaces.*

7. *Update zoning regulations to allow for small commercial amenities in appropriate parks and public spaces.*

8. *Upgrade aged park amenities to improve comfort and accessibility and support users of all ages and abilities.*

9. *Enhance the City Cemetery as a multi-functional open space by investing in infrastructure and improvements that support recreation, education, and cultural use.*

10. *Improve park safety through lighting and design elements.*

11. *Expand and formalize community stewardship programs, including donations, sponsorships, and adoption initiatives (e.g., Adopt-a-Park, Adopt-a-Trail, or Adopt the Outdoors), as well as memorial asset programs (trees, benches, etc.) and "Friends of" groups, to support public lands investment, ongoing maintenance, and community-led programming.*

12. *Advance sustainable landscape practices by increasing water efficiency, incorporating adaptive plantings, and enhancing biodiversity across parks and open spaces.*

13. *Implement a park-specific tree succession and canopy management strategy to sustain and expand tree cover, prioritize long-term ecosystem health, and ensure continuous shade, habitat, and resilience within park landscapes.*



08

BEAUTIFUL CITY

GUIDING PRINCIPLE

Celebrate the natural and historic beauty of the community.

2040 TARGETS

1. *Reinforce and preserve community character and a strong sense of place.*

The Avenues neighborhood is shaped by its foothills setting, historic built environment, and the strong relationship between buildings, streets, and landscaping. City Beautiful principles in the Avenues focus on reinforcing these qualities through thoughtful streetscape design, preservation of historic features, and placemaking efforts that highlight destinations, views, and neighborhood gateways.

Together these strategies aim to elevate the daily experience of those who live, work, and visit while maintaining the beauty of the area that is known beyond its boundaries.

STREETSCAPE

The streetscape is one of the most visible expressions of neighborhood character in the Avenues. Small blocks and narrow streets lined with mature trees, the consistent placement of buildings relative to the public right-of-way, and distinctive architectural details create a cohesive and human-scaled environment. These features reinforce walkability, strengthen neighborhood identity, and contribute to a strong sense of place.

Uniform building setbacks along the street, spacing between structures, and complementary building proportions create visual continuity along blocks. Architectural elements such as porches, windows, and decorative details strengthen the relationship between homes and the street and contribute to an active, pedestrian-oriented environment. Preserving these defining features along the public streetscape, while allowing flexibility for additions or new construction in less visible areas of properties, advances both preservation objectives and housing needs.

Any new buildings developed along the block face should align with the prevailing development pattern by maintaining a similar setback from the sidewalk and comparable spacing between structures, helping sustain visual continuity along the streetscape.

Historic commercial buildings are often built at or near the sidewalk edge reflecting a different setback pattern than residential buildings which have more of a setback. New construction or additions with a commercial component should respect that established pattern, maintaining a consistent building edge along the sidewalk to preserve the pedestrian-oriented and active character.

Street trees are a defining feature of the Avenues streetscape and play an essential role in neighborhood character, shade, and environmental health. Continuing to promote the City's free park strip tree planting program, particularly by increasing



Lighting Structure

awareness among property owners with vacant planting locations in adjacent park strips, is one way community members can help sustain the neighborhood's urban forest.

Community education and stewardship programs can further strengthen urban forest management. Training and volunteer initiatives that engage community members as neighborhood tree stewards can assist with basic care, provide guidance to neighbors, and help City staff monitor tree health and maintenance needs.

As trees approach the end of their life cycle, forward-looking planning is necessary to sustain the long-term continuity of the canopy. A coordinated strategy should guide the gradual replacement of aging trees, expand species diversity, and balance age distribution within the communities' urban forest to reduce vulnerability to pests, disease, and climate change.

HISTORIC FEATURES IN PUBLIC SPACES

Public spaces throughout the Avenues contain historic features that provide visible connections to the past. Features such as remnants of sandstone sidewalks, curbing, and paving blocks; carriage steps and hitching posts; metal lattice-work posts that originally accommodated electric streetcars and have been repurposed for modern streetlamps; cobblestone walls; historic markers such as those located in Lindsay Gardens; and older scenic pedestrian connectors—such as the 4th Avenue stairway linking 4th Avenue to Canyon Road—reflect the neighborhood's historic development and help tell the story of how the area has evolved over time.

Creating an inventory and documenting these resources is an important step toward long-term preservation. A clear understanding of where these elements exist allows the City and community to prioritize maintenance, guide infrastructure improvements, and ensure that upgrades respect and retain historic materials whenever possible. Education and outreach efforts can help build awareness of these historic features and encourage long-term stewardship.

HITCHING POSTS AND CARRIAGE STEPS

Hitching posts and carriage steps are 19th century, pre-automobile street side fixtures associated with horse drawn transportation. A hitching post is a vertical post used to tie and secure horses. A carriage step is a block of stone or concrete placed near the edge of the street, usually aligned with a home's front doorway, that served as a stepping stone to help passengers climb in and out of carriages.



PLACEMAKING

Placemaking efforts focus on strengthening neighborhood identity while improving visibility, access, and usability of public spaces. Identifying primary entry points to establish neighborhood gateways that incorporate visual markers such as signage and art installations can reinforce a clear sense of arrival into the community.

Wayfinding and other cohesive design features can help guide people to scenic viewpoints, pedestrian connections, parks, trails, and other destinations within the neighborhood.

The addition of lighting, benches, shade awnings, water fountains, and other pedestrian oriented amenities in key areas—such as along neighborhood byways, main bus routes, and public spaces—can create comfortable, welcoming, and visually cohesive public environments.

Small-scale community installations like Little Free Libraries, mini art galleries, or similar neighbor-initiated features can also contribute to neighborhood character and a strong sense of place.

These installations reflect the individual creativity and values of community members while activating sidewalks and encouraging spontaneous interaction between neighbors. Siting these features thoughtfully in park strips, front yards, and near gathering spaces can reinforce the pedestrian-oriented, human-scaled quality of the Avenues streetscape.

STREET SIGNAGE

Programs that include unique street signs for local historic districts benefit both community members and visitors. These signs help create a strong sense of place, highlight cultural assets, and reinforce the identity of these important neighborhoods. Historic street signs also serve as clear visual markers of district boundaries while reminding property owners that they live in a designated historic district, encouraging pride and good stewardship of historic buildings.

POLICIES

1. *Preserve and enhance streetscape features that contribute to the historic and pedestrian-oriented character of the Avenues.*
2. *Support the strategic direction, goals, objectives, and actions in the Salt Lake City Urban Forest Action Plan.*
3. *Support the policies, standards, and implementation strategies in the Salt Lake City Street Lighting Plan.*

INITIATIVES

1 *Develop a streetscape tree succession and biodiversity strategy to preserve iconic tree lined streets, enhance visual continuity, and diversify species and age distribution across the public realm.*

2 *Continue supporting the City's park strip tree planting program and increase community awareness and education to engage the community in caring for street trees.*

3 *Inventory and document historic features in public spaces and create a plan to guide preservation, maintenance, and infrastructure improvements.*

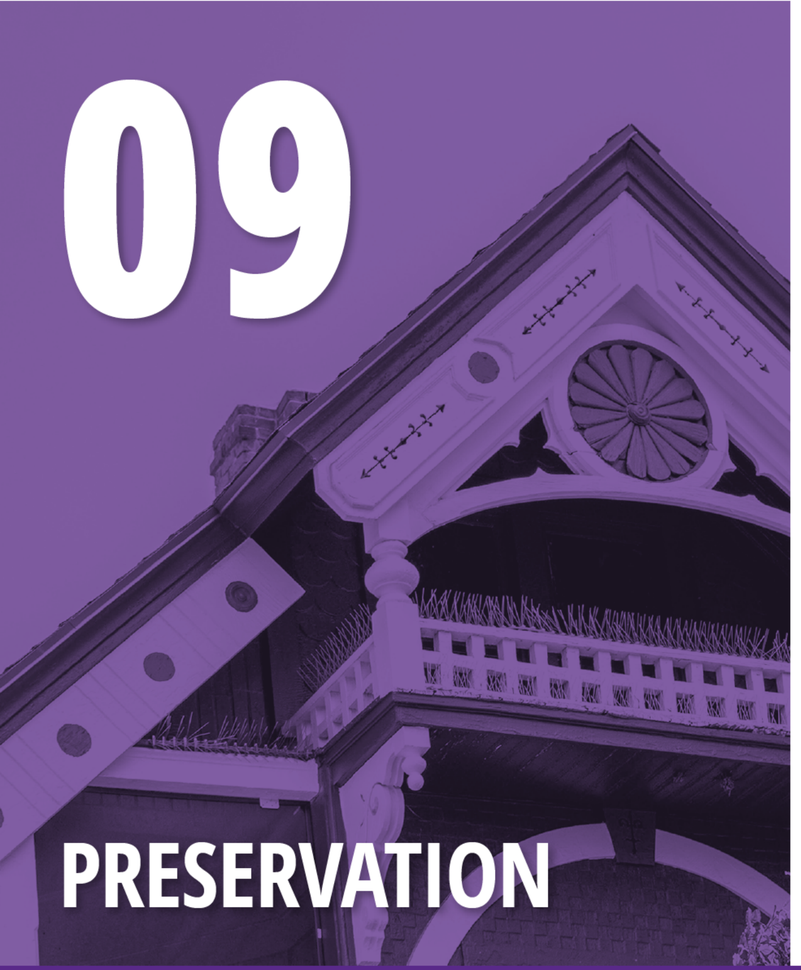
4 *Support preservation education and stewardship programs related to historic features in public spaces.*

5 *Improve pedestrian comfort and safety in key areas –such as along neighborhood byways and main bus routes—with lighting, seating, shade, water fountains, and other pedestrian oriented amenities.*

6 *Create and implement a comprehensive wayfinding strategy that integrates cohesive signage and placemaking elements to clearly guide people to local destinations while fostering neighborhood recognition and a strong sense of identity.*

7 *Identify neighborhood gateways and opportunities for placemaking elements around gateways that reflect the Avenues' identity.*

09



PRESERVATION

GUIDING PRINCIPLE

Preserve the places and features that contribute to historic character and build pride and knowledge around the community's rich history.

2040 TARGETS

1. *Nominate the City Cemetery to the National Register of Historic Places.*
2. *Decrease enforcement cases related to work without a Certificate of Appropriateness (CoA).*

Historic preservation is fundamental to the identity of the Avenues. Community members consistently described the neighborhood's historic architecture and tree-lined streets as the defining qualities of the area.

The character and diversity of its buildings, the layout of its streets, and the historic development pattern are deeply intertwined with the community's sense of place. Preserving these qualities is essential to maintaining what residents value most about where they live.

Nearly half of all buildings in the Avenues were constructed before 1920, representing an era that shaped the City's early growth and architectural diversity. The Avenues Historic District is Salt Lake City's largest locally designated historic district, encompassing nearly 100 square blocks and containing more than 2,000 structures in styles ranging from Queen Anne to Prairie School.

This variety reflects more than sixty years of residential development and makes the neighborhood one of Utah's most significant areas for understanding residential development history.

HISTORIC PRESERVATION OVERLAY

Properties within a Local Historic District or individually designated as Landmark Sites are subject to the requirements of the Historic Preservation Overlay District. This zoning overlay provides protections through design review standards intended to ensure exterior changes respect historic architecture, and that new construction remains compatible in scale and character. These processes help maintain neighborhood stability and predictability while allowing for appropriate changes and sensitive growth.

While the historic preservation standards have been successful in maintaining the historic character of the Avenues, community members have expressed a desire for more clarity about how standards are applied. Moving forward, efforts to improve the preservation process should focus on monitoring the historic standards and guidelines and identifying ways they can be improved so they are clear and consistently applied. Continued education and outreach will be key to increasing understanding and trust in the preservation process. Efforts such as informational mailers, increased staff participation at community meetings and events, and highlighting successful preservation projects can increase public visibility of the positive outcomes of preservation.

PRESERVATION TOOLS

Zoning incentives are another way to encourage preservation of buildings by offering benefits, such as use incentives for adaptive reuse of certain types of buildings, zoning modifications, additional housing units, and streamlined processes for new development that preserves existing buildings. Increasing awareness of these tools and how they can be utilized can help retain older building stock that is part of the neighborhood fabric.

Building maintenance is also an important component of preservation and expanding access to resources—such as city-funded workshops that provide hands-on experience with window restoration, masonry repair, and general building care—will help property owners be good stewards of their historic properties. Many historic property owners in the Avenues are eligible for financial incentives to recover a portion of rehabilitation costs through State and Federal Historic Tax Credit programs. Increasing awareness of historic tax credit programs can also help property owners with maintenance and preservation expenses.

Preservation in the Avenues also includes celebrating the neighborhood's history. Interpretive signage, storytelling, public art, and community tours can bring the area's past to life and reinforce pride in its historic identity.



Salt Lake City Cemetery

SALT LAKE CITY CEMETERY

The Salt Lake City Cemetery spans 120.9 acres of the plan area and is the largest municipal cemetery in the nation. With its first burial in 1848 and formal establishment in 1849, it serves as an expansive record of Utah history, beginning with the earliest pioneers. Pursuing National Register listing for the Cemetery would further recognize its historic significance and could open access to preservation resources and community stewardship opportunities.

The Cemetery faces significant challenges as it approaches full capacity with limited room for expansion and has continued maintenance and upkeep obligations.

This plan supports the goals and recommendations in the Salt Lake City Cemetery Master Plan, including preservation and management, enhanced public access as a multi-use facility, and long-term financial stability.

POLICIES

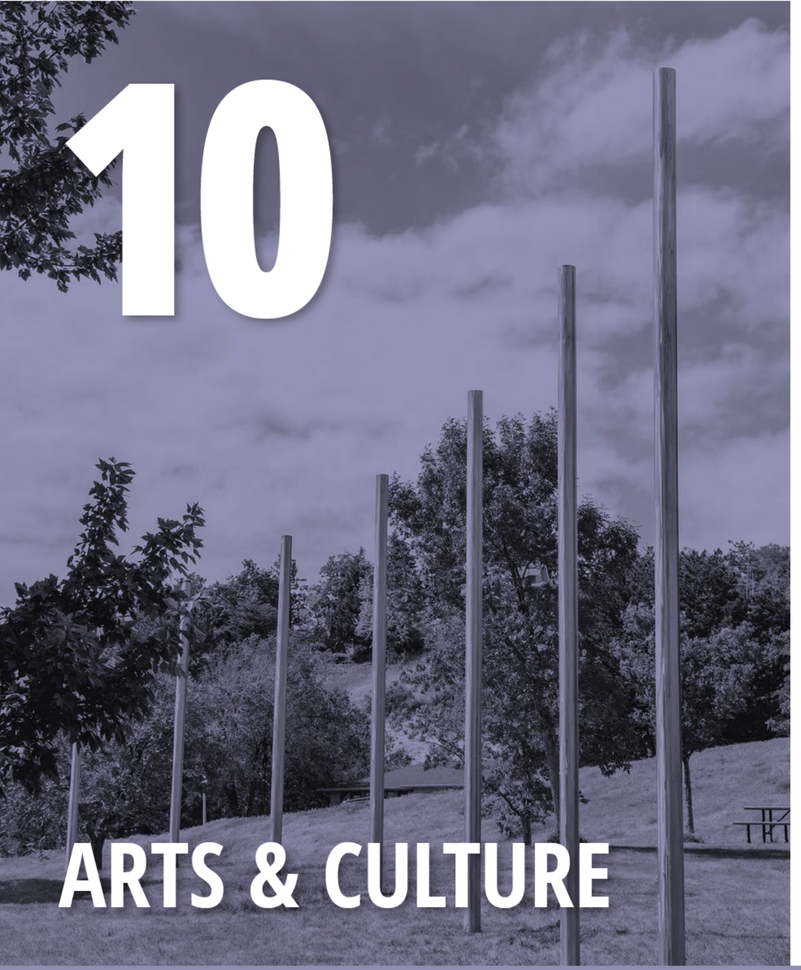
1. *Maintain the historic integrity of locally designated properties by enforcing zoning regulations and historic design guidelines that pertain to local historic districts and landmark sites.*
2. *Consistently strive to ensure that new development is compatible with the existing architectural character and scale of surrounding properties.*
3. *Support implementation of the recommendations in the Salt Lake City Cemetery Master Plan.*

GENERAL INITIATIVES

1. *Increase public knowledge, appreciation, and involvement in historic preservation through educational programs, workshops, informational mailings, school curricula, and participation in community events.*
2. *Provide hands on preservation training opportunities for community members through City funded workshops such as historic window or masonry repair.*
3. *Highlight successful preservation projects through tours, case studies, and other outreach tools to demonstrate positive outcomes.*
4. *Incorporate story telling elements of community history through tours, interpretive signs, art, or other similar installations and activities.*
5. *Promote adaptive reuse and the retention of older building stock by increasing awareness of building preservation incentives and identifying properties that may benefit from their use.*
6. *Identify properties that are worthy of being individual historic landmarks but are not officially designated and help property owners add their property to the National Register and/or Local Register.*

CEMETERY INITIATIVES

1. *Conduct additional historic inventories and assessments that are needed for nomination to the National Register of Historic Places and to inform future management and maintenance.*
2. *Support development of a comprehensive Preservation Management Plan.*
3. *Identify opportunities and support strategies to address long term financial stability.*
4. *Make information about activities and resources more available to the public.*
5. *Explore opportunities for programmed events like birdwatching, stargazing, movies, themed tours, etc.*
6. *Create a comprehensive strategy to prioritize maintenance and repair of historic structures and elements as well as infrastructure including roads and maintenance facilities.*
7. *Increase opportunities for public use by making zoning updates that allow for more services and amenities.*



10

ARTS & CULTURE

GUIDING PRINCIPLE

A neighborhood culture supported by public art, community events, creative partnerships, and accessible opportunities to engage and participate in the arts.

2040 TARGETS

1. *Increase the number of opportunities for the community to engage in neighborhood arts and cultural events.*
2. *Increase public art in the community.*

The Avenues is home to a variety of community-driven arts and cultural activities that help define the neighborhood's identity and contribute to the broader cultural landscape of Salt Lake City.

Events such as the Avenues Street Fair, holiday concerts, and local gallery events create opportunities for community members to gather, celebrate creativity, and activate neighborhood streets and public spaces.

Community feedback during the planning process emphasized a strong interest in expanding public art throughout the neighborhood, along with continued support for local events and programs that celebrate the Avenues' creative community.

PUBLIC ART AND CITY PARTNERSHIPS

The Salt Lake City Arts Council supports public art through a variety of programs, including art integrated into city capital improvement projects, transit-based art, and arts-related grant programs. A percentage of eligible city project funds is allocated for commissioning artists to design, fabricate, and install artwork incorporated into new construction, public facilities, infrastructure, and other civic spaces.

These site-specific works often reflect the history, character, and identity of the surrounding neighborhood. Gateway features and wayfinding elements identified in the City Beautiful section of this plan may also provide opportunities to incorporate public art within the neighborhood.

The Arts Council also partners with the Utah Transit Authority (UTA) to install artwork at transit stations, including murals, sculptures, and interactive displays and on vehicles. Transit-art in the Avenues could incorporate historic elements that reflect earlier transit in the Avenues which included rides on mule-drawn cars, an electric rail system and trolley lines, reinforcing a strong sense of place.



Salt Lake City Public Art Collection - Bike Rack Murals Bonneville Boulevard Trailhead

In addition to city-supported projects, privately funded art can be installed within the community, providing further opportunities for neighborhood beautification and placemaking. Ongoing care and maintenance of existing public art is also important to ensure these works continue to contribute positively to neighborhood spaces over time.

Funding plays an essential role in supporting the creative culture of the neighborhood. The Arts Council offers grant programs that support arts projects and community programming, including concerts, murals, performances, festivals, and workshops.

Programs like the Artist-in-the-Classroom Grant Program provide funding for elementary schools in the Salt Lake City School District to bring professional artists into classrooms during school hours. Expanding art workshops and cultural programing in neighborhood spaces, such as libraries and parks, can make art more accessible to community members. This plan supports the continuation of these programs while encouraging greater awareness of available funding and increased participation from neighborhood artists, organizations, and community groups.

COMMUNITY-BASED ARTS AND CULTURAL ACTIVITIES

The Avenues is home to many artists and creatives. Small community-based initiatives can provide additional ways for people to engage with art. One example is the concept of "little art libraries" or "mini art galleries" which are small display boxes placed in parks, along the sidewalk in private yards, or near gathering spaces where anyone can display, take, or leave small-scale art for free. Similar to the model used by the Little Free Library, these installations foster neighborhood engagement through "take art, make art" concept, allowing community members to contribute small art pieces and discover the work of others.

The plan also supports efforts to cultivate community participation in arts and cultural activities by sustaining long-standing traditions such as the Avenues Street Fair and showcasing the diverse range of artistic talent in the neighborhood through events like Avenues Open Studios. There are also several art galleries in the community. Exploring opportunities for these galleries to host gallery strolls or other arts-related events could further encourage people to connect through art and support local talent.

INITIATIVES

1. *Continue support for the Avenues Street Fair and identify additional arts and cultural events throughout the year to strengthen community ties.*
2. *Continue supporting education and neighborhood appreciation through programs and partnerships that offer activities such as historic tours and public materials showcasing the Avenues.*
3. *Identify priority locations for public art and support partnerships with public and private partners to implement projects.*
4. *Explore opportunities to incorporate transit-art in the Avenues that include historic elements reflective of the community's historic culture.*
5. *Identify opportunities to advance and showcase artistic works of the community, such as annual events like Avenues Open Studios, neighborhood mini art museums and exchanges, and gallery strolls.*
6. *Collaborate with artists or arts organizations to provide free art workshops that appeal to a variety of age groups in spaces such as public libraries and neighborhood parks.*
7. *Continue supporting city-funded arts grant programs and encourage community members and organizations to apply for available funding.*
8. *Support repair and maintenance of existing public works of art.*
9. *Provide technical assistance to community members, neighborhood groups, and organizations with applications for the Salt Lake City Capital Improvement Program (CIP) to fund public infrastructure projects that include an art component.*
10. *Update zoning regulations to allow setback encroachments for art on private property.*

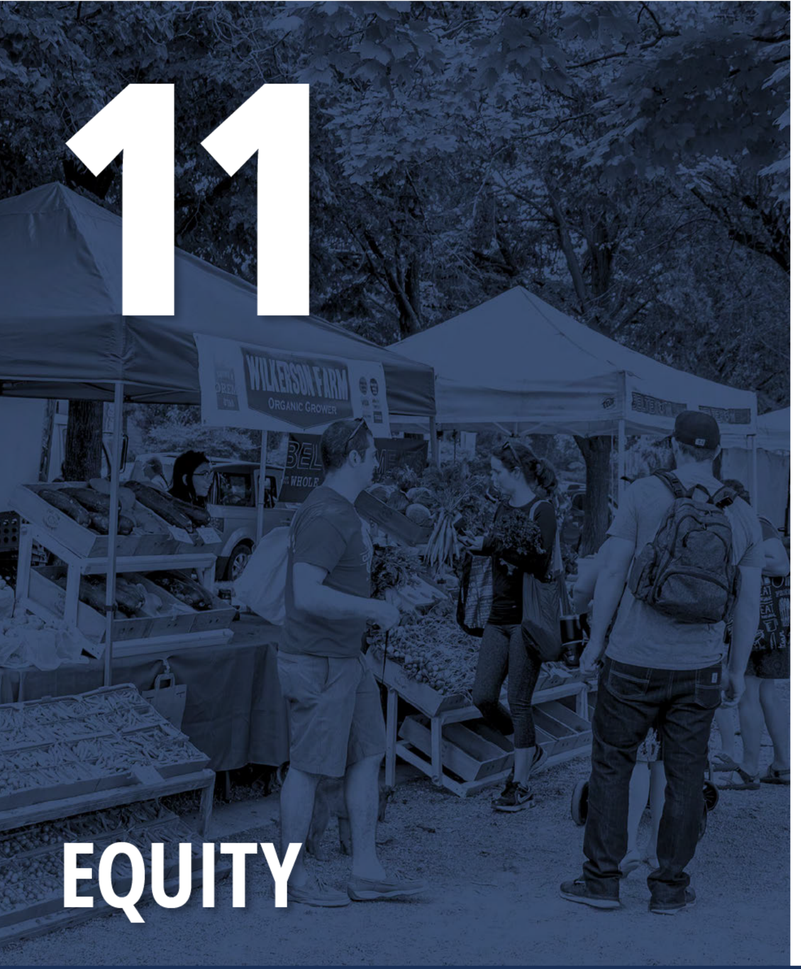
AVENUES STREET FAIR

Held annually since the 1970s, the Avenues Street Fair celebrates the unique, eclectic and historic Avenues community—and art plays an important role in the event.

The Fair includes an annual t-shirt design contest, inviting local artists to submit original artwork reflecting the theme **"What the Avenues Means to Me"**. The winning design is featured on official merchandise for the event.

The Fair also features the People's Art Gallery where artists of all ages living in the Avenues are invited to enter their artwork. The art is displayed throughout the day during the Fair, and attendees can for their favorite piece. The artwork with the most votes will receive the People's Choice Award, and professional judges also award prizes in a variety of categories.





11

EQUITY

GUIDING PRINCIPLE

Maintain a welcoming, inclusive, and connected community by improving walkable access to services for everyone.

2040 TARGETS

1. *Increase the percentage of households within a 15-minute walk of services and amenities.*
2. *Increase the number of dwellings that are available to households at or below 80% AMI.*

Equity is foundational to creating a city where people can thrive. Salt Lake City is committed to providing universal access and opportunity, valuing accessibility across all aspects of community life—from public amenities and events to housing, employment, education, recreation, and healthy food.

The Avenues is viewed as a desirable place to live, and community members generally report a high quality of life and relatively few equity challenges when compared to other communities in Salt Lake City. However, rising housing costs, limited amenities, and incomplete transportation networks pose challenges to equity and long-term livability.

Promoting equity in the Avenues means ensuring people of all ages, abilities, and income levels can continue to live in and enjoy the neighborhood.

ACCESS TO HOUSING

Housing affordability is a top concern for community members. Rising housing costs, and limited availability and options, make it difficult for new people to move into the neighborhood, and for existing residents to remain as their needs and lifestyles change. These conditions create strain on the community, and risk limiting the neighborhood's diversity. These challenges can be addressed by supporting the policies and initiatives outlined in the Growth and Housing sections of this plan.

Citywide policies call for a mix of housing types and affordability levels in every community. The Avenues already provides a mix of housing types that can serve as a model for the rest of the city; however, zoning changes are necessary to support infill residential development and redevelopment of the LDS Hospital campus to help meet this citywide goal. These changes can help reduce pressure on the existing housing stock, expand housing options, and support long-term equity.

ACCESS TO AMENITIES

A walkability analysis shows that Avenues households are within walking distance of most amenities. The associated table, generated from Walkable SLC, provides a summary of amenity access in the Avenues compared to citywide access.

Households in the southwestern portion of the plan area have the highest level of access, largely due to proximity to downtown. The Lower Avenues, which are home to most of the neighborhood's population, are generally within a 15-minute walk of most amenities.

Housing Units with Walkable Access to Amenities

Amenities	City-wide	Avenues	Difference
Bus Stops	98.3%	**99.9%**	+1.7%
Childcare	**90.7%**	76.7%	-14.1%
Grocery Stores	**81.0%**	71.3%	-9.7%
Healthcare	91.0%	**93.3%**	+2.3%
Hospitals	31.4%	**95.5%**	+64.1%
Libraries	41.1%	**63.6%**	+22.5%
Offices	**96.7%**	89.2%	-7.5%
Parks	98.7%	**100.0%**	+1.3%
Pharmacies	77.6%	**91.6%**	+13.9%
Recreation	90.6%	**96.4%**	+5.7%
Restaurants	**96.0%**	91.9%	-4.0%
Retail	**94.6%**	88.7%	-6.0%
Schools	93.9%	**98.1%**	+4.2%
Trails	**82.1%**	73.5%	-8.6%
TRAX Stops	**52.4%**	37.0%	-15.4%

Those living north of 11th Avenue are within walking distance of a park, open space, trails, or other outdoor recreation, but are not within walking distance to most other amenities. It is unlikely the area north of 11th Avenue will see additional amenities like commercial uses. It is also unlikely that the Avenues will see significant changes, aside from the possible redevelopment of the LDS Hospital campus. The hospital's transition will likely result in some decrease in access to healthcare, unless redevelopment of the site includes some medical offices and health related services. Developing the campus into a mixed-use area with additional housing and commercial opportunities would help increase the number of households that are within walking distance of amenities..

In accordance with the Americans with Disabilities Act (ADA), Salt Lake City works to ensure that people with disabilities have universal access to City programs, services, and facilities. Focusing additional households around existing amenities and essential services advances equity and ADA accessibility by minimizing travel distances.

Other methods to increase household access to amenities includes prioritizing appropriately scaled infill housing near existing amenities and zoning changes that support some residential properties to convert or add commercial uses as indicated in the future land use section and discussed throughout the Avenues Plan.

Together, these strategies aim to strengthen the Avenues as a livable, inclusive, and connected neighborhood—one that remains welcoming and accessible.

POLICIES

1. *Support policies and initiatives that expand housing options for a range of incomes, household sizes, and ages.*
2. *Prioritize density near existing amenities and key mixed-use areas.*

INITIATIVES

1 *Align zoning to support redevelopment of the LDS Hospital campus into a mixed-use area to increase the number of households within walking distance to key services and daily needs.*

2 *Improve pedestrian network throughout the neighborhood by supporting the ADA Self-Evaluation and Transition Plan, which outlines goals for improving sidewalk conditions, curb ramps, and park facilities to meet accessibility standards.*

3 *Modify zoning to allow an increase in mixed-use and small-scale commercial uses throughout the neighborhood to increase access to services and amenities.*



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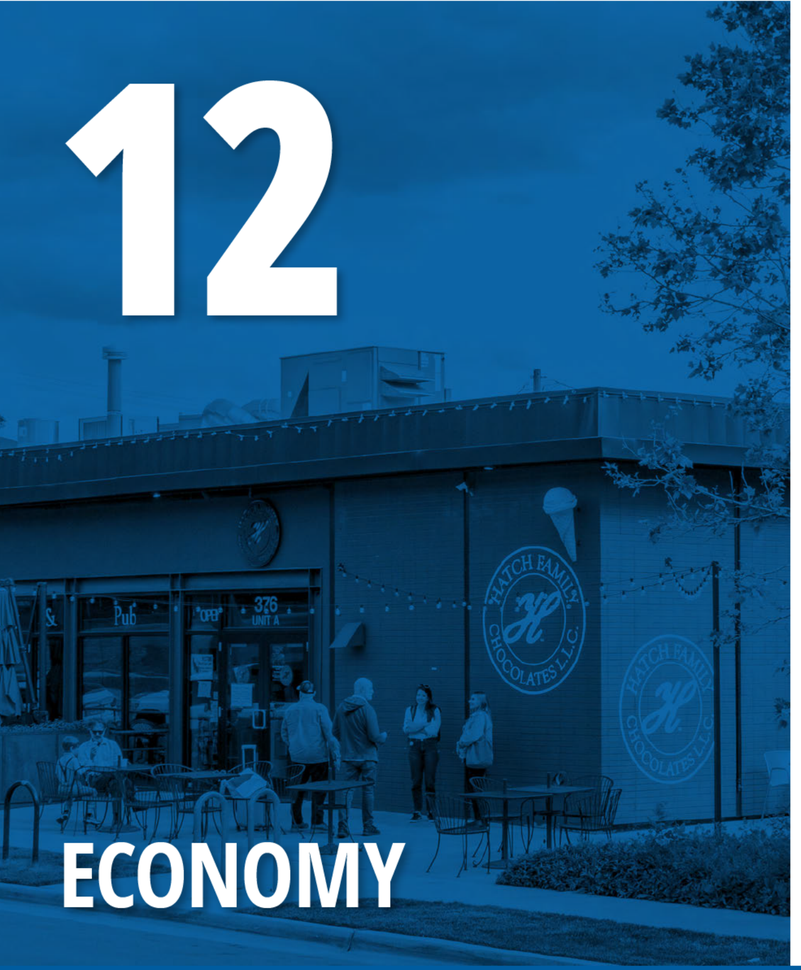


ECONOMY

GUIDING PRINCIPLE

A neighborhood-focused economy that strengthens small businesses, encourages entrepreneurship, and enhances everyday access to goods and services.

TARGET

1. *Increase the amount and types of neighborhood-serving businesses.*

NEIGHBORHOOD SERVING BUSINESSES

Neighborhood and local businesses play an important role in placemaking and shaping the character of our communities, while providing valuable goods and services close to where people live. Avenues community members want more neighborhood businesses—community engagement identified the lack of neighborhood-serving amenities as one of the most important issues in the Avenues. This plan envisions commercial activity that aligns with the neighborhood's scale, meets the daily needs of the community, contributes to the vibrancy and character of the area, and provides opportunities for local entrepreneurs.

ALIGN ZONING TO RETAIN EXISTING COMMERCIAL USES

Zoning can play a key role in supporting local economic activity in the Avenues. Currently, less than one percent of land allows commercial uses. This is largely due to past zoning changes that converted many mixed-use or commercial areas to residential-only. As a result, many areas with existing businesses, or properties with a long history of commercial use, are now only zoned for residential uses. This nonconformity limits their ability to expand and can create barriers to secure financing. Updating the zoning designation in these areas to recognize and support these existing community businesses will help retain them. This approach results in a scattering of properties throughout the community that will allow for commercial use, particularly in the Lower Avenues, where commercial uses have historically existed.

OPPORTUNITIES

Because there are few vacant sites in the plan area, opportunities for new commercial development are currently limited, but there are strategies that can help achieve the future vision. New commercial development should be planned in coordination with housing, either as part of mixed-use developments or in locations with sufficient residential density to support businesses.

There are some streets in the community where a high level of visible ground floor activity like art galleries, retail, and restaurants, are desired. Key streets in the community where enhanced active commercial uses are a priority include B, C, D, E, and I Streets, and 3rd Avenues.

The Avenues Future Land Use Map identifies the LDS Hospital campus and surrounding areas a key opportunity for a mix of uses. Redevelopment here could create new opportunities for local businesses, bringing goods and services closer to more households.

Institutional properties—such as schools and churches—may also present future opportunities as demographics and community needs shift. While no closures are currently anticipated, these sites could become available for reuse or reinvestment in the future. Should these sites redevelop, a mixed-use land use designation at a scale compatible with the surrounding neighborhood should be considered. Future redevelopment should prioritize incorporating neighborhood-serving commercial uses and community-oriented spaces that strengthen and contribute to local activity.

Commercial projects should be designed to support walking and biking as primary access modes, incorporating streetscape features like benches, lighting and convenient secure bike parking. The size of commercial spaces should be carefully considered, favoring smaller spaces suited to local businesses and everyday needs over large-scale tenants. Flexible formats—such as co-op-style markets and the co-location of dining and retail can provide flexible shared-use space that supports business viability. Supporting pop-up markets and seasonal uses and events in underutilized spaces can further strengthen the local economy.

The plan also supports reintroducing Accessory Commercial Units (ACUs)—residential properties that include a small-scale commercial space–into the community. ACUs can provide affordable space for local entrepreneurs, support small-scale economic activity in buildings that are already part of the neighborhood fabric, and create focal points within walking distance of homes.

GRANT PROGRAMS AND INCENTIVES

Affordability and support for local entrepreneurship are essential to sustaining the neighborhood economy. Zoning incentives and targeted financial assistance—modeled after programs in cities such as Boulder, Colorado, and Portland, Oregon—could help improve policy to support affordable commercial space, local ownership, and a diverse mix of neighborhood-serving businesses.

These strategies may include incentives or grants for projects that commit to below-market rents for neighborhood-serving uses, assistance with tenant build-out costs, or other tools that balance development opportunities with community benefits.

EXAMPLES FROM OTHER CITIES

Boulder, Colorado: The Affordable Commercial Grant Pilot Program funds capital improvements and rent subsidies for property owners who commit to leasing space at below-market rates to local small businesses. Grant recipients have included an artist business incubator, a women's small business hub, and a community media center.

Portland, Oregon: Prosper Portland's Affordable Commercial Tenanting Grant provides reimbursement-based funding for tenant improvements and build-out costs to help small and underrepresented businesses access affordable commercial space.

INITIATIVES

1. *Adopt zoning policies that support neighborhood businesses where appropriate and as indicated on the future land use map.*
2. *Align zoning designations to support existing neighborhood businesses and properties with a history of commercial use.*
3. *Update zoning ordinance provisions to allow Accessory Commercial Units (ACUs).*
4. *Amend nonconforming use regulations to allow buildings with former commercial uses in residential zoning districts to be re-established.*
5. *Identify adjustments that can be made to the zoning incentives for adaptive reuse to expand and improve their usability.*
6. *Increase awareness of City economic development tools through education and outreach.*
7. *Identify and remove regulatory and permitting barriers to holding pop-up markets, events, and seasonal uses.*
8. *Support the development of incentives and programs that prioritize ownership, affordability, and the establishment of new businesses.*

ACCESSORY COMMERCIAL UNITS (ACUs)

Accessory Commercial Units (ACUs) may be a modern term, but the concept is not new. Historically, mom-and-pop shops and small businesses often operated out of a portion of the home in areas designed as a distinct commercial storefront built close to the sidewalk, which is the same idea as ACUs today. Remnants of these historic ACUs remain, particularly in the Lower Avenues. ACUs bring this concept back by providing light, neighborhood-based commercial spaces within residential properties, helping to vitalize the community.

Examples could include a small bike shop, tailor, butcher, barbershop, or neighborhood tea house. These businesses increase local activity, meet demand for small storefront spaces, and create welcoming destinations within walking distance of homes.



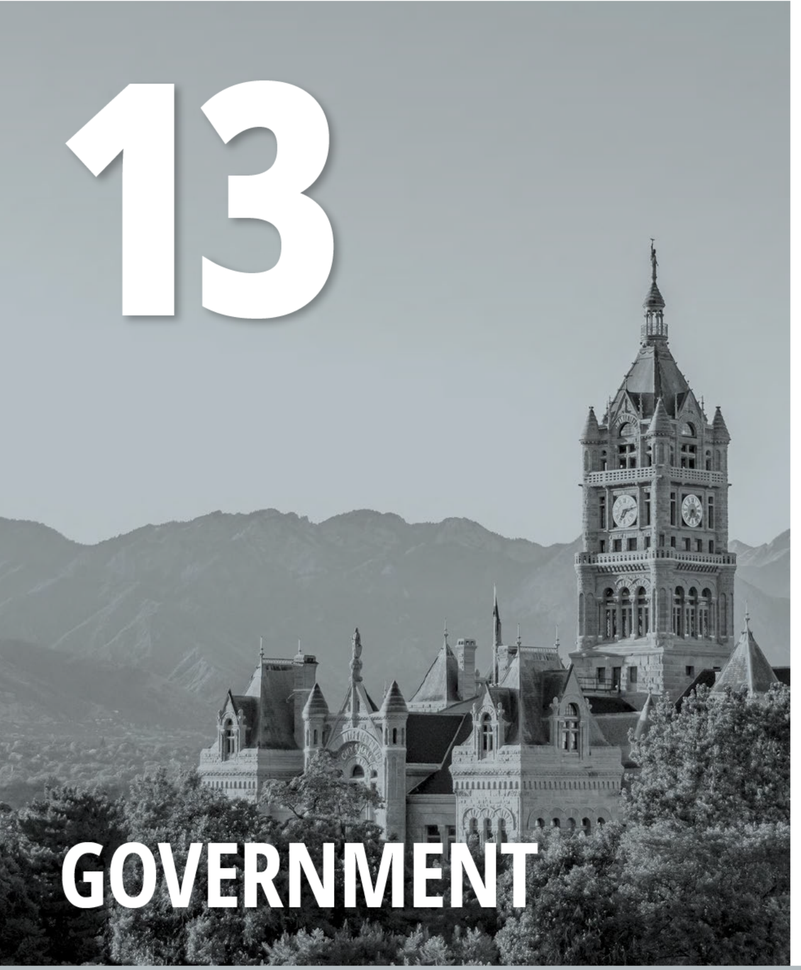
A Lower Avenues building formerly home to Stoneman's Grocery, with a residential wing set back from the street, is an example of the small-scale, home-based commercial activity that inspired the Accessory Commercial Unit concept.

COTTA COFFEE (PORTLAND, OREGON)

Located within a converted garage in a Southwest Portland neighborhood, Cotta Coffee demonstrates how small-scale, home-based businesses can become valued neighborhood fixtures. Its compact size and walkable location supports activity that fits comfortably within a residential setting.

Cotta Coffee shows how spaces that no longer work for their original purpose, such as historic garages that are often too small for modern cars, can be used to support small businesses and expand convenient, close-to-home amenity options.





13 GOVERNMENT

GUIDING PRINCIPLE

A local government that is collaborative, responsive, and transparent.

2040 TARGET

1. *Increase public participation in government processes.*

It is the role and responsibility of government to reflect and incorporate the interests, needs, and desires of the public in shaping decisions that affect their community. Salt Lake City strives to actively educate and engage the community in civic processes.

Creating engagement that is people-focused, rooted in transparency, and accessible to all enables sustainable and effective decision-making.

This plan supports efforts to make public participation easier, more inclusive, and more meaningful. Initiatives emphasize expanding outreach, building partnerships, and providing clear pathways for people to learn about city issues, share ideas, and participate in decision-making.

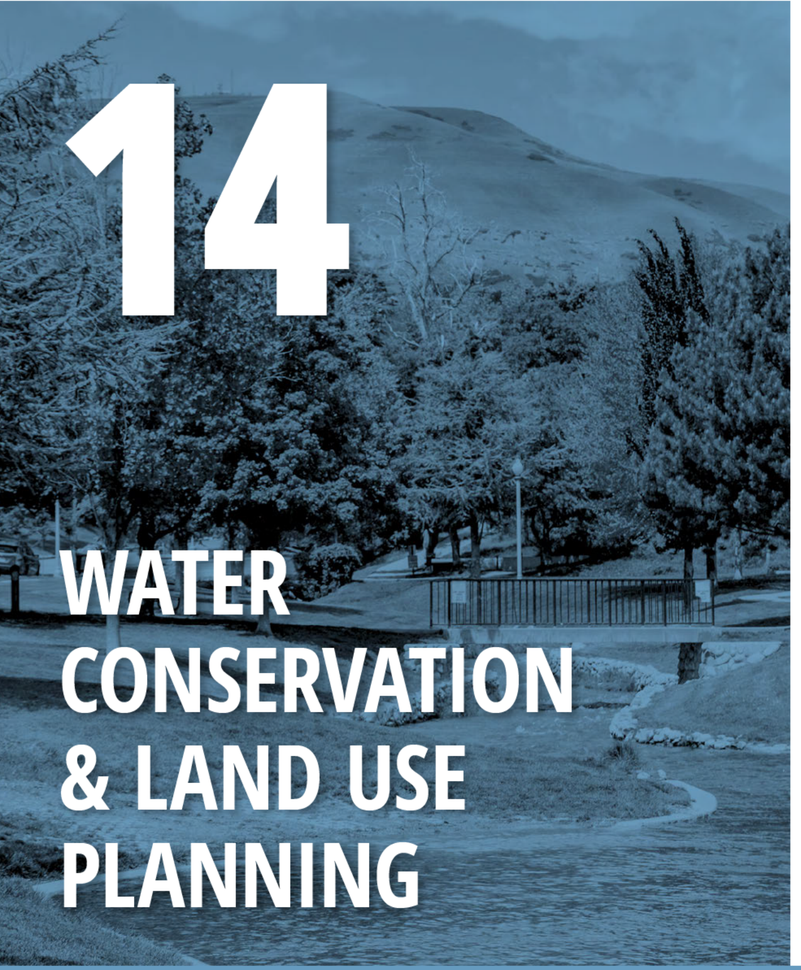
Communities work best when everyone is informed, engaged, and involved in shaping decisions that impact their neighborhoods. Engagement efforts, however, often reach only those who already have the time and resources to participate.

