

2025

Neighborhood Plans:

**AVENUES &
CAPITOL HILL**

Prepared for: Salt Lake City Planning Division
Authored by: CMP6160 Students

Executive Summary

Introduction

Long-established and deeply valued, the **Avenues and Capitol Hill neighborhoods** are beginning to face new pressures tied to affordability, access, and livability. Family sizes are shrinking, elementary schools face closure due to declining enrollment, and rising housing costs threaten to push longtime residents out. While some residents noted the ability to walk to parks, trails, or a few nearby businesses, limited commercial zoning and scattered amenities make it difficult to reach most daily needs and services without relying on a car. This contributes to ongoing car dependency, even in neighborhoods with a connected street grid and walkable scale. Many residents deeply value the historic identity and established feel of these neighborhoods, and that strong connection to place can make change feel difficult, especially when it involves new housing or expanded transportation options. Without thoughtful action, these trends will continue to erode the livability and inclusiveness of the neighborhoods. This plan responds with practical, community-driven strategies that protect what residents love while creating more opportunities for people to live, move, and thrive here in the future.

This plan draws from extensive community engagement, demographic and zoning analysis, and best practices from around the country. It envisions Capitol Hill and the Avenues as resilient, connected neighborhoods where people of all ages and incomes can live, work, and thrive. It updates two outdated neighborhood plans, the Avenues Plan from 1987 and the Capitol Hill Plan from 2001 and aligns local priorities with broader city goals outlined in Plan Salt Lake, Housing SLC, and Reimagine Nature. At its core is the 20-minute neighborhood model: a place where most daily needs can be accessed within a short walk, bike ride, or transit trip.

This neighborhood plan addresses



Land Use & Zoning



Business and Amenities



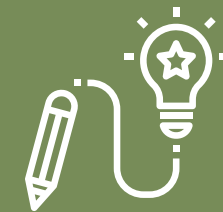
Housing



Green Spaces



Transportation



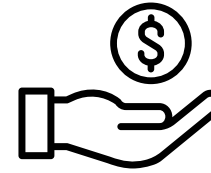
Urban Design

Six Big Ideas



Character, Capacity, Community

This plan promotes zoning reforms that maintain the historic identity of the Avenues and Capitol Hill while allowing for modest growth. Strategies include expanding allowed uses on residential lots, encouraging adaptive reuse of older buildings, and promoting gentle infill along key corridors. These tools give property owners more flexibility while helping the neighborhoods meet changing needs without altering their core feel.



Everyday Needs Closer to Home

Access to daily essentials remains limited in both neighborhoods due to minimal commercial zoning and outdated land use rules. This plan supports expanding small-scale commercial uses in key locations, especially near transit and high-visibility intersections. Encouraging cafés, childcare centers, grocery stores, and neighborhood services will reduce car trips and strengthen the 20-minute neighborhood model.



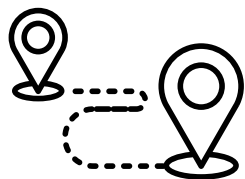
Filling the Housing Gaps

The Avenues and Capitol Hill are dominated by single-family homes, with little new construction and limited options for renters, downsizing seniors, or growing families. This plan supports more diverse housing types, including duplexes, triplexes, accessory dwelling units (ADUs), and small-scale multifamily buildings. These “missing middle” options will help preserve affordability and allow people to stay in the neighborhood through different stages of life.



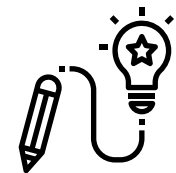
Park Improvements for All Ages

The Avenues and Capitol Hill have strong open space assets, but many parks are underutilized or lack amenities that serve a broad range of users. This plan proposes upgrades such as shaded seating, dog-friendly areas, improved accessibility, and more flexible recreational spaces. By reimagining existing parks, the neighborhoods can better support daily activity, social connection, and mental well-being.



Safe, Connected, and Convenient

Although the street grid supports walkability, barriers like uneven sidewalks, fast-moving traffic, and low-visibility intersections limit safe travel for people walking or biking. This plan recommends speed reduction zones near schools, visibility improvements at key crossings, and upgraded transit stops with seating and shade. It also calls for improved bike and scooter infrastructure, better signage, and continuous sidewalks where gaps



Intentional and Inclusive Design

Streets, intersections, and public spaces shape how people experience the neighborhood. This plan outlines design strategies to improve walkability, calm traffic, and reflect neighborhood identity, including wayfinding signage, curb extensions, pedestrian-scale lighting, and community-informed public art. Urban design is important, not just for aesthetics, but for safety, comfort, and social connection.

Community Engagement Summary

This plan was shaped by input from residents and stakeholders in the Avenues and Capitol Hill neighborhoods through a community survey and in-person interviews. Participants expressed strong appreciation for the neighborhoods' walkability, access to parks and trails, and historic identity. At the same time, many raised concerns about rising housing costs, limited commercial zoning, and infrastructure issues such as cracked sidewalks and difficult intersections. Some survey respondents supported zoning changes to allow more housing diversity, mixed-use development, and small businesses. Others emphasized the importance of preserving the neighborhoods' established identity and avoiding large-scale changes.

Interview feedback reinforced these themes and added more detail. Several residents wanted more "mom and pop" or "quiet businesses" within walking distance and suggested that existing parks could be improved with smaller, more accessible spaces. Others pointed to frustrations with the cost and complexity of making home upgrades under the historic district rules. There was interest in modest housing options, including ADUs and duplexes, and in transportation improvements like safer crossings, better signage, and more reliable public transit. While opinions varied on how much change was appropriate, most agreed that the neighborhoods should remain welcoming, functional, and livable for current and future residents.

Implementation and Next Steps

This plan sets a long-term vision, but its success depends on near-term actions and continued collaboration. The implementation framework found on [page 147](#) includes:

- Short- and medium-term priorities identified for each of the six Big Ideas
- Key partners and agencies needed to support plan goals
- Opportunities to align with ongoing city initiatives, infrastructure upgrades, and funding cycles

Ongoing coordination with residents, neighborhood organizations, and city departments will be essential to ensure the plan's vision becomes reality.

Acknowledgements

Salt Lake City Planning Division Director

Nick Norris

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Lex Traughber

Madison Blodgett

Nannette Larsen

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A special thanks to our professor, **Dr. Alessandro Rigolon** for being our guide on this project.

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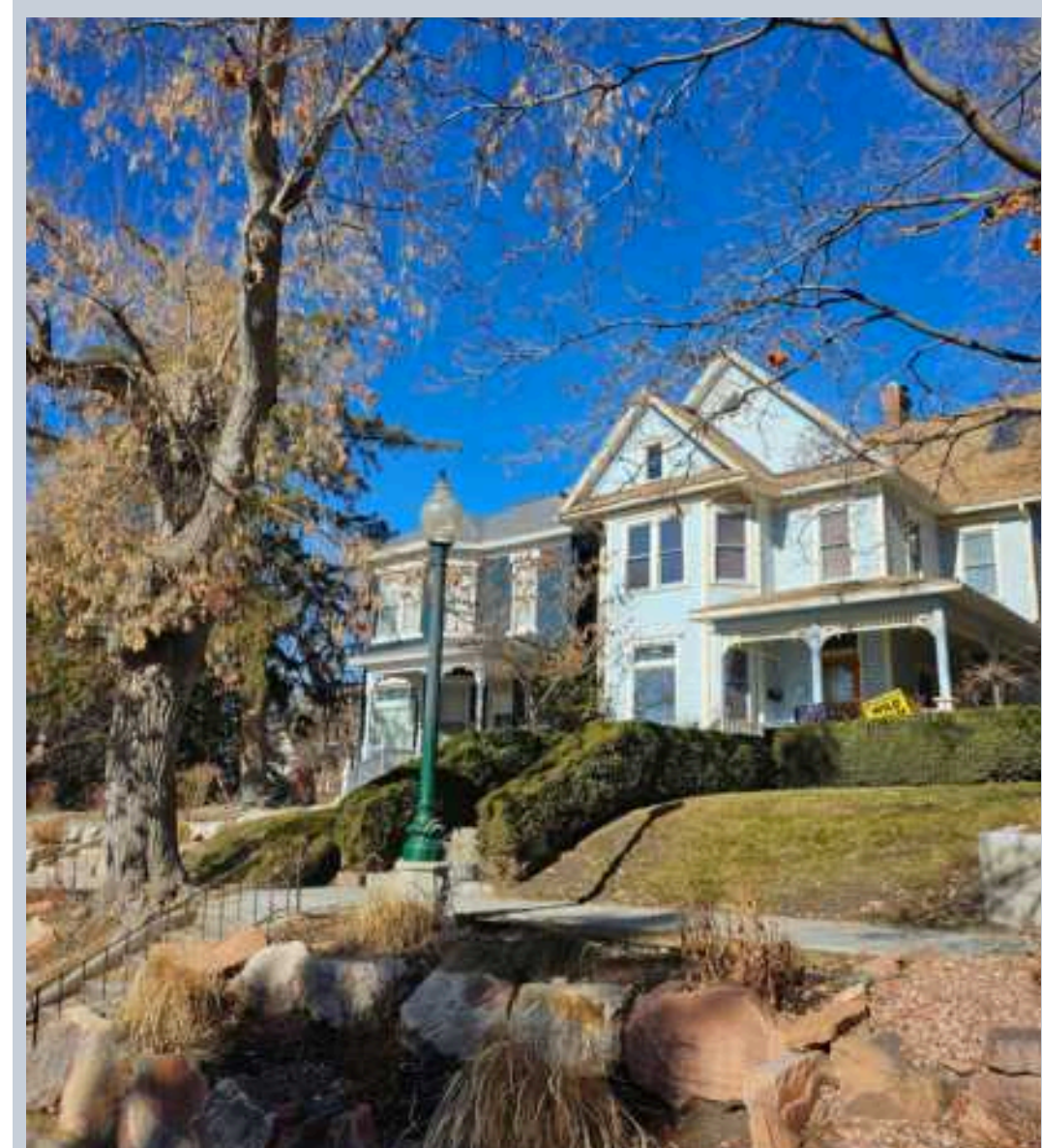


Introduction

Plan Objectives

This Avenues and Capitol Hill Neighborhood Plan sets a long-term vision for strengthening the livability, resilience, and historic identity of these neighborhoods. The last plans for these areas, the Avenues Master Plan adopted in 1987 and the Capitol Hill Plan adopted in 2001, are now decades old and do not fully address current needs around housing, transportation, and economic development. This new plan addresses a full range of topics including land use and zoning, housing, business and public amenities, urban design, and transportation. Its primary objectives are to guide future growth, improve access to daily services, expand housing choices for residents of all demographics, protect and enhance historic resources, and strengthen connections to parks, trails, and public spaces.

The 20-minute neighborhood is the key guiding framework for this plan. A 20-minute neighborhood is a place where residents can meet most of their daily needs, such as groceries, schools, healthcare, and other local services within a 20-minute walk, bike ride or transit trip from home. The concept emphasizes building complete, compact neighborhoods that prioritize access to daily needs and reduce reliance on cars, which supports healthier and more sustainable communities. In addition to proximity, successful 20-minute neighborhoods focus on quality of life by creating vibrant public spaces, offering a mix of housing types, supporting small businesses, and designing safe streets for walking and cycling. By building on these principles, the plan aims to create a complete and connected community that advances Salt Lake City's broader goals for sustainability, equity, and livability.



Definition of Area Boundaries

The planning area includes the Avenues and Capitol Hill neighborhoods within Salt Lake City. We do not focus on the parts of each neighborhood that broadly extend into the foothills. Capitol Hill is generally bounded by City Creek Canyon to the east, 300 West and I-15 to the West, North Temple to the South, and slopes past Ensign Peak to the North. The Avenues are generally bounded by City Creek Canyon to the west, 18th Avenue to the north, Virginia Street to the east, South Temple to the south, and a portion of Campus Drive bordering the University of Utah campus to the southeast. These neighborhoods represent a diverse mix of historical residential areas, institutional landmarks, parks and open spaces, and portions of the Bonneville Shoreline Trail system. A map showing the detailed boundaries is shown.



AVENUES & CAPITOL HILL



Community Profile

Community Profile

Our first phase of action as we began to develop the updated Capitol Hill and Avenues Neighborhood Plans was to analyze the existing conditions of each neighborhood. Topics of interest for developing the plan included housing, land use, businesses, transportation, green spaces, and urban design. We visited each neighborhood for in-person observations, supplementing them with mapped data and basic demographic data. The information we gathered, described below by topic, informed our community engagement efforts, and subsequently, the Big Ideas, Guiding Principles, and implementation strategies that are the final result of this plan.

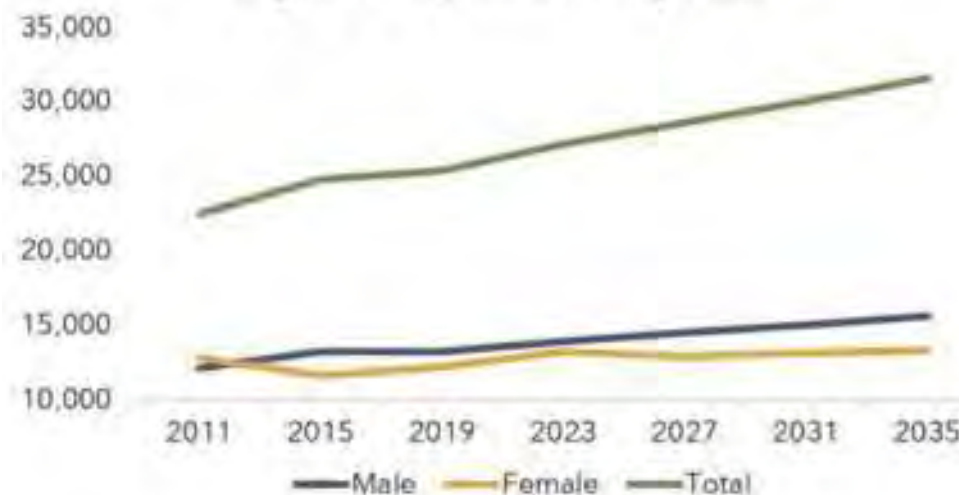


Demographics

Population Forecast 40% Growth by 2035

Population projections for the Avenues and Capitol Hill area show a 40% increase between 2011 and 2035, growing from 22,443 to 31,547 residents. The most significant jump occurs between 2023 and 2027, with an increase of about 1,466 people. While the population was fairly balanced by gender in 2011, projections show a growing gap. The male population rises steadily from 12,119 to 15,553, while the female population dips in 2015 to 11,598 before climbing to 13,264 by 2035. By the end of the projection period, males are expected to outnumber females by about 2,300.

Figure 1 Population Projection



Source: ACS 5-Year data for 2011, 2015, 2019, and 2023

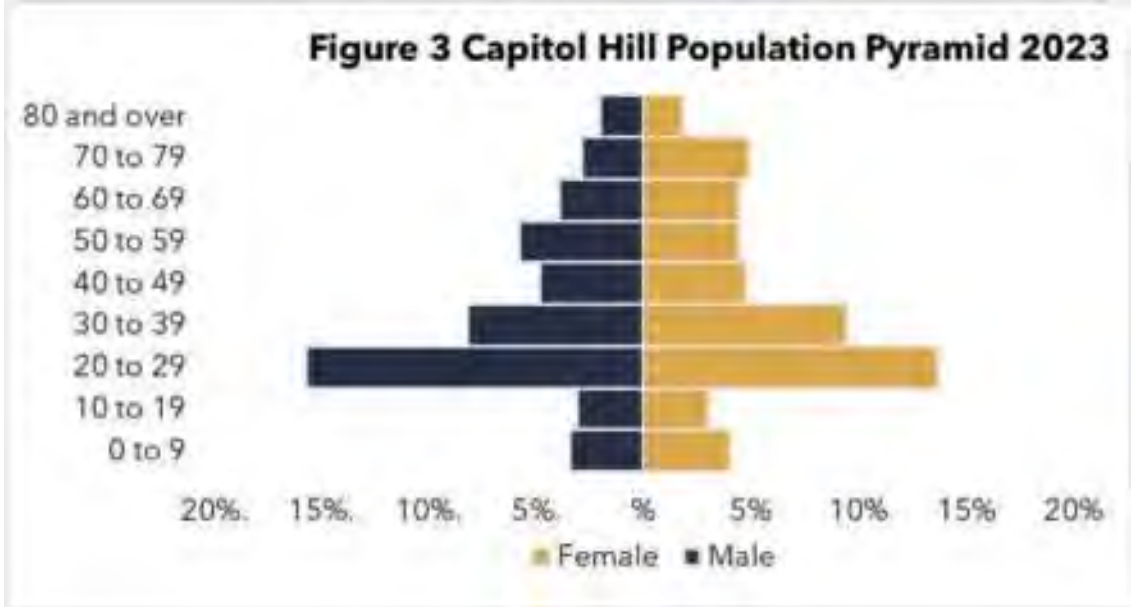
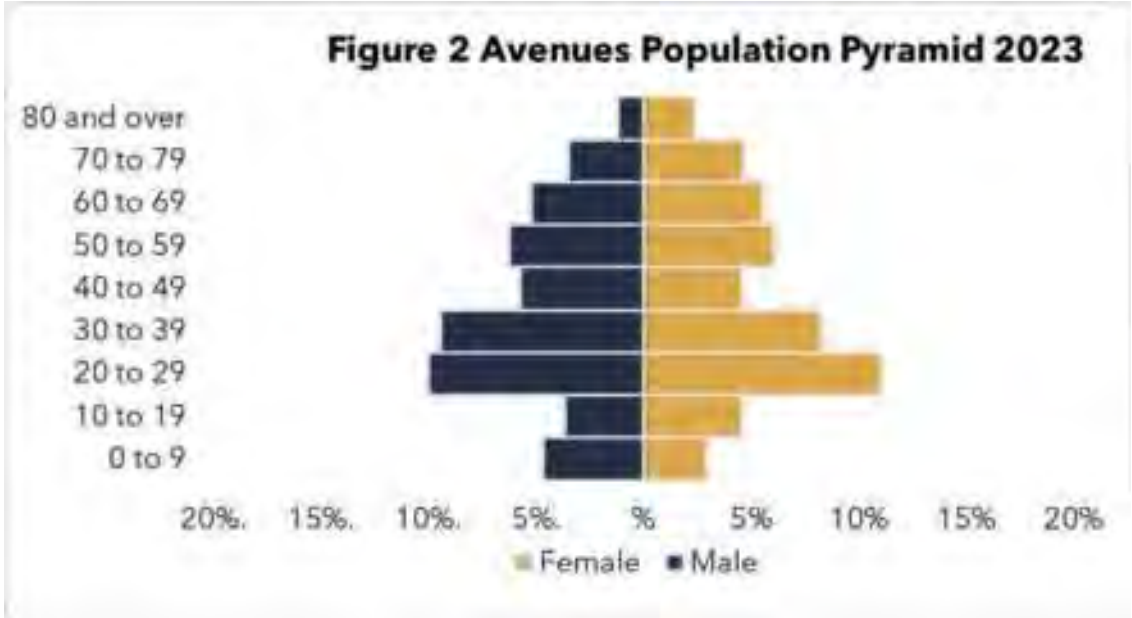


Young adults dominate the Avenues and Capitol Hill

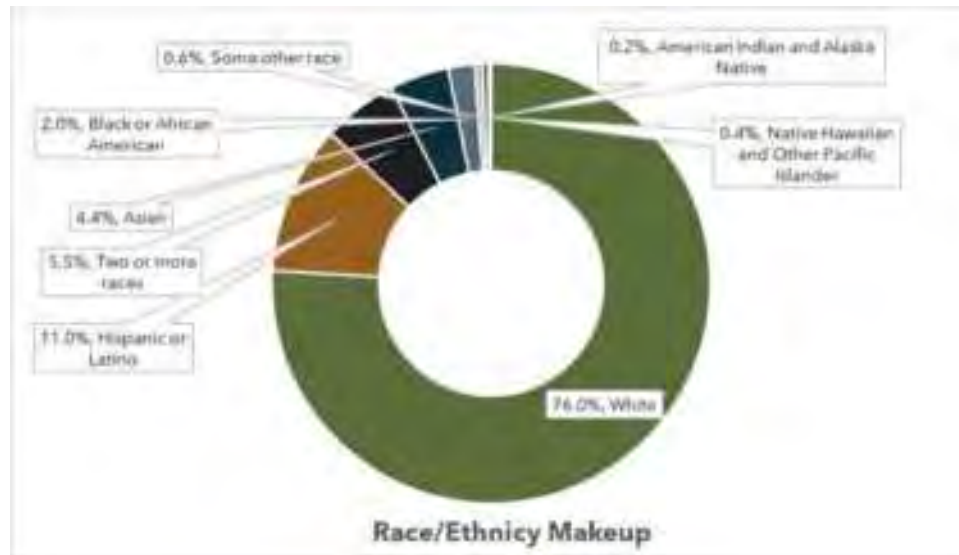
The demographic data shows that as urban neighborhoods close to the University of Utah the Avenues and Capitol Hill attract a young population. Their largest age group is 20 to 29-year-olds, making up about 30% of Capitol Hill and 21% of the Avenues. In Salt Lake City, 20 to 29-year-olds account for approximately 20%, making it lower than Capitol Hill but similar to the Avenues. The concentration of young adults suggests these areas are popular with students and young professionals. The second biggest group in both neighborhoods is 30 to 39-year-olds, which account for about 18% of the Avenues and Capitol Hill. This is comparable to Salt Lake City with about 16% of the population is between 30 and 39. Both the Avenues and Capitol Hill have a lower percentage of residents under 18 compared to Salt Lake City. In the Avenues, about 8% of the population is under 18, while Capitol Hill sits even lower at 7%. Salt Lake City, by contrast, has a more balanced distribution, with approximately 10% under 10 years old and 12% between 10 and 18 years-old, indicating a higher prevalence of families citywide compared to the Avenues and Capitol Hill.

Racial and ethnic diversity lag behind the City

The Avenues and Capitol Hill neighborhoods are 76% White, with Hispanic or Latino residents making up 11%, people of Two or more races at 6%, and Asian residents at 4%. Other racial groups each represent less than 2% of the population. In contrast, Salt Lake City overall is more diverse. The city is 65% White and has nearly double the Hispanic or Latino population at 21%, along with slightly higher shares of most other racial groups. This suggests that the Avenues and Capitol Hill are less diverse than the city as a whole.



Source: ACS 5-Year data for 2023



Source: ACS 5-Year data for 2023

Educational Attainment Excels Beyond Salt Lake City

The Avenues and Capitol Hill have a higher percentage of residents with a bachelor's degree or higher compared to Salt Lake City as a whole. In the Avenues, 60% of residents hold at least a bachelor's degree, while Capitol Hill follows closely behind at 53%. In contrast, Salt Lake City has a lower educational attainment rate, with 45% of residents achieving a bachelor's degree or higher. The Avenues and Capitol Hill as more highly educated neighborhoods within the city.

Higher Incomes Compared to the City

The median household income for residents aged 25 and older with earnings in the Avenues and Capitol Hill significantly surpasses Salt Lake City according to the 2023 ACS 5 Year Survey. The Avenues boast a median income of \$84,168, while Capitol Hill follows with \$70,116. In contrast, Salt Lake City's median household income is at \$52,654. This income disparity reflects the higher educational attainment and professional opportunities available to residents of the Avenues and Capitol Hill.





