



# COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY

**TO:** City Council Members

**FROM:** Sean Murphy  
Public Policy & Budget Analyst

**DATE:** September 25, 2014 at 4:03 PM

**RE:** WEST SALT LAKE MASTER PLAN

## PROJECT TIMELINE:

Briefing: Sep 2, 2014  
Set Date: Sep 2, 2014  
Public Hearing: Oct 7, 2014  
Potential Action: Oct 21, 2014

Council Sponsor: **Council Member LaMalfa**

## [VIEW ADMINISTRATION'S PROPOSAL](#)

### ISSUE AT-A-GLANCE

The City began the process of revising the West Salt Lake Master Plan in 2011 and after outreach, public engagement and stakeholder input, a new draft was submitted to the Planning Commission in the summer of 2012. Additional outreach was prescribed, and a final draft, having passed the Planning Commission and last updated in April 2014, is now before the Council.

This is a follow-up brief from September 2. At that meeting, the Administration presented an overview of the Plan area. That presentation is available as [Attachment A](#).

**Goal of the briefing:** *Hear the Administration's presentation of the updated West Salt Lake Master Plan*

### POLICY QUESTIONS

1. Would the Council like the Administration to present a prioritized list of zoning changes to encourage development along areas highlighted in the Plan?
2. Does the Council request any additional issues be considered when "Implementation" strategies are reviewed and outlined in master plans?
3. Would the Council like to focus discussion around the future uses of the large interior-block spaces in the Plan area, specifically in the 400 South, 800 South (Indiana Ave), and 1300 South (California Ave) corridors?
4. The identification of nodes is a dominant theme in this Plan. Is the Council satisfied with the nodes that have been selected? Are there modifications to the Administration's selection process and criteria that should be taken into account for future master plans?



5. During the September 2 meeting, the Administration stated that the Plan provides tools for the community to implement, change, and build. Is the Council satisfied that this Plan meets those targets?

## **ADDITIONAL & BACKGROUND**

### **Special Areas of Interest**

#### **Zoning**

The Legislative Sponsor is very excited about the Plan's rollout, and has been engaged in the Plan's development, but still has some points of concern regarding land use decisions, accessory dwelling units (ADUs), and Transfer of Development Rights procedures.

Regarding how land use decisions are made and what types of development projects are allowed or encouraged, the Administration replied that the zoning map is the regulatory document that determines what "land use and development regulations apply to specific parcels of land," and that the future land use map is "advisory and intended to help guide the decision making process."

If the Council is concerned about how the zoning map may differ from the future land use map, and how the two reflect the goals outlined in the Plan, perhaps staff can schedule a more detailed discussion about strategic zoning changes. Attachment D of the Administration's transmittal is the "Proposed Zoning District Analysis Area", and it may be helpful in resolving some of the Legislative Sponsor's concerns about adopting zoning changes that will in courage specific types of development while curtailing others.

Additionally, as noted in the Policy Questions section of this report, the Council may request that the Administration prepare a prioritized listing of proposed zoning changes that align the zoning map and the future land use map along those important nodes and corridors highlighted in the Plan. The Plan states that the Planning Division will "analyze its existing zoning districts to determine what zoning changes will provide the most flexibility" for different types of development.

#### **Accessory Dwelling Units**

The Legislative Sponsor has also expressed an interest in the viability of utilizing ADUs to improve residential density around nodes and provide options for multi-generational housing. The Administration is currently reviewing the City's ADU policy. The Council may wish to inquire with the Administration when this might come before the Council again.

#### **Transfer of Development Rights (TDRs)**

The Legislative Sponsor has indicated an interest in utilizing Transfer of Development Rights (TDRs) as a tool for preserving sensitive environmental land, particularly along the Jordan River. TDRs are development rights trading schemes designed to preserve landowners' asset value by moving the right to build a unit from a location where development is prohibited (typically due to environmental concerns) to a location where development is encouraged. Generally, there seem to be two areas of concern around TDR exchanges that seem applicable to Salt Lake City: (1) sufficient market need and real estate pressure in the receiving zone to create a natural demand for concentrated development, and (2) clear designation of what is being protected in the "sending" zone, and what the affects might be in the "receiving" zone.

The Administration has declined to comment on the viability of TDRs as a tool for concentrating development in the city at this time, stating concerns that Salt Lake City may not have enough density to stimulate market demand for TDRs, among other concerns.

## **THE WEST SALT LAKE MASTER PLAN**

## Development Opportunities

The West Salt Lake Master Plan has been constructed around a “Development Opportunity” lens that places particular emphasis on strategic geographic locations throughout the area, defined in the Plan as “*any location that can, with some type of catalytic action, become the center of residential, commercial or other beneficial growth*” (WSLMP, p.24). Development Opportunities identified in the Plan include:

- locations within **single-family neighborhoods** (p.30)
- significant **intersections** or **nodes** (p.35)
- along **Redwood Road** (p.50)
- along the **Jordan River** (p.60)
- along the **Surplus Canal** (p.66)
- **industrial districts** (p.69)
- and **public spaces** and **parks** (p.74)

Staff has focused this report on the three Development Opportunity areas that received the most attention in the plan. For more information on the other sections, please refer to the page numbers above in the proposed Plan.

## Neighborhoods

The Plan breaks down “neighborhoods” into two categories: *stability* and *opportunity* (p.30). Here, *stability* is defined as neighborhoods with clearly defined development patterns that have remained unchanged for an extended period of time and where no great redevelopment is expected. Glendale and Poplar Grove are considered stable as the single-family residential character dominates and there is limited opportunity for large-scale changes to that character. The term is not intended to deny any opportunity for growth, but to suggest a recognizable pattern and character.

400 South, 800 South/Indiana Ave and 1300 South/California Ave are identified as holding the greatest *opportunity* for new development with commercial corners, residential makeup, and many large interior-block parcels and various vacancies or underutilized parcels. The Plan poses and answers its own question as to whether not these areas are capable of supporting larger-scale development patterns. The answer is no, not without strategic zoning changes and concentrating efforts around nodes.

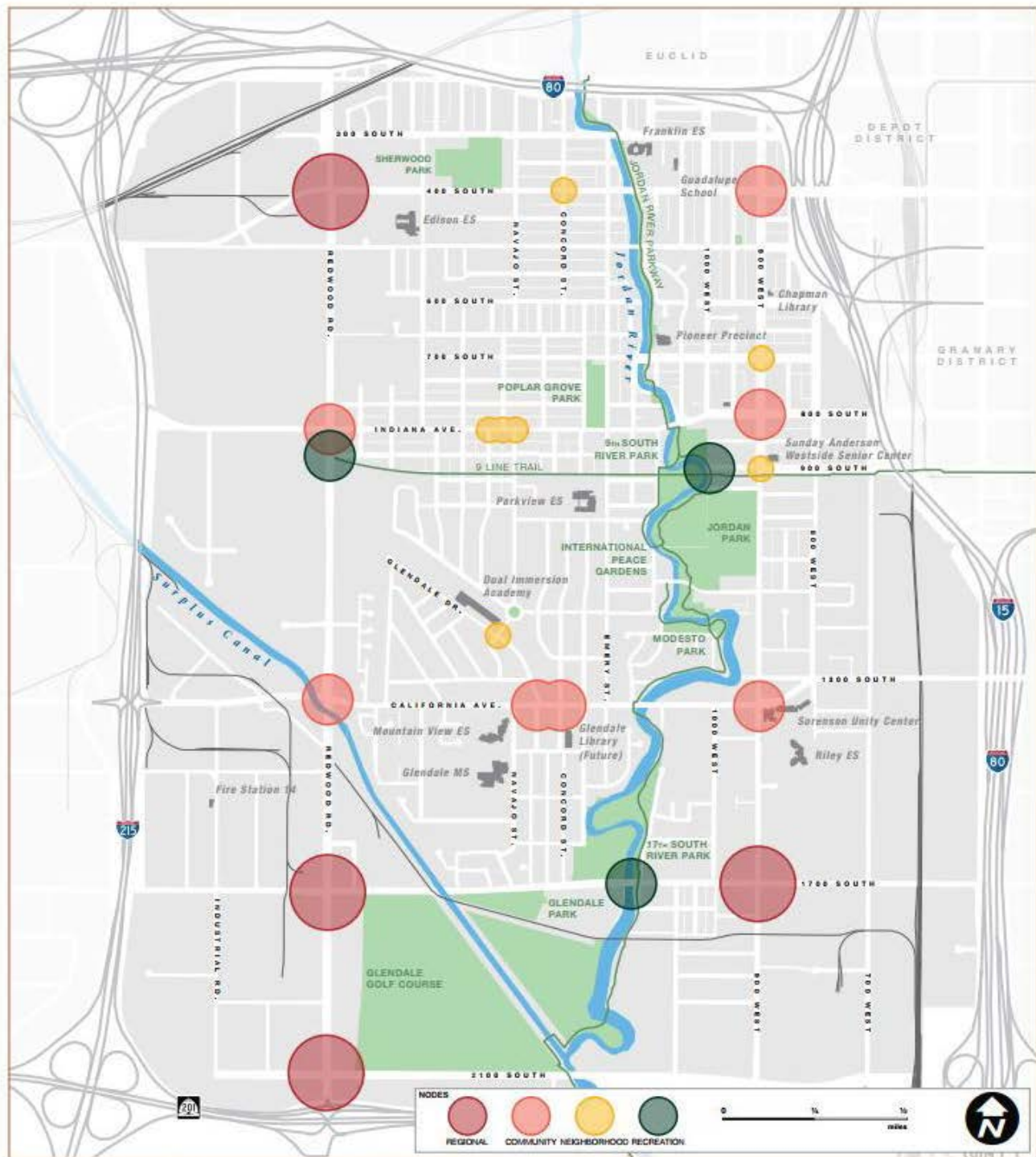
## Intersections – Nodes

The Plan identifies important intersections throughout West Salt Lake that are ripe for increasing economic or commercial activity, pedestrian traffic, and recreation (p.35). These *nodes* are defined as “integrated centers of activity, points where one corridor crosses another, such as the intersection of two streets or a street and a river.” The Plan breaks these nodes down into categories:

- neighborhood nodes,
- community nodes,
- regional nodes,
- recreation/open space nodes.

A map of the nodes highlighted in the Plan can be found below.

## Map of Designated Nodes from the West Salt Lake Master Plan



The locations of the various types of nodes throughout the West Salt Lake Master Plan's study area.

## Redwood Road

The past and current uses of Redwood Road are no longer compatible with the residential development and retail/commercial needs within the community. In the Comunidades Unidas public engagement workshops (available as [Attachment B in the transmittal](#)), residents decided that they want Redwood Road to maintain its regional importance, “but to make it a safe and inviting destination for pedestrians, cyclists, driver and transit users,” and to generally “make Redwood Road a street for everyone.”

The Plan suggests redevelopment for Redwood Road like emphasizing landscaping and signage improvements along the road’s many intersections and its entry points, down-zoning the west side of Redwood Road to eliminate heavy commercial and light industrial uses, and reinforcing sidewalk, bikeway and crosswalks to improve. Additional measures are highlighted on [page 57 of the Plan](#).

**PUBLIC PROCESS**

The Administration has processed the West Salt Lake and 9 Line Master Plans concurrently and the two plans will continue on a parallel path while being processed through the Council Office.

Public input was gathered through local festivals such as the West SLC Fest and other activities in the neighborhood. A majority of these events were held in the Poplar Grove and Glendale communities. Other events outside of those neighborhoods included River Fest and Bike Bonanza. Open City Hall, the City’s online forum, was also utilized to gather feedback.

The Planning Commission held a public hearing on February 12, 2014 at the Pioneer Precinct in District Two (1040 West 700 South). A second discussion was held by the Planning Commission on March 12, 2014. At that meeting the Planning Commission forwarded a favorable recommendation to the City Council.

The Council will hold the public hearing for the West Salt Lake and 9 Line Master Plans on location in District Two at Parkview Elementary School (970 Emery Street) on Tuesday, October 7. Council staff is taking the following steps to help publicize the public hearing:

- Post draft of the plans on Open City Hall starting Tuesday, September 2.
- Postcard notification of the October 7 public hearing will be mailed out to the community.
- Email blasts will go out noticing the date/time/location of the briefings and public hearings along with information on how to comment on the plans.
- Highlight plans on social media.
- A-frame signs will be placed strategically throughout the community and along the 9 Line corridor.
- Council staff will coordinate with the Salt Lake School District to help distribute information.

**IMPLEMENTATION**






The Plan outlines a new approach for how the City proposes for implementing master plans. Each section of the Plan closes with a series of strategies for fulfilling the goals outlined in that section. When considering implementation, four dimensions are considered:

- (1) amount of City **staff** involvement required,
- (2) City or public **finances** required,
- (3) the estimated **time** to completion, and
- (4) the amount of **community** involvement required.

These four categories are assigned a value: ongoing, low, moderate, or high.

Ongoing	Low	Medium	High

Below is a sample of how this process translates to the strategy “Create a more conducive environment for redevelopment at neighborhood nodes;” one of the strategies outlined in the **Nodes** section. This will be very time intensive task for staff; it will take considerable, ongoing financing; the implementation time is ongoing; and it requires a moderate amount of community input.

Nodes					
C.1	Create a more conducive environment for redevelopment at neighborhood nodes.	Staff	Finances	Time	Community
C.1.b 	<b>The Pedestrian Experience.</b> The pedestrian experience around neighborhood nodes should be one of the focal points of redevelopment and capital improvements in West Salt Lake. The city and community should prioritize projects at the identified intersections in this plan through the Capital Improvement Plan, such as decorative crosswalks, signage and wayfinding programs, intersection bulbouts where space permits, public artwork, street trees and similar types of improvements. Street lighting should be emphasized at intersections and be scaled to the pedestrian level. Ongoing recording and comparative analysis of pedestrian-vehicle conflict data (e.g., pedestrian-vehicle collisions, accidents and moving violations) should be used to inform future projects at neighborhood nodes.				

This evaluation process has been completed for every strategy and action item outlined in the Plan, and can be found [here](#). This links to an updated version of the Plan's Implementation Section that is not in the transmittal.

The Council may wish to ask the Administration how this evaluation will inform budget and staffing requests in the future. For example, in the above example, because staffing and finances are both a high level of difficulty, does that translate into an earlier budget request? For items where financial commitments are on-going, will these be included in the Administration's FY 2015 budget request, assuming the Plan is adopted by the Council as proposed?



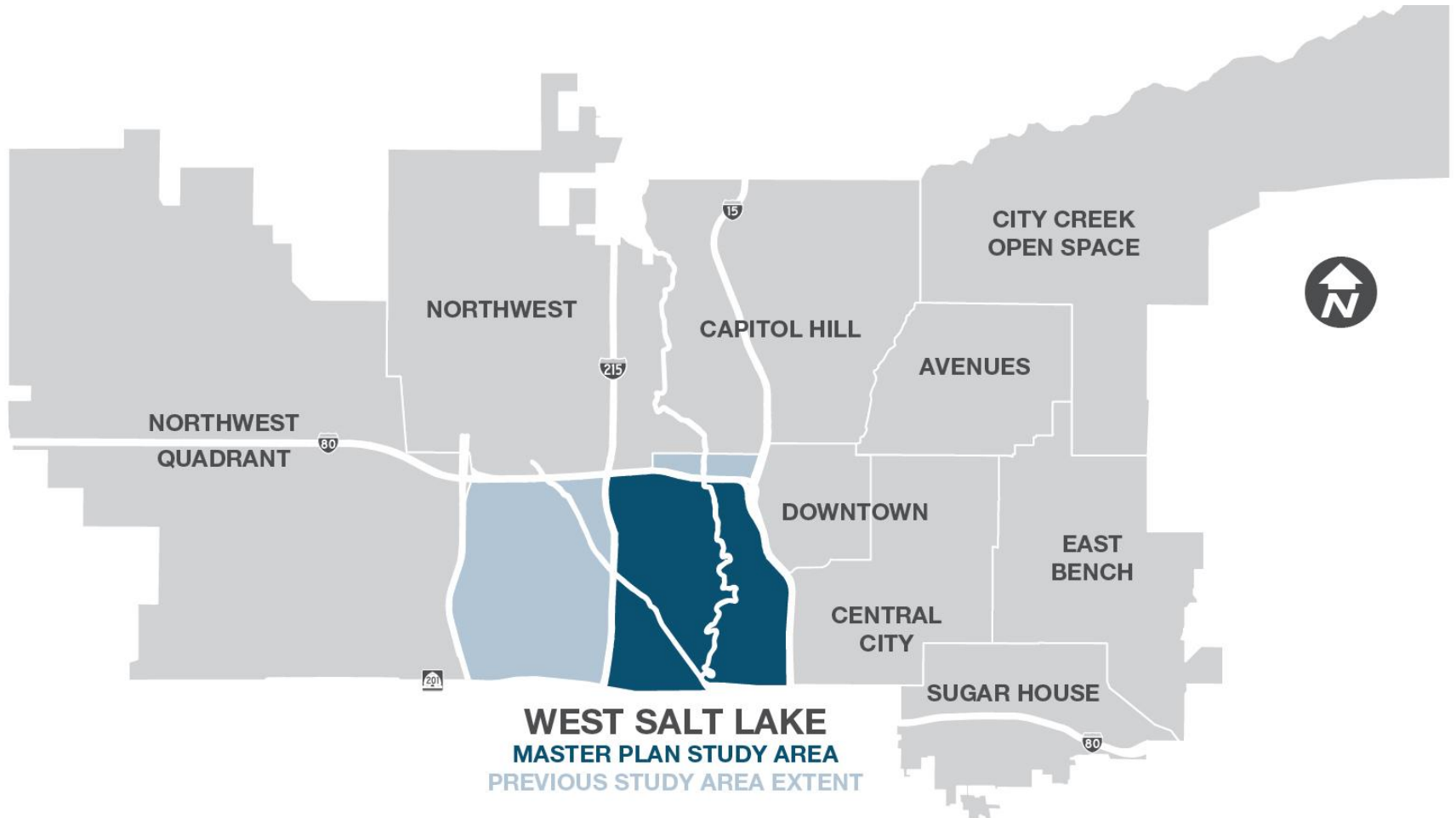
[Back to Staff Report](#)

# WEST SALT LAKE MASTER PLAN

September 2, 2014

# WEST SALT LAKE MASTER PLAN

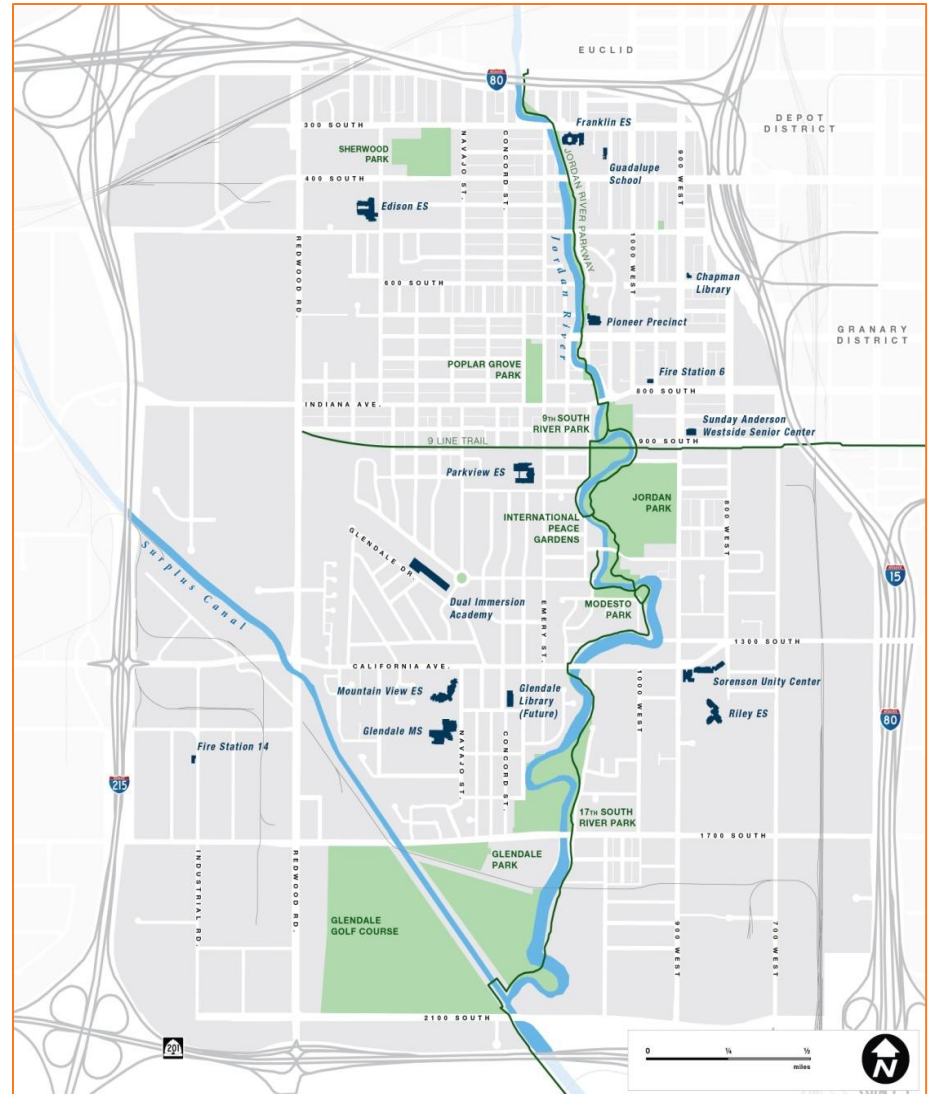
## STUDY AREA



# WEST SALT LAKE MASTER PLAN

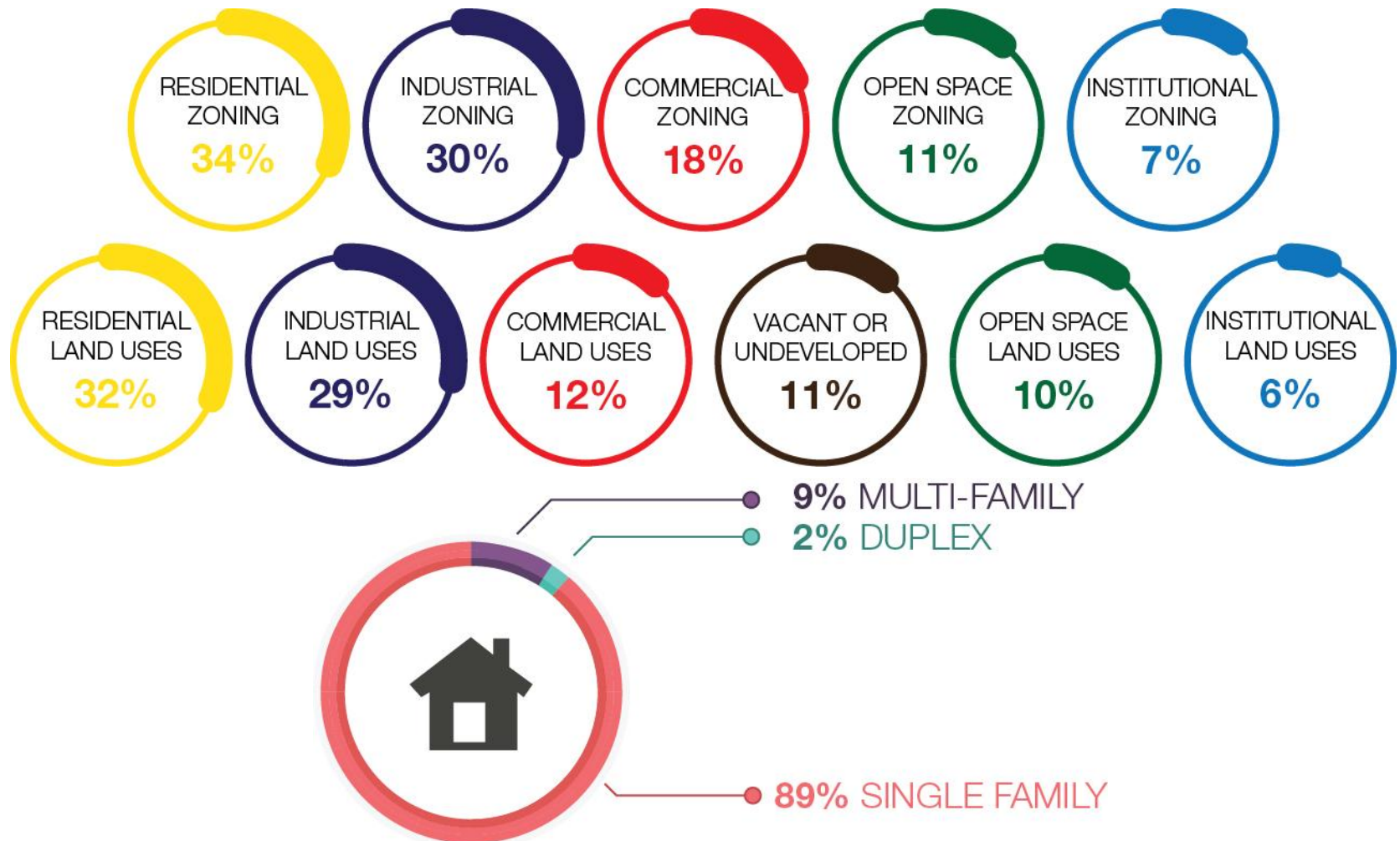
## THE BASICS

- nearly 25,000 people (13% of the city)
- 10 city-maintained parks
- 2 trails
- 1 rec & cultural center
- 1 library, 1 future library
- 5 public elementary schools
- 1 public middle school



# WEST SALT LAKE MASTER PLAN

## LAND USE & ZONING



# WEST SALT LAKE MASTER PLAN

## KEY STRATEGIES

- New development should be along the edges of the community and at nodes
- Protect the single-family neighborhoods
- Use zoning changes to reflect the hierarchy of nodes
- Ramp up economic development efforts in the community
- Highlight the assets, particularly the recreational ones
- Strengthen the connections to the rest of the community
- Maintain the stability of the industrial districts but recognize the need to soften the impact of those districts on the rest of the community
- Let the community take ownership of this plan

# WEST SALT LAKE MASTER PLAN

## PLAN FORMAT

The West Salt Lake Master Plan is focused on the opportunities within the community which can involve multiple land uses types and overlapping strategies

Neighborhoods

Nodes (Activity Centers)

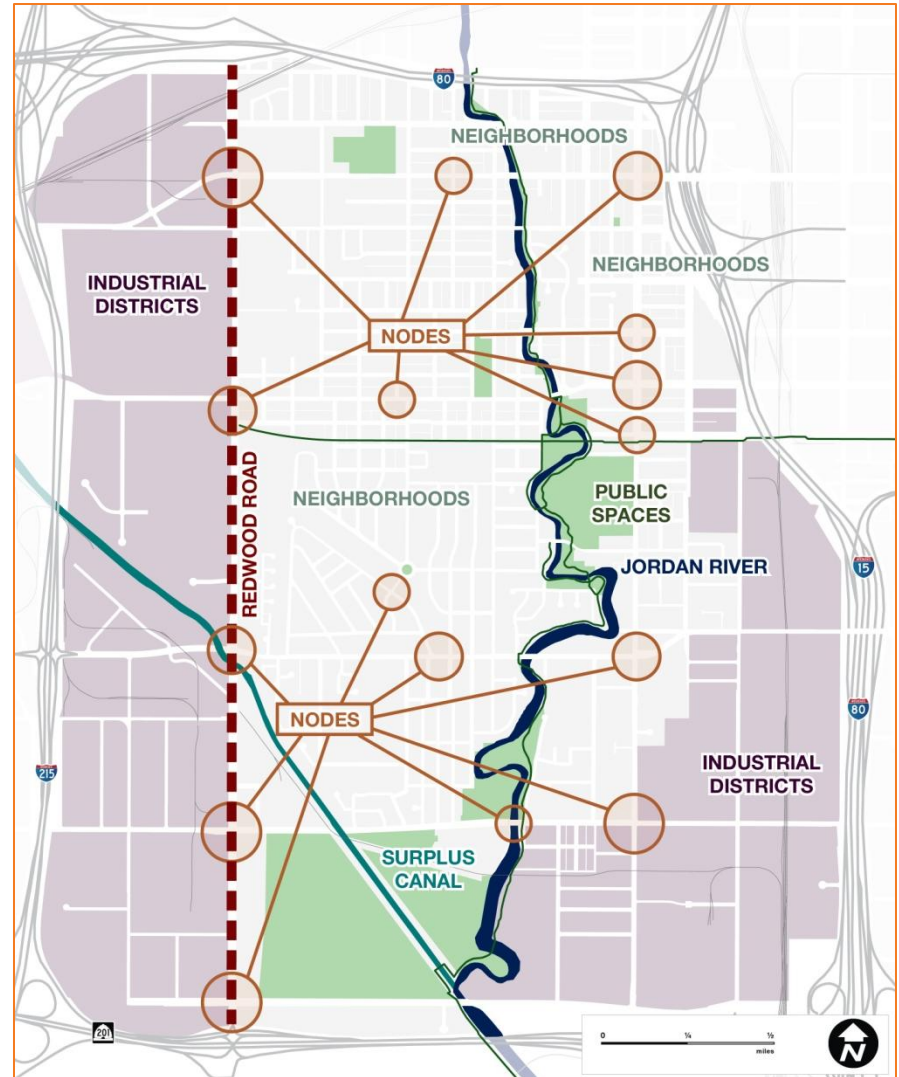
Redwood Road

Jordan River

Surplus Canal

Industrial Districts

Public Spaces



# WEST SALT LAKE MASTER PLAN

## ENGAGEMENT

1. Public meetings throughout 2011
2. Ongoing work with University of Utah Westside Studio and University Neighborhood Partners in 2011 and 2012
3. Online tools
4. Festivals and events in West Salt Lake in 2011 and 2012
5. Outreach with Comunidades Unidas in summer of 2013
6. WestSLC Fest in September 2013
7. Planning Commission held in West Salt Lake

# WEST SALT LAKE MASTER PLAN

## IMPLEMENTATION

1. Meeting the goals of this plan and realizing the vision is a result of four different elements
  - a. Staff time
  - b. Money
  - c. Time
  - d. Community
2. Each of these resources is assigned a relative “score”:



# WEST SALT LAKE MASTER PLAN

## IMPLEMENTATION (CON.)

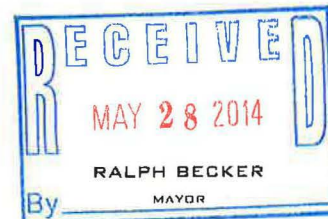
1. City:
  - Zoning map amendments in targeted areas
  - Zoning text amendments for certain zoning districts
2. Private developers:
  - Response to zoning changes, market, etc.
3. Community:
  - Ongoing work
    - bridge artwork on 700 South
    - bicycle pump track on 900 South
4. Stakeholders
  - UNP, NeighborWorks, etc.

ERIC D. SHAW  
DIRECTOR

**SALT LAKE CITY CORPORATION**

DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT  
OFFICE OF THE DIRECTOR

MARY DE LA MARE-SCHAEFER  
DEPUTY DIRECTOR



SCANNED TO: Mayor  
SCANNED BY: Rachel  
DATE: 5-28-14

**CITY COUNCIL TRANSMITTAL**

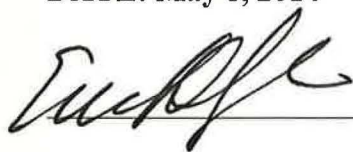
  
David Everitt, Chief of Staff

Date Received: 5/28/2014  
Date sent to Council: 5/20/2014  
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**TO:** Salt Lake City Council  
Charlie Luke, Chair

**DATE:** May 8, 2014

**FROM:** Eric Shaw, CED Director



**SUBJECT:** Petition PLNPCM2010-00656, the West Salt Lake Master Plan

**STAFF CONTACT:** Nick Britton, Senior Planner  
(801) 535-6107 or nick.britton@slcgov.com

**COUNCIL SPONSOR:** Kyle LaMalfa, District 2

**DOCUMENT TYPE:** Ordinance

**RECOMMENDATION:** That the City Council, in accordance with the Planning Commission's recommendation, adopt the drafted West Salt Lake Master Plan.

**BUDGET IMPACT:** None.

**BACKGROUND/DISCUSSION:** The current *West Salt Lake Master Plan* was adopted in 1995 and in order to reflect the evolving policies regarding land use, transportation and sustainability, the administration requested that the plan be updated beginning in 2011. After approximately nine months of outreach and working with various stakeholder groups within the community, a new draft was prepared and then taken to the Planning Commission in the summer of 2012. At that time it was decided that the Planning Division should engage the community further and focus on groups that may have not participated in the process the first time around.

The *West Salt Lake Master Plan* is a community plan which lays out the vision, goals and policies for a specific part of the city. Moving forward, the role of a community plan will be to take the guiding principles laid out in *Plan Salt Lake* and apply them to the unique context of its community. Other plans, such as the *Transportation Master Plan* and the

*Bicycle and Pedestrian Master Plan*, are citywide plans and thus provide more general goals and strategies that guide the policies of community plans. Further, the draft plan for the *9 Line Corridor Master Plan* is a location-specific small area plan that provides more detailed instruction than one would find at the community plan level. The *West Salt Lake Master Plan* takes guidance from

The current draft of the *West Salt Lake Master Plan* was completed in January of 2014 and has been undergoing minor changes as other departments and divisions within the city review it. In addition, the “Implementation” chapter was finalized through meetings with representatives from other city departments and divisions.

The *West Salt Lake Master Plan*’s vision is as follows:

West Salt Lake will be:

- A seamless pattern of stable residential neighborhoods;
- A growing and diverse collection of commercial and neighborhood centers and thriving recreational assets;
- Home to a diverse mix of people, cultures and businesses that form a network of neighborhood destinations for residents;
- Clearly connected to the rest of Salt Lake City through a variety of reliable transportation modes that give residents convenient options for getting around;
- Home to numerous retail and service options from a mix of commercial types;
- The primary destination in Salt Lake City for river recreation, active parks and a variety of public spaces;
- Home to eclectic neighborhoods that celebrate a shared history and character through growth of neighborhood and community nodes;
- Home to distinct community and cultural assets that provide social services, employment opportunities of all types, and educational and recreational opportunities; and
- Home to a healthy and diverse industrial business community that provides a growing employment and economic base for Salt Lake City.

*Above all, West Salt Lake will be a beautiful, safe and sustainable place for people to live, work and have fun.*

The vision will be realized through the achievement of the goals set forth in the West Salt Lake Master Plan, which are to:

- Promote reinvestment and redevelopment in the West Salt Lake community through changes in land use, improved public infrastructure and community investment to spur development that meets the community’s vision while maintaining the character of West Salt Lake’s existing stable neighborhoods.
- Protect and encourage ongoing investment in existing, low-density residential neighborhoods while providing attractive, compatible and high density residential development where needed, appropriate or desired.

- Recognize, develop and foster opportunities for unique, mixed use neighborhood and community nodes in West Salt Lake that reflect the diverse nature of the community and provide resources to allow for their growth.
- Recognize, develop and foster opportunities for regional nodes that strengthen the community's employment base while providing large-scale commercial retail and services for residents and employees of West Salt Lake.
- Make West Salt Lake a destination synonymous with recreation, trails, open space and the outdoors by celebrating and spotlighting the Jordan River, the Jordan River Parkway, the 9 Line and the community's parks and natural spaces.
- Enhance and expand the internal network of assets, nodes and resources ensuring that all residents and employees in West Salt Lake have access to goods, services and activities and the opportunity to walk or bicycle safely to them.
- Strengthen the connections both within West Salt Lake and between West Salt Lake and other parts of Salt Lake City by improving the community's gateways and corridors and strengthening the transportation network for all modes of travel.
- Maintain the stability of the industrial districts and the employment base in the community while incorporating appropriate land use buffers and urban design features to soften the transition between them and adjacent neighborhoods.
- Create a beautiful community with a system of guidelines to create and strengthen public spaces that will foster community interaction and pride and catalyze ongoing redevelopment and growth.

The *West Salt Lake Master Plan* is organized by "opportunities" or areas of change. Those opportunities are as follows: Neighborhoods, Nodes, Redwood Road, the Jordan River, the Surplus Canal, Industrial Districts and Public Spaces. Details about each chapter are found in the Planning Commission staff report dated February 12, 2014. Those opportunities are a reflection of community's areas of stability and areas of change. Because Glendale and Poplar Grove are both heavily established and stable single-family areas, the plan does not advocate for changes in those areas. Instead, staff worked with the community throughout the public process to determine how the areas of changes could accommodate the envisioned changes within in the community. The plan also looks at how the areas of change and stability interface. Finally, the plan analyzes the realities of having such a large, stable core against the needs and desires of the community for its future.

**IMPLEMENTATION:** This plan also represents a new approach to how the city implements master plans. Instead of looking at solely implementation timeframes, action items in the *West Salt Lake Master Plan* are assigned values based on four dimensions: an action's cost, time, staff time and community involvement. The intent is to provide a more realistic picture of the work involved in any given implementation step because in the past, the only measure of an action's success or failure in implementation has been its timeline.

For Salt Lake City's part, funding and support for implementation projects can come from a number of sources, including the capital improvement plan, community development grants, CDBG funding, and programs within the Housing and Neighborhood Development and Economic Development divisions. Implementation costs include not only the actual construction costs but also long term maintenance and projects that are likely to have significant ongoing costs are called out in the implementation table.

Additionally, the master plan specifically states that implementation of this plan is not just a city function, but a function of the private development community, stakeholders within the city, and, importantly, the residents and business owners of the community. Infrastructure improvements may be constructed through private development while public art programs and park maintenance may be distributed to community groups or individuals' volunteered efforts.

**PUBLIC PROCESS:** The creation of this master plan went through an extensive public engagement process beginning in early 2011. Planning staff attended a number of community events in the community, worked with the University of Utah's Westside Planning Studio on outreach and presented updates to the Glendale and Poplar Grove community councils. The Planning Division organized four public meetings within the community for the first half of the planning process. During the second half of the planning process, the Planning Division contracted Comunidades Unidas to help with public outreach.

Comunidades Unidas's work included focused discussions with their leadership groups, back-to-school nights, the school district's free lunch in the park program and door-to-door discussions within Glendale and Poplar Grove. CU focused their engagement on Spanish-speaking residents and used the opportunity to not only solicit feedback for the master plan but to explain some of the city's services regarding tenants' rights, zoning enforcement and community resources.

One of the most noteworthy public engagement techniques used was a city-organized "block party" at the intersection of Indiana Avenue and Navajo Street. The goal was to provide information and an informal forum for residents to ask any questions about the concepts in the master plan and the city's programs. It was also intended to show residents in the area how a node in their community could be transformed into an activity node and the benefits it could have for the neighborhood.

On February 12, 2014, the Planning Commission held a public hearing for the draft master plan at the Pioneer Precinct in the West Salt Lake Community. The Planning Commission took comment and delayed action until the March 12 meeting but they left the public hearing open for further comment. Staff made some changes to the master plan to reflect some of the comments from both the Planning Commission and the public. At that meeting, the Planning Commission forwarded a positive recommendation to the City Council.

## **TABLE OF CONTENTS**

- 1. CHRONOLOGY**
- 2. ORDINANCE**
- 3. CITY COUNCIL PUBLIC HEARING NOTICE**
- 4. PLANNING COMMISSION**
  - a. PLANNING COMMISSION PUBLIC HEARING NOTICE**
  - b. FEBRUARY 12, 2014 STAFF REPORT**
  - c. EXCERPT OF FEBRUARY 12, 2014 MINUTES**
  - d. MARCH 12, 2014 MEMO**
  - e. EXCERPT OF MARCH 12, 2014 MINUTES**
- 5. WEST SALT LAKE MASTER PLAN (APRIL 2014 DRAFT)**
- 6. PETITION INITIATION MEMO**

## **1. CHRONOLOGY**

**PROJECT CHRONOLOGY**  
**WEST SALT LAKE MASTER PLAN**  
**PLNPCM2010-00656**

October 5, 2010	Petition initiated by the Mayor's Office and delivered to Planning.
October 15, 2010	Project assigned to Nick Britton.
November 2, 2010	All community councils were notified that the process for updating the <i>West Salt Lake Master Plan</i> was going to begin.
January 25, 2011	Community-wide visioning workshop at the Pioneer Precinct.
March 7 – 16, 2011	Ongoing workshops with business owners in West Salt Lake.
April 28, 2011	Community-wide urban design workshop at the Lied Boys & Girls Club.
May 11, 2011	Briefing to Planning Commission.
May 17, 2011	Presentation to the Glendale Community Council.
May 25, 2011	Presentation to the Poplar Grove Community Council.
May 28, 2011	Staffed a booth for the master plan at the CommUNITY Fair at the Sorenson Multicultural and Unity Center.
June 1, 2011	Community-wide review of the draft vision and guiding principles at the Sorenson Multicultural and Unity Center.
August 10, 2011	Presentation to the Business Advisory Board.
September 27, 2011	Presentation of draft to community and discussion about goals, strategies and next steps in the process.
October 19, 2011	Presentation to the Glendale Community Council.
October 25, 2011	Staffed a booth at the Sorenson Multicultural and Unity Center's Halloween Carnival.

**PROJECT CHRONOLOGY (con.)**  
**WEST SALT LAKE MASTER PLAN**  
**PLNPCM2010-00656**

October 26, 2011	Presentation to the Poplar Grove Community Council.
November 5, 2011	Grand opening of the 9 Line.
November 9, 2011	Briefing to Planning Commission.
January 12, 2012	Open House at the City & County Building for the latest draft of master plan.
February 8, 2012	Presentation and update to the Business Advisory Board.
February 22, 2012	Presentation to the Poplar Grove Community Council.
February 29, 2012	Presentation to the Open Space Advisory Board.
March 14, 2012	Briefing to the Planning Commission.
March 21, 2012	Presentation to the Glendale Community Council.
June 10, 2012	Staffed a booth at the People's Market.
June 13, 2012	Planning Commission public hearing; the hearing was continued to the July 11 meeting.
July 11, 2012	Planning Commission public hearing; at the request of Councilmember LaMalfa, the item was tabled to determine ways to further engage the public.
July 9 – 19, 2013	Comunidades Unidas (CU) led outreach at the Salt Lake School District's free lunch program in Sherwood Park, Jordan Park and 1700 South River Park.
July 12 & 13, 2013	Community health fair at Horizonte School (CU).
July 18 & 19, 2013	Door-to-door outreach and networking (CU).

**PROJECT CHRONOLOGY (con.)**  
**WEST SALT LAKE MASTER PLAN**  
**PLNPCM2010-00656**

July 29, 2013	Staffed a booth at the Groove in the Grove at the Pioneer Precinct (CU and Planning Division).
July 31 & August 1, 2013	Outreach activities at Neighborhood House (CU).
August 20, 2013	Back to School Night at Guadalupe School (CU).
August 27, 2013	Back to School Night at Mountain View Elementary School (CU).
September 13, 2013	Outreach activities at Community Learning Center (CU).
September 28, 2013	West SLC Fest at Indiana Avenue/Navajo Street.
October 23, 2013	Draft of master plan forwarded to the Planning Commission for their review.
December 11, 2013	Planning Commission public hearing; item tabled to arrange for a Planning Commission meeting at a location in the project area.
February 12, 2014	Planning Commission public hearing. Hearing was continued until March 12 for a decision.
March 12, 2014	Continuation of Planning Commission public hearing. The Planning Commission voted to transmit a favorable recommendation to the City Council.
April 23, 2014	Briefing to the Planning Commission regarding the completed Implementation chapter.

## **2. ORDINANCE**

SALT LAKE CITY ORDINANCE

No. \_\_\_\_\_ of 2014

(Amending the West Salt Lake Master Plan)

An ordinance amending the West Salt Lake Master Plan pursuant to Petition No. PLNPCM2010-00656.

WHEREAS, the Salt Lake City Planning Commission held public hearings on February 12, 2014 and March 12, 2014 on an application submitted by Mayor Ralph Becker ("Applicant") to comprehensively update and amend the West Salt Lake Master Plan (Petition No. PLNPCM2010-00656), which plan was adopted by the Salt Lake City Council in 1995; and

WHEREAS, at its March 12, 2014 meeting, the planning commission voted in favor of forwarding a positive recommendation to the city council on said application; and

WHEREAS, after a hearing before the city council, the city council has determined that adopting this ordinance is in the best interest of the city.

NOW, THEREFORE, be it ordained by the City Council of Salt Lake City, Utah:

SECTION 1. Amending the West Salt Lake Master Plan. That the West Salt Lake Master Plan is amended to read and appear as provided in Exhibit "A" attached hereto.

SECTION 2. Effective Date. This ordinance shall become effective on the date of its first publication.

Passed by the City Council of Salt Lake City, Utah, this \_\_\_\_\_ day of \_\_\_\_\_,  
2014.

\_\_\_\_\_  
CHAIRPERSON

ATTEST AND COUNTERSIGN:

\_\_\_\_\_  
CITY RECORDER

Transmitted to Mayor on \_\_\_\_\_.

Mayor's Action: \_\_\_\_\_ Approved. \_\_\_\_\_ Vetoed.

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY RECORDER

(SEAL)

Bill No. \_\_\_\_\_ of 2014.  
Published: \_\_\_\_\_.

APPROVED AS TO FORM  
Salt Lake City Attorney's Office

Date: May 13, 2014

By: Paul C. Nielson  
Paul C. Nielson, Senior City Attorney

**3. CITY COUNCIL PUBLIC HEARING NOTICE**

## **NOTICE OF PUBLIC HEARING**

The Salt Lake City Council is considering Petition **PLNPCM2010-00656 – The West Salt Lake Master Plan**: A request by Mayor Ralph Becker to do a comprehensive review and update of the West Salt Lake Master Plan. The Master Plan guides the future development of the area between I-80 and SR201 and I-15 and I-215 and includes the Glendale and Poplar Grove Neighborhoods. The update to the West Salt Lake Master Plan will include land use and development policies that will help the Planning Commission and City Council make land use decision, formulate budgets and make future administrative and legislative decisions regarding the described area.

As part of their study, the City Council is holding an advertised public hearing to receive comments regarding the petition. During this hearing, anyone desiring to address the City Council concerning this issue will be given an opportunity to speak. The hearing will be held:

**DATE:**

**TIME:** 7:00 p.m.

**PLACE:** Room 315  
City & County Building  
451 South State Street  
Salt Lake City, Utah

If you have any questions relating to this proposal or would like to review the file, please call Nick Britton at 801-535-6107 between the hours of 8:00 a.m. and 5:00 p.m., Monday through Friday or via e-mail at [nick.britton@slcgov.com](mailto:nick.britton@slcgov.com).

People with disabilities may make requests for reasonable accommodation no later than 48 hours in advance in order to attend this hearing. Accommodations may include alternate formats, interpreters, and other auxiliary aids. This is an accessible facility. For questions, requests, or additional information, please contact the Planning Division at (801) 535-7757; TDD (801) 535-6021.

#### **4. PLANNING COMMISSION MATERIALS**

**4a. PLANNING COMMISSION PUBLIC HEARING NOTICE**

4770 S. 5600 W.  
P.O. BOX 704005  
WEST VALLEY CITY, UTAH 84170  
FED.TAX I.D.# 87-0217663  
801-204-6910

The Salt Lake Tribune  
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PROOF OF PUBLICATION

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CUSTOMER NAME AND ADDRESS	ACCOUNT NUMBER	DATE
PLANNING DIVISION,  451 SOUTH STATE STREET, ROOM 4  SALT LAKE CITY UT 84111	9	Notice of Public Hearing On Wednesday, February 12, 2014 the Salt Lake City Planning Commission will hold a public hearing to consider making recommendations to the City Council regarding the following petition:  West Salt Lake Master Plan - A request by Mayor Ralph Becker to do a comprehensive review and update of the West Salt Lake Master Plan. The Master Plan guides the future development of the area between I-80 and SR201 and I-15 and I-215 and includes the Glendale and Poplar Grove Neighborhoods. The update to the West Salt Lake Master Plan will include land use and development policies that will help the Planning Commission and City Council make land use decision, formulate budgets and make future administrative and legislative decisions regarding the described area. The Planning Commission seeks public input on the draft master plan prior to making a recommendation to the City Council at a later date. (Staff contact: Nick Britton at (801) 535-6107 or nick.britton@slcgov.com.) Case number PLNPCM2010-00656.

ACCOUNT NAME	
PLANNING DIVISION,	
TELEPHONE	ADORDER# / INVOICE
8015357759	0000935858 /
SCHEDULE	
Start 02/01/2014	End 02/01/2014
CUST. REF. NO.	
Plan Comm PH 2/12	
CAPTION	
Notice of Public Hearing On Wednesday, February 12, 2014 the Salt Lake City	
SIZE	
96 Lines	2.00 COLUMN
TIMES	RATE
2	
MISC. CHARGES	AD CHARGE
TOTAL COST	
245.00	

AFFIDAVIT OF PUBLICATION

AS NEWSPAPER AGENCY COMPANY, LLC dba MEDIAONE OF UTAH LEGAL BOOKER, I CERTIFY THAT of Public Hearing On Wednesday, February 12, 2014 the Salt Lake City Planning Commission will hold a public hearing FOR PLANNING DIVISION, WAS PUBLISHED BY THE NEWSPAPER AGENCY COMPANY, LLC dba M LAKE TRIBUNE AND DESERET NEWS, DAILY NEWSPAPERS PRINTED IN THE ENGLISH LANGUAGE W PUBLISHED IN SALT LAKE CITY, SALT LAKE COUNTY IN THE STATE OF UTAH. NOTICE IS ALSO POST AS THE FIRST NEWSPAPER PUBLICATION DATE AND REMAINS ON UTAHLEGALS.COM INDEFINATELY. COMPLIES WITH UTAH DIGITAL SIGNATURE ACT UTAH CODE 46-2-101; 46-3-104.

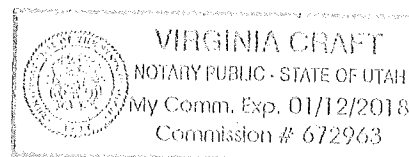
Start 02/01/2014 End 02/01/2014

PUBLISHED ON

SIGNATURE

DATE 2/3/2014

THIS IS NOT A STATEMENT BUT A "PROOF OF PUBLICATION"  
PLEASE PAY FROM BILLING STATEMENT



Virginia Craft  
NOTARY SIGNATURE

The public hearing will begin at 5:30 p.m. in room B of the Pioneer Predict 1040 W 700 S, Salt Lake City, Salt Lake City, UT. For more information or for special ADA accommodations, which may include alternate formats, interpreters, contact auxiliary aids or additional information, please contact Michael Stott at 801-535-7976 or call TDD 801-535-6220.

935858 UFXLP

**4b. FEBRUARY 12, 2014 STAFF REPORT**

# PLANNING COMMISSION STAFF REPORT

## West Salt Lake Master Plan February 12, 2014 Petition #PLNPCM2010-00656



Planning Division  
Department of Community and  
Economic Development

**Applicant:**

Mayor Ralph Becker

**Staff:**

Nick Britton, 801-535-6107  
nick.britton@slcgov.com

**Council District:**

Council District 2, represented  
by Kyle LaMalfa

**Community Councils:**

Glendale, Poplar Grove

**Attachments:**

- A. *West Salt Lake Master Plan*  
Draft
- B. Comunidades Unidas Public  
Engagement Report
- C. Public Process Materials
- D. Proposed Zoning District  
Analysis Areas

### ***Request***

A request by Salt Lake City Mayor Ralph Becker to update the *West Salt Lake Community Master Plan*, adopted in 1995.

### ***Recommendations***

Based on the findings of this staff report, staff recommends the following:

1. The Planning Commission forward a positive recommendation to the City Council to adopt the drafted *West Salt Lake Master Plan*;
2. That the Planning Commission initiate a petition to begin analysis of the areas identified in this report with the goal of potentially rezoning those areas to implement the recommended land use changes of this plan; and
3. That the Planning Commission initiate a petition to begin analysis of existing zoning designations within the city to determine potential ordinance changes to help implement the recommended zoning changes in this plan.

This recommendation is made based on the following:

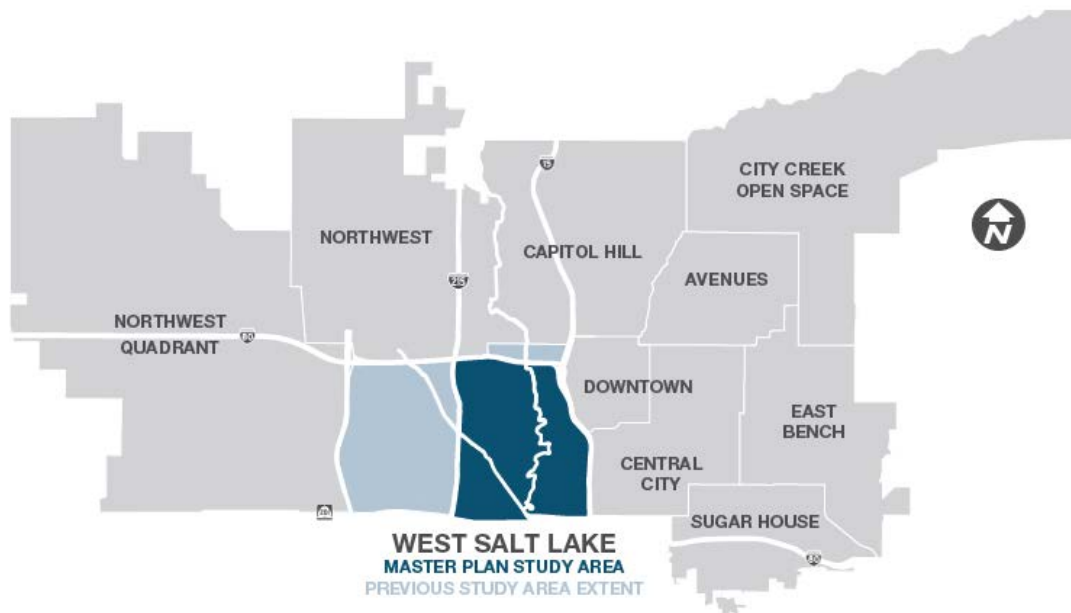
1. The proposed *West Salt Lake Master Plan* is consistent with citywide policies found in the documents discussed in this staff report.
2. The proposed master plan is an update of the existing *West Salt Lake Community Master Plan* of 1995;
3. The proposed master plan is consistent with the feedback received during the public process from residents, property owners, business owners and other stakeholders of the West Salt Lake community;
4. The proposed master plan includes best practices to guide development and policy decisions with regard to land use, urban design and transportation; and
5. The proposed master plan furthers the purposes of Title 21A of City Code.

### ***Recommended Motion***

Based on the findings listed in the staff report as summarized in items 1 through 5 above, testimony and plans presented, I move that the Planning Commission:

- a. Transmit a favorable recommendation to the City Council relating to Petition PLNPCM2010-00656, a request by Mayor Ralph Becker to update the *West Salt Lake Master Plan*;
- b. Initiate petitions as outlined in Exhibit "D" for staff to begin analysis of the areas identified in this report with the goal of potentially rezoning those areas to implement the recommended land use changes of this plan; and
- c. Initiate a petition to begin analysis of existing zoning designations within the city to determine potential ordinance changes to help implement the recommended zoning changes in this plan.

## Study Area Information



The study area for the *West Salt Lake Master Plan* includes 3,000 acres of land. Its northern boundary is I-80 and its southern boundary is the city's border with West Valley City. The western boundary is I-215 and the eastern boundary is I-80/I-15. The 1995 *West Salt Lake Master Plan* included both the Euclid neighborhood (the area between North Temple and I-80) and the industrial area west of I-215. The 2012 draft of the plan included the latter area as well but it was decided that the industrial areas of the city might be better served with their own master plan. The Euclid neighborhood, on the other hand, was included in the *North Temple Boulevard Plan* and was therefore excluded in the updated *West Salt Lake Master Plan*.

To get a better understanding of the West Salt Lake community, the following are some brief land use and demographic statistics.

Land Uses (as percent of total land)	
Residential Zoning	34%
Residential Land Uses	32%
Commercial Zoning	18%
Commercial Land Uses	12%
Industrial Zoning	30%
Industrial Land Uses	29%
Open Space Zoning	11%
Open Space Land Uses	10%
Institutional Zoning	7%
Institutional Land Uses	6%
Vacant Land	11%
Residential Zoning	
Single-Family	89%
Two-Family	2%
Multi-Family	9%

Demographics ( <i>West Salt Lake &amp; Salt Lake City; 2010 Census</i> )		
	W. Salt Lake	Salt Lake City
Total Population	24,523	186,440
White (percent of total)	51%	75%
Black	4%	3%
Asian	4%	4%
Native American/Alaskan Native	2%	1%
Native Hawaiian/Pacific Islander	7%	2%
Other Race	27%	11%
Two or More Races	5%	4%
Hispanic/Latino, any race	53%	22%
Male / Female	52% / 48%	51% / 49%
Median Age	27	31
Household Size / Family Size	3.6 / 4.1	2.4 / 3.2

The key points about the land use are that almost two-thirds of the land area in West Salt Lake is zoned and used for either residential or industrial. The residential land uses are overwhelmingly single-family residential from a zoning standpoint and there are very few multi-family developments within the community.

From a population standpoint, West Salt Lake is more diverse than the city (minority populations represent a higher percentage of the total) and younger than the city. Additionally, West Salt Lake families and households are both nearly a full person larger than the city overall.

## ***Project Description***

### **Background Information**

The current *West Salt Lake Master Plan* was adopted in 1995. A previous effort to update the master plan was initiated in 2006 and a draft was completed, but that draft was neither reviewed nor adopted by the City Council. In late 2010, Planning staff began working on the update again. However, it was determined that the entire process should be restarted to reflect changes in policy and land uses over the previous five years and to get more public input.

A new draft was taken to the Planning Commission in the summer of 2012. At that time it was decided that the Planning Division should engage the community further and focus on groups that may have not participated in the process the first time around. An organization named Comunidades Unidas was contracted to engage the public through various events during the summer of 2013. These events included focused discussions with their leadership groups, back-to-school nights, the school district's free lunch in the park program and door-to-door discussions within Glendale and Poplar Grove. The resulting document is attached to this staff report (Attachment "B"). CU focused their engagement on Spanish-speaking residents and used the opportunity to only solicit feedback for the master plan but to explain some of the city's services regarding tenants' rights, zoning enforcement and community resources.

### **Planning Process**

In addition to the public meetings and engagement activities conducted in 2011 and 2012, Planning staff worked with CU and other city departments to further engage the public and flesh out the elements of the plan. One of the biggest was the West SLC Fest, held on September 28 at the Indiana Avenue and Navajo Street node. The goal of the event was to show community members what implementation of the plan could look like and raise awareness of the master plan process and other events in the city. Approximately 500 people attended

the event from the neighborhood and surrounding communities. A majority of the people who Planning staff met and spoke to had never heard of the *West Salt Lake Master Plan* which allowed staff to greatly expand the reach of the planning process and size of the contact list for the plan. All materials were printed in both English and Spanish.

## Master Plan Summary

The *West Salt Lake Master Plan*'s vision is as follows:

West Salt Lake will be:

- A seamless pattern of stable residential neighborhoods;
- A growing and diverse collection of commercial and neighborhood centers and thriving recreational assets;
- Home to a diverse mix of people, cultures and businesses that form a network of neighborhood destinations for residents;
- Clearly connected to the rest of Salt Lake City through a variety of reliable transportation modes that give residents convenient options for getting around;
- Home to numerous retail and service options from a mix of commercial types;
- The primary destination in Salt Lake City for river recreation, active parks and a variety of public spaces;
- Home to eclectic neighborhoods that celebrate a shared history and character through growth of neighborhood and community nodes;
- Home to distinct community and cultural assets that provide social services, employment opportunities of all types, and educational and recreational opportunities; and
- Home to a healthy and diverse industrial business community that provides a growing employment and economic base for Salt Lake City.

*Above all, West Salt Lake will be a beautiful, safe and sustainable place for people to live, work and have fun.*

The vision will be realized through the achievement of the goals set forth in the *West Salt Lake Master Plan*, which are to:

- Promote reinvestment and redevelopment in the West Salt Lake community through changes in land use, improved public infrastructure and community investment to spur development that meets the community's vision while maintaining the character of West Salt Lake's existing stable neighborhoods.
- Protect and encourage ongoing investment in existing, low-density residential neighborhoods while providing attractive, compatible and high density residential development where needed, appropriate or desired.
- Recognize, develop and foster opportunities for unique, mixed use neighborhood and community nodes in West Salt Lake that reflect the diverse nature of the community and provide resources to allow for their growth.
- Recognize, develop and foster opportunities for regional nodes that strengthen the community's employment base while providing large-scale commercial retail and services for residents and employees of West Salt Lake.
- Make West Salt Lake a destination synonymous with recreation, trails, open space and the outdoors by celebrating and spotlighting the Jordan River, the Jordan River Parkway, the 9 Line and the community's parks and natural spaces.

- Enhance and expand the internal network of assets, nodes and resources ensuring that all residents and employees in West Salt Lake have access to goods, services and activities and the opportunity to walk or bicycle safely to them.
- Strengthen the connections both within West Salt Lake and between West Salt Lake and other parts of Salt Lake City by improving the community's gateways and corridors and strengthening the transportation network for all modes of travel.
- Maintain the stability of the industrial districts and the employment base in the community while incorporating appropriate land use buffers and urban design features to soften the transition between them and adjacent neighborhoods.
- Create a beautiful community with a system of guidelines to create and strengthen public spaces that will foster community interaction and pride and catalyze ongoing redevelopment and growth.

Unlike the 2012 draft of the *West Salt Lake Master Plan*, which was organized into land use chapters, the current draft is organized by “opportunities.” The chapters, the vision statements and some of the key concepts are listed below.

### ***Neighborhoods***

*The established and stable neighborhoods of West Salt Lake will remain the core of the community, retaining traditional development patterns while also providing new housing opportunities.*

Because West Salt Lake's physical core is almost entirely residential and because that residential is, in turn, almost entirely single-family, the growth in the community has to come from the edges. However, the neighborhoods themselves present some opportunities for growth but that growth is anticipated to be minor, in the form of infill development, accessory dwelling units and similar types of development. Zoning changes were also recommended to explore development options on some of the larger West Salt Lake lots.

Development within neighborhoods should also honor the traditional development patterns of Glendale and Poplar Grove which are generally similar in nature. While there is some variation in the size of blocks and the parcels, there are certain development standards—bulk, height, setbacks, etc.—that should be honored regardless of the type of development.

### ***Nodes:***

*West Salt Lake is populated with neighborhood, commercial and regional nodes that provide the community with a variety of housing options, increase the stability of the existing residential neighborhoods by providing the necessary daily or discretionary retail and service options and provide opportunities for employment within the community. These nodes are scaled and designed to be consistent with the existing fabric of the community where necessary. They also have the framework necessary to be sustainable and efficient as part of a growing network of transportation options and, along with recreation nodes scattered about the community, are attractive destinations for the community's residents and visitors from elsewhere outside the area.*

The *West Salt Lake Master Plan* provides a hierarchy for nodes as a means of understanding the development limitations and pressures that generally apply to any given intersection. As a result, future development at these intersections can be guided not only by zoning regulations but by design standards and other policies related to concepts such as transportation, sustainability and connectivity. The four basic node types are neighborhood, community, regional and recreational. The first three nodes are classified based on various factors that can be ultimately be boiled down to the “size” of an intersection: the physical dimensions of the node, the physical dimensions of the buildings, the potential impact on neighboring uses, the intensity of the land uses, and the draw of those uses (how far people travel to go there).

Neighborhood nodes draw from the surrounding residents and the access is generally by walking or bicycling. As a result there is less parking, and the buildings are smaller, built to the sidewalk and designed to fit in with the surrounding single-family (or small-scale multi-family) properties that abut the node. The retail options cater to daily needs and smaller, but more frequent, shopping trips or services that are smaller scale. Small offices, cafes and salons are options for type of node. There is sometimes a residential component to neighborhood nodes but it is limited to small-scale housing such as second-floor apartments or live/work units.

Community nodes are generally more intense in terms of activity and land uses but not necessarily larger in size. The businesses, offices and services at these nodes will attract people from a larger area and more people will drive or take transit to these destinations. The residential component of community nodes is usually more significant as well. Other uses that may be seen at community nodes that are not always appropriate at neighborhood nodes include community services such as libraries, recreation centers and social services that attract people from a larger area. At least one of the roads at a community node should be a major thoroughfare.

Regional nodes are considerably more intense than other nodes and are normally located outside of the residential core of a neighborhood. The intensity of uses—including large-scale residential complexes, large offices and major retailers—and the traffic they create necessitate good access by road and transit but pedestrian and bicycle access needs to be incorporated into the design. There can be one or two primary uses—a large office complex, a major multi-family residential development, etc.—and a number of complementary uses such as restaurants, gyms or grocery stores. One road of the intersection will be a major thoroughfare, but it is more likely that both roads will be arterials. Highway access is also a benefit since the draw for these nodes is regional.

Recreational nodes are less defined by their overall development and more with the ways in which secondary uses complement the primary use (open space). The size and location of recreation nodes is also more fluid and not necessarily tied to the intersection of two streets.

One of the key aspects of the discussion of nodes within the plan is how they connect to the rest of the city, particularly to Downtown. Because of the limited routes into and out of the community, and the impact of the railroad on those routes, there needs to be considerably more attention given to improving them. Increasing traffic to the nodes—ie, increasing the number of attractors within the community—is one way to draw more attention to the quality of the connections. Improvements can be made to the physical roadways, the surrounding land uses and right-of-way features and the transit options.

### ***Redwood Road***

*Redwood Road is a safe, attractive and welcoming public space for automobiles, bicyclists, pedestrians and transit users that provides access to a variety of retail, service, employment and housing options to the residents of Glendale, Poplar Grove and residents of other parts of the Salt Lake Valley.*

Redwood Road is considered a major opportunity in West Salt Lake because, based on the importance of the road, its proximity to the residential core and the available land area, it is underdeveloped. The west and the east sides of the road present different development obstacles and are thus treated separately in the plan. Historically, the west side has been defined by industrial and heavy commercial uses. More recently, there has been more suburban, strip commercial development, especially between Indiana Avenue and California Avenue. The east side has some heavier commercial uses but is primarily regional commercial and there are small pockets of residential land uses, mostly to the north. The road is bisected by the Surplus Canal which also acts as a border between the develop styles and the proximity of single-family residential properties. As a result, the east side of Redwood Road to the south of the community can provide more room for large developments and regional nodes. North of the Surplus Canal, Redwood Road properties often abut single-family zones and the development should be limited in size and intensity but still provide services that are expected on a street of

this size. The exception is 400 South, where the proximity to I-80 and the size of the properties make it appropriate for a small regional node

Given the existing, legally nonconforming uses on the west side of the road, no residential development should be permitted on the west side of the road. There were community concerns about some of these uses but they are legally allowed to continue operation. There are two strategies put forward in the plan to mitigate the impacts of industrial properties on the residential ones to the east. The first is to change the zoning on the frontage properties on the west side of Redwood Road to a less intense commercial uses. Currently the zoning is Corridor Commercial (CC) but the CC zone is not as restrictive as other zones are. Additionally, many of the properties are split-zoned which does not fully solve the issue. The second strategy is to change the zoning for the remaining properties from industrial to a industrial park style of zoning. None of the existing zoning designations capture the concept so it is likely that a new zoning district or a major text change to the existing district is necessary.

Transportation is another issue along Redwood Road. UDOT is in the process of upgrading the pedestrian and bicycle facilities but transit is limited and it is still very automobile-oriented. It should be noted that Redwood Road works very well as it was designed; it was intended to be a major arterial throughout the valley. But there are ways to make it safer and more accommodating for all types of transportation modes. Pedestrian amenities such as proper crosswalks and pedestrian medians are sorely lacking. Installation of well-designed, upgraded facilities for pedestrians and bicycles can not only make it safer for all users but more visually appealing as well. It is a gateway for the neighborhoods, the West Salt Lake Community, the industrial area west of Redwood Road and, finally, Salt Lake City because of its proximity to the airport, I-80 and Highway 201. It should be presented to welcome all travelers.

### ***The Jordan River***

*The Jordan River continues to be the ecological, environmental and recreational heart of West Salt Lake. The stretch of the river within the community and the Jordan River Parkway alongside it are unlike any others in the Salt Lake Valley.*

The Jordan River and the Jordan River Parkway were two of the most frequently cited assets of West Salt Lake. One primary goal for the river is to preserve its character while promoting more recreational uses in the corridor and increasing awareness of the river. It was considered an underutilized asset due to ongoing negative perceptions of the river and a lack of focus on its qualities. There is a definite need to “market” the river and celebrate its potential. More identification from the street, urban design and river-related signage and festivals are all potential avenues for celebrating the river. At the same time, there is a need to safeguard the river and the corridor from encroachments from abutting properties. Another consideration is safety. Lighting along the trail continues to be an issue; more is needed but it should be designed to avoid affecting the rest of the corridor. The conflicts between different types of users came up in various conversations and it highlighted access concerns and the need for multigenerational amenities.

### ***The Surplus Canal***

*The Surplus Canal is an active public space providing new recreational opportunities for West Salt Lake residents and employees without interfering with the canal’s primary function as a flood control utility. With the addition of a Surplus Canal trail corridor, West Salt Lake has become the hub of the city and region’s bicycle and pedestrian trail network.*

The Surplus Canal is an opportunity because it is an underused recreational corridor. Because of its primary utility purpose, the options are limited for development, but it has the potential to be a major link of the regional trail network by connecting the Jordan River Parkway, the 9 Line and the Airport Trail and adding a trail in part of the city that has no trails right now. Because it crosses major roads within the community, there is also a

possibility of adding small recreation nodes along the corridor and using public artwork and wayfinding to highlight the Surplus Canal and highlight the industrial nature of the trail corridor as a unique piece of the trail network.

### ***Industrial Districts***

*As vital elements of Salt Lake City's long-term economic health, West Salt Lake's industrial districts remain instrumental in providing employment opportunities for the region. The districts are home to a collection of well-designed buildings and public spaces that have a minimal negative impact on the rest of the community.*

Because of the historical development of West Salt Lake, industrial land uses will likely continue to play a part in the development and character of the community. The opportunities within these industrial districts are to limit the negative impacts of current and future development through restrictions on the type of uses and the design of new development. There are three districts defined in the *West Salt Lake Master Plan*: the 700 West Corridor, West of Redwood Road and 1700 South to Highway 201. The latter two are similar in that they are separated to some extent from the rest of the community (by major roads). 700 West, however, is less defined and in some places lacks a distinct boundary between single-family residential and industrial uses. The *West Salt Lake Master Plan*'s Industrial Districts chapter deals with only the 700 West Corridor and the 1700 South to Highway 201 because the remaining district is contained in the Redwood Road chapter.

### ***Public Spaces***

*West Salt Lake's public spaces—from the community's streets, sidewalks and gateways to its parks and plazas—are beautiful, safe, well-designed, comfortable and active places that encourage social interactions buoy the community's pride and foster ongoing engagement between the city and its residents. When visitors enter the community via any street and by any mode of transportation, they immediately appreciate how diverse West Salt Lake is and how valuable its natural, recreational and cultural assets are.*

The Public Spaces chapter is more general because it has applications in all of the previous chapters. The main focus is defining what public space is and explaining that it includes sidewalks, streets and other areas outside of the “open space” definition. The form and function of public space is a major topic, including the programming of space, the urban design considerations and how bad or underutilized spaces can be reinvented.

With regard to parks, there is discussion about adding new facilities in existing parks and creating new parks in the form of pocket parks. Pocket parks are lacking in West Salt Lake. While there is a significant amount of green space in the community, and 85 percent of residents live within a quarter-mile of a park, there are some gaps that can be filled with new parks. Pocket parks are also a good way to increase community stewardship and create opportunities for community members to implement pieces of the master plan on their own.

As with any new construction of city facilities, there is the consideration of long-term maintenance of the parks' infrastructure and amenities, whether they are pocket parks or modifications to existing parks. This applies to the trails along the Jordan River and the Surplus Canal as well.

## ***Analysis and Findings***

### ***Analysis***

Salt Lake City does not have specific standards for master plan amendments. The proposed *West Salt Lake Master Plan* was weighed against land use policies in the following documents:

- *Salt Lake City Futures Commission Report* (1998)
- *Salt Lake City Urban Design Element* (1990)

- *Salt Lake City Community Housing Plan* (drafted 2010; currently under review with City Council)
- *Salt Lake City Transportation Master Plan* (1996)
- *Salt Lake City Bicycle and Pedestrian Master Plan* (1994)
- *North Temple Boulevard Station Area Plans* (2010)
- *Blueprint Jordan River* (2008)
- *Wasatch Choices 2040* (2011)

## **Salt Lake City Futures Commission Report (1998)**

The *Salt Lake City Futures Commissions Report* is a citywide document that includes generalized recommendations grouped by subcommittee reports. A selection of the statements found in these reports is discussed within the context of the *West Salt Lake Master Plan*.

### **Arts and Culture**

An overarching theme of the guiding principles found in the “Arts and Culture” report is the emphasis on diversity as a critical piece of the City’s identity. In particular, the following principles echo the feedback staff heard throughout the master planning public process:

- *Regard cultural facilities and events as opportunities to improve the quality of life for our citizens and to build an improved sense of community.*
- *Regard the landscape with respect and reverence for history, culture, nature, and beauty in all its definitions.*

Community members repeatedly stated that the cultural diversity of West Salt Lake was one of its most important characteristics and that this diversity was reflected in a number of its tangible assets, such as the large parks and recreation choices, the opportunities for community gathering (festivals, the farmers’ market, etc.) and the number of languages spoken in the community. The community’s overall vision was to emphasize the cultural diversity and make it part of the community’s identity by highlighting and marketing it. The International Peace Gardens, for example, are a regional asset in the heart of West Salt Lake but residents felt that they were relatively unknown to many of the City’s residents. Another example was the Jordan River, which is not only a significant natural and recreational facility but one unique to the area west of I-15. Recommendations in the *West Salt Lake Master Plan* such as strengthening the community’s identity through more organized community events and making tangible improvements such as banners advertising events and assets, are intended to increase awareness of and pride in West Salt Lake’s cultural assets.

### **Built Environment**

There are a number of topics—summarized as assertions—that are specifically relevant to the goals of this master plan: the transportation system, urban design, design standards, natural setting, safety and mixed use.

- *Assertion A: An integrated transportation system, including alternative modes of transportation such as pedestrian ways, bicycles, mass transit, freight vehicles, and personal automobiles ensures the enjoyable and efficient movement of people and products into and within the city.*

One of the issues frequently cited during the public process was the frustration with movement in and out of West Salt Lake due to community’s location between major highway and railway corridors. While the locations of both corridors are relatively fixed and offer few solutions, a better transportation network can alleviate some of the related problems. The master plan focuses on providing quality opportunities for pedestrian and bicycle travel that safely coexist with automobile traffic by recommending major improvements to existing options (the Jordan River Parkway, the 9 Line Trail) and new facilities (Surplus Canal Trail, Redwood Road bicycle lanes).

With a limited number of connections between West Salt Lake and other parts of the city, emphasis was placed on improving the connections and gateways.

- *Assertion B: Urban design focuses first on the needs of pedestrians and bicyclists, second on mass transit, and third on the automobile; public transit systems such as light rail and user friendly and design with the pedestrian in mind; and all citizens have access to public transit within 1,200 feet of their homes.*
- *Assertion C: The city is designed to the highest aesthetic standards and is pedestrian friendly, convenient, and inviting.*

Urban design was a high priority of the master planning process and many of the ideas for the future staff heard from residents and stakeholders focused on creating a more attractive community. The urban design recommendations for Glendale and Poplar Grove—particularly those in neighborhood centers and corridors—were written specifically to foster a safer and more inviting environment for pedestrians and bicycles. The goal of these recommendations is to provide options for residents and encourage walking and bicycling as a viable means of commuting. Many urban design elements serve two goals: improving safety while creating a more attractive built environment (e.g., medians can help slow automobile traffic while providing opportunities for landscaping). It is unlikely that all citizens of West Salt Lake will have convenient public transit access but with recommendations of streetcar service on 900 South and bus rapid or light rail transit on Redwood Road, as well as improved connections to North Temple's TRAX stations, movement in that direction is encouraged.

- *Assertion K: We work to preserve and provide access to sensitive habitat, riparian zones, and high quality open space—both natural and manmade. Urban design is sensitive to and takes advantage of our spectacular natural setting.*

Open space and recreation opportunities are plentiful in West Salt Lake and were the most commonly identified asset in the community. The master plan provides direction on balancing the two types of open space, especially along the Jordan River where it has been recommended that undeveloped land along its banks not only remain open space but be evaluated to identify opportunities for habitat conservation. One of the themes of the *West Salt Lake Master Plan* is that the community is unique in both the amount of variety of open space and recreation opportunities, but that new opportunities should consistently be identified and developed.

- *Assertion L: People and neighborhoods are safe. Citizens have a sense of well being so that they feel comfortable using parks, sidewalks and open space.*

Safety in West Salt Lake was consistently mentioned as a concern. Many residents cited certain areas or conditions that were unsafe. Two examples were the Jordan River Parkway and Redwood Road. Lighting was the main issue along the Jordan River, and on Redwood Road the issue was the lack of pedestrian infrastructure. Specific recommendations have been made to address both of these concerns: better lighting technology that reduces vandalism and tampering along the river and in parks and installation of sidewalks, bicycle lanes and improved crossings along Redwood Road.

- *Assertion M: There is a mix of housing types, densities, and costs so that people of various economic groups can co-exist. Services for those less fortunate are seen as a positive attribute and are nurtured within our community.*

Since Glendale and Poplar Grove are both overwhelmingly single-family and low-density, a deliberate focus of the *West Salt Lake Master Plan* is preserving the stability and character of the existing single-family neighborhoods. Residential growth would result from more density through the addition of a variety of housing

types in specific areas. This master plan identifies opportunities for higher, appropriate density along corridors such as California Avenue, 900 West and Redwood Road in a variety of housing types and costs. That additional density would be complemented with retail and service options that provide access to basic needs such as health services, daycare and grocery stores without need of a personal automobile. In addition, West Salt Lake is already home to a number of community and social programs; providing opportunities for housing near these can also help achieve Assertion M.

### **Economics**

Expansion of commercial options is a key element of the *West Salt Lake Master Plan* with the understanding that the overall population of the community plays a role in the amount of retail and service options. By establishing mixed use zoning and additional density, the City can provide the framework for increasing the population and providing more flexibility in commercial development. The “Economics” section of the *Salt Lake City Futures Commission Report* recommends that the City “recognize that... planning and zoning functions are important economic development tools” such as “mixed use developments of sufficient density to foster a healthy and complementary mix of businesses and residents.” In addition, the importance of small neighborhood business is highlighted in both the “Economics” report and the master plan. While Redwood Road is built to provide larger, community-sized retailers and services, neighborhood corridors like 900 West, 400 South, Indiana Avenue and California Avenue are appropriate for small businesses. As an example, staff believes establishment of a small business incubator on 900 West near 800 and 900 South could potentially provide impetus for long-term growth in that neighborhood center.

