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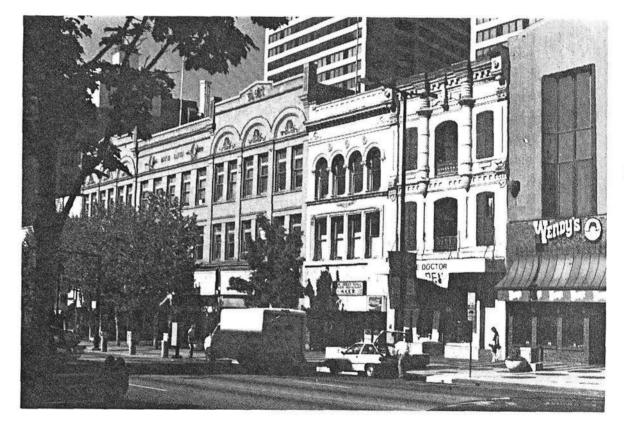


#### Introduction

The Salt Lake City's downtown has a lot of potential but at the present time is stagnant. The City is mired in deep and bitter controversy over Block 57. Meanwhile, investment and development that should be downtown are going instead to communities to the south, into the unincorporated county, and into residential areas to the east. This leakage has drained the downtown of tenants, shoppers and life. The LDS Church has invested heavily in quality ecclesiastical, office, commercial, historic and residential buildings at the north end of downtown. But the south end of downtown is in trouble, with various merchants and property owners struggling to hang on and work out ways to bring downtown back.

The Mayor and City Council, along with the business community and the LDS Church, are deeply concerned about how to retain Salt Lake's position as the preeminent city of Utah and the region. City and County leaders — justly proud of the strengths of the area — must now forge a cooperative relationship based on common goals to move the downtown in a new direction.

In this study, the R/UDAT team has made recommendations on all aspects of the downtown. It is, however, up to citizens, business people and the governmental bodies of the City and County to adopt a new, creative, peacemaking attitude to deal with the issues and carry them toward solutions.





# SALT LAKE CITY AND THE UNINCORPORATED COUNTY

In addition to Salt Lake City's government, there are 11 other incorporated cities within the County as well as several large unincorporated communities. Other entities include 12 fire and police departments, 13 redevelopment agencies and four school districts. There are 50 separate taxing districts in the valley. Clearly, this is a very complex governmental structure.

The Salt Lake City metropolitan area is primarily growing to the south and north, but also is spreading east of the Wasatch mountains into Summit County and Park City.

Providing services throughout the metropolitan area is a complex task. As population and development continue to increase, the pressures on governmental entities to cooperate similarly increase.

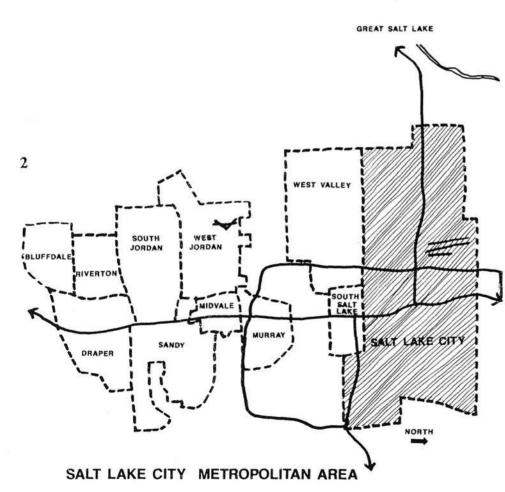
Intense competition exists throughout the area for shoppers and commercial office space tenants. The Central Business District (CBD) of Salt Lake City is a key component in the area's retail and commercial structure.

But a central city downtown has a longer history than its surrounding suburban areas and, therefore, a richer fabric of historical buildings. The City of Salt Lake has at least two generations of existing buildings as a resource and a third generation now developing. How this generation of redevelopment interacts with the CBD is our focus.

The most recent redevelopment is characterized by the construction of 10-25 story buildings, immediately joined to either side by large, generally ugly parking garages or to garages at the center of the block.

The fabric of the block and the streetscape is most frequently torn by this so-called economically-driven design.

It has been said that the reason why no one comes downtown is because there is no parking. There is ample parking but, unlike shopping centers and office complexes in the rest of the metropolitan area, it has to be paid for.



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## OUR FUTURE BY DESIGN

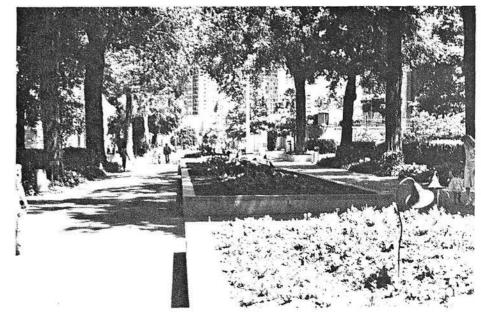
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The team suspects that the real issue is that with the exodus of merchants and business people, especially from the south end of the CBD, Salt Lake City has lost the critical mass necessary to a vital downtown. One now finds empty streets and sidewalks, an emptiness that further discourages activity.

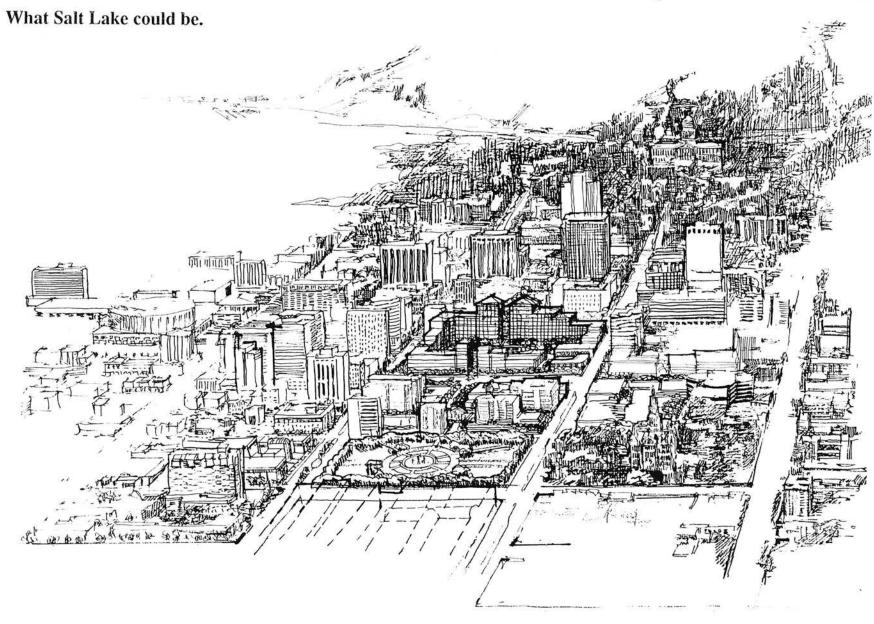
This is the background of the downtown with respect to its metropolitan context.











R/UDAT

1988

SALT LAKE



#### **EXECUTIVE SUMMARY**

Downtown Salt Lake City has struggled in recent years. Despite pockets of strength, the overall downtown area is weak. In particular, the southern half of the CBD has experienced continuing deterioration and, while many plans and strategies have been developed, there is still no overall direction for redevelopment efforts. The recommendations of previous plans were left, for the most part, unimplemented. As a result, the issues they intended to address remain unresolved.

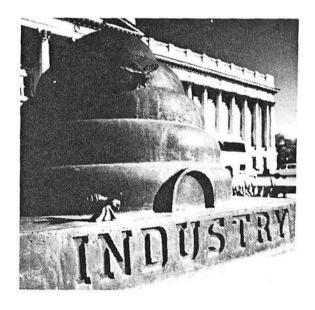
The R/UDAT team was asked to make recommendations regarding the future needs of downtown Salt Lake City and specifically to prepare a strategy for the redevelopment of Block 57. After an intensive four-day process of evaluation, the R/UDAT team has made a series of recommendations. Among the most significant are:

- While Block 57 is an important block and needs redevelopment, there are larger issues that must be addressed before downtown Salt Lake City can truly progress.
- The community will only succeed in redeveloping downtown if the major stakeholders (including the City, LDS Church, developers and the business community, and neighborhoods) can support a single vision and strategy for downtown and pursue it consistently over a period of time. The community must develop a highly participatory planning process, and then implement the plans that are produced.

- The predominant north/south axis along Main and State streets must be reestablished.
- A judicial/governmental center and large public plaza should be developed to draw activity back into the heart of downtown and to serve as the southern anchor of the CBD.
- A new 20,000 seat arena must be built at the Salt Palace Complex immediately.
- Stronger historic preservation controls are needed to prevent further loss of significant and viable buildings in residential areas and downtown.
- Firm boundaries should be established on the south and east sides of the CBD to prevent the diffusion of activity and the continued erosion of existing neighborhoods.
- The downtown area needs a comprehensive parking management plan that would address issues of supply, location, pricing, signage and promotion.
- While rail planning is proceeding, the City must look at short-term ways to upgrade existing transit services.
- Citizen participation in planning and decision-making is growing, but is still inadequate. It must be increased.
- Additional automobile access to the downtown and university cannot be provided at the expense of otherwise strong residential neighborhoods.

 Attention to a variety of design factors can humanize the scale of downtown development.

Downtown Salt Lake City possesses a variety of assets and resources, despite recent difficulties. A concerted effort can restore its lost vitality. But only a single, coherent vision will succeed. Attempts to implement multiple or fragmented visions will not. The R/UDAT team recommendations lay out one possible course for the people of Salt Lake City to consider. Regardless of what plans or strategies are finally adopted, it is most important that the community move forward together rather than separately.





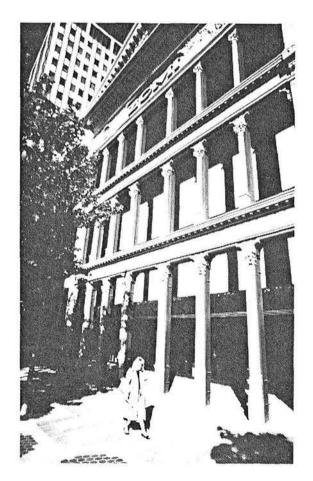
#### HISTORY

Salt Lake City was founded in July, 1847 by the Mormon pioneers who made their first camp on a fork of City Creek in what is now Washington Square, site of the City and County Building. The people who founded the City did not come as individuals acting on their own, but as a well-organized, centrally-directed group that wished to establish the utopia envisioned by its leaders.

From the beginning, Salt Lake City was a carefully planned community. The plan laid out by Brigham Young was based on the plan of the City of Zion drawn by LDS Church founder Joseph Smith in 1833 and was characterized by a checkerboard grid. The ten-acre blocks were square with sides of 660 feet, divided into eight lots and separated by streets 132 feet wide. Each house was required to be 20 feet back from the front line of the lot with the space between house and street landscaped.

According to the plan for the City of Zion, the LDS Church's Temple block was to be the center of the city, but in Salt Lake City it was placed so close to the north end of the valley that an asymmetrical development was inevitable. Nonetheless, the southeast corner of Temple Square is zero point for the survey of the City and the designation of streets from that point makes it the psychological, if not physical, center of the City. The ten-acre blocks remained the basic pattern for the City until expansion in the late 1860s and 1870s created the small square blocks of the "Avenues" on the slope of the north bench and, later, the oblong blocks beyond 900 South.

The completion of the transcontinental railroad brought dramatic change to the City—its people, goods, and urban pattern. The easy movement of raw materials opened the mining fields and changed the financial and demographic character of the City. The non-Mormon population grew to nearly equal the Mormon population by the turn of the century, and the easy importation of store goods changed the commercial character of the City as well. The railroad also made a



strong break in the even expansion of the original grid and established the western boundary of the central district. Between the railroad and Main Street, commercial and industrial activities associated with the railroad soon predominated.

Main Street began its development early as a commercial street with stores being built without respect for the 20-foot set-back found elsewhere in the City. Foremost among the commercial establishments was Z.C.M.I., founded in 1869, as one of the first department stores in the nation. Its cast-iron facade, now embraced as an artifact of the past within the wall of a contemporary shopping center, signals the northern anchor of the old commercial zone. The southern anchor of Main Street was established in 1909 with the erection of the twin 11-story Boston and Newhouse buildings between 300 and 400 South. While primarily non-Mormon interests centered around the southern anchor, Mormon interests maintained a vital center at the northern anchor.

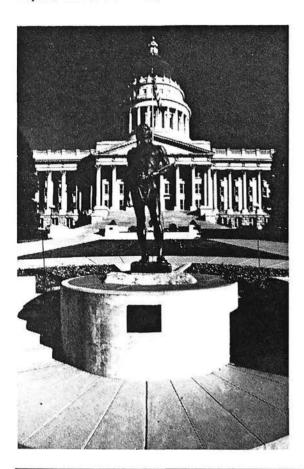
The City's role as a seat of government has always been a major part of its character and expression. The 1890s saw the construction of the imposing City and County Building, formalizing its role in the governance of the valley, while the completion of the Utah State Capitol in the second decade of this century demonstrated the City's preeminence within the state. Main Street, meanwhile, developed as the commercial and financial center of the region. A clear city form developed with taller, substantial buildings on many of the corners with lower buildings filled in between them. Major hotels--the elegant Hotel Utah to the north and the Newhouse Hotel to the south--and department stores mixed with office and financial buildings along the commer-

R/UDAT 1988 SALT LAKE



cial axis kept the street alive with people. By the First World War, the present urban pattern of the City was well established.

Following the Second World War, residents of Salt Lake City faced many of the problems of other American cities: the overwhelming impact of the automobile, the development of the suburbs, and general decentralization of commercial activity. Two significant factors mitigated this impact, however. First, LDS Church officials



worked to prevent urban decay from compromising the environment of Temple Square. Second, government and civic leaders banded together in 1962 to produce the planning document entitled *The Second Century Plan*. Nonetheless, recent years have seen the demise of much of the traditional pattern of activity, exemplified by the demolition of the Newhouse Hotel, closure of the Hotel Utah, and withdrawal of all the larger stores and most other retail activity into the two center-block malls at the northern end of the old Main Street axis.

The post-war development of the freeway system has joined the railroad to further harden the western boundary of the central business district while reorienting its traffic patterns. Land usage in the area has changed; railroad-related activities no longer dominate. Major interventions in the area (e.g. the building of the Triad Center and the Salt Palace), together with tracts of underutilized land create an uneven mix of scale and character. Awkward shifts of scale and usage also exist as a result of periodic growth of the central busines district into neighboring residential areas. To the north, the Capitol Hill and Avenues historic districts are in-town residential neighborhoods of unique character placed in periodic competition with pressure from the south. To the east and southeast, a less-defined interaction with the residential areas creates a continuing uncertainty. South of the traditional core (i.e. south of 400 South), a secondary core of commercial development continues to exist centering on Main and State streets.

While the tradition of planning in Salt Lake City is well established in the City's history, various pressures in the late 20th century have chal-

lenged the historically-confirmed city pattern of form and activity. That pattern is still discernable and continues to influence the City's development. At the same time, major changes in the City, such as the removal of retailing from the street, that do not participate in or reinforce the physical and institutional image of the City as an entire unit have occurred.

