

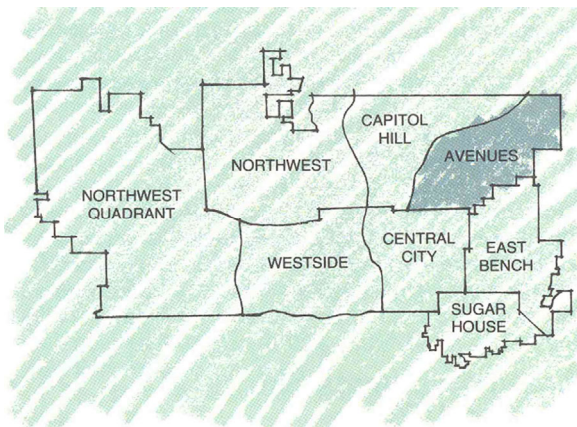
AVENUES MASTER PLAN

Introduction

Purpose

Salt Lake City adopted the *original Avenues Community Master Plan in 1979*. That master plan includes a comprehensive land use plan for the community and numerous recommendations for community improvement programs and projects. Since adopting the *1979 Plan*, the city has implemented several plan recommendations in the Avenues. These actions include creating the Avenues Historic District, adopting new zoning districts to regulate expansion of the LDS Hospital and other medical facilities, rezoning the majority of the lower Avenues to eliminate higher density residential development, and adopting new ordinances to regulate foothill development.

This study updates and refines the *1979 Avenues Community Master Plan*. Land use, housing, foothill development, traffic and circulation, parks and open space, and public facilities are all reevaluated with regard to established goals and policies, and present needs. A Capital Improvement Program section is also included in this update to refine recommendations and help implement the plan.



Goals of the Plan

The principal goal for the Avenues Community expressed by city policy-makers and concerned citizens, is to ensure that the Avenues Community remains

a desirable place to live. We must direct future growth and development so that the quality of lifestyle and community scale are maintained.

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Demographic and Housing Trends

Population

According to the 1980 U.S. Census, 16,785 people were then living in the Avenues Community. This number was 10 per cent of Salt Lake City's total population. Since 1960, the Avenues Community population has steadily declined. Between 1960 and 1970, the community population declined 2.6 per cent. Between 1970 and 1980, it declined 8 per cent.

Population decline in the Avenues has not been evenly distributed. The older segments of the community have continuously lost population, while the newer, developing census tracts are experiencing continual growth and population increase. Between 1970 and 1980, population in Census Tracts 9 and 13 increased 66.6 and 9.9 per cent respectively. The other tracts in the community declined 16.1 per cent during the same period.

Households

Declining household size is a significant factor in the population decline. Average household size in the Avenues has declined from 2.93 persons per household in 1970 to 2.60 in 1980, while the total number of housing units has increased approximately 7 per cent, from 7,580 in 1970 to 8,119 in 1980. Household sizes in Census Tracts 11 and 12 were only 1.68 and 1.94, respectively, in 1980. Elderly and student populations both contribute to the relatively low household size in these areas.

Mean household income in the Avenues is significantly higher than the city average. In 1980 the mean household income was \$30,933 in the Avenues compared to \$17,545 in the rest of the city. This is attributed to high-income households in the upper foothill and Federal Heights neighborhoods in Census Tracts 9 and 13. New homes in these neighborhoods typically sell for well over \$100,000.

One of the most notable Avenues housing trends in the last few years has been the conversion of older homes in the lower Avenues from apartment units into owner occupied single-family homes. In the past, property owners have capitalized on proximity to the Central Business District and University of Utah by converting old homes in the lower Avenues into rental units. Some larger homes may contain as many as 10 small units. However, the present trend is to eliminate the rental units and restore homes as single-family residences. As a result, the image of the lower Avenues is changing from a low cost student rental neighborhood to a desirable area to purchase and live in a single-family home. Thus, the value of single-family homes in the lower Avenues has increased, as has the demand.

Population and Housing Projections

Census information has not been updated since 1980. However, the Salt Lake City Planning Division analyzes building permits and other data to annually estimate changing population and housing units in the city. 1986 estimates include a total of 8,238 housing units, and 17,088 people living in the Avenues at that time. These estimates indicate slight increases in both housing units and population since 1980. These modest increases generally reflect continued housing development in Census Tracts 9 and 13.

The Planning Division anticipates a 13 per cent population increase and a 15 per cent housing unit increase between 1980 and 2005. Population is projected to increase from 16,785 in 1980 to 19,350 in the year 2005. During the same time period, housing units are expected to increase from 8,119 to 8,995. The majority of this increase will occur in the foothill neighborhoods as vacant lots are developed and as development expands into new areas. Population in developed census tracts is anticipated to stay at present levels with little or no increase.

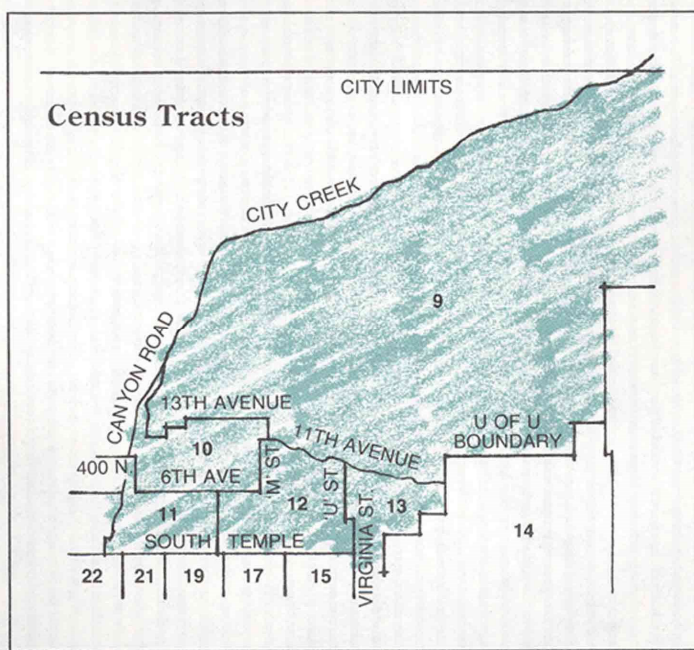
Land Use

Planning Goal *Preserve the residential character and existing land use patterns in the Avenues Community. Special emphasis should be placed on regulating foothill development and preserving the historically significant sites and districts.*

Accomplishments Since the Mid-1970s

Since the adoption of the *Avenues Community Master Plan* a number of community goals have been achieved.

- Down zoning in much of the lower Avenues has been accomplished. High-density "R-5" and "R-6" Zones have been replaced by more restrictive "R-3A," "R-2H" and "R-2" Zones in most areas.
- Foothill protection zoning districts ("P-1" and the "F-



1" Overlay Zones) have been adopted to regulate development in the foothills.

- The Avenues and South Temple Historic Districts have been created.
- "H" and "R-H" Zones have been adopted to regulate the location of hospitals and other medical facilities.

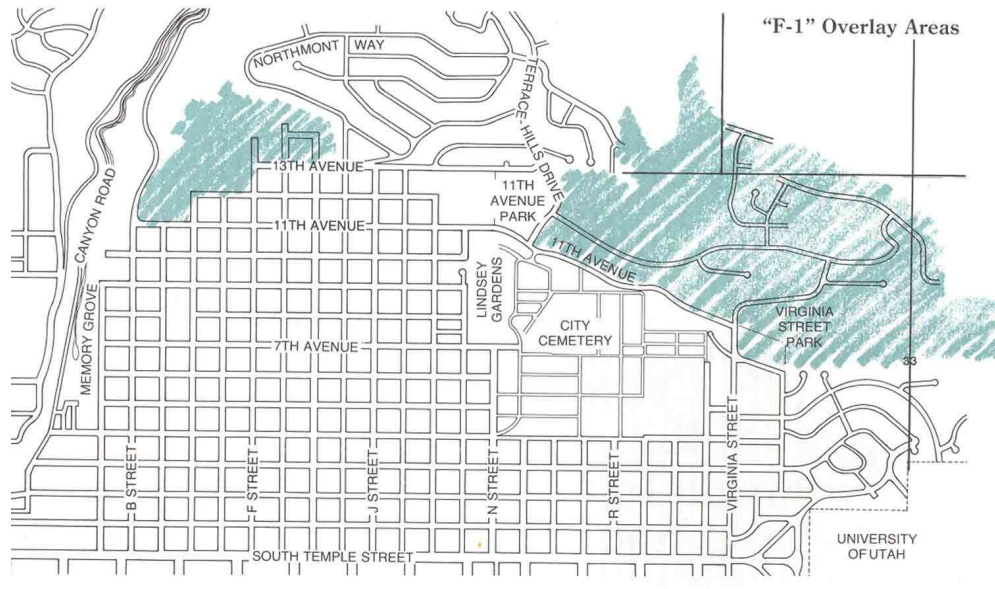
- A view protection requirement has been added to the "F-1" Foothill Development Overlay Zone.

Recommendations and Strategies

This section discusses community land use issues that have been identified through working with the Greater Avenues Community Council. Many of these issues were discussed in the *original Avenues Community Master Plan*, but have not been implemented. Other issues have evolved since that time.

Updated Land Use

Recommended land use patterns are identified on the Master Plan Map. Deviations from the 1979 Master Plan Map are the result of either zoning changes since the adoption of the original Avenues Community Plan, or land use policy changes in a few areas of the community.