### **Natural Environment**

Many of the recommendations in the “Natural Environment” report are general recommendations for citywide issues such as air quality and water quality. The water quality recommendations play a specific role in West Salt Lake because of the Jordan River. While the *West Salt Lake Master Plan* does not directly address water quality, it recommends that the City’s participation in regional watershed preservation and planning efforts. Additional focus on the Jordan River in terms of development and expanded or improved recreational opportunities may also catalyze participation in those efforts by residents and stakeholders.

Many of the “Open Space” recommendations in this report are in harmony with recommendations in the *West Salt Lake Master Plan*. For example:

- *Protect open space from encroachment by development and from degradation by abuse or overuse.*
- *Acquire and develop additional football, soccer, baseball, and other playing fields, and recreational infrastructure.*
- *Develop linear parkways connecting parks, playing fields, and recreational amenities in the city to provide access for pedestrians and bicycles.*
- *Design parks, playing fields, and recreational amenities that embody crime prevention principles.*

Additional opportunities in the community’s major parks, such as Sherwood, 9th South, Jordan and 17th South, can include any number of options, and it is recommended that the City work with the community to determine the most desirable or appropriate approach. Establishment of the 9 Line Trail (which will have its own master plan), a complete Jordan River Parkway, and a Surplus Canal Trail between the Airport and 2100 South provide access for pedestrians and bicyclists for recreation opportunities throughout the City. West Salt Lake is the nexus for this network and the *West Salt Lake Master Plan* acknowledges the importance of this in terms of recreation for all City residents.

## Neighborhoods

The anticipated growth of Salt Lake City in the coming years means that special attention should be paid to existing neighborhoods. The policies of the *West Salt Lake Master Plan* with regard to residential development ensure that the stable single-family neighborhoods are preserved. Higher density development should be concentrated along the corridors and at the nodes. The goals of the “Neighborhoods” report strive towards neighborhoods that are: family- and youth friendly, diverse, safe, composed of well-maintained homes and infrastructure, in close proximity to open space and services, and designed for all modes of transportation. Each of these goals is reflected heavily in the recommended policies and strategies of the master plan. To achieve the vision for the future that residents have, additional population growth is necessary. Since West Salt Lake has well-maintained neighborhoods with high ownership rates, the master plan’s job is to guide new development so that it is respectful of those neighborhoods while still providing the necessary environment for growth.

## Social Environment

The “Social Environment” report addresses “everything in our society that improves our lives, expands our minds, and helps us be healthy, caring, educated and productive citizens.” The report stresses that Salt Lake City should value all of its citizens by providing neighborhood resource centers, promoting volunteerism and community involvement and expanding recreational opportunities. The *West Salt Lake Master Plan* provides a framework for engaging residents in their community, namely by encouraging the city to provide resources to help them establish identities for the neighborhoods, market the community’s assets, and grow its identity. Additionally, it is important to continue engaging residents and stakeholders in future city efforts, such as the recommendation that future additions to West Salt Lake parks be done through a public process.

One of the larger social issues that came up in the process is the so-called “east/west divide,” a reference to a perceived socioeconomic division between neighborhoods west of I-15 and those to the east. Residents from both sides of the interstate raised this issue particularly when it came to perceptions of West Salt Lake and the lack of the rest of Salt Lake City has regarding West Salt Lake assets. The *West Salt Lake Master Plan* attempts to address the issue in two specific ways. The first is through changes to the built environment. Residents expressed their concerns regarding the condition of the community’s gateways a number of times, particularly on roads that lead directly to the identified assets. 900 South and 1300 South are two good examples. The rights-of-way themselves has issues (the underpass and the overpass, respectively) and the land uses are not, in their words, “welcoming” or “attractive.” Reworking the zoning districts in those gateway areas and improving the public spaces along those routes can soften the transition between the east side and west side of the interstate and redefine the first impression some may have when they enter.

The second method the plan employs to address the east/west divide is through citywide programmatic efforts. The plan recommends that the city undertake marketing efforts to raise awareness of the Jordan River and the International Peace Gardens, among other assets. Additionally, money can be spent on strengthening the business districts and improving the infrastructure and amenities within the nodes within the community which, in turn, will raise awareness of those assets and draw more people to the community. The stronger those draws and the community’s identity both are, the smaller the part that the east/west divide will play in the future of Salt Lake City.

The plan does not directly address one of the primary causes of the division: the railroad corridor. The efforts made in the past decade have narrowed the corridor and improved its efficiency, but the fact remains that it is a significant physical obstruction that plays a role in the division of not just West Salt Lake and the “east side” but West Salt Lake and the Euclid, Fairpark and other neighborhoods to the north (due to the South Temple railroad corridor). Improving the gateways and strengthening the connections via programmatic and marketing efforts can help, however, in lessening that impact.

## Salt Lake City Urban Design Element (1990)

The *Salt Lake City Urban Design Element* defines the urban design objectives for the City and sets forth goals to address the City's future character. Its policies are citywide, but they can be applied to the community level. For example, gateways are considered important because "they provide visitors and residents with their first visual impression" of an area. One of the most frequent topics in public meetings stemmed from residents' unhappiness with the state of some of West Salt Lake's gateways, especially the ones on the east end of the community. Gateways were important enough to warrant their own section in the *West Salt Lake Master Plan* as part of the "Community Identity" chapter. Visual improvements at I-15, I-80 and Highway 201 gateways and industrial gateways—at Redwood Road and I-15—are highlighted in the *Urban Design Element* and suggested steps include:

- *Implement site and building design standards in industrial areas;*
- *Initiate an industrial area redevelopment plan addressing the visual and functional role of these areas;*
- *Reexamine the role of inner-city industrial activities... [and] consider moving the undesirable uses to area where they would be more appropriate; and*
- *Evaluate existing land use intensities and development.*

Each of these suggestions is covered in the master plan's policies for the industrial areas of West Salt Lake. Those policies include design standards for manufacturing uses east of I-215, redevelopment of industrial areas along 700 West to those more appropriate for these gateway areas, and re-analysis of the uses allowed in the light manufacturing districts to ensure the most intense uses are west of I-215.

Other policies in the *Urban Design Element* that are echoed in the master plan include the use of streets as open space, treatment of key thoroughfares (such as Redwood Road and 900 West) as "boulevards" with consistent streetscape themes," and establishing different types and styles of infrastructure, such as street lights, for different types of corridors and nodes.

## Salt Lake City Community Housing Plan

The goal of the *Salt Lake City Community Housing Plan* is to enhance, maintain and sustain a livable community through a wide range of housing choices and mixed use design. Key concepts in the plan include:

- *Foster and celebrate the urban residential tradition;*
- *Respect the character and charm of predominately residential districts, including those with historic character and qualities, while also providing opportunities for the provision of local goods and services easily accessed by neighborhoods;*
- *Promote a diverse and balanced community by ensuring that a wide range of housing types and choices exist for all income levels, age groups, and types of households;*
- *Develop new housing opportunities throughout the City;*
- *Ensure that affordable housing is available in all neighborhoods and not concentrated in a few areas of the City;*
- *Emphasize the value of transit-oriented development, transit accessibility and proximity to services;*
- *Recognize that residents, business owners, and local government all have a role to play in creating and sustaining healthy neighborhoods;*
- *Create an appropriate balance of rental and ownership opportunities in neighborhoods without jeopardizing an adequate supply of affordable housing; and*
- *Strongly incentivize or require the use of green building techniques and sustainability practices in public and private housing developments.*

The *West Salt Lake Master Plan* includes a number of policies and strategies that support the above concepts. The development policies aim to foster mixed use development which provides a variety of housing types with immediate access to commercial retail and services. Additionally, the recommended land use changes are intended to respect the existing neighborhood character of Glendale and Poplar Grove while introducing new housing in appropriate densities, whether its infill housing throughout the neighborhoods or higher density housing on primary thoroughfares.

### **Salt Lake City Transportation Master Plan (1996)**

The *Salt Lake City Transportation Master Plan* includes policies related to all forms of transportation, including automobile, mass transit, pedestrians and bicycles. The plan correctly identifies the important link between transportation and land use and provides the following relevant statements for future land use:

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

In addition to these land uses policies, the following transportation guiding principles are addressed in the *West Salt Lake Master Plan*:

- *Barriers such as railroads and freeways restrict access within and across neighborhoods. These barriers will be minimized by providing as many crossings as possible.*
- *Salt Lake City will encourage use of bicycles as an alternate form of transportation for commuting and recreation purposes.*
- *Salt Lake City will make walking more attractive as an alternative transportation mode for short trips, by creating a friendly walking environment, increasing pedestrian access in residential and commercial areas, and improving safety.*
- *Salt Lake City will develop and implement strategies to facilitate and enforce safe pedestrian crossings of major streets.*

The *West Salt Lake Master Plan* is consistent with these principles and provides guidance to establish and maintain neighborhoods and transportation corridors that provide safe and convenient access for all types of transportation. With regard to bicyclists and pedestrians, urban design is an important piece of creating those environments while also supporting development of mixed use communities which encourage walking and bicycling. Additionally, establishing a node at 900 South near 800 and 900 West anticipates a future streetcar line down 900 South which will provide more West Salt Lake residents with more mass transit options. Barriers to transportation—railroads and freeways—is a distinct problem in West Salt Lake and one without a simple solution. Creating a better transportation network, and providing information about alternative routes, is the best solution in the short-term.

### **Salt Lake City Bicycle and Pedestrian Master Plan (2004)**

The *Bicycle and Pedestrian Master Plan* is intended to “enhance use of the bicycle for transportation and recreation and walking for pleasure and mobility.” This vision is supported by goals that are reflected in the *West Salt Lake Master Plan* such as:

- *Goal 1: To incorporate bicycle and pedestrian mobility and facility needs into community planning, land use planning and the development process.*

- *Goal 2: To expand the existing pedestrian and bicycle system and improve on-street bicycle travel between neighborhoods, within the City, and to connecting inter-city locations.*
- *Goal 3: To improve the quality and maintenance of the existing system.*
- *Goal 4: To promote safe bicycling and enhance pedestrian safety.*

West Salt Lake offers an expansive network of multi-use trails already but the master plan encourages the growth of the system and the improvement of other facilities. For instance, the Jordan River Parkway and the 9 Line Trail could both connect to a Surplus Canal Trail, recommended in the master plan, and ultimately to the Airport Trail. These connections would create a number of new loops for bicyclists and pedestrians and create access to the Great Salt Lake, Downtown, the Jordan River and the mountains. The *West Salt Lake Master Plan* also acknowledges the poor condition of facilities along Redwood Road and offers recommendations for improvements or even brand new facilities that, if built, would be unique to the area.

Pedestrian safety is also a part of every section of the *West Salt Lake Master Plan*. A full system of improved connections, including infrastructure elements designed to slow traffic and establish pedestrian areas, is called for, especially in areas of Glendale and Poplar Grove that are or will be popular destinations for children and families.

### **North Temple Boulevard Station Area Plans (2010)**

The *North Temple Boulevard Station Area Plans*, adopted in 2010, provides direction and guidance regarding land uses along North Temple. The 800 West and Fairpark station areas both include the entirety of the Euclid neighborhood, which is currently part of the West Salt Lake planning area. There are two key recommendations in the plan that relate to the West Salt Lake community. First, finishing the Jordan River Parkway between 200 South and North Temple was recommended in the Fairpark Station Area Plan and has been as echoed in this plan. Second, the 800 West Station Area Plan recommends that 900 West be developed as a neighborhood “main street” in the Euclid neighborhood. 900 West provides a key connection between West Salt Lake and North Temple’s assets, including TRAX, and the idea of 900 West as a neighborhood main street extending farther south provides a means of creating consistency between the communities.

### **Blueprint Jordan River (2008)**

Although *Blueprint Jordan River* is not a Salt Lake City master plan, nor is it adopted by Salt Lake City, it offers guiding principles that are relevant to the West Salt Lake area. The Jordan River was one of the most discussed assets of West Salt Lake and its preservation was considered a key to the community’s future. *Blueprint Jordan River* has a number of principles that were written for the entire length of the river, but can apply specifically to West Salt Lake, including:

- *Preserve and rehabilitate natural river features and functions to the extent possible.*
- *Establish buffers between the river and the built environment.*
- *Restore riparian and in-stream habitats.*
- *Balance needs for development, recreation, and public access with river protection.*
- *Incorporate the river’s natural and cultural history into designs for riverfront features, public art, education and signage.*
- *Encourage regional transportation planning to connect communities to the river corridor, emphasizing non-automobile traffic.*

The *West Salt Lake Master Plan* supports these guiding principles, especially the idea of finding a balance between protection and development, recreation and access. While the river was important to most people who participated in the public process, the values and visions of the river varied. The plan stresses connecting the Jordan River with the community, looking at nodes such as 900 West and 900 South as opportunities for

establishing centers for recreation and urban design that reflects the river's importance. Getting people to the river safely, whether by foot, bicycles or, in the future, mass transit, is also a key to the master plan.

### **Wasatch Choices 2040 (2011)**

*Wasatch Choices 2040* is another plan that is not officially adopted by Salt Lake City. However, it includes many of the same goals discussed in the *West Salt Lake Master Plan* and in the plans above. It outlines the expected growth of the region over the next few decades and outlines the necessary steps to plan for this growth. A number of the principles in the *Wasatch Choices 2040* plan are echoed in the master plan, including:

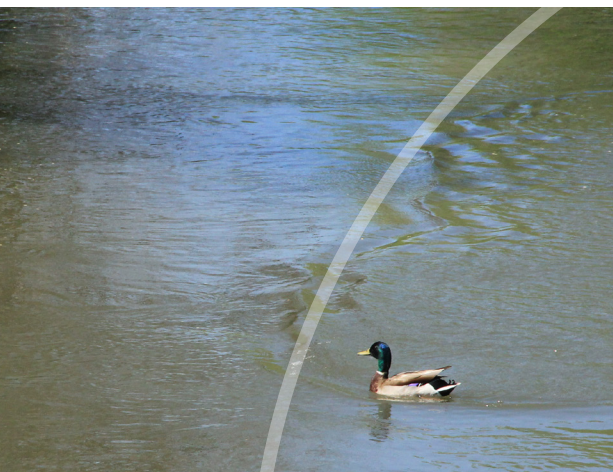
- *Develop a balanced, multimodal transportation system.*
- *Coordinate transportation with regional employment, housing, educational and activity centers.*
- *Encourage future commercial and residential areas within close proximity to each other to reduce travel distances.*
- *Make land-use and transportation decisions based on comprehensive understanding of their impact on each other.*
- *Encourage land use and housing policies to accommodate the need for a variety of housing types throughout the region.*

Increasing the population in West Salt Lake is a key step towards growing the commercial and employment bases in the community. The limited number of connections to other parts of the city underscores the importance of increasing residential density and the number of retail and service options and ensuring that they are compatible with each other and allow people to live, work and shop within their neighborhoods.



You are here

# THE WEST SALT LAKE MASTER PLAN



THE SALT LAKE CITY PLANNING DIVISION





# TABLE OF CONTENTS

<b>INTRODUCTION</b>	<b>2</b>	<b>THE JORDAN RIVER</b>	<b>60</b>
<b>COMMUNITY PROFILE</b>	<b>8</b>	<b>THE SURPLUS CANAL</b>	<b>66</b>
<b>OPPORTUNITIES</b>	<b>24</b>	<b>INDUSTRIAL DISTRICTS</b>	<b>69</b>
<b>NEIGHBORHOODS</b>	<b>30</b>	<b>PUBLIC SPACES</b>	<b>74</b>
<b>NODES</b>	<b>35</b>	<b>IMPLEMENTATION</b>	<b>83</b>
<b>REDWOOD ROAD</b>	<b>50</b>		



# INTRODUCTION

## YOU ARE HERE

The **West Salt Lake Master Plan** is a visioning document for the Glendale and Poplar Grove neighborhoods. It is the result of over two years of public engagement directed by the Salt Lake City Planning Division and its partners in the community. The plan explores the community's history, assets, issues, and most importantly, the opportunities, all of which make West Salt Lake *West Salt Lake*.

The plan records that vision and maps out the means of reaching it over the next ten to 20 years. The direction is in the form of goals and action items that are detailed regarding their scale, scope, priority and time frame. The action items are assigned to four general groups that are responsible for implementing this plan: **Salt Lake City, the private sector, stakeholders and the community**.

- **Salt Lake City** is the administrative and legislative departments that make up the local government responsible for drafting and adopting ordinances and policies for the growth of the city, including the creation of a budget and the funding of programs, projects and staff to implement and administer them.
- **The Private Sector** is comprised of developers and property owners who will design and build the new residential developments, commercial buildings, office parks, and other projects on private property that meet the development regulations, policies and goals of the city and this plan.
- **Stakeholders** are the various organizations and agencies that have an active role in the community, or provide services to the community, but are not directly affiliated with the local government.
- **The Community** is the sum of the residents and the local business owners who have the power to shape and build their neighborhoods, their blocks, their streets and their homes, and work together with their neighbors to make West Salt Lake the community that they have envisioned.

While all four of these groups are important, it should be noted that the **community members** will truly drive the process over time. By identifying problems and needs, developing solutions, representing their community and taking advantage of available funding programs and sources, residents and business owners are not just content with helping create this document. They want to see it in action and turn the vision on paper into reality.

**So, what is that vision?**

## VISION

### West Salt Lake will be:

- A seamless pattern of stable residential neighborhoods;
- A growing and diverse collection of commercial and neighborhood centers and thriving recreational assets;
- Home to a diverse mix of people, cultures and businesses that form a network of neighborhood destinations for residents;
- Clearly connected to the rest of Salt Lake City through a variety of reliable transportation modes that give residents convenient options for getting around;
- Home to numerous retail and service options from a mix of commercial types;
- The primary destination in Salt Lake City for river recreation, active parks and a variety of public spaces;
- Home to eclectic neighborhoods that celebrate a shared history and character through growth of neighborhood and community nodes;
- Home to distinct community and cultural assets that provide social services, employment opportunities of all types, and educational and recreational opportunities; and
- Home to a healthy and diverse industrial business community that provides a growing employment and economic base for Salt Lake City.

**Above all, West Salt Lake will be a beautiful, safe and sustainable place for people to live, work and have fun.**

## GOALS

The vision will be realized through the achievement of the goals set forth in the *West Salt Lake Master Plan*, which are to:

- **Promote reinvestment and redevelopment** in the West Salt Lake community through changes in land use, improved public infrastructure and community investment to spur development that meets the community's vision while maintaining the character of West Salt Lake's existing stable neighborhoods.
- Protect and encourage **ongoing investment in existing, low-density residential neighborhoods** while providing attractive, compatible and high density residential development where needed, appropriate or desired.
- Recognize, develop and foster opportunities for **unique, mixed use neighborhood and community nodes** in West Salt Lake that reflect the diverse nature of the community and provide resources to allow for their growth.
- Recognize, develop and foster opportunities for **regional nodes** that strengthen the community's employment base while providing large-scale commercial retail and services for residents and employees of West Salt Lake.
- Make West Salt Lake a destination synonymous with **recreation, trails, open space and the outdoors** by celebrating and spotlighting the Jordan River, the Jordan River Parkway, the 9 Line and the community's parks and natural spaces.
- Enhance and expand the **internal network of assets, nodes and resources** ensuring that all residents and employees in West Salt Lake have access to goods, services and activities and the opportunity to walk or bicycle safely to them.
- Strengthen the **connections both within West Salt Lake and between West Salt Lake and other parts of Salt Lake City** by improving the community's gateways and corridors and strengthening the transportation network for all modes of travel.
- Maintain the **stability of the industrial districts and the employment base** in the community while incorporating appropriate land use buffers and urban design features to soften the transition between them and adjacent neighborhoods.
- Create a beautiful community with a system of guidelines to **create and strengthen public spaces** that will foster **community interaction and pride** and catalyze ongoing redevelopment and growth.

In addition to these goals, each section of the plan—Opportunities, Neighborhoods, Redwood Road, Nodes, the Jordan River, the Surplus Canal, Industrial Districts and Public Spaces—has more specific goals and action items intended to fulfill these broader goals.

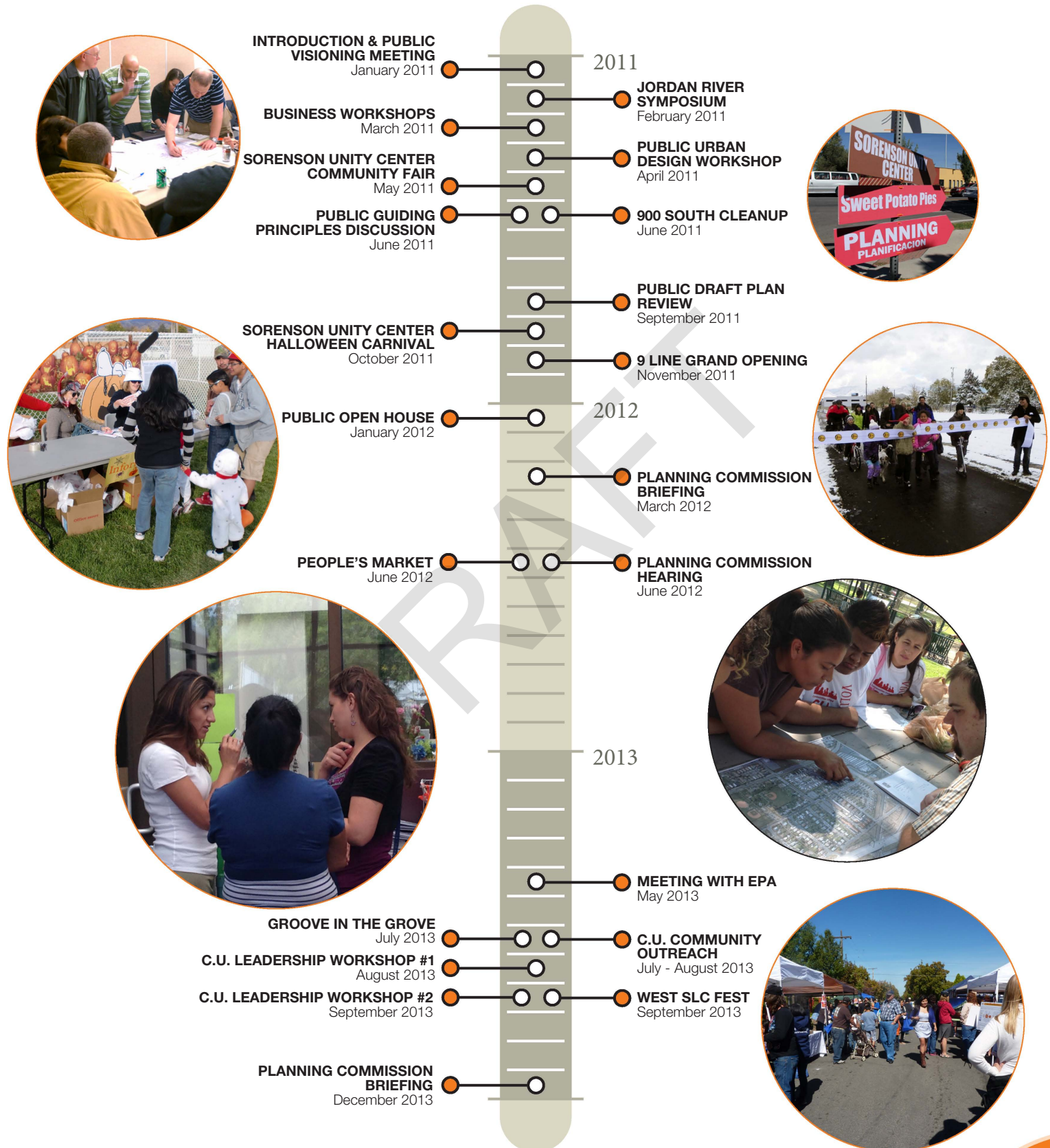
## THE WEST SALT LAKE COMMUNITY

The word **community** is used throughout the *West Salt Lake Master Plan* as both a term for the physical extent of the study area and as a generalized reference to the residents, employees and stakeholders within. The diversity of the West Salt Lake community—a point brought up by many residents and stakeholders and quantified through various data sources—is part of the appeal of the community to outsiders and a source of pride for residents. There was considerable agreement on several points that were further underscored through the feedback gathered throughout this process by multiple organizations in a variety of roles. For example, residents learning about the *West Salt Lake Master Plan* for the first time at community festivals, such as the CommUNITY Fair at the Sorenson Unity Center, offered a vision of the river very similar to the most vocal of advocates for the Jordan River. After distilling the themes from all of the feedback gathered throughout the process, the consistency and frequency of those themes made it relatively easy to identify the most important elements of the vision and filter them through the city's goals and best planning practices. The consistency of the themes drawn from the public provides comfort regarding the usage of “community” for such a large and diverse group of people.

## ENGAGING THE COMMUNITY

The *West Salt Lake Master Plan* was developed over the course of two years through a variety of public engagement methods (see *next page for timeline*). Public meetings were held beginning in 2011 and the master plan team and its partners worked with the community through other avenues, such as community councils and with partners' outreach efforts. **University of Utah's Westside Planning Studio** class worked with the Planning Division each semester and conducted their own engagement activities, the results of which were used in this plan. Additionally, **Comunidades Unidas** engaged members of the community, especially the Spanish-speaking residents of West Salt Lake, and reached out to those who had never participated in public processes such as this before. Their efforts included discussions with families at the school district's summertime lunch program in Jordan and Sherwood parks, the Groove in the Grove, back-to-school nights at Guadalupe School and Mountain View Elementary School, and door-to-door visits. The outreach done by Comunidades Unidas provided a more complex and detailed view of some of the issues and goals that had been previously mentioned while also calling attention to those that had not been highlighted before.





## ACKNOWLEDGMENTS

### Salt Lake City Mayor

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District 3: Stan Penfold

District 4: Like Garrott

District 5: Jill Remington Love

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District 7: Søren Simonsen

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### Partners and Community Organizations

The *West Salt Lake Master Plan* was created with the help of community partners and through the participation of numerous members of the West Salt Lake community, including residents, property owners, business owners, non-profits and other stakeholders.

#### *Community Councils*

Randy Sorenson, Chair, Glendale

Jay Ingleby, Vice Chair, Glendale

Andrew Johnston, Chair, Poplar Grove

Dennis Faris, Vice Chair, Poplar Grove

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The mural at Sorenson Unity Center featured in this document was created by Chris Peterson.



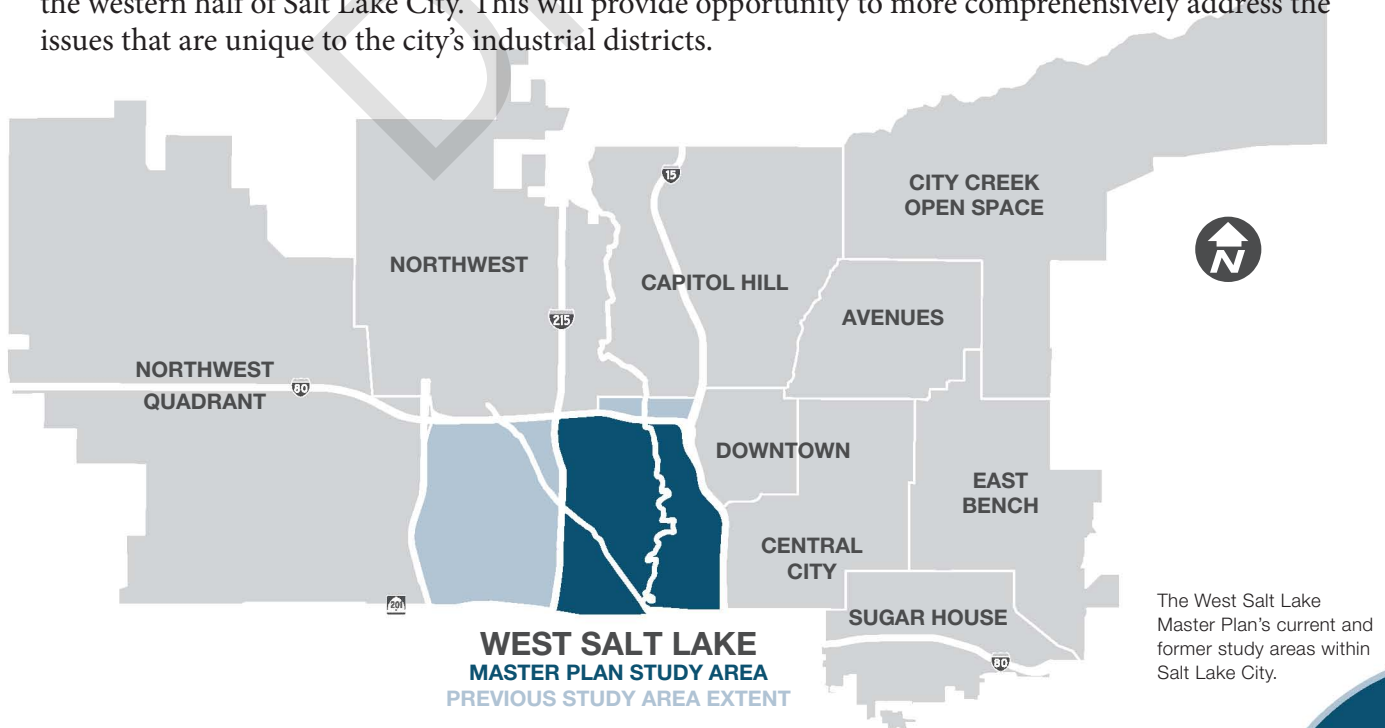
# COMMUNITY PROFILE

## STUDY AREA

### Area, Land Use and Zoning

The *West Salt Lake Master Plan* study area extends from Interstate 80 southward to State Highway 201 (also known as the 21st South Freeway) and from Interstate 15 westward to Interstate 215. This study area is smaller than the traditional study area of West Salt Lake and the study area used in the most recent master plan for the area adopted in 1995 (*see map below*). There are two reasons for the change:

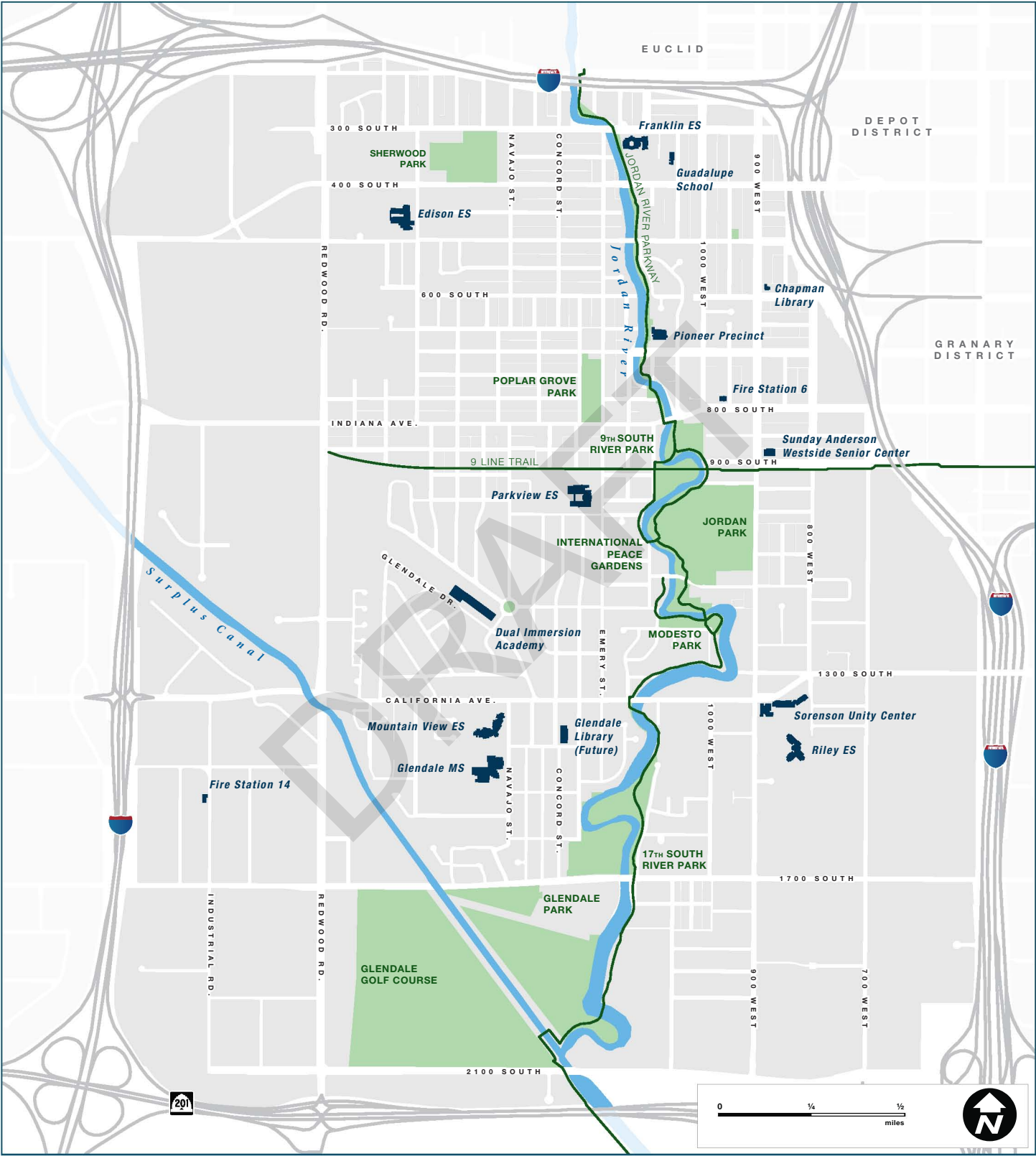
- The Euclid neighborhood, between North Temple and I-80 on the east side of the community, was fully included in the *North Temple Boulevard Plan* adopted in 2010.
- The area west of I-215 will be included in a master plan that addresses the entirety of industrial areas in the western half of Salt Lake City. This will provide opportunity to more comprehensively address the issues that are unique to the city's industrial districts.



The West Salt Lake Master Plan's current and former study areas within Salt Lake City.

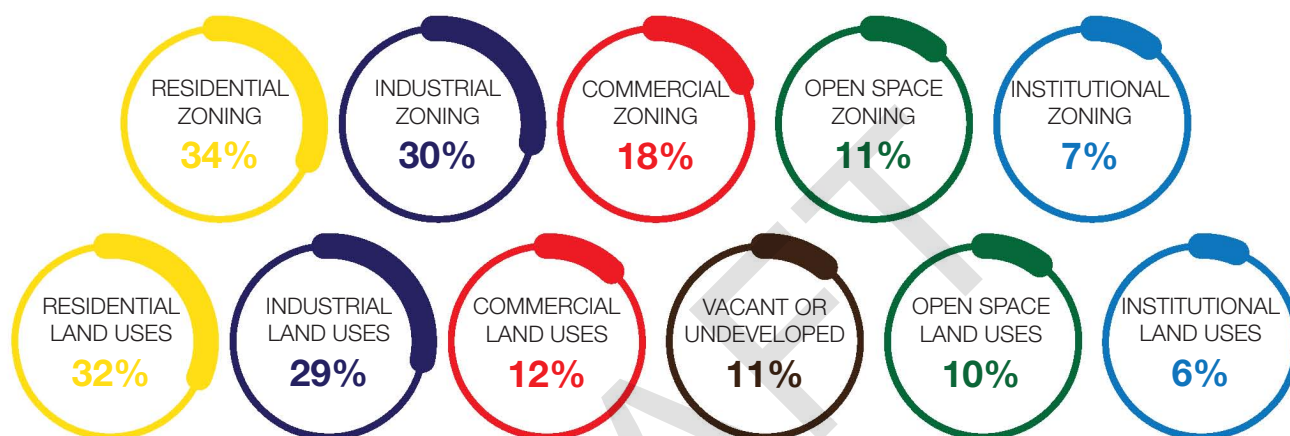


# COMMUNITY PROFILE



The West Salt Lake Master Plan study area with the location of parks, trails, schools and other community assets.

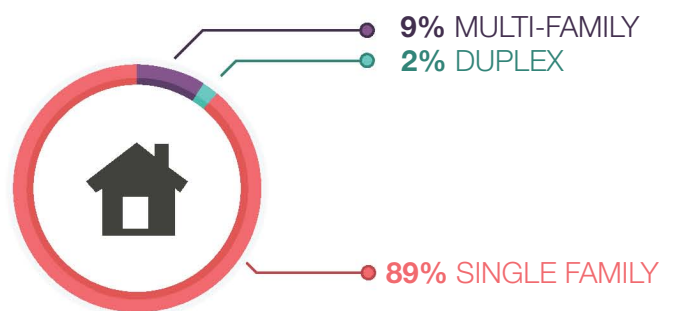
The study area is approximately 4,000 acres, including streets and waterways; just over 3,000 acres of that land is developable land (*see study area map on previous page*). Of that area, it is current zoning as follows: 1,020 acres (34 percent) are residentially-zoned properties; 890 acres (30 percent) are zoned for industrial uses; 525 acres (18 percent) for commercial uses; 310 acres (11 percent) for open space; and the remaining area for institutional and government uses. The actual land uses, as classified by the county, are similar in distribution: 32 percent is used for residential development; another 29 percent for industrial development; 12 percent for commercial; ten percent for open space; six percent for institutional uses; and the remaining 11 percent is considered vacant. The biggest difference is between the amount of land zoned for commercial and the amount of land actually used for commercial.



Breakdown of West Salt Lake's land uses (top) versus the zoning designation.

The residential zoning districts form the core of the study area, between 900 West and Redwood Road and from I-80 south to 1700 South. Of the 1,020 acres of residential zoning in West Salt Lake, **89 percent is zoned for single-family development** (including the community's two mobile home developments). Another two percent for duplexes and the remaining nine percent for multi-family development. Well over one-half of West Salt Lake's 90 acres of multi-family zoning is contained in just six developments, all within two blocks of either Redwood Road or 1700 South. Not only does West Salt Lake lack multi-family housing options, but the options that are there are not well integrated into the rest of the community.

The industrial zoning districts, and a majority of the commercial ones, surround the neighborhoods on the east, west and south sides. The open space zoning, which is almost entirely composed of the Jordan River Parkway and the community's parks, is centrally located through the middle of the residential community.



Breakdown of West Salt Lake's residential zoning.

## DEVELOPMENT HISTORY

### Settlement and Growth

The history of West Salt Lake sheds some light on the current land uses patterns of the community. Land within West Salt Lake was first settled by pioneers in the 1870s in search of undeveloped agricultural land. One of the first farms belonged to George Q. Cannon and was located on 1000 West (at that point in time it was 900 West) south of California Avenue. The land was settled between 1878 and 1880 and more consistent development of the entire community began in the late 1880s and continued well into the following century.

West Salt Lake lagged behind other parts of the city in terms of development primarily for two reasons. The first reason was the **development of the railroad**. Between 1870 and 1885, a railroad corridor developed in the western part of Downtown, between 400 West and 700 West, creating a barrier between West Salt Lake and the eastern parts of the city, a barrier that remains to this day. Industrial development paralleling the railroad corridor soon followed. The number of tracks has decreased considerably over time, but the corridor, (now at 600 West) is still the primary north-south rail corridor in the Salt Lake Valley and it still serves as a border between West Salt Lake and points east.

The second reason West Salt Lake took longer to develop was **the unpredictably and the early usage of the Jordan River**. Low-lying lands along the river were prone to flooding, making agricultural activity difficult. The Jordan River was also a sewer and refuse dump for the growing city in the mid-1800s, a common usage for rivers at the time. This treatment resulted in conditions—odors, diseases and pollution—that made it an unlikely place for residential development.

However, changes to the infrastructure of West Salt Lake towards the end of the century helped change those conditions. The Surplus Canal, built in 1885, reduced the variability of the Jordan River, which expanded the available agricultural land and allowed construction of permanent bridges over the river. The expansion of the railroad and industrial development west of the city necessitated more housing. Slowly, new subdivisions began appearing farther and farther west and the community began to take shape.

### Residential and Industrial Development

The first subdivisions appeared in the 1880s along the north-south railroad corridor and served as worker housing for the manufacturing companies. As streetcar service expanded into the area along 200 South, 700 South and 1300 South, a second phase of new subdivisions began appearing throughout both Glendale and Poplar Grove. The 16-block Poplar Grove subdivision (north of Indiana Avenue between 1200 West and Cheyenne Street) and the nine-block Burlington Addition (south of Indiana Avenue between Navajo Street and 1500 West) were two of the first and most successful subdivisions and were instrumental in keeping the streetcar route on Indiana Avenue. One of the oldest remaining homes in West Salt Lake is the Orson Harper House at 1452 W. Indiana Avenue, which was built in 1893 as part of the Poplar Grove subdivision. The name Poplar Grove was adopted by local businesses at the time and is today preserved by an LDS ward.



The 700 South bridge over the Jordan River before 1920 (above) and after 1920 (below) from the same approximate vantage point.

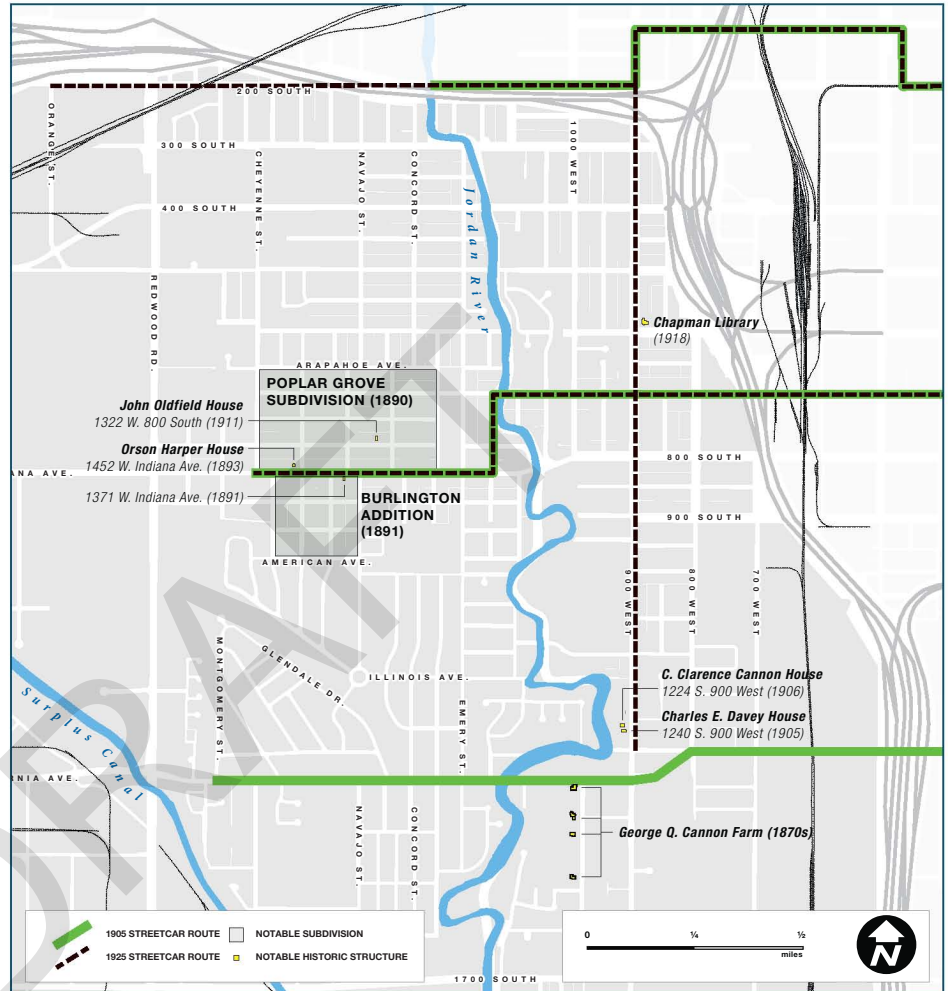


Yet, due to the Panic of 1893, a national economic downturn caused in large part by problems in the railroad industry, many of these streetcar subdivisions ended up only existing on paper. Homebuilding began in earnest after World Wars I and II and the Poplar Grove and Glendale neighborhoods were effectively in place by the 1950s.

Industrial development on the east side of West Salt Lake was in place by 1900, but the establishment of the industrial base south of 1700 South and west of Redwood Road was largely prompted by nationwide economic growth in the 1950s and the expansion of the Salt Lake City International Airport in the late 1960s. The finalization of the interstate highway system in this part of the city was also a driver of industrial development. After both I-80, between Redwood Road and the airport, and I-215, between I-80 and Highway 201, were finished in 1988, West Salt Lake became one of the most accessible areas of the Salt Lake Valley via the highway system. Ironically, however, the community also became more isolated due to these elevated highways and much more difficult to access via surface streets.

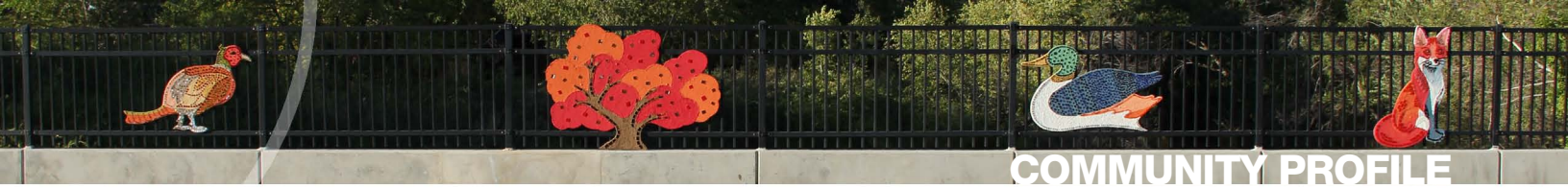
## Streetcar Development

The renewed interest in streetcars in Salt Lake City has led to some discussion in West Salt Lake, generally as a means of connecting the community to TRAX in a more dependable and efficient manner. The routes that residents suggested as their preferred choices echoed the ones found previously in West Salt Lake. At the beginning of the twentieth century, there were three east-west routes that served the sparsely populated neighborhoods of the time. The northernmost route was on 200 South from Downtown to the Fisher Mansion at the Jordan River (I-80 was not yet a barrier for the Poplar Grove area). Another route followed 700 South westward from Main Street to 1100 West, turned south, and then again headed west to Cheyenne Street. Finally, the southernmost route on 1300 South and California Avenue extended between 200 West and Montgomery Street (*see map above*).



The two primary phases of West Salt Lake's streetcar history and some early subdivisions in the community. Some of West Salt Lake's most significant historic structures are also shown.

By 1920, the 1300 South/California Avenue line had disappeared completely but the 200 South line was extended to Orange Street (approximately 1900 West). Additionally, a new streetcar route had been built down 900 West (then known as 800 West) between 100 South and 1300 South. The streetcar network in West Salt Lake remained unchanged until 1935; at that point, all streetcar routes in West Salt Lake had become "gas bus" lines. By 1941, there



were no more streetcars in Salt Lake City. Over the next 25 years, the routing of bus lines varied to some extent, but the primary routes were generally on 200 South, 400 South, California Avenue, 2100 South, 900 West, and Redwood Road. A 1968 bus route map shows evidence of the beginnings of I-15 and the east-west disconnect it would further exacerbate: only two bus routes provided access from West Salt Lake to the Downtown and central neighborhoods of Salt Lake City. One route was on 400 South and the other, 200 South. No routes south of 400 South ventured east of 900 West. While West Salt Lake's public transportation network is now more robust and better integrated into the larger network than it was in the late 1960s, there are still improvements that can be made.

## GEOGRAPHY

### Neighborhoods

The West Salt Lake Community is comprised of two neighborhoods: **Glendale** and **Poplar Grove**. Many residents self-identify as residents of one or the other, but “Westside” is also a commonly-used place name. Poplar Grove, the northern part of the study area, began developing before Glendale did, but for the most part, the neighborhoods share similar development histories. A traditional boundary between the two neighborhoods is the former Union Pacific railroad right-of-way, which was converted in 2012 into **a bicycle and pedestrian trail called the 9**

**Line**. This line, however, is seen by most residents as an administrative boundary only, one that demarcates the two community councils, but the actual boundary is not well defined. 400 South is also called Poplar Grove Boulevard and there is a Poplar Grove Park at Indiana Avenue and Emery Street. To the south, Glendale Drive forms the backbone of the neighborhood north of California Avenue opposite of Glendale Middle School. Closer to the 9 Line, however, there are few references to either name.



Just over a mile from the northern edge of Poplar Grove and a mile from the southern edge of Glendale, the 9 Line joins the Jordan River Parkway and there is a concentration of open space and community assets. This context is part of the reason the 9 Line and the ongoing projects in the corridor are so important to both communities. It is not just a boundary between two neighborhoods, but where the two neighborhoods are intertwined and become a community.

### Connectivity

One of the most common issues brought up in community meetings was the lack of connectivity between West Salt Lake and the rest of the city. This isolation results from the historical development of the city and railroads dating back to the late 1800s. This isolation was amplified by the placement of I-15 and I-80 and many residents believe that it has created a cultural and political disconnect within the city. This tension is often present in dialogue between community members and city staff members. Residents believe it has had lasting impacts on perceptions of the West Salt Lake Community.

West Salt Lake is close to neighborhoods like Euclid, Jackson, Fairpark, Downtown and Gateway, but the lack of sufficient connections for all modes of transportation makes the issue a significant one. North-south automobile traffic is funneled onto three routes and east-west traffic is limited to six routes (seven routes if 200 South is included, though it is just outside of the study area). Additionally, these connections pass through gateways that

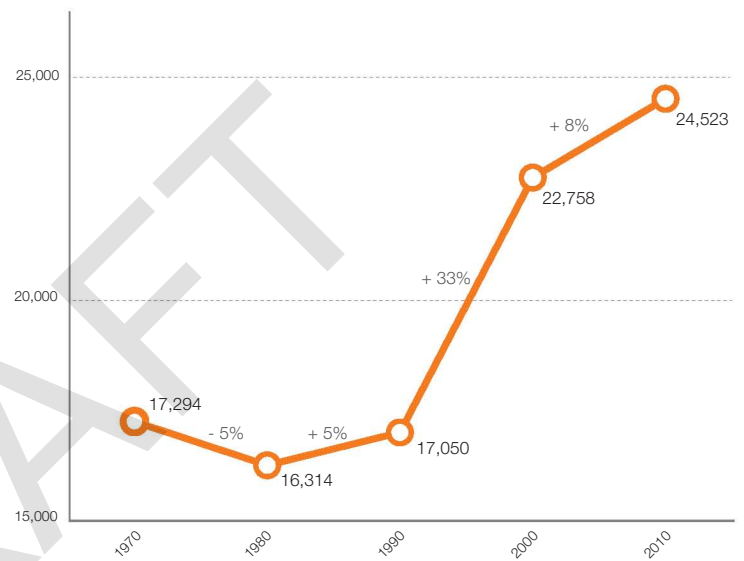


some perceive as unattractive or unsafe and most of them are subject to delays from train crossings. Bicyclists and pedestrians are especially limited in their route choices because few of these connections are bicycle- or pedestrian-friendly. Dedicated routes for these transportation modes, such as the 9 Line and the Jordan River Parkway, have their own barriers: the 9 Line is subject to the same issues found on 900 South and the Jordan River Parkway is incomplete in the Euclid neighborhood between North Temple and 200 South.

## DEMOGRAPHICS

### Population

The 2010 Census, the most recent, indicates that the population of West Salt Lake was 24,523, constituting 13 percent of Salt Lake City's total population (186,440). West Salt Lake has grown significantly in overall population since 1990 after two decades of relative stability. From 1970 until 1990, the community's population held steady at approximately 17,000. The 1990 United States Census reported 17,050 residents, representing 11 percent of Salt Lake City's total population. Over the next ten years, however, West Salt Lake's population increased by 33 percent, a rate of growth higher than both the state's and the city's overall rates. At this point, West Salt Lake's portion of the total city population jumped from 11 percent to 13 percent. As of 2010, West Salt Lake's population had grown once again, but at a considerably lower rate than the previous decade: just eight percent. However, Salt Lake City's population only grew by three percent over the same time period. **Since 1970, West Salt Lake's**



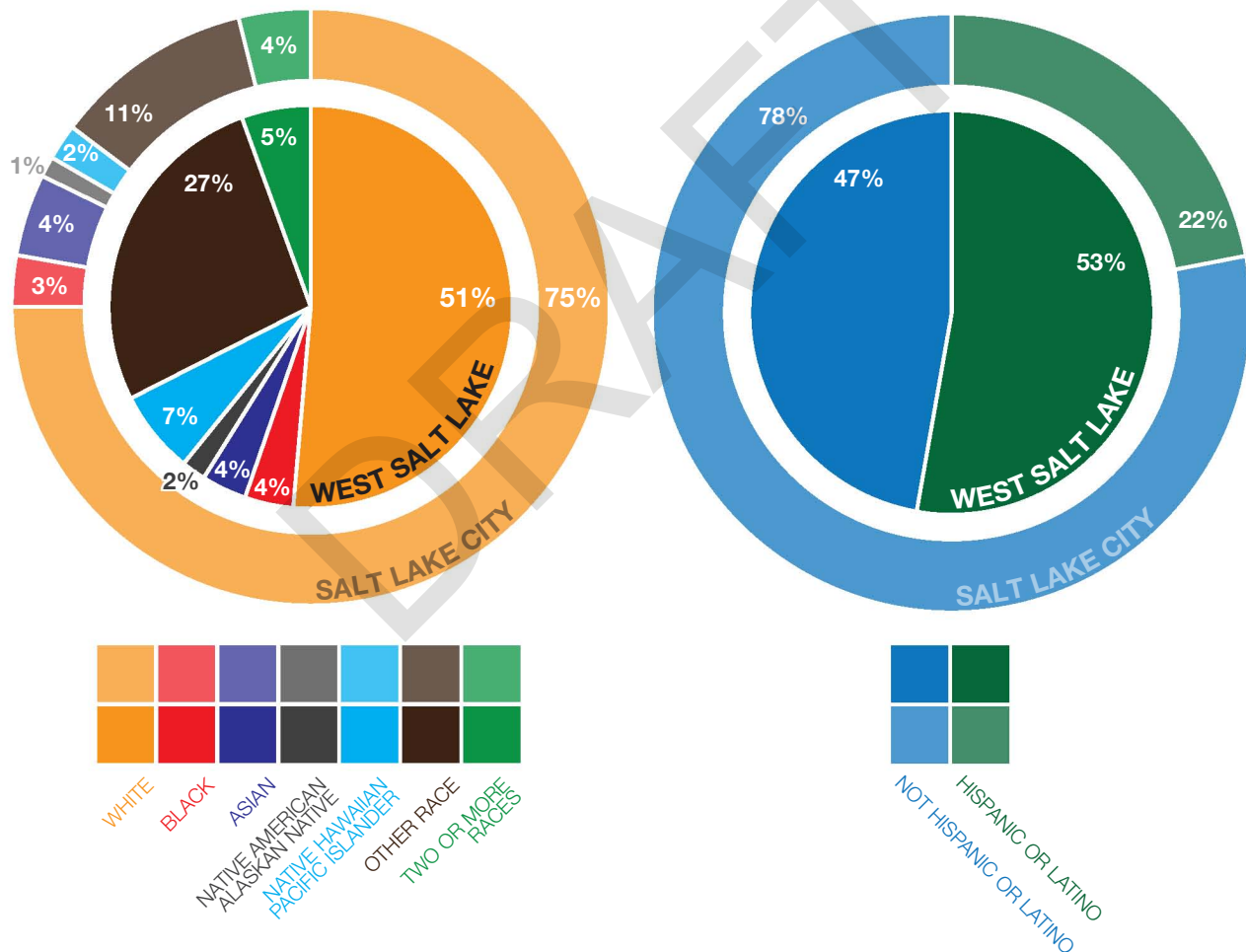
West Salt Lake's population growth since 1970. After a slight decrease between 1970 and 1980, the population has risen dramatically by 42% (US Census).

**population has increased by over 7,000 people, representing a 42 percent increase.** As a comparison, Salt Lake City grew only three percent over the same period while the state of Utah grew over 225 percent.

**Males made up 52 percent and females 48 percent of the community**, which is equivalent to what was recorded for the whole city (51 percent to 49 percent). Residents in West Salt Lake were younger than the city as a whole: 34 percent were less than 18 years old and the median age was 27 years old. Salt Lake City stood at nearly 23 percent and 31 years old, respectively. School age children (five to 17 years old) accounted for over 22 percent of the community but only 15 percent of the city. In fact, West Salt Lake is home to 20 percent of the entire city's school-age children. At the other end of the age spectrum, only seven percent of the community's population was 65 years or older, which is notably lower than the citywide's 9.5 percent. This echoes Salt Lake County's health assessment for the community, which found that the life expectancy for residents in West Salt Lake was 76 years old, three years lower than the statewide average, making it the lowest in all of Utah.

## Diversity

The consensus among residents of West Salt Lake is that their community is more ethnically diverse than the rest of Salt Lake City. The 2010 Census data supports this perception. **West Salt Lake's ethnic minority populations, as a percentage of the entire population, are higher than the city as a whole** (with the exception of the Asian population) (*see figure below*). African Americans account for four percent of the West Salt Lake population (as opposed to three percent citywide). Native Americans and Alaskan Natives were nearly two percent of the population in West Salt Lake, but closer to one percent citywide. Native Hawaiians and Pacific Islanders were almost 7 percent of the West Salt Lake community, while only two percent citywide. Finally, the percentage of residents of West Salt Lake considering themselves another race (27 percent) or two or more races (five percent) were both higher than the citywide equivalents (11 percent and four percent respectively) (*see figure below*). The most significant demographic difference between Salt Lake City and West Salt Lake is among Hispanic or Latino populations. **Over half (53 percent) of West Salt Lake's residents self-identified as either Hispanic or Latino, while less than one-quarter (22 percent) of the whole city did the same.**



Distribution of races in West Salt Lake compared to the city as a whole (2010 US Census).

Ratio of hispanic/latino and non-hispanic/latino populations across all races in West Salt Lake compared to Salt Lake City (2010 US Census).



The enrollment data for the six public schools in West Salt Lake—one middle school and five elementary schools—also demonstrate the ethnic diversity. In 2011 (the most recent available enrollment data), at least 60 percent of the students at all six schools were considered Hispanic or Latino (unlike Census data, the enrollment data treats the Hispanic/Latino classification as a distinct ethnicity). Additionally, at three West Salt Lake schools, the percentage of Native Hawaiian or Pacific Islander students was equal to or higher than the percent of Caucasian students. All six of West Salt Lake's public schools were within the top ten based on highest percentages of students that were Hispanic/Latino or Native Hawaiian or Pacific Islander. This diversity is also indicated by language statistics: more than half of West Salt Lake residents speak at least one language other than English at home, while only one-quarter of residents citywide do the same. In four of West Salt Lake's five elementary schools, Spanish is the predominant language spoken by the students' parents. At Mountain View Elementary School, languages other than English and Spanish account for nearly 20 percent of the spoken language at home.

### Employment and Education

As of 2010, 90 percent of working-age West Salt Lake residents were employed, only three percentage points less than the city as a whole. But detailed data reveal differences between the community and the city. A resident of West Salt Lake was slightly more likely than the average Salt Lake City resident (22 percent versus 17 percent) to be employed in industries such as utilities, manufacturing and construction, but much less likely (15 percent versus 41 percent) to be employed in sales or in management. The median household income in West Salt Lake was just over \$40,000 while the city's median income was just under \$60,000. The mean household income, however, revealed a wider gap. West Salt Lake households averaged \$46,000, almost \$45,000 less than the citywide mean household income. The average working individual in Salt Lake City made nearly double (\$27,000) what a working West Salt Lake resident made (\$14,000).

#### **Dependency ratio provides another glimpse of the employment disparity between West Salt Lake and the city as a whole.**

In West Salt Lake, every 100 working age residents are theoretically carrying the economic burden for an additional 68 people (those outside the workforce). Citywide, on the other hand, every 100 residents are carrying the burden for only 47 additional people. In other words, West Salt Lake workers are, on average, providing for more people than their citywide counterparts. Though this is a generalized calculation, the gap is magnified by the additional disparity in incomes. These differences are likely a result of the aforementioned differences in employment types. But what underscores the economic gap between West Salt Lake and the city as a whole is the fact that any given member of the workforce in West Salt Lake is very likely providing for more people than any given worker elsewhere in Salt Lake City.

This may be the result of differences in educational attainment between West Salt Lake and the city as a whole. West Salt Lake residents over 25 years old, as of 2011, were far less likely to have a high school degree or higher education. Only 61 percent of adults had finished high school or obtained a GED degree while 86 percent of Salt Lake City adults had done so. Only 12 percent of West Salt Lake adults had a bachelor's degree and only three percent had a graduate or professional degree. Citywide, 40 percent of adults had at least a bachelor's degree and 17 percent had a graduate or professional degree.

These employment and education data indicate issues that are primarily social, but they can be potentially be

#### **Dependency Ratio**

Dependency ratio is a measure of the number of residents who are generally considered dependent upon working age residents (between 18 and 64 years old). Dependent populations are made up of those younger than 18 and older than 64. In some cases, this measurement may not reflect the whole workforce as some families may depend on the additional incomes of working high school students or senior citizens who choose or need to work.

Dependency ratio provides a rough estimate of the pressure upon the workforce to provide for those outside the workforce. The higher the ratio, the higher the burden on the workers.



mitigated through land use policies and goals. Zoning and infrastructure changes at community and regional nodes (identified later in the plan) and along Redwood Road may attract more jobs in sales, management and similar professions in the community that may equalize the imbalance between West Salt Lake and the city as a whole. Additional higher education facilities, such as a community college campus or workforce training facilities, at regional nodes are also a means of raising educational attainment for adults. Finally, the provision of family-oriented entertainment, more recreation opportunities and more commercial services may make it more conducive for children to finish school.

### Housing and Households

According to the 2010 Census, two-thirds of the housing stock in West Salt Lake was comprised of single-family homes. This is lower than expected based on West Salt Lake's overabundance of single-family zoning districts. The average price of a home in 2010 was approximately \$140,000 (versus \$244,000 citywide). Twenty percent of homes in West Salt Lake were built since 1990 and 19 percent were built before 1940; the remainder were built between 1940 and 1989. Citywide, less than ten percent of the housing stock was built since 1990 and nearly half (46 percent) was built prior to 1940. Given the fact that most of West Salt Lake's residential neighborhoods developed later than the rest of the city, this is to be expected.

Compared to the rest of the city, a higher percentage of housing units in West Salt Lake were occupied (95 percent for West Salt Lake versus 92 percent for the city) and a higher percentage of those homes were occupied by their owners (56 percent versus 48 percent). **In other words, less than half of West Salt Lake's housing units were rented, but more than half of Salt Lake City's were.** Additionally, over half of the units in West Salt Lake had been occupied by their 2011 occupant for less than six years. On the other hand, only four percent of the dwelling units had been occupied by their 2011 occupant for more than 40 years, which is on par with the citywide average.

While West Salt Lake was home to approximately 13 percent of the city's population, it only accounted for nine percent of the housing units. This resulted in the city's highest average household size. Households in West Salt Lake averaged 3.6 residents while the citywide average was 2.4. In 2000, the numbers were 3.4 and 2.5 respectively. In other words, while households in West Salt Lake have grown in the last decade, they have shrunk citywide.

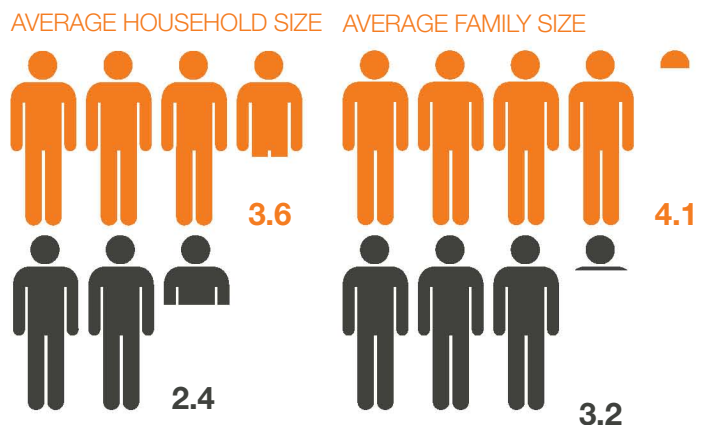
The average family size in West Salt Lake was 4.1; citywide, the average was just over 3.2. **Effectively, both households and families in West Salt Lake were a full person larger than the city's average.** This is one reason West Salt Lake's dependency ratio is higher than the city's as a whole.

#### Household Size vs. Family Size

A household is all people who occupy a housing unit regardless of their relationship. A household may be only one person. A family is two or more people related by marriage, birth or adoption residing in the same housing unit.

For example, a home comprised of a married couple with one child has a household size of three and a family size of three. If they added a roommate, the household size would increase to four but the family size would remain three.

#### WEST SALT LAKE



#### SALT LAKE CITY

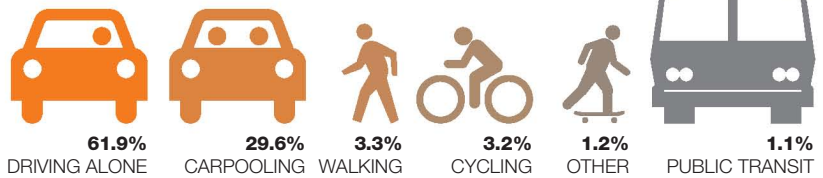
AVERAGE HOUSEHOLD SIZE    AVERAGE FAMILY SIZE

Average household and family sizes in West Salt Lake and Salt Lake City (2010 US Census).

## Travel and Commuting

Between March 2012 and July 2012, the state's four metropolitan planning organizations, the Utah Department of Transportation, and the Utah Transit Authority conducted a statewide travel demand survey. Those invited to participate were asked to record all trips made during a pre-assigned weekday. Via either a website or telephone number, the participant was instructed to record each trip's mode, origin, destination and purpose. After the survey was completed, the data were aggregated to provide a snapshot of travel behavior and patterns for Utah residents. This survey is potentially skewed, especially in communities where participants may not have the time or means to record their data, but it does provide some hints that provide direction for future studies.

### HOW DO PEOPLE GET AROUND?



A breakdown of transportation modes for nearly 1,200 internal trips (beginning or ending within West Salt Lake). Data are from a 2012 Household Travel Survey.

Almost 1,200 internal trips were recorded within West Salt Lake, meaning that the trip both began *or* ended in the community. Over 90 percent of the trips were driving trips; 62 percent of the total trips were in single-occupant vehicles and another 30 percent were in cars with more than one person. Walking, bicycling and other forms of transportation (skateboarding, taxis, etc.) made up the remaining trips. Transit trips is telling, even with a limited sample. However, the lack of transit trips was not just limited to the West Salt Lake area. **Survey participants recorded only 12 trips via public transportation originating or ending in West Salt Lake.** All of those trips were either to or from the University of Utah or Downtown.

Commuting patterns among West Salt Lake residents, as documented in the 2010 Census, were comparable to rest of the city for all modes (such as driving alone, cycling, public transit, walking), except for carpooling. **Residents here were more likely to carpool than the city as a whole (25 percent versus 12 percent).** While this is a positive indicator from a sustainability perspective, it may also indicate two things. First, it may indicate a lack of jobs in or proximate to where people live in West Salt Lake. Secondly, it may underscore what the 2012 travel study hinted at regarding the quality of public transportation in the community. The lack of reliable and efficient public transportation is an issue that has far-reaching implications for residents who may rely on such services more than residents elsewhere in the city. However, the fact that a quarter of the employed residents in West Salt Lake carpooled to work is a positive measure of the community's acceptance of sustainable travel alternatives.

## ASSETS AND RESOURCES

### Parks and Open Space

West Salt Lake's parks range in size from one-half acre to 34 acres across ten parks. A majority of the park acreage is centralized in the community and follows a north-south orientation along the Jordan River. However, **83 percent of the residential properties in West Salt Lake are within a quarter-mile of some type of green space**, including the Jordan River Parkway and the 9 Line Trail. The only other community in Salt Lake City that has a similar coverage is the Avenues, where over 80 percent of the parcels are within a quarter-mile of green space.

West Salt Lake's ten city-maintained parks are:

Park	Acreage	Address	Amenities
Bend in the River Open Space	4.25	1054 W. Fremont Drive	Natural area, pavilion
Glendale Park	6	1375 W. 1700 South	Baseball/softball field, tennis courts
International Peace Gardens	12	1060 S. 900 West	Gardens, public artwork
Jordan Park	34	1060 S. 900 West	Baseball/softball fields, horseshoe pits, jogging paths, off-leash dog park, pavilion, playground, skateboard park, tennis courts, volleyball courts
Modesto Park	5	1175 S. 1000 West	Jogging paths, playground
9th South River Park	4.5	1000 S. Genessee Avenue	Jogging paths, picnic tables
Poplar Grove Park	6.75	800 S. Emery Street	Baseball/softball field, horseshoe pits, pavilion, playground, volleyball courts
Post Street Tot Lot	0.5	487 S. Post Street	Playground
17th South River Park	17	1150 W. 1700 South	Football/soccer fields, jogging paths, playground
Sherwood Park	12.75	1450 W. 400 South	Baseball/softball fields, pavilion, playground, volleyball courts

In addition, **the Sorenson Multicultural and Unity Center maintains approximately three acres of open space including a community garden.** There is also the **Glendale Golf Course, a 165-acre, 18-hole course maintained by the city** and **over six miles of bicycle and pedestrian trails.** These trails, the Jordan River Parkway and the 9 Line, have their own adjacent green space corridors accounting for another 120 acres. Other green spaces include the Glendale Circle pocket parks built as part of a subdivision such as the Jake Garn Mini Park and Nelli Jack Park.

## Schools

West Salt Lake has eight schools: one public middle school, five public elementary schools and two private charter schools. Those schools, their locations and their 2010-2011 enrollments are as follows:

School	Grades	Address	Enrollment
Glendale Middle School	6 - 8	1430 W. Andrew Avenue	786
Edison Elementary School	K - 5	466 S. Cheyenne Street	579
Franklin Elementary School	K - 5	1115 W. 300 South	540
Mountain View Elementary School	K - 5	1380 S. Navajo Street	596
Parkview Elementary School	K - 5	970 S. Emery Street	429
Riley Elementary School	K - 5	1410 S. 800 West	423
Dual Immersion Academy	K - 5	1155 S. Glendale Drive	n/a
Guadalupe School	K - 3	340 S. Goshen Street	n/a



Except for Franklin Elementary School, all students in the six public schools are from the West Salt Lake community. Franklin's boundaries include small areas outside of the study area but a majority of its students are from West Salt Lake. Neither the enrollment numbers nor the source of the student populations for the Dual Immersion Academy and the Guadalupe School are known. Additionally, neither of the charter schools are restricted to West Salt Lake residents. The Guadalupe School will be relocating to the Rose Park neighborhood in the summer of 2014.

Glendale Middle School's total enrollment as of 2011 was higher than all but one other middle school in the Salt Lake City School District. The average 2011 enrollment of West Salt Lake's elementary schools (586) was over 100 students higher than the city's average (472). High school populations are more difficult to compare because West Salt Lake high school students go to East High School due to a high school districting system that runs east-west across the city. Given the growing size of families in West Salt Lake and the fact that its schools are already averaging approximately 25 percent more students than the rest of the city, there may be a need for more schools in the near future.

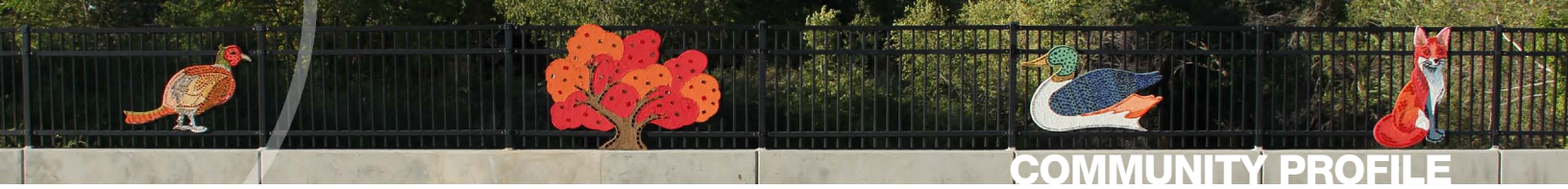
### Community Resources

The Chapman Library, at the corner of 900 West and 600 South, is currently the only library in West Salt Lake. In recognition of the need for an additional library to serve the residents of Glendale, a second library will be located at the corner of 1400 South and Concord Avenue near Mountain View Elementary School and Glendale Middle School. As of the end of 2013, there are preliminary architectural renderings of the Glendale Library, which will be of a modern design similar to the future Marmalade Library and the Main Library in Downtown Salt Lake City.

The Sorenson Multicultural and Unity Center is one of the newest recreation centers in Salt Lake County. The center is composed of two separate but integrated facilities that combine for approximately 60,000 square feet of indoor space. The first is a large recreation center maintained by the county, which includes a pool, fitness center, youth sports programs and a daycare center. The second facility is a Salt Lake City-managed cultural center that provides resources for fine arts, technology and other educational avenues. Classes offered include English for adults, writing workshops and computer-related topics. It also includes a community art gallery, rental space and a community garden. Events are held there throughout the year, such as the CommUNITY Fair in the spring.

There are a number of additional organizations prominent in West Salt Lake that offer social and family services. The following are some of the more prominent ones, but this is not an exhaustive list.

- **The Lied Club of the Boys & Girls Club** at Concord Street and Pacific Avenue is a local chapter of a national organization that provides a place for children to have fun with friends and learn social, technical and academic skills, all within a safe environment. They offer licensed before and after school care and transportation between the club and local schools.
- **Family Promise** is an organization dedicated to helping homeless and low-income families find affordable housing.
- **Neighborhood House** provides day care services, preschool and other programs for children at its Children's Center on 500 South at the Jordan River. It also provides adult daytime services at its Riverside Adult Day Center at 423 S. 1100 West. All services are offered on a sliding fee scale.
- **NeighborWorks Salt Lake** is headquartered in the Guadalupe neighborhood, but the organization is very active in Glendale and Poplar Grove. NeighborWorks specializes in economic development programs, including managing the Westside Business Alliance, residential development and rehabilitation of homes for all levels of income, and promoting homeownership. They offer educational services for new homeowners, foreclosure prevention services and loans.



- **University Neighborhood Partners** is a department of the University of Utah that facilitates partnerships between the University and the West Salt Lake and Northwest Salt Lake communities that help enhance the resources of nonprofit organizations and residents in West Salt Lake neighborhoods (and the other Westside neighborhoods to the north). UNP-supported partnerships also seek to increase the skill sets and educational and employment opportunities for residents while encouraging disparate organizations to work together to achieve common goals.
- **Welfare Square** is located at 800 West and 800 South. It is a facility operated by the Church of Jesus Christ of Latter-Day Saints that houses food storage, cannery, bakery, a dairy, and a grain silo, the latter being the tallest building in the West Salt Lake community at 178 feet. It also features a Deseret Industries thrift store and employment center. The facility serves as the base of the LDS Church's welfare services, including helping families in need and promoting self-reliance through employment.

### Places of Worship

West Salt Lake offers several places of worship across many faiths that are distributed throughout both neighborhoods. There are five Church of Jesus Christ of Latter-Day Saints meetinghouses that are home to a total of 14 wards and two branches. The two wards located at 1172 S. Glendale Drive are Tongan language wards and the two branches are Spanish language. St. Patrick's Catholic Church on 400 South offers masses in Korean and Tongan in addition to English and also offers a monthly mass for African nationalities. Additionally, there are two Baptist churches, the Salvation Army location that offers community services in addition to regular worship services, and three more Protestant places of worship. Finally, the Church of Summum is based at 707 W. Genesee Avenue in the Summum Pyramid, which is a unique part of West Salt Lake's architectural stock.



### Historic Assets

West Salt Lake, despite its unique development history, is lacking in terms of historic assets. There are no local or national historic districts within the community. **The Chapman Library** is the only local or national historic site in the community, but it is a unique one. It is Salt Lake City's only Carnegie library—a library built with funding from the Carnegie Foundation. **It is one of only ten such buildings still used as a library and it is listed on both the local and National Register of Historic Places.** The structure was finished in 1918 and named after Annie E. Chapman, the first librarian of the Salt Lake City Public Library System. The library's architect, Don Carlos Young, also designed the University of Utah campus.

**The Cannon Farm** is one of the oldest and most significant properties in West Salt Lake. It is comprised of the remaining structures and property located on 1000 West between 1400 South and 1500 South that once belonged to George Q. Cannon. Cannon was an influential member of the Church of Jesus Christ of Latter-Day Saints, serving as a member of the First Presidency under Brigham Young and a territorial delegate in the United States Congress. In the 1870s and 80s, Cannon created a residential estate and farm for his family that included multiple houses, farm buildings and an LDS meeting house. Cannon's home and the homes of three of his wives still stand, though with varying degrees of architectural integrity, and the original layout of the estate can be discerned from aerial



photographs of the area. This, along with the site's mature landscaping, makes the Cannon Farm stand out in a neighborhood of more modern homes and vacant lots. The Cannon name carries on in the names of nine wards in the community.

An architectural survey of the area from 1985 notes a number of buildings in the West Salt Lake area that were considered historically significant. A majority of them are homes that represent good examples of architectural styles or were owned by prominent people in Salt Lake City's history. Three examples are:

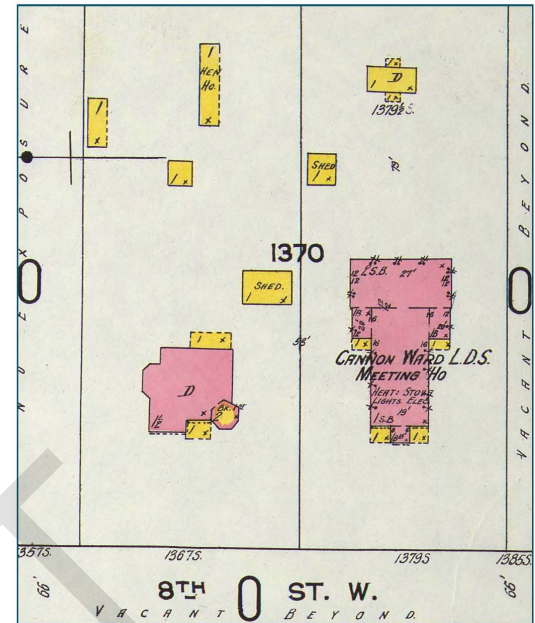
- **1322 W. 800 South**, the home of John Oldfield built in 1911, an architecturally significant and well-preserved example of a Craftsman Bungalow;
- **1240 S. 900 West**, the home of Charles Edmund Davey, a bishop of the Cannon Ward who was instrumental in the establishment of Jordan Park and the Chapman Library; and
- **1224 S. 900 West**, the first home of C. Clarence Cannon, Salt Lake City mayor between 1920 and 1928.

There are other homes of historic significance scattered throughout the area, most of which are along 900 West north of California Avenue or Indiana Avenue. Unfortunately, many notable and historic buildings have been torn down over the past 25 years.

## Public Health and Safety

West Salt Lake does not have a hospital within its boundaries. The closest hospitals are LDS Hospital in the Avenues and Salt Lake Regional Medical Center in South Temple, both of which are approximately four to five miles away from the neighborhoods of West Salt Lake. The University of Utah operates a clinic on 2100 South across from the Glendale Golf Course; it has evening and weekend hours for injuries and symptoms that are not life-threatening. Additionally, there is a First Med Walk-In Clinic on Redwood Road at 400 South and a Concentra Urgent Care clinic on Redwood Road at 1700 South. The Sorenson Multicultural and Unity Center offers walk-in dental services through the Salt Lake Donated Dental Services organization.