To promote equitable outcomes, emphasis is placed on reaching underrepresented voices and meeting people where they are through varied engagement opportunities on important issues related to the community. Diverse perspectives are encouraged and valued as a key part of the process.

Inclusive engagement leads to a deeper understanding of issues and encourages innovative, creative solutions. When all voices are heard, decision-making becomes stronger and more representative of the community as a whole.

INITIATIVES

1. *Utilize interactive tools and digital engagement platforms to increase public involvement.*
2. *Provide public facing materials in multiple languages based on community needs.*
3. *Increase partnerships with schools, libraries, and learning institutions to expand civic knowledge and awareness of citywide and community issues.*
4. *Design engagement opportunities that consider time, location, and format to ensure convenient and accessible opportunities for broad participation.*
5. *Increase presence and participation of city employees and elected officials at local events and community meetings.*



14

WATER CONSERVATION & LAND USE PLANNING

GUIDING PRINCIPLE

Advance water conservation through thoughtful land use, community education, and sustainable landscaping practices.

2040 TARGETS

1. *Contribute to reducing Citywide per capita water use.*

As Salt Lake City continues to grow, responsibly managing our water resources is essential to ensure a safe, reliable, and clean water supply for current and future generations. The initiatives in this section support citywide goals to reduce water use and manage demand through efficient land use, community education, and sustainable landscaping practices.

WATER AND LAND USE PLANNING

One significant opportunity for reducing water consumption lies with integrating water use into land use planning. The way that new development occurs can have a major impact on municipal water demand, as well as the health of the communities and watersheds in which it happens. Single-family homes on larger lots typically have higher water use, primarily for outdoor irrigation, while more compact development patterns (small lots, smaller homes) use water more efficiently. To align development patterns with water conservation goals, this plan supports zoning updates that allow for smaller lot sizes, a mix of residential building types, and thoughtful consideration to spacing between buildings and the amount of open space.

COMMUNITY OUTREACH

Education and outreach are key components of successful water conservation. Research shows that most community members support conservation but may lack practical knowledge of effective strategies. Improving access to clear, current information and strategies to help homeowners make choices that reduce water consumption will help achieve the City's current and long-term water use reduction goals.

Programs such as lectures, hands-on labs, and webinars, along with school classroom programs, demonstration gardens, and community events like Utah Water Week, all help build a citywide culture of water awareness.

AVENUES DEMONSTRATION GARDEN

Located in the northern foothills at Terrace Hills Drive and 11th Avenue, this site has been transformed from weeds and debris to a garden for learning and inspiration. The garden's design and plant selection reflect its location, providing practical guidance for creating landscapes suited to the City's semi-arid climate and periodic drought conditions.

The garden showcases the beauty of native plants, demonstrating their role in water-wise landscapes. While this garden is tailored to its location within the wildland–urban interface, the same principles can be applied to private landscapes in a variety of settings. The garden is divided into zones that loosely represent Utah's primary plant communities and ecozones: Desert Community, Shrub Steppe, Montane Meadow, Dry Riparian and Mountain Foothills.

Great strides in conservation can be made by simply irrigating appropriately or making modifications to landscaping, and there are a number of city programs aimed at helping water users take action. The Water Check program provides site-specific guidance to improve irrigation efficiency, and WaterMAPS™ offers property specific water use reports that identify watering needs compared to water use and recommended strategies. The Turf Trade Program offers a lower water grass seed for sale that is well suited to grow in our climate requiring 30% less water than the typical bluegrass lawn.

Landscaping regulations that are aimed at reducing outdoor water use have already been adopted into city code. One key consideration for the Avenues are the relatively steep slopes, where irrigation water tends to run off instead of being absorbed into the soil. Not only does this waste water, but runoff on steep slopes also carries debris into storm drains. Following the landscaping regulations is necessary to achieve the City's water conservation goals. Previously mentioned education programs and demonstration gardens can help people learn about the best practices for landscaping and outdoor water use in this climate, while landscaping replacement programs can help offset the financial cost of modifying landscaping.

While indoor water use makes up a smaller portion of total water consumption, savings can still be achieved by fixing leaks, upgrading fixtures, and conservation-minded practices.

Incentives and rebates—such as those for irrigation spray heads, rain sensors, lawn trades, low-flow fixtures, or leak repairs—can help achieve water reduction goals while providing value and benefits to help households and businesses lower both water use and bills.

This plan also supports integrating water conservation best practices into all aspects of city department functions. Given the amount of land in the Avenues dedicated to parks and open space, there may be opportunities to transition unutilized turf to low water landscapes or reduce overall turf footprint. Incorporating green infrastructure improvements like street-side biofiltration and recessed park strips can also support stormwater management and water resilience.

POLICIES

1. *Utilize strategies from the Water Conservation Plan to help achieve Water Supply and Demand Plan goals.*

INITIATIVES

1. *Update zoning regulations to allow smaller lot sizes, a mix of residential building types in more areas, and development patterns that support efficient water use.*
2. *Reduce municipal water use by implementing conservation measures in City facilities and operations.*
3. *Identify and prioritize City-owned properties for landscape transformations.*
4. *Complete WaterMAPS™ and indoor water efficiency assessments on all City properties and prioritize implementation of recommended improvements.*
5. *Support community programs, school partnerships, and regulations that educate and encourage efficient water use, reduce waste, and promote sustainable landscaping practices.*
6. *Support upgrades and programming for the Greater Avenues Conservation Garden, including improved irrigation and landscape features, updated educational materials and on-site learning opportunities.*
7. *Support rebate programs, grants, incentives, and tools that help water users manage consumption and implement conservation measures.*



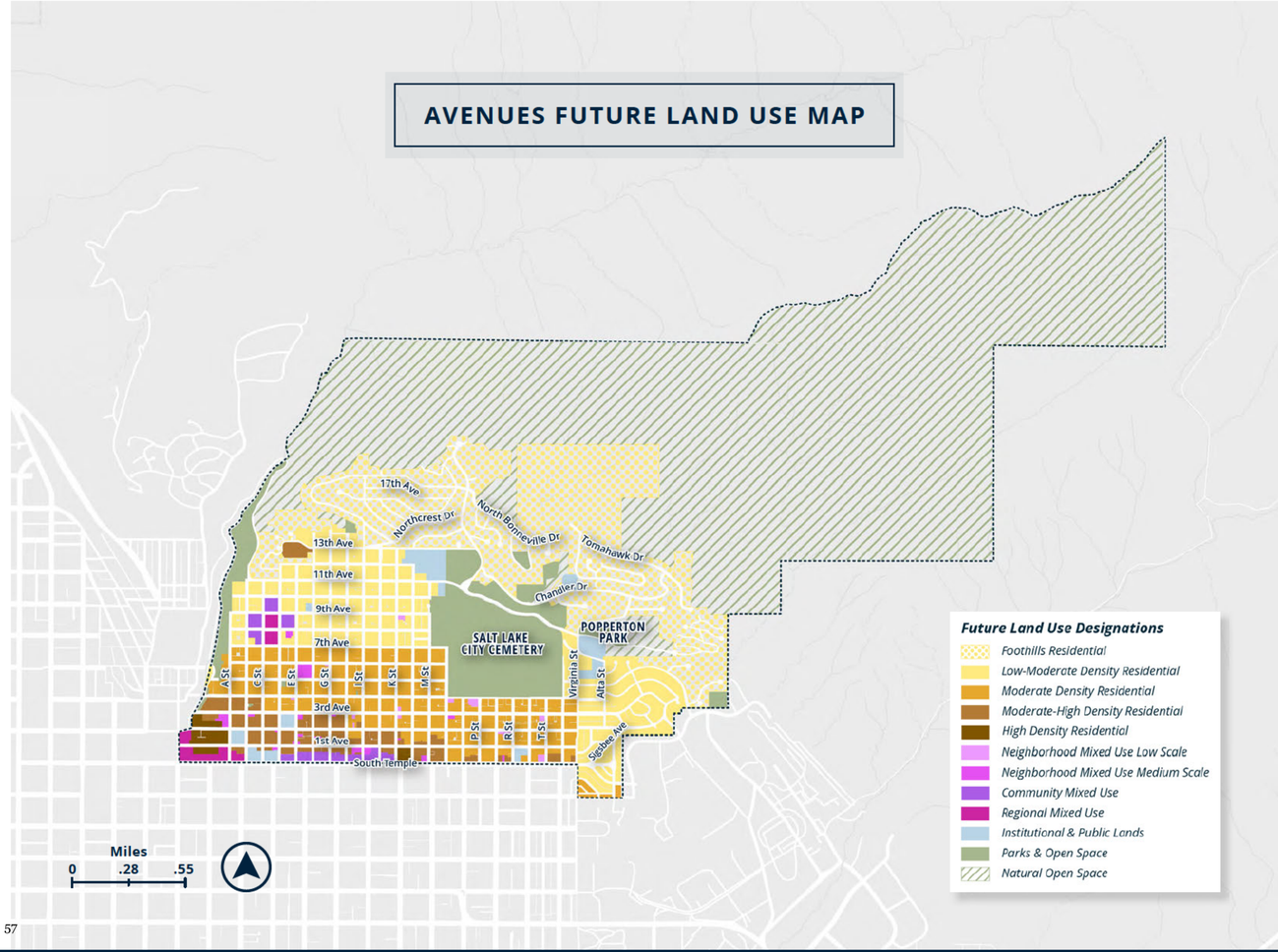
15

FUTURE LAND USE

The Future Land Use Map reflects the 15-year vision for the community and considers the existing character by protecting sensitive lands, directing future growth to appropriate areas, identifying properties for a mix of uses, and providing opportunities for compatible infill development.

Its purpose is to guide future development with a flexible framework, rather than imposing rigid rules. The future land use designations are intended to offer adaptability, enabling the community to evolve over time.

The Future Land Use Map does not alter the current zoning of any property. Any proposed change to zoning must go through a formal zoning map amendment process, which includes public review and approval by the Salt Lake City Council. The map serves as a guiding tool in evaluating future zone change requests. Changes to the map should be consistent with Avenues Community Plan vision, align with its policies, and support the plan initiatives, while also considering citywide needs, goals and priorities.



FUTURE LAND USE MAP THEMES

PROTECT SENSITIVE LANDS

Foothills lands are critically important to the community and the surrounding region. They serve as a natural backdrop to the city, offering readily accessible recreation in the natural environment while protecting water quality, supporting biodiversity, and providing essential wildlife habitat. The Future Land Use Map promotes management of this resource by designating it as Natural Open Space to ensure high recreational demand can be balanced with long-term environmental protection.

City Creek Canyon is a vital source of drinking water and a protected watershed. The lower canyon includes formally maintained recreational amenities within Memory Grove Park, a multi-use canyon road, several unpaved hiking trails along the creek, and more natural wilderness areas in the upper segments. A City Creek Canyon Watershed future land use designation has been applied to City Creek Canyon to ensure that watershed protection and management take precedence over all other activities in areas with this designation.

STABLE AND CONNECTED NEIGHBORHOODS

The Lower Avenues reflect a historic development pattern with compact residential blocks, a mix of housing types, and neighborhood-serving businesses woven into the community. The Future Land Use Map reinforces these existing conditions by aligning land use designations with the built environment.

In some areas of the Lower Avenues, residential development already exceeds current Low-Moderate Density thresholds. The map updates the land use designation south of 7th Avenue to Moderate Density Residential to better reflect established development patterns, existing density on a block-by-block basis, and support neighborhood stability.

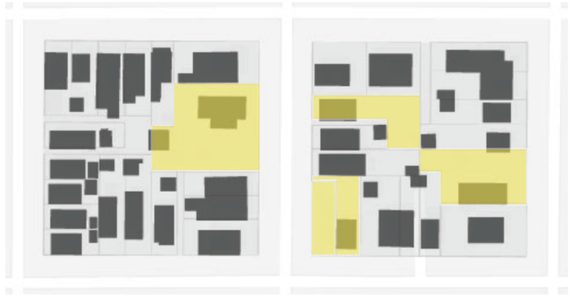
The vision also recognizes the importance of long-standing neighborhood businesses that serve daily needs. Where commercial uses exist within areas currently designated for residential land use, the Future Land Use Map applies a Neighborhood Mixed Use designation to help retain these amenities and allow them to continue serving the nearby community.

ENCOURAGE APPROPRIATELY SCALED INFILL AND MIXED-USE DEVELOPMENT

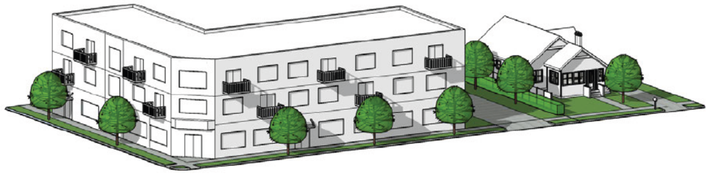
The intent of the future land use designations is to support the historic preservation policies, processes, and standards when applicable. While the Avenues community is largely built out, opportunities remain on underutilized properties. The Future Land Use Map supports modest increases in allowable density where appropriate to accommodate infill on properties with capacity for development.

Future land use designations reinforce the mix of housing types already found throughout the community while emphasizing new development that is similar in scale to surrounding homes. New housing, regardless of type, should respect established residential patterns through compatible building forms and massing.

While the Avenues is primarily a residential community, commercial and mixed-use development is important to support the walkability and convenient access to everyday services and amenities this plan envisions. The Future Land Use Map identifies Mixed Use designations on targeted sites with future redevelopment potential, tailored in scale and intensity to the surrounding context of each location.



Examples of properties that could accommodate infill.



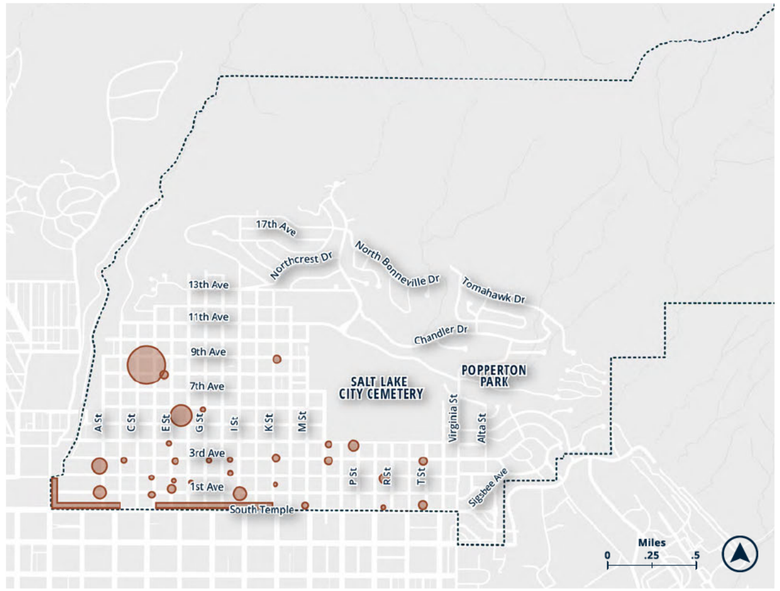
Graphic of appropriately scaled neighborhood mixed-use development

ENHANCE AND ACTIVATE KEY LOCATIONS

Key locations are intended to function as destinations that provide amenities and gathering spaces that serve the Avenues community. Designations encourage a mix of uses in these areas to increase activity, strengthen walkability, and establish identifiable centers of community life.

Key locations were identified based on a combination of factors, including:

- Locations along multi-modal, higher-traffic streets
- Existing areas of neighborhood activity
- Planned Neighborhood Byways
- Opportunities for institutional properties to transition to new uses
- Vacant or underutilized properties capable of accommodating growth



Map of Key Locations

The map identifies where highly visible active ground-floor uses such as art studios, retail, and restaurants are a priority to foster active street environments and reinforce neighborhood identity.

OPPORTUNITY SITE: LDS HOSPITAL CAMPUS

The potential redevelopment of the LDS Hospital campus represents the largest opportunity for transformation within the Avenues. The Future Land Use Map identifies this site as the primary location for accommodating most of the community's growth. Land use designations on this site allow for a higher intensity of development and the widest mix of uses in the community. The vision anticipates that denser residential development will accompany the other uses to sustain activity throughout the day. Building heights allowed in this category generally consistent with existing buildings on the site, with the tallest heights located in the core and the outer blocks tapering to a lower scale, providing a transition to surrounding residential areas.

The Future Land Use Map also proposes reinstating the street connection with a midblock walkway between 7th and 9th Avenues, between C and D Streets, to improve walkability and connectivity, while creating space for informal gathering or small community events.



FUTURE LAND USE DESIGNATIONS

The following sections describe the vision and intent behind each future land use designation shown on the map. The density, height ranges, and housing types listed are general allowances within these land use designations. However, the use of Affordable Housing (AHI) or Building Preservation (BPI) zoning incentives could allow additional housing types, densities, or building heights.

Future land use designations are categories, not zoning districts. They describe the intended scale and intensity of development and help guide future zoning decisions, but they do not regulate development directly. Multiple zoning districts may share the same land use designation. For example, the R-1/5000 Single-Family Residential District and the SR-1A Special Development Pattern Residential District are both designated as "Low-Moderate Density" on the Future Land Use Map.

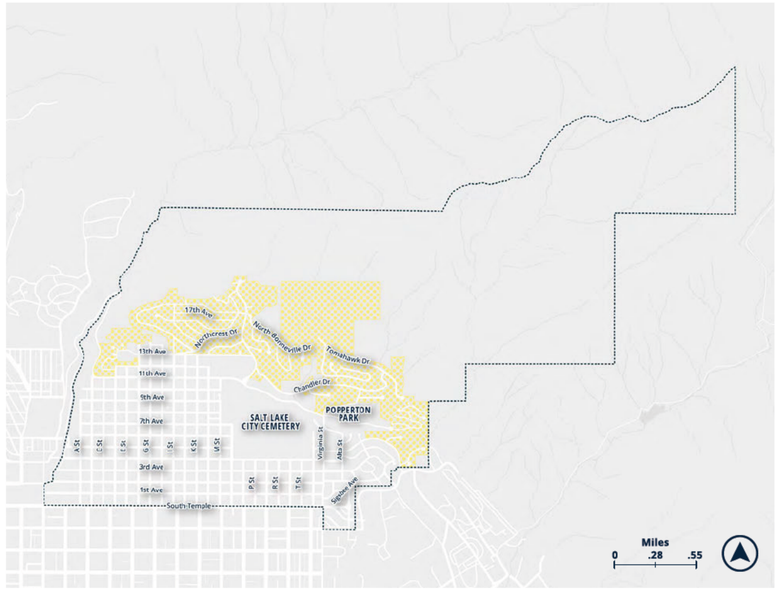
RESIDENTIAL

All residential descriptions are focused specifically on housing; however, additional uses such as public utilities, parks, community gardens, and institutional uses can also be found in these designations.

Future land use designations are categories that describe intended scale and intensity, not prescriptive zoning districts. Within the Residential designations, zoning districts vary in the density and development patterns they allow.

Rezoning a property from a higher-density district to a more restrictive one would reduce housing capacity and be inconsistent with the city's overall housing goals. **Future land use designations should not be interpreted as a basis for downzoning within the same category.**

FOOTHILLS RESIDENTIAL



OVERVIEW

Density: Up to 5 Dwelling Units per Acre

Height Range: 1-2 Stories

Housing Types:

- Single family homes
- Accessory dwelling unit
- Duplex

DESCRIPTION

The purpose of the **Foothills Residential** designation is to encourage environmentally sensitive, visually compatible development. This land use category is aimed at preserving the natural scenic beauty of the foothills while protecting wildlife habitat and minimizing risks associated with flooding, erosion, wildfire, and other environmental hazards.

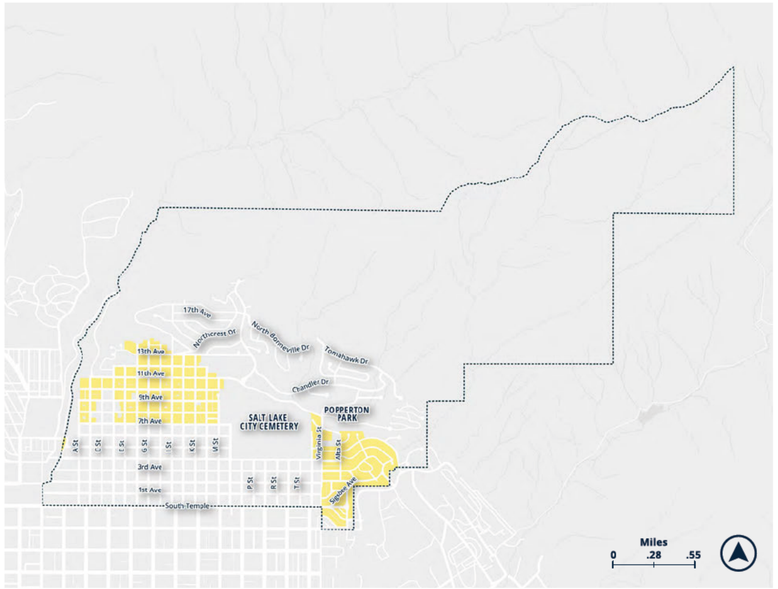
Foothills Residential properties are often characterized by steep slopes, limited access, and proximity to undeveloped natural lands. Many of these properties are located within the Wildland Urban Interface. Due to these characteristics, development capacity in Foothills Residential areas is intentionally limited to the housing types and density listed.

EXAMPLES





LOW-MODERATE DENSITY RESIDENTIAL



OVERVIEW

Density: 1-20 Dwelling Units per Acre

Height Range: 1-2 Stories

Housing Types: All housing types

DESCRIPTION

The **Low–Moderate Density Residential** designation is intended to preserve established neighborhood character while allowing for gentle growth through context-sensitive infill development. This future land use category supports development patterns and building types that are compatible with the established neighborhood in scale and form and provides property owners with options, including keeping and expanding existing homes.

This category typically functions as a transition between the Foothills Residential areas and moderate density development patterns. In the Avenues, it helps reinforce existing development patterns while accommodating gentle change over time.

EXAMPLES

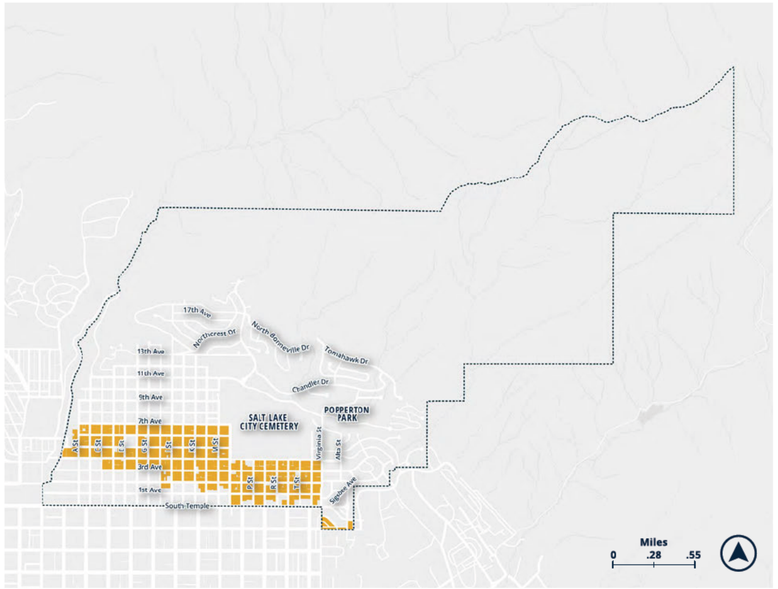








MODERATE DENSITY RESIDENTIAL



OVERVIEW

Density: 20-40 Dwelling Units per Acre

Height Range: 1-3 Stories

Housing Types: All housing types

DESCRIPTION

The purpose of the **Moderate Density Residential** designation is to maintain the established physical character of the neighborhood while allowing for incremental growth through the integration of a variety of small-scale housing types on underutilized properties. This designation acknowledges that some blocks already meet the moderate density range and, by modestly increasing allowed density, provides opportunities for limited infill where appropriate. This helps reconcile existing building types and densities allowing established development patterns to continue to evolve.

This category is mapped in the Lower Avenues, where it functions as a transition between lower-density areas to the north and larger, denser residential developments in the southern portion of the community. The designation generally aligns with the boundaries of the Avenues Local Historic District, which helps protect buildings that contribute to the historic character of the area and regulates new development for compatibility.

EXAMPLES

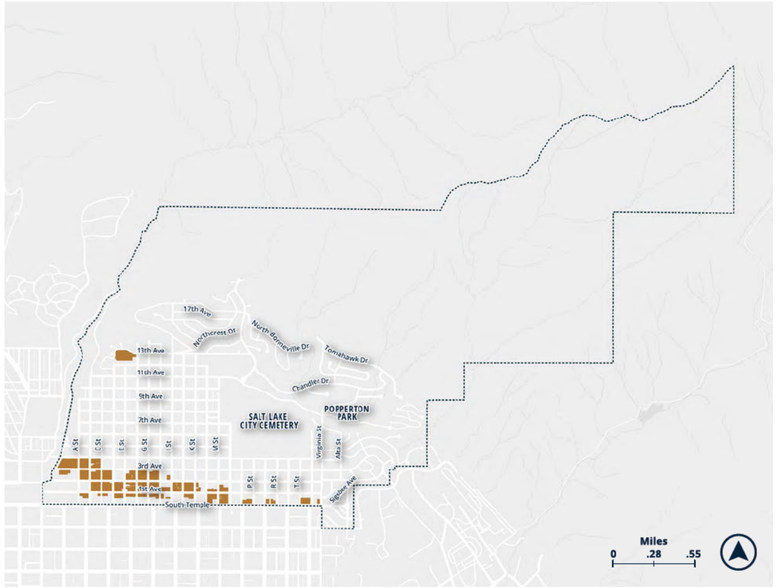








MODERATE-HIGH DENSITY RESIDENTIAL



OVERVIEW

Density: 40-60 Dwelling Units per Acre

Height Range: 4-5 stories

Housing Types: All housing types

DESCRIPTION

The **Moderate-High Density Residential** designation supports a variety of medium scaled housing forms that are compatible with the residential character of the community. In the Avenues, this land use category provides a gradual shift between Moderate-Density Residential and areas with higher-intensity mixed-use development.

This designation is mapped to reflect existing conditions and applied to properties already designated for Moderate–High Density Residential. It does not introduce new areas for this level of development.

EXAMPLES

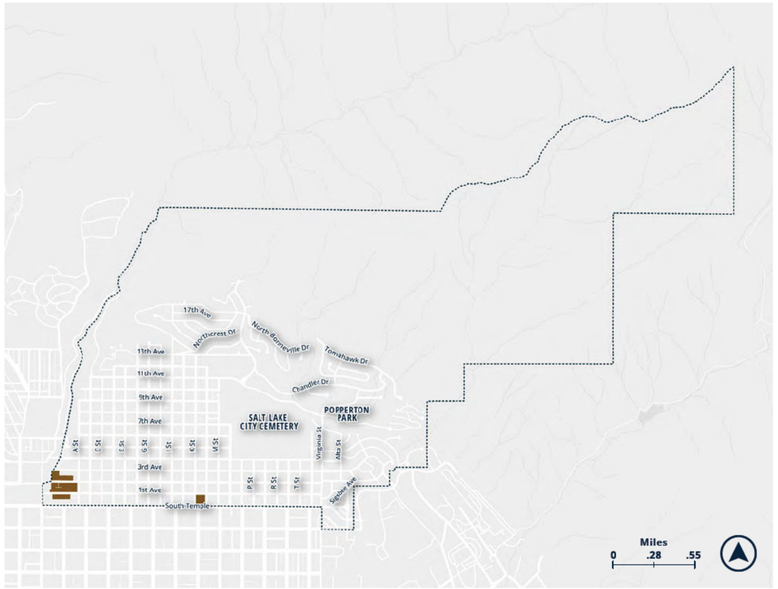








HIGH DENSITY RESIDENTIAL



OVERVIEW

Density: 60+ Dwelling Units per Acre

Height Range: 5-8 stories

Housing Types: All housing types

DESCRIPTION

The **High-Density Residential** designation promotes efficient use of land that contributes to diverse housing options in close proximity to commercial services, employment, and public transportation. This category is intended primarily for multi-family residential development; however, all housing types are permitted. Consideration should be given to updating the zoning of these properties to allow some ground floor commercial uses.

The map applies this designation to properties already designated for high-density development. A limited expansion to one block on South Temple is included to recognize and preserve stable, existing high-density housing that is expected to remain.

EXAMPLES





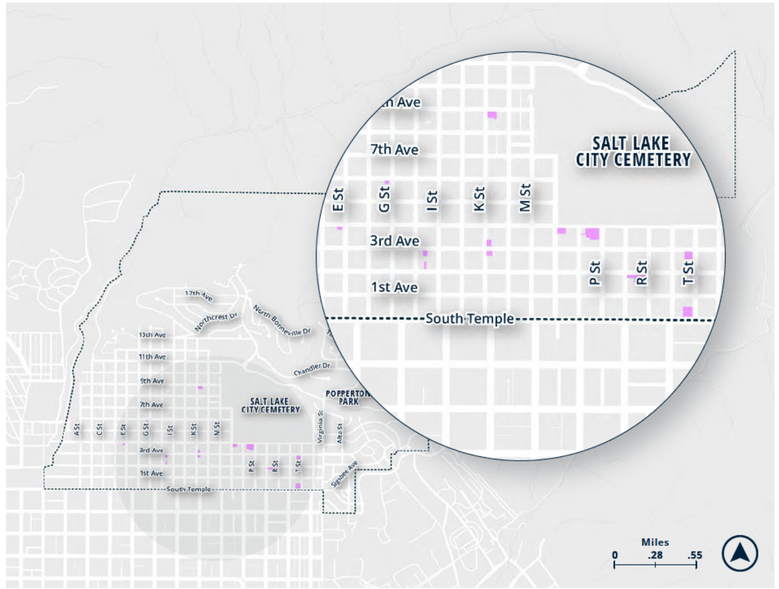


MIXED USE

All Mixed Use descriptions are focused specifically on enabling a mix of uses – such as commercial and residential, often in the same building; however, additional uses like public utilities, parks, community gardens, and institutional uses, can also be found in these designations.

Because commercial areas are limited in the Avenues, ground floor commercial activity in mixed use designations is essential for achieving the goals of this plan, and developments containing only residential uses should not be permitted in mixed use designated areas.

NEIGHBORHOOD MIXED USE LOW SCALE



OVERVIEW

Height Range: 1 to 2 stories

Examples of Commercial Uses Include: Restaurant, café, bar, retail, office, and art gallery.

Housing Types: All housing types

DESCRIPTION

The **Neighborhood Mixed Use Low Scale** designation is intended to provide a combination of small-scale residential units with local commercial, retail, and office spaces. In the Avenues, this designation is mapped adjacent to or within low-moderate and moderate density residential areas to provide immediate neighbors with services.

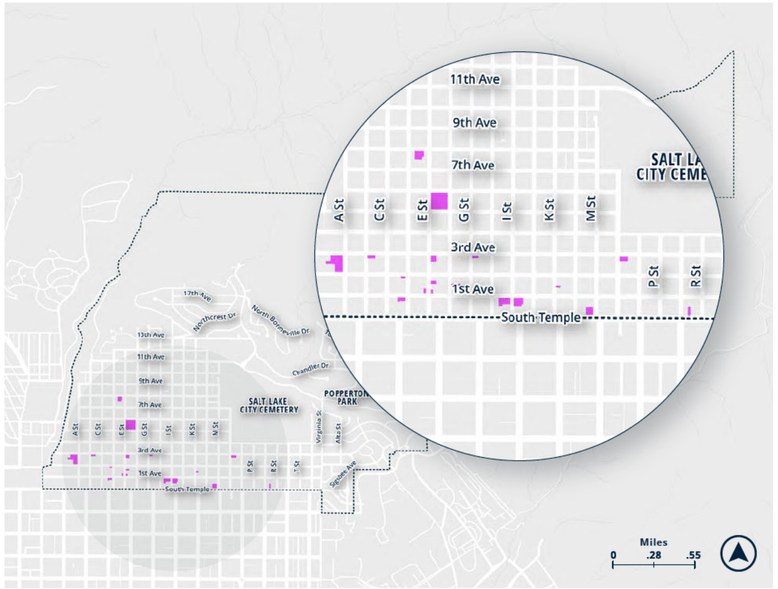
This category has been applied to properties already designated for Neighborhood Mixed Use Low Scale, as well as to properties with existing commercial uses or a history of nonresidential uses. This approach creates opportunities for low and medium-scale mixed-use areas throughout the Lower Avenues, usually at street corners with some mid-block examples.

EXAMPLES





NEIGHBORHOOD MIXED USE MEDIUM SCALE



OVERVIEW

Height Range: 3 to 4 stories

Examples of Commercial Uses Include: Restaurant, café, bar, retail, office, and art gallery.

Housing Types: All housing types

DESCRIPTION

The **Neighborhood Mixed Use Medium Scale** designation is intended to provide a combination of medium scaled residential units with local commercial, retail, and office spaces. In the Avenues, this designation is mapped adjacent to or within moderate high density residential areas to provide immediate neighbors with services. New developments should include visibly active commercial uses at the street level within the Key Locations identified in this plan to reinforce pedestrian activity.

This land use designation applies to properties already designated for Neighborhood Mixed Use Medium Scale and underutilized properties with future redevelopment potential. This land use category is primarily found in the southwest section of the Lower Avenues, usually at street corners, with a cluster along E Street.

EXAMPLES

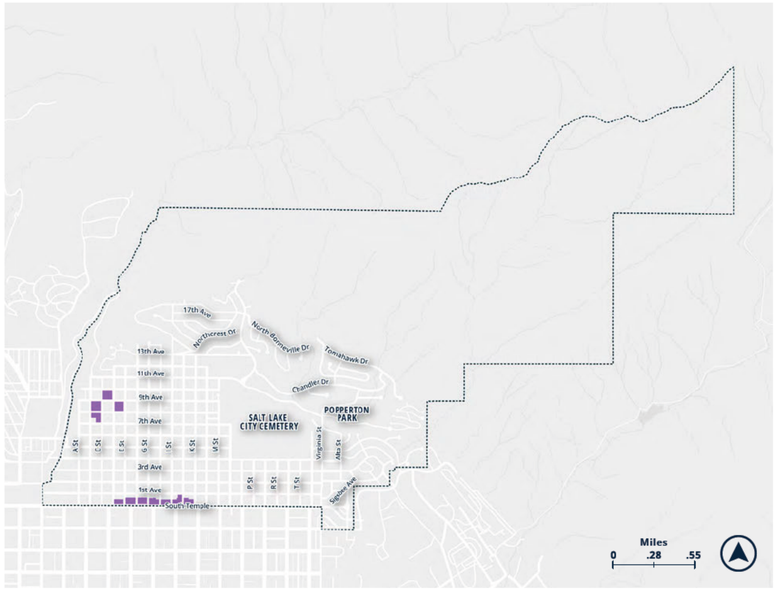








COMMUNITY MIXED USE



OVERVIEW

Height Range: 5 to 6 stories

Examples of Commercial Uses Include: Restaurant, bar, retail, bakery, medical clinic reception center, and recreation facility.

Housing Types: All Housing Types

DESCRIPTION

The **Community Mixed Use** designation is intended to provide places for small and large businesses, increase housing options, and promote public health by supporting access to daily needs close to where people live. This land use category encourages mid-rise building forms that frame streets and public spaces with visibly active uses on the ground level and residential on upper floors, helping create lively, walkable environments. New developments should include enhanced active commercial uses at the street level within the Key Locations identified in this plan to reinforce pedestrian activity.

This land use designation applies to properties already designated for Community Mixed Use along South Temple. To facilitate potential redevelopment of the LDS Hospital campus, this designation has also been added to the outer blocks of the site, where it's intended to function as a transition between the higher-intensity development in the center of the site and the surrounding residential areas.

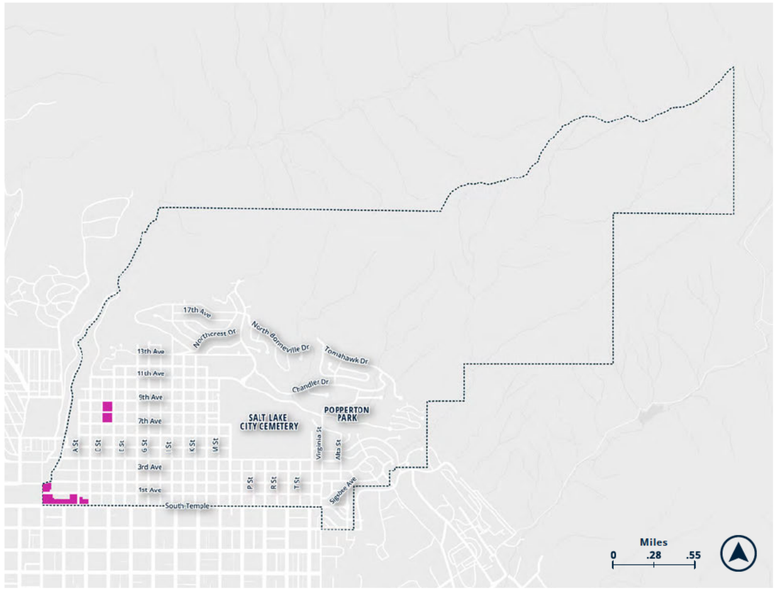
EXAMPLES







REGIONAL MIXED USE



OVERVIEW

Height Range: 7 to 9 stories

Examples of Commercial Uses Include: Restaurant, bar, retail, bakery, medical clinic reception center, and recreation facility.

Housing Types: Multi-Family, Row House

DESCRIPTION

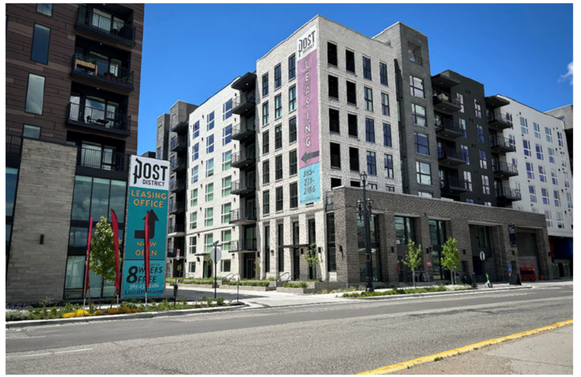
The **Regional Mixed Use** designation supports development that blends residential and commercial uses and contributes to a vibrant environment that creates active community hubs. Active commercial uses should be included at the street level within the Key Locations identified in this plan to reinforce pedestrian activity. This designation is most appropriate in areas that can support higher levels of activity and density and that are served by a variety of transportation options. These areas are anticipated to accommodate the majority of future growth in the community.

In the Avenues, the Regional Mixed Use designation reflects allowable building scale and intensity rather than a regional market draw, with development intended to function as an activity center serving the surrounding community. This land use designation applies to properties already designated for Regional Mixed Use in the southwestern corner of the plan area. This designation is also applied to the center of the LDS Hospital campus site, highlighting the opportunity for redevelopment with a broad mix of uses and integrated green and gathering space.

EXAMPLES





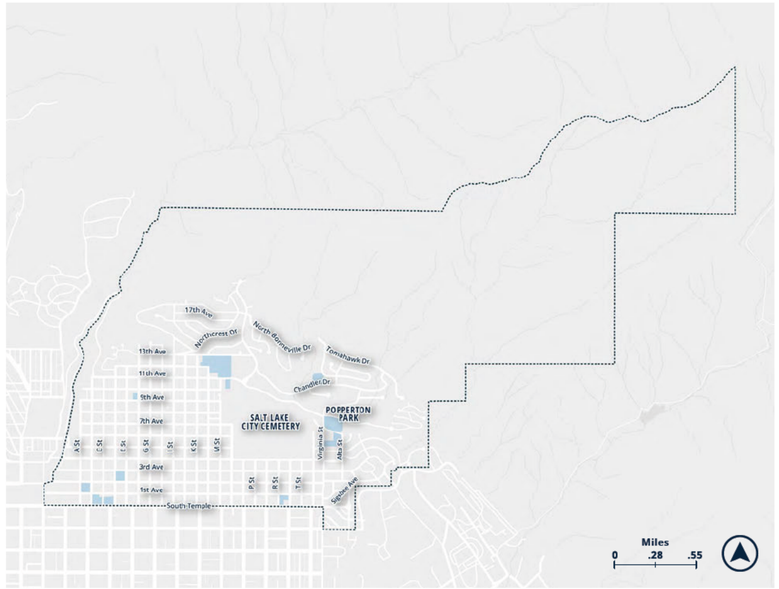




OTHER

Land use designations discussed in this section include Institutional and Public Lands, Parks and Open Space, and Natural Open Space.

INSTITUTIONAL AND PUBLIC LANDS



DESCRIPTION

The **Institutional and Public Lands** designation accommodates larger public and private uses, lands, and facilities such as schools, libraries, places of worship, and hospitals. These uses are intended to provide important community resources while remaining compatible with surrounding neighborhoods. Building forms in this designation often consist of multiple buildings that are part of a larger complex and are generally set back from the street, with substantial open space used to buffer adjacent uses, which are often residential.

This designation applies to properties with existing institutional or public land uses that are anticipated to remain. While this designation primarily focuses on institutional and public land uses, other uses such as public utilities, parks, community gardens, offices, daycare centers, and assisted living facilities may also be found in this category.

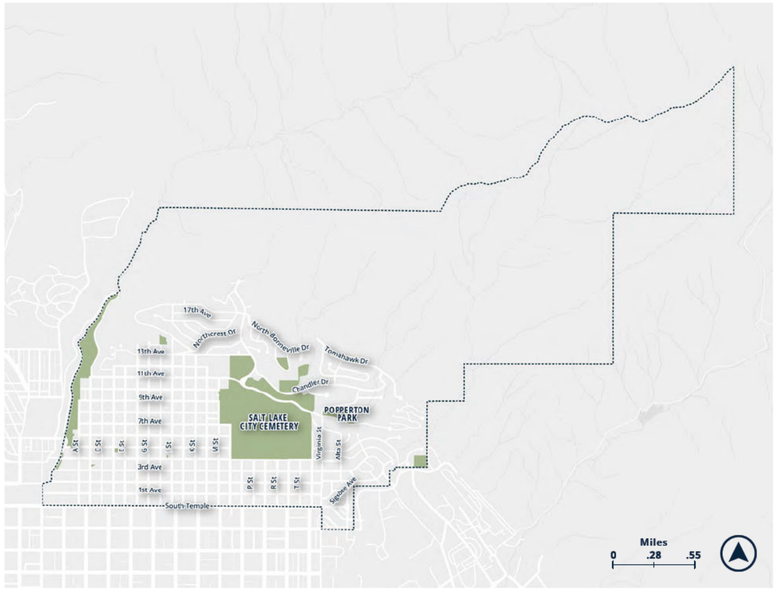
EXAMPLES







PARKS & OPEN SPACE



DESCRIPTION

The **Parks and Open Space** designation aims to preserve and enhance public and private open space, parks, and recreational areas. These areas are intended to provide opportunities for outdoor recreation while preserving scenic qualities and providing contrast to the built environment. These areas also support pedestrian and bicycle connections throughout the community. Small-scale commercial amenities may also be appropriate in specific locations within this designation to encourage use of these spaces.

This designation is mapped at public parks, sports fields and courts, the City Cemetery, and other locations where these uses already exist. While this designation primarily focuses on parks, recreation, and open space uses, other uses such as public utilities, art galleries, and amphitheaters may also be found in this category.