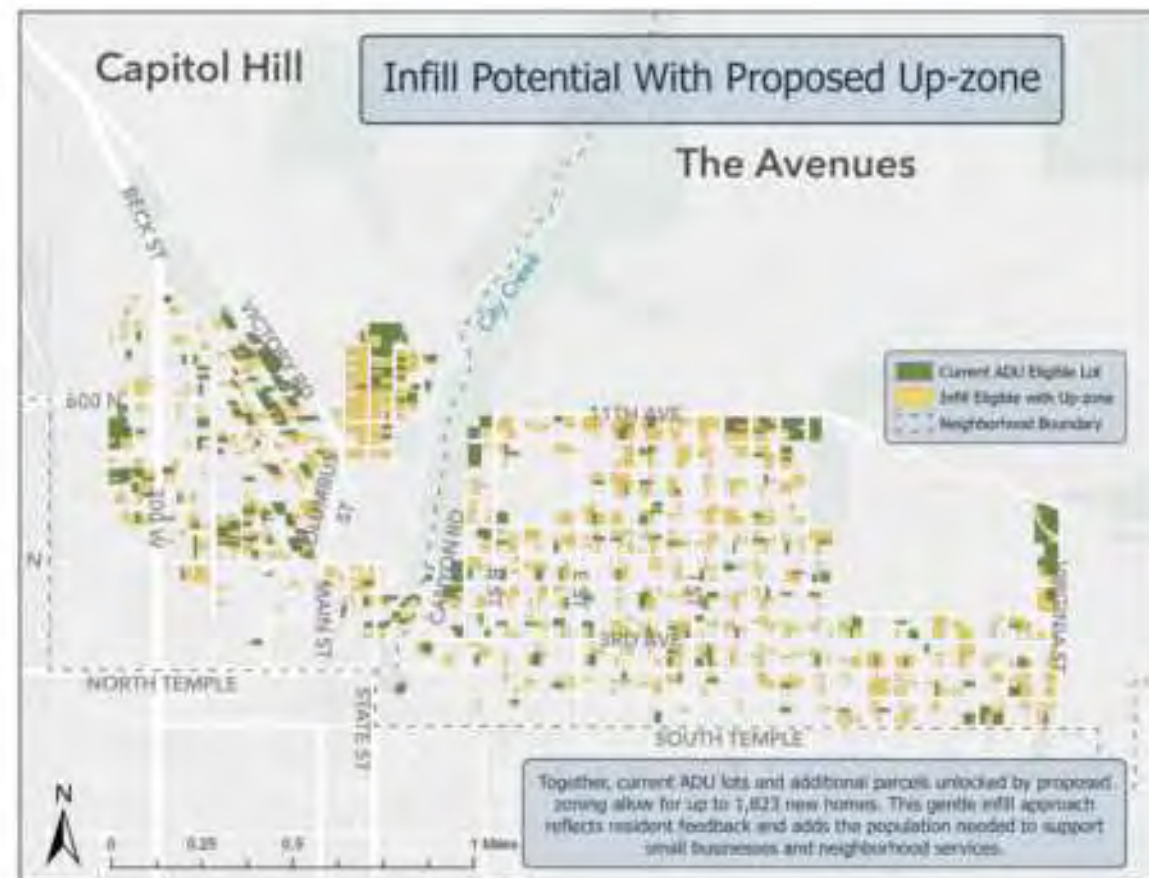
Land Use and Zoning

Zoning Potential Not Fully Realized

The neighborhood includes 2.2 million square feet of land currently zoned for multifamily buildings up to 35 feet in height yet is currently occupied primarily by single-family houses. That is 50 acres of land in highly desirable and well-connected areas, The potential map identifies parcels in the Avenues and Capitol Hill neighborhoods that are currently eligible for ADU development under existing zoning, along with additional parcels that would become eligible for infill housing if rezoned to RMF-30 or MU-3. The combined eligibility reflects a cumulative housing potential, with up to 1,823 new units possible under proposed changes. This growth aligns with community feedback favoring gentle infill and expanded housing options.

The Historic Preservation Zoning Overlay Impacts

In the Avenues, 26% of the land including all properties below 7th Avenue, is affected by the historical preservation overlay. In Capitol Hill, approximately 310 (8%) acres of land are impacted by historic preservation overlays. Lower-density residential uses are affected by historic preservation at a higher rate. Preservation easements are also present in both neighborhoods. Historic districts regulate how buildings can be built, maintained, or modified, namely that they must fit in with the established neighborhood character and historical materials/design. There are also stricter rules around land use, such as prohibiting lot subdivision after remodeling a property.





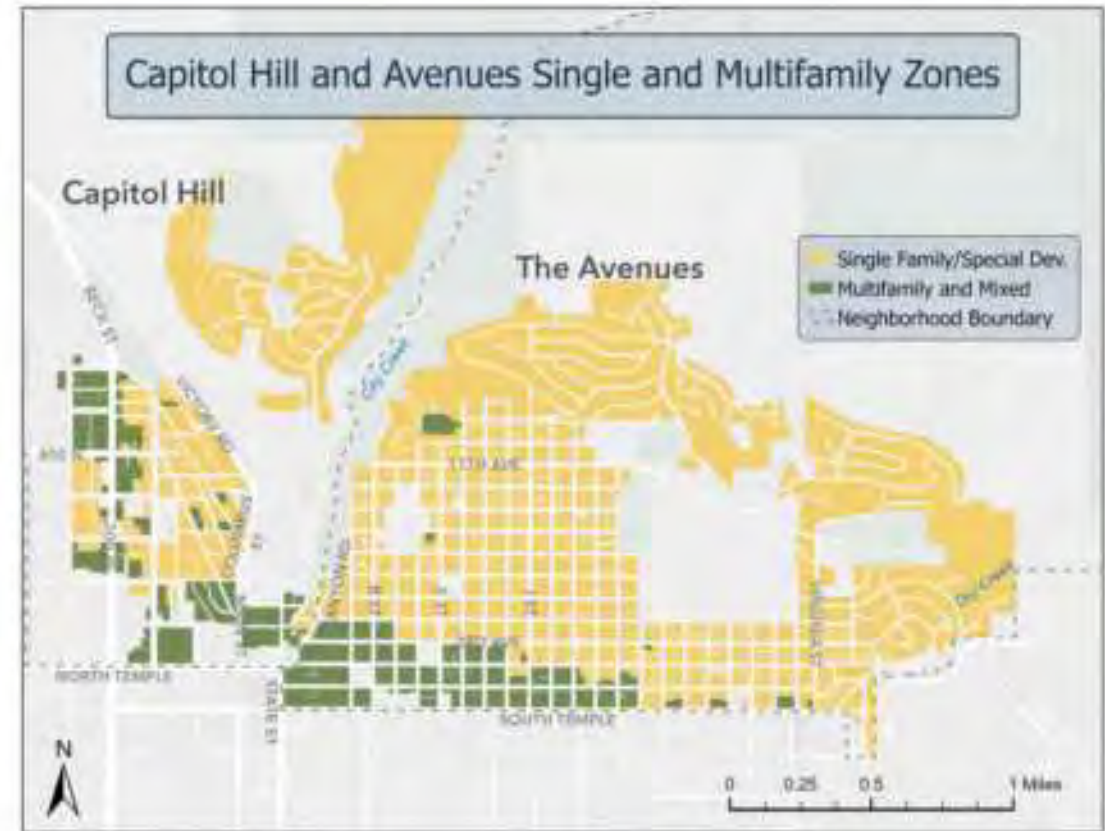
Limited Growth Due to Public Land and Industrial Zoning

Within the Capitol Hill Neighborhood, 57% of the total land area (over 2,300 acres) is devoted to public land. This open space is dedicated to fragile slopes and watershed areas around City Creek. Beyond the lack of residential land (only 11.8% of the total area), another notable feature is the large industrial presence (27.6% of total land). While the land dedicated to industrial is more than double residential land, it is only 5% lower than Salt Lake City as a whole, which consists of 36.4% industrial land. The extent of industrial zoning could contribute to land use conflicts or serve as a potential opportunity for rezoning if industrial uses move elsewhere. A vacant church is next to an area with single-family residences and a park. However, the area is zoned for heavy industrial. The amount of zoning dedicated to protected open space and industrial zones constrains growth for other uses, like residential.

Capitol Hill Residential Land is Limited

Within that share, single-family and two-family zoning dominate (72.7% of residential land), meaning that the neighborhood's opportunities for increased uses or higher-density residential supply are severely constrained. Multifamily zoning, including mixed-use areas, only covers 27.3% of residential land, higher than the Avenues at 10.4% and the City at 14.0%. Mixed-use zones are also limited, as several areas about Special Residential zones are designed to preserve the zone's historic, low-density development pattern shown in the accompanying map. Mixed-use zones on the neighborhood's west side are near industrial zones and highways.

Vacant church in Swede Town next to a park and several single-family homes within M-2 designated for heavy manufacturing.

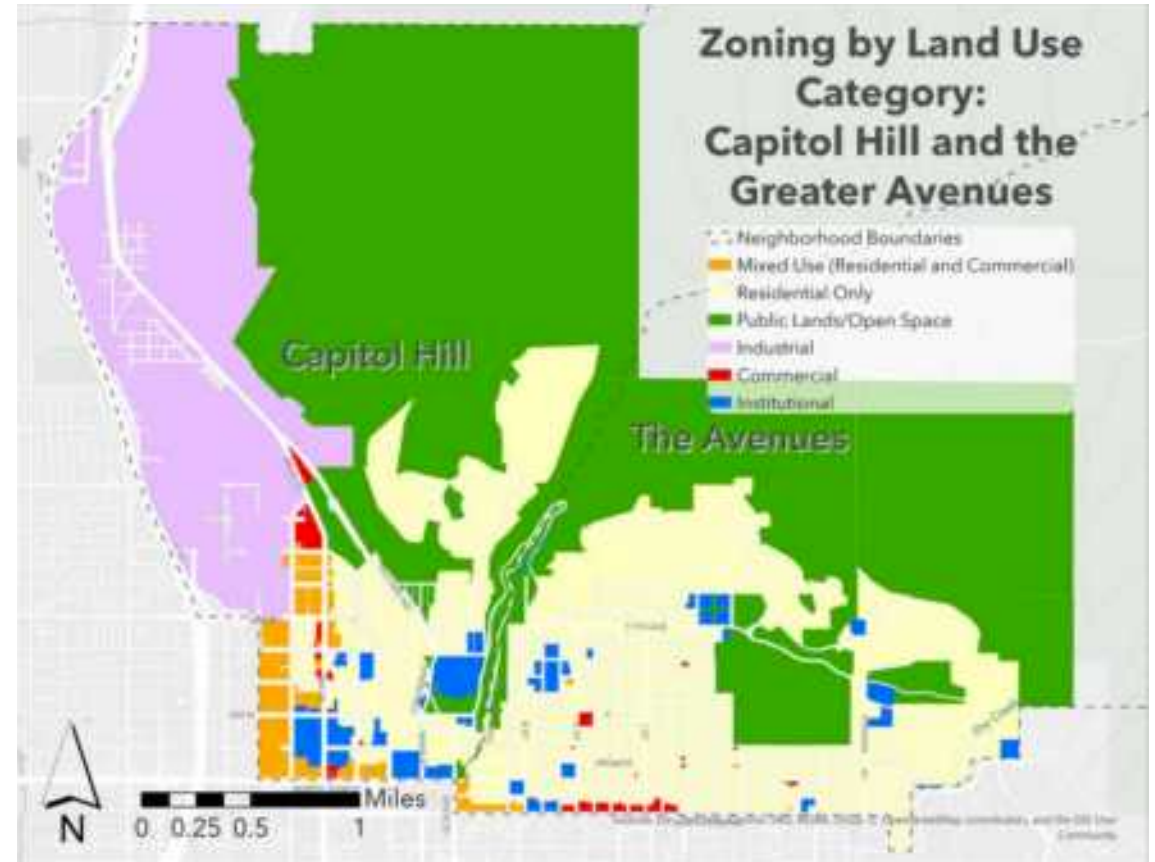




Low Commercial Zoning Limits Access to Retail and Services

Beyond residential uses, commercial zoning is extremely limited in both Capitol Hill (0.5% of land use area) and the Avenues (0.7%), with only an additional 1.3% designated for mixed-use in Capitol Hill and even less (0.5%) in the Avenues. In comparison, 6.0% of the city's land is designated for commercial use, highlighting the limited availability of retail and services in these neighborhoods. This suggests that residents likely rely on other neighborhoods for retail, dining, and services, reinforcing Capitol Hill's role as a primarily government, industrial, and residential area. With its significant industrial footprint, Capitol Hill has little flexibility for diversifying its land use without allowing for more uses dedicated to higher-density residential and mixed-use areas. Similarly, the Avenues' limited commercial footprint makes expanding neighborhood-serving businesses difficult without a land use policy shift.

Capitol Hill and Avenues Land Use Mix			
	% of Zoned Area		
	Greater Avenues	Capitol Hill	Salt Lake City
Residential	45.5%	11.8%	16.8%
Single-family	41.2%	10.5%	14.4%
Multifamily	4.3%	1.3%	2.4%
Commercial	0.7%	0.5%	6.0%
Mixed-use	0.5%	2.6%	1.3%
Institutional	1.5%	0.5%	1.9%
Public Lands	51.8%	57.0%	20.8%
Industrial	0.0%	27.6%	36.4%
% of Residential Area			
Single-family	89.6%	72.7%	86.0%
Multifamily	10.4%	27.3%	14.0%



Potential With Some Institutional Land

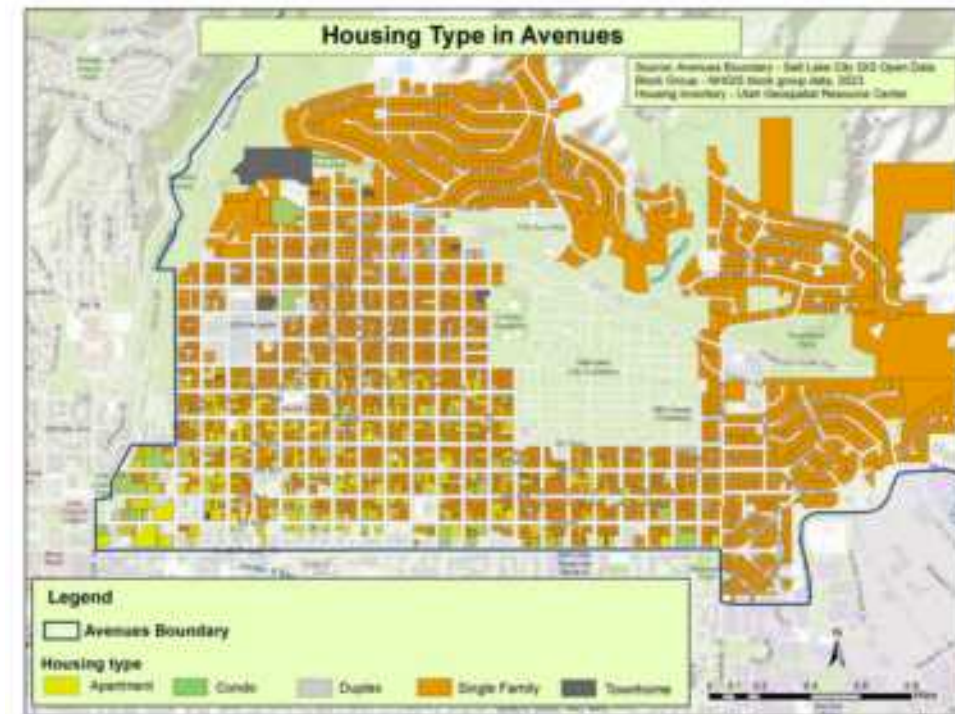
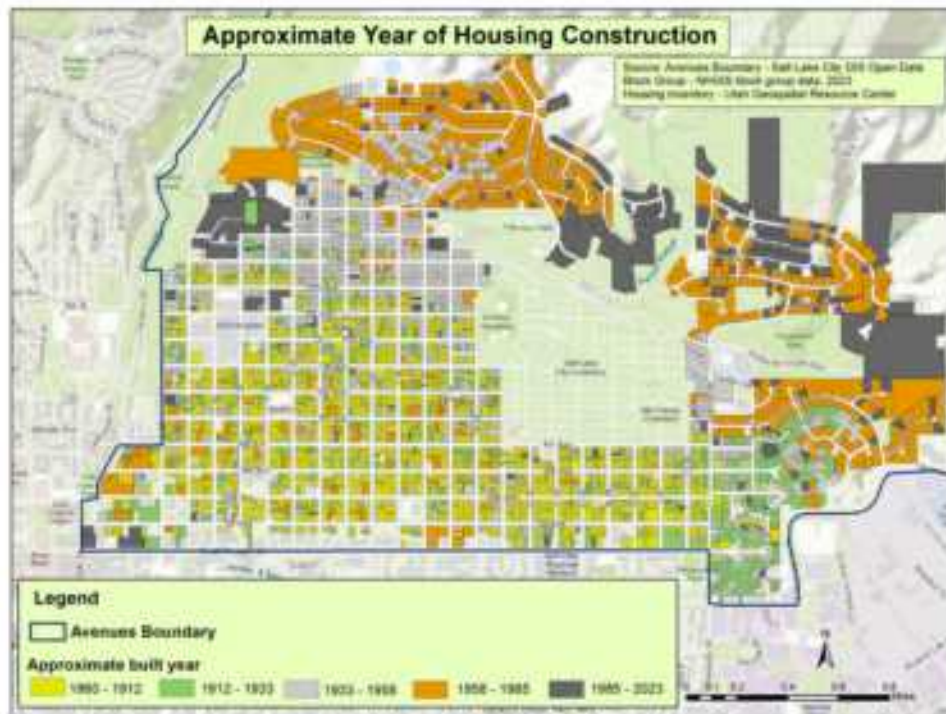
Part of the Church of Jesus Christ of Latter-day Saints' campus, including the conference center, offices, and parking lots, are within the Capitol Hill neighborhood. While the conference center is zoned Urban Institutional, other parcels' current uses do not match zoning. For example, the Church's west office building and parking lot are zoned for Residential mixed-use and share the block with high-density multifamily developments.

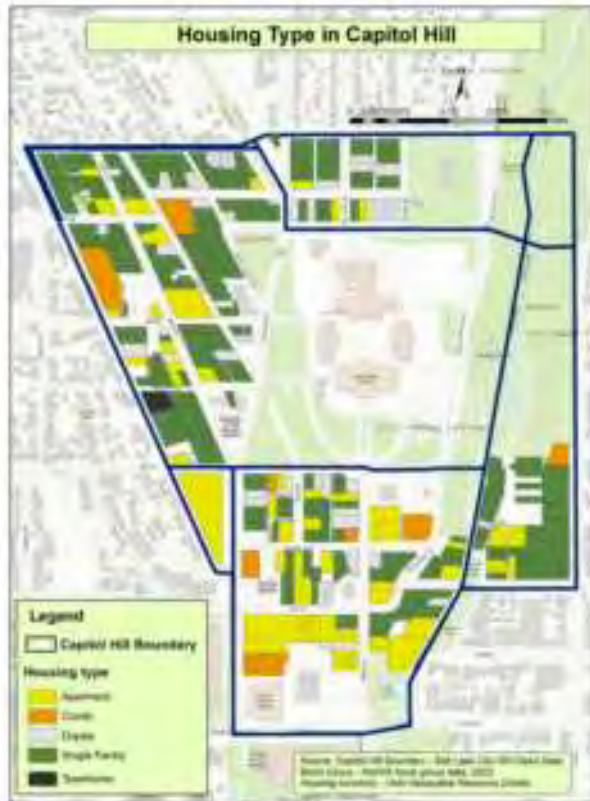


Housing

Housing Trends: A Housing Mix Led by Single-Family Homes

Housing in the Avenues and Capitol Hill remains predominantly single-family and largely historic. In the Avenues, 84% of homes are single-family, with multifamily housing making up just 16%, including apartments, duplexes, and a small share of condos. Most homes in the lower Avenues were built between 1860 and 1958, while newer development between 1985 and 2023 is limited and concentrated in the upper northeast, where building footprints tend to be larger. Capitol Hill has a slightly more varied housing mix, with 65% single-family and 35% multifamily. Of its 405 housing units, most are single-family homes, with apartments, duplexes, and a small number of condos and townhomes making up the remainder. The majority were built between 1866 and 1977, with minimal new construction between 1977 and 2016. This historic development pattern, combined with limited recent growth, mirrors broader citywide trends, where 88% of Salt Lake City's housing is single-family and only 12% is multifamily.





Housing Composition: Ownership, Rentals, and Household Size

Housing data from 2023 shows that the Avenues and Capitol Hill have smaller household sizes than the city average, with 2.02 and 1.92 people per household, respectively, compared to 2.19 in Salt Lake City. Both neighborhoods have similar age demographics, with around 15% of households including children under 18 and 23% including residents over 65, while Salt Lake City has slightly more families with children (19.8%) and fewer older adults (21%). Capitol Hill has the lowest share of owner-occupied housing, with only 35% of units owned and 65% rented. The Avenues are more balanced at 48% owner-occupied and 52% renter-occupied, which closely mirrors the citywide split. However, despite the Avenues being 84% single-family homes, the high share of rentals suggests that many single-family units are owned by investors rather than residents. This may affect neighborhood stability and the long-term sense of community.

Analysis of Cost-Burdened Households

Comprehensive Housing Affordability Strategy (CHAS) from 2017–2021 shows that Capitol Hill has fewer cost-burdened owner-occupied households than the Avenues or Salt Lake City. Only 28 low-income homeowners in Capitol Hill (earning less than 30% of the area’s median family income) are cost-burdened, compared to 385 in the Avenues and 2,987 citywide. Across all income levels, Capitol Hill has 1,560 cost-burdened owner households, significantly lower than the Avenues (4,220) and Salt Lake City (40,925). Among renters earning less than 30% of median income, Capitol Hill has 635 cost-burdened households, slightly more than the Avenues’ 570 and far below the citywide total of 10,555. When all income groups are included, Capitol Hill has 3,230 cost-burdened renter households, compared to 3,905 in the Avenues and 42,950 in Salt Lake City. These figures suggest that Capitol Hill has a relatively stable housing market for homeowners, while rental affordability remains a challenge across all three areas.



Transportation

Neighborhood Overview

Capitol Hill and the Avenues are two historic, predominantly residential neighborhoods located immediately northeast and north of Downtown Salt Lake City. These neighborhoods are characterized by their scenic views, steep terrain, and a mix of grid-patterned streets and curving roadways that follow the natural landscape. While both areas benefit from proximity to downtown and major transit corridors like North Temple and South Temple, they differ in terms of transportation infrastructure, accessibility, and mobility patterns.

Transit Access and Challenges

Public transportation access within these neighborhoods is limited, particularly in the Upper Avenues and interior Capitol Hill areas. While key transit routes along North Temple and South Temple see high ridership, internal routes like the F11 Flex Bus and bus stops near the Capitol experience low usage due to limited frequency and lower density. Keith Bartholomew's study highlights a lack of essential transit amenities, such as shelters, which contributes to reduced ridership and discourages public transit use. Residents frequently must walk to more active corridors to access reliable service, suggesting the need for better infrastructure and transit-oriented improvements within the neighborhoods.

Walkability and Bike Infrastructure

Both neighborhoods face significant walkability and bikeability challenges. Although the Avenues generally have better sidewalk coverage and a more walkable grid layout, steep slopes and gaps in pedestrian infrastructure still hinder access in parts of the neighborhood. Capitol Hill, with its varied street patterns and inconsistent sidewalks, has even more pronounced walkability issues. Additionally, the area lacks adequate bike infrastructure. Bike routes are fragmented and often shared with parked vehicles or unprotected from traffic, increasing safety risks. While Capitol Hill is rated as "very bikeable" due to its proximity to destinations, the Avenues score lower because of steeper terrain and fewer accessible amenities.





Land Use and Access to Destinations

Land use and access to destinations are also concerns. As shown in Figure 4 the Avenues, especially in upper areas, lack commercial and recreational destinations, reducing opportunities for walking trips and increasing reliance on cars. Capitol Hill has slightly better access to commercial uses, but both neighborhoods show deficiencies in proximity to green spaces. The street topography and scarcity of nearby destinations result in lower pedestrian activity and reinforce auto-dependency, particularly in less connected zones.