The Salt Lake City Police Department maintains a full precinct, the Pioneer Precinct, on 700 South by the Jordan River and directly adjacent to the Jordan River Parkway. The Pioneer Precinct also serves as the home of community meetings and has a community art gallery maintained by the Salt Lake City Arts Council. The community is served by two fire districts: Station 6 is located on Indiana Avenue a half-block west of 900 West and Station 14 is located just west of Redwood Road at approximately 1600 South.



At the beginning of the 1900s, the Cannon Ward House was on the east side of 900 West (then known as 800 West) where the Sorenson Multicultural and Unity Center is today. The notations on this map from 1911 indicate there was no development south of Cannon's property (north is to the left).



## IN CONTEXT

### A Unique Population

West Salt Lake's residents have consistently demonstrated a shared pride in the diversity of their community, one of the most diverse in the state. This diversity is supported quantitatively by data from U.S. Census and the Salt Lake County Health Department. There are two traditionally distinct neighborhoods in West Salt Lake: **Glendale** and **Poplar Grove**. Many residents use these names when referring to where they live, just as residents of The Avenues, Sugar House or Rose Park do. However, many residents refer to their community as the "Westside" or some variation of that term. No matter what name residents use to refer to their neighborhood, Glendale and Poplar Grove both share a broad range of cultural and natural resources. The issues residents and stakeholders of both neighborhoods identified clearly indicated a shared interest and pride in their community and the directions in which to move forward.

### A Unique Community

The history of West Salt Lake, from the first farms in the 1870s to the consolidation of the railroad lines in the 2000s, has given rise to an array of constraints on long-term growth. The community is almost literally walled in on three sides by highway viaducts with only a handful of passages through those walls. Half of those are further constrained by railroad activity. The figurative wall of industrial development on the west side of Redwood Road has prevented residential growth to the west. This is particularly problematic because West Salt Lake's residential neighborhoods are almost entirely single-family residential. To attract the commercial uses that residents want and that are lacking in their community, more residents are needed and because of the space constraints, the community has to grow from within.

Growth in West Salt Lake has been consistently low-density over the past 25 years. Subdivisions such as California Place (approximately 1100 West and 1200 South), Madison Estates (California Avenue and Utah Street), and Cannon Farms (on the Jordan River north of 1700 South) have all had densities of less than ten units per acre. The Riverview Apartments at 1700 South and approximately 1050 West is one of the only multi-family developments constructed in the past 20 years and its density is still less than 20 units per acre.

Additionally, compared to other communities within the city (excepting the industrial districts west of I-215), West Salt Lake carries an inequitable share of land dedicated to manufacturing uses. **Nearly a third of the study area is industrial—some of it intensive in nature and incompatible with its surroundings—and the boundaries between those areas and the residential districts are not always well-defined.**

West Salt Lake, however, has two assets that only one other community in Salt Lake City can claim: **the Jordan River and the Jordan River Parkway**, both of which snake through the neighborhoods and provide a north-south corridor exclusive to bicyclists and pedestrians. While appreciation of the river is fairly uniform among the community members and stakeholders who participated in the outreach efforts, many also agreed that there is a need to market the river's potential while also protecting for the future generations. The community's open space is notable because, while some communities have very large, centralized parks or green spaces (Liberty Park or Sugar House Park, for example), West Salt Lake's open spaces are smaller but more diffuse. All West Salt Lake residents are less than a mile from either the river or a neighborhood park with recreation facilities (baseball fields, playgrounds, etc.) and over 80 percent are within a quarter-mile. This is not true in some other parts of the city. Combined with others assets such as the expansive Sorenson Multicultural and Unity Center, the International Peace Gardens, the historic Chapman Library and the forthcoming Glendale Library, West Salt Lake has a strong network of cultural, recreational and community resources on which to expand.



# OPPORTUNITIES

## DEFINING OPPORTUNITIES

### What Are Opportunities?

West Salt Lake is primarily a single-family community and there is no need to see an overhaul in the composition or character of the neighborhoods. Generally speaking, most of the redevelopment in West Salt Lake will be *around* those single-family neighborhoods. Redeveloping around them, though, presents challenges because it is easy to disrupt their character with tall buildings, dense residential complexes or intense commercial activities. There are distinct limitations in West Salt Lake for these reasons.

If the neighborhoods are limited with regard to new residential and commercial development, the opportunities for that type of growth must be located elsewhere. In West Salt Lake, those areas are at the edges of the neighborhoods and specific intersections within them. Both the size and scope of these opportunities vary significantly based on the site and situation. If preserving the fabric of the neighborhoods is a primary goal, these areas of opportunity need to be identified and their strengths and weaknesses must be reviewed in detail.

One question that arises is how “development opportunity” is defined. Generally, and for the purposes of this document, **a development opportunity is any location that can, with some type of catalytic action, become the center of residential, commercial or other beneficial growth.** The action can involve a change in land use regulations, adjustments to existing zoning boundaries or wholesale rezoning of a large area. The areas of change in a community such as West Salt Lake, where a large portion of the community is comprised of established neighborhoods, tend to come in two forms. They are either **small and localized areas such as intersections and nodes, or they are large districts that are separated from a majority of the area by some type of boundary.** West Salt Lake has examples of each of those, but the opportunities for land use changes are not always limited to those areas. Changes in regulation, for example, can turn vacant and inactive sites in the middle of a neighborhood into more easily developable infill sites.

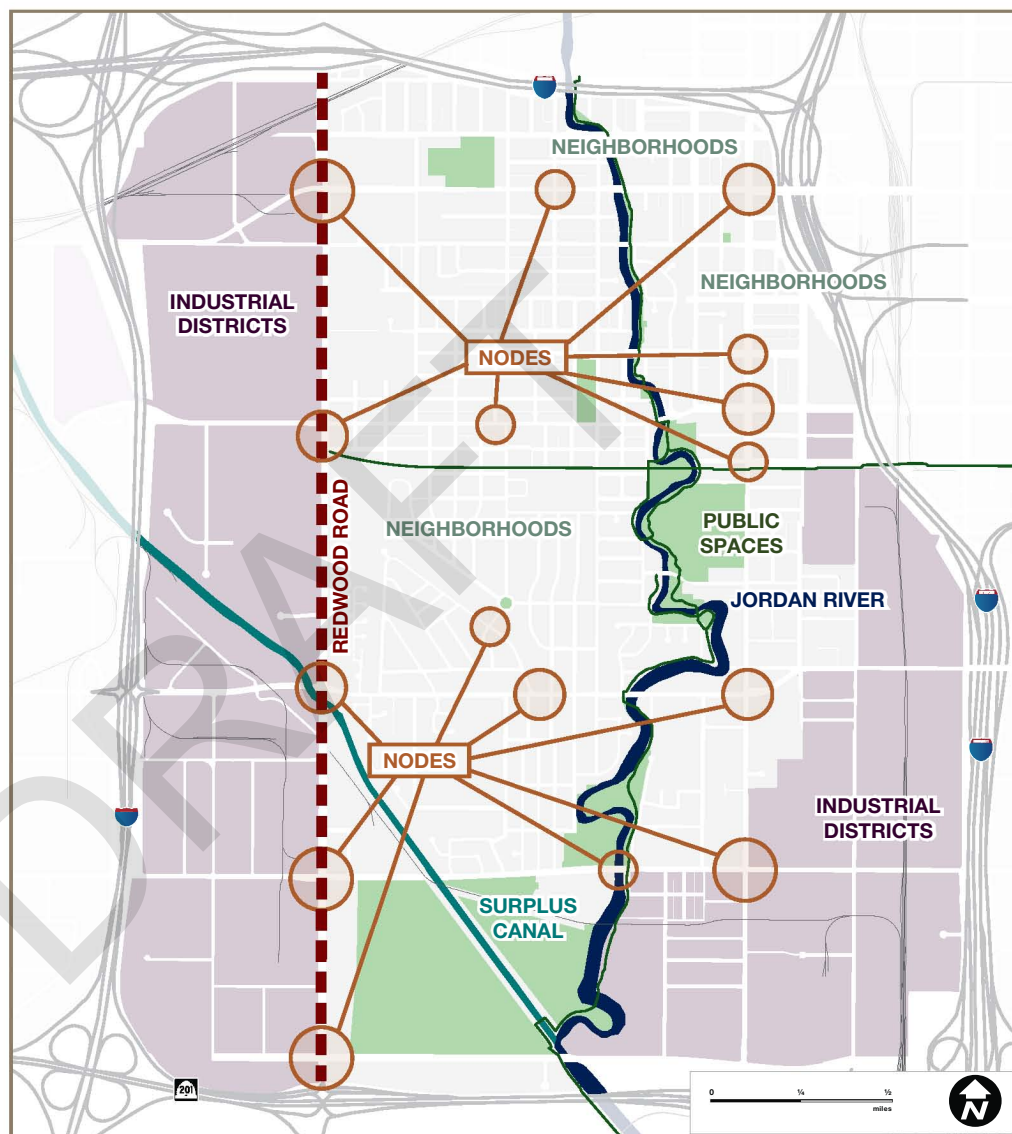
The opportunities, whether they are nodes or districts or something in between, are covered in the sections that follow. The extent of the change needed or desired—from zoning changes to urban design treatments—is largely a product of the typology and the existing conditions of the location. For example, there were considerable differences between the vision for the industrial area between I-215 and Redwood Road and the industrial area around 700

West. Those visions, threaded with the existing conditions and the city's goals, warrant a variety of strategies and actions that will result in different long-term directions for each.

## IDENTIFYING THE OPPORTUNITIES

West Salt Lake community members mapped out the locations where they saw opportunities for growth and redevelopment. The means of achieving that growth and development at any given location differed (sometimes dramatically) but there was an understanding that the scope of recommended or proposed changes in any of these areas can vary considerably. The need for requirements such as buffering and compatibility. The success of any given project at meeting the vision is based partly on how it interfaces with and complements its neighbors. This is especially true with development at neighborhood and community nodes, where a project's neighbors are the ones who will be utilizing it.

Opportunities that were identified and that are proposed in this plan as the primary locations for growth and redevelopment can be categorized in seven distinct geographic areas (or types):



Map of the opportunities in West Salt Lake that will be discussed throughout this plan.

- within the single-family **neighborhoods**;
- at significant intersections (from this point called “**nodes**”);
- on **Redwood Road**;
- along the **Jordan River**;
- along the **Surplus Canal**;
- in the community's **industrial districts**; and
- in the many **public spaces** and parks.



## Neighborhoods

The overall level of change within Glendale and Poplar Grove will be relatively low, but there are some opportunities for incremental additions to density and minor adjustments to the development pattern to make them more efficient and sustainable. The other opportunities found below are discussed in more detail because they require more attention to reach the outcomes envisioned by the community. This does not imply that these neighborhoods do not present difficulties or are of lesser importance than the areas discussed below. The neighborhoods will see changes through modifications to how Salt Lake City regulates and promotes infill development.

## Nodes

The concept of a **node** is a critical one because nodes represent one of the key types of locations for redevelopment. For the purposes of this plan, **a node is an intersection consisting of at least one major road where there is potential for changes in land use and the development pattern.** There are nodes scattered throughout West Salt Lake that are identified later in this document. While 900 West and Redwood Road can be more accurately called as *districts* or *corridors* of change, nodes are truly **localized areas of change.** The extent to which each node should or will experience change is largely dependent on the existing conditions of the node and the classification of the node in the overarching hierarchy. The same factors also impact the physical extent of the node. Many of the nodes discussed in this plan are found in the aforementioned larger areas of change—the 900 West and Redwood Road corridors in particular.

The **900 West corridor** is effectively West Salt Lake's primary community corridor because it is the only road other than Redwood Road that provides north-south connectivity. Residents and stakeholders both had ideas for all parts of the corridor, but the main focus was **between 400 South and 1300 South.** While the corridor itself is a large area of change, it could be more accurately described as a string of nodes. So, while some changes are anticipated throughout the entire corridor, a majority of the changes should be anchored around the nodes. Those nodes are at **the major intersections along 900 West: 400 South, 800 South, 900 South, California Avenue and 1700 South.** Each of these nodes has specific elements or opportunities that correspond to a specific node type within the hierarchy defined in the following section. In that sense, the intensity of the proposed changes are tied to the intersections' position on the hierarchy. The scale and scope of the possible changes at the 400 South node (a community node), for example, will be different than at 1700 South (a regional node).

Additionally, the spaces in between the various nodes will reflect some of the changes seen at the adjacent nodes in order to provide appropriate buffering and transitions when necessary. The nodes at 800 South and 900 South are a good example of this because the nodes are very close together and the opportunities for redevelopment extend away from the intersections more than they do in other locations. This is mainly a result of the fact that 900 West is one of the few places that can accommodate some residential and commercial growth without impacting the stability of the community's interior.

## Redwood Road

In terms both size and potential, the Redwood Road corridor presents the greatest opportunities. There are limitations to both the scale and use of future redevelopment on both sides of the street, but the opportunities presented will be the most wide-ranging within the community. The west side of the street—an area that is about one-half mile in width between Redwood Road and I-215—consists of a mix of industrial and commercial uses with no obvious pattern of development. The east side of the street also has a mix of industrial and commercial uses, but the commercial uses outnumber the industrial ones and there are blocks of residential uses. It, too, has little in the way of a consistent development pattern.



Redwood Road was consistently identified as a problem in the community for a variety of reasons. First, it has been designed for and heavily used by automobiles at the expense of other forms of transportation. It is also considered a particularly unattractive stretch of road and lacking community commercial retail and services. It was also identified as an opportunity primarily because it is the one place in West Salt Lake that can accommodate a considerable amount of residential density and new commercial development without impacting the existing neighborhoods.

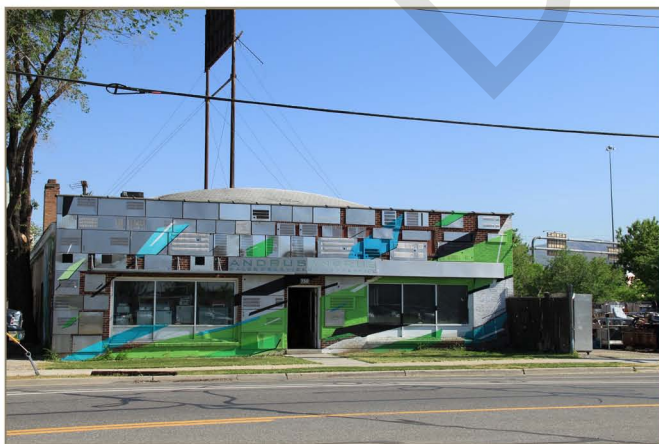
The vision for Redwood Road, however, varied to some degree because residents had differing opinions on how the west side of Redwood Road should be used. While an overwhelming percentage of the feedback favored long-term replacement of the industrial uses with commercial ones, the scale of anticipated commercial development differed. Some residents were opposed to big box development while others embraced it. Disagreement also arose regarding the extent to which Redwood Road could safely accommodate pedestrians and bicyclists. There was little to no discussion about residential development west of Redwood Road, as most people acknowledged that it was nearly impossible to do so with the area's land use history.

### Jordan River and Surplus Canal

Both the Jordan River and the Surplus Canal cut across all types of land uses within West Salt Lake. The Jordan River is already a well-used recreation corridor for cyclists, kayakers, canoeists and pedestrians. The Surplus Canal, on the other hand, is primarily functional and only lightly used for recreation. The opportunities along the river are fairly minor adjustments in response to environmental and safety concerns. There is also a focus on placemaking along the Jordan River. Placemaking is also a key strategy for expanding the role of the Surplus Canal. The creation of a canal trail would help expand the citywide and regional trail network and provides residents and employees in the area an additional recreation opportunity.

### Industrial Districts

There are three major industrial districts in West Salt Lake that are loosely connected and surround the community on three sides. The 700 West corridor is a swath of development consisting of mostly industrial uses abutting single-family homes between 800 South and approximately 1400 South. At its widest, the corridor is about a quarter-mile wide and extends as far west as 800 West. The development pattern is inconsistent and the boundary between industrial land uses and residential land uses meanders. This pattern has had a major impact on the development of the residential neighborhoods along the 900 West corridor.



A grant secured by the Economic Development Division gave two University of Utah architectural students, Jeffrey Baird and Robert Tranter, the opportunity to realize their façade improvement project for Andrus Sales & Services at 708 West 900 South. The materials used in the renovation were recycled from Andrus' inventory.

Residents in the area tended to focus on how this corridor impacts the perception of their community. 700 West is one of the first streets crossed in the southern part of the community when traveling east to west. As a result, it is a significant part of the eastern gateways in West Salt Lake. The impact is most evident along 900 South, where one side of the street is residential and the other industrial. The corridor's influence on the other gateways, 800 South and 1300 South, is not as strong. Residents' ideas for the future of the 700 West corridor varied, but they tended to focus on buffering between the two current uses and phasing out of the intense industrial uses.



The second and third districts are south of 1700 South and west of Redwood Road. The latter is covered in depth within the overall context of Redwood Road. The area south of 1700 South is, for the most part, disconnected from the rest of the community because there is very little overlap with other parts of the community. Some residential uses along 1700 South abut this district, but the impact is minor. For the most part, no major changes are anticipated in the area. The changes will focus mainly on the design and types of industrial uses allowed.

### Public Spaces

The opportunities for public spaces are some of the most significant areas for change, but also some of the easiest to fulfill. This is because public spaces include streets, sidewalks and intersections, as well as obvious places such as parks and trails. Improving streetscapes, installing benches, public artwork and transforming marginal spaces into vibrant public gathering spots all qualify as opportunities for public spaces. Adding new parks, improving existing ones and expanding the opportunities for social interaction and recreation are also opportunities within the community.

## CONTINUING THE PROCESS

### Ongoing Coordination

Opportunities for growth, redevelopment and ongoing community engagement will continue to arise and sometimes will stem from unexpected sources. It is important that there is a built-in system with the resources to identify these opportunities and involve the people best prepared to capitalize on them. Such a group already exists for this community: the **Westside Coordination Group**. It is an ongoing meeting between various Salt Lake City departments and divisions, the Sorenson Unity Center, the University of Utah, nonprofit organizations in the community, area community councils and residents. The Westside Coordination Group includes not just Glendale and Poplar Grove, but also the neighborhoods to the north, such as Fairpark, Jackson and Guadalupe.

The group has been an avenue for city projects to be discussed and coordinated, for various organizations active in the community to share their work and announce upcoming events, and for planning students to present their ideas and seek suggestions for resources and support. As it grows, the group should strive to become a full-fledged outreach and collaborative outfit, ensuring ongoing coordination for projects and outreach efforts and for seeking grants and other funding. The group will be vital in implementing the *West Salt Lake Master Plan*. A group representing city departments, nonprofit organizations, residents and other stakeholders can be a means of vetting implementation strategies, identifying emerging opportunities and securing funding, resources and community support for ongoing application of the plan and its strategies.

The importance of **ongoing review of the master plan** should be underscored because the vision and goals found within this document are dynamic concepts. The extent to which Salt Lake City, the private development community and the community's residents and stakeholders have been successful in implementing this plan should be monitored and evaluated on a continuing basis. Monitoring trends, changes and implementation steps can be used to determine the overall effectiveness and success of the master plan and ultimately identify when the plan requires adjustment or updating.



## MOVING FORWARD

**Consider the Westside Coordination Group a fundamental implementation tool for the *West Salt Lake Master Plan*.**

**Identification and Coordination.** The Salt Lake City Community and Economic Development Department should continue its support and coordination of the Westside Coordination Group into the foreseeable future. The group should be tasked with using the *West Salt Lake Master Plan* (and other applicable community and subject plans) as the framework for identification of redevelopment opportunities in the community and coordination of implementation activities.

**Metrics.** The Westside Coordination Group should develop metrics as a means of evaluating and assessing the effectiveness of this master plan and ensure that these metrics provide the basis for monitoring the growth of West Salt Lake.

**Evaluation and Assessment.** The West Side Coordination Group should also make one of its objectives the ongoing evaluation and assessment of the *West Salt Lake Master Plan*'s implementation. The Planning Division should use the West Side Coordination Group as one of several gauges for the plan's effectiveness in achieving the vision set forth in the document and as a source for necessary adjustments and modifications to the plan further down the road.



# NEIGHBORHOODS

## VISION

*The established and stable neighborhoods of West Salt Lake will remain the core of the community, retaining traditional development patterns while also providing new housing opportunities.*

## ESTABLISHED NEIGHBORHOODS

### Stability and Opportunity

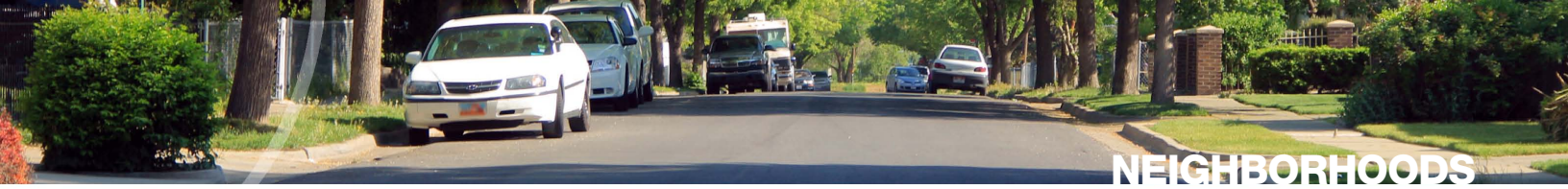
As with any community with 140 years of history, West Salt Lake is not a blank slate. There are well-defined single-family neighborhoods that have not yielded to expanding commercial districts over the years. So, for better or worse, creep from the small commercial nodes within the community has been limited, thus limiting the scope of retail and services in West Salt Lake.

Further, there has been very little additional density stemming from multi-family residential development. The infill development in West Salt Lake over the past couple of decades has been primarily single-family in nature. And while the population of West Salt Lake has been climbing at a rate exceeding that of the city as a whole, that growth seems to be tied to younger generations. Families in West Salt Lake are on average bigger because there are more children in those families. Over time the demand for new housing will necessitate a change in the community's development pattern. Where this change occurs will likely follow the same course that has already been set; that is, it will not be found deep within the neighborhoods.

As with many established communities, the primary dichotomy found in West Salt Lake can be very generally described as **stability versus opportunity**. The overwhelming majority of West Salt Lake tends toward the stable side of the spectrum. Glendale and Poplar Grove can be considered stable in the sense that there is limited opportunity within the neighborhoods for large-scale changes to the character and development pattern. That does not mean,

#### What is Stability?

When "stability" is used in reference to neighborhoods, it does not imply a lack of change or a lack of opportunities. It only means that the development pattern has remained largely unchanged and major redevelopment is not expected. There are still opportunities in the stable areas, however. Infill development, growth at neighborhood and community nodes and infrastructure improvements are all examples of ways stable neighborhoods can still experience change.



however, that they are without any opportunities for growth. Nor does it imply that changes are neither desired nor anticipated by the residents of the neighborhood or by the city itself. For example, some change within the neighborhoods will be required to attract more businesses and services.

### Glendale and Poplar Grove

Glendale and Poplar Grove each grew at varying rates and under different circumstances, but **the primary drivers and shapers of the growth, railroads, industry, street cars and the Jordan River**, applied to each. Before streetcars came in the late 1800s, the inhabited areas of both Glendale and Poplar Grove were physically separated from the rest of the city by inadequate roads. Those roads were then further impacted by the railroad corridor that split them and the industrial development that soon followed. This made it more difficult to get between the urban center of Salt Lake City and areas west of today's 600 West.

When streetcar lines began radiating from Downtown, the lines to West Salt Lake they were routed between the neighborhoods at equal intervals (on 200 South, 700 South, and 1300 South), so the resulting subdivisions were evenly distributed throughout the area. However, many of these subdivisions existed only on paper and houses were not actually built until much later. Thus, there was a notable lag in the population growth of these subdivisions,



A view of the eastern edge of Poplar Grove in the 1930s. The road going left to right in the middle of the photograph is 400 South and the large complex at the top right is the Denver & Rio Grande machine shop and round house. The wide road on the left side of the photograph is 800 West (then known as 700 West). 800 West retains the same basic pattern today south of 600 South. This section of 800 West, and almost everything else from the middle of the photograph to the left, was cleared for construction of the interstate.



especially as the streetcar investment in West Salt Lake began to diminish. Finally, the Jordan River and its unpredictably and misuse made development near it unappealing.

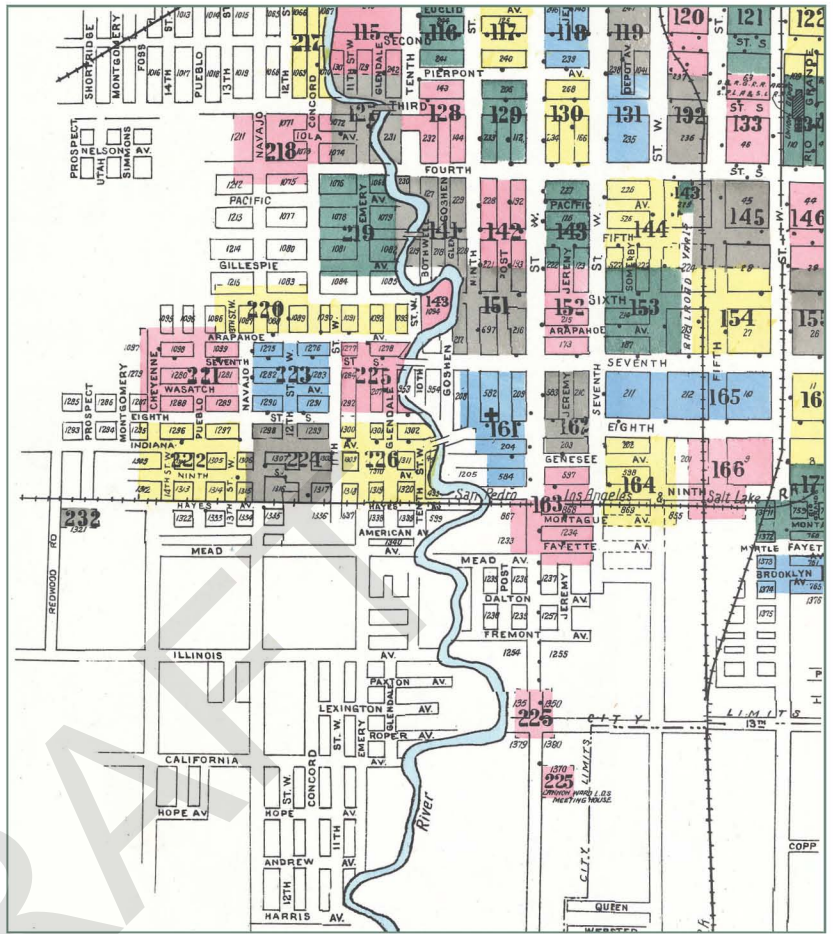
As a result of these factors, **Glendale and Poplar Grove share similar development patterns**. Chief among these are the rigid western boundary at Redwood Road, the fluid eastern boundary along the 700 West industrial corridor, and prominent isolation from the rest of Salt Lake City due to transportation barriers. Additionally, the later development of Glendale and Poplar Grove meant that there was some divergence from the original city design. Blocks farther west are generally smaller and the roads narrower than their counterparts elsewhere in the city, as the influence of the Plat of Zion decreased in later subdivisions. Each of these has a significant role in the opportunities for future development, but the barriers in and out of Glendale and Poplar Grove underscore the community's need to grow from within.

There are some differences between the two neighborhoods. Later subdivisions in Glendale tended to forego the grid pattern altogether, resulting in diagonal streets, such as Glendale Drive and Glenrose Drive (in the Glendale Gardens subdivision) or more suburban, cul-de-sac type development, as found in the Madison Estates subdivision (at Redwood Road and California Avenue). Blocks in Glendale tend also to be larger and less uniform because of this development. The River Park subdivision along Jake Garn Boulevard, however, is a recent Poplar Grove subdivision that also presents the more suburban development patterns. Residential lots in the more traditional grid development in Poplar Grove are consistently between 7,000 and 8,000 square feet and tend to be more uniform in shape. Lots in Glendale, on the other hand, show a wider range, from 3,000 square foot parcels in the Madison Estates subdivision to half-acre lots on the 1000 to 1100 South blocks of Navajo Street.

However, these differences do not necessarily imply that the redevelopment strategies that work in one neighborhood will not work in the other. The larger lots and blocks in Glendale subdivisions may provide more flexibility for infill projects, but overall, both neighborhoods have similar limitations when it comes to redevelopment within them.

## The Potential

400 South, 800 South/Indiana Avenue and 1300 South/California Avenue, the largest east-west roads within the neighborhoods, are still primarily residential. For the most part, commercial and institutional establishments anchor the corners of intersections (the nodes). The spaces in between those nodes are almost always single-family homes, usually on lots around 50 feet in width and with depths of over 100 feet. Some lots are deeper than this,



A map from 1950 showing the developed parts of Glendale and Poplar Grove. The development pattern began to change as developed crept west of the Jordan River.



presenting conditions that provide unique development opportunities. The potential for **interior block urban agriculture** is one of those opportunities.

There are also several vacant or underutilized parcels that can be developed as infill parcels, and, depending on their size, can be seen as opportunities for multifamily projects. A property on Montgomery Street north of Indiana Avenue is one such lot. It sits at the end of a truncated street and abuts a parking lot, characteristics that provide more flexibility in creating a compatible infill project. Spaces like this within Glendale and Poplar Grove provide opportunities for creating new homes in the community. Regulations for infill development are guided primarily by compatibility with the existing neighborhood fabric, which includes elements like height, bulk, setbacks, architecture, landscaping and building materials. This development will not change the character of the neighborhood. Rather, it will be a complement to the areas of opportunity detailed later in this document.

The current zoning in the majority of West Salt Lake, and in nearly the entirety of the neighborhoods, is for single-family residential, which prohibits multi-family development. Therefore, multi-family residential infill will require some zoning ordinance modification. One option that could be employed is the city's accessory dwelling unit ordinance, which provides an avenue for additional units that are secondary to the home. This would not only increase the number of residential units, but would also introduce more variety in housing types. Another option is a zoning ordinance modification that allows for duplexes in single-family zones provided the infill parcel is over a certain size and the development meets certain design standards to ensure compatibility. Small lot single-family residential infill development, both attached and detached, are also options for adding new residential uses within the neighborhoods.

Of course, the number of additional dwelling units that may arise from infill development will not be enough to bring about radical changes in the composition of West Salt Lake. This leads to an issue that represents the heart of the *West Salt Lake Master Plan*. If the neighborhoods, which make up a majority of the planning area, provide few opportunities for major development, then the primary question is:

**Can a community that is over 90 percent single-family with little room for large-scale infill development achieve the vision that its residents desire?**

Throughout the process of developing the *West Salt Lake Master Plan*, it appeared that the residents and stakeholders recognized that the answer is *no* unless there were substantial changes to the development pattern of West Salt Lake. One of the aims of this plan is to demonstrate that localized changes in the community's development patterns—the areas where change and opportunity will be encouraged, introduced in the upcoming chapter—can bring about the desired vision despite the perceived limitations. The small changes, such as those described here, are not enough on their own to implement the vision. **However, small changes in addition to larger development and other large-scale changes can do so.**



## MOVING FORWARD

### Determine unique and compatible ways to add incremental density through infill development.

**Infill Development.** All new infill development, whether single-, two- or multi-family residential, should adhere to the prevailing development pattern in the immediate area. Some design elements that are used to increase density, such as height and bulk, can be made compatible through appropriate architectural and landscaping techniques.

**Special Single-Family Allowances.** The Salt Lake City Planning Division should explore regulatory options for permitting unique, single-family residential development within the existing single-family zoning districts. Examples of special single-family developments include small-lot, detached, single-family residential units on parcels that are currently considered too small for development and attached single-family residential units.

**Multi-Family Infill Allowances.** The Salt Lake City Planning Division should explore regulatory options for allowing two- or multi-family development on lots that are zoned for only single-family where appropriate. Appropriate cases include lots that have unique shapes or where the impact on adjacent properties would be negligible due to the unique properties of the parcels. Appropriate review and approval processes should apply in these cases. Regulations such as these can help add even a small amount of additional density without impacting the prevailing single-family character of West Salt Lake and potentially introduce unique housing types and designs to the community or the city.

**New Development.** New residential and commercial development that is adjacent to established single-family neighborhoods should be buffered with landscaping and side or rear yard setbacks based upon the distance between the proposed building and the existing buildings.

**Accessory Dwelling Units.** Salt Lake City should expand the geographic area where accessory dwelling units are permitted to include the single-family districts in West Salt Lake. Application of the accessory dwelling unit ordinance in this community would provide opportunities for additional density and a wider variety of housing choices without impacting the predominant development pattern.

### Find sustainable options for underutilized lands within these stable, single-family neighborhoods.

**Big Blocks.** With the help of property owners and potential developers, Salt Lake City should identify underutilized or unmaintained areas within large residential blocks in West Salt Lake. These mid-block areas should be targeted for development through flexible zoning and design standards.

**Urban Agriculture.** Between existing city resources and private urban agriculture organizations, a community-wide information network should be established to explain the requirements and regulations for farming on private lots with the goal of increasing fruit and vegetable consumption, decreasing the food desert in West Salt Lake and encouraging more sustainable use of private vacant lands.



# NODES

## VISION

*West Salt Lake is populated with neighborhood, commercial and regional nodes that provide the community with a variety of housing options, increase the stability of the existing residential neighborhoods by providing the necessary daily or discretionary retail and service options and provide opportunities for employment within the community. These nodes are scaled and designed to be consistent with the existing fabric of the community where necessary. They also have the framework necessary to be sustainable and efficient as part of a growing network of transportation options and, along with recreation nodes scattered about the community, are attractive destinations for the community's residents and visitors from elsewhere outside the area.*

## DEFINING THE CONCEPT

Like a majority of Salt Lake City, West Salt Lake was laid out on a grid street network. There are a few locations where the grid is broken or was not followed, but the pattern is otherwise consistent. This grid pattern creates a string of intersections along the primary streets both within the neighborhoods and at their edges. **Intersections, or nodes, can be defined as integrated centers of activity, points where one corridor crosses another, such as the intersections of two streets or a street and a river.** Nodes vary greatly in a number of ways, with scale, character, and activity level being three of the most significant. Further, nodes are not static. Changes in the economic landscape, land use regulations or transportation options can influence a node's characteristics. Not every intersection is a node, however; historic development patterns, natural resources, land use regulations and transportation patterns are the primary factors that determine what intersections become activity centers.

Nodes provide a focal point for a community, and they can represent a larger area than the actual node itself. In this way, the **identity of a node can signify the values and unique characteristics of a community.** The most successful types of nodes—the nodes that residents feel both positively and accurately represent their neighborhoods or communities—are those that have an integrated mix of land uses, reliable public infrastructure, a variety of transportation options and safe and inviting public spaces, streets and sidewalks.

## Identifying the Nodes in West Salt Lake

Residents and employees of the West Salt Lake community identified several existing and potential nodes during outreach and engagement activities. There were nodes that were clearly popular choices—900 West at 900 South, Redwood Road at Indiana Avenue and 900 West at California Avenue, for example—but there were others that were not as frequently identified, but whose qualities or opportunities were well-documented.

The identified nodes vary considerably with regard to level of development and character. They also have very different future roles identified by residents. The **400 South and Concord Street** node is a very small commercial node with a restaurant and a neighborhood market, but has the potential to be a much more attractive neighborhood center. In comparison, the node at **Redwood Road and California Avenue** is envisioned as a hub for larger-scale commercial uses and options that serve the entire community.

Some of the nodes have well-established roles in the community; for example, the intersection of **900 West and California Avenue** is the location of key community assets, such as the Sorenson Multicultural and Unity Center, the Salt Lake Community Action Program's Head Start building and Riley Elementary School. While the land use component of the 900 West and California Avenue node has been established, work is needed to connect the node to the rest of the community and diversify the land uses.



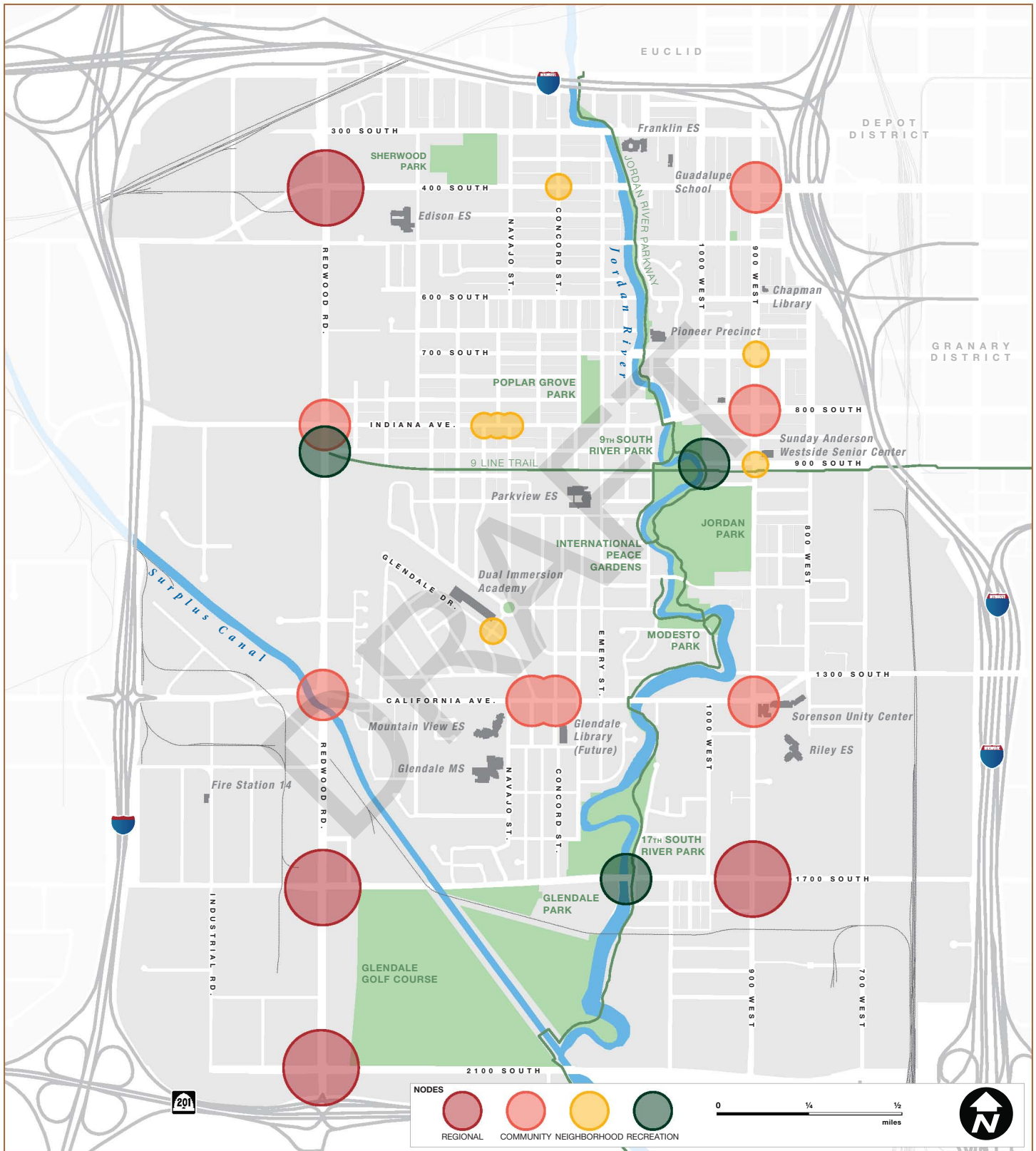
Other nodes, such as 900 West and 400 South, are not as defined. This intersection has the potential to be a significant commercial node based on its location, but it is currently underdeveloped, with isolated commercial uses and vacant and underutilized land. Other nodes, however, were highlighted for their potential and not necessarily their current condition.

How to connect each of these nodes to the community and to each other is a key piece of the puzzle. These nodes do not exist in a vacuum and their viability relies on the ease with which people can access their resources and services. Additionally, there needs to be a network that allows people to flow freely between different types and levels of nodes because each level serves a different purpose. This is why 900 West and Redwood Road, in particular, are important. Not only do these streets provide the most realistic opportunities for new development and growth, but they are the basis for the connectivity of much of West Salt Lake's nodes.

## THE HIERARCHY OF NODES

### Establishing the Hierarchy

Examination of the nodes reveals a typology based on both the current conditions and the opportunities for each. Those opportunities were identified through the community's feedback and take into account other factors, such as the surrounding land uses and the location of the node. In West Salt Lake, there are four basic types of nodes: **neighborhood nodes, community nodes, regional nodes and recreation/open space nodes**. This hierarchy, including the characteristics of each node, is not specific to West Salt Lake. It fits into a larger system that includes node types not found in this community but found elsewhere in Salt Lake City (*see map on next page*).



The locations of the various types of nodes throughout the West Salt Lake Master Plan's study area.



The classification of nodes into this hierarchy is based on both the current conditions and the potential opportunities, which primarily stem from the community's visions for the node and site-specific characteristics. An example of this is the aforementioned intersection of 900 West and 400 South. The current makeup of the node does not meet what is expected of a community center. However, the node's proximity to the interstate, potential for redevelopment and importance to the community are all factors that make it a future candidate for a community node. Farther south on 900 West at 700 South, however, is an example of a neighborhood node that has an established commercial corner and room to grow on two others.

Over time a node may reach its effective development capacity and physical growth or increased density may be restricted due to regulations or other constraints. In these cases, a variety of factors would need to be weighed and compared to determine whether expansion of the district is warranted. The surrounding uses are likely to be the most important determinants. For example, a neighborhood node surrounded by single-family homes is not a likely candidate for expansion. But each scenario should be considered individually when that opportunity arises.

Each type of node found in West Salt Lake is discussed in general terms below. For each type, one or two examples are provided as a framework for the other nodes within each tier. These examples are ones that members of the community selected or that present an opportunity for the most positive impact.

### Neighborhood Nodes

Neighborhood nodes are small-scale intersections that incorporate small commercial establishments and residential options. These nodes are easily accessible from the surrounding neighborhoods by foot or bicycle but provide very little parking, as they are not normally major attractions for residents outside of the neighborhood. They are also ideal locations for uses that cater to everyday needs and walking trips such as corner markets, cafes/restaurants, and salons or barbershops. In West Salt Lake, these nodes are generally surrounded by single-family homes, so the new residential component must be compatible. Appropriate development would consist of one or two stories of apartments or condominiums above the ground-floor commercial use, accommodating densities between ten and 15 units per acre. Parking for new mixed use developments would be limited to the street or lots behind buildings.

Neighborhood nodes rely on the neighboring residential properties because they are not intended to bear a heavy load of new residential development. It is entirely possible that they will not contain a residential component at all, especially if there is a concern about parking or compatibility. Businesses located at these nodes will not be major employers. Their role in West Salt Lake's future is providing residents access to daily services without requiring the use of a private vehicle. They can also be places of interaction, where nearby residents can informally and spontaneously gather while they get other tasks done.

The pedestrian experience is key at neighborhood nodes because it is expected that walking and bicycling, and not driving, will be the primary modes of transportation. Thus, all improvements around these nodes should be scaled appropriately, especially street lighting, the lack of which was often cited as a barrier to walking around the neighborhood. Data such as pedestrian and vehicle collisions, speeding and red light citations and other measurements of potential pedestrian safety should be routinely recorded and compared to pre-installation data to see what types of improvements work and what types do not. This can provide direction for future capital projects at other intersections.

#### **West Salt Lake's Neighborhood Nodes**

The following intersections are current or future neighborhood nodes:

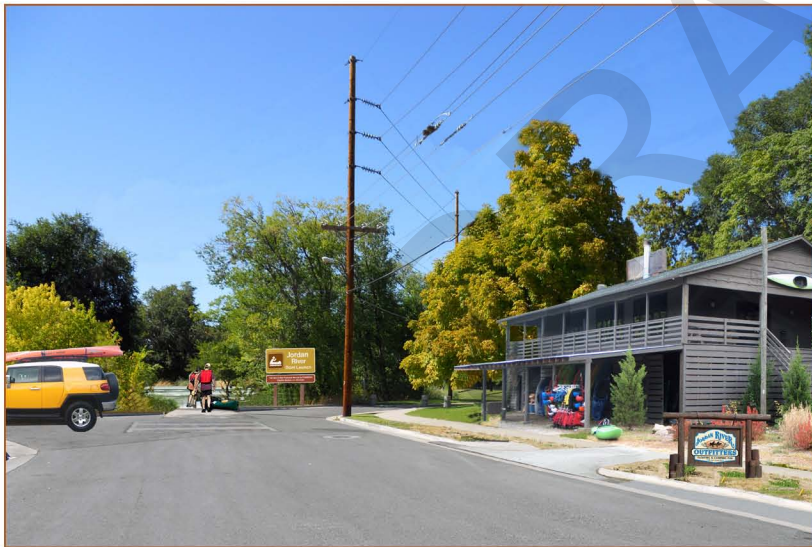
- 900 West at 700 South
- 900 West at 900 South
- Indiana Avenue at Navajo Street, 1400 South and Pueblo Street
- 400 South at Concord Street
- Glendale Drive at Navajo Street

### 900 West at 700 South

The neighborhood node at 900 West and 700 South is partly established already, with a small commercial strip at the southeastern corner of the intersection. This development is not only compatible with the surrounding neighborhood in terms of height and bulk, but it is a good example of how neighborhood nodes should be designed: buildings are built to the sidewalk and off-street parking is located in the rear yard. The corner to the north is occupied by a nursing center and the north and south blocks on the west side of the street are underdeveloped and vacant respectively. There is room to grow on the west side of the intersection and developments with two stories would be appropriate given the size of the lots and surrounding properties. 700 West is a wide street with a relatively low traffic volume so infrastructure improvements to improve the pedestrian experience and node's appearance would be welcomed at the location.

### 900 West at 900 South

The intersection of 900 West at 900 South was frequently identified within the community as a significant opportunity. There is a small commercial component at the node and the Jordan River is only 700 feet west of the intersection. Additionally, it is already a recreation node: The 9 Line and the Jordan River Parkway meet at 900 South and three parks with a total of 50 acres of open space are all within a quarter-mile of the intersection. 900 South continues west past 900 West until it meets the river. There are some limitations to development at this node. Salt Lake City should work with the owner of the billboards on the northwest corner to find a suitable site for their relocation. The Sunday Anderson Westside Senior Center, while being the type of use that can anchor a neighborhood center, sits on the northeast corner and would need to be incorporated into any new development.



Outdoor retailers or restaurants at 900 South and 900 West could take advantage of the node's proximity to the Jordan River, the Jordan River Parkway and the 9 Line.

The existing businesses on the southwest corner should be incentivized to be a part of the node's future through one of the City's economic development programs. Continuity of any small, local businesses at neighborhood nodes is vital for the node's long-term vitality because these businesses are already carrying out part of the vision. Complementary economic activity and a denser residential base are important considerations, however (analysis of the market and commercial potential is found below in the discussion about the 900 West/800 South community node).

The limitations at this node present obstacles to redevelopment, but the community's vision for the location has been explored in detail over the past couple of years. The opportunities for links between this node and the well-established 9th & 9th node (900 South at 900 East) and a link between the Jordan River and Liberty Park are also appealing. This intersection's future will be further studied in detail in the 9 Line's corridor plan.



### *Indiana Avenue at Navajo Street, 1400 West and Pueblo Street*

This node presents a unique opportunity because it is not just a single intersection, but a series of intersections along Indiana Avenue. Three of the intersections are “T” intersections, which can provide developers with flexibility when designing projects within the node and also gives the node a unique orientation. There are some current commercial uses along Indiana Avenue here, but the overall node is underdeveloped and past attempts to revitalize this node have been hampered by zoning or legal issues with certain properties. The current zoning at these nodes requires review and likely modification or change to spur this development. Business development programs through the Economic Development Division can help grow this node and turn it into a destination in a central location. This location was one of the sites where residents expressed interest in a node that celebrates the diversity of the community. Restaurants, public spaces for small neighborhood events and specialized commercial establishments can be the types of uses that highlight the community’s ethnic diversity.

### *Glendale Drive at Navajo Street*

The intersection of Glendale Drive and Navajo Street (generally called Glendale Plaza) is another example of a node that is missing a couple of elements but has potential. It is also an example of how lack of connectivity and visibility can impact the viability of a commercial center. It has the size and bank of developable space to be a thriving community node, but the access and visibility of a neighborhood node. It is most likely something in between the two, and if it can utilize the underdeveloped land at the intersection for residential development, and complement the existing land uses, then there is potential for a thriving neighborhood node around Glendale Plaza.

The node is currently composed of a variety of uses: a full service grocery store, a drug store, a charter school, a place of worship and a senior living development. The Glendale Plaza development itself was originally constructed in 1950 and expanded in the 1960s. It was home to commercial uses as recently as 2006, but the building had a number of physical problems that, in addition to the location issues, led to the loss of those shops and services. The site was adapted for use as a school and has been in operation since then.

The grocery store and the charter school sit on either side of Navajo Street on the north side of Glendale Drive, occupying 4.5 acres. Inclusion of the Rite Aid building northwest of the school results in 6.5 acres of land. Three of those acres are dedicated to parking. This is developable space that presents an opportunity to meet many of the goals of the community and the *West Salt Lake Master Plan*. **The three direct goals are adding residential density, creating viable mixed use nodes and encouraging redevelopment within neighborhoods through compatible higher-density residential development.** Indirectly, it also can bring about infrastructure and public transportation improvements.

A node of any size needs transportation access and visibility from major thoroughfares to thrive. There is currently only one bus route through the node and it only passes by every 30 minutes. The streets leading to the node from Indiana Avenue and California Avenue are neighborhood roads. The only physical indication that there is a node here is a set of directional signs for the grocery store, Supermercado de las Americas, on those two arterials. Neighborhood nodes, however, rely on the residents within the area, usually within walking distance, to survive. So while there is room for a community node style of development here, it may be unrealistic to expect a one due to those geographic limitations. If anything, the history of Glendale Plaza should be a lesson in the importance of both a dense residential base to draw from and direct access to the node.

A market profile of the area indicates there are commercial demands that are not being met. Within a half-mile radius, there are 6,000 residents and only a handful of market types are being met within a half-mile radius



of the node. The highest demands—automotive parts, grocery stores, gas stations, general merchandise stores and all types of restaurants—are all underserved. The unfulfilled grocery store demand is noteworthy because Supermercado de las Americas is one of only three grocery stores in the community and the only one in Glendale. The estimated grocery store demand in 2012 was four million dollars and 30 percent of that was met within a half-mile radius of the intersection. The Glendale Plaza node is most suited for mixed use development that has a strong residential component. It is surrounded entirely by single-family residential properties, including some of the largest and lowest density blocks in the community (between three and four dwelling units per acre). Adding density, and designing it to be compatible is the first step. The amount of potential developable space, in addition to design and buffering considerations, may allow for building heights ordinarily found at community nodes. The additional density may increase demand enough in the immediate area to attract additional businesses to the node or encourage local business development.

### Community Nodes

Community nodes are larger in scale than their neighborhood counterparts because they generally offer retail and services that attract people from a larger area. While some existing community nodes do not have residential components, new developments at these locations should incorporate housing. These nodes provide good opportunities to add density with multi-family residential units. Densities should be on the order of 20 to 30 dwelling units per acre with appropriate building forms to complement adjacent lower density uses if necessary. **Accessory dwelling units (ADUs)**, which are fully separate dwelling units that are located on the same lot as the primary residence, may be appropriate at community nodes. ADUs are an effective way to increase density within the stable areas, especially with the community's deep single-family lots. Retailers such as grocery stores, clothing stores or small professional offices are appropriate anchors for community nodes. These nodes can also be anchored around or include institutional uses, such as churches, schools or daycares. Community nodes should be comfortable and safe for pedestrians and bicyclists while providing some off-site parking that is located behind or to the side of the buildings. Developments around these type of nodes should also be accessible to regular public transportation service.

#### *West Salt Lake's Community Nodes*

The following intersections are current or future community nodes:

- 900 West at 400 South
- 900 West at 800 South
- 900 West at California Avenue
- Redwood Road at Indiana Avenue
- Redwood Road at California Avenue
- California Avenue at Concord Street and Glendale Drive

Community nodes are effective in highlighting the diversity and unique characteristics of the area because they may be good locations for businesses that cater to a specific population. Specialty markets, such as those that focus on a specific cultural background—such as Polynesian or West African markets—are good fits for community nodes because they can draw residents from the immediate area while also accommodating those who rely on public transportation or who drive to the location.

#### **900 West at 800 South**

This intersection is currently the best example of a community node. It has a grocery store anchoring the intersection with other commercial uses that attract patrons from the entire community. The residential component is underdeveloped around the node because the surrounding uses are almost entirely single-family residential. Thus, additional density at the intersection of 900 West and 800 South should not only improve the accessibility of the node for pedestrians and cyclists, but increase the opportunity for expansion of the commercial base.



**The most frequently cited need in the community was restaurants and specifically family-style (or full service) restaurants.** There are some scattered within the neighborhoods and a few more on Redwood Road, but there is a perception among some residents that many residents go to West Valley City for restaurants. A profile of the retail market around the 900 West/800 South node (which includes the neighborhood node at 900 South) shows that there is a demand for those uses that is not being met in the immediate area. The analysis supports the community's belief: In the half-mile radius around the two nodes, approximately 80 percent of the demand for restaurants, cafes or bars is not being met within the neighborhood. In other words, residents around the 900 West and 800 South area likely have to drive to the other side of the community or outside of it to reach a full-service restaurant. This underscores the additional comments regarding variety.

There are also few places for residents to purchase things such as **furniture, appliances, electronics, sporting equipment, health and beauty supplies and clothing.** Very little of this estimated demand is being met within a half-mile of the node though some of it may be regional and eventually met elsewhere in the community. The second highest retail surplus—where the supply far exceeds the demand—in the area was grocery stores. The presence of Smith's at the intersection is the primary reason it is a community node, as people from all over West Salt Lake shop there. The highest surplus was in the online shopping industry due to the presence of merchandise storage facilities in the 700 West corridor. The items residents want may be in the area, but they are not directly sold in the area.

It would also be beneficial to consider a commercial connection between this node and the node at 900 South. This smaller node, which has a direct link to the Jordan River and other recreational assets, could provide some smaller neighborhood-scale establishments that may not be appropriate at the larger node. It is also possible and likely that long-term growth at these two nodes will result in their combination into a larger node. It also provides an opportunity for a larger development within the two blocks between 800 South and 900 South where a larger development could incorporate not only more commercial uses, but also the residential density to support both of the neighborhood uses while the larger uses still draw from the community.

### ***900 West at California Avenue***

The intersection of 900 West and California Avenue is atypical for a standard community node because the main anchor is the Sorenson Multicultural and Unity Center and there are currently no commercial uses at this location. The Sorenson Center offers recreation, cultural and educational services that draw residents from the entire community. There are some opportunities for smaller, neighborhood-scale commercial uses in the small block between 1300 South and California Avenue and on the south side of 1300 South east of 800 West.

This node deserves better connections to other community assets. Though the Jordan River is less than 500 feet away from the intersection (on 900 West), there is no direct access to either the river or the Jordan River Parkway. The closest access point is one-third of a mile west on California Avenue. This connection, though indirect, is still important, as it can encourage residents to walk between their homes and the cultural center by using assets such as the Jordan River Parkway. Signage, special striping, or other wayfinding techniques would help establish this connection. Walking and bicycling are key elements of the community's future and providing **safe and family-friendly access to resources and assets is a core goal of this plan.** This connection will be part of a larger "cultural network" in the area, including the Glendale Library and the International Peace Gardens. Strengthening this network not only provides residents with the ability to forego using a personal vehicle, but it allows them to engage in their neighborhoods on a more personal level and promotes healthier travel choices.



There is an opportunity on 900 West at 1300 South to create a small access point to the Jordan River and possibly to the Jordan River Parkway. At this point, the Jordan River is less than 200 feet from the right-of-way and proximity to the California Avenue and 900 West node opens up opportunities for highlighting the node's importance with signage or other urban design elements.

### Regional Nodes

Regional nodes are locations that are major magnets for large commercial uses, professional offices and multi-family developments. Regional nodes are served by at least one arterial street (preferably two) so that they are easily accessible by automobiles and public transportation. Streets serving these nodes should have bicycle facilities and the developments themselves should include mid-block routes and public spaces for pedestrians. Planning for public transit, bicycling and walking to these locations is important for the long-term health of the community. They are major attractions for employment and community activities and alternative travel options encourage physical activity and better air quality.

Not every building at a regional node will be mixed use, but the development itself should contain multiple uses that complement each other, such as office buildings and restaurants. Additionally, offices and businesses should be integrated with one another to take advantage of shared parking and make more efficient use of the developable land. If housing is part of the development, the residential density should be high—no less than 50 dwelling units per acre—and height limits at these locations should be set to accommodate the types of development that is desired.

#### **West Salt Lake's Regional Nodes**

The following intersections are current or future regional nodes:

- Redwood Road at 400 South
- Redwood Road at 1700 South
- Redwood Road at 2100 South
- 900 West at 1700 South

There is a spectrum of regional node types and the mixes of uses at any given node may differ substantially. In that sense, regional nodes within a community do not necessarily compete. One regional node may consist of a large office complex, a family dining restaurant and condominiums, while another may be composed of educational facilities, a business incubator development and a couple of small cafes, for example. The ultimate goal is that any regional node is a destination for all residents within a metropolitan area.

The development around two additional Redwood Road nodes—Indiana Avenue and California Avenue—will be hybridized regional nodes because the eastern halves of each intersection are not suitable for large scale development due to constraints that are discussed below.

### **Redwood Road**

Because of the size of Redwood Road, and its current status as a major gateway into Salt Lake City, the intersections of 400 South, 1700 South and 2100 South have the potential to become strong regional nodes. Large employment centers west of I-215 but within a short distance of Redwood Road provide a daytime population for restaurants, retail stores, or fitness centers. This would complement potential high-density residential and office or business park development at these intersections to boost the overall market for redevelopment. Traffic counts from the Utah Department of Transportation from 2010 (the latest available) show that the traffic volumes on Redwood Road between I-80 and Highway 201 are similar to those found on State Street between Downtown and 2100 South. State Street is also in need of redevelopment, but it offers a selection of stores, restaurants and services that exceeds those found on Redwood Road. The difference between the development of Redwood Road and State Street is likely rooted in their histories—State Street was the direct route from the south to Downtown Salt Lake City and has had unimpeded connections to the neighborhoods east of it. With similar traffic volumes and similar nearby adjacent residential densities, it is likely that a catalytic development at one of the regional nodes on



Redwood Road could spur development along the corridor.

Redwood Road's intersections with both Indiana Avenue and California Avenue have constraints on their eastern halves that limit the potential for a full regional node. The Redwood Road/Indiana Avenue intersection is very close to single-family development, so compatibility would be an issue. It would function like a hybrid node, with smaller scale regional development on the western side and with two-story development on the other. California Avenue may function as more as a community node/regional node due to the presence of the Surplus Canal and single-family development just a block east of Redwood Road.

The timing of redevelopment at Redwood Road's nodes will have an effect on the community nodes within West Salt Lake. If Redwood Road begins to develop before the nodes within the neighborhoods, it may impact the extent to which those nodes, particularly the community nodes, can develop. For example, a large office park with a couple of restaurants at Redwood Road and 1700 South may meet whatever demand exists or has been created in the area. Thus a node such as California Avenue and Concord Street, which might otherwise support an additional family restaurant to accompany the existing businesses, may not have the market to do so until there is additional residential growth.

### **900 West at 1700 South**

900 West at 1700 South is another location where there is potential for a smaller regional node. Professional offices, educational facilities, such as a small satellite college campus, and supporting commercial retail and service uses would provide a nice transition between the residential and community uses north of the intersection and the industrial uses to the south. According to 2012 retail market data, there are over 30 businesses within a half-mile of the node, but only two of them could be classified as restaurants. A majority of them are dedicated to vehicle sales, repair or auto parts, all of which have a regional draw (the supply of these businesses exceeded the local demand by 250 million dollars in 2012). While these businesses are not necessarily major employers, there is at least an existing concentration of businesses in the immediate area that can be expanded upon and diversified. The commercial businesses here then can be geared towards the daily needs of employees in the area instead of residents, only 2,000 of which live in that radius, who can then depend on closer nodes for their more frequent needs.

## **Recreation Nodes**

Rivers and trails in a community open up the opportunity for the development of recreation nodes. These nodes do not fit within the traditional framework of nodes listed above. They can be considered in terms of neighborhood, community or regional nodes, but there is a considerable variety of uses and levels of development that can create a recreation node. The intersection of two trails could be a recreation node (900 West and 900 South) just as much as a concentration of active public spaces such as tennis courts with a private waterpark could be.

### **West Salt Lake's Recreation Nodes**

The following intersections are current or future recreation nodes:

- 900 West at 900 South
- 1700 South at the Jordan River
- Redwood Road at 900 South

**The two most important elements of successful recreation nodes are access and presence.** A recreation node must be easy to get to (and just as easy to enjoy) and must also attract residents and visitors so it remains vibrant and safe. Like underutilized commercial nodes, underutilized recreation nodes can quickly lose their function and importance in a community, so ongoing maintenance and investment are key.

### 900 West at 900 South

The 900 West/900 South node has is unique because it has the potential to be a neighborhood node within a larger recreation node. Numerous recreational and open space assets converge at this node: the Jordan River, the Jordan River Parkway, the 9 Line, the International Peace Gardens, Jordan Park and 9th South River Park. Additionally, the restoration of the riparian environment on the oxbow, the reconstructed 900 South stormwater wetland, and the interpretative opportunities for each, make this a unique opportunity to highlight the West Salt Lake community and create a regional recreational attraction. One of the city's primary action items should be highlighting these assets as equals to other similarly unique recreation assets within other Salt Lake City. The Bonneville Shoreline Trail on the East Bench is one such asset, as it has similar qualities with connectivity and the mix of active and passive recreation opportunities.

## CONNECTING THE NODES

### The Existing Network

Each tier of the node hierarchy requires consideration of the interface between the level of development and the level of transit service. Neighborhood nodes do not require the same frequency and quantity of transit routes that are needed at regional networks because the residential densities and commercial intensities are drastically different. Additionally, the concentration of jobs at community or regional nodes is unlikely to play a major role at neighborhood nodes, so the frequency of buses, for example, may not be as important. However, not all commercial, entertainment or recreational needs can be met at each step on the node hierarchy and not all residents will live in walking distance to each. It should be noted that the network needs **direct and reliable connections to the rest of the city**. There are certain important destinations that are necessarily outside of West Salt Lake such as Downtown, the University of Utah and the airport. One of the explicit goals of the *West Salt Lake Master Plan* is **improving the connections between this community and the rest of the city**. So, while this document focuses only on nodes in West Salt Lake, there are very important nodes just outside the community's boundaries. The 800 West and Fairpark TRAX stations on North Temple, the TRAX station at 200 West and 900 South, and the Intermodal Hub on 600 West are major connection points to the rest of the city and region.

One key to encouraging smarter transportation options is finding the most efficient and equitable way to connect all nodes. With the exception of Glendale Plaza, each of the nodes that were identified and that will play a role in the growth and expansion of West Salt Lake are on at least one of the community's arterial or collector streets (900 West, Redwood Road, 400 South, 800 South/Indiana Avenue, 1300 South/California Avenue, 1700 South and 2100 South). **As a result, multiple nodes can be connected with a single bus route and it is possible that all the nodes can be connected by just two routes.** The bus service within West Salt Lake's interior was a frequent point of discussion with residents and it was considered unreliable.

Currently, there are bus routes on all but one (800 West/Indiana Avenue) of the arterial or collector streets in West Salt Lake and another north-south route that meanders through the middle of both neighborhoods between California Avenue and 400 South. All of these routes run at 30 minute frequencies. Notably, while there is direct bus service to the Ball Park (1300 South) and Central Pointe (2100 South) TRAX stations, there is no direct service to the 900 South TRAX station or the Jackson/Euclid (800 West) or Fairpark TRAX stations on North Temple.





Additionally, **there were complaints about the quality of bus stops in West Salt Lake and concerns about accessibility of stops for those in wheelchairs or with other mobility limitations.** As an example, a bus stop on 900 West (pictured above) has no access from the sidewalk for residents in wheelchairs and the stop would be nearly inaccessible in inclement weather.

Ideally, **improved transit infrastructure** in the form of expanded or streamlined neighborhood bus routes in addition to bus rapid transit on Redwood Road would serve two purposes. First, it would provide connections between neighborhood nodes where people live to regional nodes where people work. Expanded bus service would also open up the larger regional transit network with direct and reliable access to TRAX and FrontRunner.

### Building the Network

Salt Lake City's renewed efforts to reestablish a streetcar network, in addition to West Salt Lake's history of streetcar activity, have spurred some discussion about the streetcar's potential in the community. That discussion is an important one for the future of Glendale and Poplar Grove, but it should be tempered with the reality that beyond the current Sugar House route and the potential Downtown route, there are neither plans nor funding available for any additional streetcar infrastructure currently. However, by 2014, it is anticipated that the creation of a citywide public transit plan will be underway. During that process, feasibility studies, analysis of ridership potential and public participation will be used to determine the role of streetcar in West Salt Lake's future. A streetcar may be a viable option in the long-term along streets like California Avenue, 400 South or 900 West, connecting regional nodes on Redwood to community and neighborhood nodes within the community and nodes outside of it. At this point, however, the potential for rail transit in West Salt Lake is, at a minimum 15 to 20 years out.

**Growth of the community is the first step towards that goal: increasing the residential density in the community and establishing strong mixed and multi-use development at these nodes in West Salt Lake is the more immediate need.** As the nodes grow and become destinations for employment, shopping, entertainment or housing, the need to connect them to other parts of the community and city will become more pressing. There will be a need for more streamlined bus service, especially between neighborhood nodes and the regional nodes on Redwood where there will eventually be bus rapid transit service and larger employment centers.

## MOVING FORWARD

### Create a more conducive environment for redevelopment at neighborhood nodes.

**Low-Intensity Mixed Use Development.** The Salt Lake City Planning Division shall analyze its existing zoning districts to determine what zoning changes will provide the most flexibility for low-intensity mixed use development around identified neighborhood nodes. Building heights at residential nodes should be limited to 35 feet or three stories without density limitations provided the other development regulations are met. The goal should be between ten and 25 units per acre. Residential uses should not be required as part of the development but encouraged with other incentives.

**The Pedestrian Experience.** The pedestrian experience around neighborhood nodes should be one of the focal points of redevelopment and capital improvements in West Salt Lake. The city and community should prioritize projects at the identified intersections in this plan through the Capital Improvement Plan, such as decorative crosswalks, signage and wayfinding programs, intersection bulbouts where space permits, public artwork, street trees and similar types of improvements. Street lighting should be emphasized at intersections and be scaled to the pedestrian level. Ongoing recording and comparative analysis of pedestrian-vehicle conflict data (e.g., pedestrian-vehicle collisions, accidents and moving violations) should be used to inform future projects at neighborhood nodes.

**Local Business Expansion.** The Salt Lake City Economic Development Division should focus its local business development efforts to make existing and potential business owners aware of the benefits of being located at neighborhood nodes. These nodes should be highlighted as potential locations for relocation or establishment of those businesses.



**900 South and 900 West.** The intersection of 900 South and 900 West should be the focus of a special redevelopment program to realize the potential of, and take advantage of, community interest in this neighborhood node, despite the limitations. **The Southwest Corner:** The existing businesses on the southwest corner should be incorporated and made the anchors of a larger and more cohesive development. **Sunday Anderson**

**Senior Center:** The city should work with Salt Lake County to find a unique way to expand the role of the Sunday Anderson Senior Center in the node's growth, possibly through expansion into a larger development with complementary neighborhood uses. **Billboard Relocation:** Salt Lake City should work with the property owner and billboard owner of the billboards on the northwest corner of the property to find a more appropriate and mutually beneficial location.

**Glendale Plaza.** Salt Lake City's Planning Division should find a suitable way to encourage multi-family infill development at the intersection of Navajo Street and Glendale Drive to encourage additional commercial development that complements the existing commercial, institutional and residential development at the intersection. Keeping in mind the failure of the previous Glendale Plaza commercial development, the focus should be on residential development here. There should be flexibility with regard to height, parking and landscaping due to the nature of the intersection and the development pattern.



### Create a more flexible regulatory environment for redevelopment at community nodes.

**Maximize Use of Property.** Allow property owners at the identified community nodes to take full advantage of their properties to add density and commercial intensity to the area. A certain percentage of residential development should be required for developments over a certain size and the density benchmarks should be between 25 to 50 dwelling units per acre. Developers should be encouraged to aim for three to four stories in height, provided appropriate buffering and landscaping can make the new development compatible with any surrounding single-family development. Parking should be required for all uses, but it should be located behind or to the side of buildings and shared parking should be strongly encouraged to maximize developable space.

**Pedestrians, Bicyclists and Vehicles.** Because community nodes rely on pedestrian, bicycle and vehicle activity to survive, a balance between the three should be the goal for capital improvements at these intersections. Parking lots should always be located behind or to the side of buildings and entrances to parking lots should be on side streets if possible. Street lighting should be designed to minimize the potential for incidents between pedestrians, bicyclists and vehicles, and traffic calming devices such as medians, bulbouts or planters should be used where possible.

**Wayfinding and Orientation.** The Community and Economic Development Department should consider a pilot program for wayfinding and orientation between the identified community nodes in West Salt Lake. Due to the layout of nodes in West Salt Lake and the need to encourage healthier activities such as walking and bicycling in the community, the program should establish a “tour of the community” that informs residents and visitors of the distances between nodes and assets in the area and makes use of the Jordan River Parkway and the 9 Line.

### Create a foundation for the development of regional nodes in West Salt Lake.

**Removing Barriers and Recruitment.** The Salt Lake City Planning Division and the Economic Development Division should work together to identify the zoning regulations that may be barriers to creating regional nodes in West Salt Lake. The Economic Development Division should use the flexibility in development at regional nodes as a recruitment tool for large commercial, institutional or office park development.

**High Density Residential and Multi-Use Development.** The Planning Division should put in place a zoning district (or districts) at the identified regional nodes that has no density limitations and flexible height regulations to encourage high density residential development and compact, multi-use development. The ideal densities at nodes such as Redwood Road and 1700 South and Redwood Road and 2100 South should be between 75 and 100 dwelling units per acre. At Redwood Road and 400 South and at 900 West and 1700 South, densities between 50 to 75 dwelling units per acre are more reasonable.

### Continue to support the development of recreation nodes in West Salt Lake.

**Infrastructure Maintenance and Improvement.** As part of other goals and strategies in this plan, and because of the unique recreational assets in West Salt Lake, funding for ongoing maintenance and improvement of its recreational infrastructure should be one of the priorities of the city. The intersections between the trails and streets should be considered an opportunity for creating public spaces and highlighting the city’s ongoing emphasis on recreation and public art.



## Build and maintain an active, multi-modal network between West Salt Lake's nodes and nodes outside the community.

**Strengthening the Transit Network.** As part of the citywide transit plan, connections between West Salt Lake and the rest of the city should be carefully considered. The potential for additional transit in West Salt Lake should be analyzed in light of the physical barriers surrounding the community, the lack of reliable internal transit and connections to existing transit outside the community and the need for equitable distribution of transit for all city residents.

**Bus Service:** Salt Lake City should encourage the Utah Transit Authority to improve the overall reliability and quality of bus service in West Salt Lake and make efforts to improve the quality and accessibility of bus stops in the community. **Rail Service:** As part of Salt Lake City's citywide transit master plan, the role of rail service—especially streetcar—in West Salt Lake should be reviewed and the city should consider how it can be used to strengthen the east west connections between West Salt Lake and downtown.

**The 900 South East-West Connection.** Using the 9 Line corridor as a template, Salt Lake City should explore ways to highlight the connection between West Salt Lake's 900 South and 900 West intersection and the 9th & 9th neighborhood node at 900 East. Thematic design elements such as pavement markings, signage or special road signs, for example, should be part of the connection.



# REDWOOD ROAD

## VISION

*Redwood Road is a safe, attractive and welcoming public space for automobiles, bicyclists, pedestrians and transit users that provides access to a variety of retail, service, employment and housing options to the residents of Glendale, Poplar Grove and residents of other parts of the Salt Lake Valley.*

## A DIVIDING LINE

Redwood Road is an arterial state highway that is one of only two north-south roads in West Salt Lake that provide access beyond both the community's northern and southern boundaries. The segment within West Salt Lake, between I-80 and Highway 201, is 2.75 miles long and serves as a divider between residential and industrial land uses that make up the rest of Salt Lake City westward. Its average daily traffic volume over the past ten years has remained steadily within the 20,000 to 25,000 vehicles-per-day range.

## Land Uses

Currently Redwood Road is zoned for commercial activity, but it was only 20 years ago that the west side of the road was zoned for manufacturing uses. Today the properties on the west side are split-zoned. Commercial zoning is typically found on the first 100 feet from the road and the remainder of the land westward is industrial. As a result, a significant percentage of the development is light manufacturing or heavy commercial. The uses that are not industrial are either office uses or regional commercial uses (e.g., recreational vehicle sales, sign shops, and welding services). The remainder of the commercial uses, including financial services, gas stations and fast food restaurants, serve West Salt Lake's residents and the employees in the area. Many residents and employees indicated that they would like to see more types of retail and more options for retail and services.

## Transportation

Redwood Road's regional importance has led to a development pattern that favors automobile traffic. The right-of-way is two or three lanes, usually with a center turn lane, and a variety of shoulder configurations (though the Utah Department of Transportation is proposing changes to the shoulders throughout the corridor). The corridor's



automobile orientation is reflected in comments from residents who participated in the development of this plan. Redwood Road is considered “unsafe” or “hostile” for pedestrians and bicyclists. For example, the lack of and condition of sidewalks were identified as concerns. Between 400 South and 2100 South, only 75 percent of the west side and 80 percent of the east side have sidewalks. Existing sidewalks vary dramatically in quality and location and are often directly adjacent to the street, which offers little protection from the volume and speed of road traffic. A majority of the buildings along Redwood Road are set back between 50 and 150 feet from the street. Parking lots are typically next to the sidewalk with numerous driveways. Unnecessary driveways and entrances to parking lots increase the potential conflicts between pedestrians, cyclists and vehicles. Development is spread out and, especially on the west side of the street, there are several undeveloped or underdeveloped parcels.

Crossing the street is also problematic. There are only seven controlled intersections on Redwood Road in the study area: 400 South, 500 South, Indiana Avenue, California Avenue, 1500 South, 1700 South and 2100 South. Other than 1500 South, these are Redwood Road’s primary cross-streets. None of these crossings have pedestrian refuges within the road. The right-of-way is a considerable deterrent for walking, as the crossings are anywhere between 80 feet (Indiana Avenue) and 145 feet (2100 South). As Redwood Road develops and commercial and residential development expands, with more commercial options located on the west side of the street, additional crossings and other infrastructure (such as pedestrian refuges and raised crosswalks) will become necessary.



Redwood Road is also designated as a paved shoulder bicycle route, a route with extra space for cyclists, but not for a full separated bike lane. The width of the paved shoulder varies significantly throughout the corridor and there is no signage alerting motorists to the potential for cyclists. With numerous access points between private property and the right-of-way and the high volume and speed of traffic, cyclists typically opt for neighborhood roads or the Jordan River Parkway. These routes are typically indirect and longer, both in time and distance, especially if both the origin and destination are both on Redwood Road. There are short-term plans for striped bicycle lanes on Redwood Road between 2100 South and I-80. Over time, however, options should still be considered that provide better separation between cyclists and high-speed traffic.

UDOT has already scheduled improvements for Redwood Road between I-80 and California Avenue for 2013 and between California Avenue and Highway 201 for 2014. The improvements include construction of curb, gutter and sidewalks and placement of bicycle lanes. These basic infrastructure components are a first, important step towards the corridor’s transformation.

### Competing Goals

The most succinct way to describe the community’s concerns with Redwood Road is that **the past goals for Redwood Road are not compatible with the goals of Redwood Road today**. Those old goals are easy to determine based on the development pattern. Redwood Road is a quick and efficient vehicular route in and out of West Salt Lake for trucks, commuters and residents. It also provides a seamless connection between industrial lands in the area and the highway system. Finally, it has been the most recent boundary for full-scale industrial properties to locate and operate. These old goals are often at odds with the vision of Redwood Road as an attractive pedestrian- and bicycle-friendly road lined with places to live, shop, work and play.

## REDEFINING A CORRIDOR

Redwood Road's future was discussed in detail at the public meetings held and the types of changes desired covered a broad spectrum of needs. The issues raised fit in three general categories: **the appearance of Redwood Road, land uses, and transportation and connectivity**. The most prominent and consistent themes, however, related to land use. **Residents were generally unhappy with the proximity of heavy industrial uses to neighborhoods and wanted to see more commercial options and residential growth in their place.** Employees along Redwood Road and in the industrial parks to the west were not content with the commercial activity along the street.

The dissatisfaction with Redwood Road from both residents and workers resulted with a vision of Redwood Road as a safer, more inclusive public space that provides the Glendale and Poplar Grove communities with options for living, shopping, eating and entertainment. The east side of Redwood Road would include a variety of mixed use development options with a focus on neighborhood commercial needs, while the west side would be home to larger-scale retail and services, employment centers and other ancillary development. The community's desire to have more retail and service options within its boundaries is tied to the need for more residential development. Redwood Road is one of the few locations within West Salt Lake that can handle increased residential density and many of those new commercial uses. The current land uses along Redwood Road are not indicative of the size, scope or importance of the road. **The future Redwood Road corridor should be a road that underscores the role of Redwood Road in the community and in the region.**

There are several steps required to fulfill this vision, including capital improvements, investment in urban design and large-scale changes in zoning. Before redevelopment begins, the city should undertake two actions. First, the city should create regulations that address the corridor's needs and help establish the vision. Second, infrastructure and public space improvements should be included in the city's Capital Improvement Plan as a priority. Other funding sources should also be identified to accomplish these needs.

### The East Side of Redwood Road

The east side of Redwood Road is one of the few places in West Salt Lake where residential density can be significantly increased. For example, between 500 South and Indiana Avenue, the average residential density is five units per acre. Farther south, between Indiana Avenue and 1700 South, the density is only slightly higher at six units per acre. These densities are representative of the average density of the community as a whole—6.5 residential units per acre. Low residential densities over an entire community reduce the likelihood of commercial expansion in the area because, in many cases, the population is not enough for a business to thrive. They also reduce the likelihood of generating enough transit trips to justify investment in new and better public transit. Low densities can also indicate that the mix of residential types is skewed towards detached single-family homes. Since Redwood Road is one of the few places in West Salt Lake that can accommodate additional residential density, the corridor's redevelopment is key to both establishing a base for more diversified commercial options and to offering the multi-family housing options that are severely lacking elsewhere in the community.

Additional density on Redwood Road would also increase the pedestrian traffic on the street and facilitate a gradual move to an environment suited for more transportation options. Short-term actions, such as zoning changes, are the first steps towards this transformation.