Incompatible Development North of the Historic District

Avenues residents express concern regarding the scale of new homes and additions above 6th Avenue. Land use is not an issue because "R-2" Zoning in this area limits land use to single-family dwellings and duplexes. The concerns are regarding new construction that is not compatible with established neighborhood character. The following strategies are recommended to address these problems.

Reduce Building Height Potential.

Many of the incompatibility problems created by new construction in residential areas are associated with excessive building height; new dwellings that tower over adjacent homes, and second-level or rear additions that overwhelm the original structure. A recently adopted ordinance will reduce height potential in areas encompassed by the "F-1" Foothill Development Overlay Zone. This "view protection" clause will limit building heights to a 25 foot maximum height for a flat-roofed structure and 30 feet to the peak of a structure with a pitched roof. As depicted in the accompanying figure, areas encompassed by the "F-1" Overlay are limited to foothill subdivisions along the urban fringe. If these height limitations prove to be successful in accomplishing their intended purposes in the "F-1" areas, similar height restrictions may be considered for other "R-1" and "R-2" areas in the Avenues Community.

Increase Lot Area Requirement.

The city should consider increasing lot area requirements for duplexes in the "R-2" Zone to 7,000 or 8,000 square feet, with a minimum usable open space require-

ment of at least 600 square feet per unit in the rear yard. The present 6,000 square foot minimum lot-area requirement is not adequate for the typical two-family structure. The structure and required four parking stalls generally consume all but minimum required yard areas. This encourages greater building heights to compensate for less ground level square footage, and often results in a congested appearance, no usable open

space in the rear yard, and general incompatibility with neighboring structures. (Usable open space is defined as areas that are completely free and unobstructed from any structures including driveways and parking areas.)

Increase Zoning Enforcement.

Effective zoning enforcement is essential to maintaining desirable neighborhoods. More restrictive requirements such as reducing height limits and increasing the minimum duplex lot area actually increase the temptation for additions and duplex conversions without permits. The city must, therefore, increase its commitment to enforcement of zoning and building codes if the suggested more restrictive requirements are to be effective.

"R-6" and "B-3" Areas in the Southwest Corner of the Community

Avenues residents are concerned about the existing "R-6" and "B-3" Zoning in the southwest corner of the community. Concerns include potential building height, vehicular access to commercial developments off of 1st Avenue, conversion of residential uses into offices, and parking structures being approved on "R-6" properties fronting 1st Avenue for commercial developments fronting on South Temple. All properties in these zones are in either the Avenues or South Temple Historic Districts. Therefore, the Historic Landmark Committee and Planning Commission have authority to regulate the design and scale of all new developments. The Planning Commission, as a matter of policy, should not approve the following kinds of new developments in this area.

- Those out of character with the neighborhood or surrounding properties. (Structures in the vicinity of historical buildings of exceptional architecture, such as the Cathedral of the Madeleine and the First Presbyterian Church, should be noncompetitive in scale.)
- Excessively high structures that substantially interfere with views of the city from residential properties to the north, or that are maximizing height when they are already located on prominent hilltops.
- Commercial development proposals with vehicular access from 1st Avenue.
- Commercial parking structures that encroach into "R-6" properties.

Regulation through the historic district approval process should ensure that these potential problems do not occur. However, if this approach is not effective, the city should consider changing base zoning requirements.

Policy Regarding Nonconforming Uses

The city should not grant variances to rebuild structures containing nonconforming uses. Once the structure has deteriorated, as defined in the nonconforming use ordinance (Chapter 8 of the *Salt Lake City Zoning Ordinance*), or is lost because of fire or other act of God, the property should revert to a use conforming to present zoning.

Increased Zoning and Building Code Enforcement

Many land use problems in the Avenues Community, such as poor maintenance, parking in front yards, illegal building additions, etc., should be corrected with increased enforcement of existing ordinances rather than the creation of new ones. For example, existing ordinances adequately regulate increasing the number of units in a residential structure. Lot area and parking requirements are specific and generally adequate. However, many living units are created without building permits. Consequently, codes are often not met and problems result. The need for increased enforcement, as stated in the original Avenues Master Plan, continues to be an important concern.

Limiting Hours of Business Operation

Avenues residents continue to endorse the concept of limiting hours of operation for small neighborhood businesses that are surrounded by residential uses. Limiting hours of neighborhood business operation was also an issue in the original Avenues Community Plan. However, limitation rules have not been implemented.

Additional Zoning for Multiple-Family Dwellings

As a general policy, additional zoning changes to accommodate higher density multiple-family dwellings in the Avenues are not desirable. There is ample zoning in the Avenues to accommodate multiple-family dwelling needs for the foreseeable future.

Additional Business Zoning

No immediate need exists for additional business property in the Avenues. In fact, some Business "B-3" properties are occupied by residential uses. Other than the properties fronting on South Temple, policies for which have already been discussed, zoning of "B-3" properties occupied by residential uses should be changed to residential, consistent with surrounding residential zoning.

Additional retail services may eventually be needed in the Avenues. However, locational decisions for changing zoning to accommodate a new retail service should not be made until Avenues residents express the need for additional retail shopping. At that point, the following criteria should be considered in evaluating possible locations.

- The need for the proposed business must be documented through obvious community support.
- Property owners must show the need for the business with regard to the city-wide perspective.
- The property must be located on a street that can handle the additional traffic.
- The site must be large enough to provide adequate open space and parking (including required landscaped buffers; without overcrowding the lot).
- Business projects must be of a scale and density that will not negatively impact neighboring residential properties.
- The proposal should not involve the demolition of residential structures.
- The proposal must be accompanied by a market analysis indicating a need and market area.

Housing and Neighborhood Improvement

Planning Goal *Continue to encourage private restoration and rehabilitation efforts in the Avenues Community through financial assistance and supportive zoning and building code enforcement.*

Accomplishments Since the Mid-1970s

Since the mid-1970s the city has accomplished significant housing improvements with the Redevelopment Agency rehabilitation programs. Approximately 230 units were rehabilitated in the Avenues Community between October 1977 and August 1981. (This area was closed as a target area August 1981.) The rehabilitation target area extended from Canyon Road to Virginia Street, and South Temple to 8th Avenue. Since then other ongoing Redevelopment Agency programs have been available providing home improvement loans to qualifying owners.

Rezoning and adoption of historic districts, as described in the Land Use section, have also greatly improved the stability and desirability of Avenues neighborhoods.

Recommendations and Strategies

Considerable progress has been made in bringing Avenues housing into conformance with city building codes. There has also been an increase in neighborhood pride as housing units have been refurbished. The following recommendations and strategies are presented to further that progress.

Increased Zoning and Building Code Enforcement

Increased zoning and building code enforcement, as previously discussed, are essential to improving the stability and appearance of residential neighborhoods. Present enforcement consists of only responding to complaints. This should be expanded to a systematic process of monitoring neighborhoods for violations. To accomplish this, increased personnel and a renewed budget commitment from city officials are necessary.

Redevelopment Agency Programs

Because this community was a Redevelopment Agency Housing Rehabilitation Target Area for four years, it is no longer eligible for target area status. However, the Salt Lake City Redevelopment Agency still offers home improvement loans to Avenues residents south of 13th Avenue. Loans with interest rates below the current prime rate are available to home owners regardless of income. Other low-interest loans are available to home owners that meet federal income guidelines. Details are available from the Redevelopment Agency.

Residents should be apprised of programs as they become available, and encouraged to take advantage of them. The Avenues Community Council should function as the liaison between the city and community residents in disseminating information and promoting participation.

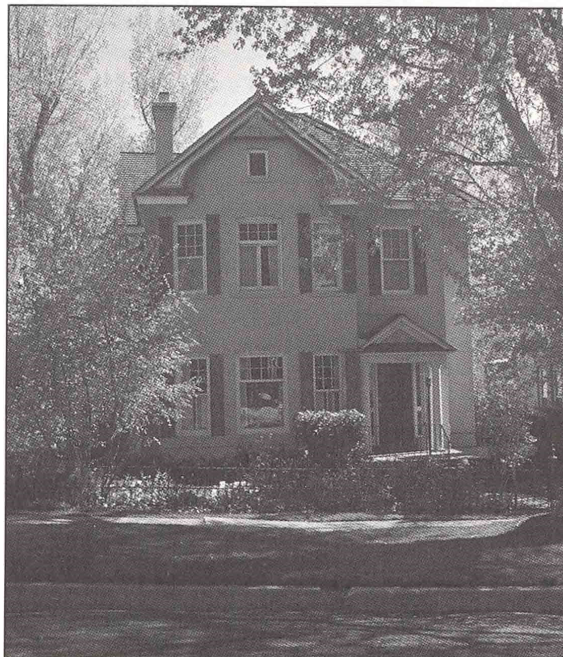
Historic Preservation

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

Accomplishments Since the Mid-1970s

Many meaningful steps have been made in historic preservation in the Avenues since the mid-1970s. Some of these are:

- Completion of the Avenues Historic/Architectural Survey;
- Adoption of historic districts and creation of the Salt Lake City Historic Landmark Committee;
- Inventory and register of historic, and architecturally significant sites (these sites are identified in the Appendix); and
- Adoption of the "R-2H" Zone as a means of preserving the historic character in the lower Avenues. (The "R-2H" Zone limits new development



Avenues homes provide a unique and desirable alternative to suburban living

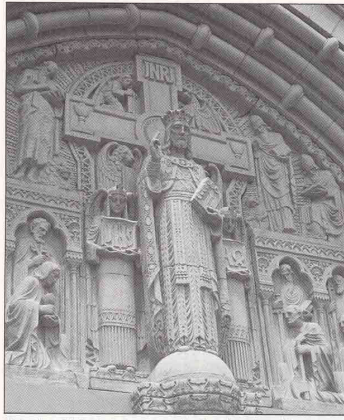
to single and two-family dwellings unless conditional use approval is granted for a moderate density multiple-family complex that would be subject to Landmark Committee approval.)