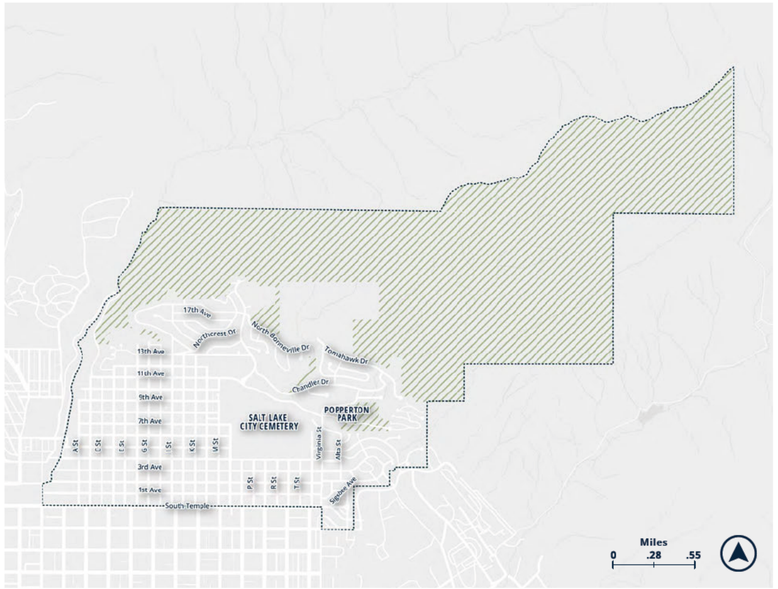
EXAMPLES







NATURAL OPEN SPACE



DESCRIPTION

The **Natural Open Space** designation specifically delineates natural areas of special environmental or scenic value and support the preservation of these areas by limiting development and uses. It is intended to make efficient use of available natural lands while protecting the wild and scenic character of the foothills landscape. Lands within this designation consist of sagebrush grasslands, steep canyons, scrub oak woodlands, and native plants. These lands provide important habitat for a variety of birds, mammals, and other wildlife, as well as a trail system that supports recreational opportunities.

This designation applies to foothills lands bordering the northern and eastern edges of the Avenues. Uses in this designation are limited to ecosystem management, conservation, and recreation. Because the character of the landscape varies significantly, the types of recreation and amenity structures that are allowed may be more limited in some locations than in others based on site-specific conditions. Future studies may also identify areas within this designation for preservation such as critical habitats and study areas.

The Salt Lake City Public Lands Department determines the types of activities and structures allowed within these areas. Where foothills lands include or border watershed areas, all uses must also be approved by the Salt Lake City Department of Public Utilities to ensure watershed protection.

EXAMPLES







CITY CREEK FUTURE LAND USE MAP

The City Creek Canyon area is governed by a specific plan adopted in 1986 that addresses land use and circulation.

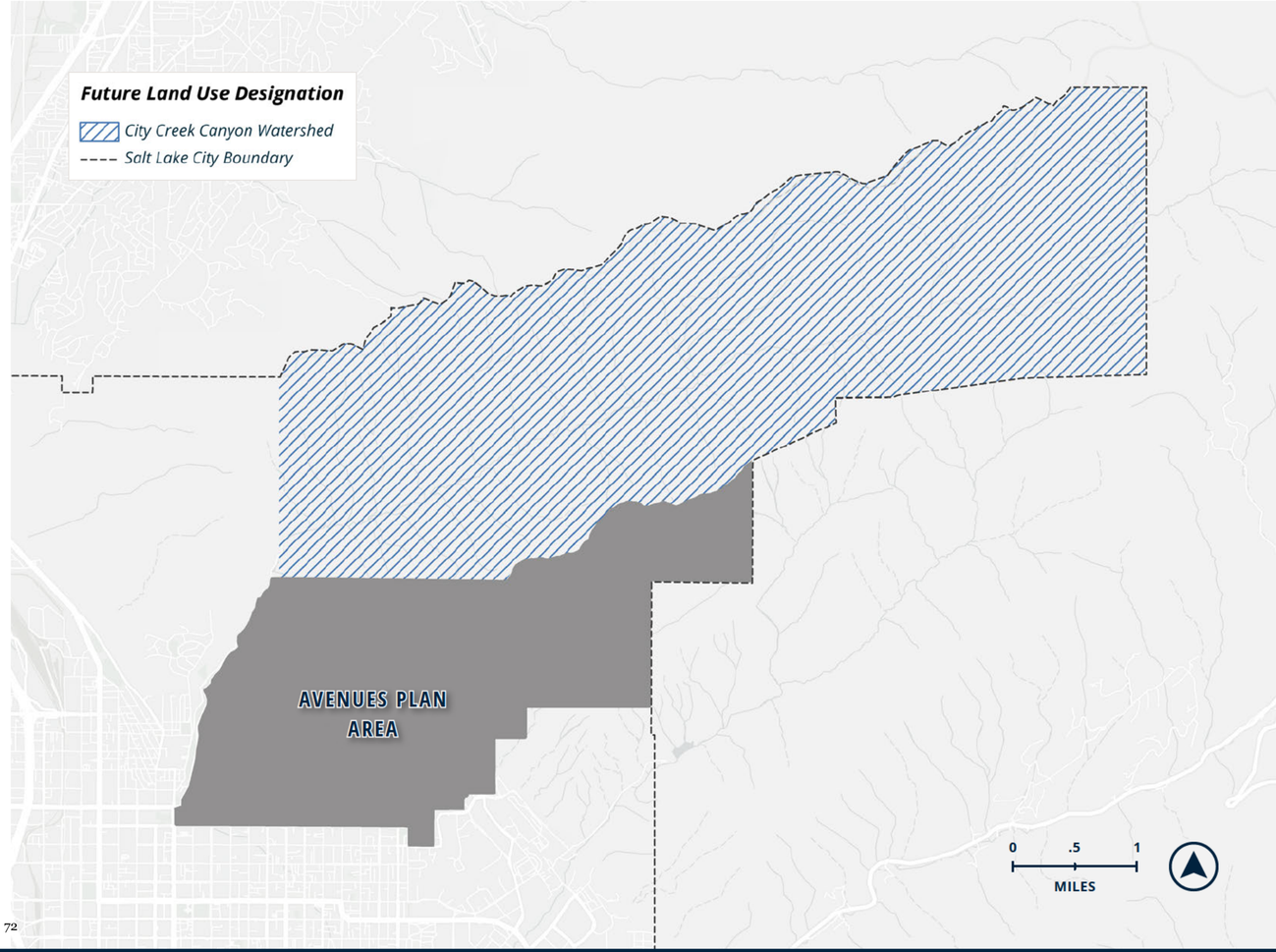
The eastern half of the canyon falls within the Avenues Community Plan area, with the City Creek waterway serving as the approximate divide between the Avenues and Capitol Hill community plan areas.

While the 1986 City Creek Plan includes a Future Land Use Plan, it does not address upper portions of the canyon. The purpose of the City Creek Future Land Use Map is to identify an appropriate land use designation for upper City Creek Canyon, in line with the policies and goals of the City Creek Plan.

CITY CREEK CANYON WATERSHED

DESCRIPTION

The **City Creek Canyon Watershed** designation prioritizes watershed protection over everything else, including recreation. Other than activities such as walking, biking, picnicking, and fishing, recreation is limited to enjoying the natural beauty of these areas. Only uses, buildings and utility infrastructure specifically approved by Salt Lake City Department of Public Utilities are allowed within this designation to ensure watershed protection.



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IMPLEMENTATION

This section describes the necessary tools for Salt Lake City to allocate resources responsibly and effectively to turn this vision into a reality.

Each initiative in the plan is given a "score" based on four resources: staff, finances, time, and community. The score indicates the relative level of resources required for each initiative and is intended to be read in context alongside the other three resource scores. These scores are intended to support prioritization, budgeting, and coordination across departments and partners over time.

Some initiatives receive two scores for a single resource, such as 'Low/Ongoing.' In these cases, the first score reflects the level of effort needed to establish or implement the initiative, while 'Ongoing' indicates that some continued involvement, even if periodic or irregular, may be needed.

The following symbols represent the score used for each initiative:

Low	*Medium*	*Ongoing*	*High*
✳	○	◐	●

Each score has a different meaning depending on the resource. Descriptions of each score within the context of each resource are provided below.

STAFF

Staff refers to the number of staff members and level of organizational coordination required for Salt Lake City to accomplish the given initiative.

- ***Low:*** *Can be managed by a small number of staff members and does not require full allocation of regular working hours.*
- ***Medium:*** *Requires a team of staff within a single department or division.*
- ***High:*** *Requires a team of staff members from multiple departments or divisions.*
- ***Ongoing:*** *Part of regular staff responsibilities, either as routine day-to-day activities or as periodic monitoring and evaluation to determine whether adjustments or follow-up actions are needed. This may apply to initiatives that require an establishment phase before becoming routine, as well as those that are simply an extension of existing staff activities.*

FINANCES

Finances are the costs associated with the initiative whether it is managed by the City or other public entity. More expensive initiatives are likely to involve multiple funding sources and other financial complexities that may make implementation more difficult.

While there will likely be high private investment associated with many of the initiatives, private sector investment is not reflected in the scores.

- ***Low:*** *Requires little to no special allocation of funds. Costs are minor and can be covered through application and permit fees or existing department budgets without additional appropriation. Once complete, no continued financial commitment is expected.*
- ***Medium:*** *Requires some funding that is not ordinarily part of a department's budget.*
- ***High:*** *Requires a large sum of money that is specifically funded from a variety of sources such as the city's general fund, bonding, or grants.*
- ***Ongoing:*** *Requires continued financial commitment over time without a defined end date. This may include costs that are absorbed into normal department budgets and operations, or those that must be actively re-secured through maintenance costs, programming expenses, grant renewals, or periodic re-funding.*

*For the Finances resource, when a score of **Low** is paired with **Ongoing**, the continued financial commitment is typically absorbed into normal department operations. When a score of **Medium** or **High** is paired with **Ongoing**, the continued financial commitment must be actively managed and re-secured over time. In some cases, ongoing funding needs may ultimately exceed the initial cost of implementation.

TIME

Time refers to the amount of time the initiative may take based on all the factors involved in it coming to fruition.

- ***Low:*** *Typically takes less than a year to complete. The time involved falls within required public processes, such as hearings with the Planning Commission or City Council, and permitting and business licensing.*
- ***Medium:*** *Generally takes between two and three years to complete due to the level of public involvement required and coordination needed between multiple parties, organizations or developers. They may require more than one meeting before the Planning Commission, City Council or other approval agencies. Permitting is also more variable and has a greater impact on the length of time needed.*
- ***High:*** *Generally the most time-intensive due to size, complexity, and potential public processes involved. May require creating engineering or construction documents or securing funding from other government entities, and coordination across multiple agencies such as Salt Lake City, UDOT, UTA, and property owners.*
- ***Ongoing:*** *Not tied to a specific timeline or completion date. This score may also apply to initiatives that, once established, require sustained attention or periodic re-engagement over time to remain effective.*

COMMUNITY

This refers to the efforts of those who live, work or run a business in the Avenues. It can also include those living elsewhere in Salt Lake City that visit the Avenues or experience its assets. For this resource, each initiative is measured based on the level of coordination, participation, and engagement required within the community.

- ***Low:*** *Typically involves one or two property owners or stakeholders, requires minimal coordination with other parties, and impacts a very small area. Often these are "by right" (i.e., require no public process or hearings) or require only administrative approvals.*
- ***Medium:*** *Involves more stakeholders than "low" and often includes more than neighboring property owners. Other stakeholders could include business owners and community organizations.*
- ***High:*** *May include hundreds of people with various interests associated with the initiative. Stakeholders would likely include residents, property owners, business owners, community organizations and possibly representatives of local, regional, state or federal government agencies.*
- ***Ongoing:*** *Requires continued community participation, stewardship, or re-engagement over time to remain effective — such as community stewardship programs or "friends of" groups that depend on sustained involvement.*

IMPLEMENTATION MATRIX

Following is a summary of the targets and initiatives found in each section of this plan and the score for each initiative across the four resources.

NEIGHBORHOODS

Low	*Medium*	*Ongoing*	*High*

2040 Targets	Baseline & Measuring Success
Increase the number and variety of community gathering spaces.	Success will be measured by the number of implemented initiatives.

		Resources			
	Initiative	Staff	Finances	Time	Community
1	Support the success of existing businesses by enabling physical improvements that enhance the public realm, including reviewing and updating policies related to park strip activation for outdoor dining, seating, or retail.				
2	Explore creation of a play streets program to provide flexible activity spaces within the community.				
3	Encourage neighborhood partnerships to program, activate, and maintain shared neighborhood spaces.				
4	Ensure inclusive access by integrating ADA-compliant features and designing gathering spaces for all ages and abilities.				

GROWTH

Low	*Medium*	*Ongoing*	*High*

2040 Targets	Baseline & Measuring Success
Increase the amount of land that allows for mixed-use development.	26 acres of land allows for mixed use development.
Increase 3+ bedroom units in new multi-family development.	Based on 2025 data obtained from the Salt Lake County Assessor, the number of multi-family units with 3+ bedrooms is: • **Apartments:** 145 • **Condos:** 189

		Resources			
	Initiative	Staff	Finances	Time	Community
1	Remove zoning barriers to streamline the approval process for infill development.	✳	✳	✳	○
2	Modify zoning regulations to add a variety of housing types to accommodate all household sizes.	○	✳	✳	○
3	Make changes to the Historic Preservation Overlay to streamline the new construction process for new primary buildings without public street frontage.	✳	✳	✳	○
4	Limit growth within the wildland-urban interface and areas near the Foothills Natural Area where there is limited access.	✳	✳	✳	○
5	Identify potential infill sites as institutional land uses change and prioritize them for public-private partnerships.	○◐	✳◐	○◐	○



HOUSING

Low	*Medium*	*Ongoing*	*High*
✳	○	◐	●

2040 Targets	Baseline & Measuring Success
Increase the total number of households.	8,252 households
Reduce the number of cost burdened households.	**Owners - A total of 20% are cost burdened:** • 10% cost burdened • 10% extremely cost burdened. **Renters - A total of 43% are cost burdened:** • 22% cost burdened • 21% extremely cost burdened.

(per ACS 2019-2023 5-year estimates)



		Resources			
	Initiative	Staff	Finances	Time	Community
1	Align land use designations with existing conditions to reduce the number of properties that are nonconforming.	✳	✳	✳	○
2	Support grant and low interest loan programs for property maintenance and life and safety improvements.	✳	○◐	✳◐	✳
3	Provide education and outreach opportunities to increase awareness of existing housing programs, such as the city's NOAH program.	✳	✳	✳	✳
4	Seek partnerships to support the training of tenants, property owners, and property managers on tenants' rights.	✳	✳	○◐	◐
5	Develop easy to use guides and other educational materials to encourage adaptive reuse and use of the Building Preservation Incentives in the zoning code.	✳	✳	✳	✳
6	Develop small lot housing regulations to enable development on more properties.	○	✳	✳	●
7	Increase housing options by changing zoning to allow a broader range of housing types in more areas.	○	✳	✳	●
8	Add designs that are compatible with the historic preservation overlay to the library of pre-approved ADU plans.	○	○	○	✳
9	Partner with educational institutions or private entities to create a pattern book of home designs that qualify for streamlined new construction review in the historic preservation overlay.	○	○	○	✳

TRANSPORTATION & MOBILITY

Low	*Medium*	*Ongoing*	*High*
✳	○	◐	●

2040 Targets	Baseline & Measuring Success
Increase the number of households within ¼ mile of a transit stop.	89% of households are within ¼ mile of a transit stop.
Increase bus ridership.	**Average monthly bus boardings per route (2018–2025 average):** • Route 1- 1,542 • Route 209 – 1,608 • Route 223 - 320 • Route F11 – 73 **Measuring Success:** Average monthly boardings per route increase compared to the baseline average.
Increase the number of households within 1/4 mile of the Frequent Service Network (FSN or Go Route).	57% of households are within 1/4 mi of a high frequency transit stop.
Decrease number of pedestrian, bicycle, and auto crashes.	**1,350 total crashes recorded from 2019–2024:** • 19 involving pedestrians • 23 involving bicycles • 5 involving e-scooters. **Measuring Success:** Total crashes in each subsequent five-year period are fewer than the previous five-year period.

		Resources			
	Initiative	Staff	Finances	Time	Community
1	Support zoning changes in areas where density and mixed use would support increased transit demand.	✳	✳	✳	○
2	Support modifications to road design that improve the safety of all users and reduces cut through traffic.	●	●	●	●
3	Improve connections between existing bike lanes and the neighborhood byways identified in the Pedestrian and Bicycle Master Plan.	●	●	●	●
4	Implement traffic-calming measures supported by the Livable Streets Program.	○◐	●◐	○	●
5	Evaluate and improve traffic control at intersections.	○	○◐	◐	✳
6	Establish a Play Streets program to reduce cut through traffic.	○	○	◐	●
7	Work with UTA to restore higher-frequency service and extend service hours to better connect the Avenues to high-demand destinations such as the University of Utah.	○◐	●◐	●	●
8	Support expansion of flexible bus service options in underserved areas.	○◐	●◐	●	●
9	Support transportation priorities along South Temple through enhanced road crossings and signals to improve access to and from the Avenues for bicycles and pedestrians.	○	●	●	●
10	Support installation of sidewalks on streets without them and continued sidewalk maintenance.	○	●◐	○◐	●

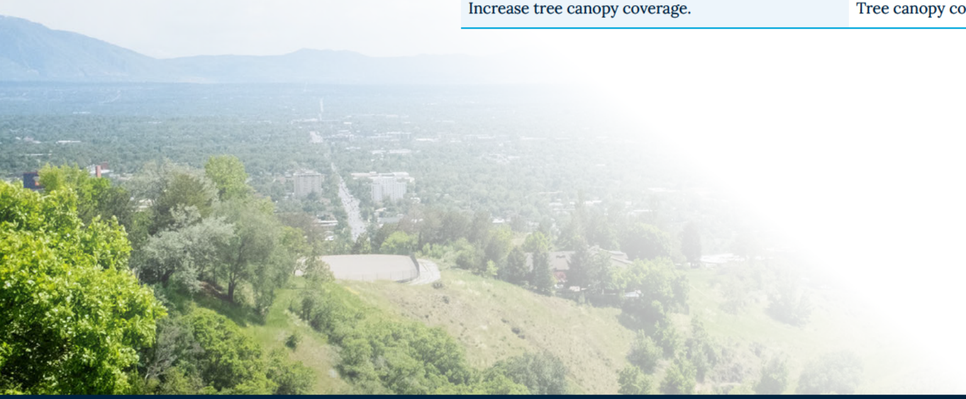
Initiative	Resources			
	Staff	Finances	Time	Community
11 Support Safe Routes to School planning and implementation to reduce vehicle trips and improve safety for children.	✳	○	○◑	○◑
12 Encourage micromobility options such as identifying appropriate locations for designated scooter parking and secure bicycle parking.	○	○◑	●	●
13 Modify zoning regulations to allow more flexibility for off-site and shared parking arrangements.	✳	✳	✳	○
14 Identify suitable locations for new GREENbike stations, including opportunities for e-bike integration, and support their installation.	○	○	○	○
15 Identify places for street furniture installation near bus stops and along heavily used walking routes.	✳	○	○	✳



AIR QUALITY

Low	Medium	Ongoing	High
✳	○	◐	●

2040 Targets	Baseline & Measuring Success
Contribute to the reduction of citywide emissions and consumption of energy.	Success will be measured by the number of implemented initiatives.
Decrease number of daily vehicle trips.	UDOT Average daily vehicle traffic (2019-2024 average) • South Temple – 26,000 • 2nd Avenue – 11,000 • 3rd Avenue – 4,400 • 11th Avenue – 4,300 • B Street – 6,700 • E Street – 10,000 • I Street – 6,700 • Virginia Street – 8,600 vehicles Daily Data is only available for listed routes; numbers reflect the segment with highest traffic volume. **Measuring Success:** Average daily vehicle traffic in each subsequent five-year period is fewer than the previous five-year period.
Increase tree canopy coverage.	Tree canopy coverage in the community is 85%



		Resources			
	Initiative	Staff	Finances	Time	Community
1	Reduce zoning barriers to installing solar panels and energy efficient mechanical systems.	✳	✳	✳	✳
2	Expand City tree data to include information about the conditions of vacant planting locations such as park strip dimensions and soil volumes needed to support tree growth.	✳◐	✳	◐	✳
3	Explore partnerships focused on incentive-based solutions for new tree establishments on both public and private property.	✳◐	○	○◐	●◐
4	Encourage alternate modes of transportation and support improvements and expansions to transit, bicycle, and pedestrian infrastructure to reduce car dependency and vehicle miles traveled.	○	●	●	○
5	Educate on best practices for making historic buildings more energy efficient.	◐	✳	◐	✳
6	Promote use of historic tax credits for updating mechanical systems to be more energy efficient.	◐	✳	◐	✳
7	Support the Building Preservation Incentives through educational materials and outreach.	◐	✳	◐	✳
8	Promote programs that lower the cost of public transportation through increased education and outreach.	◐	✳	◐	✳

NATURAL ENVIRONMENT

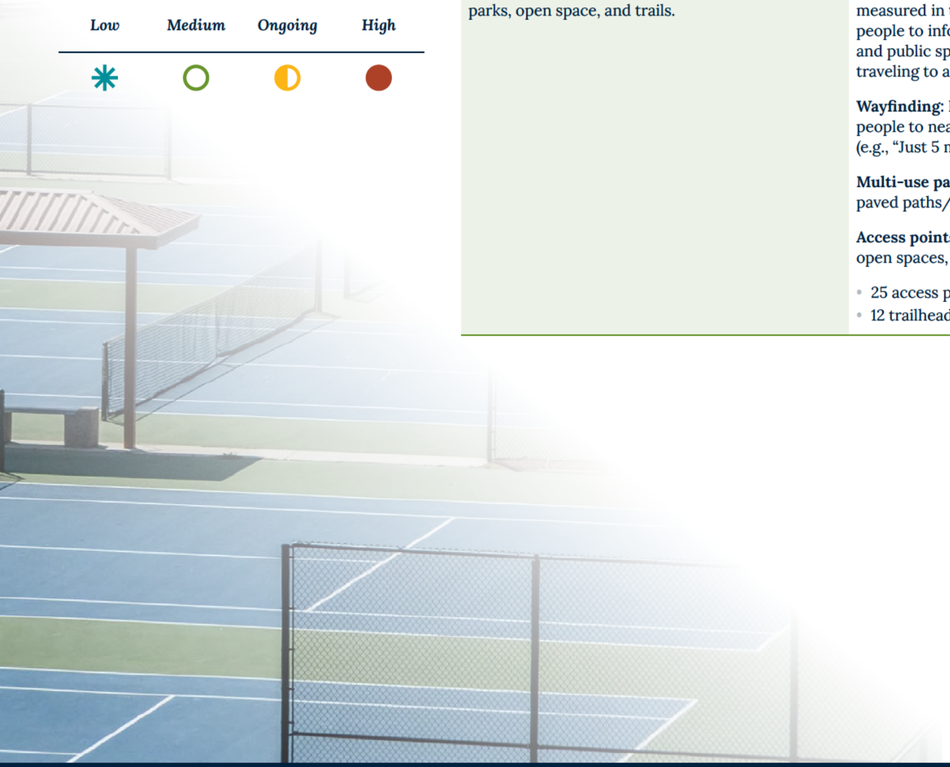
Low	Medium	Ongoing	High
✳	○	◐	●

2040 Targets	Baseline & Measuring Success
Adopt the Natural Open Space zoning district for properties within the Foothills Natural Area.	No properties within the Foothills Natural Area are currently zoned Natural Open Space. **Measuring Success:** The Natural Open Space zoning district is adopted for properties within the Foothills Natural Area.
Apply zoning to areas within city creek canyon that are currently not zoned with the purpose of protecting the watershed.	Upper City Creek Canyon is currently unzoned. **Measuring Success:** An appropriate zoning district is adopted for upper City Creek Canyon to ensure watershed protection and address the needs of Salt Lake City Public Utilities.
Increase the number of maintained miles of existing trails in the Foothills Natural Area trail network.	14 miles of unmaintained trails currently exist within the Foothills Natural Area; these trails likely require rehabilitation and maintenance before being incorporated into the planned trail network, when fully built-out.

		Resources			
	Initiative	Staff	Finances	Time	Community
1	Develop specific management plans for East City Creek and Upper Avenues and Perry's Hollow, Twin Peaks and Dry Creek and support implementation of recommendations in the plans.	○	○	●	●
2	Identify and direct funding for city acquisition of sensitive lands and infrastructure investment.	○	●	◐	●
3	Identify properties in the Foothills Natural Area where a Natural Open Space zoning district should be applied.	✳	✳	✳	✳
4	Expand Salt Lake City Public Lands Park Ranger program to enforce protective ordinances, educate park users, and safeguard public land assets from damage and abuse.	○	○◐	◐	○
5	Identify critical habitats and habitat study areas and formally designate them for preservation.	○	✳	✳	○
6	Modify the Natural Open Space zoning district to ensure allowed uses are appropriate for natural lands and the provisions adequately address protection of these areas and designate properties within the Foothills Natural Area with this zoning district.	✳	✳	✳	✳
7	Modify zoning ordinance sign regulations to enable creation of a more responsive sign system as recommended in the Salt Lake City Parks, Open Space and Trail Signage Guidelines.	✳	✳	✳	✳
8	Increase education and community-based stewardship of natural lands.	○◐	✳	◐	●◐
9	Support fire safety education and encourage community members in WUI areas to get a free wildfire property assessment from Salt Lake City Fire Department.	○◐	✳	◐	○
10	Promote awareness of the names of fire evacuation zones within the community in the event evacuation is necessary during a wildland fire.	✳◐	✳	◐	○
11	Create a zoning district that will be applied to City Creek Canyon and surrounding sensitive lands as identified by Salt Lake City Department of Public Utilities to ensure watershed protection and address public utility operations.	✳	✳	✳	✳

PARKS & RECREATION

Low	Medium	Ongoing	High
✳	○	◐	●



2040 Targets	Baseline & Measuring Success
Increase the number of miles of new trails in the Foothills Natural Area trail network.	14 miles of existing trails in the Foothills Natural Area trail network.
Increase connections and ease of access between parks, open space, and trails.	For the purpose of this target, connections are measured in terms of wayfinding — connecting people to information about nearby parks, trails, and public spaces — and ease of access, including traveling to and between them. **Wayfinding**: No existing wayfinding directing people to nearby parks, trails, and public spaces (e.g., "Just 5 minutes from here" signage). **Multi-use paved paths/trails**: 7 miles of multi-use paved paths/trails. **Access points** (maintained entry points to parks, open spaces, and trailheads): • 25 access points into parks and open space • 12 trailheads/trail access points

		Resources			
	Initiative	Staff	Finances	Time	Community
1	Strengthen park and trail connectivity by supporting the development of urban trails, linear recreation corridors, and neighborhood byways that link parks, open spaces, and the citywide trail system.	●	●	●	●
2	Expand and diversify trail experiences by developing a mix of shared-use, directional, and use-specific trails that serve hikers, cyclists, and users of varying skill levels.	●	●	●	●
3	Improve navigation and access through cohesive wayfinding systems for parks, trails, and key connections.	○	○	○	○
4	Pursue partnerships that provide shuttle service from specific meeting areas to trailheads to reduce traffic impacts on surrounding neighborhoods.	✳	○◐	○◐	●
5	Provide flexible small-scale pop-up park amenities such as picnic tables, lounging chairs, games, equipment and other additions that respond to community open space needs.	✳	○	✳◐	○
6	Identify underutilized areas within parks for programming and develop a coordinated park programming strategy that includes community-led events, cultural programming, and recreational activities across parks and open spaces.	○	○	◐	○
7	Update zoning regulations to allow for small commercial amenities in appropriate parks and public spaces.	✳	✳	✳	○
8	Upgrade aged park amenities to improve comfort and accessibility and support users of all ages and abilities.	○	○	◐	○

BEAUTIFUL CITY

2040 Targets	Baseline & Measuring Success
Reinforce and preserve community character and a strong sense of place.	Success will be measured by the number of implemented initiatives.

Low *Medium* *Ongoing* *High*

	Initiative	Resources: Staff	Finances	Time	Community
1	Develop a streetscape tree succession and biodiversity strategy to preserve iconic tree-lined corridors, enhance visual continuity, and diversify species and age distribution across the public realm.				
2	Continue supporting the City's park strip tree planting program and increase community awareness and education to engage the community in caring for street trees.				
3	Inventory and document historic features in public spaces and create a plan to guide preservation, maintenance, and infrastructure improvements.				
4	Support preservation education and stewardship programs related to historic features in public spaces.				
5	Improve pedestrian comfort and safety in key areas –such as along neighborhood byways and main bus routes—with lighting, seating, shade, water fountains, and other pedestrian oriented amenities.				
6	Create and implement a comprehensive wayfinding strategy that integrates cohesive signage and placemaking elements to clearly guide people to local destinations while fostering neighborhood recognition and a strong sense of identity.				
7	Identify neighborhood gateways and opportunities for placemaking elements around gateways that reflect the Avenues' identity.				
9	Enhance the City Cemetery as a multi-functional open space by investing in infrastructure and improvements that support recreation, education, and cultural use.				
10	Improve park safety through lighting and design elements.				
11	Expand and formalize community stewardship programs, including donations, sponsorships, and adoption initiatives (e.g., Adopt-a-Park, Adopt-a-Trail, or Adopt the Outdoors), as well as memorial asset programs (trees, benches, etc.) and "Friends of" groups, to support public lands investment, ongoing maintenance, and community-led programming.				
12	Advance sustainable landscape practices by increasing water efficiency, incorporating adaptive plantings, and enhancing biodiversity across parks and open spaces.				
13	Implement a park-specific tree succession and canopy management strategy to sustain and expand tree cover, prioritize long-term ecosystem health, and ensure continuous shade, habitat, and resilience within park landscapes.				

PRESERVATION

Low	Medium	Ongoing	High
✳	○	◐	●



2040 Targets	Baseline & Measuring Success
Nominate the City Cemetery to the National Register of Historic Places.	Success will be measured by completing all necessary documentation and submitting a National Register Nomination to the Utah State Historic Preservation Office. Final listing on the National Register of Historic Places is at the discretion of the National Park Service.
Decrease enforcement cases related to work without a Certificate of Appropriateness (CoA)	49 total enforcement cases related to work without a COA from 2021-2026. Measuring Success: Total enforcement cases related to work without a CoA in each subsequent five-year period are fewer than the previous five-year period.

GENERAL INITIATIVES

		Resources			
	Initiative	Staff	Finances	Time	Community
1	Increase public knowledge, appreciation, and involvement in historic preservation through educational programs, workshops, informational mailings, school curricula, and participation in community events.	✳◐	○	◐	○
2	Provide hands on preservation training opportunities for community members through City funded workshops such as historic window or masonry repair.	○◐	○◐	◐	●◐
3	Highlight successful preservation projects through tours, case studies, and other outreach tools to demonstrate positive outcomes.	✳◐	✳◐	✳◐	○
4	Incorporate story telling elements of community history through tours, interpretive signs, art, or other similar installations and activities.	○◐	○	○	○
5	Promote adaptive reuse and the retention of older building stock by increasing awareness of building preservation incentives and identifying properties that may benefit from their use.	◐	✳◐	◐	✳
6	Identify properties that are worthy of being individual historic landmarks but are not officially designated and help property owners add their property to the National Register and/or local register.	✳◐	✳	✳◐	✳

CITY CEMETERY INITIATIVES

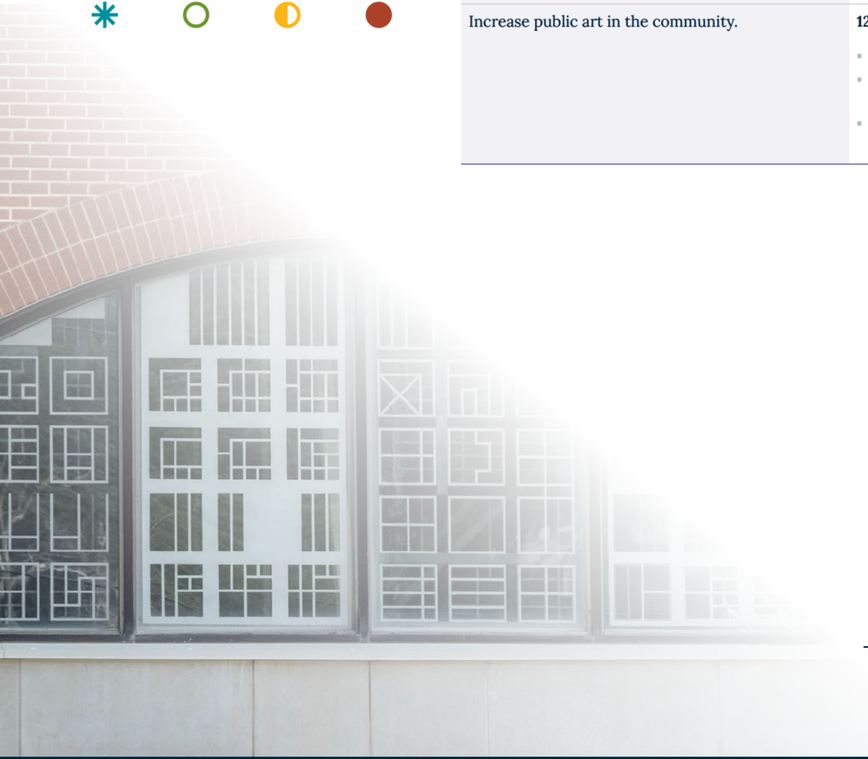
Initiative	Resources: Staff	Finances	Time	Community
1 Conduct additional historic inventories and assessments that are needed for nomination to the National Register of Historic Places and to inform future management and maintenance.	○◐	○	○	✳
2 Support development of a comprehensive Preservation Management Plan.	○◐	○	○	✳
3 Identify opportunities and support strategies to address long term financial stability.	○◐	○◐	◐	○◐
4 Make information about activities and resources more available to the public.	✳◐	✳	◐	◐
5 Explore opportunities for programmed events like birdwatching, stargazing, movies, themed tours, etc.	○◐	○◐	✳◐	◐
6 Create a comprehensive strategy to prioritize maintenance and repair of historic structures and elements as well as infrastructure including roads and maintenance facilities.	○◐	○	○◐	✳
7 Increase opportunities for public use by making zoning updates that allow for more services and amenities.	✳◐	✳	✳◐	○



ARTS & CULTURE

Low	Medium	Ongoing	High

2040 Targets	Baseline & Measuring Success
Increase the number of opportunities for the community to engage in neighborhood arts and cultural events.	**2 annual arts and culture events:** • Avenues Street Festival • Open Studios
Increase public art in the community.	**12 works of public art:** • "High Water" in Popperton Park • An untitled etched glass installation at the 11th Avenue fire station • 10 bike rack murals – 6 at Bonneville Boulevard Trailhead and 4 at Popperton Park Trailhead



Low	Medium	Ongoing	High

		Resources			
	Initiative	Staff	Finances	Time	Community
1	Continue support for the Avenues Street Fair and identify additional arts and cultural events throughout the year to strengthen community ties.	✳◐	✳	✳◐	●◐
2	Continue supporting education and neighborhood appreciation through programs and partnerships that offer activities such as historic tours, and public materials that showcase the Avenues.	✳◐	✳	✳◐	○◐
3	Identify priority locations for public art and support efforts to pursue private and public partnerships to implement those projects.	○◐	✳	✳◐	○◐
4	Explore opportunities to incorporate transit-art in the Avenues that include historic elements reflective of the community's historic culture.	○	○	○	○
5	Provide opportunities to advance and showcase artistic works of the community such as annual events like Avenues Open Studios, neighborhood mini art museums and exchanges, and gallery strolls.	✳◐	○	◐	●◐
6	Collaborate with artists or arts organizations to provide free art workshops that appeal to a variety of age groups in spaces such as public libraries and neighborhood parks.	✳◐	○	◐	●◐
7	Continue supporting city-funded arts grant programs and encourage community members and organizations to apply for available funding.	✳◐	○◐	✳◐	○
8	Support repair and maintenance of existing public works of art.	✳	○◐	◐	✳
9	Provide technical assistance to community members, neighborhood groups, and organizations with applications for the Salt Lake City Capital Improvement Program (CIP) to fund public infrastructure projects that include an art component.	○◐	○	◐	○◐
10	Update zoning regulations to allow setback encroachments for art on private property.	✳	✳	✳	✳

EQUITY

Low	*Medium*	*Ongoing*	*High*
✳	○	◐	●

2040 Targets	Baseline & Measuring Success
Increase the percentage of households within a 15-minute walk of services and amenities.	Percentage of households within a 15-minute walk of services and amenities: • Parks: 100% • Retail: 88.7% • Pharmacies: 91.6% • Trax Stops: 37% • Schools: 98.1% • Trails: 73.5% • Restaurants: 91.9% • Healthcare: 93.3% • Bus stops: 99.9% • Offices: 89.2% • Recreation: 96.4% • Grocery Stores: 71.3% • Hospitals: 95.5% • Childcare: 76.7% • Libraries: 63.6% (2025, Walkable SLC Data)
Increase the number of dwellings that are available to households at or below 80% AMI.	52 total dwellings available at or below 80% AMI. • 40% AMI – 2 dwellings • 50% AMI – 28 dwellings • 80% AMI – 22 dwellings

		Resources			
	Initiative	Staff	Finances	Time	Community
1	Align zoning to support redevelopment of the LDS Hospital campus into a mixed-use area to increase the number of households within walking distance to key services and daily needs.	✳	✳	✳	●
2	Improve pedestrian network throughout the neighborhood by supporting the ADA Self-evaluation and Transition Plan, which outlines goals for improving sidewalk conditions, curb ramps, and park facilities to meet accessibility standards.	✳◐	○◐	○◐	○◐
3	Modify zoning to allow an increase in mixed-use and small-scale commercial uses throughout the neighborhood to increase access to services and amenities.	✳	✳	✳	○



ECONOMY

Low	Medium	Ongoing	High
✳	○	◐	●

2040 Targets	Baseline & Measuring Success
Increase the amount and types of neighborhood serving businesses.	**19 active neighborhood serving businesses:** • 9 retail/service • 4 coffee shops • 6 restaurants

		Resources			
	Initiative	Staff	Finances	Time	Community
1	Adopt zoning policies that support neighborhood businesses where appropriate and as indicated on the future land use map.	✳◐	✳	✳◐	○
2	Align zoning designations to support existing neighborhood businesses and properties with a history of commercial use.	✳	✳	✳	○
3	Update zoning ordinance provisions to allow Accessory Commercial Units (ACUs).	✳	✳	✳	○
4	Amend nonconforming use regulations to allow buildings with former commercial uses in residential zoning districts to be re-established.	✳	✳	✳	○
5	Identify adjustments that can be made to the zoning incentives for adaptive reuse to expand and improve their usability.	✳◐	✳	✳◐	✳
6	Increase awareness of City economic development tools through education and outreach.	✳◐	✳	✳◐	✳
7	Identify and remove regulatory and permitting barriers to holding pop-up markets, events, and seasonal uses.	✳◐	✳	✳◐	✳
8	Support the development of incentives and programs that prioritize ownership, affordability, and the establishment of new businesses.	○◐	○◐	✳◐	✳

GOVERNMENT

Low	Medium	Ongoing	High
✳	○	◐	●

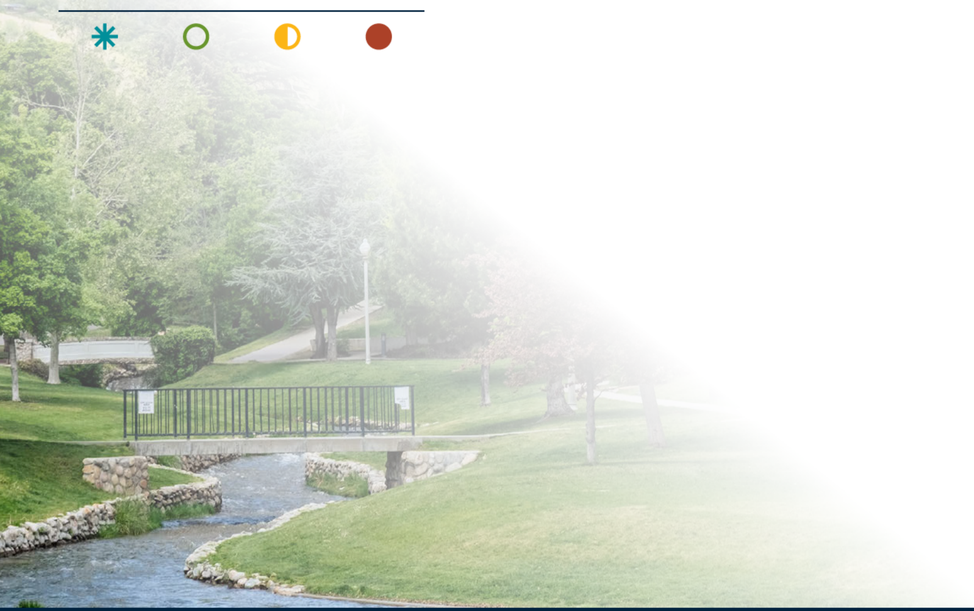
2040 Targets	Baseline & Measuring Success
Increase public participation in government processes.	Success will be measured by the number of implemented initiatives.

		Resources			
	Initiative	Staff	Finances	Time	Community
1	Utilize interactive tools and digital engagement platforms to increase public involvement.	✳◐	◐	◐	✳
2	Provide public facing materials in multiple languages based on community needs.	✳◐	◐	◐	✳
3	Increase partnerships with schools, libraries, and learning institutions to expand civic knowledge and awareness of citywide issues.	○◐	✳◐	◐	○◐
4	Design engagement opportunities that consider time, location, and format to ensure convenient and accessible opportunities for broad participation.	✳◐	✳◐	◐	✳
5	Increase presence and participation of city employees and elected officials at local events and community meetings.	✳◐	◐	◐	✳

WATER CONSERVATION AND LAND USE PLANNING

2040 Targets	Baseline & Measuring Success
Contribute to reducing Citywide per capita water use.	Success will be measured by the number of implemented initiatives.

Low *Medium* *Ongoing* *High*



		Resources			
	Initiative	Staff	Finances	Time	Community
1	Update zoning regulations to allow smaller lot sizes, a mix of residential building types in more areas, and development patterns that support efficient water use.	○	✳	✳	○
2	Reduce municipal water use by implementing conservation measures in City facilities and operations.	✳	○	◐	✳
3	Identify and prioritize City-owned properties for landscape transformations.	✳	●◐	✳◐	✳
4	Complete WaterMAPS™ and indoor water efficiency assessments on all City properties and implement recommended improvements.	✳	○	◐	✳
5	Support community programs, school partnerships, and regulations that educate and encourage efficient water use, reduce waste, and promote sustainable landscaping practices.	✳◐	✳◐	◐	●◐
6	Support upgrades and programming for the Greater Avenues Conservation Garden, including improved irrigation and landscape features, updated educational materials and on-site learning opportunities.	○	○	○◐	○◐
7	Support rebate programs, grants, incentives, and tools that help water users manage consumption and implement conservation measures.	✳	○◐	◐	✳


SALT LAKE CITY

ATTACHMENT C: Existing Conditions Report

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AVENUES COMMUNITY PLAN

EXISTING CONDITIONS REPORT | 2025

PLANNING DIVISION

SLC.GOV/PLANNING

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AVENUES COMMUNITY PLAN

EXISTING CONDITIONS REPORT | 2025

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VERSION | JUNE 4, 2025

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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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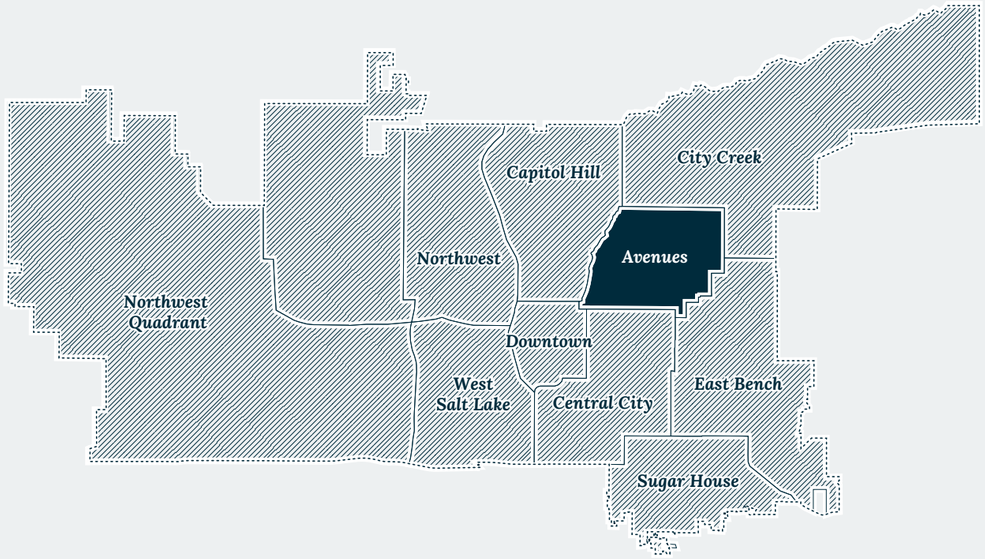
01
PLAN AREA

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.