### ***300 South to Surplus Canal***

Despite the low single-family densities near Redwood Road, zoning changes can help facilitate denser residential and commercial development on its east side with little impact on the neighborhoods. Throughout most of the corridor, parcels are between 300 and 800 feet in depth. This pattern, with the right flexibility in development regulations, provides ample square footage for establishing dense mixed use developments and buffering these more intense land uses from the single-family neighborhoods with gradual height adjustments or landscaping. At Indiana Avenue, where single-family development is immediately adjacent to Redwood Road, redevelopment should be on a smaller scale and occupied with low-intensity land uses.



An example of what a moderate amount of redevelopment would look like at the corner of Indiana Avenue and Redwood Road.

Densities along the corridor should average 20 to 50 units per acre with buffering guidelines in place. This density range will require heights ranging between 35 and 75 feet. At Indiana Avenue, however, ten to 20 units per acre, with heights up to 35 feet, are more reasonable and would still allow for moderate residential development, such as townhomes or live/work units with small commercial establishments at the street level. The density limitation at Indiana Avenue should not be specifically written into the zoning district, but should be regulated organically through the buffering and setback requirements applicable throughout the district.

Normally the tallest buildings in a corridor are desirable at intersections for emphasis. However, with the proximity of the single-family properties at Indiana Avenue, development should be designed to provide transitions between larger multi-family developments on Redwood Road and the neighborhoods on Indiana Avenue. Over time, it is reasonable to expect that this intersection will grow and the transition will move farther east on Indiana Avenue. Until that time, however, this important intersection for the Glendale and Poplar Grove neighborhoods could be emphasized in other ways, such as with prominent urban design features like banners, street trees or public artwork.

### ***Surplus Canal to 2100 South***

Farther south there is also an opportunity to increase the community's residential base more intensely. South of 1700 South, development along the east side of Redwood Road would abut only the city-owned Glendale Golf Course and lie within a half-mile from the Surplus Canal and Glendale Park and less than a mile from the Jordan River, the 17th South River Park, and Seven Peaks Water Park. Because there are no adjacent single-family neighborhoods, building heights could be increased and rear yard setbacks decreased, allowing for higher residential densities that take advantage of the proximity of Highway 201 and adjacent open space. Commercial and office uses should also be part of the zoning district's allowable uses in order to build the regional nodes at 1700 South and 2100 South.



### **9 Line at Redwood Road**

The 9 Line meets Redwood Road about 400 feet south of Indiana Avenue. This is the current western terminus of the trail, but the goal is to extend it to the Surplus Canal where it would join the future Surplus Canal trail. This is an important connection and its intersection at Redwood Road provides an opportunity to establish a public space that could serve as a gathering spot for residents. One underlying theme of the public's visioning for Redwood Road was the need to make Redwood Road safer and more attractive for residents. A pedestrian- and cyclist specific-connection between Redwood Road and downtown via the 9 Line also reflects the community's role as the hub of recreational activity in Salt Lake City. Iconic infrastructure and high-quality urban design are important considerations for making this a destination.

### **The West Side of Redwood Road**

In West Salt Lake, Redwood Road has long been the eastern edge of residential land uses and this boundary should be maintained. The west side of Redwood Road is not suitable for residential development because many of the properties have been, or are currently, sites for intensive industrial development. Even the parcels that have been remediated or that were not used in this way are still adjacent to those industrial sites. In this case, Redwood Road's role as a buffer is critical to achieving the vision for the corridor.

Zoning changes, development guidelines and capital improvements can soften the boundary and provide numerous opportunities for commercial expansion. This transition is a key element of creating a corridor that works for both residents and employees. The incompatibility between the two sides of the road was a common part of the discussion about Redwood Road and how it contributes to the appearance of the streetscape. Buffering with park strip and median vegetation may help create a less intense transition and also beautify the street, meeting both goals. The eventual redevelopment of the properties on the west side of the street will provide a better long-term buffer from the industrial uses closer to I-215. The current commercial zoning along the Redwood Road frontage should be eliminated and replaced with a district that prohibits the uses that are common along the corridor now in favor of community-oriented businesses. The amount of vacant and underdeveloped land is ideal for a regional office, business or research park that would benefit from the direct access to the airport, highway system and the industrial businesses to the west. It is also a location that could house services that are currently lacking in West Salt Lake, especially large-scale, around-the-clock health care services and dental services. Grocery, clothing and gardening stores are three other commercial uses that would work well on Redwood Road. Developers should put an emphasis on building and site design that **reflects the desired multi-modal character of Redwood Road**. Examples of appropriate elements for new construction include landscaping between travel lanes and sidewalks, limited parking between sidewalks and the buildings and storefronts that directly face Redwood Road.

The area set back from Redwood Road and I-215 should be rezoned to a business or industrial park district that focuses heavily on building design, site design and compatibility with the overall vision of Redwood Road. The zoning should promote large-scale commercial and office uses and prohibit uses that generate nuisances like some of the heavy commercial uses seen there today. There are good examples of this kind of development already within Salt Lake City. Sequoia Vista Circle, a cul-de-sac off the west side of Redwood Road, is home to a small office park that is designed to soften the transition between the heavier uses to the west and the commercial uses on Redwood Road. The western extent of Directors Row is another example of a larger-scale industrial setting that maintains a sense of order and appropriate design. This style of regulation allows the corridor to gradually transform while also maintaining some of the area's stability, employment base and daytime populations. It is important that certain existing high-intensity land uses be encouraged to relocate or required to be designed in accordance with the new design standards if they are expanded.



The idea of an “entertainment zone” also came up in some public forums. Residents mentioned that West Salt Lake lacked some of the more specific types of recreation facilities you might otherwise find on the outskirts of residential areas. The waterpark on 1700 South is one type of facility that is in West Salt Lake, but some residents believed that Redwood Road would be a good location for other types of entertainment. A movie theater complex was the most common type mentioned, as the nearest movie theaters were either Downtown or in West Valley City. Another type that was mentioned less frequently, but that is worthy of consideration, was a large family entertainment center with miniature golf, go-karts or an arcade (a local example cited was Boondocks in Kaysville and Draper). The entertainment complex concept was especially desirable for residents because of the benefits it could have for the community’s youth. There was a general discussion about creating a safe, family-friendly activities and opportunities where children and teenagers could spend time as a preventative measure for some less-desirable activities. There are parcels on the west side of Redwood Road that would be good candidate sites for a movie theater, a family entertainment center—or perhaps both—and that would serve to not only spur development on Redwood Road, but also to provide the types of opportunities for West Salt Lake’s youth that their parents desire.

### Gateways

Redwood Road serves another important function as a gateway into West Salt Lake’s neighborhoods and employment centers. The limited number of routes in and out of the community guarantees that Redwood Road will continue to carry a heavy amount of traffic. The fact that it is a regional commercial corridor and an employment base area further underscores that point. As the corridor redevelops, it can be an attractive and convenient option for travelers arriving to the airport or via I-80 from points west. It would also welcome area employees when they arrive from West Valley City and other points south. Gateway treatments for arterial streets such as Redwood Road can have two positive impacts. It can beautify the street and make the area more welcoming, but it can also help calm traffic speeds and make the street safer for other modes of transportation.

**Signage is a common type of gateway treatment.** A simple sign introducing the city or the neighborhood is effective. San Diego is particularly noteworthy in this regard, as many of its old neighborhoods, including North Park, University Heights and the Gaslamp District, are marked with distinctive signs that are highly visible at both day and night. This is only one example of such gateway signage, but with the size and scale of Redwood Road, something similar may work well in conjunction with other elements.

Landscaping is another common type of gateway treatment and should be considered as the baseline for Redwood Road’s gateway at 400 South and 2100 South. To meet Salt Lake City’s sustainability goals, landscaping should be designed to minimize the need for watering and be native or appropriate for the climate. Public art could also be used to give each gateway its own unique properties and provide an effective opportunity for community involvement. Work by artists local to the community should be favored and contests could be held on a rotating basis to further fine arts education and maintain interest within the community.

### Transit and Transportation Improvements

The long-term transformation of Redwood Road will necessitate other changes within the corridor. Redwood Road has already been identified as a potential future **bus rapid transit (BRT) route** in the *2011-2040 Wasatch Front Regional Transportation Plan* as part of a north-south route through the entire county. The BRT route as proposed would provide residents of Glendale and Poplar Grove access to the employment centers such as the airport, downtown and then onward to the University of Utah and Research Park. BRT would also plug the City’s section of Redwood Road into the regional transit network between Ogden and Provo. For BRT to benefit the community, however, the right zoning, land uses and economic development opportunities must already be in place.

There are a variety of configurations for BRT, but an option that should be strongly considered for Redwood Road is one with dedicated right-of-way. In this scenario, **Redwood Road would have dedicated lanes for buses and stations similar to light rail stations.** This not only makes the BRT system faster and more efficient, but it also may make it more appealing to those who do not ordinarily utilize buses. It also demonstrates to potential private developers a commitment to transit along the Redwood Road corridor due to the fixed improvements, and thus provides motivation for redevelopment that standard bus service may not provide. Any configuration considered should also incorporate bicycle infrastructure into the design.



As the population increases along Redwood Road, the demand for regular bus service in addition to BRT may warrant a feasibility study for light rail or streetcar on Redwood Road. Light rail or streetcar service, however, should only be considered a long-term possibility, based on feasibility, construction costs and impact to both the neighborhoods and industrial districts. There may also be long-term potential for additional transit with an east/west orientation that provides connections through the neighborhoods to Redwood Road. What that could be and what it would look like remains to be seen, but transit in West Salt Lake will be part of the city's long range citywide transit plan.

In the near-term, regular and efficient bus service should be a priority along Redwood Road, providing connections from Redwood Road to other important nodes within or just outside of West Salt Lake. These locations include the intersection of California Avenue and 900 West, the intersection of 800 West and 900 West and the light rail stations on North Temple, 900 South, 1300 South and 2100 South.

## MOVING FORWARD

### Keep the entire Redwood Road corridor in mind while encouraging redevelopment.

**The Big Picture.** Even though Redwood Road is a patchwork of development opportunities, Salt Lake City should always consider the entire corridor when planning and engineering improvements. Not only is Redwood Road important to the community, but it is also a city and regional asset. The intersections on Redwood Road are important, but there is a lot of land in between the intersections. Those areas require infrastructure improvements as well. Keeping the big picture in mind is also important because there are redevelopment limitations on each side of the road, but both sides of the road need to be cohesive. Additionally, roads are public spaces by their very nature, so Redwood Road is likely the biggest public space in West Salt Lake. Consistent design treatment is a fundamental way to make all 2.75 miles of Redwood Road pleasant and inviting for everyone.

**Emphasize the Intersections.** Redwood Road has major intersections at regular intervals and those intersections should be highlighted and emphasized to signify their roles as gateways into the neighborhoods. The Indiana Avenue intersection in particular requires attention because building heights are unlikely to play a role in its emphasis.

**Highlight the 9 Line.** The intersection of the 9 Line and Redwood Road should be highlighted to bring visibility to the trail crossing and emphasize the importance of the trail. The full extent of this should be developed in the *9 Line Corridor Plan*.

Salt Lake City should also consider purchasing the property that abuts the 9 Line on its southern edge to establish a new public space. Alternately, the city could employ incentives or other means of encouraging development of that lot to activate the space along the trail and make it safer.

### Encourage residential and commercial redevelopment along the east side of Redwood Road.

**300 South to the Surplus Canal.** The Planning Division should establish a zoning district on the east side of Redwood Road between 300 South and the Surplus Canal that permits heights up to at least 50 feet to achieve residential densities of 20 to 50 units per acre. Developments in this area should be required to provide a residential component if they exceed 35 feet (or three stories) and residential development should be encouraged via parking reductions and other incentives.

The zoning district should heavily regulate buffering between Redwood Road development and the adjacent single-family development by focusing on techniques such as setbacks, variable height limits and landscaping. This will ensure compatible development at the intersection of Redwood Road with Indiana Avenue, where proximity of single-family development is an issue.

**The Surplus Canal to 2100 South.** The Planning Division should rezone the properties along Redwood Road between the Surplus Canal and 2100 South to a district that permits multi-family residential, commercial and office uses with flexibility in terms of height and site design. If density limits are put in place, they should be upwards of 50 to 100 units per acre.



## **Encourage major redevelopment of the west side of Redwood Road.**

***The West Side of Redwood Road.*** The mix of zoning districts along Redwood Road's west side, currently, general-to-heavy commercial and light manufacturing, should be eliminated. In its place, two less intense zoning districts should be put in place. Property adjacent to Redwood Road should be zoned for less intense commercial land uses through a zone that requires a more coordinated and measured approach to development than the one found there now. There should be a focus on building and site design to make new construction more compatible with the desired multi-modal use of the corridor. This new zoning district should restrict the heavy commercial uses allowed there now, but welcome large commercial developments or ones that can operate free of nuisances.

The remaining properties between Redwood Road and I-215 should be rezoned for business or industrial park style development. The Planning Division should consider establishing a new zoning district that allows for some of the lower-intensity industrial uses that can be designed to be compatible with commercial development.

***Entertainment Zone.*** The Community and Economic Development Department should focus on bringing family-oriented entertainment facilities to a location on Redwood Road. Such a complex could be part of a larger commercial or office development and serve as a catalytic site for development on both sides of Redwood Road.

## **Recognize Redwood Road's role as a gateway into Salt Lake City, the West Salt Lake community and its neighborhoods.**

***400 South Gateway.*** Salt Lake City should invest in infrastructure and landscaping improvements where Redwood Road enters the West Salt Lake community at 400 South. The gateway should, at minimum, feature landscaping, public artwork and signage welcoming travelers to the community, to Salt Lake City or to both. Gateway landscaping treatments should be designed with the city's sustainability goals in mind. The scale of the gateway should reflect the fact that this is a gateway for Salt Lake City residents to the north and for visitors first entering Salt Lake City from I-80 and the airport.

***2100 South Gateway.*** Salt Lake City should invest in infrastructure and landscaping improvements at the point where Redwood Road enters the West Salt Lake community at 2100 South. The gateway should, at minimum, feature landscaping, public artwork and signage welcoming travelers to the community or to Salt Lake City or to both. Gateway landscaping treatments should be designed with the city's sustainability goals in mind. The scale of the gateway should reflect the fact that this is a gateway for residents from other cities to the south and for visitors entering the city from Highway 201.



**Transform Redwood Road from an automobile-dominated thoroughfare to a corridor that accommodates all types of transportation.**

***Sidewalks, Crosswalks and Bicycle Facilities.***

Salt Lake City should reinforce the sidewalk and bicycle improvements installed by UDOT along Redwood Road with additional improvements of the sidewalk and crosswalk infrastructure around major intersections. Pedestrian refuges should also be used as part of crosswalks across Redwood Road at all major intersections.

***Bus Rapid Transit.*** Salt Lake City should focus efforts on realizing the proposed bus rapid transit (BRT) route on Redwood Road, as identified in the *2011-2040 Wasatch Front Regional Transportation Plan*, as redevelopment necessitates direct and efficient travel to both Redwood Road employment centers (from outside the community) and those downtown, at the University of Utah and at Research Park.

BRT on Redwood Road within Salt Lake City should, at minimum, feature dedicated rights-of-way for buses with stations similar to those found at light rail stations.

***Light Rail Transit or Streetcar.*** As a potential long-term project, Salt Lake City should consider the feasibility of a light rail or streetcar route on Redwood Road.



A pedestrian refuge in Chicago. A similar style should be utilized on Redwood Road on a larger scale.

# THE JORDAN RIVER

## VISION

*The Jordan River continues to be the ecological, environmental and recreational heart of West Salt Lake. The stretch of the river within the community and the Jordan River Parkway alongside it are unlike any others in the Salt Lake Valley.*

## A COMMUNITY ASSET

The most consistent theme throughout the public feedback received was the importance of the Jordan River in West Salt Lake. The river offers a variety of recreational opportunities, including a multi-use trail, canoeing and other water-based activities and parks. **Approximately 45 percent of West Salt Lake's dwelling units are within one-quarter mile of the river, a distance that is usually considered walkable. The percentage jumps to 78 percent when the radius is increased to one-half mile.** The river is closely paralleled by the Jordan River Parkway for its entire length in West Salt Lake and in a majority of the city, but there is a significant gap at 200 South, just outside of West Salt Lake, which limits its effectiveness as a connection to points north. The trail is a major bicycle and pedestrian connection between neighborhoods and some of the community's other assets. Between the community's north and south boundaries the trail directly connects six parks of over 75 acres and comes within a quarter-mile of three more parks with over 25 acres. Within those parks, there are tennis courts, baseball/softball fields, football/soccer fields, playgrounds, a skateboard park, walking trails and picnic areas. The Glendale Golf Course and Seven Peaks Waterpark can both be accessed easily from the Jordan River Parkway as well. Additionally, five of the eight schools in West Salt Lake are also within a quarter-mile of the river.

Efforts to preserve and restore wildlife habitat, wetlands and water quality within Salt Lake City are ongoing, including two projects at 900 South, the **oxbow habitat restoration** and the **stormwater wetland reconstruction**. Each of these projects will have interpretive and educational opportunities. These efforts will be vital in raising awareness of the river and its role within the larger ecosystem and long-term protection of the habitats for a variety of species of vegetation, fish and migratory birds.

## OPPORTUNITIES

In addition to agreeing about the general importance of the river, community members also agreed that **it is an integral part of the community's identity**. There is already an effort underway to use the Jordan River as a marketing tool within the community and to highlight the neighborhood and commercial corridor around the river as a unique district within the city. The intent of this work is not to replace the historic neighborhood names, but to provide a unifying thematic and economic district that ties the neighborhoods together. These efforts can be further developed and strengthened with help from the Economic Development Division as specific nodes along the river—namely 900 West at 900 South—begin to develop further. Using the river as a thematic element was also frequently mentioned as a way to uniquely identify some of those nodes. River-related design elements and artwork at specific intersections could further highlight and spur the growth of nodes as destinations.

The future of the Jordan River and the opportunities for improving the river corridor centered around three general themes. The first was about the river's role in **connecting neighborhoods** within and outside of the community. Making the river corridor and adjacent parks **safer places** was the second theme and the third was **highlighting the river itself**.

### Connectivity

One of the disconnects in the Jordan River corridor is just outside of West Salt Lake, between 200 South and North Temple. There is a gap in the Jordan River Parkway that is nearly one-half mile long, requiring a mile-long detour along city streets. This connection is of particular significance now that the TRAX route between the Salt Lake City International Airport and Downtown has been completed. **A complete Jordan River Parkway would provide the entire community with direct pedestrian and bicycle access to not just the rest of the trail, but to the Fairpark and the TRAX station on North Temple.** Furthermore, **it would complete the Jordan River Parkway within Salt Lake City and create an uninterrupted 22 mile stretch of trail between North Salt Lake and Sandy.** This is one of the most important implementation steps for West Salt Lake due to the impact it would have on connectivity and recreation for not just the community but the city and the region.

On a smaller scale, there are additional community assets that are not within the river corridor but that should be clearly connected to the Jordan River Parkway. One example is the Sorenson Multicultural and Unity Center at 900 West and California Avenue. The community center is only 500 feet away from the river, where the Jordan River is closest to 900 West, but there is no access there. At one time, a canal along 1300 South joined the Jordan River at that point, but today it is a commercial property. Access at this site should be strongly considered because it provides a link between two major destinations within the community and promotes more active and healthier lifestyles. Not only is it part of a busy community node, but it is also the point at which the Jordan River is closest to 900 West. The next closest access point is on California Avenue, one-third of a mile to the west. Specific signage, roadway or sidewalk treatments and other forms of wayfinding should be used to direct people to and from the river. After the Glendale Library is constructed at the corner of California Avenue and Concord Street, the connection between the Sorenson Center, the Jordan River and the Glendale Library will be even more important for creating a clear link between the three destinations.

## Safety

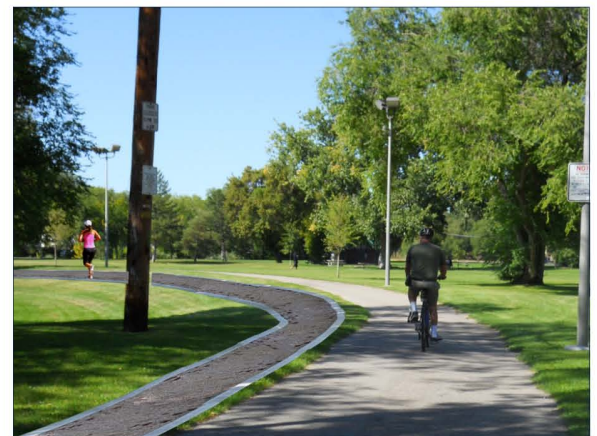
Some residents specifically noted safety concerns along the trail. Analysis of crime data from 2011, the most recent year analyzed, indicated there were 274 incidents involving police along the Jordan River Parkway. When compared to other city parks in terms of reported incidents, the Jordan River Parkway ranked far below Pioneer Park but above other large parks such as Liberty Park and Sugar House Park. However, this is a poor comparison for a number of reasons. For one, the Jordan River Parkway crime data include the parks immediately abutting the trail, such as the 9th South River Park, Jordan Park and others. Additionally, only 40 percent of the trail is within the West Salt Lake Community. Finally, patrolling the Jordan River Parkway presents difficulties that other city parks may not due to its linear nature and limited number of access points. So while the crime data comparison may not be entirely useful for those reasons, the number of incidents alone warrants additional patrolling and other safety measures such as enhanced community involvement. Encouraging residents to participate in the Salt Lake City Police Department's community programs—the **SLCPD Volunteer Corps** and the **Community-Oriented Policing Program**—may help alleviate some safety concerns for residents. Community monitoring of the trail will also help relevant city departments to identify potential safety issues like overgrown hedges, damaged facilities or maintenance needs.

A new lighting system would also be beneficial. **Lighting along the Jordan River requires a balance between safety and environmental concerns.** Environmentally-sensitive lighting that does not disrupt or disturb wildlife habitat or migration should be used wherever possible and without sacrificing visibility at night. Pathway lights are an example of adequate lighting for most of the trail, especially in stretches through open areas, that will not overpower riparian habitats. Segments with high traffic, narrow corridors or with road crossings, should have higher intensity lights that are shielded and directed downward at the trail. This would make the trail more inviting and help address the real or perceived safety issues in the corridor.



Bollard lights can effectively light a trail corridor without spilling over into the neighboring environments.

Older citizens expressed concerns about sharing the trail with bicyclists because of the potential for conflicts. Residents recounted issues with locations along the trail where there were overgrown weeds or blind spots and the potential for collisions with faster-moving trail users. A solution that has proven successful elsewhere has been the implementation of **two adjacent, parallel trails**, one made of asphalt or concrete and another made of gravel, where there is room for both. The two parallel trails provide ample room for both pedestrians and bicyclists. Even when only small sections of dual trails can be constructed, the additional space allows cyclists to pass pedestrians or slower moving cyclists and can act like a siding on a railroad network. Another option that is less costly would be the addition of striping to delineate the lanes for bicyclists and for pedestrians. This, at the very least, provides some visual cues for users so they know where other users will be based on the other users' mode of transportation.



An additional trail, where spaces allows, can prevent conflicts between different types of users on the Jordan River Parkway and create a safer space for all users.

## Presence

There are nine roads that cross the Jordan River in West Salt Lake: 300 South, 400 South, 500 South, 700 South, 800 South, Fremont Avenue, 1300 South, 1700 South and 2100 South. Of those nine streets, none of them have any sort of signage indicating the river crossing. A couple of the streets have signage for the Jordan River Parkway to alert motorists of the pedestrian activity, but the signage is strictly utilitarian in that respect.



Something as simple as painting the Jordan River Parkway crosswalk can be an effective and relatively inexpensive way to make the river and pedestrians more visible.

At certain times of the year, but especially during the summer, the Jordan River is largely hidden from view by trees. Some residents remarked that it is conceivable that visitors to the area could drive over the river and not know they had done so. Four treatments for the river crossing on California Avenue were presented to residents and stakeholders and they were asked to rank them in order of their preferences. The most preferred option was a small monument sign. This type of treatment would be appropriate for major crossings such as 400 South, Indiana Avenue and California Avenue. Not every crossing needs a complex treatment, but even on neighborhood roads, **a sign is enough to demonstrate that the river is a unique asset for the city and an important element of the community's identity.** Markers and crossing treatments can also serve as traffic calming features by alerting motorists to the potential for increased pedestrian activity.

Highlighting the Jordan River is one action item that the community can have an active role in implementing this master plan. **Where neighborhood streets cross the river, the community should look for inexpensive, ways to highlight the river such as signage, public artwork or road painting.** Salt Lake City would be involved to facilitate these projects through relaxed permitting and acknowledgement of these positive, community-driven projects.

## MOVING FORWARD

### Establish more connections between the Jordan River Parkway and the community.

**The Missing Link.** All efforts to finalize and construct the missing section of the Jordan River Parkway between 200 South and North Temple should be made. Completion of the trail will provide West Salt Lake residents with direct bicycle and pedestrian access between the neighborhood and community nodes on 900 West and the Fairpark TRAX station.

**Wayfinding.** Salt Lake City and community members should work together to develop a uniquely designed wayfinding system linking the Jordan River Parkway with other community assets such as the Sorenson Multicultural and Unity Center, the Chapman Library and forthcoming Glendale Library and the community's schools. The wayfinding system should utilize clear and simple imagery and colors that make it accessible and welcoming for all trail users.

### Support the Jordan River's ecological health.

**Plant and Animal Habitats.** Salt Lake City should continue its efforts to maintain existing native plant species throughout the Jordan River corridor while looking for new opportunities to expand the reach of the species' habitats. Additionally, Salt Lake City should continue to work with other cities and regional organizations to restore and protect wetlands and other wildlife habitats and to further improve the river's water quality.

**Undeveloped Land.** A thorough ecological evaluation of undeveloped parcels adjacent to the Jordan River should be conducted to determine the most appropriate use of each parcel.

**Corridor Encroachments.** The city should identify encroachments into the Jordan River corridor from adjacent private properties and work with property owners to correct current encroachments and prevent future ones.

### Celebrate the Jordan River.

**The River District.** Salt Lake City's Department of Community and Economic Development should continue its work with residents, businesses owners and community organizations along the Jordan River to establish the "River District" as a unifying theme between Glendale and Poplar Grove.

**Community-Driven Implementation.** Salt Lake City and West Salt Lake community members should together create a more collaborative environment to discuss ways in which residents and stakeholders can implement the *West Salt Lake Master Plan*. Barriers that discourage community-driven projects should be identified and removed.

**Market the River.** Salt Lake City should create a marketing program to highlight the Jordan River and its history, the recreational and educational opportunities it offers and its importance to the city.

**Urban Design.** The city should create and implement an urban design system that utilizes river-related imagery and themes for infrastructure, street and sidewalk treatments and public artwork. This design system should be used primarily at or around nodes that are or will be tied to the Jordan River such as 900 West and 900 South or 900 West and California Avenue.



An example of an urban design element that brings attention related to a body of water: inlaid, colored concrete from a transit station at Penitencia Creek in San Jose, California.

**River Crossings.** At the points where 400 South, Indiana Avenue and California Avenue cross the Jordan River, unique treatments including monument signs and landscaping should be installed to bring attention to the river and the bridge. At all other crossings, Salt Lake City should consider less expensive treatments that still identify the Jordan River.

## Expand recreational opportunities on the Jordan River.

**900 West Access.** Salt Lake City should acquire property on 900 West near 1300 South for the purpose of creating a new access point for the Jordan River.

**Canoes and Kayaks.** New canoe and kayak access facilities should be added to the river and opportunities for more river recreation activities should be pursued.

## Make the Jordan River Parkway safer for everyone.

**Community Policing.** Residents should be encouraged to participate in the Salt Lake City Police Department's SLCPD Volunteer Corps and the Community-Oriented Policing Program.

**Trail Lighting.** The Salt Lake City Parks and Public Lands Division should install light fixtures in parks and open spaces that are more resistant to vandalism. Ensure these light fixtures are context-

sensitive and sited to maximize light at high traffic areas, narrow corridors and road crossings while reducing spillover into the sensitive habitat areas.

**Parallel Trails.** Consider installation of an additional trail made of a durable non-asphalt material where there is room for the addition. Alternately, pavement striping that separates the uses can be added to the existing trail. Each options can provide safer conditions for different types of users (such as seniors or families with children as opposed to bicyclists, runners or skateboarders).





# THE SURPLUS CANAL

## VISION

*The Surplus Canal is an active public space providing new recreational opportunities for West Salt Lake residents and employees without interfering with the canal's primary function as a flood control utility. With the addition of a Surplus Canal trail corridor, West Salt Lake has become the hub of the city and region's bicycle and pedestrian trail network.*

## A POTENTIAL ASSET

While the Jordan River was the asset most frequently identified in West Salt Lake, the Surplus Canal was recognized by some residents as a recreational opportunity. The Surplus Canal often tends to be considered simple as a public utility in the community because its primary purpose is flood control and because it is primarily within the industrial district. There are also issues with encroachments into the canal corridor from adjacent property owners, especially west of Redwood Road where the land uses are more industrial. Despite this, the canal does have potential to become the centerpiece of a unique open space corridor.

The Surplus Canal diverts from the Jordan River at 2100 South and flows northwest, ultimately to the Great Salt Lake west of the airport. The length of the canal in the study area—between its beginning at the river to where it passes under I-215—is under two miles. The first half-mile of the canal flows through the middle of the Glendale Golf Course while the next half-mile forms part of the border between the single-family neighborhoods and the Redwood Road corridor. At Redwood Road, the canal cuts through industrial developments, some of which contain heavy industrial uses. The canal is highly visible from both 1700 South and 2100 South, and it flows just



under the intersection of Redwood Road and California Avenue. So, while it does pass through developed areas, it is buffered on both sides from development and paralleled by vehicle access roads. Pedestrian and bicycle access is not technically restricted, but the access is gated in most places.

## A NEW TRAIL

### Connecting the City

Residents who were interested in the Surplus Canal's recreational value focused primarily on the corridor's development of a trail similar to the Jordan River Parkway. The city's current *Bicycle and Pedestrian Master Plan* adopted in 2004 proposes a trail on the east bank of the Surplus Canal between the Jordan River Parkway at 2100 South and 500 South. Ultimately, **the trail should continue farther north and connect to the Airport Trail**. There are limitations that would require engineering solutions at I-80, but the end result would be a major expansion of the reach of the bicycle and pedestrian trail network in Salt Lake City and throughout the valley.

In addition to providing a recreational connection, a Surplus Canal trail would also create a connection between the industrial areas west of Redwood Road and the regional trail network, increasing commuting options for workers. **Not only would this encourage a healthier and more active lifestyle and help improve air quality, but it would also provide a safer corridor for bicycle commuters than the surface roads in the industrial areas.** Establishing the trail in the short-term, with signage and grading of the existing surface, would allow for usage while the city makes long-term plans for a more permanent and developed trail.

### Designing Public Spaces

Future trail elements should include lighting at all intersection crossings, installation of public art where possible and interpretive and educational elements that highlight the role of the Surplus Canal and the industrial development of the area. The industrial character of the surrounding land uses should not be shielded from the trail, but embraced, as it would be a unique environment for a trail with features not found elsewhere in Salt Lake City.

There are opportunities for new parks and green spaces at the major intersections along the canal. At 2100 South, 1700 South and at the Redwood Road and California Avenue, space exists that could be used for small, local gathering areas or pedestrian refuges. Fencing, trees, benches and other similar elements would create public spaces in areas where there are currently none and will help transform the streetscape. The seasonal rowing facilities at Indiana Avenue and Delong Street, just outside the study area, has the potential to be upgraded into a summer recreational center with restrooms and boat storage.



Upgrading the existing rowing dock at Indiana Avenue and Delong Street (just west of I-215) is one way to create a public space along the Surplus Canal.

## MOVING FORWARD

### Protect the Surplus Canal corridor.

**Canal Corridor Encroachments.** The city should identify encroachments into the Jordan River corridor from adjacent private properties and work with property owners to correct the situation and prevent future encroachments.

### Establish the Surplus Canal Trail.

**Short-term Trail Improvements.** The Salt Lake City Transportation Division, in conjunction with Salt Lake County, should establish the Surplus Canal Trail with wayfinding signage. This first phase of the trail would be on the existing surface and in the existing right-of-way to let people know of its existence as future improvements are planned, funded and designed.

**Long-term Trail Improvements.** The final phase of the Surplus Canal Trail should be constructed to provide full access to both pedestrians and bicyclists and provides a connection between the Jordan River at 2100 South to the Airport Trail. The trail corridor should include a full wayfinding system and appropriate lighting along the trail and at intersections for the safety of its users while also not impacting wildlife habitats.

### Create a unique walking and bicycling experience along the Surplus Canal Trail.

**The Trail Experience.** The Surplus Canal Trail should be designed as a multigenerational recreational asset that is accessible and usable by all residents. It should be designed to cater to both pedestrians and bicyclists and to recreational and commuter usage.

**Industrial Trail Design.** The Surplus Canal Trail should be designed to take advantage of its unique location and should highlight the industrial nature of the corridor, especially west of Redwood Road. The trail's designers should address this through materials used for signage, interpretive markers that tell the history of the area and in artwork along fences or at intersections.

**Public Spaces.** The Parks and Public Lands Division should find ways to incorporate passive recreational spots along the Surplus Canal Trail to provide public spaces where people can gather or relax. These public spaces should be designed to take advantage of the surroundings and be inclusive to all trail users.

**Rowing Facilities.** The Parks and Public Lands Division, in conjunction with Salt Lake County, should explore the opportunity of creating a small summer recreation center to complement the existing, temporary rowing facilities in place at Indiana Avenue and the Surplus Canal.



A trail along the Surplus Canal would provide more recreational opportunities and open up the potential to incorporate public artwork in conjunction with Salt Lake County and the community.



# INDUSTRIAL DISTRICTS

## VISION

*As vital elements of Salt Lake City's long-term economic health, West Salt Lake's industrial districts remain instrumental in providing employment opportunities for the region. The districts are home to a collection of well-designed buildings and public spaces that have a minimal negative impact on the rest of the community.*

## DISTRICT TYPES

In West Salt Lake, there are nearly 900 acres of properties zoned for manufacturing uses. Eighty percent of those are found either west of Redwood Road or south of 1700 South. The remaining 20 percent are found in the 700 West corridor between 800 South and 1700 South. The uses west of Redwood and south of 1700 South are generally heavier in nature and larger in scale than their counterparts along 700 West. In particular, the uses on Redwood Road pose a set of redevelopment challenges that, while similar to those along 700 West, are larger in scope and impact. Finally, the industrial land south of 1700 South is generally isolated and buffered from the rest of the community and separated from Redwood Road by the Jordan River, Surplus Canal and Glendale Golf Course.

The 700 West corridor is between I-15 and 800 West from 800 South to approximately 1700 South. Despite having only 20 percent of the industrial land in the community, the 700 West corridor is important because it forms the eastern edge of Glendale and Poplar Grove and is the gateway for three of the traditional neighborhood entrances: 800 South, 900 South and 1300 South. It abuts single-family neighborhoods and schools, creating an uneven and undesirable transition and an unattractive gateway.

There are single-family homes throughout the corridor with the highest concentration between Fremont Avenue (approximately 1100 South) and 1300 South. Continuing south, the corridor expands in width, but the properties adjacent to residential districts at this point are either low-intensity commercial uses or well-maintained industrial properties. While the 1700 South streetscape needs improvement, the transition to the Glendale neighborhood is more gradual and there is only a block of residential properties along the road between 1000 West and the Jordan River. Between the river and the Surplus Canal, the neighborhood lies on the north side of 1700 South across from a private water park and Glendale Park.

In terms of redevelopment, the most important section of the corridor is between 800 South and 1400 South, a distance just under a mile. Both the pattern and quality of development vary in the corridor and the industrially-zoned areas sit directly across either 700 West or 800 West from residential properties. There are a couple of small, nonconforming industrial properties mixed in with homes but otherwise, there is a clear division between the districts.

## A NEW VISION

### 700 West Corridor

Generally speaking, the industrial uses in the aforementioned mile-long stretch of 700 West corridor are relatively low intensity. There are few uses that could be classified as heavy industrial and the primary negative impacts are visual. The presence of outdoor storage, the scale of certain buildings and the overall condition of industrial properties are all contributing factors. The steps identified for gradual change on the west side of Redwood Road—zoning changes, design guidelines and capital improvements—are also necessary in this corridor.

The goal is not necessarily to displace all industrial uses, despite the incompatibility between single-family neighborhoods and industrial lands. Expanding the single-family neighborhoods to the east is not a viable option, as the increased density would be negligible and would not meet the city's housing goals. The more appropriate option is to gradually diversify the uses in the corridor by adding more commercial and multi-family residential when the opportunity for redevelopment arises. This option requires close inspection of the allowable land uses within the district. Any uses that necessitate the storage of materials or finished products outside should be barred from the future zoning district in the corridor. Provided the land use does not produce noxious odors, fumes or other discharge, many indoor light industrial uses can be designed to fit in with mixed use districts. The new zoning district would also include landscaping and fencing standards to maintain a consistent streetscape and regulations regarding the location of truck and fleet parking, loading docks and other elements common to light industrial uses.

**Given the goal of increasing the community's residential density, there are opportunities for infill multi-family developments for residents who seek urban neighborhoods with an industrial appeal.** The proximity to Downtown, the Jordan River and the 9 Line Trail all make the area attractive to many residents.

Between 800 South and 1700 South, there are approximately 75 acres of land on either side of this segment of the corridor that are vacant or underdeveloped. Assuming any individual site is not contaminated and with the appropriate building configurations and buffering from the railroad corridor, this land could be redeveloped as multi-family housing. A conservative multi-family density of 25 units per acre and a complete transformation of this land would yield over 2,000 new dwelling units. There is also opportunity for low-density infill projects on lots that are vacant but not big enough for multiple-unit residential development.

The landscaped medians and street trees on 800 West between 600 South and 900 South have helped create a buffer between the single-family residences and the industrial uses to the east. Such improvements are possible in this section of 800 West because the right-of-way is 90 feet wide. Elsewhere on 800 West and on all of 700 West, the right-of-way width is approximately 45 feet. One option for these smaller rights-of-way is to disallow on-street parking and install as narrow a median as possible for trees to grow. Additionally, large trees can be planted on the west side of 700 West where industrial uses are adjacent to residential ones. Regardless of the solution, the first step is to install sidewalks, curb and gutter on 800 West and 700 West where they are missing. A majority of the cross streets have all three.

## West of Redwood Road

It is anticipated that zoning changes and long-term redevelopment of the Redwood Road corridor will lead to a gradual change away from industrial uses on its west side. There is a significant amount of undeveloped industrial land west of I-215 and the interstate viaduct can buffer these uses from the commercial and residential development anticipated on Redwood Road. The industrial area west of I-215 is a vital economic engine for Salt Lake City, the Salt Lake Valley and the entire state of Utah. Further exploration of the area's important, ongoing role in the economic health of the city should be a priority of the city. The redevelopment of the land between Redwood Road and I-215 is addressed in more detail in other sections of this plan.

## 1700 South to Highway 201

The industrial uses south of 1700 South are, for the most part, separated from residential and open space properties. There are two notable exceptions, however. Between the Jordan River and 1000 West, there are residential uses across from industrial uses on the south side of 1700 South. Additionally, there are a couple of industrial uses with outdoor storage directly along the Jordan River and Surplus Canal corridors.

Residents consider the industrial development on Redwood Road and along 700 West more problematic than the uses to the south. However, the same regulatory modifications that should be applied to the west side of Redwood Road should also be applied to this area. Ideally, that would be in the form of a lower-intensity commercial district along the primary street with a zoning district that encourages small industrial park development in the rear. Specifically, industrial or heavy commercial uses should be limited to those that can be operated indoors and design guidelines should be instituted to ensure new development or expansions in the future provide buffering and positively contribute to the 1700 South streetscape. Transforming the northwest part of the 900 West and 1700 South intersection into a small business park with a regional destination, such as an educational facility, will also help buffer the neighborhoods to the north from the industrial uses to the south. The city should make efforts to not only retain the businesses south of 1700 South but to encourage them to expand and redevelop with the goal of creating a more cohesive industrial district. These changes could raise property values and potentially attract other businesses to this part of West Salt Lake.

Additionally, efforts should be made to expand and protect the Jordan River's riparian corridor between 1700 South and Highway 201 where a number of industrial uses are directly adjacent to the river. Finally, the integrity and functionality of the Surplus Canal should be protected from further industrial encroachment.

## GATEWAYS

Five of the six routes into West Salt Lake from the east cut through the 700 West corridor. A first-time visitor to the community, using one of these five streets, regardless of their mode of transportation, is first greeted by a land use and development pattern that is not representative of the true character of the community. This is especially problematic when two of the community's major assets—the Jordan River and parks on 900 South and the Sorenson Multicultural and Unity Center—are both only a half-mile from their respective gateways. The topic of gateways and their current condition was a frequent point of discussion in public meetings, and some residents believed strongly that the gateways influenced how people felt about their community. The three gateways that were most commonly cited were 800 South, 900 South and 1300 South, but **900 South was generally considered the one in need of the most attention.**

The visual impact of the 900 South gateway is a result of three factors: the railroad corridor, the interstate and land uses. The latter can be addressed through regulatory and zoning changes in the short-term and redevelopment in the mid- to long-term. The first two factors, however, are barriers that must be mitigated through urban design treatments, infrastructure improvements and landscaping. While there are few realistic methods to mask the impact of the railroad corridor, viaducts provide opportunities to “recapture” these barriers and turn them into welcoming gateway features.

These gateway also provide opportunities for more community-driven projects. These projects, which may be temporary, simple and inexpensive, should be ongoing installations that the city facilitates and monitors for public safety purposes. Otherwise these projects would be the responsibility of residents and stakeholders. Activating public spaces near the gateways is another method of softening the impact of the viaducts. Increasing activity and attracting people to a more positive public space can become the focus of one’s attention upon entering the community. A newly-installed bicycle park on the south side of 900 South at 700 West is one such example. Further detail for the 900 South gateway is presented in the corridor plan for the 9 Line.



## MOVING FORWARD

### Explore ways to redevelop the 700 West industrial corridor.

**Permitted Uses.** The Planning Division should comprehensively review the uses that are permitted in the current light manufacturing zoning district and determine if a new zone—an industrial park district, for example—may be more appropriate. A new district should more specifically regulate building and site design and should completely prohibit any uses that produce noxious odors, fumes or other discharge or other uses that rely heavily on outdoor storage.

**Mixed Use Infill.** The Planning Division should consider permitting residential and commercial infill on vacant parcels in the corridor. Any infill development with a residential component shall be contingent upon environmental review. Height and bulk regulations for infill development should be as flexible as they are for other uses in the zoning district in order to achieve high density development (50 or more dwelling units per acre).

**Curb and Gutter.** Salt Lake City should install curbs and gutter on all streets in the 700 West corridor where such improvements do not exist.

**Streetscape Changes.** The Transportation Division should consider modifications to the streets on 700 West and 800 West in order to buffer the existing industrial uses from the residential land uses to the west. Narrow landscaped medians or large trees on the west side of 700 West are other possibilities.

### Improve the 1700 South streetscape while encouraging redevelopment of the industrial area between 1700 South and Highway 201.

**The 1700 South Streetscape.** The Salt Lake Planning Division should utilize commercial zoning along 1700 South that prohibits heavy or industrial-style land uses while encouraging the kind of retail and service uses and residential densities typically found at a regional node.

**1700 South to Highway 201.** Properties south of the 1700 South streetscape properties should be zoned to encourage an industrial park style of development similar to the one recommended for the areas west of Redwood Road and throughout the 700 West corridor.

**The Jordan River.** Salt Lake City should monitor industrial land uses on the east side of the Jordan River to ensure that all encroachments into the riparian corridor are removed and that future expansion or redevelopment of these industrial properties mitigates any current issues.

### Mitigate the impacts that the 700 West corridor has on West Salt Lake's east-west gateways.

**Urban Design Treatments.** Salt Lake City should work with community residents and stakeholders to develop an urban design system for the gateways at 800 South, 900 South and 1300 South to reduce the visual and psychological impact that the current development pattern has on visitors to the community. Potential designs should utilize the interstate viaduct as a method of repurposing this barrier into a welcoming feature.

**Active Spaces.** Salt Lake City's Parks and Public Lands Division should work with other city departments and the Utah Department of Transportation to find unique ways to stimulate gateway areas with public spaces that encourage activity and positive uses.



# PUBLIC SPACES

## VISION

*West Salt Lake's public spaces—from the community's streets, sidewalks and gateways to its parks and plazas—are beautiful, safe, well-designed, comfortable and active places that encourage social interactions, buoy the community's pride and foster ongoing engagement between the city and its residents. When visitors enter the community via any street and by any mode of transportation, they immediately appreciate how diverse West Salt Lake is and how valuable its natural, recreational and cultural assets are.*

## PUBLIC SPACE & URBAN DESIGN

### Public Space

At its very essence, a public space is a place where people interact with others and the environment. Good public spaces are necessarily inclusive to all people. Parks, playgrounds, plazas and athletic fields are the more common types of public spaces people think of, but other types may not be as obvious, such as sidewalks, transit stations, streets and intersections. In that sense, a space is easy to create, **but a public space is not as easy to establish because it is dependent upon the needs and preferences of the public.**

Jordan Park and Glendale Park provide two examples of this challenge. Jordan Park was frequently identified as an asset and mentioned among the list of places in West Salt Lake that residents like to visit. Glendale Park, on the other hand, was referenced only rarely and it was never discussed as an asset. Both cater to active recreational activities, though they have different facilities. But the spaces themselves may have something to do with the differences in opinion, even if they are considered only at a subtle level. Jordan Park is shaded, tucked away from traffic and has an efficient layout for moving people and cars to access parking without impacting enjoyment of the park for others. In contrast, Glendale Park has only a handful of shade trees at the outskirts of the park and there is minimal buffering from traffic on 1700 South. And though the fields and tennis courts are laid out in an orderly fashion, in a line parallel to the road, they are not efficiently sited. Large crowds at the softball fields block direct access to the tennis courts. The sidewalk can be used to access them from the parking lot, but that takes a visitor out of the intended public park and puts them into another one, the street, which is equally unpleasant.

Good urban design should work with the existing opportunities and enhance them despite limitations like space, location and other conditions.

## Urban Design

While public space is often difficult to define specifically, urban design is sometimes defined too broadly. Urban design is used as a catch-all term for the way a given part of a city or neighborhood looks. It is sometimes considered an extension of the surrounding buildings' architecture, but it is a concept that works on other levels and has an impact on public spaces. **Effective urban design addresses how a space looks, but it also addresses how a space functions.** Urban design systems guide and influence the arrangement and design of buildings, the scale and appeal of public spaces, the efficient intertwining of transportation systems and infrastructure, and the placement and design of amenities throughout the community. Put simply, a properly developed and implemented urban design system not only makes a place look nice, but also makes it feel nice, too.

Well-designed public spaces strengthen the social fabric of neighborhoods by increasing opportunities for interactions among neighbors. More meaningful interactions between neighbors can help information spread throughout the community and increase awareness of social and safety issues. Additionally, these spaces become integral parts of neighborhoods' identities and serve as positive representations of the community. Well-designed public spaces also have the potential to become assets on their own.

## CREATING PUBLIC SPACES

### Form and Function

There are two fundamental elements of well-designed public spaces: form and function. Each space can and should have its own unique character. This is an important consideration when designing a space and creating an urban design system. As a system, it should have an established structure and rules to apply, but that application is subjective and should be tailored to any space's specific historical, cultural or social context. While some streets wind along the banks of a stream in a residential neighborhood, others cut straight through a downtown's core. Some plazas sit in the middle of a historic district while others are newly-created centerpieces of modern planned developments. Each of these contexts would result in different final products.

The goal is to create a public space, not just to design it. From the functional point-of-view, the question is: What is the purpose of this space? A well-designed bus stop will not just be attractive, but it will help move people through the transportation system, keep them safe from other traffic and safe from the elements. A road exclusively within a pedestrian mall will have considerably more lenient structural requirements compared to one handling daily truck deliveries.

There is also the question of cost. Installing anything—a sidewalk, a piece of public art or lights along a walkway—is a financial commitment that is determined up-front and can be controlled to a certain extent. But maintaining that space is far more important to its success. Maintenance costs are far more difficult to pinpoint and vary year to year. In general, the more elaborate an installation, the more it will cost to maintain. Obviously this is problematic, because even the best designed public space can fail if there is no long-term commitment to maintain the space.

#### *Elements of Public Spaces*

There are a number of things that can impact the success of a public space. Some of those variables include:

- Materials, colors and textures of surfaces;
- Availability of sunlight and shade;
- The availability of places to sit;
- Heights, setbacks and detailing of buildings;
- Scale, intensity and placement of lights;
- Species, sizes and environmental sensitivity of landscaping and trees; and
- Design standards for signage and informational materials.

## Programming

Finally, public spaces also have to be programmed to determine how a space will be used and the scope of those activities. A space's programming depends upon a number of factors, namely the size, location and orientation of the space. Generally, any public space can be designed for or accommodate a variety of uses. Sidewalks, as an example, can be used for activities such as walking, outdoor dining, public art and festivals. What makes a space successful is the extent to which programming has been considered when establishing and creating public spaces.

Use of public spaces does have an organic component and the goal is not to envision and anticipate every possible use. However, an appropriate level of programming encourages positive use of public spaces and establishes a safer area for all who want to use those spaces. As a general rule, large public spaces require more programming and a more comprehensive approach to programming than do small ones, but there is a balance that needs to be maintained. Too much programming can prevent adaptive use of the space and can make them too exclusive, while little to no programming can result in underused or inappropriately used spaces that create public safety issues. This is one of the areas where it is vital to have the community on board because they are going to know what types of uses are most desired. In West Salt Lake, many residents indicated the need for places to have pickup soccer games. This is the type of direction that the city should use to make adjustments when looking at park programming needs.

### Programming

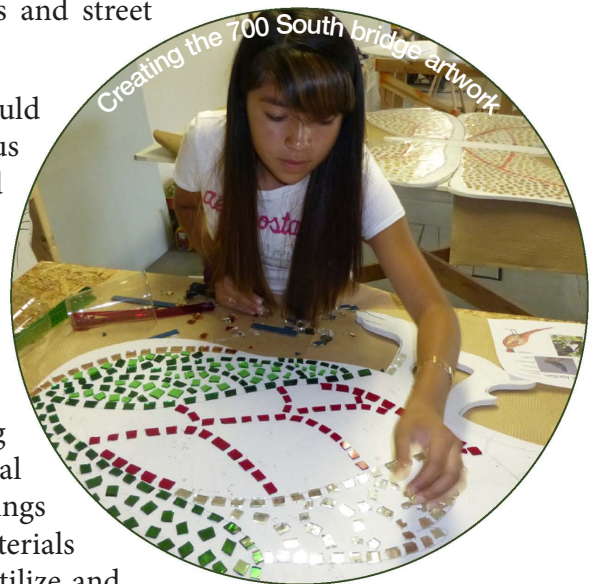
When public spaces are "programmed" it means that there is a coordinated effort to provide a reason or reasons to use the space. This includes anything from benches to jogging paths to baseball fields.

## Reinventing Spaces

All public spaces in West Salt Lake should be developed with people in mind. This may seem obvious, but public spaces such as streets and intersections are often designed solely for vehicles. Activating spaces for pedestrians is the key to fostering social interactions and community building. These new spaces should be visualized, built and adorned to maintain the scale of the location. A regional node warrants more landscaping than a neighborhood node might. Additionally, form and proportion should complement the space. Neighborhood streets and nodes should feature streetlights that provide lighting to the sidewalks and street without spilling over into the private residential space.

Streetlights at community or regional nodes, on the other hand, should meet the needs of pedestrians, cyclists and vehicles equally and thus require different design considerations. Lighting within parks and along trails, as previously mentioned, is also dictated by the context. More lighting is necessary at street crossings or high traffic areas, but more appropriate lighting is needed along the Jordan River.

Materials also matter, regardless of the scale of the node. Tall, solid stucco or brick walls along a public trail or sidewalk discourage walking and mingling. On the other hand, first floor glass providing views of the interior spaces provides not only an interesting visual space but can help make spaces safer by allowing people inside buildings the ability to see what is happening on the street. The surface materials and colors of sidewalks and streets can impact the way people utilize and experience an intersection and the types of fencing materials may have an impact on the comfort level people have with a space.



## Partnerships

It is often the case that partnerships are necessary to build great public spaces. The community's residents and stakeholders should always be considered potential partners because they can offer insight into the community's goals. Appropriate and smart public investment in infrastructure and facilities enhance the identity of a community. Done correctly, this investment can spur higher quality private investment. If the product is representative of the vision and goals of the community, as found in this plan, it is likely that members of the community will consider these spaces assets. Over time, this can result in additional investment by the public sector (upgraded infrastructure, for example) and the private sector (additional residential and/or commercial development). As a result, a cycle is created.

## OPPORTUNITIES

### Existing Parks

There are plenty of opportunities within the existing parks in West Salt Lake. During outreach events and efforts, the community's parks were always identified as one of the top priorities. Twenty percent of residents that Comunidades Unidas engaged during the summer of 2013 identified parks and recreation opportunities as the elements they liked most about their community, second only to the community's tranquility and peacefulness. Almost a quarter of those residents wanted **more recreation opportunities such as splash pads, a swimming pool, a gymnasium or an ice skating rink.** Splash pads were particularly popular with parents, many of whom indicated that they drive over to Liberty Park to use the one there. It would be a relatively simple addition to one of the larger parks such as Jordan Park, where there are ample shade trees that will allow both the children playing and the family members watching to enjoy the space comfortably.



Splash pads were frequently cited as a recreation opportunity that was needed in West Salt Lake. Jordan Park and Sherwood Park were two places residents thought they would be welcome additions. Photograph courtesy of Peter Gonigam.

An outdoor swimming pool was also mentioned a number of times, often in reference to the public pool that was previously in Jordan Park. The building by the skate park was the pool's changing facility and it now provides potential for a partnership between the city and a private vendor for a cafe or similar use. Finally, more space for large-scale programmed activities, particularly soccer matches, in existing parks was also a popular request. Residents pointed out that a lot fields appropriate for soccer matches in West Salt Lake were on school property and not always available or accessible to residents.

## Nodes and Public Spaces

The hierarchy of nodes discussed earlier in the plan provides a canvas for urban design treatments. The scale of the urban design at neighborhood nodes will be more intimate, and as discussed above, oriented more towards pedestrians. In terms of implementation and with the goal of making short-term impacts, neighborhood nodes offer some of the best opportunities. Street banners, decorative street amenities like benches and bicycle racks and corrals or inlaid street names are all good options for smaller intersections. Over time, more expensive improvements such as new street lights, bulbouts and pavement treatments can be considered and installed. The key is to tie the improvements together into a consistent theme, which should be drawn from community members and stakeholders in the immediate area.

**The intersection of 900 West and 900 South may provide the best opportunity to implement a coordinated urban design system.** As the node continues to get more attention and begins to grow, the city can begin working with the business owners, residents along 900 West and 900 South and the community organizations in the vicinity. Two of the community's values—diversity and the Jordan River—are both already tied to the intersection, so there are many avenues to explore in terms of themes and designs.

At community and regional nodes, design elements should be scaled appropriately to reflect the size and wider influence of the intersections. Larger projects and improvements are needed to make an impact at these intersections and there are likely more considerations in this respect. It is likely there will be more transportation modes to account for and more vehicular and pedestrian traffic, factors which will both impact design decisions. Pavement treatments, landscaped medians and improved infrastructure—similar to what is found at neighborhood nodes, but at a larger scale—need to be coordinated, especially at larger intersections. **Establishing a theme that highlights the community's assets through designed public spaces is only effective when the theme is distinguishable from standard infrastructure and visually appealing.**

## Safety and Diversity

There are two other good design concepts that are key to implementing the community's vision: safety and diversity. Safety is an element of public spaces that can be addressed with good urban design and appropriate programming. For example, reconfiguration of certain parts of the Jordan River Parkway may help reduce residents' concerns with their security along the trail. Removal of blind spots, tall hedges, and regular maintenance of the trail and removal of invasive species, especially those species that can result in dense concentrations of vegetation, will decrease the opportunities for people to hide from view of trail users. Additionally, as discussed in the Jordan River section, installation (where possible) of a parallel trail system—one trail for cyclists or runners, another for casual walkers and families—similar to that found in Liberty Park, will cut down on conflicts and potentially increase trail usage by area seniors and families.

**Programming efforts within West Salt Lake's parks and open spaces, such as regularly scheduled cleanup events, community nature walks, and evening and weekend educational events, also mitigate negative uses of public spaces and create more inclusive environments.** The same practice applies to some of the vacant or underused spaces in the area, such as the interstate underpasses. The space under I-15 on 900 South, for example, can be adapted for activities that may not have a place in other public spaces, such as an off-road bicycle park. Lighting, public artwork, fencing and other infrastructure elements would all play a role in that reclamation, creating a safer corridor for the 9 Line and making a considerable impact on the 900 South gateway.

By definition, **the International Peace Gardens has already set a precedent for incorporation of diversity in public spaces.** Public art at intersections or gateways should be a community effort, with selection and maintenance being a responsibility of community members and organizations. The city's role should be, at a minimum, as a source of funding, installation and, when necessary, as a facilitator of the program. This allows the community's residents and stakeholders to best determine the works of art that they believe represent their neighborhoods.

Additionally, members of the community should have a more direct and autonomous role in implementing parts of this master plan. This concept has been discussed elsewhere in this document and is detailed in the implementation section. The role of residents, business owners and stakeholders in building, designing and maintaining public spaces within their community is key to making those spaces successful. The extent to which a community buys into the master plan can have an immeasurable impact on its sense of stewardship, pride and responsibility for the public spaces where people gather.

### Pocket Parks

Pocket parks are small public spaces that are usually on a residentially-zoned property and located within a neighborhood. They draw from a very small group of people, usually those within a block or two of the park, and there is rarely parking specifically for the park. Often the park infrastructure is at most a playground and park benches. Pocket parks present convenient opportunities for residents to gather and provide a place for children to be outdoors in a safe, contained environment. There are currently five parks that would be classified as pocket parks in West Salt Lake:

Park	Address	Amenities
Glendale Circle	Glenrose Drive, Illinois Avenue and Navajo Street	Benches, open space
Jake Garn Mini Park	1100 W. 600 South	Benches
Nelli Jack Park	1200 S. Montgomery Street	Benches
Post Street Tot Lot	487 S. Post Street	Benches, playground
Weseman Park	900 W. California Avenue	Benches, open space

Pocket parks are usually low cost but can be easier to maintain. This presents an opportunity for a partnership between the city and a pocket park's neighbors. The residents could maintain and beautify the park, thus taking symbolic ownership of the park, while the city provides some oversight regarding public health and safety and the physical resources they would otherwise dedicate to the park. This saves the city money in terms of manpower while providing the community a means of celebrating their public spaces. In essence, pocket parks occupy a unique part of the green space spectrum because they are very localized and intimate public spaces that neighboring residents can adopt, even unofficially, as something like a second backyard.

It was earlier noted that nearly 85 percent of West Salt Lake residents (based on an even distribution of population throughout the residential areas) live within one quarter-mile of a park, trail or some other type of green space. A majority of the remaining 15 percent are in two locations. The first is the blocks in between 500 South and 900 South and between Redwood Road and Navajo Street. The second is the area south of California Avenue between the Surplus Canal and Mountain View Elementary School. While the spaces next to the 9 Line and the Surplus Canal could technically fill both of these voids, they are not yet proper green spaces. Further, as stated above, pocket parks fulfill a different need for residents than trail corridors do. Salt Lake City should identify vacant or underutilized properties in these areas and work with the nearby residents to create small public spaces that

provide safe and accessible recreation opportunities for residents of all ages. Additionally, there are opportunities for pocket parks elsewhere in West Salt Lake. Potential locations that are at the edges of the quarter-mile buffer discussed above are the intersections of 900 West and 300 South, 900 West and 1400 South, 800 West and Fremont Avenue and finally, 800 West and 700 South.

Salt Lake City should also look at the potential for a program that gives residents the opportunity to maintain and beautify their pocket parks that is inclusive of all residents who wish to use them. This could be an opportunity to redirect some of the Parks and Public Lands Division's staff hours to larger parks while also providing the community the means to be more directly involved in how their neighborhoods look and function. As residents dedicate time and energy to maintaining their local pocket parks, the increased sense of pride and ownership can help reduce illegal or destructive activity in the area.

## Gateways

Gateways are a unique type of public place that requires attention, especially in West Salt Lake, where the connections to the rest of the city are a vital element of the community's vision. The gateways for the routes into the community can be broken into two types: **neighborhood and community gateways**. This distinction is mainly a function of the type of route. Neighborhood gateways are those that accompany roads leading to residential neighborhoods or smaller scale community nodes. **400 South, 800 South, 900 South, 1300 South and 900 West (from the north) are good examples of neighborhood gateways.** Community gateways are those that lead to commercial or regional nodes. **West Salt Lake's community gateways are the Redwood Road gateways, 1700 South, 2100 South and 900 West traveling from the south.**

Many of these gateways have been discussed throughout the plan in appropriate sections, but it is important to note that a gateway is one of the most important public spaces for visitors to the community. Effective gateway design creates a welcoming first impression and at once invites and welcomes all visitors, regardless of how or why they enter a neighborhood.

As the 9 Line corridor is designed and developed, the 900 South gateway (along with the Bridges Over Barriers project in Rose Park on 300 North) should provide a template for future development at these types of barriers. The towering concrete overpass and the uninviting space beneath it can become an



The 400 South neighborhood gateway today (top) and with changes in street materials, landscaping and streetlights (below). The intersection in the distance is the 400 South and 900 West community node.

asset—a space for artwork or a bike park—with the work of both the community and the city. These type of reclamation projects almost always originate with the community as a way of repurposing negative unusable spaces with positive public ones. Such creativity should be encouraged and acknowledged by Salt Lake City.

### Community Gardens and Urban Farms

The predominant single-family neighborhood development pattern provides the necessary room for community gardens and urban farms without impacting the character of the neighborhood. Community gardens are places where residents maintain small personal gardens in one area and share necessary resources. The harvest from urban farms is usually shared or sold to others within the community.

Farmers' markets are a means for community members to sell or share produce with neighbors. There is currently a seasonal farmers' market, the People's Market, at Jordan Park that is visited by residents from all over the region.

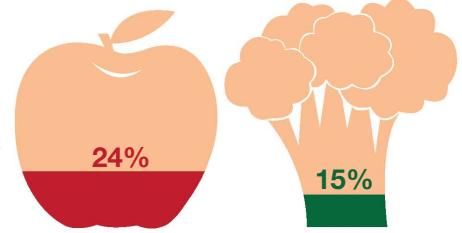
Community gardens and urban farms (including urban orchards) have become popular in recent years because they promote **a sustainable approach to food production and reduce the overall need for industrially-farmed produce and the resultant transportation costs required for its distribution.** They also help halt the spread of food deserts—regions where access to fresh, healthy and affordable food is limited or restricted. Salt Lake County, in its 2011 Small Area Health Profile, discovered that the average vegetable and fruit consumption for residents in West Salt Lake was significantly lower than the state average. West Salt Lake ranked the lowest area statewide for vegetable consumption and sixth lowest for fruit consumption.

Proper garden maintenance and cultivation can also improve air quality, increase biodiversity and reduce soil erosion and thus pollution of the Jordan River and the Great Salt Lake. The Sorenson Multicultural and Unity Center, for example, has already dedicated an area for community education regarding proper gardening practices and food production. Community gardens are public spaces which encourage residents to share resources and become more involved in their neighborhood. This type of ongoing social interaction cultivates safer and healthier neighborhoods.

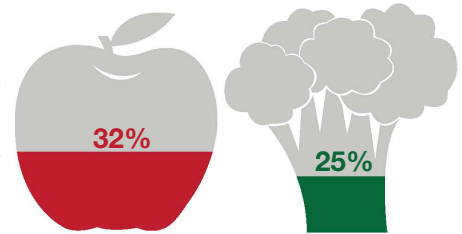


**Education and provision of resources should be the first two steps to spread urban agriculture in the community.** With the Sorenson Unity Center's Unity Gardens already in place, there is already a model to follow. Some community members have identified possible locations for new gardens, such as the 9 Line corridor, and community organizations can help find partnerships or grants to help defray the necessary initial costs. Additionally, a number of residents with established private urban farms, in conjunction with the city, could expand outreach by demonstrating how easy it can be to get started.

**WEST SALT LAKE**  
PERCENT OF ADULTS  
WHO EAT FRUIT OR  
VEGETABLES DAILY



**STATEWIDE**  
PERCENT OF ADULTS  
WHO EAT FRUIT OR  
VEGETABLES DAILY



Fruit and vegetable consumption for West Salt Lake and Statewide (2011 Salt Lake County Health Assessment).

## MOVING FORWARD

**Consider the safety of public spaces one of the primary elements of a public space.**

**The Jordan River.** The Salt Lake City Transportation and Parks and Public Lands divisions should coordinate efforts to ensure that the Jordan River and Jordan River Parkway are safe public spaces for all residents. Sharp or blind turns, overgrown brush and inadequate lighting systems should be removed or reconfigured and changes to the design of the trail should be made to encourage multigenerational and family use.

**Reclaiming Marginal Public Spaces.** Public spaces that are not used or used inappropriately should be improved through the establishment of new public spaces or reconfiguration of existing spaces. Marginal spaces include vacant public properties, secluded sections of parks and dark and poorly-designed streets. The city should actively work with the community to identify and reclaim these spaces to avoid ongoing problems with them.

**Highlight West Salt Lake's diverse community and honor the city's commitment to diversity through public spaces.**

**Public Art Galleries.** The Salt Lake City Arts Council should determine the best way to facilitate a program that encourages the creation and implementation of public artwork in public spaces throughout West Salt Lake.

**Park Stewardship.** Salt Lake City should consider allowing more direct community involvement in the programming, design and maintenance of parks to encourage stewardship among residents and potentially defray the labor costs of park maintenance.

**Expand the opportunities for recreation through the addition of new facilities in existing parks.**

**New Facilities.** The Salt Lake City Planning and Parks and Public Lands divisions should work with the community to identify recreational needs in West Salt Lake and determine potential locations for those needs. Opportunities already identified by the community include splash pads, a public, outdoor swimming pool and additional fields for activities such as soccer matches.

**Establish new public spaces in West Salt Lake with the addition of new pocket parks.**

**New Pocket Parks.** Identify potential locations for new pocket parks in parts of the community that are farthest from current parks. Focus should be placed in areas of the community that are currently underserved by parks, such as the western edge of the community.

**Funding Options.** Salt Lake City's Housing and Neighborhood Development Division should work with residents and stakeholders to identify sources of funding for the creation and maintenance of pocket parks.

**Educate residents about urban agriculture and encourage it in the community.**

**Expand Existing Resources.** Salt Lake City should actively and consistently highlight the educational programs at the Sorenson Unity Center regarding urban agriculture and consider the expansion of the center's existing community garden.

**Community Gardens in Public Spaces.** The Salt Lake City Parks and Public Lands Division should identify the most appropriate spaces in West Salt Lake for community gardens or orchards and work with other departments to establish a resource-sharing program.

# IMPLEMENTATION

## MOVING FORWARD

### Four Resources

The various strategies identified within the “Moving Forward” section of each chapter of the *West Salt Lake Master Plan* are summarized below. This section provides the necessary tools for Salt Lake City to allocate its resources in a responsible and effective manner that will turn the vision of the master plan into reality. In addition, the Implementation chapter provides the basis for monitoring the master plan's effectiveness and determining when changes should be made to certain elements of the plan.

**Each strategy is given a “score” based on four resources: staff time, finances, time and stakeholders.**

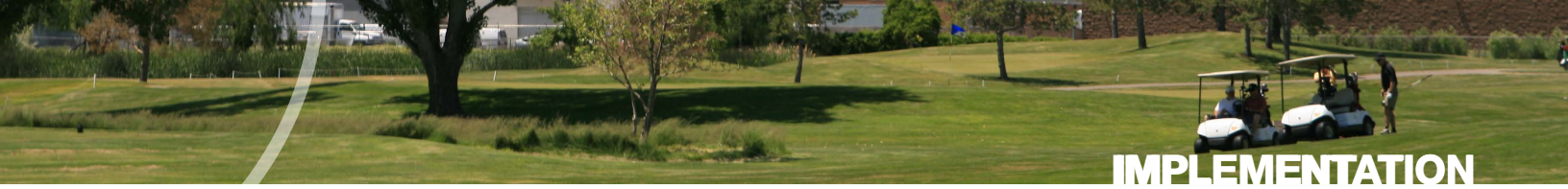
The score is a relative gauge of that strategy's requirements for those resources and has no specific meaning or value on its own. The four pieces of the scale are symbolized as follows:



Each of these means something different based on the resource. It is important to understand the meanings within the context of the resource.

**Staff** is simply the amount of time required for Salt Lake City staff to accomplish the given strategy. For example:

- **Low:** These are projects that can be managed by a small number of staff members and do not require full allocation of their regular work hours.
- **Medium:** These projects are ones that may require a team of staff, often from multiple departments or divisions, and last for several months and possibly a year.
- **High:** These are projects that require a large number of staff members from multiple departments or divisions and are expected to require multiple years to accomplish.
- **Ongoing:** Ongoing projects are those that are completed by staff members as part of their day-to-day activities.



## IMPLEMENTATION

**Finances** are the costs associated with the project whether it is managed by the city or other public entity or by a private developer. The more expensive a project is, the more likely it is that there will be multiple funding sources.

- *Low:* Low-cost projects are those that require little to no special allocation of funds and can typically be completed within the departments' existing budget. On the private sector side, these are projects that are relatively simple and require no public dollars.
- *Medium:* These are projects that may require some funding that is not ordinarily part of a department's budget. Private projects may require multiple funding sources due to the scale of the proposal and the private financing is dependent upon the lending environment at the time. Private projects at this scale may be supplemented by public funding from the Salt Lake City Redevelopment Agency (RDA), loan programs or other grants if available.
- *High:* These projects require a large sum of money that is specifically funded from a variety of sources such as the city's general fund, bonding, Community Development Block Grants or other grants. Private financing is often complex and requires a number of investors. Public dollars are often used to supplement private financing.
- *Ongoing:* Projects with ongoing funding are those that come from a combination of application and permit fees or are part of a department's normal budget.

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

- *Low:* The time involved with these projects is usually short and extend from required public processes, such as hearings with the Planning Commission or City Council, and permitting and business licensing. Typically, these projects take less than a year but may take longer if additional public involvement is necessary or desired.
- *Medium:* Projects on a medium time scale take two or three years to complete due to the public involvement required and the need for coordination between multiple parties, organizations or developers. They may require more than one meeting before the Planning Commission, City Council or RDA Board. Permitting is also more variable for these projects and has a greater impact on the length of time needed for the project.
- *High:* Projects such as these take a long time to implement due to their size, complexity and potential public processes. Such projects often require coordination between several agencies, including Salt Lake City, UDOT, UTA and property owners. It is possible that projects at this scale require action from the state legislature. Additionally, they may require lengthy permitting and construction schedules.
- *Ongoing:* Ongoing projects are those that are not generally tied to a specific timeline but are completed through standard permitting or licensing approvals. This may also include monitoring of implementation strategies and programmatic functions related to implementation of other strategies.

The last dimension of each strategy is the **community**. This refers to the efforts of those who live, work or run a business in West Salt Lake. The scale of each strategy or project is a measure of the time, coordination and other factors based within the community.

- *Low:* Projects like these generally involve one or two stakeholders such as neighbors and require little coordination.
- *Medium:* For implementation projects such as these, the stakeholder list is larger than "low" level projects and often includes more than neighboring property owner. Other stakeholders could include business owners and community organizations.



## IMPLEMENTATION

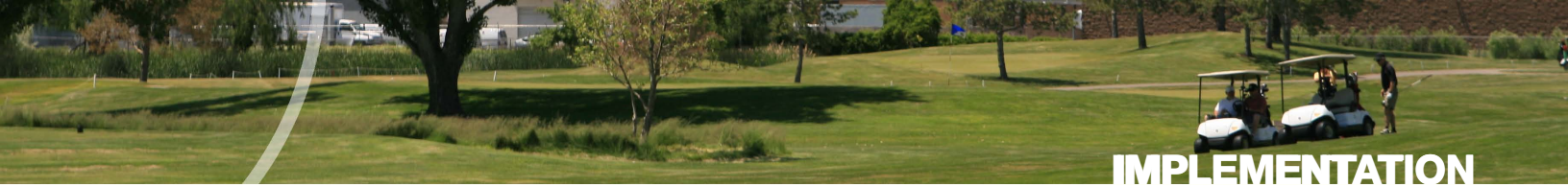
- *High*: Projects at this level may include hundreds of people with various interests in the project. Stakeholders would likely include residents, property owners, business owners, community organizations and possibly representatives of local, regional, state or federal government agencies.
- *Ongoing*: Ongoing implementation strategies and projects are those on an ongoing time scale are those that are either “by right” (i.e., require no public process or hearings) or need only administrative approvals. They typically impact a very small area or involve only one or two property owners and need little to no coordination with other parties.

### Implementation Matrix

Below is a summary of the implementation strategies found in each chapter and the scale of each in terms of the four resources identified above.

Opportunities					
O1	Consider the Westside Coordination Group a fundamental implementation tool for the West Salt Lake Master Plan.	Staff	Finances	Time	Community
O1.a	Identification and Coordination.	○○○●	○○○●	○○○●	○○○●
O1.b	Metrics.	○○○●	○○○●	○○○●	○○○●
O1.c	Evaluation and Assessment.	○○○●	○○○●	○○○●	○○○●

Neighborhoods					
NH1	Determine unique and compatible ways to add incremental density through infill development.	Staff	Finances	Time	Stakeholders
NH1.a	Infill Development.	●○○○	●○○○	●○○○	●○○○
NH1.b	Special Single-Family Allowances.	●○○○	●○○○	●○○○	●○○○
NH1.c	Multi-Family Infill Allowances.	●○○○	●○○○	●○○○	●○○○
NH1.d	New Development.	●○○○	●○○○	●○○○	●○○○
NH1.e	Accessory Dwelling Units.	●○○○	●○○○	●○○○	●○○○
NH2	Find sustainable options for underutilized lands within these stable, single-family neighborhoods.	Staff	Finances	Time	Stakeholders
NH2.a	Big Blocks.	●○○○	●○○○	●○○○	●○○○
NH2.b	Urban Agriculture.	●○○○	●○○○	●○○○	●○○○



Nodes					
ND1	<b>Create a more conducive environment for redevelopment at neighborhood nodes.</b>	Staff	Finances	Time	Stakeholders
ND1.a	Low-Intensity Mixed Use Development.	●○○○	●○○○	●○○○	●○○○
ND1.b	The Pedestrian Experience.	●○○○	●○○○	●○○○	●○○○
ND1.c	Local Business Expansion.	●○○○	●○○○	●○○○	●○○○
ND1.d	900 South and 900 West.	●○○○	●○○○	●○○○	●○○○
ND1.e	Glendale Plaza.	●○○○	●○○○	●○○○	●○○○
ND2	<b>Create a more flexible regulatory environment for redevelopment at community nodes.</b>	Staff	Finances	Time	Stakeholders
ND2.a	Maximize Use of Property.	●○○○	●○○○	●○○○	●○○○
ND2.b	Pedestrians, Bicyclists and Vehicles.	●○○○	●○○○	●○○○	●○○○
ND2.c	Wayfinding and Orientation.	●○○○	●○○○	●○○○	●○○○
ND3	<b>Create a foundation for the development of regional nodes in West Salt Lake.</b>	Staff	Finances	Time	Stakeholders
ND3.a	Removing Barriers and Recruitment.	●○○○	●○○○	●○○○	●○○○
ND3.b	High Density Residential and Multi-Use Development.	●○○○	●○○○	●○○○	●○○○
ND4	<b>Continue to support the development of recreation nodes in West Salt Lake.</b>	Staff	Finances	Time	Stakeholders
ND4.a	Infrastructure Maintenance and Improvement.	●○○○	●○○○	●○○○	●○○○
ND5	<b>Build and maintain and active, multi-modal network between West Salt Lake's nodes and nodes outside the community.</b>	Staff	Finances	Time	Stakeholders
ND5.a	Strengthening the Transit Network.	●○○○	●○○○	●○○○	●○○○
ND5.b	The 900 South East-West Connection.	●○○○	●○○○	●○○○	●○○○

Redwood Road					
RR1	<b>Keep the entire Redwood Road corridor in mind while encouraging redevelopment.</b>	Staff	Finances	Time	Stakeholders
RR1.a	The Big Picture.	●○○○	●○○○	●○○○	●○○○
RR1.b	Emphasize the Intersection.	●○○○	●○○○	●○○○	●○○○
RR1.c	Highlight the 9 Line.	●○○○	●○○○	●○○○	●○○○
RR2	<b>Encourage residential and commercial redevelopment along the east side of Redwood Road.</b>	Staff	Finances	Time	Stakeholders
RR2.a	300 South to the Surplus Canal.	●○○○	●○○○	●○○○	●○○○
RR2.b	The Surplus Canal to 2100 South.	●○○○	●○○○	●○○○	●○○○
RR3	<b>Encourage major redevelopment of the west side of Redwood Road.</b>	Staff	Finances	Time	Stakeholders
RR3.a	The West Side of Redwood Road.	●○○○	●○○○	●○○○	●○○○
RR3.b	Entertainment Zone.	●○○○	●○○○	●○○○	●○○○
RR4	<b>Recognize Redwood Road's role as a gateway into Salt Lake City, the West Salt Lake community and its neighborhood.</b>	Staff	Finances	Time	Stakeholders
RR4.a	400 South Gateway.	●○○○	●○○○	●○○○	●○○○
RR4.b	2100 South Gateway.	●○○○	●○○○	●○○○	●○○○
RR5	<b>Transform Redwood Road from an automobile-dominated thoroughfare to a corridor that balances all types of transportation.</b>	Staff	Finances	Time	Stakeholders
RR5.a	Sidewalks, Crosswalks and Bicycle Facilities.	●○○○	●○○○	●○○○	●○○○
RR5.b	Bus Rapid Transit.	●○○○	●○○○	●○○○	●○○○
RR5.c	Light Rail Transit or Streetcar.	●○○○	●○○○	●○○○	●○○○

## The Jordan River

JR1	Establish more connections between the Jordan River Parkway and the community.	Staff	Finances	Time	Stakeholders
JR1.a	The Missing Link.	●○○○	●○○○	●○○○	●○○○
JR1.b	Wayfinding.	●○○○	●○○○	●○○○	●○○○
JR2	Support the Jordan River's ecological health.	Staff	Finances	Time	Stakeholders
JR2.a	Plant and Animal Habitats.	●○○○	●○○○	●○○○	●○○○
JR2.b	Undeveloped Land.	●○○○	●○○○	●○○○	●○○○
JR2.c	Corridor Encroachments.	●○○○	●○○○	●○○○	●○○○
JR3	Celebrate the Jordan River.	Staff	Finances	Time	Stakeholders
JR3.a	The River District.	●○○○	●○○○	●○○○	●○○○
JR3.b	Community-Driven Implementation.	●○○○	●○○○	●○○○	●○○○
JR3.c	Market the River.	●○○○	●○○○	●○○○	●○○○
JR3.d	Urban Design.	●○○○	●○○○	●○○○	●○○○
JR3.e	River Crossings.	●○○○	●○○○	●○○○	●○○○
JR4	Expand recreational opportunities on the Jordan River.	Staff	Finances	Time	Stakeholders
JR4.a	900 West Access.	●○○○	●○○○	●○○○	●○○○
JR4.b	Canoe and Kayaks.	●○○○	●○○○	●○○○	●○○○
JR5	Make the Jordan River safer for everyone.	Staff	Finances	Time	Stakeholders
JR5.a	Community Policing.	●○○○	●○○○	●○○○	●○○○
JR5.b	Trail Lighting.	●○○○	●○○○	●○○○	●○○○
JR5.c	Parallel Trails.	●○○○	●○○○	●○○○	●○○○

## The Surplus Canal

SC1	Protect the Surplus Canal corridor.	Staff	Finances	Time	Stakeholders
SC1.a	Canal Corridor Encroachments.	●○○○	●○○○	●○○○	●○○○
SC2	Establish the Surplus Canal Trail.	Staff	Finances	Time	Stakeholders
SC2.a	Short-term Trail Improvements.	●○○○	●○○○	●○○○	●○○○
SC2.b	Long-term Trail Improvements.	●○○○	●○○○	●○○○	●○○○
SC3	Create a unique walking and bicycling experience along the Surplus Canal Trail.	Staff	Finances	Time	Stakeholders
SC3a	The Trail Experience.	●○○○	●○○○	●○○○	●○○○
SC3.b	Industrial Trail Design.	●○○○	●○○○	●○○○	●○○○
SC3.c	Public Spaces.	●○○○	●○○○	●○○○	●○○○
SC3.d	Rowing Facilities.	●○○○	●○○○	●○○○	●○○○



## IMPLEMENTATION

Industrial Districts					
ID1	Explore ways to redevelop the 700 West industrial corridor.	Staff	Finances	Time	Stakeholders
ID1.a	Permitted Uses.	●○○○	●○○○	●○○○	●○○○
ID1.b	Mixed Use Infill.	●○○○	●○○○	●○○○	●○○○
ID1.c	Curb and Gutter.	●○○○	●○○○	●○○○	●○○○
ID1.d	Streetscape Changes.	●○○○	●○○○	●○○○	●○○○
ID2	Improve the 1700 South streetscape while encouraging redevelopment of the industrial area between 1700 South and 2100 South.	Staff	Finances	Time	Stakeholders
ID2.a	The 1700 South Streetscape.	●○○○	●○○○	●○○○	●○○○
ID2.b	1700 South to 2100 South.	●○○○	●○○○	●○○○	●○○○
ID2.c	The Jordan River.	●○○○	●○○○	●○○○	●○○○
ID3	Mitigate the impacts of the 700 West corridor on West Salt Lake's east-west corridor.	Staff	Finances	Time	Stakeholders
ID3.a	Urban Design Treatments.	●○○○	●○○○	●○○○	●○○○
ID3.b	Active Spaces.	●○○○	●○○○	●○○○	●○○○



Public Spaces					
PS1	Consider the safety of public spaces one of the primary elements of a public space.	Staff	Finances	Time	Stakeholders
PS1.a	The Jordan River.	●○○○	●○○○	●○○○	●○○○
PS1.b	Reclaiming Marginal Public Spaces.	●○○○	●○○○	●○○○	●○○○
PS2	Highlight West Salt Lake's diverse community and honor the city's commitment to diversity through public spaces.	Staff	Finances	Time	Stakeholders
PS2.a	Public Art Galleries.	●○○○	●○○○	●○○○	●○○○
PS2.b	Park Stewardship.	●○○○	●○○○	●○○○	●○○○
PS3	Expand the opportunities for recreation through the addition of new facilities in existing parks.	Staff	Finances	Time	Stakeholders
PS3.a	New Facilities.	●○○○	●○○○	●○○○	●○○○
PS4	Establish new public spaces in West Salt Lake with the addition of new pocket parks.	Staff	Finances	Time	Stakeholders
PS4.a	New Pocket Parks.	●○○○	●○○○	●○○○	●○○○
PS4.b	Funding Options.	●○○○	●○○○	●○○○	●○○○
PS5	Educate residents about urban agriculture and encourage it within the community.	Staff	Finances	Time	Stakeholders
PS5.a	Expand Existing Resources.	●○○○	●○○○	●○○○	●○○○
PS5.b	Community Gardens in Public Spaces.	●○○○	●○○○	●○○○	●○○○

[Back to Staff Report](#)

**West Salt Lake Master Plan Engagement Project**  
**Project Duration: July 1, 2013 - September 30, 2013**

## **Executive Summary**

A city master plan represents a community's vision and physical development of their urban environment. The West Salt Lake Master Plan focuses specifically in the geographic locations of Glendale and Poplar Grove. Comunidades Unidas was selected by Salt Lake City to conduct the West Salt Lake Master Plan Engagement Project. The engagement component of the project entailed: a) communicate the main ideas of the West Salt Lake Master Plan to community residents b) request and receive feedback from community members c) conduct leadership forums with community leaders.