Purpose of the Historic District and Role of the Historic Landmark Committee

The Historic Landmark Committee and South Temple Historic District were established in 1976, and the Avenues Historic District was established in 1978. Boundaries of each district are identified on the Master Plan Map. The purpose of establishing historic districts is to protect and enhance the character of historically and architecturally significant neighborhoods and sites. New construction, demolition, signs, and all exterior improvements visible from the street require Historic Landmark Committee review and Planning Commission approval prior to obtaining building permits. Fences, exterior siding, roofing materials, and all additions are subject to the approval process.

The Landmark Committee functions as an advisory committee to the Planning Commission. Members are residents of Salt Lake City, appointed by the Mayor. The committee consists of professional architects, historians, and engineers; representatives from each historic district; and citizens at large. The approval process for improvements within an historic district includes submitting applications, plans, specifications, and photographs, as appropriate for the type and size of improvement project. Applicants meet with the Historic Landmark Committee to present their proposal. The Landmark Committee reviews the proposal and makes recommendations to the Planning Commission. The Planning Commission makes a final decision which may be appealed to the Salt Lake City Council.

General design and building material guidelines are available in the City Planning Division. The objective in prescribing these guidelines is to ensure that improvements are compatible with the established character of the district and, in the case of remodeling or alteration, consistent with the design



Detail on historical structures is often irreplaceable at today's cost



A gargoyle on the First Presbyterian Church

and materials typical of the period of original construction.

In addition to regulating development and demolition, the Landmark Committee works with the Utah State Historical Society in obtaining funds for preserving landmark sites. A revolving fund administered by the Heritage Foundation helps save and restore significant structures that might otherwise be lost. The Planning Division staff is available to assist property owners on historic district matters.

Recommendations and Strategies

Some Avenues residents need to more clearly understand historic district requirements and expectations. Clearly defined guidelines would help.

Development Guidelines for Historic Districts

Existing guidelines for new construction and exterior property improvements provide general direction regarding acceptable and unacceptable design and materials. The Landmark Committee should consider adopting more specific design guidelines for the South Temple and Avenues Historic Districts. Specific guidelines addressing acceptable building design and materials would help public relations and would provide information necessary for property owners to design more closely to Landmark Committee expectations.

An important aspect of developing new information is dissemination. The city should consider mailing new guidelines and other informational materials to all owners of property in historic districts, realtors, appraisers, and other interests, as the means of conveying this information. The Landmark Committee could also conduct public workshops to help inform property owners of the purpose and objectives of historic districts and the effect that the historic district has on property owners in the district.

Foothill Development and Protection

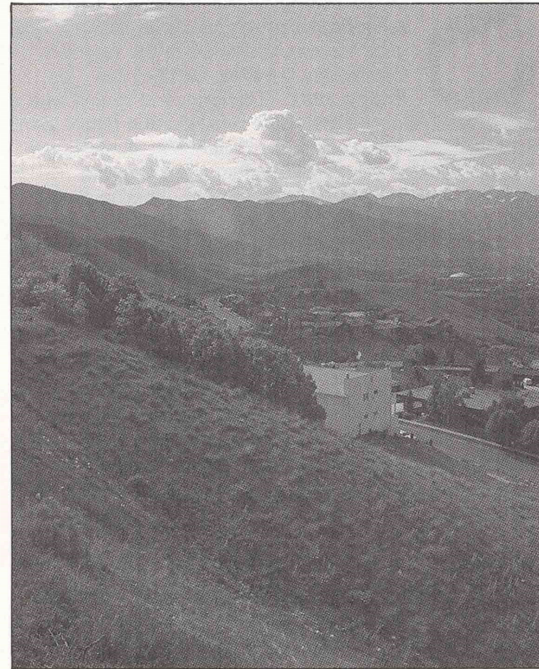
Planning Goal *Preserve the city's natural mountainous backdrop and recreation opportunities the mountains provide. Devise a growth management program that includes strategies to help protect the foothills from continued urban encroachment.*

Accomplishments Since the Mid-1970s

The city has made some important steps toward protecting its valuable mountain areas, such as:

- Adopting the Foothill Protection "F-1" Overlay and "P-1" Zones; and
- Requiring Planning Commission review before selling city land.

The city adopted the "F-1" and "P-1" Zones to preserve open space and regulate the development of geologically fragile properties in the foothills. The "F-1" Overlay Zone permits single-family developments at "R-1" densities subject to compliance with the *Salt Lake City Site Development Ordinance*. The "P-1" Zone limits development to one single-family dwelling for each 16 acres subject to site development approval. The "P-1" Zone is used in areas that are not geologically conducive to residential subdivision development. One lot per 16 acres provides for limited private property use



The city's natural mountain backdrop is subject to development pressure

while helping assure that a new home in the foothills will be compatible with both aesthetic and geologic concerns.

Recommendations and Strategies

This section outlines strategies recommended to implement goals regarding foothill development and preservation.

Foothill Growth Management Strategies

The figure on page 5 identifies privately-owned undeveloped properties in the Avenues foothills. The properties are grouped into four categories.

- Properties that will likely develop.
- Properties that the city should consider acquiring to preclude the possibility of development.
- Portions of properties owned by developers that the city should attempt to preserve in natural open space by negotiating vegetation preservation easements during the process of approving the subdivision of developable portions of the property.
- Properties that the city should preserve as natural open space through the use of zoning regulations and through prohibiting access across city-owned property.

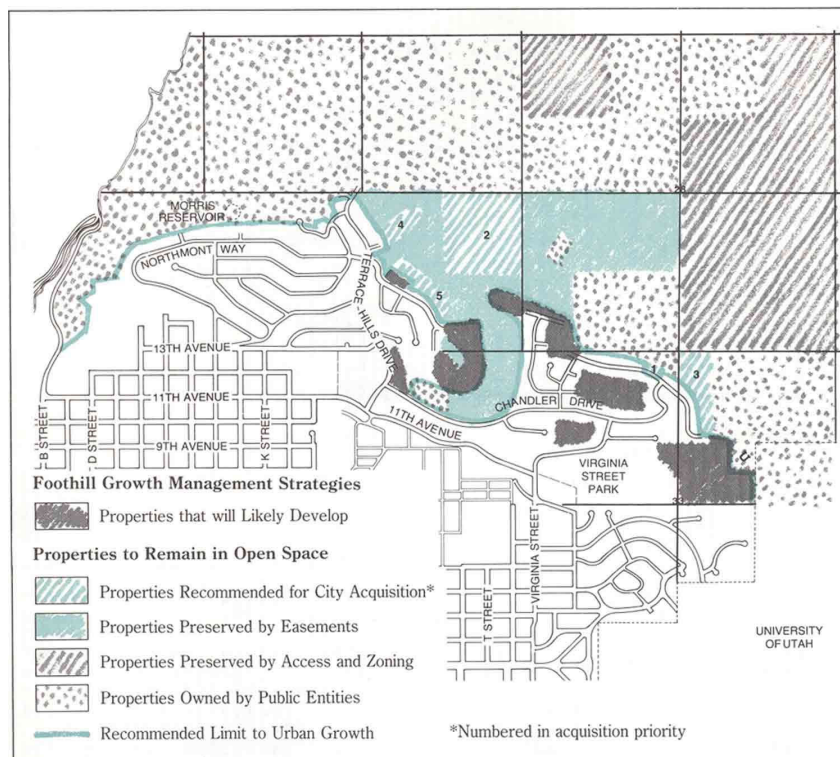
The figure at right also identifies acquisition priorities for properties in the second category. The priority ranking is based on open space priorities, and the accessibility and development potential of these parcels. Properties in the second category are not likely to be preserved through subdivision easements. The city should plan to eventually acquire these properties to ensure preservation of the natural mountainous backdrop above the Avenues Community. These properties have varying degrees of development potential, but they will all likely be considered by developers at some point in the future. Therefore, development is always a possibility. The only safe long range preservation strategy is acquisition. Likewise, acquisition is a much more equitable solution for property owners than a very restrictive development policy with no compensation, or other alternatives.

Properties in the third category are generally considered undevelopable. The city should negotiate with developers to acquire properties in this category during the subdivision review process. The city should obtain vegetation preservation easements or title to undevelopable portions of properties being subdivided. Present city ordinances give the city the authority to require permanent preservation easements to assure that undevelopable portions of foothill properties, as defined by the *Salt Lake City Site Development Ordinance*, are not developed. Property donation from the owner to the city is often preferred for income tax purposes. The city should use revenue from the sale of surplus city properties to acquire privately-

owned foothill property in areas where development is undesirable.