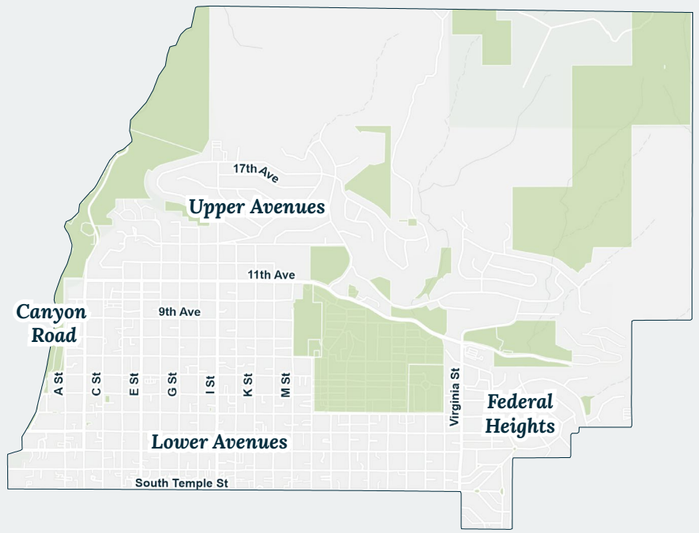
Established in the 1850s as Salt Lake City's first neighborhood, the Avenues broke away from the city's traditional pattern of large 10-acre blocks and wide streets. Instead, it features smaller 2.5-acre blocks with narrower streets. This distinctive layout not only gave the neighborhood its name—derived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



AVENUES 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.

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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).



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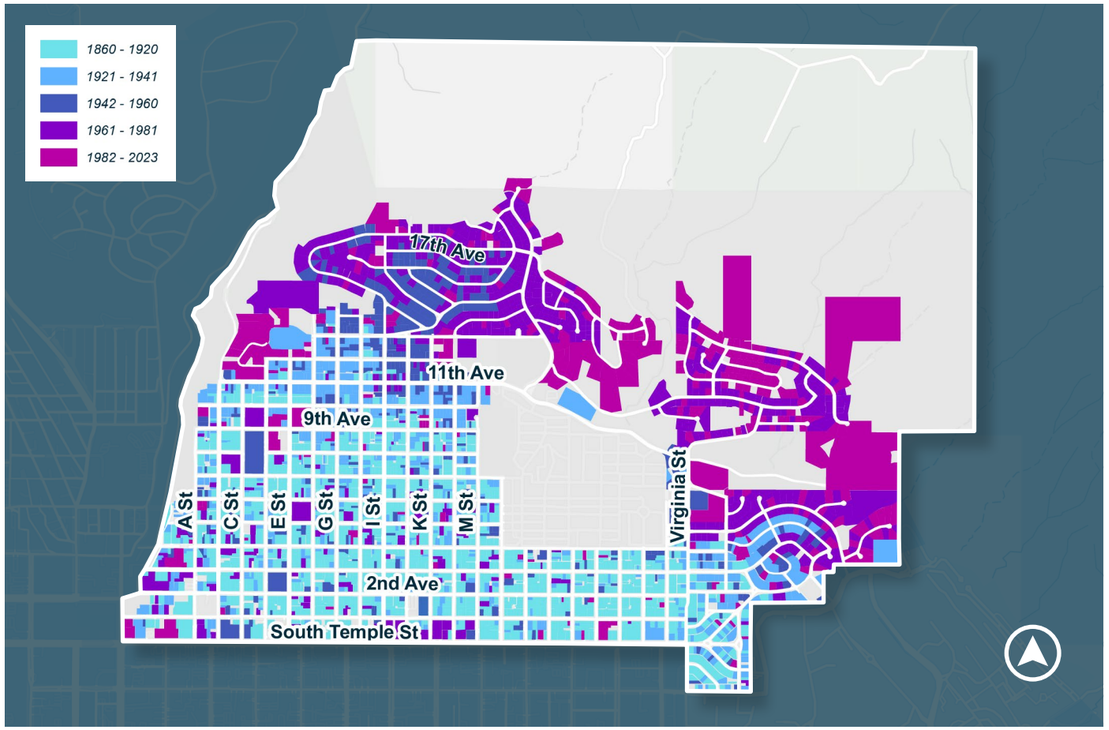
CONSTRUCTION PERIODS

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.

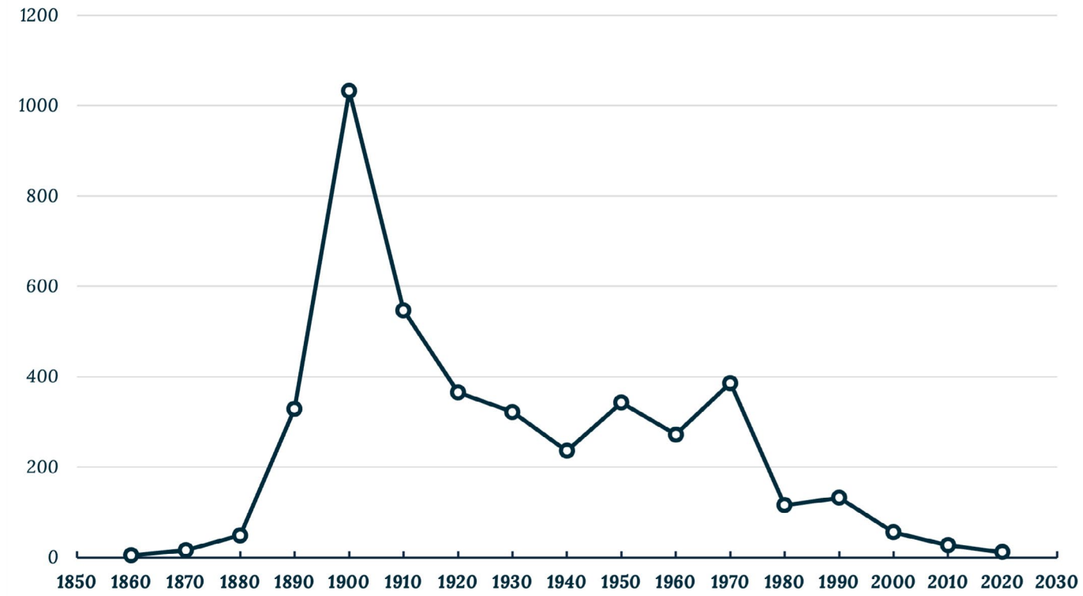
Between 1920 and 1940, construction continued in these early-developed areas, while new areas, particularly between 9th and 14th Avenue and in eastern Federal Heights, saw growth.

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

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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.

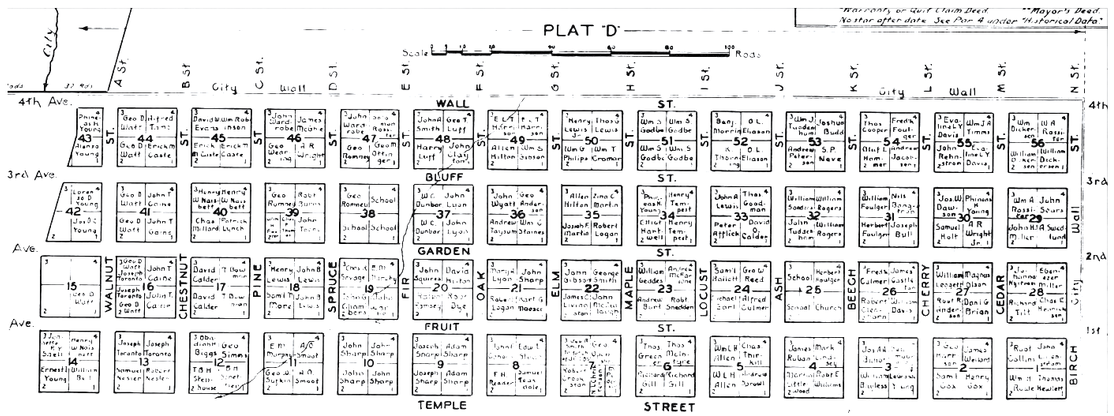
As water and transit access expanded, real estate developers and building companies introduced pattern-book homes and multifamily dwellings. Ownership records indicate that Avenue homes were built by both men and women.

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.

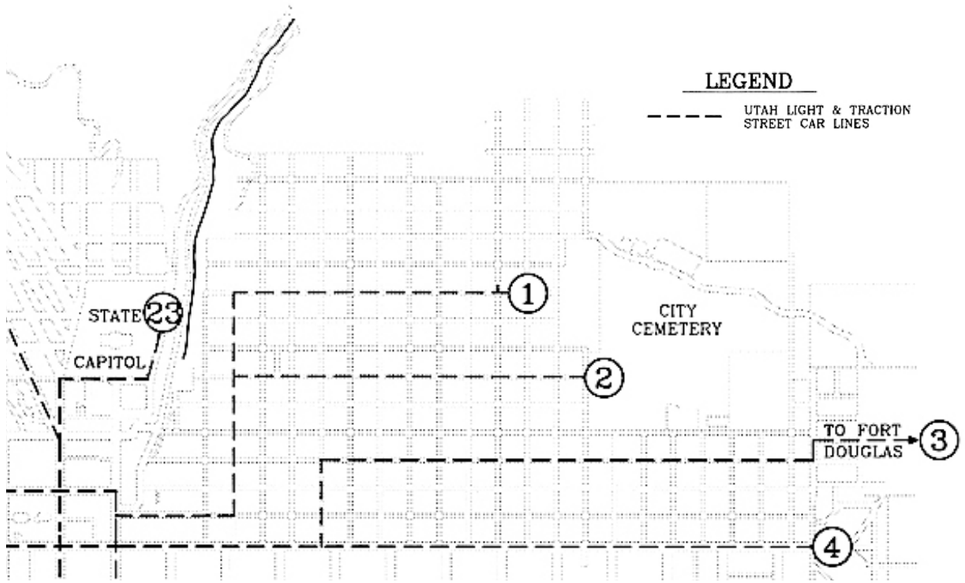


Street Car at 2nd Ave and B Street - Nov 1933
Used by permission, Utah Historical Society

PLAT D OF SALT LAKE CITY



1921 SLC STREET CAR LINES



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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 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.

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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 R**esidential 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.

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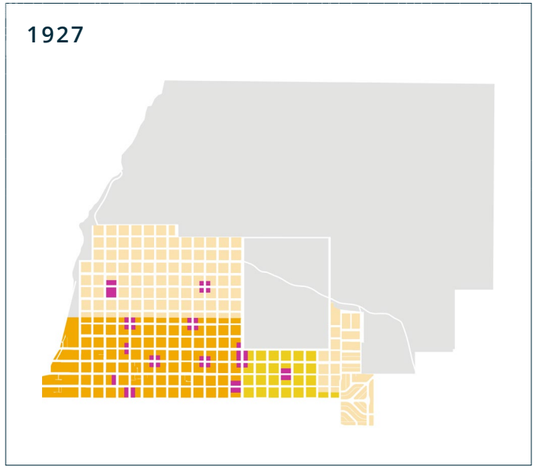
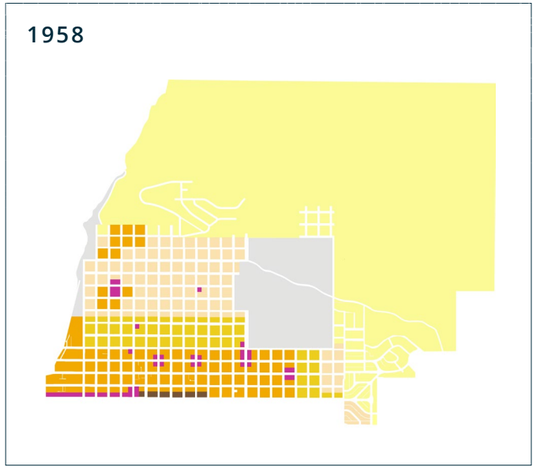
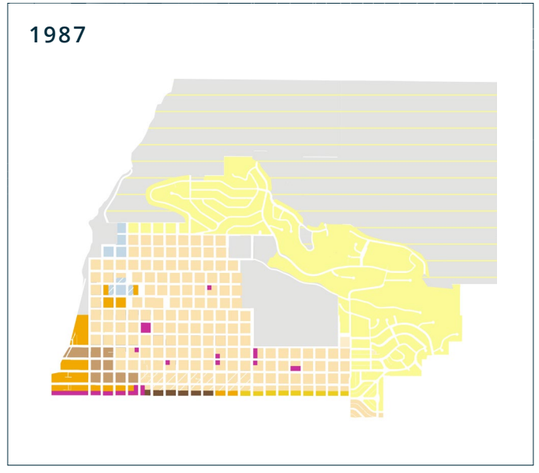
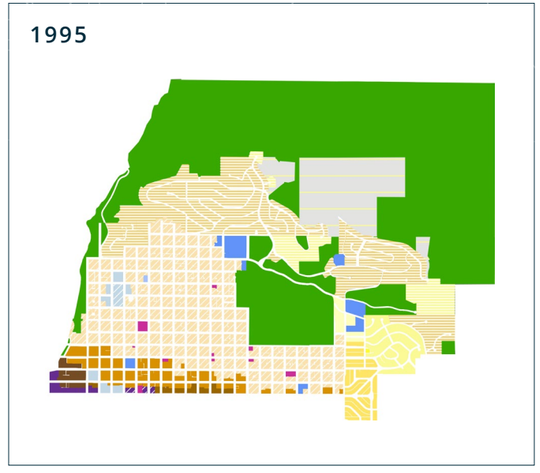
ZONING COMPARISON









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

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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), cover 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)

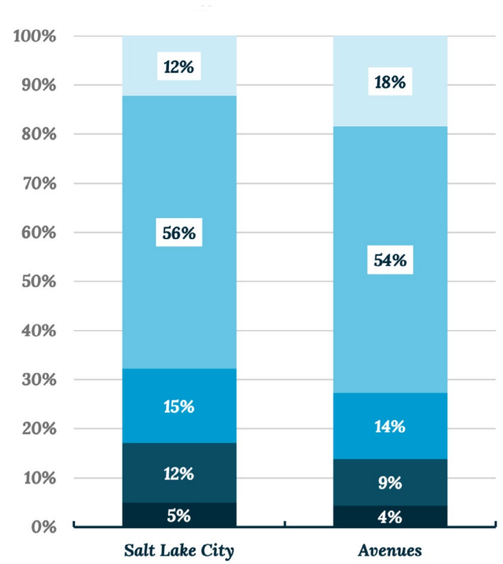
8,252
HOUSEHOLDS
(9% of City's Households)

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)

AGE BREAKDOWN



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)

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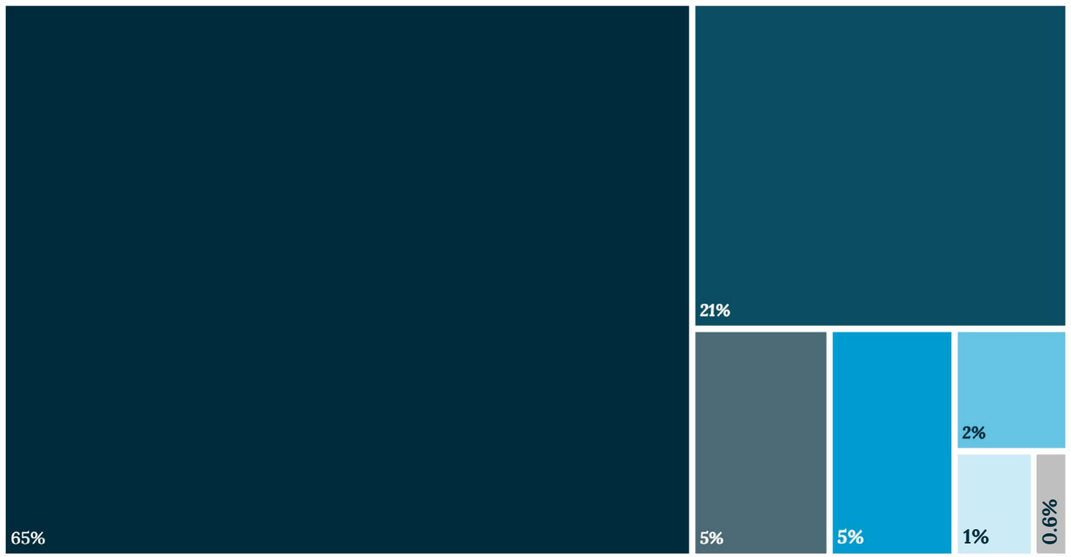
AVENUES DIVERSITY

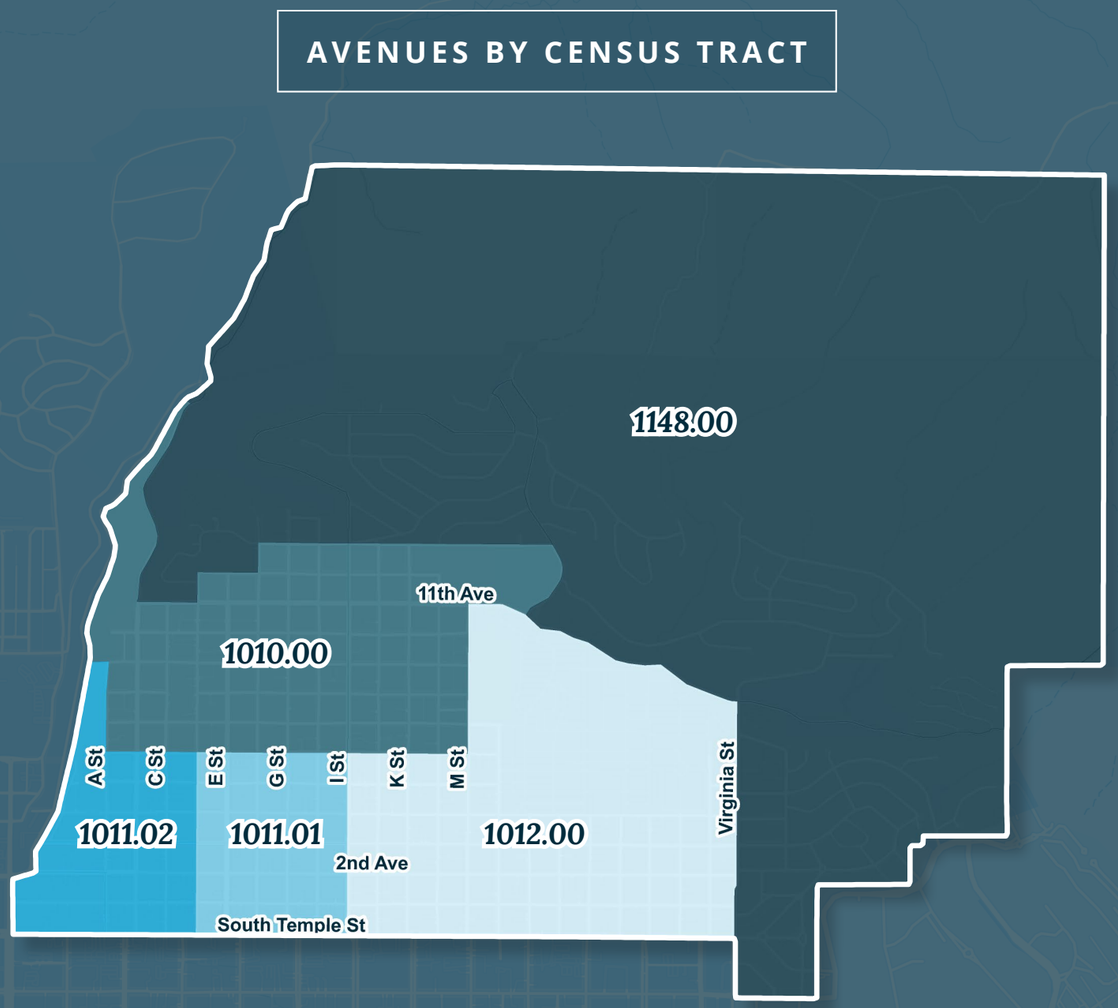


SALT LAKE CITY DIVERSITY



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





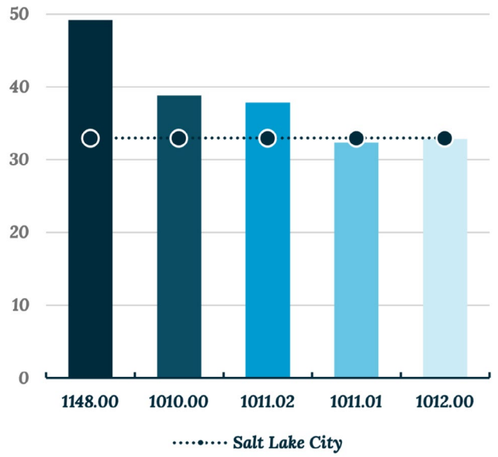
AVENUES BY CENSUS TRACT

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



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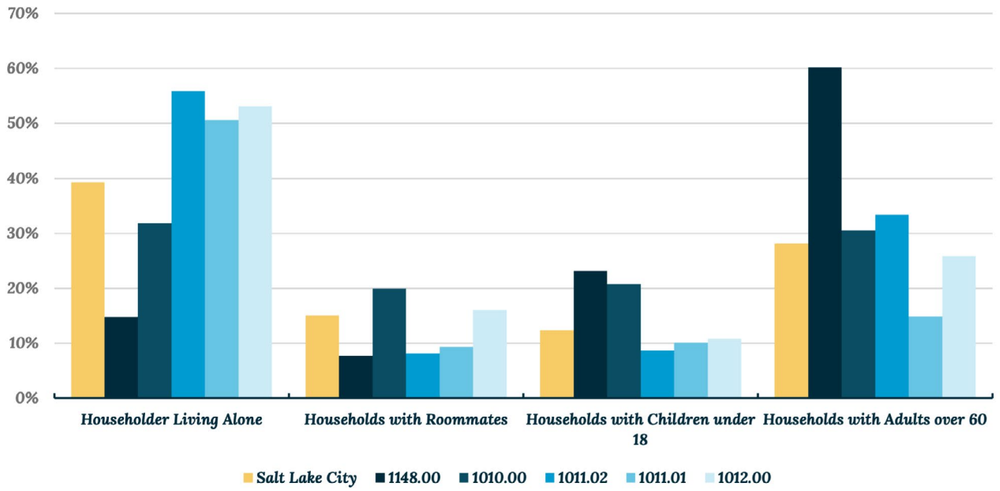
HOUSEHOLD COMPOSITION

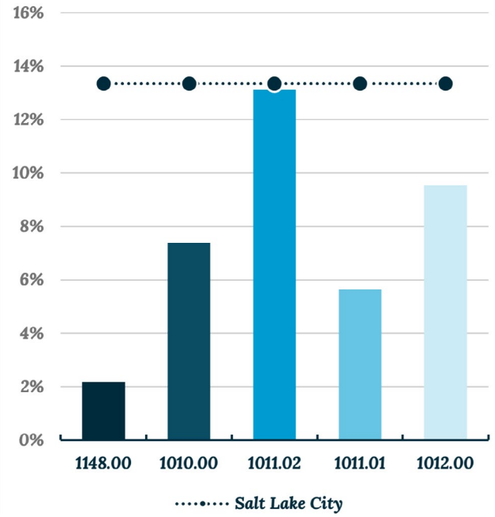


MEDIAN INCOME

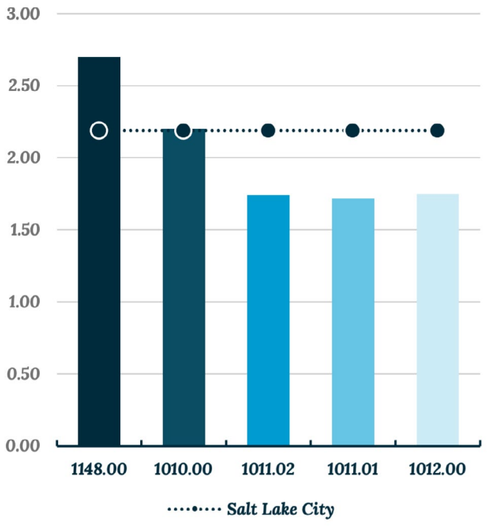


Note: *Tract 1148.00, the largest number the ACS provides for median income is $250,000+ meaning the median income for this tract is more than $250,000.*

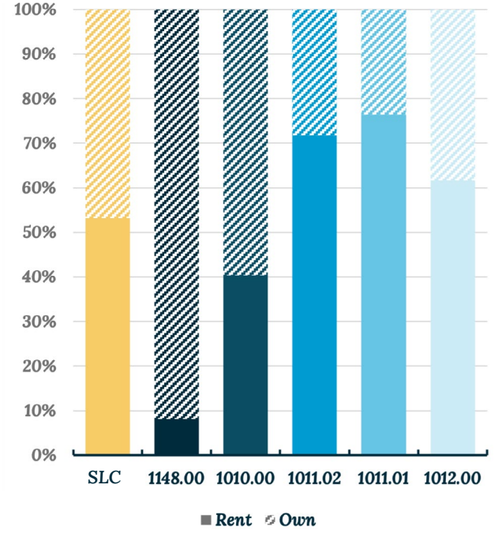
HOUSEHOLDS WITH INCOMES BELOW POVERTY LEVEL



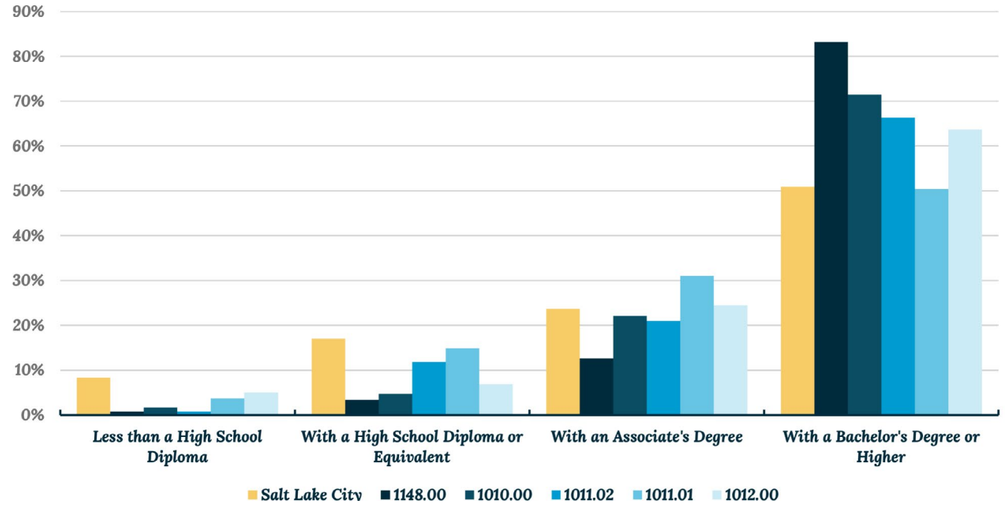
AVERAGE HOUSEHOLD SIZE



RENT OR OWN



EDUCATION OF THE POPULATION OVER 25



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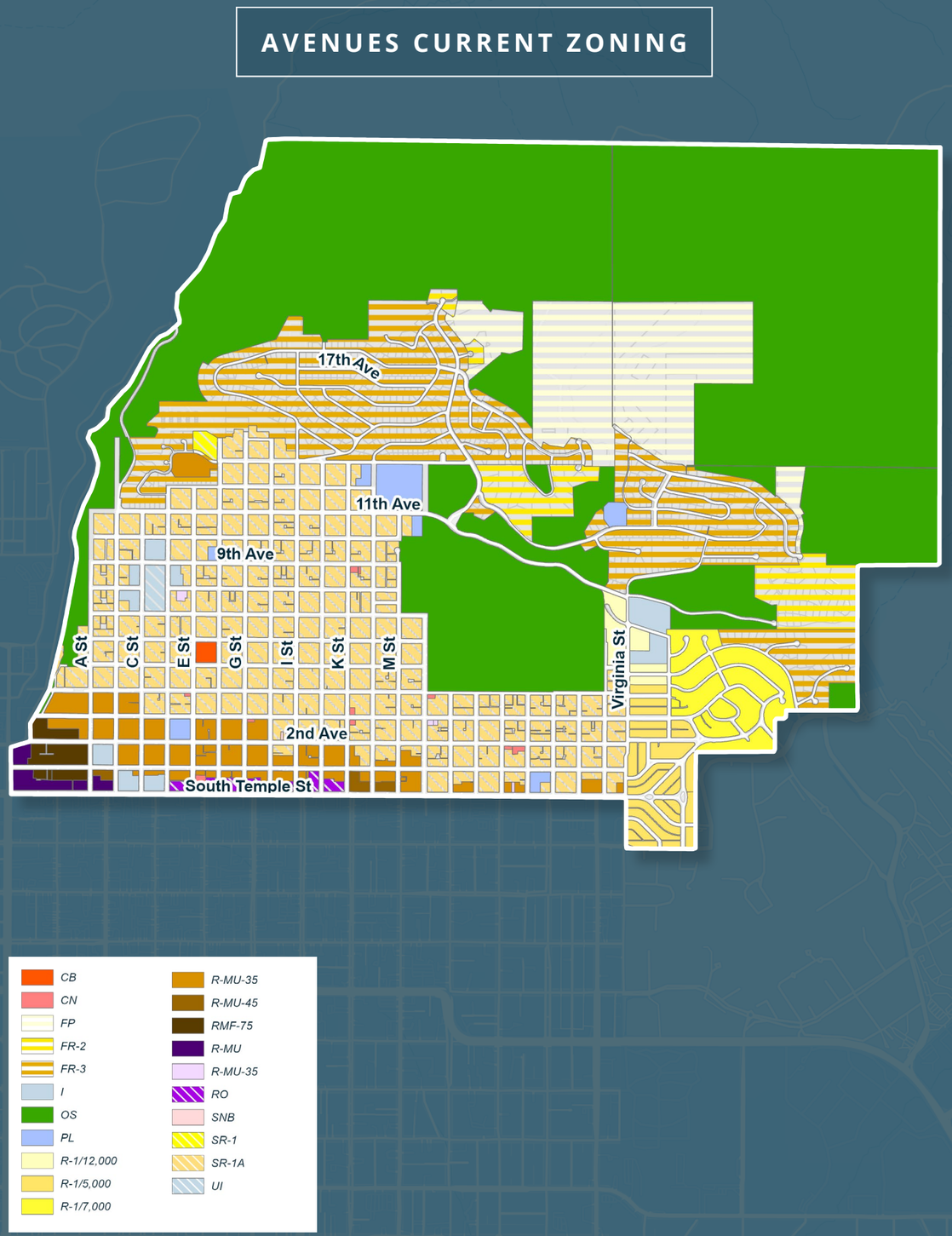
03

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.



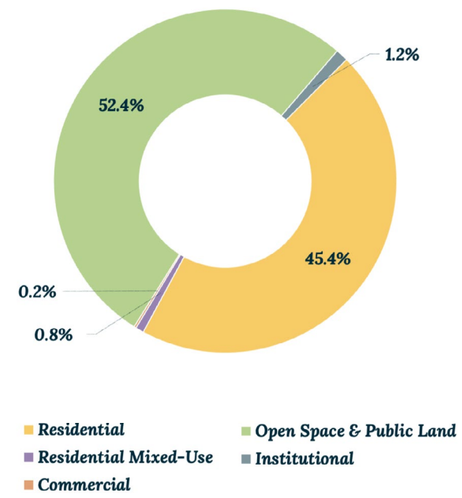
CURRENT ZONING

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



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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.

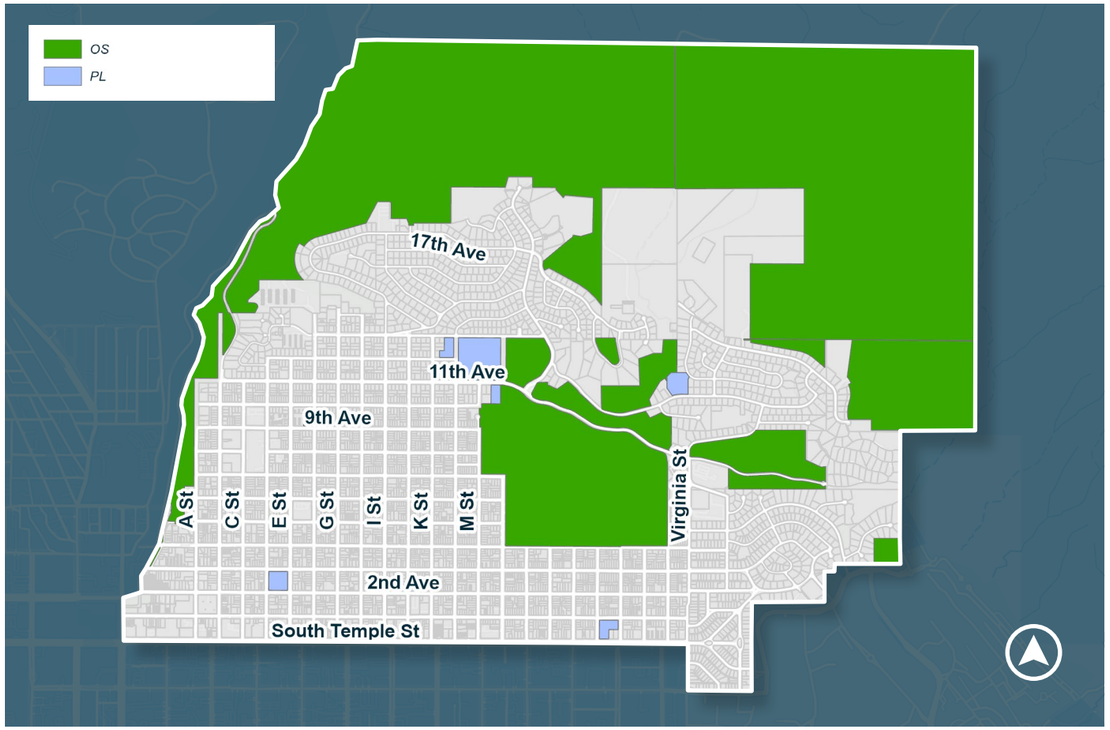
OPEN SPACE

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

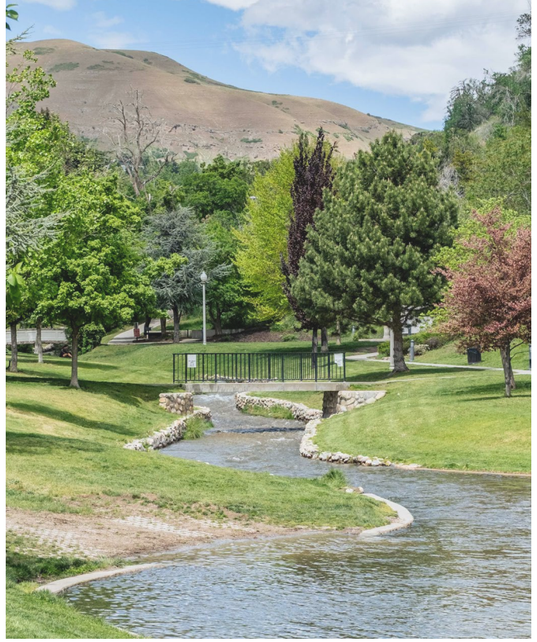
1% of the land is in the **Public Lands (PL)** zoning district. The purpose of the PL district is to delineate areas for public use – uses typically found in the PL district are libraries, public schools, public infrastructure, and fire stations.



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%
Totals	1,371.31	52.42%	10,922.11	12.56%



Memory Grove

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.

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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.

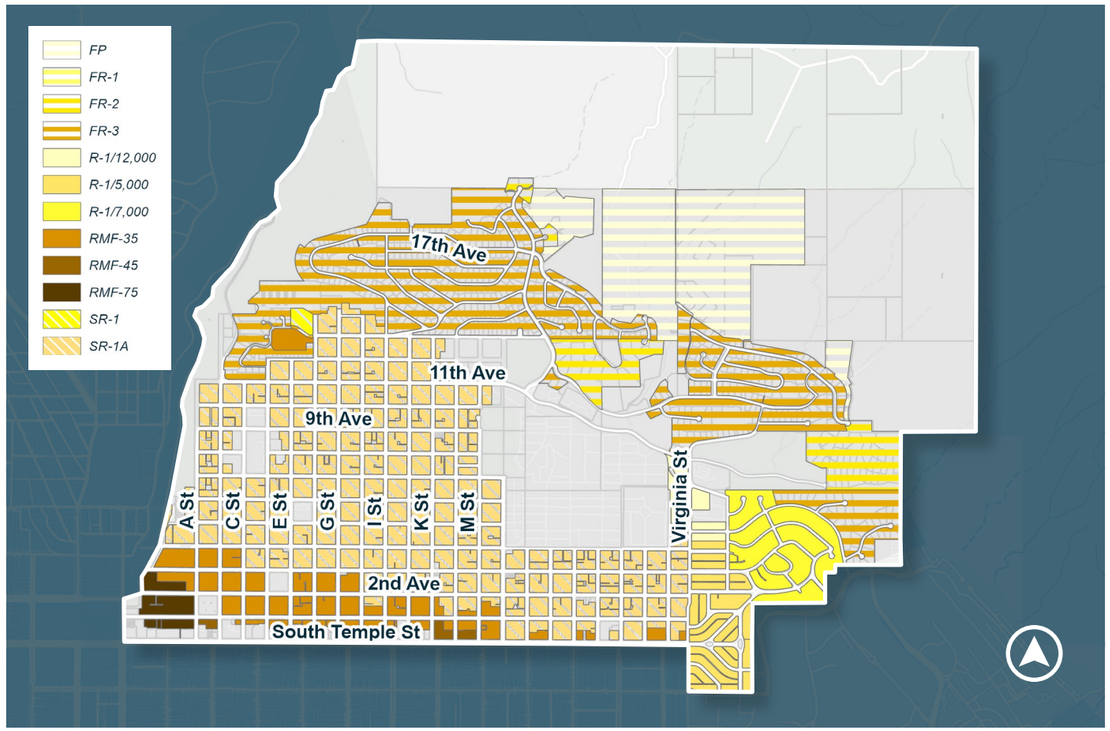
MODERATE DENSITY MULTI-FAMILY RESIDENTIAL

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%
Totals	1,188.41	45.42%	8,101.40	14.67%

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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 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:

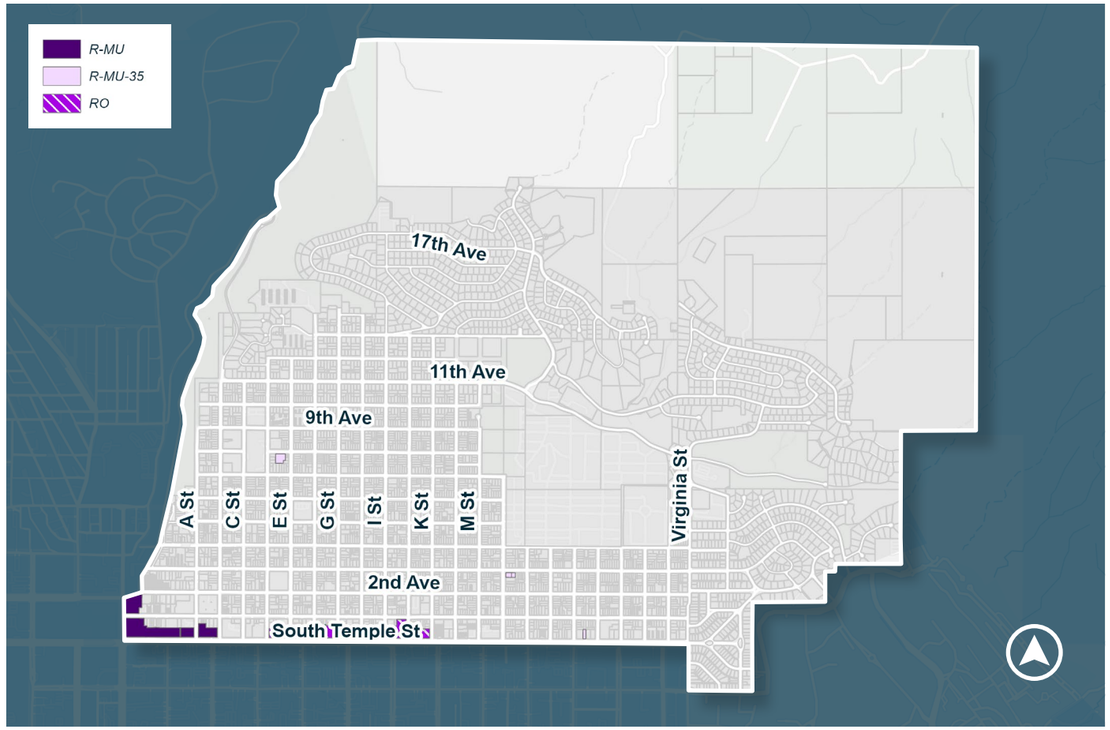
RESIDENTIAL OFFICE (RO)

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%
Totals	20.24	0.77%	108.13	18.72%

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INSTITUTIONAL DISTRICTS

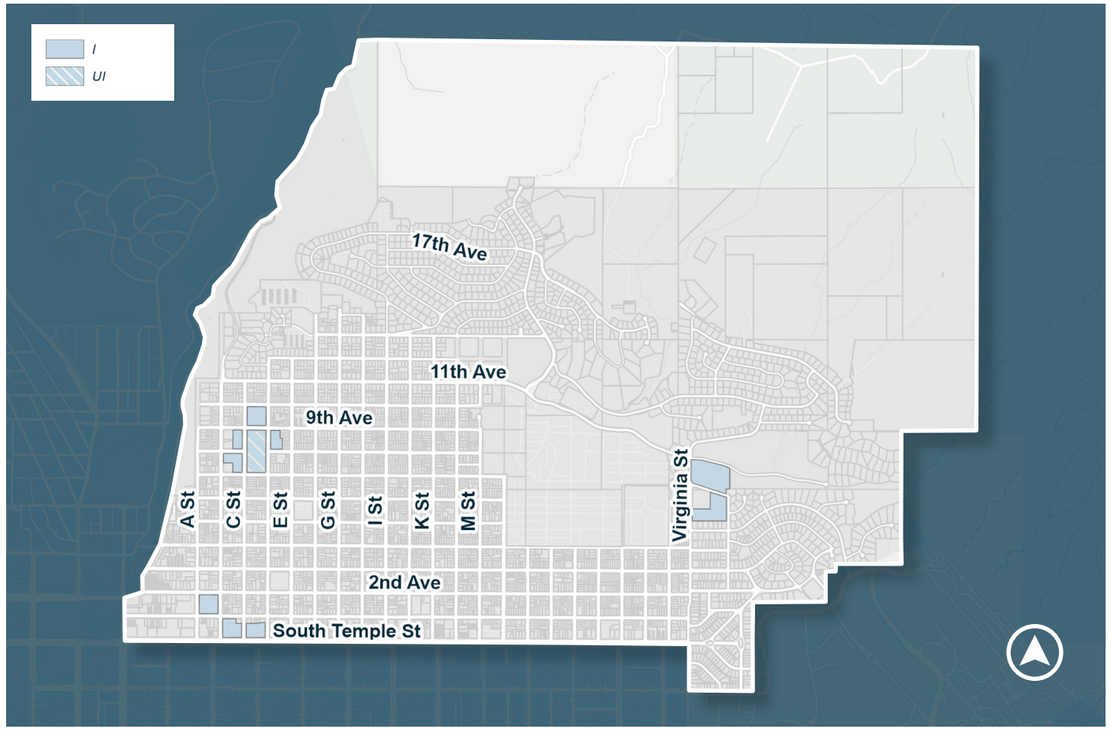
1% of the land is in the Institutional (I) or Urban Institutional (UI) zoning district.