Comunidades Unidas engaged a total of 315 community residents through various avenues ranging from public parks, schools, and community centers. Participants were asked three main questions about their neighborhood: what do they like, what do they dislike and what would they like to change. They were also informed about the West Salt Lake Master Plan and asked to rank the ideas of the plan in order of importance. The issues identified by neighborhood residents were wide-ranging but three main issues were deemed of high importance: violence and illegal activity, neighborhood attractiveness and cleanliness, and public lighting. Community members were mostly supportive of the West Salt Lake Master Plan and community leaders shared their ideas on how to engage other residents around the plan to ensure full community participation in the process.

## **I. Outreach Strategy and Sample Demographics**

CU's community engagement strategy consisted of building off of existing partnerships. Comunidades Unidas' staff strategically contacted partner community centers and schools in the area to inform them about the project and request access to their community and school events. During the project we engaged in a series of community events and back-to-school nights. At the same time, we took advantage of the Salt Lake School District's Free Lunch Program that brought together families at different public parks to receive a free lunch for their children during the school summer break.

*Community Outreach Events*

Date	Location	Address	Project Area	Description
July 9	Sherwood Park	400 S 1400 W	Poplar Grove	Partners in the Park
July 9	Sherwood Park	400 S 1400 W	Poplar Grove	Free Lunch Program
July 10	Jordan Park	1060 S 900 W	Glendale	Free Lunch Program
July 11	Jordan Park	1060 S 900 W	Glendale	Free Lunch Program
July 12	Horizonte School	1234 S Main Street	Ballpark	Health Fair
July 13	Horizonte School	1234 S Main Street	Ballpark	Health Fair
July 16	Rose Park Elementary	1150 W 1000 N	Rose Park	Partners in the Park
July 18	River Park	1150 W 1700 S	Glendale	Free Lunch Program
July 18	Apartment Complex and Individual Houses	N/A	Glendale	Neighbor to Neighbor Visitation
July 18	Apartment Complex and Individual Houses	N/A	Poplar Grove	Door to Door Visitation
July 19	Apartment Complex and Individual Houses	N/A	Poplar Grove	Door to Door Visitation
July 19	Sherwood Park	400 S 1400 W	Poplar Grove	Free Lunch Program
July 19	Jordan Park	1060 S 900 W	Glendale	Free Lunch Program
July 29	SLC Police Pioneer Precinct	1040 W 700 S	Poplar Grove	Groove in the Grove
July 30	Poplar Grove Park	800 S 1200 W	Poplar Grove	Partners in the Park
July 31	Neighborhood House	1050 W 500 S	Poplar Grove	Community outreach
Aug 1	Neighborhood House	1050 W 500 S	Poplar Grove	Community

				outreach
Aug 20	Guadalupe School	340 Goshen Street	Poplar Grove	Back to School Night
Aug 27	Mountain View Elementary	1380 S Navajo Street	Glendale	Back to School Night
Sept 13	Community Learning Center	1388 S Navajo Street	Glendale	Community Event

### *Population segments by age*

We captured survey responses from individuals from 18 to 66+ years of age with two-thirds of our participants being between the ages of 18 and 46. Since our outreach included significant collaboration with elementary schools and programs, our younger demographic was largely a result of the participants being parents or primary caregivers to younger children.

AGE RANGE	NUMBER OF PARTICIPANTS
18-35	121
36-45	103
46-65	46
66+	15
Unknown	30
<b>Total</b>	<b>315</b>

### *Population segments by race/ethnicity*

The majority of participants self reported as Hispanic/Latino, and for the most part the questionnaire and discussions were conducted in Spanish. However, surveys were available in both English and Spanish and all of our outreach team was bilingual. Most of the events and locations were targeted for the residents of the specific areas in which the majority of residents are of Hispanic/Latino descent.

RACE/ETHNICITY	NUMBER OF PARTICIPANTS
Hispanic/Latinos	243
White	14

African American	3
Other	11
Unknown	44
<b>TOTAL</b>	<b>315</b>

### *Population segment by gender*

Most of the participants were female adults, since they were most likely to attend the free lunch program and school events. However, we were more likely to encounter men during community events.

<b>GENDER</b>	<b>NUMBER OF PARTICIPANTS</b>
Female	255
Male	55
Unknown	5
<b>TOTAL</b>	<b>315</b>

## **II. Direct Community Outreach: Communicating the master plan main ideas and gathering feedback.**

Comunidades Unidas engaged a total of 315 Glendale and Poplar Grove community members over the course of the project. Our communication strategy consisted of visiting community members in natural gathering places such as schools, parks and neighborhood events. Comunidades Unidas staff strategically identified community events and partnered with other community organizations that permitted access to their clients.

In preparation to conduct community outreach, project staff and volunteers were trained on outreach strategies and the West Salt Lake Master Plan main ideas. As part of the training and with the help of city planners, project staff took a tour of specific project areas. This provided project staff a more in-depth understanding of the project.

Project staff wore their CU volunteer shirts, which gave them more credibility when conducting outreach. Our general finding was that community members responded favorably to our outreach strategies and were willing to provide feedback openly.

We mainly conducted individual surveys and discussions but also occasionally engaged in group discussions, which were more comfortable for some community members and settings.

One of the most successful outreach strategies was visiting the designated neighborhood parks during the free lunch program. When school is not in session the Salt Lake School District distributes free bag lunches for children. Families would gather in small groups, and as they were relaxing and enjoying a meal, it provided good opportunity for project staff to approach them in

a friendly and culturally appropriate manner. Other community events were conducted during the weekends and late afternoons. The time frames allowed the team to reach out to the broader community.

At the end of the survey discussion participants were incentivized with a "garden bag" containing fresh vegetables. Participants were more willing to participate, since they were rewarded for their time. Nonetheless, even in the few times that we ran out of garden bags, most people were willing to participate without receiving an incentive.

In addition to our outreach at community parks our team utilized a variety of alternative methods to provide the most diverse sample possible. Project volunteers that were residents of the designated geographic area conducted small discussions with their immediate neighbors. This strategy was very successful, since these trusted community members had already a relationship with their neighbors. Additionally, project staff conducted a door-to-door outreach strategy, which entailed visiting community members in their apartments and private homes. This approach received mix responses, with some residents complaining they felt it was an invasion to their privacy.

### **III. Community Leader Forums**

During the fall of 2012, Comunidades Unidas implemented community leadership trainings with individuals living in West Salt Lake as a tool to empower underrepresented community members.

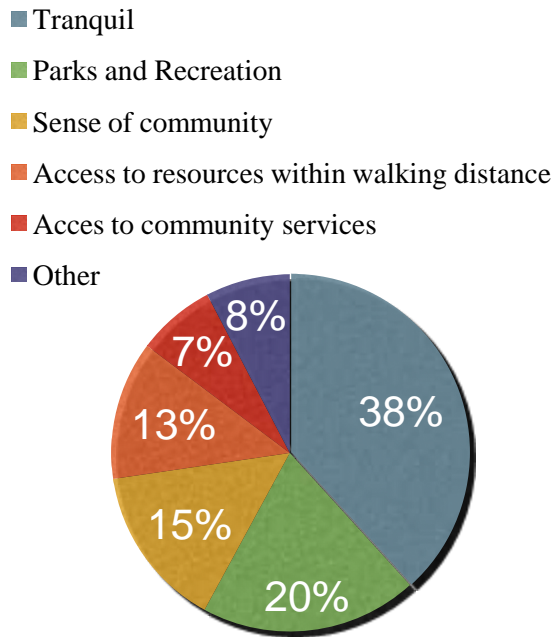
As part of West Salt Lake Master Plan Engagement Project we conducted leadership forums with graduates of the CU program. During the forums, community leaders engaged in team activities and discussions to strategize on how to better engage project participants in issues that affect them and that were identified during community discussions. At the same time, community leaders learned about the importance of community involvement in the planning process and different engagement opportunities within Salt Lake City.

Community leadership forums were conducted at strategic locations and at very convenient times for participants. The leadership forum at CU was conducted during the afternoon, allowing for community leaders to be out of work. The leadership training conducted at Lincoln Elementary was held during school hours. We have learned that mothers were more willing to participate during this time since their children are at school. To facilitate discussion, dinner/lunch was provided by Salt Lake City, this was very helpful because many participants joined the forum right after work.

#### IV. Answers to Survey Questions

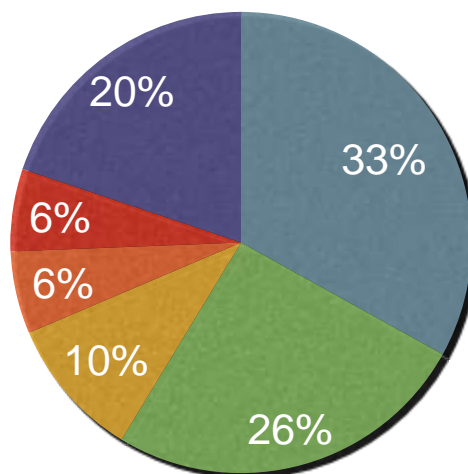
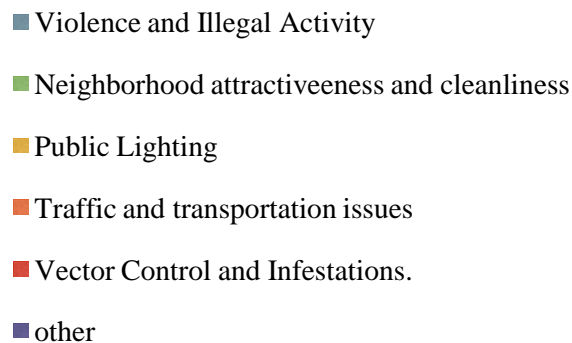
##### A. What do like about your neighborhood?

When community members were asked about what they like about their neighborhood the great majority reported neighborhood tranquility. Others reported that they like the parks and recreation places in their neighborhood, such as the Jordan River and the Sorenson Unity Center. Others reported that they like the community, the ethnic diversity, and their neighbors. Equally important, others mentioned that is greatly appreciated having access to schools, and stores within walking distance. Access to community services was also mentioned, community members considered important the existence of community and learning centers in the area.



*B. What do you dislike about your neighborhood?*

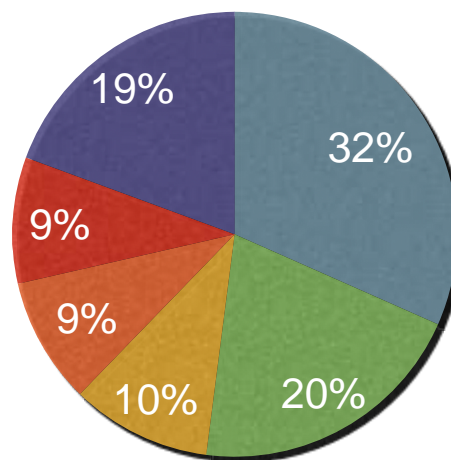
When community members were asked about what they dislike about their area, the great majority reported that they dislike the violence and illegal activity. Their main concerns were: gangs, illegal drugs, vandalism, and shootings. The second most relevant issue identified was the lack of attractiveness and cleanliness in the area. Their main concerns: homelessness, loitering, community reputation, run down houses, cleanliness and sanitation issues. The third most common issue identified was public lighting; many community members identified the need for public lighting in different neighborhood streets. Equally important, they reported that traffic is a big issue in the area, cars going too fast, the need for stop signs, lacking pedestrian crosswalks and potholes. In their majority, participants living in apartment complexes reported having vector control issues, such as infestations with cockroaches, bed bugs and rats. Some community members also reported the existence of snakes along public trails. Lastly, some residents reported the need for better education and school programs for children and young adults.



*C. What would you like to change or see different in your community?*

When community members were asked what they would like to see different in their community the majority of them reported that they would like to see less violence and illegal activity. They want safer neighborhoods with more police patrolling both in the streets and the schools. Community members also reported that they would like to see more public services in the area. Some of those services would include health care centers, and programs for young adults and families. The third most prevalent idea was a more attractive neighborhood, for instance clean and improved streets. Other ideas also included better public lighting, road safety and less traffic issues such as speeding.

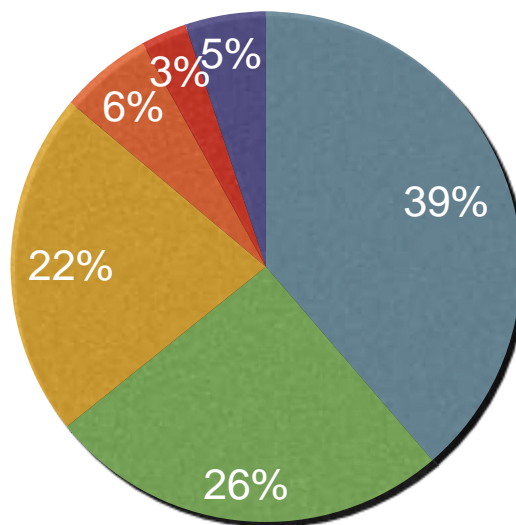
- Violence /Illegal activity
- Lack of community services and businesses
- Lack of cleanliness and sanitation
- Lack of public lighting
- Traffic and transportation issues
- Other



*D. What is needed in your community?*

When community members were asked what the needs in their community were, the majority of them reported affordable business: shopping center including clothing stores, ethnically diverse food markets, movie theatre, coffee shops and more. The second most popular need was affordable housing. They reported that they would like to see new and affordable apartment complexes, condos, and houses. The third most common perceived need was the necessity of more recreation places such as a gymnasium, swimming pools, ice skating parks, and splash pads in the existing community parks. They also reported a high need for health care services, such as affordable clinics. Lastly, they reported the need for more educational programs for families.

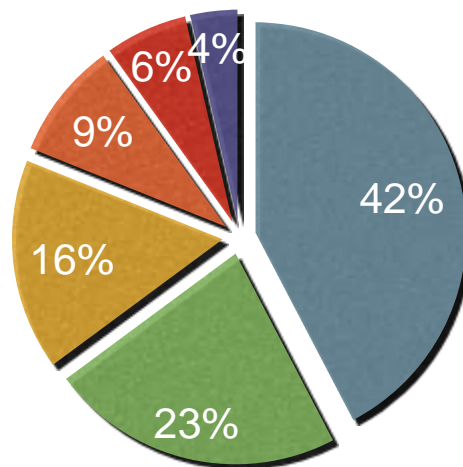
- The need for more business
- The need for affordable housing
- The need for more recreation centers and parks
- The need for health care services
- The need of educational programs
- Other



*E. What changes would you like to see in your community in the next 10 years?*

Community members were asked what they would like to see different in their community in the next ten years. The most common idea was more businesses in the area. The second most common idea was more recreation and entertainment centers both indoors and outdoors. The third most common ideas was more public services in the area, more educational programs, health services, and better schools that would help create a better and safer community. Other changes that they would like to see are less violence and illegal activity, and affordable housing.

- More Businesses
- More recreational parks/centers
- More and better community services
- More businesses
- Less violence/Illegal activity
- Better and affordable housing



## V. Community Feedback on the West Side Master Plan Ideas

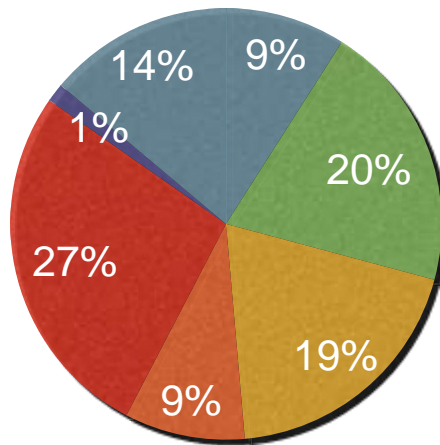
In general community members reacted very positively when they learned about the different ideas evolving the West Side Master Plan. The majority of them stated that everything that would help the neighborhood is welcome. They repeatedly mentioned that they want to see a safer and more attractive neighborhood. In general, they were very excited about the possible business development in the area. They were also excited about the possibility of new apartments, townhomes, and condos.

West Salt Lake Master Plan:

1. **New and improved** streets, sidewalks, crosswalks, trails, parks and services like libraries that make the neighborhood safer and more attractive
2. Maintain Redwood Road's regional importance but make it a safe and inviting destination for pedestrians, cyclists, drivers, and transit users. New housing, services shops and offices, along with better bus shelters, sidewalks, bike lanes, crosswalks and landscaping, will help **make Redwood Road a street for everyone.**
3. Highlight West Salt Lake's **unique parks and trails**- the Jordan River, the Jordan River Parkway, the 9 Line, the International Peace Gardens and its parks. Make these places **safer, more accessible and inviting** for people.
4. Put the new development at intersections. Create **activity centers that have neighborhood, community, and regional audiences**: new apartments, townhomes and condos, stores, jobs and entertainment options.
5. Focus new apartments, condominiums and commercial developments in specific areas where change is welcome and encouraged which will keep the traffic on bigger roads and **lessen the impacts on the existing single family neighborhoods.**
6. Recognize the **importance of West Salt Lake's Industrial parks** to the local, regional and state economies and their role as employment centers. Also recognize, however, the need to **lessen or eliminate the impacts of some industrial uses**- noise, odors and other negative elements-on the nearby neighborhoods.
7. Energize residents and business owners by creating **attractive places, buildings and entrances** into the community with landscaping, signs, street banners and public artwork

When community members were asked which aspect of the plan was more important they responded as follows:

■ Q1 ■ Q2 ■ Q3 ■ Q4 ■ Q5 ■ Q6 ■ Q7



## VI. Feedback from Leadership Forums

### *Leadership Forum at Comunidades Unidas*

During the leadership forums, community leaders brainstormed ways to address six of the biggest issues people addressed in the West Side Master Plan questionnaire/ discussions. The leaders were split into groups of three and were told to come up with a plan of action to engage community members around those issues.

#### Issue: Vector Control and Infestations

Possible solutions and engagement strategy: a) hold a "Know your Rights" workshop where they explain the rights of a tenant in a landlord/tenant relationship, and the laws surrounding pest infestation, c) Communicate the concern to city officials and health department.

#### Issue: Lack of Businesses

Possible solutions and engagement strategy: a) increase zoning permits for big stores, increase funding options for small businesses b) educate about what is available, provide a class for high school students that provides information about creating a business which could be held at Horizonte School and Training Center.

Issue: Traffic and Transportation issues

Possible solutions and engagement strategy: a) in order to talk and formalize their concerns form a Neighborhood Association. Address the issue with corresponding city department. The Neighborhood Association would choose a leader who will be chosen as a spokesperson. The group would be responsible for: 1) gathering signatures for a petition, and 2) receive training on how the local government works (ex: guidelines for submitting a petition). In order to resolve issues and community concerns, partnership building is essential especially with people in power.

Issue: Cleanliness and Sanitation

Possible solutions and engagement strategy: a) organize groups of volunteers from the area to help clean up the streets. b) talk to enforcement officers about giving tickets to people who own pets and don't clean up after them. c) educate children in the schools about the importance of keeping their community clean.

Issue: Public Lighting

Possible solutions and engagement strategy: a) communicate with neighbors and know who they are. b) ask neighbors to turn on their porch lights so that the street might be less dark c) start a petition among everyone that lives in the neighborhood in order for the city officials to put street lamps in their street.

Issue: Violence and Illegal Activity

Possible solutions and engagement strategy: a) increase reporting of illegal activity and violence by expanding the police station/force, b) assign police officers to the area in which they live so they feel more connected to the area they patrol c) find out how many bilingual officers there are in order for them to focus on Spanish-speaking areas. To address the issue of drug use: a) ask schools to invite parents and community members to attend an open discussion about the dangers of drugs and how to prevent their kids from using illegal and prescription drugs b) find affordable rehabilitation services that are also local in order to help families and individuals with drug addiction c) finding low cost resources related to mental illness in order to support survivors of violence as well as perpetrators d) join or start a Neighborhood Watch program in their community. e) provide incentives in order to get participation and motivate the community.

*Leadership Forum at Lincoln Elementary*

The leadership group at Lincoln Elementary brainstormed ideas to address some of the issues that were presented to them from the results of the West Side Master Plan questionnaire/discussion. During the forum parents identified parental involvement as one of the key solutions to school and community problems. They believe that parents should be more involved in the lives of their children and the community as a whole. Parents also addressed the importance of creating partnerships with city officials. They believe that workshops should be

implemented at the schools, to better educate community members about their rights and responsibilities as residents.

## VII. Conclusions

Comunidades Unidas has a strong relationship with residents of West Salt Lake. We are heavily invested in the area, since our programs are implemented in those communities. This long-lasting relationship and the existing trust helped us gather valuable information for this project. In general our most successful outreach efforts were conducted at community events, parks and schools. We successfully met our numerical goal but, more importantly, we were able to reconnect with our communities and learn more about their concerns. Equally important, we were able to serve our communities by connecting participants with existing resources.

Another important success is that some participants had the opportunity to converse with city planners, which helped dispel negative perceptions that community members had about government agencies. This is particularly important since our research shows that underrepresented communities may feel powerless or disconnected from community resources and government agencies. At the end of the conversations, participants reported feeling acknowledged and that their concerns were being heard.

In conclusion, when community members were asked about what they liked about their neighborhood the majority reported that they like the tranquility in their immediate area. On the other hand however, when they were asked what they dislike about their area the great majority of them reported that they dislike the violence and illegal activity that exists in the greater neighborhood. Residents proposed more community and school programs to help eradicate the issue.

We also asked community members what they thought were the community needs in their area; the most common response was more businesses. In the long-run they would like to see more affordable and ethnically-diverse business in the area.

Also, the need for community services was highly emphasized since they consider that they don't have a place to go when they need help. The beautification of existing parks was also encouraged especially around the Jordan River. Having splash pads in the parks was a concrete idea that originated from community members.

In general, community members were very excited to hear the different proposed projects for the area in the West Salt Lake Master Plan. Residents reported the necessity to make sure the plan considers creating a safer, cleaner and more attractive neighborhood. They stated that projects proposed with these intentions were always welcome.

## **VIII. Recommendations**

Overall, we feel that our strategies were very successful in both engaging residents in the project and acquiring in-depth community feedback on the West Salt Lake Master Plan. However, it is important to note that community engagement is essential and should be continuous. Community engagement can be extremely difficult especially for underserved communities. Therefore, it is essential to provide the appropriate tools and create a conducive environment for engagement to happen. Oftentimes, members from underserved communities feel disfranchised and ignored and many mistrust local and state government. Consequently, it is important for government organizations to build trust and accountability among underserved communities, especially after conducting an outreach and engagement project such as the West Salt Lake Master Plan Engagement Project.

Based on community members' responses through this project and our experience organizing and mobilizing community members, we believe that one of the most effective ways to engage people on a very specific issue is by: a) educating them about the issue b) providing the appropriate venues and tools for the engagement to happen and c) provide a strong network of support. Community members need to be informed about the improvements or changes happening in their community/area. For effective engagement to happen community members need to know their rights and responsibilities and they need to be provided with engagement opportunities. Equally important, it is crucial for community members to know of organizations, government agencies, and community groups that are already working in their community trying to address many of the issues they care about. This will help them build a strong network of support.

## **IX. Supporting Documents (separate file)**

- West side master plan engagement project pictures
- Questionnaire/ surveys used during community discussions
- Questionnaire/survey English version I
- Questionnaire/survey English version II
- Questionnaire/survey Spanish version
- Discussion guide Spanish version
- Community leaders forum agenda
- West Salt Lake residents' recommendations to Salt Lake City.

***Attachment C***

Public Process Materials

## Free Saturday street festival highlights Poplar Grove, Glendale projects

Community • New projects to enhance a sense of place for West Side

THE SALT LAKE TRIBUNE

PUBLISHED: SEPTEMBER 27, 2013 02:31PM

UPDATED: SEPTEMBER 27, 2013 02:31PM

Salt Lake City will host "West SLC Fest," a free street information festival on Saturday at the corner of Indiana Avenue (850 South) and Navajo Street (1365 West) from noon to 5 p.m.

The purpose of the festival is to share information on a host of projects and efforts aimed at improving and enhancing community vitality.

The city's planning division is working to implement ideas from residents that include revitalizing commercial centers to create a sense of place.

Special signs will help direct participants to community projects, such as the new children's art work project on the 700 South on the Jordan River bridge and an innovative new recreation facility at the pump track bike park on 900 South near Interstate 15.

In addition, various city departments will showcase services and programs offered to area residents to help them improve their health, homes and neighborhood, as well as spotlight current and future projects in the area.

For more information on "West SLC Fest" visit [www.slcgov.com/planning/wests-lc-fest](http://www.slcgov.com/planning/wests-lc-fest).

# WESTSLC FEST

WEST SALT LAKE FESTIVAL

## CREATING A NEIGHBORHOOD NODE

[ Shaping the Future of the WSL Community ]

FREE EVENT  
LIVE MUSIC  
OUTDOOR DINING  
CITY PROGRAMS AND SERVICES

CORNER OF NAVAJO ST. AND INDIANA AVE.

**SATURDAY, SEPTEMBER 28, 2013 / NOON - 5PM**



[www.slcgov.com/planning/westsic-fest](http://www.slcgov.com/planning/westsic-fest)



West Salt Lake Master Plan Update



#WEST FEST



**YOU ARE HERE**

**CONSTRUYENDO JUNTOS  
EL FUTURO DE NUESTRA COMUNIDAD**

EVENTO GRATUITO  
MÚSICA EN VIVO  
PUESTOS DE COMIDA  
PROGRAMAS Y SERVICIOS PÚBLICOS

ESQUINA DE ( NAVAJO ST. ) E ( INDIANA AVE. )

## NEIGHBORS

continued from **PAGE 8**

people to get to know him and his kids. "Don't assume who we are," he said.

Winston conducted an experiment when he moved into his Salt Lake City Westpointe neighborhood, located just northwest of Rose Park, four months ago. He wanted to see how many people would come

and welcome his family.

In the first few days, a Hispanic man greeted him, and a day later an Asian couple walked up to him and introduced themselves, but it took a lot longer for him to get to know the white people on his street. He finally reached out to them.

"What happens if we get to know each other?" asked Winston. "That vigilante,



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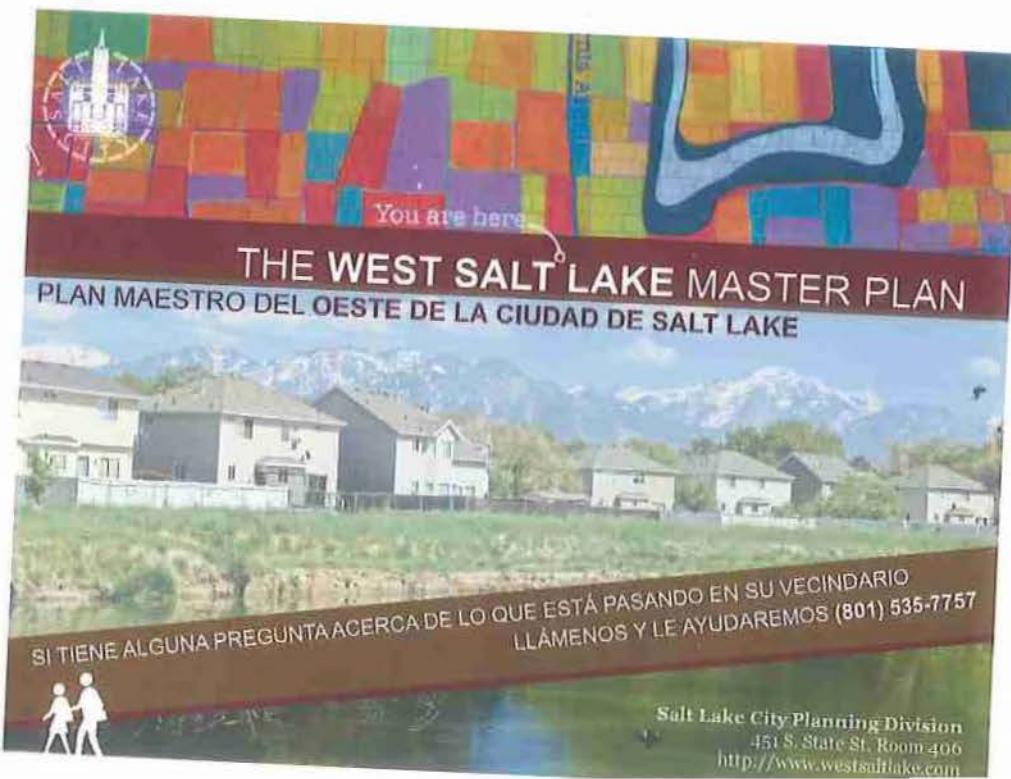
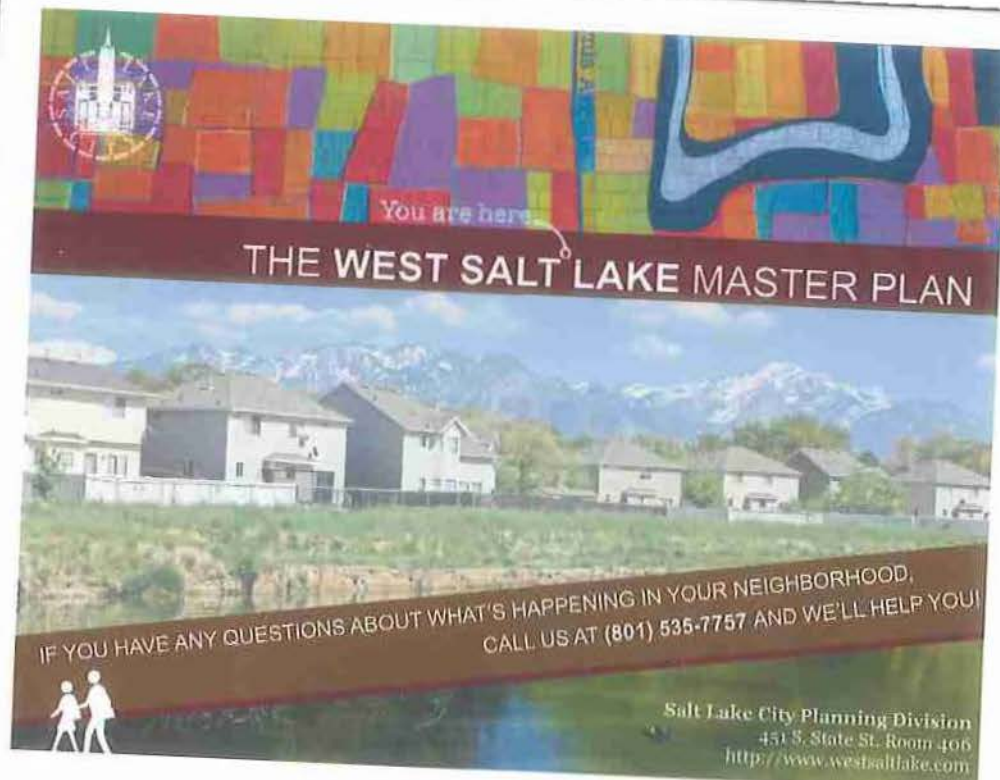
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- 1 New and improved streets, sidewalks, crosswalks, trails, parks and services like libraries that make the neighborhood safer and more attractive.
- 2 Maintain Redwood Road's regional importance but make it a safe and inviting destination for pedestrians, cyclists, drivers and transit users. New housing, services shops and offices, along with better bus shelters, sidewalks, bike lanes, crosswalks and landscaping, will help make Redwood Road a street for everyone.
- 3 Highlight West Salt Lake's unique parks and trails—the Jordan River, the Jordan River Parkway, the 9 Line, the International Peace Gardens and its parks. Make these places safer, more accessible and inviting for people.
- 4 Put the new development at intersections. Create activity centers that have neighborhood, community & regional audiences: new apartments, townhomes and condos, stores, jobs and entertainment options.
- 5 Focus new apartments, condominiums and commercial developments in specific areas where change is welcome and encouraged which will keep the traffic on bigger roads and lessen the impacts on the existing single-family neighborhoods.
- 6 Recognize the importance of West Salt Lake's industrial parks to the local, regional and state economies and their role as employment centers. Also recognize, however, the need to lessen or eliminate the impacts of some industrial uses—noise, odors and other negative elements—on the nearby neighborhoods.
- 7 Energize residents and business owners by creating attractive places, buildings and entrances into the community with landscaping, signs, street banners and public artwork.



- 1 Nuevas y renovadas calles, aceras, cruces peatonales, senderos, parques y servicios como bibliotecas, para hacer del vecindario un espacio más seguro y atractivo.
- 2 Mantener la importancia regional de "Redwood Road" en la zona oeste. Haciendo de este un destino más seguro y atractivo para los peatones, ciclistas, conductores y usuarios del transporte público. Nuevas viviendas, locales comerciales y oficinas de servicios. También se piensa mejorar las paradas del transporte público, aceras, carriles para bicicletas, cruces peatonales y jardines, de esta manera se ayudará a hacer de Redwood Road una calle para todos.
- 3 Resaltar los únicos senderos de los parques del West Lake—Jordan River, Jordán Parkway, la línea 9, el Jardín Internacional de la Paz. Haciéndolos más seguros, accesibles y atractivos para los residentes y sus visitantes.
- 4 Desarrollar nuevos puntos de reunión y convivencia. Crear centro de actividades para la comunidad local y regional: nuevos apartamentos, casas unifamiliares y condominios, tiendas, puestos de trabajo y opciones de entretenimiento.
- 5 Concentrar los nuevos apartamentos, condominios y desarrollos comerciales en áreas específicas donde el cambio es bienvenido y alentado, manteniendo el flujo vial en las calles más grandes y disminuyendo los impactos del tránsito vehicular en algunos barrios de casas unifamiliares.
- 6 Reconocer la importancia de las zonas industriales del oeste de Salt Lake a las economías locales, regionales y estatales y su papel como centros de empleo. Reconocer también, la necesidad de reducir o eliminar algunos de los impactos nocivos industriales—ruido, olores y otros elementos negativos—que afectan a los vecindarios cercanos.
- 7 Motivar a los residentes y dueños de negocios mediante la creación de lugares y edificios atractivos, y las entradas a la comunidad con paisajes, carteles y obras de arte público.



[Back to Council Staff Report](#)

***Attachment D***

Proposed Zoning District Analysis Areas

1. Industrial districts: West of Redwood Road and South of 1700 South
2. Redwood Road between 300 South and Surplus Canal
3. Redwood Road between Surplus Canal and Highway 201
4. 700 West corridor
5. California Avenue/900 West node
6. California Avenue/Glendale Drive node
7. Glendale Plaza node
8. 800 South/900 West & 900 South/900 West nodes
9. 700 South/900 West node
10. Indiana Avenue/Navajo Street/etc. node
11. 400 South/Concord Street node
12. 400 South/900 West node



**4c. EXCERPT OF FEBRUARY 12, 2014 MINUTES**

**SALT LAKE CITY PLANNING COMMISSION MEETING**  
**Room 126 of the City & County Building**  
**451 South State Street, Salt Lake City, Utah**  
**Wednesday, February 12, 2014**

**PUBLIC HEARINGS [5:37:25 PM](#)**

**[West Salt Lake Master Plan](#) - A request by Mayor Ralph Becker to do a comprehensive review and update of the West Salt Lake Master Plan. The Master Plan guides the future development of the area between I-80 and SR201 and I-15 and I-215 and includes the Glendale and Poplar Grove Neighborhoods. The update to the West Salt Lake Master Plan will include land use and development policies that will help the Planning Commission and City Council make land use decision, formulate budgets and make future administrative and legislative decisions regarding the described area. The Planning Commission seeks public input on the draft master plan prior to making a recommendation to the City Council at a later date. (Staff contact: Nick Britton at (801) 535-6107 or [nick.britton@slcgov.com](mailto:nick.britton@slcgov.com).) Case number PLNPCM2010-00656.**

Mr. Nick Britton, Senior Planner, reviewed the petition as presented in the Staff Report (located in the case file). He stated staff recommended the following:

1. The Planning Commission forward a positive recommendation to the City Council to adopt the drafted *West Salt Lake Master Plan*;
2. That the Planning Commission initiate a petition to begin analysis of the areas identified in this report with the goal of potentially rezoning those areas to implement the recommended land use changes of this plan; and
3. That the Planning Commission initiate a petition to begin analysis of existing zoning designations within the city to determine potential ordinance changes to help implement the recommended zoning changes in this plan.

The Commission and Staff discussed the following:

- The definition of “Family” and “Household” in the Master Plan.
- How industrial areas were to be softened.
  - Adding medians and landscaping to soften the look of the area.
- If Historic Districts were planned for the area.
  - Many of the historic assets had been demolished however; there are identified landmark sites in the community.
- How the Communities could be involved in implementing the Master Plan.
  - The permit process should be changed to be more user friendly for everyone,
  - Simplify the process and identify projects that can be taken over by the public.
- Accessory dwelling units in relation to the location of fixed rail.
- Multifamily infill with language for handicap accessibility.
- Language regarding existing transit, residential density and new transit.

- There was a need for additional transit on the West Side regardless of the density to help connect the east and west sides of the city.
- If zoning was in place to support the plan.

## **PUBLIC HEARING [6:18:11 PM](#)**

Chairperson Drown opened the Public Hearing.

Councilman Kyle LaMalfa thanked the Commission for conducting the meeting in the neighborhood affected by the proposed Master Plans. He stated the Planning Division had gone above and beyond on public outreach for the Plans. Councilman LaMalfa stated the plan was presented uniquely but was missing the land use tables which the community should have input on. He stated after the plan was adopted it was up to the City to implement the plan but the community to enforce it.

Mr. Andrew Johnston, Popular Grove Community Council, stated the Community Council supported the project however, the zoning and land use issues needed to be worked out.

The following individuals spoke in favor of the petition: Mr. David Steffensen, Mr. Erik Steffensen, Mr. Jared Parkinson, Mr. Todd Mabey, Mr. David Troester, Mr. Jay Ingleby and Ms. Kay Robinson,

The following comments were made:

- Gateways influenced how the community felt about the community and they need to be treated with respect and developed in a manner that draws people to those areas.
- Need to use the Master Plan as it is written when it is implemented.
- Would like more description of what was expected of the 9<sup>th</sup> and 9<sup>th</sup> node.
- More walkable, diverse businesses along 9<sup>th</sup> and 9<sup>th</sup>.
- Boating on Jordan River should be supported and promoted.
- Parking will be needed as development progresses.
- Billboards should be addressed as many are very unsightly.
- Support for diversity in the Community.
- 900 West and 400 South was an entrance to Poplar Grove and should be considered a node.
- Need to stop the cause of graffiti and clean it up.
- What was the time frame to implement the plan and how was it going to be funded.
- An idea to get people involved would be to find out what they are doing and incorporate it in the plan.
- Keep people updated on the progress of the Plan.

The following individuals spoke in opposition of the petition: Mr. Jeff Salt

The following comments were made:

- Jordan River section needed to be specified as a zoning district and protected.
- Existing Parkway Plan needed to be recognized and implemented.
- A County boating plan needed to be implemented.
- Existing open space needed to be included in the Open Space Plan.

Chairperson Drown closed the Public Hearing.

#### **DISCUSSION** [6:43:50 PM](#)

The Commissioners and Staff discussed the following:

- Identifying the Riparian Corridor in the plan.
- Why the land use plan was not included in the proposal.
  - Staff explained the issues with a future land use map in the master plan and how Staff tried to address land use in the plan through nodes.
- How Master Plans protect and uphold the community's interest and vision.
- The gateways to the community and how to address land use and zoning in these areas.
- The implementation and funding for the proposed projects.
- Lot sizes and allowing lots to be smaller.
  - Staff stated there would be ordinance changes to help address lot sizes.
- Clarification on zoning that allowed more density and accessibility.
- If the Commission should table the petition or make a recommendation to the City Council.

Mr. Sommerkorn stated he would recommend the Commission allow Staff to review the comments and bring the plan back to the Commission for further discussion.

#### **MOTION** [6:59:36 PM](#)

**Commissioner Woodhead stated regarding the West Salt Lake Master Plan PLNPCM2010-00656, she moved that the Planning Commission table the motion to move the petition forward to the City Council pending revisions by Staff, based on the input received from Public Comment and the Commission and that the Public Comment period remain open. Commissioner Gallegos seconded the motion.**

The Commission and Staff discussed what comments should be added to the plan. The Commission asked if suggestions could be submitted in writing. Staff stated comments should be submitted as soon as possible as the Community would like to see the plan moved ahead.

Mr. Paul Nielson, City Attorney, stated the master plan was an envisioning document not specific and the zoning would be address in the next process.

[7:05:25 PM](#)

**Commissioners Dean, Woodhead, Hoskins, Fife, Flores-Sahagun, Gallegos and Taylor voted "aye". Commissioner Fife, Wirthlin and Ruttinger, voted "nay". The motion passed 7-3**

[7:06:26 PM](#)

**Commissioner Woodhead amended the motion to table the petition to March 12, 2014, meeting. Commissioner Gallegos seconded the amendment. The amendment to the motion passed unanimously.**

**4d. MARCH 12, 2014 MEMO**



# MEMORANDUM

PLANNING DIVISION  
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission  
From: Nick Britton, Senior Planner  
Date: March 12, 2014  
Re: West Salt Lake Master Plan

During the Planning Commission's public hearing for the *West Salt Lake Master Plan* on February 12, a few changes or additions were requested from members of the commission. A summary of those changes is listed below with page numbers where the changes can be found. A new copy of the master plan has been uploaded as well.

1. A few minor layout and text changes were made.
2. Additional language was added to emphasize the need for incentives for residential development in the "Neighborhoods" chapter (p. 33).
3. Additional language regarding the relationship between transit and residential development was added to the "Nodes" chapter (p. 46).
4. New language was added to both the "Jordan River" and the "Industrial Districts" chapters to better reflect the ongoing importance of the Riparian Corridor Overlay (RCO) District (pp. 60, 64, 73). There was discussion from the public regarding updating the master plan's zoning map to show the RCO district but there is no zoning map in the master plan and the RCO is an adopted district.
5. New language was added to the "Jordan River" chapter to strengthen the discussion of boating on the river (pp. 61, 65).

Moving forward, over the course of the next month, Planning Division staff will be working with representatives of other divisions to finish the "Implementation" chapter. This will include developing language for the strategies found in the implementation and assigning "scores" to the dimensions for each of the strategies. When this is completed, the Planning Division will bring the implementation chapter back to the Planning Commission for their review before it is transmitted to the City Council.

Attached is the list of zoning analysis areas referenced in recommendation #2 below.

## **Recommendations**

Based on the findings of this staff report, staff recommends the following:

1. The Planning Commission forward a positive recommendation to the City Council to adopt the drafted West Salt Lake Master Plan;
2. That the Planning Commission initiate a petition to begin analysis of the areas identified in the staff report with the goal of potentially rezoning those areas to implement the recommended land use changes of this plan; and
3. That the Planning Commission initiate a petition to begin analysis of existing zoning designations within the city to determine potential ordinance changes to help implement the recommended zoning changes in this plan.

This recommendation is made based on the following:

1. The proposed *West Salt Lake Master Plan* is consistent with citywide policies found in the documents discussed in this staff report.
2. The proposed master plan is an update of the existing *West Salt Lake Community Master Plan* of 1995;
3. The proposed master plan is consistent with the feedback received during the public process from residents, property owners, business owners and other stakeholders of the West Salt Lake community;
4. The proposed master plan includes best practices to guide development and policy decisions with regard to land use, urban design and transportation; and
5. The proposed master plan furthers the purposes of Title 21A of City Code.

### ***Recommended Motion***

Based on the findings from the February 12, 2014 staff report, I move that the Planning Commission:

- a) Transmit a favorable recommendation to the City Council relating to Petition PLNPCM2010-00656, a request by Mayor Ralph Becker to update the West Salt Lake Master Plan;
- b) Initiate petitions as outlined in the attached map for staff to begin analysis of the areas identified in this report with the goal of potentially rezoning those areas to implement the recommended land use changes of this plan; and
- c) Initiate a petition to begin analysis of existing zoning designations within the city to determine potential ordinance changes to help implement the recommended zoning changes in this plan.

1. Industrial districts: West of Redwood Road and South of 1700 South
2. Redwood Road between 300 South and Surplus Canal
3. Redwood Road between Surplus Canal and Highway 201
4. 700 West corridor
5. California Avenue/900 West node
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11. 400 South/Concord Street node
12. 400 South/900 West node



**4e. EXCERPT OF MARCH 12, 2014 MINUTES**

**SALT LAKE CITY PLANNING COMMISSION MEETING**  
**Room 126 of the City & County Building**  
**451 South State Street, Salt Lake City, Utah**  
**Wednesday, March 12, 2014**

**UNFINISHED BUSINESS** [5:38:15 PM](#)

[West Salt Lake Master Plan](#) - A request by Mayor Ralph Becker to do a comprehensive review and update of the West Salt Lake Master Plan. The Master Plan guides the future development of the area between I-80 and SR201 and I-15 and I-215 and includes the Glendale and Poplar Grove Neighborhoods. The update to the West Salt Lake Master Plan will include land use and development policies that will help the Planning Commission and City Council make land use decision, formulate budgets and make future administrative and legislative decisions regarding the described area. The Planning Commission seeks public input on the draft master plan prior to making a recommendation to the City Council at a later date. (Staff contact: Nick Britton at (801) 535-6107 or [nick.britton@slcgov.com](mailto:nick.britton@slcgov.com).) Case number PLNPCM2010-00656. This is a public hearing and the Planning Commission will take additional public comment.

Mr. Nick Britton, Senior Planner, reviewed the petition as presented in the Staff Report (located in the case file). He stated Staff recommended the following:

4. The Planning Commission forward a positive recommendation to the City Council to adopt the drafted *West Salt Lake Master Plan*;
5. That the Planning Commission initiate a petition to begin analysis of the areas identified in this report with the goal of potentially rezoning those areas to implement the recommended land use changes of this plan; and
6. That the Planning Commission initiate a petition to begin analysis of existing zoning designations within the city to determine potential ordinance changes to help implement the recommended zoning changes in this plan.

The Commission and Staff discussed the following:

- Removing the negative language regarding to transportation nodes and the streetcar network in the plan.

**PUBLIC HEARING** [5:45:46 PM](#)

Chairperson Drown opened the Public Hearing.

The following individuals spoke to the petition: Mr. Jay Ingleby and Mr. Jeff Salt.

The following comments were made:

- More economic development was needed on the Westside.
- The plan needed to unite the East and West sides of the city.
- Plan needed to move forward and be implemented sooner rather than later.
- More amendments to emphasize the Jordan River Plan (should be its own plan) making it more robust.

- Boating was included but the plan for the water trail should also be referenced to help keep the development on the river unified.
- Plan needed to include a future land use map.

Chairperson Drown closed the Public Hearing.

Mr. Britton explained why the proposed Master Plan did not include a small area plan for the Jordan River or the RCO plan. He explained the existing plans for the Jordan River had not been adopted by the City and the City did not want to adopt the plans through proxy by adding them to a Master Plan. Mr. Britton stated the proper process needed to be followed if the City were to adopt a plan for the Jordan River.

The Commission and Staff reviewed the process to create the suggested Jordan River plan.

Mr. Sommerkorn stated the City would be looking to adopt the Jordan River plan in conjunction with another master plan in the future. He discussed the importance of ensuring plans were consistent with the City's plans and policies.

The Commission and Staff discussed if it was appropriate to acknowledge other plans in the area that governed specific properties. The Commission asked if a petition should be initiated to create a Jordan River overlay district. Staff stated a plan could be proposed and reviewed in the future and expressed the importance to involve the Division of Public Services in the development of these types of plans.

The Commission and Staff discussed the timeline and process for a Jordan River small area plan, which would be brought to the Commission in the future.

Commissioner Woodhead suggested adding language making the citizens of the City stakeholders in the process, such as the residents of Salt Lake City have an investment in Planning that supports the community not as a segregated east and west but as an interconnected whole.

Staff stated statement could be added to the plan.

The Commission and Staff discussed the commercial nodes in the plan and the types of businesses that could be located in those areas. It was stated that the purpose of the plan was to give a general idea not a detailed direction for specific areas.

#### **MOTION [6:08:36 PM](#)**

**Commissioner Woodhead stated in regards to the West Side Master Plan PLNPCM2010-00656, based on the findings from the February 12, 2014 Staff Report, public hearing, discussion of the Planning Commission and input from Staff, she moved that the Planning Commission:**

- Transmit a favorable recommendation to the City Council to adopt the drafted West Salt Lake Master Plan with the amendments;**

- b. Initiate petitions as outlined in the attached map for staff to begin analysis of the areas identified in this report with the goal of potentially rezoning those areas to implement the recommended land use changes of this plan; and**
- c. Initiate a petition to begin analysis of existing zoning designations within the city to determine potential ordinance changes to help implement the recommended zoning changes in this plan.**

**Commissioner Gallegos seconded the motion. The motion passed unanimously.**

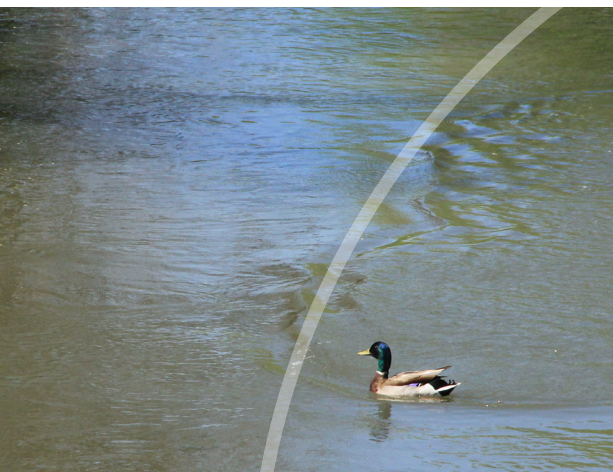
**MOTION [6:10:28 PM](#)**

**Commissioner Fife made a motion to forward a recommendation to the Salt Lake City Mayor and City Council to consider adding funding in the FY2015 budget to create a Riparian corridor overlay district specific to the Jordan River. Commissioner Woodhead seconded the motion. The motion passed unanimously.**

**5. WEST SALT LAKE MASTER PLAN (APRIL 2014 DRAFT)**

You are here

# THE WEST SALT LAKE MASTER PLAN



THE SALT LAKE CITY PLANNING DIVISION



APRIL 2014 PLANNING COMMISSION APPROVED DRAFT

# TABLE OF CONTENTS

<b>INTRODUCTION</b>	<b>2</b>	<b>THE JORDAN RIVER</b>	<b>60</b>
<b>COMMUNITY PROFILE</b>	<b>8</b>	<b>THE SURPLUS CANAL</b>	<b>66</b>
<b>OPPORTUNITIES</b>	<b>24</b>	<b>INDUSTRIAL DISTRICTS</b>	<b>69</b>
<b>NEIGHBORHOODS</b>	<b>30</b>	<b>PUBLIC SPACES</b>	<b>74</b>
<b>NODES</b>	<b>35</b>	<b>IMPLEMENTATION</b>	<b>83</b>
<b>REDWOOD ROAD</b>	<b>50</b>		

# INTRODUCTION

## YOU ARE HERE

The **West Salt Lake Master Plan** is a visioning document for the Glendale and Poplar Grove neighborhoods. It is the result of over two years of public engagement directed by the Salt Lake City Planning Division and its partners in the community. The plan explores the community's history, assets, issues, and most importantly, the opportunities, all of which make West Salt Lake *West Salt Lake*.

The plan records that vision and maps out the means of reaching it over the next ten to 20 years. The direction is in the form of goals and action items that are detailed regarding their scale, scope, priority and time frame. The action items are assigned to four general groups that are responsible for implementing this plan: **Salt Lake City, the private sector, stakeholders and the community**.

- **Salt Lake City** is the administrative and legislative departments that make up the local government responsible for drafting and adopting ordinances and policies for the growth of the city, including the creation of a budget and the funding of programs, projects and staff to implement and administer them.
- **The Private Sector** is comprised of developers and property owners who will design and build the new residential developments, commercial buildings, office parks, and other projects on private property that meet the development regulations, policies and goals of the city and this plan.
- **Stakeholders** are the various organizations and agencies that have an active role in the community, or provide services to the community, but are not directly affiliated with the local government.
- **The Community** is the sum of the residents and the local business owners who have the power to shape and build their neighborhoods, blocks, streets and homes, and work together with their neighbors to make West Salt Lake the community that they have envisioned. The community also includes residents across Salt Lake City who visit West Salt Lake, patronize its businesses and enjoy its assets.

While all four of these groups are important, it should be noted that the **community members** will truly drive the process over time. By identifying problems and needs, developing solutions, representing their community and taking advantage of available funding programs and sources, residents and business owners are not just content with helping create this document. They want to see it in action and turn the vision on paper into reality.

***So, what is that vision?***

## VISION

### West Salt Lake will be:

- A seamless pattern of stable residential neighborhoods;
- A growing and diverse collection of commercial and neighborhood centers and thriving recreational assets;
- Home to a diverse mix of people, cultures and businesses that form a network of neighborhood destinations for residents;
- Clearly connected to the rest of Salt Lake City through a variety of reliable transportation modes that give residents convenient options for getting around;
- Home to numerous retail and service options from a mix of commercial types;
- The primary destination in Salt Lake City for river recreation, active parks and a variety of public spaces;
- Home to eclectic neighborhoods that celebrate a shared history and character through growth of neighborhood and community nodes;
- Home to distinct community and cultural assets that provide social services, employment opportunities of all types, and educational and recreational opportunities; and
- Home to a healthy and diverse industrial business community that provides a growing employment and economic base for Salt Lake City.

**Above all, West Salt Lake will be a beautiful, safe and sustainable place for people to live, work and have fun.**

## GOALS

The vision will be realized through the achievement of the goals set forth in the *West Salt Lake Master Plan*, which are to:

- **Promote reinvestment and redevelopment** in the West Salt Lake community through changes in land use, improved public infrastructure and community investment to spur development that meets the community's vision while maintaining the character of West Salt Lake's existing stable neighborhoods.
- Protect and encourage **ongoing investment in existing, low-density residential neighborhoods** while providing attractive, compatible and high density residential development where needed, appropriate or desired.
- Recognize, develop and foster opportunities for **unique, mixed use neighborhood and community nodes** in West Salt Lake that reflect the diverse nature of the community and provide resources to allow for their growth.
- Recognize, develop and foster opportunities for **regional nodes** that strengthen the community's employment base while providing large-scale commercial retail and services for residents and employees of West Salt Lake.
- Make West Salt Lake a destination synonymous with **recreation, trails, open space and the outdoors** by celebrating and spotlighting the Jordan River, the Jordan River Parkway, the 9 Line and the community's parks and natural spaces.
- Enhance and expand the **internal network of assets, nodes and resources** ensuring that all residents and employees in West Salt Lake have access to goods, services and activities and the opportunity to walk or bicycle safely to them.
- Strengthen the **connections both within West Salt Lake and between West Salt Lake and other parts of Salt Lake City** by improving the community's gateways and corridors and strengthening the transportation network for all modes of travel.
- Maintain the **stability of the industrial districts and the employment base** in the community while incorporating appropriate land use buffers and urban design features to soften the transition between them and adjacent neighborhoods.
- Create a beautiful community with a system of guidelines to **create and strengthen public spaces** that will foster **community interaction and pride** and catalyze ongoing redevelopment and growth.

In addition to these goals, each section of the plan—Opportunities, Neighborhoods, Redwood Road, Nodes, the Jordan River, the Surplus Canal, Industrial Districts and Public Spaces—has more specific goals and action items intended to fulfill these broader goals.

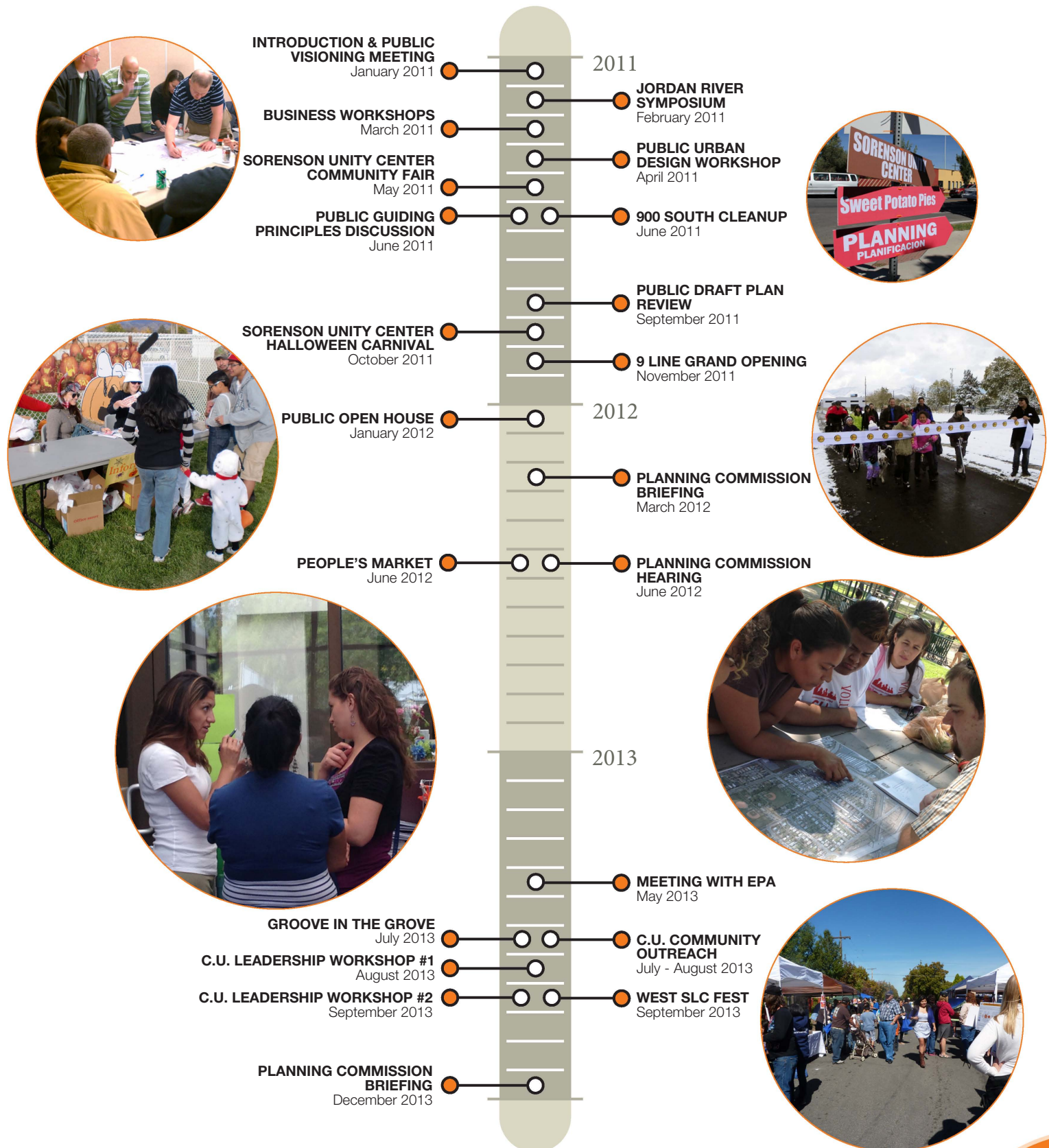
## THE WEST SALT LAKE COMMUNITY

The word **community** is used throughout the *West Salt Lake Master Plan* as both a term for the physical extent of the study area and as a generalized reference to the residents, employees and stakeholders within. The diversity of the West Salt Lake community—a point brought up by many residents and stakeholders and quantified through various data sources—is part of the appeal of the community to outsiders and a source of pride for residents. There was considerable agreement on several points that were further underscored through the feedback gathered throughout this process by multiple organizations in a variety of roles. For example, residents learning about the *West Salt Lake Master Plan* for the first time at community festivals, such as the CommUNITY Fair at the Sorenson Unity Center, offered a vision of the river very similar to the most vocal of advocates for the Jordan River. After distilling the themes from all of the feedback gathered throughout the process, the consistency and frequency of those themes made it relatively easy to identify the most important elements of the vision and filter them through the city's goals and best planning practices. The consistency of the themes drawn from the public provides comfort regarding the usage of “community” for such a large and diverse group of people.

## ENGAGING THE COMMUNITY

The *West Salt Lake Master Plan* was developed over the course of two years through a variety of public engagement methods (*see next page for timeline*). Public meetings were held beginning in 2011 and the master plan team and its partners worked with the community through other avenues, such as community councils and with partners' outreach efforts. **University of Utah's Westside Planning Studio** class worked with the Planning Division each semester and conducted their own engagement activities, the results of which were used in this plan. Additionally, **Comunidades Unidas** engaged members of the community, especially the Spanish-speaking residents of West Salt Lake, and reached out to those who had never participated in public processes such as this before. Their efforts included discussions with families at the school district's summertime lunch program in Jordan and Sherwood parks, the Groove in the Grove, back-to-school nights at Guadalupe School and Mountain View Elementary School, and door-to-door visits. The outreach done by Comunidades Unidas provided a more complex and detailed view of some of the issues and goals that had been previously mentioned while also calling attention to those that had not been highlighted before.





## ACKNOWLEDGMENTS

### Salt Lake City Mayor

Ralph Becker

### Salt Lake City Council

District 1: James Rogers

District 1: Carlton Christensen (former)

District 2: Kyle LaMalfa, Chair

District 3: Stan Penfold

District 4: Like Garrott

District 5: Erin Mendenhall

District 5: Jill Remington Love (former)

District 6: Charlie Luke

District 7: Lisa Adams

District 7: Søren Simonsen (former Councilmember)

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### Partners and Community Organizations

The *West Salt Lake Master Plan* was created with the help of community partners and through the participation of numerous members of the West Salt Lake community, including residents, property owners, business owners, non-profits and other stakeholders.

#### *Community Councils*

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Jay Ingleby, Vice Chair, Glendale

Andrew Johnston, Chair, Poplar Grove

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The mural at Sorenson Unity Center featured in this document was created by Chris Peterson.

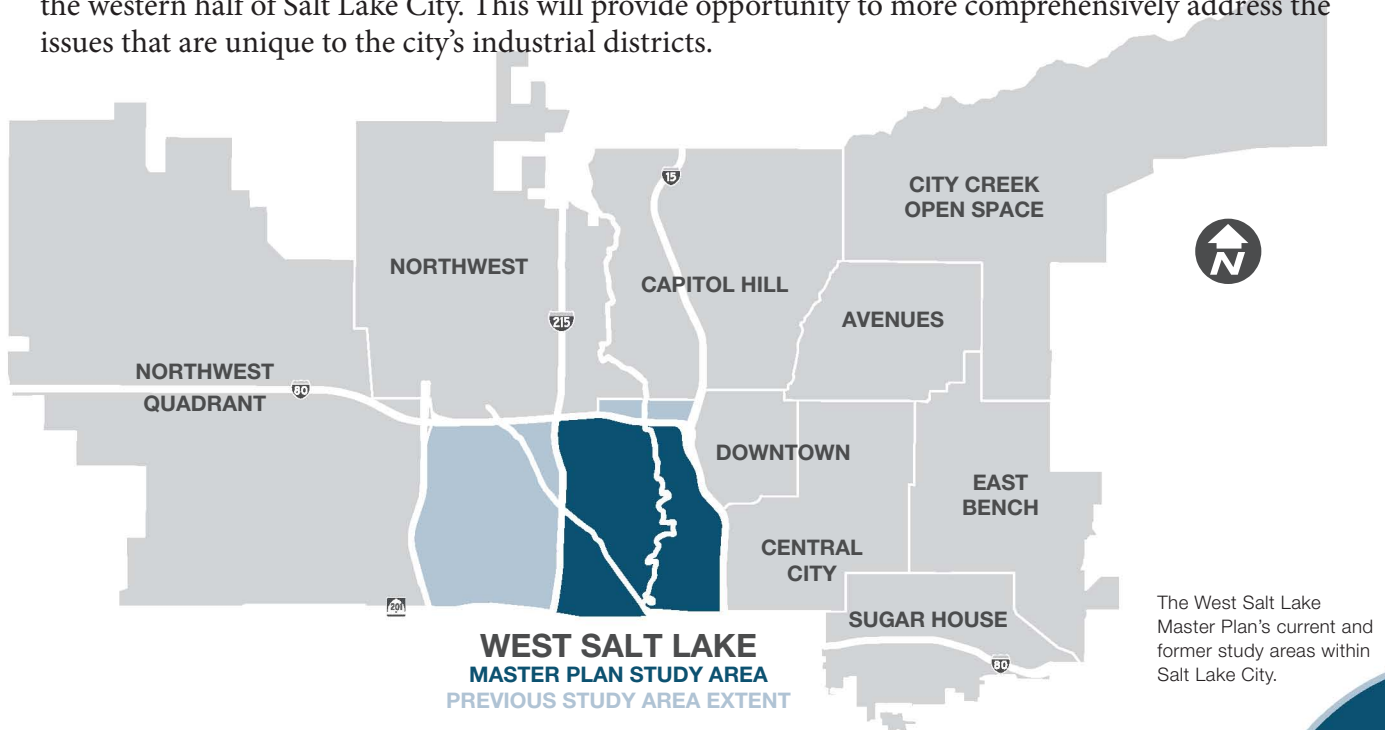
# COMMUNITY PROFILE

## STUDY AREA

### Area, Land Use and Zoning

The *West Salt Lake Master Plan* study area extends from Interstate 80 southward to State Highway 201 (also known as the 21st South Freeway) and from Interstate 15 westward to Interstate 215. This study area is smaller than the traditional study area of West Salt Lake and the study area used in the most recent master plan for the area adopted in 1995 (*see map below*). There are two reasons for the change:

- The Euclid neighborhood, between North Temple and I-80 on the east side of the community, was fully included in the *North Temple Boulevard Plan* adopted in 2010.
- The area west of I-215 will be included in a master plan that addresses the entirety of industrial areas in the western half of Salt Lake City. This will provide opportunity to more comprehensively address the issues that are unique to the city's industrial districts.



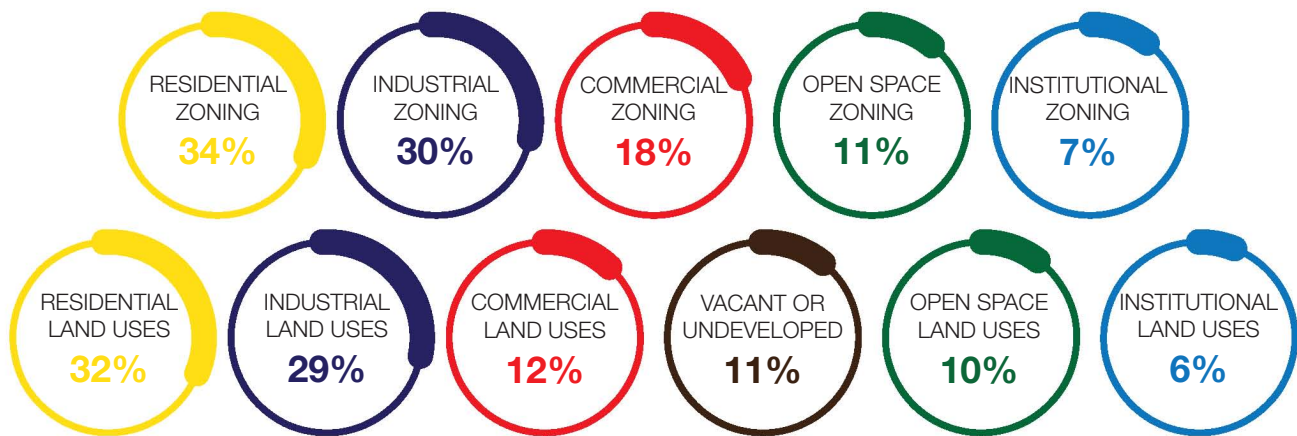


## COMMUNITY PROFILE



The West Salt Lake Master Plan study area with the location of parks, trails, schools and other community assets.

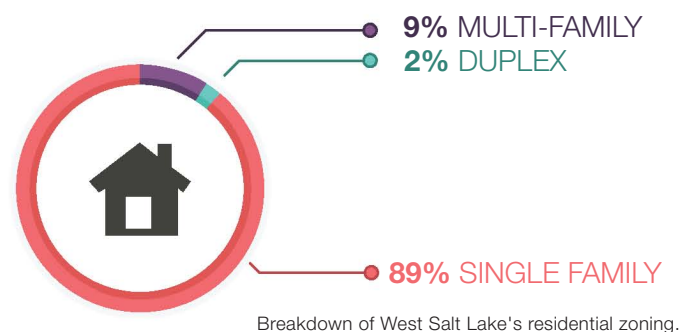
The study area is approximately 4,000 acres, including streets and waterways; just over 3,000 acres of that land is developable land (*see study area map on previous page*). Of that area, it is current zoning as follows: 1,020 acres (34 percent) are residentially-zoned properties; 890 acres (30 percent) are zoned for industrial uses; 525 acres (18 percent) for commercial uses; 310 acres (11 percent) for open space; and the remaining area for institutional and government uses. The actual land uses, as classified by the county, are similar in distribution: 32 percent is used for residential development; another 29 percent for industrial development; 12 percent for commercial; ten percent for open space; six percent for institutional uses; and the remaining 11 percent is considered vacant. The biggest difference is between the amount of land zoned for commercial and the amount of land actually used for commercial.



Breakdown of West Salt Lake's land uses (top) versus the zoning designation.

The residential zoning districts form the core of the study area, between 900 West and Redwood Road and from I-80 south to 1700 South. Of the 1,020 acres of residential zoning in West Salt Lake, **89 percent is zoned for single-family development** (including the community's two mobile home developments). Another two percent for duplexes and the remaining nine percent for multi-family development. Well over one-half of West Salt Lake's 90 acres of multi-family zoning is contained in just six developments, all within two blocks of either Redwood Road or 1700 South. Not only does West Salt Lake lack multi-family housing options, but the options that are there are not well integrated into the rest of the community.

The industrial zoning districts, and a majority of the commercial ones, surround the neighborhoods on the east, west and south sides. The open space zoning, which is almost entirely composed of the Jordan River Parkway and the community's parks, is centrally located through the middle of the residential community.



Breakdown of West Salt Lake's residential zoning.

## DEVELOPMENT HISTORY

### Settlement and Growth

The history of West Salt Lake sheds some light on the current land uses patterns of the community. Land within West Salt Lake was first settled by pioneers in the 1870s in search of undeveloped agricultural land. One of the first farms belonged to George Q. Cannon and was located on 1000 West (at that point in time it was 900 West) south of California Avenue. The land was settled between 1878 and 1880 and more consistent development of the entire community began in the late 1880s and continued well into the following century.

West Salt Lake lagged behind other parts of the city in terms of development primarily for two reasons. The first reason was the **development of the railroad**. Between 1870 and 1885, a railroad corridor developed in the western part of Downtown, between 400 West and 700 West, creating a barrier between West Salt Lake and the eastern parts of the city, a barrier that remains to this day. Industrial development paralleling the railroad corridor soon followed. The number of tracks has decreased considerably over time, but the corridor, (now at 600 West) is still the primary north-south rail corridor in the Salt Lake Valley and it still serves as a border between West Salt Lake and points east.

The second reason West Salt Lake took longer to develop was **the unpredictably and the early usage of the Jordan River**. Low-lying lands along the river were prone to flooding, making agricultural activity difficult. The Jordan River was also a sewer and refuse dump for the growing city in the mid-1800s, a common usage for rivers at the time. This treatment resulted in conditions—odors, diseases and pollution—that made it an unlikely place for residential development.

However, changes to the infrastructure of West Salt Lake towards the end of the century helped change those conditions. The Surplus Canal, built in 1885, reduced the variability of the Jordan River, which expanded the available agricultural land and allowed construction of permanent bridges over the river. The expansion of the railroad and industrial development west of the city necessitated more housing. Slowly, new subdivisions began appearing farther and farther west and the community began to take shape.

### Residential and Industrial Development

The first subdivisions appeared in the 1880s along the north-south railroad corridor and served as worker housing for the manufacturing companies. As streetcar service expanded into the area along 200 South, 700 South and 1300 South, a second phase of new subdivisions began appearing throughout both Glendale and Poplar Grove. The 16-block Poplar Grove subdivision (north of Indiana Avenue between 1200 West and Cheyenne Street) and the nine-block Burlington Addition (south of Indiana Avenue between Navajo Street and 1500 West) were two of the first and most successful subdivisions and were instrumental in keeping the streetcar route on Indiana Avenue. One of the oldest remaining homes in West Salt Lake is the Orson Harper House at 1452 W. Indiana Avenue, which was built in 1893 as part of the Poplar Grove subdivision. The name Poplar Grove was adopted by local businesses at the time and is today preserved by an LDS ward.



The 700 South bridge over the Jordan River before 1920 (above) and after 1920 (below) from the same approximate vantage point.