Density of Future Foothill Development

Avenues residents participating in the community planning process strongly support increasing lot area requirements for future subdivisions in the foothills above the Avenues. Geologic and other physical problems in sloping foothill areas are among the most commonly given for justifying increased yard area requirements. City personnel involved in the development approval process agree that present ordinances often permit developments with insufficient lot sizes, yard area requirements and so forth. It is very difficult to properly develop a small lot on steep topography. A larger lot is necessary to solve drainage and access problems, and to allow enough yard area for proper grade transition to neighboring properties. Small lots on steep slopes must be developed with the extensive use of retaining walls and other mitigating measures to



compensate for inadequacies of the lot.

Recent developments in the foothills also show evidence of an increasing demand for more spacious "estate" type lots in the few remaining development areas in the foothills. The foothills above the Avenues have become one of the most desirable and prestigious areas in the Salt Lake Valley for single-family home development. Homes have become increasingly large, and foothill subdivisions increasingly exclusive in the last few years. Homes in the most recent subdivisions, such as those on Federal Heights Circle, are much larger than the lots are designed to accommodate. Large homes on small lots with minimal yard areas tend to create a

congested appearance detracting from the area's natural setting. Larger lots should be required where large structures are anticipated.

Larger lots in the foothills will also respond positively to the following concerns expressed by Avenues residents:

- Traffic congestion in the lower Avenues;
- ...Street design in the lower Avenues that cannot accommodate increasing traffic volumes;
- Problems imposed on neighboring properties such as loss of views; and
- Visual appearance of the foothills from areas below.

The city should consider an ordinance clarifying and increasing the Planning Commission's discretion in determining the minimum size of lots in foothill subdivisions. In some areas where slope and other geologic problems are prevalent, or in exclusive areas where "estate" type developments are anticipated, lot sizes approaching an acre may be appropriate. In other areas, smaller lots may be more suitable. In general, future lot sizes in these sensitive foothill areas should be larger than those that have developed in the past, and minimum side and rear yards should also be increased in response to the concerns stated above.

The city should consider modifying the Site Development Ordinance and the "F-1" Overlay Zone to reflect the recommended changes. Also, the "F-1" Overlay Zone should be expanded into all areas of concern, to provide for more spacious foothill developments in the future.

Interlocal Agreement:

City Acquisition of Foothill Properties

The city should initiate an agreement with Salt Lake County, the State of Utah, and appropriate agencies of the Federal Government to ensure that public properties in the foothills are not sold to private interests without giving the city an opportunity to purchase the property.

Streets and Utility Lines Terminating into Foothills

Streets such as Terrace Hills Drive and Edge Hill Drive that dead-end into the foothills should be terminated with a cul-de-sac or turnaround design. All future subdivisions should be designed with street and utility systems scaled to serve properties within the subdivision only. The city should not approve streets or utilities designed to extend further into undeveloped foothill areas.

Revegetation of Cuts and Scars on the Hillsides

The Site Development Ordinance requires that all cuts, fills, and other scars in the foothills created in the development process be revegetated to minimize erosion and maintain the natural appearance of the foothills. Traditionally, the city has enforced this ordinance for purposes of erosion control, but it has not always been enforced when aesthetics are the only concern. As a general policy the city should require all hillside scars to be restored with native vegetation, even when aesthetics are the only concern.

Wildlife Preservation

Avenues' foothills provide an important habitat for numerous wildlife species and a critical winter habitat for mule deer. Recent hard winters have forced deer into existing subdivisions to browse on trees, shrubs, and other vegetation around homes. In some areas damage to ornamental vegetation is extensive.

Development may continue regardless of the effect on wildlife, and owners of foothill properties will continually have problems with deer during harsh winters. The following steps are recommended as a means of promoting compatibility between deer herds and foothill developments:

- Identify areas in the foothills that could be used to feed deer in harsh winters;
- Cluster homes to preserve larger open areas;
- Plant vegetation types that can be protected from deer by wrapping with burlap during winter months;
- Plant vegetation for deer grazing in undeveloped foothill areas; and
- Fence areas of critical concern to keep deer out.

The city and state should work with property owners to accomplish these tasks. City ordinances should be modified to require feeding areas. Developers should design projects with habitat preservation in mind and they should fence critical areas, such as areas containing expensive landscaping, to keep deer out. The state should continue to revegetate foothill areas and assist all private efforts to protect wildlife habitat.

Foothill Park Proposals

The Park and Recreation section of this plan discusses foothill park and open space needs and proposals.

Traffic and Circulation

Planning Goal *Maintain safe, convenient circulation patterns for internal traffic movement, while discouraging nonresidential through traffic.*¹

Accomplishments Since the Mid-1970s

Circulation system improvements are an ongoing process. The City Division of Transportation continually monitors traffic patterns in the city and responds to problems with tools such as stop signs, street lights, and increased traffic enforcement as needs dictate.

¹ *Salt Lake City has adopted an official policy of discouraging access from Davis County through the Avenues Community to destinations such as the State Capitol, and the University of Utah.

Recommendations and Strategies

This section addresses general circulation issues and some special problem areas in the Avenues Community.

Major Street Plan

Representatives of the Avenues Community Council have expressed several concerns regarding the *Salt Lake City Major Street Plan*. Issues of greatest concern are the collector street designation for 11th Avenue and Virginia Street; minor arterial designation for South Temple; and the city's policies regarding traffic speed, lighting, etc., for collector and arterial streets that differ from policies for local residential streets (see the figure below). Community Council representatives feel strongly that 11th Avenue and Virginia Streets should be changed to local street designation, and South Temple changed to a collector street. Either that, or the city should refine the definition of the collector and minor arterial classifications for streets in the Avenues to reflect special problems and issues associated with traffic on these residential streets. They suggest that the presently designated residential collectors be changed to "Residential Special Local Streets" to help define their purpose and function.

City policy regarding street lighting is one of the issues that arose because of the collector street designation. Many residents are disappointed with the recent street lighting improvements on the collector streets. The new sodium vapor lights provide much more intensive street lighting than necessary or desirable for many of these low-density residential areas.

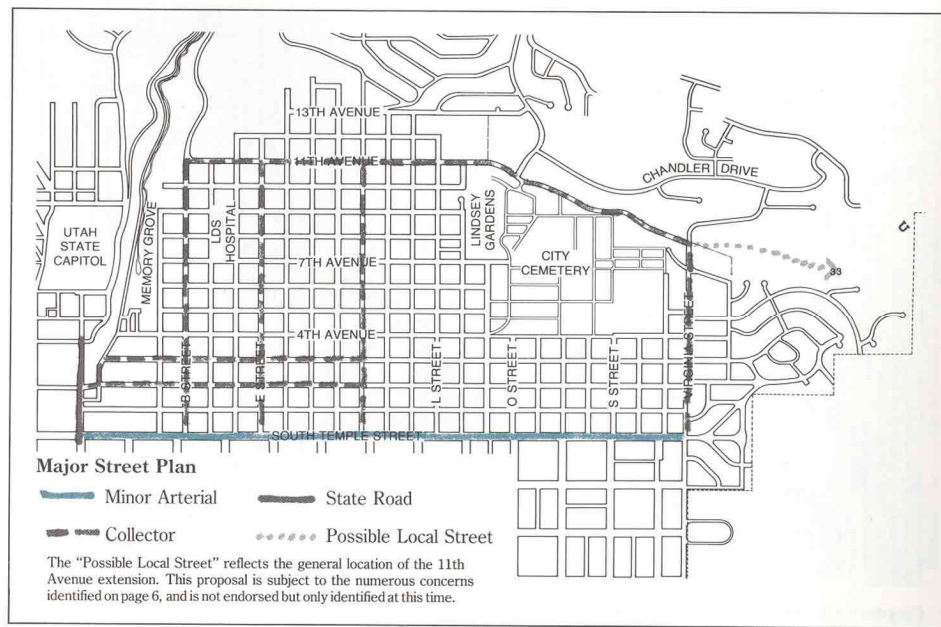
In the Avenues and many other older residential neighborhoods of Salt Lake City, all of the streets are residential streets, whether they are classified as local, collector, or arterial. This is in marked contrast to more recently planned neighborhoods where streets are not designed to serve both as frontages for residential development and as conduits for automobile traffic. Since we don't have the luxury of designing a circulation system around our older "close-in" neighborhoods in Salt Lake City, we must be very sensitive to problems associated with traffic movement through these areas.

The Major Street Plan is periodically modified through an established Planning Commission and City Council hearing and adoption process. Representatives of the Avenues Community Council have met with the City Division of Transportation to discuss their concerns

regarding collector and minor arterial designations on these streets. Transportation Division staff members have agreed to hear and analyze specific concerns regarding these issues. Hopefully, mutually acceptable solutions can be found.

Many problems over issues such as street lighting on collector streets could be avoided with improved communication. The city should establish a policy of notifying property owners and residents of any physical changes planned for their street, and hold meetings to accept public comment before decisions are made. An explanatory meeting may answer questions and resolve concerns before improvements are implemented. This would provide an opportunity to propose alternatives before projects begin.

The city should also clarify policies resulting from street classifications, and share them with neighborhood and community organizations so that the implications of adopted classifications and related standards are clearly understood. If national transportation engineering standards do not adequately address local circumstances, the city should substitute its own specialized standard to meet the need.