Salt Lake City residents now stand at a point of reevaluation and examination of their tradition and their role as citizens of the heart and center of the Intermountain West. Raised on the virtues of hard work, laissez-faire capitalism, and political conservatism. Salt Lakers should contemplate the words of the late LDS Church President Spencer W. Kimball in working to build upon the dreams and aspirations of Salt Lake City's pioneer founders and their descendants. Stated President Kimball, "People who care nothing for the past usually have no thought for the future and are selfish in the way they use the present. When there is proper regard for the past and its people, we enrich the present as well as the future."



The purpose of the R\UDAT program is to assist these cities in dealing with specific local problems and issues through the participation of cities, agencies and local interest groups. The objectives of the program are to improve physical design, to stimulate public and private action, and to provide an opportunity for consensus among diverse community groups and individuals.

Reports written by R/UDAT teams focus on the specific problems of the individual city. Because many cities share similar problems and because regional and national policies have wide impact, a team's experience is often useful in bringing forth fresh ideas and new perspectives.



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OUR FUTURE BY DESIGN

# R\UDAT BACKGROUND IN SALT LAKE CITY



Three interest groups independently approached the Salt Lake Chapter/American Institute of Architects (AIA) with the proposal to apply for a R/UDAT in August, 1987: The Board of Directors of the Central Business Improvement District; the Urban Design Coalition; and, the architects who drafted The Second Century Plan for Salt Lake City 25 years ago. Community leaders and city officials were then contacted by the Chapter about whether they would support such an effort. The response was positive. A steering committee representing all the major interest groups was developed and met for the first time December 17, 1987. Following intensive work by this committee, the Salt Lake R/UDAT application was delivered to the AIA in Washington, D.C. on January 29, 1988. It was approved mid-March, following a visit to Salt Lake by an AIA representative for a first-hand assessment of the need and support for a R/UDAT here. The Salt Lake R/UDAT took place June 2-6, 1988.

The publication of this report is not, however, the end of the process, but the beginning of a new phase: the evaluation and implementation of the R/UDAT team recommendations by citizens and civic leaders.



# URBAN DESIGN: POLICY

Reinforce and revitalize the unique qualities that make up Salt Lake City through urban design strategies.

#### A. State Street Axis

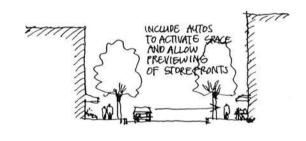
The entire Salt Lake Valley and the Central Business District of Salt Lake City have developed historically on a north/south axis. The pattern of development in the last two decades has undermined and obscured this axis within the CBD. This axis can be reinforced and formalized by improvements to State Street. An open median will enhance and revive the traditional connection between the State Capitol to the north and the City and County Building to the south. State Street serves as the principal organizing element for the urban design framework of the downtown.

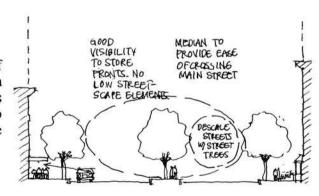
#### **B.** Districts

The Central Business District is made up of distinct districts. Some districts already have a strong, recognizable character. Other districts are weak or emerging. Steps should be taken to foster a strong identity for each district and create a focus for activity within each of them.

#### 1. Retail District

The retail district should provide an environment that is the most pedestrian-oriented in the downtown. It should be relatively small in scale and provide clear views of shop windows from the street. Main Street is the retail street. Retail uses not fronting on Main Street are secondary. Main Street merchants should be encouraged to extend activity out beyond the storefront with bay windows, displays, dining areas, awnings and signage. A planted median should be developed on Main Street to facilitate pedestrian crossing. Above all, this street must be active. Cars and people on the street provide that activity.





#### 2. Convention, Cultural & Sports District

The city's convention, cultural and sports facilities host hundreds of events annually. Their location in the heart of downtown is an enormous asset to the city. The facilities, however, create a significant demand for parking and require large amounts of land. New facilities are needed to meet future needs, including a 20,000-plus-seat arena and a renovated 750-seat theater. Needed facilities must be provided in a way that does not create barriers or blank walls, but instead integrates the various facilities with each other and the downtown core. A fully developed convention, cultural and sports complex can provide all of downtown with a continuing flow of people and energy, particularly during the evenings and weekends.

#### 3. Arts and Entertainment District

A compact Arts and Entertainment District is proposed. The major urban design element of the district is an alley that bissects the one-block by three-block area in an east-west direction. The alley physically connects the Arts and Entertainment District to the retailing area on Main Street. This district will contain living/working space for artists, a new art museum, art galleries, shops, restaurants, and a new 600 to 700-seat theater for the performing arts. This district will enhance the unique signature of the downtown. It will concentrate arts and entertainment facilities in order to promote tourism, provide entertainment opportunities for local residents and foster the growth of the arts community.



#### 4. Government District

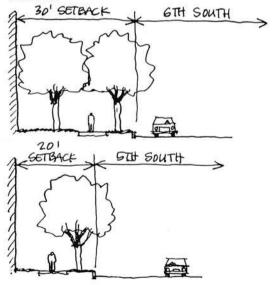
The development of a major governmental and civic center at the southern end of the north/south axis defined by Main and State streets provides the opportunity for a significant new open-space amenity in downtown. This plaza should celebrate the historic significance of this site and the public buildings that surround it. It should be designed and programmed to serve as a focal point for community activity and a home for the Utah Arts Festival, a Winter Festival, a farmers market and other public events. The new plaza should serve as a crossroads for the southern end of the CBD as well as a destination in its own right. Its character should be lively and fun and not reflective of the public institutions that frame the space.

#### C. Linkages

Spaces and activities that are unconnected do not succeed and are not well used. Linkages between districts and within districts are vitally important in making the downtown area work. These linkages should be fun and functional. A mid-block pathway connecting the ZCMI Center and the new government center should be a major linkage, and should also provide access to Main Street at numerous points. The alley connecting 200South and 300 South should be another important linkage connecting the arts district with Main Street. City Creek should also provide a stronger connection to Memory Grove and the canyon beyond. The entrance to this important recreation area should be celebrated with a pond or water feature.

#### D. Southern Gateways and Boundary

District gateways, open space and strong landscape edges are needed along 500 South and 600 South. Fifth South and 600 South form the southern boundary of the downtown area and serve as the arterial system that brings Interstate 15 travelers into the heart of Salt Lake City. The freeway ramps provide major access points or "gateways" to the city. These gateways should be used to welcome those entering the City and provide a sense of quality and civic pride. Setbacks, landscaping, public art and other civic improvements should be incorporated into the gateways. The heavy formal landscaping and large setbacks along 500 South and 600 South should continue beyond the ramps in order to clarify the southern edge of this district. This design treatment provides a sense of "passage" when entering or leaving the downtown on any of the north-south arterials.



#### E. Street Form

In order to concentrate pedestrian activity, the building line should be maintained without set-backs from the street. This design technique will allow the formation of an urban wall that promotes a sense of place and closure in the urban fabric. The corners of blocks should be anchored with buildings with greater mass than along the block face.

#### F. Parking

Parking garages are a necessary evil. The manner in which parking is provided can have a profound impact on the pattern of development in a block and the form of a city over many blocks. Parking can be provided in a manner that does not destroy the continuity of streetfronts or rob the street level of its vitality and appeal. The preferred approach is to provide parking at mid-block and below grade. By doing so, maximum activity can be maintained at the street level. Shared or pooled parking can also eliminate the need for individual buildings to fulfill all of its own parking needs.

#### G. Mountain Vistas

Clean mountain vistas in virtually all directions are the distinguishing feature of downtown Salt Lake City. These vistas should be protected and remain unobstructed. Second-level connections that would block mountain views to the north and east should be prohibited. Additionally, development above the base elevation of Capitol Hill and the East Bench should be forbidden. High-rise development in downtown that would penetrate



this plane when viewed from the west should also be restricted. The mountain backdrop is the City's signature feature and should not be allowed to be eroded.

#### H. Civic Center Plaza

Historically, government has played a major role in downtown in terms of employment, architecture and leadership. A vital, well-designed government district is proposed to recognize these attributes and tie these functions together with new buildings and public open space. The major elements of the district include the newly rehabilitated City and County Building, a new fullblock public plaza, a new state office building and a major new facility to house the state judicial system. The open space is designed to be a highly programmed urban plaza that will feature the Utah Arts Festival, possibly a skating rink and other amenities that willboth serve the users of the state government center and introduce newcomers to the facility.

#### I. City Creek

City Creek provides unique opportunities for recreation and solitude in close proximity to the core of the CBD. The objective should be to connect the creek as directly as possible with the urban fabric of downtown. While the creek and canyon lie in close proximity to the activities on Main and State streets, there is no tangible evidence of its availability at that location. A major pond feature should be developed at the entry to the canyon to introduce this water and openspace amenity and link it effectively to the core area.

#### J. Street Trees

Street trees enhance the aesthetic appeal of downtown streets and provide relief from summer heat. Their use can add an air of formality to important gateways and a sense of intimacy to pedestrian environments such as Main Street. Trees and other treatments of streets and public spaces have the ability to alter perceptions, shorten distances, soften edges and generally enhance the experience provided to pedestrians. Salt Lake City should pursue a comprehensive street tree program, making maximum use of current urban forest management practices.

#### K. Temporary Open Space

Vacant or partially vacant properties in the downtown area present a number of problems, but can also provide opportunities. Vacant land disrupts the continuity of streetfronts and creates holes in the urban fabric. Temporary parks can provide an interim solution in many situations. Use of vacant parcels for open space can improve the image of the surrounding area. Modest investments in these cases have the potential to substantially improve the immediate environment.



#	PROPOSALS FOR ACTION	TIMING	IMPLEMENTING AGENCY
UD-1	Promote Trolley Square	1988	Merchant Association
UD-2	Open Up Blocks to Pedestrian Movement		City
UD-3	Bring City Creek Above Ground	1995	City
UD-4	Require Ground Floor Retail in New Building in the Shopping District	1989	City
UD-5	Prohibit Blank Walls	1989	City
UD-6	Adopt a Views and Vista Ordinance	1989	City
UD-7	Restrict Second Level Walkways	1989	City
UD-8	Establish a Gateway Program to Design and Build Gateways Making Entrances to the Downtown Area	1989	City
UD-9	Adopt a Coordinated Signage Program to Locate Parking and Major Tourist Attractions	1989	City
UD-10	Establish a Farmers Market	1990	Private Sector
UD-11	Create an Arts District	1989	City
UD-12	Place Public Art in Pedestrian-Orientated Areas	Ongoing	City
UD-13	Create Boulevard on Main and State Streets	1995	City
UD-14	Examine the Use of Special Omamental Street Lighting in the Downtown	1990	City
UD-15	Create and Adopt Urban Design Guidelines Appropriate to Each District	1990	City
UD-16	Create an Urban Design Commission to Review New Construction and Exterior Rehabilitation	1989	City
UD-17	Create a New Public Plaza in the Government Center District	1995	City
UD-18	Build a New State Office Building		State
UD-19	Build a New Facility to House the State Judicial System		State
UD-20	Construct a New 600 to 700-Seat Theater in the Arts and Entertainment District	1995	City
UD-21	Construct a Landscapted Buffer Along 5th South and 6th South to Identify the Southern Edge of Downtown and Function as a Gateway	1995	City
UD-22	Construct a New Art Museum	1995	City
UD-23	Construct a New 20,000 Seat Sports Facility	ASAP	County





# URBAN DESIGN: DISCUSSION

The urban design concept provides a clear framework to guide the form and direction of downtown development. Its principal feature is the reestablishment of the historic north/south axis. State Street, connecting the City and County Building with the State Capitol, defines this axis. State Street is a more formal street than Main because it connects two historic sites and important civic buildings.

The north/south axis is reinforced by Main Street. Main Street is the heart of the shopping area. It should be the most pedestrian-oriented street in the city. The north/south axis is anchored at the north end by Temple Square, adjacent LDS Church facilities and the Crossroads and ZCMI Center shopping malls. This area currently represents the highest concentration of people and activity in the downtown.

The southern portion of the Central Business District currently contains no anchors. The merchants who historically played this role are gone. A new anchor can be provided by creating a new judicial and government center. Major public facilities would surround a substantial plaza immediately west of the City and County Building. This plaza should serve as the focal point for community activities such as the Utah Arts Festival.

A continuous mid-block connection should be provided from the ZCMI Center to the plaza at street level.

The remainder of the concept consists of a series of distinct districts, each with its own character and focus, connected by a series of critical linkages.

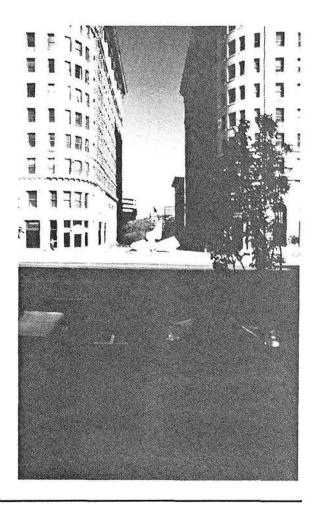
In addition to the new judicial and government center, the retail district and the existing activity center at the north end of the axis, there are two districts immediately to thewest that should be developed.

The first is the existing concentration of convention, cultural and sports facilities provided by the Salt Palace Complex. The addition of a new, larger arena and more parking facilities will allow this district to continue to meet the needs of this community. To the south, an Arts and Entertainment District is emerging. This trend should be accelerated with the development of a new art museum and theater. These arts and entertainment facilities can be connected with Main Street via a mid-block connection between 200 South and 300 South. A direct connection is also needed between City Creek and the downtown core.

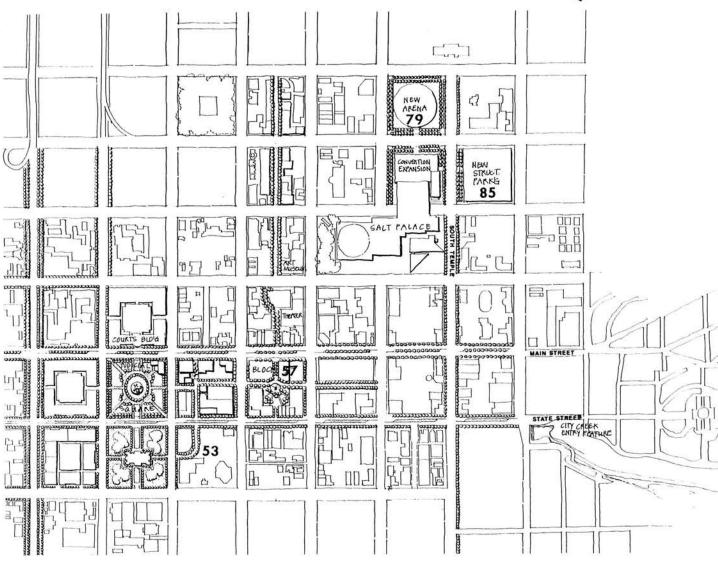
In addition to these elements, boundaries for the Central Business District need to be defined and reinforced. Sixth South should define the southern boundary. Eastern migration of high-density core commercial uses, like office buildings, should not continue beyond 200 East.

