

# CENTRAL COMMUNITY



EXISTING CONDITIONS REPORT | 2026

PLANNING DIVISION

DRAFT

SLC.GOV/PLANNING

# COMMUNITY PLAN



EXISTING CONDITIONS REPORT | 2026

## PROJECT TEAM

Nick Norris, Planning Director

Michaela Bell, Assistant Planning Director

Krissy Gilmore, Planning Manager

Aaron Barlow, Senior Planner

Andy Hulka, Senior Planner

Meagan Booth, Principal Planner

Ben Buckley, Principal Planner

Seth Rios, Principal Planner

David Stuenzi, Principal Planner

Brian Maya, Graphic Design Specialist

DRAFT

---

# CONTENTS

*Salt Lake City has started updating the Central Community Plan, adopted in 2005. This Existing Conditions Report is the first step in that process, offering a detailed overview of the 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 conditions.*

The information collected in this report will help appointed and elected officials develop plans for the Central Community neighborhoods, making sure they align with adopted 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 the community's unique strengths and opportunities.

## **PLAN AREA 6**

|                         |    |
|-------------------------|----|
| LOCATION AND BOUNDARIES | 9  |
| DEVELOPMENT HISTORY     | 15 |
| REDLINING AND EQUITY    | 20 |

## **DEMOGRAPHICS 22**

## **LAND USE AND ZONING 36**

|  |    |
|--|----|
| OVERALL ZONING CONDITIONS                | 39 |
| RESIDENTIAL ZONING DISTRICTS             | 40 |
| MIXED-USE DISTRICTS                      | 42 |
| OPEN SPACE DISTRICT                      | 44 |
| INSTITUTIONAL AND PUBLIC LANDS DISTRICTS | 45 |
| OVERLAY DISTRICTS                        | 46 |
| LAND USE                                 | 48 |
| NON-CONFORMING USES                      | 50 |
| LAND OWNERSHIP                           | 51 |
| NEIGHBORHOOD AMENITIES                   | 52 |

## **HOUSING 56**

|                                 |    |
|---------------------------------|----|
| DENSITY                         | 59 |
| HOUSING TYPES & NUMBER OF UNITS | 61 |
| HOUSING AFFORDABILITY           | 64 |

## **PARKS, RECREATION, AND OPEN SPACE 72**

|                      |    |
|----------------------|----|
| WALKABILITY TO PARKS | 74 |
| PARKS                | 75 |
| NATURAL LANDS        | 78 |
| TRAILS               | 78 |
| URBAN TREE COVERAGE  | 80 |

## **TRANSPORTATION AND MOBILITY 82**

|                                |    |
|--------------------------------|----|
| TRANSPORTATION NETWORK HISTORY | 85 |
| STREET TYPES                   | 86 |
| TRAFFIC VOLUME                 | 88 |
| ROADWAY CONDITIONS             | 90 |
| ACTIVE TRANSPORTATION NETWORK  | 91 |
| SIDEWALK NETWORK               | 92 |
| TRANSIT CONNECTIVITY           | 92 |
| BUS LINES                      | 95 |
| COMMUTING AND CONNECTIVITY     | 96 |
| TRANSPORTATION SAFETY          | 98 |

## **PRESERVATION 100**

|                    |     |
|--------------------|-----|
| HISTORIC DISTRICTS | 102 |
| HISTORIC RESOURCES | 107 |

## **ARTS AND CULTURE 112**

|  |     |
|--|-----|
| PUBLIC ART INVENTORY                             | 114 |
| COMMUNITY EVENTS                                 | 116 |
| CULTURAL AND INSTITUTIONAL ATTRACTIONS AND SITES | 117 |

## **UTILITIES 118**

|                |     |
|----------------|-----|
| WATER          | 120 |
| SEWER          | 120 |
| STORM DRAIN    | 120 |
| MAJOR PROJECTS | 121 |
| POWER          | 122 |
| STREETLIGHTS   | 122 |

## **GEOLOGY AND NATURAL HAZARDS 124**

|                            |     |
|----------------------------|-----|
| FAULT LINES & LIQUEFACTION | 126 |
| WATERWAYS & FLOOD MAPS     | 128 |

## **PLAN AUDITS 130**

|                                    |     |
|------------------------------------|-----|
| KEY FINDINGS AND UPDATE PRIORITIES | 132 |
| PLAN SALT LAKE                     | 134 |
| HOUSING SLC                        | 142 |
| THRIVING IN PLACE                  | 144 |
| CENTRAL COMMUNITY PLAN             | 146 |
| SMALL AREA PLANS                   | 150 |
| OTHER PLANS                        | 154 |



# 01

# PLAN AREA

*The Central Community in Salt Lake City is named for its central geographic location. Covering about 6 square miles (3,885 acres), the area contains many of the city's oldest residential neighborhoods and is known for its historic 10-acre block layout and close proximity to downtown.*

Figure 1.1 Map of Salt Lake City Boundaries

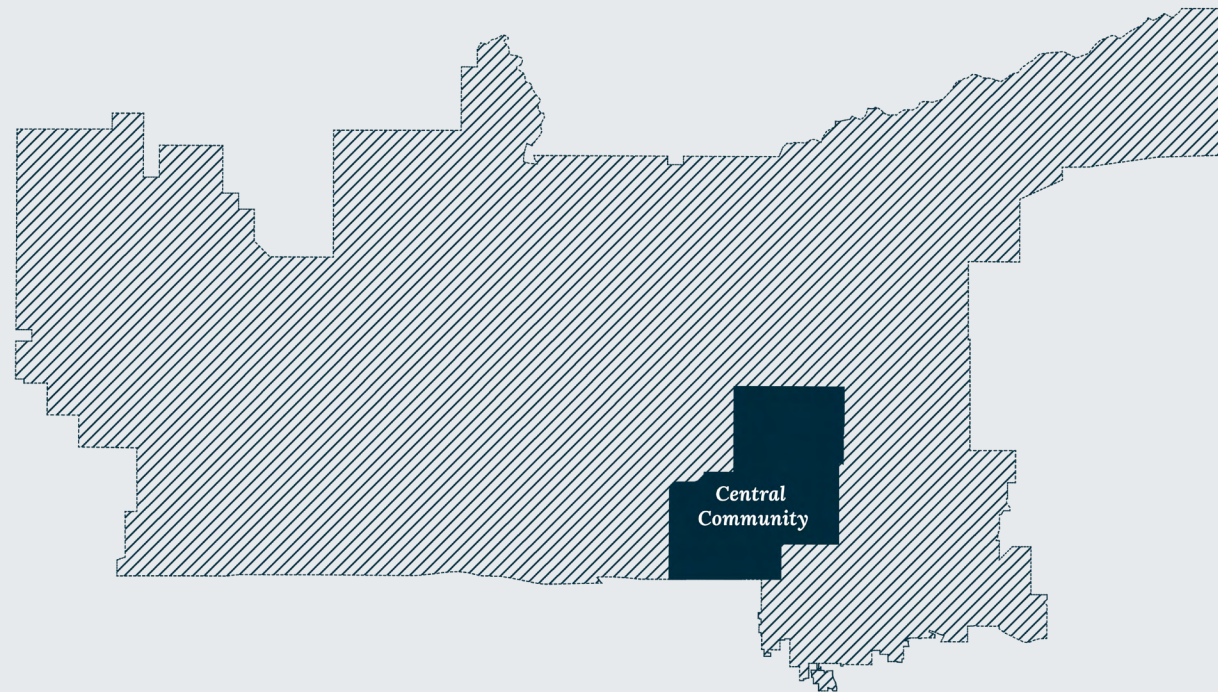
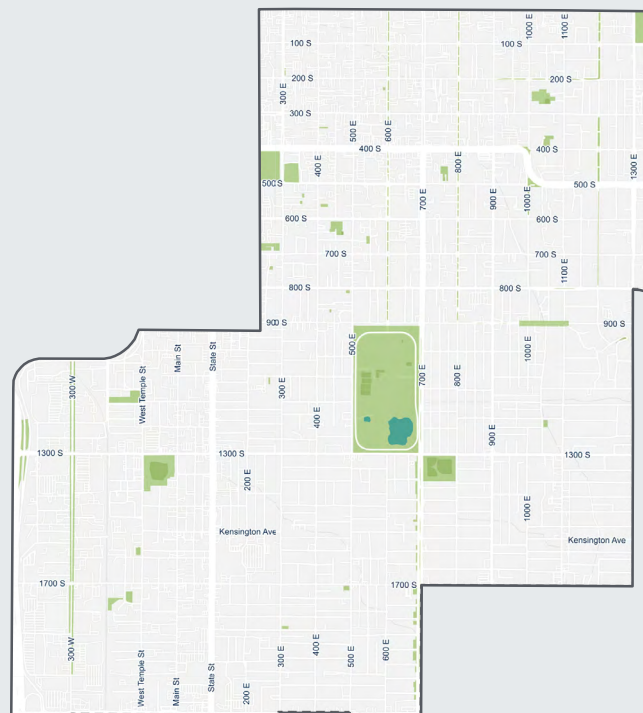


Figure 1.2 Map of Central Community Boundaries



DRAFT

# LOCATION AND BOUNDARIES



*Central Community sits between Downtown and Sugar House, linking the city's historic core with established neighborhood centers.*

Central Community's boundaries extend from 200 East and South Temple eastward to University Avenue. The boundaries then make a short jog west along 800 S to 1300 E, then south to 1700 South.

At 700 E, the boundary shifts south to 2100 S, then west to I-15. From I-15, it heads north to the 900 South viaduct, then along West Temple to 900 South, and finally north back to 200 East and South Temple.

## NEIGHBORHOODS

**The Central Community Master Plan (2005) identified seven neighborhood planning areas.**

- Gateway
- Downtown
- Central City
- East Central North
- East Central South
- Liberty Wells
- Ballpark (formerly People's Freeway)

This update focuses on five of the seven neighborhoods, as the Downtown and Gateway neighborhoods identified in the 2005 plan are now guided by their own plan.

Each of the five remaining neighborhoods has its own distinct characteristics shaped by its history, development patterns, and land uses, all of which contribute to the diversity of the Central Community.

The recognized neighborhoods and sub-neighborhoods within the Central Community planning area are outlined in **Figure 1.3**; however, a goal of the 2026 update is to reassess each neighborhood, including their boundaries and names, to determine if they are still accurate and resonate with the community.



Central City - 400 S 300 E

Figure 1.3 Map of Central Community Neighborhoods

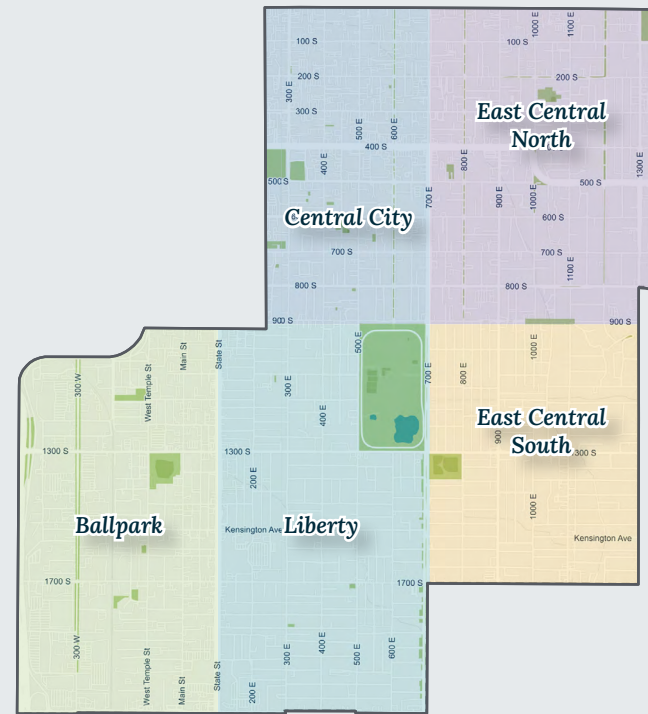
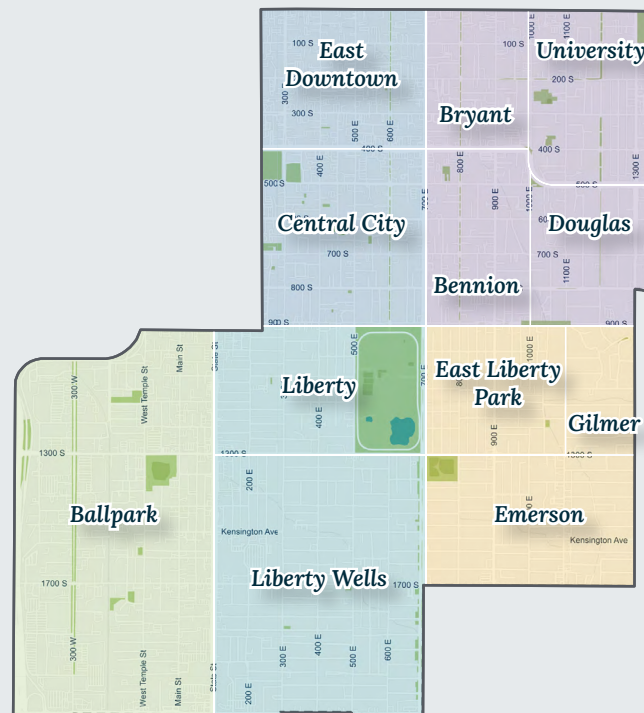


Figure 1.4 Map of Central Community Sub Neighborhoods



## CENTRAL CITY

Located within 200 East, 700 East, South Temple, and 900 South, this neighborhood has seen recent development projects featuring affordable housing and updated cultural spaces.

The 200 South corridor was recently redesigned for enhanced transit with priority bus lanes, separated bike paths, and 20 new boarding platforms.

**EAST DOWNTOWN**, located north of 400 South, is one of the city's most walkable and bustling neighborhoods, characterized by a diverse range of housing options—from small-lot, single-family homes to mid-sized apartment complexes with 12-30 units, mostly built between 1905 and 1930.

The district also hosts a variety of businesses and was historically served by the city's early trolley system. 600 East features a landscaped grass median that is a defining characteristic of the neighborhood. Recent development projects in the area have featured upscale dining, residential infill, and entertainment venues. In 2025, the TRAX Red Line underwent major repairs to support increased future capacity.

**CENTRAL CITY**, south of 400 South, was one of the city's most densely developed neighborhoods during the late 1800s and early 1900s. As the city grew, lots were divided into smaller parcels. It features some of the city's oldest architectural styles, including adobe, Victorian, and bungalow houses.

This area historically housed the trolley hub at Trolley Square and the Salt Lake Area Vocational School (later Salt Lake Community College) at 400 South and 600 East. Several residential and mixed-use projects are in various stages of development, featuring new retail and dining establishments.

## EAST CENTRAL NORTH

Located within 700 East, University St, South Temple, and 900 South, the East Central North neighborhood includes four sub-neighborhoods that share similar characteristics, thanks to mature trees and consistent building setbacks.

The area contains a mix of small shops, institutional uses, office buildings, student housing, large Victorian homes, bungalows, and multi-unit residential buildings. Recent development projects, mostly around 400 South, include the redevelopment of the OfficeMax site and multiple other multifamily buildings, many intended for university students.

**THE BRYANT NEIGHBORHOOD**, located between 700 and 1000 East from South Temple to 400 South, resembles neighborhoods to the west with similar block patterns and well-preserved inner courts. Its central location near downtown Salt Lake City, the Central Business District, and the University of Utah has influenced zoning for mixed housing types in a range of sizes. Buildings display various architectural styles that reflect a history of diverse incomes. Originally built for working- and middle-class families like tradespeople, shop owners, and professionals serving nearby institutions, most homes in the area are relatively small, up to 1.5 stories high. Nonetheless, several larger historic homes are scattered throughout the neighborhood. For the most part, commercial activity in the neighborhood is mainly concentrated along 400 South.

**THE BENNION NEIGHBORHOOD**, within 400 and 900 South from 700 to 1000 East, is also laid out in the historic grid with interior courts. Part of the Tenth Ward, known as the "Ward of Industry," the neighborhood was one of the first to have a co-op (a collectively owned store where community members pooled resources and profits to buy and sell goods), as well as other light industrial uses. The Tenth Ward meeting house at 400 South and 800 East was built in 1873 and restored in the late 1990s. It is Utah's oldest LDS ward house still in continuous use.





The Tenth Ward - 400 S 800 E

A growing concentration of working-class residents and industrial development between 1870 and 1900 shaped the neighborhood's early growth. Around the turn of the century and into the early 1920s, the neighborhood saw a significant number of new single-family homes in a variety of architectural styles.

Industrial pressures in the neighborhood eased when the Great Depression hit, and many of the neighborhood's single-family homes were consequently converted into rentals. In the 1960s and 1970s, several older houses were replaced by new apartments and commercial buildings, further diversifying the neighborhood's uses and housing types.

**THE UNIVERSITY NEIGHBORHOOD**, located between South Temple and 500 South from 1000 East to University St, experienced most of its development between 1890 and 1915 during a period of rapid population growth throughout Salt Lake City.

Most buildings in the neighborhood were constructed before 1920, displaying a variety of architectural styles from that era. Originally home to business and professional residents, including university educators, the area later transitioned to housing students as homes were converted into apartments after World War II.

**THE DOUGLAS NEIGHBORHOOD**, located between 500 and 900 South from 1000 to 1350 East, is on the east side of the city, just west of the University of Utah. The area features a mix of older and mid-century single-family homes, mainly in the Prairie style, on tree-lined streets, although student apartments are scattered throughout.

It also includes large educational institutions like Judge Memorial High School, McGillis School, and East High School (located just south of the neighborhood). Mt. Olivet Cemetery, established in 1874 by Congress as a burial site for non-LDS denominations in the region, is also located within the neighborhood.

## EAST CENTRAL SOUTH

**Located between 900 and 1700 South from 700 to 1300 East, this neighborhood combines location, layout, and livability with its proximity to Liberty Park and access to local businesses.**

Recent developments in the area include student housing and affordable housing projects, and areas around 900 South have experienced growth with additional retail and dining options.

**THE EAST LIBERTY PARK NEIGHBORHOOD**, situated between 900 and 1300 South from 700 to 1100 East, is one of the earliest streetcar suburbs in the area. Developed mainly between 1890 and 1925, it features modest single-family homes, duplexes, and small apartments that reflect early 20th-century architectural styles, such as cottages and bungalows.

Originally inhabited by working- and middle-class families, the neighborhood remains primarily low-density residential. The 9th and 9th commercial hub (at the intersection of 900 East and 900

South) offers a distinct mix of local businesses, independently owned boutiques, eclectic restaurants, and professional offices. It functions as a cultural center for the city, anchored by the well-known "Out of the Blue" whale sculpture.

**THE GILMER NEIGHBORHOOD** is located between 900 and 1300 South from 1100 to 1300 East, developed during the early 1900s. The noticeable difference in its character from other neighborhoods is due to a combination of sloping terrain, terraced yards, uniform setbacks, and the architectural quality of many of the homes. The Gilmer Park Historic District, listed on the National Register, is located between 900 South and Harvard Avenue (1105 South).

**THE EMERSON NEIGHBORHOOD**, located between 1300 and 1700 South from 700 and 1300 East, was historically known as Lincoln Park from historical subdivision tracts around Lincoln Street (945 East). Developed by non-Mormon contractors, it was first inhabited by newly arrived non-Mormons seeking to avoid integrating into established LDS wards. The area is anchored by Emerson Elementary School, established in 1894 at its current site, one of the city's oldest continuously operating schools.

## LIBERTY

**Located between 900 and 2100 South, from State Street to 700 East, and is one of Salt Lake City's most beloved neighborhoods, anchored by Liberty Park.**

Beyond Liberty Park, the neighborhood includes institutional uses, such as the South Campus of Salt Lake Community College and St. Joseph's Villa. Due to its proximity to State Street and 900 South, the neighborhood includes two mixed-use corridors offering retail, restaurants, offices, and frequent transit service, as well as retail near 1300 South and 500 East, enabling a walkable urban fabric for residents.

The Liberty neighborhood is experiencing notable investment and growth. A \$5 million improvement to the Rotary Play Park is currently underway, aimed at making it more inclusive

and accessible, and the Seven Canyons Fountain has been redesigned. Newly entitled residential projects, including Lincoln Village near 1300 South and State Street and 500 Parkview near 1300 South and 500 East, will be added housing options to the neighborhood. The 9-Line trail corridor continues to serve as an important active transportation connection through the area. Ongoing investment and new mixed-use development along its commercial corridors provide continued improvement in walkability and livability for residents. The Liberty Wells sub-neighborhood, situated roughly between 900 and 2100 South from 300 to 700 East, known for its artesian wells, walkability, brick bungalows and cottages, and proximity to Liberty Park, was designated as a National Historic District in 2010.

## BALLPARK

**Located between 900 South and 2100 South, from I-15 to State St, this neighborhood has seen recent redevelopment and investment along major corridors to improve walkability and access.**

The area features a mix of residential, commercial, and manufacturing uses, with the north-south TRAX line running along the railroad corridor near 200 West. Most residential development in the Ballpark area is located between Main St and the TRAX corridor. Early residents in the northern part of the neighborhood were primarily farmers, accompanied by some artisans and small business owners.

Homes built during this time are generally modest, with larger historic homes along West Temple. Development in the southern part picked up after World War II. One notable development from that time, known as Boulevard Gardens, features a unique cottage court design with homes facing a landscaped courtyard. The name "Ballpark" has largely replaced "People's Freeway" and reflects its long history as the home of the stadium for Salt Lake City's minor league baseball team, known currently as the Bees. In 2025, the local professional baseball team moved out of the neighborhood.

## DEVELOPMENT PERIODS

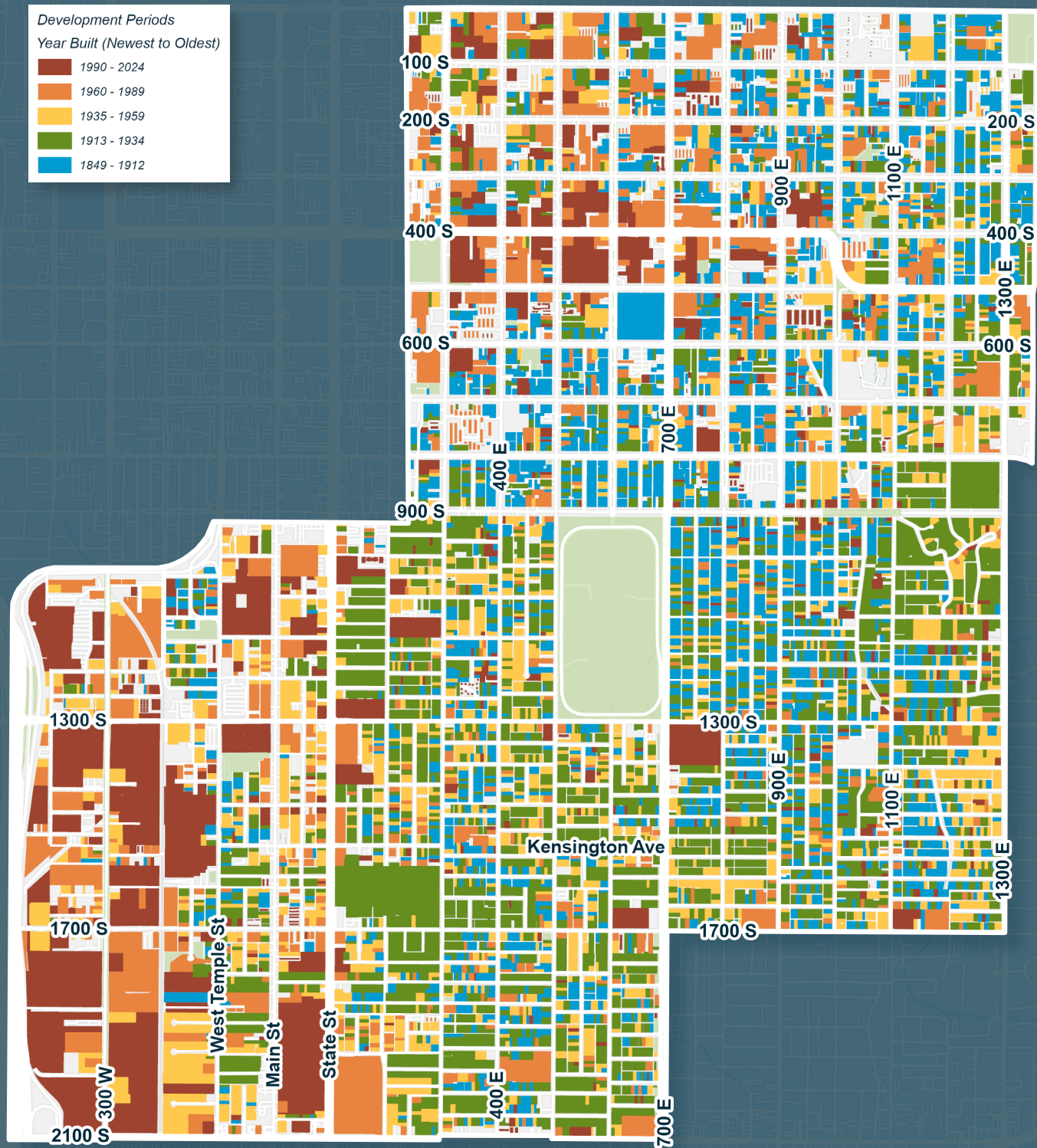
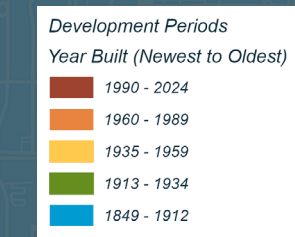
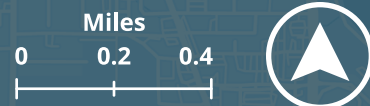


Figure 1.5 Map of Development Periods



## DEVELOPMENT HISTORY



The Central Community's history began with a period of rapid residential growth, followed by a major shift to commercial development in the mid-twentieth century as freeways were built. Throughout its history, there has been ongoing tension between efforts to preserve the area and new development.

### EARLY DEVELOPMENT

The Central Community was originally developed according to the Plat of Zion, a grid-based city planning concept created by Joseph Smith that was adopted by many Latter-day Saint settlements in Utah. Under this plan, blocks measuring around ten acres were roughly divided into eight 1.25-acre lots, enough to accommodate a family home and small-scale agricultural uses such as gardens, fruit trees, and livestock.

These blocks were separated by 132-foot-wide streets. Many Salt Lake City neighborhoods adopted this plat, starting with large lots that were later subdivided as the city grew. A few of the oldest residences reflecting this original pattern can still be found in the Central Community planning area; they are typically adobe construction and set farther back from the street than later buildings.

As Salt Lake City's population expanded rapidly in the late nineteenth and early twentieth centuries, the large original lots were subdivided through a series of private plats to create uniform lot sizes and improve access to the interior of the ten-acre blocks.

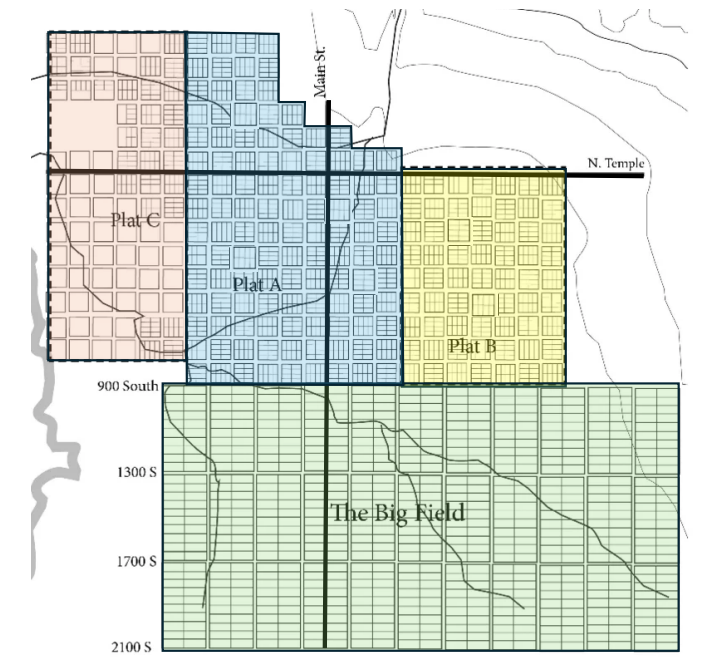


Figure 1.6 Big Field Survey Map

The Big Field, large agricultural lots located south of 900 South (now the Sugarhouse and Liberty Wells neighborhoods) and originally intended for farming, was similarly subdivided into 25-foot-wide lots, enabling smaller single-family ownership and denser residential patterns.

In 1881, Salt Lake City purchased a 110-acre property within the Big Field (then farmland owned by Brigham Young) to create Liberty Park, which eventually became an important anchor on the community's then southern edge.

### TURN OF THE CENTURY

The late nineteenth and early twentieth centuries represented the most intense period of residential construction in the community's history. Development data show that the 1890s, 1900s, and 1910s together account for the majority of residential construction in the plan area, with the 1900s and 1910s alone representing nearly 34% of total residential development. During this period, construction favored Victorian homes for wealthier households, while more modest bungalows and period cottages became prevalent on working-class blocks.

The expansion of the streetcar system improved access to the southern edge of the Central Community, spurring the growth of nearby commercial districts. Trolley Square, constructed around 1910 by the Utah Light and Power Company as trolley barns, along with the infill of subdivisions and interior streets, stands as an architectural testament to this period of growth. These changes attracted new residents and strengthened mobility and connections between neighborhoods.

## PRE-WAR

Residential construction remained strong through the early to mid-1920s (approximately 1920–1926), as remaining parcels were subdivided into smaller lots and developed with modest homes, often accessed by newly introduced courtyard streets and alleys that further divided larger blocks. By the late 1920s, development slowed due to increasing land saturation and declined sharply after 1929 with the onset of the Great Depression.

Residential construction remained limited through the 1930s and 1940s, reflecting both the economic contraction of the Depression era and the material restrictions imposed during World War II, when the federal government prioritized resources such as steel, lumber, and concrete for the war effort, significantly constraining civilian building activity.

## POST-WAR/MID-CENTURY

The mid-twentieth century marked a decisive shift in the character of development in the Central Community, with non-residential construction surging dramatically. Beginning in the 1950s, non-residential development significantly outpaced residential construction.

This pattern intensified through the 1960s and peaked sharply in the 1970s, when non-residential activity reached its highest share of any decade in the community's recorded history. This surge corresponds directly to the construction of Interstate 15, which began in 1959, demolishing homes along the western edge of the community, establishing the 300 West and 400 South corridors as major auto-oriented commercial corridors and

## THE STREETCAR SYSTEM

The broader expansion of streetcar lines in Salt Lake City during the late nineteenth and early twentieth centuries contributed to suburban and commercial development, reflecting a pattern seen in many American cities. As transportation routes expanded, some long-standing residents moved outward, reshaping central neighborhoods and altering patterns of social interaction.

By 1921, the Central Community was served by 13 streetcar routes, with access along major corridors including 300 West, 200 West, West Temple, State Street, and multiple east-west streets from South Temple to 900 South.

The rise of personal automobiles led to the decline of the streetcar system. In 1941, the city announced plans to discontinue trolley service, though operations continued through World War II, with the final route ceasing service in 1944.

Map Source: [utahrails.net](http://utahrails.net)

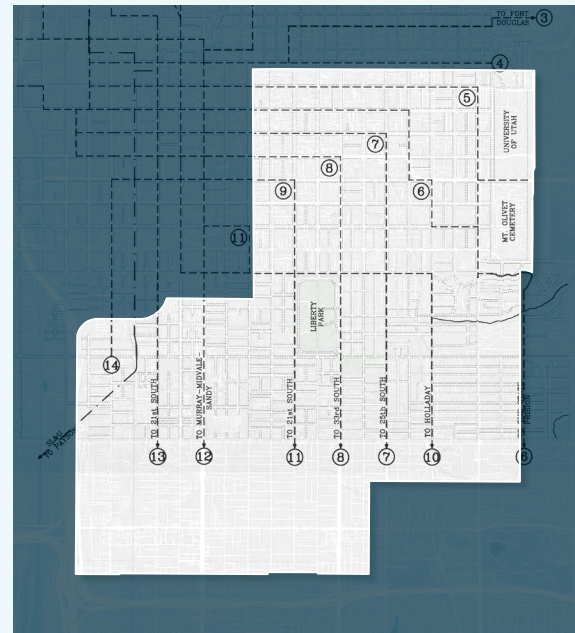
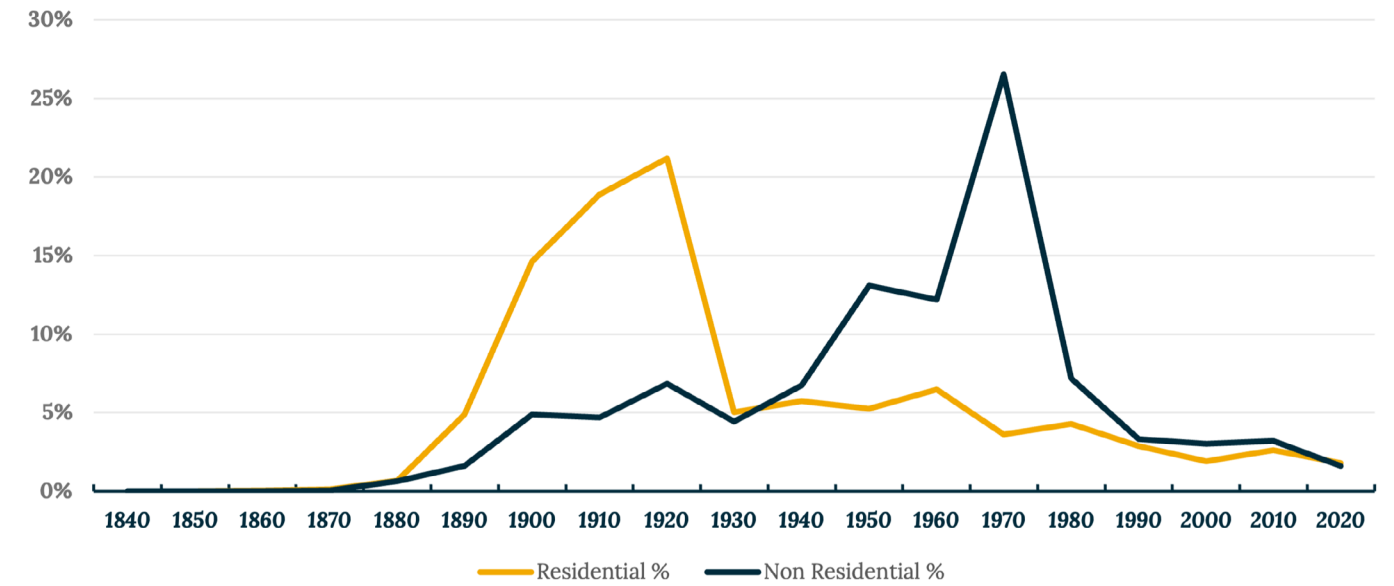


Figure 1.7 Percentage of Buildings Constructed by Decade



catalyzing a wave of commercial development that shaped the area's land-use patterns until the present day. These changes altered the physical landscape and disrupted neighborhood networks, displacing families and leaving a lasting impact on community bonds. For 300 West, these changes also reduced tree coverage and contributed to the urban heat island effect evident in the area today.

## LATE 20TH CENTURY

In the 1970s, growth increasingly shifted to the suburbs in the broader Salt Lake Valley, drawing residents away from older city neighborhoods. Within the city, construction slowed, and many areas experienced aging housing stock and periods of disinvestment.

At the same time, adaptive reuse and cultural shifts began to reshape select areas. The redevelopment of Trolley Square in 1972 transformed the site into a shopping and entertainment destination, while the 9th and 9th intersection emerged as a hub for counterculture businesses, evolving from a quiet commercial node into a distinctive neighborhood commercial center.

By the 1980s, reinvestment began to take hold in several neighborhoods, especially those near the urban core. Rehabilitation of older homes became more common, and modest infill projects, such as small multi-family buildings and conversions, appeared on underutilized parcels.

Commercial corridors like 300 West and 400 South began to attract larger, more auto-oriented uses, a trend that continued into the 1990s with big-box stores like Costco opening in 1994 and Fred Meyer (now Smith's Marketplace) in 1996. The subsequent demolition of historic and existing houses, driven by development during this period, increasingly worried residents in the Central Community.

In response, residents and elected leaders mobilized to list several neighborhoods and buildings as historic districts and landmarks under both the city's jurisdiction and on the National Register of Historic Places (for more information about these historic districts and landmarks, see the Preservation section of this report on [page 101](#)). Overall, this era was characterized by limited residential growth and the early stages of neighborhood stabilization and commercial reinvention.

## 21ST CENTURY TO PRESENT

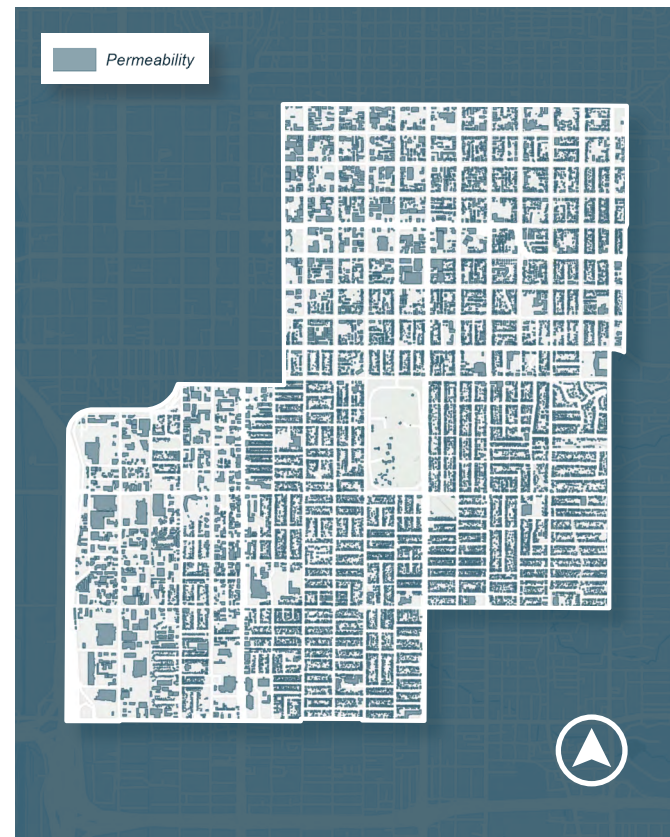
In recent decades, the Central Community has experienced modest infill and multifamily development, though overall construction, both residential and non-residential, has remained relatively limited compared to earlier periods of growth. New single-family homes and small apartment projects have been added within established neighborhoods, often on vacant or underutilized parcels.

This slower pace is partly tied to the city's 1995 zoning overhaul, which reduced opportunities for small-scale multifamily housing. At the same time, broader citywide investments have influenced development trends in and around the area. The 2002 Winter Olympics spurred infrastructure improvements and reinvestment, while expansion of the TRAX light rail system to the University of Utah enhanced connectivity, encouraging transit-oriented and higher-density projects along 400 South.

Noticeable results from those investments in 400 South started to materialize in the late 2010s and early 2020s. Dozens of residential developments have been built in East Downtown and in close proximity to the 400 South corridor, illustrating the increasing demand for new housing in Salt Lake City.

Development outside of major corridors like 400 South has been much more gradual. Until recently, zoning regulations in most low- and moderate-density zoning districts have limited infill and adaptive reuse projects. It is still too early to determine how recent updates to residential multi-family districts and new building preservation incentives will affect established neighborhoods in the Central Community.

Some promising examples include the University Ward House Conversion (2024) at 160 S University Avenue and the nearly finished Innovation Park at Liberty Wells, located near the corner of 700 South and 400 East.



**Figure 1.8** Map of Permeability

*Building footprint map illustrating changes in building size and urban development across different areas of the community. Variations in footprint size and density highlight patterns of growth, redevelopment, and land-use change within each neighborhood and district.*



# REDLINING AND EQUITY



Historically, marginalized communities in Salt Lake City were confined to less desirable areas, often near freeways, railroads, and industrial uses, where noise and air pollution was common.

Redlining practices played a significant role in shaping these development patterns across the Central Community.



Ballpark Neighborhood - 1700 South

In the 1930s, the Home Owners' Loan Corporation developed maps intended to assess risk factors for mortgage lending. The creators of these maps viewed neighborhoods with significant minority populations as having a higher risk than majority-white neighborhoods.

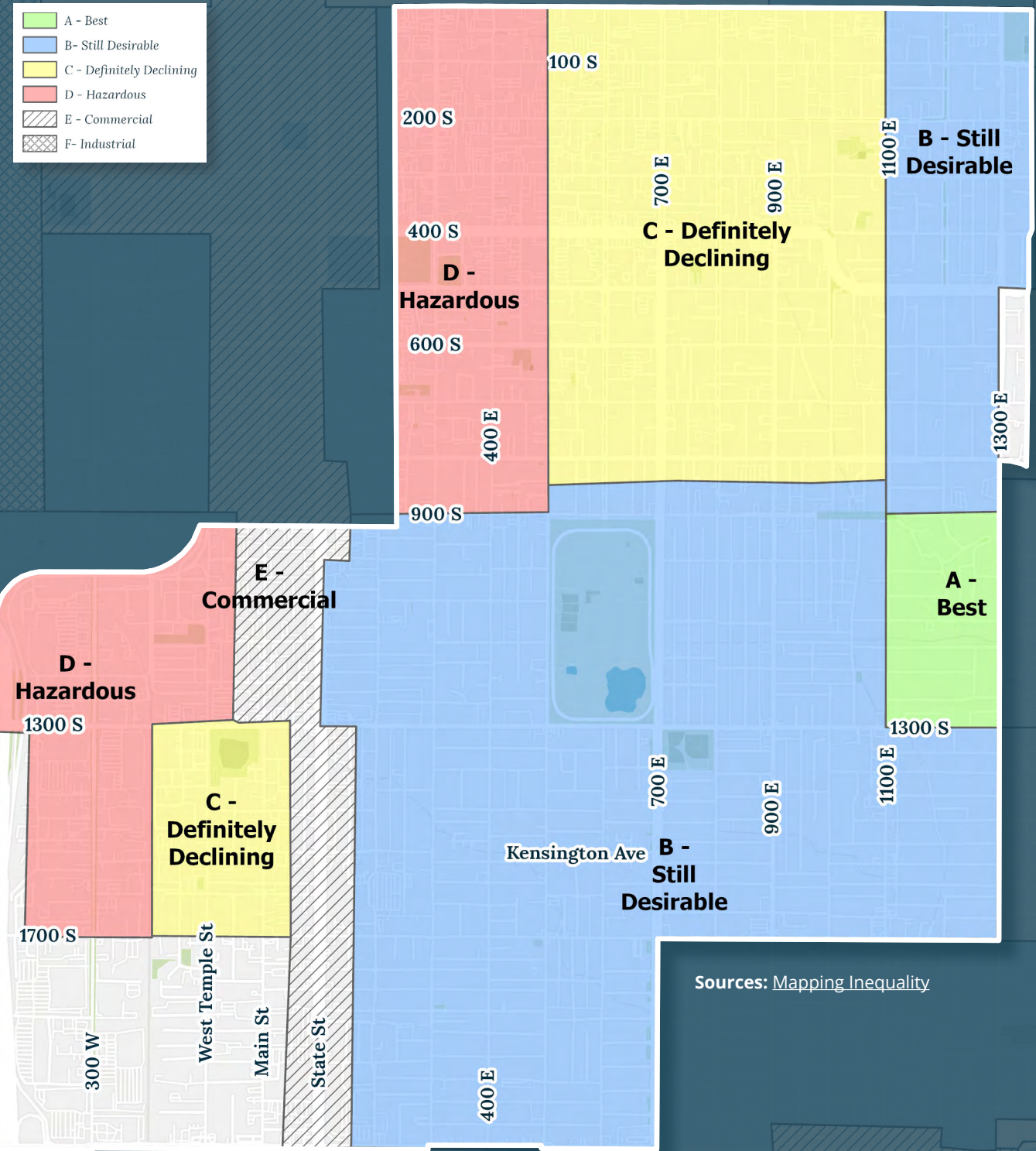
This practice of assigning higher risk to minority neighborhoods is now known as "Redlining." Neighborhoods labeled **D ("Hazardous")** in red were systematically denied housing loans, while neighborhoods labeled **C ("Definitely Declining")** in yellow were not fully denied but regularly received less investment. Areas labeled **A ("Best")** in green and **B ("Still Desirable")** in blue were considered safe areas for mortgage lending.

In the plan area, portions of the Central City and East Central neighborhoods were classified as either "definitely declining" or "hazardous." The entire Ballpark neighborhood was labeled as hazardous, declining, or commercial.