Commuter Traffic

Avenues residents continue to be concerned about the problem of traffic accessing the University of Utah from the west and north through the Avenues Community. The Avenues Community Council requests that the city take necessary action to protect the community from traffic that may be generated from proposals such as an I-15 Interchange near North Temple. The Avenues Community Council is opposed to an I-15 Interchange at North Temple because it would provide direct access to the University along 2nd Avenue. They prefer an I-15 Interchange at 2nd South.

The Avenues Community Council requests that the University of Utah and State Department of Transportation share information regarding roadway improvement

proposals with community councils in areas of potential impact before final decisions are made. Advance coordination would greatly improve relationships, dispel rumors, and resolve potential problems before time and money are devoted to implementation.

Special Circulation Issues in the Avenues

Bonneville Scenic Drive

The long-standing concept of a scenic drive along the 5200 foot contour line above the East Bench and Avenues Communities extending into Davis County, has been eliminated from consideration because of opposition from residents of the Capitol Hill and Avenues Communities. Problems of right-of-way acquisition, steep terrain, and traffic, contributed to the decision to eliminate this proposal. Ordinances and resolutions adopted by the City Commission in 1977, pertaining to regulation of foothill development, eliminated the potential for such a roadway.

Eleventh Avenue Extension

The extension of 11th Avenue from Virginia Street to the University Medical Center has been proposed to improve access between the middle and upper Avenues Community and the University. Residents participating in this plan update generally concur with the concept of extending 11th Avenue to facilitate local traffic movement between the University and the community, but not to accommodate through and commuter traffic. Residents state that if such a street is ever constructed, it must be designed as a two lane local street with no possibility of traffic flowing from Foothill Drive, through Research Park, and on to 11th Avenue. They further request that planning for any extension of 11th Avenue be coordinated with community councils in the Avenues area to ensure that resident concerns are being addressed.

There continues to be some disagreement among Avenues residents regarding the desirability of the 11th Avenue extension. Residents living along 11th Avenue would prefer that there be no extension, while residents of the Federal Heights Neighborhood generally support it because it would reduce traffic accessing the University through residential streets in the Federal Heights area. The Avenues Community Council should work with representatives of all Avenues neighborhoods to establish a community council policy regarding this important issue.

No definite decisions have been made regarding the extension of 11th Avenue. It is not included in the *Salt Lake City Capital Improvement Plan* through 1992, and it is not reflected in the City's Major Street Plan, so it won't develop in the near future. Residents in the Federal Heights Neighborhood are concerned about increasing traffic along Federal Heights Drive. Since the future of the 11th Avenue extension is questionable at this time, they would like to seek other solutions to the Federal Heights Drive traffic problems. The city should work with residents of Federal Heights in seeking solutions to these concerns.

Development of the vacant property owned by the Salt Lake City Board of Education, located between

Federal Heights and the Block "U, " may force the city to make a decision regarding the 11th Avenue extension in the near future. A right-of-way through the southern portion of this property will be necessary for the roadway extension. This property is for sale, and a single-family dwelling subdivision will eventually develop here. If the city doesn't acquire a right-of-way through this property before it develops, or require a right-of-way as part of the subdivision process, the 11th Avenue extension will no longer be an option. City officials must take a serious look at future circulation needs in this area, and the importance of the 11th Avenue extension in meeting those needs before this land develops.

The Planning Commission accepts the concept of extending 11th Avenue as a two lane local street, but is not endorsing the extension at this time. Commissioners feel strongly that 11th Avenue must not be extended with the possibility of linking with streets in Research Park and Foothill Drive. They further feel that if 11th Avenue is extended, Bonneville Boulevard must never reopen for two-way traffic through City Creek Canyon. The combination of extending 11th Avenue to the University, and opening Bonneville Boulevard to two-way traffic, would likely attract considerable commuter traffic along the 11th Avenue corridor from Davis County to the University area.

The decision to extend 11th Avenue must also be based on a renewed commitment from the University to cooperate and coordinate with the city in resolving neighborhood problems created by the University. A comprehensive University plan that addresses issues such as projected enrollment, projected traffic volumes generated by the University, and a long range site and parking plan is needed. The Planning Commission feels that this commitment for cooperation and a University plan that places some long range parameters on University growth and traffic generation is essential before a decision is made to extend 11th Avenue.

Bonneville Boulevard

The role and status of Bonneville Boulevard (the road that traverses the mouth of City Creek Canyon linking 11th Avenue with 500 North), has been an issue of much debate.

Bonneville Boulevard was closed to vehicular traffic in the spring of 1983 when City Creek flooding severely damaged the roadway and other facilities in the Memory Grove area. During the period the road was closed, it became a popular route for cyclists and pedestrians. In 1984 the city received a petition to permanently close Bonneville Boulevard to vehicular traffic so that it could be reserved for bicycle and pedestrian use. This issue has generated considerable controversy. Since the *City Creek Plan* was in process of being prepared, it became the forum for resolving the issue. The following paragraphs summarize recommendations in the *City Creek Plan*. See the *City Creek Plan* (completed in 1986) for more background information and details.

Short Range Alternatives.

The *City Creek Plan* outlines two short range circulation alternatives for Bonneville Boulevard. Both are a compromise between total closure and opening

to two-way traffic. These alternatives are summarized below.

- The first alternative suggests that since one-way traffic on Bonneville Boulevard is functioning well, the logical short range solution is to maintain the road as a one-way street with one lane devoted to vehicular traffic and one lane to function as a bicycle/pedestrian lane, consistent with the circulation pattern presently in effect. Lanes should be designed by clearly visible pavement striping and adequate signage. Some type of physical barrier may eventually be necessary to separate the lanes if bicycle/pedestrian safety problems become evident.
- A second alternative is to close the west leg of Bonneville Boulevard to vehicular traffic, and open the east leg to two-way traffic to provide upper canyon access. Some citizens advocate this as being a desirable approach because it eliminates vehicular access between the Avenues and Capitol Hill Communities. This approach should be considered a longer range alternative if one-way traffic creates unforeseen problems, or proves to be ineffective. Two-way traffic with a bicycle/pedestrian lane on the east leg, would be a more expensive alternative because of the need to widen the road.

With either of these alternatives, City Creek Canyon Road above Bonneville Boulevard would continue to accommodate automobile and bicycle traffic on a shared basis. Canyon Road between Memory Grove and Bonneville Boulevard will remain closed to vehicular traffic, with this stretch of Canyon Road being maintained for exclusive bicycle and pedestrian use.

Long Range Implications

Short range indicators suggest that Bonneville Boulevard provides convenient access between the Capitol Hill and Avenues Communities, but is not an essential major street. If this condition remains, and attempts to enhance the Memory Grove area as a quiet, serene sanctuary are successful, short range automobile limitations could possibly be expanded. However, circulation system pressures may overwhelm the desire to devote the entire City Creek area to vehicle-free recreation opportunities. If so, short range goals may have to give way to circulation system pressures, with compensation for vehicle circulation needs being made by developing and expanding bicycle/pedestrian trails through the undeveloped foothills.

Long Range Alternatives

Recommended long range circulation alternatives for Bonneville Boulevard include the following.

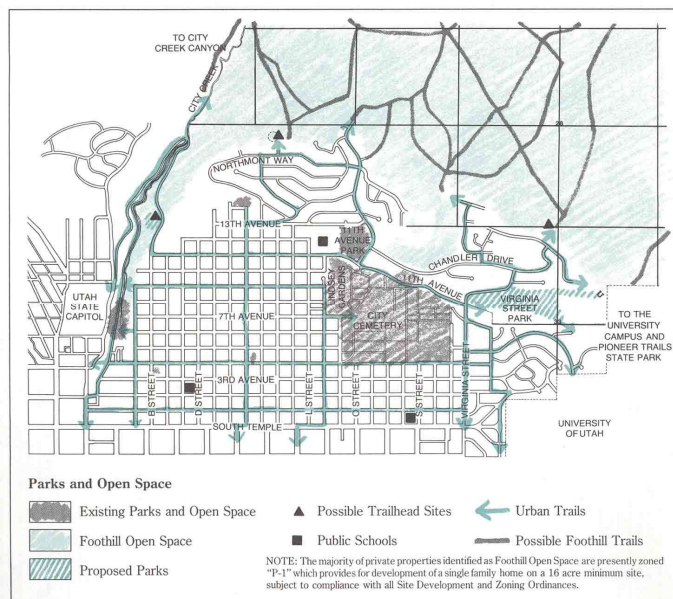
- Maintain and enhance the one-way traffic pattern along Bonneville Boulevard. Make improvements such as special running surface, vegetation, benches, decorative lighting and other amenities to make the most of the bicycle/pedestrian lane and recreation aspects of the roadway.

- Relocate the upper canyon access point to a location midway along the eastern leg of Bonneville Boulevard as depicted in the Master Plan Map. An access point at this location would tie into the proposed amphitheater (or other recreation facility), and parking lot; providing a more logical parking area for persons entering the canyon. If implemented, this would eliminate vehicles on Bonneville Boulevard, other than those entering the canyon for recreation.

For these alternatives to work, it is essential to promote the Memory Grove/City Creek Canyon recreation area as a special recreation amenity of city-wide significance that overcomes pressures to move vehicles through the Bonneville Boulevard corridor. The city must also respond to circulation needs in the area by improving traffic flow on other streets and intersections so that the circulation system can function adequately without Bonneville Boulevard.