This basic framework can provide a strong sense of direction for future development and, over time, can produce a downtown area that is vibrant, functional and marketable. Future decisions such as parcel development, roadway access and transit alignment should reinforce, rather than frustrate, these basic objectives. Consistent

pursuit of these urban design elements will produce a pattern of development in downtown Salt Lake City that will make maximum use of the assets and opportunities that are present today.







URBAN DESIGN CONCEPT DIAGRAM

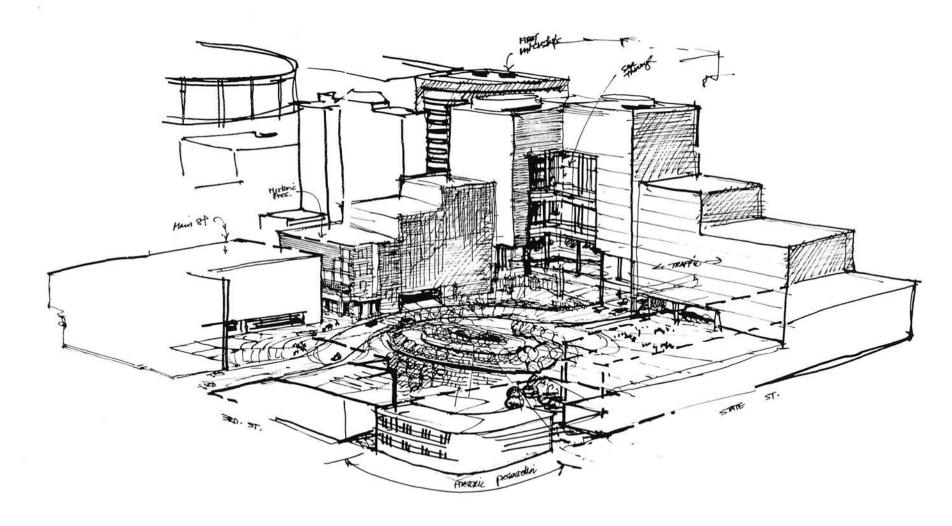




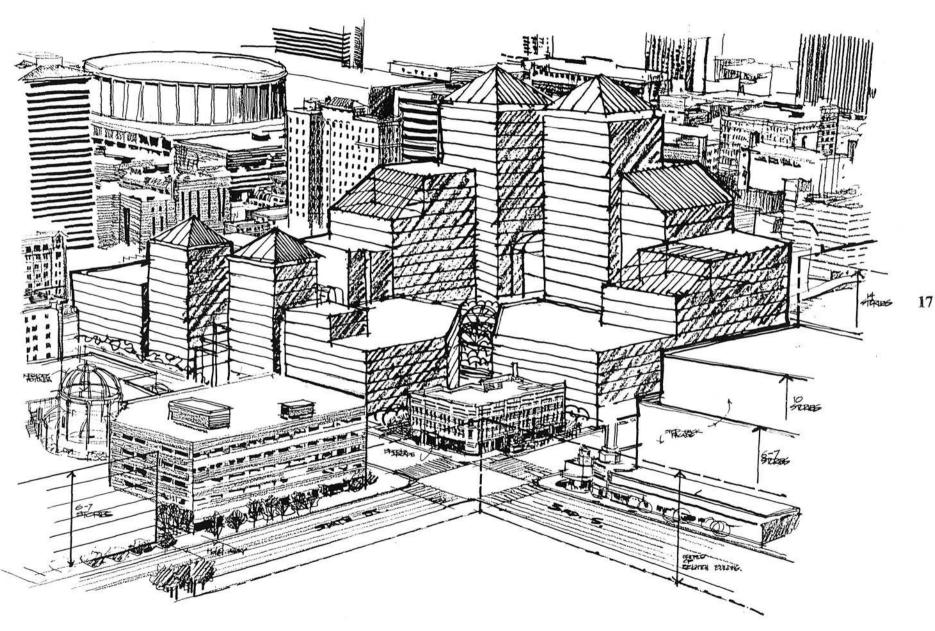
Block 57 Alternative Designs Based on Urban Design Concept

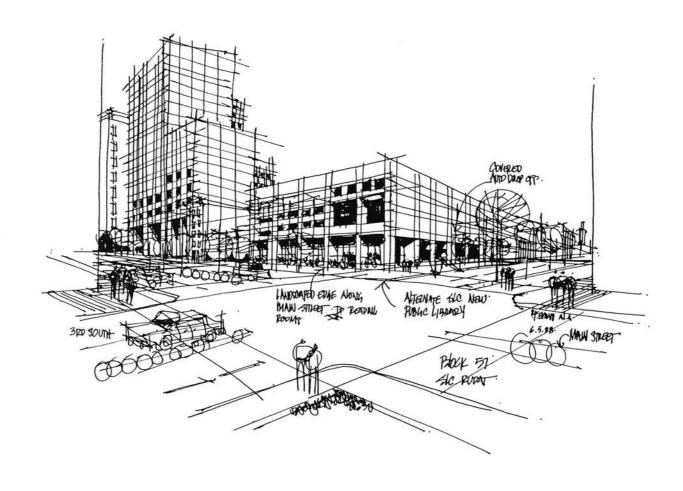
- Strong Corner Anchor Buildings
- · Through-Block Circulation
- Underground Parking

- Internal Block Open Space/Destination
- Visibility Through Block
- · Distinct Building and Block Entrances

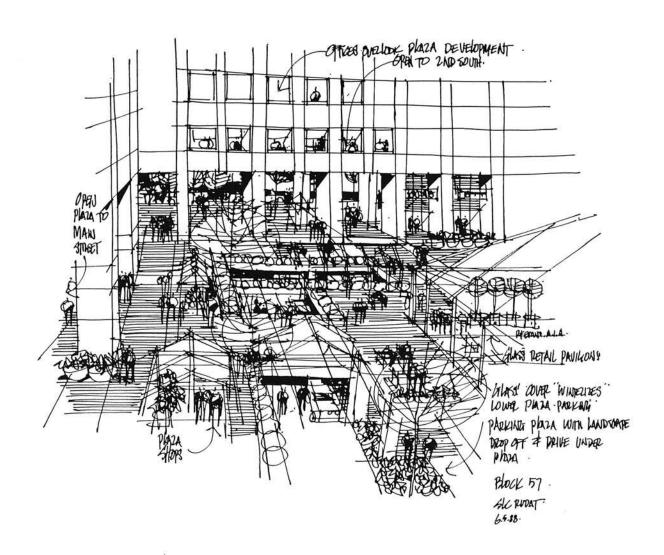


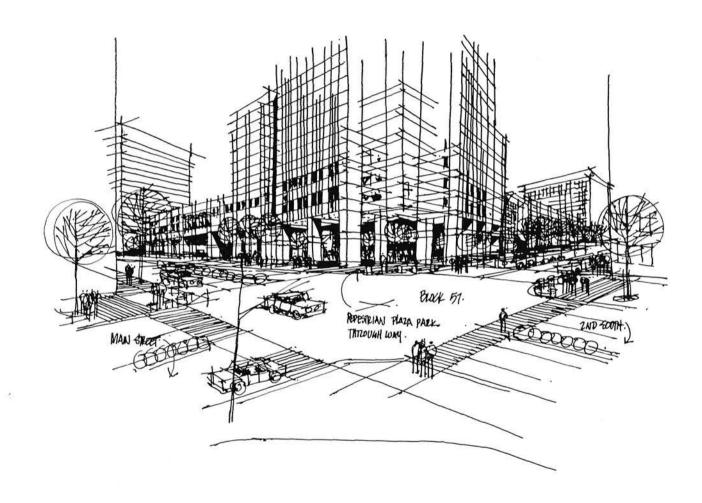




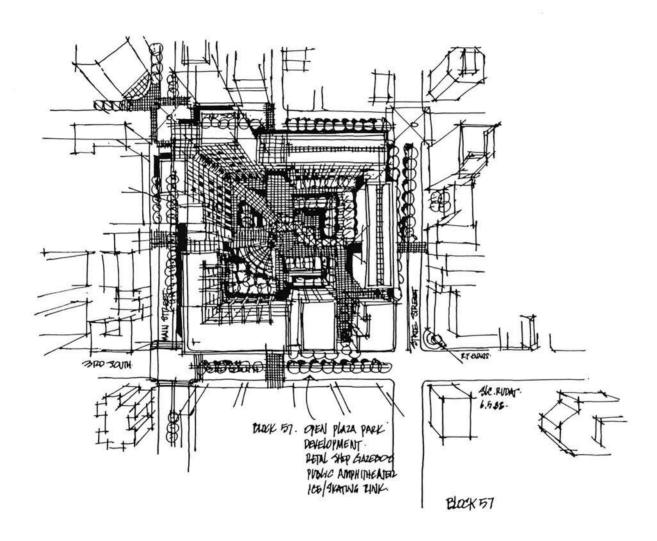














# HISTORIC PRESERVATION: POLICY

Use the physical evidence of Utah's unique history to give character, quality and human scale to present-day Salt Lake City. Preserve, protect and renew the life of architecturally and historically significant structures through strong public and private actions.

#### **OBJECTIVES**

- Maximize use of historic district ordinance through the establishment of new districts.
- B. Encourage use of deed restrictions to protect historic buildings, sites and districts.
- C. Strengthen and consistently enforce demolition section of City Historic District and Landmark Sites ordinance.
- Establish a process to monitor the sale or purchase of non-registered historic properties or properties impacting historic areas.
- E. Promote use of existing federal and local incentives for preservation through the print and electronic media and by sponsoring seminars and mailing educational materials to potential beneficiaries. Examples of the current incentives include:
- Home Ownership Opportunity Program (Utah Heritage Foundation)

- Salt Lake City PAST (Historic Landmarks Committee)
- Low Interest Rehabilitation Loans (Neighborhood Housing Services)
- Low Interest Rehabilitation Loans (Redevelopment Agency)
- Capitol Hill Rehabilitation Loans (Utah Heritage Foundation)
- Revolving Properties Fund (Utah Heritage Foundation)
- Federal Rehabilitation Investment Tax Credit (Utah State Historical Society)
- Emergency Home Repair Program (ASSIST, Inc.)
- F. Implement recommendations of the Preservation/Development Strategies Study:
- Defer increase in property tax due to rehabilitation;
- Credit enhancement of industrial revenue bonds for acquisition and rehabilitation of significant structures;
- Establish a compatibility review overlay zone for areas of the central business district that have an established historical pattern.
- G. Avoid degradation of established commercial and residential areas through easy or capricious variances in zoning.

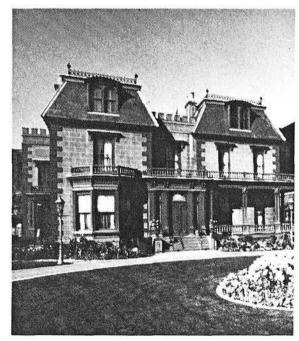
- H. Commit financial resources to demonstration projects, using key historic structures.
- Increase funding levels for current preservation revolving loan funds.
- Annually review historical and cultural resources and update the City Register of Historic Sites.
- K. Practice a public policy of municipal use of existing buildings.
- L. Establish a clear point of coordination for information and assistance in obtaining federal, state and local incentives.
- M. Assist in future lobbying efforts to enact legislation for a state rehabilitation investment tax credit and a sales tax rebate for rehabilitation work.





#	PROPOSALS FOR ACTION	TIMING	IMPLEMENTING AGENCY
HP-1	Create Preservation & Development Group to Implement Recommendations of Preservation/Development Strategies Task Force and to Investigate Further Proposals.	1988	Mayor
HP-2	Maintain Consistency Within Established Zoning.	Ongoing	Planning Comm/Bd of Adjustment/ City Council
HP-3	Enact Compatibility Review Ordinance.	1988	Planning Commission
HP-4	Dedicate Staff Position to Coordinate Rehabilitation Investment.	1988	Planning and Zoning
HP-5	Establish Appropriate New Historic Districts.	1991	Landmarks Comm/Planning Comm
HP-6	Tighten Demolition Ordinance.	1988	Landmarks Comm/Planning Comm
HP-7	Add to City Register All Buildings Listed as Significant by Preservation/Development Strategies Task Force.	1989	Landmarks Comm/Plan & Zoning
HP-8	Encourage use of Deed Restrictions.	Ongoing	Preservation & Community Orgs.
HP-9	Monitor Sale of Important Non-City Register properties and Inform Interested Parties.	Ongoing	Preservation & Community Orgs.
HP-10	Integrate Preservation Issues and Protection Strategies in City's Planning Process.	1988	Planning Commission
HP-11	Assist in Lobbying for Implementation of State Rehabilitation ITC	1991	Mayor
HP-12	Assist in Lobbying for Implementation of State Rehabilitation Project Sales Tax Rebate.	1991	Mayor
HP-13	Investigate Feasibility of Initiating Main Street Program.	1991	Mayor
HP-14	Hold Seminar on Current Financial Incentives for Rehabilitation for Interested Parties.	1991	Mayor
HP-15	Update City Register of Historic Sites on an Annual Basis.	1991	Planning & Zoning
HP-16	Produce Direct Mail Piece for Potential Users of the Federal Rehabilitation ITC.	1991	Planning & Zoning
HP-17	Initiate Rehabilitation demonstration Projects in CBD.	1991	Preservation Orgs./Capital Planning
HP-18	Develop New Funding Sources for Rehabilitation Revolving Funds.	1991	Preservation Orgs./Capital Planning
HP-19	Use Existing Buildings for Municipal Purposes.	1994	City Council







# HISTORIC PRESERVATION: DISCUSSION

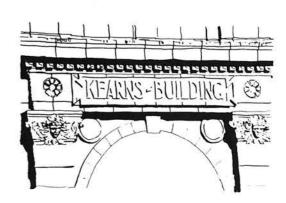
Much of Salt Lake City's stock of historic buildings has been lost due to little or no effort made to give it a chance to survive in today's world. Many of these buildings still had years of service to offer in addition to the ability to add a special quality to the City. The demolition ordinance for historic districts and landmark sites lacks sufficient strength to do its job. The five-month waiting period prior to demolition must be lengthened in order to encourage a serious look at alternatives to demolition. Demolition must not be granted before solid plans for new development are accepted that are compatible with the area in character and quality. Demolition simply to clear land for an unspecified or vague future intention is unacceptable. Options other than demolition must be specified by ordinance to which the applicant for demolition must respond.

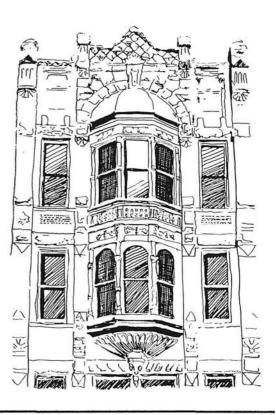
Main Street in the CBD is the nucleus of the City and the most prestigious commercial street in the Wasatch Front. If the City is to demand its preeminence, it must recognize and care for the physical statement of that preeminence. Main Street has an established character which merits conservation. It should not be allowed to continue to degenerate into yet another generic commercial center from Anyplace, USA. Development seeks signals as to where to locate. Uniqueness, stability, prestige are such signals; Main Street must not lose these characteristics or a key magnet for the City will be lost.