Meanwhile, Liberty and East Liberty neighborhoods were rated "still desirable." This pattern becomes clear upon examination of the historic zoning maps in the Central Community area.

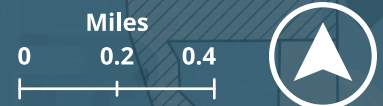
Neighborhoods marked in red in the Central City and Ballpark areas were usually zoned for industrial and commercial uses, while neighborhoods with more "desirable" ratings were often set aside for lower-density residential development.

## CENTRAL COMMUNITY REDLINING MAP



Sources: Mapping Inequality

Figure 1.9 Central Community Redlining Map



DRAFT

# 02

# DEMOGRAPHICS

## CENTRAL COMMUNITY COMPARISON TO SALT LAKE CITY

- 1. More renter-occupied**  
(67% vs. 53%) with fewer single-family homes and more multi-family housing (both 2–9 units and 10+ units).
- 2. Less racially diverse**  
(27.3% non-white vs. 35.3% citywide), with a higher share of non-Hispanic white residents.
- 3. Fewer Children**  
(11% vs. 17%), with more working-age adults (78% ages 18–64 vs. 71.1%) which results in a similar median age (33.1 vs. 33.9).
- 4. More likely to live alone** or in nonfamily households, including:
  - 47.9% living alone (39.3% citywide)
  - 21% nonfamily households with 2+ people (15%)
- 5. Has fewer residents age 60+**  
(22.4% vs. 28.2%) and smaller average household size (1.86 vs. 2.28).
- 6. More highly educated than the city**  
(78% with an associate degree or higher vs. 74.6%), but with lower median household income (\$63,766 vs. \$74,925) and higher poverty rates (19.3% vs. 13.3%), including higher poverty among youth and seniors.
- 7. Less auto-dependent**, with fewer residents driving alone and higher rates of walking, biking, transit use, and working from home.

## POPULATION CHANGE 2010 TO 2023

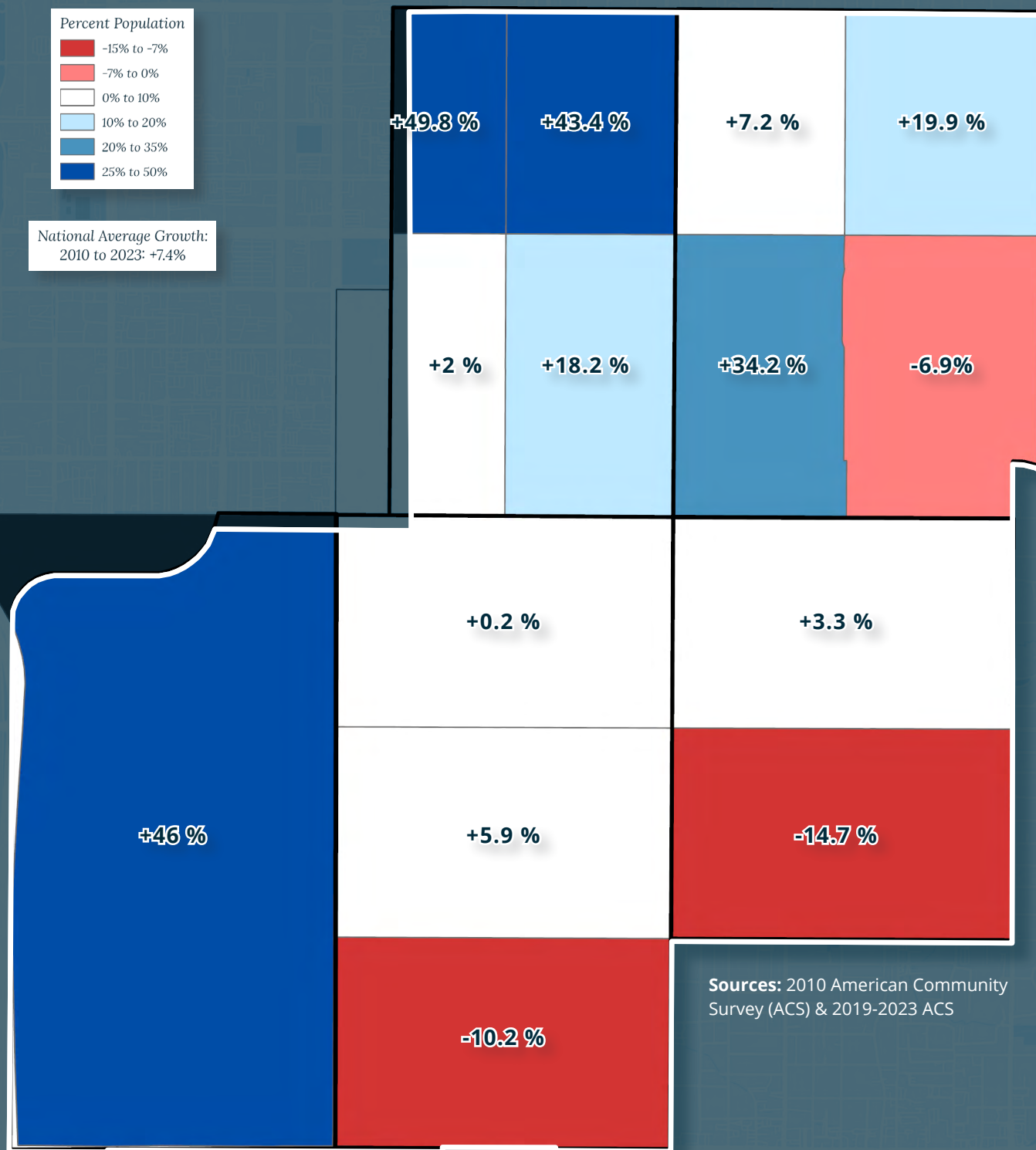


Figure 2.1 Map of Population Change 2010 to 2023

The Central Community is home to 51,366 residents, or 25.2% of the City's total population. The community has experienced a 10% growth rate since the 2010 Decennial Census.

This growth has not been evenly distributed across the plan area, with some census tracts experiencing significant growth and others declining. As illustrated in **Figure 2.1**, the census tracts that experienced the most growth are directly adjacent to downtown and in the Ballpark Neighborhood along I-15, growing by 43-50%.

Portions of these tracts historically had low residential populations due to their predominantly commercial character, reflecting a significant but relatively recent shift in residential investment in these areas.

The tracts experiencing the most growth consist of mixed-use and residential multi-family zoning, which allow for more diverse developments and higher densities. There has also been growth in the northern and central portions of the community, ranging from 18% to 34%.

By contrast, several tracts on the eastern and southern edges have experienced population decline, losing between 7% and 15% of their residents during the same period. These tracts feature predominantly single-family zoning.

Over the next 25 years, Wasatch Front Regional Council's Population Projections (2024) estimates the Central Community's 2050 population at 72,057, an increase of 20,691 residents (+40.3%). This population growth would account for nearly 36% of the City's projected population of 58,000 by 2050.

### DATA DISCLAIMER

Data used in this section came from the [Kem C. Gardner 2025 SLC Population Databook](#), which utilized the 2019-2023 American Community Survey (ACS), unless otherwise noted.

The ACS covers topics such as age, sex, race, education, income, occupation, and rent. The ACS does not gather information from every household; instead, it gathers a sample of households and estimates the population at large.

The 5-year estimates are more reliable for neighborhoods than the 1-year estimates, as they analyze responses gathered over five years. Please note that these are estimates, not exact numbers.

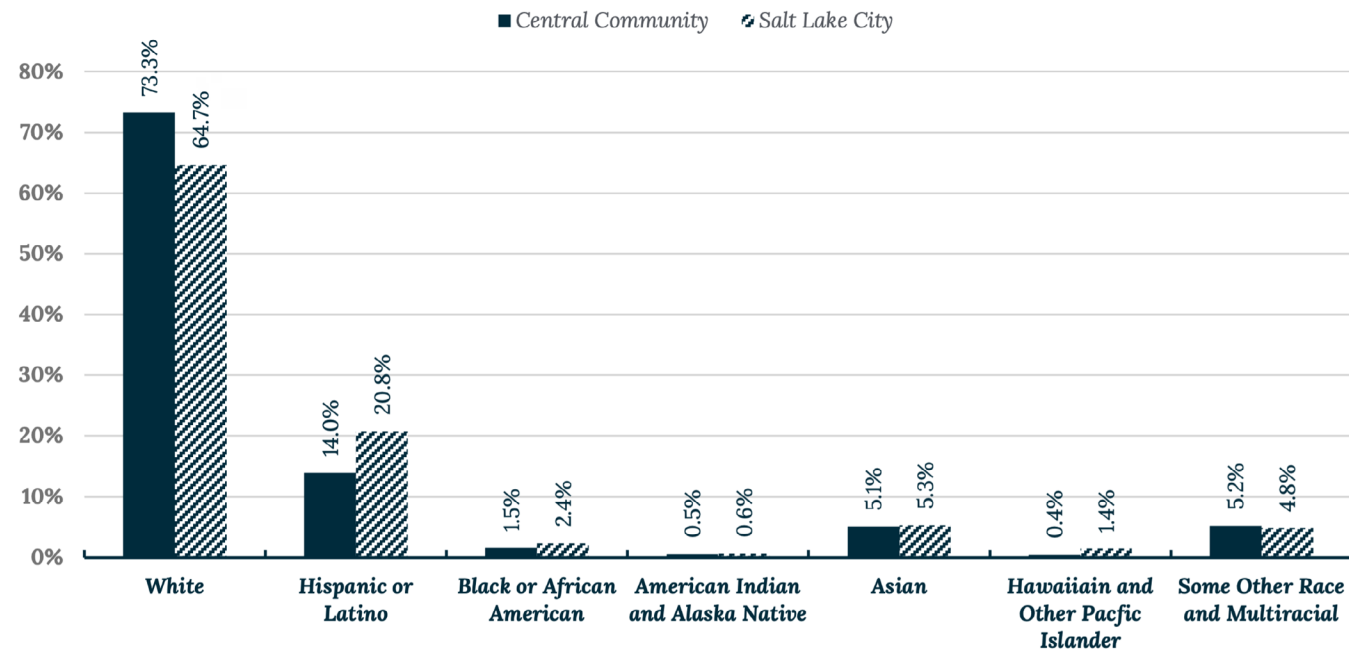
### RACE AND ETHNICITY

Across all five neighborhoods in 2024, residents who identify as white make up 73.3% of the population in Central Community; those identifying as Hispanic and/or Latino are the second-largest group at 14%.

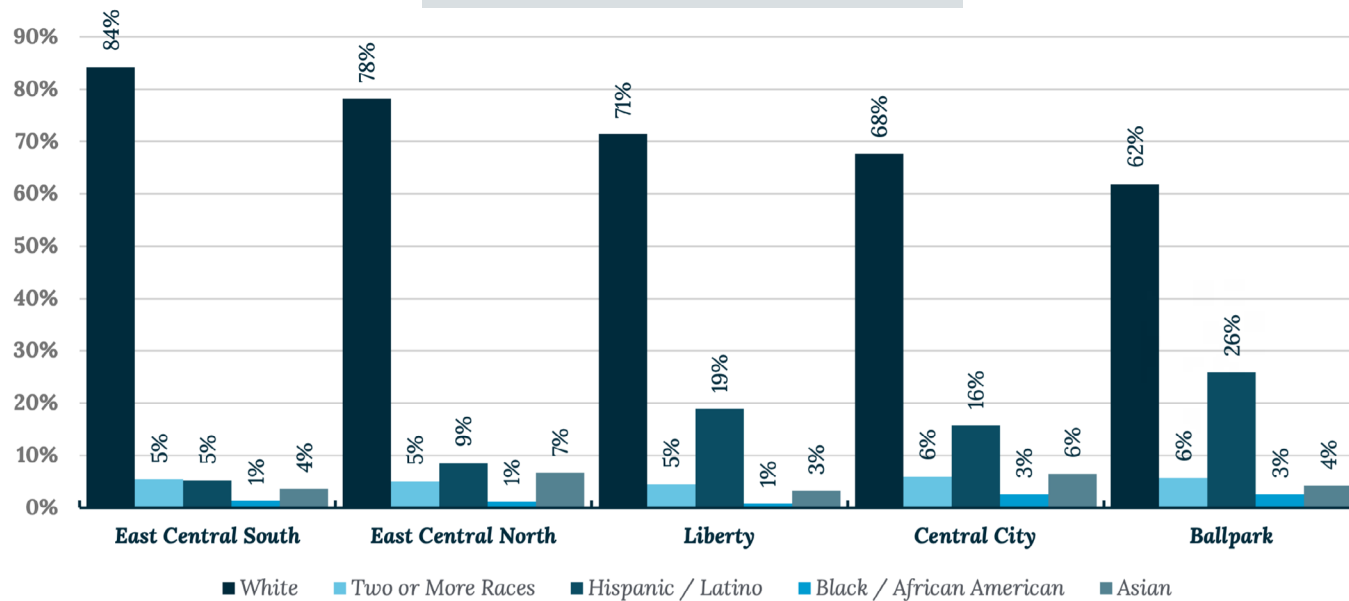
Overall, Central Community is less diverse than Salt Lake City as a whole, with minorities comprising 27% of the local population compared to 35% citywide. Compared to the city, the community has a higher share of residents who identify as white (73.3% vs 64.7%) and a lower percentage of residents who identify as Hispanic and/or Latino (14.0% vs 20.8%).

DRAFT

**Figure 2.2 Race and Ethnicity**



**Figure 2.3 Race and Ethnicity by Neighborhood**



## AGE

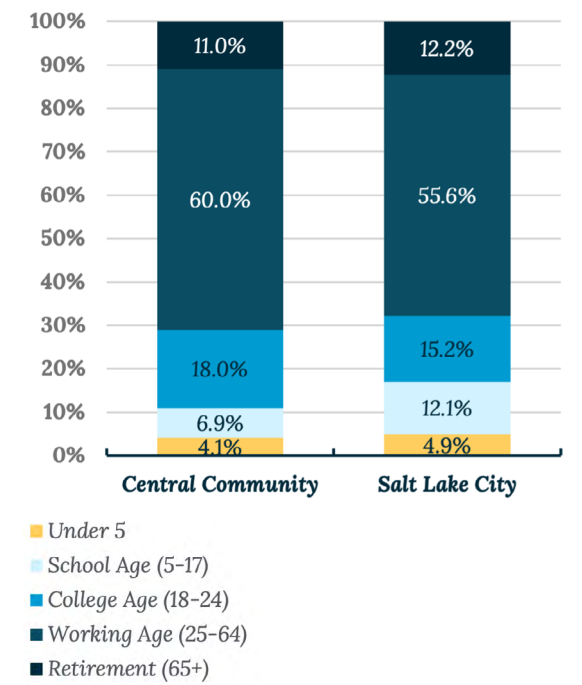
The Central Community's median age of 33.15 years is generally in line with the City's median age of 33.90 years. The community skews slightly toward college- and working-age residents, with fewer children, particularly those ages 5-17, and fewer seniors than other neighborhoods in the city.

The higher proportion of college-age residents in the Central Community can partly be attributed to the abundance of multi-family units, many of which are older and therefore generally more affordable, as well as its proximity to the University of Utah and Westminster University.

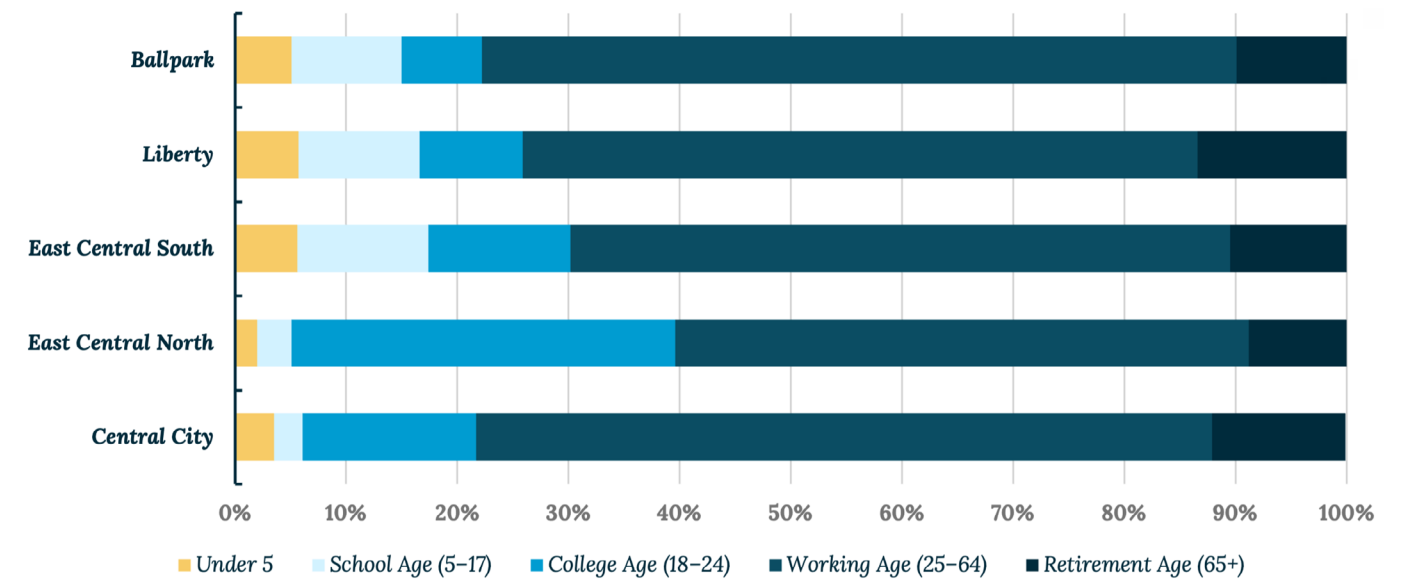
Age distribution varies slightly across neighborhoods but generally reflects a population dominated by working-age adults. The East Central Neighborhood, likely due to its proximity to the University of Utah, has the highest proportion of college-age adults.

Central City and Ballpark have fewer children and more young adults, while East Central South and Liberty show slightly higher shares of families with children. Older adults make up a relatively small share of the population across all neighborhoods.

**Figure 2.4 Age Distribution**



**Figure 2.5 Age by Neighborhood**



## HOUSEHOLDS WITH CHILDREN

The share of households with children varies across the Central Community plan area. The northern portion of the area, which is comprised of mostly multi-family and mixed-use zoning and sits between downtown and the University of Utah, has the lowest percentage of households with children, ranging from 3.6% to 8.3%.

In contrast, all census tracts south of 900 South are above 10%, with the highest value of 22.9% in the portions east of Liberty Park. When compared with the population change map (see [page 24](#)), areas with lower percentages of children in the household experienced the most rapid growth, while the tracts within the single-family neighborhoods in the south/

southeast portions of the community that have higher shares of households of children either had more modest gains in population or, in some cases, population decline.

According to the American Community Survey 5-year estimates, the number of children 17 years old or younger declined from 16.0% in 2010 to 11.0% in 2024 (1,680 children). This is a lower rate than Salt Lake City as a whole, where the population of children 17 years old or younger declined by 20% (8,302 children) during the same timeframe.

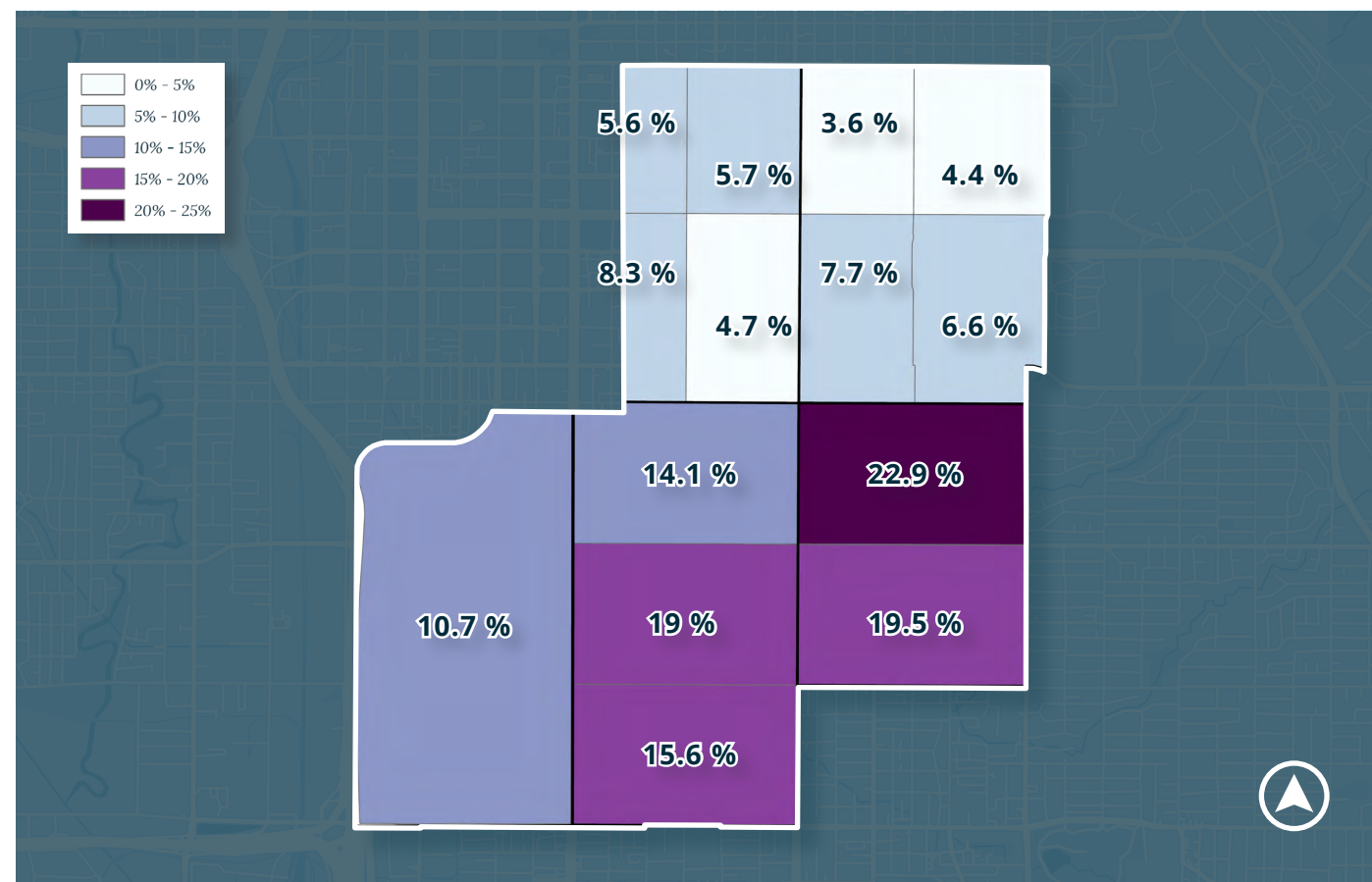
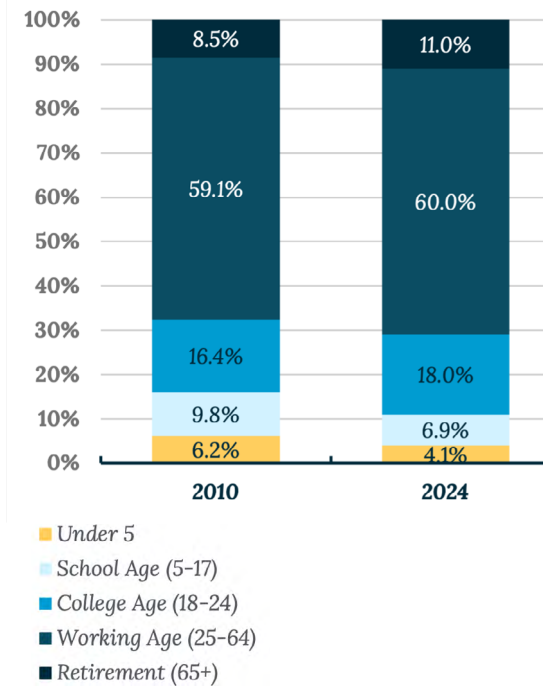


Figure 2.6 Map of Share of Households with Children

Figure 2.7 Central Community Age Distribution

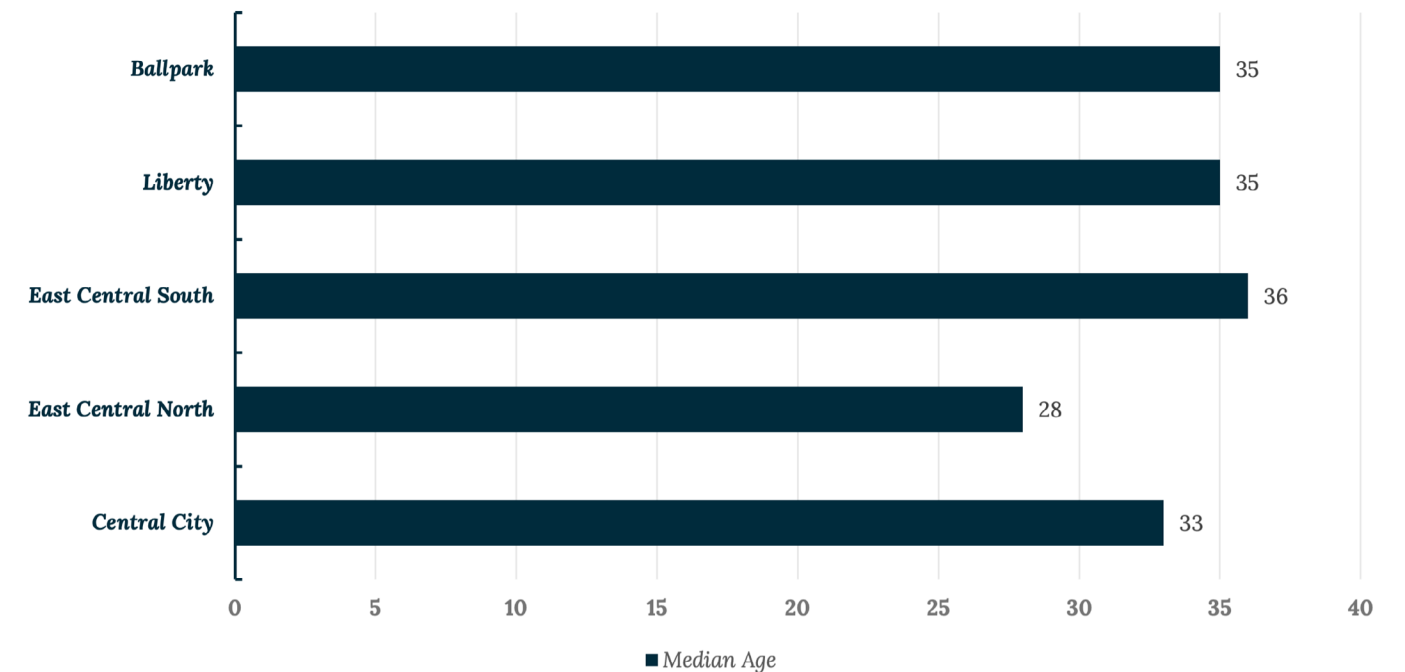


## COLLEGE AGE ADULTS

College-aged residents (9,233) outnumber elementary-aged children (3,566) by nearly 3 to 1 in Central Community. Due to its proximity to the University of Utah and Westminster, the Central Community has a notably high concentration of college-age residents (18-24), especially in the northeastern tracts, where percentages range from 23.6% to 44.8% of the population.

North of 900 South, every tract exceeds 14%, likely driven by the proximity to the University of Utah and the TRAX Red Line, which runs east-west through the northern part of the community. South of 900 South, the percentage of college-age residents drops sharply to 7.2%-10.1%, likely because these areas are primarily single-family residential and have less access to public transit.

Figure 2.8 Median Age by Neighborhood



Source: 2010 Decennial Census

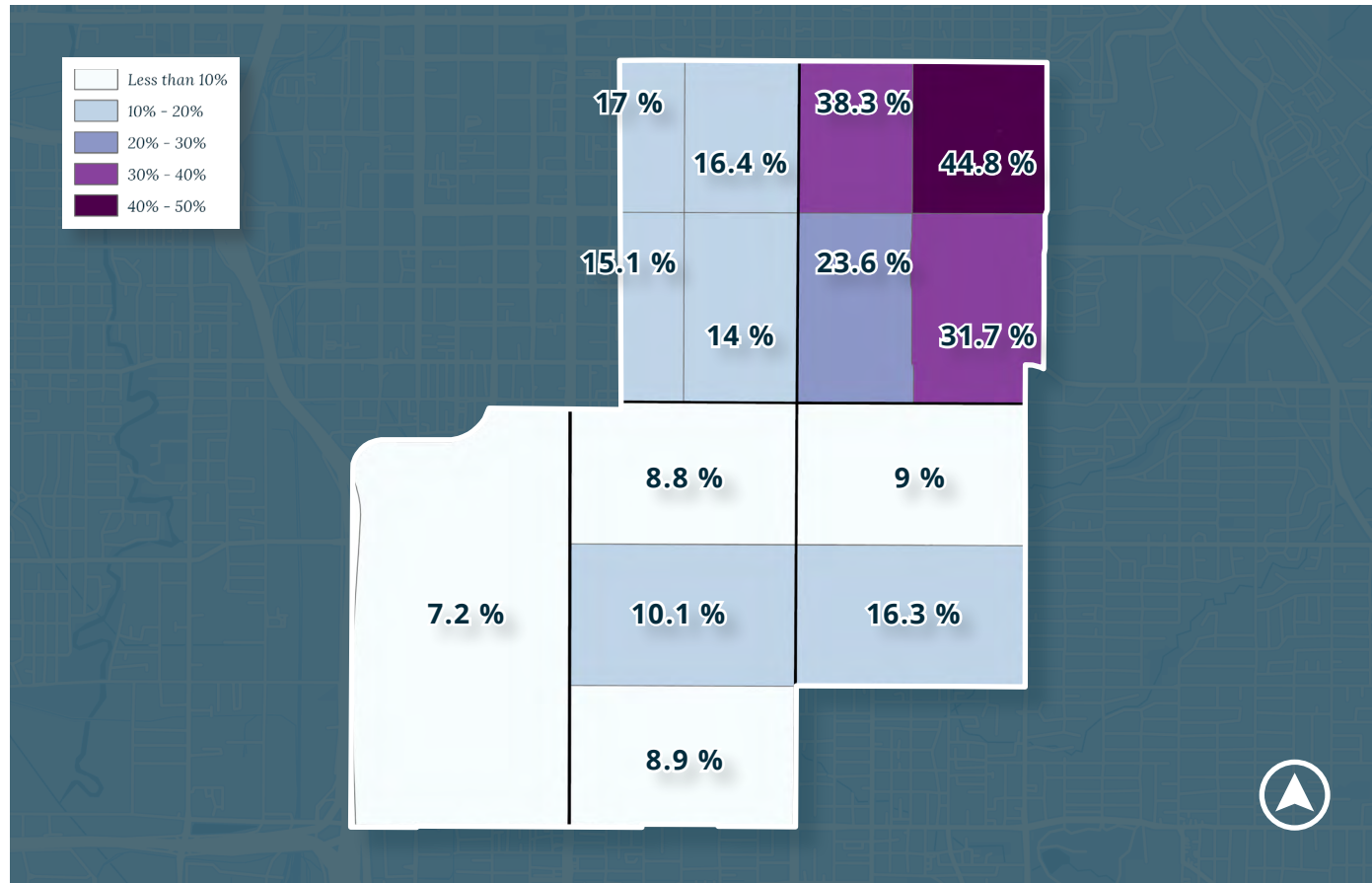


Figure 2.9 Map of Percent of College Age Population

## LIVING ARRANGEMENT

Nearly half of the Central Community's residents live alone (47.9%), which is more than the City as a whole (39.3%). There are fewer households (11.3%) in the Central Community that have children under 18 compared to all of Salt Lake City (17.6%).

## HOUSEHOLD COMPOSITION

Household composition varies across neighborhoods in the Central Community area. Central City has the highest share of non-family (defined by the Census Bureau as unrelated persons living in the same housing unit) and single-person households, reflecting a more urban living pattern.

East Central South has the largest share of family households, while Liberty also has a strong family presence. The East Central North and Ballpark neighborhoods show a more balanced mix of family and non-family households.

The imbalance, as mentioned above, may be driven by the University of Utah, which enrolls approximately 38,261 students and has grown 20% since 2021, with projections of roughly 3% annual growth continuing. As student housing demand rises, families represent a shrinking share of the neighborhood.

Figure 2.10 Living Arrangement

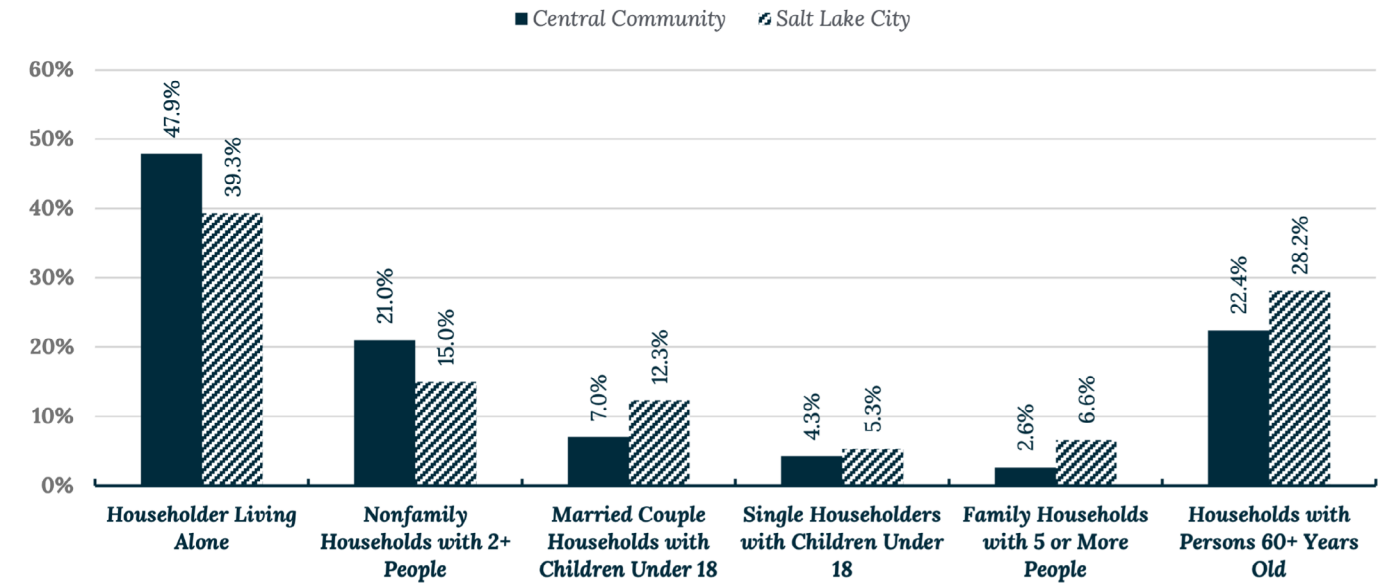


Figure 2.11 Household Composition by Neighborhood



## EDUCATION

Central Community is slightly more educated than Salt Lake City as a whole, with 78% of residents 25 years or older holding an associate's degree or higher (74.6% in SLC). Bachelor's degree rates are nearly identical between the two (51.7% in Central Community vs 50.9% in SLC).

However, Central Community's median income (\$63,766) is more than \$10,000 lower than the citywide median (\$74,925). **Educational attainment also varies across neighborhoods within the Central Community:** East Central South and East Central North have the highest rates of bachelor's degree attainment, while Ballpark has the lowest, at a rate more than 50% lower than in East Central North and East Central South.

Figure 2.12 Education Levels

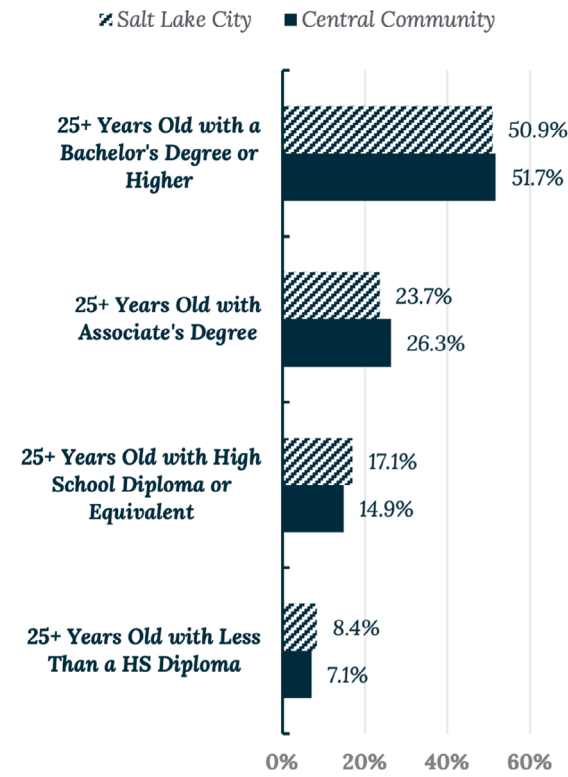
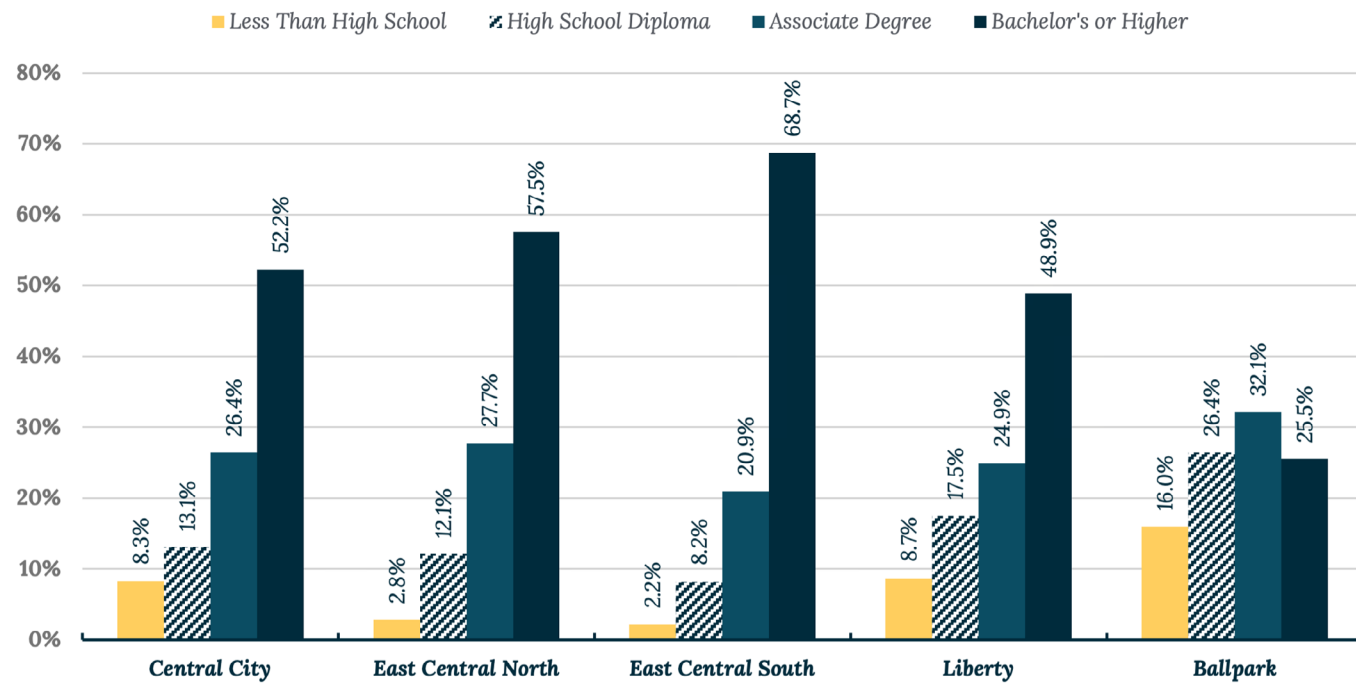


Figure 2.13 Education Attainment by Neighborhood



## HOUSEHOLD INCOME

The median household income in the Central Community is \$63,766, compared to \$74,925 citywide. Income levels vary widely across neighborhoods: Central City, East Central, and Ballpark each have median incomes below \$55,000, while Liberty exceeds the city average at \$85,031, and East Central South is higher still at \$91,684.

See the [Housing Affordability section on page 64](#) for a more detailed discussion of income.

## POVERTY LEVELS

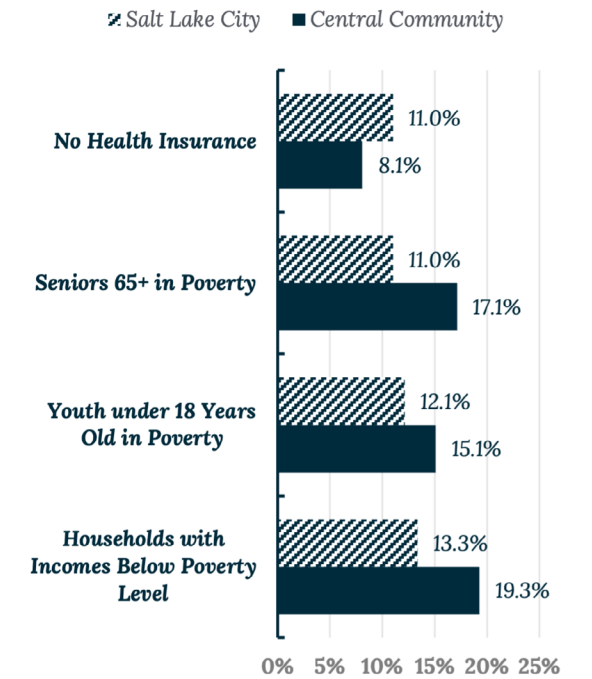
A higher percentage of Central Community residents live below the poverty line than Salt Lake City as a whole (19.3% vs 13.3%). This includes 15.1% of youth under 18 years old and 17.1% of those 65 years old or older in poverty.

The lower median income and higher poverty rates can have significant impacts on Central Community residents, including a higher share of income going toward housing costs. The table below shows Ballpark as the highest particularly for youth (29.1%) and senior poverty (31.4%), which closely mirrors the education gap shown earlier.

## HEALTH INSURANCE

Central Community has a lower share of residents without health insurance than Salt Lake City overall (8.1% vs 11.0%). However, the rates vary significantly across each neighborhood, ranging from just 3.9% in East Central South to 13% in Ballpark.

Figure 2.14 Poverty and Health Insurance



## POVERTY AND HEALTH INSURANCE BY NEIGHBORHOOD

| Category                | Central City | East Central North | East Central South | Liberty  | Ballpark |
|-------------------------|--------------|--------------------|--------------------|----------|----------|
| Median Household Income | \$47,753     | \$53,123           | \$91,864           | \$85,031 | \$50,397 |
| Population in Poverty   | 14.60%       | 12.4%              | 3.50%              | 6.60%    | 11.30%   |
| Youth Poverty           | 26.10%       | 7.70%              | 4.50%              | 16.60%   | 29.10%   |
| Senior Poverty          | 23.60%       | 22.50%             | 4.30%              | 12.30%   | 31.40%   |
| Uninsured               | 8.40%        | 7.10%              | 3.90%              | 9.50%    | 13.00%   |

## SCHOOLS AND ENROLLMENT TRENDS

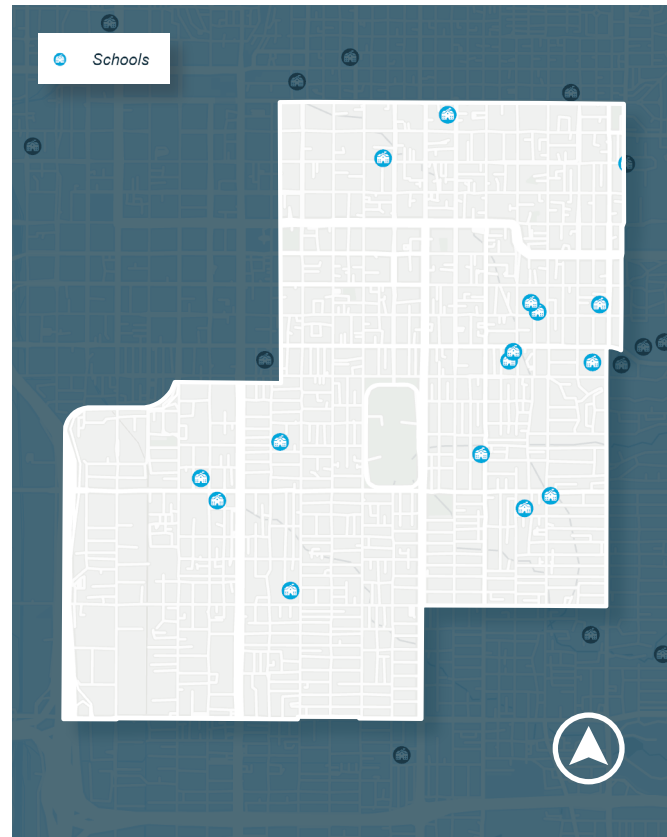
There are 10 public schools within the Central Community Plan boundary, all part of the Salt Lake City School District. Of those schools, five are elementary schools, two are middle schools, and they feed into three high schools: Highland High School, East High School, and Innovations Early College High School. In addition to the public schools, there are 9 private schools located in the Central Community. The school-age population in the Central Community has decreased, reflecting broader district enrollment trends.