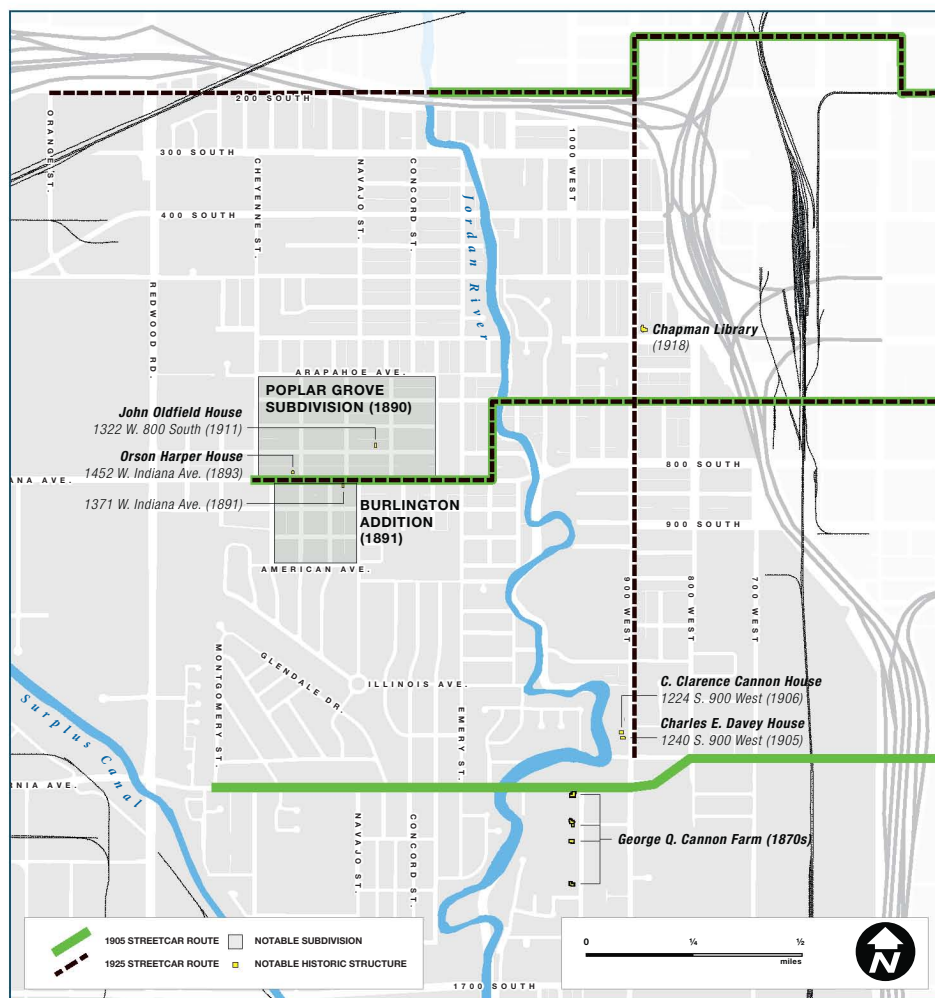
Yet, due to the Panic of 1893, a national economic downturn caused in large part by problems in the railroad industry, many of these streetcar subdivisions ended up only existing on paper. Homebuilding began in earnest after World Wars I and II and the Poplar Grove and Glendale neighborhoods were effectively in place by the 1950s.

Industrial development on the east side of West Salt Lake was in place by 1900, but the establishment of the industrial base south of 1700 South and west of Redwood Road was largely prompted by nationwide economic growth in the 1950s and the expansion of the Salt Lake City International Airport in the late 1960s. The finalization of the interstate highway system in this part of the city was also a driver of industrial development. After both I-80, between Redwood Road and the airport, and I-215, between I-80 and Highway 201, were finished in 1988, West Salt Lake became one of the most accessible areas of the Salt Lake Valley via the highway system. Ironically, however, the community also became more isolated due to these elevated highways and much more difficult to access via surface streets.

## Streetcar Development

The renewed interest in streetcars in Salt Lake City has led to some discussion in West Salt Lake, generally as a means of connecting the community to TRAX in a more dependable and efficient manner. The routes that residents suggested as their preferred choices echoed the ones found previously in West Salt Lake. At the beginning of the twentieth century, there were three east-west routes that served the sparsely populated neighborhoods of the time. The northernmost route was on 200 South from Downtown to the Fisher Mansion at the Jordan River (I-80 was not yet a barrier for the Poplar Grove area). Another route followed 700 South westward from Main Street to 1100 West, turned south, and then again headed west to Cheyenne Street. Finally, the southernmost route on 1300 South and California Avenue extended between 200 West and Montgomery Street (*see map above*).

By 1920, the 1300 South/California Avenue line had disappeared completely but the 200 South line was extended to Orange Street (approximately 1900 West). Additionally, a new streetcar route had been built down 900 West (then known as 800 West) between 100 South and 1300 South. The streetcar network in West Salt Lake remained unchanged until 1935; at that point, all streetcar routes in West Salt Lake had become “gas bus” lines. By 1941, there



The two primary phases of West Salt Lake's streetcar history and some early subdivisions in the community. Some of West Salt Lake's most significant historic structures are also shown.

were no more streetcars in Salt Lake City. Over the next 25 years, the routing of bus lines varied to some extent, but the primary routes were generally on 200 South, 400 South, California Avenue, 2100 South, 900 West, and Redwood Road. A 1968 bus route map shows evidence of the beginnings of I-15 and the east-west disconnect it would further exacerbate: only two bus routes provided access from West Salt Lake to the Downtown and central neighborhoods of Salt Lake City. One route was on 400 South and the other, 200 South. No routes south of 400 South ventured east of 900 West. While West Salt Lake's public transportation network is now more robust and better integrated into the larger network than it was in the late 1960s, there are still improvements that can be made.

## GEOGRAPHY

### Neighborhoods

The West Salt Lake Community is comprised of two neighborhoods: **Glendale** and **Poplar Grove**. Many residents self-identify as residents of one or the other, but “Westside” is also a commonly-used place name. Poplar Grove, the northern part of the study area, began developing before Glendale did, but for the most part, the neighborhoods share similar development histories. A traditional boundary between the two neighborhoods is the former Union Pacific railroad right-of-way, which was converted in 2012 into **a bicycle and pedestrian trail called the 9 Line**.



This line, however, is seen by most residents as an administrative boundary only, one that demarcates the two community councils, but the actual boundary is not well defined. 400 South is also called Poplar Grove Boulevard and there is a Poplar Grove Park at Indiana Avenue and Emery Street. To the south, Glendale Drive forms the backbone of the neighborhood north of California Avenue opposite of Glendale Middle School. Closer to the 9 Line, however, there are few references to either name.

Just over a mile from the northern edge of Poplar Grove and a mile from the southern edge of Glendale, the 9 Line joins the Jordan River Parkway and there is a concentration of open space and community assets. This context is part of the reason the 9 Line and the ongoing projects in the corridor are so important to both communities. It is not just a boundary between two neighborhoods, but where the two neighborhoods are intertwined and become a community.

### Connectivity

One of the most common issues brought up in community meetings was the lack of connectivity between West Salt Lake and the rest of the city. This isolation results from the historical development of the city and railroads dating back to the late 1800s. This isolation was amplified by the placement of I-15 and I-80 and many residents believe that it has created a cultural and political disconnect within the city. This tension is often present in dialogue between community members and city staff members. Residents believe it has had lasting impacts on perceptions of the West Salt Lake Community.

West Salt Lake is close to neighborhoods like Euclid, Jackson, Fairpark, Downtown and Gateway, but the lack of sufficient connections for all modes of transportation makes the issue a significant one. North-south automobile traffic is funneled onto three routes and east-west traffic is limited to six routes (seven routes if 200 South is

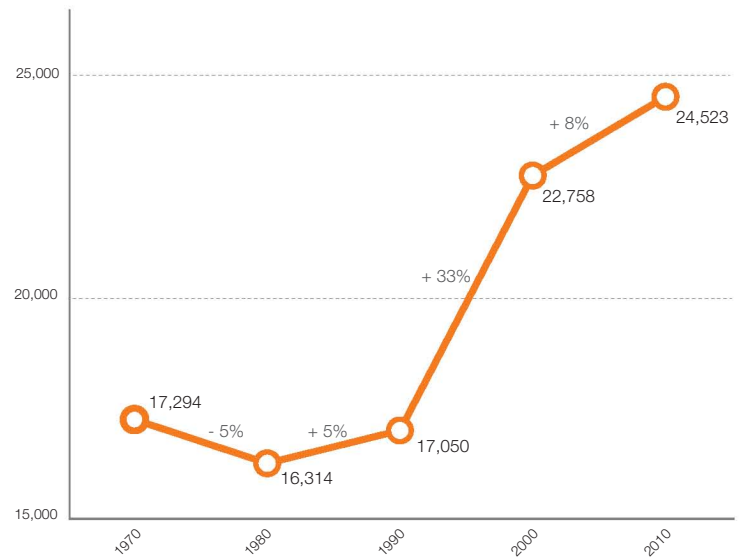


included, though it is just outside of the study area). Additionally, these connections pass through gateways that some perceive as unattractive or unsafe and most of them are subject to delays from train crossings. Bicyclists and pedestrians are especially limited in their route choices because few of these connections are bicycle- or pedestrian-friendly. Dedicated routes for these transportation modes, such as the 9 Line and the Jordan River Parkway, have their own barriers: the 9 Line is subject to the same issues found on 900 South and the Jordan River Parkway is incomplete in the Euclid neighborhood between North Temple and 200 South.

## DEMOGRAPHICS

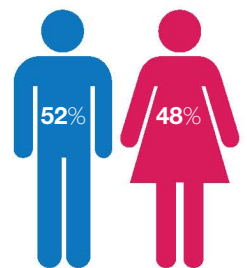
### Population

The 2010 Census, the most recent, indicates that the population of West Salt Lake was 24,523, constituting 13 percent of Salt Lake City's total population (186,440). West Salt Lake has grown significantly in overall population since 1990 after two decades of relative stability. From 1970 until 1990, the community's population held steady at approximately 17,000. The 1990 United States Census reported 17,050 residents, representing 11 percent of Salt Lake City's total population. Over the next ten years, however, West Salt Lake's population increased by 33 percent, a rate of growth higher than the both the state's and the city's overall rates. At this point, West Salt Lake's portion of the total city population jumped from 11 percent to 13 percent. As of 2010, West Salt Lake's population had grown once again, but at a considerably lower rate than the previous decade: just eight percent. However, Salt Lake City's population only grew by three percent over the same time period. **Since 1970, West Salt Lake's population has increased by over 7,000 people, representing a 42 percent increase.** As a comparison, Salt Lake City grew only three percent over the same period while the state of Utah grew over 225 percent.



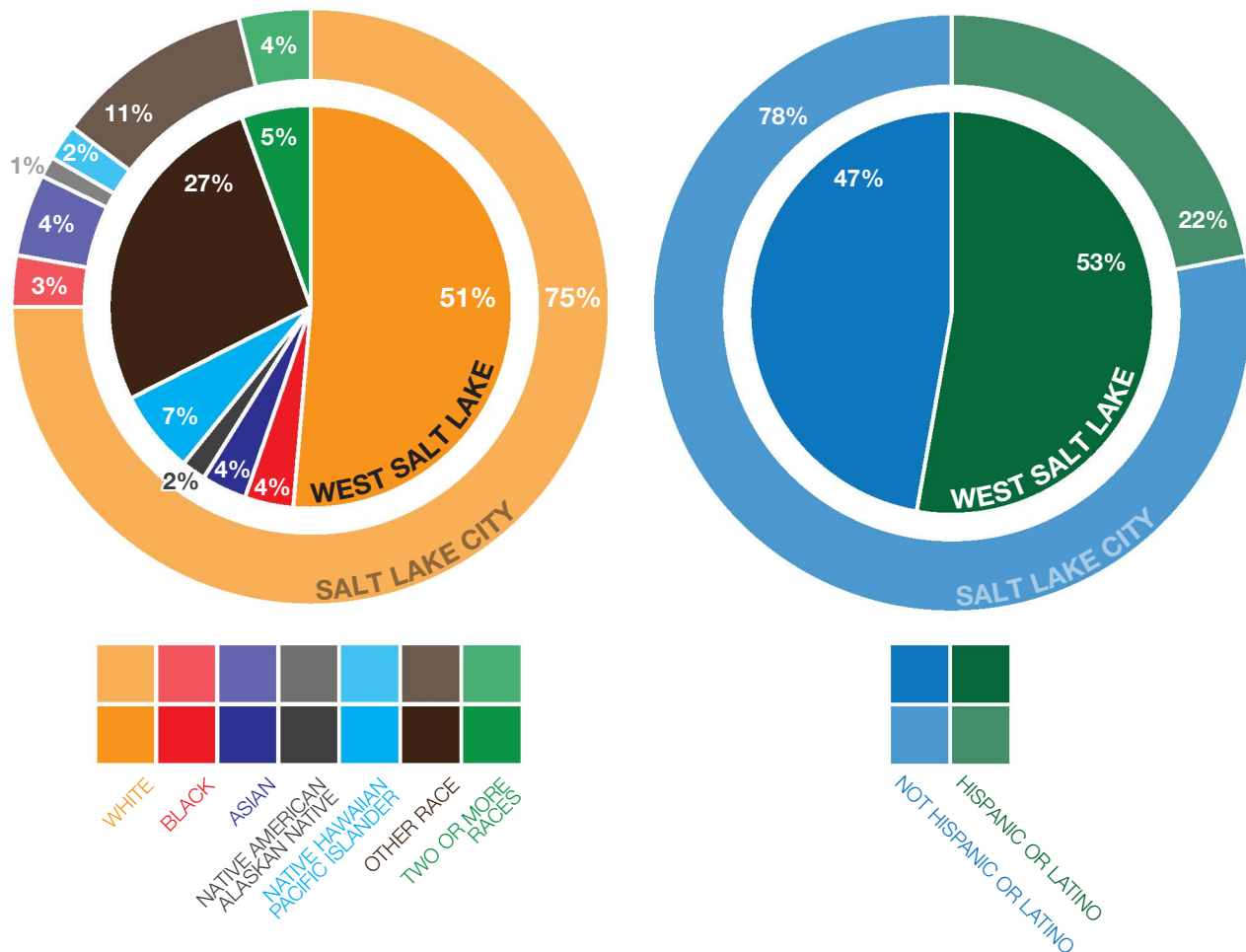
West Salt Lake's population growth since 1970. After a slight decrease between 1970 and 1980, the population has risen dramatically by 42% (US Census).

**Males made up 52 percent and females 48 percent of the community**, which is equivalent to what was recorded for the whole city (51 percent to 49 percent). Residents in West Salt Lake were younger than the city as a whole: 34 percent were less than 18 years old and the median age was 27 years old. Salt Lake City stood at nearly 23 percent and 31 years old, respectively. School age children (five to 17 years old) accounted for over 22 percent of the community but only 15 percent of the city. In fact, West Salt Lake is home to 20 percent of the entire city's school-age children. At the other end of the age spectrum, only seven percent of the community's population was 65 years or older, which is notably lower than the citywide's 9.5 percent. This echoes Salt Lake County's health assessment for the community, which found that the life expectancy for residents in West Salt Lake was 76 years old, three years lower than the statewide average, making it the lowest in all of Utah.



## Diversity

The consensus among residents of West Salt Lake is that their community is more ethnically diverse than the rest of Salt Lake City. The 2010 Census data supports this perception. **West Salt Lake's ethnic minority populations, as a percentage of the entire population, are higher than the city as a whole** (with the exception of the Asian population) (*see figure below*). African Americans account for four percent of the West Salt Lake population (as opposed to three percent citywide). Native Americans and Alaskan Natives were nearly two percent of the population in West Salt Lake, but closer to one percent citywide. Native Hawaiians and Pacific Islanders were almost 7 percent of the West Salt Lake community, while only two percent citywide. Finally, the percentage of residents of West Salt Lake considering themselves another race (27 percent) or two or more races (five percent) were both higher than the citywide equivalents (11 percent and four percent respectively) (*see figure below*). The most significant demographic difference between Salt Lake City and West Salt Lake is among Hispanic or Latino populations. **Over half (53 percent) of West Salt Lake's residents self-identified as either Hispanic or Latino, while less than one-quarter (22 percent) of the whole city did the same.**



Distribution of races in West Salt Lake compared to the city as a whole (2010 US Census).

Ratio of Hispanic/Latino and non-Hispanic/Latino populations across all races in West Salt Lake compared to Salt Lake City (2010 US Census).



The enrollment data for the six public schools in West Salt Lake—one middle school and five elementary schools—also demonstrate the ethnic diversity. In 2011 (the most recent available enrollment data), at least 60 percent of the students at all six schools were considered Hispanic or Latino (unlike Census data, the enrollment data treats the Hispanic/Latino classification as a distinct ethnicity). Additionally, at three West Salt Lake schools, the percentage of Native Hawaiian or Pacific Islander students was equal to or higher than the percent of Caucasian students. All six of West Salt Lake's public schools were within the top ten based on highest percentages of students that were Hispanic/Latino or Native Hawaiian or Pacific Islander. This diversity is also indicated by language statistics: more than half of West Salt Lake residents speak at least one language other than English at home, while only one-quarter of residents citywide do the same. In four of West Salt Lake's five elementary schools, Spanish is the predominant language spoken by the students' parents. At Mountain View Elementary School, languages other than English and Spanish account for nearly 20 percent of the spoken language at home.

### Employment and Education

As of 2010, 90 percent of working-age West Salt Lake residents were employed, only three percentage points less than the city as a whole. But detailed data reveal differences between the community and the city. A resident of West Salt Lake was slightly more likely than the average Salt Lake City resident (22 percent versus 17 percent) to be employed in industries such as utilities, manufacturing and construction, but much less likely (15 percent versus 41 percent) to be employed in sales or in management. The median household income in West Salt Lake was just over \$40,000 while the city's median income was just under \$60,000. The mean household income, however, revealed a wider gap. West Salt Lake households averaged \$46,000, almost \$45,000 less than the citywide mean household income. The average working individual in Salt Lake City made nearly double (\$27,000) what a working West Salt Lake resident made (\$14,000).

#### **Dependency ratio provides another glimpse of the employment disparity between West Salt Lake and the city as a whole.**

In West Salt Lake, every 100 working age residents are theoretically carrying the economic burden for an additional 68 people (those outside the workforce). Citywide, on the other hand, every 100 residents are carrying the burden for only 47 additional people. In other words, West Salt Lake workers are, on average, providing for more people than their citywide counterparts. Though this is a generalized calculation, the gap is magnified by the additional disparity in incomes. These differences are likely a result of the aforementioned differences in employment types. But what underscores the economic gap between West Salt Lake and the city as a whole is the fact that any given member of the workforce in West Salt Lake is very likely providing for more people than any given worker elsewhere in Salt Lake City.

This may be the result of differences in educational attainment between West Salt Lake and the city as a whole. West Salt Lake residents over 25 years old), as of 2011, were far less likely to have a high school degree or higher education. Only 61 percent of adults had finished high school or obtained a GED degree while 86 percent of Salt Lake City adults had done so. Only 12 percent of West Salt Lake adults had a bachelor's degree and only three percent had a graduate or professional degree. Citywide, 40 percent of adults had at least a bachelor's degree and 17 percent had a graduate or professional degree.

#### **Dependency Ratio**

Dependency ratio is a measure of the number of residents who are generally considered dependent upon working age residents (between 18 and 64 years old). Dependent populations are made up of those younger than 18 and older than 64. In some cases, this measurement may not reflect the whole workforce as some families may depend on the additional incomes of working high school students or senior citizens who choose or need to work.

Dependency ratio provides a rough estimate of the pressure upon the workforce to provide for those outside the workforce. The higher the ratio, the higher the burden on the workers.



These employment and education data indicate issues that are primarily social, but they can be potentially be mitigated through land use policies and goals. Zoning and infrastructure changes at community and regional nodes (identified later in the plan) and along Redwood Road may attract more jobs in sales, management and similar professions in the community that may equalize the imbalance between West Salt Lake and the city as a whole. Additional higher education facilities, such as a community college campus or workforce training facilities, at regional nodes are also a means of raising educational attainment for adults. Finally, the provision of family-oriented entertainment, more recreation opportunities and more commercial services may make it more conducive for children to finish school.

## Housing and Households

According to the 2010 Census, two-thirds of the housing stock in West Salt Lake was comprised of single-family homes. This is lower than expected based on West Salt Lake's overabundance of single-family zoning districts. The average price of a home in 2010 was approximately \$140,000 (versus \$244,000 citywide). Twenty percent of homes in West Salt Lake were built since 1990 and 19 percent were built before 1940; the remainder were built between 1940 and 1989. Citywide, less than ten percent of the housing stock was built since 1990 and nearly half (46 percent) was built prior to 1940. Given the fact that most of West Salt Lake's residential neighborhoods developed later than the rest of the city, this is to be expected.

Compared to the rest of the city, a higher percentage of housing units in West Salt Lake were occupied (95 percent for West Salt Lake versus 92 percent for the city) and a higher percentage of those homes were occupied by their owners (56 percent versus 48 percent). **In other words, less than half of West Salt Lake's housing units were rented, but more than half of Salt Lake City's were.** Additionally, over half of the units in West Salt Lake had been occupied by their 2011 occupant for less than six years. On the other hand, only four percent of the dwelling units had been occupied by their 2011 occupant for more than 40 years, which is on par with the citywide average.

While West Salt Lake was home to approximately 13 percent of the city's population, it only accounted for nine percent of the housing units. This resulted in the city's highest average household size. Households in West Salt Lake averaged 3.6 residents while the citywide average was 2.4. In 2000, the numbers were 3.4 and 2.5 respectively. In other words, while households in West Salt Lake have grown in the last decade, they have shrunk citywide.

The average family size in West Salt Lake was 4.1; citywide, the average was just over 3.2. **Effectively, both households and families in West Salt Lake were a full person larger than the city's average.** This is one reason West Salt Lake's dependency ratio is higher than the city's as a whole.

### Household Size vs. Family Size

A household is all people who occupy a housing unit regardless of their relationship. A household may be only one person. A family is two or more people related by marriage, birth or adoption residing in the same housing unit.

For example, a home comprised of a married couple with one child has a household size of three and a family size of three. If they added a roommate, the household size would increase to four but the family size would remain three.

### WEST SALT LAKE

AVERAGE HOUSEHOLD SIZE      AVERAGE FAMILY SIZE



### SALT LAKE CITY

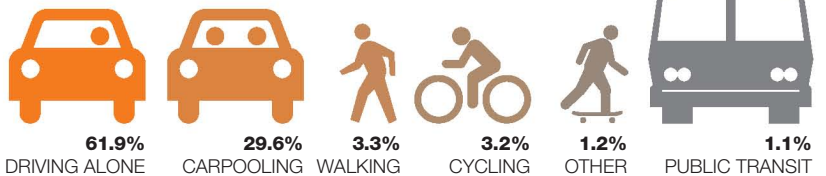
AVERAGE HOUSEHOLD SIZE      AVERAGE FAMILY SIZE

Average household and family sizes in West Salt Lake and Salt Lake City (2010 US Census).

## Travel and Commuting

Between March 2012 and July 2012, the state's four metropolitan planning organizations, the Utah Department of Transportation, and the Utah Transit Authority conducted a statewide travel demand survey. Those invited to participate were asked to record all trips made during a pre-assigned weekday. Via either a website or telephone number, the participant was instructed to record each trip's mode, origin, destination and purpose. After the survey was completed, the data were aggregated to provide a snapshot of travel behavior and patterns for Utah residents. This survey is potentially skewed, especially in communities where participants may not have the time or means to record their data, but it does provide some hints that provide direction for future studies.

### HOW DO PEOPLE GET AROUND?



A breakdown of transportation modes for nearly 1,200 internal trips (beginning or ending within West Salt Lake). Data are from a 2012 Household Travel Survey.

Almost 1,200 internal trips were recorded within West Salt Lake, meaning that the trip both began *or* ended in the community. Over 90 percent of the trips were driving trips; 62 percent of the total trips were in single-occupant vehicles and another 30 percent were in cars with more than one person. Walking, bicycling and other forms of transportation (skateboarding, taxis, etc.) made up the remaining trips. Transit trips is telling, even with a limited sample. However, the lack of transit trips was not just limited to the West Salt Lake area. **Survey participants recorded only 12 trips via public transportation originating or ending in West Salt Lake.** All of those trips were either to or from the University of Utah or Downtown.

Commuting patterns among West Salt Lake residents, as documented in the 2010 Census, were comparable to rest of the city for all modes (such as driving alone, cycling, public transit, walking), except for carpooling. **Residents here were more likely to carpool than the city as a whole (25 percent versus 12 percent).** While this is a positive indicator from a sustainability perspective, it may also indicate two things. First, it may indicate a lack of jobs in or proximate to where people live in West Salt Lake. Secondly, it may underscore what the 2012 travel study hinted at regarding the quality of public transportation in the community. The lack of reliable and efficient public transportation is an issue that has far-reaching implications for residents who may rely on such services more than residents elsewhere in the city. However, the fact that a quarter of the employed residents in West Salt Lake carpooled to work is a positive measure of the community's acceptance of sustainable travel alternatives.

## ASSETS AND RESOURCES

### Parks and Open Space

West Salt Lake's parks range in size from one-half acre to 34 acres across ten parks. A majority of the park acreage is centralized in the community and follows a north-south orientation along the Jordan River. However, **83 percent of the residential properties in West Salt Lake are within a quarter-mile of some type of green space**, including the Jordan River Parkway and the 9 Line Trail. The only other community in Salt Lake City that has a similar coverage is the Avenues, where over 80 percent of the parcels are within a quarter-mile of green space.

West Salt Lake's ten city-maintained parks are:

Park	Acreage	Address	Amenities
Bend in the River Open Space	4.25	1054 W. Fremont Drive	Natural area, pavilion
Glendale Park	6	1375 W. 1700 South	Baseball/softball field, tennis courts
International Peace Gardens	12	1060 S. 900 West	Gardens, public artwork
Jordan Park	34	1060 S. 900 West	Baseball/softball fields, horseshoe pits, jogging paths, off-leash dog park, pavilion, playground, skateboard park, tennis courts, volleyball courts
Modesto Park	5	1175 S. 1000 West	Jogging paths, playground
9th South River Park	4.5	1000 S. Genessee Avenue	Jogging paths, picnic tables
Poplar Grove Park	6.75	800 S. Emery Street	Baseball/softball field, horseshoe pits, pavilion, playground, volleyball courts
Post Street Tot Lot	0.5	487 S. Post Street	Playground
17th South River Park	17	1150 W. 1700 South	Football/soccer fields, jogging paths, playground
Sherwood Park	12.75	1450 W. 400 South	Baseball/softball fields, pavilion, playground, volleyball courts

In addition, **the Sorenson Multicultural and Unity Center maintains approximately three acres of open space including a community garden.** There is also the **Glendale Golf Course, a 165-acre, 18-hole course maintained by the city** and **over six miles of bicycle and pedestrian trails.** These trails, the Jordan River Parkway and the 9 Line, have their own adjacent green space corridors accounting for another 120 acres. Other green spaces include the Glendale Circle pocket parks built as part of a subdivision such as the Jake Garn Mini Park and Nelli Jack Park.

## Schools

West Salt Lake has eight schools: one public middle school, five public elementary schools and two private charter schools. Those schools, their locations and their 2010-2011 enrollments are as follows:

School	Grades	Address	Enrollment
Glendale Middle School	6 - 8	1430 W. Andrew Avenue	786
Edison Elementary School	K - 5	466 S. Cheyenne Street	579
Franklin Elementary School	K - 5	1115 W. 300 South	540
Mountain View Elementary School	K - 5	1380 S. Navajo Street	596
Parkview Elementary School	K - 5	970 S. Emery Street	429
Riley Elementary School	K - 5	1410 S. 800 West	423
Dual Immersion Academy	K - 5	1155 S. Glendale Drive	n/a
Guadalupe School	K - 3	340 S. Goshen Street	n/a



Except for Franklin Elementary School, all students in the six public schools are from the West Salt Lake community. Franklin's boundaries include small areas outside of the study area but a majority of its students are from West Salt Lake. Neither the enrollment numbers nor the source of the student populations for the Dual Immersion Academy and the Guadalupe School are known. Additionally, neither of the charter schools are restricted to West Salt Lake residents. The Guadalupe School will be relocating to the Rose Park neighborhood in the summer of 2014.

Glendale Middle School's total enrollment as of 2011 was higher than all but one other middle school in the Salt Lake City School District. The average 2011 enrollment of West Salt Lake's elementary schools (586) was over 100 students higher than the city's average (472). High school populations are more difficult to compare because West Salt Lake high school students go to East High School due to a high school districting system that runs east-west across the city. Given the growing size of families in West Salt Lake and the fact that its schools are already averaging approximately 25 percent more students than the rest of the city, there may be a need for more schools in the near future.

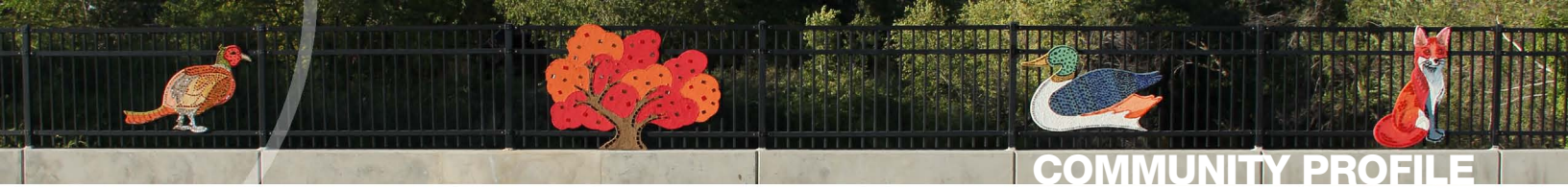
## Community Resources

The Chapman Library, at the corner of 900 West and 600 South, is currently the only library in West Salt Lake. In recognition of the need for an additional library to serve the residents of Glendale, a second library will be located at the corner of 1400 South and Concord Avenue near Mountain View Elementary School and Glendale Middle School. As of the end of 2013, there are preliminary architectural renderings of the Glendale Library, which will be of a modern design similar to the future Marmalade Library and the Main Library in Downtown Salt Lake City.

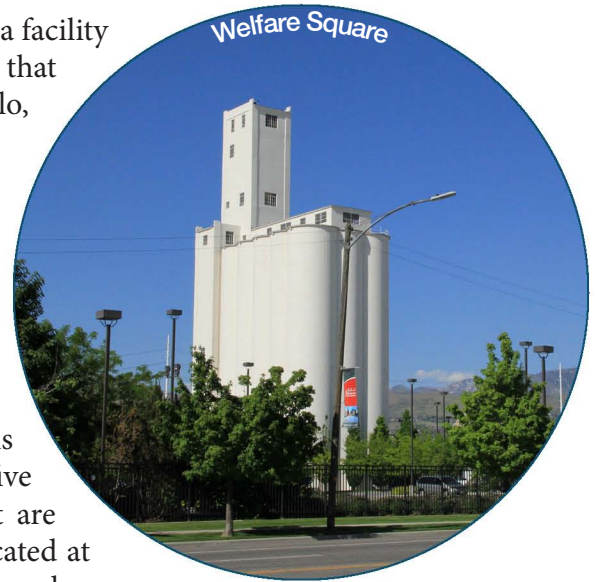
The Sorenson Multicultural and Unity Center is one of the newest recreation centers in Salt Lake County. The center is composed of two separate but integrated facilities that combine for approximately 60,000 square feet of indoor space. The first is a large recreation center maintained by the county, which includes a pool, fitness center, youth sports programs and a daycare center. The second facility is a Salt Lake City-managed cultural center that provides resources for fine arts, technology and other educational avenues. Classes offered include English for adults, writing workshops and computer-related topics. It also includes a community art gallery, rental space and a community garden. Events are held there throughout the year, such as the CommUNITY Fair in the spring.

There are a number of additional organizations prominent in West Salt Lake that offer social and family services. The following are some of the more prominent ones, but this is not an exhaustive list.

- **The Lied Club of the Boys & Girls Club** at Concord Street and Pacific Avenue is a local chapter of a national organization that provides a place for children to have fun with friends and learn social, technical and academic skills, all within a safe environment. They offer licensed before and after school care and transportation between the club and local schools.
- **Family Promise** is an organization dedicated to helping homeless and low-income families find affordable housing.
- **Neighborhood House** provides day care services, preschool and other programs for children at its Children's Center on 500 South at the Jordan River. It also provides adult daytime services at its Riverside Adult Day Center at 423 S. 1100 West. All services are offered on a sliding fee scale.
- **NeighborWorks Salt Lake** is headquartered in the Guadalupe neighborhood, but the organization is very active in Glendale and Poplar Grove. NeighborWorks specializes in economic development programs, including managing the Westside Business Alliance, residential development and rehabilitation of homes for all levels of income, and promoting homeownership. They offer educational services for new homeowners, foreclosure prevention services and loans.



- **University Neighborhood Partners** is a department of the University of Utah that facilitates partnerships between the University and the West Salt Lake and Northwest Salt Lake communities that help enhance the resources of nonprofit organizations and residents in West Salt Lake neighborhoods (and the other Westside neighborhoods to the north). UNP-supported partnerships also seek to increase the skill sets and educational and employment opportunities for residents while encouraging disparate organizations to work together to achieve common goals.
- **Welfare Square** is located at 800 West and 800 South. It is a facility operated by the Church of Jesus Christ of Latter-Day Saints that houses food storage, cannery, bakery, a dairy, and a grain silo, the latter being the tallest building in the West Salt Lake community at 178 feet. It also features a Deseret Industries thrift store and employment center. The facility serves as the base of the LDS Church's welfare services, including helping families in need and promoting self-reliance through employment.



### Places of Worship

West Salt Lake offers several places of worship across many faiths that are distributed throughout both neighborhoods. There are five Church of Jesus Christ of Latter-Day Saints meetinghouses that are home to a total of 14 wards and two branches. The two wards located at 1172 S. Glendale Drive are Tongan language wards and the two branches are Spanish language. St. Patrick's Catholic Church on 400 South offers masses in Korean and Tongan in addition to English and also offers a monthly mass for African nationalities. Additionally, there are two Baptist churches, the Salvation Army location that offers community services in addition to regular worship services, and three more Protestant places of worship. Finally, the Church of Summum is based at 707 W. Genesee Avenue in the Summum Pyramid, which is a unique part of West Salt Lake's architectural stock.

### Historic Assets

West Salt Lake, despite its unique development history, is lacking in terms of historic assets. There are no local or national historic districts within the community. **The Chapman Library** is the only local or national historic site in the community, but it is a unique one. It is Salt Lake City's only Carnegie library—a library built with funding from the Carnegie Foundation. **It is one of only ten such buildings still used as a library and it is listed on both the local and National Register of Historic Places.** The structure was finished in 1918 and named after Annie E. Chapman, the first librarian of the Salt Lake City Public Library System. The library's architect, Don Carlos Young, also designed the University of Utah campus.

**The Cannon Farm** is one of the oldest and most significant properties in West Salt Lake. It is comprised of the remaining structures and property located on 1000 West between 1400 South and 1500 South that once belonged to George Q. Cannon. Cannon was an influential member of the Church of Jesus Christ of Latter-Day Saints, serving as a member of the First Presidency under Brigham Young and a territorial delegate in the United States Congress. In the 1870s and 80s, Cannon created a residential estate and farm for his family that included multiple houses, farm buildings and an LDS meeting house. Cannon's home and the homes of three of his wives still stand, though with varying degrees of architectural integrity, and the original layout of the estate can be discerned from aerial



photographs of the area. This, along with the site's mature landscaping, makes the Cannon Farm stand out in a neighborhood of more modern homes and vacant lots. The Cannon name carries on in the names of nine wards in the community.

An architectural survey of the area from 1985 notes a number of buildings in the West Salt Lake area that were considered historically significant. A majority of them are homes that represent good examples of architectural styles or were owned by prominent people in Salt Lake City's history. Three examples are:

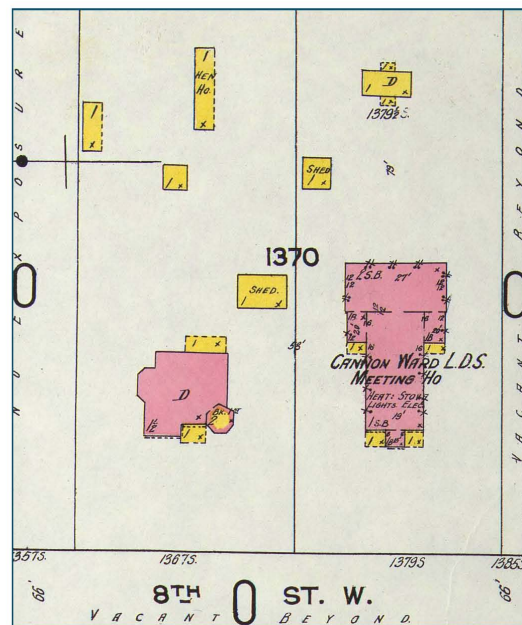
- **1322 W. 800 South**, the home of John Oldfield built in 1911, an architecturally significant and well-preserved example of a Craftsman Bungalow;
- **1240 S. 900 West**, the home of Charles Edmund Davey, a bishop of the Cannon Ward who was instrumental in the establishment of Jordan Park and the Chapman Library; and
- **1224 S. 900 West**, the first home of C. Clarence Cannon, Salt Lake City mayor between 1920 and 1928.

There are other homes of historic significance scattered throughout the area, most of which are along 900 West north of California Avenue or Indiana Avenue. Unfortunately, many notable and historic buildings have been torn down over the past 25 years.

## Public Health and Safety

West Salt Lake does not have a hospital within its boundaries. The closest hospitals are LDS Hospital in the Avenues and Salt Lake Regional Medical Center in South Temple, both of which are approximately four to five miles away from the neighborhoods of West Salt Lake. The University of Utah operates a clinic on 2100 South across from the Glendale Golf Course; it has evening and weekend hours for injuries and symptoms that are not life-threatening. Additionally, there is a First Med Walk-In Clinic on Redwood Road at 400 South and a Concentra Urgent Care clinic on Redwood Road at 1700 South. The Sorenson Multicultural and Unity Center offers walk-in dental services through the Salt Lake Donated Dental Services organization.

The Salt Lake City Police Department maintains a full precinct, the Pioneer Precinct, on 700 South by the Jordan River and directly adjacent to the Jordan River Parkway. The Pioneer Precinct also serves as the home of community meetings and has a community art gallery maintained by the Salt Lake City Arts Council. The community is served by two fire districts: Station 6 is located on Indiana Avenue a half-block west of 900 West and Station 14 is located just west of Redwood Road at approximately 1600 South.



At the beginning of the 1900s, the Cannon Ward House was on the east side of 900 West (then known as 800 West) where the Sorenson Multicultural and Unity Center is today. The notations on this map from 1911 indicate there was no development south of Cannon's property (north is to the left).



## IN CONTEXT

### A Unique Population

West Salt Lake's residents have consistently demonstrated a shared pride in the diversity of their community, one of the most diverse in the state. This diversity is supported quantitatively by data from U.S. Census and the Salt Lake County Health Department. There are two traditionally distinct neighborhoods in West Salt Lake: **Glendale** and **Poplar Grove**. Many residents use these names when referring to where they live, just as residents of The Avenues, Sugar House or Rose Park do. However, many residents refer to their community as the "Westside" or some variation of that term. No matter what name residents use to refer to their neighborhood, Glendale and Poplar Grove both share a broad range of cultural and natural resources. The issues residents and stakeholders of both neighborhoods identified clearly indicated a shared interest and pride in their community and the directions in which to move forward.

### A Unique Community

The history of West Salt Lake, from the first farms in the 1870s to the consolidation of the railroad lines in the 2000s, has given rise to an array of constraints on long-term growth. The community is almost literally walled in on three sides by highway viaducts with only a handful of passages through those walls. Half of those are further constrained by railroad activity. The figurative wall of industrial development on the west side of Redwood Road has prevented residential growth to the west. This is particularly problematic because West Salt Lake's residential neighborhoods are almost entirely single-family residential. To attract the commercial uses that residents want and that are lacking in their community, more residents are needed and because of the space constraints, the community has to grow from within.

Growth in West Salt Lake has been consistently low-density over the past 25 years. Subdivisions such as California Place (approximately 1100 West and 1200 South), Madison Estates (California Avenue and Utah Street), and Cannon Farms (on the Jordan River north of 1700 South) have all had densities of less than ten units per acre. The Riverview Apartments at 1700 South and approximately 1050 West is one of the only multi-family developments constructed in the past 20 years and its density is still less than 20 units per acre.

Additionally, compared to other communities within the city (excepting the industrial districts west of I-215), West Salt Lake carries an inequitable share of land dedicated to manufacturing uses. **Nearly a third of the study area is industrial—some of it intensive in nature and incompatible with its surroundings—and the boundaries between those areas and the residential districts are not always well-defined.**

West Salt Lake, however, has two assets that only one other community in Salt Lake City can claim: **the Jordan River and the Jordan River Parkway**, both of which snake through the neighborhoods and provide a north-south corridor exclusive to bicyclists and pedestrians. While appreciation of the river is fairly uniform among the community members and stakeholders who participated in the outreach efforts, many also agreed that there is a need to market the river's potential while also protecting for the future generations. The community's open space is notable because, while some communities have very large, centralized parks or green spaces (Liberty Park or Sugar House Park, for example), West Salt Lake's open spaces are smaller but more diffuse. All West Salt Lake residents are less than a mile from either the river or a neighborhood park with recreation facilities (baseball fields, playgrounds, etc.) and over 80 percent are within a quarter-mile. This is not true in some other parts of the city. Combined with others assets such as the expansive Sorenson Multicultural and Unity Center, the International Peace Gardens, the historic Chapman Library and the forthcoming Glendale Library, West Salt Lake has a strong network of cultural, recreational and community resources on which to expand.



# OPPORTUNITIES

## DEFINING OPPORTUNITIES

[Back to Staff Report](#)

### What Are Opportunities?

West Salt Lake is primarily a single-family community and there is no need to see an overhaul in the composition or character of the neighborhoods. Generally speaking, most of the redevelopment in West Salt Lake will be *around* those single-family neighborhoods. Redeveloping around them, though, presents challenges because it is easy to disrupt their character with tall buildings, dense residential complexes or intense commercial activities. There are distinct limitations in West Salt Lake for these reasons.

If the neighborhoods are limited with regard to new residential and commercial development, the opportunities for that type of growth must be located elsewhere. In West Salt Lake, those areas are at the edges of the neighborhoods and specific intersections within them. Both the size and scope of these opportunities vary significantly based on the site and situation. If preserving the fabric of the neighborhoods is a primary goal, these areas of opportunity need to be identified and their strengths and weaknesses must be reviewed in detail.

One question that arises is how “development opportunity” is defined. Generally, and for the purposes of this document, **a development opportunity is any location that can, with some type of catalytic action, become the center of residential, commercial or other beneficial growth.** The action can involve a change in land use regulations, adjustments to existing zoning boundaries or wholesale rezoning of a large area. The areas of change in a community such as West Salt Lake, where a large portion of the community is comprised of established neighborhoods, tend to come in two forms. They are either **small and localized areas such as intersections and nodes, or they are large districts that are separated from a majority of the area by some type of boundary.** West Salt Lake has examples of each of those, but the opportunities for land use changes are not always limited to those areas. Changes in regulation, for example, can turn vacant and inactive sites in the middle of a neighborhood into more easily developable infill sites.

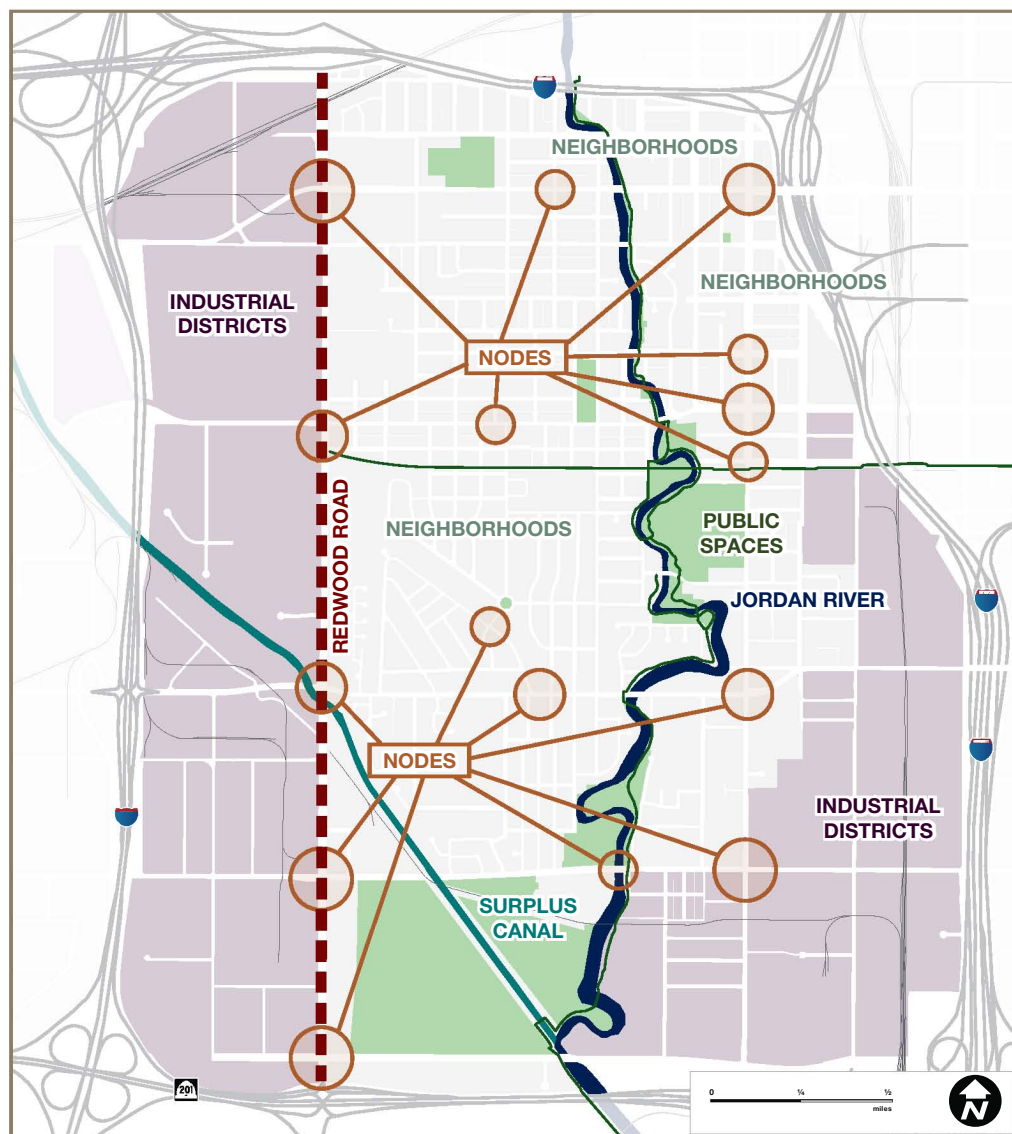
The opportunities, whether they are nodes or districts or something in between, are covered in the sections that follow. The extent of the change needed or desired—from zoning changes to urban design treatments—is largely a product of the typology and the existing conditions of the location. For example, there were considerable differences between the vision for the industrial area between I-215 and Redwood Road and the industrial area around 700

West. Those visions, threaded with the existing conditions and the city's goals, warrant a variety of strategies and actions that will result in different long-term directions for each.

## IDENTIFYING THE OPPORTUNITIES

West Salt Lake community members mapped out the locations where they saw opportunities for growth and redevelopment. The means of achieving that growth and development at any given location differed (sometimes dramatically) but there was an understanding that the scope of recommended or proposed changes in any of these areas can vary considerably. The need for requirements such as buffering and compatibility. The success of any given project at meeting the vision is based partly on how it interfaces with and complements its neighbors. This is especially true with development at neighborhood and community nodes, where a project's neighbors are the ones who will be utilizing it.

Opportunities that were identified and that are proposed in this plan as the primary locations for growth and redevelopment can be categorized in seven distinct geographic areas (or types):



Map of the opportunities in West Salt Lake that will be discussed throughout this plan.

- within the single-family **neighborhoods**;
- at significant intersections (from this point called “**nodes**”);
- on **Redwood Road**;
- along the **Jordan River**;
- along the **Surplus Canal**;
- in the community's **industrial districts**; and
- in the many **public spaces** and parks.



## Neighborhoods

The overall level of change within Glendale and Poplar Grove will be relatively low, but there are some opportunities for incremental additions to density and minor adjustments to the development pattern to make them more efficient and sustainable. The other opportunities found below are discussed in more detail because they require more attention to reach the outcomes envisioned by the community. This does not imply that these neighborhoods do not present difficulties or are of lesser importance than the areas discussed below. The neighborhoods will see changes through modifications to how Salt Lake City regulates and promotes infill development.

## Nodes

The concept of a **node** is a critical one because nodes represent one of the key types of locations for redevelopment. For the purposes of this plan, **a node is an intersection consisting of at least one major road where there is potential for changes in land use and the development pattern.** There are nodes scattered throughout West Salt Lake that are identified later in this document. While 900 West and Redwood Road can be more accurately called as *districts* or *corridors* of change, nodes are truly **localized areas of change.** The extent to which each node should or will experience change is largely dependent on the existing conditions of the node and the classification of the node in the overarching hierarchy. The same factors also impact the physical extent of the node. Many of the nodes discussed in this plan are found in the aforementioned larger areas of change—the 900 West and Redwood Road corridors in particular.

The **900 West corridor** is effectively West Salt Lake's primary community corridor because it is the only road other than Redwood Road that provides north-south connectivity. Residents and stakeholders both had ideas for all parts of the corridor, but the main focus was **between 400 South and 1300 South.** While the corridor itself is a large area of change, it could be more accurately described as a string of nodes. So, while some changes are anticipated throughout the entire corridor, a majority of the changes should be anchored around the nodes. Those nodes are at **the major intersections along 900 West: 400 South, 800 South, 900 South, California Avenue and 1700 South.** Each of these nodes has specific elements or opportunities that correspond to a specific node type within the hierarchy defined in the following section. In that sense, the intensity of the proposed changes are tied to the intersections' position on the hierarchy. The scale and scope of the possible changes at the 400 South node (a community node), for example, will be different than at 1700 South (a regional node).

Additionally, the spaces in between the various nodes will reflect some of the changes seen at the adjacent nodes in order to provide appropriate buffering and transitions when necessary. The nodes at 800 South and 900 South are a good example of this because the nodes are very close together and the opportunities for redevelopment extend away from the intersections more than they do in other locations. This is mainly a result of the fact that 900 West is one of the few places that can accommodate some residential and commercial growth without impacting the stability of the community's interior.

## Redwood Road

In terms both size and potential, the Redwood Road corridor presents the greatest opportunities. There are limitations to both the scale and use of future redevelopment on both sides of the street, but the opportunities presented will be the most wide-ranging within the community. The west side of the street—an area that is about one-half mile in width between Redwood Road and I-215—consists of a mix of industrial and commercial uses with no obvious pattern of development. The east side of the street also has a mix of industrial and commercial uses, but the commercial uses outnumber the industrial ones and there are blocks of residential uses. It, too, has little in the way of a consistent development pattern.



Redwood Road was consistently identified as a problem in the community for a variety of reasons. First, it has been designed for and heavily used by automobiles at the expense of other forms of transportation. It is also considered a particularly unattractive stretch of road and lacking community commercial retail and services. It was also identified as an opportunity primarily because it is the one place in West Salt Lake that can accommodate a considerable amount of residential density and new commercial development without impacting the existing neighborhoods.

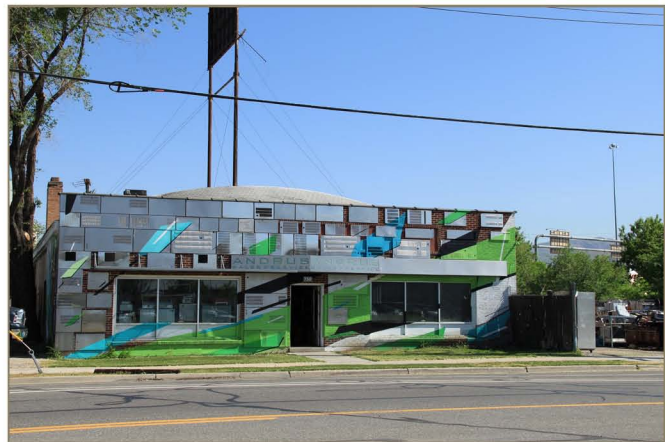
The vision for Redwood Road, however, varied to some degree because residents had differing opinions on how the west side of Redwood Road should be used. While an overwhelming percentage of the feedback favored long-term replacement of the industrial uses with commercial ones, the scale of anticipated commercial development differed. Some residents were opposed to big box development while others embraced it. Disagreement also arose regarding the extent to which Redwood Road could safely accommodate pedestrians and bicyclists. There was little to no discussion about residential development west of Redwood Road, as most people acknowledged that it was nearly impossible to do so with the area's land use history.

### Jordan River and Surplus Canal

Both the Jordan River and the Surplus Canal cut across all types of land uses within West Salt Lake. The Jordan River is already a well-used recreation corridor for cyclists, kayakers, canoeists and pedestrians. The Surplus Canal, on the other hand, is primarily functional and only lightly used for recreation. The opportunities along the river are fairly minor adjustments in response to environmental and safety concerns. There is also a focus on placemaking along the Jordan River. Placemaking is also a key strategy for expanding the role of the Surplus Canal. The creation of a canal trail would help expand the citywide and regional trail network and provides residents and employees in the area an additional recreation opportunity.

### Industrial Districts

There are three major industrial districts in West Salt Lake that are loosely connected and surround the community on three sides. The 700 West corridor is a swath of development consisting of mostly industrial uses abutting single-family homes between 800 South and approximately 1400 South. At its widest, the corridor is about a quarter-mile wide and extends as far west as 800 West. The development pattern is inconsistent and the boundary between industrial land uses and residential land uses meanders. This pattern has had a major impact on the development of the residential neighborhoods along the 900 West corridor.



A grant secured by the Economic Development Division gave two University of Utah architectural students, Jeffrey Baird and Robert Tranter, the opportunity to realize their façade improvement project for Andrus Sales & Services at 708 West 900 South. The materials used in the renovation were recycled from Andrus' inventory.

Residents in the area tended to focus on how this corridor impacts the perception of their community. 700 West is one of the first streets crossed in the southern part of the community when traveling east to west. As a result, it is a significant part of the eastern gateways in West Salt Lake. The impact is most evident along 900 South, where one side of the street is residential and the other industrial. The corridor's influence on the other gateways, 800 South and 1300 South, is not as strong. Residents' ideas for the future of the 700 West corridor varied, but they tended to focus on buffering between the two current uses and phasing out of the intense industrial uses.



The second and third districts are south of 1700 South and west of Redwood Road. The latter is covered in depth within the overall context of Redwood Road. The area south of 1700 South is, for the most part, disconnected from the rest of the community because there is very little overlap with other parts of the community. Some residential uses along 1700 South abut this district, but the impact is minor. For the most part, no major changes are anticipated in the area. The changes will focus mainly on the design and types of industrial uses allowed.

## Public Spaces

The opportunities for public spaces are some of the most significant areas for change, but also some of the easiest to fulfill. This is because public spaces include streets, sidewalks and intersections, as well as obvious places such as parks and trails. Improving streetscapes, installing benches, public artwork and transforming marginal spaces into vibrant public gathering spots all qualify as opportunities for public spaces. Adding new parks, improving existing ones and expanding the opportunities for social interaction and recreation are also opportunities within the community.

## CONTINUING THE PROCESS

### Ongoing Coordination

Opportunities for growth, redevelopment and ongoing community engagement will continue to arise and sometimes will stem from unexpected sources. It is important that there is a built-in system with the resources to identify these opportunities and involve the people best prepared to capitalize on them. Such a group already exists for this community: the **Westside Coordination Group**. It is an ongoing meeting between various Salt Lake City departments and divisions, the Sorenson Unity Center, the University of Utah, nonprofit organizations in the community, area community councils and residents. The Westside Coordination Group includes not just Glendale and Poplar Grove, but also the neighborhoods to the north, such as Fairpark, Jackson and Guadalupe.

The group has been an avenue for city projects to be discussed and coordinated, for various organizations active in the community to share their work and announce upcoming events, and for planning students to present their ideas and seek suggestions for resources and support. As it grows, the group should strive to become a full-fledged outreach and collaborative outfit, ensuring ongoing coordination for projects and outreach efforts and for seeking grants and other funding. The group will be vital in implementing the *West Salt Lake Master Plan*. A group representing city departments, nonprofit organizations, residents and other stakeholders can be a means of vetting implementation strategies, identifying emerging opportunities and securing funding, resources and community support for ongoing application of the plan and its strategies.

The importance of **ongoing review of the master plan** should be underscored because the vision and goals found within this document are dynamic concepts. The extent to which Salt Lake City, the private development community and the community's residents and stakeholders have been successful in implementing this plan should be monitored and evaluated on a continuing basis. Monitoring trends, changes and implementation steps can be used to determine the overall effectiveness and success of the master plan and ultimately identify when the plan requires adjustment or updating.



## MOVING FORWARD

**Consider the Westside Coordination Group a fundamental implementation tool for the *West Salt Lake Master Plan*.**

**Identification and Coordination.** The Salt Lake City Community and Economic Development Department should continue its support and coordination of the Westside Coordination Group into the foreseeable future. The group should be tasked with using the *West Salt Lake Master Plan* (and other applicable community and subject plans) as the framework for identification of redevelopment opportunities in the community and coordination of implementation activities.

**Metrics.** The Westside Coordination Group should develop metrics as a means of evaluating and assessing the effectiveness of this master plan and ensure that these metrics provide the basis for monitoring the growth of West Salt Lake.

**Evaluation and Assessment.** The West Side Coordination Group should also make one of its objectives the ongoing evaluation and assessment of the *West Salt Lake Master Plan*'s implementation. The Planning Division should use the West Side Coordination Group as one of several gauges for the plan's effectiveness in achieving the vision set forth in the document and as a source for necessary adjustments and modifications to the plan further down the road.



# NEIGHBORHOODS

## VISION

[Back to Staff Report](#)

*The established and stable neighborhoods of West Salt Lake will remain the core of the community, retaining traditional development patterns while also providing new housing opportunities.*

## ESTABLISHED NEIGHBORHOODS

### Stability and Opportunity

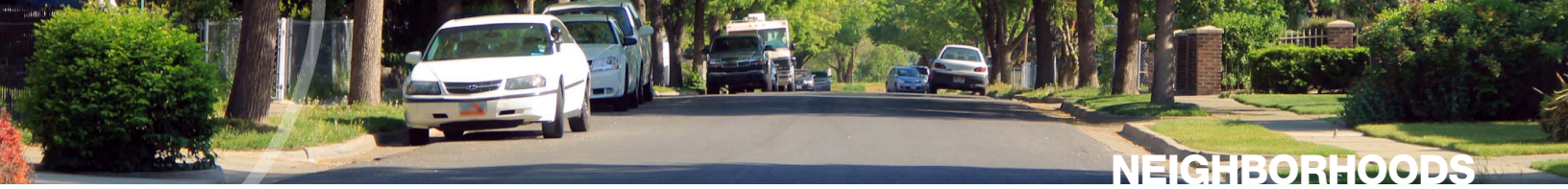
As with any community with 140 years of history, West Salt Lake is not a blank slate. There are well-defined single-family neighborhoods that have not yielded to expanding commercial districts over the years. So, for better or worse, creep from the small commercial nodes within the community has been limited, thus limiting the scope of retail and services in West Salt Lake.

Further, there has been very little additional density stemming from multi-family residential development. The infill development in West Salt Lake over the past couple of decades has been primarily single-family in nature. And while the population of West Salt Lake has been climbing at a rate exceeding that of the city as a whole, that growth seems to be tied to younger generations. Families in West Salt Lake are on average bigger because there are more children in those families. Over time the demand for new housing will necessitate a change in the community's development pattern. Where this change occurs will likely follow the same course that has already been set; that is, it will not be found deep within the neighborhoods.

As with many established communities, the primary dichotomy found in West Salt Lake can be very generally described as **stability versus opportunity**. The overwhelming majority of West Salt Lake tends toward the stable side of the spectrum. Glendale and Poplar Grove can be considered stable in the sense that there is limited opportunity within the neighborhoods for large-scale changes to the character and development pattern. That does not mean,

#### What is Stability?

When "stability" is used in reference to neighborhoods, it does not imply a lack of change or a lack of opportunities. It only means that the development pattern has remained largely unchanged and major redevelopment is not expected. There are still opportunities in the stable areas, however. Infill development, growth at neighborhood and community nodes and infrastructure improvements are all examples of ways stable neighborhoods can still experience change.



however, that they are without any opportunities for growth. Nor does it imply that changes are neither desired nor anticipated by the residents of the neighborhood or by the city itself. For example, some change within the neighborhoods will be required to attract more businesses and services.

### Glendale and Poplar Grove

Glendale and Poplar Grove each grew at varying rates and under different circumstances, but **the primary drivers and shapers of the growth, railroads, industry, street cars and the Jordan River**, applied to each. Before streetcars came in the late 1800s, the inhabited areas of both Glendale and Poplar Grove were physically separated from the rest of the city by inadequate roads. Those roads were then further impacted by the railroad corridor that split them and the industrial development that soon followed. This made it more difficult to get between the urban center of Salt Lake City and areas west of today's 600 West.

When streetcar lines began radiating from Downtown, the lines to West Salt Lake they were routed between the neighborhoods at equal intervals (on 200 South, 700 South, and 1300 South), so the resulting subdivisions were evenly distributed throughout the area. However, many of these subdivisions existed only on paper and houses were not actually built until much later. Thus, there was a notable lag in the population growth of these subdivisions,



A view of the eastern edge of Poplar Grove in the 1930s. The road going left to right in the middle of the photograph is 400 South and the large complex at the top right is the Denver & Rio Grande machine shop and round house. The wide road on the left side of the photograph is 800 West (then known as 700 West). 800 West retains the same basic pattern today south of 600 South. This section of 800 West, and almost everything else from the middle of the photograph to the left, was cleared for construction of the interstate.

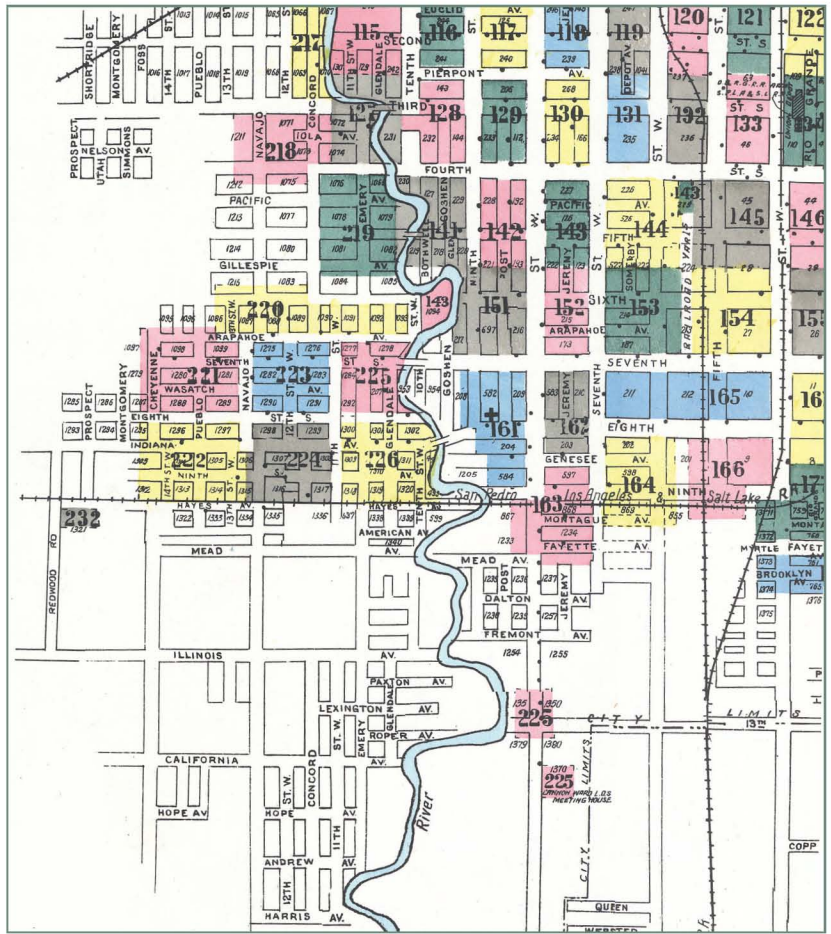


especially as the streetcar investment in West Salt Lake began to diminish. Finally, the Jordan River and its unpredictably and misuse made development near it unappealing.

As a result of these factors, **Glendale and Poplar Grove share similar development patterns**. Chief among these are the rigid western boundary at Redwood Road, the fluid eastern boundary along the 700 West industrial corridor, and prominent isolation from the rest of Salt Lake City due to transportation barriers. Additionally, the later development of Glendale and Poplar Grove meant that there was some divergence from the original city design. Blocks farther west are generally smaller and the roads narrower than their counterparts elsewhere in the city, as the influence of the Plat of Zion decreased in later subdivisions. Each of these has a significant role in the opportunities for future development, but the barriers in and out of Glendale and Poplar Grove underscore the community's need to grow from within.

There are some differences between the two neighborhoods. Later subdivisions in Glendale tended to forego the grid pattern altogether, resulting in diagonal streets, such as Glendale Drive and Glenrose Drive (in the Glendale Gardens subdivision) or more suburban, cul-de-sac type development, as found in the Madison Estates subdivision (at Redwood Road and California Avenue). Blocks in Glendale tend also to be larger and less uniform because of this development. The River Park subdivision along Jake Garn Boulevard, however, is a recent Poplar Grove subdivision that also presents the more suburban development patterns. Residential lots in the more traditional grid development in Poplar Grove are consistently between 7,000 and 8,000 square feet and tend to be more uniform in shape. Lots in Glendale, on the other hand, show a wider range, from 3,000 square foot parcels in the Madison Estates subdivision to half-acre lots on the 1000 to 1100 South blocks of Navajo Street.

However, these differences do not necessarily imply that the redevelopment strategies that work in one neighborhood will not work in the other. The larger lots and blocks in Glendale subdivisions may provide more flexibility for infill projects, but overall, both neighborhoods have similar limitations when it comes to redevelopment within them.



A map from 1950 showing the developed parts of Glendale and Poplar Grove. The development pattern began to change as developed crept west of the Jordan River.



## The Potential

400 South, 800 South/Indiana Avenue and 1300 South/California Avenue, the largest east-west roads within the neighborhoods, are still primarily residential. For the most part, commercial and institutional establishments anchor the corners of intersections (the nodes). The spaces in between those nodes are almost always single-family homes, usually on lots around 50 feet in width and with depths of over 100 feet. Some lots are deeper than this, presenting conditions that provide unique development opportunities. The potential for **interior block urban agriculture** is one of those opportunities.

There are also several vacant or underutilized parcels that can be developed as infill parcels, and, depending on their size, can be seen as opportunities for multifamily projects. A property on Montgomery Street north of Indiana Avenue is one such lot. It sits at the end of a truncated street and abuts a parking lot, characteristics that provide more flexibility in creating a compatible infill project. Spaces like this within Glendale and Poplar Grove provide opportunities for creating new homes in the community. Regulations for infill development are guided primarily by compatibility with the existing neighborhood fabric, which includes elements like height, bulk, setbacks, architecture, landscaping and building materials. This development will not change the character of the neighborhood. Rather, it will be a complement to the areas of opportunity detailed later in this document.

The current zoning in the majority of West Salt Lake, and in nearly the entirety of the neighborhoods, is for single-family residential, which prohibits multi-family development. Therefore, multi-family residential infill will require some zoning ordinance modification. One option that could be employed is the city's accessory dwelling unit ordinance, which provides an avenue for additional units that are secondary to the home. This would not only increase the number of residential units, but would also introduce more variety in housing types. Another option is a zoning ordinance modification that allows for duplexes in single-family zones provided the infill parcel is over a certain size and the development meets certain design standards to ensure compatibility. Small lot single-family residential infill development, both attached and detached, are also options for adding new residential uses within the neighborhoods. A third option is to create zoning-based incentives to encouraging small-lot development. What those tools may be and how those incentives may work will require analysis of the city's existing zoning ordinances and consideration of their overall impact on the fabric of the community.

Of course, the number of additional dwelling units that may arise from infill development will not be enough to bring about radical changes in the composition of West Salt Lake. This leads to an issue that represents the heart of the *West Salt Lake Master Plan*. If the neighborhoods, which make up a majority of the planning area, provide few opportunities for major development, then the primary question is:

**Can a community that is over 90 percent single-family with little room for large-scale infill development achieve the vision that its residents desire?**

Throughout the process of developing the *West Salt Lake Master Plan*, it appeared that the residents and stakeholders recognized that the answer is *no* unless there were substantial changes to the development pattern of West Salt Lake. One of the aims of this plan is to demonstrate that localized changes in the community's development patterns—the areas where change and opportunity will be encouraged, introduced in the upcoming chapter—can bring about the desired vision despite the perceived limitations. The small changes, such as those described here, are not enough on their own to implement the vision. **However, small changes in addition to larger development and other large-scale changes can do so.**



## MOVING FORWARD

### Determine unique and compatible ways to add incremental density through infill development.

***Infill Development.*** All new infill development, whether single-, two- or multi-family residential, should adhere to the prevailing development pattern in the immediate area. Some design elements that are used to increase density, such as height and bulk, can be made compatible through appropriate architectural and landscaping techniques.

***Special Single-Family Allowances.*** The Salt Lake City Planning Division should explore regulatory options for permitting unique, single-family residential development within the existing single-family zoning districts. Examples of special single-family developments include small-lot, detached, single-family residential units on parcels that are currently considered too small for development and attached single-family residential units.

***Multi-Family Infill Allowances.*** The Salt Lake City Planning Division should explore regulatory options for allowing two- or multi-family development on lots that are zoned for only single-family where appropriate. Appropriate cases include lots that have unique shapes or where the impact on adjacent properties would be negligible due to the unique properties of the parcels. Appropriate review and approval processes should apply in these cases. Regulations such as these can help add even a small amount of additional density without impacting the prevailing single-family character of West Salt Lake and potentially introduce unique housing types and designs to the community or the city.

***New Development.*** New residential and commercial development that is adjacent to established single-family neighborhoods should be buffered with landscaping and side or rear yard setbacks based upon the distance between the proposed building and the existing buildings.

***Accessory Dwelling Units.*** Salt Lake City should expand the geographic area where accessory dwelling units are permitted to include the single-family districts in West Salt Lake. Application of the accessory dwelling unit ordinance in this community would provide opportunities for additional density and a wider variety of housing choices without impacting the predominant development pattern.

### Find sustainable options for underutilized lands within these stable, single-family neighborhoods.

***Big Blocks.*** With the help of property owners and potential developers, Salt Lake City should identify underutilized or unmaintained areas within large residential blocks in West Salt Lake. These mid-block areas should be targeted for development through flexible zoning and design standards.

***Urban Agriculture.*** Between existing city resources and private urban agriculture organizations, a community-wide information network should be established to explain the requirements and regulations for farming on private lots with the goal of increasing fruit and vegetable consumption, decreasing the food desert in West Salt Lake and encouraging more sustainable use of private vacant lands.



# NODES

## VISION

[Back to Staff Report](#)

*West Salt Lake is populated with neighborhood, commercial and regional nodes that provide the community with a variety of housing options, increase the stability of the existing residential neighborhoods by providing the necessary daily or discretionary retail and service options and provide opportunities for employment within the community. These nodes are scaled and designed to be consistent with the existing fabric of the community where necessary. They also have the framework necessary to be sustainable and efficient as part of a growing network of transportation options and, along with recreation nodes scattered about the community, are attractive destinations for the community's residents and visitors from elsewhere outside the area.*

## DEFINING THE CONCEPT

Like a majority of Salt Lake City, West Salt Lake was laid out on a grid street network. There are a few locations where the grid is broken or was not followed, but the pattern is otherwise consistent. This grid pattern creates a string of intersections along the primary streets both within the neighborhoods and at their edges. **Intersections, or nodes, can be defined as integrated centers of activity, points where one corridor crosses another, such as the intersections of two streets or a street and a river.** Nodes vary greatly in a number of ways, with scale, character, and activity level being three of the most significant. Further, nodes are not static. Changes in the economic landscape, land use regulations or transportation options can influence a node's characteristics. Not every intersection is a node, however; historic development patterns, natural resources, land use regulations and transportation patterns are the primary factors that determine what intersections become activity centers.

Nodes provide a focal point for a community, and they can represent a larger area than the actual node itself. In this way, the **identity of a node can signify the values and unique characteristics of a community.** The most successful types of nodes—the nodes that residents feel both positively and accurately represent their neighborhoods or communities—are those that have an integrated mix of land uses, reliable public infrastructure, a variety of transportation options and safe and inviting public spaces, streets and sidewalks.

## Identifying the Nodes in West Salt Lake

Residents and employees of the West Salt Lake community identified several existing and potential nodes during outreach and engagement activities. There were nodes that were clearly popular choices—900 West at 900 South, Redwood Road at Indiana Avenue and 900 West at California Avenue, for example—but there were others that were not as frequently identified, but whose qualities or opportunities were well-documented.

The identified nodes vary considerably with regard to level of development and character. They also have very different future roles identified by residents. The **400 South and Concord Street** node is a very small commercial node with a restaurant and a neighborhood market, but has the potential to be a much more attractive neighborhood center. In comparison, the node at **Redwood Road and California Avenue** is envisioned as a hub for larger-scale commercial uses and options that serve the entire community.

Some of the nodes have well-established roles in the community; for example, the intersection of **900 West and California Avenue** is the location of key community assets, such as the Sorenson Multicultural and Unity Center, the Salt Lake Community Action Program's Head Start building and Riley Elementary School. While the land use component of the 900 West and California Avenue node has been established, work is needed to connect the node to the rest of the community and diversify the land uses.



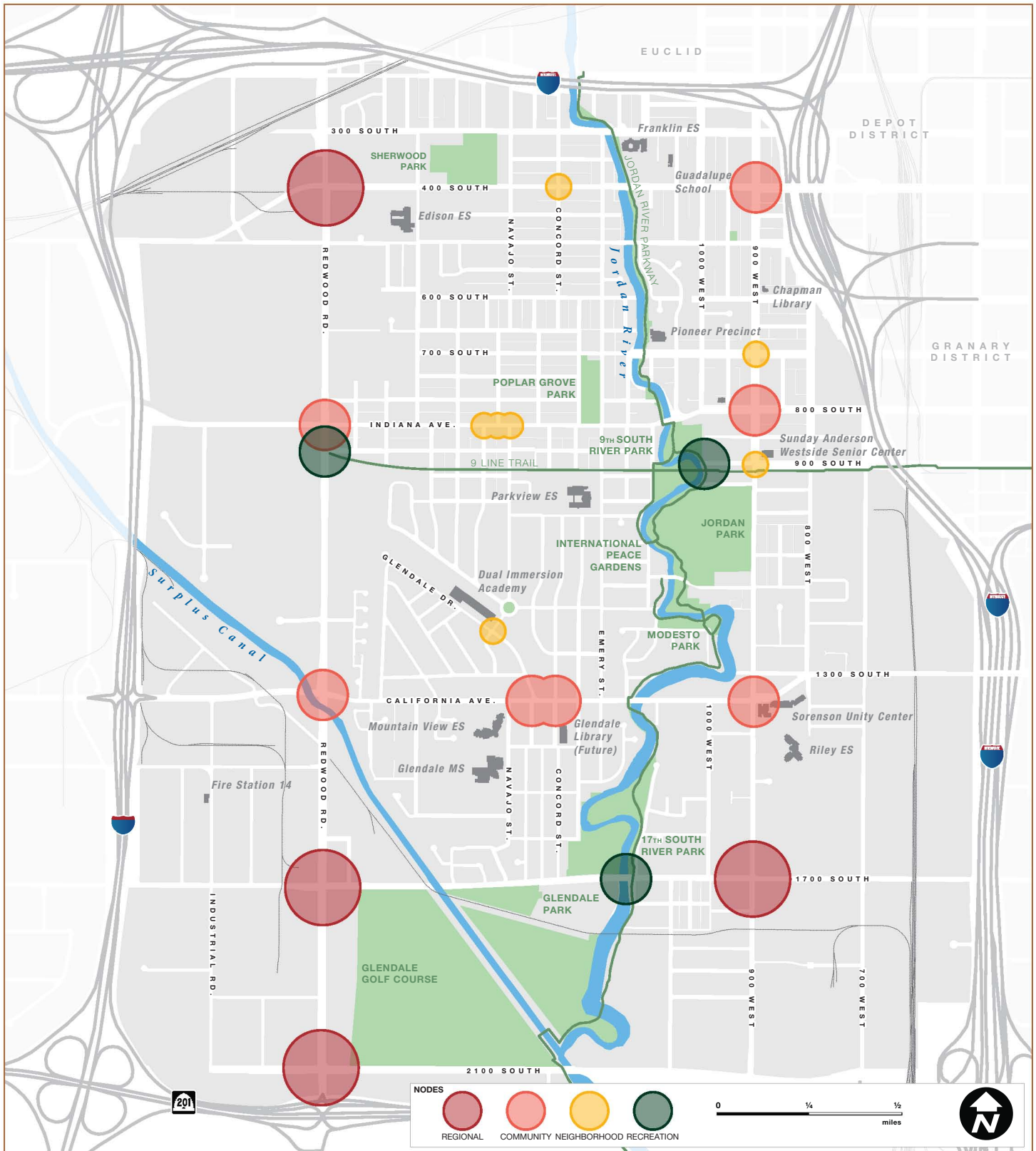
Other nodes, such as 900 West and 400 South, are not as defined. This intersection has the potential to be a significant commercial node based on its location, but it is currently underdeveloped, with isolated commercial uses and vacant and underutilized land. Other nodes, however, were highlighted for their potential and not necessarily their current condition.

How to connect each of these nodes to the community and to each other is a key piece of the puzzle. These nodes do not exist in a vacuum and their viability relies on the ease with which people can access their resources and services. Additionally, there needs to be a network that allows people to flow freely between different types and levels of nodes because each level serves a different purpose. This is why 900 West and Redwood Road, in particular, are important. Not only do these streets provide the most realistic opportunities for new development and growth, but they are the basis for the connectivity of much of West Salt Lake's nodes.

## THE HIERARCHY OF NODES

### Establishing the Hierarchy

Examination of the nodes reveals a typology based on both the current conditions and the opportunities for each. Those opportunities were identified through the community's feedback and take into account other factors, such as the surrounding land uses and the location of the node. In West Salt Lake, there are four basic types of nodes: **neighborhood nodes, community nodes, regional nodes and recreation/open space nodes**. This hierarchy, including the characteristics of each node, is not specific to West Salt Lake. It fits into a larger system that includes node types not found in this community but found elsewhere in Salt Lake City (*see map on next page*).



The locations of the various types of nodes throughout the West Salt Lake Master Plan's study area.



The classification of nodes into this hierarchy is based on both the current conditions and the potential opportunities, which primarily stem from the community's visions for the node and site-specific characteristics. An example of this is the aforementioned intersection of 900 West and 400 South. The current makeup of the node does not meet what is expected of a community center. However, the node's proximity to the interstate, potential for redevelopment and importance to the community are all factors that make it a future candidate for a community node. Farther south on 900 West at 700 South, however, is an example of a neighborhood node that has an established commercial corner and room to grow on two others.

Over time a node may reach its effective development capacity and physical growth or increased density may be restricted due to regulations or other constraints. In these cases, a variety of factors would need to be weighed and compared to determine whether expansion of the district is warranted. The surrounding uses are likely to be the most important determinants. For example, a neighborhood node surrounded by single-family homes is not a likely candidate for expansion. But each scenario should be considered individually when that opportunity arises.

Each type of node found in West Salt Lake is discussed in general terms below. For each type, one or two examples are provided as a framework for the other nodes within each tier. These examples are ones that members of the community selected or that present an opportunity for the most positive impact.

### Neighborhood Nodes

Neighborhood nodes are small-scale intersections that incorporate small commercial establishments and residential options. These nodes are easily accessible from the surrounding neighborhoods by foot or bicycle but provide very little parking, as they are not normally major attractions for residents outside of the neighborhood. They are also ideal locations for uses that cater to everyday needs and walking trips such as corner markets, cafes/restaurants, and salons or barbershops. In West Salt Lake, these nodes are generally surrounded by single-family homes, so the new residential component must be compatible. Appropriate development would consist of one or two stories of apartments or condominiums above the ground-floor commercial use, accommodating densities between ten and 15 units per acre. Parking for new mixed use developments would be limited to the street or lots behind buildings.