Bicycle Paths and Pedestrian Circulation

The figure below identifies a possible urban trails system for the Avenues Community. Some of these corridors could be developed into bicycle paths. Others should be designated as pedestrian trails. Many of the urban trails identified on this figure would serve a special purpose such as access to schools, parks, and open space amenities in the community. Others create desirable links to major destinations outside the community such as the Utah State Capitol, the Central Business District, Ensign Peak, University campus, Pioneer Trails State Park, and the State Arboretum. These corridors are also intended to integrate the community's recreation and open space amenities, and capitalize on the interrelationships between facilities in and around the community. The city should conduct an inventory of sidewalk deficiencies and conditions in the Avenues Community. The streets identified should receive



top priority for sidewalk installation and/or improvement.

The city has an ongoing sidewalk repair program in which property owners share replacement costs on a 50/50 basis. However, no up-to-date inventory of sidewalk conditions exists. Repairs are handled on a request basis. The city should conduct a survey of sidewalk conditions so that problem areas are readily identifiable when funding priority decisions are being made. A map of sidewalk conditions and needs would be a valuable planning tool.

Most designated bicycle paths in the community are part of the existing roadway. A preferred design, physically separating the bicycle path from the motor vehicle traffic lane, is generally not possible on existing streets. Canyon Road north of Memory Grove, and Bonneville Boulevard offer some unique opportunities for cyclists. One lane of Bonneville Boulevard is designated for bicycle and pedestrian use only. Canyon Road between Memory Grove and Bonneville Boulevard is closed to vehicles and devoted exclusively to bicycle and pedestrian use. Canyon Road extending into City Creek Canyon from Bonneville Boulevard is shared by vehicles and bicycles on alternate days. See the *City Creek Plan* for more background and details.

Recommendations from Residents Regarding Other Concerns

The Avenues Community Council expresses concerns regarding three specific circulation problems.

Traffic Speed

In addition to traffic volumes, traffic speed is a problem on many Avenues streets. Avenues residents request a 25 mile per hour speed limit on all streets in the Avenues. They advocate more stop signs as the means of decreasing traffic speeds, especially on the streets that are heavily traveled.

Second Avenue and Penrose Drive

Residents also suggest that one-way traffic on 2nd Avenue terminate at "E" Street, and that turning restrictions on Penrose Drive remain in effect.

Lowell School Loading and Unloading Zone

In 1983, the city removed a large section of landscaped parking strip in front of Lowell School on 3rd Avenue between "D" and "E" Streets. This action was necessary to improve pedestrian safety at this elementary school. The resulting impact on the streetscape has been very negative, causing an unnecessarily wide expanse of asphalt, and an absence of street trees. Residents request that the city create a landscaped island in the street to separate the through-traffic lane from the loading/unloading lane in the area where the parking strip was eliminated.

Parks and Recreation

Planning Goal *Provide recreation amenities for all age groups in convenient locations. The Salt Lake City*

Parks and Recreation Master Plan, adopted in 1977, states a number of specific goals for the Avenues Community.² These are generally still valid.

Accomplishments Since the Mid-1970s

There have been a number of park system improvements in the Avenues since the mid-1970s that have added to the inventory of city recreation facilities. A Foothill Preservation "P-1" Zone has also been adopted that will help protect the scenic mountain backdrop, and provide recreation opportunities in the mountains above the Avenues Community. New parks in the Avenues include the 11th Avenue Park, and mini-parks at "B" Street between 3rd and 4th Avenues and at 4th Avenue between "H" and "I" Streets.

Park Developing East of Virginia Street

The city is in the early stages of developing a park east of Virginia Street, north of Federal Heights. This park will develop on property that the city obtained through a trade with the Board of Education. Details regarding the type of park, and facilities to be included, are presently being determined. Residents of surrounding neighborhoods are participating in the planning and design process. The Parks Department has selected a consultant to assist in planning and designing this park.

² The following is a summary of recreation goals and recommendations for the Avenues Community, as stated in the 1977 Parks and Recreation Master Plan, and the city's present position regarding them.

- improve and upgrade Lindsey Gardens. Present improvement proposals include restroom and picnic bowery improvements, and an automatic irrigation system. Subject to obtaining funding, these improvements are scheduled for fiscal years 1987-88 and 1988-89.
- Establish intersection parks as appropriate. This recommendation as originally proposed, is no longer favored by the community.
- Encourage the establishment of small block parks. There is still a need and desire for additional mini-parks in the Avenues.
- Develop a foothill park system. The immediate need is to assure preservation of open space in the foothills, and to provide for public pedestrian access. Formal park improvements in the foothills is not a priority, or necessarily desired at this time.
- Improve Memory Grove and City Creek Canyon. The City Creek Plan includes detailed improvement proposals for this area.
- Purchase old Ensign School for a community center. This site has been sold and the school has been replaced with condominiums. However, the concept of converting surplus public buildings such as schools into community centers is still valid.

They hope to have the park under construction by the summer of 1987.

It may be desirable to provide a pedestrian link between this proposed park and the Block "U." A single-family dwelling subdivision is proposed for the property between this park and the "U." Since the subdivision is also in a very preliminary stage, the city should be able to secure a pedestrian right-of-way through or around the subdivision to facilitate a pedestrian link if everyone involved agrees that a link is desirable. Coordination between park planners and city officials reviewing subdivision plans will be necessary to identify a corridor that is compatible with both the subdivision and park designs.

Recommendations and Strategies

Following are recommendations to improve recreation opportunities in the Avenues Community.

Mini-Parks

Even with the two new mini-parks, the Avenues Community is still deficient in neighborhood park facilities (see the *Salt Lake City Parks and Recreation Master Plan*). Mini-parks have proven popular in providing recreation and leisure opportunities for surrounding neighborhoods. These parks typically include play equipment for small children, and benches, tables, and other facilities for adults. The city is presently planning to provide playground, equipment and other improvements at the 14th Avenue Mini-Park located at the top of "H" Street. These improvements should be welcome amenities for the neighborhood.

The city should continue to acquire and develop sites for mini-parks to improve recreation opportunities in the Avenues. Residents of the surrounding neighborhood should always be involved in planning the specific facilities.



Mini-parks provide recreation opportunities for the immediate neighborhood

Improvement Proposals in the Memory

Grove/City Creek Area

The *City Creek Plan* adopted in 1986, recommends that the Memory Grove/City Creek area be devoted to watershed and recreation. The plan further recommends that the entire canyon be given special status, with "City Creek Nature Preserve" as a suggested name. As proposed, formal recreation activities and facilities in Memory Grove Park will evolve into less-formal activities such as hiking and picnicking in the upper areas above the park where preservation of natural canyon amenities and watershed protection are paramount. The *City Creek Plan* includes a detailed list of improvement proposals.

Foothill Open Space Proposals

Foothill open space should be maintained in its natural state as a mountainous backdrop and watershed area for the city. Improvements in the foothills will be minimal. Trail head improvements such as a few off-street parking stalls or "cutback" parking at street side, a small sign and trail guide, and perhaps an occasional picnic table along the trails, should be the extent of improvements. The city must take steps necessary to keep off-road vehicles out of the foothills. Enforcement efforts must continue, and natural earth barriers should be installed at the entrance to problem roads and trails. Proper signage is also necessary.

Longer range recreation planning for the foothills should include an inventory of natural and cultural resources, a plan that specifically addresses resource management, and an analysis of existing and potential recreation uses. Informational pamphlets regarding types of plants and animals in the foothills, good viewing areas, etc., are examples of inexpensive projects that would increase awareness and interest in the natural amenities that the foothills provide.

Foothill Trail System

A comprehensive trail network penetrating the foothills above the Avenues Community would be a very desirable amenity for city residents. The figure on page 8 identifies a possible trail system for the Avenues' foothills. The trails generally follow ridges and canyon bottoms; some are established and others are not. Some of the trails identified may not be incorporated into the trails system, but access to all trail heads should be preserved until the city conducts a formal study of the foothill trails.

The Salt Lake City Planning Division is in the process of preparing a *Salt Lake City Open Space Master Plan*. A "Trails Element" is included in that plan to ensure a coordinated foothill trails system.

This system should include all foothill areas in the city including those in the Avenues, Capitol Hill, and East Bench Communities. The Trails Element should do the following:

- Inventory established trails identifying function and condition;
- Indicate which trails need to be preserved;
- Identify desirable new trails;
- Recommend policy and strategies for trail maintenance;

- Document public and private land;
- Recommend policy regarding appropriate use of trails; and
- Involve Salt Lake County, the U. S. Forest Service, and other government jurisdictions to ensure that the trails system will be acknowledged and protected by all entities.

Health Services

Planning Goal *Ensure that proposals for future medical facilities, and expansion of existing facilities in the Avenues, are compatible with surrounding residential neighborhoods and land use policies established in this plan.*

Accomplishments Since the Mid-1970s

The city, medical community, and concerned city residents worked together during the mid-1970s to devise a workable plan to regulate the location and expansion of hospitals and other medical facilities. The following actions resulted from those efforts:

- LDS Hospital plan; and
- Adoption of the "H" Hospital and "R-H" Residential/Health Services Zones to control the location and expansion of hospitals and other medical uses.

Recommendations and Strategies

The 1979 Avenues Plan recommends application of the "H" and "R-H" Zones in three Avenues areas: The LDS Hospital, the Primary Children's Hospital, and a portion of the BYU Education Center (the old Veterans Hospital site). Avenues residents are concerned about the relocation of the Primary Children's Hospital and BYU Education Center, and the type of facilities that might replace these uses.