M. Lynn Bennion Elementary, located in the Central City neighborhood at 429 S 800 East, closed at the end of the 2023-24 school year due to declining enrollment and aging building conditions. Hawthorne Elementary, at 1675 S 600 E, was also closed at the same time.

Salt Lake City School District's enrollment has been declining over the past decade. Elementary school enrollment fell by 5,146 students, which is a 22% drop, from fall 2019 to fall 2025. Statewide, Utah's public school enrollment has also declined, dropping by 0.7% (4,873 students) in the 2024-25 school year and by 1.7% (11,478 students) in the 2025-26 school year. In December 2025, the Salt Lake City School Board of Education voted to close Innovations Early College High School at the end of the 2025-2026 school year due to a significant drop in enrollment (96 students as of the October 1, 2025, enrollment data).

The district is also reviewing grade reconfiguration for certain schools and making program changes. In 2024, the district passed a \$730 million bond to fund renovations and improvements at East, West, and Highland high schools, along with athletic fields and other facilities. However, there are no current plans to expand existing elementary or middle schools or to build new schools in the Central Community area.

**Data source:** [Salt Lake City School District Demographic Reports](#) and [Salt Lake City School District October 1 Enrollment and Demographic Reports](#).



**Figure 2.15** Schools within the Central Community

## EMPLOYMENT

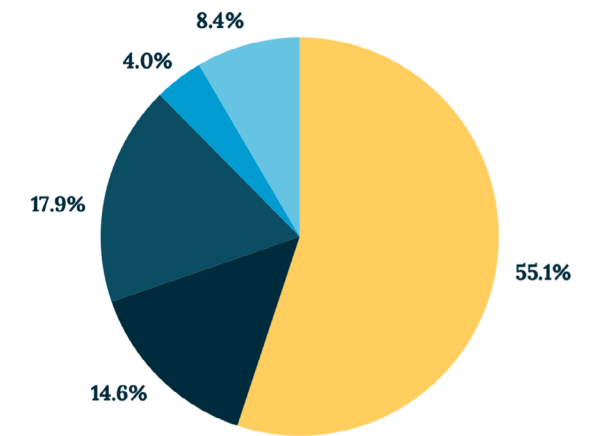
There are 33,371 residents in the Central Community plan area who work in various fields. Across all five neighborhoods, jobs in management, business, science, and the arts make up a significant share of employment, though the distribution varies by area. East Central South has the highest at 65.6%, while Ballpark has the lowest at 38.2%. In Ballpark, 35.3% of residents are employed in sales, office, or service roles.

The other three neighborhoods—Central City, East Central North, and Liberty—range between 50.8% and 58.7% in management, business, science, and arts jobs, with similar distributions across other occupations.

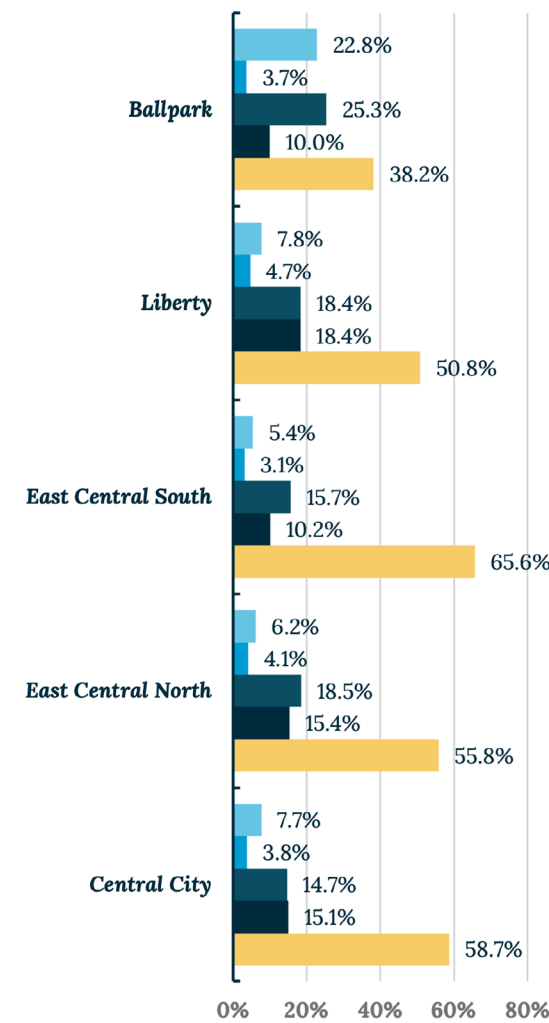
Combined with education and poverty data, Ballpark faces the greatest economic challenges, with more lower-wage jobs, higher poverty rates, and lower education levels intensifying each other.

**For more information on employment locations and worker commutes, see page 96.**

**Figure 2.16** Employment by Occupation



**Figure 2.17** Employment by Occupation and Neighborhood



2023 ACS 5-Year Estimate Data Profiles

- Management, business, science, and arts occupations
- Service occupations
- Sales and office occupations
- Natural resources, construction, and maintenance occupations
- Production, transportation, and material moving occupations

## DATA SOURCES

[Kem C. Gardner 2025 Salt Lake City Data Book](#)  
[U.S. Census Bureau 2010 Decennial Census](#)  
[Wasatch Front Regional Council's Population Projections](#)  
[2023 ACS 5-Year Estimate Data Profiles](#)  
[2010 ACS 5-Year Estimate Data Profiles](#)  
[Salt Lake City School District Demographic Reports](#)

**Source:** U.S. Census Bureau, American Community Survey (ACS) 2019–2023 5-Year Estimates. Census tract data aggregated to approximate neighborhood boundaries.

**Neighborhood groupings used:**  
 Central City: 1019, 1020, 1021, 1023  
 East Central North: 1015, 1016, 1017, 1018  
 East Central South: 1034, 1035  
 Liberty: 1030, 1031, 1032  
 Ballpark: 1029

# 03

# LAND USE AND ZONING

*The Central Community Plan area includes the following broader zoning district categories: Residential, Mixed-Use, Open Space, Institutional, and Public Land.*

Within these categories are 24 unique zoning districts, 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 Central Community plan area dedicated to each of these zoning districts.

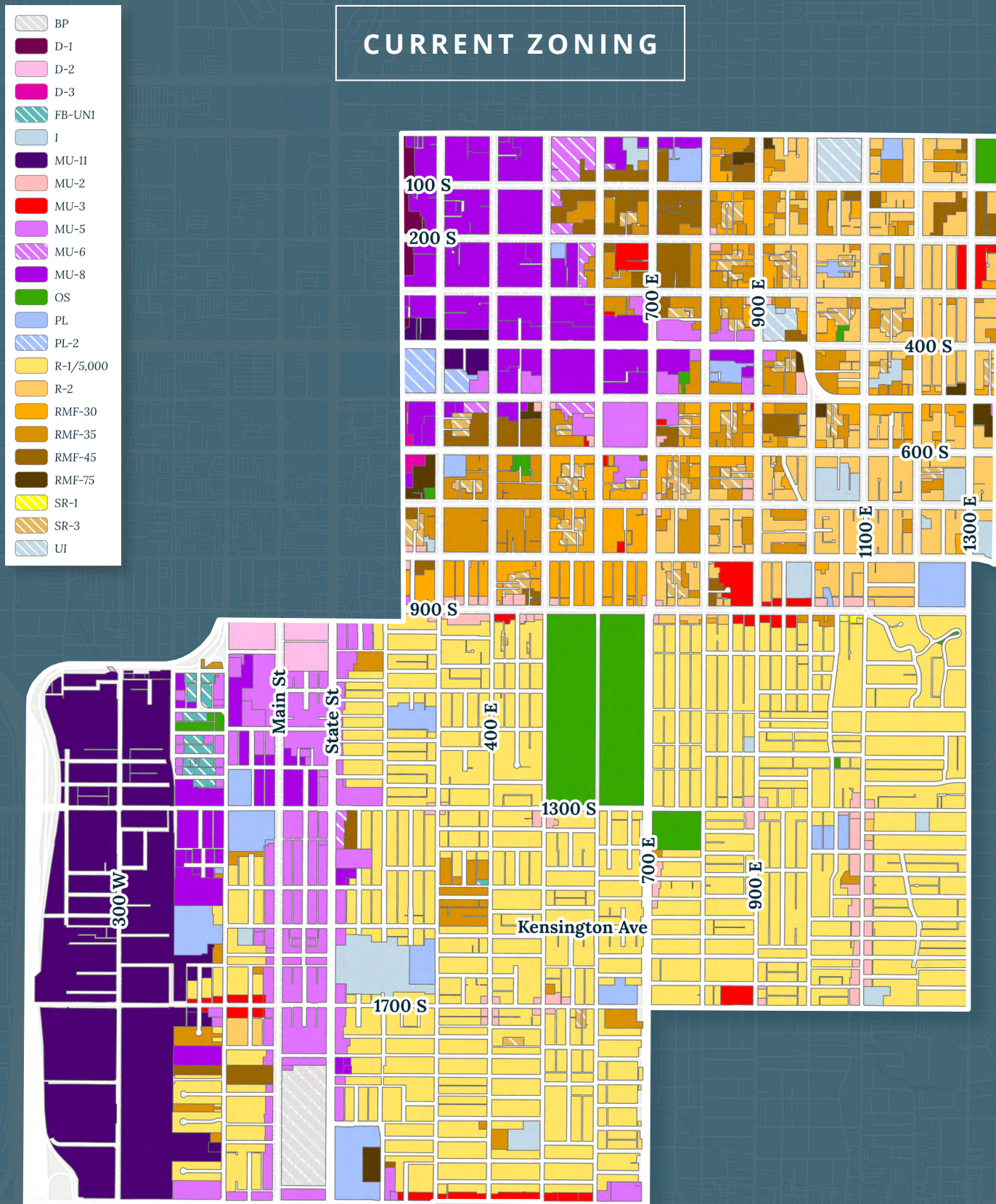
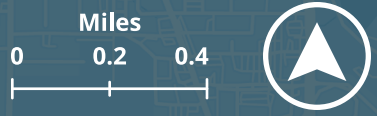


Figure 3.1 Map of Current Zoning



# OVERALL ZONING CONDITIONS



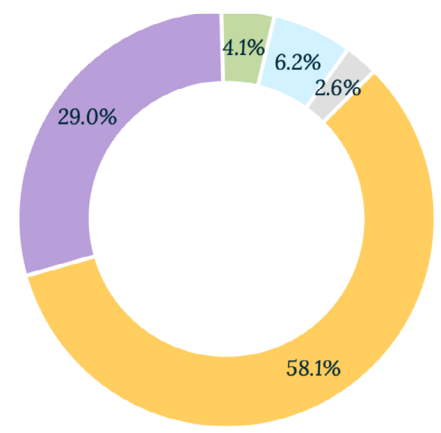
Zoning and land-use regulations play a critical role in shaping a neighborhood's character and growth pattern.

The Central Community stands out because its development predates many other parts of the city. By the time Salt Lake City implemented its first zoning ordinance in 1927, much of the plan area was already established (see Development Period Map on page 14). After zoning was introduced, the area continued to develop through several distinct periods, contributing to the diverse character seen across the plan area today.

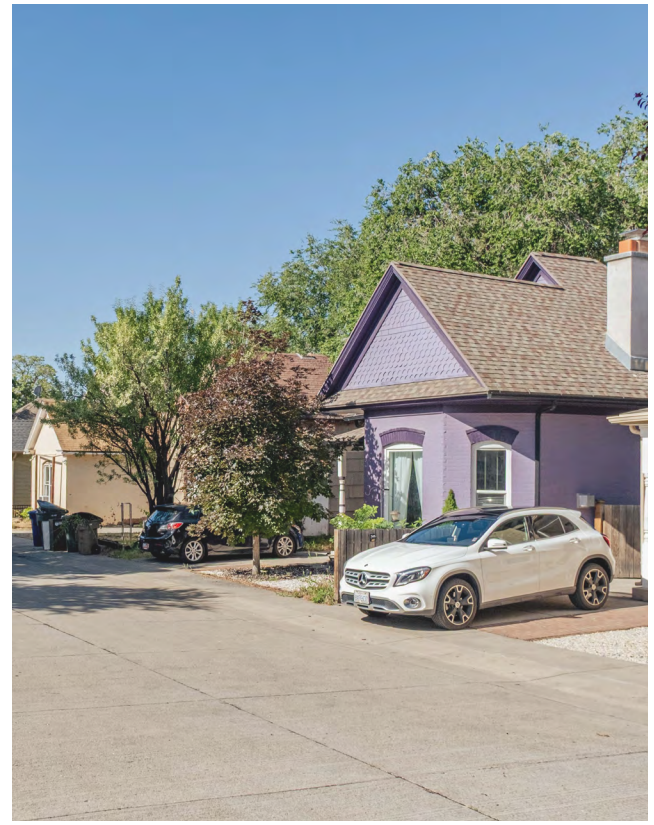
Approximately 58% of the land area in the Central Community is zoned exclusively for residential uses. Most of the community's residential zoning districts range from very low to medium density, with only 3.54% of the residential areas zoned for high density (though high densities are also permitted in Mixed-Use areas). Even though there are a variety of residential zoning districts in the plan area, 34% of the plan area is zoned exclusively for single-family housing. Mixed-use zoning is the second most prevalent zoning type, accounting for 29% of the plan area. Mixed-use districts promote commercial and residential development. Over time, the Central Community has seen a gradual increase in commercial land uses along arterial roads and around neighborhood nodes.

**After Salt Lake City's Commercial and Mixed-Use Zoning District Consolidation was adopted in 2025, each of the previously existing commercial and transit-oriented zoning districts was rezoned into one of six new mixed-use districts.**

Figure 3.2 Zoning in the Plan Area



- Residential
- Mixed Use
- Open Space
- Institutional and Public Land
- Other



Strongs Court - East Central North

DRAFT

# RESIDENTIAL ZONING DISTRICTS

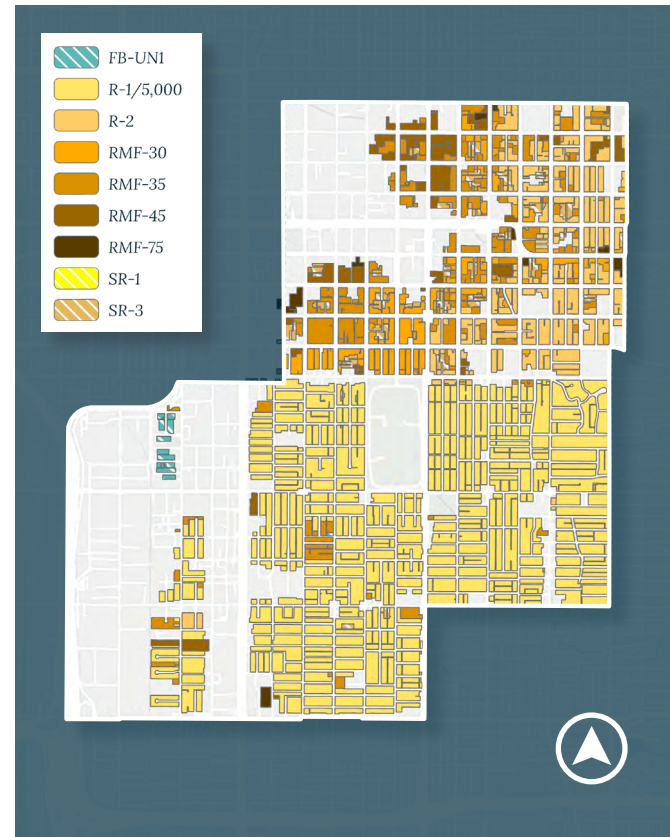


Figure 3.3 Residential Zoning

| Zone          | Central Community Acres | % of Land in the Central Community | Salt Lake City Acres | % of Land in Salt Lake City |
|---------------|-------------------------|------------------------------------|----------------------|-----------------------------|
| R-1-5000      | 950                     | 34.3%                              | 2475                 | 4.7%                        |
| R-2           | 224                     | 8.1%                               | 287                  | 0.5%                        |
| RMF-30        | 107                     | 3.9%                               | 280                  | 0.5%                        |
| RMF-35        | 171                     | 6.2%                               | 444                  | 0.8%                        |
| RMF-45        | 82                      | 3.0%                               | 169                  | 0.3%                        |
| RMF-75        | 16                      | 0.6%                               | 41                   | 0.1%                        |
| SR-1          | 1                       | 0.0%                               | 72                   | 0.1%                        |
| SR-3          | 50                      | 1.8%                               | 78                   | 0.1%                        |
| FB-UN1        | 11                      | 0.4%                               | 21                   | 0.4%                        |
| <b>Totals</b> | <b>1,611</b>            | <b>58.1%</b>                       | <b>3,867</b>         | <b>7.6%</b>                 |

## SINGLE-FAMILY RESIDENTIAL

About **34% of the plan area** is designated as single-family residential (R-1/5,000), making it the most common zoning district within the Central Community plan area. The R-1/5,000 zone limits housing to detached, single-family homes on lots of at least 5,000 square feet, except when zoning incentives are used to allow developments with up to four units.

Single-family residential zones require larger setbacks and yards than other residential zones in the Central Community, which is why the R-1/5,000 zone covers more land than any other zoning district in the area. This zoning was applied to the southern part of the Central Community after much of the housing had already been built. Single-family residential areas are located in the southern half of the plan area, south of 900 South. Before 1995, this area was entirely zoned R-2, and there were no single-family residential districts within the Central Community plan area.

## SINGLE AND TWO-FAMILY RESIDENTIAL

The Single and Two-Family Residential (R-2) zoning district covers approximately **8% of the land area** within Central Community. This zoning district is meant to preserve the character of existing neighborhoods with a mix of single-family homes and duplexes. It is primarily located within the East Central neighborhood.

## SPECIAL DEVELOPMENT PATTERN RESIDENTIAL

Covering roughly **1.8% of Central Community's land area**, the Special Development Pattern Residential District (SR-3 zone) is a moderate-density residential zone that promotes small-scale development in the interior portions of city blocks. This zone allows single-family homes and duplexes with reduced lot and bulk regulations to encourage development that matches historic development patterns found in older neighborhoods. This zone is used in the northern part of the plan area.

## MODERATE DENSITY RESIDENTIAL

Approximately **4% of the land area** is zoned for Moderate Density Residential (RMF-30 and FB-UN1). These zones are intended to support the development of missing-middle housing types, such as duplexes, rowhomes, cottage-courtyard developments, and small multifamily structures, up to 30 feet tall.

The variety of building forms is designed to enable flexible development options that are compatible with surrounding neighborhoods in both scale and height. Moderate-Density Residential Zones set limits on the number of units allowed within each building form and minimum lot size requirements. The majority of these zones in the plan area are concentrated north of Liberty Park.

## MODERATE/HIGH DENSITY RESIDENTIAL

The RMF-35/45 zones account for **9.1% of the plan area**. These zones were designed to promote the creation of new missing-middle housing and allow buildings up to 3 or 4 stories. The City recently updated regulations for these districts, removing many barriers that have inhibited development in them for over 30 years.

## HIGH-DENSITY RESIDENTIAL MULTI-FAMILY

**Less than 1% of the plan area** is zoned for High-Density Residential Multi-Family (RMF-75). This zone promotes the development of tall apartment or condominium buildings. The few properties in Central Community zoned RMF-75 are scattered throughout the plan area.

# MIXED-USE DISTRICTS



Just over 29% of the Central Community land area is in a Mixed-Use zoning district. These areas promote pedestrian-oriented urban neighborhoods that contain a mix of residential and commercial land uses.

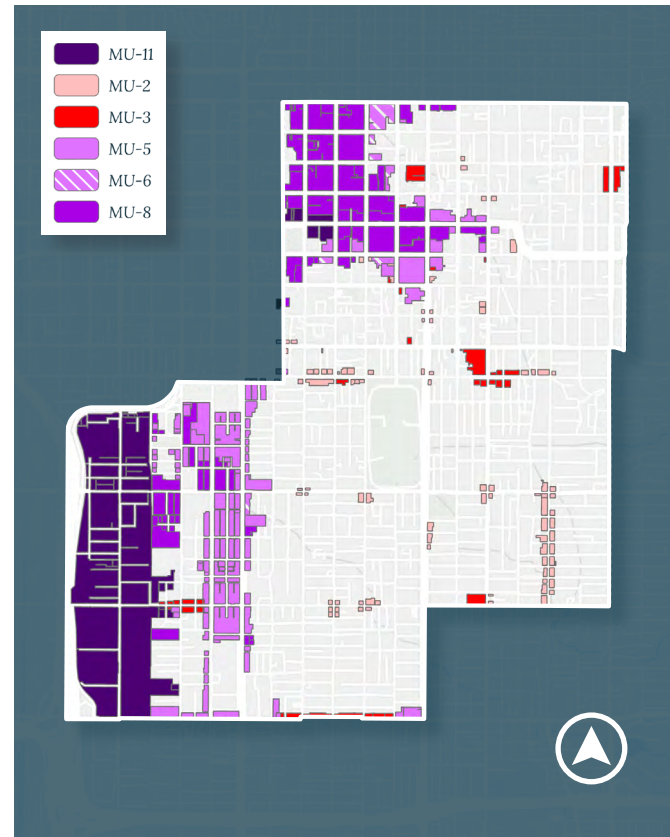


Figure 3.4 Mixed-Use Zoning

| Zone         | Central Community Acres | % of Land in the Central Community | Salt Lake City Acres | % of Land in Salt Lake City |
|--------------|-------------------------|------------------------------------|----------------------|-----------------------------|
| MU-2         | 42                      | 1.5%                               | 98                   | 0.2%                        |
| MU-3         | 38                      | 1.4%                               | 189                  | 0.4%                        |
| MU-5         | 179                     | 6.5%                               | 635                  | 1.2%                        |
| MU-6         | 19                      | 0.7%                               | 639                  | 1.2%                        |
| MU-8         | 219                     | 7.9%                               | 504                  | 0.9%                        |
| MU-11        | 307                     | 11.1%                              | 942                  | 1.8%                        |
| <b>Total</b> | <b>804</b>              | <b>29.1%</b>                       | <b>3,007</b>         | <b>5.7%</b>                 |

## MIXED-USE 2 (MU-2) DISTRICT

The MU-2 district promotes small-scale, low-intensity development that would fit within surrounding residential neighborhoods. The mix of uses is intended to serve the nearby residents. In this zone, building height is limited to two stories.

This zoning is applied throughout Central City, with key examples including portions of 900 South, the 1100 East mixed-use corridor (south of 1300 South), and at intersections of smaller streets.

## MIXED-USE 3 (MU-3) DISTRICT

The MU-3 district promotes moderate-scale mixed-use development. Buildings in this district are allowed to be 3-4 stories tall. While slightly more intense in its allowed scale of development compared to the MU-2 zone, the MU-3 district is still intended to serve pedestrians and provide housing to support businesses.

Key examples of MU-3 zoning in the Central Community neighborhood include the 2100 South corridor between 200 and 600 East, the 9th and 9th area, and the University neighborhood commercial district along 1300 East between 200 and 300 South.

## MIXED-USE 5 (MU-5) DISTRICT

The MU-5 district promotes mid-rise buildings, up to 5 stories tall. The zone is currently applied to various commercial corridors in the neighborhood, including portions of 400 South, Main Street in the Ballpark District, and along State Street. Trolley Square is also zoned MU-5.

## MIXED-USE 6 (MU-6) DISTRICT

The MU-6 district supports mid-rise buildings, with a height limit of 6 stories. This zoning is applied to a few areas across the Central Community. These areas include several parcels along 500 East, 500 South, and one parcel on State Street.

## MIXED-USE 8 (MU-8) DISTRICT

The MU-8 zone promotes mixed-use areas of relatively greater intensity where people can live, work, and recreate. Buildings in this zone are generally limited to 8 stories, but may reach 9 with Planning Commission approval.

This district is applied to areas near transit and along major corridors. In the Central Community, it is applied to certain parcels in the Ballpark neighborhood, along 400 South, and directly east of Downtown.

## MIXED-USE 11 (MU-11) DISTRICT

The MU-11 zone is currently the most intense mixed-use zoning district, allowing up to 11 stories of building height when approved by the Planning Commission. It is designed to accommodate commercial, technical, and high-residential land uses.

In key locations, this zone requires enhanced ground-floor activation, such as commercial, retail, or restaurant spaces, to encourage pedestrian activity within the immediate vicinity. In the Central Community, this zone is generally located along 300 West.

# OPEN SPACE DISTRICT



Only 4% of the Central Community plan area is in the OS Open Space zoning district. This zone is designated for parks and recreational areas.

Liberty Park accounts for most of the Open Space zoning within the plan area. However, the Open Space zoning map does not reflect all of the park space within Central Community. Several neighborhood parks are zoned differently. For example, smaller parks, like Cotton Park and Gallacher Park, are located in residential zoning districts.

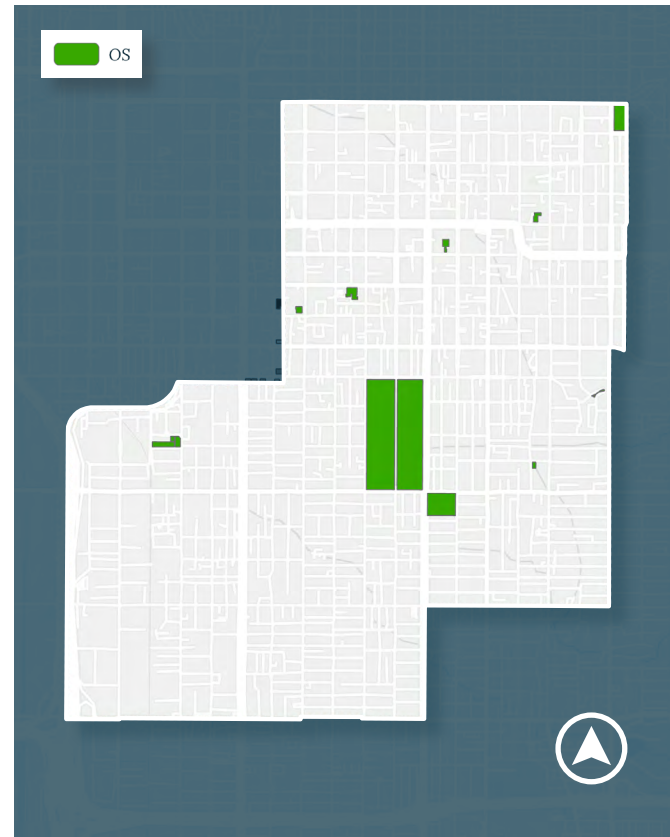


Figure 3.5 Open Space Zoning

| Zone            | Central Community Acres | % of Land in the Central Community | Salt Lake City Acres | % of Land in Salt Lake City |
|-----------------|-------------------------|------------------------------------|----------------------|-----------------------------|
| OS (Open Space) | 112                     | 4.1%                               | 10,260               | 19.3%                       |
| <b>Total</b>    | <b>112</b>              | <b>4.1%</b>                        | <b>10,260</b>        | <b>19.3%</b>                |

# INSTITUTIONAL AND PUBLIC LANDS DISTRICTS



Central Community has 6.2% of its land zoned Public Lands (PL and PL-2), Institutional (I), or Urban Institutional (UI).

These zones delineate areas for public use and regulate the development of larger public, semipublic, and private institutional uses to help promote compatibility with surrounding uses. Many of the properties within these zones are used for schools or government buildings.

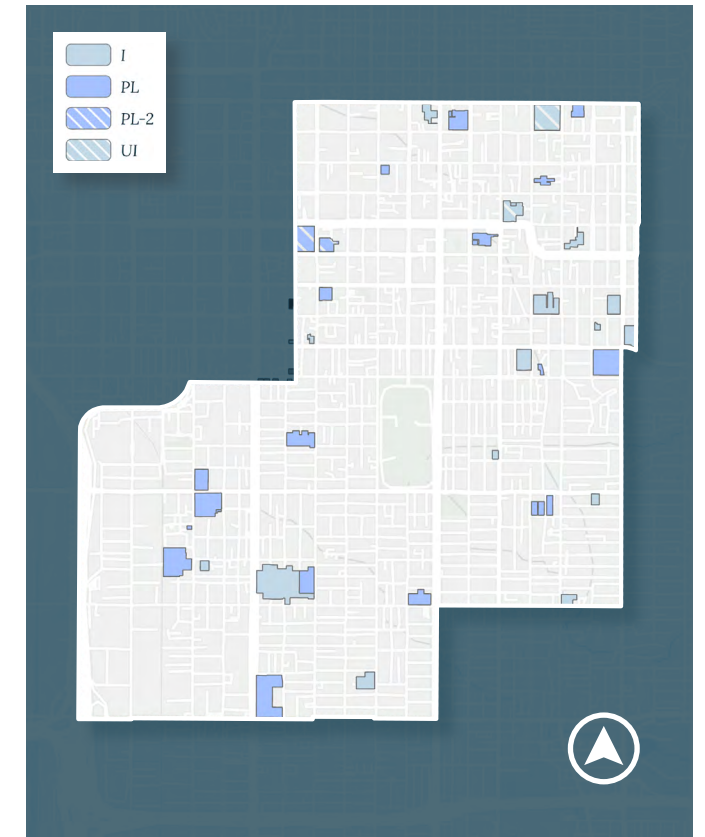


Figure 3.6 Institutional and Public Lands Zoning

| Zone          | Central Community Acres | % of Land in the Central Community | Salt Lake City Acres | % of Land in Salt Lake City |
|---------------|-------------------------|------------------------------------|----------------------|-----------------------------|
| I             | 58                      | 2.1%                               | 988                  | 1.9%                        |
| UI            | 15                      | 0.5%                               | 55                   | 0.1%                        |
| PL            | 86                      | 3.1%                               | 662                  | 1.2%                        |
| PL-2          | 13                      | 0.5%                               | 14                   | 0.02%                       |
| <b>Totals</b> | <b>172</b>              | <b>6.2%</b>                        | <b>1,719</b>         | <b>3.2%</b>                 |

## PUBLIC LANDS

3.6% of the land area is within a Public Lands (PL or PL-2) zoning district. The purpose of the PL district is to delineate areas for public use. Examples of uses found in the PL zones include East High School, the Salt Lake County Government Center, and the Ballpark stadium. The PL-2 zone was created for public land uses within the downtown area. This zone is only applied to the Salt Lake City Public Safety Building, Library Square, and Washington Square.

## INSTITUTIONAL

A little more than 2% of Central Community falls within the Institutional (I) zoning district. This zoning designation is intended to ensure that public, semi-public, and private institutional uses are cohesive with the surrounding community. Properties in this district usually have multiple buildings or a campus-like setting and are surrounded by residential neighborhoods. This zoning is applied throughout the plan area, including Salt Lake Community College South City Campus, Rowland Hall Middle School, the McGillis School, and various religious properties.

## URBAN INSTITUTIONAL

Less than 1% of the plan area is within the Urban Institutional (UI) zoning district. Similar to the I district, this zoning district accommodates public, semi-public, or private institutional uses that have a campus-like setting. In the Central Community, this zone is only applied to the Intermountain Health 900 East Campus and Holy Cross Hospital.

## OVERLAY DISTRICTS



*Overlay Districts apply additional regulations to the “base” or underlying zoning district. These additional standards apply to areas with unique geographic or land-use characteristics. There are five overlay districts within the Central Community boundaries.*

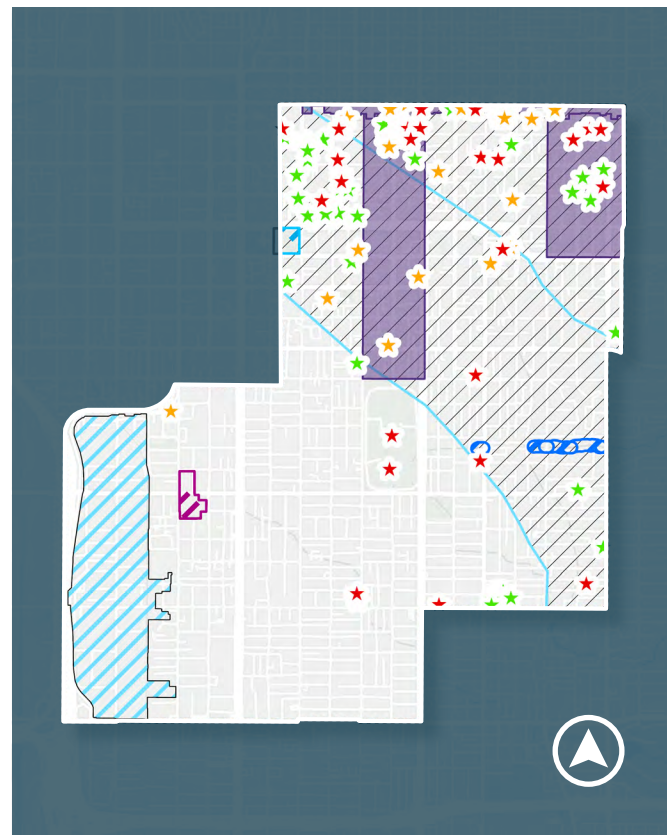


Figure 3.7 Map of Overlay Districts

## HISTORIC PRESERVATION OVERLAY DISTRICT

Properties subject to the H overlay include local landmark sites and properties within a local historic district. For any property with the H overlay, a Certificate of Appropriateness must be issued before beginning work on the site. The City uses this designation to ensure that historic resources maintain their historic integrity.

The Central Community has three local historic districts within its boundaries, Central City, South Temple, and University, and 88 locally-listed landmark sites. For more details on local historic districts and sites subject to the H overlay, refer to the Historic Preservation section of this report ([page 101](#)).

## RIPARIAN CORRIDOR OVERLAY

The Riparian Corridor Overlay District regulates all development within 100 feet of a natural waterway's annual high-water line. In the Central Community, this overlay district is applied to the area surrounding Red Butte Creek, which runs through the eastern section of the plan area. This overlay district helps lower flood potential, minimize erosion, and decrease water pollution.

## GROUNDWATER SOURCE PROTECTION OVERLAY

The purpose of the Groundwater Source Protection Overlay District is to protect the public's drinking water sources. The regulations of this overlay district aim to prevent chemical spills and pollution from getting into the City's drinking water. Businesses within this overlay district are limited in the types and quantity of chemicals they use.

## TRANSITIONAL OVERLAY DISTRICT

The purpose of this overlay district is to help areas transition from high-intensity commercial and light industrial uses toward a mix of residential and commercial uses. In the Central Community, the Transitional overlay is only utilized in the Ballpark neighborhood, around 300 West. This area was zoned industrial until 1995.

The 2025 rezone changed this area to the MU-11 Mixed-Use Zone. This Overlay will help the area become a desirable mixed-use neighborhood by requiring additional design standards and processes for more intense commercial uses. These additional regulations promote neighborhood compatibility while allowing existing non-conforming industrial uses to continue.

## LOCALIZED ALTERNATIVE SIGN OVERLAY DISTRICTS

In unique circumstances, sign overlay districts are created to provide alternative sign regulations for an individual site. Properties in a sign overlay district are subject to unique sign regulations that are completely separate from the requirements of the underlying zone.

Regulations in a sign overlay district supersede the normal sign regulations to which the property would otherwise be subject. In the Central Community, the overlay is only utilized for the Ballpark and Library Square properties. The sign regulations are established by ordinance and must be adopted by the City Council.

# LAND USE



*Land Use refers to the way that a property is used (for example, residential, commercial, mixed-use, or industrial). It is shaped by the needs of the neighborhood and the development and zoning practices of the time. Both have changed significantly over the neighborhood's 100+ year history.*

Mormon settlers originally built large blocks with large parcels of land that could accommodate homes, barns, animals, and vegetable gardens. Today, the community's needs are very different, so land use within the Central Community continues to evolve.

## CENTRAL CITY

The Central City neighborhood is the oldest neighborhood in the plan area and directly adjacent to downtown. This neighborhood features a wide range of land uses, due to its close proximity to downtown. There is a high concentration of commercial and office land uses in the northern neighborhood area. The scale of commercial land uses varies drastically across the neighborhood.

Along 400 South and 700 East, they are built to a very large scale, often with large parking lots in front of the principal building. Commercial land uses along smaller streets like 300 South, 100 South, and 900 South tend to be much smaller and built to the scale of the surrounding neighborhood. The southern section of Central City is mostly residential. This area also contains a wide variety of multi-family dwellings, duplexes, and single-family homes.

## EAST CENTRAL NORTH

Land uses within the East Central neighborhood are mostly residential. Like Central City, the neighborhood is home to single-family dwellings, duplexes, multi-family buildings, and townhomes. There is more multi-family housing here than in the East Central South, Liberty, and Ballpark neighborhoods, likely due to proximity to the University of Utah.

East Central has very little commercial land use. Of what little there is, most is concentrated along 1300 East and 400 South. The neighborhood also contains several institutional land uses, including East High, the McGillis School, and Holy Cross Hospital.

## EAST CENTRAL SOUTH

The East Central South neighborhood is characterized by residential land uses. Most of the residential land use consists of single-family homes and duplexes, with the occasional multi-family structure.

There are several neighborhood-scale commercial corridors, including 900 South and 1100 East. The intersection of 1300 South and 900 East features a few additional commercial land uses. Various religious institutional land uses are spread throughout the neighborhood.

## LIBERTY

This neighborhood features the highest amount of open space, since Liberty Park is within its boundaries. Most of the area is used for residential purposes, primarily single-family homes and duplexes. There are also some multi-family and attached single-family dwellings. Small-scale commercial land uses can be found along 2100 South and 900 South, as well as at several intersections along 1700 South and 1300 South.

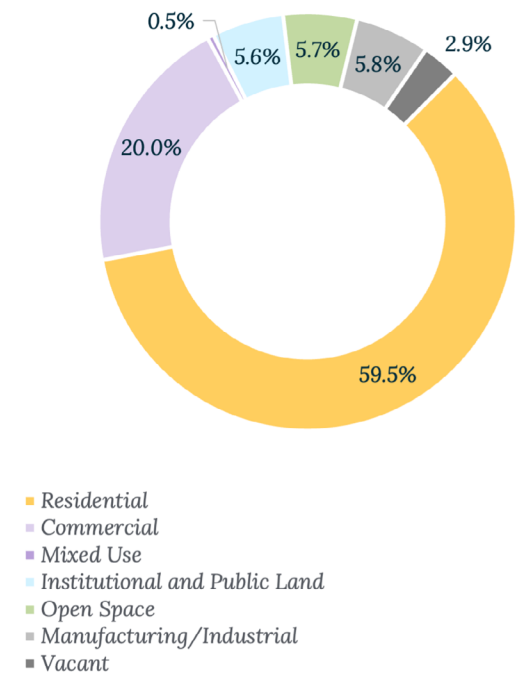
Most of the land along State Street is dedicated to large-scale commercial uses, characterized by big buildings, larger setbacks, and parking lots facing the street.

## BALLPARK

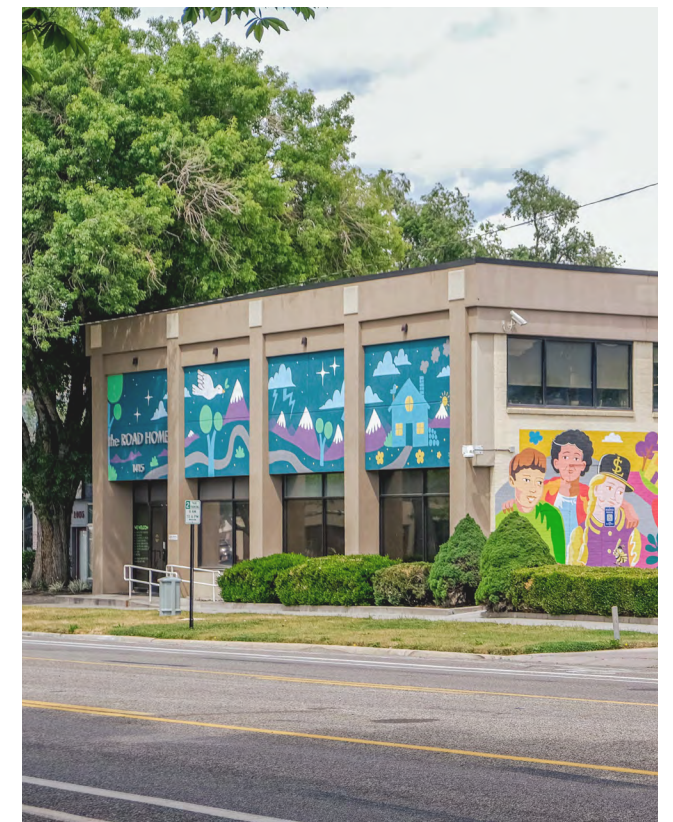
The Ballpark neighborhood features the greatest variety of land uses of any neighborhood in the Central Community plan area. The land on the west side of 300 West was used for industrial and heavy commercial land uses until 1995. Even though these properties were rezoned from commercial to mixed-use in 2025, many heavy commercial and industrial land uses remain along this corridor, including wholesale distribution, car washes, vehicular repair, storage facilities, and light manufacturing.

Commercial land uses can be found along 2100 South, Main Street, and State Street. Residential land uses are located throughout the Ballpark neighborhood, but are less prevalent than in other Central Community neighborhoods. There are many multi-family dwellings located along 300 West, West Temple, and Main Street. Single-family dwellings can also be found along West Temple.

**Figure 3.8** Land Use in the Plan Area



Source: Salt Lake County Parcel Data



The Road Home - Ballpark

# NON-CONFORMING USES



Zoning regulates how land can be used and developed. Land uses that were legally established before current zoning are called “legal non-conforming” or sometimes referred to as a “grandfathered use”.



Coffee Noir - 1035 E 200 S

Legal non-conforming uses may continue to operate, and with limits, may change to similar non-conforming uses even if they're no longer allowed.

When Salt Lake City rezoned the entire city in 1995, many properties became nonconforming as areas that once allowed mixed housing or small-scale commercial uses were downzoned to single-family residential. A local example of a non-conforming use is Coffee Noir, located in the East Central neighborhood at 1035 E 200 S.

This property has been continuously used for retail purposes longer than the existing zoning has been in place. If the building were torn down and another erected, any new use on that site would have to comply with the current zoning district’s land use requirements.

Non-conforming uses, such as Coffee Noir, are common in the Central Community because prior zoning maps encouraged small-scale commercial space within residential neighborhoods. This approach changed in the late 20th century, when residential zoning was widely applied to entire neighborhoods, limiting where commercial businesses could operate.

The Salt Lake City zoning code includes provisions that allow nonconforming land uses to be changed to other, similar uses and allow buildings destroyed by fire or other disasters to be rebuilt and reused for commercial purposes.

Zoning incentives can also be used to allow historic buildings to change use more easily, provided the building is preserved. The intent of this incentive is to promote the preservation of historic buildings, even if they are not in a local historic district, by allowing a wide variety of uses in the building.

# LAND OWNERSHIP



Approximately 89% of the land within the Central Community is privately owned, while the remaining 11% is owned by public or government entities, including Salt Lake City, Salt Lake County, the State of Utah, and utility companies. Of the publicly owned land, Salt Lake City holds the largest share at 6.2%, followed by the State at 3.4%.

City-owned properties primarily consist of parks, most notably Liberty Park, which encompasses approximately 100 acres near the center of the community, as well as the Salt Lake City Public Library, the Ballpark site, and other neighborhood parks. State-owned land is largely dedicated to educational uses, including Salt Lake Community College, East High School, several elementary schools, and other related facilities.