Transportation Safety and Crash Data

Crash data further emphasizes transportation safety concerns. Capitol Hill and the Avenues both experience pedestrian (Figure 5) and cyclist (Figure 6 in Appendix) crashes, especially at wide intersections such as 600 N/300 W and 300 N/300 W. These roads, which prioritize vehicle movement, contribute to high-speed driving and place vulnerable road users at risk. Most cyclist and pedestrian crashes occur in areas with minimal safety infrastructure, underscoring the need for safer streets and traffic-calming measures.

600 North and 300 West
Capitol Hill



Evolving Commute Trends

Commute patterns are shifting. Both neighborhoods have seen a decline in car use and a rise in remote work (Figures 7 and 8 in Appendix), particularly in the Avenues. While public transit use has slightly decreased over time, active transportation has remained more common in the Avenues compared to Capitol Hill, likely due to better street connectivity and pedestrian conditions. These changing trends reflect evolving mobility needs and highlight an opportunity to align transportation planning with sustainable commuting behaviors.



Figure 4 Land Use Destination Buffer

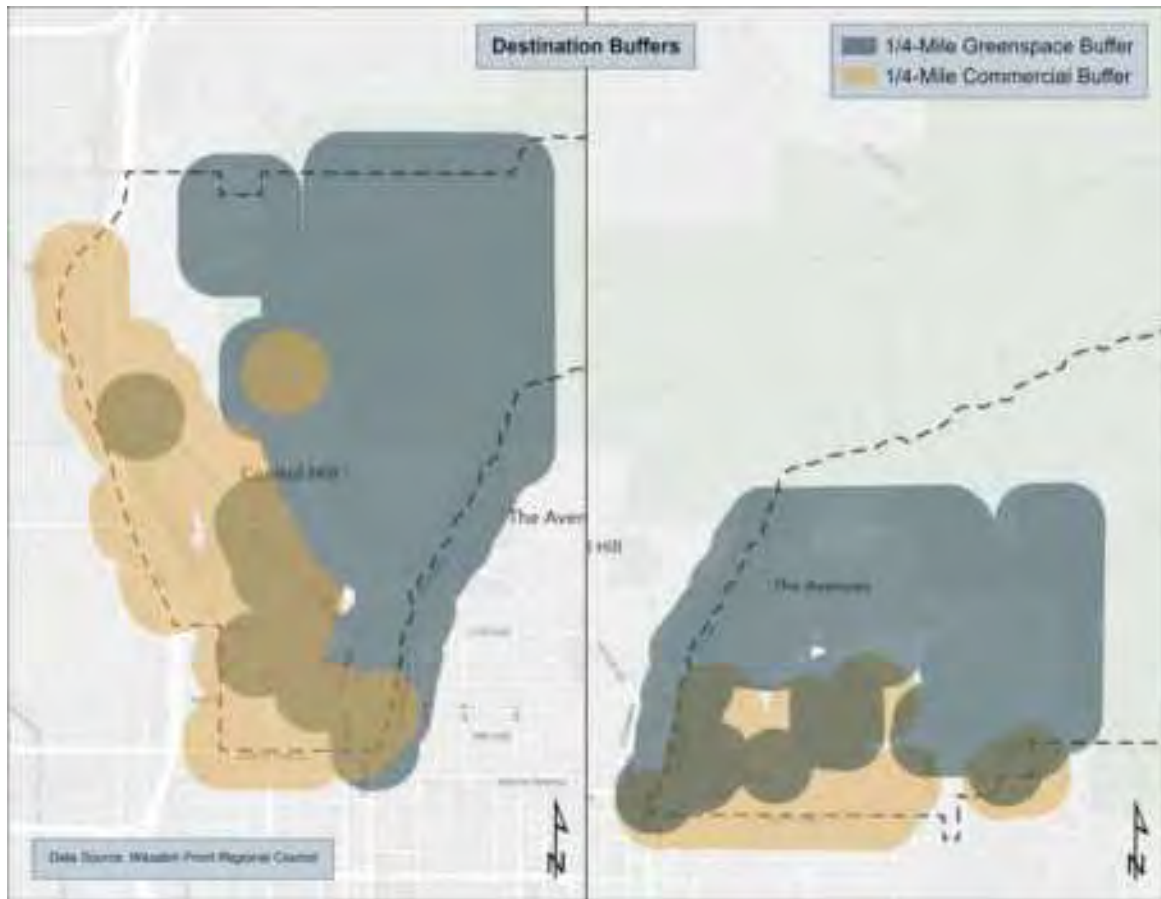


Figure 5 Pedestrian-Involved Crashes





Business and Amenities

Commercial zoning and uses are primarily along traffic-heavy roads

Commercial activity in the Avenues and Capitol Hill neighborhoods is primarily concentrated along South Temple and 300 West, respectively. These streets function as arterial roads with high traffic volumes and speeds, which can create challenges for pedestrian access and neighborhood-oriented business activity. This clustering largely reflects the city's zoning regulations, which limit mixed-use and commercial development to designated corridors.



While this approach aligns with neighborhood plans of the past, concentrating businesses along car-heavy roads may limit opportunities for pedestrian-friendly commercial areas that better serve residents. Additionally, smaller business clusters exist in scattered locations beyond these main corridors throughout both neighborhoods. Many of these micro-clusters contain only a handful of businesses, making them less visible to visitors or those unfamiliar with the area. Identifying and strengthening these emerging business nodes could enhance neighborhood walkability, support local businesses, and improve access to goods and services.

Encouraging more neighborhood-scale business development away from major arterials could also help reduce car dependency. By integrating businesses into residential areas, more daily errands could be completed via walking or biking, alleviating concerns about increased traffic congestion as the city expands its housing stock.

Limited access to certain community amenities

Salt Lake City sets a goal for all households to have community amenities (parks, natural lands, libraries, schools, rec centers) within a quarter-mile walking distance by 2040. Specific community amenities seem to be lacking in both neighborhoods. Neither the Avenues nor Capitol Hill neighborhoods currently have access to an indoor community recreation center, which presents a gap in year-round recreational opportunities for residents. While both neighborhoods benefit from access to parks and open spaces, these outdoor amenities may not be sufficient during times of extreme weather, such as intense summer heat or poor air quality in the winter. The absence of an indoor facility limits opportunities for exercise, social gatherings, and community programming, particularly for families, older adults, and those with mobility



challenges. Salt Lake City's General Plan emphasizes the importance of equitable access to recreational facilities as a means of promoting public health, social cohesion, and overall quality of life. Additionally, each neighborhood has only one grocery store. The Avenues Community Council compiled a list of the Top 30 attributes of their neighborhood. In this list, they noted that when it comes to grocery selection the "lack of competition decreases offerings" in their neighborhood.

In Capitol Hill, there is only one limited-service grocery store, Lee's. Lee's recently reopened in May of 2024 after shutting down in 2022. While the store has a smaller building footprint and limited selection compared to other grocery stores in the city, it has been described as a "game-changer" for food access in the neighborhood. One study from the University of Utah, published in 2024 (before Lee's reopened), showed that the availability of select produce was more limited and more expensive, specifically in lower-income census tracts within Capitol Hill.



Lee's Market in Capitol Hill

Distribution of Residential Parcels and Their Proximity to Parks, Libraries, and Groceries in the Avenues and Capitol Hill (N=8,452).

Distance to Land Use	The Avenues		Capitol Hill	
	Count	%	Count	%
Within 1/4 mile of a park	3,469	59%	2,411	94%
Within 5 minute walk of a library	455	8%	424	17%
Within 15 minute walk of a library	2,662	45%	2,076	81%
Within 5 minute walk of a grocery store	535	9%	78	3%
Within 15 minute walk of a grocery store	3,325	56%	1,724	67%
Total	5,897		2,555	

Date retrieved from data which was provided to the UtahMORC by the Salt Lake County Assessor's Office and 7/22/2024.
Calculations made using ESRI's Network Analyst module in ArcGIS Pro.

Demographic influence on businesses and public service needs

The age distribution in the Avenues and Capitol Hill neighborhoods plays a key role in shaping business demand and public services. **Figures 2 and 3** show that both neighborhoods have fewer children (under 19) and more older adults (65+) compared to Salt Lake City as a whole. Additionally, Capitol Hill has a higher share of young adults (20-35) than both the Avenues and the city average. These trends highlight opportunities to better align businesses and community services with neighborhood needs.

The Avenues has a mix of young professionals, middle-aged residents, and older adults, but a low percentage of children. This could impact the long-term sustainability of local elementary schools, as declining enrollment may lead to school closures or consolidation. For businesses, the Avenues' demographics point to a strong market for coffee shops, casual dining, grocery stores, and health services. The older population also supports the demand for specialty healthcare, pharmacies, and cultural venues like galleries and libraries. Enhancing walkability and access to daily services will be important for maintaining the neighborhood's livability as the population continues to age.



Capitol Hill stands out for its high concentration of young adults (20-35). This demographic trend supports businesses like cafés, coworking spaces, fitness centers, and casual restaurants. At the same time, Capitol Hill has a growing population of older adults, reinforcing the need for healthcare services, grocery stores, and improved pedestrian infrastructure. Similar to the Avenues, the low percentage of children could impact the long-term sustainability of local elementary schools ([an ongoing trend in Salt Lake City](#)).

Future opportunities for more businesses and amenities

Two sites of neighborhood change stand out as potentially impactful when it comes to business and public services access. In the Avenues neighborhood, Intermountain Healthcare (IHS) [currently owns](#) 6 blocks at C Street and 8th Ave. The LDS Hospital complex, other medical buildings, and single-family homes are on this property. In total IHS owns just under 15 acres with 12.53 of those acres owned by the hospital sub-entity. The current zoning of the tracts are primarily Urban Institutional (UI) and Institutional (I). 0.46 of the acres are currently zoned as [SR-1A Special Development Pattern Residential](#).

With Intermountain currently working on developing a new hospital downtown, there is [speculation](#) as to whether this new hospital in the center of Salt Lake City will replace the aging LDS Hospital in the Avenues. When the previous

neighborhood plan for the Avenues was created there were three hospitals in the Avenues. Since then, two have been redeveloped. One structure was adaptively reused to be [multifamily](#) condos, and the other appears to have been torn down and became single-family housing. The LDS Hospital is within one block of the Corinne and Jack Sweet Branch public library and the popular restaurant and bar, Avenues Proper. This proximity to local micro-clusters of business and services presents an opportunity to bring additional housing density and connectivity. However, as the LDS Hospital complex is the only remaining hospital in the neighborhood, it will be important to provide for community health needs if redevelopment happens.

A site that we decided to focus on within Capitol Hill is the historic Wasatch Warm Springs Plunge building. The building sits on 20.05 acres of city-owned land currently zoned as Open Space and Public Land and is subject to historic preservation overlay compliance. Its southern portion is adjacent to residential zones, while the northern and western sides border areas zoned for light manufacturing, commercial activity, and business parks. [While repairs have begun](#), its future remains uncertain. [Community opposition](#) halted prior efforts to transfer the site to private ownership. The Warm Springs Alliance, a local nonprofit, is leading efforts to restore the space as a community gathering place. [Their vision](#) includes re-establishing access to the hot springs while honoring the site's Indigenous history and maintaining it as a publicly accessible resource. The redevelopment of this site presents an opportunity to strengthen public services and cultural spaces within the neighborhood.



Warm Springs Plunge Building



Green Spaces

Developed and Undeveloped Green Space in Both Neighborhoods

Green spaces in the two neighborhoods include 26 of the city's 126 parks, 6 trailheads, and 114 trailways. Of the 26 parks in the two neighborhoods, 15 parks are in Capitol Hill and 11 are in the Avenues. Additional forms and names of green spaces in the two neighborhoods are found in Figure 9 in the Appendix. While the Avenues has one known community garden, Capitol Hill has none. On the other hand, Capitol Hill's larger lots and many institutional land uses give the neighborhood more plazas and green school yards than the Avenues. In Capitol Hill, green spaces are owned and managed by different agencies including the city, the Salt Lake City School District, the State of Utah, and the Church of Jesus Christ of Latter-day Saints. Of all the types of green spaces, parks are most prominent in the two neighborhoods.



Parks and Trails are well-maintained but can improve

During in-person site visits, we visually assessed the quality of mini and neighborhood parks in the two neighborhoods. In both the Avenues and Capitol Hill, the quality of mini parks is more consistent than that of neighborhood parks. Examples of these mini parks include Dr. Ellis Reynolds Shipp Park in the Avenues and Silver Park in Capitol Hill.

These parks have small playgrounds, shade trees, and benches. While some elements of these parks could see improvement, such as the addition of small picnic shelters and more shade trees, the local parks of both neighborhoods frequently meet the standards of the Cosumnes Community Service District checklist. Examples of quality neighborhood parks include Lindsey Gardens in the Avenues and Ensign Downs Park in Capitol Hill. Lindsey Gardens has baseball diamonds, a medium-sized playground, trails, and a sports field. Similarly, Ensign Downs Park has sports courts, a baseball diamond, loop trails, benches, and a medium-sized playground.

Some neighborhood parks, however, could use additional care to bring them up to the standard of the mini parks. For example, Kay Rees Park in the Avenues and North Gateway Park in Capitol Hill lack several amenities one would expect for a neighborhood park. Kay Rees Park has a significant lack of shade trees, benches, playgrounds, and other signature amenities. The park is essentially a wide-open field, and additional care would help it meet the recommendations found in the checklist. North Gateway Park has a limited number of shade trees and benches, no picnic shelters, and no play areas. However, the park does have multiple open fields and walking trails. Intended to meet the parks and



recreation needs of the larger city, community parks in the two neighborhoods include Warm Springs Park in Capitol Hill, 11th Avenue Park in the Avenues, and Memory Grove on the border of the neighborhoods. Unlike mini parks and neighborhood parks, community parks draw visitors from across Salt Lake City and should therefore cater to a larger and wider array of people. The city does not provide a specific checklist or criteria to determine the quality of community parks, but the needs assessment mentions that they may include a special amenity or recreation facility such as athletic courts, sports fields, and playgrounds.

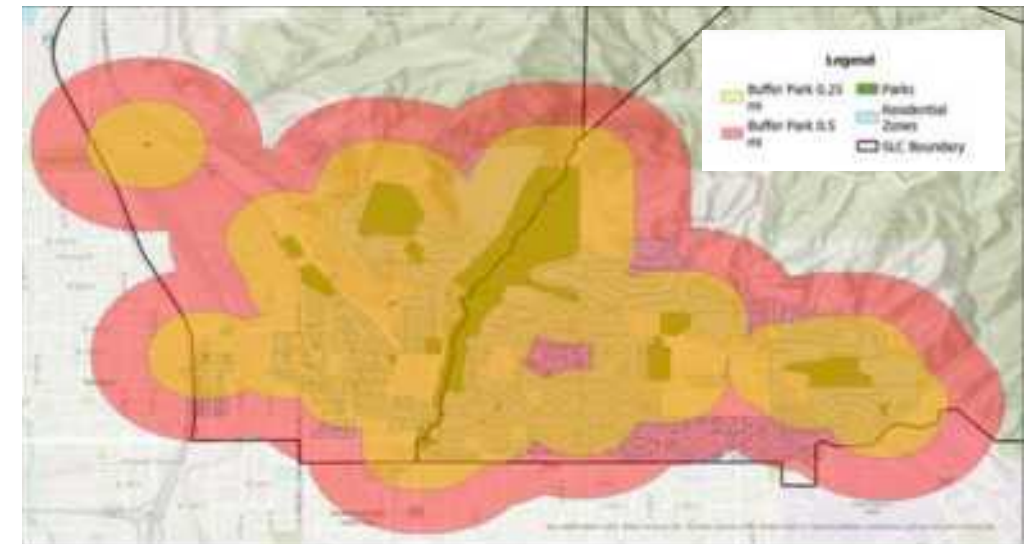
Warm Springs Park includes a medium-sized playground, a large, open field, walking trails, and two tennis courts. Warm Springs, while meeting the criteria of a quality neighborhood park, does not include any unique signature amenities that would draw visitors from other areas of the city as intended. 11th Avenue Park and Memory Grove, however, are higher-quality community parks. 11th Avenue Park includes not only open lawns, walking trails, and a small playground, but also six pickleball courts, six tennis courts, and a cricket pitch—unique amenities that visitors would travel to access. Memory Grove is another quality community park with unique water features, dog amenities, memorials, a meditation chapel, and access to City Creek Canyon. While 11th Avenue Park and Memory Grove are quality community parks that provide attractive amenities, Warm Springs Park requires improvement to meet their standard.

Above-Average Park Access in Both Neighborhoods

Both the Avenues and Capitol Hill experience greater access to parks, trailheads, and trailways than Salt Lake City on average. The Salt Lake City Parks and Public Lands Needs Assessment, published in 2019, provides data and analysis demonstrating the accessibility of each Salt Lake City Planning Area with a significant residential population to parks and natural land. In these measures, Salt Lake City overall is found to have an average of 3.5 acres of park space and 8.6 acres of natural land for every 1,000 residents (Figure 10 in Appendix).

The Avenues has slightly less park space but significantly more natural land per 1,000 residents than the citywide average, with 3 acres of park and 27 acres of natural land. Capitol Hill exceeds the city average in both categories, with 5.5 acres of park space and 113 acres of natural land per 1,000 residents. However, in both neighborhoods, some natural land may be inaccessible due to federal or state ownership.

Both the Avenues and Capitol Hill provide great accessibility to local parks. A standard from Parks for All Californians deems the minimum level of service to be 3 acres of parks or open space per 1,000 residents, a benchmark that is surpassed by both neighborhoods as well as the entire city. Moreover, according to a geospatial analysis, all residential properties within both neighborhoods are within a half-mile distance, or 10-to-15 a 10-to-15-minute walk, of a local park. Some residential land is even closer, lying within a quarter-mile distance, or a 5-to-10-minute walk, of a local park. Improving accessibility to parks and allowing more households to be within a quarter-mile of the nearest green space could further improve the quality of life in the two neighborhoods.





Above-Average Canopy with Room for More Street Trees

Residents and visitors of the Avenues and Capitol Hill enjoy a significant presence of trees not commonly seen in other areas of the Salt Lake Valley. Citywide, Salt Lake City proper has an average canopy coverage of 11%. The neighborhoods with the lowest and the highest tree canopy coverage in the city are Glendale and Yalecrest, which have a 3% and 33% average tree canopy coverage, respectively. While both neighborhoods have a higher average tree canopy than Salt Lake City as a whole and many other neighborhoods, there is still much work to do to improve the presence of street trees.

The Avenues have an average canopy coverage of 27% and a relatively healthy supply of street trees. However, street trees are noticeably lacking in the southwest section of the Lower Avenues and the majority of the Upper Avenues areas. A potential explanation for this observation is that the southwest section of the Avenues has a higher concentration of apartment buildings that may not prioritize tree maintenance. Additionally, in the upper Avenues, trees might be seen as obstructing views or be more susceptible to damage from strong winds. In the Lower Avenues, wider roads can often give the appearance of a tree-poor street even if larger, older trees do exist nearby. Improving the presence of healthy street trees in the areas of the Avenues that lack them would improve the sense of place and quality of life within the neighborhood

Data zone	Tree canopy coverage
Salt Lake City	11%
Glendale	3%
Capitol Hill	19%
The Avenues	27%
Yalecrest	33%

Data retrieved from Tree Equity Score and Google Environmental Insights Explorer, 2024.



The tree canopy has opportunity for improvements across both neighborhoods



Urban Design

Historic status offers a strong sense of place and design standards

The Avenues and Capitol Hill are aesthetically distinct from the rest of the city for many reasons, chief among them the layout of the blocks and streets and the historic nature of the buildings there. Moving east or north into areas like the Upper Avenues or Federal Heights brings curving streets, fewer sidewalks, and newer homes. Capitol Hill is a smaller neighborhood, with colorfully-preserved historic homes extending from 300 West up the hill of Capitol Hill, with a wedge in the middle called Marmalade—a name based on the presence of historically-planted fruit trees in the neighborhood. The homes there are densely packed on zig-zagging streets, which are sometimes very steep, with narrow alleyways and some staircases. Urban design projects can and should align with the aesthetic value the historic status brings. These historic elements attract people to the neighborhoods, not just to live, but to visit and appreciate.

Status of safety, legibility, and consistency for pedestrians lacks consistency

Both neighborhoods' northern edges lead into nature by way of accessible foothill trail connections, walking paths and bike paths. [Memory Grove](#) and City Creek Canyon is the border between them, and both neighborhoods can reach this area via switchback trails or neighborhood stairs that lead down into the canyon's park, [trails](#), the daylighted City Creek and the cluster of historic homes on Canyon Road. The proximity to downtown means that both neighborhoods are on the edge of a lot of traffic, and cars often speed in and out of these quieter neighborhoods onto roads like South Temple, North Temple, and 300 West, despite comfortable walkability being what both neighborhoods are well known for.

Because of their age, Capitol Hill and the Avenues benefit from mature tree canopies that supplement the walking experience. However, sidewalks are not as consistent. In the Avenues, sidewalks become inconsistent the further north you travel. In Capitol Hill, narrow streets like Almond Street and Apricot Avenue also lack sidewalks. Another element of walkability includes safety and lighting. In Capitol Hill there are some wider and longer stretches of sidewalk with very good coverage from streetlights. The Avenues has good distribution of streetlights for the most part, but less in the Upper Avenues and mainly just on the corners of each block. There are more visible gaps in the Avenues where additional street lighting could be added to enhance the streetscape for pedestrians.

There are some traffic calming measures in place that are meant to slow cars down, or make cyclists more visible, but pedestrian safety elements aren't as present. The busy roads include ones like 300 West, 400 West and North Temple. Pedestrian infrastructure near Temple Square on North Temple is present, but still contends with heavy traffic. The Avenues lack crosswalks at busy streets, inconsistent traffic signage, but do have large grassy park strips. Many residents have taken to caring for by planting decorative gardens, edible gardens, or xeriscaping.

U Street with no sidewalks





Status of safety, legibility, and consistency for pedestrians lacks consistency

Capitol Hill and the Avenues are also home to many landmarks and community spaces that are not clearly marked by wayfinding of any kind, and the neighborhoods themselves, in particular Capitol Hill, are not demarcated by any kind of significant gateway. Many notable features fall along South Temple, including the Cathedral of the Madeleine, the First Presbyterian Church, the Governor’s Mansion, and several other historic mansions lining the edge of the Avenues. Capitol Hill has its namesake, the Utah State Capitol Building, the historic 19th Ward meetinghouse, and many more Church-related sites along North Temple. The presence of these beautiful preserved buildings contributes a strong sense of place and character to both neighborhoods.

The two neighborhoods contain nine schools, meaning that the needs of young pedestrians are also important in these neighborhoods. People gather and recreate at the parks nearby, the foothills, the Salt Lake Cemetery grounds, the few small cafes and businesses both offer, and library branches. Wayfinding signage to all of these sites and local landmarks would help establish an even stronger sense of place. Signing that includes routes for easiest or fastest routes for walking or biking could help address the issue of neighborhood steepness. Since Capitol Hill also functions as a gateway into Downtown, it could benefit from better demarcation to aid the visitors who pass through there.