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%
Totals	30.94	1.19%	1,042.91	12.8%

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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)

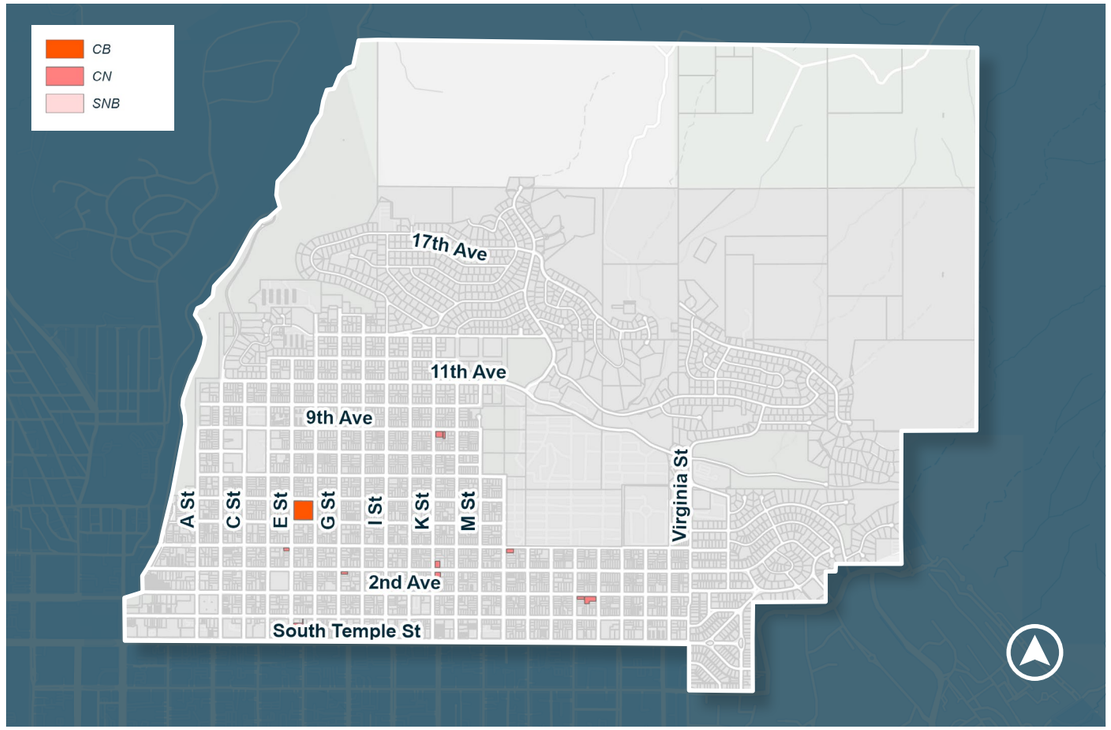
This zoning district is intended to integrate moderately sized commercial areas with adjacent residential neighborhoods.

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

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%
Totals	5.41	0.21%	239.34	2.26%

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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.

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LAND OWNERSHIP

51% Privately Owned

49% Government and Public

This includes:

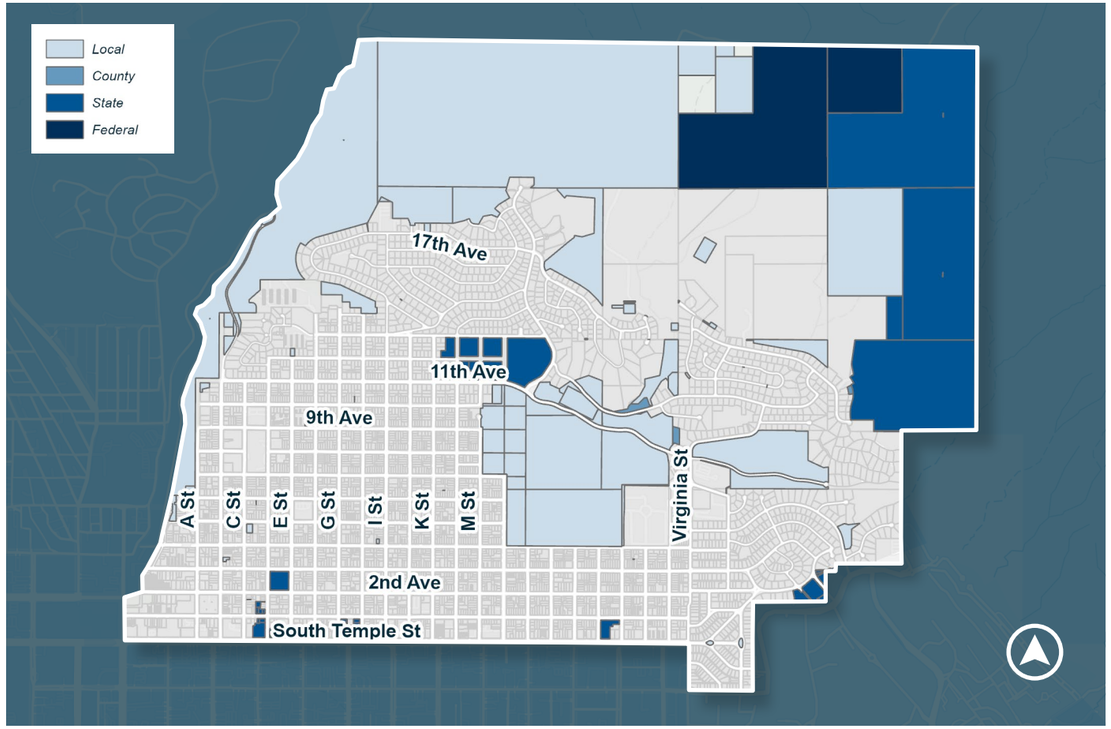
26% Salt Lake City–Owned
Primarily the City Cemetery, parks, and foothill open space.

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

Source: SLC Parcel Data



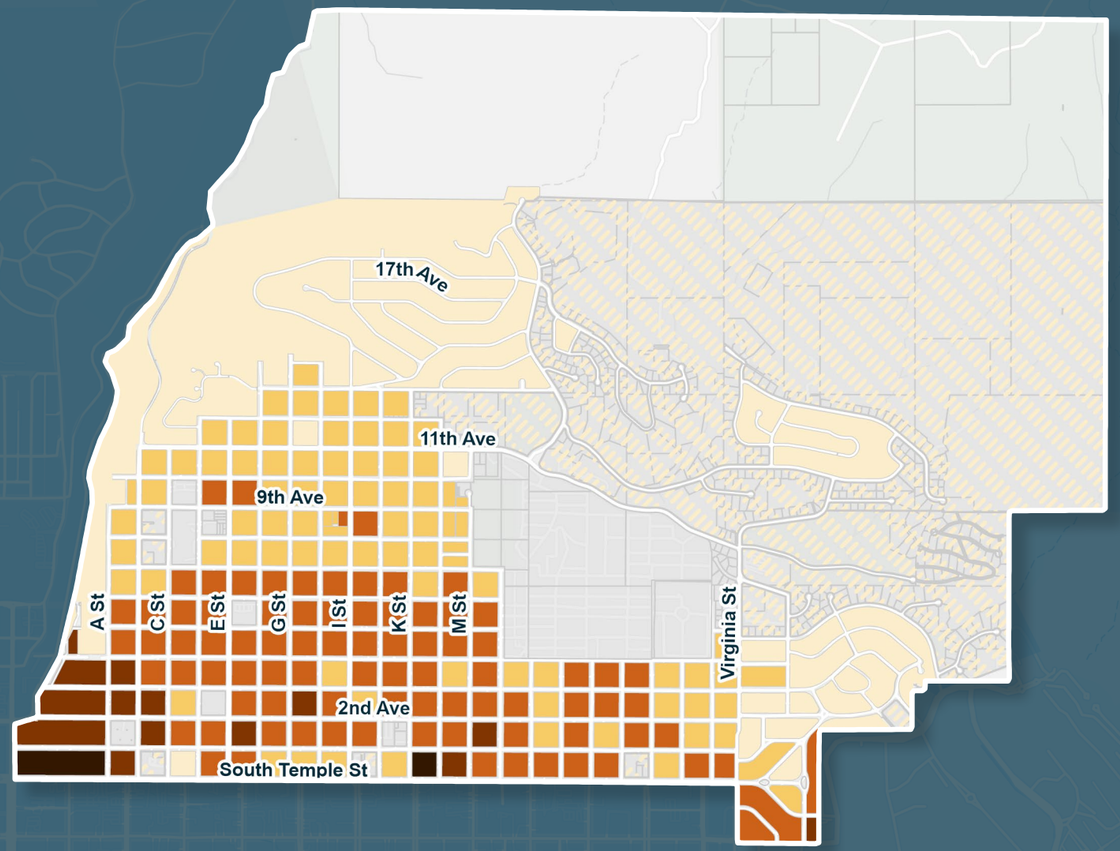
Governor's Mansion



Land Ownership

04

HOUSING



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

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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

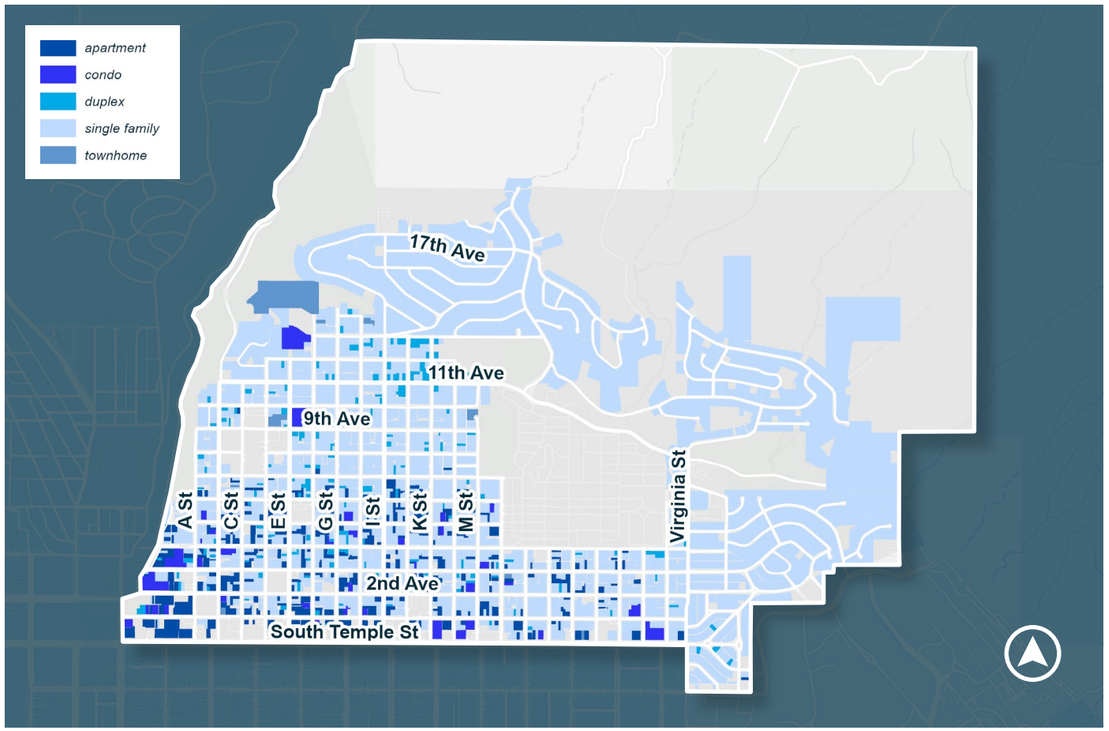
Apartments are mostly located south of 7th Avenue, and account for the second largest percentage of housing units in the plan area, but only occupy 7% of the land.

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.

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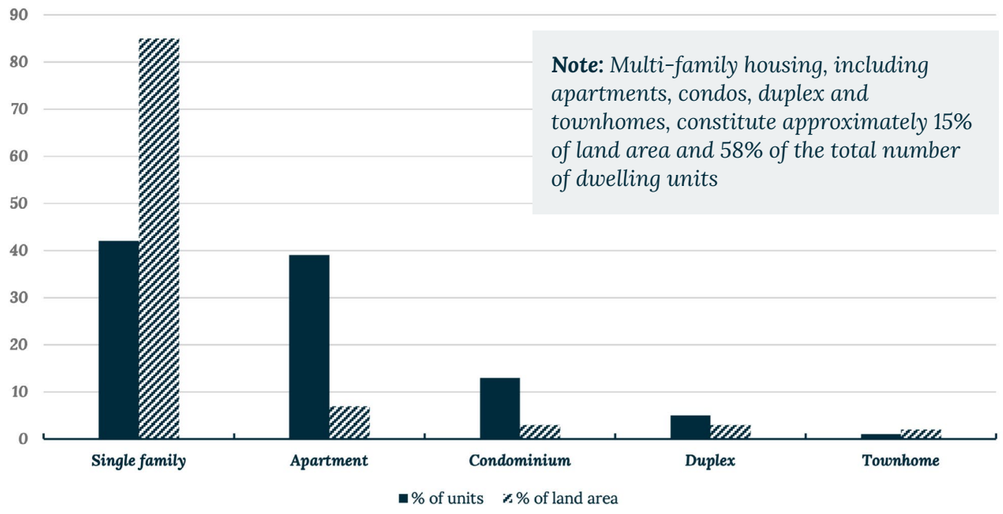
HOUSING TYPES BY UNIT COUNT AND LAND ALLOCATED

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%
Totals	8,445	943			102,342	9096	8.25%	10.37%

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

HOUSING TYPES + LAND AREA



Note: *Multi-family housing, including apartments, condos, duplex and townhomes, constitute approximately 15% of land area and 58% of the total number of dwelling units*

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.

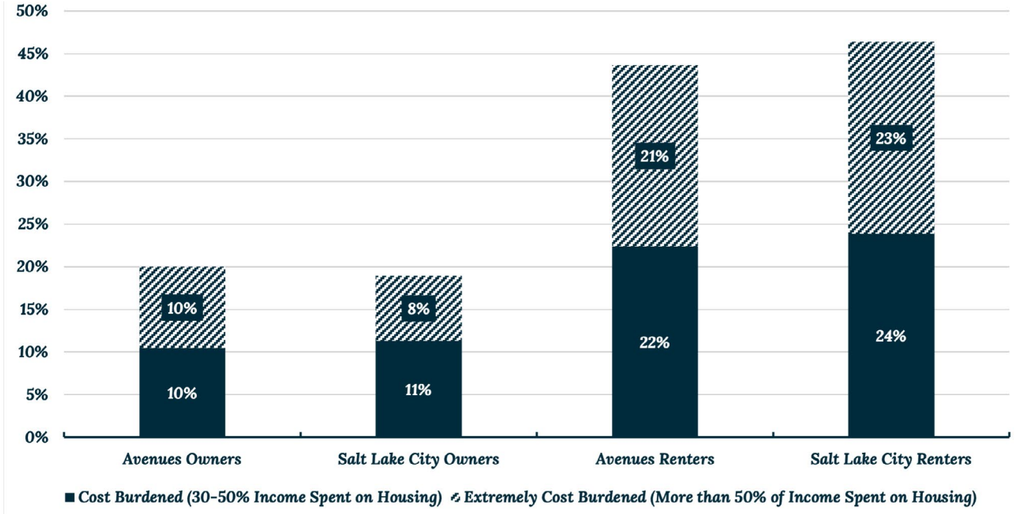
HOME VALUES

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

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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/**

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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

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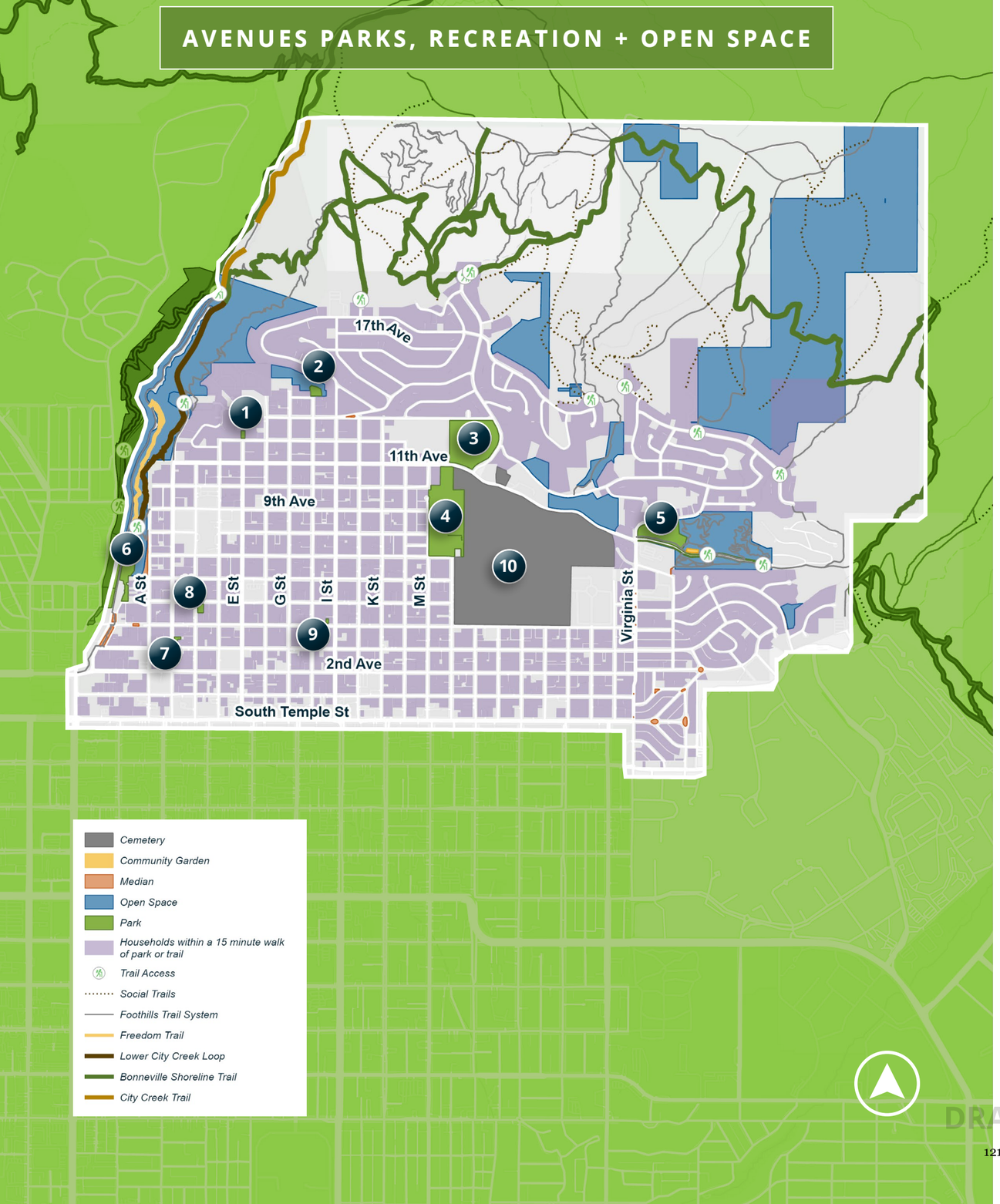
The Avenues Plan area offers a diverse mix of public parks, trails, natural lands, and outdoor recreation opportunities that enhance the community's quality of life.

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.



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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	5th 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

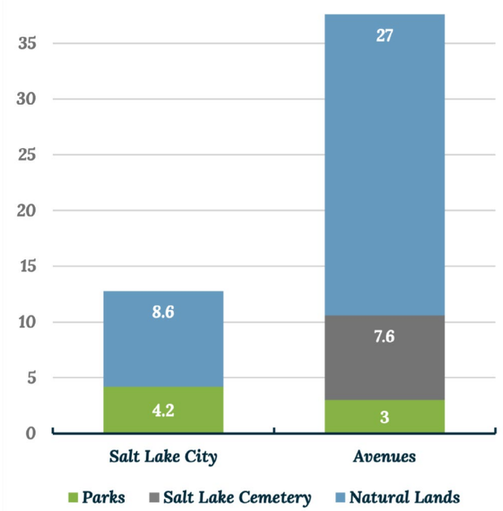
Level of Service (LOS) is a calculation that provides the number of acres per 1,000 people. When combined with a walkability analysis, LOS can help reveal how well the Avenue's parks and natural lands meet the needs of its residents.

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.



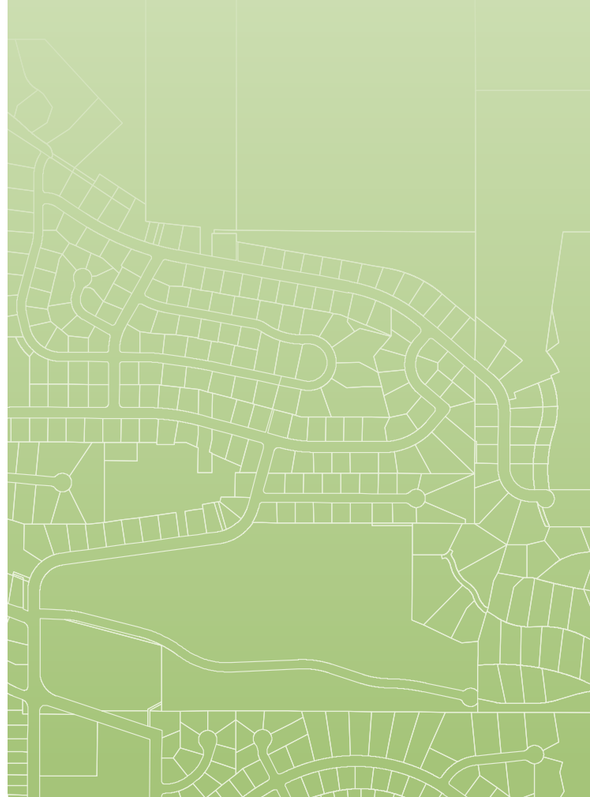
Foothill Protection Area

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.



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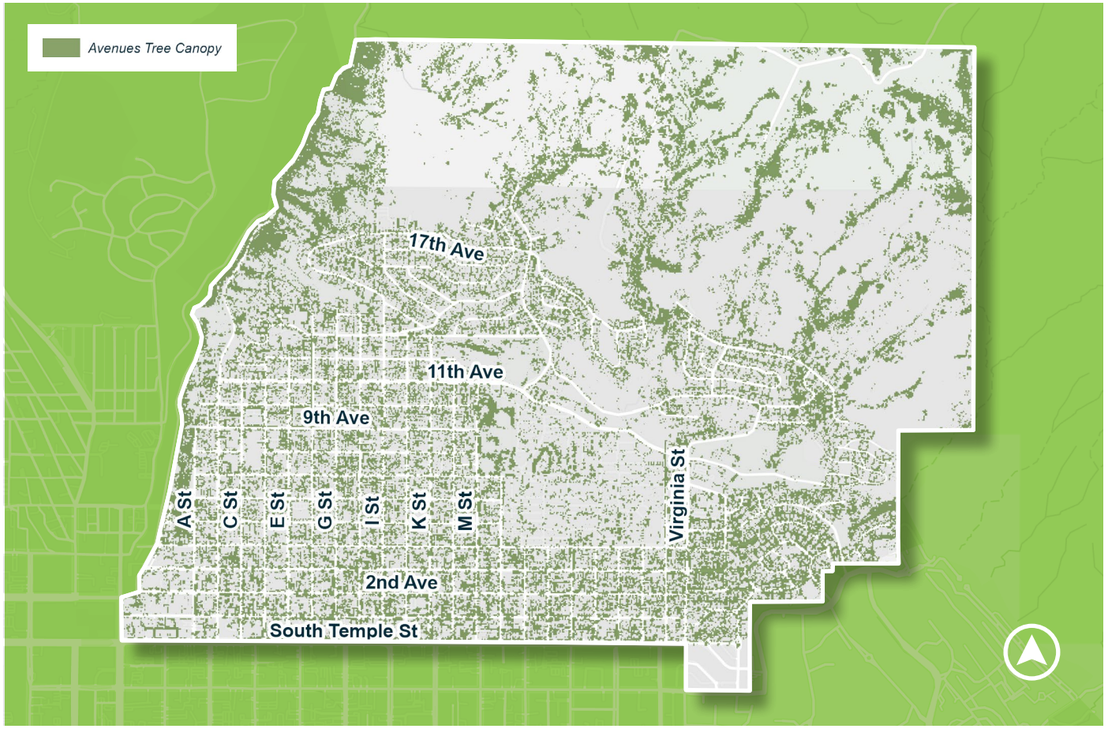
URBAN TREE COVERAGE

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 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%.



Tree Canopy



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TRANSPORTATION

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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

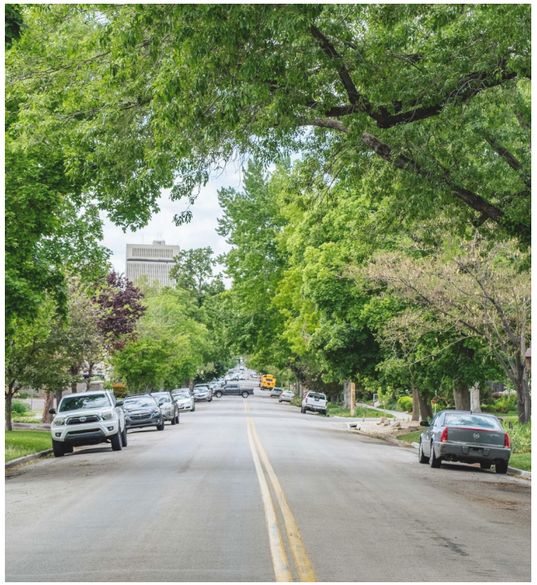
Collector streets are low to moderate capacity roads that connect arterial and local streets. Collectors can be multi-lane but are meant to carry less traffic at lower speeds and for shorter distances than Arterials.

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, Virgina 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

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TRAFFIC VOLUMES

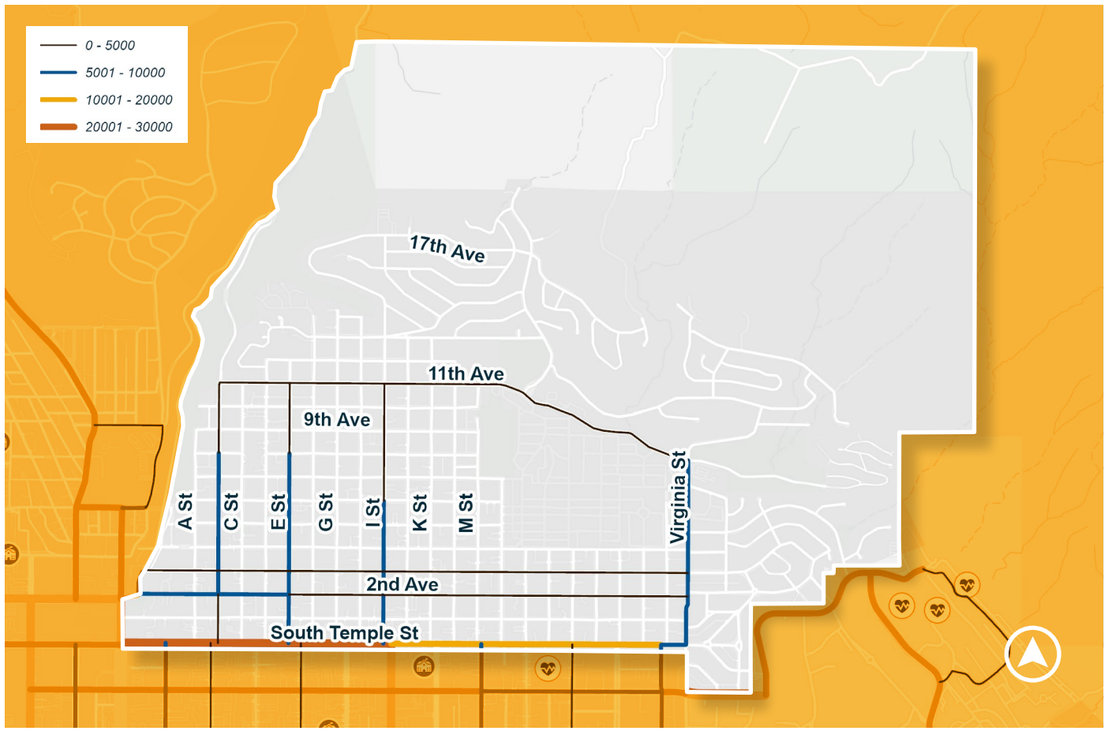
The 2023 Average Daily Traffic Map shows the average daily number of cars that travel each monitored road segment.

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.slc.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.

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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.

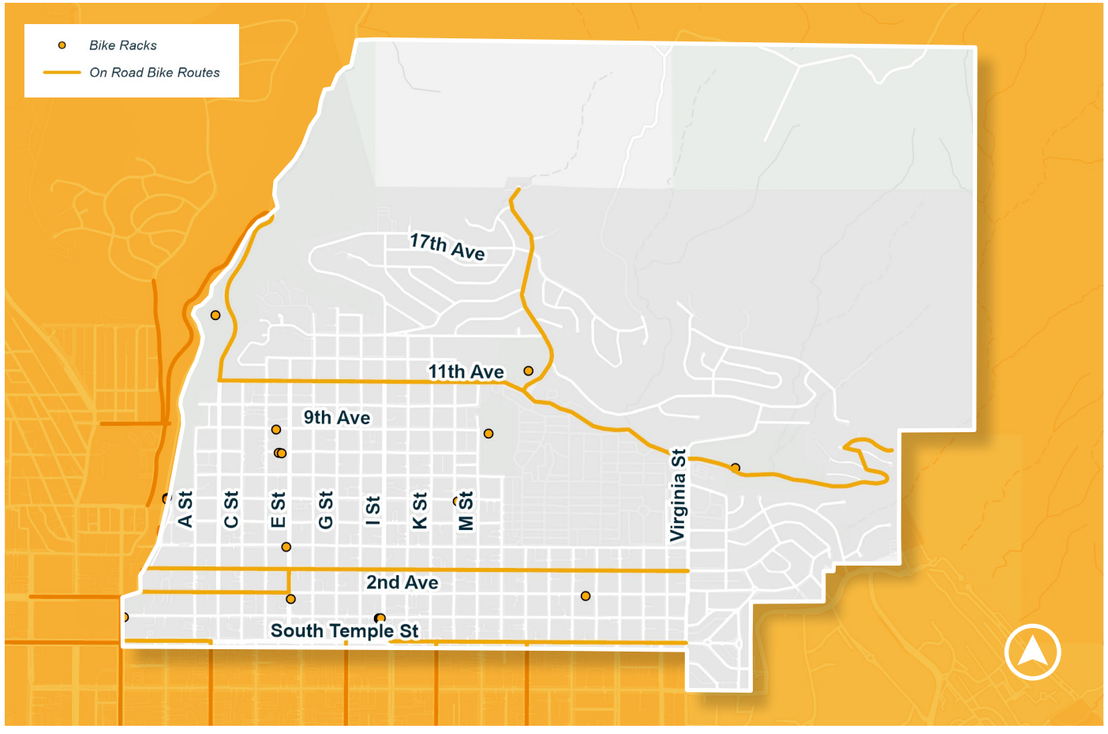
High comfort level bike routes include 18th Ave and Connecticut Dr. The rest are medium comfort except for South Temple from State St to B St which is considered low comfort and along the southwestern boundary the bike lane on State St from South Temple to 2nd Ave is extremely low comfort.

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.





Bike Network

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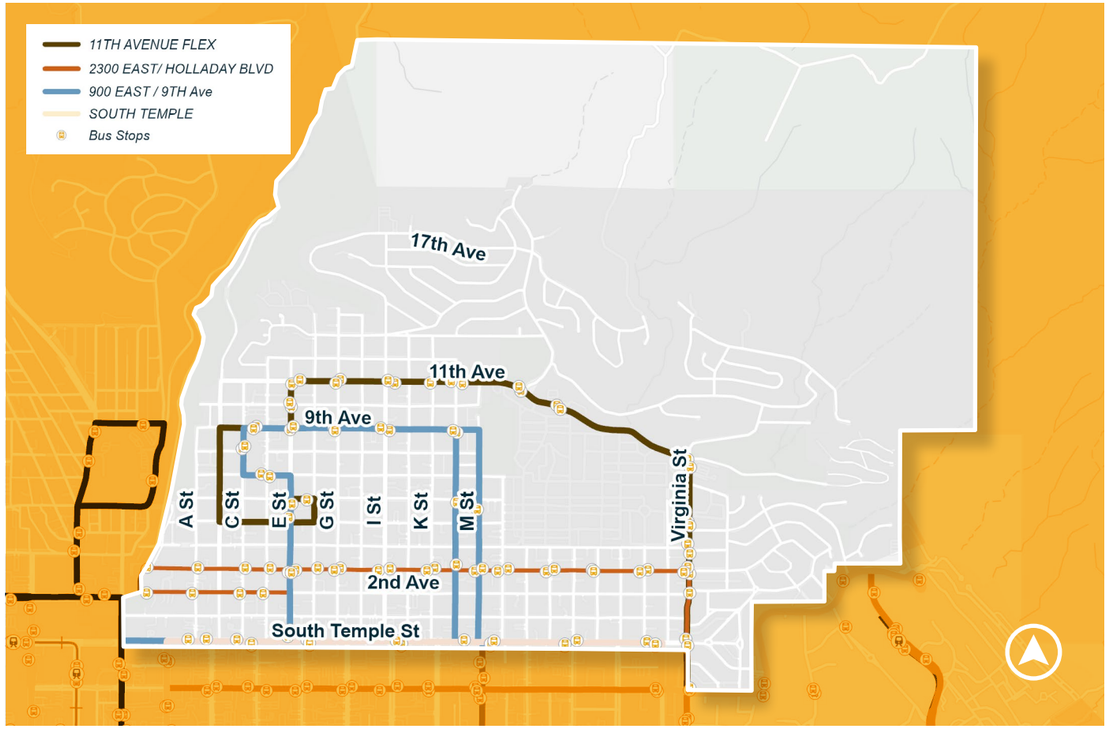
TRANSIT CONNECTIVITY

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

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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%
Total	11991	

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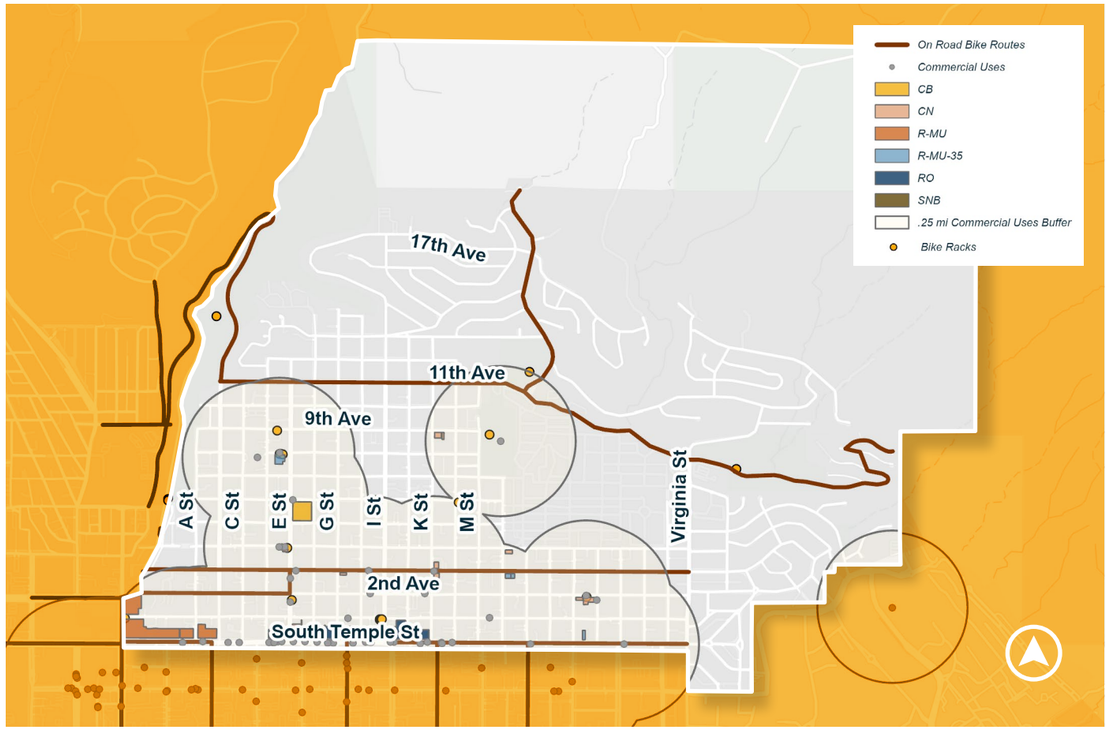
LAND USE + TRANSIT CONNECTIVITY

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

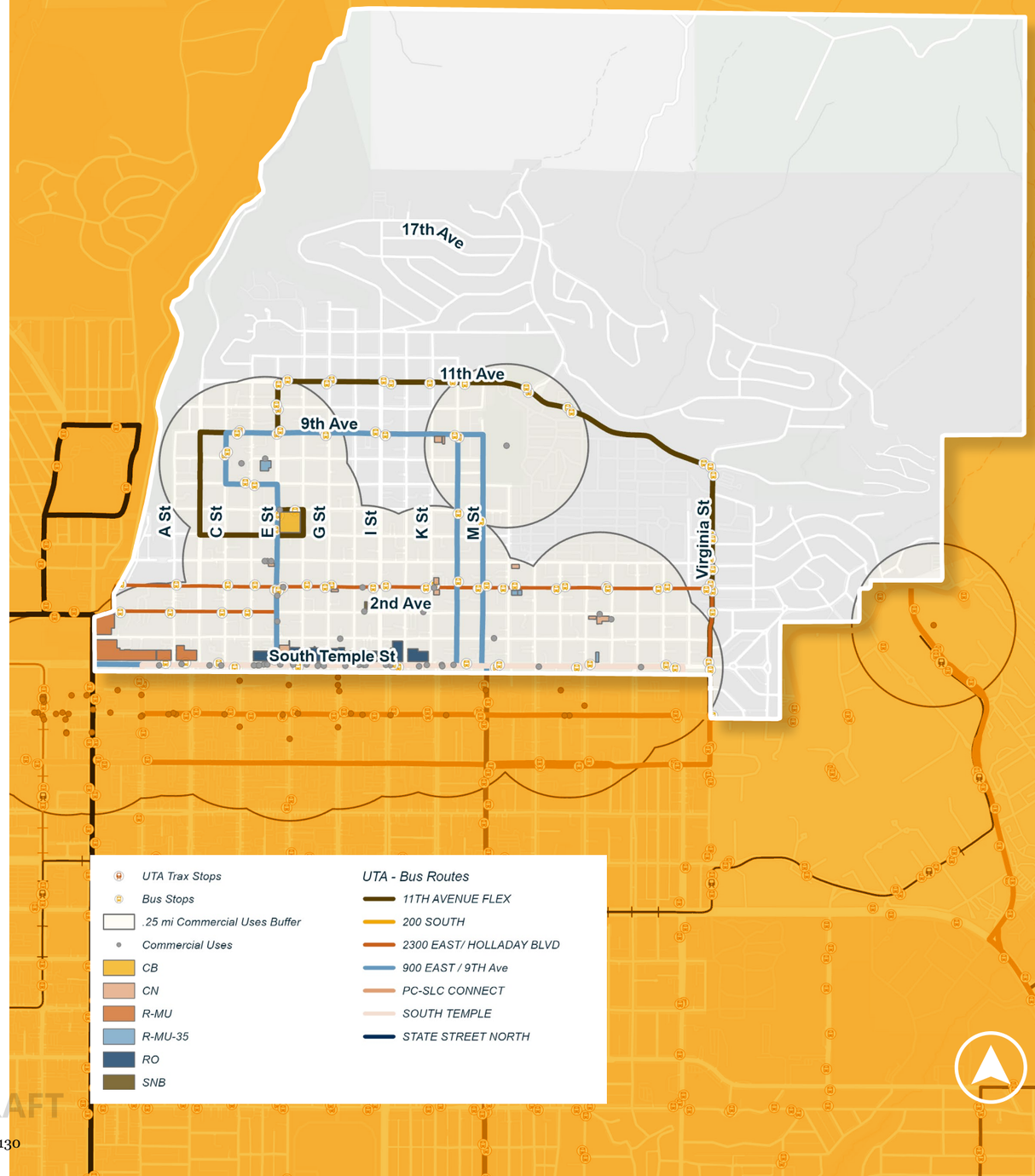
The map shows the commercial uses and zones within the Avenues boundaries and within .25 mi of the boundaries in comparison to the existing bike and transit routes/stops. The buffer indicates .25 mi from the existing commercial uses which highlights the proximity of these uses to the existing bike and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



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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.

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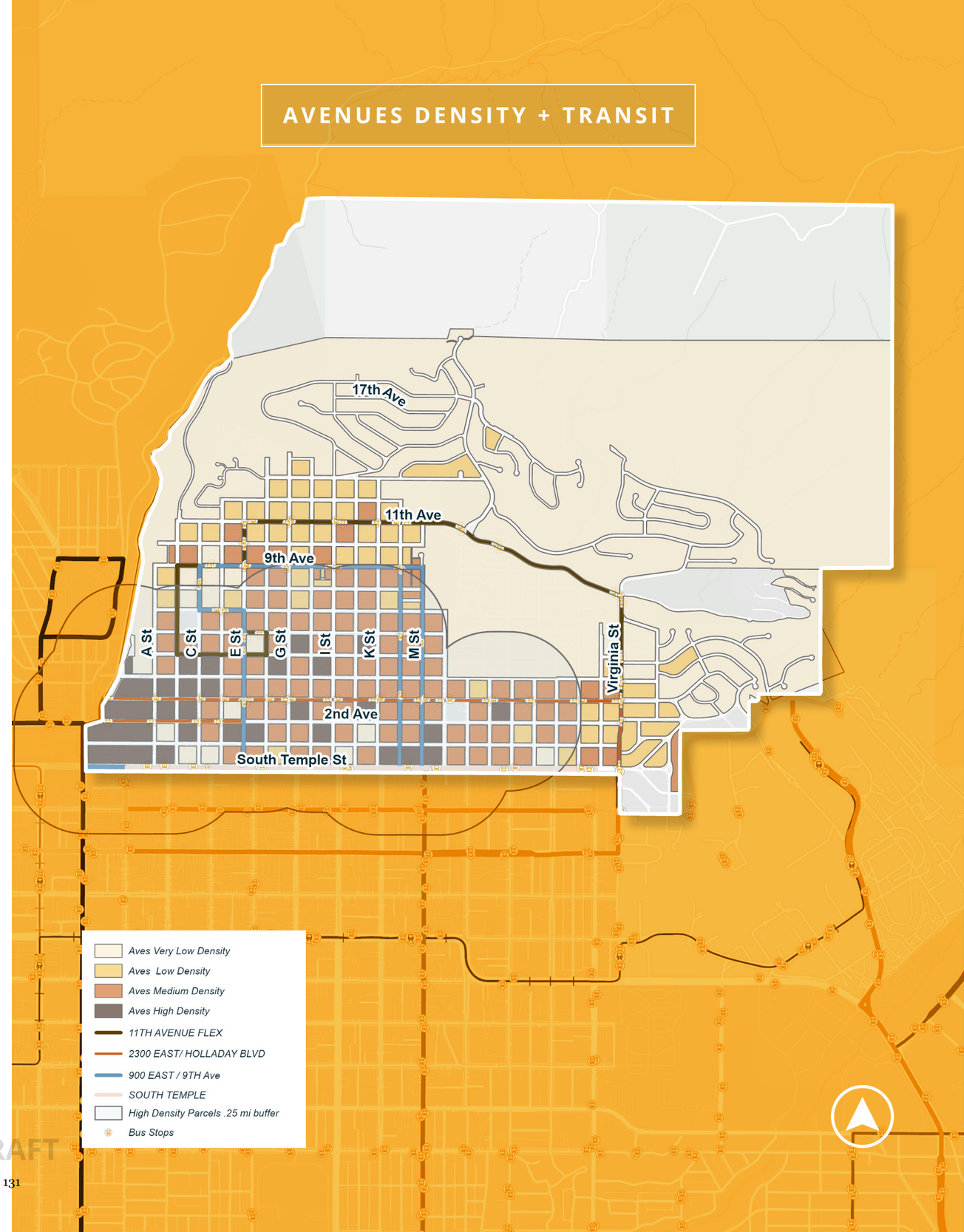


07 PRESERVATION

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.