#### ***West Salt Lake's Neighborhood Nodes***

The following intersections are current or future neighborhood nodes:

- 900 West at 700 South
- 900 West at 900 South
- Indiana Avenue at Navajo Street, 1400 South and Pueblo Street
- 400 South at Concord Street
- Glendale Drive at Navajo Street

Neighborhood nodes rely on the neighboring residential properties because they are not intended to bear a heavy load of new residential development. It is entirely possible that they will not contain a residential component at all, especially if there is a concern about parking or compatibility. Businesses located at these nodes will not be major employers. Their role in West Salt Lake's future is providing residents access to daily services without requiring the use of a private vehicle. They can also be places of interaction, where nearby residents can informally and spontaneously gather while they get other tasks done.

The pedestrian experience is key at neighborhood nodes because it is expected that walking and bicycling, and not driving, will be the primary modes of transportation. Thus, all improvements around these nodes should be scaled appropriately, especially street lighting, the lack of which was often cited as a barrier to walking around the neighborhood. Data such as pedestrian and vehicle collisions, speeding and red light citations and other measurements of potential pedestrian safety should be routinely recorded and compared to pre-installation data to see what types of improvements work and what types do not. This can provide direction for future capital projects at other intersections.

### **900 West at 700 South**

The neighborhood node at 900 West and 700 South is partly established already, with a small commercial strip at the southeastern corner of the intersection. This development is not only compatible with the surrounding neighborhood in terms of height and bulk, but it is a good example of how neighborhood nodes should be designed: buildings are built to the sidewalk and off-street parking is located in the rear yard. The corner to the north is occupied by a nursing center and the north and south blocks on the west side of the street are underdeveloped and vacant respectively. There is room to grow on the west side of the intersection and developments with two stories would be appropriate given the size of the lots and surrounding properties. 700 West is a wide street with a relatively low traffic volume so infrastructure improvements to improve the pedestrian experience and node's appearance would be welcomed at the location.

### **900 West at 900 South**

The intersection of 900 West at 900 South was frequently identified within the community as a significant opportunity. There is a small commercial component at the node and the Jordan River is only 700 feet west of the intersection. Additionally, it is already a recreation node: The 9 Line and the Jordan River Parkway meet at 900 South and three parks with a total of 50 acres of open space are all within a quarter-mile of the intersection. 900 South continues west past 900 West until it meets the river. There are some limitations to development at this node. Salt Lake City should work with the owner of the billboards on the northwest corner to find a suitable site for their relocation. The Sunday Anderson Westside Senior Center, while being the type of use that can anchor a neighborhood center, sits on the northeast corner and would need to be incorporated into any new development.



Outdoor retailers or restaurants at 900 South and 900 West could take advantage of the node's proximity to the Jordan River, the Jordan River Parkway and the 9 Line.

The existing businesses on the southwest corner should be incentivized to be a part of the node's future through one of the City's economic development programs. Continuity of any small, local businesses at neighborhood nodes is vital for the node's long-term vitality because these businesses are already carrying out part of the vision. Complementary economic activity and a denser residential base are important considerations, however (analysis of the market and commercial potential is found below in the discussion about the 900 West/800 South community node).

The limitations at this node present obstacles to redevelopment, but the community's vision for the location has been explored in detail over the past couple of years. The opportunities for links between this node and the well-established 9th & 9th node (900 South at 900 East) and a link between the Jordan River and Liberty Park are also appealing. This intersection's future will be further studied in detail in the 9 Line's corridor plan.



### ***Indiana Avenue at Navajo Street, 1400 West and Pueblo Street***

This node presents a unique opportunity because it is not just a single intersection, but a series of intersections along Indiana Avenue. Three of the intersections are “T” intersections, which can provide developers with flexibility when designing projects within the node and also gives the node a unique orientation. There are some current commercial uses along Indiana Avenue here, but the overall node is underdeveloped and past attempts to revitalize this node have been hampered by zoning or legal issues with certain properties. The current zoning at these nodes requires review and likely modification or change to spur this development. Business development programs through the Economic Development Division can help grow this node and turn it into a destination in a central location. This location was one of the sites where residents expressed interest in a node that celebrates the diversity of the community. Restaurants, public spaces for small neighborhood events and specialized commercial establishments can be the types of uses that highlight the community’s ethnic diversity.

### ***Glendale Drive at Navajo Street***

The intersection of Glendale Drive and Navajo Street (generally called Glendale Plaza) is another example of a node that is missing a couple of elements but has potential. It is also an example of how lack of connectivity and visibility can impact the viability of a commercial center. It has the size and bank of developable space to be a thriving community node, but the access and visibility of a neighborhood node. It is most likely something in between the two, and if it can utilize the underdeveloped land at the intersection for residential development, and complement the existing land uses, then there is potential for a thriving neighborhood node around Glendale Plaza.

The node is currently composed of a variety of uses: a full service grocery store, a drug store, a charter school, a place of worship and a senior living development. The Glendale Plaza development itself was originally constructed in 1950 and expanded in the 1960s. It was home to commercial uses as recently as 2006, but the building had a number of physical problems that, in addition to the location issues, led to the loss of those shops and services. The site was adapted for use as a school and has been in operation since then.

The grocery store and the charter school sit on either side of Navajo Street on the north side of Glendale Drive, occupying 4.5 acres. Inclusion of the Rite Aid building northwest of the school results in 6.5 acres of land. Three of those acres are dedicated to parking. This is developable space that presents an opportunity to meet many of the goals of the community and the *West Salt Lake Master Plan*. **The three direct goals are adding residential density, creating viable mixed use nodes and encouraging redevelopment within neighborhoods through compatible higher-density residential development.** Indirectly, it also can bring about infrastructure and public transportation improvements.

A node of any size needs transportation access and visibility from major thoroughfares to thrive. There is currently only one bus route through the node and it only passes by every 30 minutes. The streets leading to the node from Indiana Avenue and California Avenue are neighborhood roads. The only physical indication that there is a node here is a set of directional signs for the grocery store, Supermercado de las Americas, on those two arterials. Neighborhood nodes, however, rely on the residents within the area, usually within walking distance, to survive. So while there is room for a community node style of development here, it may be unrealistic to expect a one due to those geographic limitations. If anything, the history of Glendale Plaza should be a lesson in the importance of both a dense residential base to draw from and direct access to the node.



A market profile of the area indicates there are commercial demands that are not being met. Within a half-mile radius, there are 6,000 residents and only a handful of market types are being met within a half-mile radius of the node. The highest demands—automotive parts, grocery stores, gas stations, general merchandise stores and all types of restaurants—are all underserved. The unfulfilled grocery store demand is noteworthy because Supermercado de las Americas is one of only three grocery stores in the community and the only one in Glendale. The estimated grocery store demand in 2012 was four million dollars and 30 percent of that was met within a half-mile radius of the intersection. The Glendale Plaza node is most suited for mixed use development that has a strong residential component. It is surrounded entirely by single-family residential properties, including some of the largest and lowest density blocks in the community (between three and four dwelling units per acre). Adding density, and designing it to be compatible is the first step. The amount of potential developable space, in addition to design and buffering considerations, may allow for building heights ordinarily found at community nodes. The additional density may increase demand enough in the immediate area to attract additional businesses to the node or encourage local business development.

### Community Nodes

Community nodes are larger in scale than their neighborhood counterparts because they generally offer retail and services that attract people from a larger area. While some existing community nodes do not have residential components, new developments at these locations should incorporate housing. These nodes provide good opportunities to add density with multi-family residential units. Densities should be on the order of 20 to 30 dwelling units per acre with appropriate building forms to complement adjacent lower density uses if necessary. **Accessory dwelling units (ADUs)**, which are fully separate dwelling units that are located on the same lot as the primary residence, may be appropriate at community nodes. ADUs are an effective way to increase density within the stable areas, especially with the community's deep single-family lots. Retailers such as grocery stores, clothing stores or small professional offices are appropriate anchors for community nodes. These nodes can also be anchored around or include institutional uses, such as churches, schools or daycares. Community nodes should be comfortable and safe for pedestrians and bicyclists while providing some off-site parking that is located behind or to the side of the buildings. Developments around these type of nodes should also be accessible to regular public transportation service.

#### *West Salt Lake's Community Nodes*

The following intersections are current or future community nodes:

- 900 West at 400 South
- 900 West at 800 South
- 900 West at California Avenue
- Redwood Road at Indiana Avenue
- Redwood Road at California Avenue
- California Avenue at Concord Street and Glendale Drive

Community nodes are effective in highlighting the diversity and unique characteristics of the area because they may be good locations for businesses that cater to a specific population. Specialty markets, such as those that focus on a specific cultural background—such as Polynesian or West African markets—are good fits for community nodes because they can draw residents from the immediate area while also accommodating those who rely on public transportation or who drive to the location.

#### **900 West at 800 South**

This intersection is currently the best example of a community node. It has a grocery store anchoring the intersection with other commercial uses that attract patrons from the entire community. The residential component is underdeveloped around the node because the surrounding uses are almost entirely single-family residential. Thus, additional density at the intersection of 900 West and 800 South should not only improve the accessibility of the node for pedestrians and cyclists, but increase the opportunity for expansion of the commercial base.

**The most frequently cited need in the community was restaurants and specifically family-style (or full service) restaurants.** There are some scattered within the neighborhoods and a few more on Redwood Road, but there is a perception among some residents that many residents go to West Valley City for restaurants. A profile of the retail market around the 900 West/800 South node (which includes the neighborhood node at 900 South) shows that there is a demand for those uses that is not being met in the immediate area. The analysis supports the community's belief: In the half-mile radius around the two nodes, approximately 80 percent of the demand for restaurants, cafes or bars is not being met within the neighborhood. In other words, residents around the 900 West and 800 South area likely have to drive to the other side of the community or outside of it to reach a full-service restaurant. This underscores the additional comments regarding variety.

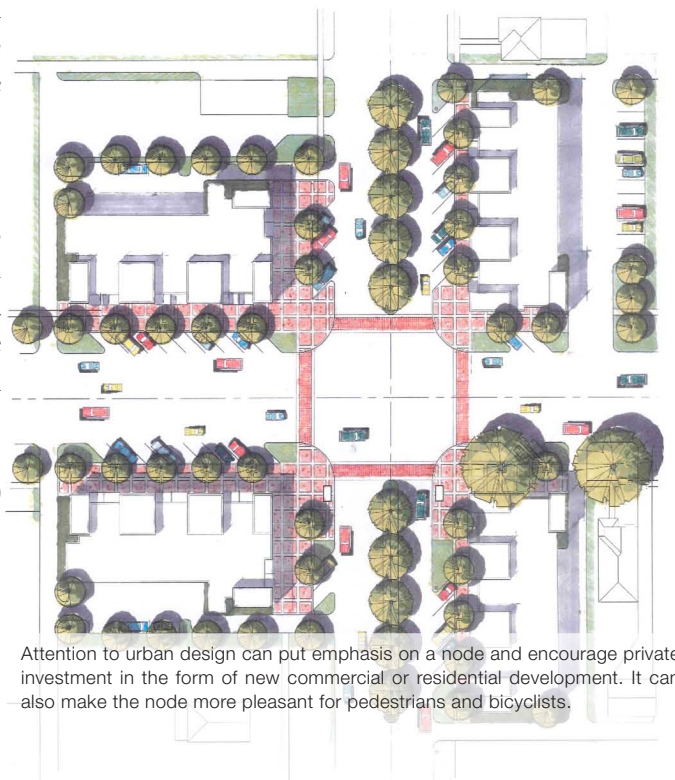
There are also few places for residents to purchase things such as **furniture, appliances, electronics, sporting equipment, health and beauty supplies and clothing.** Very little of this estimated demand is being met within a half-mile of the node though some of it may be regional and eventually met elsewhere in the community. The second highest retail surplus—where the supply far exceeds the demand—in the area was grocery stores. The presence of Smith's at the intersection is the primary reason it is a community node, as people from all over West Salt Lake shop there. The highest surplus was in the online shopping industry due to the presence of merchandise storage facilities in the 700 West corridor. The items residents want may be in the area, but they are not directly sold in the area.

It would also be beneficial to consider a commercial connection between this node and the node at 900 South. This smaller node, which has a direct link to the Jordan River and other recreational assets, could provide some smaller neighborhood-scale establishments that may not be appropriate at the larger node. It is also possible and likely that long-term growth at these two nodes will result in their combination into a larger node. It also provides an opportunity for a larger development within the two blocks between 800 South and 900 South where a larger development could incorporate not only more commercial uses, but also the residential density to support both of the neighborhood uses while the larger uses still draw from the community.

### ***900 West at California Avenue***

The intersection of 900 West and California Avenue is atypical for a standard community node because the main anchor is the Sorenson Multicultural and Unity Center and there are currently no commercial uses at this location. The Sorenson Center offers recreation, cultural and educational services that draw residents from the entire community. There are some opportunities for smaller, neighborhood-scale commercial uses in the small block between 1300 South and California Avenue and on the south side of 1300 South east of 800 West.

This node deserves better connections to other community assets. Though the Jordan River is less than 500 feet away from the intersection (on 900 West), there is no direct access



Attention to urban design can put emphasis on a node and encourage private investment in the form of new commercial or residential development. It can also make the node more pleasant for pedestrians and bicyclists.



to either the river or the Jordan River Parkway. The closest access point is one-third of a mile west on California Avenue. This connection, though indirect, is still important, as it can encourage residents to walk between their homes and the cultural center by using assets such as the Jordan River Parkway. Signage, special striping, or other wayfinding techniques would help establish this connection. Walking and bicycling are key elements of the community's future and providing **safe and family-friendly access to resources and assets is a core goal of this plan**. This connection will be part of a larger "cultural network" in the area, including the Glendale Library and the International Peace Gardens. Strengthening this network not only provides residents with the ability to forego using a personal vehicle, but it allows them to engage in their neighborhoods on a more personal level and promotes healthier travel choices.

There is an opportunity on 900 West at 1300 South to create a small access point to the Jordan River and possibly to the Jordan River Parkway. At this point, the Jordan River is less than 200 feet from the right-of-way and proximity to the California Avenue and 900 West node opens up opportunities for highlighting the node's importance with signage or other urban design elements.

## Regional Nodes

Regional nodes are locations that are major magnets for large commercial uses, professional offices and multi-family developments. Regional nodes are served by at least one arterial street (preferably two) so that they are easily accessible by automobiles and public transportation. Streets serving these nodes should have bicycle facilities and the developments themselves should include mid-block routes and public spaces for pedestrians. A focus on public transit, bicycling and walking to these nodes is important for the long-term health of the community. They are major attractions for employment and community activities and alternative travel options encourage physical activity and better air quality.

### *West Salt Lake's Regional Nodes*

The following intersections are current or future regional nodes:

- Redwood Road at 400 South
- Redwood Road at 1700 South
- Redwood Road at 2100 South
- 900 West at 1700 South

Not every building at a regional node will be mixed use, but the development itself should contain multiple uses that complement each other, such as office buildings and restaurants. Additionally, offices and businesses should be integrated with one another to take advantage of shared parking and make more efficient use of the developable land. If housing is part of the development, the residential density should be high—no less than 50 dwelling units per acre—and height limits at these locations should be set to accommodate the types of development that is desired.

There is a spectrum of regional node types and the mixes of uses at any given node may differ substantially. In that sense, regional nodes within a community do not necessarily compete. One regional node may consist of a large office complex, a family dining restaurant and condominiums, while another may be composed of educational facilities, a business incubator development and a couple of small cafes, for example. The ultimate goal is that any regional node is a destination for all residents within a metropolitan area. The development around two additional Redwood Road nodes—Indiana Avenue and California Avenue—will be hybridized regional nodes because the eastern halves of each intersection are not suitable for large scale development due to constraints that are discussed below.

### *Redwood Road*

Because of the size of Redwood Road, and its current status as a major gateway into Salt Lake City, the intersections of 400 South, 1700 South and 2100 South have the potential to become strong regional nodes. Large employment



centers west of I-215 but within a short distance of Redwood Road provide a daytime population for restaurants, retail stores, or fitness centers. This would complement potential high-density residential and office or business park development at these intersections to boost the overall market for redevelopment. Traffic counts from the Utah Department of Transportation from 2010 (the latest available) show that the traffic volumes on Redwood Road between I-80 and Highway 201 are similar to those found on State Street between Downtown and 2100 South. State Street is also in need of redevelopment, but it offers a selection of stores, restaurants and services that exceeds those found on Redwood Road. The difference between the development of Redwood Road and State Street is likely rooted in their histories—State Street was the direct route from the south to Downtown Salt Lake City and has had unimpeded connections to the neighborhoods east of it. With similar traffic volumes and similar nearby adjacent residential densities, it is likely that a catalytic development at one of the regional nodes on Redwood Road could spur development along the corridor.

Redwood Road's intersections with both Indiana Avenue and California Avenue have constraints on their eastern halves that limit the potential for a full regional node. The Redwood Road/Indiana Avenue intersection is very close to single-family development, so compatibility would be an issue. It would function like a hybrid node, with smaller scale regional development on the western side and with two-story development on the other. California Avenue may function as more as a community node/regional node due to the presence of the Surplus Canal and single-family development just a block east of Redwood Road.

The timing of redevelopment at Redwood Road's nodes will have an effect on the community nodes within West Salt Lake. If Redwood Road begins to develop before the nodes within the neighborhoods, it may impact the extent to which those nodes, particularly the community nodes, can develop. For example, a large office park with a couple of restaurants at Redwood Road and 1700 South may meet whatever demand exists or has been created in the area. Thus a node such as California Avenue and Concord Street, which might otherwise support an additional family restaurant to accompany the existing businesses, may not have the market to do so until there is additional residential growth.

### ***900 West at 1700 South***

900 West at 1700 South is another location where there is potential for a smaller regional node. Professional offices, educational facilities, such as a small satellite college campus, and supporting commercial retail and service uses would provide a nice transition between the residential and community uses north of the intersection and the industrial uses to the south. According to 2012 retail market data, there are over 30 businesses within a half-mile of the node, but only two of them could be classified as restaurants. A majority of them are dedicated to vehicle sales, repair or auto parts, all of which have a regional draw (the supply of these businesses exceeded the local demand by 250 million dollars in 2012). While these businesses are not necessarily major employers, there is at least an existing concentration of businesses in the immediate area that can be expanded upon and diversified. The commercial businesses here then can be geared towards the daily needs of employees in the area instead of residents, only 2,000 of which live in that radius, who can then depend on closer nodes for their more frequent needs.

## **Recreation Nodes**

Rivers and trails in a community open up the opportunity for the development of recreation nodes. These nodes do not fit within the traditional framework of nodes listed above. They can be considered in terms of neighborhood, community or regional nodes, but there is a considerable variety of uses and levels of development that can create a recreation node. The intersection of two trails could be a recreation node (900 West and 900 South) just as much as a concentration of active public spaces such as tennis courts with a private waterpark could be.



**The two most important elements of successful recreation nodes are access and presence.** A recreation node must be easy to get to (and just as easy to enjoy) and must also attract residents and visitors so it remains vibrant and safe. Like underutilized commercial nodes, underutilized recreation nodes can quickly lose their function and importance in a community, so ongoing maintenance and investment are key.

**West Salt Lake's Recreation Nodes**

The following intersections are current or future recreation nodes:

- 900 West at 900 South
- 1700 South at the Jordan River
- Redwood Road at 900 South

**900 West at 900 South**

The 900 West/900 South node has is unique because it has the potential to be a neighborhood node within a larger recreation node. Numerous recreational and open space assets converge at this node: the Jordan River, the Jordan River Parkway, the 9 Line, the International Peace Gardens, Jordan Park and 9th South River Park. Additionally, the restoration of the riparian environment on the oxbow, the reconstructed 900 South stormwater wetland, and the interpretative opportunities for each, make this a unique opportunity to highlight the West Salt Lake community and create a regional recreational attraction. One of the city's primary action items should be highlighting these assets as equals to other similarly unique recreation assets within other Salt Lake City. The Bonneville Shoreline Trail on the East Bench is one such asset, as it has similar qualities with connectivity and the mix of active and passive recreation opportunities.

## CONNECTING THE NODES

### The Existing Network

Each tier of the node hierarchy requires consideration of the interface between the level of development and the level of transit service. Neighborhood nodes do not require the same frequency and quantity of transit routes that are needed at regional networks because the residential densities and commercial intensities are drastically different. Additionally, the concentration of jobs at community or regional nodes is unlikely to play a major role at neighborhood nodes, so the frequency of buses, for example, may not be as important. However, not all commercial, entertainment or recreational needs can be met at each step on the node hierarchy and not all residents will live in walking distance to each. It should be noted that the network needs **direct and reliable connections to the rest of the city.** There are certain important destinations that are necessarily outside of West Salt Lake such as Downtown, the University of Utah and the airport. One of the explicit goals of the *West Salt Lake Master Plan* is **improving the connections between this community and the rest of the city.** So, while this document focuses only on nodes in West Salt Lake, there are very important nodes just outside the community's boundaries. The 800 West and Fairpark TRAX stations on North Temple, the TRAX station at 200 West and 900 South, and the Intermodal Hub on 600 West are major connection points to the rest of the city and region.



One key to encouraging smarter transportation options is finding the most efficient and equitable way to connect all nodes. With the exception of Glendale Plaza, each of the nodes that were identified and that will play a role in the growth and expansion of West Salt Lake are on at least one of the community's arterial or collector streets



(900 West, Redwood Road, 400 South, 800 South/Indiana Avenue, 1300 South/California Avenue, 1700 South and 2100 South). **As a result, multiple nodes can be connected with a single bus route and it is possible that all the nodes can be connected by just two routes.** The bus service within West Salt Lake's interior was a frequent point of discussion with residents and it was considered unreliable. Currently, there are bus routes on all but one (800 West/Indiana Avenue) of the arterial or collector streets in West Salt Lake and another north-south route that meanders through the middle of both neighborhoods between California Avenue and 400 South. All of these routes run at 30 minute frequencies. Notably, while there is direct bus service to the Ball Park (1300 South) and Central Pointe (2100 South) TRAX stations, there is no direct service to the 900 South TRAX station or the Jackson/Euclid (800 West) or Fairpark TRAX stations on North Temple. Additionally, **there were complaints about the quality of bus stops in West Salt Lake and concerns about accessibility of stops for those in wheelchairs or with other mobility limitations.** As an example, a bus stop on 900 West (pictured above) has no access from the sidewalk for residents in wheelchairs and the stop would be nearly inaccessible in inclement weather.

Ideally, **improved transit infrastructure** in the form of expanded or streamlined neighborhood bus routes in addition to bus rapid transit on Redwood Road would serve two purposes. First, it would provide connections between neighborhood nodes where people live to regional nodes where people work. Expanded bus service would also open up the larger regional transit network with direct and reliable access to TRAX and FrontRunner.

### Building the Network

Salt Lake City's renewed efforts to reestablish a streetcar network, in addition to West Salt Lake's history of streetcar activity, have spurred some discussion about the streetcar's potential in the community. That discussion is an important one for the future of Glendale and Poplar Grove, but it should be tempered with the reality that beyond the current Sugar House route and the potential Downtown route, there are neither plans nor funding available for any additional streetcar infrastructure currently.

By 2014, however, it is anticipated that the creation of a citywide public transit plan will be underway. During that process, feasibility studies, analysis of ridership potential and public participation will be used to determine the role of streetcar in West Salt Lake's future. A streetcar may be a viable option in the long-term along streets like California Avenue, 400 South or 900 West, connecting regional nodes on Redwood to community and neighborhood nodes within the community and nodes outside of it. Fixed transit such as streetcar can perform two functions. It can serve as a connector between existing populations and provide residents access to a larger area without requiring use of a car. At the same time, streetcar can also be used as a catalyst to bring new development to the area. The function depends heavily on the specific conditions of an area such as the residential density, the existing type of development and the potential routes in the area. In West Salt Lake, a streetcar would potentially function on both levels: it will catalyze development at the nodes while providing convenient access and connections through and along the low-density residential areas.

**Growth of the community is the first step towards that goal: increasing the residential density in the community and establishing strong mixed and multi-use development at these nodes in West Salt Lake is the more immediate need.** As the nodes grow and become destinations for employment, shopping, entertainment or housing, the need to connect them to other parts of the community and city will become more pressing. There will be a need for more streamlined bus service, especially between neighborhood nodes and the regional nodes on Redwood where there will eventually be bus rapid transit service and larger employment centers.

## MOVING FORWARD

### Create a more conducive environment for redevelopment at neighborhood nodes.

**Low-Intensity Mixed Use Development.** The Salt Lake City Planning Division shall analyze its existing zoning districts to determine what zoning changes will provide the most flexibility for low-intensity mixed use development around identified neighborhood nodes. Building heights at residential nodes should be limited to 35 feet or three stories without density limitations provided the other development regulations are met. The goal should be between ten and 25 units per acre. Residential uses should not be required as part of the development but encouraged with other incentives.

**The Pedestrian Experience.** The pedestrian experience around neighborhood nodes should be one of the focal points of redevelopment and capital improvements in West Salt Lake. The city and community should prioritize projects at the identified intersections in this plan through the Capital Improvement Plan, such as decorative crosswalks, signage and wayfinding programs, intersection bulbouts where space permits, public artwork, street trees and similar types of improvements. Street lighting should be emphasized at intersections and be scaled to the pedestrian level. Ongoing recording and comparative analysis of pedestrian-vehicle conflict data (e.g., pedestrian-vehicle collisions, accidents and moving violations) should be used to inform future projects at neighborhood nodes.

**Local Business Expansion.** The Salt Lake City Economic Development Division should focus its local business development efforts to make existing and potential business owners aware of the benefits of being located at neighborhood nodes. These nodes should be highlighted as potential locations for relocation or establishment of those businesses.



**900 South and 900 West.** The intersection of 900 South and 900 West should be the focus of a special redevelopment program to realize the potential of, and take advantage of, community interest in this neighborhood node, despite the limitations. **The Southwest Corner:** The existing businesses on the southwest corner should be incorporated and made the anchors of a larger and more cohesive development. **Sunday Anderson**

**Senior Center:** The city should work with Salt Lake County to find a unique way to expand the role of the Sunday Anderson Senior Center in the node's growth, possibly through expansion into a larger development with complementary neighborhood uses. **Billboard Relocation:** Salt Lake City should work with the property owner and billboard owner of the billboards on the northwest corner of the property to find a more appropriate and mutually beneficial location.

**Glendale Plaza.** Salt Lake City's Planning Division should find a suitable way to encourage multi-family infill development at the intersection of Navajo Street and Glendale Drive to encourage additional commercial development that complements the existing commercial, institutional and residential development at the intersection. Keeping in mind the failure of the previous Glendale Plaza commercial development, the focus should be on residential development here. There should be flexibility with regard to height, parking and landscaping due to the nature of the intersection and the development pattern.



### Create a more flexible regulatory environment for redevelopment at community nodes.

**Maximize Use of Property.** Allow property owners at the identified community nodes to take full advantage of their properties to add density and commercial intensity to the area. A certain percentage of residential development should be required for developments over a certain size and the density benchmarks should be between 25 to 50 dwelling units per acre. Developers should be encouraged to aim for three to four stories in height, provided appropriate buffering and landscaping can make the new development compatible with any surrounding single-family development. Parking should be required for all uses, but it should be located behind or to the side of buildings and shared parking should be strongly encouraged to maximize developable space.

**Pedestrians, Bicyclists and Vehicles.** Because community nodes rely on pedestrian, bicycle and vehicle activity to survive, a balance between the three should be the goal for capital improvements at these intersections. Parking lots should always be located behind or to the side of buildings and entrances to parking lots should be on side streets if possible. Street lighting should be designed to minimize the potential for incidents between pedestrians, bicyclists and vehicles, and traffic calming devices such as medians, bulbouts or planters should be used where possible.

**Wayfinding and Orientation.** The Community and Economic Development Department should consider a pilot program for wayfinding and orientation between the identified community nodes in West Salt Lake. Due to the layout of nodes in West Salt Lake and the need to encourage healthier activities such as walking and bicycling in the community, the program should establish a “tour of the community” that informs residents and visitors of the distances between nodes and assets in the area and makes use of the Jordan River Parkway and the 9 Line.

### Create a foundation for the development of regional nodes in West Salt Lake.

**Removing Barriers and Recruitment.** The Salt Lake City Planning Division and the Economic Development Division should work together to identify the zoning regulations that may be barriers to creating regional nodes in West Salt Lake. The Economic Development Division should use the flexibility in development at regional nodes as a recruitment tool for large commercial, institutional or office park development.

**High Density Residential and Multi-Use Development.** The Planning Division should put in place a zoning district (or districts) at the identified regional nodes that has no density limitations and flexible height regulations to encourage high density residential development and compact, multi-use development. The ideal densities at nodes such as Redwood Road and 1700 South and Redwood Road and 2100 South should be between 75 and 100 dwelling units per acre. At Redwood Road and 400 South and at 900 West and 1700 South, densities between 50 to 75 dwelling units per acre are more reasonable.

### Continue to support the development of recreation nodes in West Salt Lake.

**Infrastructure Maintenance and Improvement.** As part of other goals and strategies in this plan, and because of the unique recreational assets in West Salt Lake, funding for ongoing maintenance and improvement of its recreational infrastructure should be one of the priorities of the city. The intersections between the trails and streets should be considered an opportunity for creating public spaces and highlighting the city’s ongoing emphasis on recreation and public art.



**Build and maintain an active, multi-modal network between West Salt Lake's nodes and nodes outside the community.**

***Strengthening the Transit Network.*** As part of the citywide transit plan, connections between West Salt Lake and the rest of the city should be carefully considered. The potential for additional transit in West Salt Lake should be analyzed in light of the physical barriers surrounding the community, the lack of reliable internal transit and connections to existing transit outside the community and the need for equitable distribution of transit for all city residents.

***Bus Service:*** Salt Lake City should encourage the Utah Transit Authority to improve the overall reliability and quality of bus service in West Salt Lake and make efforts to improve the quality and accessibility of bus stops in the community. ***Rail Service:*** As part of Salt Lake City's citywide transit master plan, the role of rail service—especially streetcar—in West Salt Lake should be reviewed and the city should consider how it can be used to strengthen the east west connections between West Salt Lake and downtown.

***The 900 South East-West Connection.*** Using the 9 Line corridor as a template, Salt Lake City should explore ways to highlight the connection between West Salt Lake's 900 South and 900 West intersection and the 9th & 9th neighborhood node at 900 East. Thematic design elements such as pavement markings, signage or special road signs, for example, should be part of the connection.



# REDWOOD ROAD

## VISION

*Redwood Road is a safe, attractive and welcoming public space for automobiles, bicyclists, pedestrians and transit users that provides access to a variety of retail, service, employment and housing options to the residents of Glendale, Poplar Grove and residents of other parts of the Salt Lake Valley.*

## A DIVIDING LINE

Redwood Road is an arterial state highway that is one of only two north-south roads in West Salt Lake that provide access beyond both the community's northern and southern boundaries. The segment within West Salt Lake, between I-80 and Highway 201, is 2.75 miles long and serves as a divider between residential and industrial land uses that make up the rest of Salt Lake City westward. Its average daily traffic volume over the past ten years has remained steadily within the 20,000 to 25,000 vehicles-per-day range.

## Land Uses

Currently Redwood Road is zoned for commercial activity, but it was only 20 years ago that the west side of the road was zoned for manufacturing uses. Today the properties on the west side are split-zoned. Commercial zoning is typically found on the first 100 feet from the road and the remainder of the land westward is industrial. As a result, a significant percentage of the development is light manufacturing or heavy commercial. The uses that are not industrial are either office uses or regional commercial uses (e.g., recreational vehicle sales, sign shops, and welding services). The remainder of the commercial uses, including financial services, gas stations and fast food restaurants, serve West Salt Lake's residents and the employees in the area. Many residents and employees indicated that they would like to see more types of retail and more options for retail and services.

## Transportation

Redwood Road's regional importance has led to a development pattern that favors automobile traffic. The right-of-way is two or three lanes, usually with a center turn lane, and a variety of shoulder configurations (though the Utah Department of Transportation is proposing changes to the shoulders throughout the corridor). The

corridor's automobile orientation is reflected in comments from residents who participated in the development of this plan. Redwood Road is considered "unsafe" or "hostile" for pedestrians and bicyclists. For example, the lack of and condition of sidewalks were identified as concerns. Between 400 South and 2100 South, only 75 percent of the west side and 80 percent of the east side have sidewalks. Existing sidewalks vary dramatically in quality and location and are often directly adjacent to the street, which offers little protection from the volume and speed of road traffic. A majority of the buildings along Redwood Road are set back between 50 and 150 feet from the street. Parking lots are typically next to the sidewalk with numerous driveways.

Unnecessary driveways and entrances to parking lots increase the potential conflicts between pedestrians, cyclists and vehicles. Development is spread out and, especially on the west side of the street, there are several undeveloped or underdeveloped parcels.

Crossing the street is also problematic. There are only seven controlled intersections on Redwood Road in the study area: 400 South, 500 South, Indiana Avenue, California Avenue, 1500 South, 1700 South and 2100 South. Other than 1500 South, these are Redwood Road's primary cross-streets. None of these crossings have pedestrian refuges within the road. The right-of-way is a considerable deterrent for walking, as the crossings are anywhere between 80 feet (Indiana Avenue) and 145 feet (2100 South). As Redwood Road develops and commercial and residential development expands, with more commercial options located on the west side of the street, additional crossings and other infrastructure (such as pedestrian refuges and raised crosswalks) will become necessary.



Redwood Road is also designated as a paved shoulder bicycle route, a route with extra space for cyclists, but not for a full separated bike lane. The width of the paved shoulder varies significantly throughout the corridor and there is no signage alerting motorists to the potential for cyclists. With numerous access points between private property and the right-of-way and the high volume and speed of traffic, cyclists typically opt for neighborhood roads or the Jordan River Parkway. These routes are typically indirect and longer, both in time and distance, especially if both the origin and destination are both on Redwood Road. There are short-term plans for striped bicycle lanes on Redwood Road between 2100 South and I-80. Over time, however, options should still be considered that provide better separation between cyclists and high-speed traffic.

UDOT has already scheduled improvements for Redwood Road between I-80 and California Avenue for 2013 and between California Avenue and Highway 201 for 2014. The improvements include construction of curb, gutter and sidewalks and placement of bicycle lanes. These basic infrastructure components are a first, important step towards the corridor's transformation.

### Competing Goals

The most succinct way to describe the community's concerns with Redwood Road is that **the past goals for Redwood Road are not compatible with the goals of Redwood Road today**. Those old goals are easy to determine based on the development pattern. Redwood Road is a quick and efficient vehicular route in and out of West Salt Lake for trucks, commuters and residents. It also provides a seamless connection between industrial



lands in the area and the highway system. Finally, it has been the most recent boundary for full-scale industrial properties to locate and operate. These old goals are often at odds with the vision of Redwood Road as an attractive pedestrian- and bicycle-friendly road lined with places to live, shop, work and play.

## REDEFINING A CORRIDOR

Redwood Road's future was discussed in detail at the public meetings held and the types of changes desired covered a broad spectrum of needs. The issues raised fit in three general categories: **the appearance of Redwood Road, land uses, and transportation and connectivity**. The most prominent and consistent themes, however, related to land use. **Residents were generally unhappy with the proximity of heavy industrial uses to neighborhoods and wanted to see more commercial options and residential growth in their place.** Employees along Redwood Road and in the industrial parks to the west were not content with the commercial activity along the street.

The dissatisfaction with Redwood Road from both residents and workers resulted with a vision of Redwood Road as a safer, more inclusive public space that provides the Glendale and Poplar Grove communities with options for living, shopping, eating and entertainment. The east side of Redwood Road would include a variety of mixed use development options with a focus on neighborhood commercial needs, while the west side would be home to larger-scale retail and services, employment centers and other ancillary development. The community's desire to have more retail and service options within its boundaries is tied to the need for more residential development. Redwood Road is one of the few locations within West Salt Lake that can handle increased residential density and many of those new commercial uses. The current land uses along Redwood Road are not indicative of the size, scope or importance of the road. **The future Redwood Road corridor should be a road that underscores the role of Redwood Road in the community and in the region.**

There are several steps required to fulfill this vision, including capital improvements, investment in urban design and large-scale changes in zoning. Before redevelopment begins, the city should undertake two actions. First, the city should create regulations that address the corridor's needs and help establish the vision. Second, infrastructure and public space improvements should be included in the city's Capital Improvement Plan as a priority. Other funding sources should also be identified to accomplish these needs.

### The East Side of Redwood Road

The east side of Redwood Road is one of the few places in West Salt Lake where residential density can be significantly increased. For example, between 500 South and Indiana Avenue, the average residential density is five units per acre. Farther south, between Indiana Avenue and 1700 South, the density is only slightly higher at six units per acre. These densities are representative of the average density of the community as a whole—6.5 residential units per acre. Low residential densities over an entire community reduce the likelihood of commercial expansion in the area because, in many cases, the population is not enough for a business to thrive. They also reduce the likelihood of generating enough transit trips to justify investment in new and better public transit. Low densities can also indicate that the mix of residential types is skewed towards detached single-family homes. Since Redwood Road is one of the few places in West Salt Lake that can accommodate additional residential density, the corridor's redevelopment is key to both establishing a base for more diversified commercial options and to offering the multi-family housing options that are severely lacking elsewhere in the community.

Additional density on Redwood Road would also increase the pedestrian traffic on the street and facilitate a gradual move to an environment suited for more transportation options. Short-term actions, such as zoning changes, are the first steps towards this transformation.

### ***300 South to Surplus Canal***

Despite the low single-family densities near Redwood Road, zoning changes can help facilitate denser residential and commercial development on its east side with little impact on the neighborhoods. Throughout most of the corridor, parcels are between 300 and 800 feet in depth. This pattern, with the right flexibility in development regulations, provides ample square footage for establishing dense mixed use developments and buffering these more intense land uses from the single-family neighborhoods with gradual height adjustments or landscaping. At Indiana Avenue, where single-family development is immediately adjacent to Redwood Road, redevelopment should be on a smaller scale and occupied with low-intensity land uses.



An example of what a moderate amount of redevelopment would look like at the corner of Indiana Avenue and Redwood Road.

Densities along the corridor should average 20 to 50 units per acre with buffering guidelines in place. This density range will require heights ranging between 35 and 75 feet. At Indiana Avenue, however, ten to 20 units per acre, with heights up to 35 feet, are more reasonable and would still allow for moderate residential development, such as townhomes or live/work units with small commercial establishments at the street level. The density limitation at Indiana Avenue should not be specifically written into the zoning district, but should be regulated organically through the buffering and setback requirements applicable throughout the district.

Normally the tallest buildings in a corridor are desirable at intersections for emphasis. However, with the proximity of the single-family properties at Indiana Avenue, development should be designed to provide transitions between larger multi-family developments on Redwood Road and the neighborhoods on Indiana Avenue. Over time, it is reasonable to expect that this intersection will grow and the transition will move farther east on Indiana Avenue. Until that time, however, this important intersection for the Glendale and Poplar Grove neighborhoods could be emphasized in other ways, such as with prominent urban design features like banners, street trees or public artwork.

### ***Surplus Canal to 2100 South***

Farther south there is also an opportunity to increase the community's residential base more intensely. South of 1700 South, development along the east side of Redwood Road would abut only the city-owned Glendale Golf Course and lie within a half-mile from the Surplus Canal and Glendale Park and less than a mile from the Jordan River, the 17th South River Park, and Seven Peaks Water Park. Because there are no adjacent single-family neighborhoods, building heights could be increased and rear yard setbacks decreased, allowing for higher residential densities that take advantage of the proximity of Highway 201 and adjacent open space. Commercial and office uses should also be part of the zoning district's allowable uses in order to build the regional nodes at 1700 South and 2100 South.



### **9 Line at Redwood Road**

The 9 Line meets Redwood Road about 400 feet south of Indiana Avenue. This is the current western terminus of the trail, but the goal is to extend it to the Surplus Canal where it would join the future Surplus Canal trail. This is an important connection and its intersection at Redwood Road provides an opportunity to establish a public space that could serve as a gathering spot for residents. One underlying theme of the public's visioning for Redwood Road was the need to make Redwood Road safer and more attractive for residents. A pedestrian- and cyclist specific-connection between Redwood Road and downtown via the 9 Line also reflects the community's role as the hub of recreational activity in Salt Lake City. Iconic infrastructure and high-quality urban design are important considerations for making this a destination.

### **The West Side of Redwood Road**

In West Salt Lake, Redwood Road has long been the eastern edge of residential land uses and this boundary should be maintained. The west side of Redwood Road is not suitable for residential development because many of the properties have been, or are currently, sites for intensive industrial development. Even the parcels that have been remediated or that were not used in this way are still adjacent to those industrial sites. In this case, Redwood Road's role as a buffer is critical to achieving the vision for the corridor.

Zoning changes, development guidelines and capital improvements can soften the boundary and provide numerous opportunities for commercial expansion. This transition is a key element of creating a corridor that works for both residents and employees. The incompatibility between the two sides of the road was a common part of the discussion about Redwood Road and how it contributes to the appearance of the streetscape. Buffering with park strip and median vegetation may help create a less intense transition and also beautify the street, meeting both goals. The eventual redevelopment of the properties on the west side of the street will provide a better long-term buffer from the industrial uses closer to I-215. The current commercial zoning along the Redwood Road frontage should be eliminated and replaced with a district that prohibits the uses that are common along the corridor now in favor of community-oriented businesses. The amount of vacant and underdeveloped land is ideal for a regional office, business or research park that would benefit from the direct access to the airport, highway system and the industrial businesses to the west. It is also a location that could house services that are currently lacking in West Salt Lake, especially large-scale, around-the-clock health care services and dental services. Grocery, clothing and gardening stores are three other commercial uses that would work well on Redwood Road. Developers should put an emphasis on building and site design that **reflects the desired multi-modal character of Redwood Road**. Examples of appropriate elements for new construction include landscaping between travel lanes and sidewalks, limited parking between sidewalks and the buildings and storefronts that directly face Redwood Road.

The area set back from Redwood Road and I-215 should be rezoned to a business or industrial park district that focuses heavily on building design, site design and compatibility with the overall vision of Redwood Road. The zoning should promote large-scale commercial and office uses and prohibit uses that generate nuisances like some of the heavy commercial uses seen there today. There are good examples of this kind of development already within Salt Lake City. Sequoia Vista Circle, a cul-de-sac off the west side of Redwood Road, is home to a small office park that is designed to soften the transition between the heavier uses to the west and the commercial uses on Redwood Road. The western extent of Directors Row is another example of a larger-scale industrial setting that maintains a sense of order and appropriate design. This style of regulation allows the corridor to gradually transform while also maintaining some of the area's stability, employment base and daytime populations. It is important that certain existing high-intensity land uses be encouraged to relocate or required to be designed in accordance with the new design standards if they are expanded.

The idea of an “entertainment zone” also came up in some public forums. Residents mentioned that West Salt Lake lacked some of the more specific types of recreation facilities you might otherwise find on the outskirts of residential areas. The waterpark on 1700 South is one type of facility that is in West Salt Lake, but some residents believed that Redwood Road would be a good location for other types of entertainment. A movie theater complex was the most common type mentioned, as the nearest movie theaters were either Downtown or in West Valley City. Another type that was mentioned less frequently, but that is worthy of consideration, was a large family entertainment center with miniature golf, go-karts or an arcade (a local example cited was Boondocks in Kaysville and Draper). The entertainment complex concept was especially desirable for residents because of the benefits it could have for the community’s youth. There was a general discussion about creating a safe, family-friendly activities and opportunities where children and teenagers could spend time as a preventative measure for some less-desirable activities. There are parcels on the west side of Redwood Road that would be good candidate sites for a movie theater, a family entertainment center—or perhaps both—and that would serve to not only spur development on Redwood Road, but also to provide the types of opportunities for West Salt Lake’s youth that their parents desire.

## Gateways

Redwood Road serves another important function as a gateway into West Salt Lake’s neighborhoods and employment centers. The limited number of routes in and out of the community guarantees that Redwood Road will continue to carry a heavy amount of traffic. The fact that it is a regional commercial corridor and an employment base area further underscores that point. As the corridor redevelops, it can be an attractive and convenient option for travelers arriving to the airport or via I-80 from points west. It would also welcome area employees when they arrive from West Valley City and other points south. Gateway treatments for arterial streets such as Redwood Road can have two positive impacts. It can beautify the street and make the area more welcoming, but it can also help calm traffic speeds and make the street safer for other modes of transportation.

**Signage is a common type of gateway treatment.** A simple sign introducing the city or the neighborhood is effective. San Diego is particularly noteworthy in this regard, as many of its old neighborhoods, including North Park, University Heights and the Gaslamp District, are marked with distinctive signs that are highly visible at both day and night. This is only one example of such gateway signage, but with the size and scale of Redwood Road, something similar may work well in conjunction with other elements.

Landscaping is another common type of gateway treatment and should be considered as the baseline for Redwood Road’s gateway at 400 South and 2100 South. To meet Salt Lake City’s sustainability goals, landscaping should be designed to minimize the need for watering and be native or appropriate for the climate. Public art could also be used to give each gateway its own unique properties and provide an effective opportunity for community involvement. Work by artists local to the community should be favored and contests could be held on a rotating basis to further fine arts education and maintain interest within the community.

## Transit and Transportation Improvements

The long-term transformation of Redwood Road will necessitate other changes within the corridor. Redwood Road has already been identified as a potential future **bus rapid transit (BRT) route** in the *2011-2040 Wasatch Front Regional Transportation Plan* as part of a north-south route through the entire county. The BRT route as proposed would provide residents of Glendale and Poplar Grove access to the employment centers such as the airport, downtown and then onward to the University of Utah and Research Park. BRT would also plug the City’s section of Redwood Road into the regional transit network between Ogden and Provo. For BRT to benefit the community, however, the right zoning, land uses and economic development opportunities must already be in place.

There are a variety of configurations for BRT, but an option that should be strongly considered for Redwood Road is one with dedicated right-of-way. In this scenario, **Redwood Road would have dedicated lanes for buses and stations similar to light rail stations.** This not only makes the BRT system faster and more efficient, but it also may make it more appealing to those who do not ordinarily utilize buses. It also demonstrates to potential private developers a commitment to transit along the Redwood Road corridor due to the fixed improvements, and thus provides motivation for redevelopment that standard bus service may not provide. Any configuration considered should also incorporate bicycle infrastructure into the design.



As the population increases along Redwood Road, the demand for regular bus service in addition to BRT may warrant a feasibility study for light rail or streetcar on Redwood Road. Light rail or streetcar service, however, should only be considered a long-term possibility, based on feasibility, construction costs and impact to both the neighborhoods and industrial districts. There may also be long-term potential for additional transit with an east/west orientation that provides connections through the neighborhoods to Redwood Road. What that could be and what it would look like remains to be seen, but transit in West Salt Lake will be part of the city's long range citywide transit plan.

In the near-term, regular and efficient bus service should be a priority along Redwood Road, providing connections from Redwood Road to other important nodes within or just outside of West Salt Lake. These locations include the intersection of California Avenue and 900 West, the intersection of 800 West and 900 West and the light rail stations on North Temple, 900 South, 1300 South and 2100 South.

## MOVING FORWARD

### [Back to Staff Report](#)

#### **Keep the entire Redwood Road corridor in mind while encouraging redevelopment.**

***The Big Picture.*** Even though Redwood Road is a patchwork of development opportunities, Salt Lake City should always consider the entire corridor when planning and engineering improvements. Not only is Redwood Road important to the community, but it is also a city and regional asset. The intersections on Redwood Road are important, but there is a lot of land in between the intersections. Those areas require infrastructure improvements as well. Keeping the big picture in mind is also important because there are redevelopment limitations on each side of the road, but both sides of the road need to be cohesive. Additionally, roads are public spaces by their very nature, so Redwood Road is likely the biggest public space in West Salt Lake. Consistent design treatment is a fundamental way to make all 2.75 miles of Redwood Road pleasant and inviting for everyone.

***Emphasize the Intersections.*** Redwood Road has major intersections at regular intervals and those intersections should be highlighted and emphasized to signify their roles as gateways into the neighborhoods. The Indiana Avenue intersection in particular requires attention because building heights are unlikely to play a role in its emphasis.

***Highlight the 9 Line.*** The intersection of the 9 Line and Redwood Road should be highlighted to bring visibility to the trail crossing and emphasize the importance of the trail. The full extent of this should be developed in the *9 Line Corridor Plan*.

Salt Lake City should also consider purchasing the property that abuts the 9 Line on its southern edge to establish a new public space. Alternately, the city could employ incentives or other means of encouraging development of that lot to activate the space along the trail and make it safer.

#### **Encourage residential and commercial redevelopment along the east side of Redwood Road.**

***300 South to the Surplus Canal.*** The Planning Division should establish a zoning district on the east side of Redwood Road between 300 South and the Surplus Canal that permits heights up to at least 50 feet to achieve residential densities of 20 to 50 units per acre. Developments in this area should be required to provide a residential component if they exceed 35 feet (or three stories) and residential development should be encouraged via parking reductions and other incentives.

The zoning district should heavily regulate buffering between Redwood Road development and the adjacent single-family development by focusing on techniques such as setbacks, variable height limits and landscaping. This will ensure compatible development at the intersection of Redwood Road with Indiana Avenue, where proximity of single-family development is an issue.

***The Surplus Canal to 2100 South.*** The Planning Division should rezone the properties along Redwood Road between the Surplus Canal and 2100 South to a district that permits multi-family residential, commercial and office uses with flexibility in terms of height and site design. If density limits are put in place, they should be upwards of 50 to 100 units per acre.

## **Encourage major redevelopment of the west side of Redwood Road.**

***The West Side of Redwood Road.*** The mix of zoning districts along Redwood Road's west side, currently, general-to-heavy commercial and light manufacturing, should be eliminated. In its place, two less intense zoning districts should be put in place. Property adjacent to Redwood Road should be zoned for less intense commercial land uses through a zone that requires a more coordinated and measured approach to development than the one found there now. There should be a focus on building and site design to make new construction more compatible with the desired multi-modal use of the corridor. This new zoning district should restrict the heavy commercial uses allowed there now, but welcome large commercial developments or ones that can operate free of nuisances.

The remaining properties between Redwood Road and I-215 should be rezoned for business or industrial park style development. The Planning Division should consider establishing a new zoning district that allows for some of the lower-intensity industrial uses that can be designed to be compatible with commercial development.

***Entertainment Zone.*** The Community and Economic Development Department should focus on bringing family-oriented entertainment facilities to a location on Redwood Road. Such a complex could be part of a larger commercial or office development and serve as a catalytic site for development on both sides of Redwood Road.

## **Recognize Redwood Road's role as a gateway into Salt Lake City, the West Salt Lake community and its neighborhoods.**

***400 South Gateway.*** Salt Lake City should invest in infrastructure and landscaping improvements where Redwood Road enters the West Salt Lake community at 400 South. The gateway should, at minimum, feature landscaping, public artwork and signage welcoming travelers to the community, to Salt Lake City or to both. Gateway landscaping treatments should be designed with the city's sustainability goals in mind. The scale of the gateway should reflect the fact that this is a gateway for Salt Lake City residents to the north and for visitors first entering Salt Lake City from I-80 and the airport.

***2100 South Gateway.*** Salt Lake City should invest in infrastructure and landscaping improvements at the point where Redwood Road enters the West Salt Lake community at 2100 South. The gateway should, at minimum, feature landscaping, public artwork and signage welcoming travelers to the community or to Salt Lake City or to both. Gateway landscaping treatments should be designed with the city's sustainability goals in mind. The scale of the gateway should reflect the fact that this is a gateway for residents from other cities to the south and for visitors entering the city from Highway 201.



**Transform Redwood Road from an automobile-dominated thoroughfare to a corridor that accomodates all types of transportation.**

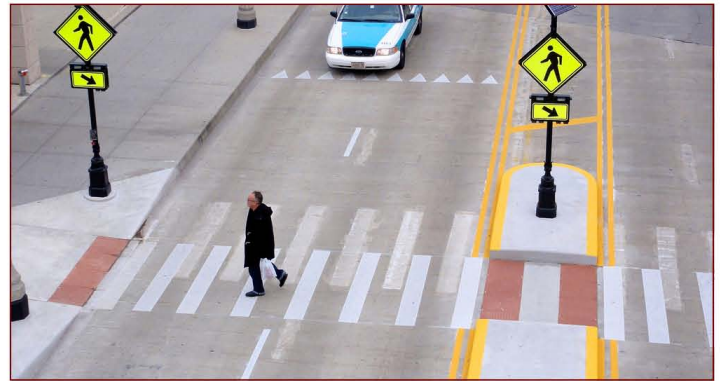
***Sidewalks, Crosswalks and Bicycle Facilities.***

Salt Lake City should reinforce the sidewalk and bicycle improvements installed by UDOT along Redwood Road with additional improvements of the sidewalk and crosswalk infrastructure around major intersections. Pedestrian refuges should also be used as part of crosswalks across Redwood Road at all major intersections.

***Bus Rapid Transit.*** Salt Lake City should focus efforts on realizing the proposed bus rapid transit (BRT) route on Redwood Road, as identified in the *2011-2040 Wasatch Front Regional Transportation Plan*, as redevelopment necessitates direct and efficient travel to both Redwood Road employment centers (from outside the community) and those downtown, at the University of Utah and at Research Park.

BRT on Redwood Road within Salt Lake City should, at minimum, feature dedicated rights-of-way for buses with stations similar to those found at light rail stations.

***Light Rail Transit or Streetcar.*** As a potential long-term project, Salt Lake City should consider the feasibility of a light rail or streetcar route on Redwood Road.



A pedestrian refuge in Chicago. A similar style should be utilized on Redwood Road on a larger scale.

# THE JORDAN RIVER

## VISION

*The Jordan River continues to be the ecological, environmental and recreational heart of West Salt Lake. The stretch of the river within the community and the Jordan River Parkway alongside it are unlike any others in the Salt Lake Valley.*

## A COMMUNITY ASSET

The most consistent theme throughout the public feedback received was the importance of the Jordan River in West Salt Lake. The river offers a variety of recreational opportunities, including a multi-use trail, canoeing and other water-based activities and parks. **Approximately 45 percent of West Salt Lake's dwelling units are within one-quarter mile of the river, a distance that is usually considered walkable. The percentage jumps to 78 percent when the radius is increased to one-half mile.** The river is closely paralleled by the Jordan River Parkway for its entire length in West Salt Lake and in a majority of the city, but there is a significant gap at 200 South, just outside of West Salt Lake, which limits its effectiveness as a connection to points north. The trail is a major bicycle and pedestrian connection between neighborhoods and some of the community's other assets. Between the community's north and south boundaries the trail directly connects six parks of over 75 acres and comes within a quarter-mile of three more parks with over 25 acres. Within those parks, there are tennis courts, baseball/softball fields, football/soccer fields, playgrounds, a skateboard park, walking trails and picnic areas. The Glendale Golf Course and Seven Peaks Waterpark can both be accessed easily from the Jordan River Parkway as well. Additionally, five of the eight schools in West Salt Lake are also within a quarter-mile of the river.

Efforts to preserve and restore wildlife habitat, wetlands and water quality within Salt Lake City are ongoing, including two projects at 900 South, the **oxbow habitat restoration** and the **stormwater wetland reconstruction**. Each of these projects will have interpretive and educational opportunities. These efforts will be vital in raising awareness of the river and its role within the larger ecosystem and long-term protection of the habitats for a variety of species of vegetation, fish and migratory birds. It may also be the right time to revisit the city's Riparian Corridor Overlay District (RCO) and determine how effective it has been addressing existing encroachments into the corridor and preventing new ones.

## OPPORTUNITIES

In addition to agreeing about the general importance of the river, community members also agreed that **it is an integral part of the community's identity**. There is already an effort underway to use the Jordan River as a marketing tool within the community and to highlight the neighborhood and commercial corridor around the river as a unique district within the city. The intent of this work is not to replace the historic neighborhood names, but to provide a unifying thematic and economic district that ties the neighborhoods together. These efforts can be further developed and strengthened with help from the Economic Development Division as specific nodes along the river—namely 900 West at 900 South—begin to develop further. Using the river as a thematic element was also frequently mentioned as a way to uniquely identify some of those nodes. River-related design elements and artwork at specific intersections could further highlight and spur the growth of nodes as destinations. Boating on the Jordan River is already a popular activity for residents from all over the region but its role in promoting the river should be expanded. Additional kayak and canoe access points and infrastructure in addition to city- or community-led recreational and educational tours are opportunities for expanding the Jordan River's role in the community and the city. In the future, as the city plans infrastructure improvements along the Jordan River, the impact on boating should be a primary consideration and the city should take advantage of any opportunities to remove existing barriers.

The future of the Jordan River and the opportunities for improving the river corridor centered around three general themes. The first was about the river's role in **connecting neighborhoods** within and outside of the community. Making the river corridor and adjacent parks **safer places** was the second theme and the third was **highlighting the river itself**.

### Connectivity

One of the disconnects in the Jordan River corridor is just outside of West Salt Lake, between 200 South and North Temple. There is a gap in the Jordan River Parkway that is nearly one-half mile long, requiring a mile-long detour along city streets. This connection is of particular significance now that the TRAX route between the Salt Lake City International Airport and Downtown has been completed. **A complete Jordan River Parkway would provide the entire community with direct pedestrian and bicycle access to not just the rest of the trail, but to the Fairpark and the TRAX station on North Temple.** Furthermore, **it would complete the Jordan River Parkway within Salt Lake City and create an uninterrupted 22 mile stretch of trail between North Salt Lake and Sandy.** This is one of the most important implementation steps for West Salt Lake due to the impact it would have on connectivity and recreation for not just the community but the city and the region.

On a smaller scale, there are additional community assets that are not within the river corridor but that should be clearly connected to the Jordan River Parkway. One example is the Sorenson Multicultural and Unity Center at 900 West and California Avenue. The community center is only 500 feet away from the river, where the Jordan River is closest to 900 West, but there is no access there. At one time, a canal along 1300 South joined the Jordan River at that point, but today it is a commercial property. Access at this site should be strongly considered because it provides a link between two major destinations within the community and promotes more active and healthier lifestyles. Not only is it part of a busy community node, but it is also the point at which the Jordan River is closest to 900 West. The next closest access point is on California Avenue, one-third of a mile to the west. Specific signage, roadway or sidewalk treatments and other forms of wayfinding should be used to direct people to and from the river. After the Glendale Library is constructed at the corner of California Avenue and Concord Street, the connection between the Sorenson Center, the Jordan River and the Glendale Library will be even more important for creating a clear link between the three destinations.

## Safety

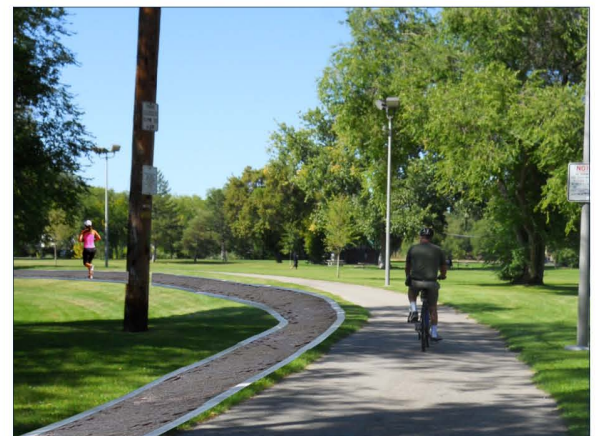
Some residents specifically noted safety concerns along the trail. Analysis of crime data from 2011, the most recent year analyzed, indicated there were 274 incidents involving police along the Jordan River Parkway. When compared to other city parks in terms of reported incidents, the Jordan River Parkway ranked far below Pioneer Park but above other large parks such as Liberty Park and Sugar House Park. However, this is a poor comparison for a number of reasons. For one, the Jordan River Parkway crime data include the parks immediately abutting the trail, such as the 9th South River Park, Jordan Park and others. Additionally, only 40 percent of the trail is within the West Salt Lake Community. Finally, patrolling the Jordan River Parkway presents difficulties that other city parks may not due to its linear nature and limited number of access points. So while the crime data comparison may not be entirely useful for those reasons, the number of incidents alone warrants additional patrolling and other safety measures such as enhanced community involvement. Encouraging residents to participate in the Salt Lake City Police Department's community programs—the **SLCPD Volunteer Corps** and the **Community-Oriented Policing Program**—may help alleviate some safety concerns for residents. Community monitoring of the trail will also help relevant city departments to identify potential safety issues like overgrown hedges, damaged facilities or maintenance needs.

A new lighting system would also be beneficial. **Lighting along the Jordan River requires a balance between safety and environmental concerns.** Environmentally-sensitive lighting that does not disrupt or disturb wildlife habitat or migration should be used wherever possible and without sacrificing visibility at night. Pathway lights are an example of adequate lighting for most of the trail, especially in stretches through open areas, that will not overpower riparian habitats. Segments with high traffic, narrow corridors or with road crossings, should have higher intensity lights that are shielded and directed downward at the trail. This would make the trail more inviting and help address the real or perceived safety issues in the corridor.

Older citizens expressed concerns about sharing the trail with bicyclists because of the potential for conflicts. Residents recounted issues with locations along the trail where there were overgrown weeds or blind spots and the potential for collisions with faster-moving trail users. A solution that has proven successful elsewhere has been the implementation of **two adjacent, parallel trails**, one made of asphalt or concrete and another made of gravel, where there is room for both. The two parallel trails provide ample room for both pedestrians and bicyclists. Even when only small sections of dual trails can be constructed, the additional space allows cyclists to pass pedestrians or slower moving cyclists and can act like a siding on a railroad network. Another option that is less costly would be the addition of striping to delineate the lanes for bicyclists and for pedestrians. This, at the very least, provides some visual cues for users so they know where other users will be based on the other users' mode of transportation.



Bollard lights can effectively light a trail corridor without spilling over into the neighboring environments.



An additional trail, where spaces allows, can prevent conflicts between different types of users on the Jordan River Parkway and create a safer space for all users.

## Presence

There are nine roads that cross the Jordan River in West Salt Lake: 300 South, 400 South, 500 South, 700 South, 800 South, Fremont Avenue, 1300 South, 1700 South and 2100 South. Of those nine streets, none of them have any sort of signage indicating the river crossing. A couple of the streets have signage for the Jordan River Parkway to alert motorists of the pedestrian activity, but the signage is strictly utilitarian in that respect.



Something as simple as painting the Jordan River Parkway crosswalk can be an effective and relatively inexpensive way to make the river and pedestrians more visible.

At certain times of the year, but especially during the summer, the Jordan River is largely hidden from view by trees. Some residents remarked that it is conceivable that visitors to the area could drive over the river and not know they had done so. Four treatments for the river crossing on California Avenue were presented to residents and stakeholders and they were asked to rank them in order of their preferences. The most preferred option was a small monument sign. This type of treatment would be appropriate for major crossings such as 400 South, Indiana Avenue and California Avenue. Not every crossing needs a complex treatment, but even on neighborhood roads, **a sign is enough to demonstrate that the river is a unique asset for the city and an important element of the community's identity.** Markers and crossing treatments can also serve as traffic calming features by alerting motorists to the potential for increased pedestrian activity.

Highlighting the Jordan River is one action item that the community can have an active role in implementing this master plan. **Where neighborhood streets cross the river, the community should look for inexpensive, ways to highlight the river such as signage, public artwork or road painting.** Salt Lake City would be involved to facilitate these projects through relaxed permitting and acknowledgement of these positive, community-driven projects.

## MOVING FORWARD

### Establish more connections between the Jordan River Parkway and the community.

**The Missing Link.** All efforts to finalize and construct the missing section of the Jordan River Parkway between 200 South and North Temple should be made. Completion of the trail will provide West Salt Lake residents with direct bicycle and pedestrian access between the neighborhood and community nodes on 900 West and the Fairpark TRAX station.

**Wayfinding.** Salt Lake City and community members should work together to develop a uniquely designed wayfinding system linking the Jordan River Parkway with other community assets such as the Sorenson Multicultural and Unity Center, the Chapman Library and forthcoming Glendale Library and the community's schools. The wayfinding system should utilize clear and simple imagery and colors that make it accessible and welcoming for all trail users.

### Support the Jordan River's ecological health.

**Plant and Animal Habitats.** Salt Lake City should continue its efforts to maintain existing native plant species throughout the Jordan River corridor while looking for new opportunities to expand the reach of the species' habitats. Additionally, the city should continue to work with other cities and regional organizations to restore and protect wetlands and other wildlife habitats and to further improve the river's water quality.

**Undeveloped Land.** A thorough ecological evaluation of undeveloped parcels adjacent to the Jordan River should be conducted to determine the most appropriate use of each parcel.

**Corridor Encroachments.** The city should identify encroachments into the Jordan River corridor from adjacent private properties and work with property owners to correct current encroachments and prevent future ones. Analysis of the effectiveness of the existing Riparian Corridor Overlay Zone since its creation may also provide direction on potential changes or additions to the overlay district.

### Celebrate the Jordan River.

**The River District.** Salt Lake City's Department of Community and Economic Development should continue its work with residents, businesses owners and community organizations along the Jordan River to establish the "River District" as a unifying theme between Glendale and Poplar Grove.

**Community-Driven Implementation.** Salt Lake City and West Salt Lake community members should together create a more collaborative environment to discuss ways in which residents and stakeholders can implement the *West Salt Lake Master Plan*. Barriers that discourage community-driven projects should be identified and removed.

**Market the River.** Salt Lake City should create a marketing program to highlight the Jordan River and its history, the recreational and educational opportunities it offers and its importance to the city.

**Urban Design.** The city should create and implement an urban design system that utilizes river-related imagery and themes for infrastructure, street and sidewalk treatments and public artwork. This design system should be used primarily at or around nodes that are or will be tied to the Jordan River such as 900 West and 900 South or 900 West and California Avenue.



An example of an urban design element that brings attention related to a body of water: inlaid, colored concrete from a transit station at Penitencia Creek in San Jose, California.

**River Crossings.** At the points where 400 South, Indiana Avenue and California Avenue cross the Jordan River, unique treatments including monument signs and landscaping should be installed to bring attention to the river and the bridge. At all other crossings, Salt Lake City should consider less expensive treatments that still identify the Jordan River.

## Expand recreational opportunities on the Jordan River.

**900 West Access.** Salt Lake City should acquire property on 900 West near 1300 South for the purpose of creating a new access point for the Jordan River.

**Canoes and Kayaks.** New canoe and kayak access facilities should be added to the river and opportunities for more river recreation activities should be pursued. Boating on the river should be considered a fundamental means of raising awareness of the river's educational, ecological and cultural importance to the community, city and region.

**Boating Impacts.** The impact on boating along the Jordan River should be a primary consideration for all future infrastructure projects along or within the river corridor. Additionally, Salt Lake City should take advantage of any opportunities to remove existing barriers when they are presented.

## Make the Jordan River Parkway safer for everyone.

**Community Policing.** Residents should be encouraged to participate in the Salt Lake City Police Department's SLCPD Volunteer Corps and the Community-Oriented Policing Program.

**Trail Lighting.** The Salt Lake City Parks and Public Lands Division should install light fixtures in parks and open spaces that are more resistant to vandalism. Ensure these light fixtures are context-sensitive and sited to maximize light at high traffic areas, narrow corridors and road crossings while reducing spillover into the sensitive habitat areas.

**Parallel Trails.** Consider installation of an additional trail made of a durable non-asphalt material where there is room for the addition. Alternately, pavement striping that separates the uses can be added to the existing trail. Each options can provide safer conditions for different types of users (such as seniors or families with children as opposed to bicyclists, runners or skateboarders).





# THE SURPLUS CANAL

## VISION

*The Surplus Canal is an active public space providing new recreational opportunities for West Salt Lake residents and employees without interfering with the canal's primary function as a flood control utility. With the addition of a Surplus Canal trail corridor, West Salt Lake has become the hub of the city and region's bicycle and pedestrian trail network.*

## A POTENTIAL ASSET

While the Jordan River was the asset most frequently identified in West Salt Lake, the Surplus Canal was recognized by some residents as a recreational opportunity. The Surplus Canal often tends to be considered simple as a public utility in the community because its primary purpose is flood control and because it is primarily within the industrial district. There are also issues with encroachments into the canal corridor from adjacent property owners, especially west of Redwood Road where the land uses are more industrial. Despite this, the canal does have potential to become the centerpiece of a unique open space corridor.

The Surplus Canal diverts from the Jordan River at 2100 South and flows northwest, ultimately to the Great Salt Lake west of the airport. The length of the canal in the study area—between its beginning at the river to where it passes under I-215—is under two miles. The first half-mile of the canal flows through the middle of the Glendale Golf Course while the next half-mile forms part of the border between the single-family neighborhoods and the Redwood Road corridor. At Redwood Road, the canal cuts through industrial developments, some of which contain heavy industrial uses. The canal is highly visible from both 1700 South and



2100 South, and it flows just under the intersection of Redwood Road and California Avenue. So, while it does pass through developed areas, it is buffered on both sides from development and paralleled by vehicle access roads. Pedestrian and bicycle access is not technically restricted, but the access is gated in most places.

## A NEW TRAIL

### Connecting the City

Residents who were interested in the Surplus Canal's recreational value focused primarily on the corridor's development of a trail similar to the Jordan River Parkway. The city's current *Bicycle and Pedestrian Master Plan* adopted in 2004 proposes a trail on the east bank of the Surplus Canal between the Jordan River Parkway at 2100 South and 500 South. Ultimately, **the trail should continue farther north and connect to the Airport Trail**. There are limitations that would require engineering solutions at I-80, but the end result would be a major expansion of the reach of the bicycle and pedestrian trail network in Salt Lake City and throughout the valley.

In addition to providing a recreational connection, a Surplus Canal trail would also create a connection between the industrial areas west of Redwood Road and the regional trail network, increasing commuting options for workers. **Not only would this encourage a healthier and more active lifestyle and help improve air quality, but it would also provide a safer corridor for bicycle commuters than the surface roads in the industrial areas.** Establishing the trail in the short-term, with signage and grading of the existing surface, would allow for usage while the city makes long-term plans for a more permanent and developed trail.

### Designing Public Spaces

Future trail elements should include lighting at all intersection crossings, installation of public art where possible and interpretive and educational elements that highlight the role of the Surplus Canal and the industrial development of the area. The industrial character of the surrounding land uses should not be shielded from the trail, but embraced, as it would be a unique environment for a trail with features not found elsewhere in Salt Lake City.

There are opportunities for new parks and green spaces at the major intersections along the canal. At 2100 South, 1700 South and at the Redwood Road and California Avenue, space exists that could be used for small, local gathering areas or pedestrian refuges. Fencing, trees, benches and other similar elements would create public spaces in areas where there are currently none and will help transform the streetscape. The seasonal rowing facilities at Indiana Avenue and Delong Street, just outside the study area, has the potential to be upgraded into a summer recreational center with restrooms and boat storage.



Upgrading the existing rowing dock at Indiana Avenue and Delong Street (just west of I-215) is one way to create a public space along the Surplus Canal.

## MOVING FORWARD

### Protect the Surplus Canal corridor.

**Canal Corridor Encroachments.** The city should identify encroachments into the Jordan River corridor from adjacent private properties and work with property owners to correct the situation and prevent future encroachments.

### Establish the Surplus Canal Trail.

**Short-term Trail Improvements.** The Salt Lake City Transportation Division, in conjunction with Salt Lake County, should establish a Surplus Canal Trail with wayfinding signage. This first phase of the trail would be on the existing surface and in the existing right-of-way to let people know of its existence as future improvements are planned, funded and designed.

**Long-term Trail Improvements.** The final phase of the Surplus Canal Trail should be constructed to provide full access to both pedestrians and bicyclists and provides a connection between the Jordan River at 2100 South to the Airport Trail. Finalization of the trail will require land acquisition to ensure the trail is constructed properly. The trail corridor should include a full wayfinding system and appropriate lighting along the trail and at intersections.



A trail along the Surplus Canal would provide more recreational opportunities and open up the potential to incorporate public artwork in conjunction with Salt Lake County and the community.

### Create a unique walking and bicycling experience along the Surplus Canal Trail.

**The Trail Experience.** The Surplus Canal Trail should be designed as a multigenerational recreational asset that is accessible and usable by all residents. It should be designed to cater to both pedestrians and bicyclists and to recreational and commuter usage.

**Industrial Trail Design.** The Surplus Canal Trail should be designed to take advantage of its unique location and should highlight the industrial nature of the corridor, especially west of Redwood Road. The trail's designers should address this through materials used for signage, interpretive markers that tell the history of the area and in artwork along fences or at intersections.

**Public Spaces.** The Parks and Public Lands Division should find ways to incorporate passive recreational spots along the Surplus Canal Trail to provide public spaces where people can gather. These spaces should be designed to take advantage of the surroundings and be inclusive to all trail users.

**Rowing Facilities.** The Parks and Public Lands Division, in conjunction with Salt Lake County, should explore the opportunity of creating a small summer recreation center to complement the existing, temporary rowing facilities in place at Indiana Avenue and the Surplus Canal.



# INDUSTRIAL DISTRICTS

## VISION

*As vital elements of Salt Lake City's long-term economic health, West Salt Lake's industrial districts remain instrumental in providing employment opportunities for the region. The districts are home to a collection of well-designed buildings and public spaces that have a minimal negative impact on the rest of the community.*

## DISTRICT TYPES

In West Salt Lake, there are nearly 900 acres of properties zoned for manufacturing uses. Eighty percent of those are found either west of Redwood Road or south of 1700 South. The remaining 20 percent are found in the 700 West corridor between 800 South and 1700 South. The uses west of Redwood and south of 1700 South are generally heavier in nature and larger in scale than their counterparts along 700 West. In particular, the uses on Redwood Road pose a set of redevelopment challenges that, while similar to those along 700 West, are larger in scope and impact. Finally, the industrial land south of 1700 South is generally isolated and buffered from the rest of the community and separated from Redwood Road by the Jordan River, Surplus Canal and Glendale Golf Course.

The 700 West corridor is between I-15 and 800 West from 800 South to approximately 1700 South. Despite having only 20 percent of the industrial land in the community, the 700 West corridor is important because it forms the eastern edge of Glendale and Poplar Grove and is the gateway for three of the traditional neighborhood entrances: 800 South, 900 South and 1300 South. It abuts single-family neighborhoods and schools, creating an uneven and undesirable transition and an unattractive gateway.

There are single-family homes throughout the corridor with the highest concentration between Fremont Avenue (approximately 1100 South) and 1300 South. Continuing south, the corridor expands in width, but the properties adjacent to residential districts at this point are either low-intensity commercial uses or well-maintained industrial properties. While the 1700 South streetscape needs improvement, the transition to the Glendale neighborhood is more gradual and there is only a block of residential properties along the road between 1000 West and the Jordan River. Between the river and the Surplus Canal, the neighborhood lies on the north side of 1700 South across from a private water park and Glendale Park.

In terms of redevelopment, the most important section of the corridor is between 800 South and 1400 South, a distance just under a mile. Both the pattern and quality of development vary in the corridor and the industrially-zoned areas sit directly across either 700 West or 800 West from residential properties. There are a couple of small, nonconforming industrial properties mixed in with homes but otherwise, there is a clear division between the districts.

## A NEW VISION

### 700 West Corridor

Generally speaking, the industrial uses in the aforementioned mile-long stretch of 700 West corridor are relatively low intensity. There are few uses that could be classified as heavy industrial and the primary negative impacts are visual. The presence of outdoor storage, the scale of certain buildings and the overall condition of industrial properties are all contributing factors. The steps identified for gradual change on the west side of Redwood Road—zoning changes, design guidelines and capital improvements—are also necessary in this corridor.

The goal is not necessarily to displace all industrial uses, despite the incompatibility between single-family neighborhoods and industrial lands. Expanding the single-family neighborhoods to the east is not a viable option, as the increased density would be negligible and would not meet the city's housing goals. The more appropriate option is to gradually diversify the uses in the corridor by adding more commercial and multi-family residential when the opportunity for redevelopment arises. This option requires close inspection of the allowable land uses within the district. Any uses that necessitate the storage of materials or finished products outside should be barred from the future zoning district in the corridor. Provided the land use does not produce noxious odors, fumes or other discharge, many indoor light industrial uses can be designed to fit in with mixed use districts. The new zoning district would also include landscaping and fencing standards to maintain a consistent streetscape and regulations regarding the location of truck and fleet parking, loading docks and other elements common to light industrial uses.

**Given the goal of increasing the community's residential density, there are opportunities for infill multi-family developments for residents who seek urban neighborhoods with an industrial appeal.** The proximity to Downtown, the Jordan River and the 9 Line Trail all make the area attractive to many residents.

Between 800 South and 1700 South, there are approximately 75 acres of land on either side of this segment of the corridor that are vacant or underdeveloped. Assuming any individual site is not contaminated and with the appropriate building configurations and buffering from the railroad corridor, this land could be redeveloped as multi-family housing. A conservative multi-family density of 25 units per acre and a complete transformation of this land would yield over 2,000 new dwelling units. There is also opportunity for low-density infill projects on lots that are vacant but not big enough for multiple-unit residential development.

The landscaped medians and street trees on 800 West between 600 South and 900 South have helped create a buffer between the single-family residences and the industrial uses to the east. Such improvements are possible in this section of 800 West because the right-of-way is 90 feet wide. Elsewhere on 800 West and on all of 700 West, the right-of-way width is approximately 45 feet. One option for these smaller rights-of-way is to disallow on-street parking and install as narrow a median as possible for trees to grow. Additionally, large trees can be planted on the west side of 700 West where industrial uses are adjacent to residential ones. Regardless of the solution, the first step is to install sidewalks, curb and gutter on 800 West and 700 West where they are missing. A majority of the cross streets have all three.

## West of Redwood Road

It is anticipated that zoning changes and long-term redevelopment of the Redwood Road corridor will lead to a gradual change away from industrial uses on its west side. There is a significant amount of undeveloped industrial land west of I-215 and the interstate viaduct can buffer these uses from the commercial and residential development anticipated on Redwood Road. The industrial area west of I-215 is a vital economic engine for Salt Lake City, the Salt Lake Valley and the entire state of Utah. Further exploration of the area's important, ongoing role in the economic health of the city should be a priority of the city. The redevelopment of the land between Redwood Road and I-215 is addressed in more detail in other sections of this plan.

## 1700 South to Highway 201

The industrial uses south of 1700 South are, for the most part, separated from residential and open space properties. There are two notable exceptions, however. Between the Jordan River and 1000 West, there are residential uses across from industrial uses on the south side of 1700 South. Additionally, there are a couple of industrial uses with outdoor storage directly along the Jordan River and Surplus Canal corridors.

Residents consider the industrial development on Redwood Road and along 700 West more problematic than the uses to the south. However, the same regulatory modifications that should be applied to the west side of Redwood Road should also be applied to this area. Ideally, that would be in the form of a lower-intensity commercial district along the primary street with a zoning district that encourages small industrial park development in the rear. Specifically, industrial or heavy commercial uses should be limited to those that can be operated indoors and design guidelines should be instituted to ensure new development or expansions in the future provide buffering and positively contribute to the 1700 South streetscape. Transforming the northwest part of the 900 West and 1700 South intersection into a small business park with a regional destination, such as an educational facility, will also help buffer the neighborhoods to the north from the industrial uses to the south. The city should make efforts to not only retain the businesses south of 1700 South but to encourage them to expand and redevelop with the goal of creating a more cohesive industrial district. These changes could raise property values and potentially attract other businesses to this part of West Salt Lake.