Wayfinding Opportunities	
Community nodes, gathering spaces and landmarks need to be easy to find. Wayfinding signs that signal what direction to travel to find certain nodes or best routes to get there can help establish a strong sense of place for residents and visitors alike.	
Subject	Examples & Details
Cemeteries	Salt Lake City Cemetery, Mt. Calvary Catholic Cemetery
Churches	Cathedral of the Madeleine, First Presbyterian Church, Salt Lake City Temple, LDS Chapels
Community Centers	L.J. & Jeanni Wagner Jewish Community Center
Fire Stations	Fire Station 4, Fire Station 2
Historic Sites & Museums	Brigham Young’s Grave, McCune Mansion, White Memorial Chapel, Governor’s Mansion, Limekiln, Pioneer Memorial Museum, Kimball-Whitney Cemetery, LDS Church History Library, LDS Conference Center and Theater
Hospitals	Intermountain Health LDS Hospital
Libraries	Corinne & Jack Sweet Branch of Salt Lake Public Library, Marmalade Branch of Salt Lake Public Library
Nature Areas	Perry’s Hollow Natural Area, City Creek Canyon, North Gateway Park, Ensign Peak Open Space, City Creek Natural Area, Tomahawk Natural Area, Bonneville Shoreline Preserve
Parks	Memory Grove, Lindsay Gardens, 11th Avenue Park, Key Bess Park, Popperton Park, Dr. Ellis Reynolds Shipp Park, Richard A. Kletting Park, City Creek Park, Ensign Downs, Silver Park, Memory Grove Park, Warm Springs Park
Recreation Areas	Pickleball courts (5th Avenue Pickleball Courts, 11th Avenue Park courts), bike parks (I Street Bike Park)
Trails & Trailheads	Dry Gulch, Terrace Hills, Bonneville Shoreline Access, City Creek Canyon, BST East City Creek, Bonneville Boulevard, Lower City Creek Loop, Ensign Peak, Heli Canyon, Memory Grove Switchbacks

Existing Plans

Neighborhood Plans Reviewed:

- Avenues Plan Adopted in 1987
- Capitol Hill Plan Adopted in 2001

Shared Focus: Preservation, historic character, neighborhood stability

Key Gaps:

- Outdated transportation strategies
- Inflexible zoning
- Missing green infrastructure

Land Use and Zoning

The Avenues Plan emphasizes strict preservation of existing single-family residential areas through downzoning efforts, while the Capitol Hill Plan permits carefully managed infill and mixed-use development, particularly in areas near downtown. These older plans contrast with current trends pushing for more flexible, inclusive zoning to accommodate greater housing diversity and affordability.

Housing

The Avenues Plan seeks to maintain existing low-density residential character with little encouragement for new housing types. At the same time, the Capitol Hill Plan accepts medium-density housing opportunities where contextually appropriate. Growing pressures for affordable and diverse housing options in both neighborhoods highlight the need to revisit and modernize these older frameworks.

Transportation and Mobility

Both neighborhood plans emphasized walkability and preserving neighborhood character but lacked detailed strategies to address contemporary transportation challenges. For example, Salt Lake City Transit Master Plan (2017) outlines that by 2040, 73% of residents and workers should be within ¼ mile of an FTN route. Several areas in the Avenues and Capitol Hill remain outside the quarter-mile buffer of bus stops (Figure 17 in Appendix). The shortage of bus stops is more pronounced in Capitol Hill compared to the Avenues. Key issues such as sidewalk continuity, bicycle infrastructure, and east-west connectivity were absent.

Business and Amenities

The Avenues Plan remained restrictive regarding new commercial activity, focusing on protecting residential character. In contrast, the Capitol Hill Plan supported localized, neighborhood-serving businesses, especially in areas transitioning near downtown. These differing approaches suggest a need to balance residential preservation with promoting vibrant, mixed-use communities.

Green Spaces

The Avenues Plan prioritized foothill preservation and open space protection, while the Capitol Hill Plan emphasized landscaping and view preservation. Despite these environmental considerations, both plans lacked strategies for green infrastructure, climate resilience, and equitable access to green spaces. These omissions point to integrating modern environmental planning principles into neighborhood development.

Urban Design

While the Avenues Plan emphasizes decorative elements and view corridors, and Capitol Hill highlights landscaping and neighborhood identity, neither plan reflects modern design priorities like streetscape activation, pedestrian orientation, or accessibility.

Existing Plans | City-Wide Plans

Housing SLC (2023–2027)

- Informed recommendations on affordability, housing diversity, and inclusive zoning strategies.

Plan Salt Lake (2015)

- Used to align the plan's vision with broader city goals for growth, walkability, and mixed-use development.

Connect SLC (2023)

- Supplemented urban design and transportation recommendations, with emphasis on pedestrian-friendly infrastructure and multimodal connectivity.

Salt Lake City Pedestrian and Bicycle Master Plan (2015)

- Referenced for identifying pedestrian and cyclist safety needs and potential improvements.

Transit Master Plan (2017)

- Used to frame transit-supportive land use and transit access strategies in both neighborhoods.

WFRC Regional Transportation Plan (2023–2050)

- Helped place local priorities within a regional context, particularly around connectivity and long-range mobility.

Reimagine Nature Plan (2022)

- Guided recommendations around green space access, nature-based infrastructure, and resilience.

Urban Forest Management Plan

- Supported strategies for expanding and managing tree canopy coverage, especially in residential areas.

Urban Design Element (1990)

- Provided baseline urban design principles relevant to neighborhood identity, massing, and transitions.

Neighborhood Plans (East Bench, Central City)

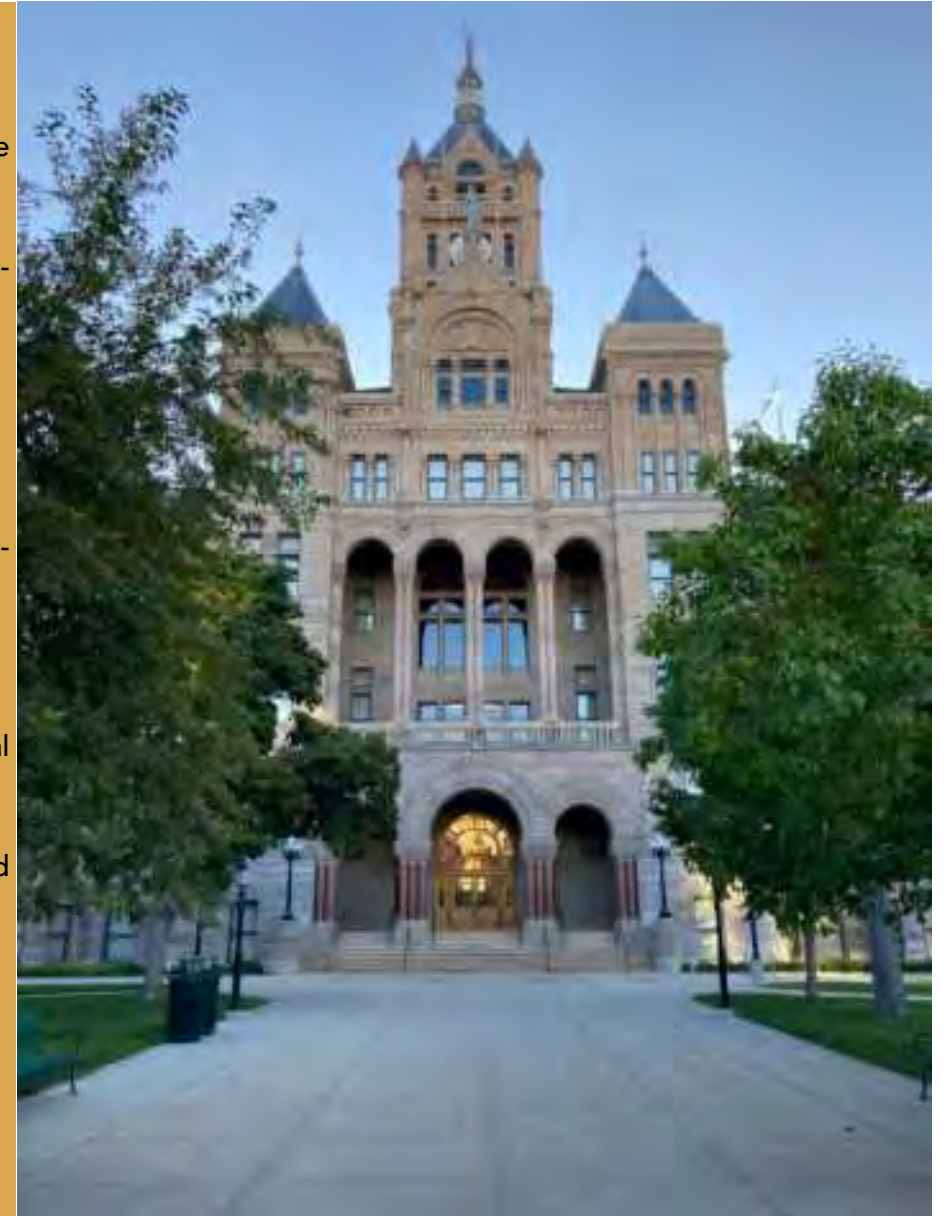
- Used to compare neighborhood-level strategies and precedents for infill and walkability.

Strategic Economic Development Plan (2017–2022)

- Informed recommendations on commercial corridors and small business support.

Community Preservation Plan (2012)

- Offered context for adaptive reuse and the role of historic buildings in community identity.



**AVENUES &
CAPITOL HILL**



Community Vision

Community Vision

In order for the plan to reflect the values and needs of neighborhood residents, community engagement was an important step in our process. During February and March, we visited the Avenues and Capitol Hill neighborhoods to gather feedback directly from residents, visitors, business owners, and others with a connection to the neighborhood. What we heard helped us learn more about the neighborhood, identify new challenges and opportunities, and provide more context for the existing conditions described in the Community Profile.

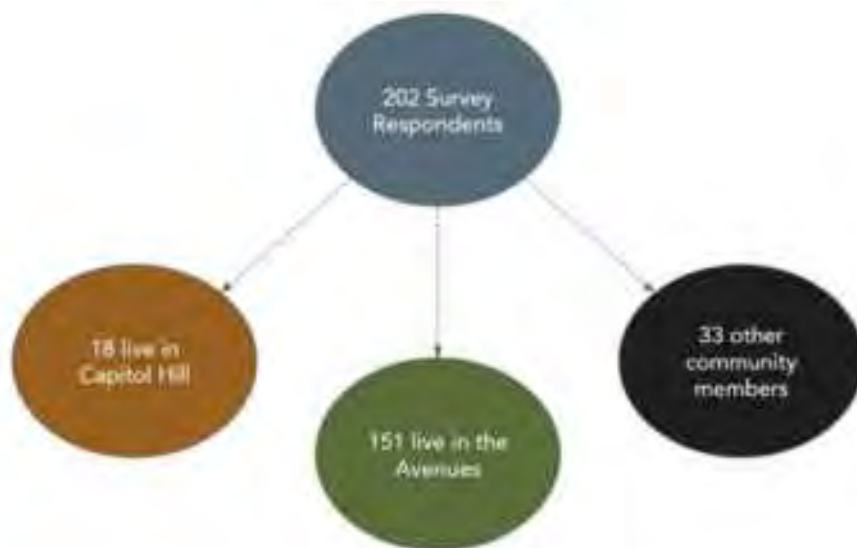
How We Engaged the Community

We created a brief multiple-choice survey for community members to provide their input on the Avenues and Capitol Hill Plans. We advertised the survey using an English-language flier that displayed a QR code that linked to the survey. We also canvassed in locations throughout the two neighborhoods to ask community members to take the survey. The survey included thirteen multiple-choice questions about how respondents felt about different aspects of the neighborhood and four demographic questions. Respondents were allowed to select multiple answers for most questions. We also conducted interviews consisting of short, open-ended questions to discuss the current and future state of the two neighborhoods and to allow people to answer in their own words. Interviews were conducted in groups, with each group focusing on a different element, including housing, green space, land use, transportation, businesses, public services, and urban design. Groups conducted interviews using varying methods, but each group recorded the interviewees' responses to be shared with the entire project team.



Who We Heard From

We heard from 202 survey respondents and 75 interviewees, including 4 business owners/managers. We did not collect data from interviewees regarding what neighborhood they lived in or other demographic information. Of the respondents who live in the Avenues or Capitol Hill neighborhoods, 65% reported owning their home and 35% reported renting, a significantly higher owner-occupancy rate than the neighborhoods as a whole, where a majority of residents rent. We received slightly more responses from women (51%) than men (39%), even though the neighborhood populations are roughly evenly split between male and female residents. Additionally, survey respondents tended to report higher incomes than would be expected based on neighborhood demographics. Over half (55%) of respondents reported a household income of more than \$100,000, compared to around 41% of residents in the Avenues and 38% in Capitol Hill. Survey respondents skewed slightly older, with 38% aged 55 and over, compared to around 30% of the neighborhoods' populations. Younger adults, particularly those aged 18–24, were somewhat underrepresented compared to neighborhood demographics.



	Survey Respondents (%) ^a	The Avenues (%) ^b	Capitol Hill (%) ^b	Salt Lake City (%) ^b
Gender				
Male	39	50	53	51
Female	51	50	47	49
Other	8	N/A ^{***}	N/A ^{***}	N/A ^{***}
Non-binary/trans gender	3	N/A ^{***}	N/A ^{***}	N/A ^{***}
Age				
18-24 years old	10	15	15	21
25-34 years old	28	23	35	21
35-44 years old	15	14	14	14
45-54 years old	9	14	10	11
55-64 years old	18	13	10	9
65+ years old	20	22	17	13
Housing Status				
Owner-occupied	65	48	35	47
Renter-occupied	35	52	65	53
Income				
Less than \$25,000	11	11	16	15
\$25,000-\$49,999	9	18	15	18
\$50,000-\$99,999	24	30	31	31
\$100,000-\$199,999	31	20	27	22
More than \$200,000	24	21	11	13

^a Data collected from interviews of Utah Department of City and Metropolitan Planning, The Avenues and Capitol Hill Neighborhood Plans Survey (2022).

^b Data collected from the U.S. Census Bureau (2022 ACS 5-Year Estimates, Table B01001, Age and sex and 2022 ACS 5-Year Estimates, Table B01002, Age and sex).

^c Data not available.

Added: Values represent the highest value for that category in the comparison (Survey Respondents, The Avenues, Capitol Hill or Salt Lake City).



Land Use and Zoning - Survey Insights

Survey responses offered insight into how residents perceive current land use in the Avenues and Capitol Hill. Among homeowners, 51% of selections indicated that the land use mix feels “well-balanced,” and 48% of selections among Avenues residents said the same. However, concerns still surfaced about the availability of commercial and recreational spaces. In the Avenues, 23% selected that there is not enough commercial space. In Capitol Hill, 26% selected not enough commercial. Visitors and renters showed similar patterns, with around 29% to 30% selecting that commercial options are lacking. While many appreciated the existing mix, these selections point to a clear desire for more everyday amenities within the neighborhoods.

When asked about zoning regulation changes, interest in adjustments was even stronger. In the Avenues, 28% selected that zoning should allow for more mixed-use development, while in Capitol Hill, 46% selected the same option. Visitor and non-resident groups also showed high interest, with 40% selecting mixed-use zoning as a needed change. Across groups, a large share of selections supported some type of zoning change to allow more flexibility for small businesses, diverse housing types, or walkable mixed-use areas.

Distribution of Respondents' Thoughts on How Zoning Regulations Should Change in the Avenues and Capitol Hill, by Housing Tenure (N=254).

Response Option	Own		Rent/Other	
	Count	%	Count	%
Allow for housing diversity	23	15%	25	25%
Allow for mixed-use developments	49	32%	8	8%
Allow for more small businesses	29	19%	22	22%
Other	17	11%	0	0%
Should not change	36	23%	45	45%
Total	154	100%	100	100%

Bolded counts or percentages indicate the highest frequency response in either group.

Distribution of Respondents' Thoughts on Land Use in the Avenues and Capitol Hill, by Neighborhood (N=268).

Response Option	The Avenues		Capitol Hill		Visitor/Other	
	Count	%	Count	%	Count	%
Well-balanced	96	48%	11	41%	16	40%
Not enough commercial	47	23%	7	26%	12	30%
Not enough recreational	34	17%	5	19%	4	10%
Not enough residential	5	2%	1	4%	4	10%
Too much commercial	5	2%	0	0%	0	0%
Too much residential	11	5%	3	11%	4	10%
Other	3	1%	0	0%	0	0%
Total*	201	98%	27	101%	40	100%

* Totals may not add up to 100% due to rounding.

Bolded counts or percentages indicate the highest frequency response in either group.

Housing tenure influenced selections as well. Among owners, 51% selected that land use felt well-balanced, but many also supported change: 32% selected allowing more mixed-use development, and 19% selected allowing more small businesses. Renters were even more supportive of zoning changes. Only 36% of renter selections described the mix as well-balanced, and nearly half of renter selections favored zoning changes to allow either more housing diversity, small businesses, or mixed-use development.

Distribution of Respondents' Thoughts on Land Use in the Avenues and Capitol Hill, by Housing Tenure (N=243).

Response Option	Own		Rent/Other	
	Count	%	Count	%
Well-balanced	79	51%	31	36%
Not enough commercial	36	23%	25	29%
Not enough recreational	23	15%	16	18%
Not enough residential	4	3%	5	6%
Too much commercial	5	3%	0	0%
Too much residential	7	4%	9	10%
Other	2	1%	1	1%
Total	156	100%	87	100%

Bolded counts or percentages indicate the highest frequency response in either group.



Housing - Survey Insights

Residents and visitors both marked a desire for more housing, primarily of the small multifamily variety, as well as housing affordable to families. Only 2–11% of respondents across all groups wanted more high-rise apartments. The Avenues owners stood out, with 50% preferring that the neighborhood stay the same.

Survey responses from residents and visitors of the Avenues and Capitol Hill neighborhoods show strong support for expanding housing options, especially small multifamily units and subsidized affordable housing. Although 38% of Avenues respondents selected that they'd like the neighborhood to stay the same, the second-most selected answer was for more small multifamily housing (26%). Visitors also highly favored smaller multifamily housing and more subsidized housing that is affordable to families.

Distribution of Respondents' Visions for Housing in the Avenues and Capitol Hill, by Neighborhood (N=248).

Response Option	The Avenues		Capitol Hill		Visitor/Other	
	Count	%	Count	%	Count	%
More high-rise apartments	3	3%	2	3%	2	3%
More single-family	23	12%	4	15%	3	8%
More small multi-family	47	25%	7	27%	14	35%
More subsidized housing affordable to families	23	14%	7	27%	14	35%
Other	13	7%	4	15%	1	3%
Stay the same	69	38%	2	8%	6	15%
Total*	182	101%	26	100%	40	101%

* Totals may not add up to 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in other groups.

The most favored vision for the next 20 years was for more small multifamily housing (2–4 units), with 38% of Capitol Hill owners, 33% of Avenues renters, and 35% of visitors supporting it. Support for more subsidized housing that is affordable to families was also high, particularly among visitors (32%) and Capitol Hill renters (28%).

Distribution of Respondents' Visions for Housing in the Avenues and Capitol Hill, by Housing Tenure (N=241).

Response Option	Own		Rent/Other	
	Count	%	Count	%
More high-rise apartments	3	2%	6	7%
More single-family	16	11%	12	13%
More small multi-family	39	26%	28	31%
More subsidized housing affordable to families	19	13%	26	29%
Other	11	7%	5	6%
Stay the same	64	42%	12	13%
Total	152	101%	89	99%

* Totals may not add up to 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in other groups.

Main Housing Issues

Across both neighborhoods, residents and visitors alike responded that there was not enough affordable housing for sale, with the second-highest response being that there wasn't enough affordable housing for rent. Both answers indicate that people want the Avenues and Capitol Hill to be more affordable to live in regardless of whether homes are rented or owned. In Capitol Hill, no one felt that there were too many apartments; one respondent said there was not enough housing available, and three said there were no housing issues. In the Avenues, the lowest response was that there was not enough housing for families.

Distribution of Respondents' Thoughts on the Main Housing Issues in the Avenues and Capitol Hill, by Neighborhood (N=286).

Response Option	The Avenues		Capitol Hill		Visitor/Other	
	Count	%	Count	%	Count	%
No housing issues	18	9%	3	10%	0	0%
Not enough affordable housing for rent	54	26%	10	33%	15	32%
Not enough affordable housing for sale	72	34%	12	40%	17	36%
Not enough housing available	12	6%	1	3%	6	13%
Not enough housing for families	9	4%	0	0%	1	2%
Other	20	10%	4	13%	6	13%
Too many apartments	24	11%	0	0%	2	4%
Total*	209	100%	30	99%	47	100%

* Totals may not add up to 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in other groups.



Across both neighborhoods, residents and visitors alike responded that there was not enough affordable housing for sale, with the second-highest response being that there wasn't enough affordable housing for rent. Both answers indicate that people want the Avenues and Capitol Hill to be more affordable to live in, regardless of whether homes are rented or owned. In Capitol Hill, no one felt that there were too many apartments; one respondent said there was not enough housing available, and three said there were no housing issues at all. In the Avenues, the lowest response was that there was not enough housing for families.

When asked about current housing issues, 33% of both homeowners across both neighborhoods said there isn't enough affordable housing available for sale, while 22% expressed the same concern over affordable rental availability. Owners' least-selected housing issues were "not enough housing available" and "not enough housing for families." Renters/Others were split over their top housing issue, with 38 respondents reporting that there wasn't enough affordable housing for rent, and another 38 reporting that there was not enough affordable housing for sale. No other responses came close to these as a top concern. Only one renter said there were too many apartments (1% of renters), versus 21 owners (13% of owners). This suggests that there is a mix of perspectives depending on residency and tenure status.

Distribution of Respondents' Thoughts on the Main Housing Issues in the Avenues and Capitol Hill, by Housing Tenure (N=263).

Response Option	Own		Rent/Other	
	Count	%	Count	%
No housing issues	14	8%	4	4%
Not enough affordable housing for rent	36	22%	38	39%
Not enough affordable housing for sale	55	33%	38	39%
Not enough housing available	10	6%	8	8%
Not enough housing for families	10	6%	0	0%
Other	20	12%	8	8%
Too many apartments	21	13%	1	1%
Total	166	100%	97	99%

* = Totals may not add up to 100% due to rounding.

Bolded counts or percentages indicate the highest frequency response in either group.



Transportation - Survey Insights

Across all respondent groups, speeding drivers consistently emerged as the most frequently reported transportation concern. This was true across neighborhoods, genders, and income levels. It suggests a widespread perception of unsafe vehicle speeds as a barrier to safe and comfortable mobility.

In the Avenues, 31% of respondents selected speeding drivers as their top concern, followed by unsafe intersections (16%) and unsafe pedestrian crossings (11%). Capitol Hill respondents also cited speeding (25%) and unsafe intersections (13%) prominently. Visitors or other respondents selected unsafe intersections (30%), indicating that certain intersections may be especially confusing or hazardous to those less familiar with the area.

Beyond the top concerns of speeding drivers and unsafe intersections, several other transportation issues surfaced as notable in both neighborhoods. Unsafe pedestrian crossings were reported by 11% of respondents in the Avenues and 10% in Capitol Hill, while lack of bike lanes was a concern for 10% in the Avenues and 15% in Capitol Hill. Additionally, lack of parking (8% in both neighborhoods) and excessive traffic volumes (9% in the Avenues and 13% in Capitol Hill) emerged as lower priorities for residents.

Distribution of Respondents' Thoughts on the Most Pressing Transportation Issues in the Avenues and Capitol Hill, by Neighborhood (N=376).

Response Option	The Avenues		Capitol Hill		Visitors/Other	
	Count	%	Count	%	Count	%
Lack of bike lanes	28	10%	6	15%	9	18%
Lack of parking	23	8%	3	8%	4	7%
Other	41	15%	7	18%	4	7%
Speeding drivers	87	31%	10	25%	14	25%
Too much traffic	24	9%	5	13%	2	4%
Unsafe intersections	45	16%	5	13%	17	30%
Unsafe pedestrian crossings	31	11%	4	10%	7	12%
Total*	279	100%	40	102%	57	101%

* % Totals may not add to 100% due to rounding.
Bolded values indicate the highest frequency response in that category.