A compatibility review overlay zone for Main Street between South Temple and 400 South, as proposed and detailed in the Preservation/Development Strategies study of 1983 makes even more sense today.

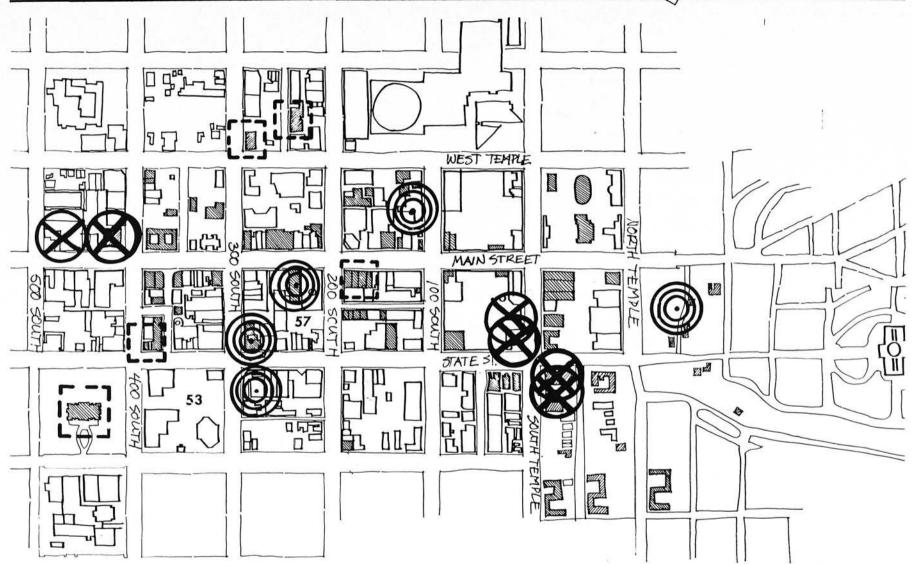
Salt Lake City government is not offering the help to potential builders that it could and should, because numerous public and private agencies are involved in a complex web of legislation. There is no clear point of coordination for information and aid in obtaining federal, state and municipal incentives for the rehabilitation of older buildings. One single source within City government should be established not only to answer questions but aggressively seek to package financial and planning programs to aid developers in obtaining the incentives that make rehabilitation competitive with demolition and new construction.











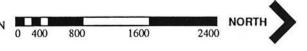
#### HISTORIC PRESERVATION

Existing Historical Buildings

**B**UILDINGS DEMOLISHED

Buildings Targeted for Demolition 0 400

Buildings Saved

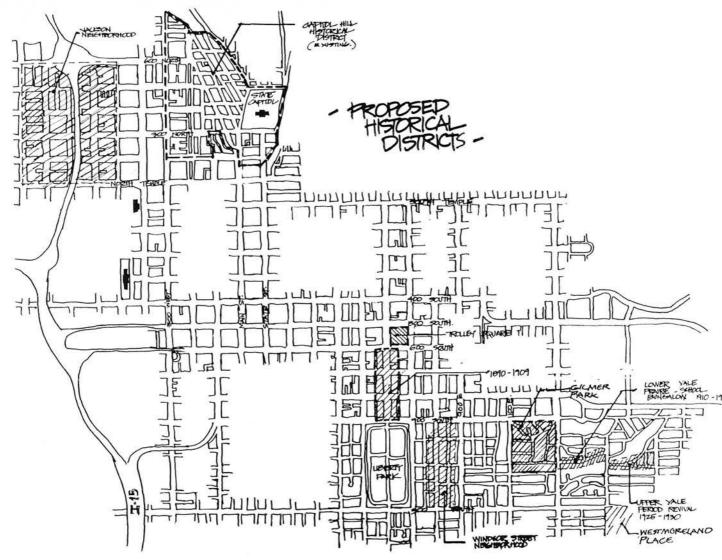


SALT LAKE

1988

R/UDAT





R/UDAT PROPOSED HISTORIC

DISTRICTS









# Transportation: Policy

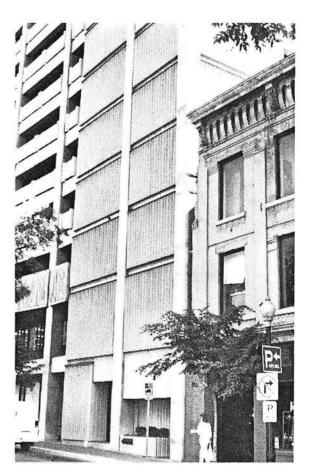
Improve downtown's accessibility to the rest of the Salt Lake Valley through development of a balanced transportation system that encourages quality land development and minimizes adverse impacts on adjacent neighborhoods.

- A. Develop a downtown parking management strategy to guide effectively the development and use of parking within the downtown.
- B. Design and construct cost effective improvements to the freeway system that encourage use of high occupancy vehicles.
- C. To facilitate access into the downtown, design and construct short-term improvements to existing interchanges that are compatible with long-term recommendations.
- D. Explore traffic-management techniques to increase capacity at high volume intersections to reduce congestion, delay and air pollution.
- E. Develop a combination of improvements and policies to facilitate access and mitigate traffic impacts associated with the University and the hospitals east of downtown.
- F. Make improvements to existing transit-system operations that support the ultimate success of a future light-rail transit system.

- G. Continue to pursue acquisition of right of way, design and construction of a light rail system.
- H. Improve public transportation service within the downtown to encourage travel to and within the downtown.
- Develop additional express bus service to and from the downtown as well as park-andride lots and high-occupancy vehicles. Encourage their use.
- J. Develop coordinated public information and education programs for all modes of travel with emphasis on parking and public transportation.
- K. Develop a system of bikeways to facilitate safe and convenient recreation and commuter bicycle use.

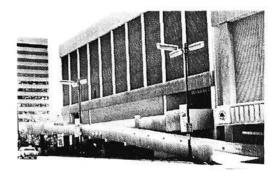


- Develop policies and programs to encourage development of mid-block and street-edge pedestrian corridors and other amenities.
- M. Continue to develop accessible transportation systems and circulation improvements for the disabled.





#	PROPOSALS FOR ACTION	TIMING	IMPLEMENTING AGENCY
TP-1	Prepare a Comprehensive Parking Management Strategy.	1989	City
TP-2	Implement Parking Strategy Recommendations.	1989-93	City
TP-3	Revise Downtown Off-Street Parking Requirements.	1989-90	City
TP-4	Establish a Public Parking Authority.	1990-91	City
TA-1	Restudy I-15 Corridor Improvements for Cost Effective Development of HOV Lanes and Construct Viable Projects.	t 1989-95	UDOT, WFRC
T-A-2	Construct Short-Term Improvements to Existing Interchanges and Arterial Connections at 600 North, 500 South, 600 South and 900 South I-15 Ramps.	1990-93	UDOT, WFRC, City
TA-3	Design Freeway for Improved Directions.	1988-90	City, UDOT
TA-4	Pursue Traffic Management Improvements to Increase At-Grade Intersection Capacity.	1989-2000	City
TA-5	Improve Circulation to the Hospital and University Area.	1989-92	City, U of U
TT-1	Continue Acquisition of Rail Right Of Way for Light-Rail Transit and Other Transportation Corridor Improvements.	1988-95	UTA, City, WFRC
TT-2	Institute Improvements to the Existing Public Transportation System to Facilitate Public Transit Access to the CBD.	1989-92	UTA, City
TT-3	Expand the Free-Fare Transit Zone.	1988	UTA
TT-4	Refine and Expand the Public Information/Education Program for Public Transportation.	1988	UTA
TT-5	Increase Weekend and Evening Service.	1988-92	UTA
TB-1	Mark, Sign and Construct a Comprehensive Network of Bicycle Routes.	1989-95	City
TB-2	Revise the Zoning Code to Encourage Pedestrian Connections.	1989-90	City
TB-3	Continue Development of Public Transit Access and Pedestrian Accessible Design of All Public and Private Spaces for the Disabled	1988-95	UTA, City
TT-6	Design and Construct Light Rail System.	1995-2000	UTA, WFRC, City, UDOT







## Transportation: Discussion

To achieve an efficient transportation system a combination of elements must work together: roads, parking, public transportation, pedestrian and bicycle travel. Today, Salt Lake City is predominantly reliant on its road and parking systems. While reliance on the automobile is likely to continue for many years to come, there are some adverse impacts associated with this trend, particularly in the downtown environment.

- There is a major investment loss in the land devoted to roads (31%) and parking (25%).
   If half of the area devoted to parking could be recaptured, it could generate 3 million square feet of tax revenue-generating property and/ or public open space (over 6 full blocks).
- Large blocks of land required for parking interrupt the continuity of any urban design plan. Even with storefront retail on the ground floor it would be very difficult to maintain the design integrity of a street front.
- There will be increasing pressure to widen existing streets and construct new roads through established neighborhoods.
- Continued demands to accommodate commuter traffic and parking compromise accessibility for retail customers and visitors within any commercial area and contributes to the economic decline of the area.

- Existing air-quality problems will become more severe.
- Public transportation use will decline and public tax subsidies will increase.
- To address effectively future transportation needs in the Salt Lake Valley, a more balanced transportation system should be encouraged through a combination of incentives and disincentives that attract people to public transportation and carpools (HOV's) and discourage use of single-occupant vehicles (SOV's).

Based on these understandings, the transportation element of the R/UDAT plan has been organized into several categories for ease of description. Overlap among categories reflects the interrelationships among the different transportation elements. Thus, maximum effectiveness of this plan can be realized through implementation of a combination of these measures.

#### **Parking**

As long as parking remains abundant and inexpensive, downtown will be viewed as a desirable commuter destination. Presently there are over 22,000 downtown parking spaces (7,790,000 square feet of floor area) serving 14,450,000 s.f. of residential and commercial uses in downtown (.5 s.f. of parking for every 1.0 SF of primary use.)

The flood of early morning commuters appears to usurp most of the conveniently located on- and off-street parking. This leaves the retail cus-

tomer with the perception that no parking is available, and if parking can be found it is seen as inconvenient and expensive compared to suburban parking. Thus, a comprehensive parking management strategy must be developed and followed to effectively guide parking development and use within the downtown. Such a strategy will result in the following advantages: 1) more convenient parking for retail customers, 2) fairly priced parking for commuters who need their automobiles, 3) recaptured value on land formerly used for parking, 4) increased revenue from remaining parking, and 5) decreased cost of new development. Such a strategy should be based on a detailed and comprehensive parking study of the downtown area including parking supply, occupancy by hour, turnover, controls, signing, enforcement, pricing and revenues. This study should refine recommendations that address the following issues:

- Revise parking requirements for new development to establish a maximum number of parking spaces permitted, as well as a minimum number of parking spaces (e.g., no more than 150% of today's requirement as a maximum and 50% of today's requirement as a minimum).
- In lieu of development of on-site parking spaces, allow payment of fees to a Public Parking Authority for construction of centrally located public parking, full or partial, subsidy of bus passes and/or other HOV inducements.
- Design bonuses or reduced parking requirements for shared parking and joint use development.

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## OUR FUTURE BY DESIGN



- Modify the validation system by issuing tokens that can be used in on-street parking meters and give individual merchants the option of setting their own policies for issuing tokens or validation stickers (e.g., a token for any purchase regardless of amount).
- Create uniform and visible signing at all parking garages and lot entrances as well as on-street directional signs so drivers can more easily find off-street parking.
- Modify parking prices by increasing existing daily and monthly rates in the core retail area; consider all-day lower priced parking in the non-residential fringe of the downtown (including 10-hour metered on-street parking).
- Investigate and, if appropriate, establish a Public Parking Authority to manage and operate centrally located public garages.
- Maintain the current efficient enforcement with emphasis toward increased positive public relations.
- Develop a more extensive public education and information program including posters, public service announcements, brochures, maps as part of sales advertising, ticket information, and special event promotion literature.
- Reevaluate on-street parking controls to prohibit parking between 6:00 a.m. and 9:00 a.m. to keep on-street parking available for retail customers.

- Revise on-street parking time limits to correspond to actual demand; eliminate parking meters in low-turnover areas and replace with signs or long-term meters.
- Establish a residential parking zone (RPZ)
  ordinance to protect the residential on-street
  parking near the downtown fringe and around
  neighborhood commercial areas.

#### **Automobile Transportation**

The private automobile will continue to be a primary source of mobility within the region for many people. Accordingly, transportation improvements must be carefully developed to reinforce the objectives of downtown land development. The following improvements are recommended as part of this plan:

#### I-15 Capacity

- Restudy corridor improvements along I-15
  to include evaluation of mutually exclusive
  high-occupancy vehicle lanes for two + person carpools and public transit; and of remodeling or minor widening of the existing
  roadways and the narrowing of some lanes to
  create an additional travel lane(s). Additional capacity should be dedicated for use
  by two + carpools and express buses.
- Continue to pursue bridge reconstruction to rehabilitate deteriorated bridges ands the I-80 connection in the vicinity of 1700 South.

#### I-15 Access

- Design and construct short-term improvements to existing interchanges that facilitate access into the downtown: at the 600 North interchange, alleviate existing safety hazards and weaving constraints problems: at the 500 South on-ramp and 600 South offramp, improve access to 300 West and improve signing and design of the cloverleaf ramp off 600 South; at 900 South, construct ramps to 300 West and intersection improvements at 800 South at West Temple to increase capacity and safety.
- Make a comprehensive review of freeway signing and upgrade signing to identify major public and institutional destinations such as the University of Utah (i.e., off 600 South) and State Capitol (i.e., off 600 North).
- Improve signing and design of cloverleaf ramps.
- After the rail yards are abandoned, realign the 500 South and 600 South ramps and the 600 North ramp with a north/south circulation road that utilizes a portion of the railroad right-of-way and feeds traffic in and out of the downtown via 200 South. These longand short-term improvements will preclude the need to build the North Temple Interchange and will provide more uniform distribution of traffic into the downtown.

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## OUR FUTURE BY DESIGN



#### **Arterial Intersection Improvements**

To increase capacity at grade intersections, remove on-street parking during the 7:00 to 9:00 a.m. and 4:00 to 6:00 p.m. time periods to accommodate right-turn movements and increase capacity for through traffic.

 Revise intersection designs to reduce the effective intersection size and to increase capacity and operation efficiency (e.g., narrow crosswalks, construct pedestrian bulbs at low traffic volume intersections, etc.)

#### **University Access**

Access to the University of Utah and hospitals is a dilemma due to their locational isolation from major transportation corridors in combination with their high trip generation characteristics. There are several aspects of circulation to and from the University that should be considered:

- Public transportation system improvements should be developed as described in the public transportation recommendations.
- A connection between 600 South and 500 South in the vicinity of 800 and 1000 East should be constructed, including arterial improvements on 600 South. This will have an impact on some residents but less impact than other alternatives through the Avenues neighborhood or via a route north of the central business district.
- Traffic signalization should be modified to increase left-turn capacity off 400 South

toward 500 South to facilitate westbound traffic to I-15.