Primary Children's Hospital and BYU Education Center

The Primary Children's Hospital is presently zoned Hospital "H" which requires that uses are medical or medically-related. A portion of the BYU Education Center is zoned Residential "R-1A" and a portion is zoned Residential/Health Services "R-H" which permits residential uses and medically-related facilities. Both the "H" and "R-H" Zones permit public uses such as schools, and libraries.

These properties are also encompassed by the "F-1" Foothill Development Overlay Zone. The "F-1" Overlay requires site development approval for any large project, and the recently adopted view protection provision of this ordinance limits building heights to a maximum of 25 or 30 feet depending on roof type. Therefore, new uses are limited to being either residential, public schools, or medically-related facilities, and new structures are limited to two or three stories in height depending upon design. Avenues residents express concern that when the Primary Children's Hospital and BYU Education Center relocate, more intensive uses may occupy these buildings, or the

buildings may be demolished and replaced with a larger medical complex. Residents are also concerned that zoning might be changed to permit offices and commercial activities. Both of these facilities are in the process of relocating. The BYU Education Center has moved their campus to a site at 1500 East and 3900 South, and a new Primary Children's Medical Center is being constructed at a site near the University Medical Center. The question of what type of uses will replace these facilities is a major concern of Avenues residents and city officials.

From the planning standpoint, land use at the Primary Children's Hospital and BYU Education Center properties should be low-density residential. These properties are on the fringe of a low-density residential community. Access to these sites is through narrow residential streets traversing relatively steep topography and there are no retail services or other facilities to support uses other than residential.

"H" or "R-H" zoning would never be approved for this area today if these uses were not already in existence. When the Primary Children's Hospital vacates the present site, the existing buildings should be removed and replaced with low density housing, perhaps similar to the adjacent North Point planned unit development. The BYU Education Center should also be replaced with some type of residential use. However, the Salt Lake City Historic Landmark Committee indicates that the BYU Education Center buildings may be worthy of preservation, and they suggest that alternative uses for the existing buildings be pursued before a decision is made to demolish them and redevelop the site.

As an alternative to a new condominium housing development, Primary Children's representatives express interest in constructing a specialized residential use such as low density elderly housing which may include limited personal care and medical services that would be offered to residents only in a residential setting. This type of use is not presently permitted in residential zones, but a low density elderly housing project with limited health care may be an acceptable use of the Primary Children's site under the compatibility guidelines set forth in this plan, if health care is only incidental to the main use which would be low density residential housing.

If an extended care complex is considered for the existing buildings, it must be less intense than present activity levels, and it must not involve any new construction. The city should resist any proposal for a new use that would increase present use levels with regard to the number of employees or visitors, parking, and traffic generation on neighboring streets. A new use should improve rather than worsen existing conditions. Another hospital or other major medical use would not be considered as an acceptable use for this site.

On December 10, 1985, Intermountain Health Care Inc., the owner of Primary Children's Hospital, entered into an agreement with Salt Lake City Corporation. The agreement states that any proposed new use of the Primary Children's site will

"uphold the intent of the *Avenues Community Master Plan Update*" with regard to appropriate uses, and project approval criteria and procedures. Intermountain Health Care (IHC) further agrees to "submit plans for the development of a modified use in the existing Primary Children's facility to the Salt Lake City Planning staff, the Salt Lake City Planning and Zoning Commission, and Salt Lake City Council for review, comment, and approval under criteria to be developed in the Avenues Plan Update, specifically with the intent to attempt to design parking, density, traffic access, building scale, and building siting in such a way as to minimize traffic impacts and other development impacts on surrounding neighborhood areas, notwithstanding that any such use may be a permitted use in the "H" or "R-H" Zone and notwithstanding that Intermountain Health Care may have a nonconforming right to so use the property without approval. IHC agrees that no use will be allowed unless and until such approval is obtained by the city."

Policy Implementation Strategies and Process

To achieve the recommended uses for the Primary Children's Hospital site (low density residential/health care facility), it should be rezoned to a low density residential zone. The "R-1A" Zone might be suitable because of the low density limitations, yet flexible design parameters it provides.

If the city desires to accommodate an elderly housing project with an incidental health care component, it could create a conditional use procedure for elderly housing in residential zones. The primary concern at this location is that the scale, design, and density of any new development will be low density residential in nature, and health care provisions should be minor and incidental to the primary residential use.

If IHC desires to pursue the use of existing buildings for an extended care facility, the city will consider such a proposal as a nonconforming use. As per the agreement of December 10, 1985, wherein IHC agrees to relinquish nonconforming use rights, nonconforming use considerations should be limited to an extended care facility occupying existing buildings on a less intensive basis than the present use, and subject to the process and criteria set forth in this plan. Additional restrictions and conditions may be imposed through the proposed review process, such as limitations on the length of time that existing buildings may be occupied by a nonconforming use.

Section 51-19B-2-1-d of the *Salt Lake City Zoning Ordinance* itemizes extended care medical facilities as permitted uses in the "H" Zone, and defines extended care facilities as follows:

"For the purpose of this title, extended care facilities shall be defined as a facility providing medical care as an extension of hospital related services as part of patient's treatment prior to the patients being released to return home. This definition shall not include convalescent facilities designed for care of the elderly or handicapped which are specifically excluded. "

Section 51-19B-2-1-f permits residential facilities in the "H" Zone as follows:

"Residential facilities providing short-term rooming or boarding house-type facilities exclusively for use by persons visiting patients or patients receiving medical services provided by the hospital or extended care facilities."

These provisions of the "H" Zone are intended to accommodate a variety of residential/health care uses. However, the ability to accommodate a specific use as a nonconforming "H" Zone use will depend on its specific nature and the city's interpretation of the ordinance. If the city determines that the proposed use does not comply with provisions of the "H" Zone, a zoning change, or zoning ordinance text change may be required. This generally should be discouraged unless the city finds that the proposed use is more compatible with the surrounding neighborhood than extended care uses that might be anticipated as nonconforming "H" Zone extended care facilities.

If a low density residential zone is adopted for the Primary Children's Hospital, evaluation of proposed uses should include the following:

- Avenues Community Council review and comment;
- City Council review and approval; and
- Planned Unit Development and/or conditional use approval through the City Planning Commission and Board of Adjustment as appropriate.

These steps should be taken whether the proposed use involves redevelopment for low density housing, low density elderly housing with a health care component, or use of existing buildings for a residential health care facility. Intermountain Health Care representatives, Avenues Community residents, and the city should work together, through the approval process outlined above, to seek a mutually acceptable solution to the future use of this property.

The following is a list of guidelines to help evaluate the compatibility of uses proposed for the Primary Children's Hospital property.

Guidelines For Redevelopment For Low Density Housing

- Intensity of any new use, whether new occupancy of existing buildings, or redevelopment and new construction, must be less intensive than present use levels with regard to the number of persons occupying the site, parking needs, and estimated traffic generation.
- Any use involving additions or expansion of existing buildings, or construction of a new building(s) will be limited to low density housing.
- The design and scale of new construction should have a low density residential appearance and must be compatible with surrounding low density residential uses.
- There should be no variance from building height limits imposed by view protection provisions of the "F-1" Overlay Zone. Structures should be limited to two stories in height.
- New structures adjacent to public streets should be oriented to the street with a sense of entry through front facades.

Guidelines for Either Redevelopment or a New Use of Existing Structures

- Intensity of any new use, whether new occupancy of existing buildings, or redevelopment and new construction, must be less intensive than present use levels with regards to the number of persons occupying the site, parking needs, and estimated traffic generation.
- Sufficient parking to meet realistic needs must be provided on site without encroaching into required yard areas (even if realistic needs require a reasonable number of spaces in addition to those required by base zoning requirements).
- Parking lots should be designed to encourage parking on them rather than on streets. Site design should include appropriate fencing, sidewalk locations, lighting, landscaping, etc.
- Parking lots must have adequate lighting.
- Signage should be minimal, and compatible with the residential setting. Signs must be in compliance with all zoning requirements.
- The amount and style of landscaping should be consistent with the residential character of the area. Sufficient open space should be provided to create a sense of spaciousness rather than crowding.
- Landscaping should be used to "break-up" parking lots.
- Existing large trees should be preserved.
- Any project must comply with reasonable requirements with respect to traffic generation, hours of operation, and night time activities, to minimize any potential adverse impacts on the surrounding residential area.

The Primary Children's Hospital has been the focus of discussion in the preceding section because of the agreement and negotiations that have occurred between IHC representatives and the city. There has been no communication between officials of the BYU Education Center and the city. Policies and provisions outlined herein for the Primary Children's property should be generally applicable to the BYU Education Center site, subject to detailed discussion between the city, BYU Education Center representatives, and the Avenues Community Council.

Institutional Facility Development Plans

Avenues residents express frustration regarding their inability to obtain information from some institutional uses pertaining to long range development and expansion plans. Uncertainties such as the probability, type, and location of future expansion, and parking lot location and design, create considerable anxiety for community and neighborhood groups, as well as individuals seeking information before purchasing a neighboring home. The city should require the submission of long range development plans whenever possible before approving any major additions that require Board of Adjustment or Planning Commission approval.