Both men and women selected speeding drivers as the top issue (29% and 30% respectively), reinforcing this as a priority across the population. Interestingly, non-binary/third gender respondents highlighted a lack of bike lanes (33%) as their primary concern, though the small sample size should be interpreted with caution.

Distribution of Respondents' Thoughts on the Most Pressing Transportation Issues in the Avenues and Capitol Hill, by Gender (N=356).

Response Option	Men		Women		Non-binary/Third gender		Other	
	Count	%	Count	%	Count	%	Count	%
Lack of bike lanes	17	13%	15	8%	3	33%	2	7%
Lack of parking	14	10%	13	7%	1	11%	1	3%
Other	16	12%	26	14%	1	11%	4	14%
Speeding drivers	39	29%	55	30%	1	11%	13	45%
Too much traffic	10	7%	14	8%	1	11%	4	14%
Unsafe intersections	21	16%	37	20%	1	11%	6	14%
Unsafe pedestrian crossings	18	13%	22	13%	1	11%	1	3%
Total*	135	100%	183	100%	9	99%	29	100%

* % Totals may not add to 100% due to rounding.
Bolded values indicate the highest frequency response in that category.

Respondents across all income levels reported speeding as their primary concern, with those in the high-income group selecting it most frequently (35%). Lower-income respondents were also particularly concerned about unsafe intersections (26%), suggesting a possible equity issue in access to safe infrastructure.

Distribution of Respondents' Thoughts on the Most Pressing Transportation Issues in the Avenues and Capitol Hill, by Income Range (N=356).

Response Option	Low Income		Medium Income		High Income	
	Count	%	Count	%	Count	%
Lack of bike lanes	10	16%	19	10%	7	9%
Lack of parking	4	6%	14	7%	8	10%
Other	5	8%	28	15%	10	13%
Speeding drivers	17	27%	55	29%	28	35%
Too much traffic	4	6%	14	7%	6	8%
Unsafe intersections	16	26%	30	15%	10	13%
Unsafe pedestrian crossings	6	10%	24	13%	11	14%
Total*	62	99%	190	100%	80	102%

* % Totals may not add to 100% due to rounding.
Bolded values indicate the highest frequency response in that category.



Walking Motivators

The most commonly cited factors that would encourage more walking were traffic calming and safer intersections, both of which are closely related to concerns about speeding and unsafe conditions. In the Avenues, the top motivator was traffic calming (25%), followed by safer intersections (21%) and more comfortable sidewalks/shade (19%). Capitol Hill showed even higher preferences for traffic calming (35%) and safer intersections (32%). Visitors echoed these concerns, with both traffic calming and safer intersections at 25%. In addition to these primary motivators, respondents also identified expanded share programs, increased density, and more comfortable sidewalks as additional factors that would encourage them to walk more.

Distribution of Respondents' Views on What Would Encourage Them to Walk More in the Avenues and Capitol Hill, by Neighborhood (N=283).

Response Option	The Avenues		Capitol Hill		Visitors/Other	
	Count	%	Count	%	Count	%
Increase in share programs	4	2%	1	3%	1	3%
Increased density	33	16%	6	19%	8	20%
More comfortable sidewalks/shade	41	19%	2	6%	8	20%
Other	35	17%	1	3%	3	8%
Safer intersections	45	21%	10	32%	10	25%
Traffic calming	54	25%	11	35%	10	25%
Total*	212	100%	31	98%	40	101%

* = Total may not add to 100% due to rounding.
Bolded values indicate the highest frequency response in that category.

Low-income respondents selected safer intersections (30%) most often, perhaps reflecting more frequent walking or a greater reliance on walking as a primary mode of transport. Medium-income respondents prioritized traffic calming (28%), while high-income individuals also favored safer intersections (21%), as well as increased density (24%).

Women were most motivated by safer intersections (29%), secondarily by traffic calming (25%), and men leaned slightly more toward traffic calming (26%). Notably, 42% of men were split between increased density and more comfortable sidewalks/shade as things that would make them walk more. Non-binary/third gender respondents were split between increased density and traffic calming, each receiving 25%. Non-reporting respondents responded most to the idea of traffic calming (27%).

Distribution of Respondents' Views on What Would Encourage Them to Walk More in the Avenues and Capitol Hill, by Gender (N=282).

Response Option	Men		Women		Non-binary/Third gender		Other	
	Count	%	Count	%	Count	%	Count	%
Increase in share programs	2	2%	3	2%	0	0%	1	5%
Increased density	20	25%	19	13%	2	25%	4	18%
More comfortable sidewalks/shade	20	25%	23	16%	0	0%	4	12%
Other	12	15%	22	15%	3	38%	3	14%
Safer intersections	10	13%	42	29%	1	13%	4	18%
Traffic calming	28	26%	27	25%	2	25%	6	27%
Total*	108	100%	146	100%	8	101%	22	100%

* = Total may not add to 100% due to rounding.
Bolded values indicate the highest frequency response in that category.

Distribution of Respondents' Views on What Would Encourage Them to Walk More in the Avenues and Capitol Hill, by Income (N=282).

Response Option	Low Income		Medium Income		High Income	
	Count	%	Count	%	Count	%
Increase in share programs	3	6%	2	1%	1	2%
Increased density	12	24%	18	12%	15	24%
More comfortable sidewalks/shade	4	8%	26	18%	12	19%
Other	3	6%	23	15%	10	16%
Safer intersections	15	30%	39	25%	13	21%
Traffic calming	13	26%	43	28%	11	18%
Total*	50	100%	153	99%	62	100%

* = Total may not add to 100% due to rounding.
Bolded values indicate the highest frequency response in that category.



Business and Amenities - Survey Insights

Residents are in favor of increased mixed-use developments and commercial land uses. There is a high demand for social and community services (affordable housing, food assistance, senior centers, etc.), as well as cultural and civic services (museums, theaters, libraries, etc.). Residents want more neighborhood-oriented businesses at neighborhood corners and intersections. Survey results indicate different priorities for Capitol Hill vs. the Avenues.

Respondents in both neighborhoods most frequently say zoning should allow for more mixed-use developments within their communities. This was also the most frequent choice for those community members who do not reside in the two neighborhoods. Respondents' second most frequently chosen zoning change in the Avenues was that zoning should not change. Respondents' second most frequently chosen zoning change in Capitol Hill is that it should allow for more small businesses.

Distribution of Respondents' Thoughts on How Zoning Regulations Should Change in the Avenues and Capitol Hill, by Neighborhood (N=261).

Response Option	The Avenues		Capitol Hill		Visitor/Other	
	Count	%	Count	%	Count	%
Allow for housing diversity	31	17%	5	19%	11	28%
Allow for mixed-use developments	55	28%	12	46%	16	40%
Allow for more small businesses	37	19%	7	27%	7	18%
Other	12	9%	0	0%	2	5%
Should not change	53	27%	2	8%	4	10%
Total*	198	100%	26	100%	40	101%

* = Totals may not add up to 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in either group.

Land Use

Following the responses on zoning regulation, 25% of responses say there isn't enough commercial land use in their neighborhood. In general, survey respondents found land use in both neighborhoods to be well-balanced, regardless of where they lived or whether or not they owned their home.

However, the second most popular response was that there was not enough commercial use. In the Avenues, 23% of resident respondents favored more commercial land use, while 26% did in Capitol Hill. Visitors wanted this at a rate of 30%. On the opposite side, only five respondents, all homeowners in the Avenues, felt there was too much commercial land use.

Distribution of Respondents' Thoughts on Land Use in the Avenues and Capitol Hill, by Neighborhood (N=268).

Response Option	The Avenues		Capitol Hill		Visitor/Other	
	Count	%	Count	%	Count	%
Well-balanced	96	48%	11	41%	16	40%
Not enough commercial	47	23%	7	26%	12	30%
Not enough residential	34	17%	5	19%	4	10%
Not enough residential	5	2%	1	4%	4	10%
Too much commercial	5	2%	0	0%	0	0%
Too much residential	11	5%	3	11%	4	10%
Other	3	1%	0	0%	0	0%
Total*	201	98%	27	101%	40	100%

* = Totals may not add up to 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in either group.

55% of respondents prefer that future commercial land uses, such as small businesses be located at intersections in parts of their neighborhood (e.g., corner stores, bodegas, food marts). 55% of Avenues respondents and 58% of Capitol Hill respondents chose this option. 20% of respondents would prefer that future commercial land uses be kept along arterial streets (e.g., main roads with large traffic volumes) like South Temple and 300 West. 18% of Avenues respondents and 33% of Capitol Hill respondents chose this option.



Percentages of Respondents' Preferred Locations for Future Commercial Land Uses in the Avenues and Capitol Hill, by Neighborhood and Housing Tenure (N=168).

Response Option	The Avenues			Capitol Hill		
	Owners (n=20)	Renters/Other (n=34)	All (n=54)	Owners (n=40)	Renters/Other (n=7)	All (n=47)
Along Lee's Street	15%	15%	15%	0%	57%	11%
Off Lee's Street	43%	48%	55%	100%	29%	58%
Other	18%	3%	17%	0%	0%	0%
None	22%	12%	16%	0%	14%	0%

Notes: Values are percentages and do not add to 100% due to rounding.

Percentages of Respondents' Preferred Locations for Future Commercial Land Uses in the Avenues and Capitol Hill, by Neighborhood and Housing Tenure (N=85).

Response Option	The Avenues			Capitol Hill		
	Owners (n=20)	Renters/Other (n=34)	All (n=54)	Owners (n=40)	Renters/Other (n=7)	All (n=47)
Along Lee's Street	15%	15%	15%	0%	57%	11%
Off Lee's Street	43%	48%	55%	100%	29%	58%
Other	18%	3%	17%	0%	0%	0%
None	22%	12%	16%	0%	14%	0%

Notes: Values are percentages and do not add to 100% due to rounding.

42% of all respondents want more social and community services (e.g. affordable housing, food assistance, senior centers, etc.) in their communities. 68% of Capitol Hill respondents believe this service is deficient in their neighborhood, while only 38% of Avenues respondents believe this service is deficient in their neighborhood. The percentage may be higher in Capitol Hill because of the lower percentage of residents within a 5-minute walk of Lee's Market, and the generally smaller footprint of the store. 29% of all respondents want more cultural and civic facilities (e.g. museums, theaters, libraries, etc) in their communities. 33% of Avenues respondents believe this service is deficient in their neighborhood, while 20% of Capitol Hill respondents believe this service is deficient in their neighborhood.

Distribution of Respondents' Views on Which Public Services are Most Deficient in the Avenues and Capitol Hill, by Neighborhood (N=170).

Response Option	The Avenues N=151		Capitol Hill N=19		Combined N=170	
	Count	%	Count	%	Count	%
Cultural and civic facilities	52	33%	3	20%	55	29%
Education facilities	14	9%	3	20%	17	9%
Emergency and safety facilities	12	8%	2	13%	14	7%
Healthcare facilities	1	1%	3	20%	4	2%
Other	22	14%	4	27%	26	14%
Social and community facilities	58	36%	13	87%	71	38%

Notes: Values are percentages and do not add to 100% due to rounding.



Green Spaces - Survey Insights

For all respondent groups, off-leash dogs were marked as the most significant concern in green spaces (87 responses between both neighborhoods and visitors to the area; 17% of the total). This was true across housing tenure and income levels, while green space disrepair or neglect was the most frequently reported concern when sorted by age groups. The widespread concern about off-leash dogs suggests that residents lack adequate designated areas for safe off-leash play for pets, making typical parks and other open spaces the more convenient—but perhaps less suitable—alternative.

Respondents from the Avenues reported the lack of amenities in their green spaces as a pertinent issue with 62 responses (16% of the Avenues total), while off-leash dogs were close behind at 61 responses (16%). As for Capitol Hill, off-leash dogs were the majority response at 11 entries (21% of Capitol Hill total). Visitors to either neighborhood were also most concerned about off-leash dogs, with 15 total responses (17% of visitor total).

Distribution of Respondents' Thoughts on the Main Green Space Issues in the Avenues and Capitol Hill, by Neighborhood (N=517).

Response Option	The Avenues		Capitol Hill		Visitor/Other	
	Count	%	Count	%	Count	%
Disrepair or neglect	60	16%	7	13%	10	12%
Distance to green space	39	10%	1	2%	11	13%
Lack amenities	62	16%	5	10%	11	13%
Lack of green space	53	14%	8	15%	12	14%
Off-leash dogs	61	16%	11	21%	15	17%
Other	31	8%	10	19%	11	13%
Safety within green spaces	23	6%	3	6%	5	6%
Small size of green spaces	50	13%	7	12%	11	13%
Total*	379	99%	52	99%	86	101%

* Totals may not add up to 100% due to rounding.

Bolded counts or percentages indicate the highest frequency response in either group.

Owners were consistent with the overall findings, reporting their main concerns as off-leash dogs with 70 responses (22% of owner total) and the disrepair or neglect of their green spaces with 52 responses (16%). Renters, however, demonstrated a different trend with the small size of their green spaces as their main concern with 34 responses (19% of renter total) and the overall lack of these spaces as their close second, at 31 responses (17%). While the renter population of this survey had a smaller sample size, this difference in concerns may demonstrate a difference in material conditions and lived experiences between owners and renters that should be considered when planning for access to green spaces.

Distribution of Respondents' Thoughts on the Main Green Space Issues in the Avenues and Capitol Hill, by Housing Tenure (N=508).

Response Option	Own		Rent/Other	
	Count	%	Count	%
Disrepair or neglect	52	16%	21	11%
Distance to green space	28	9%	23	13%
Lack amenities	51	16%	27	15%
Lack of green space	42	13%	31	17%
Off-leash dogs	70	22%	17	9%
Other	33	10%	15	8%
Safety within green spaces	15	5%	15	8%
Small size of green spaces	34	10%	34	19%
Total*	325	101%	183	100%

* Totals may not add up to 100% due to rounding.

Bolded counts or percentages indicate the highest frequency response in either group.

By Age

Individuals between the ages of 18 and 24 years old reported the distance to their green spaces as their top concern (11 responses, ~23% of group total), while those 25 to 34 years of age reported the small size of these spaces as their biggest issue (26, ~18%). Respondents between 35 and 44 years old, and those older than 65 years both reported off-leash dogs as their highest concerns, consistent with the survey average (23 respondents, ~29% group total; and 27, ~28%, respectively).



As for individuals between 45 and 54 years of age, the biggest issue reported was instead the overall lack of green spaces in their neighborhoods (10, ~20%), while those 55-64 years old reported disrepair or neglect as their biggest issue (19, ~20%). This significant difference among age groups suggests a need to accommodate a wide range of concerns about green spaces depending on the area of interest. Areas with more young people may require closer access to and larger sizes of green spaces, while those areas with middle-aged and senior populations may instead need more focus on off-leash dog parks, more green spaces in general, and better maintenance.

Distribution of Respondents' Thoughts on the Main Green Space Issues in the Avenues and Capitol Hill, by Age (N=507).

Response Option	18-24 years		25-34 years		35-44 years		45-54 years		55-64 years		65+ years	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
Distance to nearest	4	11%	17	12%	9	12%	8	18%	19	20%	11	18%
Distance to green spaces	11	23%	18	12%	8	10%	4	8%	5	5%	4	4%
Lack of amenities	4	10%	21	15%	16	19%	5	10%	16	17%	13	18%
Lack of green spaces	10	21%	23	15%	4	5%	10	20%	11	12%	14	16%
Off-leash dog	8	16%	18	10%	23	29%	7	15%	16	17%	27	28%
Other	8	16%	13	9%	8	10%	3	6%	13	14%	11	12%
Safety within green spaces	5	10%	11	8%	1	1%	4	9%	3	3%	5	7%
Street use of green spaces	10	21%	26	18%	10	13%	7	16%	11	12%	2	2%
Total*	48	101%	143	100%	78	99%	49	100%	94	100%	95	100%

* = Totals may not equal 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in each group.

By Income:

Those with a low income, classified as \$25,000 to \$49,999 per year, reported the overall lack of green spaces in their neighborhoods as their greatest concern (21 responses, ~21% of low income total). Individuals with a moderate income (\$50,000 to \$199,999 per year) instead reported disrepair and neglect and their most pressing issue, which is echoed by those of a high income (greater than \$200,000 per year; 27 responses, ~21%). This discrepancy may support a greater focus on adding green spaces to lower-income neighborhoods as an important issue, while moderate- and higher-income neighborhoods may require more maintenance of their spaces.

Distribution of Respondents' Thoughts on the Main Green Space Issues in the Avenues and Capitol Hill, by Income (N=507).

Response Option	Low Income (+\$25,000 to \$49,999 per year)		Moderate Income (\$50,000 to \$199,999 per year)		High Income (+\$200,000 per year)	
	Count	%	Count	%	Count	%
Distance to nearest	10	10%	40	16%	27	21%
Distance to green spaces	15	15%	22	9%	14	11%
Lack of amenities	14	14%	36	14%	24	19%
Lack of green spaces	21	21%	36	14%	12	9%
Off-leash dog	11	11%	45	17%	23	18%
Other	4	4%	23	9%	10	8%
Safety within green spaces	8	8%	18	7%	2	2%
Street use of green spaces	15	15%	38	15%	15	12%
Total*	99	99%	258	101%	128	101%

* = Totals may not equal 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in each group.

Preferred Types of Additional Green Spaces

When surveyed about which types of green spaces residents of the Avenues and Capitol Hill would most prefer to see added to their neighborhoods, community gardens were the top pick (24% and 33% respectively). Interestingly, visitors also reported highly for wanting more community gardens (26%), perhaps indicating that even as passers-by to Capitol Hill and Avenues, this is an observable need. This agreement among neighborhoods suggests that an initiative to provide more community gardens—of which there is currently only one among either neighborhood located in the Avenues—would help accommodate community demand.

Distribution of Respondents' Visions for Green Space in the Avenues and Capitol Hill, by Neighborhood (N=517).

Response Option	The Avenues		Capitol Hill		Visitor/Other	
	Count	%	Count	%	Count	%
Community gardens	90	24%	17	33%	22	26%
Green medians	14	4%	1	2%	9	10%
None	20	5%	0	0%	3	3%
Open space and trails	59	16%	12	23%	17	20%
Other	15	4%	0	0%	7	8%
Parks	88	23%	14	27%	15	17%
Private landscaping	18	5%	0	0%	2	2%
Street trees	75	20%	8	15%	11	13%
Total*	379	101%	52	100%	86	99%

* = Totals may not equal 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in each group.



By Housing Tenure:

Homeowners in both neighborhoods were slightly different from the overall survey majority, as they reported parks as their most desired green space addition (77 responses, ~24% of owner total). Alternatively, renters instead aligned with the overall trend and reported community gardens as their most preferred choice (61, ~33%). This difference suggests that areas with a higher proportion of homeowners may benefit from additional park provisions, while those with more renters may benefit from a greater number of community gardens.

Distribution of Respondents' Visions for Green Space in the Avenues and Capitol Hill, by Housing Tenure (N=508).

Response Option	Own		Rent/Other	
	Count	%	Count	%
Community gardens	67	21%	61	33%
Green medians	16	5%	7	4%
None	19	6%	2	1%
Open space and trails	39	12%	49	27%
Other	18	6%	2	1%
Parks	77	24%	39	21%
Private landscaping	16	5%	4	2%
Street trees	73	22%	19	10%
Total*	325	101%	183	99%

* = Totals may not add up to 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in either group.

By Age:

People between the ages of 18-24, 25-34, and over 65 years old all reported that they would like to see more community gardens in their neighborhoods (19 respondents, ~40% of group total; 48, ~34%; and 25, ~26%, respectively). Those aged 34-44 and 45-54 years instead reported parks as their preference (17, ~22%; and 19, ~39%, respectively). Lastly, individuals between the ages of 55 and 64 years old preferred a greater number of street trees than other green space additions (26, ~28%). These differences among age groups show that younger and senior residents may benefit most from more community gardens, while middle-aged individuals may be better served by a focus on new parks and street trees in their neighborhoods.

Distribution of Respondents' Visions for Green Space in the Avenues and Capitol Hill, by Age (N=507).

Response Option	18-24 years		25-34 years		35-44 years		45-54 years		55-64 years		65+ years	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
Community gardens	19	40%	48	34%	14	14%	8	14%	19	20%	18	19%
Green medians	2	4%	3	4%	3	3%	1	2%	3	3%	3	3%
None	0	0%	2	3%	3	4%	1	2%	3	3%	11	12%
Open space and trails	16	10%	21	14%	13	17%	19	20%	14	17%	9	9%
Other	0	0%	2	3%	3	4%	1	2%	2	2%	1	1%
Parks	0	0%	20	17%	17	22%	19	29%	11	19%	10	17%
Private landscaping	0	0%	3	3%	3	4%	1	2%	3	3%	3	3%
Street trees	0	0%	18	10%	19	19%	3	12%	28	28%	28	28%
Total*	48	100%	141	99%	78	101%	49	99%	84	99%	88	99%

* = Totals may not add up to 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in either group.

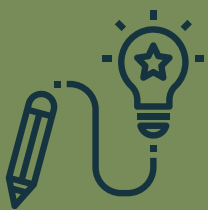
By Income:

Both individuals with low incomes (\$25,000 to \$49,999 per year) and those with a moderate income (\$50,000 to \$199,999 per year) most preferred more community gardens in their neighborhoods (34 respondents, ~34% of income range; and 70, 27%, respectively). Higher-income individuals, however, reported that they would like to see more parks (43, 34%). These results may support a greater focus of new community garden provisions being placed on lower- and moderate-income neighborhoods, while additional parks may be targeted to higher-income neighborhoods instead.[1] both income ones are messed up, maybe will just delete these sections

Distribution of Respondents' Visions for Green Space in the Avenues and Capitol Hill, by Income (N=485).

Response Option	Low Income (<\$25,000 to \$49,999 per year)		Moderate Income (\$50,000 to \$199,999 per year)		High Income (>\$200,000 per year)	
	Count	%	Count	%	Count	%
Community gardens	34	34%	70	27%	19	15%
Green medians	5	5%	5	2%	9	7%
None	3	3%	13	5%	4	3%
Open space and trails	10	10%	46	18%	21	16%
Other	3	3%	10	4%	6	5%
Parks	21	21%	51	20%	43	34%
Private landscaping	0	0%	14	5%	6	5%
Street trees	15	15%	49	19%	20	16%
Total*	99	99%	258	100%	128	101%

* = Totals may not add up to 100% due to rounding.
Bolded counts or percentages indicate the highest frequency response in either group.



Urban Design - Survey Insights

Residents and visitors highly value the historic qualities in both Capitol Hill and the Avenues, as well as their ability to walk, bike, and access trails in the area. Higher income earners value access to trails and green spaces more, while women and non-binary/third gender respondents are more likely to value trails, walking and biking over historic architecture.

The most-selected unique characteristics favored by residents of the Avenues was the historic architecture (29%), followed by access to trails and green spaces, and walkability and bikeability. Capitol Hill residents also favored historic architecture (32%) in their neighborhood, but this quality tied with access to trails and green spaces (32%) as their most valued. Their third pick, however, was also walkability and bikeability. Visitors also favored these three neighborhood characteristics, but also favored diversity of housing types as a quality that brought them to the neighborhood.

Distribution of Respondents' Favored Unique Characteristics of the Avenues and Capitol Hill, by Neighborhood (N=380).

Response Option	The Avenues		Capitol Hill		Visitor/Other	
	Count	%	Count	%	Count	%
Access to trails and green space	74	26%	11	32%	10	18%
Diversity of housing types	35	12%	3	9%	10	18%
Easy access to quality businesses	18	6%	1	3%	2	4%
Historic architecture	84	29%	11	32%	17	30%
Other	6	2%	1	3%	3	5%
Walkability and bikeability	73	25%	7	21%	14	25%
Total	290	100%	34	100%	56	100%

Bolded counts or percentages indicate the highest frequency response in each group.