- The City should take strong action to preclude further development of properties under its purview and should take a strong role in reviewing and shaping mitigation as part of the environmental review process.
- The City, UTA and University administration should explore ways to reduce dependence on the single-occupant automobile for students and faculty.

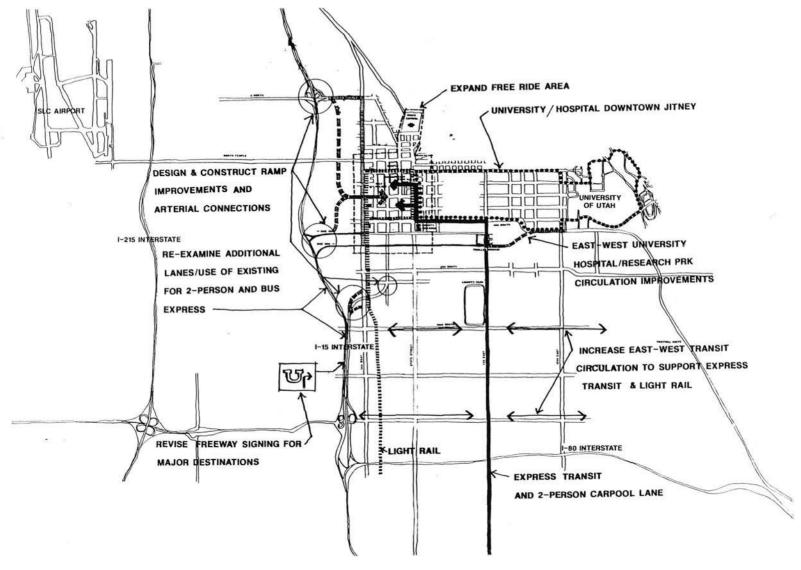
#### **Public Transportation**

Improvements to public transportation are essential to provide a positive alternative to the single-occupant vehicle. Improvements that are proposed include the following:

- Upgrade the existing transit system to provide improved service to and within the downtown.
- Continue to pursue development of the light rail system, recognizing that improvements to the existing system are essential to the ultimate success of a light rail system. It is important that commuter attitudes and habit patterns start to shift before the rail system is built; otherwise patronage may not support operating costs.
- Improve existing east/west collector transit service to feed express bus service and parkand-ride service into the downtown.

- Establish HOV lanes (two + carpools and express bus service) on 700 East, 400 South, and State Street to and from the downtown by removing parking in the morning and evening peak periods.
- Expand the free fare zone to 400 West, 200 East, 600 South and the State Capitol.
- Establish a jitney service (transit that operates continuously on an unscheduled but frequent basis on a fixed route) to connect the University campus and hospitals with the downtown.
- As noted above, explore the construction of additional lanes on I-15 for two + carpools and express buses.
- Expand and upgrade the public education and information programs associated with public transportation including graphics and information on user maps, guides and time tables as well as a variety of mass media techniques to show people how to use the system and how it benefits their quality of life.
- Phase in the reinstatement of weekend and evening service to meet tourist and captive rider markets.
- Coordinate park-and-ride and park-and-pool operations with the Utah Department of Transportation (UDOT) and establish express bus service from all park-and-ride/ park-and-pool lots.



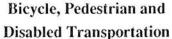


TRANSPORTATION PLAN \_\_\_\_\_ Express

Express
Jitney
Light Rail

mannanamanaman Short Term





The City has a number of assets that encourage bicycle and pedestrian travel and other features that discourage full accessibility to the disabled. The relatively flat topography in most areas of the City make accessibility easier while long distances between origins and destinations serve to discourage these modes. Accordingly the following recommendations are forwarded by the team:

- Establish bonus incentives in the zoning code that encourage mid-block pedestrian connections within the downtown superblocks.
- Establish a selected number of marked and signed bicycle routes emphasizing streets with low traffic volumes, little bus use, and good connections to logical destinations such as the University, commercial activity centers, and recreational destinations.
- Continue to develop the flex-trans system to serve the disabled.
- As new construction occurs within the City, require buildings and public spaces to provide barrier-free access.

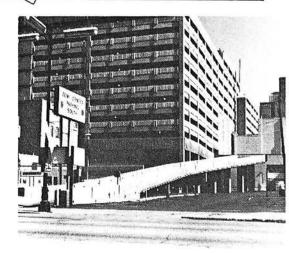
### Air Quality and

### **Transportation Management**

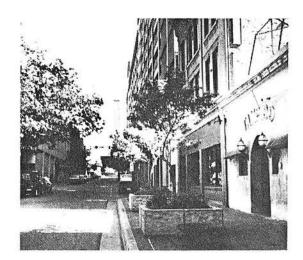
Air quality is currently a problem in the Salt Lake Valley with automobile emissions being a major contributor. The implementation of the recommendations will serve to reduce SOV travel and

in turn exhaust emissions. In addition policies that can be included as part of the transportation management plan for major new development can include:

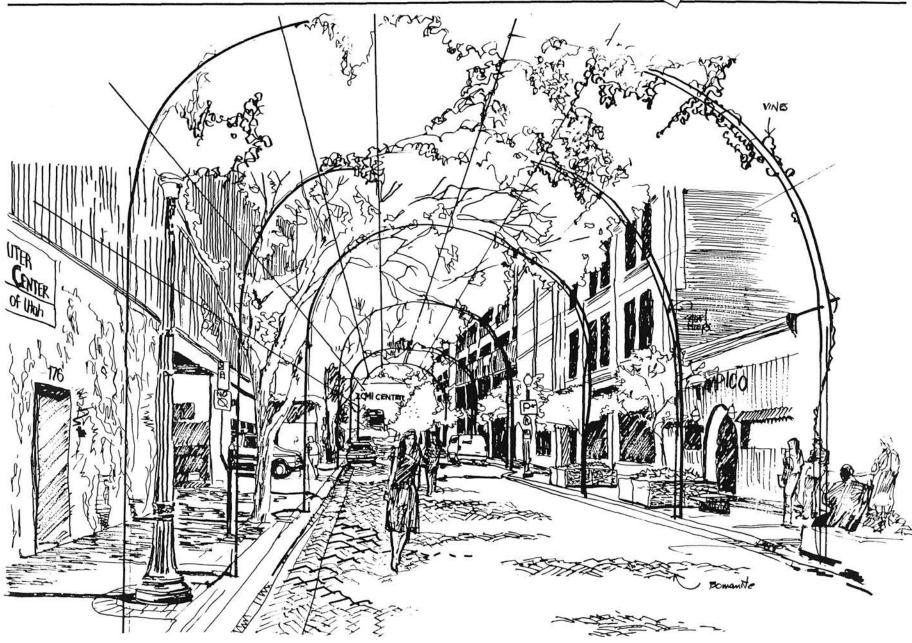
- Encourage flex-time work schedules for major institutions or employers.
- Encourage full or partial subsidy of transit passes.
- Post transit and carpool information in building entrances.











Mid-Block Pedestrian Linkage.

# CULTURE & ENTERTAINMENT DISTRICT: POLICY

Improve the westside district of restaurants, hotels, arts and convention facilities by the addition of new facilities and enlargement of the district.

- A. Add a major new arena to the Salt Palace, as well as additional exhibition space and a large multi-story parking garage for the arena, convention center and the downtown.
- B. Develop a new fine arts museum downtown near the Salt Palace to serve as the cornerstone of the arts district.
- C. Use the existing Salt Lake Art Center as a new music school.
- D. Develop a 600 to 700-seat performing arts facility in this district.
- Encourage more art galleries, restaurants and dance groups.
- F. Recognize the interrelationship between this arts district and the hotels of the convention center area.
- G. Preserve both the Union Pacific and the D&RGW railroad stations for use as state, local and ethnic historical museums.
- H. Preserve the vista down South Temple to the Union Pacific Station regardless of Salt Palace plans.

#	PROPOSALS FOR ACTION	TIMING	IMPLEMENTING AGENCY
CE-1	Complete Feasibility Study and Actions to Expand Salt Palace.	1988	Salt Palace, County, State
CE-2	Complete Feasibility Study for New Salt Lake City Art Museum.	1989	City and LDS Church, Arts Council
CE-3	Develop Corridor Through Block to West of Pierpont to Enhance Arts District.	1988	City
CE-4	Complete Feasibility Study for New 600 to 700-Seat Performing Arts Facility.	1988	City, Arts Council, Planning Comm



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## OUR FUTURE BY DESIGN



# CULTURE & ENTERTAINMENT DISTRICT: DISCUSSION

Salt Lake City's downtown is the heart of Utah's cultural establishment. The LDS Church with the Temple complex at the north end of downtown provides not only a spiritual anchor but houses the Mormon Tabernacle Choir, one of the best choirs in the world.

Across the street is the Salt Palace complex. It includes Symphony Hall, which houses the Utah Symphony, the arena, home of the Jazz, and smaller facilities developed to accommodate a ground swell of activity in the arts. Art galleries, little theaters, specialty cinemas and quality restaurants are all to be found by walking in the downtown. The art galleries, architectural offices, and restaurants taking over spaces that were abandoned and left untended are reviving the west side of the downtown.

The team strongly supports the idea of a nationally acclaimed art museum located as near to the Salt Palace complex as possible. It should be a building of international stature designed by a world-renowned architect. Site for such a complex could be the corner of West Temple and Pierpont Avenue (north of the Peery Hotel). We strongly recommend that it be funded through a 50/50 partnership between the public and private sectors so that it can be an institution which is forged out of this public/private method.

The size of such a museum complex would be 80,000 square feet at a probable construction cost of 20 million. This facility would include state-of-the-art gallery spaces, curatorial spaces, administration, small lecture halls, and cafe-restaurants such as one finds in the Dallas museum, the Museum of Contemporary Art in Los Angeles, and the Museum of Modern Art in New York City.

Another facility which is needed is a small performing arts theatre, and this could be combined with a multi-use performing arts hall for use by repertory dance and theater groups. A seating capacity of 600 to 700 would be sufficient. While there is a small theater at the Salt Palace, it would need extensive modification to make it useful for such activities. Another problem is that the little theater in the Salt Palace is in an obscure location. It would be better to leave this theater as a support function for the convention business.

An arts district is developing along the Pierpont area from east to west. The team strongly recommends developing a connection through the next block to the east between 200 West and 300 West. This would provide a connection to Pierpont Avenue between 300 West and 400 West



where an existing arts complex is in place. We believe that the City should provide incentives to push this development.

These activities should be encouraged with public/private partnerships in the development of larger parcels on the west side. There should be a requirement to set aside small spaces on the order of 5,000 to 7,500 square feet with discounted rents for a time period to allow artists and gallery owners to contribute to the development of an arts district.

The allowance for the public art--the "1% for art" program--should be increased to 2%.

The team strongly recommends that the Utah Arts Festival occur on Main Street or State Street and be embraced as an incredible resource to the downtown. Streets would have to be closed, but 100,000 visitors over four days should be a great stimulus to the downtown merchants.

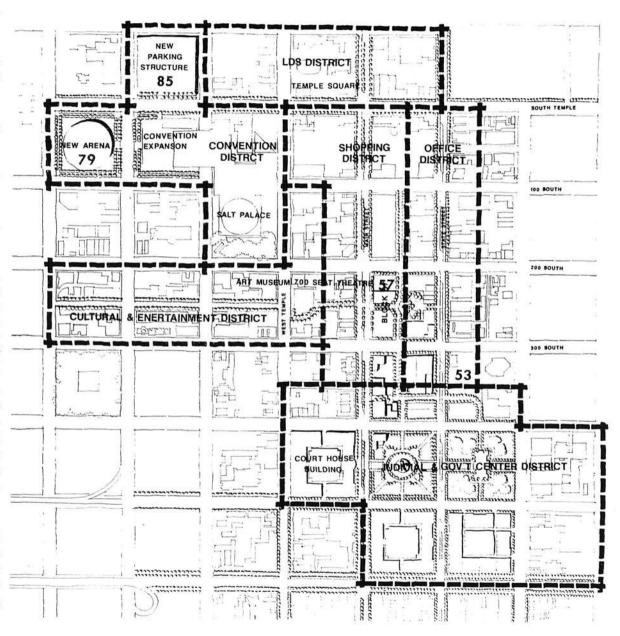
Any festival such as the La Fiesta festival which can occur downtown is to be encouraged. The Greek Festival should be encouraged to expand. Another festival or celebration which could be started is "First Night on New Year's Eve." Another activity could be an "Arts Evening" once every two weeks to allow the art galleries to have open houses and exhibitions. This would provide night-time stimulation to the downtown which it so sorely needs.



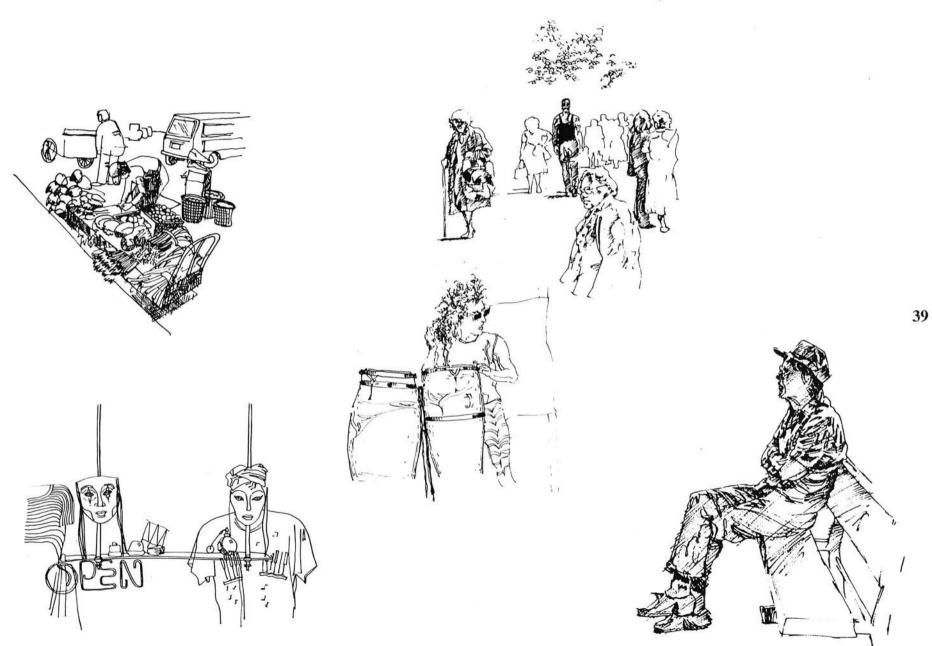
The team strongly endorses the idea of the expansion of the Salt Palace to include:

- A. A new 20,000-person arena for the Utah Jazz, with expanded performance capability to attract larger convention groups.
- B. An expansion to the exhibit areas to facilitate bigger convention and their displays.
- C. Minor acoustic and lighting modifications to the 750-seat Little Theater.
- Sufficient parking for this expanded complex.
- E. The fine arts complex (Capitol Theatre, Symphony Hall, Salt Lake Art Center) uses funds from the State, City, and County to maximize use. Management for the fine arts complex should be separate from the Salt Palace to handle the unique requirements of this assignment. Because State and City funding may be temporary (3-5 years), the management of the arts facilities must serve the dual role of supporting the tenant organizations for which the buildings were designed and marketing, promoting and scheduling the facilities when they are not in use by the tenants. There is already a need for additional rehearsal space and studio facilities.