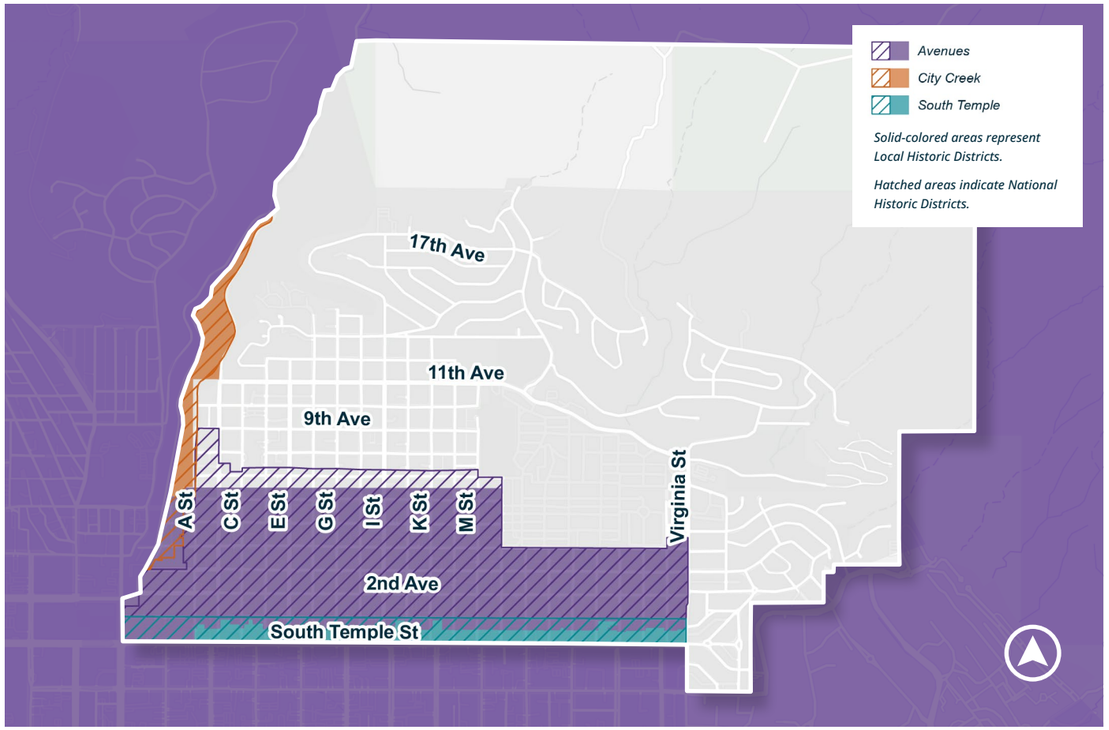
SOUTH TEMPLE HISTORIC DISTRICT

- **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 Districts

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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

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.

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

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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



High Water (Popperton Park)

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.

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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.

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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

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- **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.

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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.

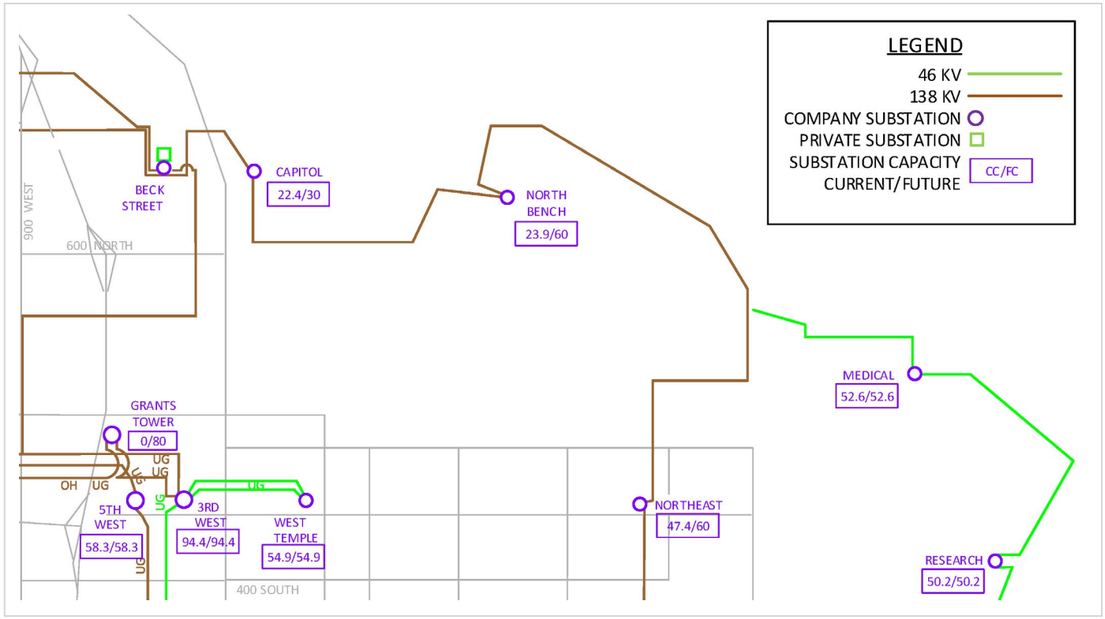
POWER GRID

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

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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.

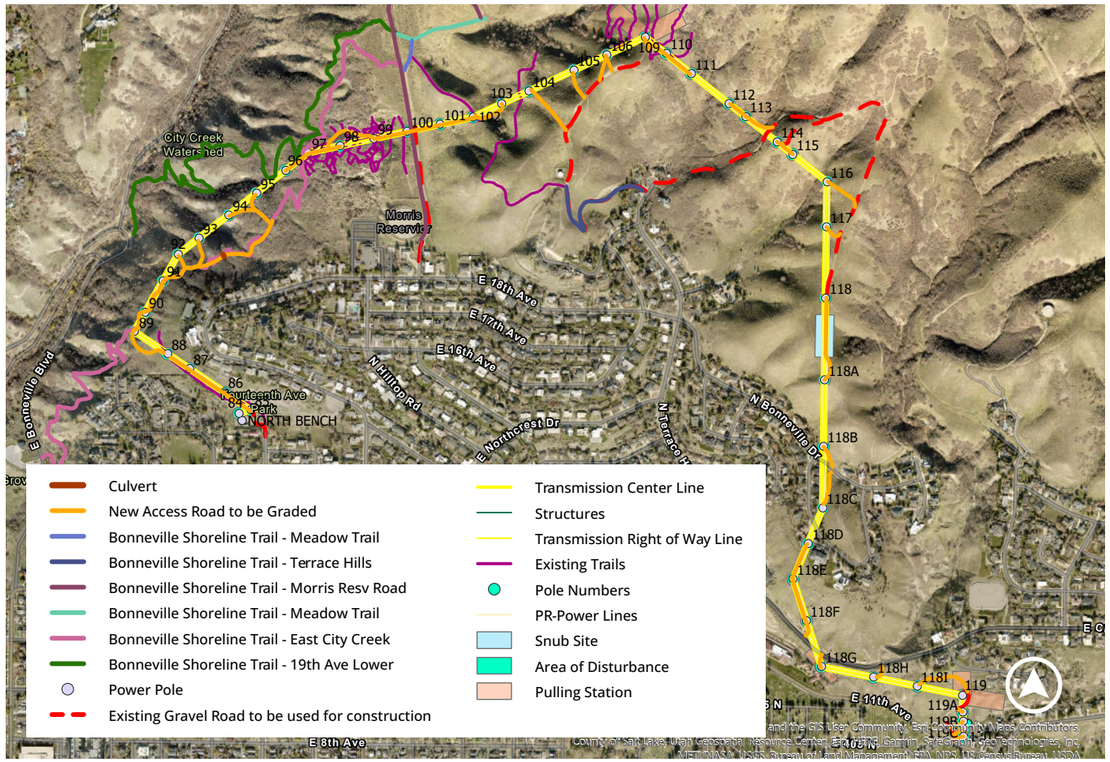
Existing flammable wooden poles, which can more easily topple during windstorms, are being replaced with fire resistant poles.

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 reseeding, 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

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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.

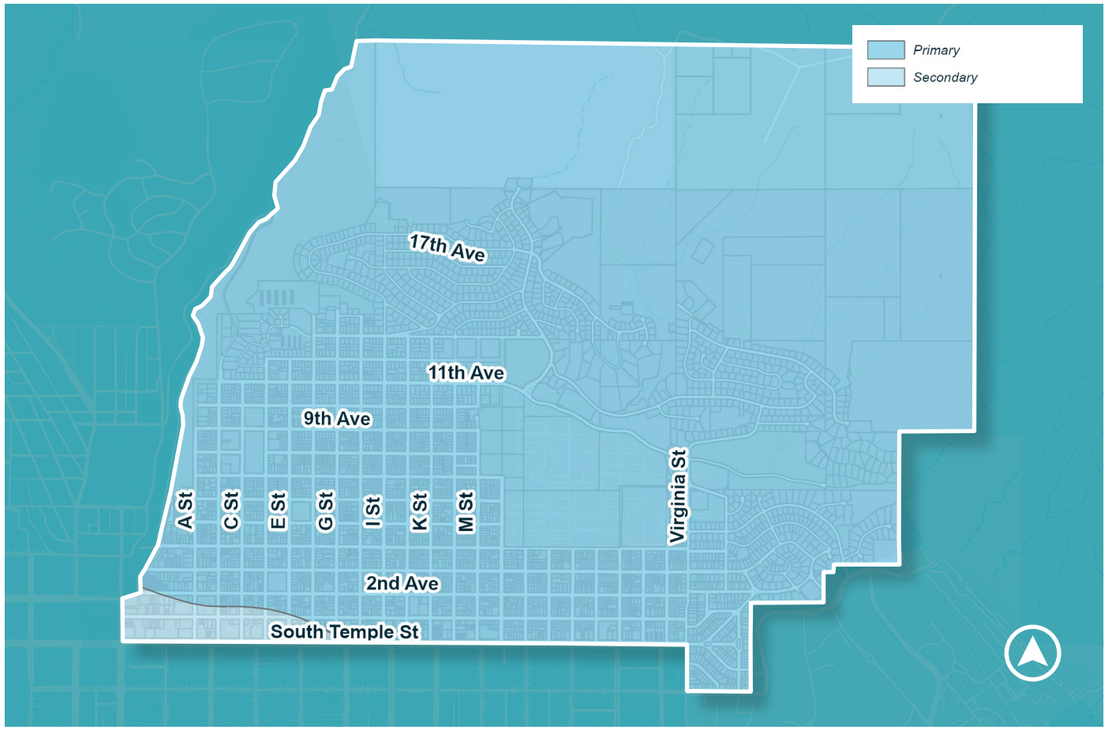
This ancient water feature shaped the Avenues Community geological and natural hazards present today.

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

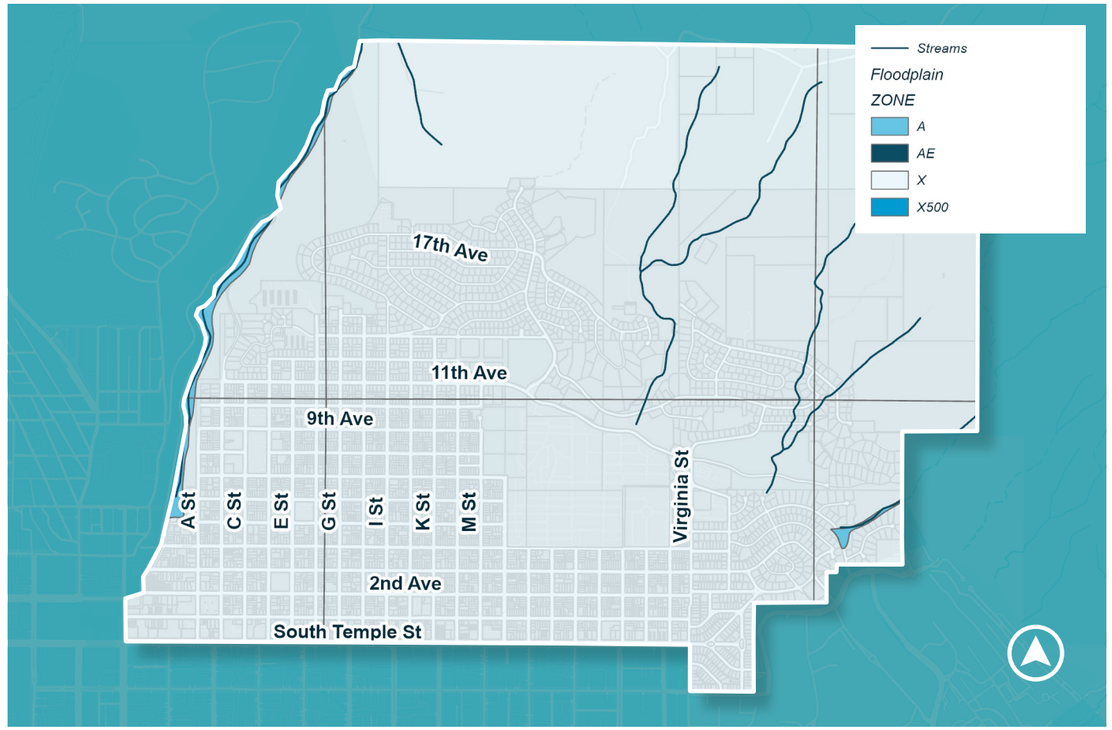
STREAMS + FLOOD MAPS

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

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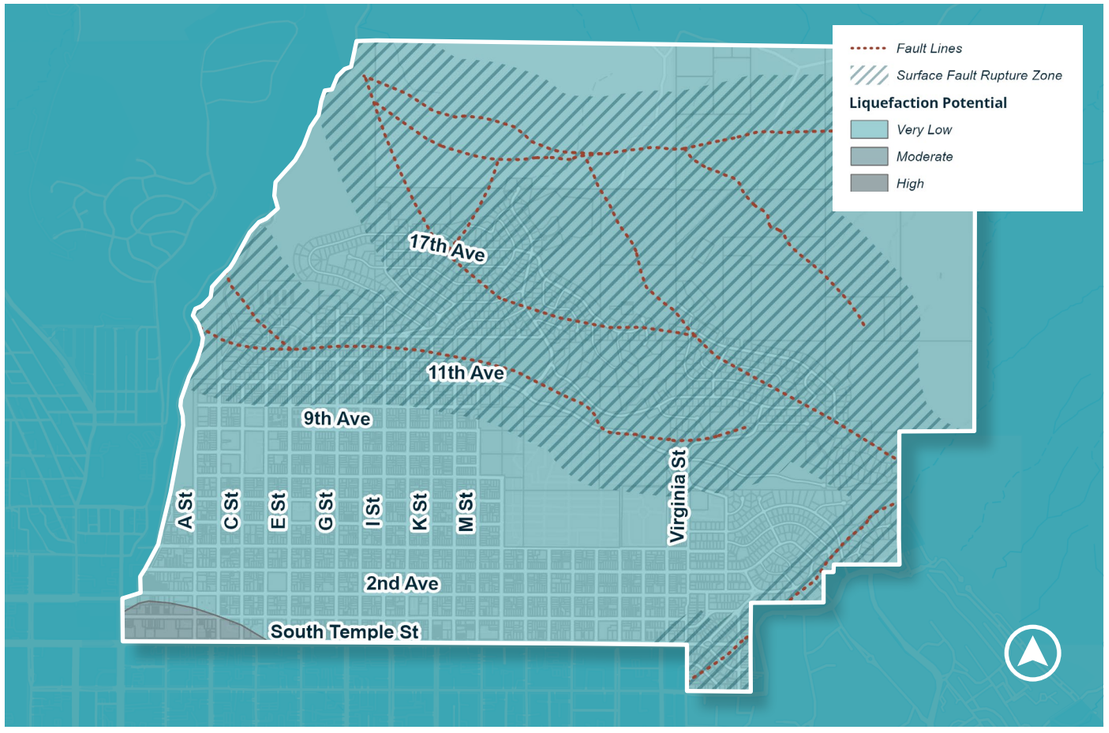
FAULT LINES + LIQUEFACTION

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

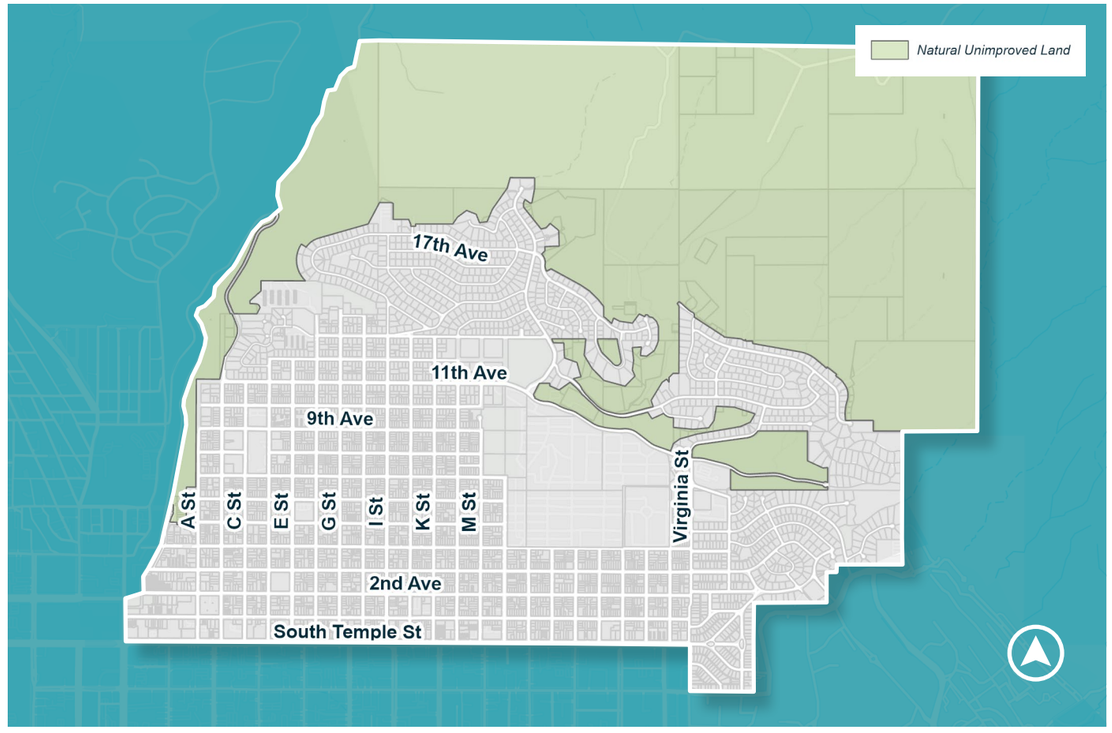
WILDFIRE URBAN INTERFACE MAPS

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

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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	Plan Salt Lake 2040 Targets	Avenues Community Plan Comparison Summary
1/ Neighborhoods Neighborhoods that provide a safe environment, opportunity for social interaction, and services needed for the wellbeing of the community therein.	◦ Community Amenities (Parks, Natural Lands, Libraries, Schools, Recreations Centers) Located within ¼ Mile Walking Distance of Every Household ◦ Safe Neighborhoods – Reduction in Crime	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.
2/ Growth Growing responsibly while providing people with choices about where they live, how they live, and how they get around.	◦ Increase Salt Lake City's Share of the population along the Wasatch Front	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.
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.	◦ Increase diversity of housing types ◦ Decrease % of income spent on housing for cost-burdened households	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.

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Plan Salt Lake Guiding Principles	Plan Salt Lake 2040 Targets	Avenues Community Plan Comparison Summary
4/ Transportation & Mobility A transportation and mobility network that is safe, accessible, reliable, affordable, and sustainable, providing real choices and connecting people with places.	◦ Public transit within 1/4 mile of all homes ◦ Reduce single occupancy auto trips ◦ Decrease pedestrian, bike and auto accidents	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.
5/ Air Quality Air that is healthy and clean.	◦ Reduce Emissions ◦ Reduce city wide consumption of energy (reduce carbon footprint 50% below the 2005 level by 2040)	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.
6/ Natural Environment Minimize our impact on the natural environment.	◦ Expand natural lands and watershed protection acreage ◦ Reduce water consumption ◦ Increase recycling and reduce waste	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.

Plan Salt Lake Guiding Principles	Plan Salt Lake 2040 Targets	Avenues Community Plan Comparison Summary
7/ Parks & Recreation Protecting the natural environment while providing access and opportunities to recreate and enjoy nature.	◦ Increase park space ◦ Parks or open space within walking distance of every household ◦ Increase miles of trails	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. The Avenues Plan is aligned with Parks and Recreation goals and initiatives in Plan Salt Lake.
8/ Beautiful City A beautiful city that is people focused.	◦ Pedestrian oriented design standards incorporated into all zoning districts that allow residential uses ◦ Active and vibrant parks and plazas	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. 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.

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Plan Salt Lake Guiding Principles	Plan Salt Lake 2040 Targets	Avenues Community Plan Comparison Summary
9/ Preservation Maintaining places that provide a foundation for the City to affirm our past.	◦ Increase the number of protected structures and sites	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.
10/ Arts & Culture Vibrant, diverse, and accessible artistic and cultural resources that showcase the community's long standing commitment to a strong creative culture.	◦ Increase overall participation in arts and cultural activities ◦ Embedded art in all city infrastructure projects	The Avenues Plan includes some overlap between preservation goals and cultural resources in the community. However, it does not directly address the arts.
11/ Equity Ensure access to all City amenities for all citizens while treating everyone equitably with fairness, justice, and respect.	◦ Decrease combined cost of housing and transportation ◦ Improve our opportunity index score in all areas of the City	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.
12/ Economy A balanced economy that produces quality jobs and fosters an environment for commerce, local business, and industry to thrive.	◦ Increase household income	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.
13/ Government A local government that is collaborative, responsive, and transparent.	◦ Increase public participation	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.

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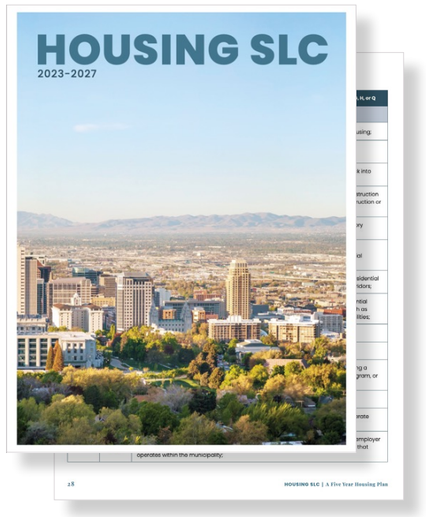
HOUSING SLC

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.

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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.

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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.

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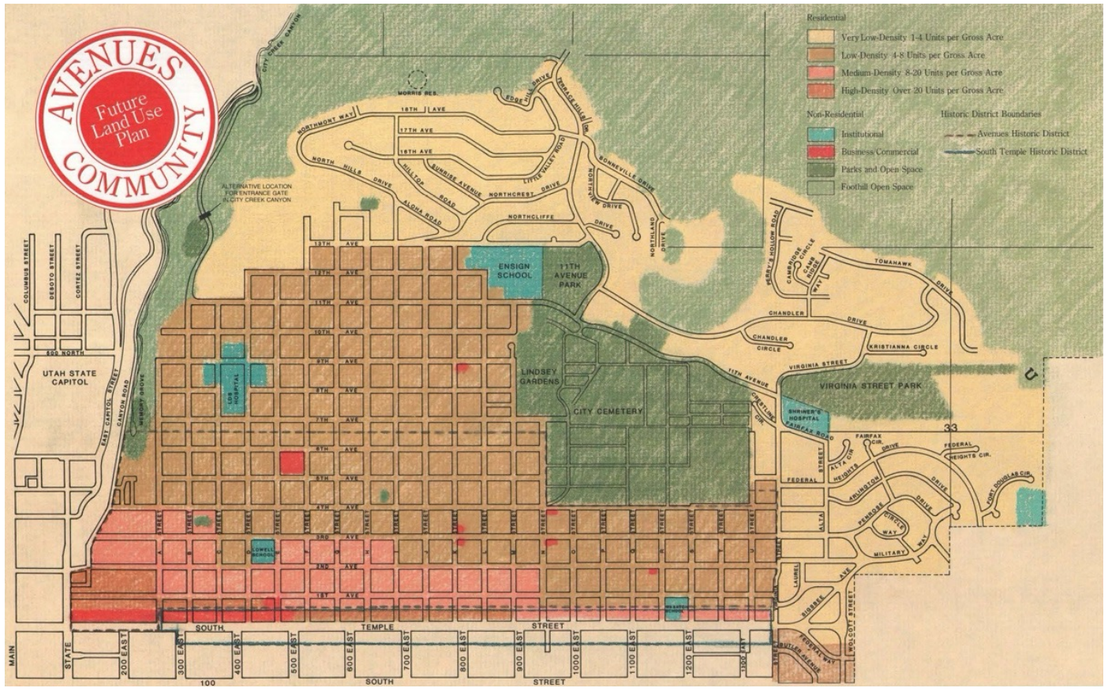
AVENUES COMMUNITY PLAN

UPDATED 1987





1987 Future Land Use Plan

Salt Lake City adopted the original Avenues Community Plan in 1979. That plan included a comprehensive land use plan for the community and numerous recommendations for community improvement programs and projects.

In 1987, the plan was updated to reevaluate land use, housing, foothill development, traffic and circulation, parks and open space, and public facilities to ensure it reflected established goals and policies at that time. The update also introduced a Capital Improvement Program section to refine recommendations and support plan implementation.

EXISTING GOALS, POLICIES, + STRATEGIES

The principal goal of the plan is to ensure the Avenues Community remains a desirable place to live—guiding future development and growth helps ensure the quality of lifestyle and community scale are maintained.

The plan provides policy direction and strategies that focus on the following topics:

- Demographic and Housing Trends
- Land Use
- Housing and Neighborhood Improvement
- Historic Preservation
- Foothills Development and Protection
- Traffic and Circulation
- Parks and Recreation
- Health Services
- Future Development & Compatibility
- Urban Design

The plan prioritizes preserving residential character and existing land use patterns with strategies to eliminate land use conflicts and promote compatibility. Emphasis is placed on protecting the foothills from urban encroachment and providing access to parks and recreational amenities.

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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

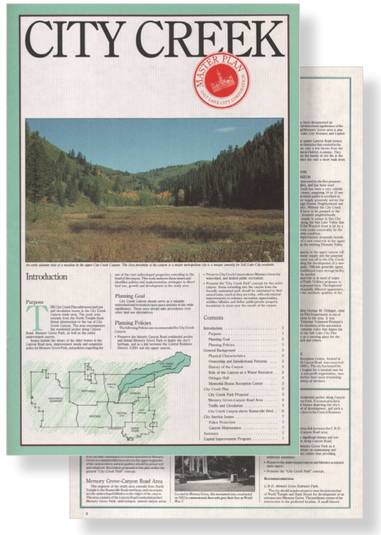
- Design public facilities to enhance the established residential character of the Avenues and encourage private property improvements that are visually compatible with the surrounding property.
- Formal city-administered street tree planting program
- Park strip landscaping should be enforced - allowed 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 pocked 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.

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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

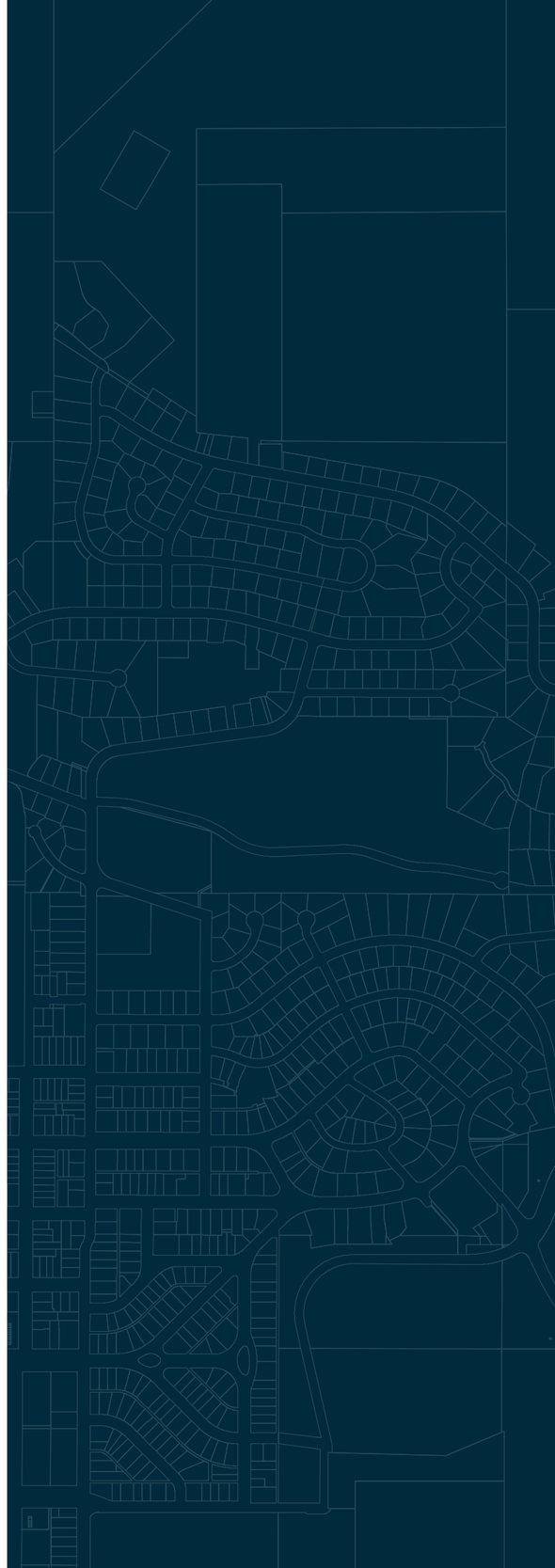
- Promote city property acquisition and annexation to insure future control over land use in the canyon.
- Prohibit future development and/or commercial endeavors;

RECOMMENDED ACTIONS

- Initiate actions necessary to annex the entire canyon. Upper portions or 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.



DRAFT

SALT LAKE CITY

ATTACHMENT D: General Plan Amendment Considerations

19.06.070: FACTORS TO CONSIDER FOR AMENDMENTS TO THE GENERAL PLAN:

The intent of this section is to establish a list of factors that the planning commission and city council should consider when evaluating a proposed plan or plan amendment. Each factor should be considered with the understanding that not all factors will be applicable to all petitions.

B. Consideration Factors: In reviewing a proposal to modify the general plan, the planning commission and city council should consider, but are not limited to, the following factors:

1. Whether the proposal is consistent with citywide policies.

Finding: Consistent

Discussion:

The Avenues Community Plan is structured to support the overarching vision in Plan Salt Lake by utilizing the plan's 14 adopted guiding principles. The plan utilizes the same structure, including measurable targets, achievable initiatives, and identified existing and supported city policies. While the Avenues Community Plan is unique to the area, the framework reflects citywide policies related to housing, growth, transportation, economic development, preservation, the environment, and water usage.

2. Whether the proposal is consistent with the goals, policies, or implementation actions of the general plan, including applicable element plans.

Finding: Consistent

Discussion:

The Avenues Community Plan aligns with the framework adopted in Plan Salt Lake and is consistent with other citywide element plans such as Housing SLC, Thriving in Place, Connect SLC, and Reimagine Nature. The plan also furthers the goals and policies in the City Creek Plan related to land use in City Creek Canyon by identifying an appropriate land use designation for upper City Creek Canyon.

3. Whether significant change has occurred that warrants the creation of a new plan or an update to an adopted plan.

Finding: Consistent

Discussion:

The Avenues Community Plan, now nearly 40 years old, doesn't address the current city goals and policies found in citywide plans, such as Plan Salt Lake and Housing SLC. One of the primary purposes for updating this community plan is to align the plan with current citywide goals and policies.

The housing issues facing the community and the city have changed dramatically since the Avenues Plan was last updated, and the existing plan provides little opportunity for growth, includes outdated policies related to housing that do not align with current housing needs in the city, and existing policies do not adequately support neighborhood serving businesses.

4. Whether the goals, policies, or implementation actions of the plan to be amended have been achieved, are no longer relevant to or capable of addressing the current issues or needs of the neighborhood or the city, or are no longer aligned with policies in citywide plans.

Finding: See discussion

Discussion:

The 1987 Avenues Plan prioritizes preserving residential character and existing land use patterns, with strategies to reduce land use conflicts and encourage compatibility. It emphasizes protecting the foothills from urban encroachment and preserving historic resources. Many goals, policies and recommendations have been achieved or are ongoing and are carried forward into the updated Avenues Community Plan. However, some strategies are no longer relevant, as they no longer align with current citywide plans. Land use policies do not accommodate growth or support neighborhood-serving businesses.

The 1987 Avenues Plan is divided up into eight topics, each with a planning goal supported by recommendations and strategies but does not include a dedicated implementation section. The sections below identify the planning goal, summarize recommendations and strategies, and assess current status for each topic in relation to this consideration factor.

Land Use: *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.*

Recommendations and Strategies

Land Use strategies focus on zoning changes to limit height and scale and increase lot size requirements, strengthening zoning and building code enforcement, reducing incompatible commercial and higher-density impacts (height, parking access, and commercial parking structures) particularly in the southwest corner of the plan area, and limiting any additional zoning changes to accommodate multi-family housing and businesses.

- *Status: Some recommendations have been achieved and are ongoing; Others conflict with citywide goals.*

  Regulations have been implemented to regulate development in the foothills and enforcement of the Historic Preservation Overlay regulations has preserved historic sites and districts. However, calls for increased lot size requirements do not reflect the existing development pattern and impede growth.

Additionally, the 1987 plan states there is no immediate need for additional business property and recommends changing properties in commercial zones to residential use. Currently, less than 1% of the land in the Avenues allows for commercial uses and many of the commercial buildings are in residential zones making them "nonconforming". Nonconforming status complicates financing and, after a space remains vacant for a certain period of time, commercial use rights are lost.

The 1987 plan acknowledges that commercial uses may eventually be needed, but not until Avenues residents express the need for additional amenities. In the online survey for the community plan update, survey respondents ranked the lack of neighborhood serving businesses as one of the biggest challenges, second only to the cost of housing.

Housing and Neighborhood Improvement: *Continue to encourage private restoration and rehabilitation efforts in the Avenues Community through financial assistance and supportive zoning and building code enforcement*

Recommendations and Strategies

Strengthen proactive zoning and code enforcement efforts, rather than relying solely on complaint-based responses, and expand financial assistance programs such as home improvement loans.

- *Status: Ongoing*

  Salt Lake City's Civil Enforcement division operates primarily on complaint-based enforcement. This helps to manage city resources by ensuring inspectors address issues where they are actively impacting the community. The city offers financial assistance programs such as the Home Repairs Program, which provides grants to income-qualifying residents for health, safety, and structural repairs. Additionally, many buildings in the Avenues are within a National Historic District and may be eligible for historic tax credits for qualifying rehabilitation work.

Historic Preservation: *Encourage preservation of historically and architecturally significant sites and the established character of the Avenues and South Temple Historic Districts.*

Recommendations and Strategies

Develop specific guidelines for the Avenues and South Temple local historic districts to help property owners better understand preservation requirements and expectations. Provide education and outreach to property owners and offer community workshops to promote broader understanding of historic preservation practices.

- *Status:* Achieved — ongoing

  Specific design guidelines have been adopted for the Avenues and South Temple to highlight the character of each district, as well as to address issues and trends unique to each historic district. The planning division maintains a historic preservation webpage that provides information such as maps showing historic properties and districts, guidelines, standards and application processes. Notices are mailed out annually to all property owners within a local historic overlay outlining requirements and directing them to online information. City sponsored workshops have been offered for historic window

repair and masonry. Because preservation requires ongoing sustained effort, these strategies have been carried over to the updated plan.

Foothills Development and Protection: *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.*

Recommendations and Strategies

Protect the foothills from urban encroachment by strengthening development standards, requiring revegetation of hillside cuts and scars for aesthetic purposes in addition to erosion control, preserving open space and wildlife habitat and ensuring public foothill properties are not sold to private interests without first providing the city an opportunity to acquire them.

- *Status: Largely achieved – ongoing*

  Foothills strategies have largely been achieved through codified requirements for revegetation, larger lot sizes, and slope restrictions. Salt Lake City coordinates with other government agencies and land trusts, such as Salt Lake County and Utah Open Lands, to acquire, fund, and manage open space and critical trail networks. The city uses its Open Space Lands Program to facilitate acquisition, management, preservation, protection and enhancement of open space lands. In 2003 voters passed a $5.4 million Open Space Bond Fund to acquire and protect open space lands. Acquisition is guided by the city's Open Space Acquisition Strategy to identify priorities and process. An updated internal Strategic Capital, Acquisition, and Asset Management Plan (SCAAMP) is currently being developed.

Traffic and Circulation: *Maintain safe, convenient circulation patterns for internal traffic movement, while discouraging nonresidential through traffic.*

Recommendations and Strategies

Discourage through traffic by improving street classification policies and public awareness, enhancing pedestrian and bicycle connections and safety, supporting urban trail development, improving sidewalk conditions, and reinforcing the recreational function of Bonneville Boulevard.

- *Status: Ongoing*

  Street classifications and standards are publicly available online. The City has adopted multiple citywide transportation planning documents such as a Major Street Plan, Connect SLC, Pedestrian and Bicycle Master Plan and street typology design guidelines. Collector streets in the Avenues have a speed limit of 25 mph and local streets, the most common street type in the community, have a speed limit of 20 mph. The Engineering Department maintains a citywide database of sidewalk conditions. Bonneville Boulevard has a dedicated, paved recreational loop for cyclists and pedestrians, with specific restrictions on vehicle traffic and one-way configuration on certain segments.

  The Bonneville Boulevard Trailhead, opened in 2025, serves as a major gateway to the Bonneville Shoreline Trail (BST), City Creek Canyon, and the Upper Avenues trail networks. Amenities include parking for 50 vehicles, restrooms, bike repair stations and racks, a wayfinding kiosk, a native plant garden, picnic tables, and benches. Community

traffic and safety concerns remain, and initiatives have been included in the updated plan to help address them.

Parks and Recreation: *Provide recreational 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. These are generally still valid.*

Recommendations and Strategies

Develop additional mini parks throughout the neighborhood, maintain foothill open space in its natural state, and strengthen long-range planning efforts related to resource management and recreational use. Support development of a coordinated foothill trail network through the "Trail Element" of the Salt Lake City Open Space Master Plan by identifying existing and proposed trails, as well as policies for trail maintenance and use. Preserve the Memory Grove and City Creek Canyon area for watershed protection and recreation activities such as hiking and picnicking.

- *Status: Ongoing*

  At the time the 1987 Avenues Plan was adopted, there were three mini parks, and currently, there are five. The Salt Lake City Council adopted the Foothills Trail System Master Plan on March 3, 2020. Updated implementation recommendations for the plan were released in August 2024. Additionally, Reimagine Nature, the citywide parks and open space plan, align with ongoing 1987 plan strategies. The updated Avenues Plan carries many 1987 plan recommendations forward.

Health Services: *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.*

Recommendations and Strategies

Land use at the Primary Children's Hospital and BYU Education Center (former Veterans Hospital) sites should be low-density residential. If adaptive reuse of the BYU Education Center is pursued, it should be a less intensive use. Recommendations also include guidelines for redevelopment and adaptive reuse addressing parking, design, building scale, signs, and open space.

- *Status: Achieved — comparable situation emerging*

  The former Primary Children's Hospital site has been redeveloped as low-density residential and the BYU Education Center was converted into condominiums. The recommendations related to health services were in response to concerns about what might replace the Primary Children's Hospital and BYU Education Center. The Avenues is currently in a comparable situation with the potential redevelopment of the LDS Hospital Campus. The updated plan provides guidance for that site if redevelopment is pursued. Future land use designations for the site took into consideration existing infrastructure, access, and proximity to bus service. Redevelopment of institutional uses like LDS Hospital into low-density is likely not economically feasible due to land costs and the cost to demolish existing buildings.

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 neighborhood.

Recommendations and Strategies

Relocate utility lines to underground conduit and eliminate all overhead wires and utility poles with Special Improvement District funding, encourage residents to take advantage of the Avenues street tree planting program, require park strips to be maintained lawn, and explore creation of a special lighting district. Recommendations also state the city should fund a streetscape demonstration project on one or two block frontages in the Avenues to demonstrate the positive visual effects that can be accomplished through streetscape improvements (curb, gutter, sidewalk, decorative streetlights, street benches at bus stops, and new street trees).

- *Status: Partially achieved — some strategies outdated*

  The city supports street tree planting and urban forestry efforts through its free park strip tree planting program and other initiatives outlined in the Urban Forest Action Plan. The Avenues has the highest tree canopy coverage of any community planning area, which is a defining neighborhood asset confirmed through public input. Streetscape improvements such as curb, gutter, sidewalk, lighting, and street tree upgrades have occurred incrementally through street improvement projects. Recommendations related to park strip turf no longer align with current water conservation and zoning regulations for park strip landscaping. The strategy for a streetscape demonstration project may conflict with current City funding priorities and approaches to equitable capital investment.

5. For petitions submitted by a property owner, the extent, effectiveness, and proportionality of the public benefit proposed by the petitioner to the increase in development potential if the proposal were to be adopted by the city council.

Finding: Not applicable

Discussion:

N/A – Updating the Avenues Community Plan is a city-initiated project.

6. The potential for displacement of people who reside in any housing that is within the boundary of the proposed amendment and the plan offered by the petitioner to mitigate displacement.

Finding: Not applicable

Discussion:

N/A – The Avenues Community Plan update does not change the zoning of any property within the plan area.

7. The potential for displacement of any business that is located within the boundary of the proposed amendment and the plan offered by the petitioner to mitigate displacement.

Finding: Not applicable

Discussion:

N/A – The Avenues Community Plan update does not change the zoning of any property within the plan area.

8. The potential impacts to properties in the immediate vicinity of the proposal.

Finding: Not applicable

Discussion:

N/A – Any zoning amendments to implement the FLUM will go through a public engagement process and a separate analysis of impacts will be considered.

9. The potential impacts on the city to provide safe drinking water, storm water, and sewer to the property based on the additional development potential of future development.