Historic architecture still won out among different earners in both neighborhoods. Access to trails and walkability and bikeability also remained in the top three for all income groups from the \$25,000/year earners to the \$100,000-\$199,999/year earners —although the latter’s second choice, access to trails and green spaces, earned 28% of resident votes. The only flip was in the \$200,000+ income group, who most favored access to trails and green spaces (28%), closely followed by historic architecture (26%). This could likely be because in both neighborhoods higher income earners may likely to live in newer, more expensive homes, many of which are situated high in the neighborhoods against the foothills, where all the trails are.

Distribution of Respondents' Favored Unique Characteristics of the Avenues and Capitol Hill, by Income Ranges (N=330).

Response Option	Less than \$25,000		\$25,000-\$49,999		\$50,000-\$99,999		\$100,000-\$199,999		\$200,000+	
	Count	%	Count	%	Count	%	Count	%	Count	%
Access to trails and green space	9	24%	7	24%	17	21%	30	28%	22	28%
Diversity of housing types	4	11%	3	12%	3	9%	18	13%	11	18%
Easy access to quality businesses	3	8%	2	7%	7	9%	2	2%	4	5%
Historic architecture	13	35%	9	31%	24	30%	33	31%	30	26%
Other	0	0%	0	0%	2	3%	3	3%	2	3%
Walkability and bikeability	8	22%	6	21%	23	29%	24	23%	19	24%
Total*	37	100%	29	100%	80	101%	106	100%	78	100%

*Total counts may not account for 100% due to rounding.
 Bolded counts or percentages indicate the highest frequency response in each group.

Perhaps the most disparity in favored characteristics was in reporting by gender, where most male respondents favored historic architecture (29%), closely followed by walkability and bikeability (27%), while most female respondents favored access to trails and green spaces (33%). Meanwhile, the few non-binary/third gender and “other” respondents favored walkability and bikeability first (40%, 39%), followed by historic architecture. Since women and non-binary/third gender respondents may be more likely to feel unsafe while walking in public, their preference for walking, biking, and trails in the Avenues and Capitol Hill could signify that these neighborhoods are places where these groups feel comfortable walking in public.



Distribution of Respondents' Favored Unique Characteristics of the Avenues and Capitol Hill, by Gender (N=326).

Response Option	Men		Women		Non-binary/Third gender		Other	
	Count	%	Count	%	Count	%	Count	%
Access to trails and green space	25	20%	52	33%	2	20%	4	14%
Diversity of housing types	20	16%	20	13%	1	10%	1	4%
Easy access to quality businesses	7	5%	12	8%	1	10%	0	0%
Historic architecture	37	29%	36	23%	2	20%	10	36%
Other	4	3%	1	1%	0	0%	2	7%
Walkability and bikeability	35	27%	39	24%	4	40%	11	39%
Total*	128	100%	160	102%	10	100%	28	100%

*Total may not add up to 100% due to rounding.
Noted: counts of percentages include the highest frequency response in all groups.

Avenues and Capitol Hill residents, as well as visitors, want more places to find community connection—businesses as gathering places was the most often-selected solution, likely owing to how busy the few local third place businesses in both neighborhoods can be (Publik Coffee Roasters, Cafe on 1st, Avenues Proper, Arlo, and District Coffee). Community events, like the already popular Avenues Street Fair, were the second most-selected option. However, it is important to note that income made a difference in selection. Lower-income earners were more likely to select community connection solutions that were public-facing, perhaps because public often means free or low-cost, while higher-income earners were more likely to select businesses as their ideal community connection space.

Most Avenues residents, alongside visitors, reported wanting more businesses as gathering spaces (25%), with more community events coming in second for the former (24%) and more outdoor public spaces in second for the latter (20%). Capitol Hill residents, meanwhile, wanted to see more public land stewardship opportunities (26%) as a way to connect better with their neighbors. They also favored more outdoor public spaces and businesses to gather at. Visitors were most likely to choose businesses as gathering spaces (28%), potentially because, as visitors, those are the kinds of places that bring them into the neighborhood to begin with.

Distribution of Respondents' Thoughts on What Would Make Them Feel More Connected to Their Neighbors in the Avenues and Capitol Hill, by Neighborhood (N=380).

Response Option	The Avenues		Capitol Hill		Visitor/Other	
	Count	%	Count	%	Count	%
Businesses as gathering spaces	65	25%	8	21%	14	28%
Community events	62	24%	5	13%	9	18%
Other	12	6%	0	0%	3	6%
Outdoor public spaces	39	15%	8	21%	10	20%
Public buildings as gathering places	46	18%	7	18%	8	12%
Public land stewardship opportunities	33	13%	10	26%	5	10%
Total	262	101%	38	99%	50	100%

*Total may not add up to 100% due to rounding.
Noted: counts of percentages include the highest frequency response in all groups.

Perhaps predictably, community connection needs vary by income. Lower income earners (in the less than \$25,000 range) were most likely to select for public-facing (and likely free) connection opportunities, with 26% selecting community events and another 26% selecting public buildings as gathering spaces, like libraries, recreation centers, or community centers. Meanwhile, the income bracket immediately above this group, \$25,000 to \$49,999 earners, were evenly split across those two categories as well as outdoor public spaces and businesses as gathering spaces. All income brackets above this selected businesses as gathering spaces as their ideal community connection solution, and for all the second-most selected solution was community events.

Distribution of Respondents' Thoughts on What Would Make Them Feel More Connected to Their Neighbors in the Avenues and Capitol Hill, by Income Ranges (N=330).

Response Option	Less than \$25,000		\$25,000-\$49,999		\$50,000-\$99,999		\$100,000-\$199,999		\$200,000+	
	Count	%	Count	%	Count	%	Count	%	Count	%
Businesses as gathering spaces	7	10%	7	21%	19	33%	26	26%	22	30%
Community events	11	26%	7	21%	14	20%	20	20%	16	22%
Other	2	5%	1	3%	5	8%	5	5%	8	5%
Outdoor public spaces	6	14%	7	21%	12	15%	18	18%	12	16%
Public buildings as gathering places	11	26%	7	21%	15	19%	13	13%	12	16%
Public land stewardship opportunities	5	14%	4	12%	14	17%	16	16%	7	10%
Total*	43	101%	33	99%	81	100%	100	100%	73	99%

*Total may not add up to 100% due to rounding.
Noted: counts of percentages include the highest frequency response in all groups.



Businesses as gathering spaces was a popular choice for both men (25%) and women (26%), while for men the second choice was public buildings as gathering spaces, and for women, community events. Non-binary/third gender respondents were split between wanting more community events, public buildings as gathering spaces, and public land stewardship activities. For non-reporting residents, businesses, community events, and public buildings were all favored as ideal for community connection.

Distribution of Respondents' Thoughts on What Would Make Them Feel More Connected to Their Neighbors in the Avenues and Capitol Hill, by Gender (N=347).

Response Option	Men		Women		Non-binary/Third gender		Other	
	Count	%	Count	%	Count	%	Count	%
Businesses as gathering spaces	34	25%	46	26%	2	15%	4	19%
Community events	25	18%	41	23%	3	23%	5	24%
Open	5	4%	11	6%	0	0%	3	14%
Outdoor public spaces	23	17%	31	18%	2	15%	1	5%
Public buildings as gathering places	29	21%	23	13%	3	23%	5	24%
Public land stewardship opportunities	21	15%	24	14%	3	23%	3	14%
Total*	137	100%	176	100%	13	99%	21	100%

* n Total may not add up to 100% due to rounding.
 † n Total may not add up to 100% due to rounding.



Land Use and Zoning - Interview Insights

Interviews with residents and visitors in the Lower Avenues gave additional context toward attitudes about land use and zoning found in the survey results. Many interviewees described the neighborhood as having a good balance of uses, particularly appreciating the parks, trails, coffee shops, and access to outdoor spaces. Access to amenities like groceries, public transit, and scooters was seen as a strength by some. While the overall tone was positive, several residents wanted changes to improve daily life. Multiple interviewees noted that the neighborhood felt like it lacked nearby commercial uses, with specific calls for more “mom and pop commercial businesses,” “quiet businesses,” and smaller parks that are easier to reach without walking uphill. A few also voiced support for new housing options, including higher density housing and more ADUs to diversify the housing stock. The historic overlay was another frequent topic. Some residents described it as costly, restrictive, and inconsistently enforced. One person described the challenge of restoring old windows under preservation rules, while another criticized the mismatch between new developments and existing design expectations. Despite these frustrations, most interviewees expressed a strong attachment to the neighborhood’s historic identity and emphasized the importance of preserving its distinct feel while allowing for more flexibility in how land and buildings are used.

“More high-density housing because it can lead to more transportation options.”

“The 6-plex where the gas station used to be, they don’t fit the historical character of the neighborhood.”

“Such a cool neighborhood because it’s historic, so adding more stuff could damage it.”

“I would like to see more mom and pop and quiet businesses.”

“Living below 4th is a pain in the ass.”—referring to the historical district restrictions





Housing - Interview Insights

Through a series of interviews with residents from the Avenues, and Capitol Hill neighborhoods, several key themes emerged around housing. Many residents praised the walkability, access to green spaces, and historic character of their neighborhoods, while also acknowledging challenges tied to aging buildings and rising housing costs. Interviewees from the Avenues highlighted a dense mix of single-family homes and smaller multifamily units, and emphasized a preference for renovating existing structures rather than new development. In Capitol Hill, residents discussed the tension between maintaining the neighborhood's historic feel and the growing need for affordable housing. Across interviews, there was widespread concern about the long-term affordability and security of housing, particularly among younger renters. Several residents also shared frustrations with the complicated and costly historic preservation process, which they felt discourages renovation and contributes to visible property decline. Despite these challenges, many expressed a strong attachment to their neighborhoods and a desire for careful, thoughtful growth.

"I'd rather see more housing built within the neighborhood such as duplexes, ADUs, and even small apartment buildings, instead of watching new development push further into the hillside."

"Some of these homes are falling apart. You can see it in the peeling paint and cracked foundations. But people want to fix them up. The problem is, the red tape and cost of historic preservation make it really hard."

"I love living here, but I will not be able to stay here after I graduate. With rising rents it feels like the neighborhood is becoming less accessible, especially for younger folks."





Transportation - Interview Insights

Interviews with residents and workers in the Avenues and Capitol Hill neighborhoods revealed shared concerns about transportation access and pedestrian safety. Most respondents expressed the need for more frequent bus service, additional stops, and better route coverage, particularly to accommodate daily commutes and irregular work hours. Walking safety was also a common issue, with most respondents citing poor lighting, missing sidewalks or crosswalks, and steep or uneven terrain as barriers to comfort and safety. These responses highlight the need for improved transit infrastructure and safer pedestrian conditions to support a more accessible and connected neighborhood.

"The neighborhood is not safe for walking. I came from South Jordan, where there were sidewalks on every street and more crosswalks, which are not available here in Avenues. Most of the time, I jaywalk, which is unsafe. Also, there is a lack of streetlights"

"People need to walk far to get to the bus stops. There should be more frequent and accessible bus stops. The buses should offer free fare."

"I used to use buses, but now I use my car. We need more (at least three more) buses (223 route), especially in peak hours, like in the mornings when students use buses to go to school. Also, two more buses on South Temple. I would like to see more regularity in buses."





Business and Amenities - Interview Insights

Residents and business owners we talked to in the Avenues and Capitol Hill neighborhoods generally reported feeling moderately happy to very satisfied with the current businesses, though many expressed a desire for more walkability to small, local businesses scattered around the neighborhood, particularly in Capitol Hill. Business owners highlighted the importance of neighborhood foot traffic, visibility, and parking, and several noted that expanding outdoor spaces and improving public transit service would help their businesses thrive.

Public amenities like libraries and public services such as snow removal, waste management, etc., were mostly viewed positively, though a few participants noted a need for additional public community spaces. In particular, six interviewees discussed their desire for a community recreation center. Schools were generally considered important for maintaining a family-friendly community, although a few interviewees without children found them less relevant. As for the potential redevelopment of the LDS Hospital site, soon to be vacated, reactions were mixed: some saw it as an opportunity for more housing or public space, while others expressed concerns about the impact on neighborhood character and opposition to certain types of redevelopment.



"Nice to have a grocery store that's walkable and a restaurant that's walkable. Would love a dive bar or neighborhood bar. More scattered about would be cool so people could walk to them."

"I wish there were way more businesses interspersed within the community and neighborhoods specifically. I think there should be practical everyday things like a bodega, deli, small market, etc where everyday people can buy everyday goods without having to drive. "

"Wish we had a closer rec center. Library is fantastic. Love the schools. Lots of churches with gyms but [no] access to a swimming pool."

"The neighborhood] gallery is great, more businesses and foot traffic is always good. More nearby things so that you can do more than one thing in the area."



Green Spaces - Interview Insights

Our interview subjects reported not often visiting green spaces, and those that did mentioned Memory Grove as their most frequently-visited green space. We asked what stops people from visiting green spaces, and some respondents mentioned that they avoid some green spaces due to the presence of homeless populations. People also commonly reported avoiding parks that didn't have trash cans. Interviewees were responsive to improvement ideas for neighborhood green spaces, including fixing up trails, adding community gardens, more tree canopy, adding water features like fountains or streams, and building out recreational and gathering spaces, such as picnic areas.



"Are there specific features (e.g., trails, xeriscaping, playgrounds, picnic areas, native landscaping, shade trees) you would like to see more of?"

"It is nice when I'm going on walks or bike rides with my family to know like 'oh, there's a picnic area here, let's make that a destination and then stop and have a picnic.' I think those types of things do kind of guide our decisions, like which trail or park [we're] gonna go to today."

"Sometimes we'll walk up City Creek when it's really hot because of the mist from the river; it's just that natural cooling effect. So it's kind of nice to have the water features. I know water conservation, those things are important too—but maybe just utilizing the natural features that exist, like in a way that kind of makes sense for an area."

"Since we got our dogs, that's kind of been our focus—places to go. And Memory Grove, same thing. And when it gets hot, you can take them down by the creek, which is really nice. In the summer, when it's hot, we spend a lot of time there."

"You know, I think the only complaint I've had [is that] sometimes there's nowhere to put trash. Especially if you do the upper road [of Memory Grove], there's sometimes big garbage cans at the end and sometimes there's not."

"They put a barrier on the road up there between the roads, and I think it's for safety reasons, but it is really hard to have bikes and two dogs walking up there. I avoid that because we can't all fit."



Urban Design - Interview Insights

Many respondents had positive things to say about their neighborhoods' distinct qualities, among them walkability, historic charm, tree-lined streets, business and gathering spaces, and natural beauty. Many noted enjoying running into neighbors while walking in the neighborhoods, and that they'd welcome more of these kinds of run-ins. Interviewees expressed desires for more spaces for gathering, recreating, and sharing in community events, including making art for the neighborhood. Safety, as it relates to lighting and sidewalk quality, was one of the other topics respondents brought up frequently. Interviewees observed a lack of adequate lighting at night, consistent and safe crossings, stop signs, and signage in general. The interviews revealed a lack of flow between pedestrians and drivers at intersections.

"I think safety can be improved with more street lighting and better lit features in general. Also, just how people drive around here... It's scary to walk across the street at night because of the speeding."

"More small public gathering spaces, especially for elderly and people who walk in the Aves who aren't in great shape, so that they have places to rest. More public benches as well."

"Public art would also be a great addition. More murals, sculpture installations, or even community-led art projects could help add personality to shared spaces."

"The pickleball court is a really nice spot to socialize and gather. More recreational facilities such as basketball courts would be great."



Vision

Our vision for The Avenues and Capitol Hill is rooted in strengthening neighborhood fabric and connectivity while honoring the historic character that defines these communities. Guided by key urban design principles, we aim to foster lively, safe, and inviting streets that create cohesion within the built environment and encourage vibrant third spaces for community gathering. Embracing form-based code and design approaches aligned with existing architectural values will reinforce the cohesive visual order of each neighborhood, enhancing the historical identity that sets them apart. Accessibly navigable, human-scaled networks will be prioritized, with new development fitting seamlessly into the narrow streets and walkable blocks that residents prize.

The neighborhoods' evolution will center around thoughtful growth that preserves their distinctive character. By loosening excessive historical restrictions and promoting adaptive reuse, The Avenues and Capitol Hill can welcome new opportunities while maintaining their unique charm. Strategies such as adopting form-based zoning, revising historic preservation regulations, developing targeted small-scale mixed-use areas, and expanding ADU allowances will support commercial vitality and gentle residential density, ensuring the neighborhoods grow in ways that respect their unique place within the city.

Building on their strong foundation of parks, trails, and tree canopy, The Avenues and Capitol Hill are well-positioned to meet and exceed Plan Salt Lake's 2040 goals for green space access and quality. Minimal interventions can expand park and trail networks, especially in the southern portions of the neighborhoods. In addition to meeting the goal of having parks within a half-mile of every household, these spaces will be well-maintained and equipped with basic amenities as well as features like community gardens and water elements. Green spaces will be evenly distributed and connected by greenways and tree-lined streets, enhancing both accessibility and the identity of the neighborhoods. With targeted investments in quality and upkeep, these neighborhoods will offer inclusive, welcoming green spaces for residents and visitors of all ages.

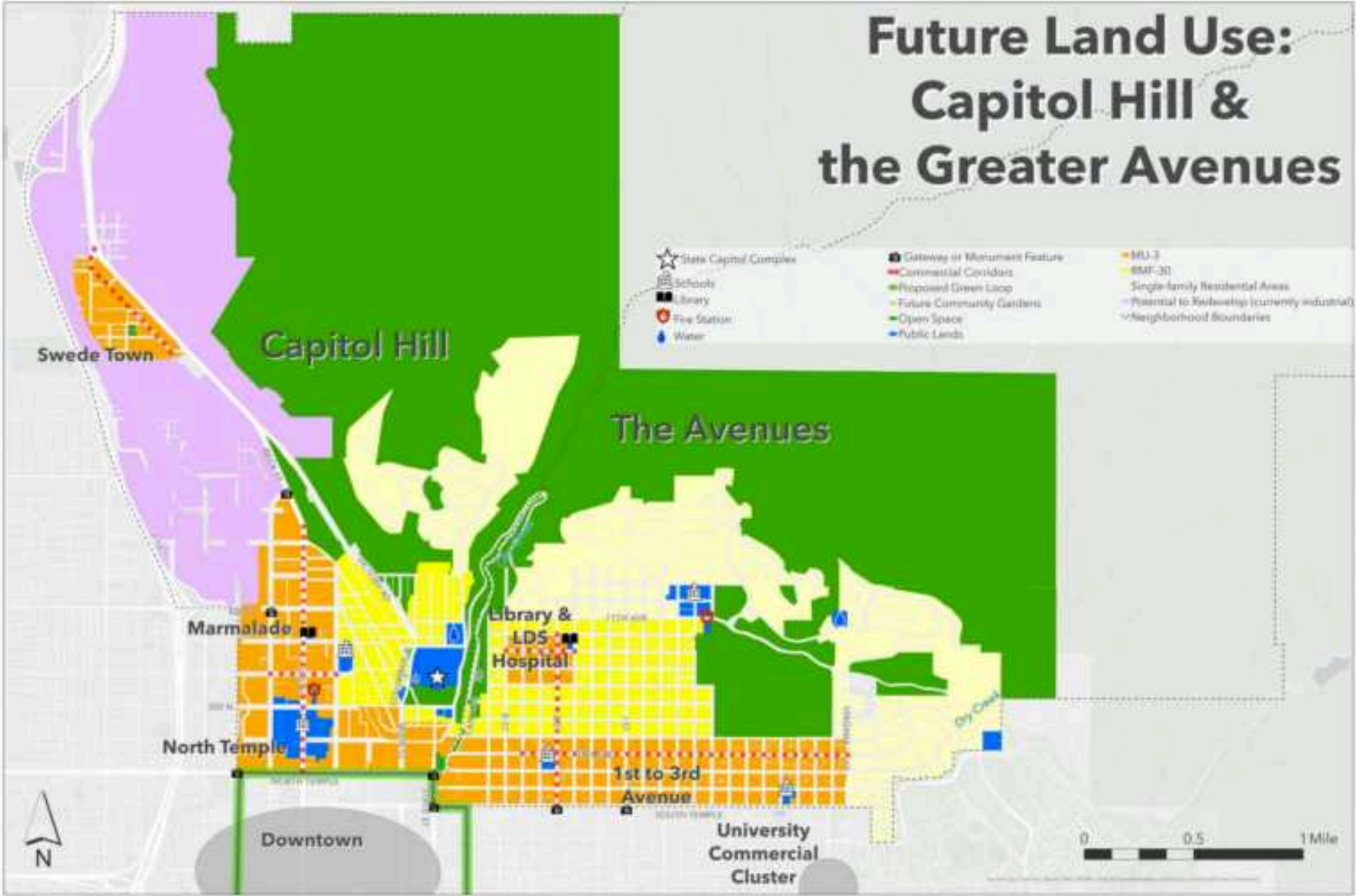
The future Avenues and Capitol Hill will be walkable, community-oriented neighborhoods supported by small businesses and essential public services. Community feedback reflects a strong desire to maintain the residential and historic feel of these neighborhoods while introducing more accessible neighborhood-scale services and gathering spaces. A balanced growth strategy will strengthen vibrant mixed-use nodes, improve walkability, and support local businesses. Essential services will be integrated without sacrificing neighborhood charm, new community recreation center will offer an inclusive space for fitness, wellness, and connection.

Housing in The Avenues and Capitol Hill will grow incrementally to meet the needs of current and future residents while preserving neighborhood character. Survey results show strong community support for small multi-family housing, family-oriented options, and affordable developments that fit the existing scale. While residents welcome gradual change, there is clear caution about large-scale developments that could undermine the neighborhoods' human-scale identity. The future of housing will prioritize smart, sustainable growth that offers diverse living options, ensures affordability, and strengthens the sense of belonging and community.

Transportation improvements will further support the neighborhoods' livability, with a focus on creating safe, walkable, and bikeable streets accessible to all. Addressing infrastructure gaps, enhancing pedestrian safety, expanding multimodal networks, and improving public transit reliability will foster a sustainable and connected transportation system. Strategic investments in traffic calming, sidewalk improvements, bike infrastructure, and transit upgrades will create vibrant, accessible streetscapes that prioritize the mobility, safety, and quality of life of all residents.

Together, these strategies will ensure that The Avenues and Capitol Hill continue to flourish—preserving their historic legacy while welcoming thoughtful, people-centered growth that enhances connectivity, livability, and community resilience.

Future Land Use Map



Future Land Use Map

The future land use map provides a cohesive framework for future growth in Capitol Hill and the Greater Avenues, shaped by community input, environmental conditions, mobility data, and demographic trends. The goal is to foster a more livable, connected, and inclusive neighborhood by aligning land use with transportation opportunities.

Future Land Use Overview:

- **Mixed-Use Corridors (MU-3):** Located along North Temple, Marmalade, and South Temple, these walkable zones combine residential, retail, and civic uses. High ridership and strong transit infrastructure support their designation as hubs for transit-oriented development (TOD).
- **Medium-Density Residential (RMF-30):** Serving as “missing middle” housing between mixed-use and single-family areas, these zones allow for townhomes and low-rise apartments. They offer diverse housing options while maintaining neighborhood identity, an important concern from community feedback.
- **Single-Family Residential:** Predominantly in the Avenues and upper Capitol Hill, these areas retain their low-density form to preserve historic character and accommodate topographic constraints, particularly where transit access is limited.
- **Public and Open Spaces:** Parks, hillsides, and institutional lands are protected for recreation, environmental quality, and neighborhood buffers, addressing strong community preferences for accessible green space.
- **Strategic Redevelopment Areas:** Underutilized sites near Swede Town and west Capitol Hill are targeted for future infill housing and commercial uses, leveraging proximity to transit and employment centers.