Additionally, efforts should be made to expand and protect the Jordan River's riparian corridor between 1700 South and Highway 201 where a number of industrial uses are directly adjacent to the river. Finally, the integrity and functionality of the Surplus Canal should be protected from further industrial encroachment.

## GATEWAYS

Five of the six routes into West Salt Lake from the east cut through the 700 West corridor. A first-time visitor to the community, using one of these five streets, regardless of their mode of transportation, is first greeted by a land use and development pattern that is not representative of the true character of the community. This is especially problematic when two of the community's major assets—the Jordan River and parks on 900 South and the Sorenson Multicultural and Unity Center—are both only a half-mile from their respective gateways. The topic of gateways and their current condition was a frequent point of discussion in public meetings, and some residents believed strongly that the gateways influenced how people felt about their community. The three gateways that were most commonly cited were 800 South, 900 South and 1300 South, but **900 South was generally considered the one in need of the most attention.**

The visual impact of the 900 South gateway is a result of three factors: the railroad corridor, the interstate and land uses. The latter can be addressed through regulatory and zoning changes in the short-term and redevelopment in the mid- to long-term. The first two factors, however, are barriers that must be mitigated through urban design treatments, infrastructure improvements and landscaping. While there are few realistic methods to mask the impact of the railroad corridor, viaducts provide opportunities to “recapture” these barriers and turn them into welcoming gateway features.

These gateway also provide opportunities for more community-driven projects. These projects, which may be temporary, simple and inexpensive, should be ongoing installations that the city facilitates and monitors for public safety purposes. Otherwise these projects would be the responsibility of residents and stakeholders. Activating public spaces near the gateways is another method of softening the impact of the viaducts. Increasing activity and attracting people to a more positive public space can become the focus of one’s attention upon entering the community. A newly-installed bicycle park on the south side of 900 South at 700 West is one such example. Further detail for the 900 South gateway is presented in the corridor plan for the 9 Line.



## MOVING FORWARD

### Explore ways to redevelop the 700 West industrial corridor.

**Permitted Uses.** The Planning Division should comprehensively review the uses that are permitted in the current light manufacturing zoning district and determine if a new zone—an industrial park district, for example—may be more appropriate. A new district should more specifically regulate building and site design and should completely prohibit any uses that produce noxious odors, fumes or other discharge or other uses that rely heavily on outdoor storage.

**Mixed Use Infill.** The Planning Division should consider permitting residential and commercial infill on vacant parcels in the corridor. Any infill development with a residential component shall be contingent upon environmental review. Height and bulk regulations for infill development should be as flexible as they are for other uses in the zoning district in order to achieve high density development (50 or more dwelling units per acre).

**Curb and Gutter.** Salt Lake City should install curbs and gutter on all streets in the 700 West corridor where such improvements do not exist.

**Streetscape Changes.** The Transportation Division should consider modifications to the streets on 700 West and 800 West in order to buffer the existing industrial uses from the residential land uses to the west. Narrow landscaped medians or large trees on the west side of 700 West are other possibilities.

### Improve the 1700 South streetscape while encouraging redevelopment of the industrial area between 1700 South and Highway 201.

**The 1700 South Streetscape.** The Salt Lake Planning Division should utilize commercial zoning along 1700 South that prohibits heavy or industrial-style land uses while encouraging the kind of retail and service uses and residential densities typically found at a regional node.

**1700 South to Highway 201.** Properties south of the 1700 South streetscape properties should be zoned to encourage an industrial park style of development similar to the one recommended for the areas west of Redwood Road and throughout the 700 West corridor.

**The Jordan River.** Salt Lake City should monitor industrial land uses on the east side of the Jordan River to ensure that all encroachments into the riparian corridor are removed and that future expansion or redevelopment of these industrial properties mitigates any current issues. Analysis of how the existing Riparian Corridor Overlay Zone has been used may also provide insight into its effectiveness and what types of changes may be necessary to further protect the corridor from encroachments.

### Mitigate the impacts that the 700 West corridor has on West Salt Lake's east-west gateways.

**Urban Design Treatments.** Salt Lake City should work with community residents and stakeholders to develop an urban design system for the gateways at 800 South, 900 South and 1300 South to reduce the visual and psychological impact that the current development pattern has on visitors to the community. Potential designs should utilize the interstate viaduct as a method of repurposing this barrier into a welcoming feature.

**Active Spaces.** Salt Lake City's Parks and Public Lands Division should work with other city departments and the Utah Department of Transportation to find unique ways to stimulate city properties near the community's gateway areas with public spaces that encourage activity and positive uses.



# PUBLIC SPACES

## VISION

*West Salt Lake's public spaces—from the community's streets, sidewalks and gateways to its parks and plazas—are beautiful, safe, well-designed, comfortable and active places that encourage social interactions, buoy the community's pride and foster ongoing engagement between the city and its residents. When visitors enter the community via any street and by any mode of transportation, they immediately appreciate how diverse West Salt Lake is and how valuable its natural, recreational and cultural assets are.*

## PUBLIC SPACE & URBAN DESIGN

### Public Space

At its very essence, a public space is a place where people interact with others and the environment. Good public spaces are necessarily inclusive to all people. Parks, playgrounds, plazas and athletic fields are the more common types of public spaces people think of, but other types may not be as obvious, such as sidewalks, transit stations, streets and intersections. In that sense, a space is easy to create, **but a public space is not as easy to establish because it is dependent upon the needs and preferences of the public.**

Jordan Park and Glendale Park provide two examples of this challenge. Jordan Park was frequently identified as an asset and mentioned among the list of places in West Salt Lake that residents like to visit. Glendale Park, on the other hand, was referenced only rarely and it was never discussed as an asset. Both cater to active recreational activities, though they have different facilities. But the spaces themselves may have something to do with the differences in opinion, even if they are considered only at a subtle level. Jordan Park is shaded, tucked away from traffic and has an efficient layout for moving people and cars to access parking without impacting enjoyment of the park for others. In contrast, Glendale Park has only a handful of shade trees at the outskirts of the park and there is minimal buffering from traffic on 1700 South. And though the fields and tennis courts are laid out in an orderly fashion, in a line parallel to the road, they are not efficiently sited. Large crowds at the softball fields block direct access to the tennis courts. The sidewalk can be used to access them from the parking lot, but that takes a visitor out of the intended public park and puts them into another one, the street, which is equally unpleasant.

Good urban design should work with the existing opportunities and enhance them despite limitations like space, location and other conditions.

## Urban Design

While public space is often difficult to define specifically, urban design is sometimes defined too broadly. Urban design is used as a catch-all term for the way a given part of a city or neighborhood looks. It is sometimes considered an extension of the surrounding buildings' architecture, but it is a concept that works on other levels and has an impact on public spaces. **Effective urban design addresses how a space looks, but it also addresses how a space functions.** Urban design systems guide and influence the arrangement and design of buildings, the scale and appeal of public spaces, the efficient intertwining of transportation systems and infrastructure, and the placement and design of amenities throughout the community. Put simply, a properly developed and implemented urban design system not only makes a place look nice, but also makes it feel nice, too.

Well-designed public spaces strengthen the social fabric of neighborhoods by increasing opportunities for interactions among neighbors. More meaningful interactions between neighbors can help information spread throughout the community and increase awareness of social and safety issues. Additionally, these spaces become integral parts of neighborhoods' identities and serve as positive representations of the community. Well-designed public spaces also have the potential to become assets on their own.

## CREATING PUBLIC SPACES

### Form and Function

There are two fundamental elements of well-designed public spaces: form and function. Each space can and should have its own unique character. This is an important consideration when designing a space and creating an urban design system. As a system, it should have an established structure and rules to apply, but that application is subjective and should be tailored to any space's specific historical, cultural or social context. While some streets wind along the banks of a stream in a residential neighborhood, others cut straight through a downtown's core. Some plazas sit in the middle of a historic district while others are newly-created centerpieces of modern planned developments. Each of these contexts would result in different final products.

The goal is to create a public space, not just to design it. From the functional point-of-view, the question is: What is the purpose of this space? A well-designed bus stop will not just be attractive, but it will help move people through the transportation system, keep them safe from other traffic and safe from the elements. A road exclusively within a pedestrian mall will have considerably more lenient structural requirements compared to one handling daily truck deliveries.

There is also the question of cost. Installing anything—a sidewalk, a piece of public art or lights along a walkway—is a financial commitment that is determined up-front and can be controlled to a certain extent. But maintaining that space is far more important to its success. Maintenance costs are far more difficult to pinpoint and vary year to year. In general, the more elaborate an installation, the more it will cost to maintain. Obviously this is problematic, because even the best designed public space can fail if there is no long-term commitment to maintain the space.

#### *Elements of Public Spaces*

There are a number of things that can impact the success of a public space. Some of those variables include:

- Materials, colors and textures of surfaces;
- Availability of sunlight and shade;
- The availability of places to sit;
- Heights, setbacks and detailing of buildings;
- Scale, intensity and placement of lights;
- Species, sizes and environmental sensitivity of landscaping and trees; and
- Design standards for signage and informational materials.

## Programming

Finally, public spaces also have to be programmed to determine how a space will be used and the scope of those activities. A space's programming depends upon a number of factors, namely the size, location and orientation of the space. Generally, any public space can be designed for or accommodate a variety of uses. Sidewalks, as an example, can be used for activities such as walking, outdoor dining, public art and festivals. What makes a space successful is the extent to which programming has been considered when establishing and creating public spaces.

Use of public spaces does have an organic component and the goal is not to envision and anticipate every possible use. However, an appropriate level of programming encourages positive use of public spaces and establishes a safer area for all who want to use those spaces. As a general rule, large public spaces require more programming and a more comprehensive approach to programming than do small ones, but there is a balance that needs to be maintained. Too much programming can prevent adaptive use of the space and can make them too exclusive, while little to no programming can result in underused or inappropriately used spaces that create public safety issues. This is one of the areas where it is vital to have the community on board because they are going to know what types of uses are most desired. In West Salt Lake, many residents indicated the need for places to have pickup soccer games. This is the type of direction that the city should use to make adjustments when looking at park programming needs.

### Programming

When public spaces are "programmed" it means that there is a coordinated effort to provide a reason or reasons to use the space. This includes anything from benches to jogging paths to baseball fields.

## Reinventing Spaces

All public spaces in West Salt Lake should be developed with people in mind. This may seem obvious, but public spaces such as streets and intersections are often designed solely for vehicles. Activating spaces for pedestrians is the key to fostering social interactions and community building. These new spaces should be visualized, built and adorned to maintain the scale of the location. A regional node warrants more landscaping than a neighborhood node might. Additionally, form and proportion should complement the space. Neighborhood streets and nodes should feature streetlights that provide lighting to the sidewalks and street without spilling over into the private residential space.

Streetlights at community or regional nodes, on the other hand, should meet the needs of pedestrians, cyclists and vehicles equally and thus require different design considerations. Lighting within parks and along trails, as previously mentioned, is also dictated by the context. More lighting is necessary at street crossings or high traffic areas, but more appropriate lighting is needed along the Jordan River.

Materials also matter, regardless of the scale of the node. Tall, solid stucco or brick walls along a public trail or sidewalk discourage walking and mingling. On the other hand, first floor glass providing views of the interior spaces provides not only an interesting visual space but can help make spaces safer by allowing people inside buildings the ability to see what is happening on the street. The surface materials and colors of sidewalks and streets can impact the way people utilize and experience an intersection and the types of fencing materials may have an impact on the comfort level people have with a space.



## Partnerships

It is often the case that partnerships are necessary to build great public spaces. The community's residents and stakeholders should always be considered potential partners because they can offer insight into the community's goals. Appropriate and smart public investment in infrastructure and facilities enhance the identity of a community. Done correctly, this investment can spur higher quality private investment. If the product is representative of the vision and goals of the community, as found in this plan, it is likely that members of the community will consider these spaces assets. Over time, this can result in additional investment by the public sector (upgraded infrastructure, for example) and the private sector (additional residential and/or commercial development). As a result, a cycle is created.

## OPPORTUNITIES

### Existing Parks

There are plenty of opportunities within the existing parks in West Salt Lake. During outreach events and efforts, the community's parks were always identified as one of the top priorities. Twenty percent of residents that Comunidades Unidas engaged during the summer of 2013 identified parks and recreation opportunities as the elements they liked most about their community, second only to the community's tranquility and peacefulness. Almost a quarter of those residents wanted **more recreation opportunities such as splash pads, a swimming pool, a gymnasium or an ice skating rink.** Splash pads were particularly popular with parents, many of whom indicated that they drive over to Liberty Park to use the one there. It would be a relatively simple addition to one of the larger parks such as Jordan Park, where there are ample shade trees that will allow both the children playing and the family members watching to enjoy the space comfortably.



Splash pads were frequently cited as a recreation opportunity that was needed in West Salt Lake. Jordan Park and Sherwood Park were two places residents thought they would be welcome additions. Photograph courtesy of Peter Gonigam.

An outdoor swimming pool was also mentioned a number of times, often in reference to the public pool that was previously in Jordan Park. The building by the skate park was the pool's changing facility and it now provides potential for a partnership between the city and a private vendor for a cafe or similar use. Finally, more space for large-scale programmed activities, particularly soccer matches, in existing parks was also a popular request. Residents pointed out that a lot fields appropriate for soccer matches in West Salt Lake were on school property and not always available or accessible to residents.

## Nodes and Public Spaces

The hierarchy of nodes discussed earlier in the plan provides a canvas for urban design treatments. The scale of the urban design at neighborhood nodes will be more intimate, and as discussed above, oriented more towards pedestrians. In terms of implementation and with the goal of making short-term impacts, neighborhood nodes offer some of the best opportunities. Street banners, decorative street amenities like benches and bicycle racks and corrals or inlaid street names are all good options for smaller intersections. Over time, more expensive improvements such as new street lights, bulbouts and pavement treatments can be considered and installed. The key is to tie the improvements together into a consistent theme, which should be drawn from community members and stakeholders in the immediate area.

**The intersection of 900 West and 900 South may provide the best opportunity to implement a coordinated urban design system.** As the node continues to get more attention and begins to grow, the city can begin working with the business owners, residents along 900 West and 900 South and the community organizations in the vicinity. Two of the community's values—diversity and the Jordan River—are both already tied to the intersection, so there are many avenues to explore in terms of themes and designs.

At community and regional nodes, design elements should be scaled appropriately to reflect the size and wider influence of the intersections. Larger projects and improvements are needed to make an impact at these intersections and there are likely more considerations in this respect. It is likely there will be more transportation modes to account for and more vehicular and pedestrian traffic, factors which will both impact design decisions. Pavement treatments, landscaped medians and improved infrastructure—similar to what is found at neighborhood nodes, but at a larger scale—need to be coordinated, especially at larger intersections. **Establishing a theme that highlights the community's assets through designed public spaces is only effective when the theme is distinguishable from standard infrastructure and visually appealing.**

## Safety and Diversity

There are two other good design concepts that are key to implementing the community's vision: safety and diversity. Safety is an element of public spaces that can be addressed with good urban design and appropriate programming. For example, reconfiguration of certain parts of the Jordan River Parkway may help reduce residents' concerns with their security along the trail. Removal of blind spots, tall hedges, and regular maintenance of the trail and removal of invasive species, especially those species that can result in dense concentrations of vegetation, will decrease the opportunities for people to hide from view of trail users. Additionally, as discussed in the Jordan River section, installation (where possible) of a parallel trail system—one trail for cyclists or runners, another for casual walkers and families—similar to that found in Liberty Park, will cut down on conflicts and potentially increase trail usage by area seniors and families.

**Programming efforts within West Salt Lake's parks and open spaces, such as regularly scheduled cleanup events, community nature walks, and evening and weekend educational events, also mitigate negative uses of public spaces and create more inclusive environments.** The same practice applies to some of the vacant or underused spaces in the area, such as the interstate underpasses. The space under I-15 on 900 South, for example, can be adapted for activities that may not have a place in other public spaces, such as an off-road bicycle park. Lighting, public artwork, fencing and other infrastructure elements would all play a role in that reclamation, creating a safer corridor for the 9 Line and making a considerable impact on the 900 South gateway.

By definition, **the International Peace Gardens has already set a precedent for incorporation of diversity in public spaces.** Public art at intersections or gateways should be a community effort, with selection and maintenance being a responsibility of community members and organizations. The city's role should be, at a minimum, as a source of funding, installation and, when necessary, as a facilitator of the program. This allows the community's residents and stakeholders to best determine the works of art that they believe represent their neighborhoods.

Additionally, members of the community should have a more direct and autonomous role in implementing parts of this master plan. This concept has been discussed elsewhere in this document and is detailed in the implementation section. The role of residents, business owners and stakeholders in building, designing and maintaining public spaces within their community is key to making those spaces successful. The extent to which a community buys into the master plan can have an immeasurable impact on its sense of stewardship, pride and responsibility for the public spaces where people gather.

### Pocket Parks

Pocket parks are small public spaces that are usually on a residentially-zoned property and located within a neighborhood. They draw from a very small group of people, usually those within a block or two of the park, and there is rarely parking specifically for the park. Often the park infrastructure is at most a playground and park benches. Pocket parks present convenient opportunities for residents to gather and provide a place for children to be outdoors in a safe, contained environment. There are currently five parks that would be classified as pocket parks in West Salt Lake:

Park	Address	Amenities
Glendale Circle	Glenrose Drive, Illinois Avenue and Navajo Street	Benches, open space
Jake Garn Mini Park	1100 W. 600 South	Benches
Nelli Jack Park	1200 S. Montgomery Street	Benches
Post Street Tot Lot	487 S. Post Street	Benches, playground
Weseman Park	900 W. California Avenue	Benches, open space

Pocket parks are usually low cost but can be easier to maintain. This presents an opportunity for a partnership between the city and a pocket park's neighbors. The residents could maintain and beautify the park, thus taking symbolic ownership of the park, while the city provides some oversight regarding public health and safety and the physical resources they would otherwise dedicate to the park. This saves the city money in terms of manpower while providing the community a means of celebrating their public spaces. In essence, pocket parks occupy a unique part of the green space spectrum because they are very localized and intimate public spaces that neighboring residents can adopt, even unofficially, as something like a second backyard.

It was earlier noted that nearly 85 percent of West Salt Lake residents (based on an even distribution of population throughout the residential areas) live within one quarter-mile of a park, trail or some other type of green space. A majority of the remaining 15 percent are in two locations. The first is the blocks in between 500 South and 900 South and between Redwood Road and Navajo Street. The second is the area south of California Avenue between the Surplus Canal and Mountain View Elementary School. While the spaces next to the 9 Line and the Surplus Canal could technically fill both of these voids, they are not yet proper green spaces. Further, as stated above, pocket parks fulfill a different need for residents than trail corridors do. Salt Lake City should identify vacant

or underutilized properties in these areas and work with the nearby residents to create small public spaces that provide safe and accessible recreation opportunities for residents of all ages. Additionally, there are opportunities for pocket parks elsewhere in West Salt Lake. Potential locations that are at the edges of the quarter-mile buffer discussed above are the intersections of 900 West and 300 South, 900 West and 1400 South, 800 West and Fremont Avenue and finally, 800 West and 700 South.

Salt Lake City should also look at the potential for a program that gives residents the opportunity to maintain and beautify their pocket parks that is inclusive of all residents who wish to use them. This could be an opportunity to redirect some of the Parks and Public Lands Division's staff hours to larger parks while also providing the community the means to be more directly involved in how their neighborhoods look and function. As residents dedicate time and energy to maintaining their local pocket parks, the increased sense of pride and ownership can help reduce illegal or destructive activity in the area.

### Gateways

Gateways are a unique type of public place that requires attention, especially in West Salt Lake, where the connections to the rest of the city are a vital element of the community's vision. The gateways for the routes into the community can be broken into two types: **neighborhood and community gateways**. This distinction is mainly a function of the type of route. Neighborhood gateways are those that accompany roads leading to residential neighborhoods or smaller scale community nodes. **400 South, 800 South, 900 South, 1300 South and 900 West (from the north) are good examples of neighborhood gateways.** Community gateways are those that lead to commercial or regional nodes. **West Salt Lake's community gateways are the Redwood Road gateways, 1700 South, 2100 South and 900 West traveling from the south.**

Many of these gateways have been discussed throughout the plan in appropriate sections, but it is important to note that a gateway is one of the most important public spaces for visitors to the community. Effective gateway design creates a welcoming first impression and at once invites and welcomes all visitors, regardless of how or why they enter a neighborhood.

As the 9 Line corridor is designed and developed, the 900 South gateway (along with the Bridges Over Barriers project in Rose Park on 300 North) should provide a template for future development at these types of barriers. The towering concrete overpass



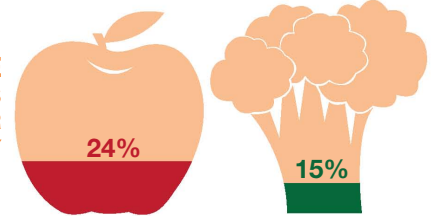
The 400 South neighborhood gateway today (top) and with changes in street materials, landscaping and streetlights (below). The intersection in the distance is the 400 South and 900 West community node.

and the uninviting space beneath it can become an asset—a space for artwork or a bike park—with the work of both the community and the city. These type of reclamation projects almost always originate with the community as a way of repurposing negative unusable spaces with positive public ones. Such creativity should be encouraged and acknowledged by Salt Lake City.

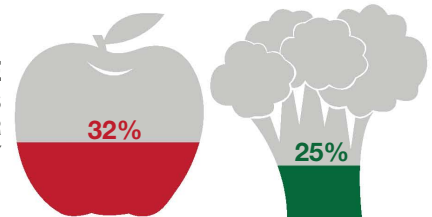
### Community Gardens and Urban Farms

The predominant single-family neighborhood development pattern provides the necessary room for community gardens and urban farms without impacting the character of the neighborhood. Community gardens are places where residents maintain small personal gardens in one area and share necessary resources. The harvest from urban farms is usually shared or sold to others within the community. Farmers' markets are a means for community members to sell or share produce with neighbors. There is currently a seasonal farmers' market, the People's Market, at Jordan Park that is visited by residents from all over the region.

**WEST SALT LAKE**  
PERCENT OF ADULTS  
WHO EAT FRUIT OR  
VEGETABLES DAILY



**STATEWIDE**  
PERCENT OF ADULTS  
WHO EAT FRUIT OR  
VEGETABLES DAILY



Fruit and vegetable consumption for West Salt Lake and Statewide (2011 Salt Lake County Health Assessment).

Community gardens and urban farms (including urban orchards) have become popular in recent years because they promote **a sustainable approach to food production and reduce the overall need for industrially-farmed produce and the resultant transportation costs required for its distribution.** They also help halt the spread of food deserts—regions where access to fresh, healthy and affordable food is limited or restricted. Salt Lake County, in its 2011 Small Area Health Profile, discovered that the average vegetable and fruit consumption for residents in West Salt Lake was significantly lower than the state average. West Salt Lake ranked the lowest area statewide for vegetable consumption and sixth lowest for fruit consumption.

Proper garden maintenance and cultivation can also improve air quality, increase biodiversity and reduce soil erosion and thus pollution of the Jordan River and the Great Salt Lake. The Sorenson Multicultural and Unity Center, for example, has already dedicated an area for community education regarding proper gardening practices and food production. Community gardens are public spaces which encourage residents to share resources and become more involved in their neighborhood. This type of ongoing social interaction cultivates safer and healthier neighborhoods.



**Education and provision of resources should be the first two steps to spread urban agriculture in the community.** With the Sorenson Unity Center's Unity Gardens already in place, there is already a model to follow. Some community members have identified possible locations for new gardens, such as the 9 Line corridor, and community organizations can help find partnerships or grants to help defray the necessary initial costs. Additionally, a number of residents with established private urban farms, in conjunction with the city, could expand outreach by demonstrating how easy it can be to get started.

## MOVING FORWARD

**Consider the safety of public spaces one of the primary elements of a public space.**

***The Jordan River.*** The Salt Lake City Transportation and Parks and Public Lands divisions should coordinate efforts to ensure that the Jordan River and Jordan River Parkway are safe public spaces for all residents. Sharp or blind turns, undesirable overgrown brush and inadequate lighting systems should be removed or reconfigured and changes to the design of the trail should be made to encourage multigenerational and family use.

***Reclaiming Marginal Public Spaces.*** Public spaces that are not used or used inappropriately should be improved through the establishment of new public spaces or reconfiguration of existing spaces. Marginal spaces include vacant public properties, secluded sections of parks and dark and poorly-designed streets. The city should actively work with the community to identify and reclaim these spaces to avoid ongoing problems with them.

**Highlight West Salt Lake's diverse community and honor the city's commitment to diversity through public spaces.**

***Public Art Galleries.*** The Salt Lake City Arts Council should determine the best way to facilitate a program that encourages the creation and implementation of public artwork in public spaces throughout West Salt Lake.

***Park Stewardship.*** Salt Lake City should consider allowing more direct community involvement in the programming, design and maintenance of parks to encourage stewardship among residents and potentially defray the labor costs of park maintenance.

**Expand the opportunities for recreation through the addition of new facilities in existing parks.**

***New Facilities.*** The Salt Lake City Planning and Parks and Public Lands divisions should work with the community to identify recreational needs in West Salt Lake and determine potential locations for those needs. Opportunities already identified by the community include splash pads, a public, outdoor swimming pool and additional fields for activities such as soccer matches.

**Establish new public spaces in West Salt Lake with the addition of new pocket parks.**

***New Pocket Parks.*** Identify potential locations for new pocket parks in parts of the community that are farthest from current parks. Focus should be placed in areas of the community that are currently underserved by parks, such as the western edge of the community.

***Funding Options.*** Salt Lake City's Housing and Neighborhood Development Division should work with residents and stakeholders to identify sources of funding for the creation and maintenance of pocket parks.

**Educate residents about urban agriculture and encourage it in the community.**

***Expand Existing Resources.*** Salt Lake City should actively and consistently highlight the educational programs at the Sorenson Unity Center regarding urban agriculture and consider the expansion of the center's existing community garden.

***Community Gardens in Public Spaces.*** The Salt Lake City Parks and Public Lands Division should identify the most appropriate spaces in West Salt Lake for community gardens or orchards and work with other departments to establish a resource-sharing program.

# IMPLEMENTATION

## MOVING FORWARD

### Four Resources

The various strategies identified within the “Moving Forward” section of each chapter of the *West Salt Lake Master Plan* are summarized below. This section provides the necessary tools for Salt Lake City to allocate its resources in a responsible and effective manner that will turn the vision of the master plan into reality. In addition, the Implementation chapter provides the basis for monitoring the master plan's effectiveness and determining when changes should be made to certain elements of the plan.

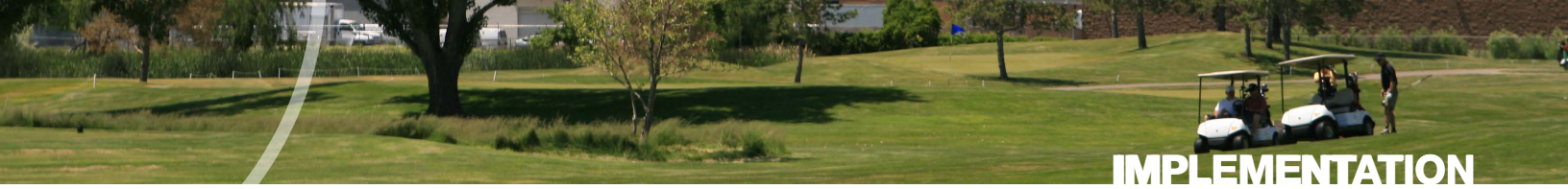
**Each strategy is given a “score” based on four resources: staff time, finances, time and community resources.** The score is a relative gauge of that strategy's requirements for those resources and has no specific meaning or value on its own. The four pieces of the scale are symbolized as follows:

Ongoing	Low	Medium	High
● ○ ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ○ ●

Each of these means something different based on the resource. It is important to understand the meanings within the context of the resource.

**Staff** is simply the amount of time or number of staff people required for Salt Lake City staff to accomplish the given strategy. For example:

- *Low*: These are projects that can be managed by a small number of staff members and do not require full allocation of their regular work hours.
- *Medium*: These projects are ones that may require a team of staff, often from multiple departments or divisions, and last for several months and possibly a year.
- *High*: These are projects that require a large number of staff members from multiple departments or divisions and are expected to require multiple years to accomplish.
- *Ongoing*: Ongoing projects are those that are completed by staff members as part of their day-to-day activities.



**Finances** are the costs associated with the project whether it is managed by the city or other public entity or by a private developer. The more expensive a project is, the more likely it is that there will be multiple funding sources and other financial issues that may make a project more difficult to implement.

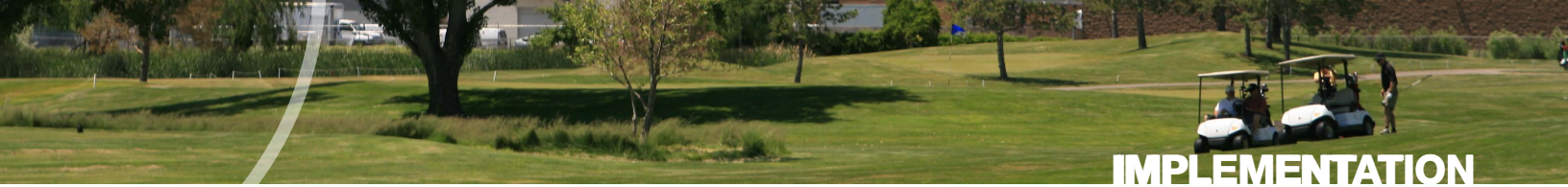
- *Low:* Low-cost projects are those that require little to no special allocation of funds and can typically be completed within the departments' existing budget. On the private sector side, these are projects that are relatively simple and require no public dollars.
- *Medium:* These are projects that may require some funding that is not ordinarily part of a department's budget. Private projects may require multiple funding sources due to the scale of the proposal and the private financing is dependent upon the lending environment at the time. Private projects at this scale may be supplemented by public funding from specific funding sources, loan programs or other grants if available.
- *High:* These projects require a large sum of money that is specifically funded from a variety of sources such as the city's general fund, bonding, Community Development Block Grants or other grants. Private financing is often complex and requires a number of investors. Public dollars are often used to supplement private financing.
- *Ongoing:* Projects with ongoing funding are those that come from a combination of application and permit fees or are part of a department's normal budget. **An action item that has a circular arrow (↻) has significant ongoing maintenance costs associated with it that could exceed the initial costs.**

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

- *Low:* The time involved with these projects is usually short and extend from required public processes, such as hearings with the Planning Commission or City Council, and permitting and business licensing. Typically, these projects take less than a year but may take longer if additional public involvement is necessary or desired.
- *Medium:* Projects on a medium time scale take two or three years to complete due to the public involvement required and the need for coordination between multiple parties, organizations or developers. They may require more than one meeting before the Planning Commission, City Council or RDA Board. Permitting is also more variable for these projects and has a greater impact on the length of time needed for the project.
- *High:* Projects such as these take a long time to implement due to their size, complexity and potential public processes. Such projects often require coordination between several agencies, such as Salt Lake City, UDOT, UTA and property owners. It is possible that projects at this scale require action from the state legislature. Additionally, they may require lengthy permitting and construction schedules.
- *Ongoing:* Ongoing projects are those that are not generally tied to a specific timeline but are completed through standard permitting or licensing approvals. This may also include monitoring of implementation strategies and programmatic functions related to implementation of other strategies.

The last dimension of each strategy is the **community**. This refers to the efforts of those who live, work or run a business in West Salt Lake. It can also include residents elsewhere in Salt Lake City that visit West Salt Lake or take advantage of its assets. The scale of each strategy or project is a measure of the time, coordination and other factors based within the community.

- *Low:* Projects like these generally involve one or two stakeholders and require little coordination.



## IMPLEMENTATION

- *Medium*: For implementation projects such as these, the stakeholder list is larger than “low” level projects and often includes more than neighboring property owner. Other stakeholders could include business owners and community organizations.
- *High*: Projects at this level may include hundreds of people with various interests in the project. Stakeholders would likely include residents, property owners, business owners, community organizations and possibly representatives of local, regional, state or federal government agencies.
- *Ongoing*: Ongoing implementation strategies and projects are those on an ongoing time scale are those that are either “by right” (i.e., require no public process or hearings) or need only administrative approvals. They typically impact a very small area or involve only one or two property owners and need little to no coordination with other parties.

### Implementation Matrix

Below is a summary of the implementation strategies found in each chapter and the scale of each in terms of the four resources identified above.

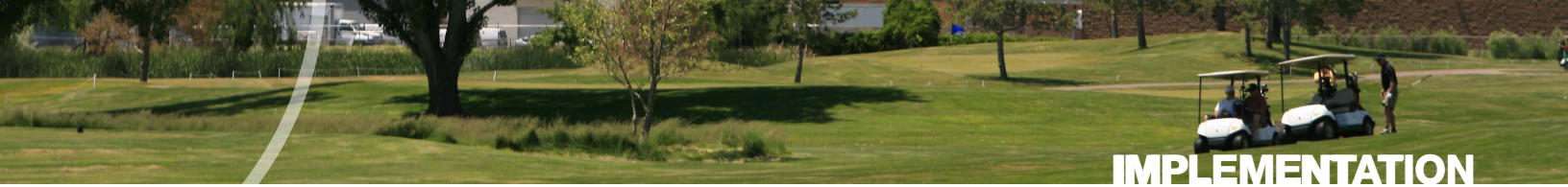
Opportunities					
A.1	Consider the Westside Coordination Group a fundamental implementation tool for the <i>West Salt Lake Master Plan</i> .	Staff	Finances	Time	Community
A.1.a	<b>Identification and Coordination.</b> The Salt Lake City Community and Economic Development Department should continue its support and coordination of the Westside Coordination Group into the foreseeable future. The group should be tasked with using the <i>West Salt Lake Master Plan</i> (and other applicable community and subject plans) as the framework for identification of redevelopment opportunities in the community and coordination of implementation activities.	● ○ ○ ○ ○	● ○ ○ ○ ○	● ○ ○ ○ ○	● ○ ○ ○ ○
A.1.b	<b>Metrics.</b> The Westside Coordination Group should develop metrics as a means of evaluating and assessing the effectiveness of this master plan and ensure that these metrics provide the basis for monitoring the growth of West Salt Lake.	● ○ ○ ○ ○	● ○ ○ ○ ○	● ○ ○ ○ ○	● ○ ○ ○ ○
A.1.c	<b>Evaluation and Assessment.</b> The West Side Coordination Group should also make one of its objectives the ongoing evaluation and assessment of the <i>West Salt Lake Master Plan</i> ’s implementation. The Planning Division should use the West Side Coordination Group as one of several gauges for the plan’s effectiveness in achieving the vision set forth in the document and as a source for necessary adjustments and modifications to the plan further down the road.	● ○ ○ ○ ○	● ○ ○ ○ ○	● ○ ○ ○ ○	● ○ ○ ○ ○

Ongoing	Low	Medium	High
● ○ ○ ○ ○	○ ● ○ ○ ○	○ ○ ● ○ ○	○ ○ ○ ● ○

## Neighborhoods

B.1	Determine unique and compatible ways to add incremental density through infill development.	Staff	Finances	Time	Community
B.1.a	<b>Infill Development.</b> All new infill development, whether single-, two- or multi-family residential, should adhere to the prevailing development pattern in the immediate area. Some design elements that are used to increase density, such as height and bulk, can be made compatible through appropriate architectural and landscaping techniques.	○ ● ○ ○ ○	○ ● ○ ○ ○	○ ○ ● ○ ○	○ ○ ● ○ ○
B.1.b	<b>Special Single-Family Allowances.</b> The Salt Lake City Planning Division should explore regulatory options for permitting unique, single-family residential development within the existing single-family zoning districts. Examples of special single-family developments include small-lot, detached, single-family residential units on parcels that are currently considered too small for development and attached single-family residential units.	○ ● ○ ○ ○	○ ● ○ ○ ○	○ ○ ● ○ ○	○ ○ ● ○ ○
B.1.c	<b>Multi-Family Infill Allowances.</b> The Salt Lake City Planning Division should explore regulatory options for allowing two- or multi-family development on lots that are zoned for only single-family where appropriate. Appropriate cases include lots that have unique shapes or where the impact on adjacent properties would be negligible due to the unique properties of the parcels. Appropriate review and approval processes should apply in these cases. Regulations such as these can help add even a small amount of additional density without impacting the prevailing single-family character of West Salt Lake and potentially introduce unique housing types and designs to the community or the city.	○ ● ○ ○ ○	○ ● ○ ○ ○	○ ○ ● ○ ○	○ ○ ● ○ ○
B.1.d	<b>New Development.</b> New residential and commercial development that is adjacent to established single-family neighborhoods should be buffered with landscaping and side or rear yard setbacks based upon the distance between the proposed building and the existing buildings.	● ○ ○ ○ ○	● ○ ○ ● ○ ○	● ○ ○ ○ ○	○ ○ ● ○ ○
B.1.e	<b>Accessory Dwelling Units.</b> Salt Lake City should expand the geographic area where accessory dwelling units are permitted to include the single-family districts in West Salt Lake. Application of the accessory dwelling unit ordinance in this community would provide opportunities for additional density and a wider variety of housing choices without impacting the predominant development pattern.	● ○ ○ ○ ○	● ○ ○ ○ ○	○ ○ ● ○ ○	○ ○ ○ ● ○

Ongoing	Low	Medium	High
● ○ ○ ○ ○	○ ● ○ ○ ○	○ ○ ● ○ ○	○ ○ ○ ● ○



## IMPLEMENTATION

B.2	Find sustainable options for underutilized lands within these stable, single-family neighborhoods.	Staff	Finances	Time	Community
B.2.a	<b>Big Blocks.</b> With the help of property owners and potential developers, Salt Lake City should identify underutilized or unmaintained areas within large residential blocks in West Salt Lake. These mid-block areas should be targeted for development through flexible zoning and design standards.	○○●○○	○○●○○	○○○●○	○○○●○
B.2.b	<b>Urban Agriculture.</b> Between existing city resources and private urban agriculture organizations, a community-wide information network should be established to explain the requirements and regulations for farming on private lots with the goal of increasing fruit and vegetable consumption, decreasing the food desert in West Salt Lake and encouraging more sustainable use of private vacant lands.	○○●○○	○○●○○	●○○○○	●○○○○

### Nodes

C.1	Create a more conducive environment for redevelopment at neighborhood nodes.	Staff	Finances	Time	Community
C.1.a	<b>Low-Intensity Mixed Use Development.</b> The Salt Lake City Planning Division shall analyze its existing zoning districts to determine what zoning changes will provide the most flexibility for low-intensity mixed use development around identified neighborhood nodes. Building heights at residential nodes should be limited to 35 feet or three stories without density limitations provided the other development regulations are met. The goal should be between ten and 25 units per acre. Residential uses should not be required as part of the development but encouraged with other incentives.	●●○○○	○○●○○	○○●○○	●○○○○
C.1.b	<b>The Pedestrian Experience.</b> The pedestrian experience around neighborhood nodes should be one of the focal points of redevelopment and capital improvements in West Salt Lake. The city and community should prioritize projects at the identified intersections in this plan through the Capital Improvement Plan, such as decorative crosswalks, signage and wayfinding programs, intersection bulbouts where space permits, public artwork, street trees and similar types of improvements. Street lighting should be emphasized at intersections and be scaled to the pedestrian level. Ongoing recording and comparative analysis of pedestrian-vehicle conflict data (e.g., pedestrian-vehicle collisions, accidents and moving violations) should be used to inform future projects at neighborhood nodes.	○○○●○	●○○○●	●○○○○	○○●○○

Ongoing	Low	Medium	High
●○○○	○○●○○	○○●○○	○○○●○



## IMPLEMENTATION

C.1	(continued)	Staff	Finances	Time	Community
C.1.c	<b>Local Business Expansion.</b> The Salt Lake City Economic Development Division should focus its local business development efforts to make existing and potential business owners aware of the benefits of being located at neighborhood nodes. These nodes should be highlighted as potential locations for relocation or establishment of those businesses.	●○○○	○○●○	●○○○	●○○○
C.1.d	<b>900 South and 900 West.</b> The intersection of 900 South and 900 West should be the focus of a special redevelopment program to realize the potential of, and take advantage of, community interest in this neighborhood node, despite the limitations.  <i>The Southwest Corner:</i> The existing businesses on the southwest corner should be incorporated and made the anchors of a larger and more cohesive development.  <i>Sunday Anderson Senior Center:</i> The city should work with Salt Lake County to find a unique way to expand the role of the Sunday Anderson Senior Center in the node's growth, possibly through expansion into a larger development with complementary neighborhood uses.  <i>Billboard Relocation:</i> Salt Lake City should work with the property owner and billboard owner of the billboards on the northwest corner of the property to find a more appropriate and mutually beneficial location.	○○○●	●○○●	○○●○	●○○○
		○○●○	○○●○	○○●○	○○●○
		○○●○	○○●○	○○●○	○○●○
		○○○●	○○○●	○○○●	○○●○
C.1.e	<b>Glendale Plaza.</b> Salt Lake City's Planning Division should find a suitable way to encourage multi-family infill development at the intersection of Navajo Street and Glendale Drive to encourage additional commercial development that complements the existing commercial, institutional and residential development at the intersection. Keeping in mind the failure of the previous Glendale Plaza commercial development, the focus should be on residential development here. There should be flexibility with regard to height, parking and landscaping due to the nature of the intersection and the development pattern.	○●○○	○●○○	○○●○	○○●○

Ongoing	Low	Medium	High
●○○○	○●○○	○○●○	○○○●



## IMPLEMENTATION

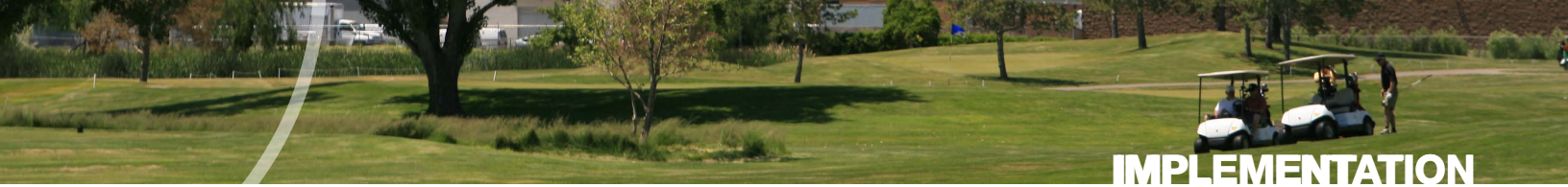
C.2	Create a more flexible regulatory environment for redevelopment at community nodes.	Staff	Finances	Time	Community
C.2.a	<b>Maximize Use of Property.</b> Allow property owners at the identified community nodes to take full advantage of their properties to add density and commercial intensity to the area. A certain percentage of residential development should be required for developments over a certain size and the density benchmarks should be between 25 to 50 dwelling units per acre. Developers should be encouraged to aim for three to four stories in height, provided appropriate buffering and landscaping can make the new development compatible with any surrounding single-family development. Parking should be required for all uses, but it should be located behind or to the side of buildings and shared parking should be strongly encouraged to maximize developable space.	○ ○ ● ○	○ ○ ○ ●	○ ○ ○ ●	● ○ ○ ○
C.2.b	<b>Pedestrians, Bicyclists and Vehicles.</b> Because community nodes rely on pedestrian, bicycle and vehicle activity to survive, a balance between the three should be the goal for capital improvements at these intersections. Parking lots should always be located behind or to the side of buildings and entrances to parking lots should be on side streets if possible. Street lighting should be designed to minimize the potential for incidents between pedestrians, bicyclists and vehicles, and traffic calming devices such as medians, bulbouts or planters should be used where possible.	○ ○ ● ○	○ ○ ○ ●	○ ○ ● ○	○ ● ○ ○
C.2.c	<b>Wayfinding and Orientation.</b> The Community and Economic Development Department should consider a pilot program for wayfinding and orientation between the identified community nodes in West Salt Lake. Due to the layout of nodes in West Salt Lake and the need to encourage healthier activities such as walking and bicycling in the community, the program should establish a “tour of the community” that informs residents and visitors of the distances between nodes and assets in the area and makes use of the Jordan River Parkway and the 9 Line.	● ○ ○ ○	○ ○ ● ○	○ ● ○ ○	○ ● ○ ○
C.3	Create a foundation for the development of regional nodes in West Salt Lake.	Staff	Finances	Time	Community
C.3.a	<b>Removing Barriers and Recruitment.</b> The Salt Lake City Planning Division and the Economic Development Division should work together to identify the zoning regulations that may be barriers to creating regional nodes in West Salt Lake. The Economic Development Division should use the flexibility in development at regional nodes as a recruitment tool for large commercial, institutional or office park development.	○ ○ ● ○	○ ○ ● ○	○ ○ ● ○	○ ○ ● ○

Ongoing	Low	Medium	High
● ○ ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ○ ●








C.3	(continued)	Staff	Finances	Time	Community
C.3.b	<b>High Density Residential and Multi-Use Development.</b> The Planning Division should put in place a zoning district (or districts) at the identified regional nodes that has no density limitations and flexible height regulations to encourage high density residential development and compact, multi-use development. The ideal densities at nodes such as Redwood Road and 1700 South and Redwood Road and 2100 South should be between 75 and 100 dwelling units per acre. At Redwood Road and 400 South and at 900 West and 1700 South, densities between 50 to 75 dwelling units per acre are more reasonable.	○●○○○	○○●○○	○○○●○	○○●○○
C.4	Continue to support the development of recreation nodes in West Salt Lake.	Staff	Finances	Time	Community
C.4.a ↻	<b>Infrastructure Maintenance and Improvement.</b> As part of other goals and strategies in this plan, and because of the unique recreational assets in West Salt Lake, funding for ongoing maintenance and improvement of its recreational infrastructure should be one of the priorities of the city. The intersections between the trails and streets should be considered an opportunity for creating public spaces and highlighting the city's ongoing emphasis on recreation and public art.	●●○○○	●○○○●	●○○○○	○○●○○
C.5	Build and maintain and active, multi-modal network between West Salt Lake's nodes and nodes outside the community.	Staff	Finances	Time	Community
C.5.a	<b>Strengthening the Transit Network.</b> As part of the citywide transit plan, connections between West Salt Lake and the rest of the city should be carefully considered. The potential for additional transit in West Salt Lake should be analyzed in light of the physical barriers surrounding the community, the lack of reliable internal transit and connections to existing transit outside the community and the need for equitable distribution of transit for all city residents.	○○○●○	○○○●○	●○○○○	○●○○○
	<i>Bus Service:</i> Salt Lake City should encourage the Utah Transit Authority to improve the overall reliability and quality of bus service in West Salt Lake and make efforts to improve the quality and accessibility of bus stops in the community.	○○●○○	○○●○○	○○●○○	○○●○○
	<i>Rail Service:</i> As part of Salt Lake City's citywide transit master plan, the role of rail service—especially streetcar—in West Salt Lake should be reviewed and the city should consider how it can be used to strengthen the east west connections between West Salt Lake and downtown.	○○○●○	○○○●○	○○○●○	○○○●○














Ongoing	Low	Medium	High
●○○○	○●○○	○○●○	○○○●







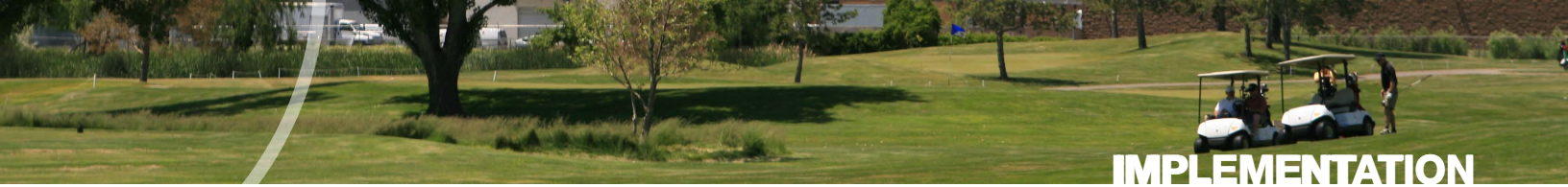
## IMPLEMENTATION

C.5	(continued)	Staff	Finances	Time	Community
C.5.b 	<b>The 900 South East-West Connection.</b> Using the 9 Line corridor as a template, Salt Lake City should explore ways to highlight the connection between West Salt Lake's 900 South and 900 West intersection and the 9th & 9th neighborhood node at 900 East. Thematic design elements such as pavement markings, signage or special road signs, for example, should be part of the connection.				

### Redwood Road

D.1	Keep the entire Redwood Road corridor in mind while encouraging redevelopment.	Staff	Finances	Time	Community
D.1.a	<b>The Big Picture.</b> Even though Redwood Road is a patchwork of development opportunities, Salt Lake City should always consider the entire corridor when planning and engineering improvements. Not only is Redwood Road important to the community, but it is also a city and regional asset. The intersections on Redwood Road are important, but there is a lot of land in between the intersections. Those areas require infrastructure improvements as well. Keeping the big picture in mind is also important because there are redevelopment limitations on each side of the road, but both sides of the road need to be cohesive. Additionally, roads are public spaces by their very nature, so Redwood Road is likely the biggest public space in West Salt Lake. Consistent design treatment is a fundamental way to make all 2.75 miles of Redwood Road pleasant and inviting for everyone.				
D.1.b 	<b>Emphasize the Intersections.</b> Redwood Road has major intersections at regular intervals and those intersections should be highlighted and emphasized to signify their roles as gateways into the neighborhoods. The Indiana Avenue intersection in particular requires attention because building heights are unlikely to play a role in its emphasis.				
D.1.c	<b>Highlight the 9 Line.</b> The intersection of the 9 Line and Redwood Road should be highlighted to bring visibility to the trail crossing and emphasize the importance of the trail. The full extent of this should be developed in the 9 Line Corridor Plan. Salt Lake City should also consider purchasing the property that abuts the 9 Line on its southern edge to establish a new public space. Alternately, the city could employ incentives or other means of encouraging development of that lot to activate the space along the trail and make it safer.				

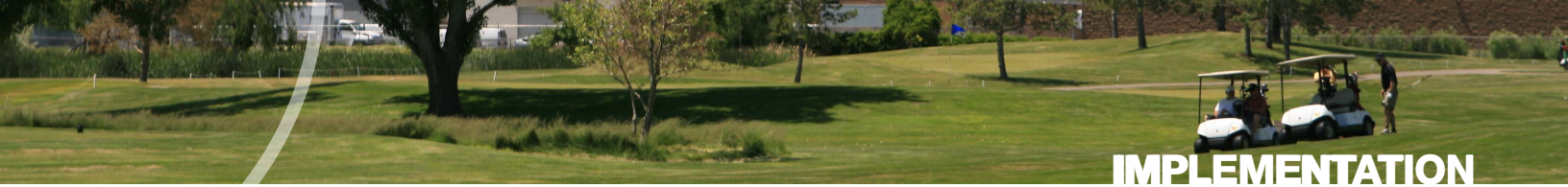
Ongoing	Low	Medium	High
			



## IMPLEMENTATION

D.2	Encourage residential and commercial redevelopment along the east side of Redwood Road.	Staff	Finances	Time	Community
D.2.a	<b>300 South to the Surplus Canal.</b> The Planning Division should establish a zoning district on the east side of Redwood Road between 300 South and the Surplus Canal that permits heights up to at least 50 feet to achieve residential densities of 20 to 50 units per acre. Developments in this area should be required to provide a residential component if they exceed 35 feet (or three stories) and residential development should be encouraged via parking reductions and other incentives. The zoning district should heavily regulate buffering between Redwood Road development and the adjacent single-family development by focusing on techniques such as setbacks, variable height limits and landscaping. This will ensure compatible development at the intersection of Redwood Road with Indiana Avenue, where proximity of single-family development is an issue.	○ ● ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ● ○
D.2.b	<b>The Surplus Canal to 2100 South.</b> The Planning Division should rezone the properties along Redwood Road between the Surplus Canal and 2100 South to a district that permits multi-family residential, commercial and office uses with flexibility in terms of height and site design. If density limits are put in place, they should be upwards of 50 to 100 units per acre.	○ ● ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ● ○
D.3	Encourage major redevelopment of the west side of Redwood Road.	Staff	Finances	Time	Community
D.3.a	<b>The West Side of Redwood Road.</b> The mix of zoning districts along Redwood Road's west side, currently, general-to-heavy commercial and light manufacturing, should be eliminated. In its place, two less intense zoning districts should be put in place. Property adjacent to Redwood Road should be zoned for less intense commercial land uses through a zone that requires a more coordinated and measured approach to development than the one found there now. There should be a focus on building and site design to make new construction more compatible with the desired multi-modal use of the corridor. This new zoning district should restrict the heavy commercial uses allowed there now, but welcome large commercial developments or ones that can operate free of nuisances. The remaining properties between Redwood Road and I-215 should be rezoned for business or industrial park style development. The Planning Division should consider establishing a new zoning district that allows for some of the lower-intensity industrial uses that can be designed to be compatible with commercial development.	○ ● ○ ○	○ ○ ● ○	○ ○ ● ○	○ ○ ○ ●

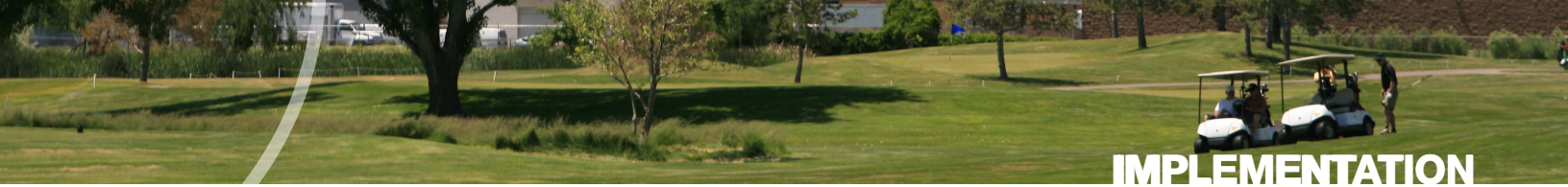
Ongoing	Low	Medium	High
● ○ ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ○ ●





## IMPLEMENTATION



D.3	(continued)	Staff	Finances	Time	Community
D.3.b	<b>Entertainment Zone.</b> The Community and Economic Development Department should focus on bringing family-oriented entertainment facilities to a location on Redwood Road. Such a complex could be part of a larger commercial or office development and serve as a catalytic site for development on both sides of Redwood Road.	○○○●○	○○○●○	○○○●○	○○○●○
D.4	Recognize Redwood Road's role as a gateway into Salt Lake City, the West Salt Lake community and its neighborhood.	Staff	Finances	Time	Community
D.4.a ↻	<b>400 South Gateway.</b> Salt Lake City should invest in infrastructure and landscaping improvements where Redwood Road enters the West Salt Lake community at 400 South. The gateway should, at minimum, feature landscaping, public artwork and signage welcoming travelers to the community, to Salt Lake City or to both. Gateway landscaping treatments should be designed with the city's sustainability goals in mind. The scale of the gateway should reflect the fact that this is a gateway for Salt Lake City residents to the north and for visitors first entering Salt Lake City from I-80 and the airport.	○○○●○	●○○●○	○○○●○	○○○●○
D.4.b ↻	<b>2100 South Gateway.</b> Salt Lake City should invest in infrastructure and landscaping improvements at the point where Redwood Road enters the West Salt Lake community at 2100 South. The gateway should, at minimum, feature landscaping, public artwork and signage welcoming travelers to the community or to Salt Lake City or to both. Gateway landscaping treatments should be designed with the city's sustainability goals in mind. The scale of the gateway should reflect the fact that this is a gateway for residents from other cities to the south and for visitors entering the city from Highway 201.	○○○●○	●○○●○	○○○●○	○○○●○
D.5	Transform Redwood Road from an automobile-dominated thoroughfare to a corridor that balances all types of transportation.	Staff	Finances	Time	Community
D.5.a ↻	<b>Sidewalks, Crosswalks and Bicycle Facilities.</b> Salt Lake City should reinforce the sidewalk and bicycle improvements installed by UDOT along Redwood Road with additional improvements of the sidewalk and crosswalk infrastructure around major intersections. Pedestrian refuges should also be used as part of crosswalks across Redwood Road at all major intersections.	○○○●○	●○○●○	○○○●○	○○○●○

Ongoing	Low	Medium	High
●○○○	○●○○	○○●○	○○○●



D.5	(continued)	Staff	Finances	Time	Community
D.5.b 	<b>Bus Rapid Transit.</b> Salt Lake City should focus efforts on realizing the proposed bus rapid transit (BRT) route on Redwood Road, as identified in the 2011-2040 Wasatch Front Regional Transportation Plan, as redevelopment necessitates direct and efficient travel to both Redwood Road employment centers (from outside the community) and those downtown, at the University of Utah and at Research Park. BRT on Redwood Road within Salt Lake City should, at minimum, feature dedicated rights-of-way for buses with stations similar to those found at light rail stations.	○ ○ ○ ●	● ○ ○ ○ ●	○ ○ ○ ○ ●	○ ○ ○ ○ ●
D.5.c 	<b>Light Rail Transit or Streetcar.</b> As a potential long-term project, Salt Lake City should consider the feasibility of a light rail or streetcar route on Redwood Road.	○ ○ ○ ○ ●	● ○ ○ ○ ●	○ ○ ○ ○ ●	○ ○ ○ ○ ●

## The Jordan River

E.1	Establish more connections between the Jordan River Parkway and the community.	Staff	Finances	Time	Community
E.1.a	<b>The Missing Link.</b> All efforts to finalize and construct the missing section of the Jordan River Parkway between 200 South and North Temple should be made. Completion of the trail will provide West Salt Lake residents with direct bicycle and pedestrian access between the neighborhood and community nodes on 900 West and the Fairpark TRAX station.	○ ○ ○ ○ ●	○ ○ ○ ○ ●	○ ○ ● ○ ○	○ ● ○ ○ ○
E.1.b 	<b>Wayfinding.</b> Salt Lake City and community members should work together to develop a uniquely designed wayfinding system linking the Jordan River Parkway with other community assets such as the Sorenson Multicultural and Unity Center, the Chapman Library and forthcoming Glendale Library and the community's schools. The wayfinding system should utilize clear and simple imagery and colors that make it accessible and welcoming for all trail users.	○ ○ ○ ○ ●	● ○ ○ ○ ●	○ ○ ● ○ ○	○ ● ○ ○ ○
E.2	Support the Jordan River's ecological health.	Staff	Finances	Time	Community
E.2.a 	<b>Plant and Animal Habitats.</b> Salt Lake City should continue its efforts to maintain existing native plant species throughout the Jordan River corridor while looking for new opportunities to expand the reach of the species' habitats. Additionally, the city should continue to work with other cities and regional organizations to restore and protect wetlands and other wildlife habitats and to further improve the river's water quality.	○ ○ ○ ○ ●	● ○ ○ ○ ●	○ ○ ○ ○ ●	● ○ ○ ○ ●
E.2.b	<b>Undeveloped Land.</b> A thorough ecological evaluation of undeveloped parcels adjacent to the Jordan River should be conducted to determine the most appropriate use of each parcel.	○ ○ ● ○ ○	○ ○ ○ ○ ●	○ ○ ○ ○ ●	● ○ ○ ○ ○

Ongoing	Low	Medium	High
● ○ ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ○ ●



## IMPLEMENTATION

E.2	(continued)	Staff	Finances	Time	Community
E.2.c	<b>Corridor Encroachments.</b> The city should identify encroachments into the Jordan River corridor from adjacent private properties and work with property owners to correct current encroachments and prevent future ones. Analysis of the effectiveness of the existing Riparian Corridor Overlay Zone since its creation may also provide direction on potential changes or additions to the overlay district.	○ ○ ● ○	○ ○ ● ○	○ ○ ○ ●	○ ○ ○ ●
E.3	Celebrate the Jordan River.	Staff	Finances	Time	Community
E.3.a	<b>The River District.</b> Salt Lake City's Department of Community and Economic Development should continue its work with residents, businesses owners and community organizations along the Jordan River to establish the "River District" as a unifying theme between Glendale and Poplar Grove.	○ ○ ● ○	○ ○ ● ○	○ ○ ○ ●	● ○ ○ ○ ●
E.3.b	<b>Community-Driven Implementation.</b> Salt Lake City and West Salt Lake community members should together create a more collaborative environment to discuss ways in which residents and stakeholders can implement the <i>West Salt Lake Master Plan</i> . Barriers that discourage community-driven projects should be identified and removed.	○ ○ ● ○	○ ○ ● ○	○ ○ ● ○	● ○ ○ ○ ○
E.3.c	<b>Market the River.</b> Salt Lake City should create a marketing program to highlight the Jordan River and its history, the recreational and educational opportunities it offers and its importance to the city.	○ ○ ● ○	○ ○ ● ○	● ○ ○ ● ○	● ○ ○ ○ ○
E.3.d ↻	<b>Urban Design.</b> The city should create and implement an urban design system that utilizes river-related imagery and themes for infrastructure, street and sidewalk treatments, wayfinding and public artwork. This design system should be used primarily at or around nodes that are or will be tied to the Jordan River such as 900 West and 900 South or 900 West and California Avenue.	○ ○ ● ○	● ○ ○ ○ ●	● ○ ○ ○ ○	● ○ ○ ○ ○
E.3.e ↻	<b>River Crossings.</b> At the points where 400 South, Indiana Avenue and California Avenue cross the Jordan River, unique treatments including monument signs and landscaping should be installed to bring attention to the river and the bridge. At all other crossings, Salt Lake City should consider less expensive treatments that still identify the Jordan River.	○ ○ ● ○	● ○ ○ ● ○	○ ○ ○ ○ ●	○ ● ○ ○ ○

Ongoing	Low	Medium	High
● ○ ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ○ ●



## IMPLEMENTATION

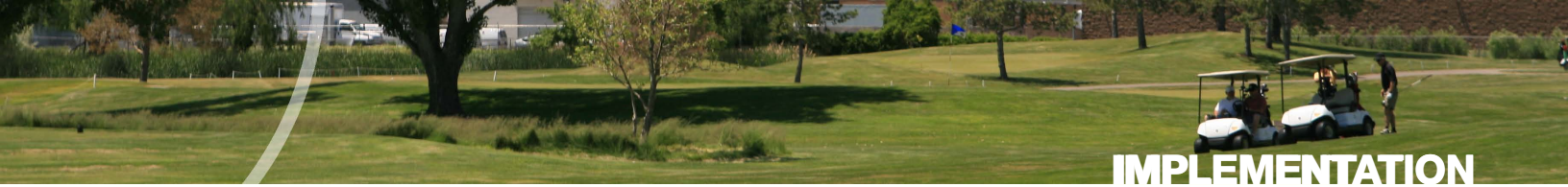
E.4	Expand recreational opportunities on the Jordan River.	Staff	Finances	Time	Community
E.4.a	<b>900 West Access.</b> Salt Lake City should acquire property on 900 West near 1300 South for the purpose of creating a new access point for the Jordan River.	○ ○ ○ ● ○	○ ○ ○ ○ ●	○ ○ ○ ○ ●	○ ○ ○ ● ○
E.4.b	<b>Canoe and Kayaks.</b> New canoe and kayak access facilities should be added to the river and opportunities for more river recreation activities should be pursued. Boating on the river should be considered a fundamental means of raising awareness of the river's educational, ecological and cultural importance to the community, city and region.	○ ○ ○ ○ ●	○ ○ ○ ● ○	○ ○ ○ ● ○	○ ○ ○ ● ○
E.4.c	<b>Boating Impacts.</b> The impact on boating along the Jordan River should be a primary consideration for all future infrastructure projects along or within the river corridor. Additionally, Salt Lake City should take advantage of any opportunities to remove existing barriers when they are presented.	○ ○ ○ ○ ●	○ ○ ○ ○ ●	○ ○ ○ ○ ●	○ ○ ○ ● ○
E.5	Make the Jordan River safer for everyone.	Staff	Finances	Time	Community
E.5.a	<b>Community Policing.</b> Residents should be encouraged to participate in the Salt Lake City Police Department's SLCPD Volunteer Corps and the Community-Oriented Policing Program.	○ ○ ○ ● ○	○ ○ ○ ● ○	● ○ ○ ○ ○	○ ○ ○ ○ ●
E.5.b ↻	<b>Trail Lighting.</b> The Salt Lake City Parks and Public Lands Division should install light fixtures in parks and open spaces that are more resistant to vandalism. Ensure these light fixtures are context-sensitive and sited to maximize light at high traffic areas, narrow corridors and road crossings while reducing spillover into the sensitive habitat areas.	○ ○ ○ ● ○	● ○ ○ ● ○	○ ○ ○ ● ○	○ ● ○ ○ ○
E.5.c ↻	<b>Parallel Trails.</b> Consider installation of an additional trail made of a durable non-asphalt material where there is room for the addition. Alternately, pavement striping that separates the uses can be added to the existing trail. Each options can provide safer conditions for different types of users (such as seniors or families with children as opposed to bicyclists, runners or skateboarders).	○ ○ ○ ○ ●	● ○ ○ ○ ●	○ ○ ○ ● ○	○ ● ○ ○ ○

Ongoing	Low	Medium	High
● ○ ○ ○	○ ● ○ ○	○ ○ ○ ●	○ ○ ○ ●

## The Surplus Canal

F.1	Protect the Surplus Canal corridor.	Staff	Finances	Time	Community
F.1.a	<b>Canal Corridor Encroachments.</b> The city should identify encroachments into the Jordan River corridor from adjacent private properties and work with property owners to correct the situation and prevent future encroachments.	○ ○ ● ○	○ ○ ● ○	● ○ ○ ○	● ○ ○ ○
F.2	Establish the Surplus Canal Trail.	Staff	Finances	Time	Community
F.2.a	<b>Short-term Trail Improvements.</b> The Salt Lake City Transportation Division, in conjunction with Salt Lake County, should establish a Surplus Canal Trail with wayfinding signage. This first phase of the trail would be on the existing surface and in the existing right-of-way to let people know of its existence as future improvements are planned, funded and designed.	● ○ ○ ○	○ ○ ○ ○	● ○ ○ ○	● ○ ○ ○
F.2.b	<b>Long-term Trail Improvements.</b> The final phase of the Surplus Canal Trail should be constructed to provide full access to both pedestrians and bicyclists and provides a connection between the Jordan River at 2100 South to the Airport Trail. Finalization of the trail will require land acquisition to ensure the trail is constructed properly. The trail corridor should include a full wayfinding system and appropriate lighting along the trail and at intersections.	○ ○ ○ ●	● ○ ○ ●	○ ○ ○ ●	● ○ ○ ○
F.3	Create a unique walking and bicycling experience along the Surplus Canal Trail.	Staff	Finances	Time	Community
F.3.a	<b>The Trail Experience.</b> The Surplus Canal Trail should be designed as a multigenerational recreational asset that is accessible and usable by all residents. It should be designed to cater to both pedestrians and bicyclists and to recreational and commuter usage.	○ ○ ● ○	○ ○ ● ○	○ ○ ● ○	● ○ ○ ○
F.3.b	<b>Industrial Trail Design.</b> The Surplus Canal Trail should be designed to take advantage of its unique location and should highlight the industrial nature of the corridor, especially west of Redwood Road. The trail's designers should address this through materials used for signage, interpretive markers that tell the history of the area and in artwork along fences or at intersections.	○ ○ ○ ●	○ ○ ○ ●	○ ○ ○ ●	● ○ ○ ○
F.3.c	<b>Public Spaces.</b> The Parks and Public Lands Division should find ways to incorporate passive recreational spots along the Surplus Canal Trail to provide public spaces where people can gather. These spaces should be designed to take advantage of the surroundings and be inclusive to all trail users.	○ ○ ● ○	● ○ ○ ●	○ ○ ● ○	● ○ ○ ○
F.3.d	<b>Rowing Facilities.</b> The Parks and Public Lands Division, in conjunction with Salt Lake County, should explore the opportunity of creating a small summer recreation center to complement the existing, temporary rowing facilities in place at Indiana Avenue and the Surplus Canal.	○ ○ ○ ●	● ○ ○ ●	○ ○ ○ ●	● ○ ○ ○

Ongoing	Low	Medium	High
● ○ ○ ○	○ ○ ○ ●	○ ○ ○ ●	○ ○ ○ ●



Industrial Districts					
G.1	Explore ways to redevelop the 700 West industrial corridor.	Staff	Finances	Time	Community
G.1.a	<b>Permitted Uses.</b> The Planning Division should comprehensively review the uses that are permitted in the current light manufacturing zoning district and determine if a new zone—an industrial park district, for example—may be more appropriate. A new district should more specifically regulate building and site design and should completely prohibit any uses that produce noxious odors, fumes or other discharge or other uses that rely heavily on outdoor storage.	○ ● ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ● ○
G.1.b	<b>Mixed Use Infill.</b> The Planning Division should consider permitting residential and commercial infill on vacant parcels in the corridor. Any infill development with a residential component shall be contingent upon environmental review. Height and bulk regulations for infill development should be as flexible as they are for other uses in the zoning district in order to achieve high density development (50 or more dwelling units per acre).	○ ● ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ● ○
G.1.c	<b>Curb and Gutter.</b> Salt Lake City should install curbs and gutter on all streets in the 700 West corridor where such improvements do not exist.	○ ● ○ ○	○ ○ ○ ○ ●	○ ○ ● ○	○ ● ○ ○
G.1.d	<b>Streetscape Changes.</b> The Transportation Division should consider modifications to the streets on 700 West and 800 West in order to buffer the existing industrial uses from the residential land uses to the west. Narrow landscaped medians or large trees on the west side of 700 West are other possibilities.	○ ● ○ ○	○ ○ ○ ○ ●	○ ○ ● ○	○ ● ○ ○
G.2	Improve the 1700 South streetscape while encouraging redevelopment of the industrial area between 1700 South and 2100 South.	Staff	Finances	Time	Community
G.2.a	<b>The 1700 South Streetscape.</b> The Salt Lake Planning Division should utilize commercial zoning along 1700 South that prohibits heavy or industrial-style land uses while encouraging the kind of retail and service uses and residential densities typically found at a regional node.	○ ● ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ● ○
G.2.b	<b>1700 South to 2100 South.</b> Properties south of the 1700 South streetscape properties should be zoned to encourage an industrial park style of development similar to the one recommended for the areas west of Redwood Road and throughout the 700 West corridor.	○ ● ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ○ ○ ●

Ongoing	Low	Medium	High
● ○ ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ○ ●



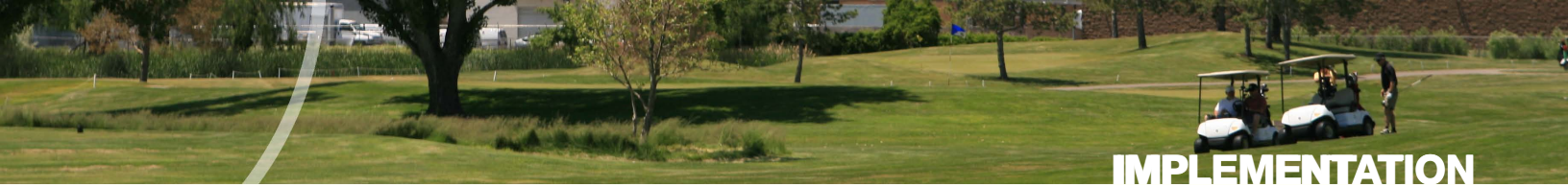
## IMPLEMENTATION

G.2	(continued)	Staff	Finances	Time	Community
G.2.c	<b>The Jordan River.</b> Salt Lake City should monitor industrial land uses on the east side of the Jordan River to ensure that all encroachments into the riparian corridor are removed and that future expansion or redevelopment of these industrial properties mitigates any current issues. Analysis of how the existing Riparian Corridor Overlay Zone has been used may also provide insight into its effectiveness and what types of changes may be necessary to further protect the corridor from encroachments.	○ ● ○ ○	○ ● ○ ○	○ ○ ● ○	○ ● ○ ○
G.3	Mitigate the impacts of the 700 West corridor on West Salt Lake's east-west corridor.	Staff	Finances	Time	Community
G.3.a ↻	<b>Urban Design Treatments.</b> Salt Lake City should work with community residents and stakeholders to develop an urban design system for the gateways at 800 South, 900 South and 1300 South to reduce the visual and psychological impact that the current development pattern has on visitors to the community. Potential designs should utilize the interstate viaduct as a method of repurposing this barrier into a welcoming feature.	○ ○ ● ○	● ○ ○ ○ ●	○ ○ ○ ○ ●	○ ○ ○ ○ ●
G.3.b ↻	<b>Active Spaces.</b> Salt Lake City's Parks and Public Lands Division should work with other city departments and the Utah Department of Transportation to find unique ways to stimulate city properties near the community's gateway areas with public spaces that encourage activity and positive uses.	○ ○ ● ○	● ○ ○ ○ ●	○ ○ ● ○	○ ● ○ ○

## Public Spaces

H.1	Consider the safety of public spaces one of the primary elements of a public space.	Staff	Finances	Time	Community
H.1.a ↻	<b>The Jordan River.</b> The Salt Lake City Transportation and Parks and Public Lands divisions should coordinate efforts to ensure that the Jordan River and Jordan River Parkway are safe public spaces for all residents. Sharp or blind turns, undesirable overgrown brush and inadequate lighting systems should be removed or reconfigured and changes to the design of the trail should be made to encourage multigenerational and family use.	○ ○ ○ ○ ●	● ○ ○ ○ ●	● ○ ● ○	● ○ ● ○
H.1.b	<b>Reclaiming Marginal Public Spaces.</b> Public spaces that are not used or used inappropriately should be improved through the establishment of new public spaces or reconfiguration of existing spaces. Marginal spaces include vacant public properties, secluded sections of parks and dark and poorly-designed streets. The city should actively work with the community to identify and reclaim these spaces to avoid ongoing problems with them.	● ○ ● ○	● ○ ● ○	● ○ ● ○	● ○ ● ○

Ongoing	Low	Medium	High
● ○ ○ ○	○ ● ○ ○	○ ○ ● ○	○ ○ ○ ●



H.2	Highlight West Salt Lake's diverse community and honor the city's commitment to diversity through public spaces.	Staff	Finances	Time	Community
H.2.a ↻	<b>Public Art Galleries.</b> The Salt Lake City Arts Council should determine the best way to facilitate a program that encourages the creation and implementation of public artwork in public spaces throughout West Salt Lake.	○ ○ ○ ● ○	● ○ ○ ● ○	○ ○ ○ ● ○	○ ○ ○ ● ○
H.2.b	<b>Park Stewardship.</b> Salt Lake City should consider allowing more direct community involvement in the programming, design and maintenance of parks to encourage stewardship among residents and potentially defray the labor costs of park maintenance.	○ ● ○ ○ ○	○ ○ ○ ● ○	○ ● ○ ○ ○	○ ○ ○ ○ ●
H.3	Expand the opportunities for recreation through the addition of new facilities in existing parks.	Staff	Finances	Time	Community
H.3.a ↻	<b>New Facilities.</b> The Salt Lake City Planning and Parks and Public Lands divisions should work with the community to identify recreational needs in West Salt Lake and determine potential locations for those needs. Opportunities already identified by the community include splash pads, a public, outdoor swimming pool and additional fields for activities such as soccer matches.	○ ○ ○ ● ○	● ○ ○ ○ ●	○ ○ ○ ● ○	○ ○ ○ ○ ●
H.4	Establish new public spaces in West Salt Lake with the addition of new pocket parks.	Staff	Finances	Time	Community
H.4.a ↻	<b>New Pocket Parks.</b> Identify potential locations for new pocket parks in parts of the community that are farthest from current parks. Focus should be placed in areas of the community that are currently underserved by parks, such as the western edge of the community.	○ ○ ○ ● ○	● ○ ○ ● ○	○ ○ ○ ○ ●	● ○ ○ ○ ○
H.4.b	<b>Funding Options.</b> Salt Lake City's Housing and Neighborhood Development Division should work with residents and stakeholders to identify sources of funding for the creation and maintenance of pocket parks.	○ ● ○ ○ ○	○ ○ ○ ○ ●	○ ○ ○ ○ ●	○ ○ ○ ○ ●
H.5	Educate residents about urban agriculture and encourage it within the community.	Staff	Finances	Time	Community
H.5.a	<b>Expand Existing Resources.</b> Salt Lake City should actively and consistently highlight the educational programs at the Sorenson campus regarding urban agriculture and consider the expansion of the center's existing community garden.	○ ● ○ ○ ○	○ ○ ○ ● ○	○ ○ ○ ● ○	○ ○ ○ ● ○
H.5.b ↻	<b>Community Gardens in Public Spaces.</b> The Salt Lake City Parks and Public Lands Division should identify the most appropriate spaces in West Salt Lake for community gardens or orchards and work with other departments to establish a resource-sharing program.	○ ○ ○ ● ○	● ○ ○ ● ○	○ ○ ○ ● ○	○ ○ ○ ○ ●

Ongoing	Low	Medium	High
● ○ ○ ○	○ ● ○ ○	○ ○ ○ ●	○ ○ ○ ●

**6. PETITION INITIATION MEMO**



# MEMORANDUM

PLANNING DIVISION  
COMMUNITY & ECONOMIC DEVELOPMENT

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To: File

From: Cheri Coffey, Assistant Planning Director

Date: April 21, 2014

Re: West Salt Lake Community Master Plan- Petition Initiation

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The existing West Salt Lake Community Master Plan was adopted by the Salt Lake City Council on March 21, 1995. The development of the plan began in the spring of 1990. After its adoption, work began with a private consulting firm to prepare the document for publication. The final printed document had several errors including a future land use map that was deemed unusable. Due to staffing changes at the time, the document was not corrected nor widely distributed.

In 2002 under the direction of a new Planning Director, the Planning Division started working on revisions to the master plan. Originally, these revisions to the plan were to be a quick update of Census information and development projects since the time of the initial adoption in 1995 as well as to prepare corrections to the Future Land Use Map. However, during 2003, when staff began to work closely with the community and familiarizing itself with the issues in the community, staff realized that the scope of the project was such that it needed to be a full master plan process. Then in 2004, the City received funding from the Environmental Protection Agency to create a small area plan for the Euclid Neighborhood in the northern area of the West Salt Lake Planning Community. The Planning Division worked closely with the consultant for that project which was to be included in the larger community plan. A final draft of that plan was completed in 2006. At this same time the workload of the Division and organizational issues within the Division lead to the master plan being put on hold.

The Planning Division was reorganized in 2008 to address various organizational and staffing level issues. One of the issues that was addressed with the reorganization was how to prioritize master plan updates and the process for developing master plan to ensure their completion in a timely manner. The first priority for master plan completion was the North Temple Corridor Plan and Zoning Amendments which were adopted by mid-2010. The West Salt Lake Community Plan was the next priority. Staff began to work on the West Salt Lake Community Plan in earnest in 2011. In 2013, the City Council allocated additional funding for public engagement for the West Salt Lake Community Plan.