The whole downtown as well as the arts and entertainment district needs to have a signage program at entrances to downtown leading you to the district. The signage should be designed by local artists so it represents the creativity of the community.







## Housing: Policy

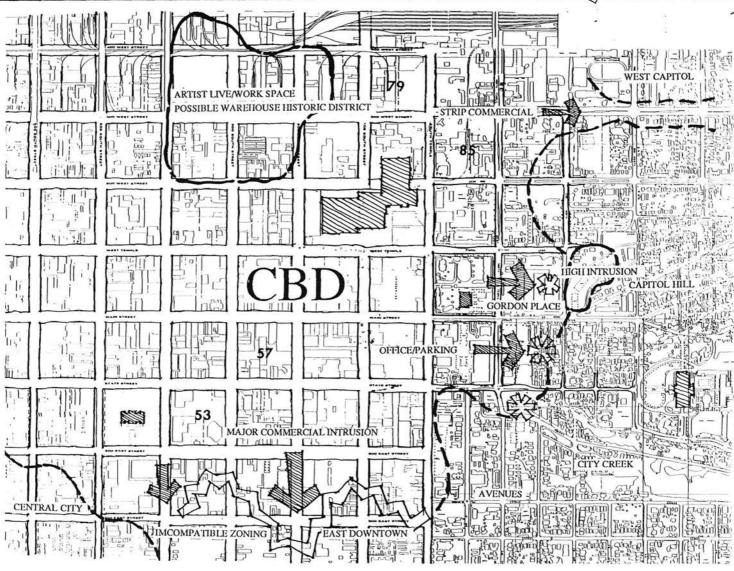
Develop a new sense of neighborhood integrity.

### **Objectives**

- A. Stop the net loss of housing in the downtown and surrounding neighborhoods.
- B. Promote new housing.
- C. Stop intrusion of non-compatible land uses into neighborhoods.
- D. Support the provision of the services and infrastructure necessary for housing and neighborhoods.
- E. Preserve landmark and historically significant businesses.

#	PROPOSALS FOR ACTION	TIMING	IMPLEMENTING AGENCY
H-1	Develop a Housing Policy	1990	City
H-2	Set Specific Goals for Housing Production and Rehabilitation	1989	City
H-3	Save Gordon Place Neighborhood	1988	City/LDS Church
H-4	Identify Opportunity Areas for New Housing	1990	City
H-5	Conduct a Housing Market Analysis	Immediate	
H-6	Strengthen the Historic Preservation Ordinance	1988	
H-7	Develop and Adopt Neighborhood Plans for All Residential Areas Close to Downtown	1990	City
H-8	Implement Neighborhood Plans for all Residential and Close to Downtown	1990	City
H-9	Strengthen Historic Districts Through a Variety of Public Improvements Such as Street Design Elements, Street Furniture, Landscape and Facade Treatment Programs	1995	City
H-10	Explore the Feasibility of a Transfer of Development Rights Program and other Programs to Protect Historic Resources	1989 1989	City
H-11	Salvage, Store and Reuse Historic Artifacts	1988	Utah Heritage Foundation
H-12	Develop a Public Information Program to Support Preservation Efforts	1989	Utah Heritage Foundation
H-13	Designate, as Local Landmarks, All Important Structures Found on the Cultural Resources Inventory	1989	City
H-14	Strengthen Financial Programs That Promote Housing Rehabilitation	Ongoing	City
H-15	Strengthen Financial Programs to Promote Historic Preservation	Ongoing	City





Housing Neighborhoods, Historic Preservation

Intrusion of commercial development into existing residential neighborhoods.

ds. 400 800 1600 2400 NORTH



## Housing: Discussion

Ouality housing in the downtown and surrounding neighborhoods is fundamental to the success of the downtown. Housing, retail establishments and the workplace have a symbiotic relationship, the location of each affects the location of the others. Growth that comes at the expense of one of these elements will invariably hurt the other. Housing provides the downtown with shoppers and a nearby labor pool. Close-in living saves energy and makes use of the existing infrastructure. The surrounding neighborhood forms a protective cocoon around the downtown. If the closein housing becomes blighted, the deterioration will spread to the other downtown uses. Residential uses provide eyes on the street and the critical mass of people needed to create and sustain an exciting and diverse downtown. The City must protect and enhance the quality of close-in neighborhoods and resist the tendency to allow commercial encroachment.

The City of Salt Lake, through its City Council, should go on record in support of housing in the downtown area by adopting a housing policy. This housing policy should establish the relative importance of housing in the arena of competing land uses. Housing must take a priority equal to or greater than retail and office uses to maintain a healthy and active downtown. In addition, the policy should establish a specific goal for the number of units to be added to the housing inventory in future years. The policy should focus on support for the rehabilitation and maintenance of existing units and for the preservation

of neighborhoods.

Demolition is currently threatening 17 houses in the Gordon Place Neighborhood. The City should take steps to ensure that this important neighborhood is not lost. At a minimum the four structures that face State Street should be preserved. If the remaining structures are not suitable for rehabilitation, infill of new units should be explored. The LDS Church could use the structures to house guests of the Church or make some other use of the units that is compatible with the residential character of the area.

In order to guard against further demolition of residential and commercial buildings, the City should strengthen its historic preservation ordinance. Specifically, a demolition review process that restricts removal or alteration of structures should be established. Because the downtown area was settled first, it contains an important architectural record. Preserving landmark and significant residential and commercial buildings is important to maintaining the City's character and promoting the uniqueness that sets it apart from the rest of the region. New development needs to be sensitively integrated into the existing fabric. Direct financial incentives and supportive governmental policies need to be developed to encourage preservation and quality design.

The City should also conduct an analysis of the housing market to determine the future demand for housing by type, tenure and bedroom size. The analysis should include the whole metropolitan area with specific emphasis on the downtown and adjacent neighborhoods. Based upon the results of this study, "opportunity areas" for

new housing should be identified and specific markets such as artists' live/work space should be targeted.

The City Council should adopt specific neighborhood plans for each of the neighborhoods adjacent to the downtown. Neighborhood planning needs to be a collaborative process between City residents, business people and property owners. It spells out policies and specific strategies designed to implement desired change. It is a forum for people to initiate rather than react to change. Special attention should be paid to the East Downtown neighborhood as a mixed-use, higher density urban neighborhood. The plans that have been drafted for the Avenues, City Creek, and Capitol Hill areas should be followed closely in making future land use, transportation and capital spending decisions. The Jackson/ Guadalupe neighborhood should also be protected. It is a neighborhood and historic resource that would be very difficult and expensive to replace. This neighborhood should be considered for possible designation as a historic district. If the freeway ramp is required through the neighborhood, steps should be taken to mitigate the impact with landscaping and physical barriers.





Variety makes a city, and Salt Lake City must preserve the variety that exists within and among its various neighborhoods and commercial areas. When it is easy for one area to bleed into another it compromises the integrity of both. They become neither fish nor fowl and the City loses the excitement which only variety can bring.

The City offers distinct neighborhoods, not a standard suburban sprawl. The City offers different types of shopping areas such as Main Street and neighborhood stores of unique character. The City offers areas of high density as well as quiet, tree-lined streets. Each must be valued for its own character and for what it brings to the total environment. Each of these is more dramatic and exciting if it rests in close proximity to environments of contrasting character. Unfortunately, each is also delicate and can be quickly lost through seemingly little compromises. Care must constantly be exercised that one zone does not creep unintentionally into the next. Edges must be protected. Only through constant vigilance can the variety and close proximity of contrasts that signal "this is a City" be protected from becoming yet another suburb and strip development. No one needs to come to or live in a city for those.

Salt Lake City boasts among its assets several notable historic districts. These are popular neighborhoods because they are assured of the stability which a clear vision of the future, in this case based on its past, can bring. There are many other areas in the City that possess the uniqueness or significance of character to merit historic district designation. Some are period revival neighborhood from the 1920s and 30s such as Normandie Heights or Yale Avenue between 1500 and 1700

East. Others are older areas of the City that still retain much of their original buildings stock and personality: the Windsor Street area east of Liberty Park (built in the 1890s); 600 East between Trolley Square and Liberty Park, also a turn-of-the-century neighborhood; and the Jackson/Guadalupe area, with its original adobe houses and generous building sites dating from the original pioneers.



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## OUR FUTURE BY DESIGN



# ECONOMIC DEVELOPMENT: POLICY

Enhance and reinforce the position of Salt Lake City as the functional center of the Wasatch Front by actions and policies that will help coalesce new growth of business and urban development at natural centers of transportation, finance and human activity. Aggressively seek out the technological development and the emerging markets that will dominate national and worldwide economics during the next century, while protecting the quality of life and employment resources Salt Lake City now enjoys.

### Introduction

In order for the City of Salt Lake to improve the quality of life of its residents and its general business environment, continued growth and economic development are highly desirable. This growth and improvement will not come about easily or automatically. The City's administration, its residents and its business community must develop and maintain new, coordinated and positive attitudes toward opportunities for improvement.

High-quality real estate developers and businesses will welcome, and will not be put off by an attitude on the part of the City that requires them to provide high-quality design, public activities and amenities, and an interactive process for conceiving and refining proposals. A city of Salt Lake's stature does not have to "give away the store" in order to attract high-quality development. Low standards will in fact be counterproductive with developers of national quality.

### **General Recommendations**

- A. Strengthen and maintain the working public/ private partnership that brings about high quality development.
- B. Improve the budget and staff capabilities of the City's Planning and Redevelopment departments so that they have the capabilities to follow through on plans and therefore to implement new development of higher quality than has been the case in the past.
- C. Increase dramatically the participation of residents and business leaders in the development process by creating a Mayor's Advisory Committee charged with reviewing development plans and proposals, and providing advice and support to City decision makers at all levels.
- D. The City should immediately undertake a full review and revision of the zoning ordinance and map which are out-of-date and in several cases inappropriate for the City's present goals and needs.
- E. Immediately strengthen the City's current Zoning Ordinance and procedures in order to reduce the number of incompatible changes, especially those which alter the character of residential neighborhoods by introducing new commercial uses or higher densities.

- F. Rezone the area bounded by 500 East, 700 East, South Temple and 500 South to conserve and encourage medium/high density residential land uses, and to preclude additional commercial uses.
- G. Develop a new "Urban Neighborhood" zoning classification for the area bounded by a mid-block line between 200 East and 300 East; 500 East; South Temple; and 500 South. This zoning classification should allow one and two-story commercial buildings, and taller (mid-rise) residential development.
- H. Implement the concept presently being formulated by Redevelopment Agency staff to use improvement districts as a mechanism for creating structured parking within the CBD.

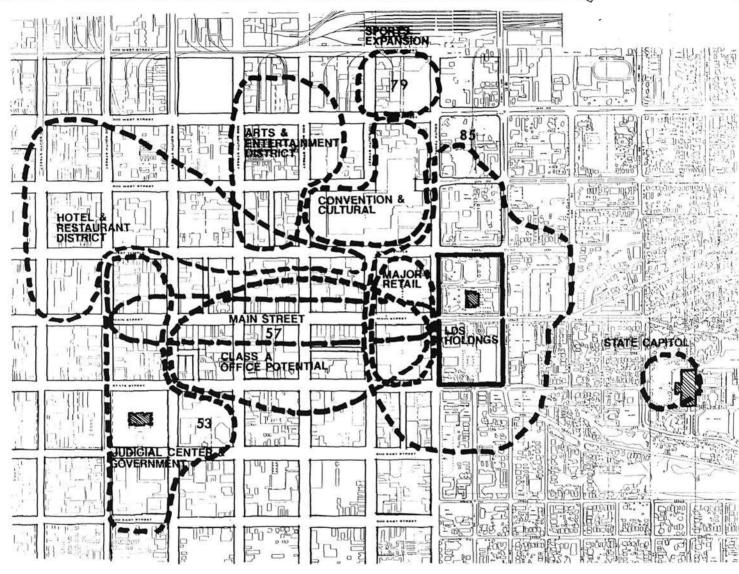
### Development Opportunities and Recommendations

Although the size of the Salt Lake market for a particular land use is constrained by locational factors and by competition from surrounding areas, Salt Lake City is extremely fortunate in the broad range of activities and land uses that comprise its economic base. The following are recommended actions in each area:

### **Downtown Office Development**

New office buildings in the core of Salt Lake City have been actively discouraged by an unfortunate combination of factors:

R/UDAT



Major Use Districts



- City zoning policies which have made it easier and cheaper to build in suburban locations and in residential areas (for instance along streets leading to the University of Utah).
- Property owners in the downtown area who have developed overly optimistic views as to the value of their holdings and also prefer to hold their sites in interim uses such as parking lots or deteriorating buildings rather than allow new use or redevelopment.
- A general lack of capital for investment in equities or long term debt to fund real estate ventures.
- The lack of an organized constituency that promotes continuous and serious renewal in the downtown in a determined and unrelenting way.

The market for new office space in Salt Lake County is about 250,000 square feet per year. Currently there are about 20 million square feet of office space in the entire county, used by a white collar work force of something over 80,000. It is estimated that 5,000 new jobs are created in Salt Lake County each year, requiring about 300 square feet or so of office space per person for a total need of 150,000 square feet. In addition, about 100,000 square feet of existing office space is replaced with new each year.

A proposal by one developer for a new onemillion-square-foot tower would have, therefore, fulfilled all the demand for office space in Salt Lake City for four full years. This example indicates that the growth policies for Salt Lake City's CBD must direct a reasonable share of available office growth to the CBD. This will support improvement of downtown services and create a continuous cycle of improvement and growth that over time will revitalize the whole area. No single project will solve the problems of the CBD, but renewing one portion of a block at a time is certainly possible, and over time a determined process targeted on the downtown area can work quite well.

Specific recommendations include the following:

- A. Encourage expansion of financial, banking and general office uses in the Main Street and State Street corridors.
- B. Encourage the location of major office uses in mixed-use complexes, with retail uses at street level and pedestrian-oriented open spaces rather than free-standing office structures.
- C. Revise the zoning ordinance to prohibit additional large scale office uses along the east/west arterial streets and in the neighborhood areas adjacent to the CBD.
- D. Encourage and if necessary subsidize (both financially and through provision of parking and other infrastructure improvements) the preservation and rehabilitation of older structures in order to preserve the character of the business district and to provide smaller scaled spaces appropriate for Salt Lake's numerous smaller and start-up businesses.

#### Government

Salt Lake City is the seat of numerous City, County and State functions which are extremely important contributors to the City's economy, both directly and in terms of spin-off economic activity. The City should enhance and build upon its role as the Capital City by working more closely and effectively with state agencies which require sites or services to accommodate new or expanded activities within the City.