A Cohesive Urban Fabric

The vision adopts a transect-based land use pattern: dense mixed-use corridors transition through medium-density housing into single-family and open spaces. This structure reflects accessibility levels and supports growth while maintaining the identity of quieter areas.

Data-Informed and Community-Driven:

- Identified infrastructure and transit strengths—especially along North and South Temple—guiding the placement of higher-density uses.
- Resident priorities: walkability, transit access, safety, more commercial and mixed uses, and incremental change. These informed corridor alignments and housing transitions.
- Gaps in amenities and active mobility infrastructure, especially in The Avenues, underscored the need for mixed-use nodes to support 20-minute neighborhoods.

AVENUES & CAPITOL HILL



Big Ideas

Big Ideas

Consolidating everything we've learned about the existing conditions of Avenues and Capitol Hill, and what the community envisions for the future, we have come up with six Big Ideas for the neighborhoods that reflect their distinct urban design, green spaces, transportation, housing, land use, business and public services concerns. Each Big Idea is informed by a set of Guiding Principles, which are made actionable by implementation strategies that have been carefully and intentionally selected for their potential to effectively address the needs and enact the future vision for Capitol Hill and the Avenues.

Summary of Big Ideas

1. Land Use and Zoning: Character, Capacity, Community

This plan promotes zoning reforms that maintain the historic identity of the Avenues and Capitol Hill while allowing for modest growth. Strategies include expanding allowed uses on residential lots, encouraging adaptive reuse of older buildings, and promoting gentle infill along key corridors. These tools give property owners more flexibility while helping the neighborhoods meet changing needs without altering their core feel.

2. Housing: Filling the Gaps

The Avenues and Capitol Hill are dominated by single-family homes, with little new construction and limited options for renters, downsizing seniors, or growing families. This plan supports more diverse housing types, including duplexes, triplexes, accessory dwelling units (ADUs), and small-scale multifamily buildings. These “missing middle” options will help preserve affordability and allow people to stay in the neighborhood through different stages of life.

3. Transportation: Safe, Connected, and Convenient

Although the street grid supports walkability, barriers like uneven sidewalks, fast-moving traffic, and low-visibility intersections limit safe travel for people walking or biking. This plan recommends speed reduction zones near schools, visibility improvements at key crossings, and upgraded transit stops with seating and shade. It also calls for improved bike and scooter infrastructure, better signage, and continuous sidewalks where gaps or obstructions exist. These changes will reduce car dependency and improve mobility for residents of all ages and abilities.

4. Business and Amenities: Everyday Needs Close to Home

Access to daily essentials remains limited in both neighborhoods due to minimal commercial zoning and outdated land use rules. This plan supports expanding small-scale commercial uses in key locations, especially near transit and high-visibility intersections. Encouraging cafés, childcare centers, grocery stores, and neighborhood services will reduce car trips and strengthen the 20-minute neighborhood model.

5. Green Spaces: Park Improvements for All Ages

The Avenues and Capitol Hill have strong open space assets, but many parks are underutilized or lack amenities that serve a broad range of users. This plan proposes upgrades such as shaded seating, dog-friendly areas, improved accessibility, and more flexible recreational spaces. By reimagining existing parks, the neighborhoods can better support daily activity, social connection, and mental well-being.

6. Urban Design: Intentional and Inclusive

Streets, intersections, and public spaces shape how people experience the neighborhood. This plan outlines design strategies to improve walkability, calm traffic, and reflect neighborhood identity, including wayfinding signage, curb extensions, pedestrian-scale lighting, and community-informed public art. Urban design is important, not just for aesthetics, but for safety, comfort, and social connection.



Land Use and Zoning: Character, Capacity, Community

The land use and zoning goals for the Avenues and Capitol Hill are to preserve historic neighborhood identity while enabling equitable and inclusive growth. With housing costs rising, household sizes decreasing, schools closing or at risk of closure, and few nearby services, these neighborhoods risk becoming less accessible and less livable. Today, 90% of residential zoning in the Avenues is still single-family, less than 1% of land across both neighborhoods is zoned commercial, and 28% of Capitol Hill is zoned industrial. These patterns leave little flexibility for meeting changing needs. Community engagement reinforced this: while many residents said the current land use mix feels balanced, about 25% to 30% said there is not enough commercial space, and 77% of homeowners supported at least one zoning reform, such as allowing more mixed-use development, small businesses, or diverse housing options. Interviews also reflected a strong desire for more neighborhood-serving businesses and flexible housing choices, while still valuing the historic identity that makes these neighborhoods unique.

These findings echo citywide goals in Plan Salt Lake and Housing SLC, which call for more diverse housing types, better access to local amenities, and walkable, mixed-use neighborhoods.

Zoning reform that allows expanded lot uses, adaptive reuse of large homes, gentle infill, and mixed-use development along key corridors can help address these challenges while maintaining the identity that defines the Avenues and Capitol Hill. In a more inclusive version of these neighborhoods, families could afford to stay or move in, seniors could downsize nearby, and residents could walk to everyday needs like groceries, childcare, or a café without leaving their community. By applying form-based design standards and offering clear guidance for working within historic overlays, this approach creates opportunities for new housing and local businesses while protecting the identity that residents value. The result is a more balanced, welcoming, and resilient community.





Implementation Strategy 2: Ground-Floor Commercial Conversion in Residential Zones

This strategy proposes a zoning amendment to allow the by-right conversion of existing residential buildings, such as single-family homes, duplexes, and small apartment buildings, into neighborhood-serving commercial spaces. The goal is to support quiet, small-scale businesses like studios, retail shops, offices, or wellness services that are compatible with the surrounding residential character. Eligible areas could include portions of E Street from 3rd Avenue to 6th Avenue in the Avenues and areas near 300 North and 200 West in Capitol Hill, where residential buildings are located near commercial corridors identified in the city's future land use map

This strategy differs from, but builds on, several existing tools and proposals:

- **Home Occupation Ordinance**: Currently limits commercial activity to incidental use. This strategy would allow commercial as a primary use.
- **Adaptive Reuse Ordinance**: Applies only to historic or institutional buildings. This strategy expands eligibility to all residential structures in walkable areas.
- **Accessory Commercial Units (ACUs)**: Focuses on new structures. This strategy focuses on reusing existing buildings for neighborhood-serving purposes.

Developers would be required to identify a committed commercial tenant or business at the time of project approval to receive these incentives. This condition ensures that commercial spaces are actively used and provide direct value to the neighborhood rather than remaining vacant or speculative.

Model in Action

An example comes from New Orleans, where the Residential Diversity Overlay District permits minor commercial uses in homes subject to strict design and use standards. This overlay supports local retail and services while maintaining the neighborhood's residential appearance. It provides a model for integrating flexible commercial activity into walkable areas without altering zoning maps or building footprints.



Implementation Strategy 3: Mixed-Use Expansion Incentives in the Proposed RMF-45 Zone

This strategy proposes adding incentives to Salt Lake City's consolidated RMF-45 zone to encourage small-scale, ground-floor commercial uses within new or substantially renovated multifamily developments. Target areas include RMF-35/RMF-45 parcels within ¼ mile of frequent transit corridors and walkable streets, such as South Temple, 1st through 3rd Avenue in the Avenues, and 200 to 300 West in Capitol Hill.

Model in Action

Seattle's Neighborhood Residential zoning proposal update, allows small-scale commercial uses in multifamily areas without a zone change. Businesses under 2,500 square feet can operate without parking requirements, and corner lots can reduce front setbacks to support walkability while preserving neighborhood scale.

Eligible developments would qualify for:

- Reduced parking requirements for ground-floor commercial uses
- Front and corner yard setback reductions to enhance pedestrian interaction
- Expedited permitting review for projects with a committed commercial tenant
- Density bonuses or lot size flexibility for integrated residential-commercial projects

Developers must demonstrate a committed commercial tenant at the time of project approval to qualify for these incentives. This ensures the space is used for community-serving functions rather than speculative retail.

Survey and interview data support this strategy. Residents expressed interest in additional services nearby and housing types that better match community needs, while also voicing concern about large-scale commercial development. This strategy balances those interests by enabling walkable, low-scale infill.



Capitol Hill and the Avenues are attractive and unique neighborhoods, known for their historical identity and charm. However, as the capitol city in a state that is expected to gain 500,000 residents by 2033 and faces a potential home shortage of over 44,000 homes, available housing is paramount. One of Salt Lake City's housing initiatives, Thriving in Place suggests adding more housing, especially in high-opportunity areas, to avoid resident displacement. This Guiding Principle narrows in on the importance of maintaining an area's uniqueness while creating innovative ways to develop more housing (especially affordable) for a variety of residents. Responses from surveys and in-person canvassing made it clear that the residents of these neighborhoods are concerned about housing, historical identity, and neighborhood stability.

Many residents loved the historical charm of the neighborhood, while others were frustrated with their inability to change things about their homes or perceived that historical district rules were applied unevenly. In in-person interviews, residents were receptive to the idea of increased housing density, hoping that it might increase commercial or transportation opportunities. However, there was a clear expression of commitment to the neighborhood as it is, with Capitol Hill and Avenues residents feeling that their neighborhoods were well-balanced. With this in mind, our implementation strategies must balance a desire for tradition and a "sense of place" with the need for housing and community amenities to support the growth the area is experiencing.

Implementation Strategy 1: Utilizing Adaptive Reuse to the Fullest

Salt Lake City's recent Adaptive Reuse Ordinance will be an excellent tool for flexible and innovative housing solutions. This ordinance allows landmark sites and buildings on the National Historic Register to be eligible for adaptive reuse. It allows for non-residential uses in residential zones and multi-unit residential areas in eligible buildings. Crucially, it allows incentives for development that preserves an original building on the property. In an area concerned about tradition and historical appeal, these incentives are pivotal in maintaining the neighborhood character that residents know and love. In historical neighborhoods like Capitol Hill and the Avenues, many areas are eligible for adaptive reuse (as the minimum building age for adaptive reuse is fifty years). This ordinance is approved and active, but many home and business owners may not be aware of their options. Community engagement and knowledge will be key in expanding adaptive reuse in their neighborhoods (see Implementation Strategy 3). Capitol Hill and the Avenues are great places for this ordinance to be used to the fullest.

Adaptive reuse ordinances have been utilized in many cities across the U.S. In Los Angeles, adaptive reuse is allowed on buildings older than fifteen years. Many unused downtown office buildings are being converted to housing to combat LA's housing shortage. In Denver, the city began its adaptive reuse plan on targeted areas and focused on educating the community, which will be addressed in Implementation Strategy 3.

Model in Action

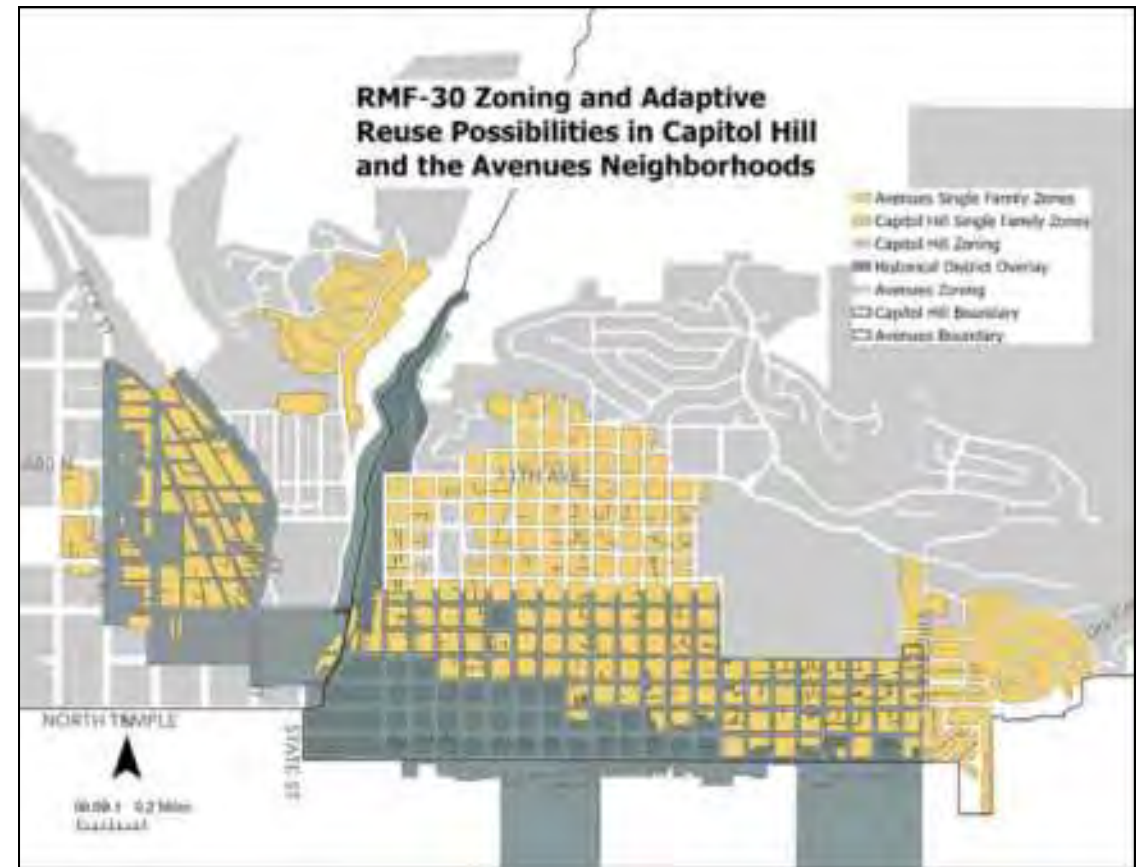
Adaptive reuse in Salt Lake City: Ellerbeck Bed and Breakfast, bed and breakfast and café inside a converted historic home, and TheCHARLI, an abandoned taffy factory turned apartment building.



Implementation Strategy 2: RMF-30 Zoning

The city recently changed its [RMF-30 zoning](#), allowing for more density within this zone. Significantly, the new amendment changed the minimum lot area from 5,000 square feet per dwelling unit to 2,500 square feet per dwelling unit. As the city works to [streamline its zoning](#), RMF-30 zoning could be useful for areas with current single-family zoning in Capitol Hill and the Avenues, as it allows for gentle density that could create more housing units without significantly altering the character of these neighborhoods. This zoning allows for ADUS, row homes, cottage developments, tiny houses, and even some non-residential buildings (see future land use map for areas ideal to zone for RMF-30).

The smaller square footage in the updated RMF-30 zoning can prevent issues with certain historical district regulations, such as setbacks, and building height cannot be above 30 feet, making these developments unintrusive. Building homes of various sizes and prices can make a neighborhood more [resilient](#), as people in all stages of life can live there, and this is one way to create the neighborhood stability that many residents expressed a desire for.



Model in Action

Housing Diversity in the Historical District: [San Antonio](#) provides permit-ready ADU housing plans, with one design being cleared for use within the city's historical districts



Implementation Strategy 3: Demystifying Zoning

In interviews from door-to-door canvassing, similar residents expressed frustration with the historic district overlay and its perceived complexities and irregularities, with one homeowner voicing his confusion on why he had to jump through so many hoops to rebuild his detached garage but the new “6-plex where the gas station used to be, [doesn’t fit] the historical character of the neighborhood.” It was clearly a murky area for many, and clarity from the city through an educational awareness push would not only help inform homeowners of the individual changes they can make, but also the overall options for flexibility within their neighborhoods in the form of adaptive reuse or more flexible zoning. Clarifying zoning rules is an effort that should be made for all residents in these neighborhoods, so they can be equipped with the knowledge needed to merge historical integrity with diverse housing options.

Other Salt Lake City initiatives (such as [SLCgreen](#)) have succeeded in creating community awareness of policies and procedures through newsletters and social media. Tabling at events, publishing news articles, writing blog posts, and especially engaging on social media would be effective ways for citizens to “learn through osmosis” about these changes. A clear website and knowledgeable contact person would be helpful to engage with residents actively looking to learn more about land use and zoning options for their neighborhood. The city could also partner with other organizations, such as [Preservation Utah](#) or [Perpetual Housing Fund](#), to broaden the scope of this community awareness push even further.

Model in Action

A focus of Denver’s [adaptive reuse plan](#) was making sure there was a point person for the program in the form of an Adaptive Reuse Coordinator. They also worked to create awareness for stakeholders in the area, who were primarily local property and business owners.



This principle supports implementation tools that help turn zoning reform into actual infill housing production. Residents expressed strong interest in land use changes that allow more diverse housing types. In Capitol Hill, 93% of respondents supported some form of land use change, while in the Avenues, 76% favored a change. Among those in support, preferences included housing diversity, modest density, and forms that maintain neighborhood character. However, interviews and open responses also revealed concern that zoning changes alone may not lead to meaningful results without clarity, guidance, or support from the city. Implementation strategies can bridge that gap and ensure that new zoning options are understandable and actionable for homeowners and small-scale builders. Enabling housing growth means not just allowing more units, but equipping community members to build them.

The strategies that follow reflect this need for practical tools and community-facing support. They are designed to complement the proposed use of RMF-30 and MU-3 zoning in the Avenues and Capitol Hill by enabling those changes to be realized through clear communication, capacity building, and direct assistance. These approaches help reduce barriers, foster trust in the planning process, and empower residents to participate in shaping how infill takes form.

Implementation Strategy 1: Rear-Lot Infill Activation Program

If Salt Lake City applies the RMF-30 zoning designation to portions of Capitol Hill and the Avenues, hundreds of residential parcels will become eligible for additional housing units without subdivision. RMF-30 allows more than one structure on a lot and permits rear-lot units to be built behind existing homes, provided access and setbacks are met. While this change would unlock significant infill potential, homeowners still face uncertainty around design, site configuration, and permitting logistics. Strategy 3.1 proposes a Rear-Lot Infill Activation Program to help residents in newly rezoned areas understand and implement these development opportunities. Lots in the Avenues and Capitol Hill often exceed 5,000 square feet, with long backyards ideal for gentle infill if residents are supported with clear guidance.

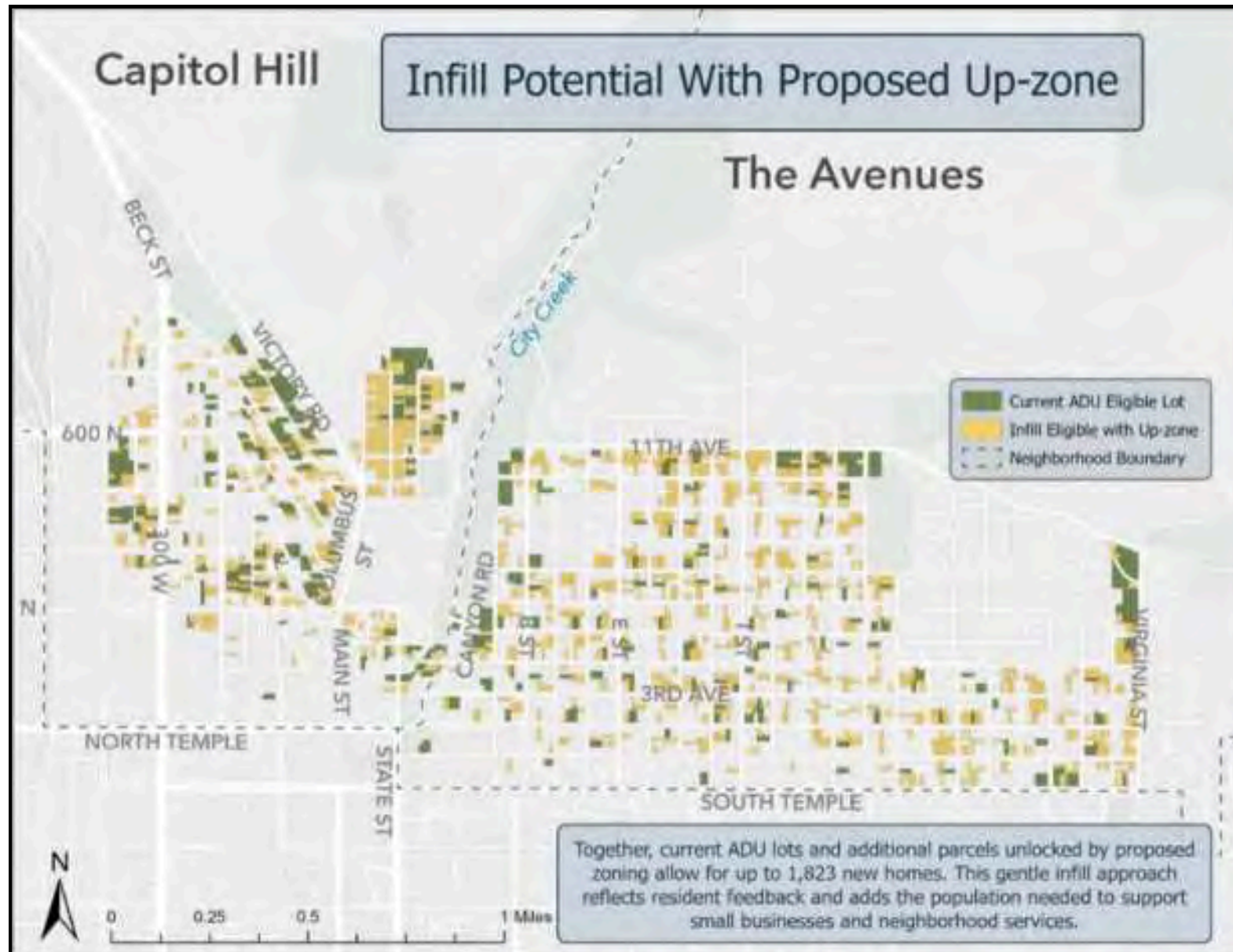
The program would offer visual and regulatory guidance on how rear-lot development can occur. This includes lot typologies with suggested unit placement, shared driveway standards for deep parcels, diagrams showing utility routing and lot coverage compliance, and a “rear infill ready” checklist tied to permit eligibility. In survey responses, many residents voiced openness to modest density, especially when it respects existing neighborhood character. In Capitol Hill, 43% supported housing diversity, and Avenues residents cited rising costs and a desire to keep families nearby.

Model in Action

Adaptive reuse in Salt Lake City: Ellerbeck Bed and Breakfast, bed and breakfast and café inside a converted historic home, and TheCHARLI, an abandoned taffy factory turned apartment building.



Continued—Implementation Strategy 1: Rear-Lot Infill Activation Program



This map identifies parcels in the Avenues and Capitol Hill neighborhoods that are currently eligible for ADU development under existing zoning, along with additional parcels that would become eligible for infill housing if rezoned to RMF-30 or MU-3. The combined eligibility reflects a cumulative housing potential, with up to 1,823 new units possible under proposed changes. This growth aligns with community feedback favoring gentle infill and expanded housing options.



Implementation Strategy 2: Infill Navigator Program for Homeowners and First-Time Builders

Residents want more housing options, but they also want clarity. A navigator program turns zoning reform into action. While RMF-30 and MU-3 zoning changes make small-scale infill legal, many residents and small builders remain unsure about how to proceed. The permitting process can be confusing, especially for first-time applicants or homeowners unfamiliar with lot coverage, setbacks, or site design standards. We recommend an Infill Navigator Program, a city-supported service that guides applicants through zoning, permitting, and coordination with contractors and designers. Navigators could be housed within the Planning Division or delivered through a nonprofit partner with local knowledge. Their support would include one-on-one coaching, access to pre-reviewed plans, and coordination with trusted builders to reduce friction in the development process.

Model in Action

A navigator program would fill this gap and ensure the city's goals for housing growth are accessible to everyday residents, not just professional developers. [Atlanta's Infill Strategy](#) offers a useful model, providing permit coaching and zoning guidance specifically tailored to homeowners and small builders. By pairing zoning reform with person-to-person assistance, Salt Lake City can increase housing delivery without overwhelming staff or the public.