Finding: Not applicable

Discussion:

The Avenues Community Plan update will not inherently impact public utilities. That said, any requested zoning amendment to implement the FLUM may be required to improve utility capacity due to an increase of development potential.

10. The potential impacts to public safety resources created by the increase in development potential that may result from the proposed amendment.

Finding: Not applicable

Discussion:
No impacts are anticipated.

11. The potential impacts to any other city service, infrastructure, or resource that may be impacted by the increase in development potential that may result from the proposed amendment.

Finding: Not applicable

Discussion:

No impacts are anticipated. That said, any requested zoning amendment to implement the FLUM will take any impacts to city service and infrastructure into consideration.

ATTACHMENT E: Public Process and Comments

Public Notice, Meetings & Comments

The following is a list of public meetings that have been held, and other public input opportunities related to the project. For a detailed look at the public engagement process and a summary of the community input received, refer to the Avenues Community Engagement Report.

Online Open House – Plan Update Informational Webpage (Continuous Engagement Tool)

- Published on May 29, 2025. The Avenues Plan Update webpage was created to distribute information about the plan update and how to engage with the plan update process. Public engagement events were also advertised on the webpage. The project webpage will remain active and regularly updated until the plan has been heard and adopted by the City Council.

Notice of Intent to Update General Plan (required by State Code)

- May 29, 2025 – emailed to regional entities
- May 30, 2025 – published to State noticing website

Online Survey (June 19 – August 1, 2025)

- 265 total survey respondents

Phase 1: Opportunities and Issues (Listening and Information Gathering)

Seven in-person community engagement events took place at various locations in the Avenues. The Greater Avenues Community Council meeting included a formal presentation about the process for updating community plans and highlights from the existing conditions report. The remaining in-person outreach events focused on informal, open dialogue, allowing community members to interact directly with each other and staff. Presentation boards were used to collect focused input from the community on various topics.

- June 4, 2025 – Presentation to the Greater Avenues Community Council
- June 19, 2025 – Corinne & Jack Sweet Library Branch
- June 24, 2025 – Memory Grove Park
- June 25, 2025 – Cucina
- June 26, 2025 – 11th Avenue Park
- July 1, 2025 – Smith's Grocery Store
- July 2, 2025 – Publik Coffee Roasters

Phase 2: Big Ideas (Confirming Feedback & Setting Direction)

Community feedback and existing conditions data were analyzed together to identify common themes and shape draft initiatives. A summary of what we heard, and the resulting draft initiatives were presented to the community for additional input at the following in-person events.

- September 13, 2025 - Avenues Street Fair
- September 30, 2025 – Smith's Grocery Store
- October 2, 2025 – Memory Grove Park

- October 7, 2025 – Lindsey Gardens

Phase 3: Final Vision (Draft Review and Refinement) – CURRENT STAGE

- April 16, 2026 – A draft of the Avenues Community Plan was published online on April 16, 2026. An update email was sent to all list serve subscribers and community members who had requested updates and included a link to the draft plan and contact information to submit questions or feedback.
- April 16, 2026 – Notice to solicit comments was sent to the Greater Avenues Community Council, starting the 45-day required early engagement period for recognized community organizations.
- April 28, 2026 – The Greater Avenues Community Council requested an extension on the 45-day notice period from June 6, 2026, to June 21, 2026, to give them adequate time to review the draft plan.
- May 6, 2026 – Update on the Draft Plan - Greater Avenues Community Council Meeting
- May 11, 2026 – Presentation on Draft Plan - Corinne & Jack Sweet Library
- May 13, 2026 – Memory Grove Park
- May 21, 2026 – A revised plan draft was posted online, replacing the previous draft.
- June 16, 2026 – Memory Grove Park
- June 25, 2026 - A revised plan draft was posted online, replacing the previous draft.

Notice of the public hearings for the proposal included:

May 27, 2026, Planning Commission Public Hearing:

- May 13, 2026
  - Public hearing notice posted at the Corinne & Jack Sweet Library
- May 15, 2026
  - Public notice posted on City and State websites and Planning Division list serve

July 7, 2026, Historic Landmark Commission Public Hearing:

- June 24, 2026
  - Public hearing notice posted at the Corinne & Jack Sweet Library
- June 25, 2026
  - Public notice posted on City and State websites and Planning Division list serve

(TBD) Planning Commission Public Hearing

- Future date to be determined.

Public Comments and Input

Staff received a number of comments throughout the development of the plan, including feedback gathered during in-person engagement activities, where participants placed sticky notes on display boards, as well as comments submitted through the online survey. A summary of the public engagement process and key themes from community input is included in the Avenues Community Engagement Report. All public comments, complete raw survey results, and in-person feedback have been compiled and are available through the Citizen Access Portal in the documents associated with the Avenues Community Plan Update (Petition PLNPCM2026-00200).

Eleven public comments have been received via email and mail since the initial publication of the draft plan, which are included on the following pages of this attachment. In instances where

planning staff responded to comments to provide clarification, those responses are also included for reference. The following summarizes some of the key points raised in the submitted comments:

- One comment recommends revisions and additions to the wording of several Avenues Guiding Principles. In response, several of the Guiding Principles have been revised.
- Two of the public comments were related to the Avenues Future Land Use Map and areas designated for Moderate-High Density.
- One commenter expressed a desire for more mixed-use areas than what is currently proposed on the Future Land Use Map.
- Two commenters raised concerns about recommendations in the plan encouraging enhanced active ground-floor commercial uses along certain streets in key locations. The draft plan language does not clearly state that these recommendations apply only to properties identified for mixed-use designations on the Future Land Use Map on these streets, rather than to entire corridors. The plan has been revised to provide this clarification. One of the commenters also raised concerns about parking impacts associated with increased commercial activity, expressed opposition to additional mixed-use/commercial land-use designations and incentives for adaptive reuse, and noted support for "play streets" discussed in the Neighborhoods section of the plan.
- Three comments expressed a desire for greater emphasis on and protection of the Avenues Local Historic District. Recommendations included coordinating new construction with the existing historic development pattern, providing clear direction on the preservation of the historic district in the draft plan, and emphasizing the importance of building setbacks and massing in relation to the preservation of historic, character-defining streetscapes. One of the commenters also raised concerns about the size and complexity of the draft plan and a desire for more details on the neighborhood's connection to Downtown and the University of Utah.
- Two comments expressed concerns about the future of the LDS Hospital Campus and its potential redevelopment. Recommended guidance for future development includes limiting any future development to the existing limits for building heights, massing, and setbacks.

Changes that have been made to the draft plan are discussed in Key Consideration 3: Draft Plan Revisions.

From: [redacted]
To: Thompson, Amy
Subject: (EXTERNAL) Edits and comments on Avenues Guiding Principals
Date: Monday, May 11, 2026 1:09:06 PM
Attachments: JJ edits GUIDING PRINCIPLES - txt.pdf

> **Caution:** This is an external email. Please be cautious when clicking links or opening attachments.

Amy,
While I sympathize with the general push to brings things into line with Plan Salt Lake, that is a general plan and this is Avenues specific, and copying things across doesn't always work. Avenues Guiding Principals were a particularly good example.

Here's the edit I did of Avenues guiding principals. 1&2 are new.

Jim Jenkin
Chair, Land Use Committee
Greater Avenues Community Council
[redacted]

JJ shared 2 May 2026 My edits in *italics*; 01 and 02 are new.

AVENUES GUIDING PRINCIPLES

01 To preserve the Character of the neighborhood as a residential neighborhood closely aligned with downtown and the University District.

02 To preserve and maintain the character and development pattern of the Avenues Historic District through preservation and compatible infill.

03 / GROWTH Direct growth to appropriate places while respecting the community's natural constraints, *residential character, and historic preservation.*

04 / HOUSING A variety of housing options to support a variety of households and household incomes.

05 / TRANSPORTATION & MOBILITY A *convenient*, *well maintained*, accessible, and reliable transportation network that expands choices strengthens connections within the community and to the rest of the city *without damaging homes and infrastructure*.

06 / AIR QUALITY Air that is healthy and clean.

07 / NATURAL ENVIRONMENT Manage the natural environment to protect ecological health while supporting responsible access and long-term stewardship and watershed.

08 / PARKS & RECREATION Strengthen access between *regional* parks *and* trails, and open space while enhancing these shared resources.

09 / CITY BEAUTIFUL Preserve the natural and historic beauty of the community.

10 / PRESERVATION Preserve the places, features, *and development patterns* that contribute to historic character and build pride and knowledge around the community's rich history.

11 / ARTS & CULTURE A neighborhood culture supported by public art, community events, creative partnerships, and accessible opportunities to engage and participate in the arts.

12 / EQUITY Maintain a welcoming, inclusive, and connected community by improving walkable access to services for everyone.

13 / ECONOMY *A neighborhood-focused economy that strengthens small businesses, encourages entrepreneurship, and enhances everyday access to goods and services, within the limits of terrain, infrastructure and residential focus.*

14 / GOVERNMENT *A strong local Community Organization that is responsive, and transparent.*

15 / WATER CONSERVATION & LAND USE PLANNING Advance water conservation through thoughtful land use, community education, and sustainable landscaping practices.

From: [redacted]
To: Thompson, Amy; Hall, Rylee
Subject: (EXTERNAL) Comments on Proposed Avenues Master Plan
Date: Wednesday, May 20, 2026 6:07:31 PM

You don't often get email from [redacted] Learn why this is important

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

I attended the presentation by the City at the Sweet Library of the proposed Avenues Master Plan on May 11, 2026. The presentation started by emphasizing that the proposed Master Plan "Respects Neighborhood Constraints". I actually requested that the presenter repeat that intent -"Respects Neighborhood Constraints".

The Avenues is a desirable "Residential" Area where neighbors live in homes and have yards. The plan proposes moderate to high density in areas along B Street to H Street between 2nd and 3rd Avenues. This is a huge change from the currently approved plan.

My block, bounded by C and D Street and 2nd and 3rd Avenues are all homes and should remain low density as shown in the currently approved 1987 plan. Page 88 describes moderate to high density as 4 or 5 stories tall and 40 to 60 housing units per acre. There are 2.5 acres in 1 Avenues block. One block would thus allow 100 to 150 housing units. This is a **profound** discrepancy from what currently exists.

If one walks around the Avenues, there are many "residences (homes)" that have been "lost" to moderate to high density structures. In fact, the recent loss of residences and a corner gas station on N Street and Third Avenue to "Condominiums" which have sat empty for years (unoccupied) should be a lesson for the Avenues Master Plan - Keep Homes!!!

The fabric of the Avenues is "residential" and the need for more "commercial" could be detrimental to the neighborhood. Parking is always an ever-present factor in keeping just the residences and not increasing the density. Additionally, the proposed Master Plan suggests a "commercial zone" on Third Avenue between B and E Street. Not a good idea. No parking available. Commercial creep is not needed - keep the Avenues Residential with low to medium density.

The Master Plan also needs to address reality - there is not enough water to support the current rate of development. Climate Change needs to be addressed in this proposed plan as well as the current drought.

Thank you for the opportunity to comment.

Pam Littig
121 D Street

From: Hall, Rylee
To: "[redacted]"; Thompson, Amy
Subject: RE: (EXTERNAL) Comments on Proposed Avenues Master Plan
Date: Thursday, May 21, 2026 3:05:00 PM
Attachments: image001.png

Hi Pam,
Thank you for sending us your feedback on the Avenues Community Plan. Your comments will be added to the public record and included in the staff report to the Planning Commission. I want to provide some clarification on the concerns you raised. I would be happy to set up a call as well if you would like to discuss any of this further or have any follow-up questions.

The areas on the Future Land Use Map shown as Moderate-High Density Residential reflect existing conditions and apply to properties already designated for Moderate-High Density Residential. There are not any new areas proposed for a Moderate-High Density Residential land use designation. This includes the blocks you referenced (from B Street to H Street, between 2nd and 3rd Avenues).

Page 88 of the plan draft includes a description of the Moderate-High Density Residential land use designation, and the language specifically notes that there are not any new areas proposed for Moderate-High Density Residential. The same is true for High Density Residential — the map shows areas that are already designated for High Density Residential. The density range in Moderate-High Density Residential is 40-60 dwelling units per acre, and the density in High Density Residential is 60+ dwelling units per acre.

The Future Land Use Map is intended to illustrate the general distribution of land uses within the community, while the Future Land Use Designations describe the intended scale and intensity of development associated with each category. These designations are broad planning categories rather than zoning districts. They help guide future zoning decisions, but they do not directly regulate development. Multiple zoning districts may share the same future land use designation. For example, both the R-1/5000 Single-Family Residential District and the SR-1A Special Development Pattern Residential District are designated as "Low-Moderate Density" on the Future Land Use Map. Additionally, the Future Land Use Map does not alter the current zoning of any property. Any proposed change to zoning must go through a formal zoning map amendment process, which includes public review and approval by the Salt Lake City Council.

I hope this helps clarify what is proposed in the plan. Please feel free to reach out with any additional questions or to schedule a call.
Sincerely,

RYLEE HALL | (*She/Her*)
Principal Planner
PLANNING DIVISION | SALT LAKE CITY CORPORATION
Office: 801-535-6308
Email: rylee.hall@slc.gov
WWW.SLC.GOV WWW.SLC.GOV/PLANNING

information.

Disclaimer: The Planning Division strives to give the best customer service possible and to respond to questions as accurately as possible based upon the information provided. However, answers given at the counter and/or prior to application are not binding and they are not a substitute for formal Final Action, which may only occur in response to a complete application to the Planning Division. Those relying on verbal input or preliminary written feedback do so at their own risk and do not vest any property with development rights.

From: Carly Foley [redacted]
Sent: Monday, May 18, 2026 10:57 AM
To: AvenuesPlan <avenuesplan@slc.gov>
Subject: (EXTERNAL) Avenues Community Plan

> Some people who received this message don't often get email from [redacted]. Learn why this is important
>
> **Caution:** This is an external email. Please be cautious when clicking links or opening attachments.

Hello City Planners/To Whom This May Concern,

We, along with our neighbors, have been carefully following the plans that are being weighed to expand the avenues into a Moderate Density housing area.

While we understand the need for more housing, we are strongly opposed to the Historical Culture of the Avenues being turned into Moderate to High Density housing. Surely, there are plenty of other areas around the outside of the Avenues, and in and around the city for density housing plans without having to do so in the Avenues.

We are concerned, not only because of the Historical aspects of the avenues, but also as long time residents, we feel this would significantly change the culture and the quality of life for current residents of the avenues, in many ways, none of them benefiting current residents whatsoever. I have bulleted a few of our main concerns for you below:

- Taxes will likely go up along with cost of living for already residents, in which nothing is gained for us…nothing is changing for our benefit and in fact, most of the impact will affect current residents negatively.

- The resale value of our homes will be greatly affected if the neighborhood turns into a densely populated area, with new and modern structures that go against the historical structures that are in place and protected. This greatly impacts current residents financially when the value of their property is significantly decreased by the changes you are proposing.
- It will become over-crowded. With already limited parking for current residents of the Avenues, we will have even more challenges finding parking that is convenient for going in and out of our homes, not to mention hauling groceries and other necessities in and out of our homes, and young children. Older residents will have a difficult time parking and having to walk distances to get to their homes.
- Crime will go up, along with crowds, street traffic and accidents, water use (in which we already have a shortage of), waste, environmental pollutions and contamination (in which we already have an enormous problem with) etc.
- The general quality of life will be affected—dealing with crowded streets, and cafes, and grocery stores etc. and the general peace and quiet of the neighborhood, we all appreciate and value will be enormously affected. Providing high density housing in the avenues neighborhood changes the entire culture that many of us, long time residents, value and have stayed for.

I hope that you will keep the current and long time residents as well as the historical value of the neighborhood in your best interests as you consider these plans.

There are zero benefits that I can see, with these changes, to local and current residents. It will change the culture and historical history of the neighborhood that has, for close to 150 years, been protected and cherished—I think that should be seriously weighed and considered in your planning. Rather than this being an improvement, it is a devaluation of our neighborhood and homes.

At the very least, I would like to propose that our block (F street, between 2nd and 3rd Avenues) and the blocks East of us be added to the Moderate Density plan—with 3 story height limit and 50-100 housing units per block. This will still be a very negative change for us, but better than alternative plans the city has for High Density Housing.

Please let me know if there are other ways that I can express my opinion/vote that can make a difference in these plans.

I appreciate you taking the time to see things from the point of view of a concerned, long time, Avenues resident (along with all of my neighbors on the surrounding blocks of my home).

From: Thompson, Amy
To: [redacted]; AvenuesPlan
Subject: RE: (EXTERNAL) Avenues Community Plan
Date: Monday, May 18, 2026 2:14:26 PM
Attachments: image001.png

Carly,

Thank you so much for sending along your feedback on the Avenues Community Plan. I will add your comments to the public record and include them in the staff report to the Planning Commission. I do want to respond to provide some clarification on concerns you raised. I would be happy to set up a call as well if you would like to discuss any of this further or have any follow-up questions.

The areas on the Future Land Use Map shown as Moderate-High Density Residential reflect existing conditions and apply to properties already designated for Moderate-High Density Residential. There are not any new areas proposed for a Moderate-High Density Residential land use designation. This includes the block you referenced (F street, between 2nd and 3rd Avenues).

Page 88 of the plan draft includes a description of the Moderate-High Density Residential land use designation, and the language specifically notes there are not any new areas proposed for Moderate-High Density Residential. The same is true for High Density Residential — the map shows areas that are already designated for High Density Residential. The density range in Moderate-High Density Residential is 40-60 dwelling units per acre, and the density in High Density Residential is 60+ dwelling units per acres.

The Future Land Use Map is intended to illustrate the general distribution of land uses within the community, while the Future Land Use Designations describe the intended scale and intensity of development associated with each category. These designations are broad planning categories rather than zoning districts. They help guide future zoning decisions, but they do not directly regulate development. Multiple zoning districts may share the same future land use designation. For example, both the R-1/5000 Single-Family Residential District and the SR-1A Special Development Pattern Residential District are designated as "Low-Moderate Density" on the Future Land Use Map. Additionally, the Future Land Use Map does not alter the current zoning of any property. Any proposed change to zoning must go through a formal zoning map amendment process, which includes public review and approval by the Salt Lake City Council.

I hope this helps clarify what is proposed in the plan. Please feel free to reach out with any additional questions or to schedule a call.

Sincerely,

AMY THOMPSON
Planning Manager
PLANNING DIVISION | SALT LAKE CITY CORPORATION
Office: (801) 535-7281
Email: amy.thompson@slc.gov
WWW.SLC.GOV

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Carly Foley
[redacted]

From: Thompson, Amy
To: Emily Swanson; AvenuesPlan
Subject: RE: (EXTERNAL) Question about draft plan - key locations
Date: Monday, April 20, 2026 9:42:00 AM
Attachments: image001.png
image002.png

Hi Emily,

Thanks for reaching out. The list of streets in the Key Locations section will be removed from the draft—this text was included in error. While Key Locations do generally align with segments of those streets, they are not intended to represent the full length of them. This text was included before we had the accompanying map.

The map in that section shows Key Locations as highlighted areas. This part of the future land use section is identifying broader themes, one of which is activating Key Locations. The map indicates where mixed-use designations are proposed and the factors used to identify those areas. The intersection of 6th Avenue and C Street is not identified as a Key Location or mixed-use area.

Key Locations are intended to function as neighborhood destinations that provide amenities for the Avenues community. In most cases, these areas already include commercial or mixed uses, so residents can generally expect similar conditions moving forward. Examples include Café on 1st, Kura Door, and Jack Mormon Coffee.

There are a few exceptions where mixed-use is proposed on properties that are not currently mixed use or commercial. These typically involve institutional properties (such as churches or the LDS Hospital site) or sites with prior commercial use —for example, the former Hillcrest/ABC Market site on 1st Avenue between State Street and A Street.

I hope this helps answer your question and please reach out with any additional questions or any feedback you have.

Sincerely,

AMY THOMPSON
Planning Manager
PLANNING DIVISION | SALT LAKE CITY CORPORATION
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From: Emily Swanson [redacted]>
Sent: Friday, April 17, 2026 3:30 PM
To: AvenuesPlan <avenuesplan@slc.gov>
Subject: (EXTERNAL) Question about draft plan - key locations

Some people who received this message don't often get email from [redacted]

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Hello,
I was reading the draft plan and I had a question about page 80. It says "Based on these factors, Key Locations, generally

frame the following streets" and then it lists multiple streets including C St. and 6th Ave. I live on the corner of C & 6, could you explain what "activating key locations" would look like for residents in those areas?

Thanks,
Emily

Jared Brown

130 C St

[redacted]

[redacted]

Planning Commission

Avenues Community Plan Update Draft

Lower Western Avenues

West of E ST , South of 3rd Ave

This is a compilation of my observations, alternative strategies and opinions as a long time resident of the lower Avenues that I hope deem of value.

I feel I must give you a quit and quick “Auto-Bio” of who I am for context. My family comes from a long linage of the first settlers of this valley. I was born at LDS hospital and have always felt an uncanny connection to not only the state, but specifically Salt Lake City. I have a loyalty to this city that I cannot explain. I love learning about its unique history as well as participating in the ever evolving arts and culture it facilitates. Others have felt of my authentic advocacy for this city, in so much that they nick named me Downtown Jared Brown, over 30 years ago. This was inspired by an MTV personality, back when MTV actually played music videos. I have accepted the name and now find it endearing.

Part of the story of this name being bestowed upon me was due to my lifestyle. For years I had no car. I would walk, ride my bike, and in the winter access public transpiration such as UTA. There was no Uber/Lyft back then. If an invitation to an event were to happen outside of my downtown “bubble”, I would have to plan accordingly. Many times I missed out on spontaneous events that presented themselves last minute that were out of reach due to my choice of limited travel options. In not wanting to owning a vehicle for many reasons including economic/environmental, I became very aware of my immediate community of neighbors, access to food, open spaces and cultural exchange. These personal values is how I’ve fortuitously found myself in this pocket of The Avenues. The fact that I am a owner occupied resident is relevant to what I will present in this document.

I am passionate and active about preserving the elements of the Avenues that I value and search to find ways to protect this precious resource. During a recent Historic Land Marks Community meeting, I found myself alarmed at the dialog and mentality that was being communicated from the majority of the commissioners. It forced me to broaden my scope. I’m advocating for what I find to be detrimental language and ideas within the new Avenues Community plan.

I’d like to present an entire paragraph within the Draft document that I find in conflict or potentially detrimental to complex future vision of this area. I will share the statements from that document and then present the case as to why certain elements of these ideas are not in the interest of not only the lower-western Avenues. Certain parts of the Draft compromise the entire fabric and infrastructure with the Avenues in general. It is my possession that this entire paragraph should be omitted from the

document. It sets a precedence and a forced intrusion of commerce where within it already exists and further ambitions should not be promoted within this area of the Avenues.

On page 67, under the section; Economy; Opportunities; Second Paragraph states:

There are some streets in the community where a high level of visible ground floor activity like art galleries, retail, and restaurants, are desired. Key streets in the community where enhanced active commercial uses are a priority include B, C, D, E, and I Streets, and 3rd Avenues.

For the remainder of my writing, I will refer to this document as “The Paragraph”. This type of endorsement must have been sent to the planning commission with the composer being a developer, business owner, entrepreneur or investor. I firmly believe the ambitions for these streets did not com from a residence and certainly did not com from owner occupied home owners such as myself. The vision of this paragraph is flawed in many ways and I will attempt to communicate these unforeseen detrimental impacts within many facets of the subject.

Starting with the streets E and I. These are the the most efficient roads to enter the Avenues and exit the Avenues headed north and south. They service a large bulk of traffic with access from 700 E and South Temple to about 500 E. Both of these roads already contain a vast variety of services and products with commercial busi-

nesses such that are listed in “The Paragraph”. Adding even more of this type of “change of use” of building structures adds so many layers of concern (including Loss of Housing). These changes would inevitably greatly depreciate efficient access from Upper Avenues to South Temple. I say south temple because this is the largest road where even more amenities exist, as well as it is the interchange between pursuing west, east or south directions, to move to a new desired location.

Now, I’d like to address concerns with “The Paragraph” as it relates to 3rd Avenue. Also, how B, C, and D streets are all intertwined. 3rd Avenue is a One Way street starting from E St. It then is a one way street until it meets with North Temple St. 2nd Ave. is a One Way street the opposite way. Starting mid block from South Temple St., it send traffic one way until ending a E St.

These two streets are the main corridors of “Egress” and “Ingress” for access to the Upper West Avenues. They were made to be one way streets and some intersections are without stop signs to allow for more efficient traffic pattern flow. This is not just for vehicles. Last month I road the 223 UTA bus, headed west on 3rd Ave. to the hub exchange at the Ford Building on 400 W. I then transferred to the green line to get to the airport. It was quite efficient.

Any transport, commute or supply chain west of the more efficient E St. corridor for traffic headed west funnels down through B, C and D until 3rd Avenue is reached. This egress on 3rd Ave, One Way, is the most efficient rout to access I-15 north/South. Any desired location downtown west of State Street and also headed north to The Capital, Victory Rd and Beck St uses 3rd Ave. The same efficient ingress into the avenues from State street happens on 2nd Ave. It makes no sense if people (residence,

commuters, workers, suppliers etc.) are west of E St to “Back Track” to that road to get in/out of the western upper and lower Avenues.

This dynamic only gets compounded as the future of the LDS hospital move takes shape. From the research I’ve done it seams to trend in the developmental vision of Mixed Use/High Density Housing project that will only exacerbate these traffic patterns. Keeping traffic on these roads moving is vital! Having traffic stop on 3rd Ave, while a car is waiting for another to leave a parking spot, is a very real an inevitable concern with more commercial activity.

Now that I’ve brought up the concern of parking, I’d like to present the fact that C St and D St from South Temple to 3rd Ave are “Area 5 Permitted” parking or 1 Hr parking from 7 am to 5 pm Mon-Friday. This is an annual fee we as residence choose to pay if we want to park on the road or having a “visitor pass” for friends, family or others to legal park while visiting. They have the same restrictions as in other parts of the lower Avenues such as City Creek to Memory Grove. I actually like the way the program works and it does mitigate what would otherwise be a problematic situation.

This permitted parking was adopted due to density. This includes houses that have been divided into apartments, very large historic apparent complexes and places of great community activity. At times we are inundated with visitors to our street, but think of it only as a positive concession for others to access these valuable community resources as well as social visits from friends and family. Some of the larger community impact comes from commuters accessing facilities such as Madeline Choir School on B St. from 1st Ave. to 2nd Ave. Then half way up the block north on B St. we have Ellerbeck B&B (transient nightly stay mansion) with very limited off street parking as

well as their other business, Cafe' 140 B being open to the general public. We also have Open Classroom (Lowell Elementary), that boarders D St. as well as a restaurant on D St and 2nd Ave.(Foodies and Sweeties D St. Market). We also have the parish-ioners of Cathedral of the Madeline and the Perspiration Cathedral that impact parking in this area. These gems of the community do not only have actives on Sundays, but are always holding fantastic events that are widely open for all to join! Fantastic!

I do not welcome and there is no need nor interest for more commercial/retail ventures in the lower west Avenues. Specifically this area from 3rd Ave to the south and E St. to the west. As a permanent resident I find it appalling to change the use from a Historically Contributing Single Family Housing under the Zoning RMF-35, dis-placing a potential friend an neighbor from joining our community, for another coffee shop or anything of the sort. It only makes sense to first need residents to "live" in the area to be able to walk for goods and services. We in this area have access to any service or product imaginable already! So many different business/services listed and not listed in "The Paragraph", are a walkable distance 3 blocks in any location. We also have the luxury of being strategically located between two different large grocery stores and pharmacies. We have the Smith Foods on 6th Ave and E St, as well as The Harmons Grocery 1/2 block south of South Temple and 1/2 block West of 2nd East. There in also exists, coffee shops, restaurants and even a Post Office.

I am reaching out with an invitation to anyone in the Planning Commission that would find it productive to join me on a tour of the Lower West Avenues. We could do a walking, bicycle, public transit tour, or as a last resort, my car. It is old like myself and my house, but it is licensed, insured, only goes 20 mph in the Aves. It also has the

Area 5 Parking permit resident sticker on the windshield so we don't get any tickets! If not with me, I do challenge you to do an on-sight visit of these roads and realize that these comments I've written are not just theory, I live them everyday.

Now I'd like to shift gears and present another case from a paragraph in the Draft:

On page 63; Equity; Access Amenities; 2nd Paragraph states:

Households in the southwestern portion of the plan area have the highest level of access, largely due to proximity to downtown. The Lower Avenues, which are home to most of the neighborhood's population, are generally within a 15-minute walk of most amenities.

This statement is correct and should be the cornerstone for protecting the southwestern avenues. This protection will come about through maintaining this pocket of RMF-35 Zoning strict enforcement of these ordinances. With all this redevelopment change coming to the Avenues, an idea I had was to propose there be a "Written Declaration" deeming this section of the southwest avenues, geographically positioned towards downtown and South Temple, to be protected from future zoning changes and commercial development in any way.

On page 67. Economy; Align Zoning to Retain Existing Commercial Use: End of paragraph says:

Updating the zoning designation in these areas to recognize and support these existing community businesses will help retain them. This approach results in a scattering of properties throughout the community that will allow for commercial use, particularly in the Lower Avenues, where commercial uses have historically existed.

I find this statement contradictory and in conflict with the previous paragraph that I quoted earlier. Its vision seems to be flawed in many ways. This was not inspired by the interest of a resident, but by a developer or business owner in contempt to change the fabric of this community. The reason there are very few small historical store front/commercial buildings in this area is do to its proximity to downtown. There are many examples of business oppressing under the current zoning of RMF-35 that are endorsed with a "Legal Non-Complying" status. This due to the historic nature of the business allowing exemption after zoning ordinances were adopted. This allows the business to operate, but protects us residence from commercial sprawl, limiting statutes for unwelcome future impedance in place. There is no reason to change any of this zoning.

There is no place to allow existing businesses under RMF-35 Legal Non-conforming to apply for an MU-2 zoning change. The "Table of Permitted Uses" would open up many possibilities for business types that we do not need in this area. It would invite like minded opportunist to change Housing to Commerce and exploit the rich character of our residence houses to money making store fronts. This is in conflict to many aspects of historical preservation and the states priority to keep housing, housing. With existing vacant commercial properties already available, as well as opportunities in the future redevelopment of LDS Hospital space, people will have many new options to pursue there business ventures.

The words “Adapted Reuse” have become very concerning to me. On page 55; Preservation; Preservation Tools; it says:

“Zoning incentives are another way to encourage preservation of buildings by offering benefits, such as use incentives for adaptive reuse of certain types of buildings, zoning modifications, additional housing units, and streamlined processes for new development that preserves existing buildings. Increasing awareness of these tools and how they can be utilized can help retain older building stock that is part of the neighborhood fabric.”

I don’t agree with most of the content of these statements. It seems to have been inspired by input from a developer and not a resident. “Streamlining” any part of this process I’ve found creates regret. I also believe that preservation of the “intent” or “use" that the architecture was designed for should be a vital part of historical preservation. For a hypothetical example: Allowing an adapted reuse of a house because in the 1950s, Sallys daughter sold Girl Scout Cookies out of the house, does not deal an existing residential house to be rezoned and become a pastry shop. This type of sinister spin on history will become very real and problematic. Change the use of a structure of itself compromises the historic nature of the building. Having a bunch of housing cross over to commerce would tear apart the fabric of the community. We hav no interest in becoming the next 9th South St. or 1100 E. St. corridor. There are other tools we could incorporate. Maybe a class, or pamphlet for any new potential buyers. This might educate commercial and residential

prospects, giving them the option to "opt out" if they feel they can not be in compliance with this unique area?

I have been involved with the Ellerbeck 140 B/272 3rd Ave zone change application process. This came about with the owners illegal use and maul intent of there unethical business vision and dealings. The Future Avenues plans contains some rhetoric that is already influencing future decisions on land use, even though it is still it draft format. My thoughts and input on this subject were directly inline with the Planning Commissions Staff Repot. The process presented itself to the Historic Land Marks Commission meeting on Thursday March 7th.

The majority of content and commissioners on the panel verbally discredited themselves as well as the legacy of the institution itself. I prepared materials for this meeting based off of the interest and scope of there possessions entail. It quickly became apparent the deplorable direction this meeting was headed. The HLC board members were asking ridiculous questions about ways to justify the loss of housing of 272 3rd Ave. (historically contributing house). Comments such as…"Is it possible to put a second story on this house? One member called this house a "Shack" and inferred… "who would live in such a structure?" This in an attempt to diminish its value as a residence in order to change its use to commercial.

They did not address any concerns of changes to the facade or other compromises/changes commerce would bring to a residential home built in 1912. They attacked and discounted the superbly written Staff Report This

insulting the expertise, knowledge, judgment and time that it took to produce this document. The one compromise that was apparent, with the majority of the HLA members, was the integrity of themselves and the future legitimacy of the Commissions value. If you weren't in that meeting, I challenge you to take some time to watch it or read the minutes. It is very alarming in many ways!

So, to answer the question, who would live in a "Shack"… I would and many others! For many reasons, it is going to be the most affordable historic house in the Avenues. I would spend the same money to live in that house than I ever would for a house four times bigger in the Day Break development. This house has no HOA and with only one step up to the porch it is one level. As my wife and I get older, the stairs at our house might become problematic.

This Ellderbeck 140 B/272 3rd Ave case is the perfect example of why this lower southern RMF-35 Zoning laws must be protected, enforced and unchanged. This stops the encroachment of "commercial creep" and protects historically residential contributing housing structures for future residents to "live". I keep hearing the argument that a coffee/pastry/retail shop (which already exists as Cafe' 140) provides a community space for interaction. An excess of these businesses already exist in this area.

I am of a different opinion where true community interaction happens organically with having people and neighbors live close to you and not because of closer access to coffee. Helping a neighbor jumpstart their car in the morning or change a flat tire. Having a knock on the door to help find a lost

cat. Buying a drink from the neighbor boys lemonade stand. Bringing in the mail or packages from a neighbors porch while they're out of town. Having one community tiller machine that the neighborhood use to put their gardens in every year. Even getting to know your collage age neighbors that throw a loud party next door and having them respect you by moving it inside when 10:00 pm hits (I was young once, I get it). Having a neighbor borrow your guest parking pass because they have family in town for their wedding. Having a neighbor bring over eggs from their chickens. These are just a few examples of community that I have had happen to me within the last year.

On page 19/20; Neighborhoods; This section talks about creating "Play Streets". I am all about these types of creative efforts. While out of the country, I had the great opportunity to be a part of a small community gathering such as this. There was also an entertainment element to it, where chairs for adults and kids to watch this event. There was a magician, musicians, a clown and even a small raffle. It was fantastic! The key element to make this a success would be to get more families, children and community members to live in the neighborhood. By jeopardizing the stock of small historical housing to accommodate the spread of commerce makes no scene to this area and community. Keeping the residential history intact should be the goal. This allows the community of this area and opportunity to welcome new neighbors to thrive with us. This area from E St. west and 3rd Ave. and south, could be a potentially new designation. With this might come with specific restrictions to protect the culture of this zone. One option for this declaration could be…

“Lower West Side-Avenues”, or something of the sort Inspiration from Manhattan!

Please feel free to contact me at anytime and know that I’m available and eager to participate in the refinement of this document. Thank You for your work and efforts on this task!

Sincerely,

Jared Brown

3rd Ave. C St. Intersection Facing North

Notice: The illegal parking of the truck due to no parking otherwise in the vicinity.

Signage: Yellow sign below stop sign is a cross traffic does not stop. This keeps flow of traffic moving.

Signage: Area 5 permitted.

Signage: One Way.

Signage: Behind One Way sign is the UTA Bus Stop for Route #223



3rd Ave and C St. Facing South

Notice: Large apartment complex.

Signage: Bus stop. One way.

3rd Ave. also has a designated bike lane for safer and faster egress to downtown





2nd Ave. and D St. Facing North

Photo take in front of Foodie and Sweetie D St Market.

Notice: School Cross walk/Student drop of zone

Notice: Designated bicycle rout for ingress

Structure: Foodie and Sweetie historic commercial building.

Notice: One Way traffic.

Notice: Bus Rout

Signage: Foreground sign: Area 5 Permitted parking

2nd Ave. D St. Facing South

Notice: Foodie & Sweetie Historic Commercial Building

Zoning: RMF-35 Legal Non-conforming protects residents from commercial sprawl as well as protection from unwanted business in reference to Table of Permitted Uses for a potential MU-2 Zone change. This RMF-35 Legal Non-conforming use is a good compromise for business owners and residence.

Signage: One Way

Signage: Area 5 permitted Parking

Notice: These types of business do already exist on one way corridors in the lower western Avenues and we have an excess of options to choose from.





3nd Ave. B St. Intersection Facing South

Photo taken 1/2 block north of Ellerbeck B&B and Cafe 140 B

Signage: One way Street for egress

Notice: Designated bicycle lane

Notice: Designated left turn lane to keep traffic moving.

Notice: Zoned RMF-35 Legal Non-complying protects residence from expansion and use change that comes with an MU-2 zone. Parking and congestion issues already exist due to owners of Ellerbeck property development of carriage house to facilitate Cafe'140 B crating a very limited amount of off street parking for guests. Commercial business already exist on major corridor streets in the lower western avenues. We have an excess of options to choose within walking distance.



2nd Ave. B St. Intersection Facing South

Photo taken 1/2 block south of Ellerbeck B&B and Cafe 140 B (High congestion due to these two enterprises).

Signage: One way Street for ingress

Notice: High density apartments, Cathedral of the Madeleine, Madeline Choir School on Left.

Notice: Cathedral of the Madeleine is on South Temple (close proximity to all lower west Avenues)

Notice: Ambulance is soon to change to supply trucks and residents for new development coming to LDS Hospital area. This traffic must efficiently flow for egress and ingress.

From:	Thompson, Amy
To:	Mary Mahler
Cc:	AvenuesPlan
Subject:	RE: (EXTERNAL) Avenues Master Plan, request a change
Date:	Tuesday, May 19, 2026 2:22:00 PM
Attachments:	image001.png

Mary,

Thank you so much for sending along your feedback on the Avenues Community Plan. I will add your comments to the public record and include them in the staff report to the Planning Commission. I do want to respond to provide some clarification on concerns you raised. I would be happy to set up a call as well if you would like to discuss any of this further or have any follow-up questions.

The areas on the Future Land Use Map shown as Moderate-High Density Residential reflect existing conditions and apply to properties already designated for Moderate-High Density Residential. There are not any new areas proposed for a Moderate-High Density Residential land use designation. This includes the blocks you referenced (E and H street, between 2nd and 3rd Avenues).

Page 88 of the plan draft includes a description of the Moderate-High Density Residential land use designation, and the language specifically notes there are not any new areas proposed for Moderate-High Density Residential. The same is true for High Density Residential — the map shows areas that are already designated for High Density Residential. The density range in Moderate-High Density Residential is 40-60 dwelling units per acre, and the density in High Density Residential is 60+ dwelling units per acres.

The Future Land Use Map is intended to illustrate the general distribution of land uses within the community, while the Future Land Use Designations describe the intended scale and intensity of development associated with each category. These designations are broad planning categories rather than zoning districts. They help guide future zoning decisions, but they do not directly regulate development. Multiple zoning districts may share the same future land use designation. For example, both the R-1/5000 Single-Family Residential District and the SR-1A Special Development Pattern Residential District are designated as “Low-Moderate Density” on the Future Land Use Map. Additionally, the Future Land Use Map does not alter the current zoning of any property. Any proposed change to zoning must go through a formal zoning map amendment process, which includes public review and approval by the Salt Lake City Council.

I hope this helps clarify what is proposed in the plan. Please feel free to reach out with any additional questions or to schedule a call.

AMY THOMPSON
Planning Manager
PLANNING DIVISION | SALT LAKE CITY CORPORATION
Office: (801) 535-7281
Email: amy.thompson@slc.gov
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From: Mary Mahler <[redacted]
Sent: Tuesday, May 19, 2026 12:08 PM
To: Thompson, Amy <amy.thompson@slc.gov>; Hall, Rylee <rylee.hall@slc.gov>
Subject: (EXTERNAL) Avenues Master Plan, request a change

[You don't often get email from [redacted] Learn why this is important at [redacted]

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Hello Amy and Rylee,

When people say that they would like to live on the Avenues, they imagine this, not a 4 or 5 story box building with an Avenues address.



I propose to move 3 blocks out of the Avenues Master Plan's moderate to high density area and into the moderate density area. Using the Plan map on page 77, below, move the blocks between 2nd and 3rd Avenues and between E and H Streets into the moderate density area like the blocks to the east and north.



The rationale for doing so is that these blocks do not contain 4 or 5 story buildings and are not as dense as described on page 88.

My block, bounded by E and F Streets and 2nd and 3rd Avenues, contains approximately 27 housing units. All of the buildings are 1 or 2 stories tall except for 405 2nd Avenue, which is 3 stories tall.

Page 88 describes moderate to high density as 4 or 5 stories tall and 40 to 60 housing units per acre. There are 2.5 acres in 1 Avenues block. One block would thus allow 100 to 150 housing units. This is a profound discrepancy from what currently exists.

Thank you for your attention to this matter.

Mary Mahler
Sent from my iPhone

From: Hall, Rylee
To: "Kara Moore"; AvenuesPlan
Subject: RE: (EXTERNAL) No earthquake in community plan
Date: Tuesday, June 23, 2026 4:24:00 PM
Attachments: image001.png

Kara,
I wanted to follow up and provide a bit more context on how earthquake concerns are addressed during the review process for Planning projects and Building Permits. New subdivisions within a fault rupture zone must provide a geotechnical report prepared by a civil engineer specializing in soil mechanics and registered with the State of Utah. If the report indicates soil problems, additional corrective action may be required to prevent structural damage. Additional reviews are conducted at the building permit stage to ensure that appropriate earthquake hazard mitigation measures are incorporated into site development for properties within 500 ft. of an identified fault line.

We will also look into your comment to see if there are ways we can incorporate earthquake safety into the plan draft. Thanks again, and please reach out with any additional questions or comments.

RYLEE HALL | (*She/Her*)
Principal Planner
PLANNING DIVISION | SALT LAKE CITY CORPORATION
Office: 801-535-6308
Email: rylee.hall@slc.gov
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From: Hall, Rylee
Sent: Tuesday, June 23, 2026 12:32 PM
To: Kara Moore [redacted] AvenuesPlan <avenuesplan@slc.gov>
Subject: RE: (EXTERNAL) No earthquake in community plan

Hi Kara,
Thank you for taking the time to share your comments on the Avenues Community Plan with us. Your comments will be added to the public record and included in the staff report to the Planning Commission.
Sincerely,

RYLEE HALL | (*She/Her*)
Principal Planner
PLANNING DIVISION | SALT LAKE CITY CORPORATION

Office: 801-535-6308
Email: rylee.hall@slc.gov
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From: Kara Moore <[redacted]
Sent: Sunday, June 21, 2026 10:27 AM
To: AvenuesPlan <avenuesplan@slc.gov>
Subject: (EXTERNAL) No earthquake in community plan

Some people who received this message don't often get email from [redacted] Learn why this is important

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Greetings!

I enjoyed reading the avenues community plan and it addresses a lot of the major concerns I have as an avenues resident. I saw that fire safety was addressed in the plan but I don't think that earthquake safety was acknowledged. I think it would be great for it to be addressed in the plan.

Best,
Kara
Avenues resident

Questions

Total 2 responses

Page 1: Avenues Community Plan Draft

2/2 responses

1. Comments

2/2 - Long answer - optional

All responses (2)

Add more areas of mixed use in lower aves. Small businesses are one of the most important assets to the aves community fabric and provides walkable destinations/critical services. Every corner should be an opportunity for a small business within the historic houses. This doesn't remove existing residential but rather gives more flexibility for live-work spaces and entrepreneurs. Think the dragonfly incubator with multiple small businesses on 600 E or healthy pets on K with apartments above. We also need a neighborhood bar. Somewhere where you can grab a drink and interact with your neighbors.