A. The Mayor's office should begin discussions with representatives of the state judicial branch to establish a cooperative effort to bring about development of a new court complex located within the City, near the southerly edge of downtown.

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## OUR FUTURE BY DESIGN



B. The Redevelopment Agency should work with the state's Employment Security staff to facilitate their expansion needs on a site somewhere within the downtown area.

#### Retail

Salt Lake's CBD serves as "downtown" for an extremely large region, and this role is an extremely important component of the City's economic base.

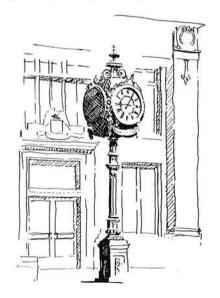
The growth and redevelopment activity that has taken place in the central areas of Salt Lake City, however, shows a pattern that is becoming seriously unbalanced.

The natural desire by the LDS Church to protect the Temple precinct and to maximize the value of the blocks surrounding it has brought intensive development to the northern area of downtown. Clearly, the combination of the ZCMI and Crossroads centers has pulled most of the traditional retailers, especially the national chains and credit leases, away from Main Street and into the malls.

The two downtown malls, built in response to the earlier success of suburban malls, are currently doing well. This downtown situation is in contrast to the problems of retailers located in comparable cities where downtown retail has largely disappeared. The large blocks in Salt Lake City, which allowed the creation of these interior downtown malls, is a situation difficult to repeat in other cities. The goal now is to tap the success of these two malls to bring successful retailing back out onto the street and into additional blocks to the south.

The northern tier of downtown blocks adjacent to the Temple grounds should not be overdeveloped at the expense of the larger downtown area to the south. If a large area of downtown continues to deteriorate, the sheltered "island" of the Temple grounds and its protective blocks will suffer from the deteriorated context of the larger downtown area. The whole CBD must be considered as a single entity, with the various parts working together.

- A. Direct new large-scale commercial retail development into the north/south corridor along Main Street rather than allowing continued expansion of the major retailers to the east along South Temple and 100 South with resultant adverse residential and transportation impacts.
- B. Confine neighborhood and convenience retailing activities by zoning to a few well



defined areas along a limited number of arterial streets. Zoning patterns which produce "checkerboard" commercial and residential development in neighborhoods must be prohibited.

 Review and strenghten the retail mix along Main Street and the rest of the core CBD.

### Hotel/Tourism

Salt Lake's hospitality and tourism industries are supported by visitors who come to the City for religious, sports, cultural and business activities. Hotels in the area are currently suffering reduced occupancy rates and reduced room rates--a situation which has led to bankruptcies and sales of several facilities in recent months. There is significant potential, however, for improvement resulting from increased activity throughout the City. The religious component alone of the tourist market, for instance, could expand by as much as 50% in the next 10 to 12 years.

- A. Because the expansion of religious visitation has such substantial potential for growth, and because it is such a desirable activity for the City, the Mayor should appoint a small committee of residents and businesspersons to begin discussions with the LDS Church to identify areas where the City and the Church could cooperate to plan for and facilitate this activity.
- B. During the planning process for the new arena expansion of the Salt Palace, it may be possible to identify a contiguous site for an

C. The Fairgrounds and Exhibitions Office, in

the Utah Department of Community and

ties for Utah residents and will benefit the

City as well.

D. Visitors to the University and the University's affiliated hospitals and Research Park (estimated at 2 million per year) represent a strong and growing resource for downtown hotels. One hotel presently exists in Research Park, but proposals for construction of additional hotels in this area should be rejected. Downtown hotels presently have substantial unused capacity, and guests at downtown hotels are more likely to support downtown restaurants and retail than those located on the university campus.

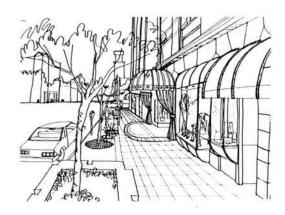
OUR FUTURE BY DESIGN

E. The City should establish a committee composed of residents, businesspersons, elected officials, department heads and others to study the questions associated with hosting the 1996 Olympic Winter Games. The committee should make a recommendation to the Mayor within six months. The Olympics would require extensive planning, construction of numerous facilities and infrastructure, and a great deal of patience and cooperation from City residents. They would also, however, be of immense long-term benefit to both the City and its residents, and would demonstrate Salt Lake's accomplishments to the entire world.

### Sports/Convention

Salt Lake City's sports and convention activities have improved so dramatically in recent years that the existing facilities within the City are clearly inadequate to handle the demand for either sports or convention activities. The Jazz require a facility of 18,000 to 20,000 seats, and a facility of that size is also required to accommodate larger conventions and concerts in Salt Lake.

A. The Redevelopment Agency and the Mayor's Office should begin joint discussions with the County and the Jazz to identify and immediately acquire an appropriate site within the City of Salt Lake for a new facility. Time is short to accommodate this need. The facility should include structured parking, which could, if desired, be used during the day by visitors to Temple Square and other downtown sites.



### University

The University is a major contributor to the City's economy, both through payrolls and through purchases and spinoff activity. The hospital and the research park, in particular, are major generators of economic activity. The University's 25,000 students and 16,000 faculty and staff are housed in 230 buildings on 1600 acres of land. The 320 acre research park is a major and important addition to the Salt Lake economy, with its 22 buildings, 60 companies and 2,700 employees. In addition to direct salaries and in-lieu tax payments to the City, the University and its affiliated activities generate substantial spin-off economic activity. A major



concern regarding the University, however, is that as a state facility its planning decisions are often made independently of the City.

A. The City should endeavor to establish an ongoing and mutually beneficial planning relationship with the University administration and facilities management.

### Manufacturing

Although the City's manufacturing base is not as substantial as it once was, the emerging aircraft manufacturing industry is an important opportunity for growth. McDonnell Douglas has established a 200-employee facility at the airport, and two smaller firms have located in the County.

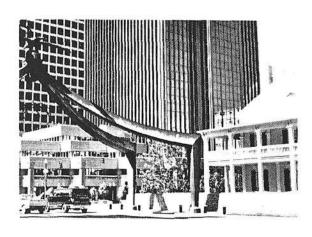
A. The City should discuss with McDonnell its future potential needs, and should take any reasonable steps to encourage and assist McDonnell in expansion of the facility.

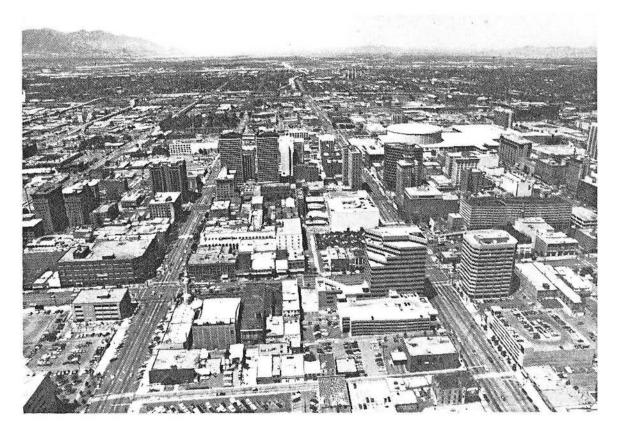




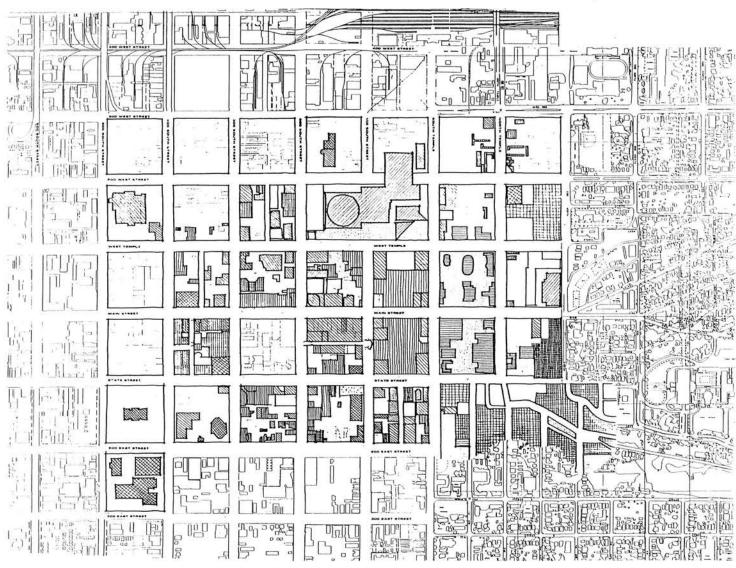
# ECONOMIC DEVELOPMENT: DISCUSSION

In the western states, partially because of the collapse of energy prices, local economies have had to struggle to keep up with past and current commitments. Virtually no new investment capital or mortgage loan money is available for new real estate or corporate venture investment. The Salt Lake community must develop local venture capital firms and take a greater interest in promotion of local investment opportunities. This will be an increasingly critical item as national and international investment flows will gravitate to communities that not only have the required workforce and technology capability, but also have confidence in their own future and the dollars with which to share investment risk.









EXISTING LAND USE

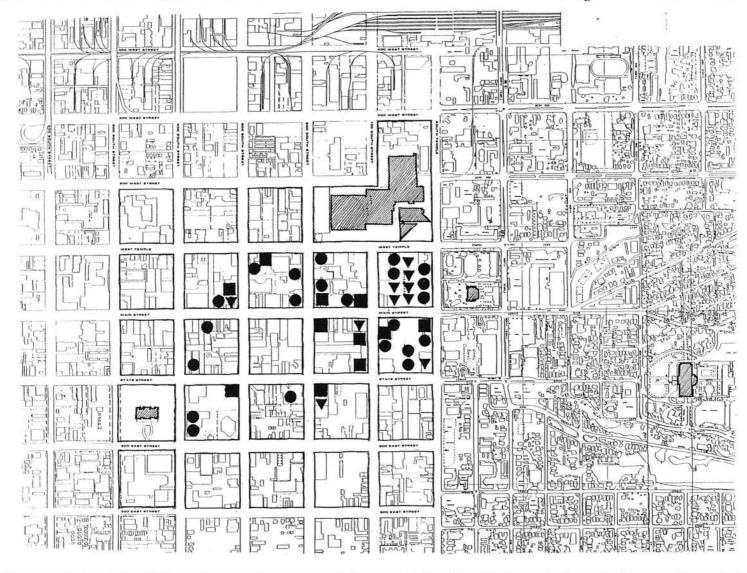
L.D.S. CHURCH

Commercial
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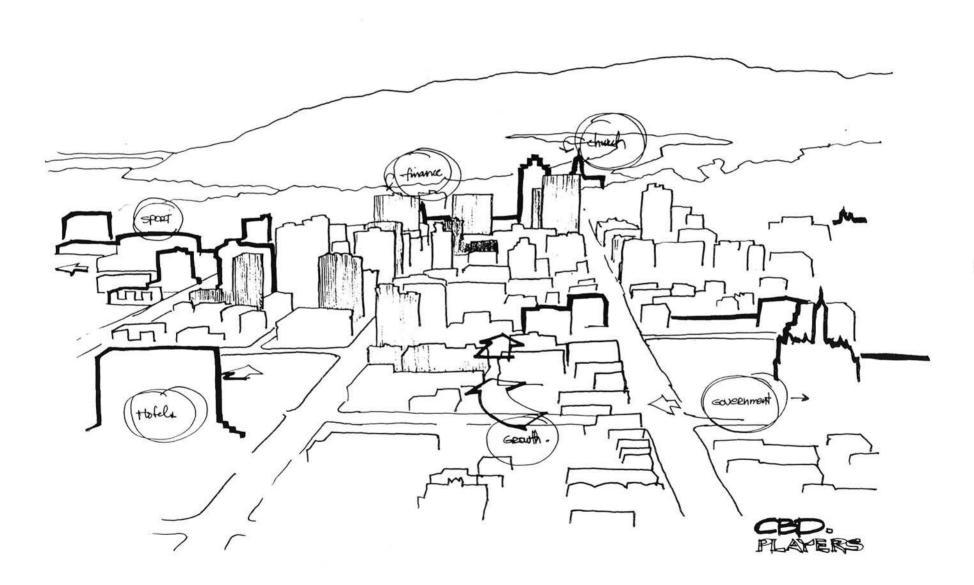
**CBD PLAYERS** 

- LARGEST LAW FIRMS
- ▲ MAJOR CPA FIRMS
- BANK HEADQUARTERS



## Our Future by Design





## Conclusion: Getting It Done

### The Goal

Create an environment in which a clear downtown development strategy can be successfully implemented with the support and participation of major stakeholders in the downtown community. Effective implementation will require a clear plan, broad public support and participation, appropriate tools and consistent pursuit of a single vision over time. Separate and fragmented visions cannot succeed in the downtown area.

### Discussion

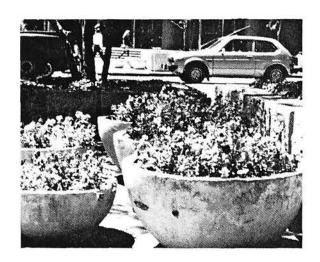
The City must have the commitment and tools to play a leading role in guiding and directing incremental development over time. City actions must reinforce the downtown's major north/south axis, establish a major public space and civic presence as a southern anchor for the central area, develop and connect important activity centers, and promote infill development in the Main Street/State Street corridor.

The City must develop a partnership with the major institutional forces affecting downtown so that a common set of development objectives can be jointly pursued. The City must work with the LDS Church, State, County, development community and others to pursue immediate opportunities.

The City and LDS Church must recognize each

other's respective development objectives, expand the dialogue in both directions and seek opportunities for joint action. The parking needs of the Salt Palace Complex expansion and Temple Square provide an immediate opportunity.

TheRedevelopment Agency (RDA) must be employed as an effective tool for guiding downtown development. RDA activities should be linked to implementation of planning objectives identified in the City's downtown plan. A committee representing major downtown stakeholders should serve as an advisory committee for all RDA implementation efforts. This committee should also provide a continuing voice for downtown in all planning and development activities. The City Council should establish broad policy. The advisory committee should assist the RDA director and staff in implementing specific projects consistent with the overall downtown development strategy.



The City and the County should immediately pursue a joint effort to develop a new arena at the Salt Palace Complex to provide additional capacity for Utah Jazz games and other events. The City and State relationship should also be strengthened and formalized with respect to sharing planning information, expansion of University facilities, downtown and University access issues and consolidation of State office functions within the downtown area.

The planning and development tools in place must be <u>used</u>, and new tools are needed. Parking programs, zoning, preservation, capital investment, design review, arts incentives, public space programming, and promotion and marketing are all areas of opportunity.

The public planning and decision-making process must be strengthened and made more accessible. A stronger commitment is needed to citizen involvement, the sharing of information and public notice of and access to decision making. Clear objectives and strategies must be developed as part of a citizen-based planning process. These objections and strategies must be implemented. Subsequent regulatory and investment decisions cannot be unrelated to or conflict with plans and strategies already adopted.