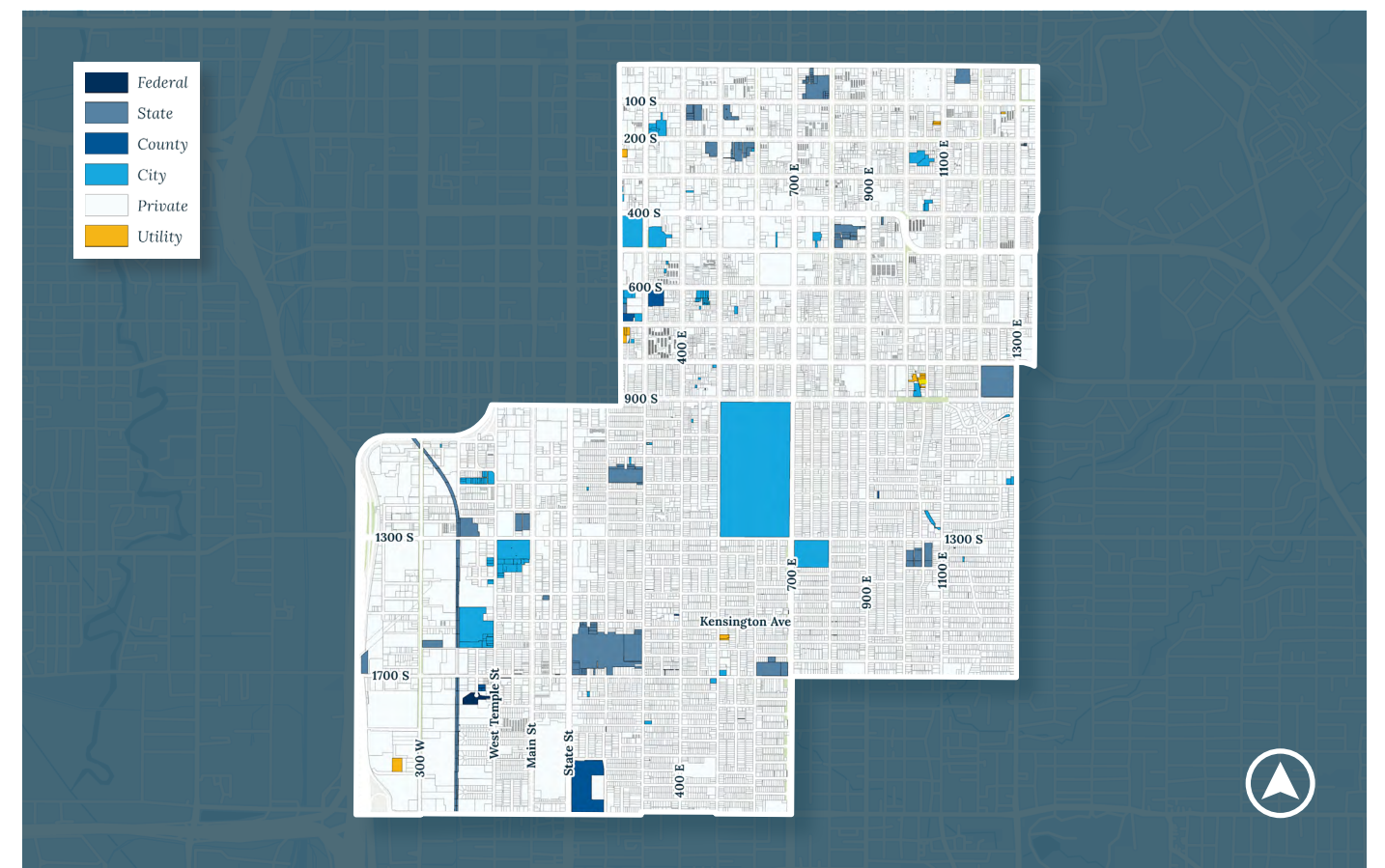


Figure 3.9 Map of Land Ownership

# NEIGHBORHOOD AMENITIES



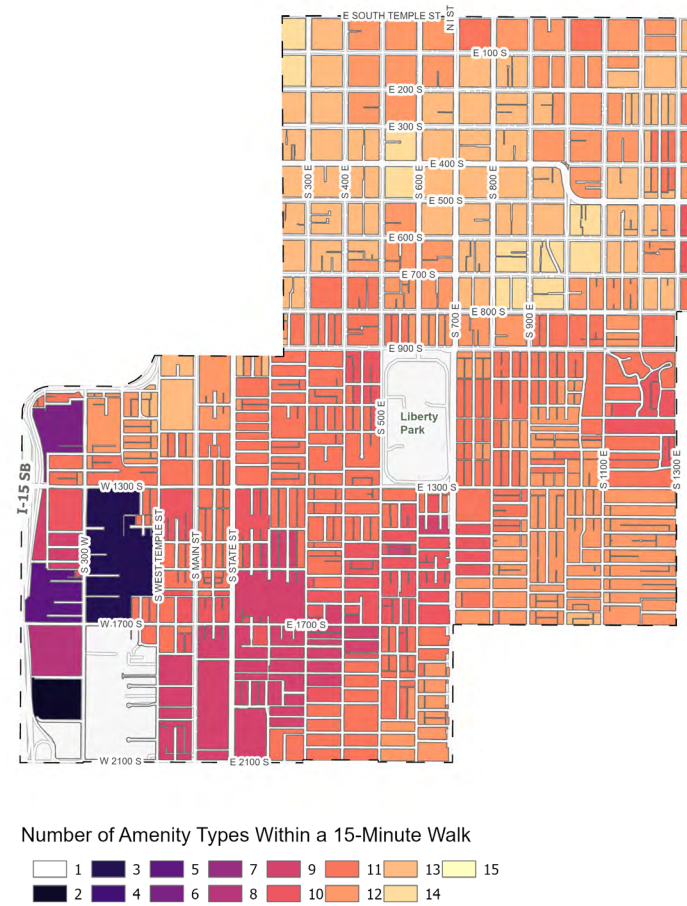
*Neighborhood amenities are the everyday services, facilities, and destinations that support residents' health, convenience, and overall quality of life. These amenities include grocery stores, parks and recreation facilities, healthcare services, retail, schools, transit stops, and more.*

Amenities are primarily concentrated in mixed-use zones that encourage a diverse use of land uses as well as along well-connected corridors that are accessible and served by reliable public transit. When residents live close to essential amenities, they are more likely to choose to walk rather than rely on a car.

Walkability can be measured in a variety of ways, one of which is by calculating how many amenities are within a 15-minute walk of a resident. Walkability plays an important role in residents' well-being, as walking increases public health from increased activity, reduces pollution from car trips, and provides access for those who cannot drive.

Walkable Salt Lake City (2025) found that the Central Community is highly walkable, with all housing units within a 15-minute walk of at least six amenities, including transit, parks, schools, retail, and restaurants. However, fewer than 60% of households can walk to hospitals, libraries, and trails.

Figure 3.10 Amenities within a 15-Minute Walk



Amenity distribution within the Central Community is uneven. Amenities are concentrated in the north near Downtown and the TRAX Red Line, while the southwest area between I-15 and West Temple has fewer destinations due to large nonresidential uses and limited east-west connectivity.

Single-family neighborhoods like Ballpark and Liberty Wells also have reduced access to some amenities. The area's only hospital, Holy Cross, is in the northeast, limiting walkability from the south, though a planned hospital at 800 South and State Street is expected to improve access.

Source: Walkable SLC

## CENTRAL CITY NEIGHBORHOOD

The Central City neighborhood is highly walkable, with access to a wide variety of amenities. Some of the most walkable blocks in this area are those to the east of City Creek, within walking distance of Harmons. These blocks have access to downtown's many amenities, fresh groceries, and several nearby schools, including the Salt Lake School for the Performing Arts. Overall, this neighborhood has exceptional access to amenities, including bicycle infrastructure and transit.

The 400 South corridor, located within the Central City neighborhood, is a vital east-west thoroughfare linking downtown to the University of Utah and Westside neighborhoods. It serves as a major transit, residential, and active transportation artery and is currently undergoing upgrades that include a 12-foot-wide protected bikeway, improved bus boarding islands, and pedestrian enhancements.

The corridor carries the UTA Red Line TRAX train, connecting the University of Utah to the city center, and serves as a major vehicular route. Along the corridor, there is a rapid growth of multi-family residential developments.

## EAST CENTRAL NORTH NEIGHBORHOOD

The East Central area is split by 400/500 South, which forms a barrier between the Bryant & University neighborhoods to the north and the Bennion & Douglas neighborhoods to the south. Most grocery options (Smith's, Trader Joe's, and Whole Foods) are south of 400 South, but there is a Sprouts at 200 South and 700 East.

The blocks around Trolley Square are among the most walkable in this neighborhood area, with close access to most amenity types tracked by Walkable SLC, except for a library.

## EAST CENTRAL SOUTH NEIGHBORHOOD

The East Central South neighborhood is much more residential, with fewer commercial areas and no TRAX stations within walking distance. However, it offers adequate access to parks, trails, and schools, along with reliable bus service, including the high-frequency 900 South bus line, which connects to Trax at 200 West and the University of Utah. In addition, the 9 Line and 1100 East bike routes provide convenient options for meeting daily needs by bicycle. Commercial corridors like 900 South, 700 East, and 1100 East each provide a variety of commercial amenities. The 9th & 9th neighborhood is one example of a highly walkable part of the East Central South area.

Walkability throughout the area could be improved with more small-scale mixed-use zoning and additional pedestrian safety improvements along the larger street corridors.

## BALLPARK NEIGHBORHOOD

While the Ballpark neighborhood does have a large proportion of commercial land, much of the commercial development took place after the freeway was constructed and is primarily auto-oriented. The big box stores on 300 West provide amenities to the neighborhood, but due to large block sizes, parking lots, and the TRAX line limiting travel east and west across 200 West, the stores are not within walking distance for most residents.

The blocks near Central 9th (900 West and 200 South) are becoming much more walkable as new shops and restaurants continue opening. Transit-oriented development around the Ballpark and Central Pointe TRAX stations, as well as near a planned future 1700 South TRAX station, is expected to improve walkability for future Ballpark residents. The 300 West bicycle path is also intended to improve connectivity within the 300 West corridor, allowing people to bike or walk rather than drive.

## LIBERTY

The northwest section of the neighborhood is among the most walkable, with access to 11 amenity types, largely due to its proximity to State Street and 900 South, two mixed-use corridors that offer abundant retail, restaurants, offices, and frequent transit service. In contrast, the southwest corner near 1700 South and 300 East is the least walkable part of the neighborhood, with access to only 8 amenity types.

This area sits further from Liberty Park, the 9-Line, and retail opportunities, and is predominantly zoned for single-family homes, with only small mixed-use nodes along 1700 South limiting the potential for additional amenities. Overall, Liberty is less walkable than most other neighborhoods in the Central Community, with the exception of Ballpark.

## COMPARISON TO CITYWIDE WALKABILITY

Compared to citywide averages, the Central Community performs above average in most amenity categories, but libraries and trails are notable gaps. The Salt Lake Public Main Library, located on the boundary between Central City and Downtown, is the only permanent library branch in the area. Consequently, only about 25% of households are within a 15-minute walk of one. Efforts are already underway to fill that gap.

The Ballpark Library Lab, recently opened at West Temple and 1400 South, serves as a temporary facility until a permanent library in the Ballpark neighborhood is established. Trail access is similarly limited, serving approximately 50% of households, well below the citywide average of 82.1%, highlighting opportunities to enhance recreational connectivity and access in the future.

## HOUSING UNITS WITH WALKABLE ACCESS TO AMENITIES

| Amenities      | Citywide | Central Community | Difference |
|----------------|----------|-------------------|------------|
| Bus Stops      | 98.3%    | 100%              | +1.7%      |
| Childcare      | 90.7%    | 99.8%             | +9.1%      |
| Grocery Stores | 81%      | 92.6%             | +11.7%     |
| Healthcare     | 91%      | 98.5%             | +7.4%      |
| Hospitals      | 31.4%    | 37.9%             | +6.5%      |
| Libraries      | 41.1%    | 26.2%             | -14.9%     |
| Offices        | 96.7%    | 100%              | +3.3%      |
| Parks          | 98.7%    | 100.0%            | +1.3%      |
| Pharmacies     | 77.6%    | 94.4%             | +16.8%     |
| Recreation     | 90.6%    | 97.3%             | +6.7%      |
| Restaurants    | 96%      | 100%              | +4%        |
| Retail         | 94.6%    | 100%              | +5.4%      |
| Schools        | 93.9%    | 100%              | +6.1%      |
| Trails         | 82.1%    | 53.8%             | -28.3%     |
| TRAX Stops     | 52.4%    | 65.2%             | +12.8%     |



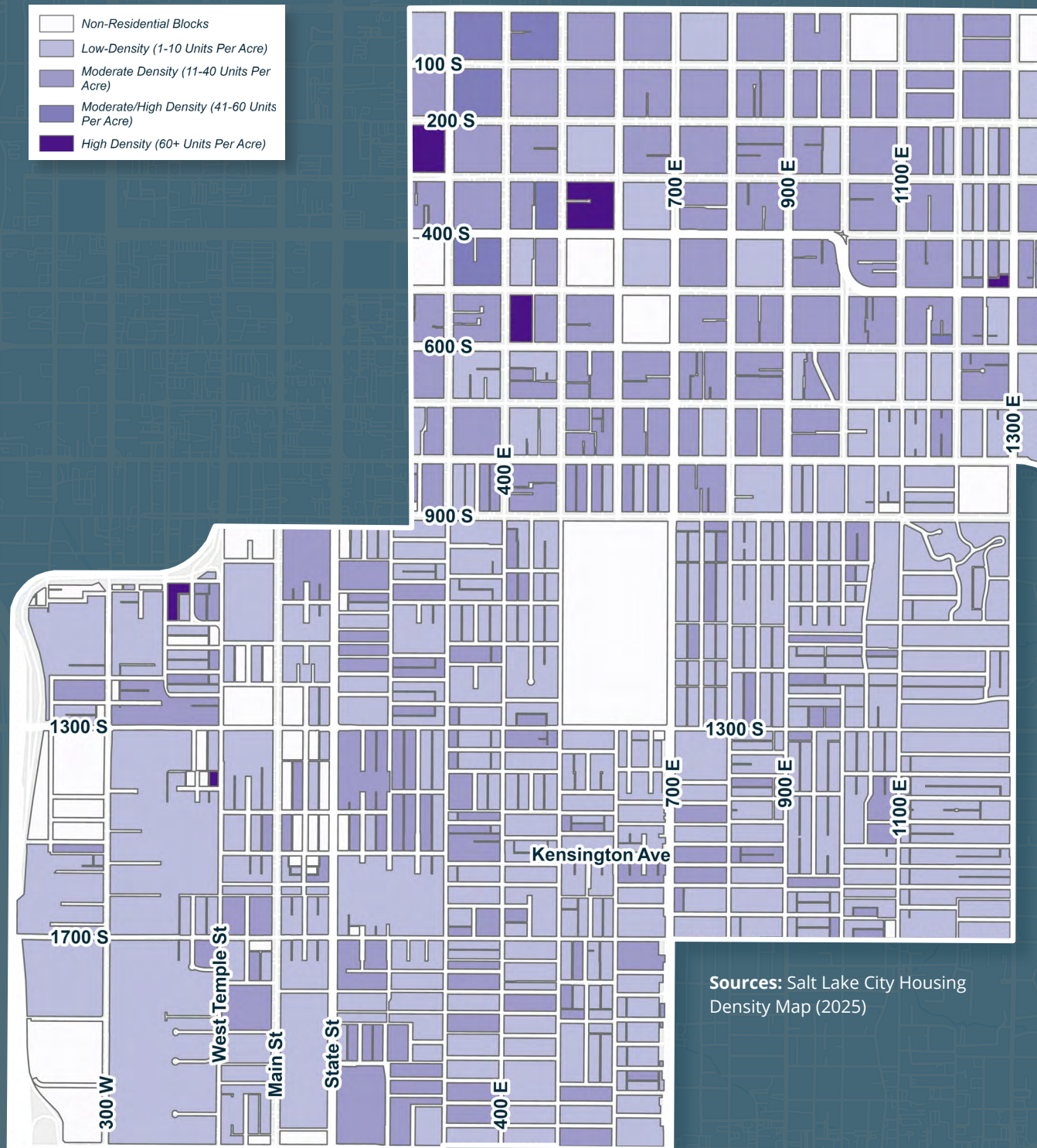


# 04 HOUSING

*Housing plays a crucial role in a community's long-term stability and residents' quality of life. Affordable, accessible, and well-scaled housing allows people to stay in their neighborhoods, build connections, and access daily needs like jobs, schools, parks, and transit.*

A diverse housing supply that accommodates different incomes, ages, and abilities helps communities adapt, sustain economic resilience, and foster social cohesion. Making sure housing is both affordable and functional is therefore vital for maintaining stable neighborhoods and creating inclusive, healthy communities.

# HOUSING DENSITY



Sources: Salt Lake City Housing Density Map (2025)

Figure 4.1 Map of Housing Density

# DENSITY



The Housing Density Map depicts the housing density per block in the Central Community. 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 average density in the plan area is **12.7 units per acre**, and the majority of the Central Community falls within the low and moderate density designations (88% of the total plan area).

The East Central South neighborhood has the lowest housing density, averaging 8 units per acre. The majority of this neighborhood is zoned R-1/5,000, which is a single-family zoning district. Before single-family zoning was established, duplexes could be built throughout the entire neighborhood by right, which is why many still exist in this area today.

Most of the land in this neighborhood is reserved for single and two-family dwellings. The neighborhood has small-scale mixed-use corridors running along portions of 1100 East, 900 South, and 700 East.

The Central City neighborhood has the highest housing density of the entire plan area, at nearly 21 units per acre. The high concentration of residential density is largely due to the neighborhood's proximity to Downtown and its historic role as one of the City's early urban residential areas.

This neighborhood has a broad mix of historic apartment buildings, single-family homes, duplexes, and newer multi-family developments. Over time, infill development has been focused along transit corridors, further increasing the neighborhood's overall density.

## AVERAGE HOUSING DENSITY

| Neighborhood   | Average Housing Density (Dwelling Units per Acre) |
|--|---|
| Central City   | 20.9 dwelling units per acre                      |
| East Central   | 14.8 dwelling units per acre                      |
| Liberty  | 9.3 dwelling units per acre                       |
| East Central South                                   | 8 dwelling units per acre                         |
| Ballpark   | 10.5 dwelling units per acre                      |
| <b>City-Wide Average</b>                             | <b>9.5 dwelling units per acre</b>                |
| <b>City-wide Average Excluding Central Community</b> | <b>8.9 dwelling units per acre</b>                |

DRAFT

The development patterns within Central Community have evolved since the neighborhood's creation. The original 1927 zoning map limited development in the Liberty Wells and East Liberty neighborhoods to single and two-family homes. Apartment buildings were generally not permitted in this section of the plan area, but small apartment buildings can be found in both neighborhoods. The zoning map reserved apartment development for the Central City neighborhood. In the northern section of the plan area, apartments, duplexes, and single-family homes on small lots were permitted by right, meaning they did not require any special administrative process to obtain approval.

In 1995, the City overhauled its zoning ordinance, further separating land uses and housing types. This update introduced single-family-only zoning to neighborhoods that had previously allowed other housing types. It also created new zones for moderate- and high-density multifamily housing.



Gabbott's Row Townhomes - 1440 S Main St

A [2025 study](#) found that these rules, which included stricter minimum lot widths and higher parking minimums, made land development in these districts harder and slowed the development of new housing.

Only 4% of RMF-35 and RMF-45 properties were redeveloped from 1995 to 2025. In an effort to alleviate these issues, the City updated these zoning districts in 2026, removing minimum lot width requirements, reducing minimum lot area restrictions, and easing parking requirements for new development.

**The Ballpark neighborhood** has a much lower housing density than Central City and East Central, averaging 10.5 units per acre. This is probably because housing was not allowed in the western half of this area until the citywide rezone in 1995.

In 2025, this section of the plan area was rezoned to the MU-11 Mixed-Use zone, which will boost housing opportunities. Currently, there is a significant increase in housing development along the 300 West corridor, and more growth is expected along Main Street, State Street, and near the city-owned ballpark.

Most residential land in Liberty Wells and East Central South is R-1/5,000, which only allows single-family homes. In Central City, zoning varies and permits multi-family, mixed-use buildings, townhouses, condos, cottage courts, duplexes, and single-family homes. The map illustrates how much zoning can influence a neighborhood's housing outlook.

## HOUSING TYPES AND NUMBER OF UNITS



*There are approximately 30,051 housing units in the Central Community, which accounts for approximately 28% of the total number of units in Salt Lake City. Residential land use occupies roughly 58% of the plan area.*

Source: March 2026 Utah Housing Unit Inventory & SLC Building Permits

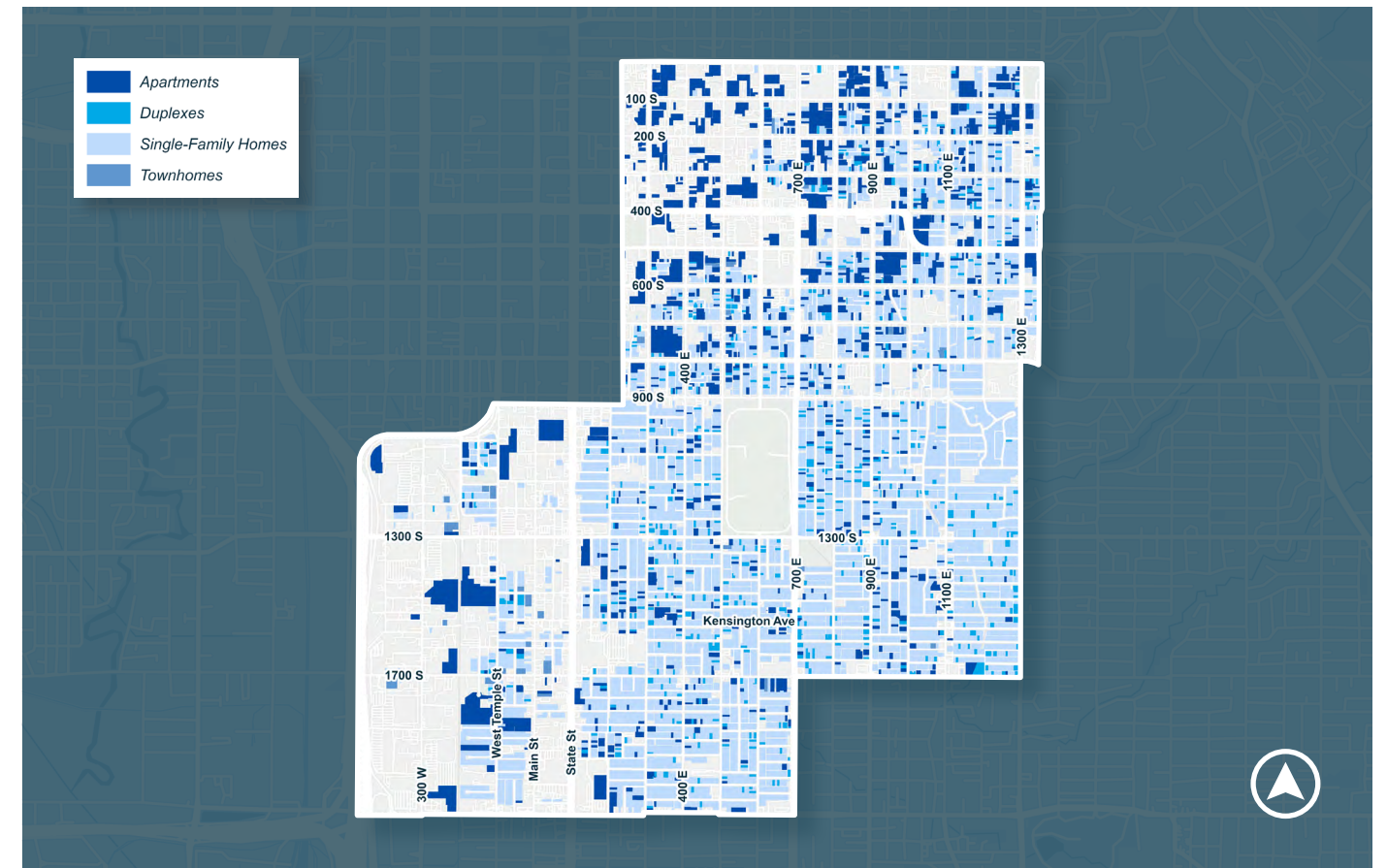


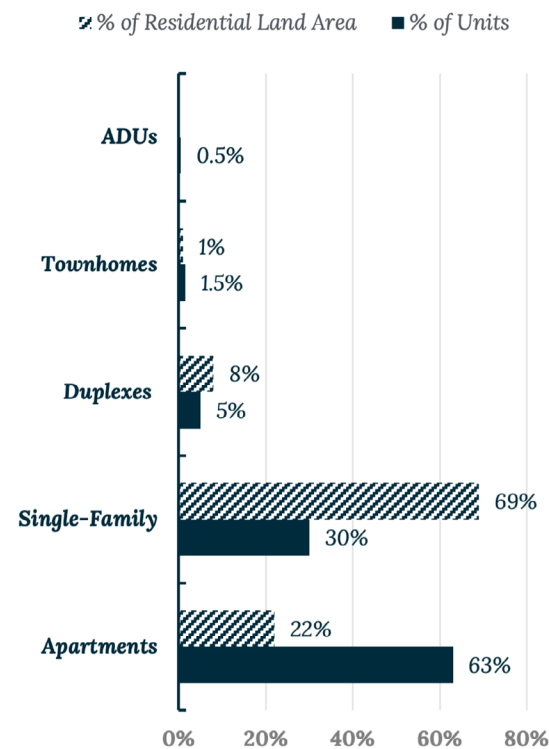
Figure 4.2 Housing Types within the Central Community

# HOUSING INVENTORY

| Housing Type             | # of Units    | # of Acres   | % of Units in the Plan Area | % of Residential Land in the Plan Area |
|--------------------------|---------------|--------------|-----------------------------|--|
| Apartments               | 19,135        | 353          | 63%                         | 21.4%                                  |
| Single-Family Dwellings  | 8,908         | 1,114        | 30%                         | 68.8%                                  |
| Duplexes                 | 1,470         | 135          | 5%                          | 8.3%                                   |
| Townhomes                | 448           | 17           | 1.5%                        | 1%                                     |
| Accessory Dwelling Units | 90            |              | 0.5%                        |  |
| <b>Totals</b>            | <b>30,051</b> | <b>1,619</b> |                             |  |

Source: SLC 2025 Housing Density Map, March 2026 Utah Housing Unit Inventory, and SLC Building Permits

Figure 4.3 Housing Types and Land Area



Sources: SLC 2025 Housing Density Map, March 2026 Utah Housing Unit Inventory, and SLC Building Permits



## APARTMENTS

Apartments make up the largest share of housing units in the plan area but occupy only 22% of residential land. They are found throughout the Central Community, with the highest concentrations north of 900 South. Many apartment buildings were built before 1995, prior to the zoning overhaul that introduced stricter regulations for multi-family zoning. They are generally compatible in scale and design with other buildings in their respective neighborhoods.

In contrast, apartments built after 1995 are usually larger because of the stricter lot size, density, and parking requirements set by those new districts. Transit Station Area (TSA) zoning, implemented along corridors like 400 South, also promoted larger apartment buildings. As mentioned earlier, the City adopted zoning reforms in 2025 to address these development and design concerns.



## SINGLE-FAMILY HOMES

Single-family homes are found throughout the Central Community, even in mixed-use and multi-family zones. Many of the historic single-family homes were constructed before the City implemented its zoning regulations. The majority of the plan area was historically used for single-family zoning.

This trend remains true today. Even though they account for a quarter of all residential units in the plan area, single-family properties occupy 69% of the residential land area.



## DUPLEXES

These housing types include properties with two attached units. The Central Community is unique because it has the highest concentration of R-2 zoning of any neighborhood in the City.

The R-2 zone permits single-family homes and duplexes by right. It is common to see many duplexes in single-family zones because duplexes were allowed by right until the 1995 zoning ordinance rewrite. These structures were often built to match the scale of neighboring single-family homes, which is why they fit right into the neighborhood.



## TOWNHOMES

Townhomes are attached single-family dwellings that offer ownership opportunities to those who want some yard space, often at a lower purchasing price than single-family homes. Townhomes are often considered a “missing middle” housing type because they provide a balance between detached single-family homes and larger multifamily buildings. They can support moderate increases in density while maintaining a scale and form that is compatible with many residential neighborhoods. Townhomes represent the fewest number of housing units in the Central Community and are spread across the plan area.



## ACCESSORY DWELLING UNITS (ADUS)

Accessory dwelling units (ADUs) are small, independent residential units located on the same lot as a primary building. They can be internal (such as a basement apartment) or detached (such as a backyard cottage).

ADUs allow owners to make efficient use of existing infrastructure while supplying neighborhoods with additional housing units. The City updated its zoning ordinance in 2023 to make it easier to build ADUs. They are available only as rental units and cannot be subdivided or sold individually.

# HOUSING AFFORDABILITY



The median home value in the Central Community area is about \$470,650, slightly lower than the citywide average of \$495,700, based on the 2023 American Community Survey 5-Year Estimates. Median monthly rent and mortgage costs are also slightly below the citywide averages.

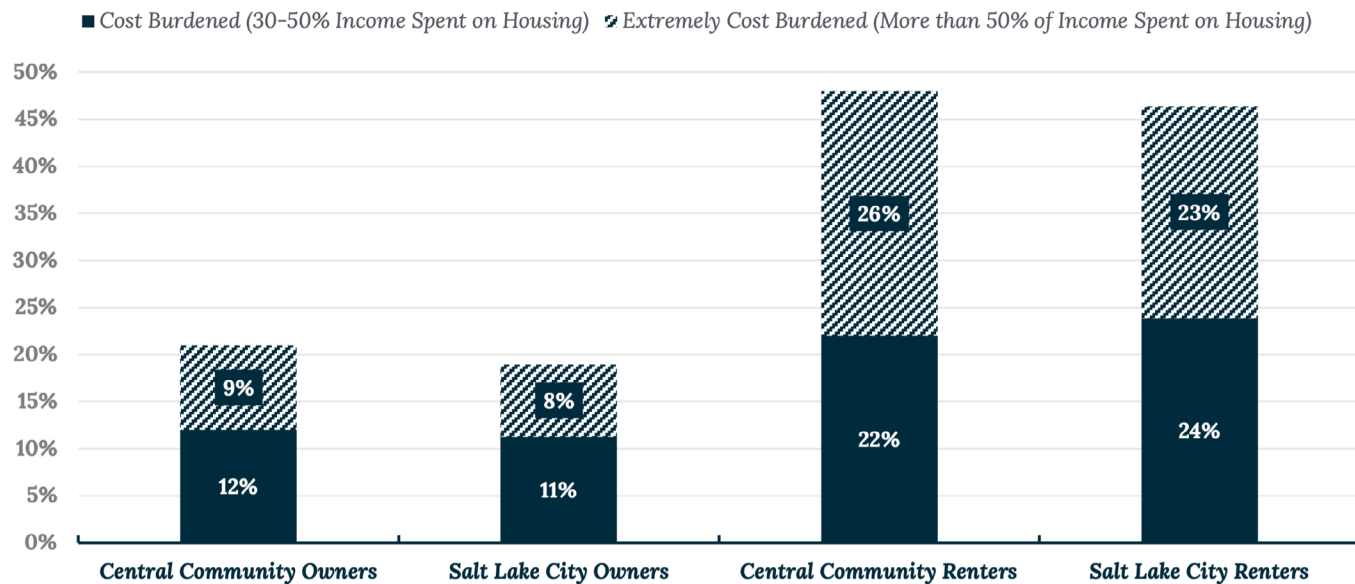
Although overall housing costs are lower than in Salt Lake City, the Central Community has a higher percentage of cost-burdened households, likely due to wide income and affordability differences within the community.

The U.S. Department of Housing and Urban Development (HUD) defines housing as affordable when a household spends no more than 30% of its gross income on housing costs, including rent or mortgage payments, utilities, and mandatory fees. Households that exceed this threshold are considered cost-burdened, and those spending 50% or more of their income on housing are classified as extremely cost-burdened.

Cost-burdened households often struggle to afford other essential needs, such as transportation, food, and emergency expenses. The attached chart illustrates the share of households in the plan area and citywide that are cost-burdened or extremely cost-burdened.

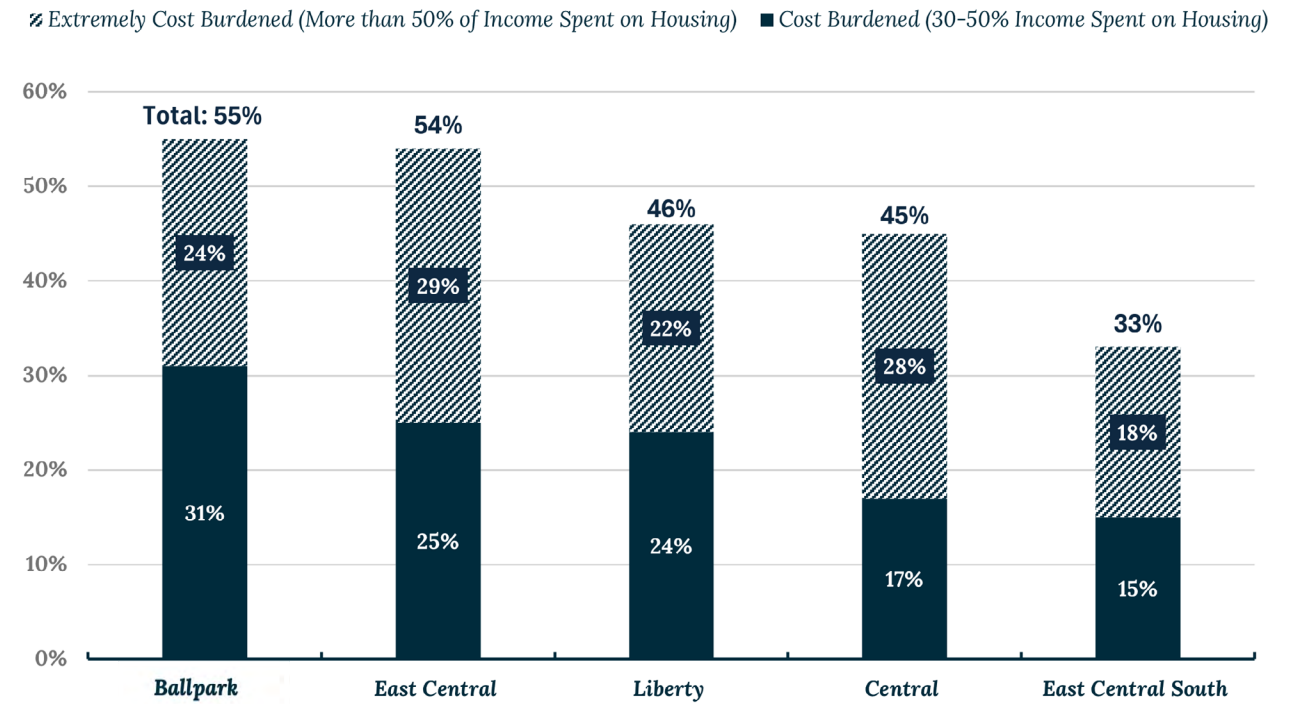
Cost burden disproportionately affects renters, who are more likely than homeowners to be cost burdened in both the Central Community (48%) and Salt Lake City (45%). Additionally, both renters and homeowners in the Central Community experience higher rates of cost burden compared to their counterparts citywide, with renters 3 percentage points higher (48% vs 45%) and homeowners 2 percentage points higher (21% vs 19%), according to American Community Survey data.

**Figure 4.4** Cost Burdened Households



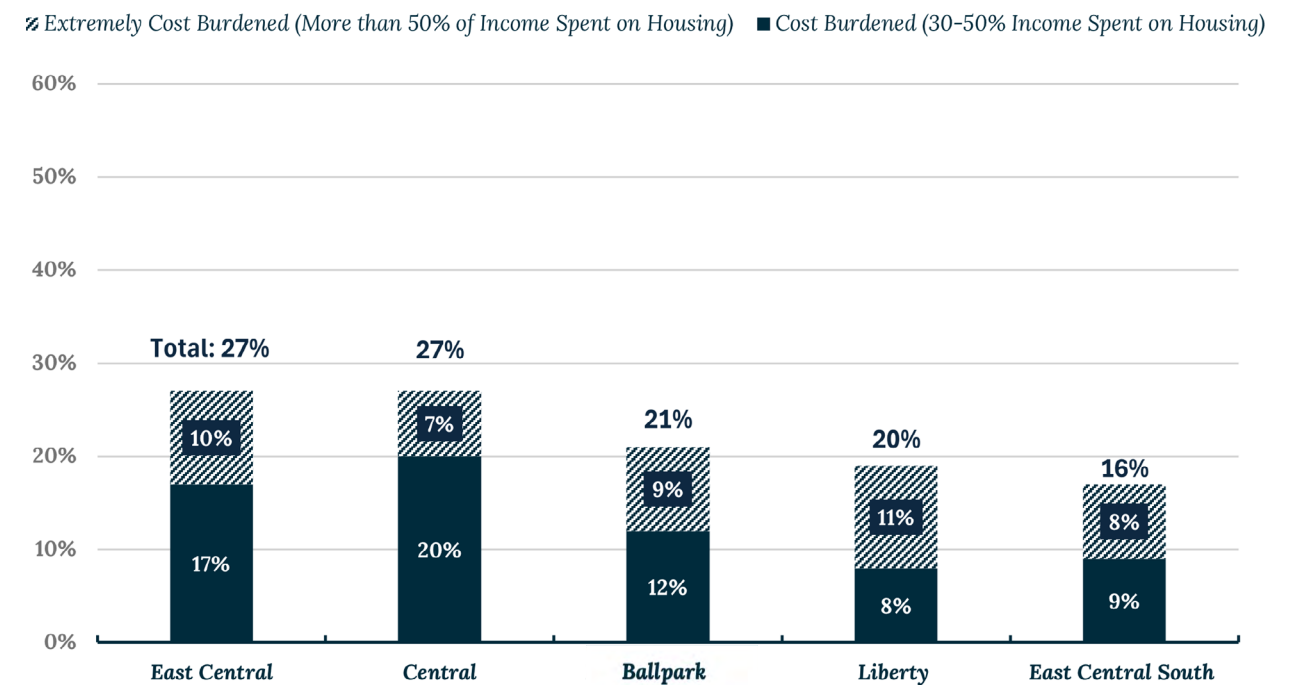
Source: American Community Survey % Year Estimates, 2019-2023

**Figure 4.5** Cost Burdened Households by Neighborhoods (Renters)



Source: American Community Survey % Year Estimates

**Figure 4.6** Cost Burdened Households by Neighborhoods (Owners)



Source: American Community Survey % Year Estimates, 2019-2023

## RENTER-OWNER DISPARITY

Renters are consistently more cost burdened throughout the Central Community regardless of neighborhood, almost doubling the owner rate in certain areas.

## NEIGHBORHOOD VARIATION

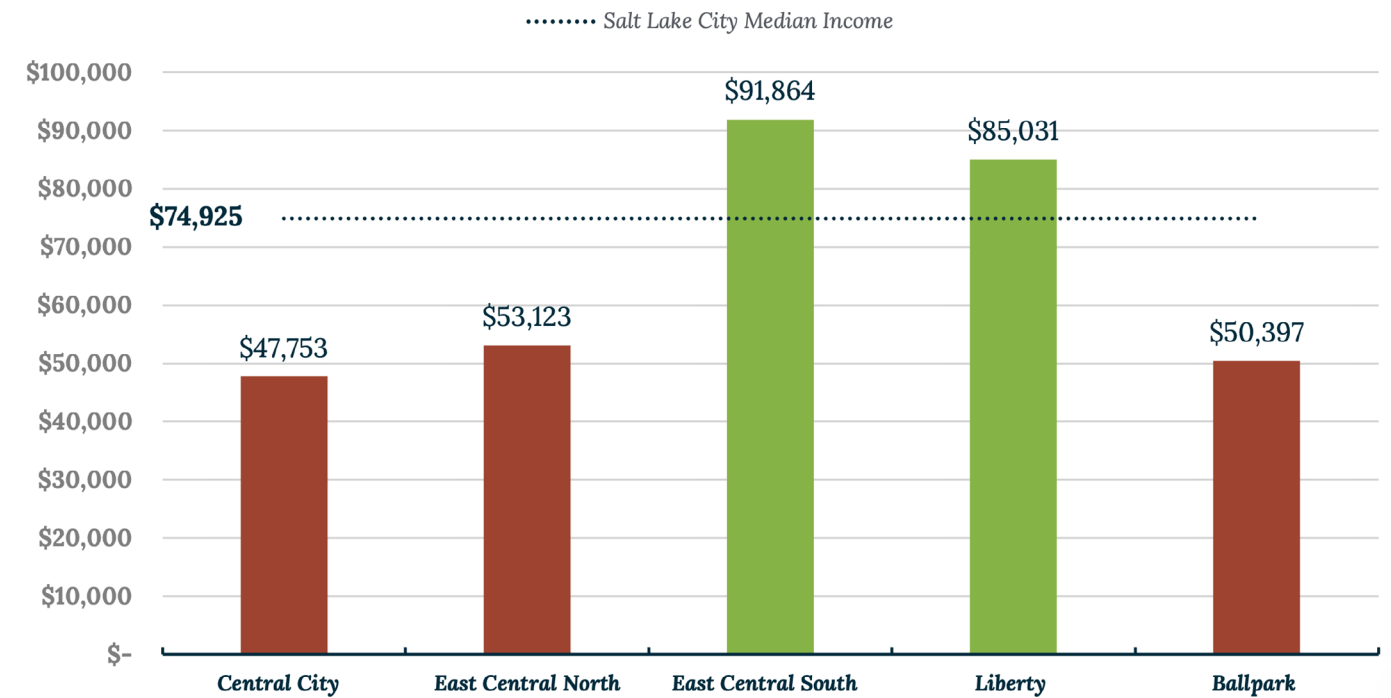
The cost burden varies considerably between neighborhoods in the Central Community. Renter cost burden ranges from 33% in East Central South to 55% in Ballpark, and owner rates ranging from 16% in East Central South to 27% in the East Central and Central neighborhoods.

## HOUSEHOLD INCOME

The median household income within the Central Community was \$63,766, compared to \$74,925 citywide. This is more than \$10,000 below the citywide median. The Household Income table below breaks down the income ranges within the overall community compared to citywide.

Median household income varies significantly across its neighborhoods. As shown in Figure 4.9, Central City, East Central, and Ballpark each fall below \$55,000, whereas Liberty sits above the citywide average at \$85,031 and East Central South even higher at \$91,684.

Figure 4.7 Median Income by Neighborhood



## COST BURDEN SCENARIO

| Median Home Price in Central Community as of 2023 | Interest Rate as of January 2026 | Down Payment   | Monthly Mortgage | Min. Household Income to Avoid Cost Burden | Median Household Income in Central Community |
|---|----------------------------------|----------------|------------------|--|--|
| \$470,650   | 6.1%                             | 20% - \$94,130 | \$2,660          | \$106,400                                  | \$63,766                                     |
| \$470,650   | 6.1%                             | 5% - \$23,533  | \$3,371          | \$134,840                                  | \$63,766                                     |

Based on a 30-year fixed loan using [Zillow's Mortgage Calculator](#). Interest rates reflect the January 2026 weekly average per [Freddie Mac's Primary Mortgage Market Survey \(PMMS\)](#).

## HOUSING COSTS VS INCOME

The Household Costs vs Income table below compares 2023 median rent and mortgage costs within the Central Community and citywide, along with the minimum income required to avoid spending more than 30% of a household income on housing (the threshold for being considered cost-burdened).

Both median rents and mortgage costs in the Central Community are slightly below the citywide averages.

## HOUSEHOLD INCOME

| Income Range         | Central Community | Salt Lake City |
|----------------------|-------------------|----------------|
| Under \$25,000       | 22%               | 16%            |
| \$25,000 - \$49,999  | 19%               | 18%            |
| \$50,000 - \$74,999  | 17%               | 17%            |
| \$75,000 - \$149,999 | 28%               | 29%            |
| \$150,000+           | 15%               | 21%            |
| Median Income        | \$63,766          | \$74,925       |

Source: American Community Survey % 5 Year Estimates, 2019-2023

## HOUSING COSTS VS INCOME

|   | Salt Lake City | Central Community |
|---|----------------|-------------------|
| Median Rent   | \$1,342        | \$1,310           |
| Minimum Salary Needed to Avoid Being Considered Cost-Burdened | \$53,680       | \$52,400          |
| Median Mortgage   | \$1,979        | \$1,985           |
| Minimum Salary Needed to Avoid Being Considered Cost-Burdened | \$79,160       | \$79,400          |

Source: American Community Survey % 5 Year Estimates, 2019-2023

With the median household income in 2023 sitting at \$63,766, the typical Central Community household can afford the median rent without becoming cost-burdened, but does not meet the threshold to afford the median mortgage, indicating that mortgage costs are financially out of reach for the median resident.

While renting in the Central Community is more attainable for the average resident, renters still face a significantly higher cost burden than homeowners, as discussed on [page 66](#). This gap likely reflects, in part, that homeowners tend to report higher median incomes than renters, and that many current homeowners purchased their homes before mortgage rates and home values reached current levels, locking in lower housing costs.