Another solution would be to modify ordinances to require "conditional use" approval of all major medical facilities in the "H" and "R-H" Zones. Conditional use approval could require an updated facility plan as a part of the conditional use approval process.

Urban Design

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

Accomplishments Since the Mid-1970s

Creation of the Historic Landmark Committee and adoption of the South Temple and Avenues Historic Districts are the most significant accomplishments relating to urban design in the Avenues Community. A primary function of the Landmark Committee is to assure that physical alterations of individually significant sites and all properties in the historic districts, are consistent with adopted design guidelines.

Recommendations and Strategies

Many issues discussed in this plan relate to urban design. Topics in this section augment other plan recommendations that are intended to improve physical appearance and design of the community. The following recommendations are intended to enhance the design and visual appearance of areas in the Avenues Community where they can be implemented.

Underground Utility Lines

Relocation of utility lines to underground conduit, and elimination of all overhead wires and utility poles, was discussed in the 1979 Avenues Plan. Elimination of unsightly utility lines and poles would greatly improve the visual appearance of older neighborhoods. Because of the high cost of utility line relocation and the low cost/benefit ratio, and because benefits are only aesthetic and directly benefit only a few surrounding residents, Special Improvement District funding is the fairest means of accomplishing these improvements. Present city and utility company policy necessitates that property owners initiate and assume financial responsibility for burying utility lines. Residents should be encouraged to accomplish underground utility conversion on a block-by-block basis. The city and utility companies should make every effort to accommodate residents desiring to pursue these improvements.

Formal City-Administered Street Tree Planting Program

The city has recently employed an Urban Forester and established an Urban Forestry Advisory Board in response to the desire to enhance the city's street tree

planting and maintenance program, and to initiate other urban forestry programs that will enhance the appearance of the city.

The Urban Forester regulates the type and location of trees planted in parking strips in the city, and supervises other services such as pruning trees, spraying trees for disease control, and related activities as time, equipment, and funding permit. Avenues residents should take advantage of the street tree planting program to enhance the appearance of Avenues streetscapes.

Enforcement of the Landscaped Parking Strip Ordinance

Present city ordinances require that parking strips be maintained in lawn, unless the city specifically approves an alternative landscaping scheme. Avenues residents should assist city enforcement efforts by reporting parking strip landscaping violations.

Decorative Lights

Decorative lights are found in several areas of the city including some streets in the Harvard-Yale area, Quince Street in the Capitol Hill Community, and some of the newer subdivisions in the city including Federal Heights. Decorative street lights add a distinctive flavor to residential neighborhoods. Typically, they are designed to replicate street lighting of the early 1900s.

Some Avenues residents express the desire to have decorative street lights in their neighborhoods. As with its policy regarding underground utilities, the city requires property owners to pay for special lighting beyond the lighting the city provides to meet street lighting standards. Special decorative lighting must be installed through the Special Improvement District approach, with residents also paying for ongoing energy costs in excess of energy required to provide standard lighting. The city and Utah Power and Light Company will work with neighbors desiring to create special lighting districts. These projects will be pursued by resident request, and there should be ample opportunity for resident input.

Streetscape Demonstration Project

The city should fund a streetscape demonstration project on one or two block frontages in the Avenues to demonstrate the positive visual effects that can be accomplished through streetscape improvements. This project should include necessary curb, gutter and sidewalk improvements, decorative street lights, street benches at bus stops, and new street trees as needed. This project might also include utility line relocation to underground conduit if property owners are willing to work with the utility companies and assume financial responsibility for this portion of the improvements. City staff should work with the Avenues Community Council to select streets where this treatment should be considered.

Private Property Improvements and Maintenance

The design and appearance of private properties has the greatest impact upon the character and appearance of a neighborhood and streetscape. Regardless of public ordinances or how many public

amenities the city provides, quality private property improvements and a high level of property maintenance are essential to maintaining a desirable neighborhood.

Summary

A close look at the Avenues Community, through the process of updating the community plan, confirms a general impression that the Avenues is a special place to live. The Avenues Community is ideally located between the center of the city and the Wasatch Mountains. Residents delight in living within walking distance of the City's Central Business District and the University of Utah, as well as City Creek Canyon and the Wasatch foothills.

The unique historic flavor of the lower Avenues, with its old stately homes and narrow tree-lined streets, creates a strong feeling of neighborhood. The quality homes and neighborhoods in the upper Avenues, situated to enjoy commanding views of the valley, also contribute to community desirability.

For all its natural amenities, the Avenues Community does have its problems. Traffic volumes and speed in the lower Avenues is probably the greatest concern of many residents. Unfortunately, busy streets are an undesirable side effect of living close to the city center. Traffic will continue to require ongoing attention.

Two other matters requiring vigilant effort are preservation of the undeveloped foothills and preservation of the unique character of historic districts and sites. Recommendations and proposals in this plan are intended to provide alternative solutions to the many issues identified. An ongoing cooperative effort between the city, the Avenues Community Council, and concerned community residents, will result in the best possible solutions to community challenges. Such an approach will assure that the Avenues will maintain its established character and desirability as a residential community.

Capital Improvement Program

The following is a list of Capital Improvement and other projects needed to implement the major provisions of this *Avenues Community Master Plan Update*. A few of these projects are identified in the 1984-85 through 1991-92 *Salt Lake City Capital Improvement Plan (CIP)*, adopted in July 1984. These have been approved for capital expenditure and are scheduled for implementation. However, most of the projects identified through this Avenues Update process have not been funded or scheduled. A major purpose of this plan is to identify needs for future consideration when the CIP is reevaluated and updated. In addition to the projects listed here, the *City Creek Plan* includes a detailed list of capital improvement proposals for the Memory Grove and City Creek areas.

Other capital improvement proposals for the Avenues Community such as street, storm drainage, and public building improvements are itemized in the Capital Improvement Plan. Water and sanitary

sewer improvement proposals are identified in the City Public Utility Department's budget.

Capital Improvement and other Plan

Proposal

- Increased Building and Zoning Code Enforcement
- Public Relations Brochure for the Historic Landmark Committee
- Acquisition of Private Properties in the Foothills
- Cul-de-sac Street Design for Streets that Terminate into the Foothills
- Bonneville Boulevard Improvements
- Recreation Facility and Parking Lot on the East Leg of Bonneville Boulevard
- Sidewalk Needs Inventory and Improvements
- Lowell School Loading Zone and Related Improvements
- Lindsey Gardens Park Improvements
- Park East of Virginia Street
- Additional Mini-Parks
- Avenues Community Center
- 14th Avenue Mini-Park Improvements
- Trailhead Improvements in the Foothills
- Street Tree Planting and Maintenance Program
- Streetscape Demonstration Project

Appendix

Register of Historic Homes and Sites

Armstrong, William Francis home 140 "B" Street
Armstrong, W. W. home, 1177 East South Temple
Barton, Bell William home, 157 "B" Street Beer,
William F. Estate, 181 "B" Street
Brigham Young Cemetery, First Avenue
Cathedral of the Madeleine, 331 East South
Temple Cobbleknoll, 207-209 Fourth Avenue Culmer,
William H. home, 33 "C" Street
Danish Evangelical Lutheran Church, 387-389 First
Avenue
Darling, Elmer E. home, 1007 First Avenue
Downey, Major George home and Carriage House,
808 East South Temple
Ellis, Adrian C. home, 607 Second Avenue
Evans, John A. home, 174 "B" Street
Evans, Morris R. home, 701 East South Temple
Fife, William E. home, 667 East South Temple
First Presbyterian Church, 347 East South Temple
Franklin, Pedar home, 1116 East South
Temple
Gentsch-Thompson home, 576 East South Temple
Glendenning, James home, 617 East South Temple

Grant-Walker home, 1205 East South Temple
Hatfield-Lynch home, 1167 East South Temple
Haxton Place, 940 East South Temple
Holy Cross Hospital Chapel, 1045 East South
Temple
Kahn, Emanuel home, 678 East South Temple
Kearns, Thomas Mansion and Carriage House, 603
East South Temple
Keith-Brown Mansion and Carriage House, 529 East
South Temple
Keyser, Malcolm A. house, 381 Eleventh Avenue
Ladies Literary Club, 850 East South Temple
Lyne, Walter C. house, 1135 East South Temple
McIntyre, William H. home and Carriage House,
259 Seventh Avenue
Murdock, David Lennox home, 73 "G" Street
Ottinger Hall, 233 Canyon Road
Peyton, Gill house (McIntyre house) and Carriage
House, 259 Seventh Avenue
Pioneer Lime Kilns (above University of Utah)
Pyper, George D. home, 436 Alameda Avenue
Rowland Hall, St. Mark's School, 205 First Avenue
Savage, Charles R. home, 80 "D" Street
Scheid, Karl A. home, 1127 East South Temple
Sherman-Jackling home, 731 East South Temple
Snow-Leiff-Stiefel home, 217 Canyon Road
Spry, William home, 368 First Avenue (moved to "J"
Street)
Stiehl, George F. home, 966 East South Temple
Taylor-Pendleton home, 1203 Third Avenue
Terry, Louis L. home, 1229 East South Temple
Town Club, 1081 East South Temple
Tripp, E. Alonzo home, 328 "G" Street
Walker, Matthew W. home, 610 East South
Temple
Wall, Enos A. Mansion, 411 East South Temple

Acknowledgments

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Palmer DePaulis

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