I have read the draft plan and was impressed with how comprehensive it is and how it reflected what I heard at meetings and talking with people who live here. My only criticism is the language used throughout. It read as bureaucratic and complex and doesn't really invite people to read it. I read the 1987 plan which read very differently..perhaps because we had a mayor who spoke differently in person and in writing. I think you should have an English major or two on the project and make the final product something readable as well as comprehensive as the work you done has shown.

From: Jim Jenkin
To: AvenuesPlan
Subject: (EXTERNAL) Current concerns GACC Land Use
Date: Tuesday, May 26, 2026 2:57:11 PM

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Current comments from Land Use Committee review: 26 May 2026 Jim Jenkin, Chair

In its first review of the DRAFT the Land Use Committee of the Greater Avenues Community Council (LUCom.) expressed concerns that complexity of the plan and the large number of slides make it hard for the public to read and understand, and may therefore form a barrier to public comment. Can there be simpler language and less photos?

The committee expressed concern that development of the LDS complex as a "regional resource" will strain neighborhood infrastructure. Members note that the setbacks for current LDS facilities generally match the 25 foot Avenues setback , which contributes to a more benign
impact of the complex.

Members note that the Avenues has no Senior Center or Community Center.

The reliance on the somewhat generic Guiding Principles from Plan Salt Lake (PlanSL.) mask key Avenues characteristics, and will lead to degradation of key neighborhood Character, such as:

Preserving the Character of the neighborhood as a primarily residential neighborhood closely aligned with downtown and the University District.
Residents routinly use resource from these neightborhoods. Without proper stress on housing retention, each commercial addition or rezone will lead to a loss of housing, (except in the case of new mixed use construction). T

To preserve and maintain the character and development pattern of the Avenues Historic District through preservation and compatible infill. The character of the lower and mid-Avenues is completely dependent on the preservation of the Avenues Historic District, defined by its structures and development pattern to the present.

The Draft specifically references Expanded Housing Options, an unadopted and flawed proposal that unjustly confers privileged construction parameters on a single type of new construction, and reduces the determination of set-back to an over-simplistic process that will degrade development pattern type. Block face averaging is somewhat inconvenient,

but reducing it to a process specific to each lot location degrades it to randomness.

From: [redacted]
To: Thompson, Amy
Cc: [redacted]
Subject: (EXTERNAL) Avenues Community Plan
Date: Sunday, May 31, 2026 10:42:58 PM
Attachments: Avenues Community Plan DSR.doc

You don't often get email from davidr@chcslc.com. Learn why this is important

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Amy,

Thank you for your hard work with our new community plan.

Attached are my thoughts on what I see as the most important issue, which is streetscape. Specifically, setbacks and building mass. This is touched on in Chapter 8, Beautiful Cities. I think streetscape setback and building massing should be incorporated as many times as possible!

Thank you for your consideration,
David R.

David S. Richardson, AIA, PE
[redacted]

Capitol Hill Construction, Inc
[redacted]

Amy Thompson
Salt Lake City Planning Division
Transmitted Via Electronic Mail

30 May 2026

RE: Draft Comments
Avenues Community Plan

Amy,

Thank you for spearheading this epic task. This was a long read and re-read for me. It also prompted me to revisit the 1987 Avenues Community Plan, the SLC Preservation Handbook and topographic maps of the LDS Hospital site. I have been perseverating over this for weeks and in lieu of presenting my manifesto, I have distilled this down to two items that I feel are most important to the future of the Avenues Community:

1. Streetscapes: I believe that building setbacks and massing are critical to maintaining our neighborhoods. Perhaps the most character defining element of the Avenues neighborhoods is our narrow streetscapes. Street front setbacks, building heights and building massing create a uniform sense of place for each area of the Avenues. Exceptions (most of which primarily pre-date existing zoning) should not be used as examples. The important discussion of Setbacks and Massing which appears in Section 8 of the Draft Plan should be utilized in other sections.

2. LDS Hospital Site: This is well documented in the 1987 Plan, and the issues remain remarkably similar today. I live near LDS Hospital and on my frequent walks, I think about how the current medical buildings fit into our neighborhood. Interestingly almost all buildings honor the surrounding SR-1A setbacks and often exceed them. The existing building massing works because of the topography. Along Tenth Avenue building height is effectively zero. Dropping nearly 100 feet to Seventh Avenue, the eight story hospital fits, largely because of its very deep setback. All other campus buildings transition to and buffer the massive hospital building from the surrounding neighborhood. Future development of the LDS Hospital site should be restricted to existing building heights, massing and setbacks.

To summarize, building setbacks and massing are the most critical aspect to maintaining the quality of life in this stable, fully developed area of Salt Lake City. Our new plan may be in place for decades, so it is important that we get it right!

Thank you for sharing and incorporating my thoughts as you see fit. Please feel free to call me for further discussion.

Sincerely,



David S. Richardson, AIA, PE
Capitol Hill Construction, Inc
[redacted]

William Littiig
121 D Street
SLC, Ut 84103
williamlittig@ymail.com

Amy Thompson / Rylee Hall
Salt Lake City Planning

I have a long history in the Greater Avenues in Salt Lake City, I was on the community Council for ten years and was Council Chair for two years. I was also the Avenues representative on the Salt Lake City Historic Landmarks Commission. I am very concerned about what has been written by the Planning Staff for future zoning and proposed uses in my neighborhood.

The Avenues is recognized as the largest intact residential historic district between the Mississippi River and San Francisco. Residential is in the description. We have suffered some character changes, apartment conversion during the World Wars that broke up many home for the housing of soldier's wives, Our home and that of immediate neighbors met that call. Post WW2, we saw apartment buildings squeezed into small housing lots. The 50's 60's and 70's saw a lack of control and building far removed from the traditional scale, height and designs. University housing needs disturbed owner-occupied neighborhoods. This demographic shift has caused our area to become older, fewer children, but still have ample amenities, stores, cafes, salons and bakeries. We Do Not Need More Commercial Development nor dense housing. We have already suffered and continue to fight for our residential neighborhood.

Walk our quiet, treelined streets. Be in awe at the scale and character of our historic homes. Smell the roses. We need preservation not development. We do not need taller structures, we do not need ADU's in more backyards. We pay a high prices in taxes because we have invested in preservation of our homes. We pride ourselves in being unique, our Avenues are small and do not align with the cities pattern. We are "Off The Grid"- Be sensitive to this a different unique residential neighborhood!

William R. Littig, Willy

P.S, On page 47 under **"Opportunities"** I would like to see the second paragraph removed.

Received
5/26
Scanned & Submitted

ATTACHMENT F: Public Engagement Report

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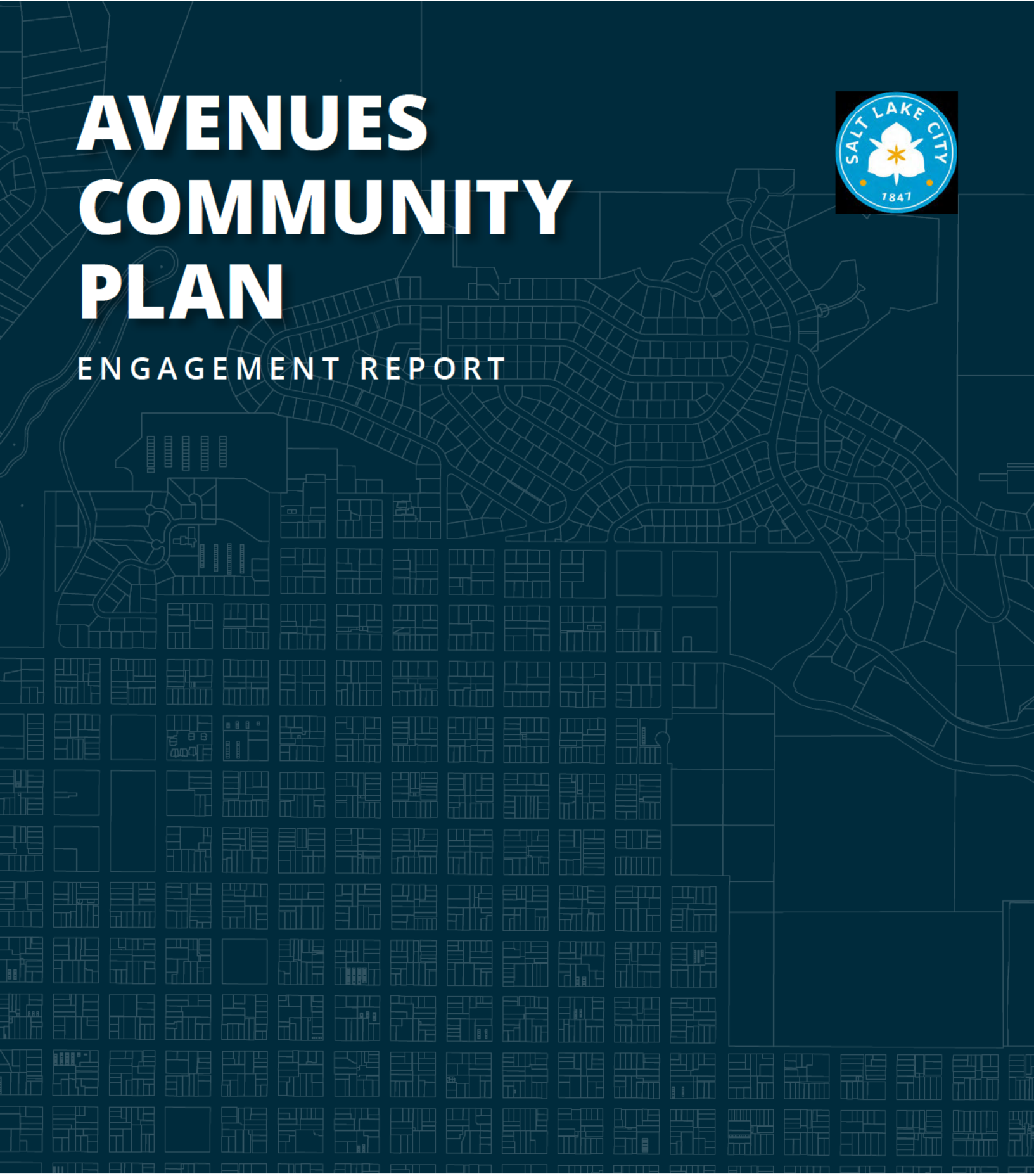
AVENUES COMMUNITY PLAN

ENGAGEMENT REPORT



PLANNING DIVISION

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DRAFT

OVERVIEW

The Avenues Community Plan reflects input gathered through a variety of engagement methods conducted throughout the planning process. It includes input from community members, business and property owners, community organizations, and visitors.

This report documents the public engagement process for the Avenues Community Plan update.

ENGAGEMENT SNAPSHOT



IN-PERSON EVENTS

11



IN-PERSON COMMUNITY MEMBER INTERVIEWS

75



COMMUNITY MEETINGS

3



STAKEHOLDER INTERVIEWS

8



SURVEY RESPONDENTS

256

Please note: *Additional events will be held to gather feedback on the draft plan, and the engagement snapshot will be updated to include this continued outreach.*

ADDITIONAL ENGAGEMENT

Students from the University of Utah's Department of City and Metropolitan Planning conducted additional engagement activities as part of a course in Plan Making; their results are included in this engagement report.

ENGAGEMENT SUMMARY

Community engagement for the Avenues Community Plan was conducted in three main phases.

PUBLIC ENGAGEMENT TIMELINE



1 Opportunities & Issues
Summer/Fall 2025

2 Big Ideas
Fall 2025 - Spring 2026

3 Final Vision
Spring / Summer 2026

The following sections summarize the steps in each engagement phase and key takeaways.

PLAN UPDATE INFORMATION WEBPAGE

(Continuous Engagement Tool)

An Avenues Plan Update webpage was created at the outset of the process and continuously updated throughout all three phases. The webpage provides information about the plan update process, engagement opportunities, and ways to submit questions and comments.



PHASE 1

OPPORTUNITIES AND ISSUES

The first phase focused on learning from the community — hearing about strengths, challenges, ideas, and opportunities. Input was gathered on a range of topics including housing, neighborhood amenities, parks, and transportation.

GOAL: LISTENING & INFORMATION GATHERING

- *Existing Conditions Report*
- *Online Survey*
- *In-Person Outreach (Community Learning)*
- *Stakeholder & Community Interviews*
- *Commission & City Council Briefings*

EXISTING CONDITIONS REPORT

The Existing Conditions Report marked the first step in the plan update process, providing a comprehensive overview of the Avenues community's current conditions across demographics, land use, connectivity, open space and natural resources, historic and cultural assets, and infrastructure. Serving as a snapshot in time, the report established a foundational understanding of the community to help guide and inform goals for the plan update moving forward.

ONLINE SURVEY

(June 19 – August 1, 2025)

An online survey was distributed through social media, the project website, and at in-person engagement events.

IN-PERSON OUTREACH

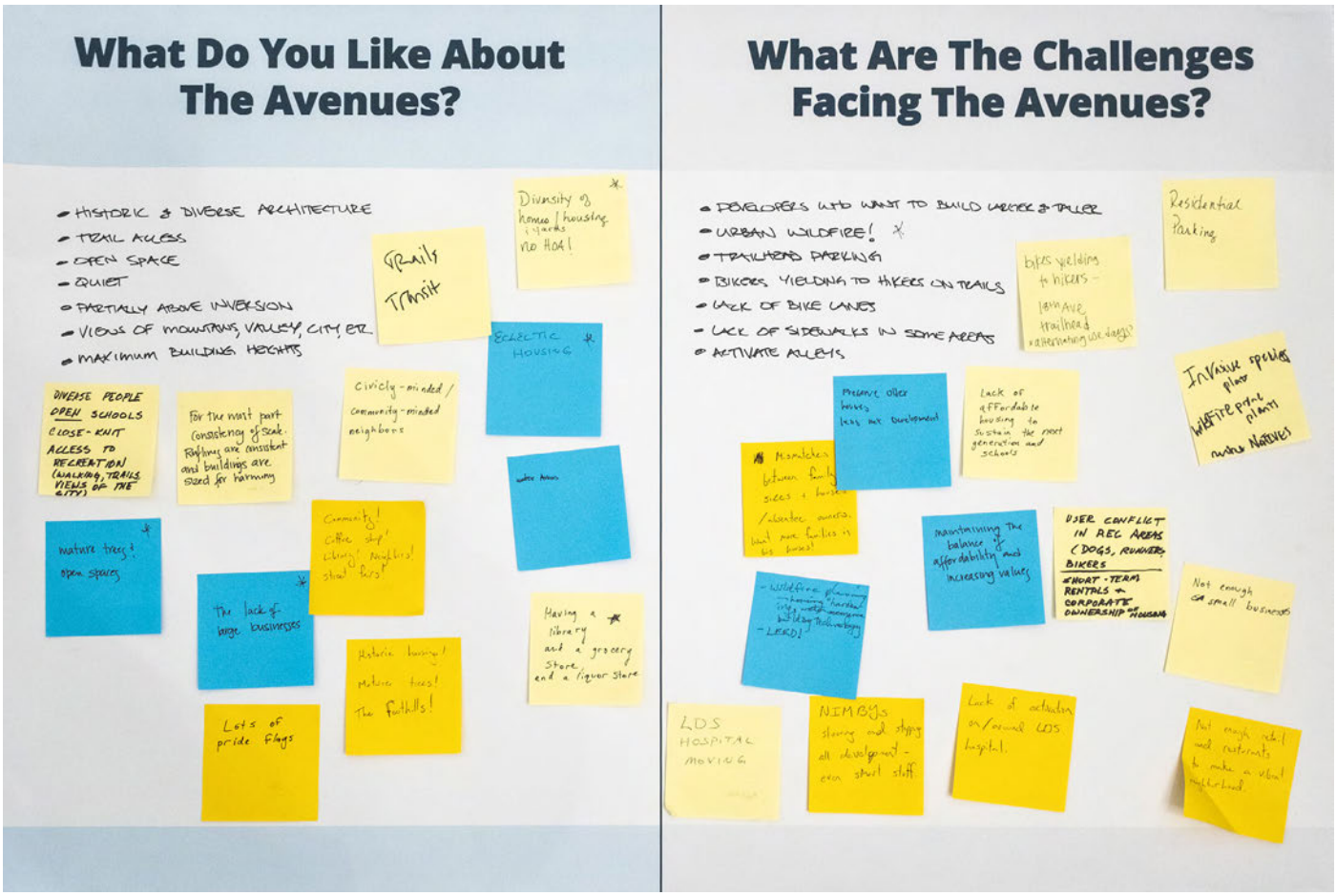
(Community Learning)

Seven in-person outreach events focused on community learning were held at locations throughout the Avenues.

1. **Presentation at Greater Avenues Community Council Meeting - Corinne & Jack Sweet Library**
   June 4, 2025 - 7 to 7:20 PM
2. **Corinne & Jack Sweet Library**
   June 19, 2025 - 5:30 to 7:30 PM
3. **Memory Grove**
   June 24, 2025 - 5:30 to 7 PM
4. **Cucina**
   June 25, 2025 - 11 AM to 2 PM
5. **11th Avenue Park**
   June 26, 2025 - 5:30 to 7 PM
6. **Smith's Grocery Store (Avenues)**
   July 1, 2025 - 5:30 to 7 PM
7. **Publik Coffee Roasters**
   July 2, 2025 - 9 to 11 AM

The Greater Avenues Community Council Meeting included a formal presentation on the community plan update process and highlights from the Existing Conditions Report. The remaining events were more informal, pop-up-style gatherings that allowed attendees to interact directly with each other and with planning staff.

Presentation boards with interactive activities — including large maps and example photos where participants could place stickers or notes — were used to gather specific, place-based input.



STAKEHOLDER & COMMUNITY INTERVIEWS

Planning staff conducted eight interviews with stakeholders including the current City Council District 3 representative, Greater Avenues Community Council members, business owners, government entities, and community members.

University of Utah students conducted an additional 75 interviews with community members and business owners. Interview questions were designed to better understand the area, public improvement priorities, and participants' experiences living, working, and recreating in the neighborhood. Interviewees were encouraged to share candid perspectives through open dialogue.

COMMISSION & CITY COUNCIL BRIEFINGS

Informational briefings on existing conditions and the plan update process were provided to the Planning Commission, Historic Landmark Commission, and City Council.

PLANNING COMMISSION

August 27, 2025

- How the plan will address **wildfire risk**
- How **community plan boundaries** are determined and how policies should be aligned where plans border each other and have shared characteristics
- **Transportation user conflicts**, specifically between bikes and vehicles on north-south streets
- The **mix of building forms and uses** and prioritizing those with a highly walkable environment
- The **Frequent Service Network** (FSN) and how it is defined

HISTORIC LANDMARK COMMISSION

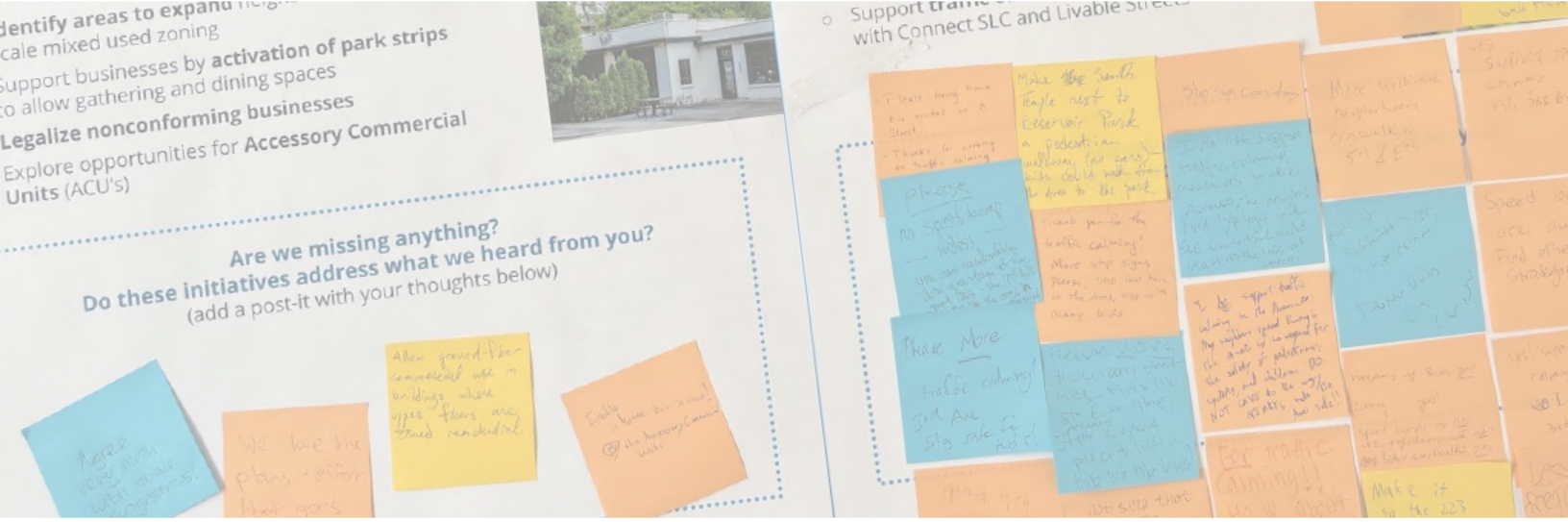
September 4, 2025

- **History and context** of the Avenues Local Historic District, and whether its creation corresponds to **changes in new construction activity**
- Future land use and zoning considerations for the **LDS Hospital Campus**
- Potential changes to Historic Landmark Commission processes, and considerations for **expanding Local Historic District boundaries**
- **Beautification and placemaking opportunities**, and whether specific locations have been identified
- **View and shade impacts** from taller buildings

CITY COUNCIL

September 16, 2025

- How **community plan boundarie**s are determined
- How smaller lot sizes, a mix of building forms and densities (often on the same block), and corner shops/commercial uses contribute to the **Avenues' desirability**
- Balancing conflicting **community feedback** (e.g., safer intersections and less speeding alongside opposition to traffic calming measures)
- The **role of the community plan** in relation to specific sites, including the LDS Hospital Campus, and the campus as an opportunity to diversify building stock and land uses
- Adding more **commercial uses and managing concerns** about potential parking and traffic impacts
- Considering **existing attainable housing** (Naturally Occurring Affordable Housing - NOAH) in relation to housing policies and initiatives
- Improving **trail access through residential areas** to the foothill trail system
- Broader support for **small-scale neighborhood commercial and mixed-use development** citywide



PHASE 2

BIG IDEAS

Building on Phase 1, community feedback and existing conditions data were analyzed together to identify common themes and shape draft initiatives — specific actions intended to address community priorities and align with citywide goals.

GOAL: CONFIRMING FEEDBACK & SETTING DIRECTION



Phase 1 Community Feedback Results

Key Themes & Priorities

In-Person Outreach (What We Heard + Ideas)

PHASE 1 COMMUNITY FEEDBACK RESULTS



ONLINE SURVEY RESPONDENTS

256



IN-PERSON INTERVIEWS

83



COMMUNITY LEARNING IN-PERSON OUTREACH EVENTS

7

Who we heard from: Online survey respondents skewed towards those that live in the community with 86% living in the Avenues and the remaining 14% living in neighboring communities. Homeowners represented 69% of survey participants, which is higher than the neighborhood's 46% owner-occupancy rate.

People age 65 and older accounted for 26% of survey participants — higher than their 18% share of the Avenues population — while those aged 25–44 and 55–64 made up 19% and 16% respectively.

Households with children under 18 represented 19% of respondents, slightly higher than the 14% of Avenues households with children under 18.

These online survey results were complemented by in-person engagement events, which helped capture a broader range of community perspectives, including from participants who may not have engaged online.

KEY THEMES & PRIORITIES

The following sections provide a summary of community feedback organized around overarching themes.

MOST VALUED COMMUNITY ASSETS

- **Walkability and proximity to amenities and downtown**
- **Access to nature and recreation**
- **Historic character and architecture**
- **Strong sense of community**
- **Quiet, safe, neighborhood feel**

Walkability and proximity were the most frequently mentioned assets, with people highlighting the ability to walk to local businesses, parks, libraries, and downtown. Closely tied to this is **access to nature and recreation**, particularly the foothills trails, and open spaces like parks and the city cemetery. The neighborhood's **historic character and architecture** also emerged as a defining asset, with many noting the charm, diversity of housing styles and types, and the preservation of older homes.

Equally important to participants was the **strong sense of community**: friendly neighbors, diversity across age, income, and lifestyle, and an intangible "vibe" and sense of individuality that sets the neighborhood apart. Finally, participants frequently mentioned the **quiet, safe feel of the neighborhood**, supported by tree-lined streets, small blocks, and cohesive streetscapes, noting that the Avenues maintains this livable character even with close proximity to the city center.



"

"Each house has its own personality, in contrast to tracts where every house looks the same."

"Being able to walk out my front door and be a block from downtown and out the back door into a park that runs up into the mountains."

"Small town feeling... diversity of old and young, wealthy and low income... the community has its own identity and goodwill."

"Access to biking, running, hiking trails as well as downtown—it's a beautiful, safe neighborhood."

"The history of the Avenues is its most valuable asset, and great efforts should be made to continue preserving it."

"We all need to recognize what we love about the Aves, and move to maintain what is unique and special about it. We also need to recognize what can be improved. Lastly we need to accept change while managing inevitable city growth."

BIGGEST COMMUNITY CHALLENGES

- **Housing affordability and diversity** (cited as the #1 challenge by 40% of online respondents)
- **Traffic issues:** Speeding, safety, and parking
- **Public transportation limitations**
- **Infrastructure gaps and maintenance needs**
- **Lack of neighborhood serving businesses**
- **Uncertainty surrounding the LDS Hospital Campus**

The most frequently cited challenge was **housing affordability and diversity**. Respondents noted that rising home prices make it increasingly difficult to buy or remain in the neighborhood and expressed a need for housing that supports a broader range of household types, income levels, and tenure options.

Traffic was another significant concern to participants, particularly speeding and inconsistent signage at intersections. This was often paired with concerns about pedestrian and cyclist safety.

Public transportation limitations were also a recurring theme, with many citing infrequent service, indirect routes, and poor connections to primary destinations such as the downtown TRAX station and the University of Utah as the biggest hurdles to using transit.

Infrastructure gaps, especially uneven or missing sidewalks, crossings, and general pedestrian accessibility issues, were widely noted, as were calls for protected bike lanes and better connectivity to the broader active transportation network.

Participants also expressed a clear desire for more **neighborhood-serving businesses**, particularly small-scale commercial uses like cafes, corner stores, retail, and restaurants, while emphasizing the importance of maintaining the area's primarily residential character.

Finally, **uncertainty about the future of the LDS Hospital Campus** was raised frequently, seen both as a challenge and as a significant opportunity.

"

"The most important thing is people. I've lived here 15 years, and it feels like the neighborhood is losing diversity of age, race, ethnicity, income, etc all factors. The avenues should be an affordable place for a lot of different people."

"I'd like to see more corner stores and other small businesses that serve the community here."

"I used to use buses, but now I use my car. We need more (at least three more) buses (223 route), especially in peak hours, like in the mornings when students use buses to go to school. Also, two more buses on South Temple. I would like to see more regularity in buses."

SENSE OF COMMUNITY & LIVABILITY

- **Quality of Life:** 95% of online survey respondents rated quality of life in the Avenues good or very good.
- **Community Gathering Space:** Comments identified the need for more community gathering space, including a community and recreation center, reservable space for private events, and a senior center. Temporary street closures during the COVID-19 pandemic were cited as a positive example of informal community gathering and safe areas for kids to play.
- **Community Events:** The Avenues Street Fair was consistently praised, with many expressing interest in additional community celebrations and events throughout the year.

HOUSING & GROWTH

Most community input supported increasing housing through targeted strategies. While some participants prefer no additional housing, adopted citywide plans, including Plan Salt Lake and Housing SLC, emphasize the need for all communities to contribute to meeting future housing needs.

- **Most Preferred Housing Strategies:**
  - Adaptive reuse of non-residential buildings (e.g., churches, schools)
  - Mixed-use development
  - Diversifying housing types in more areas of the neighborhood
  - Infill on underutilized properties
- **Most Preferred Housing Types:** Duplexes, townhomes and row homes, small-lot single-family homes, triplexes, and smaller-scale multi-family buildings were identified as preferred housing types. Participants acknowledged that the Avenues already has a variety of housing types, so discussions with community members generally focused less on specific housing types or unit counts and more on the scale and compatibility of new development, including building setbacks, spacing between structures, and design.
- **Other considerations** raised include limited growth opportunities due to the neighborhood being largely built out, and homes and properties next to elevated wildfire risk areas.

> *"I understand why people resist change, but it is something to accept and plan for. Every neighborhood should do its fair share to provide more diverse housing. YIMBY*
> *– Aves Resident of 45 years"*

TRANSPORTATION & MOBILITY

Engagement on transportation focused on understanding community perspectives on safety and access. Community members identified intersections and streets where speeding and safety concerns are most prevalent, shared the destinations they travel to most frequently outside the neighborhood, and described what would make it easier or more appealing to use alternatives to a personal vehicle.

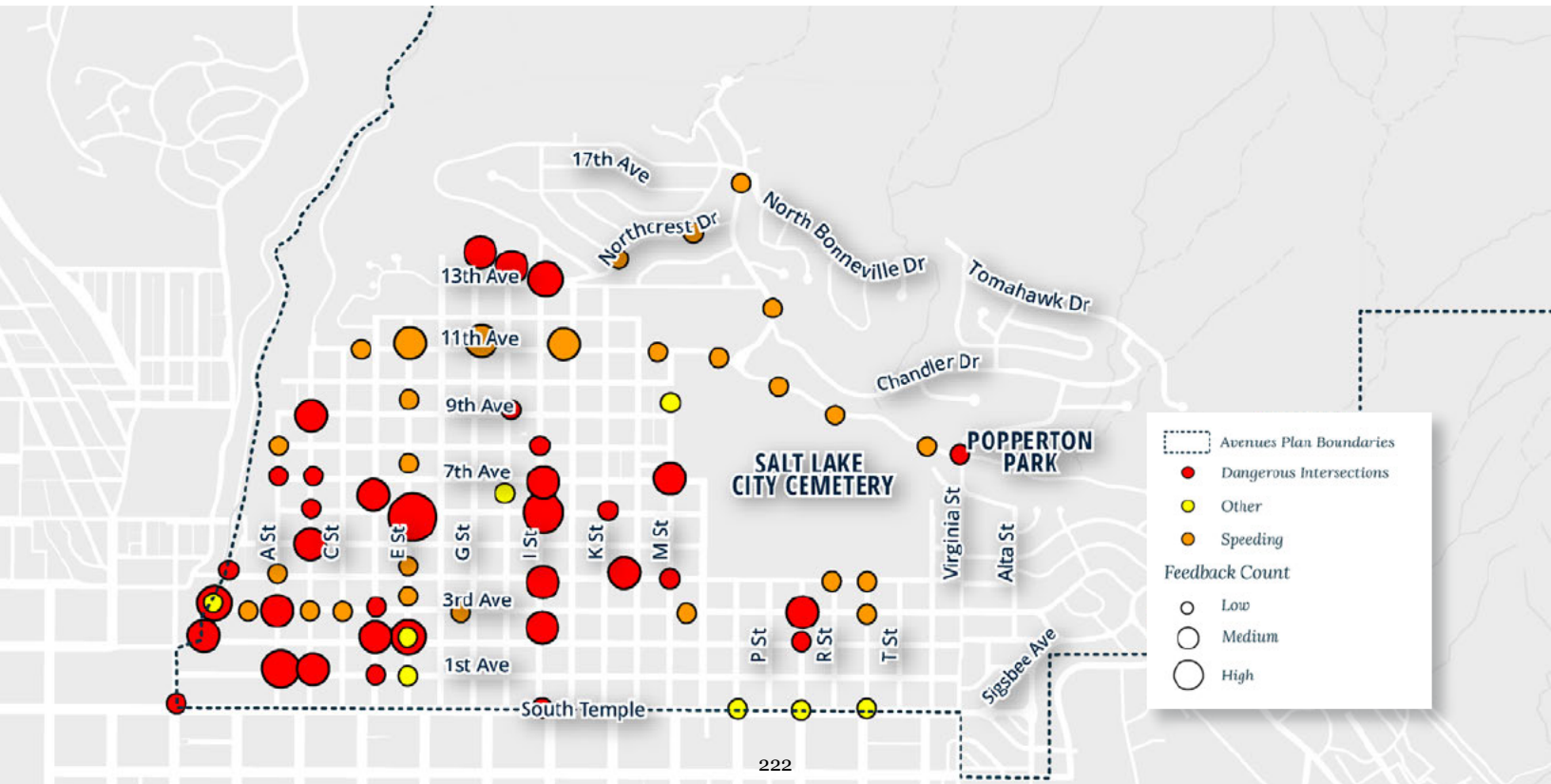
- **Speeding and unsafe intersections** were the most common concerns. Participants suggested improvements including speed bumps, bulb-outs, raised crosswalks, roundabouts, and increased enforcement. Feedback on traffic calming measures was mixed, with a majority expressing support, while others raised concerns about existing speed bumps in the neighborhood, particularly their close spacing and large size. Some participants also noted that curb extensions should be designed to accommodate cyclists, so they are not forced into traffic.

  Inconsistent traffic signs, particularly at intersections, were frequently cited as a concern, with some suggesting all intersections be converted to four-way stops. Vehicles parked too close to corners were also noted as reducing visibility.

> *"Doing something about the designs of the intersections. Cars have to stop beyond stop signs to be able to see oncoming traffic. Speeding is rampant, and yield signs are often disregarded to such an extent that they become ineffective."*

> *"Clearly designated bike paths that are not located on narrow streets, and sidewalks that are well landscaped (shaded) as well as maintained."*

The map below was created by digitizing large maps where participants placed stickers and notes to identify specific areas of concern. Participants that used the "other" category reported things such as access to and from Avenues for pedestrians and bikes along South Temple, better one-way signs on 3rd Avenue, and traffic getting backed up near the coffee shop drive thru.



“

“More bus lines through the Avenues to the U of U and more frequency of them.”

“The speeding in the Avenues is insane, especially down I St and E St...drivers are easily going 40mph up and down E St.”

“I do most trips by foot, transit a few times a week and drive once a week. The extreme SW Aves near downtown, is a logical place to put effort into protecting the many pedestrians.”

- Participants reported that the reduction of vehicle lanes on **South Temple** has resulted in slower traffic and safer pedestrian crossings. Some participants called out safer drop-off and pick up from Wasatch Elementary and reduced fast-moving traffic near the school. Vehicle congestion is still a reported concern in some areas, especially near South Temple and 700 east.
- **Bike infrastructure** that is safer and more connected was identified as a need. Participants called for continuous protected bike routes, improved north-south and east-west connectivity, safer crossings at South Temple, better bike lane markings, and more bike parking throughout the neighborhood.
- **Pedestrian safety improvements** were an identified need across the neighborhood, including wayfinding signs, improved traffic control at crossings and intersections, and addressing poorly marked crosswalks and missing sidewalk segments. Intersections near schools were noted as areas in need of improvement. Stricter enforcement of winter sidewalk clearing requirements was also requested to keep walking routes passable year-round.
- **Public transit** improvements were broadly supported. 41% of online survey respondents identified service frequency as a primary barrier to using public transit. Participants also called for earlier and later service hours and more direct connections to destinations frequented by community members including the University of Utah, TRAX, and downtown. A small number of comments expressed a preference for fewer, smaller buses.

PARKS & RECREATION

“

“Bathrooms at trailheads. The new amenities at the start of the uphill trail in City Creek are a good start.”

- **Park Quantity and Size:** The number of parks was widely seen as a neighborhood strength, though some noted that certain parks are too small.
- **Park Amenities:** The most common requests for park improvements included more shade, community gathering areas, seating, drinking fountains, restrooms, water features (e.g., splash pad) sports courts, and playing fields. Additional requests included better lighting, improved bike parking, play areas and features for young children, and clean, well-maintained trash facilities. Community feedback also highlighted interest in amenities such as food trucks and food and beverage stands to allow longer use of public spaces, so people don’t have to leave to get these things somewhere else.
- **Park Activation:** Feedback emphasized the desire for more programmed events and activities in parks such as craft clubs, gardening classes, yoga, art or farmers markets, etc.

“

“We need a park that’s suitable for YOUNG KIDS (e.g. sandpit, fenced in, smaller kid features, not on a giant hill — lower Aves).”

“More tennis courts; almost always have to wait when going. A field maintained enough to play sports on. Popperton and 11th are dangerous with holes, being uneven, etc.”

- **Park Maintenance:** Feedback emphasized the importance of maintaining existing amenities; keeping fields safe and level, managing overgrowth, and ensuring public spaces are clean and well-kept.
- **User conflicts:** Off-leash dogs in parks and on trails remain a point of contention. Participants expressed frustration about dogs running off-leash in areas where it is not permitted, and raised concerns about conflicts between hikers, cyclists, and dogs on trails. Some suggested alternating use days on more trails to reduce conflicts and improve safety.
- **Desired facilities:** Respondents expressed interest in a public pool, fitness facilities, and a recreation center, particularly for use during colder months. Community gardens were also mentioned as a form of green space people would like to see more of. Several residents noted interest in better utilization of the city cemetery such as multi-modal use of the cemetery streets.
- **Natural Lands and Trails:** Community members strongly value access to the Foothill Trail System and City Creek Canyon, with many describing these as defining features of the neighborhood. Some called for increased efforts to preserve natural lands. Specific concerns included parking impacts on surrounding residential streets, the need for improved trailheads,

NEIGHBORHOOD SERVING BUSINESSES

There was strong interest in more small-scale commercial activity in the Avenues. Feedback emphasized that commercial uses should primarily serve neighborhood needs rather than a commercial center designed to attract outside visitors. Approximately 20% of online survey participants indicated they do not want additional commercial development in the neighborhood.

“

“I’d like to see more corner stores and other small businesses that serve the community here.”

“Needs more corner stores, delis, coffee shops, small retail, restaurants. Also needs to maintain affordability.”

- **Most requested business types:** Dining options, particularly cafes and restaurants with diverse food offerings, were the most requested uses, along with small markets, corner stores, bakeries, florists, butchers, wine bars, and co-ops. A preference for locally owned businesses was frequently emphasized as was the desire for more home-based businesses and flexibility.
- **Preferred locations:** Most participants preferred neighborhood businesses to be dispersed throughout the neighborhood. Corner properties and intersections, as well as locations clustered near existing commercial activity, were identified as the most appropriate locations.
- **Other considerations:** Interest in **pop-up and seasonal markets** was noted, and outdoor seating and street trees were also identified as important **amenities** to support a comfortable and welcoming commercial environment.

IN-PERSON OUTREACH

What We Heard & Ideas

Four in-person outreach events focused on sharing feedback themes and potential strategies were held at locations throughout the Avenues. Presentation boards highlighted key themes and potential action items and participants were asked to confirm whether the feedback had been accurately captured.

A draft of the Avenues Future Land Use Map and associated land use themes was also shared for input.

- **Avenues Street Fair**
  Saturday September 13, 2025| 9:00 – 6 PM
- **Smiths Grocery Store (Avenues)**
  Tuesday, September 30, 2025| 5:30 – 7:30 PM
- **Memory Grove**
  Thursday, October 2, 2025| 5:30 – 7 PM
- **Lindsay Gardens**
  Tuesday, October 7, 2025| 5:30 – 7 PM





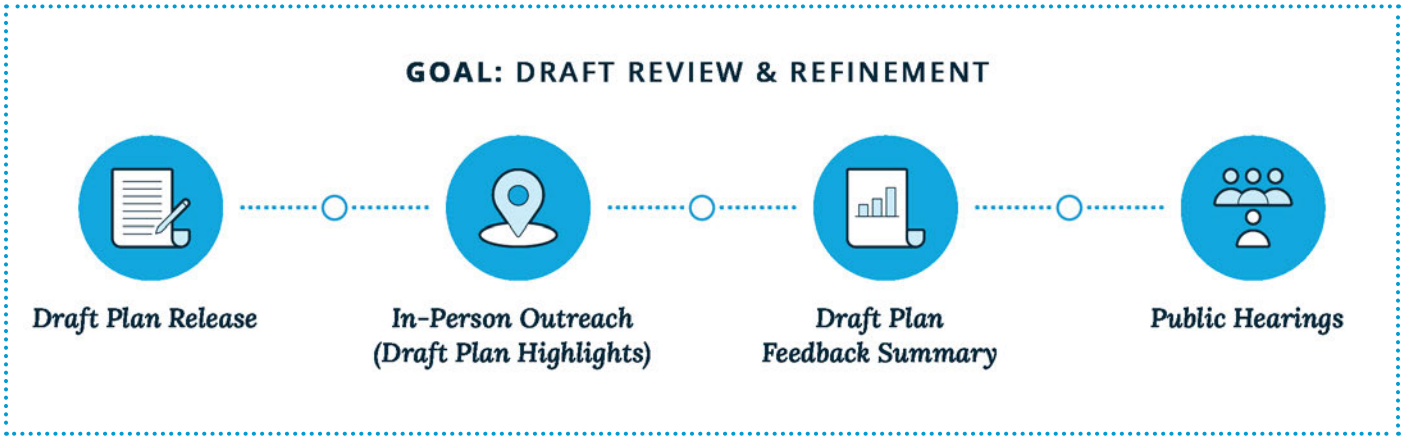
PHASE 3

FINAL VISION

Current Phase

Phase 3 engagement is currently underway and will be documented in a future update to this report as phase 3 progresses.

This phase focused on translating the ideas and priorities gathered throughout the process into a draft plan. The plan was refined through continued public input, community meetings, and formal hearings.



DRAFT PLAN RELEASE

A draft of the Avenues Community Plan was published online on **April 16, 2026**. An update email was sent to all listserv subscribers and community members who had requested updates and included a link to the draft plan and contact information to submit questions or feedback.

IN-PERSON OUTREACH

(Draft Plan Highlights)

- **Corinne & Jack Sweet Library**
  May 11, 2026 - 6 to 7:30 PM
- **Memory Grove**
  May 13, 2026 -5:30 to 7 PM


SALT LAKE CITY

ATTACHMENT G: Department Review Comments

The draft Avenues Community Plan is being reviewed in consultation with various city divisions, including Public Utilities, Parks and Public Lands, Housing Stability, Transportation, Sustainability, Economic Development, the Salt Lake City Arts Council, and Engineering. The final draft plan will incorporate all of the input received from city departments.

The following summarizes changes that have been made to the draft based on department feedback:

- **Public Lands**: Coordination to identify areas appropriate for a Natural Open Space land use designation.
- **Public Utilities**: Coordination to identify areas that should be designated as City Creek Watershed in the Future Land Use Map; Moved City Creek discussion and target about zoning City Creek Canyon to the Natural Lands section and adjusted the implementation matrix accordingly. Text added to Future Land Use section indicating that the community's existing water and sewer infrastructure supports current needs. However, new development and land use intensification will increase demand on these systems, and upgrades may be needed to maintain service levels and accommodate growth.
- **Transportation**: Corrected language in the Transportation & Mobility section regarding bus service that is part of the Frequent Transit Network. Modified wording in the Transportation section related to intersection safety.
- **Salt Lake City Arts Council**: Clarifications to text about maintenance of privately funded art and integrating art into transportation and mobility infrastructure.
- **Sustainability:**
    - Added emphasis on maintenance of existing tree canopy and cross-references to the various sections where street trees are discussed. Added language about prioritizing the preservation of existing trees in regard to activation and utilization of the right of way.
    - Included discussion about expanding publicly available EV charging stations.
    - Added discussion about improving energy efficiency and encouraging electrification of the building stock to help reduce emissions.