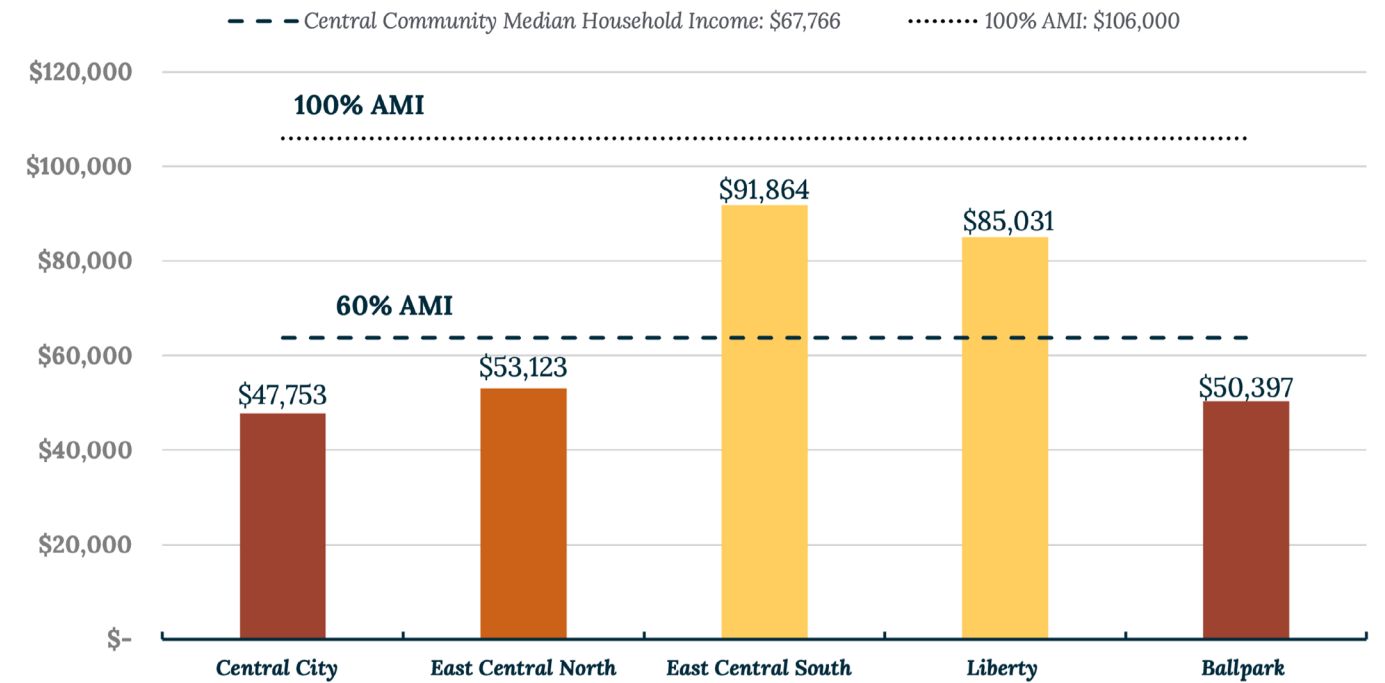
While most residents do not meet the minimum income needed to buy a home, renters are still disproportionately cost burdened despite renting being the more affordable option.

## AREA MEDIAN INCOME (AMI)

Area Median Income (AMI) is the median income of all households within a defined geographic area and is the most commonly used measure of housing affordability in the United States. In Salt Lake City, AMI is calculated for the Salt Lake City metropolitan area, which includes Salt Lake and Tooele counties.

Each year, the U.S. Department of Housing and Urban Development (HUD) uses data from the U.S. Census Bureau to establish AMI figures. These income limits are adjusted by household size, meaning the allowable income threshold increases as household size increases—for example, the AMI for a two-person household is lower than that of a four-person household. Additional information about how AMI is calculated is available through Salt Lake City’s Housing Stability Division at <https://www.slc.gov/housingstability/ami/>

**Figure 4.8** Median Income by Neighborhood Compared to Salt Lake City Metro AMI



Source: FY 2023 HUD Income Limits, American Community Survey % 5 Year Estimates 2019-2023

With a median household income of approximately \$63,766, the typical Central Community household earns roughly 60% of the Area Median Income (AMI), which is classified as “low income.” Additionally, 41% of households in the Central Community earn less than \$50,000 annually, meaning that more than two-fifths of residents living in the plan area fall within the “Very Low Income” or “Extremely Low-Income” AMI categories.

Although the East Central and Liberty neighborhoods exceed the Salt Lake City median income of \$74,925, all five Central Community neighborhoods fall below the 100% AMI threshold of \$106,000 for the Salt Lake Metro Area. This suggests that, despite income variation across the Central Community, all five neighborhoods face significant housing affordability challenges compared to the broader Salt Lake Metro Area.

## AMI CATEGORIES IN THE SLC METRO AREA IN 2023

| AMI Category                  | Family of 4 Income Range |
|-------------------------------|--------------------------|
| Extremely Low (Below 30% AMI) | \$0 – \$31,800           |
| Very Low (30% - 50% AMI)      | \$31,801 – \$53,000      |
| Low (50% - 80 % AMI)          | \$53,001 – \$84,800      |
| Moderate (80% - 100% AMI)     | \$84,801 – \$106,000     |
| Above Median (100% + AMI)     | \$106,001+               |
| Median Income                 | \$63,766                 |

Source: [FY 2023 HUD Income Limits, Salt Lake City Metro Area](#)

## AFFORDABLE HOUSING INITIATIVES

Salt Lake City adopted the Affordable Housing Incentives zoning code in December 2023. The code offers increased development potential, modified standards, and administrative approvals when projects meet affordability requirements, making it easier to build affordable housing. As of April 2026, several projects using these incentives have been proposed in the Central Community, potentially delivering about 300 units affordable to households earning 10–30% of area median income if completed.

The Salt Lake City Community Reinvestment Agency (CRA), in conjunction with the city's Housing Stability Division, tracks the city's investments to support the construction and preservation of affordable housing units through an [online dashboard](#). The dashboard includes units where the city provided support (funding, fee waivers, land discounts or affordability agreements). It does not include privately funded affordable units that did not accept city incentives.

According to the dashboard, as of April 2026, although the Central Community accounts for just 28% of the city's residential units, it contains 40% of all city-supported affordable units and 63% of deeply affordable units. The affordable dwellings in the Central Community include 96 dwellings, all in the Arbor 515 development, that are considered wealth building units. Wealth-building units are units designed to promote long-term equity building for low to

moderate income residents by offering home ownership opportunities or equity building programs. This could be a for sale unit or rented with shared equity. In a shared equity rental unit, the resident gets a share of the building's equity with the other tenants and the owners.

### ARBOR 515

Arbor 515 offers 96 rental units that incorporate a shared equity model for tenants. Through its "Tenant Wealth Initiative," residents can earn financial credits through rent payments.

Of the total units, 18 are affordable to households earning 60% of Area Median Income (AMI) or less, 73 are affordable at 50% AMI or less, and 5 units are affordable at 5% AMI or less.



## AFFORDABLE UNITS

|                            | Affordable Units<br>(80% AMI or below) | Deeply Affordable Units | Salt Lake City Acres |
|----------------------------|--|-------------------------|----------------------|
| <b>Salt Lake City</b>      | 11,759                                 | 1,126                   | 105,786              |
| <b>Central Community</b>   | 4,707                                  | 704                     | 29,735               |
| <b>% of Citywide Total</b> | <b>40%</b>                             | <b>63%</b>              | <b>28.1%</b>         |

*Salt Lake City Affordable Housing Construction and Preservation Dashboard, Utah Housing Unit Inventory, SLC Building Permits*

The following represents occupations and housing costs for an individual supporting a 4-person household at different income levels within the Salt Lake City metropolitan area:



**LEVEL OF AFFORDABILITY:**  
30% AMI (Extremely Low-Income)

**INCOME:** \$0k-\$32k

**MAX. AFFORDABLE MONTHLY HOUSING COSTS:** \$920

**EXAMPLE OCCUPATION /AVERAGE WAGES:**  
Food Server / \$31,220 / (\$15/hr.)



**LEVEL OF AFFORDABILITY:**  
80% AMI (Low-Income)

**INCOME:** \$53k-\$84k

**MAX. AFFORDABLE MONTHLY HOUSING COSTS:** \$1,692

**EXAMPLE OCCUPATION /AVERAGE WAGES:**  
Principal Planner \$80,670 (\$39/hr.)



**LEVEL OF AFFORDABILITY:**  
50% AMI (Very Low-Income)

**INCOME:** \$32k-\$53k

**MAX. AFFORDABLE MONTHLY HOUSING COSTS:** \$1,033

**EXAMPLE OCCUPATION /AVERAGE WAGES:**  
Dental Assistant / \$41,320 / (\$20/hr.)



**LEVEL OF AFFORDABILITY:**  
100% AMI Moderate Income

**INCOME:** \$84k-\$106k

**MAX. AFFORDABLE MONTHLY HOUSING COSTS:** \$2,452

**EXAMPLE OCCUPATION /AVERAGE WAGES:**  
Physical Therapist / \$98,080 / (\$47/hr.)

**Source:** [Bureau of Land Statistics](#), [HUD](#), [Salt Lake City Housing Stability](#)

# 05 PARKS, RECREATION, AND OPEN SPACE

DRAFT

## **Central Community Park LOS:**

2.8 acres per 1,000 residents

- **Citywide Park Average:**  
3.5 acres per 1,000 residents
- **Citywide Natural Lands Average:** 8.6  
acres per 1,000 residents
- **Central Community Natural Lands:** 0  
acres per 1,000 residents

*The Central Community contains approximately 160 acres of parkland, including one regional park (Liberty Park), one community park (Herman Franks Park), three neighborhood parks, multiple mini-parks, and several special-use and event spaces such as Library Square and Washington Square.*

According to the Salt Lake City Parks and Public Lands Needs Assessment, this planning area has the lowest park Level of Service (LOS) in the city at 2.8 acres per 1,000 residents, compared to the citywide average of 3.5 acres per 1,000 residents. The deficiency is further complicated by the lack of natural lands within the plan area boundary. While other areas of the city benefit from foothills, access to the canyons, and large open space areas that substantially increase their overall acreage per capita, the Central Community contains no natural lands.

Because Central Community is highly urbanized and generally densely populated, its park system relies entirely on developed parks. Although Liberty Park contributes significant acreage, high population density reduces the per-capita benefit. The predominance of small mini-parks also limits the overall acreage contribution toward LOS calculations. As a result, the Central Community experiences both a quantitative deficiency in park acreage and a structural limitation due to its built-out urban context and lack of natural open space resources.

# WALKABILITY TO PARKS



*Walkable SLC, an interactive map and study by the Planning Division, shows that 100% of housing units in the Central Community are within a 15-minute walk (or slightly less than a mile) from a park.*

While encouraging, this measure doesn't capture all access barriers, such as a lack of amenities, limited park size, or difficult street crossings. The Salt Lake City Parks and Public Lands Needs Assessment provides a more detailed evaluation of park service levels and accessibility.

## NEEDS ASSESSMENT AND DISTRIBUTION GAPS

According to the 2019 Salt Lake City Parks and Public Lands Needs Assessment, the Central Community has less access to local parks than any other planning area, notwithstanding its highly walkable street network and strong public transit access. The assessment evaluates both acres of parkland and open space per capita (Level of Service) and considers proximity to nearby parks (Walkability Index). Together, these metrics highlight a gap in park access across the area.

**Level of Service** = Are there enough parks? (acreage per capita)

**Walkability Index** = Can you get to a park? (distance/proximity)



Liberty Park

In response, the assessment calls for targeted efforts to expand park and trail access in the Central Community. This recommendation is reinforced by community feedback: residents reported the highest willingness citywide to pay fees for new parks, trails, and natural lands, indicating strong awareness of and support for addressing these deficiencies.

The assessment also identifies specific gaps in recreational amenities. The Central Community has no multipurpose fields (such as soccer or football), no softball fields, and only three baseball fields. It also has the fewest miles of off-street trails per capita and lacks strong connections to the broader citywide trail network. While the area includes some recreational options, such as a public recreation center, private gyms, and wellness facilities, they are not a substitute for accessible public parks and open space.

## AMENITY DISTRIBUTION

- Playgrounds:** 16
- Multipurpose Fields:** 0
- Baseball Fields:** 3
- Softball Fields:** 0
- Volleyball Court:** 0
- Sand Volleyball Court:** 5
- Dog Park:** 2
- Tennis Court:** 21
- Basketball Hoops:** 4

At the same time, the Central Community serves as a hub for many of Salt Lake City's primary cultural gathering spaces. Liberty Park is the city's most heavily used park, hosting 78 community events annually, while Library Square and Washington Square are also among the most active public spaces citywide.

These challenges are further intensified by growth. The Central Community has the largest population of any planning area and is expected to accommodate much of the city's future residential growth through infill and densification. This combination of high existing demand, both locally and regionally, and continued growth places increasing pressure on an already constrained parks system.

# PARKS



*The Central Community's parks are organized into several categories. Liberty Park is the area's only regional park, and Herman Franks Park is the only community park in the plan area.*

*Neighborhood parks include Jefferson Park, Reservoir Park, and Richmond Park. The area also contains a number of mini-parks, two special event parks (Library Square and Washington Square), and two special-use parks (Gilgal Gardens and Tracy Aviary).*

Parks, open space, and recreation land uses owned by the City occupy only **approximately 4.1%** of the Central Community plan area and encompass **about 160 acres** of land.

## LIBERTY PARK

Liberty Park is the most visited park within the Parks & Public Lands system. Twenty-two percent of residents say they visit it most often. The majority of Salt Lake City residents visit their "most frequented park" because it is close to home, but the residents who gravitate to Liberty Park say they do so because of its "trees and atmosphere" (27% versus 15% citywide). The number is even higher (31%) for people traveling from other planning communities to visit.

## PARKS WITHIN THE CENTRAL COMMUNITY



Figure 5.1 Parks within the Central Community

## PARKS WITHIN THE CENTRAL COMMUNITY

| #  | Name                           | Address                 | Park Type                       | Size |
|----|--------------------------------|-------------------------|---------------------------------|------|
| 1  | 337 Pocket Park                | 337 E 400 E             | Mini Park                       | 0.3  |
| 2  | 6th East Park                  | 220 S 600 E             | Mini Park                       | 0.1  |
| 3  | Artesian Well Park             | 808 S 500 E             | Mini Park                       | 0.1  |
| 4  | Beatrice Evans Park            | 1224 E Gilmer Dr        | Mini Park                       | 0.1  |
| 5  | Cotten Park                    | 1815 S 300 E            | Mini Park                       | 0.2  |
| 6  | Faultline Gardens Park         | 1041 E 400 S            | Mini Park                       | 0.9  |
| 7  | First Encampment Park          | 1704 S 500 E            | Mini Park                       | 0.3  |
| 8  | Gallacher Park                 | 644 Park St             | Mini Park                       | 0.3  |
| 9  | Gilgal Sculpture Garden        | 749 E 500 S             | Special Use Park                | 0.9  |
| 10 | Herman Franks Park             | 1371 S 700 E            | Community Park                  | 9.7  |
| 11 | Inglewood Park                 | 1159 S McClelland St    | Mini Park                       | 0.3  |
| 12 | Jefferson Park                 | 110 W Fremont Avenue    | Neighborhood Park               | 3    |
| 13 | Jefferson's Rectangle Park     | 1790 S Jefferson Circle | Mini Park                       | 0.3  |
| 14 | Liberty Park                   | 600 Harvey Milk Blvd    | Regional Park                   | 88.8 |
| 15 | Library Square                 | 200 E 400 S             | Special Event Park              | 10   |
| 16 | Peoples Freeway Park           | 1560 S W Temple St      | Special Use / Neighborhood Park | 0.4  |
| 17 | Reservoir Park                 | 42 S University St      | Neighborhood Park               | 6.0  |
| 18 | Richmond Park                  | 444 E 600 S             | Neighborhood Park               | 1.6  |
| 19 | Ron Heaps Memorial Park        | 256 Herbert Ave S       | Mini Park                       | 0.1  |
| 20 | Taufer Park                    | 680 S 300 E             | Mini Park                       | 0.6  |
| 21 | The Mead Avenue Underpass Park | 152-186 Mead Ave S      | Mini Park                       | 0.6  |
| 22 | Van Ness Tot Lot               | 426 Van Ness Pl S       | Mini Park                       | 0.1  |
| 23 | Victory Park                   | 239 S 1000 E            | Mini Park                       | 1    |
| 24 | Washington Square              | 451 S State St          | Special Use Park                | 10   |

DRAFT

# NATURAL LANDS



According to the 2019 Salt Lake City Parks & Public Lands Needs Assessment, the Central Community has no dedicated natural land within its specific boundaries.

While the city generally has abundant natural lands in its surrounding areas, this central area is the most urban and is not directly adjacent to natural lands.

A handful of urban trails offer access to recreation and nature. Miller Bird Refuge is a restored 8.75-acre riparian habitat with 2 large loops for wildlife watching and passive recreation, and is located just east of 1300 East, and can be accessed via the 9-line through the Gilmer Neighborhood. Wasatch Hollow is a quiet preserve surrounded by a residential neighborhood.

Two walking/hiking loops of just under 1 mile give visitors a taste of nature within the city. The city's goals for the preserve are to restore and protect the natural riparian habitat and the creek's flow.

# TRAILS



Trails are popular features that help create a well-connected community with access to parks and natural areas.

The proposed Green Loop is especially important for the Central Community because it offers the best way to improve the area's low park access by turning 5.5 miles of downtown streets into connected green space.

While the Central Community does not have hiking or recreational trails, several on-street bike routes link the area to parks and open spaces, as shown on **Figure 5.2**. Another key connection is the McClelland Trail, a walking and biking route that follows the Jordan and Salt Lake Canal from 9th & 9th to the Brickyard Plaza shopping area.

The trail, built in 2016, currently runs from 800 South to 2100 South and includes both off-street paved paths over the canal and on-street routes through quiet neighborhood streets.

## TRAILS WITHIN THE CENTRAL COMMUNITY

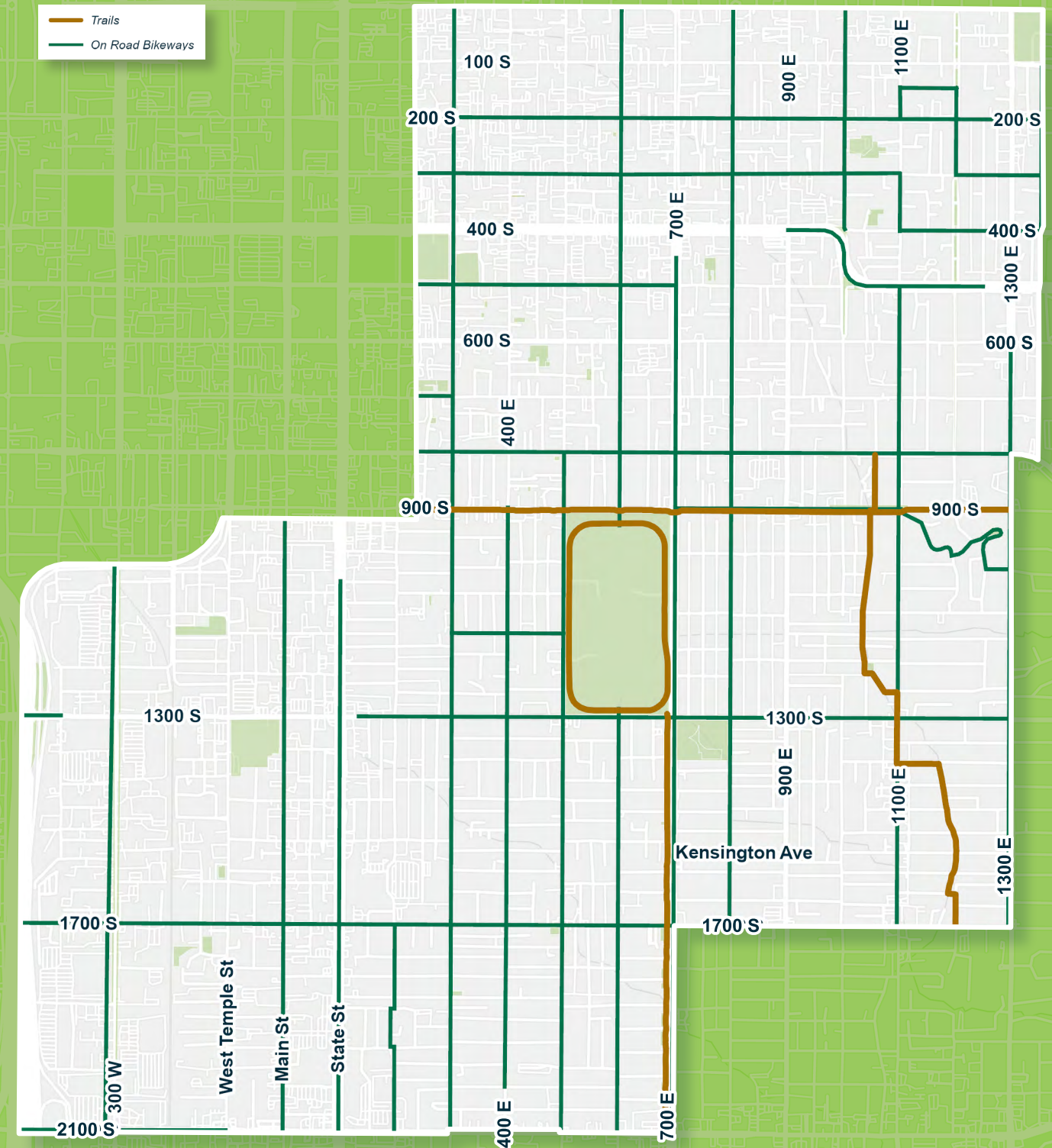


Figure 5.2 Trails within the Central Community

# URBAN TREE COVERAGE



*Urban tree coverage refers to the percentage of land area shaded by tree canopy when viewed from above. Trees in urban settings offer a wide range of benefits that go far beyond aesthetics.*

*They help reduce the urban heat island effect by providing shade and releasing moisture through respiration; improve air quality by capturing pollutants and carbon dioxide; manage stormwater runoff by intercepting rainfall; and support biodiversity by creating habitats for birds and insects.*

Studies consistently show that neighborhoods with higher tree coverage experience lower energy costs, lower resident stress levels, and higher property values. As cities grow and pressures from climate change intensify, investing in urban tree planting and preservation programs has become an increasingly important part of sustainable city planning.

A defining feature of Central Community is its landscaped medians along 600, 800, and 1200 E, north of 900 S. Smaller segments remain on 1000 E between 500 and 600 S, and on 200 S between approximately 900 and 1100 E.

Established in 1908, these medians were originally planted with trees and flowerbeds and are now primarily landscaped with trees and grass. Over time, some medians and the trees within them have been removed. For example, the median on 700 E was removed between 1956 and 1959 to accommodate road widening for automobile traffic.

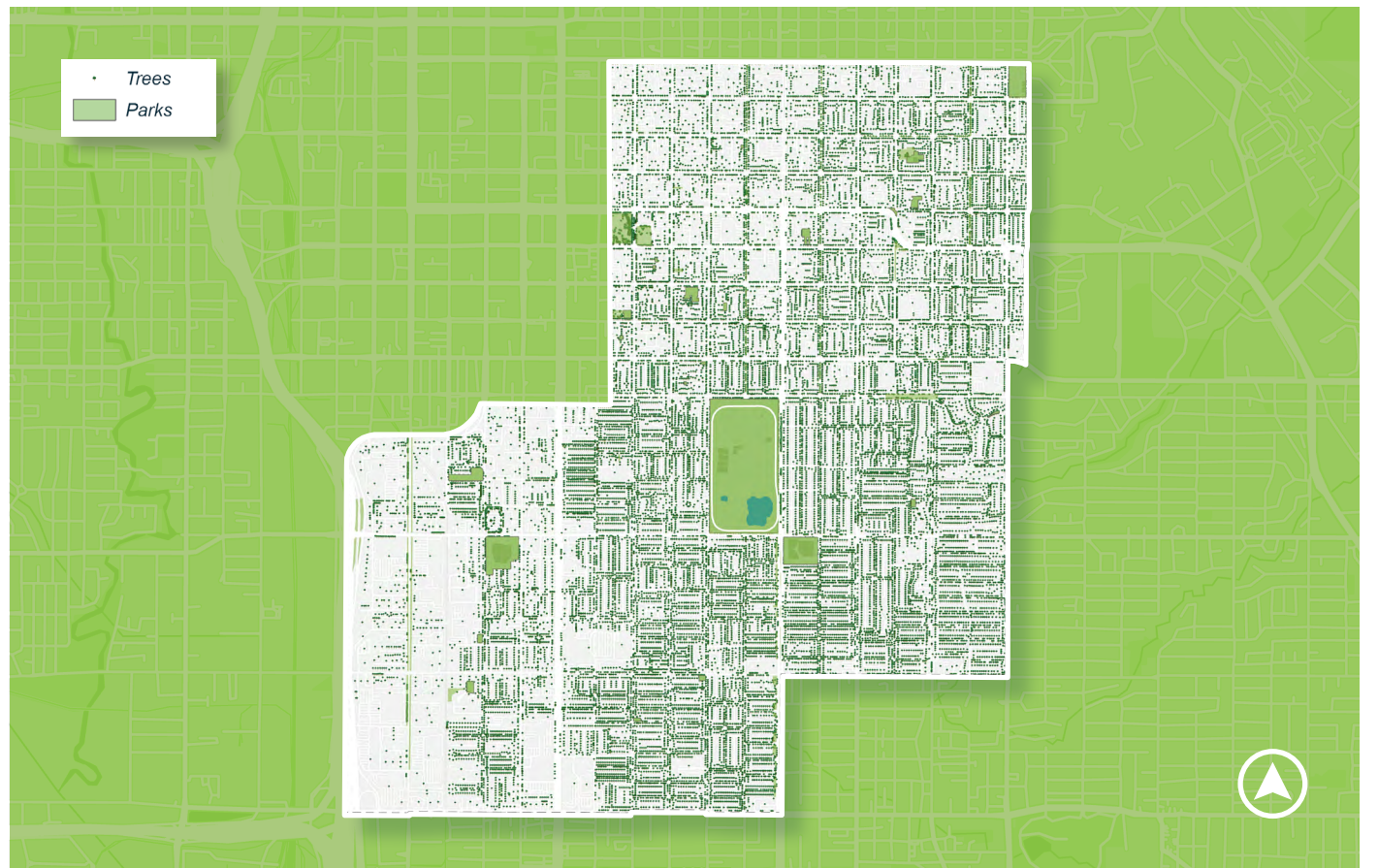
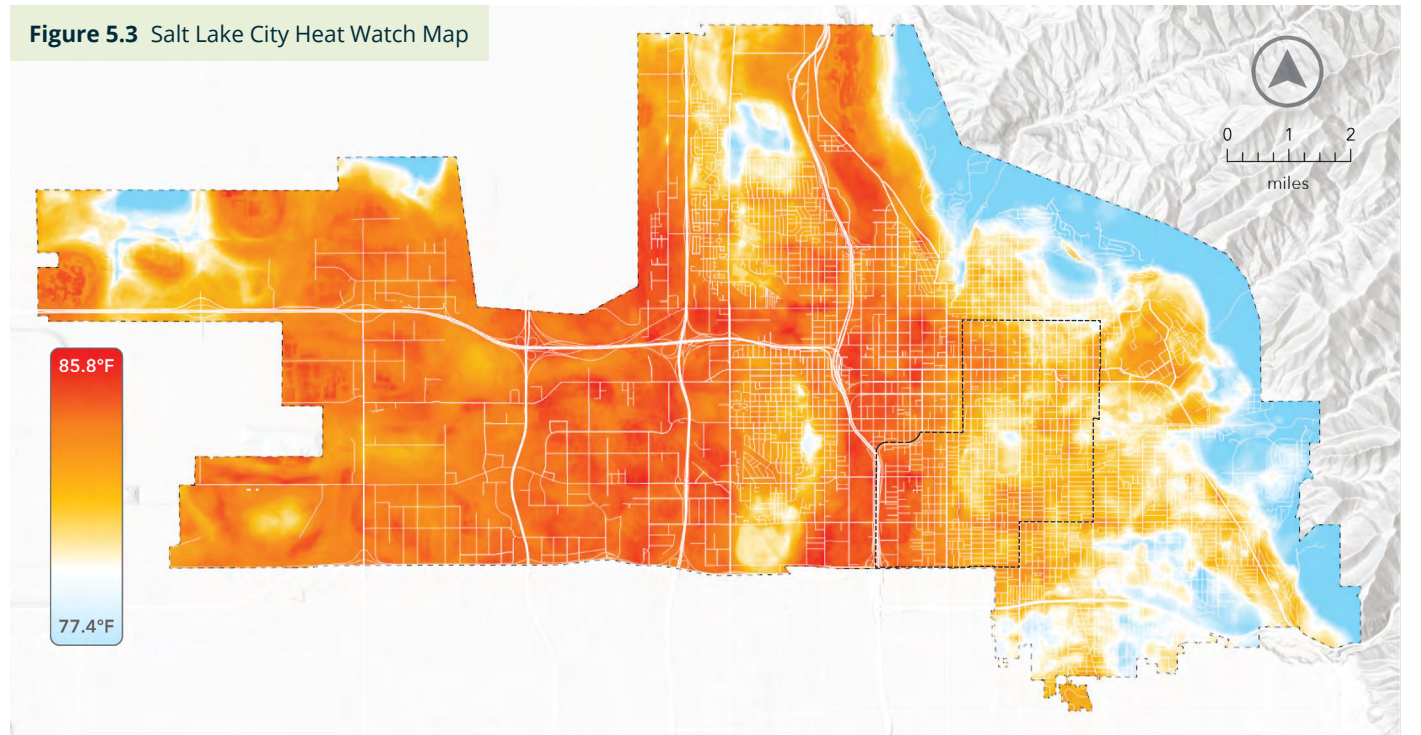
The asphalt of Salt Lake City's wide streets contributes to the urban heat island effect by absorbing and retaining solar heat. Combined with limited shade, these large, exposed areas can raise surrounding temperatures, sometimes by up to 15 degrees more than surrounding areas (CAPA/Heat Watch Report, September 2023).

While increasing tree planting can help, it is only a partial solution: even a continuous canopy on both sides of the street cannot fully shade a 132-foot-wide right-of-way. In contrast, narrower streets tend to support greater canopy coverage and produce less intense heat-island effects.

**Figure 5.4** illustrates urban tree canopy coverage and the locations of individual trees within the Central Community. The Ballpark neighborhood near 300 W and State St has the lowest canopy coverage in the plan area, at approximately 9%.

This pattern reflects its development history: much of the area saw significant redevelopment in the 1960s and 1990s, with larger buildings, expansive parking lots, and wider streets, along with industrial uses that received limited investment in landscaping and open space. The map also shows reduced canopy coverage along wider corridors, such as 400 S, State St, and 700 E, compared to narrower residential streets.

**Figure 5.3** Salt Lake City Heat Watch Map



**Figure 5.4** Map of Urban Tree Canopy

# 06

# TRANSPORTATION AND MOBILITY

DRAFT

*Central Community's transportation network is multi-modal, including transit service options, bicycle and pedestrian facilities, as well as an abundance of automobile lanes.*



Figure 6.1 1921 Street Car Map

## TRANSPORTATION NETWORK HISTORY



*Salt Lake City's trademark square grid pattern formed by historic 10-acre blocks defines the street pattern in the areas north of 900 South.*

*This development pattern was consistent with the grid pattern established downtown by the first pioneer settlers in 1847.*

As Salt Lake City's population grew throughout the late 1800s and early 1900s, new residential areas were established outside the city center. The streetcar system was expanded to areas south of 900 South to serve new housing developments.

This area is made up of narrower streets and smaller-scale residential subdivisions that form a mostly rectilinear grid pattern, with some blocks running north-south and others running east-west.

By 1921, the Central Community was served by 13 streetcar routes. Streetcar access was, at one point, available on 300 West, 200 West, West Temple, State Street, 300 East, 500 East, 700 East, 900 East, 1100 East, 1300 East, 900 South, 700 South, 500 South, 400 South, 300 South, 200 South, 100 South, and South Temple.

Over time, as automobile ownership became more common, these streetcar lines were abandoned one-by-one until the final line was ultimately abandoned in 1944 (utahrails.net).

The City's history of paving rail lines for cars has left a legacy of large arterial streets like State Street, 400 South, and 700 East that divide communities and act as barriers.

Overall, while the Central Community Plan Area benefits from a strong transportation network and unique amenities like the 9-Line trail, there are opportunities to enhance its connectivity and accessibility, particularly for pedestrians and cyclists, to better serve its diverse mix of land uses.



700 East

DRAFT

# STREET TYPES



The area's street network evolved as the city developed over time, following Salt Lake City's traditional grid pattern north of 900 South and a modified grid pattern south of 900 South.

The plan area includes more arterial streets than other Salt Lake City neighborhoods. Major east-west arterial streets include 400, 500, 600, 1300, and 2100 South. Major north-south arterial streets include 1300 East, 700 East, State Street, and 300 West. State St, 400 South, and a majority of 700 East are marked in red on the road classification map, indicating that these are UDOT arterials, owned by the State of Utah.

In 2026, the Utah Legislature adopted a law that requires SLC to work with UDOT to produce a Tiered system of streets, with each Tier identifying the degree of change that can happen on each street. The Central Community will likely be heavily impacted by this requirement due to the high number of major streets, especially north of 900 South, the number of UDOT roads, and the area being one of the best areas served by bicycle infrastructure, transit access, and walkability.

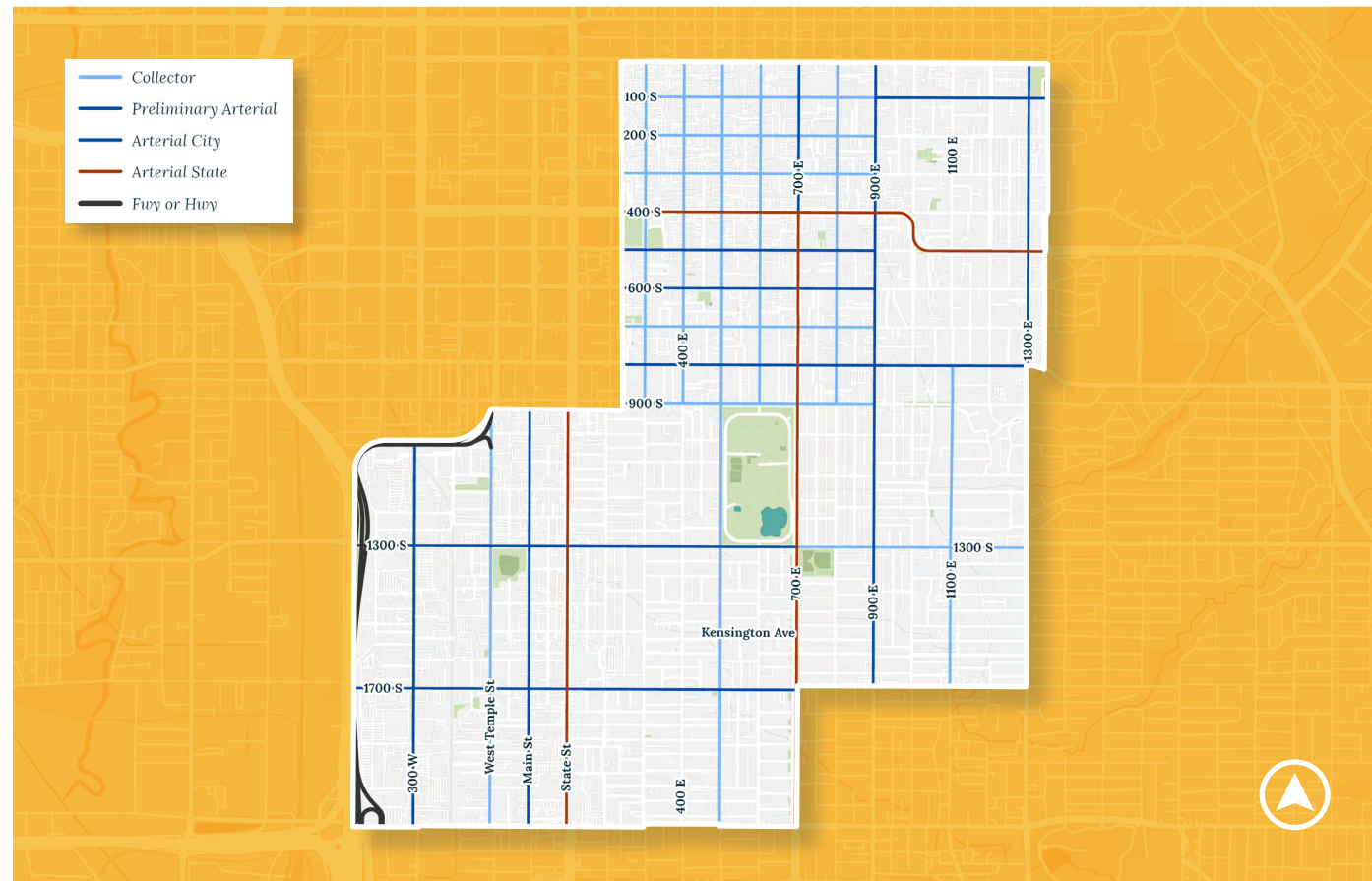


Figure 6.2 Central Community Road Classification Map

The street network provides quick access to I-15 for regional traffic, prioritizing the fast and efficient movement of commuters and freight trucks. These roads typically feature higher speed limits, multiple lanes, and limited access points to handle heavy traffic volumes.

## ALLEYS

Private and public alleys are common throughout neighborhoods in the Central Community plan area. North of 900 South, a majority of the alleys are privately owned, while public alleys are more common in neighborhoods to the south. Most of the private alleys north of 900 S are small segments serving individual properties that do not provide connections through the blocks.

In some cases, alleys represented on the map may no longer be in use. South of 900 South, narrow rectangular blocks with alley access to the rear are a common development pattern.

Neighborhoods in the plan area between approximately 1700 South and 2100 South are served by fewer alleys. Further study and review are necessary to determine whether future connections to existing alleys may be possible.

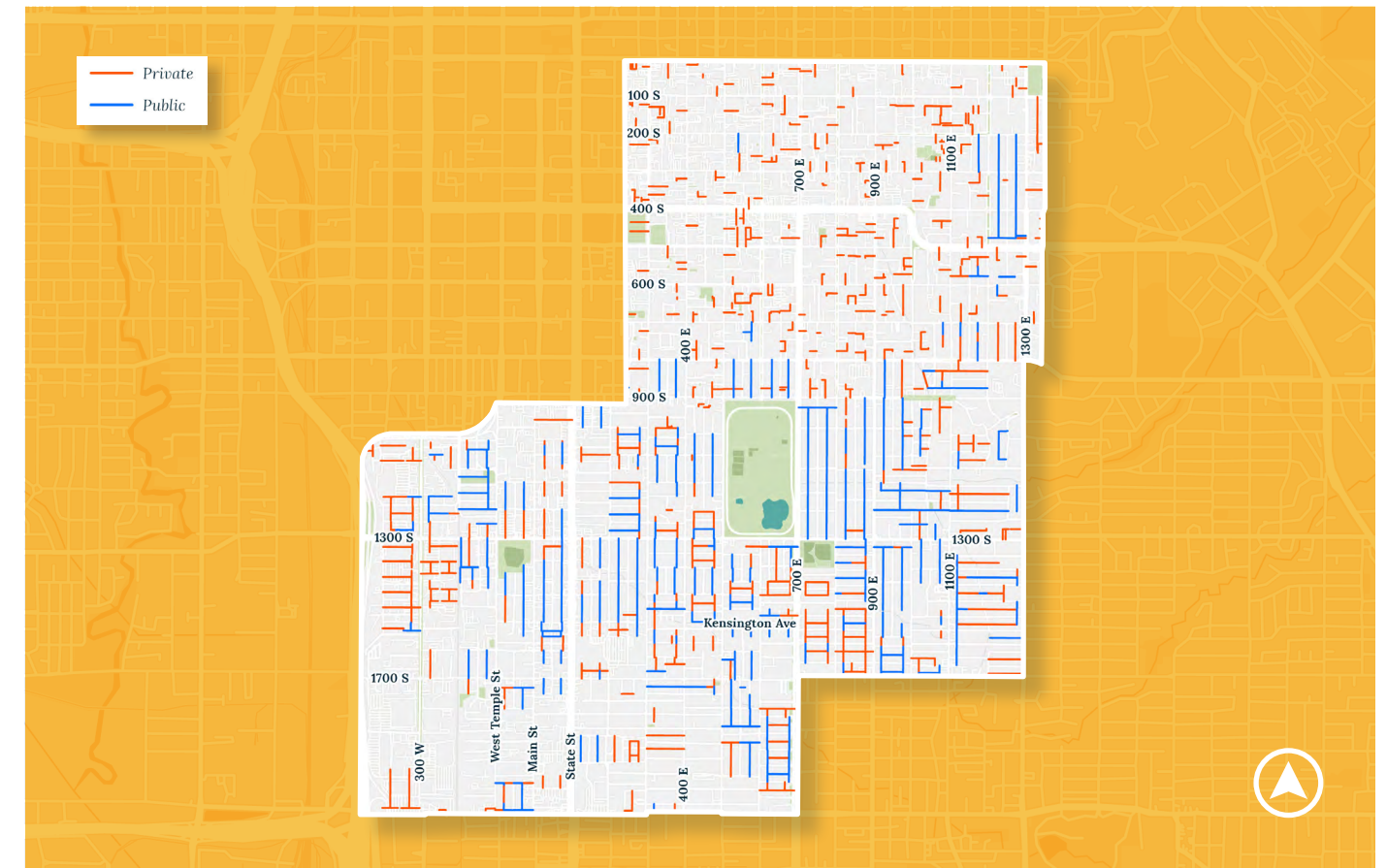
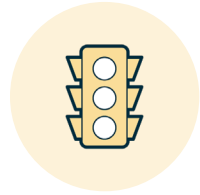


Figure 6.3 Map of Alleys in the Central Community

# TRAFFIC VOLUME



According to Utah’s Unified Transportation Plan, the following street segments had the highest number of average trips per day in 2024.

## TOP 5 BUSIEST EAST-WEST ARTERIALS

1. **South Temple:** up to **29,157** average daily trips (from 500 E to 700 E)
2. **400 South:** up to **28,937** average daily trips (from 700 E to 900 E)
3. **2100 South:** up to **25,903** average daily trips (from 300 W to State St)
4. **600 South:** up to **21,500** average daily trips (from State St to 500 E)
5. **1300 South:** up to **19,433** average daily trips (from I-15 to 300 W)

## TOP 5 BUSIEST NORTH-SOUTH ARTERIALS

1. **700 East:** up to **42,956** average daily trips (from 2100 S to 1700 S)
2. **State Street:** up to **30,112** average daily trips (from 2100 S to 1700 S)
3. **1300 East:** up to **23,877** average daily trips (from 1300 S to 900 S)
4. **300 West:** up to **18,830** average daily trips (from 1700 S to 1300 S)
5. **900 East:** up to **14,772** average daily trips (from 900 S to 600 S)

The busiest east-west streets within the plan area are South Temple, a vital connection between downtown and the University, and other streets that connect to the freeway. Of the freeway access roads, 400 South has the highest traffic volumes by a significant margin. After 400 South, 2100 South sees approximately 10% fewer cars per day and 1300 South sees approximately 33% fewer cars per day.

This is a notable difference, especially considering that the plan area does not include the Downtown area, where traffic volumes for 400 South and the “Grand Boulevard” streets (500 and 600 South) are significantly higher. The busiest and most important north-south corridors are 700 East, State Street, and 1300 East.