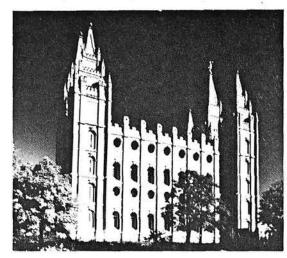
The downtown development strategy must be consistent with the preservation of the strong residential areas that are adjacent to the downtown area. Maintenance of this residential fabric is vitally important to the success of the downtown and the entire City. The existing neighborhood planning and participation process must be further strengthened.



Salt Lake City must redefine its role in the region. It cannot continue to be a declining force, comprised of increasingly fragmented governmental institutions and service providers. Strategies for consolidation and annexation and/or regional funds for provision of services must be developed and pursued.

### **Action Items**

 Adoption of a clear downtown plan and development strategy with a commitment by the city and other parties to implementation.



- Development of stronger, more formal partnership with major downtown stakeholders such as the LDS Church, State, County, downtown community and adjacent neighborhoods.
- Creation of an RDA advisory committee representing downtown interests to pursue an overall downtown development strategy adopted by the City Council.

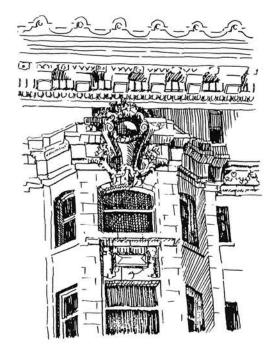
- Reestablish the north/south axis along Main and State Streets as the guiding element for all downtown development. Provide landscaped medians and streetscape improvements appropriate to the role and character of each street.
- Consolidate judicial activities (Supreme Court, Law Library, Juvenile Court and District Courts) in a judicial complex fronting on Main Street on Block 40.
- Pursue possible land exchange opportunities in the Salt Palace Complex area to facilitate site acquisition for a judicial complex.
- Pursue the opportunity to relocate the Public Library on the south side of the Civic Plaza on Block 39, or possibly as a component of the redevelopment of Block 57. The possibility exists to meet current needs and allow for library expansion through relocation. The library is a major community resource.
- Consolidate State office functions in a new facility fronting on State Street on Block 53.
   Pursue joint parking facility opportunities on the site.
- Extend local land use control to all university land and facilities. At a minimum, the university should submit all plans for new facilities and land use changes to the City for evaluation of their environmental impacts.
- Future university growth must either be capped and redirected to another site, or a commitment made to develop a larger resident student population on campus.

- Develop a major public space on Block 39
  that is symbolic of the civic and cultural
  history of Salt Lake City and Utah and can
  serve as the home of the Utah Arts Festival
  and other major public events.
- Develop a continuous north/south mid-block connection at street level from the ZCMI Center to the public space on Block 39.
- Pursue immediately a joint venture with Salt Lake County and others to develop a new arena to house the Utah Jazz and other events on Block 79. The City should facilitate site assemblage through the RDA. These activities should be an immediate priority.
- Pursue the development of joint parking facilities with the LDS Church on Block 85 to serve Temple Square visitor needs and the parking needs of the new Salt Palace arena.
- Consider opportunities to develop an enhanced visitor center at the north end of the Salt Palace to capture a higher percentage of visitors to the Temple Square area.
- Develop a public market providing fresh fruit, produce and other goods in a central downtown location. The market should be organized and promoted by the Central Business Improvement District.
- Develop a municipal parking authority using assessment districts to finance new parking capacity and link them to an overall downtown parking management program involving pricing policy, on- and off-street supply, validation, signage and promotion.



- Strengthen existing historic preservation programs in residential areas and downtown by developing a complete register of historic structures to be preserved, establishing new historic districts in areas where they are needed (such as 600 East, Guadalupe -Jackson and downtown) and including stronger design and demolition controls within the existing regulations.
- Reevaluate the present zoning code to reduce conflicts between allowable uses and existing conditions, particularly in transition zones around the central business district. Some existing zone districts should be modified to reduce the wide range of uses and densities allowed. Pursue consistent application of the zoning code over time once changes are made.
- Expand the use of development review and implement an urban design review process.
- Establish and reinforce boundaries for the downtown area, particularly on the east at 600 East or 700 East, and on the south at 600 South. Commercial and higher density uses cannot continue to be encouraged to migrate outward beyond these boundaries. Higher density commercial uses should remain west of 2nd East or 3rd East.
- Obtain the services of a first-rate graphic designer to develop a comprehensive signage and graphics program for the downtown area. The program should provide information and create a downtown identity through the use of a logo or symbols.

 Promote the identity and development of an arts district in the area south of the Salt Palace Complex and north of 5th South through marketing efforts, economic incentives and the existing public arts program. Pursue development of an art museum and a 600 to 700-seat theater as anchors for the district.



- Link the process of capital investment decisions directly to the objectives developed in the downtown and neighborhood plans through a more formal process of capital planning and citizen participation.
- Support a transit system alignment in downtown that reinforces the north/south axis (e.g., north on Main Street to at least 200

South and then ultimately east to the University).

- Seek alternative solutions to the need for additional I-15 access to downtown that do not route University-bound traffic to the North Temple corridor. Develop an alternative access solution to the south and encourage primary University access on an east/west arterial south of 200 South.
- Develop enhanced public access to Memory Grove and City Creek as the downtown's major open-space amenity, and seek opportunities to extend the Creek at surface level into the downtown as far as possible.
- Prohibit development in the foothills area above Capitol Hill and the East Bench by implementing appropriate land use controls and through continued open space acquisition.
- Adopt a view ordinance program designed to provide absolute protection of important mountain and urban view corridors.
- Require landscaping on all surface parking lots in downtown. All structured parking should be required to meet minimum design guidelines with respect to location and impact on the streetscape and pattern of development.
- Strengthen the existing neighborhood planning process by completing updated plans, improving the notification system, expand-

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ing citizen participation and giving more formal status to the process of citizen involvement.

- Require all downtown development projects submitted for public review or approval to facilitate that process by providing a scale model compatible with the existing scale model of downtown and use compatible software to allow evaluation using the program developed by ASSIST.
- Reevaluate options for strengthening the City's regional role through annexation, consolidation, regional service provision or regional finance mechanisms. Pursue initiatives where immediate opportunities may exist through a broadly based public approach involving surrounding jurisdictions and community leaders.
- Have the RDA's downtown advisory committee report annually to the Planning Commission and Mayor on progress in implementing the downtown plan and development strategy. The Mayor should issue an annual report or address to the people of Salt Lake on the progress that has been made.





### THE R/UDAT TEAM



### CHARLES M. DAVIS, FAIA



Charles Davis is principal and president of Esherick Homsey Dodge and Davis, an architectural firm located in San Francisco, California. Mr. Davis' work includes award-winning urban design projects, including the rehabilitation and restoration of three buildings on the Quad at Stanford University and the marine aquarium in Monterey, California. He has taught at the University of California at Berkeley.

Mr. Davis had chaired R/UDAT teams in Sarasota, Florida; Lynn, Massachusetts and Boise, Idaho.



JAMES E. BOCK

James Bock is a general partner and founder of James E. Bock & Associates, located in Houston, Texas. Mr.Bock has over 15 years of practical, hands-on experience with, and analytical examination of, real estate investment and development projects. He has organized, directed and participated in a wide variety of finance, construction, public policy, land planning, marketing and computer application tasks for corporate, governmental and individual clients.

Prior to Mr. Bock's organization of James E. Bock & Associates, he was Project Manager, Manager of Conceptual Development and Research Director of Commercial & Industrial Development for Sugarland Properties, part of the Big Buildings Group and Corporate Marketing Strategy team for office leasing and competitive product analysis for Gerald D. Hines Interests, Houston, Texas.



ALAN J. FUJIMORI

Alan Fujimori is a senior associate in the firm of Sasaki Associates, Inc., a landscape architecture and planning firm located in Dallas, Texas. As a landscape architect and Urban designer, Mr. Fujimori has been involved in land planning, campus planning, urban design and site design projects. He was the master planner for the Stonehenge project in Westford, Massachusetts, Somerset Square in Glastonbury, Connecticut, three campuses for the University of Lowell, Massachusetts and the winning competition entry for the new Emerson College site in the city of Lawrence, Massachusetts. He is currently involved in the urban design of the town plan for Windward Town Center, Alpharetta, Georgia, and the town square design for the city of Allen, Texas.



### TERRY STEPHENS, AIA

Terry Stephens is a principal and founder of Stephens & Mitchell, Architects, an architectural firm specializing in architectural illustration located in San Francisco, California.

Since receiving a Bachelor of Architecture from the University of California at Berkeley in 1964, Mr. Stephens' experience has included architectural design and master planning projects throughout the country. He has been a lecturer for the University of California at San Francisco and at Berkeley and California College of Arts and Crafts, San Francisco.

Mr. Stephens' first R/UDAT experience was as a team member in 1983 in Sarasota, Florida.



### NORMAN A. ABBOTT, AICP

Norman Abbott is the City Planning Director for the City of Portland, Oregon. He directs a staff of 58 planning professionals who provide land use planning, housing and urban design, historic preservation, and planning/zoning ordinance administration for the City of Portland.

Mr. Abbott was previously the Director of the Division of Community Development and Planning for the city of Fort Wayne, Indiana.

He was recently a co-recipient of the American Planning Association's National Planning Award for chapter improvement in May, 1988, and has authored and coauthored numerous publications dealing with planning issues and case study research analysis.

Mr. Abbott received a Bachelor of Arts degree from St. Cloud State University in Minnesota and a master's degree in City and Regional Planning from Southern Illinois University.



DAVID D. MARKLEY

David Markley is founder and principal engineer of Transportation Solutions, Inc., located in Redmond, Washington.

Mr. Markley has had full technical and administrative responsibility for a variety of traffic engineering and transportation planning projects. His practical approach is particularly well suited to detailed analysis and evaluation of applied traffic engineering problems and short-range transportation planning issues. An important part of this work involves the bringing together of community groups, private developers and public agencies to find realistic resolutions to controversial issues.

Mr. Markley has served as an instructor at Seattle University, the University of Washington, and Cal Poly at San Luis Obispo.



### THOMAS A. GOUGEON

Thomas Gougeon is the Administrative Assistant to the Mayor, City and County of Denver, Denver, Colorado. He is presently responsible for coordinating all city activities with respect to the planning and development of a new international airport.

Mr. Gougeon has a B.A. in Economics and Political Science from the University of Denver and a master's in City and Regional Planning and Public Policy from Harvard.

As Administrative Assistant to the Mayor, City and County of Denver, Mr. Gougeon's responsibilities include development of policy in a variety of areas, including economic development, planning, budget and finance, water, housing and community development, air quality and hazardous waste. He was also responsible for the city's lobbying efforts in Washington, D.C., and was the Congressional liaison.



## PHILIP T. HENDERSON, AICP

Philip Henderson is a principal and founder of the Henderson Planning Group, a planning, urban design and development consulting firm located in Cambridge, Massachusetts.

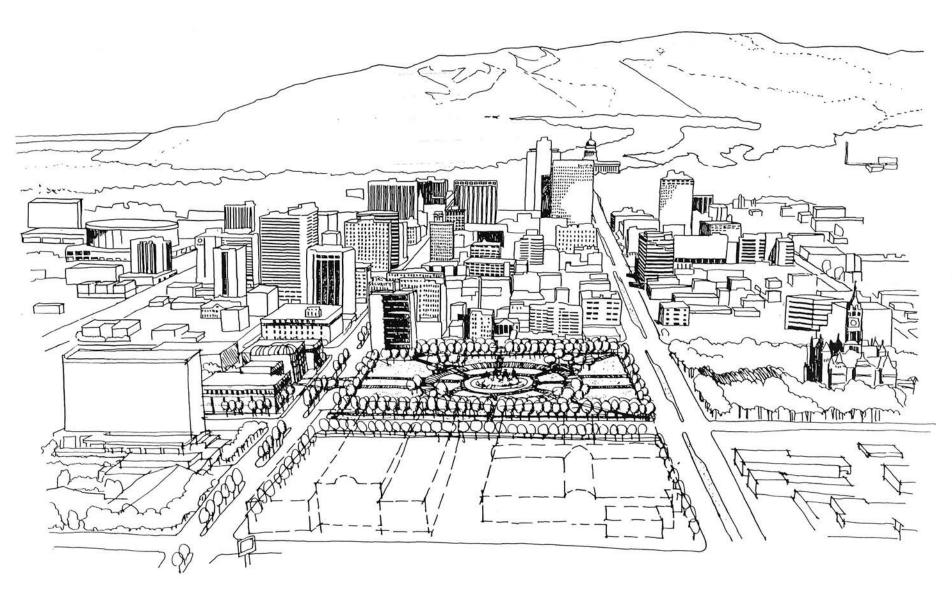
Much of Mr. Henderson's 25 years of experience, both in public service and as a consultant, has involved expediting complex projects through the development process.

As Chief of Project Design for the Boston Redevelopment Authority, Mr. Henderson directed the work of the Regional Core Planning Group, which prepared a new plan for Boston's entire core area.

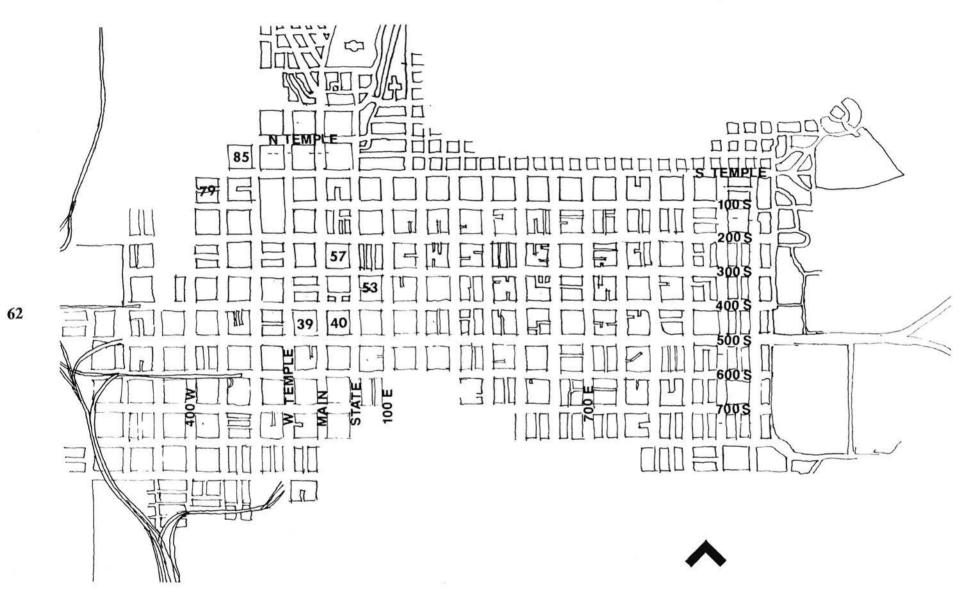
This is Mr. Henderson's first experience with a R/UDAT study.











**Block Map** 

R/UDAT

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