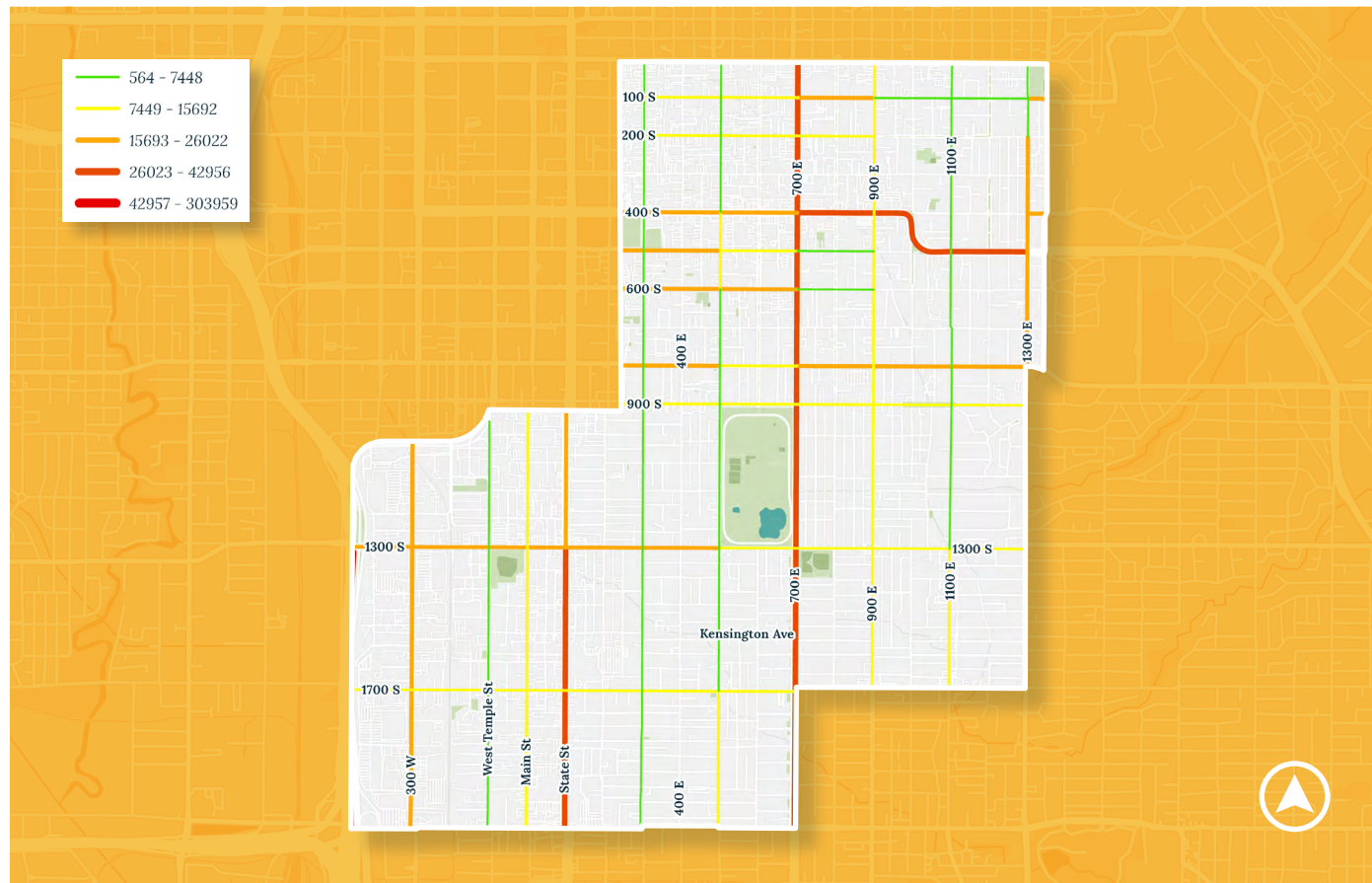


Figure 6.4 Central Community 2024 Traffic Volume Map

Source: [UDOT](#)

# ROADWAY CONDITIONS



Streets in the Central Community vary widely in condition, from newly repaved to badly cracked. Conditions are ranked using the Overall Condition Index (OCI), which ranks roads based on factors like cracking, potholes, rideability, age, traffic volume, and pavement type.

OCI is measured using the following 0-100 scale:

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

In many cases, the city's busiest streets are in good or satisfactory condition. Streets like 200 South or 300 West that were recently rebuilt to provide transit and active transportation options were also improved with new pavement for the automotive lanes. Of the busier streets, portions of 500 South, 600 South, 1300 East, 1300 South, and 2100 South are currently in poor condition. Many neighborhood and collector streets in the plan area are also in poor or failing condition. Streets in the East Liberty and Gilmer Park neighborhoods are in notably poor condition, requiring attention.

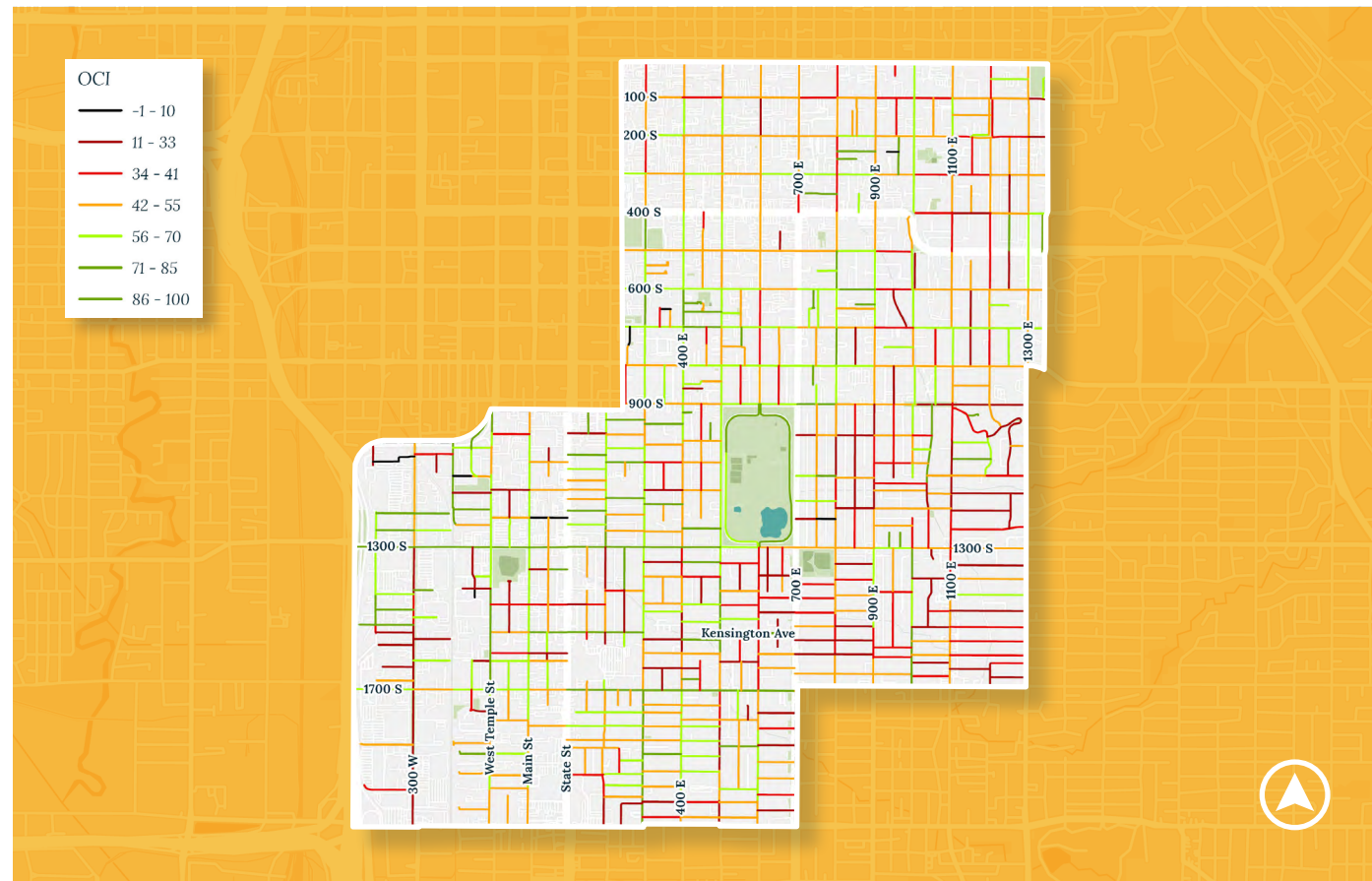
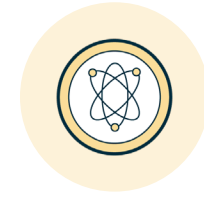


Figure 6.5 Central Community Pavement Conditions Map

# ACTIVE TRANSPORTATION NETWORK



The active transportation network in the Central Community area has seen significant improvement since the adoption of the Salt Lake City Pedestrian and Bicycle Master Plan in 2015.

The City has made major improvements to active transportation infrastructure on the 9-Line, the McClelland Trail, 1100 East, 300 West, and 200 South as the plan has been implemented

Improvements to the bicycle network have made the Central Community a desirable location for both recreational cyclists and commuters, but the network is still incomplete. Some examples of roads with limited or no bicycle infrastructure include 400 South, 600 South, 700 South, 1300 South, 2100 South, State Street, 700 East, and 900 East.

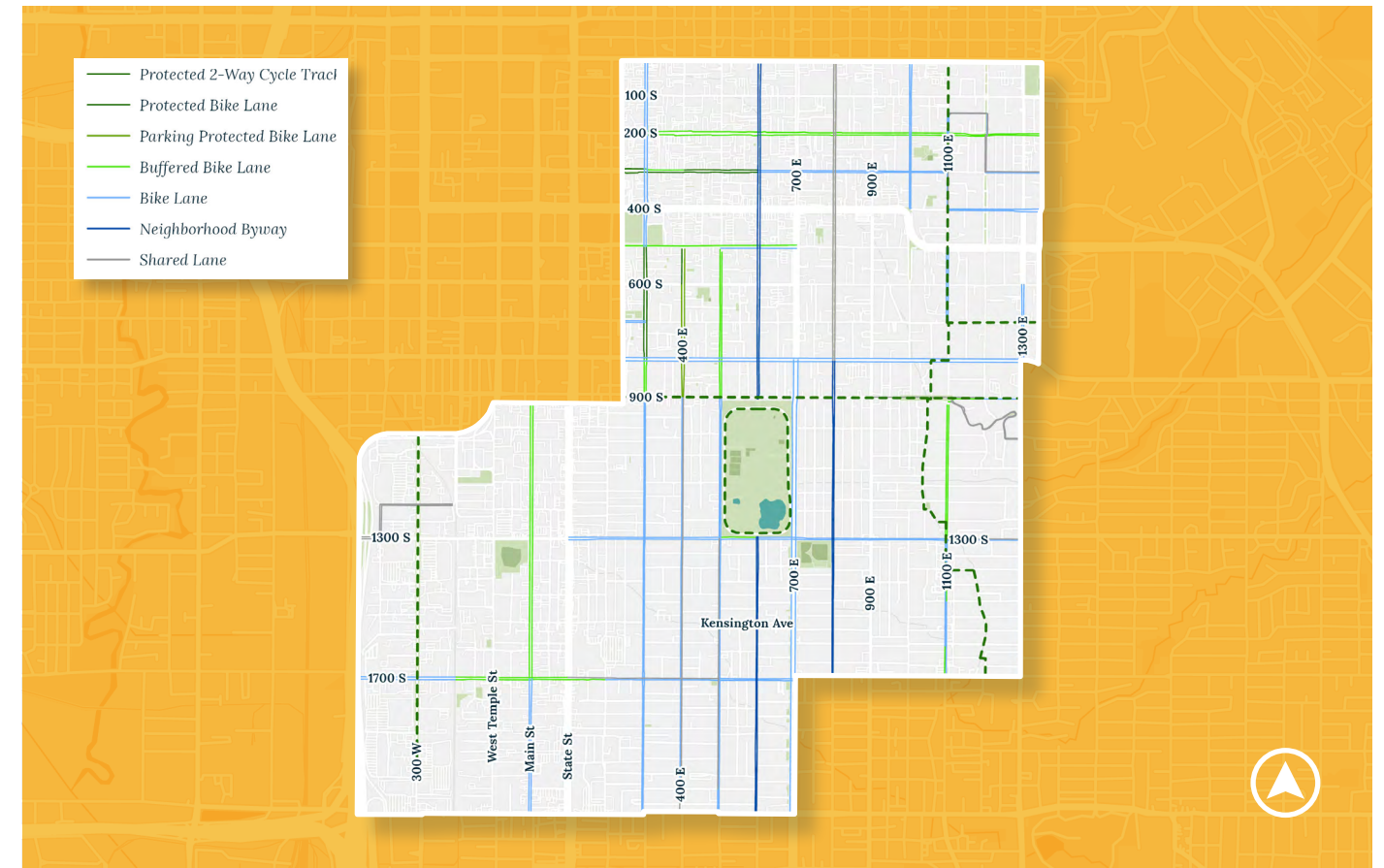


Figure 6.6 Central Community Active Transportation Network Map

## SIDEWALK NETWORK



The Central Community sidewalk network is largely complete, with sidewalks present on each of the City's arterial and collector streets.

In the Central and East Central neighborhoods north of 900 South, sidewalks exist around the perimeter of each block, but mid-block pedestrian access is often limited. South of 900 South, there are some neighborhood streets with missing sidewalk connections.

## TRANSIT CONNECTIVITY



The Central Community has two predominant forms of transit: bus and light rail (TRAX), both provided by the Utah Transit Authority (UTA).

## TRAX LIGHT RAIL

Residents of the Central Community have access to the **Red, Green, Blue** and **S** lines.

- The Red line runs east to west along 400 S and 500 S, connecting Utah University to Downtown.
- The Red, Green, and Blue Lines all run north to south between 300 W and West Temple St., connecting Downtown to South Salt Lake.
- The S line runs east to west just south of the Central Community, connecting Central Pointe Station to Fairmont Station in Sugar House.

## HOUSEHOLD PROXIMITY

Approximately 26.3% of Central Community housing lies within a quarter mile of a light rail station, concentrated in the southwestern and northern regions of the plan area.

In the northern portion of the plan area, transit-adjacent lands are largely zoned RMF, and amendments to that zone permitting increased residential density, in conjunction with the Salt Lake City Transportation Master Plan, have deliberately concentrated housing within walking distance of light rail stations.

Greater proximity to transit reduces dependence on personal vehicles, advancing the city's goals of reducing emissions and improving access to public transportation.

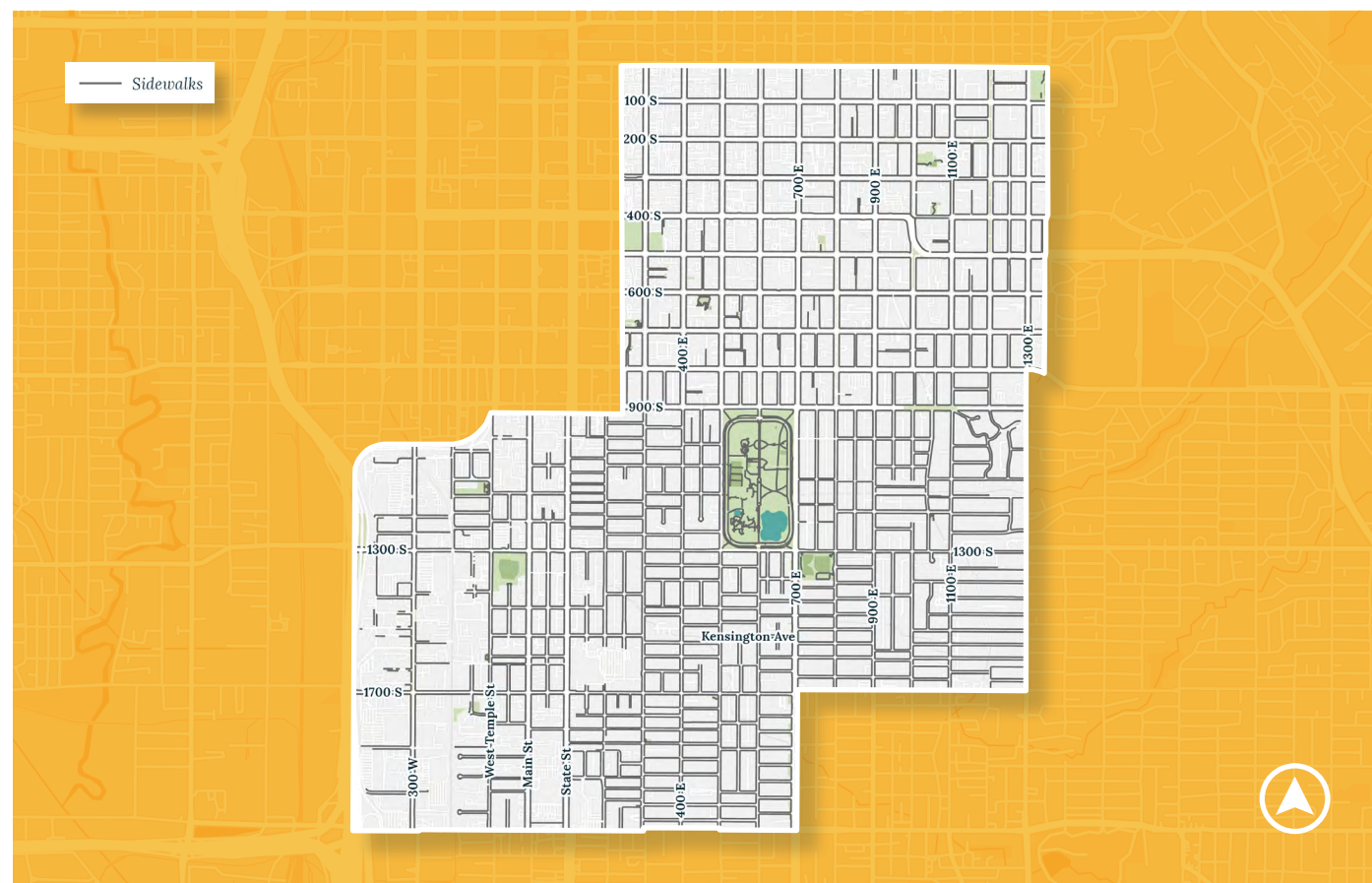


Figure 6.7 Central Community Sidewalk Map

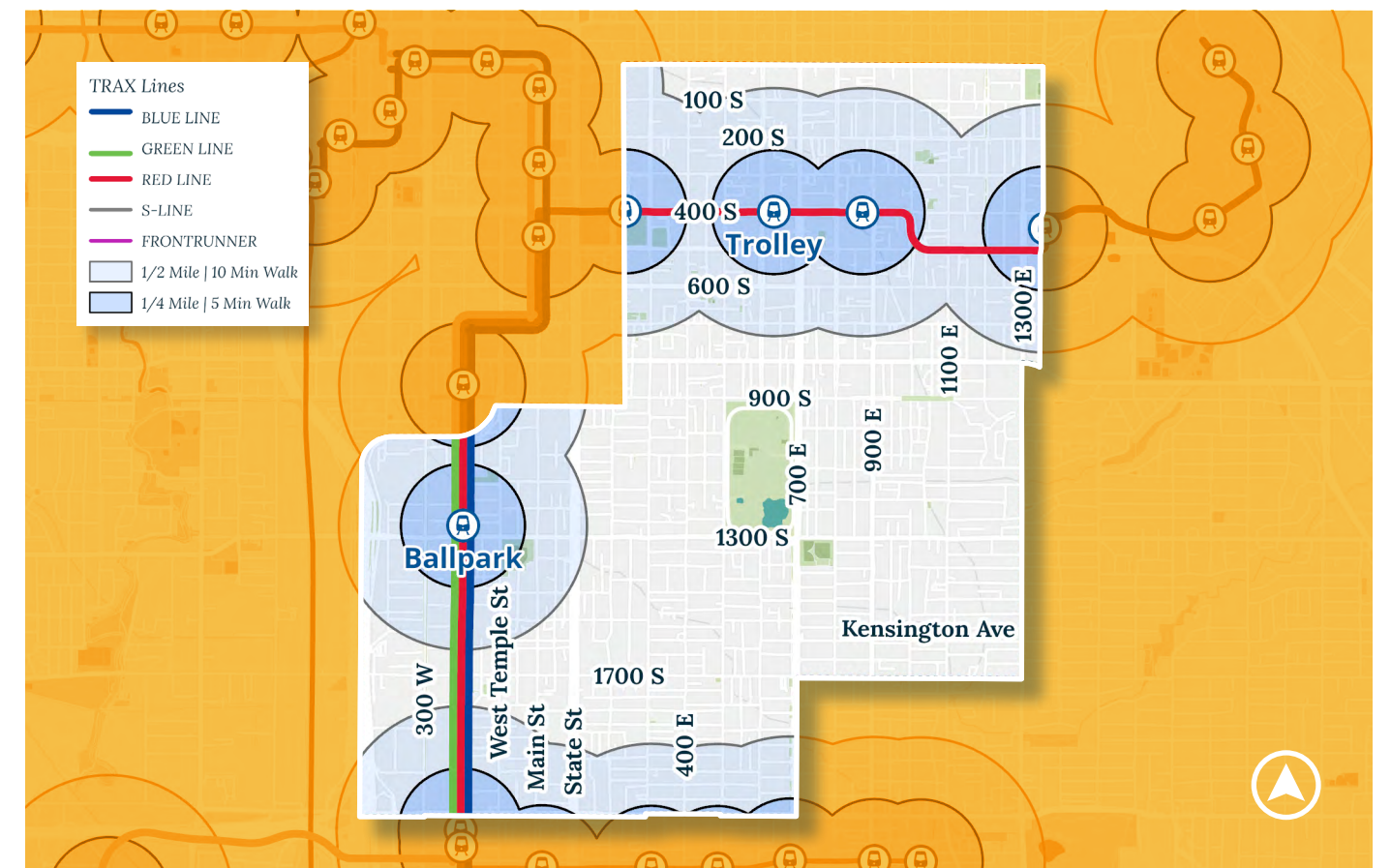


Figure 6.8 Central Community TRAX Map

## BUS LINES WITHIN THE CENTRAL COMMUNITY

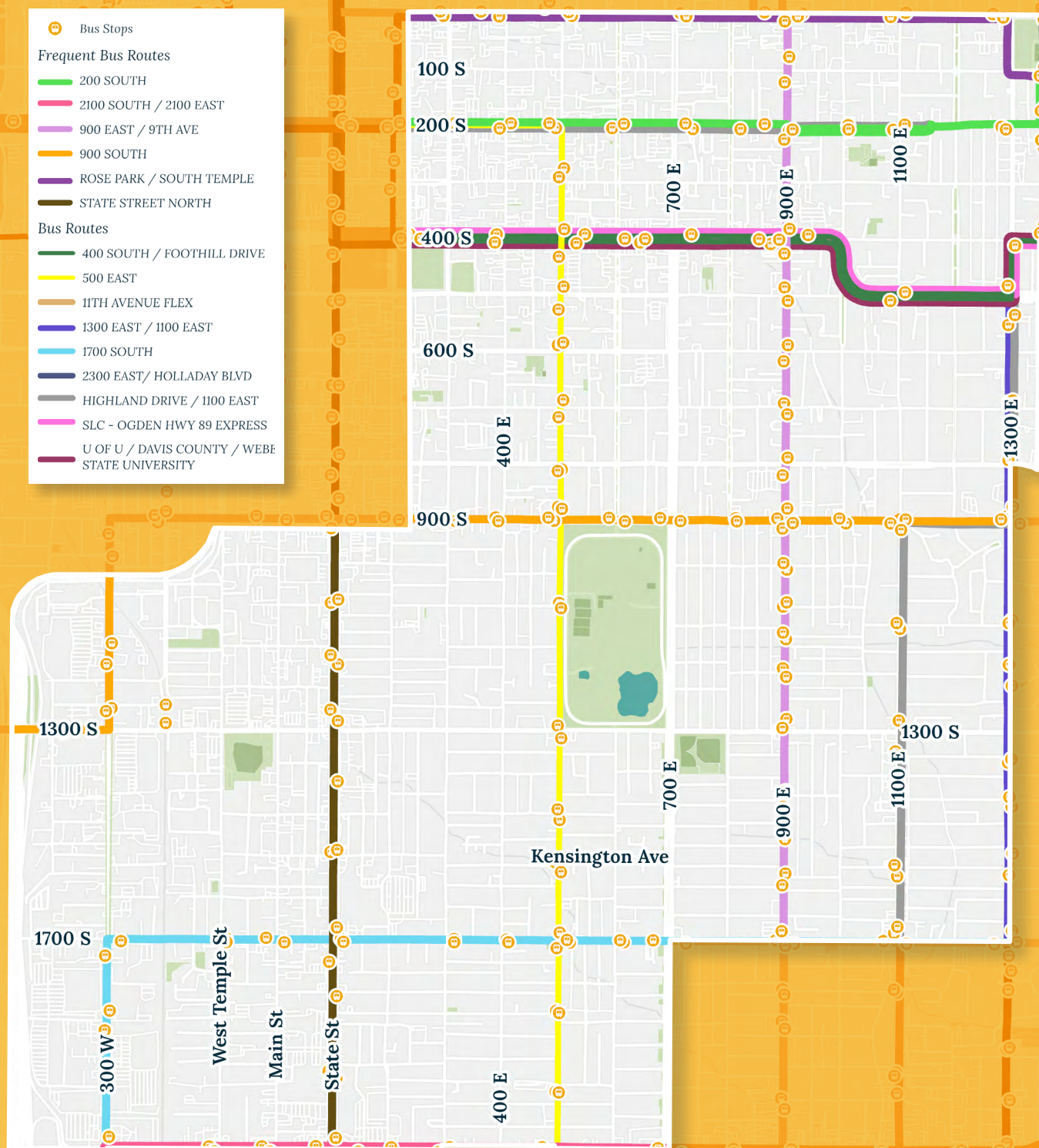
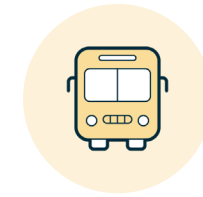


Figure 6.9 Central Community Bus Lines Map

## BUS LINES



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.

There are a total of 15 different bus routes that operate within the Central Community. Out of the 15 total bus routes within the Central Community, 6 are considered frequent bus routes.

### FREQUENT TRANSIT BUS ROUTES

As of 2026, the Utah Transit Authority defines “frequent transit routes” as an enhanced transit route that offers the following:

- 15-minute or better frequency during the day Monday through Saturday
- 30-minute frequency during late night hours Monday through Saturday
- 30-minute frequency on Sunday

The following frequent transit routes are available in the Central Community:

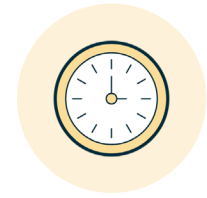
- **200 South (Route 2):** Runs along 200 South, providing a direct line from the Salt Lake Central Station to the University Hospital.
- **900 East (Route 209):** Operates along 900 East, connecting the Central Community to the Avenues in the north and the Sugar House neighborhood to the south.
- **900 South (Route 9):** Serves the Central Community along 900 South, linking east to the University and west to Glendale.
- **2100 South-2100 East (Route 21):** Runs along 2100 South from Central Pointe Station to 2100 East, then continues north on 2100 East to the University.
- **Rose Park/South Temple (Route 1):** Travels along South Temple, connecting the Central Community east the University and west to Downtown and Rose Park.
- **State Street North (Route 200):** Runs along State Street, connecting the Central Community to Downtown to the north and South Salt Lake to the south.

Generally, people are more willing to take buses if bus stops are comfortable, accessible, and safe. To encourage ridership, the Salt Lake City Transportation Department has partnered up with UDOT and UTA to improve bus stops on different routes throughout the city. Within the Central Community, improvements to bus stops can be found along 200 South, 900 East, and State Street.

### HOUSEHOLD PROXIMITY

Nearly all housing units in the Central Community, approximately 98.3%, are located within a quarter mile of a bus stop, exceeding citywide averages. However, only 49.6% of housing units are within a quarter mile of a stop that operates at 15-minute frequencies.

# COMMUTING AND CONNECTIVITY



The breakdown of commute times, mode of transportation, and location of work for people within the Central Community neighborhood varies. The tables below and to the left break down employment and travel data based on the 2023 census data.

## COMMUTE MODES

In the Central Community, the majority of residents drive to work, with 62.4% commuting by personal vehicles. This is slightly lower than the citywide average of 68.3%. Of those who drove, 89% drove alone. Additionally, 20.3% of Central Community residents worked from home, which is higher than the citywide average of 18.5%.

## MODES OF TRANSPORTATION

| Mode of Transportation                    | % of Total Residents |
|---|----------------------|
| Car, truck, or van                        | 62.8%                |
| Drove Alone                               | 56%                  |
| Carpooled:                                | 6.8%                 |
| In 2-person carpool                       | 5.6%                 |
| In 3-person carpool                       | 0.5%                 |
| In 4-person carpool                       | 0.1%                 |
| In 5- or 6-person carpool                 | 0.2%                 |
| In 7-or-more-person carpool               | 0.3%                 |
| Public Transportation (excluding taxicab) | 6.8%                 |
| Bus                                       | 3.8%                 |
| Long-distance train or commuter rail      | 0.5%                 |
| Light rail, streetcar or trolley          | 1.8%                 |
| Taxicab                                   | 0.2%                 |
| Motorcycle                                | 0.4%                 |
| Bicycle                                   | 2.0%                 |
| Walked                                    | 6.2%                 |
| Other Means                               | 1.4%                 |
| Worked from Home                          | 20.3%                |

## COMMUTER FLOWS AND EMPLOYMENT

| Worker Totals and Flows  | Count  | Share |
|--|--------|-------|
| Employed in the Central Community  | 44,506 | 100%  |
| Employed in Central Community but Living Outside the Central Community     | 41,589 | 93.4% |
| Employed and Living in the Central Community                               | 2,917  | 6.6%  |
| Living in the Central Community  | 25,731 | 100%  |
| Living in the Central Community but Employed Outside the Central Community | 22,814 | 88.7% |
| Living and Employed in the Central Community                               | 2,917  | 11.3% |

## EMPLOYMENT AND COMMUTE TIME

The average commute time for Central Community residents is approximately **20 minutes**, slightly higher than the citywide average of 19.6 minutes. Census commuter data indicate that the plan area functions primarily as an employment center rather than a live-work neighborhood.

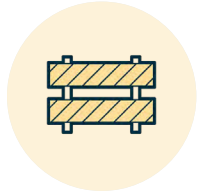
In 2023, there were 44,506 jobs located within the community; however, 93.4% of those employees lived outside the Central Community. Only 2,917 individuals both lived and worked in the plan area, representing 6.6% of the area's workforce.

Similarly, 88.7% of employed residents commute to jobs outside the community, reinforcing the area's role as a job center rather than a self-contained residential employment hub.

## AVERAGE COMMUTE TIME

| Commute Average Time | % of Commuters |
|----------------------|----------------|
| Under 10 Minutes     | 16.43%         |
| 10 to 14 minutes     | 20.91%         |
| 15 to 19 minutes     | 22.36%         |
| 20 to 24 minutes     | 15.13%         |
| 25 to 29 minutes     | 4.44%          |
| 30 to 34 minutes     | 8.59%          |
| 35 to 44 minutes     | 4.51%          |
| 44 to 59 minutes     | 4.09%          |
| 60 or more minutes   | 3.54%          |

# TRANSPORTATION SAFETY



From 2020-2024, there were almost 10,000 vehicle accidents in the Central Community plan area. 124 were severe accidents that led to serious injury or death, with 45% of those involving a pedestrian or cyclist.

The Central Community Traffic Accidents Map (Figure 6.10) shows a high concentration of collisions along State Street. The top five streets in the plan area with the most crashes were State St, 700 E, 300 W, 2100 S, and 400 S.

Salt Lake City's large blocks and wide streets can have the unintended effect of encouraging vehicles to travel at higher speeds, posing a challenge to safety.

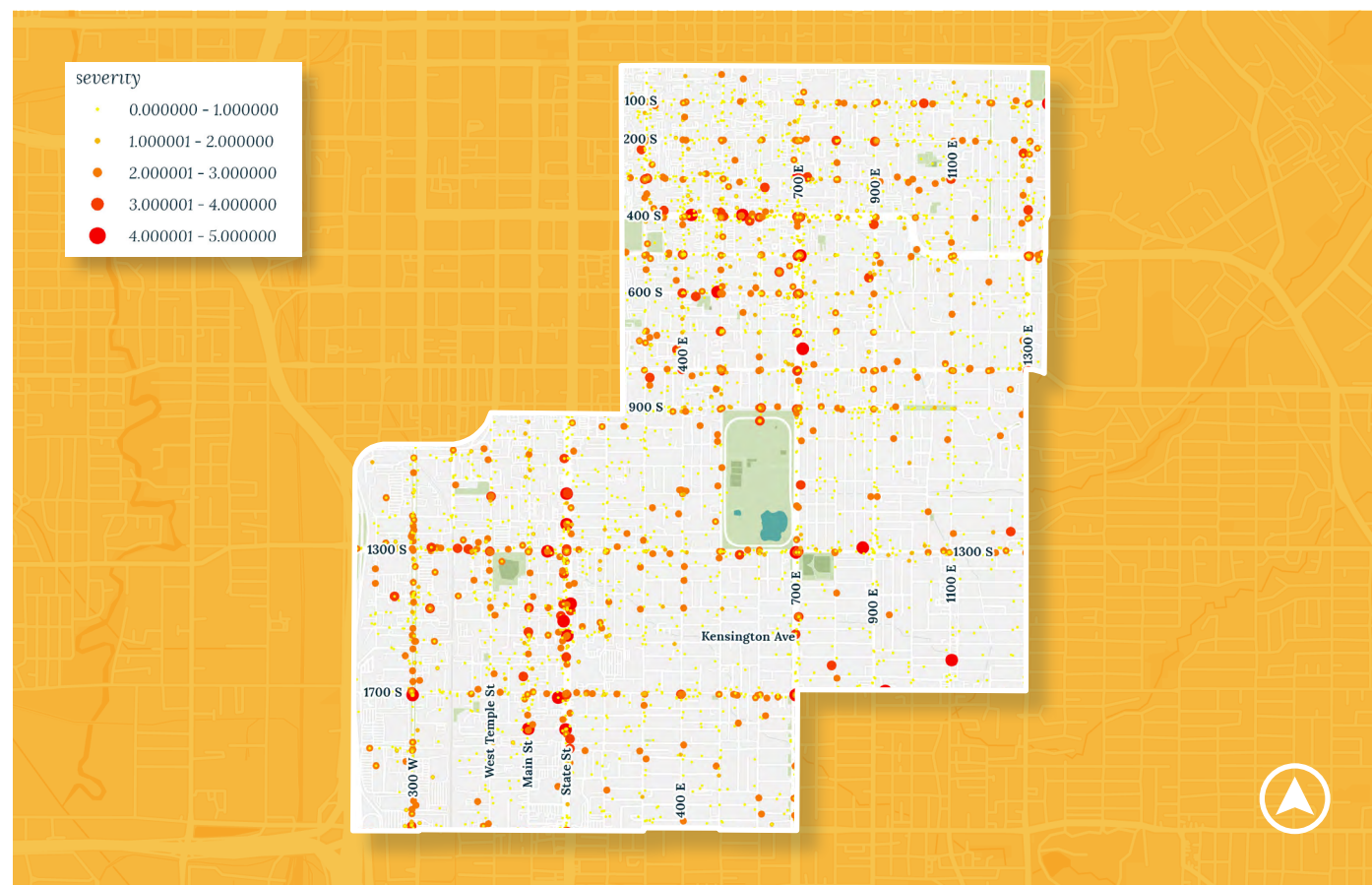


Figure 6.10 Map of Central Community Crash Data



# 07

# PRESERVATION

DRAFT

*The Central Community is one of the city's oldest developed areas and is recognized locally and nationally for its architecture and urban layout. A majority of the area's historic structures were built between 1890 and 1925.*

*The area showcases a mix of housing styles, including Victorian, Arts and Crafts Bungalows, Prairie School, and Period Revival cottage designs. This area values its unique character while managing residential and commercial growth.*

The plan area includes eight historic districts: **South Temple, Central City, and University**, which are designated at both the local and national levels; and **Bryant, Bennion-Douglas, Liberty Wells, Boulevard Gardens, and Gilmer Park**, which are designated only at the national level.

Although boundaries vary slightly, all properties within Local Historic Districts are also located within National Historic Districts. This section reviews both the National and Local Historic District boundaries in the Central Community Plan area and identifies 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



## SOUTH TEMPLE HISTORIC DISTRICT

**Local Designation:** 1976  
**National Designation:** 1982

The south side of South Temple Street from roughly 1300 East to 200 East falls within the boundaries of the Central Community Plan. It was the first Local Historic District designated in Salt Lake City and is notable as Utah's first stately residential boulevard, remaining 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 remains 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.

## CENTRAL CITY

**Local Designation:** 1991  
**National Designation:** 1996

The Local Central City Historic District begins just south of the South Temple Historic District at 50 South from approximately 500 to 700 East and extends nine blocks south to the northern edge of Liberty Park. Each of the seventeen blocks within the historic district remains its original ten-acre size, many with courts and through streets providing access to the block interiors. Today, single-family homes sit alongside multi-family apartment complexes, converted single-family houses, and commercial and office spaces.

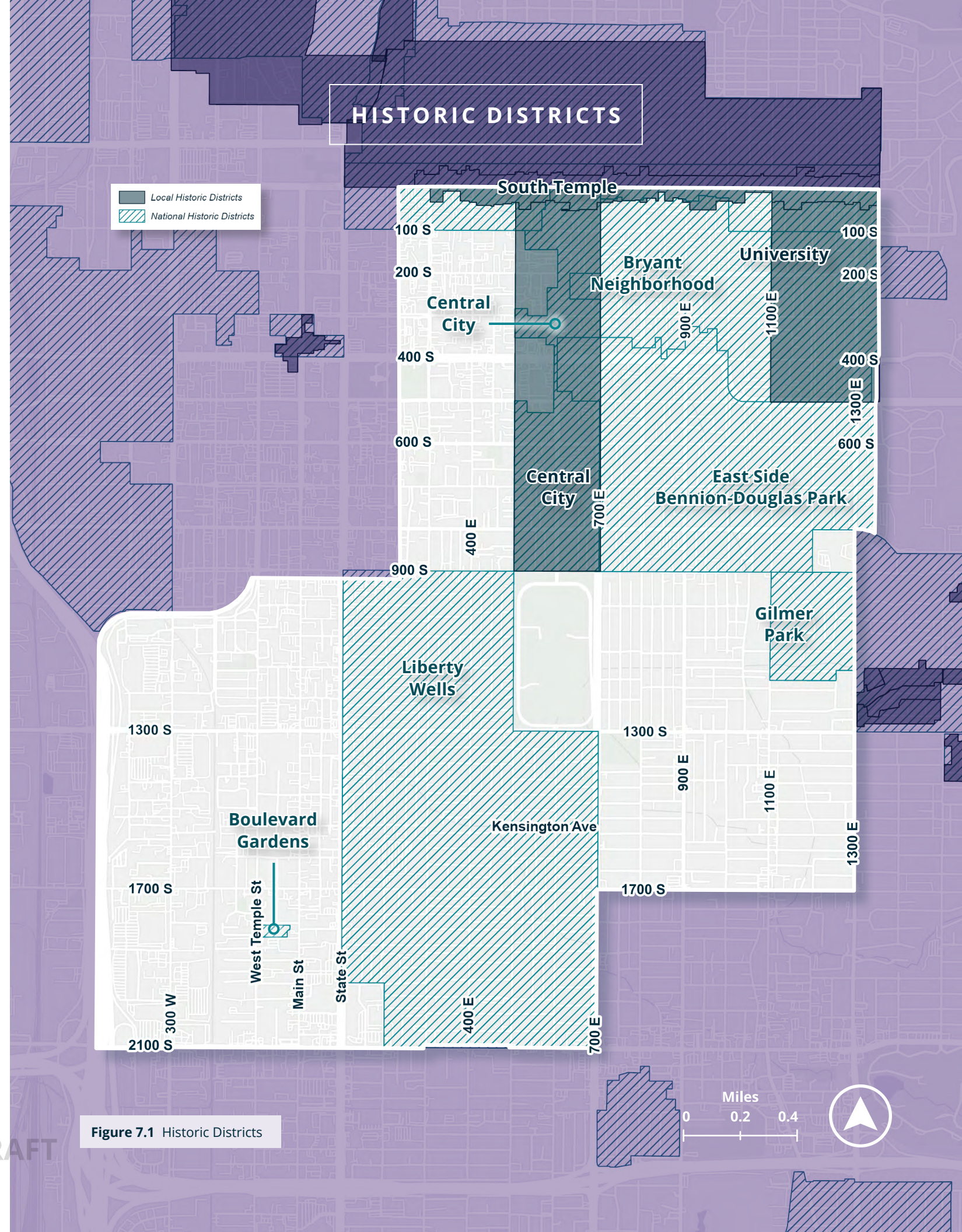


Figure 7.1 Historic Districts

This mix of functions creates a dense, diverse, and vibrant neighborhood of mixed-use and residential areas. A commercial strip bisects the district along 400 South Street, visually dividing it into north and south sections. These sections are connected by a landscaped median that runs through the center of 600 East Street, extending the entire nine-block length of the district.

## UNIVERSITY

**Local Designation:** 1991

**National Designation:** 1995

The University district, roughly bound by South Temple to 500 South and 1100 East to University Avenue, is just west of the University of Utah campus and offers panoramic city views. The district primarily consists of homes built between 1900 and 1920, many of which were occupied for decades by university faculty and staff. Since World War II, the area has also been partly filled with student apartments. Concerns over the construction of apartment buildings in the neighborhood led to the designation of this historic district, as owners of single-family homes sought to prevent the increasing density brought on by these new multi-family buildings. Today, the district contains many medium- to large-sized historic homes and apartment buildings exhibiting a variety of architectural styles. Commercial buildings geared to the student population, some historic and others modern, are located around the intersection of 200 South and 1300 East near the University. The northeast corner of the district is occupied by Reservoir Park, which features tennis courts and an art gallery. A handful of high-rise apartment buildings occupy the southeast corner of the district.

## BRYANT

**National Designation:** 1996, expanded in 2001

The Bryant district, located within South Temple, 400 South, 700 East, and 1100 East, was originally named for a junior high school established in the neighborhood in 1894, although the original building was replaced by another structure in

1980. The district features a variety of single-family architectural styles, including Bungalows, English Cottages, Edwardians, Four Squares, and others. Its original demographic seems to have consisted of middle- to upper-middle-class families.

Alongside single-family houses, the Bryant neighborhood also includes several small to medium-sized apartment buildings dating from the early 1900s through the 1960s. Two high-rise apartment buildings are located on the district's east and west edges. One of the district's most notable individual historic resources is the 1927 St. Paul's Episcopal Church, built in the Tudor Revival architectural style.

## BENNION DOUGLAS

**National Designation:** 1996, expanded in 2003

The Bennion-Douglas district is located within 400 South, 700 East, 900 South, and University Street to the east and south of the Central City Historic District. The district is primarily residential, with a mix of housing types ranging from early settlement-era dwellings to present-day construction. Most residences in Bennion-Douglas were built between 1890 and 1930.

The district is characterized by residential cottages and bungalows, as well as several churches and institutional buildings. Notable examples include the Unitarian Church, McGillis School (formerly Douglas Elementary), Sarah Daft Home, First Baptist Church, and Judge Memorial Catholic High School. The district also features several small- to medium-sized apartment buildings from the 1950s and 1960s, as well as two larger high-rise apartment buildings along its northern edge dating to the 1960s and 1970s.

Commercial uses are concentrated along 400 South, 900 South, and 700 East, and include both historic buildings, such as the Salt Lake City Brewing Company, and more recent development. The most significant changes have taken place along the northern edge, where the 400 South corridor has experienced teardowns and modern infill due to its role as a major commercial area and transportation route.

## LIBERTY WELLS

**National Designation:** 2010

The Liberty Wells district extends from State Street to 700 East, between 1300 and 2100 South. Development patterns and building stock in the Liberty Wells district reflect the shared history of the broader neighborhood. Growth was driven by Salt Lake City's rapidly expanding population, the demand for residential areas beyond the city center, and the extension of the streetcar system south of 900 South. Together, these forces spurred rapid residential development in the early twentieth century, when most buildings in the district were constructed.

Liberty Wells is particularly notable for its concentration of Bungalow variations, along with Period Revival and, to a lesser extent, Eclectic Victorian residences. The area contains one of the most cohesive and comprehensive collections of early twentieth-century residential architecture in Salt Lake City.

## BOULEVARD GARDENS

**National Designation:** 2018

Boulevard Gardens encompasses a single subdivision of approximately three acres in the Ballpark neighborhood. It is roughly bounded by Quayle Avenue to the north, Main Street to the east, West Temple to the west, and an alleyway and parking area to the south. Constructed between 1929 and 1931, the subdivision was

built according to plans by noted Utah architect Slack Winburn. Each home faces a large landscaped central court, the development's defining feature, a continuous lawn bordered by sidewalks that runs the length of the site and serves as the address for each residence. Boulevard Gardens is the largest of Salt Lake City's six garden courtyard residential developments and stands as a significant, if not the primary, example of garden suburb housing in the city.

## GILMER PARK

**National Designation:** 2018

The Gilmer Park Historic District, developed mainly between about 1909 and 1943, features irregularly shaped blocks created by curvilinear streets. The district's visual cohesiveness comes from its narrow, curved roads, community green spaces scattered throughout the neighborhood and along Red Butte Creek, and relatively large, uniformly scaled historic homes.

Most of Gilmer Park was developed during a period of intense housing expansion in the city. This era, immediately following World War I, is characterized by the widespread adoption of the Period Revival style architecture within the district. While many neighborhoods maintained a traditional grid layout, Gilmer Park was among the first subdivisions in the city to diverge from that pattern and adopt a more organic design.

## 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.

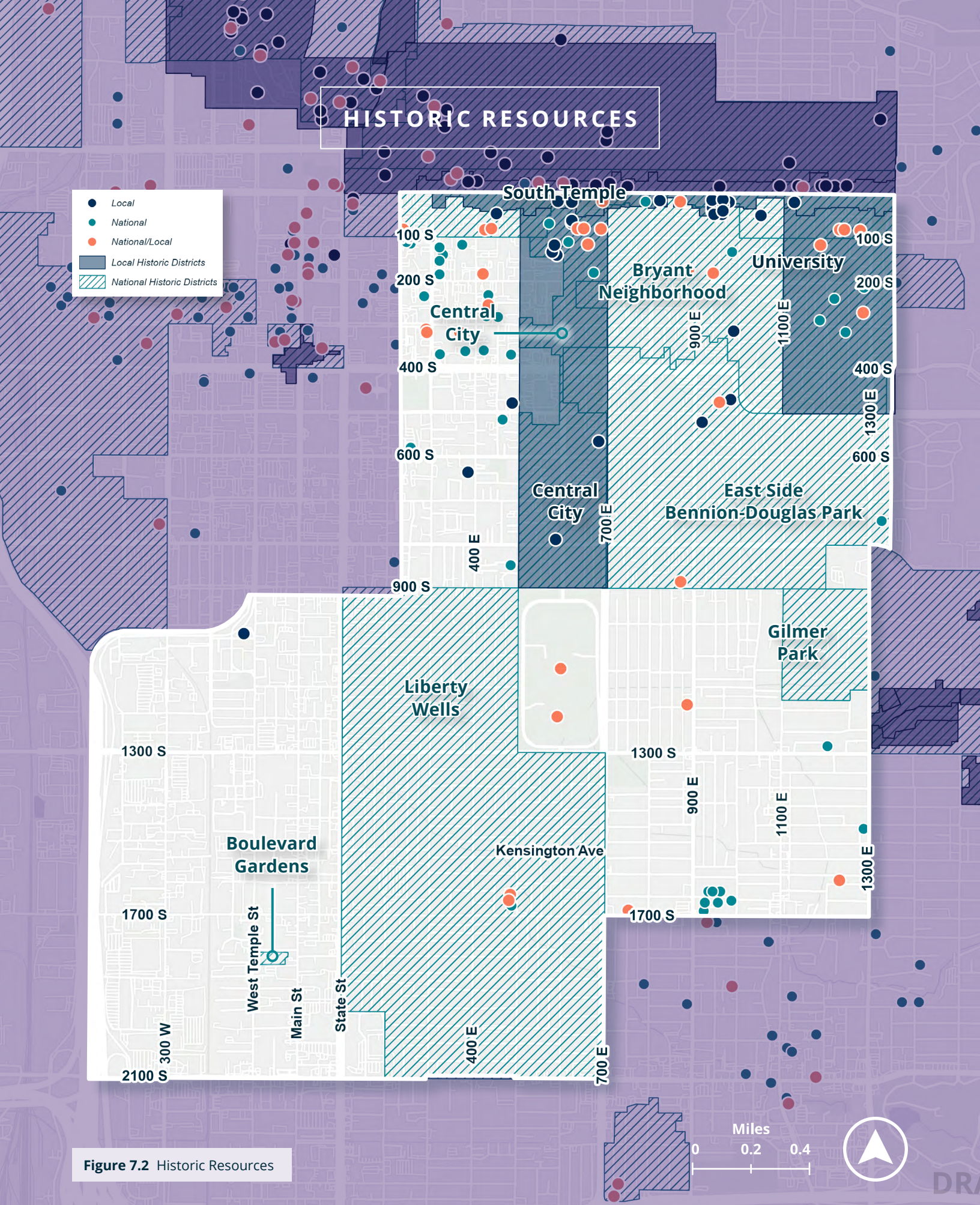


Figure 7.2 Historic Resources

# HISTORIC RESOURCES

There are 89 individually listed historic structures (National, Local and both registers) located in the Central Community.



## LOCAL LANDMARK SITES (23)

| Property Name                 | Address                | Year         | Notes   | Designation |
|-------------------------------|------------------------|--------------|---|-------------|
| Baysinger House (Madison)     | 126 W Mead Ave         | 1900         | Queen Anne (Victorian)  | Local       |
| Jensen Granary (James)        | 626 S 400 E            | 1875         | Historic Granary  | Local       |
| Rudine House (August & Annie) | 780 S 600 E            | 1911         | Arts & Crafts   | Local       |
| Trolley Square                | 500-700 E<br>500-600 S | 1900         | Trolley Car Barns for Utah Light and Rail Company   | Local       |
| Franklin House (Pedar)        | 1116 E South Temple    | 1901         | Classical Revival   | Local       |
| Holy Cross Hospital Chapel    | 1045 E South Temple    | 1875         | Second Hospital in Utah   | Local       |
| Peck House (Thorid)           | 466 S 500 E            | 1889         | Victorian Eclectic  | Local       |
| Stiehl House (George F.)      | 966 E South Temple     | 1901         | Colonial Revival  | Local       |
| Haxton Place                  | 926 E South Temple     | 1910 to 1938 | Neighborhood of 10 houses, thematically similar, in English Tudor/Cottage, Colonial Revival, and Prairie School styles. | Local       |
| Downey House & Carriage House | 808 E South Temple     | 1893         | Queen Anne (Victorian)  | Local       |
| Walker House (Matthew H.)     | 610 E South Temple     | 1905         | Spanish Colonial Revival  | Local       |
| Gentsch-Thompson House        | 576 E South Temple     | 1896         | Victorian   | Local       |
| Donelson-Pyper House          | 436 E Alameda Ave      | 1891         | Second Empire   | Local       |
| Armstrong House (W.W.)        | 1177 E South Temple    | 1911         | Classical Revival   | Local       |
| Baddley House (George)        | 974 E 300 S            | -            | Greek Revival   | Local       |
| Bettles House (Alfred J.)     | 53 S 600 E             | 1898         | Victorian Eclectic  | Local       |
| Boxrud House (Anton H.)       | 57 S 600 E             | 1903         | Victorian Eclectic  | Local       |
| Freeze House (James)          | 734 E 200 S            | 1892         | Queen Anne Eastlake (Victorian)   | Local       |

| Property Name                         | Address      | Year | Notes  | Designation  |
|---------------------------------------|--------------|------|--|--------------|
| <b>Kimball House (Edwin P.)</b>       | 124 S 600 E  | 1885 | <i>Picturesque</i>   | <i>Local</i> |
| <b>Mickelson House (A.P.)</b>         | 511 S 900 E  | 1902 | <i>Romanesque Revival (Victorian)</i>                      | <i>Local</i> |
| <b>Salisbury House (O.J.)</b>         | 574 E 100 S  | 1898 | <i>Neo-Classical</i>                                       | <i>Local</i> |
| <b>Salt Lake Brewery</b>              | 501 S 1000 E | 1871 | <i>Only remaining part of the original brewery complex</i> | <i>Local</i> |
| <b>Whiteley House (Rose Hartwell)</b> | 132 S 600 E  | -    | <i>Prairie Box / American Foursquare</i>                   | <i>Local</i> |

## NATIONAL LISTINGS (35)

| Property Name   | Address         | Year | Notes   | Designation     |
|---|-----------------|------|---|-----------------|
| <b>Armista Apartments</b>                               | 555 E 100 S     | 1927 | <i>Colonial Revival</i>   | <i>National</i> |
| <b>Ashby Apartments</b>                                 | 358 E 100 S     | 1925 | <i>Mission-style Influences</i>   | <i>National</i> |
| <b>Baldwin House (Charles)</b>                          | 229 S 1200 E    | 1890 | <i>Early Victorian with Queen Anne Characteristics</i>  | <i>National</i> |
| <b>Beattie House (Jeremiah)</b>                         | 655 E 200 S     | 1880 | <i>Greek Revival-inspired Temple-form Vernacular</i>  | <i>National</i> |
| <b>Benworth/Chapman Apartments and Chapman Cottages</b> | 227 S 400 E     | 1927 | <i>Mission Revival</i>  | <i>National</i> |
| <b>Bigelow Apartments</b>                               | 225 S 400 E     | 1930 | <i>Jacobethan Revival</i>   | <i>National</i> |
| <b>Cluff Apartments (Hillview Apts)</b>                 | 1270 E 200 S    | 1920 | <i>Classical and Colonial Revival</i>   | <i>National</i> |
| <b>Congregation Montefiore</b>                          | 355 S 300 E     | 1903 | <i>Historic Synagogue. Moorish Revival</i>  | <i>National</i> |
| <b>Congregation Sharey Tzedek Synagogue</b>             | 833 S 200 E     | 1920 | <i>Historic Synagogue. Romanesque Revival influences</i>  | <i>National</i> |
| <b>Cornell Apartments</b>                               | 101 S 600 E     | 1910 | <i>Neo-Classical and Colonial Revival</i>   | <i>National</i> |
| <b>Corona Apartments</b>                                | 335 S 200 E     | 1925 | <i>Prairie School</i>   | <i>National</i> |
| <b>Davis Deaconess House</b>                            | 347 S 400 E     | 1905 | <i>Only remaining structure associated with Methodist Deaconess involvement in Salt Lake City</i> | <i>National</i> |
| <b>Dininy House (Harper J.)</b>                         | 925 E Logan Ave | 1891 | <i>Part of the Perkins' Addition Subdivision, a cohesive example of a streetcar subdivision</i>   | <i>National</i> |

| Property Name                           | Address           | Year | Notes   | Designation     |
|---|-------------------|------|---|-----------------|
| <b>First Methodist Episcopal Church</b> | 203 S 200 E       | 1905 | <i>Early Protestant Church Architecture</i>   | <i>National</i> |
| <b>Harris Apartments</b>                | 836 S 500 E       | 1929 | <i>Colonial Revival</i>   | <i>National</i> |
| <b>Hollywood Apartments</b>             | 234 E 100 S       | 1909 | <i>Classical Revival</i>  | <i>National</i> |
| <b>Ivanhoe Apartments</b>               | 417 E 300 S       | 1908 | <i>Neo-Classical &amp; Colonial Revival</i>   | <i>National</i> |
| <b>Judd House (John W.)</b>             | 918 E Logan Ave   | 1891 | <i>Part of the Perkins' Addition Subdivision, a cohesive example of a streetcar subdivision</i> | <i>National</i> |
| <b>Lincoln Arms Apartments</b>          | 242 E 100         | 1924 | <i>Prairie School</i>   | <i>National</i> |
| <b>Luce House (Henry)</b>               | 921 E 1700 S      | 1891 | <i>Victorian</i>  | <i>National</i> |
| <b>Malin House (Millard F.)</b>         | 233 S 400 E       | 1889 | <i>Greek Revival-inspired Temple-form Vernacular</i>  | <i>National</i> |
| <b>McCallister House (James G.)</b>     |                   | 1915 | <i>Prairie School</i>   | <i>National</i> |
| <b>McRae, Joseph &amp; Marie House</b>  | 452 E 500 S       | 1911 | <i>Neo Classical</i>  | <i>National</i> |
| <b>Mitchell House (Alexander)</b>       | 1620 S 1000       | 1891 | <i>Part of the Perkins' Addition Subdivision, a cohesive example of a streetcar subdivision</i> | <i>National</i> |
| <b>Orem House (Frank M.)</b>            | 274 S 1200 E      | 1907 | <i>Associated with Frank Orem, key figure of the interurban Salt Lake and Utah Railroad</i>     | <i>National</i> |
| <b>Pearsall House (Clifford R.)</b>     | 950 E Logan Ave   | 1891 | <i>Part of the Perkins' Addition Subdivision, a cohesive example of a streetcar subdivision</i> | <i>National</i> |
| <b>Ramsey House (Lewis A.)</b>          | 128 S 1000 E      | 1903 | <i>Victorian Eclectic</i>   | <i>National</i> |
| <b>Rumel House (Eliza Gray)</b>         | 358 S 500 E       | 1886 | <i>Greek Revival-inspired Temple-form Vernacular (Demolished)</i>                               | <i>National</i> |
| <b>Smith Apartments</b>                 | 228 S 300 E       | 1908 | <i>Prairie School</i>   | <i>National</i> |
| <b>Tenth East Senior Center</b>         | 237, 239 S 1000 E | 1963 | <i>Mid-century Civic Architecture</i>   | <i>Pending</i>  |
| <b>Trinity A.M.E. Church</b>            | 239 E 600         | 1909 | <i>Gothic Revival. First African American Congregation in Utah.</i>                             | <i>National</i> |

| Property Name                       | Address         | Year | Notes  | Designation |
|-------------------------------------|-----------------|------|--|-------------|
| <b>Ulmer House (Frank M.)</b>       | 1458 S 1300 E   | 1891 | Victorian Eclectic   | National    |
| <b>Weeks House (Charles H.)</b>     | 935 E Logan Ave | 1891 | Part of the Perkins' Addition Subdivision, a cohesive example of a streetcar subdivision | National    |
| <b>Woodruff House (Asahel Hart)</b> | 1636 S 500 E    | 1907 | Classical Box  | National    |
| <b>Yardley House (Thomas)</b>       | 955 E Logan Ave | 1891 | Part of the Perkins' Addition Subdivision, a cohesive example of a streetcar subdivision | National    |

## SITES LISTED LOCALLY AND NATIONALLY (31)

| Property Name                             | Address                     | Year | Notes  | Designation        |
|---|-----------------------------|------|--|--------------------|
| <b>10th Ward Square</b>                   | 800 E 400 South             | 1890 | Structures associated with early history of the Church of Jesus Christ of Latter-day Saints. | Local and National |
| <b>Altadena &amp; Sampson Apartments</b>  | 310 S. 300 E & 276 E 300 S. | 1897 | Neo-Classical Revival  | Local and National |
| <b>Anselmo House (Fortunato)</b>          | 164 S 900 East              | 1903 | Victorian Box Style  | Local and National |
| <b>Arbuckle, George, House</b>            | 747 E 17th South            | 1890 | Gothic Revival   | Local and National |
| <b>Armstrong, Wm. Francis, House</b>      | 667 E 100 South             | 1892 | Queen Anne (Victorian)   | Local and National |
| <b>Bamberger, Simon, House</b>            | 623 E 100 South             | 1883 | 2nd Jewish Governor of an American State. Pre-Victorian, Neo-green Revival                   | Local and National |
| <b>Best-Cannon House</b>                  | 1146 S 900 East             | 1893 | Queen Anne (Victorian)   | Local and National |
| <b>B'nai Israel Temple</b>                | 249 S 400 East              | 1890 | Oldes Synagogue Building in Utah   | Local and National |
| <b>Chase, Isaac, Mill at Liberty Park</b> |                             | 1852 | Only grist mill on its original site in Salt Lake City                                       | Local and National |
| <b>Covey, Almon A., House</b>             | 1211 E 100 South            | 1909 | Prairie School   | Local and National |
| <b>Covey, Hyrum T., House</b>             | 1229 E 100 South            | 1909 | Prairie School   | Local and National |
| <b>Dinwoody, Henry, House</b>             | 411 E 100 South             | 1890 | Victorian  | Local and National |

| Property Name                                   | Address   | Year | Notes  | Designation        |
|---|---|------|--|--------------------|
| <b>Fairbanks, J. Leo, House</b>                 | 1228 E Bryan Avenue   | 1908 | Colonial Revival   | Local and National |
| <b>Fire Station No. 8</b>                       | 258 S 1300 East   | 1930 | Period Revival. 2nd Intact Fire Station in SLC   | Local and National |
| <b>First Church of Christ Scientist</b>         | 352 E 300 South   | 1898 | Richardsonian Romanesque   | Local and National |
| <b>Hills, Lewis House</b>                       | 425 E 100 South   | 1905 | Victorian Eclectic   | Local and National |
| <b>Immanuel Baptist Church</b>                  | 401 E 200 South   | 1911 | Neoclassical Revival Church  | Local and National |
| <b>Kahn House (Emanuel)</b>                     | 678 E South Temple  | 1889 | Queen Anne (Victorian)   | Local and National |
| <b>Keyser-Cullen House</b>                      | 941 E 500 South   | 1879 | Vernacular Gothic Revival  | Local and National |
| <b>Ladies Literary Clubhouse</b>                | 850 E South Temple  | 1913 | Prairie School   | Local and National |
| <b>Langton House (James &amp; Susan R.)</b>     | 648 E 100 South   | 1908 | Box, Tudor, & Classical  | Local and National |
| <b>Lefler-Woodman Building</b>                  | 859 E 900 South   | 1902 | Victorian (front), Vernacular Industrial (back)  | Local and National |
| <b>Liberty Park</b>                             | Roughly bounded by 5th East, 7th East, 9th South and 13th South | 1882 | Picturesque Victorian Garden Design. Utah's best example of a "Central Park"   | Local and National |
| <b>Meyer House (Frederick A. E.)</b>            | 929 E 200 South   | 1873 | Italianate   | Local and National |
| <b>Nelden House (William A.)</b>                | 1172 E 100 South  | 1894 | Georgian Revival   | Local and National |
| <b>Neuhausen House (Carl M.)</b>                | 1265 E 100 South  | 1901 | Chateau Esque  | Local and National |
| <b>Royle House (Jonathan C. &amp; Eliza K.)</b> | 635 E 100 South   | 1875 | Italianate   | Local and National |
| <b>Salt Lake City and County Building</b>       | 451 S State Street  | 1894 | Richardsonian Romanesque   | Local and National |
| <b>St. Mark's Cathedral</b>                     | 231 E 100 S   | 1871 | Gothic Revival. Oldest non-LDS Cathedral in Utah.  | Local and National |
| <b>Woodruff Villa (Wilford)</b>                 | 1622 S 500 East   | 1891 | Victorian & Queen Anne   | Local and National |
| <b>Woodruff, Wilford, Farmhouse</b>             | 1604 S 500 East   | 1859 | Early dwelling in South part of the City. Associated with historical events important to the Church of Jesus Christ of Latter-day Saints | Local and National |

# 08

# ARTS AND CULTURE

DRAFT

*The Central Community plan area contains one of the most significant concentrations of public art in the city, representing a substantial share of the city's growing collection of over 150 permanent artworks.*

The area's public art history spans nearly seven decades, from the Gilgal Sculpture Garden established in 1957 to ten new neighborhood murals installed in the Ballpark area in 2025, reflecting both the depth of the community's artistic heritage and the continued investment in its creative future.

The Salt Lake City Arts Council is headquartered at 54 Finch Lane, the historic Art Barn, and the Finch Lane Gallery, all of which have served artists and residents for decades.

Public art is found throughout the Central Community in a wide variety of mediums and settings, from sculptures in parks and trail corridors to integrated artwork at TRAX stations, recreation centers, and civic centers all of which reflect the history of the city. The City & County Building houses an additional estimated 120-plus works of art.

The downtown SLC Library has a long history of supporting the arts through changing exhibits, exposing thousands of Salt Lake City residents to a wide variety of media including paintings, watercolors, drawings, collage, photography, and sculpture.

# CENTRAL COMMUNITY PUBLIC ART INVENTORY



Over the summer of 2025, the Ballpark neighborhood was transformed into a vibrant open-air gallery through the creation of ten new murals.

## BALLPARK MURALS

1. **For the Wild Ones (2025)**  
1608 S 300 W
2. **Adaptation (2025)**  
1588 S Main St
3. **Take Me Out to the Ballpark (2025)**  
1388 S 300 W
4. **The Engine Block (2025)**  
(Two Walls) 323 Hope Ave
5. **Urban Indian Center of Salt Lake (2025)**  
(Three Walls) 120 W 1300 S
6. **Speed Sweep (2025)**  
60 E 1300 S
7. **Safe, Home, Homerun (2025)**  
1415 S Main St



Photography by Logan Sorenson, Mural by Joseph Toney, Adaption, 2025 - 1588 S Main St.

## ADDITIONAL PUBLIC ART INVENTORY

| Title                             | Year | Address                              |
|-----------------------------------|------|--------------------------------------|
| Flight                            | 1967 | 209 E 500 S                          |
| Faultline                         | 1983 | 1041 E 400 S                         |
| Seven Canyons Refuge              | 2025 | 600 Harvey Milk Blvd                 |
| Not Just a Sport                  | 2024 | 600 Harvey Milk Blvd, Liberty Park   |
| Out of the Blue                   | 2022 | 900 South 1100 East                  |
| McClelland Trail Sculptures       | 2016 | 1162 E Harrison Ave                  |
| Serve and Protect                 | 2013 | 475 S 300 E                          |
| Through the Safety Lens           | 2013 | 475 S 300 E                          |
| Wave Harmonics                    | 2013 | 475 S 300 E                          |
| Day Goes By                       | 2004 | 349 S 200 E                          |
| A Prayer for My Brother           | 2002 | 211 S 500 E                          |
| Vines and Leaves                  | 2002 | 54 S Finch Lane                      |
| Picnic Shelter                    | 1999 | 444 E 600 S                          |
| Answering the Alarm               | 1994 | 500 E 200 S                          |
| Rococo-coco                       | 1989 | 54 Finch Lane                        |
| Untitled                          | 1989 | 54 Finch Lane                        |
| Description of a Fault            | 1983 | 1041 E 400 S                         |
| Untitled                          | 1979 | Taufer Park, 680 S 300 E             |
| Untitled                          | 1977 | Artesian Well Park, 808 S 500 E      |
| Gilgal Sculpture Garden           | 1957 | 749 E 500 S                          |
| Trees                             | 2011 | 1500 E 1300 S                        |
| Nine Muses                        | 2007 | 900 S 900 E                          |
| Lantern                           | 1994 | 1365 S West Temple St, Ballpark      |
| Friends of the Park               | 1993 | Herman Franks Park                   |
| Bird                              | 1987 | 589 E 1300 S                         |
| Salt Lake City Sidewalk Medallion | 2015 | 1300 South & I-15                    |
| By Its Cover                      | 2001 | Library Station, 200 E 400 S         |
| Bad Dog Community Art Station     | 2001 | Trolley Station, 625 E 400 S         |
| Flame Figure                      | 2001 | Stadium Station, Rice-Eccles Stadium |
| The Place Between                 | 2001 | 875 E 400 S, University Line         |
| People's Freeway Station          | 1999 | 180 W 1300 S                         |
| The Doll and Dare                 | 1978 | Liberty Park NE, 922 S 700 E         |
| Herman Franks                     | —    | Herman Franks Park, 600 E 1300 S     |
| Untitled                          | 1978 | Liberty Park, 922 S 680 E            |
| Flowing Currents                  | 2015 | Below I-15 at 1300 South on/off ramp |



Out of the Blue - 900 S 1100 E

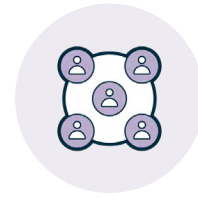
## PUBLIC ART MAP

Refer to the [Public Art map](#) on the Arts Council website.

### ARTS, CULTURE & COMMUNITY SPACES

- **The Art Barn** – 54 Finch Lane
- **Central City Community Center** – 615 S 300 E
- **Gilgal Gardens** – 749 E 500 S
- **Out of the Blue** – 900 S 1100 E
- **Chase Home Museum of Utah Folk Arts**
- **Modern West Fine Art**

## COMMUNITY EVENTS



The Central Community is home to several recurring and annual events that activate public open spaces throughout the year.

Key event venues include Liberty Park, Washington Square, and Library Square, which collectively host a wide range of cultural, recreational, and civic programming.

**LIBERTY PARK** serves as a major community gathering space, hosting the Mondays in the Park summer concert series (free traditional folk music and cultural dance on Monday evenings, July–August), the Bike Prom annual fundraiser for the Bicycle Collective, and year-round programming at Tracy Aviary, which operates 363 days per year and draws visitors to daily bird shows, keeper demonstrations, and nature play activities.

**WASHINGTON SQUARE AND LIBRARY SQUARE** function as a combined civic event plaza, with 200 East regularly closed to traffic to connect the two spaces, and host several of the city's largest annual festivals. These include the Living Traditions Festival (a free three-day multicultural celebration held each May), the Utah Arts Festival (a ticketed, multi-day visual and performing arts festival held each June), the Twilight Concert Series (a low-cost summer outdoor concert series presented by the Salt Lake City Arts Council), and periodic civic events such as the 2026 Winter Olympics Watch Party hosted by Salt Lake City.

Washington Square also serves as a frequent site for community gatherings and public demonstrations given its civic prominence adjacent to the City and County Building.

## CULTURAL AND INSTITUTIONAL ATTRactions AND SITES



The Central Community contains one of the city's highest concentrations of cultural and institutional gathering spaces, including numerous educational institutions, places of worship of various denominations, healthcare institutions, government and civic centers, arts and culture and community spaces.

Many of these are recognized as cultural attractions or sites of interest, drawing residents and visitors alike to experience the area's rich heritage. These institutions serve as venues for community events, social services, arts programming, education, and neighborhood meetings.

Several buildings also hold historic or architectural significance, reinforcing the Central Community's role as a center of heritage, culture, and community life within the city.

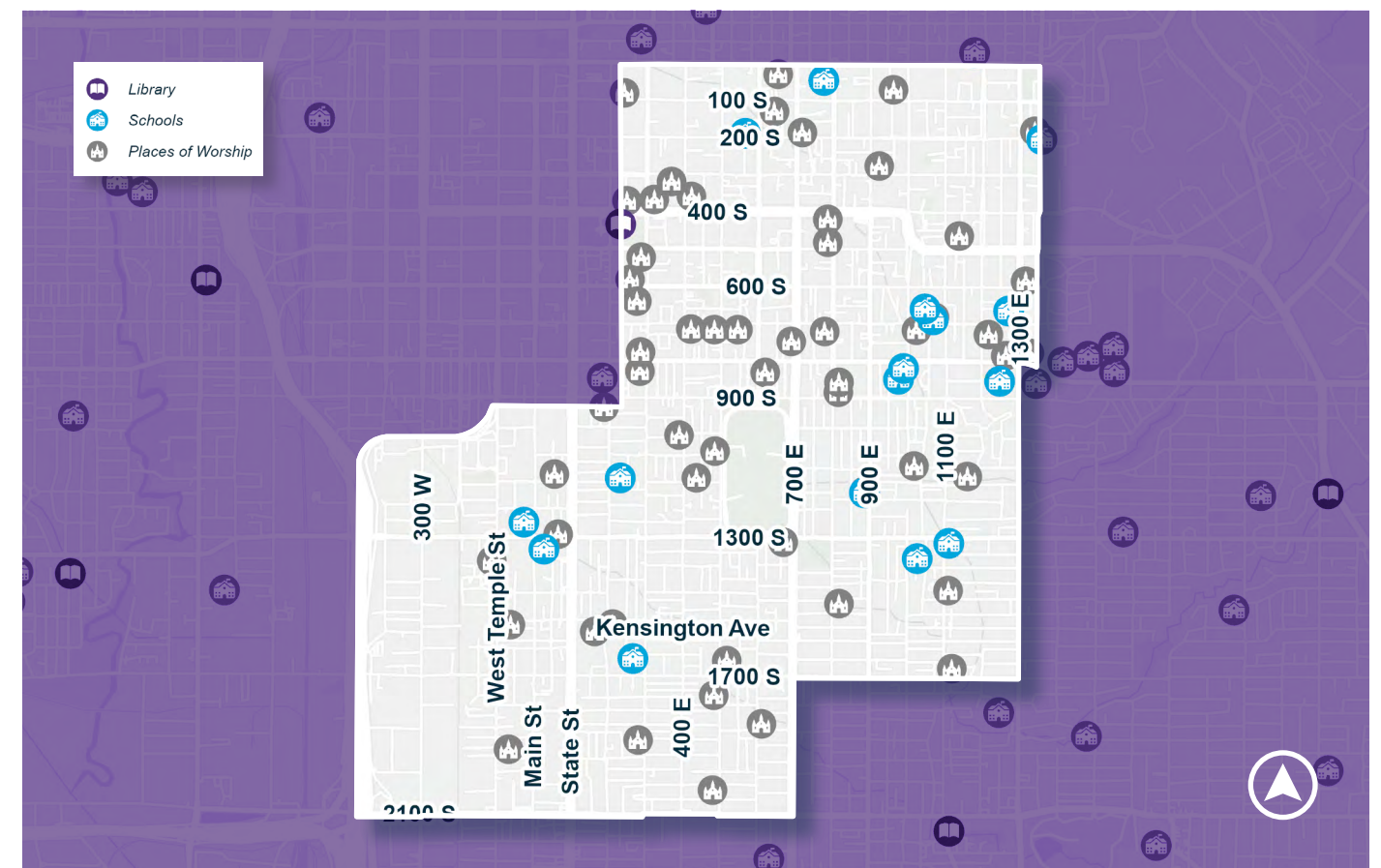


Figure 8.1 Cultural and Institutional Attractions and Sites

# 09 UTILITIES

DRAFT

*Utility infrastructure has 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.*

Anytime a new building is proposed, 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.

---

## WATER



*The Department of Public Utilities (SLCDPU) currently operates three water treatment facilities throughout the city to provide residents with clean and safe high-quality drinking water.*

Approximately 60% of this water comes as snowmelt from the Wasatch Mountains via mountain streams, solidifying residents' reliance on the health and well-being of the mountain watershed. As the City continues to grow and the climate continues to shift warmer, SLCDPU plays an essential role in responsibly managing this vital resource.

The Central Community has adequate infrastructure to serve its current water needs. However, upgrades to existing systems may be needed in the future to accommodate increased density and population growth.

---

## SEWER



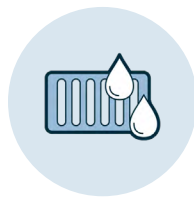
*SLCDPU analyzes the proposed sewer flow for all new development proposals and determines whether the existing sewer system requires upsizing.*

Sewer mains are required to be upgraded when they reach 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. The Central Community currently has sufficient sewer infrastructure to service its residents' needs.

---

## STORM DRAIN



*SLCDPU builds and maintains an extensive storm drain system throughout the city in order to reduce localized flooding and improve water quality in our streams and lakes.*

All new developments are reviewed by SLCDPU to determine if the existing storm system has the capacity to handle the increased flow or if a new storm drain will need to be added.

---

## MAJOR PROJECTS



*Current public utility projects within this community:*

### EAST-WEST WATER LINE

As Salt Lake City continues to grow, SLCDPU continues to expand infrastructure and services to meet the increasing utility demands of the city. To support this growth, a new east-west aqueduct is currently being designed and installed.

Reach 1 is a 6-mile long segment that starts on Coatsville Avenue in Liberty Wells, extends to Highland Drive in Sugar House, and then connects to 2075 East and 3300 South in Millcreek. The project began in 2020 and has finished all designed phases. Future phases are anticipated to continue extending the line where it left off on Grace Street, however the overall extent of future phases will depend on funding received.

This new water supply will supplement existing wells in the Millcreek and Sugar House areas. It creates another water supply connection across the city, improving system redundancy, reliability and additional capacity as Salt Lake City continues to grow. A second, future 4-1/2- mile long Reach 2 is planned to connect to Reach 1 on Coatsville Avenue and end at 3200 W and Gladiola Street.

### WEST TEMPLE SEWER LINE

Public Utilities is also in the process of a three-phase project to rehabilitate an aging sewer line along West Temple, from 1300 South to Utopia Ave. The work uses a trenchless method by accessing the sewer through existing manholes to realign the pipes.

This rehabilitation is necessary to extend service of the existing infrastructure and to also ensure that the lines remain reliable and efficient. The project is anticipated to finish in 2026.

### OTHER PROJECTS

In addition to ongoing maintenance activities, the Department of Public Utilities (SLCDPU) has planned capital improvement projects in this area.

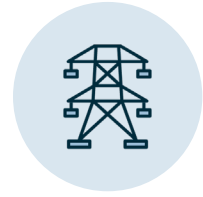
#### WATER

- Pressure Reducing Valve (PRV) Replacements
- Jordan Salt Lake (JSL Canal Rehabilitation from Harrison Street to Sherman Street

#### STORM DRAIN

- 300 West 1300 South Lift Station Abandonment
- Upgrades to 900 South West Temple Lift Station
- 400 East Storm Drain Improvements at Parleys Creek (400 East Kensington)
- Cleanout Box Rehabilitation along 1300 south

# POWER



*The PacifiCorp/Rocky Mountain Power 2025 Integrated Resource Plan Draft provides a detailed analysis of the utility provider's future plans and ability to provide reliable service to customers.*

While there are no major electrical utility projects identified in the plan specific to the Central Community plan area, the provider indicates that they expect to be able to continue to provide service over the next 20 years as they upgrade transmission lines and diversify their energy portfolio to add new wind, solar, natural gas, nuclear, and other resources.

In 2020, Salt Lake City joined other communities across Utah to create the [Utah Renewable Communities](#) (URC) Program. This program will make it possible for Rocky Mountain Power customers to opt-in to a renewable energy program for their energy needs.

# STREETLIGHTS



*Street and pedestrian lighting influence how people experience a city by dictating feelings of safety, mood, and awareness.*

*Street lighting promotes safety by aiding in visibility so pedestrians and vehicles can safely navigate through paths and streets.*

The Salt Lake City Street Lighting Master Plan was published in June of 2020 and serves as guide to improve visibility and aesthetics while also reducing energy and maintenance through the lighting system.



Street Light

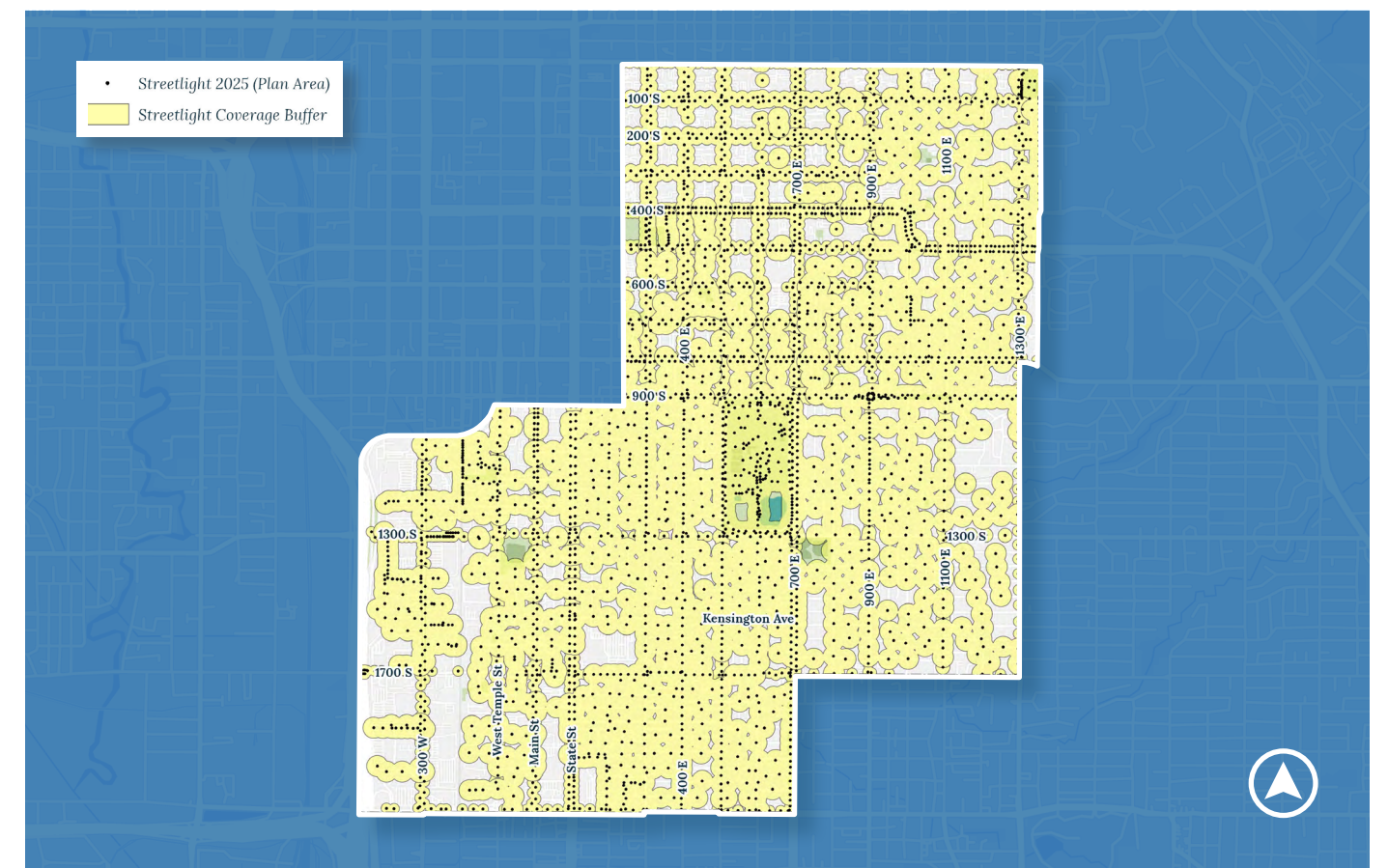
The existing Central Community is an established neighborhood, and the majority of the community is already equipped with a widespread lighting system. However, the plan identifies the intersection of 700 East and Harrison Avenue as a site that has poor existing lighting conditions.

Any future modifications or upgrades to the lighting system would be required to follow the guidelines in the Master Plan, which recommends a transition from traditional high-pressure sodium lighting to the more energy efficient LED lighting. Each development will be analyzed for street lighting upgrade needs.

The map below represents the location of all City-owned streetlights. In order to help visualize gaps in the street light network, buffers have been added around each light to represent the recommended pole spacings from the City's Street Lighting Master Plan.

As previously noted, the Central Community plan area has fairly consistent lighting coverage along all public streets. Many areas that look like gaps on the map below represent campuses such as the Salt Lake County Government Center or Salt Lake Community College.

Other areas, like the Gilmer neighborhood, lack public streetlights but are adequately served by privately-owned streetlights. One area that is lacking in public streetlights is the segment of 600 South behind Trolley Square.



Source: SLCDP

Figure 9.1 Central Community Streetlight Map 2025

# 10 GEOLOGY AND NATURAL HAZARDS

DRAFT

*The most significant natural hazard in this community is earthquakes. There are several fault lines that cross the plan boundaries and varying levels of liquefaction risk throughout the area. Flood risk is an additional hazard impacting certain areas within the plan boundaries.*

The plan area is relatively free of other natural hazards, with no significant steep slope areas, no natural ecosystem or wildlife habitat areas, and no major water bodies.

Risk of excessive heat is also a concern for many areas which is made worse by the built environment. More information about the Urban Heat Island Effect is discussed in the Urban Tree Canopy section on [page 80](#).

# FAULT LINES & LIQUEFACTION



There are several fault lines within the Central Community boundaries. The East Bench fault runs through the eastern portion of the plan area, following a similar path from the south as the McClelland Trail, then turning east towards the University.

Many properties in the Gilmer Park and East Central neighborhoods could be impacted by the East Bench fault line. Another fault line in the Wasatch Fault Zone crosses over 2100 South at approximately 500 East and 600 East, impacting properties in the southern portion of the Liberty Wells neighborhood.

Liquefaction is a condition that may occur during an earthquake when ground shaking causes soil to behave like a liquid. Liquefaction potential is determined based on certain soil conditions and the risk of ground shaking in any given area.

The Central Community area includes areas with high, moderate, and low liquefaction risk, with the higher risk areas to the west and lower risk further to the north and east.

## FAULT LINES & LIQUEFACTION

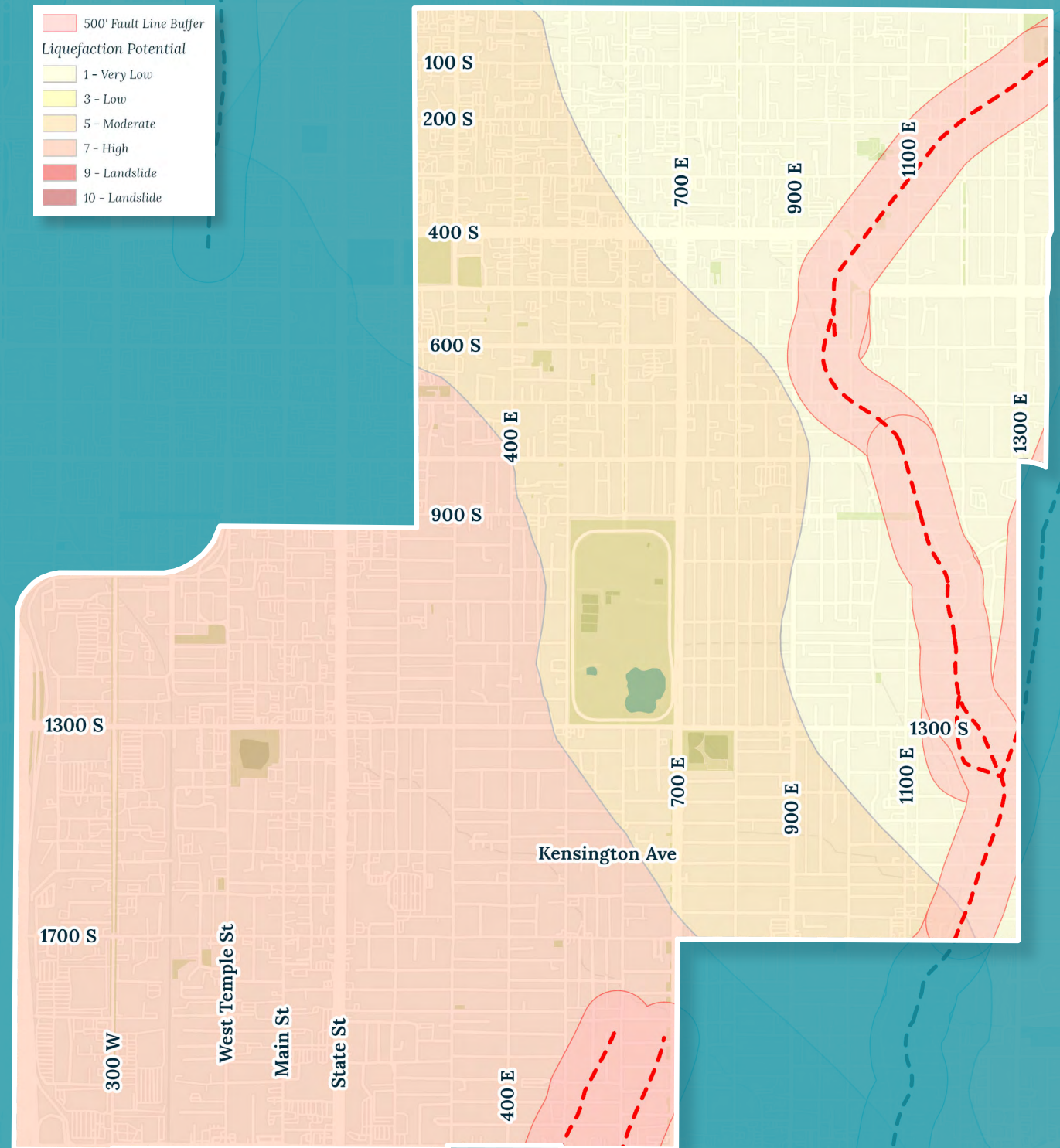


Figure 10.1 Fault Lines and Liquefaction Map

# WATERWAYS & FLOOD MAPS



## CREEKS

There are three creeks that flow through the Central Community: Red Butte Creek, Emigration Creek, and Parley's Creek. These three creeks all lead to the Jordan River in the West Side Neighborhood. Historically, these creeks naturally meandered above ground through the area. However, as the neighborhood developed, large portions were piped underground to reduce flood risk.

These creeks and their association riparian corridors are protected by the Riparian Corridor Overlay Zone (SLC Ordinance 21A.34.130). Any work within 100 feet of the annual high-water level of these facilities will require additional permitting with SLCDPU and must meet requirements of the Ordinance.

Piped sections of these creeks are owned and managed by Salt Lake County Flood Control. Any impact or modification to the creeks must be coordinated and permitted with Salt Lake County Flood Control, as well as SLCDPU. Aside from the creeks, the Central Community area also has the Jordan & Salt Lake City Canal running under the McClelland Trail and drainages running under 800 South and 1300 South.

Today, Red Butte Creek is the only one of the three with a remaining above ground natural segment in the Central Community. A small, exposed stretch is located in a residential neighborhood between Yale and Harvard Avenue before it begins to be piped at 1100 E. The creeks also flow to fill the pond found on the southeastern portion of Liberty Park, which provides a central and accessible water feature for residents to enjoy.

Several existing long-range plans have identified daylighting creeks with added vegetation as a goal to help address the urban heat island effect, improve water & air quality, and to improve the resilience of our stormwater system. The [Urban Forest Action Plan](#) states that the City should examine the feasibility of creating urban forest corridors linking the canyons to the Jordan River.

The [Ballpark Station Area Plan](#) recommends investing in greenways to enhance nature and creeks within the city. The [Ballpark NEXT Community Design Plan](#) builds on that recommendation with a proposal for a Creek Park along 1300 South that would partially daylight Red Butte, Emigration, and Parleys creeks.

The [Seven Canyons Trust](#) has also proposed a vision for Herman Franks Park that would daylight Emigration Creek along the east and north sides of the park, cross over 700 East on a green bridge, then connect to Liberty Lake.

## FLOOD MAPS

Most of the Central Community area is within the flood plain "X" zone, which is the Federal Emergency Management Agency (FEMA) designation for areas with low to moderate risk of flooding. Other areas with higher flood risk are present just west of Liberty Park at the base of Red Butte Creek, as well as along 1300 South and near the freeway.

The section with moderate flood risk east of Liberty Park, between 800 and 900 East, is due to a small portion of Red Butte Creek that goes above ground before it is re-piped, between 1102 & 1112 S 900 E. The areas marked in red near the I-15 freeway are those with the highest risk of flooding during a severe weather event.

## WATERWAYS AND FLOOD MAPS

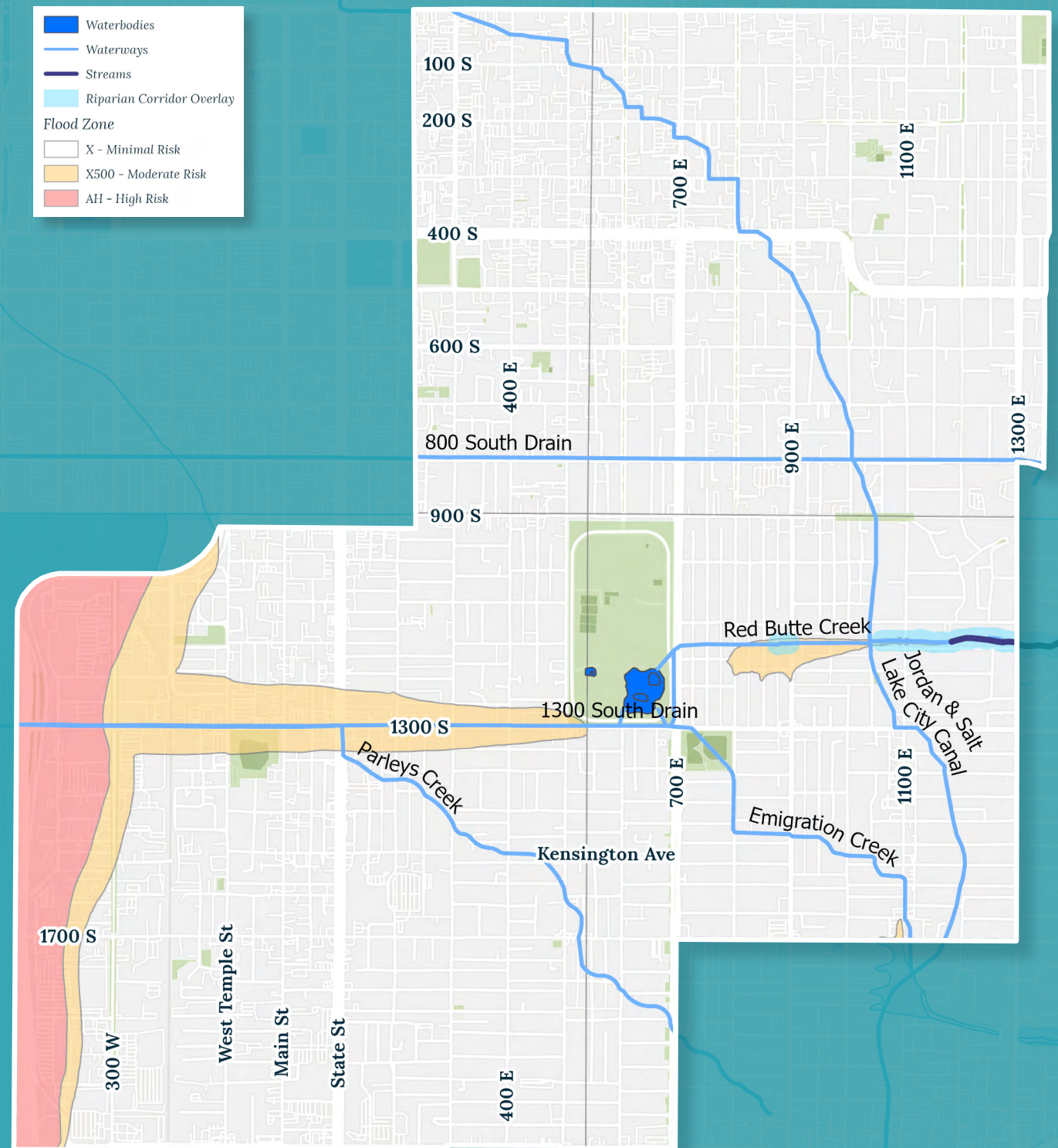


Figure 10.2 Central Community Waterways Map

# 11

# PLAN AUDITS

*This section compares the existing Central Community Plan with adopted citywide plans to identify areas for alignment and improvement to better support Salt Lake City's vision.*

The Central Community Plan was adopted in 2005. Salt Lake City's goals, policies, needs, and priorities have evolved to address new challenges and opportunities since that time. This section evaluates how the 2005 Central Community Plan and other associated small-area plans align with recently adopted citywide plans, where they may diverge from current policies, and what gaps they may have overlooked. This analysis will help identify necessary updates to these plans that will support broader goals for Salt Lake City's future.

The following is an evaluation of the Central Community Plan and related plans in the context of key citywide initiatives, including Plan Salt Lake, Housing SLC, Thriving in Place, and Growing Water Smart.

# KEY FINDINGS AND UPDATE PRIORITIES



*The Central Community Plan should be revised to better align with the policies and objectives in Plan Salt Lake and other recent city-wide plans.*

*City conditions have changed, and while some elements remain relevant, many priorities from the 2005 plan do not fully address current challenges and opportunities.*

Additionally, several goals in the 2005 plan lack clear, measurable metrics and targets, which are essential for aligning with Plan Salt Lake and serving as a practical, actionable guide and to measure the implementation of the plan. Others are too broad and would benefit from greater specificity to ensure they are achievable.

The 2005 plan's future land-use map also does not align with Plan Salt Lake's guiding principles related to growth, nor does it address the city's current challenges. Instead of creating a vision for future development within the city, the future land-use map appears to simply reflect the existing uses on the ground at the time the plan was developed.

The map also contains future land use designations that are unique to this plan or do not align with the same designations in other plans. The variety of future land use designations makes it challenging to forecast the impacts of future growth, particularly on water demand and supply.

Finally, the Downtown and Gateway planning areas are now covered by the Downtown Plan (adopted in 2014), making many of the policies and goals of the 2005 plan irrelevant. An update to the Central Community Plan will ensure that the issues and needs of neighborhoods outside the Central Business District are given more priority than before.



# PLAN SALT LAKE



*Plan Salt Lake, adopted in 2015, establishes a citywide vision for Salt Lake City through 2040. It assesses the current state of the city, outlines future goals, and establishes a decision-making framework to achieve those goals.*

Central to the Vision is improving the quality of life for both current and future residents. Built on existing policies and extensive public input, the Plan is organized around 14 Guiding Principles, each with specific initiatives, targets, and metrics to monitor progress over time. Plan Salt Lake provides a foundation to ensure that future neighborhood, community, and element plans align with and support the overall city vision.

The following is analysis of how the Central Community Plan meets Plan Salt Lake's 14 guiding principles and their corresponding targets.

## 1/ NEIGHBORHOODS

*Neighborhoods that provide a safe environment, opportunity for social interaction, and services needed for the wellbeing of the community therein.*

### PLAN SALT LAKE 2040 TARGETS

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

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

In many ways, the Central Community Plan aligns with Plan Salt Lake's Neighborhoods guiding principle. The plan prioritizes creating livable, walkable neighborhoods where residents can safely reach parks, schools, recreation facilities, institutional uses, and daily services. It encourages pedestrian mobility, transit-oriented development, and the integration of community amenities into residential areas, supporting Plan Salt Lake's goal of placing community amenities within walking distance of households.

However, while many of the plan's broader policies appear to support convenient, neighborhood-scale access to services, several goals and the land-use map appear to do the opposite by encouraging the removal of the very uses that have historically provided these amenities, calling them "non-conforming."

The plan appears consistent with Plan Salt Lake's goal of safe neighborhoods, focusing on pedestrian safety, traffic calming, urban design, historic preservation, and active public spaces that support social interaction and informal surveillance. Crime prevention is addressed through improved lighting,

infrastructure, neighborhood design, and targeted enforcement priorities in several neighborhoods. However, it did not treat all neighborhoods consistently. The plan's future land-use map designated higher-density residential land uses within the area now known as Ballpark, despite the neighborhood's characteristics being similar to those east of State Street.

## 2/ GROWTH

*Growing responsibly while providing people with choices about where they live, how they live, and how they get around.*

### PLAN SALT LAKE 2040 TARGETS

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

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The plan encourages higher-density residential and mixed-use development in Downtown and the Gateway area, which are no longer within the Central Community Plan boundary. In addition, it restricts growth elsewhere to areas near transit (especially 400 S and 200 W), rather than fostering opportunities for growth throughout the entire plan area.

The plan emphasizes preservation of existing buildings and the notable diversity of housing options. It recommends that most residential neighborhoods either retain their existing zoning or be rezoned to lower densities.

As a result, single-family neighborhoods within the plan area have largely remained unchanged, and some of the denser mixed-use areas also call for land use density lower than was built. Several properties also do not actually have a land use designation and are identified as to-be-determined, contrary to the Growth guiding principle outlined in Plan Salt Lake.

## 3/ HOUSING

*Access to a wide variety of housing types for all income levels throughout the City, providing the basic human need for safety and responding to changing demographics.*

### PLAN SALT LAKE 2040 TARGETS

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

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

Although the Central Community has a history of diverse housing options, the plan emphasizes stabilizing current neighborhoods and conserving historic housing. It does not prioritize adding new housing options or significantly expanding housing choices.

Residential Land Use Policy 3.1 appears to support expanding housing opportunities for various income levels, age groups, and family sizes. However, the plan also heavily emphasizes maintaining existing low-density neighborhoods and even considers downzoning some areas.

The plan supports housing stability and neighborhood preservation, but it does not fully advance Plan Salt Lake's Housing principle related to increasing housing diversity and improving affordability outcomes. Like much of Salt Lake City, a significant portion of residents in the Central Community plan area remain burdened by increasing housing costs.

## 4/ TRANSPORTATION & MOBILITY

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

### PLAN SALT LAKE 2040 TARGETS

- Public transit within 1/4 mile of all homes
- Reduce single-occupancy auto trips
- Decrease pedestrian, bike and auto accidents

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The Central Community Master Plan is generally consistent with Plan Salt Lake's Transportation and Mobility principle by prioritizing a safe, accessible, and multimodal transportation network that expands travel choices beyond single-occupancy vehicles. The plan strongly emphasizes pedestrian mobility, transit-oriented development, and improved access to public transit, particularly in higher-density areas and near light rail stations. Policies supporting walkability, traffic calming, street narrowing, improved lighting, and safer crossings align with the goal of reducing pedestrian, bicycle, and auto-related accidents.

The plan also seeks to reduce reliance on private automobiles by integrating land use and transportation planning, encouraging higher-density development near transit, and expanding bicycle and pedestrian infrastructure.

However, while the plan's policies align with Plan Salt Lake's intent, its goals lack details or implementation steps. For example, the plan encourages the development of interior mid-block walkways but does not identify specific locations or how to determine areas of need. Additionally, the land-use policies that call for preserving existing neighborhoods reduce opportunities for pedestrian-oriented development and perpetuate car-centric single-family development.

Generally, the plan aligns with the intent of Plan Salt Lake 2040, and many of its goals may serve as a starting point for development of an updated plan.

## 5/ AIR QUALITY

*Air that is healthy and clean.*

### PLAN SALT LAKE 2040 TARGETS

- Reduce emissions
- Reduce city wide consumption of energy (reduce carbon footprint 50% below the 2005 level by 2040)

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The Central Community Master Plan is partially consistent with Plan Salt Lake's Air Quality principle. The plan supports compact development, higher residential densities near transit, and increased pedestrian, bicycle, and transit use, which may reduce vehicle miles traveled and associated emissions. It also acknowledges the importance of protecting natural resources and improving air quality through coordinated land use and transportation planning. However, its policies to preserve existing low-density neighborhoods and eliminate nonconforming uses reduce opportunities for pedestrian-oriented development, leaving existing single-family households reliant on their vehicles.

The plan includes one implementation item directly related to this principle:

Air: Develop transportation and parking policies that favor use of mass transit and non-motorized transportation methods in order to help reduce cumulative air emissions.

## 6/ NATURAL ENVIRONMENT

*Minimize our impact on the natural environment.*

### PLAN SALT LAKE 2040 TARGETS

- Expand natural lands and watershed protection acreage
- Reduce water consumption
- Increase recycling and reduce waste

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The Central Community Master Plan is largely consistent with Plan Salt Lake's Natural Environment principle. The plan recognizes the importance of protecting natural resources and incorporates policies that support compact development, infill, and reduced development pressure on outlying natural lands. It also promotes park space, open space, and landscaping as part of the neighborhood quality of life, which indirectly supports environmental protection.

In addition, the plan has specific policies to reduce water consumption, address natural hazards, and promote recycling and waste management.

## 7/ PARKS & RECREATION

*Protecting the natural environment while providing access and opportunities to recreate and enjoy nature.*

### PLAN SALT LAKE 2040 TARGETS

- Expand natural lands and watershed protection acreage
- Reduce water consumption
- Increase recycling and reduce waste

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The Central Community Master Plan is largely consistent with Plan Salt Lake's Natural Environment principle. The plan recognizes the importance of protecting natural resources

and incorporates policies that support compact development, infill, and reduced development pressure on outlying natural lands. It also promotes park space, open space, and landscaping as part of the neighborhood quality of life, which indirectly supports environmental protection.

In addition, the plan has specific policies to reduce water consumption, address natural hazards, and promote recycling and waste management.

## 8/ BEAUTIFUL CITY

*A beautiful city that is people focused.*

### PLAN SALT LAKE 2040 TARGETS

- Pedestrian oriented design standards incorporated into all zoning districts that allow residential uses
- Active and vibrant parks and plazas

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The Central Community Plan is generally consistent with Plan Salt Lake's Beautiful City principle by emphasizing people-focused urban design, historic preservation, and high-quality public spaces. The plan strongly supports pedestrian-oriented design through walkable street networks, streetscape improvements, and active ground-floor uses, particularly in mixed-use and higher-density areas. These policies align with the goal of incorporating pedestrian-oriented design standards in residential zoning districts.

The plan also recognizes the importance of active and vibrant parks, plazas, and public spaces as focal points for neighborhood identity and social interaction. It supports enhancements to existing parks and the creation of new public spaces integrated into development and neighborhood centers, such as recommending landscaped medians on 700 East.

## 9/ PRESERVATION

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

### PLAN SALT LAKE 2040 TARGETS

- Increase the number of protected structures and sites

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The Central Community Master Plan strongly aligns with Plan Salt Lake's Preservation principle by emphasizing historic preservation as a vital part of neighborhood stability and identity. The plan features policies that support protecting historic buildings, districts, and neighborhood character. It also recognizes historic resources as assets that boost community identity and economic vitality. Preservation is consistently prioritized as a strategy to sustain established neighborhoods and strengthen the sense of place. Many of the plan's preservation goals have already been implemented and shown positive results.

## 10/ ARTS & CULTURE

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

### PLAN SALT LAKE 2040 TARGETS

- Increase overall participation in arts and cultural activities
- Embedded art in all city infrastructure projects

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The plan is only partially aligned with Plan Salt Lake's Arts and Culture principle. While the plan acknowledges the importance of neighborhood identity, historic character, and community gathering spaces, it does not directly address arts and culture as a standalone policy area. References to cultural resources, public art, or creative programming are minimal and largely incidental to discussions of historic preservation or urban design.

Institutional Policy INSUL-2.0 does encourage the availability of cultural and entertainment resources in the plan area and promotes the use of parks and plazas for cultural events.

Otherwise, the plan does not include policies or strategies meant to increase participation in arts and cultural activities, nor does it address integrating art into public infrastructure or development projects.

## 11/ EQUITY

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

### PLAN SALT LAKE 2040 TARGETS

- Decrease combined cost of housing and transportation
- Improve our opportunity index score in all areas of the City

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The Central Community Plan is partially consistent with Plan Salt Lake's Equity principle. The plan supports equitable access to amenities by emphasizing walkable neighborhoods, proximity to parks, services, transit, and community facilities, which can help reduce transportation costs and improve access to daily needs.

However, the plan does not explicitly address equity as a guiding principle and does not include policies or measurable strategies to reduce combined housing and transportation costs or improve opportunity outcomes across neighborhoods. It also does not address disparities in access, affordability, or outcomes among different populations or areas of the City.

Rather than promoting opportunities for new residents to move into established neighborhoods, the plan calls for limited growth within these high-opportunity areas and pushes for redevelopment within areas that have historically been marginalized through redlining and other practices. The plan further perpetuates those redlines by discouraging any change to neighborhoods that historically benefited from those practices.

## 12/ ECONOMY

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

### PLAN SALT LAKE 2040 TARGETS

- Increase household income
- Percentage of households within ½ mile of a neighborhood, community, or regional node.

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The Central Community Plan is partially consistent with Plan Salt Lake's Economy principle. The plan supports a balanced local economy by encouraging mixed-use development, neighborhood commercial nodes, and the integration of housing, employment, and services.

By reinforcing established neighborhood, community, and regional nodes, particularly Downtown and Gateway (which are no longer in the Central Community Plan area), the plan improves access to jobs and services and supports the goal of locating households within walking distance of businesses. However, the plan sought to eliminate nonconforming commercial uses within existing neighborhoods, effectively removing opportunities for additional neighborhood nodes.

## 13/ GOVERNMENT

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

### PLAN SALT LAKE 2040 TARGETS

- Increase public participation

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The Central Community Plan supports community involvement in city programs and collaboration among community members, city and state officials, and other government agencies, such as the Salt Lake City School District, UTA, University of Utah, and UDOT, for various purposes. The goals of governmental collaboration as detailed in this plan includes encouraging neighborhood participation in crime prevention, tree planting programs, etc. These goals support an increase in public participation, which aligns with Plan Salt Lake's Government guiding principle.

## 14/ WATER

*Grow in a manner that ensures water supply meets demand and provides sufficient redundancy to respond to water supply risks.*

### PLAN SALT LAKE 2040 TARGETS

- Citywide per capita water use.

### CENTRAL COMMUNITY PLAN COMPARISON SUMMARY

The Central Community plan is partially consistent with Plan Salt Lake's Water principle.

Salt Lake City already has a robust groundwater source protection ordinance, and the Central Community Plan supports enforcement and administration of those regulations. The plan identifies areas affected by flood hazards (both 100-year and 500-year events), groundwater, and creeks that may be more sensitive to environmental impacts than other areas. It also promotes the clustering of new development within its designated

transit-oriented neighborhoods. However, it recommends maintaining large areas of single-family and lower-density neighborhoods rather than promoting the clustering of higher-density development away from sensitive areas within the Central Community.

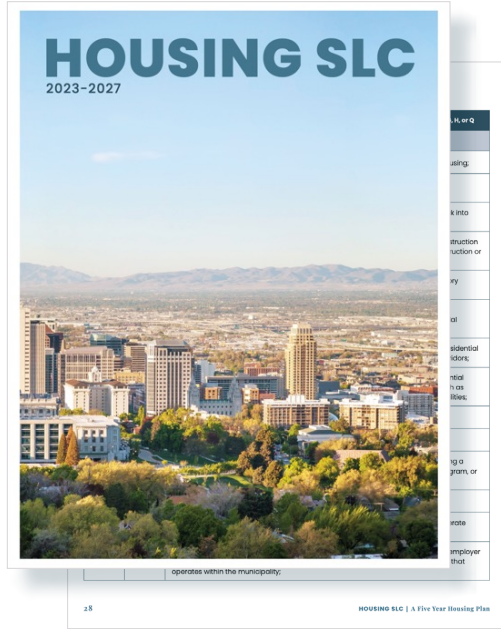
It also lacks specific direction on waterwise landscaping in new residential development. Updating the Central Community plan will allow for the implementation of goals that support the Water Smart Land Use and Development Policies.

## SUMMARY

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



# HOUSING SLC



*Housing SLC 2023-2027 is a plan to guide the City’s housing-related efforts over the next 5 years. Six key findings resulted from public engagement that will guide the City’s efforts over the course of this Plan.*

**The key findings are:**

1. Rental vacancy rates are low and home sale prices are unaffordable to most residents, putting strain on existing rental housing and causing rents to rise dramatically.
2. Despite a housing construction boom, housing prices suggest a shortage of housing supply overall, but especially housing that is deeply affordable (affordable to renters earning 30% of AMI or less), with demand for housing outpacing supply.
3. Salt Lake City is majority renter, and half of all renters are cost burdened, spending more than 30 percent of their income on housing costs. Residents are concerned about renter’s rights and resources.
4. According to a survey of city residents, affordable housing and behavioral health services are preferred over additional emergency shelters and homeless resource centers as solutions for homelessness.
5. There is a mismatch between the types of housing the market is producing and the needs of the community. Residents perceive that most new housing is “luxury” while many desire more affordability throughout the city. Additionally, residents want more “missing middle” housing and more family-sized housing.
6. Wages have not kept pace with cost of living, especially housing-related costs, and residents are feeling increased stress about everyday expenses.

To address these key findings, 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 next five years.

## 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.*

- |                |   |
|----------------|---|
| <b>METRICS</b> | <b>A. Entitle 10,000 new housing units throughout the city.</b><br>1. Minimum 2,000 units deeply affordable (30% AMI or below)<br>2. Minimum 2,000 units affordable (31% - 80% AMI) |
|----------------|---|

**CENTRAL COMMUNITY SUMMARY:** As of January 2026, Salt Lake City has provided a total of 4,405 government program-assisted housing units in 75 housing developments in Central Community. 38% of the city’s affordable housing units are located within the Central Community.

- A household income of 40% AMI or less is required for 2,151 of these units,
- A household income of 50% AMI or less is required for 1,806 dwelling units,
- And a household income of 80% AMI or less is required for 426 of these dwelling units.

## GOAL 2

*Increase housing stability throughout the city.*

- |                |  |
|----------------|--|
| <b>METRICS</b> | <b>A. Track, analyze, and monitor factors that impact housing stability in the city.</b><br><br><b>B. Assist 10,000 low-income individuals annually through programs funded to increase housing stability by the City.</b><br><br><b>C. Dedicate targeted funding to:</b><br>1. mitigate displacement<br>2. serve renter households<br>3. serve family households<br>4. increase geographic equity<br>5. increase physical accessibility |
|----------------|--|

- 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.*

- |                |  |
|----------------|--|
| <b>METRICS</b> | <b>A. Provide affordable homeownership and wealth and equity building opportunities to a minimum of 1,000 low-income households.</b> |
|----------------|--|

As of April 2026, the city-supported affordable dwellings in the Central Community include 96 dwellings that are considered wealth building units, all located within the Arbor 515 development. Wealth-building units are units designed to promote long-term equity building for low to moderate income residents by offering home ownership opportunities or equity building programs.

**Arbor 515** - Arbor 515 offers 96 rental units that incorporate a shared equity model for tenants. Through its “Tenant Wealth Initiative,” residents can earn financial credits through rent payments. Of the total units, 18 are affordable to households earning 60% of Area Median Income (AMI) or less, 73 are affordable at 50% AMI or less, and 5 units are affordable at 5% AMI or less.

# 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 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 and Thriving in Place

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

The AHI was adopted in December 2023. 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. Examples of buildings that have been preserved through this program include the former 12th ward chapel, a historic synagogue, and the old Koko Kitchen commercial building on 300 E 700 E.

#### 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 general plans. As of January 2026, community benefits that have been approved include projects with 100% affordable housing at 30% AMI, 3+ bedroom housing, space for local businesses or charitable organizations, and a public plaza with a food truck court.

#### MAKE ADUS EASIER AND 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 have recently been adopted by the City Council or are in process:

- Consolidation of all commercial, form-based, Transit Station Area, and mixed-use zoning districts to enable more housing and mixed-use construction (adopted in July 2025).
- Amend 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 (adopted in December 2025).
- 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 (in progress).

# CENTRAL COMMUNITY PLAN



In 2005, the Central Community Master Plan was adopted, updating the previous 1974 Central Community Development Plan.

Land use, housing, transportation, economic development, urban design, historic preservation, public facilities, and environmental considerations were reevaluated to respond to growth, redevelopment pressure, and changing community needs.

While the plan emphasizes reinvestment, adaptive reuse, and higher-density development in appropriate locations, it only partially aligns with the direction in Plan Salt Lake for growth, equity, air quality, etc. [See page 134](#) for a full analysis comparing the 2005 Central Community Plan to Plan Salt Lake.

Overall, the 2005 plan tends to support maintaining the status quo rather than meaningfully increasing development potential to accommodate a growing population. In some cases, the future land use map even calls for less density than what currently exists in several neighborhoods, which may limit the ability to support a vibrant, livable urban environment and meet overall city goals.

The plan also identifies issues within individual neighborhoods, but these are not always clearly connected to broader citywide needs or goals.

Another issue is the number of small area plans, many dating back to the early 1990s, which introduce a mix of land use designations. There is little guidance on how these plans should be applied or whether they remain relevant following adoption of the 2005 plan. As a result, inconsistencies and, in some cases, conflicting direction exist across planning documents.

## EXISTING GOALS, POLICIES, AND STRATEGIES

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

- Land Use
- Housing
- Economic Development
- Urban Design
- Historic Preservation
- Transportation and Circulation
- Open Space and Environment
- Public Facilities and Infrastructure
- Implementation

The following is a summary of the goals, policies, and strategies from the 2005 Central Community Master Plan.

## PLAN GOALS

The following plan goals are taken verbatim from the plan. The other policy sections are summarized and are generally not quoted or copied verbatim from the 2005 Central Community Master Plan.

1. Protect and improve the quality of life for everyone living in the community, regardless of age or ability.
2. Improve and support community involvement, public participation, and neighborhood activism in the Central Community.
3. Provide a basis for funding specific programs that assist housing, capital improvement programs, and public services.
4. Provide opportunities for smarter and more creative development practices to better serve the community.
5. Prevent inappropriate growth in specific parts of the community.
6. Encourage specific types of growth in designated parts of the community.
7. Establish financial incentives to support alternative modes of mobility.

8. Preserve historic structures and residential neighborhoods.
9. Establish recommendations for better coordination and administrative review of construction projects and city applications.

## OVERALL POLICY DIRECTION

The plan emphasizes directing higher-density residential and mixed-use development to appropriate locations, particularly Downtown, transit corridors, and areas identified for reinvestment. It supports redevelopment and adaptive reuse of underutilized properties while maintaining compatibility with established residential neighborhoods.

The plan also emphasizes improving urban design, strengthening the public realm, and expanding multimodal transportation options.

- Encourage higher-density residential and mixed-use development in appropriate locations, particularly near Downtown and transit corridors.
- Promote reinvestment, redevelopment, and adaptive reuse of underutilized properties.
- Support a range of housing types (in key areas) to meet the needs of existing and future residents.
- Strengthen the Central Community's role as a regional employment and economic center.
- Enhance the quality of the public realm through improved urban design and streetscapes.
- Protect historic resources and established neighborhood character.
- Improve multimodal transportation options while minimizing impacts on residential neighborhoods.



## LAND USE AND HOUSING

The plan provides direction to encourage a mix of residential, commercial, institutional, and employment uses throughout the Central Community. Housing policies emphasize increased residential density near transit, Downtown, and employment centers, while also supporting the rehabilitation and continued use of existing housing stock.

The plan supports higher-intensity development in Downtown and Gateway areas consistent with their role as regional activity centers. In transitional areas, policies emphasize development that provides appropriate scale, buffering, and design compatibility with adjacent residential neighborhoods. For established residential neighborhoods, the plan prioritizes preservation of neighborhood character while allowing compatible infill development.

- Support high-density residential, mixed-use, office, and commercial development in Downtown and Gateway areas consistent with their role as activity centers.
- Encourage transitional development in areas adjacent to established neighborhoods, with appropriate scale and design.
- Maintain and reinforce the character of established residential neighborhoods through compatible infill development and buffering from more intensive uses.
- Encourage a mix of residential, commercial, institutional, and employment uses.
- Promote residential development near transit, employment centers, and services.
- Support rehabilitation and reuse of existing residential structures.



## ECONOMIC DEVELOPMENT

Economic development policies support Downtown and the Central Community as major employment centers. The plan encourages redevelopment that strengthens neighborhood-serving commercial areas, supports local businesses, and allows flexibility to respond to changing economic conditions.

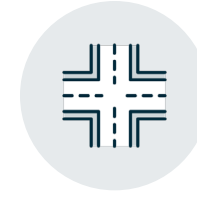
- Support Downtown and the Central Community as primary employment centers.
- Encourage redevelopment that supports local businesses and neighborhood-serving commercial uses.



## URBAN DESIGN AND HISTORIC PRESERVATION

The plan emphasizes high-quality urban design and pedestrian-oriented development. Policies support development that is compatible with surrounding context in scale and design and encourage the protection, reuse, and integration of historic buildings and districts into new development.

- Promote pedestrian-oriented development and high-quality urban design.
- Require new development to be compatible with surrounding context.
- Protect and integrate historic buildings and districts.



## TRANSPORTATION AND CIRCULATION

Transportation policies emphasize improving pedestrian, bicycle, and transit connectivity while managing vehicular traffic impacts on residential neighborhoods. The plan supports transit-oriented development and street designs that balance mobility, safety, and neighborhood livability.

- Improve pedestrian, bicycle, and transit connectivity.
- Support transit-oriented development and reduced reliance on single-occupant vehicles.
- Manage traffic impacts on residential neighborhoods.
- Ensure that rights-of-way provide multiple transportation modes when possible, including sidewalks, trails, bike lanes, mass transit, vehicular lanes, and other modes of transportation.
- Support co-locating basic social services that complement one another such as housing, food, and clothing, and locate them near transit so those in need can easily access necessary services.
- Establish well-designed boulevards with street design themes for major arterials including 500 West, State Street, 700 East, South Temple, 300 South, and 800 South.
- Encourage shared parking.



## OPEN SPACE, ENVIRONMENT, AND PUBLIC FACILITIES

The plan supports improving access to parks, plazas, and open spaces within the Central Community. Environmental policies emphasize sustainability and mitigation of development impacts. Public facility and infrastructure policies focus on ensuring that services and facilities support existing and planned growth.

- Improve access to parks, plazas, and open spaces, specifically north of 900 South.
- Support environmental sustainability through site design and infrastructure improvements.
- Ensure public facilities and infrastructure support planned growth.
- Calls on the city to act as an example by using waterwise landscaping, sustainable building materials, recycling in government buildings, etc.

## IMPLEMENTATION

The plan emphasizes coordination between land use policy, zoning, capital improvements, and development review processes. Implementation strategies include public-private partnerships and prioritization of public investments that support redevelopment and neighborhood livability.

- Coordinate land use, zoning, capital improvements, and development review to implement plan goals.
- Encourage partnerships to support redevelopment and infrastructure investment.

# SMALL AREA PLANS



*Small Area Plans are supplement to the overall Central Community Plan. While newer small area plans are still relevant, older plans should be considered obsolete and will be replaced through overall Central Community Plan update.*

## BALLPARK STATION AREA PLAN (2022)

The Ballpark Station Area Plan is a small-area community plan for the Ballpark neighborhood, encompassing properties generally located between 900 South and 1700 South, and from State Street to I-15. Adopted by the Salt Lake City Council in October 2022, the plan provides guidance for future development and land use to support livability and growth within the Ballpark neighborhood.

The plan establishes actions, goals, policies, future land use recommendations, and implementation strategies to achieve the community's long-term vision. In 2024, the City Council adopted new zoning regulations for the Ballpark area, including updates to development standards, allowable density, and land uses, to implement the goals, strategies, and land use recommendations outlined in the plan.

**This plan remains relevant, and the Ballpark Station Area Plan's policies, development standards, and future land-use map will take precedence over development in this area.**

## CENTRAL POINTE STATION AREA PLAN/300 WEST STATION AREA PLAN (ONGOING)

Since 2023, Salt Lake City Planning has been working on a new 300 West Station Area Plan, focused on the area surrounding the 300 West between 1700 S and 2100 S and I-15 to West Temple. Because this area lies within the Central Community and the plan is intended to function as a Small Area Plan, it will be reviewed and adopted concurrently with this Central Community Plan update. One of the key reasons the area was chosen for updating is the ongoing transportation improvements to 300 West, including significant bicycling infrastructure.

The area has seen significant new development and increased interest in additional development over the past few years. However, the current plan does not adequately address this area or include development standards that promote a walkable or bicycle-oriented development pattern.

## EAST CENTRAL COMMUNITY SMALL AREA PLAN (1992/REVISED 1993)

The East Central Community Small Area Master Plan was created to address development pressure and land use conflicts along the 9th and 9th corridor while preserving the stability and livability of surrounding residential neighborhoods. The plan emphasizes maintaining neighborhood character, supporting small-scale, neighborhood-serving commercial uses, and minimizing impacts related to traffic, parking, service access, and incompatible land uses.

The plan includes analyses of land-use, market, traffic, and parking issues within the area. Based on that analysis and on public engagement, it established distinct land-use districts, limited commercial expansion, and prioritized buffering, streetscape improvements, and operational solutions over roadway widening or large-scale redevelopment.

Overall, the plan's goals appear designed to serve as a preservation-focused framework for managing growth, reducing conflicts, and ensuring long-term compatibility between commercial and residential areas, including the following:

- Create a business district zoning for the areas identified in the plan.
- Limit commercial expansion to neighborhood-serving uses only.
- Improve streetscapes, buffering, and landscaping to separate commercial and residential uses.
- Relocate or redesign the Smiths service docks and loading areas to reduce neighborhood impacts.
- Close or vacate Chase Street.

- Reconfigure parking, encourage shared parking, and manage on-street parking.
- Restrict cut-through traffic and prioritize pedestrian safety.
- Establish ongoing coordination through merchant and neighborhood associations.

While some urban design and land-use policies in the plan remain relevant, many priorities no longer align with the more recent goals of Plan Salt Lake, Housing SLC, or Thriving in Place. Specifically, the suggestion to limit future housing to single- and two-family homes conflicts with the missing-middle housing strategies in Thriving in Place and with the broader housing and growth goals of Plan Salt Lake.

Since the East Central Community Small Area Master Plan was implemented, the area has grown more popular, and housing has become less affordable. While certain elements of the current plan can be integrated into an updated Central Community plan, goals related to density and housing types should be adjusted to better align with the City's current priorities.

## EAST DOWNTOWN NEIGHBORHOOD PLAN (1990)

Prior to the development of the East Downtown Neighborhood Plan, Salt Lake City residents voiced concerns about development pressures that threatened to transform the neighborhood from its original medium- and high-density residential character into an extension of downtown with commercial and office uses. The East Downtown Neighborhood, as outlined in this plan, is bordered by South Temple, 600 South, 200 East, and 700 East. At the time this plan was created, many apartment buildings in the area were being replaced with commercial office buildings and other non-residential uses, including parking lots.

The plan proposes increasing housing density across all parts of the plan area, to varying degrees, with commercial land uses that primarily serve local residents rather than the broader

region, as found in the Downtown core. It also sets height limits within the neighborhood to help preserve views between downtown and notable landmarks such as the Capitol Building, St. Mary's Cathedral, and the University of Utah.

For the most part, the goals in this plan align with Plan Salt Lake's Guiding Principles, especially concerning land-use, urban design, and transportation policies. It recognizes the benefits that increased density can bring to both current and future residents. However, it lacks policies addressing equity, such as ensuring fair access for new residents from diverse backgrounds and implementing measures to prevent displacement. With a few adjustments, most policies can be smoothly incorporated into an updated plan for the Central Community area.

## **EAST CENTRAL NEIGHBORHOOD PLAN (1984) AND ADDENDUM (1990)**

The East Central Neighborhood Plan was created to stabilize the neighborhood that is under development pressure due to its proximity to downtown, the University of Utah, and major commercial districts. The Addendum, published in 1990, was adopted as a supplement to address specific rezoning concerns and development pressure in targeted portions of the neighborhood, particularly regarding residential density, compatibility, and neighborhood stability.

The plan and addendum both focus on preserving the neighborhood's character, protecting it from incompatible development, and managing traffic, parking, and land use conflicts. They suggest lower residential densities, special zones for conservation and compatibility review, and design controls to limit building height, size, and intensity to maintain the current scale of development and reduce negative effects from higher-density housing.

While the policies found in both documents reflect community concerns and market conditions at the time, their density limits and assumptions about appropriate density, zoning controls, and growth management are no longer relevant given substantial changes in citywide zoning regulations, population growth, housing demand, and contemporary planning goals that emphasize increased residential density, infill development, and housing affordability in centrally located neighborhoods.

As a result, the preservation-focused density framework found in both documents should be understood in its historical context rather than as a reflection of current planning and zoning policies.



## OTHER PLANS



*The Central Community area has had many small area and block-specific plans. As the updated Central Community Plan takes shape, priority recommendations from these plans will be revisited to determine whether they need to be carried forward in some form.*

Relevant plans include:

### 400 SOUTH LIVABLE COMMUNITIES PROJECT (TRANSIT ORIENTED DEVELOPMENT) (2012)

#### SUMMARY

In June 2011, the City received a grant from the U.S. Department of Housing and Urban Development (HUD) to initiate the 400 South and University Boulevard Livable Communities Project. The project focused on refining the community's vision for the corridor and strengthening its role as a place where people can live, work, and shop.

#### KEY DIRECTIVES

As part of this effort, the Central Community Master Plan was amended to formally incorporate Transit-Oriented Development (TOD) policies, land use designations, and station area plans along the 400 South corridor, University Boulevard, and adjacent TRAX stations.

#### RELEVANCE

Transit Station Area (TSA) zoning had previously been implemented along North Temple; however, 400 South retained its earlier zoning

until completion of the Livable Communities Plan. The plan and corresponding TSA zoning for 400 South and University Boulevard were adopted concurrently in 2012.

#### ACTION

No longer relevant. Zoning was adopted to implement the plan.

### BLOCK 1/A POLICY PLAN (1992)

#### SUMMARY

The Block 1/A Policy Plan was created in response to development pressure that created land use conflicts on the block located between 800 S and 900 S and 200 E and 300 E. The plan functions as an amendment to the 1974 Central Community Development Plan, providing more detailed guidance for managing the transition between residential neighborhoods and surrounding commercial activity. The plan recognizes uneven reinvestment across the block and seeks to stabilize residential uses while allowing limited, compatible non-residential development along the corridors.

#### KEY DIRECTIVES

- Maintain a primarily residential character for Block 1/A, while supporting a net increase in residential units and reinvestment in existing residential streets.
- Limit non-residential uses to key corridors (200 East, 800 South, and 900 South) and require those uses to be small-scale and compatible with adjacent residential neighborhoods.
- Manage transitions between residential and commercial areas through controls on building height, density, setbacks, landscaping, and buffering, rather than rezoning residential areas for commercial use.
- Require building design and materials that reinforce neighborhood scale and character, including low-rise heights, street-oriented entrances, and residentially compatible architecture and finishes.

- Minimize impacts from access, parking, signage, and service activity by directing traffic away from interior residential streets and requiring screened parking, low-profile signage, and landscaped open space.

#### RELEVANCE

Block 1/A has largely maintained the vision established in the 1992 plan. Transitional office uses are located along 200 East, 800 South, and 900 South, while residential development remains the primary use within the interior of the block.

Overall, the current zoning is generally consistent with this vision. An exception exists along the frontages between Roberta Street and 300 East on both 800 South and 900 South, where the zoning remains residential but the prevailing land uses are primarily office or retail.

#### ACTION

The plan remains relevant, but its policies have generally been incorporated into the 2005 Plan and can be carried forward into the updated 2026 plan. The updated plan would replace this plan.

### BLOCK 42 PLAN (1990)

#### SUMMARY

The Master Plan for Block 42B was adopted to refine and strengthen the direction of the East Central Neighborhood Plan (1984) as it applies to Block 42B, bounded by 900 East, 1000 East, 300 South, and 400 South. The plan functions as a supplemental document to the East Central Neighborhood Plan and addresses land use conflicts, transitions, circulation, and design issues unique to this block.

A key focus of the plan is managing the presence and potential expansion of the Salt Lake Clinic, the block's principal non-residential use, while preserving residential character.

#### KEY DIRECTIVES

- Preserve Block 42B as a primarily residential area, with no net loss of residential units or residential floor area resulting from new development or redevelopment.
- Limit non-residential uses and direct them toward 400 South, allowing only those uses that are clearly compatible with residential character in scale, intensity, hours of operation, and design.
- Manage transitions in use, scale, and intensity by stepping development down from higher-intensity uses along 400 South to lower-density residential uses toward 300 South and 1000 East.
- Require new development to reinforce residential character, including limits on height, residentially compatible building forms and materials, continuous street frontages, and tree-lined streetscapes.
- Minimize impacts from traffic, parking, signage, and service activity by directing access to arterial streets, locating parking behind or below buildings, providing extensive buffering and landscaping, and requiring low-profile, residential-scale signage.

#### RELEVANCE

The area has largely maintained the vision of the Block 42 Plan.

#### ACTION

The plan remains relevant, but its policies have generally been incorporated into the 2005 Plan and can be carried forward into the updated 2026 plan. The updated plan would replace this plan.

## HOLY CROSS MEDICAL CAMPUS PLAN (1993)

This plan was not officially adopted by the City Council.

### SUMMARY

The plan was developed in response to Holy Cross Hospital's need to renovate and expand its medical campus (located between South Temple and 100 South, and 1000 and 1100 East) to meet changing healthcare demands. Expansion needed to include ambulatory care facilities, physician office space, and additional parking.

### KEY DIRECTIVES

The plan balances hospital expansion with preservation of neighborhood character. While significant facility growth and parking expansion are proposed, the preferred approach emphasizes:

- Minimizing residential displacement
- Using underground parking
- Preserving historic features (especially the Chapel)
- Implementing transit and traffic mitigation strategies
- Maintaining residential zoning protections

### RELEVANCE

While the goal of the plan is still relevant (to balance neighborhood preservation with a successful hospital use), the plan may not be relevant given the changes in ownership of the hospital over the years and changed development surrounding the hospital.

### ACTION

Area should be evaluated during the 2026 update. Policies and action items should be carried over if they are still relevant.

## ST. JOSEPH VILLA – BLOCK 4-5 EAST WATERLOO SUBDIVISION PLAN (1992)

### SUMMARY

Intended to be a supplement to the Central Community Development Plan (1974), the plan was intended to help stabilize and protect residential areas while allowing some limited and compatible office and commercial uses.

### KEY DIRECTIVES

The primary directive of this plan is that the small-scale residential character of the perimeter of blocks 4 and 5 along Westminster and Hollywood Avenue must be maintained. This is accomplished through directing new development towards Ramona Avenue. Max height of 3 stories along periphery of blocks, with 4 stories allowed internally along Ramona.

The primary use should be 1 & 2 family residential, and more intense residential and commercial should be internalized along Ramona Avenue.

### RELEVANCE

The goals and vision of this plan are likely still relevant today and can be carried over into the updated 2026 plan. The current zoning supports the plan and can be carried over into the updated future land use map.

### ACTION

Include in updated 2026 plan.

## 1300 EAST UNIVERSITY DISTRICT AREA PLAN (1991)

### SUMMARY

The 1300 East/University District Area Plan outlines a vision for preserving and enhancing the unique character of the 1300 East corridor and surrounding University District neighborhood.

### KEY DIRECTIVES

The plan emphasizes maintaining the area's predominantly residential, low- to medium-density character while supporting a neighborhood-scale business district primarily between 200 and 300 South. It recognizes the corridor's historic fabric, tree-lined streets, and proximity to the University of Utah as defining features.

Future development is encouraged to be sensitive to existing scale, architectural character, and established street patterns, with buildings generally limited to two to three stories and designed to blend harmoniously with the surrounding context rather than dominate it.

Implementation strategies include creating a pedestrian-oriented environment, strengthening buffering between commercial and residential uses, limiting noise and visual impacts, and fostering collaboration among residents, businesses, and the University to ensure the district remains vibrant, inviting, and sustainable.

### RELEVANCE

The height of 2-3 stories may not be appropriate for new development. However, much of the existing development is expected to remain intact as it is subject to the University Local Historic District and opportunities for new development and redevelopment will be low.

### ACTION

The majority of the policies and directives are still relevant and can be carried over. Height of new development should be considered through the updated plan.

The plan can likely be replaced by the 2026 update.





DRAFT