Implementation Strategy 3: Community Infill Accelerator with Trusted Builders

Zoning reform may authorize new housing forms, but construction requires skilled builders who understand the neighborhoods, the code, and the community context. We recommend a Community Infill Accelerator, a program to support and partner with local contractors, nonprofit builders, and neighborhood-based firms to build housing under the new zoning designations. Incentives would include permit fee waivers, access to expedited review, and eligibility for city-led pilot projects. The goal is to build a vetted network of trusted builders who can deliver housing that reflects the city's goals for livability, character, and affordability, particularly in areas like the Avenues and Capitol Hill where design sensitivity matters. Survey results reflect both interest in modest density and skepticism toward speculative development. Many residents support infill that is done carefully or shaped by neighborhood input, and this strategy ensures that new housing is built by partners with a stake in the community.

Model in Action

[Minneapolis' 4d Affordable Housing Program](#) is an example of how a city can pair gentle density with implementation support, using incentive-based partnerships with small developers. Salt Lake City can adapt this concept to support infill under RMF-30 and MU-3 in a way that empowers local capacity and builds trust in the planning process. These partnerships would generate visible, neighborhood-scaled housing while strengthening public confidence in long-term land use change.



We propose strategies which promote more capacity and a greater mix of uses while encouraging new development to complement the scale and aesthetics of historic structures. This Guiding Principle is based on residents' preferences for land use change (especially mixed-use development) and their concerns for preserving the aesthetic of their neighborhoods (at least in the Avenues), as well as policy described in several city plans regarding creating more walkable neighborhoods that are affordable to a broader range of residents.

The vast majority of Capitol Hill and Avenues residents surveyed favor land use change, including a majority from both neighborhoods, homeowners, and renters. Respondents especially favored allowing more mixed-use development. However, the second-largest group of respondents indicated a preference for no change (23%). Avenues residents we interviewed shared concerns about the historic structures in the neighborhood and new buildings not fitting the neighborhood's identity. Residents in favor of change preferred small-scale, "quiet businesses" in mixed-use settings, reflecting similar concerns. This Guiding Principle reflects residents' preferences and concerns. The strategies below promote the development of new housing units and commercial uses while recognizing and celebrating the historic buildings that are central to the identities of Capitol Hill and the Avenues.

Implementation Strategy 1: Regulate building materials along street fronts within historic districts

While Utah law forbids regulating aesthetic architectural decisions in many cases, Utah's Land Use, Development, and Management Act (LUDMA) makes an explicit exception for historic districts. [Utah Code 10-9a-534](#) subsections 3(a) and 3(e) allow a municipality to regulate design elements of single- and two-family dwellings if the area falls within a historic district or if the area around the dwelling was largely developed before 1950. These two subsections cover most of Capitol Hill and the Greater Avenues. Additionally, we found no laws limiting a municipality's ability to regulate design elements for multifamily buildings, see Figure 18 in Appendix.

Common Design Characteristics in Capitol Hill and the Avenues:

- Brick (painted/unpainted) or wood cladding
- Pitched/pyramidal roofs
- Full-width covered porches
- Wood trim
- Large street-facing windows
- Garages to side/rear

We recommend the city create a list of cladding materials consistent with or similar to the materials present in historical structures and require 80% of street-fronting sides of buildings to utilize those materials for new construction within the historic district. In both Capitol Hill and the Avenues, we recommend that this list at least include brick (painted or unpainted), wooden siding, and stone, based on structures we observed within the historic district. The city could compile a separate list of required ornamental and ingress/egress features that mirror those found on historic structures. This list should include, non-exhaustively, window awnings, covered porches, and painted trim. For a user-friendly example of municipal code that uses a similar list, see [Provo City's residential and mixed-use design standards](#).

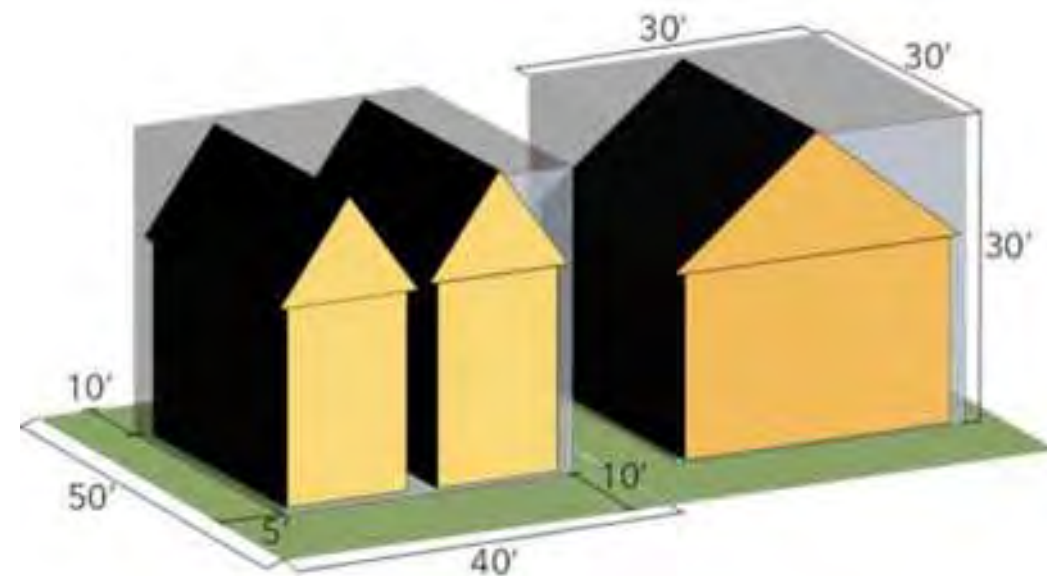


Implementation Strategy 2: Apply uniform setback and height requirements in zones that allow for a variety of housing forms

Efforts to develop a variety of housing types should be sensitive to the scale of the buildings around them. To ensure that housing forms such as cottage courts, townhomes, urban houses, and duplexes reasonably reflect the scale of existing development, the city should implement form-based standards to apply to all areas zoned for single family and multifamily residential use.

For areas proposed to be zoned RMF-30, we recommend implementing form-based standards to simplify setback, height, and lot coverage standards. This simplification aligns with Salt Lake City's goal to shorten the city's zoning code, currently embodied by the proposal to amend R-1 zoning. The proposed R-1 zoning amendments would create a new land use category for "small lot dwellings" with different rules than for single-family units. To simplify rules about setbacks and lot coverage, we recommend that the standards described for small lot dwellings (excluding lot size and building footprint) in the R-1 zoning amendments be substituted for RMF-30s standards for building setbacks and lot coverage, standards which currently vary by each type of building form. The maximum height of RMF-30 zones should remain 30 ft., which is also the height limit proposed in the R-1 zoning amendments. Making these changes will create a standard envelope within which all new structures are required to fit regardless of building type, ensuring different dwelling types fit the scale of existing structures.

Beyond the proposed RMF-30 areas of the Avenues and Capitol Hill, there are parts of both neighborhoods that should continue to be zoned for single-family and two-family residential use. These areas include Ensign Peak, large parts of the Upper Avenues, and Federal Heights. The portions of these areas zoned foothills residential (FR) should not be included for adding further density through small lot development as doing so would increase density in some of the least accessible areas of Salt Lake City. The remaining areas, zoned R-1, R-2, or special residential (SR), are currently considered within the framework of the R-1 zoning amendments. To further simplify the process of development in these zones, the current R-1 zoning amendments should be changed to forgo separate standards for single-family and small lot dwellings in favor of applying the small lot dwelling standards to both small lot and single-family dwellings.

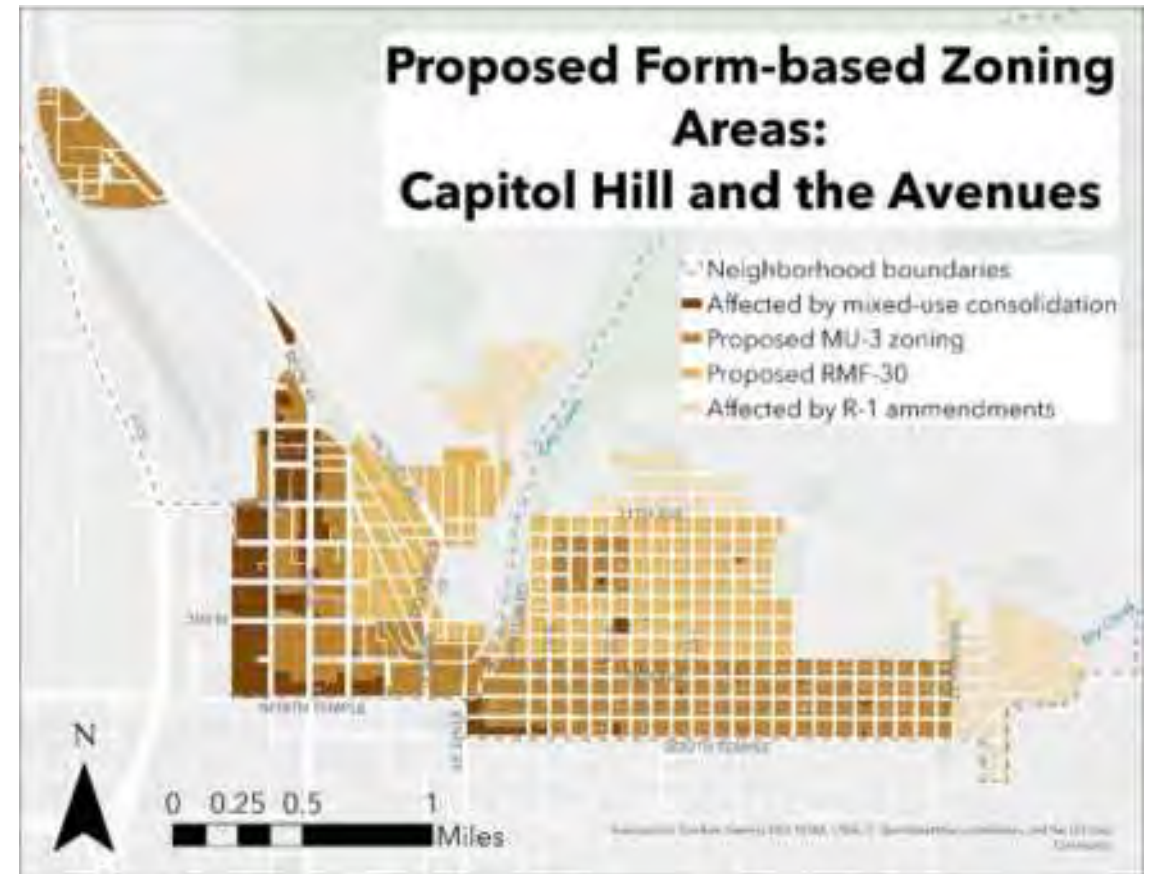




Implementation Strategy 3: Communicate Form-based Zoning Changes

Since form-based zoning may be unfamiliar to residents of the Avenues and Capitol Hill, the city should provide a variety of community engagement opportunities for residents to learn about and contribute to form-based standards. This community engagement can be completed in conjunction with Implementation [Strategy 3](#) under [Guiding Principle 2](#) or independently, considering time constraints and community engagement objectives. The form-based changes we proposed in Implementation Strategy 4.2 would allow for more housing units in R-1, R-2, SR, and RMF-30 zones. Additionally, the proposed [MU-3 zone](#) includes many form-based standards. We intend form-based standards to ensure new development in the Avenues and Capitol Hill fits the scale and identity of these neighborhoods. To make sure the new, form-based standards promote development, property owners in these neighborhoods need to understand how to meet the new standards.

Salt Lake City conducted a community engagement campaign as part of the [mixed-use zoning consolidation](#) project. Walking tours and open houses provided opportunities for the public to learn about and express opinions on form-based zoning. At the time of the community engagement campaign, the Avenues and Capitol Hill did not have large areas that would be affected by the zoning consolidation. No events were held in the Avenues, and only one event was held in Capitol Hill. The changes we propose would greatly expand the areas regulated with form-based standards in both mixed-use and residential zones, so further community engagement will be needed in these neighborhoods. We recommend that community engagement include public meetings, walking tours, and online resources. Public meetings should be coordinated with the Capitol Hill and Greater Avenues community councils and should include both a presentation on how form-based requirements work and an interactive exercise where participants can organize different building forms within form-based setback and height requirements.



This modeling exercise could be facilitated using materials as simple as wood blocks for building segments and a transparent box to illustrate setbacks and height limits (more complex, 3D-modeled components could also be used). Since form-based requirements can include regulations on design elements within historic districts (see Implementation Strategy 1), historic district walking tours should be used as a chance to collect community input about the aspects of historic architecture residents value. Online resources should include an interactive Storymap similar to the one used for the mixed-use zoning consolidation project and a survey to acquire community input on materials standards for new development within historic districts.



Housing: Filling the Gaps—Encouraging Missing Middle Housing for Livable Neighborhoods

The core of our proposal is to introduce missing middle housing, defined as small-scale, multi-unit buildings with 2–4 units, often nestled within existing residential areas, as a sustainable solution for creating diverse and affordable housing options. This type of housing addresses the gap between single-family homes and larger, high-density apartment buildings. Our vision is to foster “gentle density” in Capitol Hill and the Avenues by supporting the development of missing middle housing, which can complement the existing neighborhood while providing new opportunities for residents.





According to the [National Association of Realtors' 2023 survey](#) on community and transportation preferences, 79% of Americans said it was somewhat or very important that their next home be “within an easy walk of other places and things in a community, such as shops and parks.” This reflects a growing preference for walkable neighborhoods, even if it means trading larger lots or housing sizes for accessibility. Currently, the Avenues and Capitol Hill neighborhoods are characterized by a mix of historic homes, single-family residences, and small-scale multifamily housing. The growing demand for walkable, transit-oriented housing calls for strategic land use changes. Through community engagement, we discovered many residents desire increased affordable housing for rent and for sale. Many also expressed interest in expanding small multifamily housing options. To support this shift, we propose targeted rezoning to encourage a greater diversity of housing near key transit corridors, commercial hubs, and schools. This approach aligns with the Housing + Transportation (H+T) Index, which emphasizes that housing and transportation are the two largest household expenses. By increasing housing near transit, shops, and schools, residents can reduce their transportation costs, which makes the total cost of living more affordable and sustainable. Our research and community engagement also determined that much of the housing stock in the Avenues and Capitol Hill are deteriorating and in need of improvements. Salt Lake City has many programs available to residents to aid in the improvement of existing housing, to which we can connect residents. And since energy costs can seriously limit affordability, we propose an incentive program for energy retrofits that lower energy bills and promote sustainability.

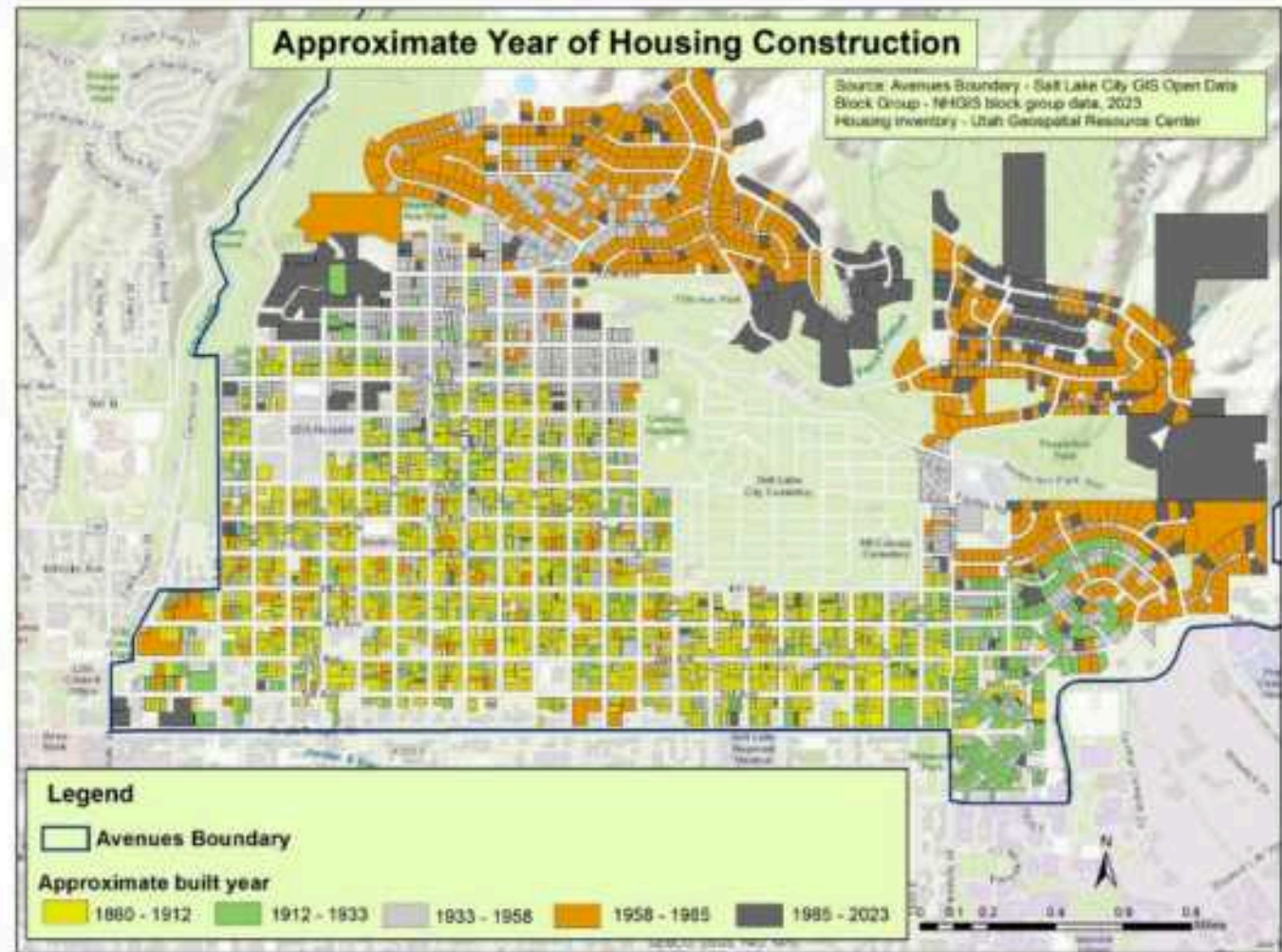
Implementation Strategy 1: Connect Avenues and Capitol Hill Residents with Existing Home Repair Resources

As part of our community engagement with neighborhood residents, we conducted interviews to evaluate current housing conditions. Multiple residents noted that many houses are deteriorating. Through the [Housing Stability Division](#), Salt Lake City offers a range of home repair and preservation programs, such as the Home Repair Program, Fix the Bricks, and the Handyman Program, but many eligible residents in the Avenues and Capitol Hill may be unaware of these opportunities or unsure how to apply. These two neighborhoods contain some of the oldest housing in the city—according to the [U.S. Census](#), 85% of housing units in the Avenues and 58% in Capitol Hill were built before 1979. This aging housing stock faces increased risk of deterioration, including issues like outdated wiring, plumbing, and unreinforced masonry.

To better serve these neighborhoods, we propose the development of a targeted outreach and navigation system to connect residents with Salt Lake City's existing housing programs. This will include direct mail campaigns, pop-up info sessions at neighborhood events, and partnerships with local organizations such as the community councils or preservation groups. By improving access to these resources, this strategy would support the preservation of historic homes, help prevent displacement and reinforce long-term affordability. It encourages reinvestment without requiring new funding structures and ensures that the benefits of city programs are reaching the residents that need them.



Continued—Implementation Strategy 1: Connect Avenues and Capitol Hill Residents with Existing Home Repair Resources





Implementation Strategy 2: : Establish a Multifamily Heating and Weatherization Incentive

Older small multifamily buildings in the Avenues and Capitol Hill often lack modern, efficient heating and weatherization systems. These buildings are expensive to heat and cool, and many fall outside the scope of existing energy efficiency programs, which typically focus on either single-family homes or large apartment complexes. To decrease energy costs and improve sustainability we propose that the Avenues and Capitol Hill adopt a program that provides financial support for building improvements. Applicable improvements are wall and attic insulation, window upgrades, and energy-efficient heating systems.

Our version would target 2–8 unit properties in the Avenues and Capitol Hill that rely on outdated electric baseboard heat or gas furnaces. Property owners would receive financial incentives based on the projected energy savings from their upgrades, with higher rebates awarded for improvements that deliver greater energy reductions. For rental properties, participation would require a five-year commitment to maintain affordable rents. For owner-occupied homes, eligibility would be for homeowners at 80% AMHI. By tailoring retrofit incentives to small multifamily buildings, this strategy supports the sustainability, comfort, and affordability of missing middle housing in two of the city’s oldest and most architecturally significant neighborhoods.

Implementation Strategy 3: Following Transit-Oriented Development Guidelines

One key strategy to increase housing near transit is to allow internal conversions of existing homes near frequent bus routes. The Utah Transit Authority has frequent 15-minute service is provided by routes 1, 2, 200, and 209. Within one-eighth of a mile of these corridors, there are existing single-family homes that are larger than current household sizes require. We propose the permitting of internal conversions, such as turning a single-family home into a duplex or triplex without changing its exterior form. Through these conversions we can create additional housing options that are cost-effective and minimally disruptive to neighborhood character. This approach supports the principles of Transit-Oriented Development (TOD) by increasing housing within walking distance of reliable transit. It also reduces household transportation costs, as measured by the Housing + Transportation (H+T) Index, which considers both rent and travel expenses. The framework ties increased housing opportunities to proximity to frequent transit, while also emphasizing reduced car dependence and equitable access to amenities.

Model in Action

A weatherization program would lower energy costs and improve sustainability. It is modeled after Seattle City Light’s Multifamily Weatherization Incentive. According to Seattle’s program, buildings with income-qualified tenants may be eligible for incentives covering up to 90% of project costs. An Avenues and Capitol Hill version could leverage Inflation Reduction Act funds, utility partnerships, and local housing affordability programs to achieve similar results.

Model in Action

To guide this effort, we draw inspiration from Los Angeles Transit-Oriented Communities, which encourages housing development in areas well-served by transit and sets specific goals for housing affordability, density, and walkability. Adopting similar principles in the Avenues and Capitol Hill would align land use with transportation infrastructure and promote more inclusive, sustainable growth.



Guiding Principle 2: Engage Communities to Build Support Through Educational Tools

To ensure that our housing vision is implemented successfully and equitably, it is essential to build community understanding and support through transparent engagement and accessible educational strategies. We propose the following multi-pronged approach to not only reach residents but to empower them to connect to resources that can support their housing concerns and needs.

Implementation Strategy 1: Community Design Workshops and Walking Tours

Interactive design workshops and guided walking tours will provide residents with tangible, on-the-ground experiences where they can better understand what potential housing solutions exist. These sessions will create direct dialogue between residents and planners, allowing the community to express their ideas and concerns while exploring real-life examples of missing middle housing. Walking tours will highlight existing housing types, potential sites for strategic infill, and facilitate discussions around density, aesthetics, and infrastructure. These experiences educate and foster a sense of shared ownership and trust in the planning process.

Implementation Strategy 3: Community-Led Housing Stories

Personal stories humanize policy. By collecting and sharing firsthand accounts from residents—such as homeowners who have added ADUs, renters benefiting from affordable housing programs, or families finding stability through missing middle housing—we aim to build empathy and shift public narratives. These stories will be shared via newsletters, public meetings, social media, and neighborhood events to connect policy goals with community experience. This strategy is essential for dispelling misconceptions, addressing fears, and highlighting the benefits of diverse housing options.

Implementation Strategy 2: Visualizing Housing Solutions with Simple, Accessible Tools

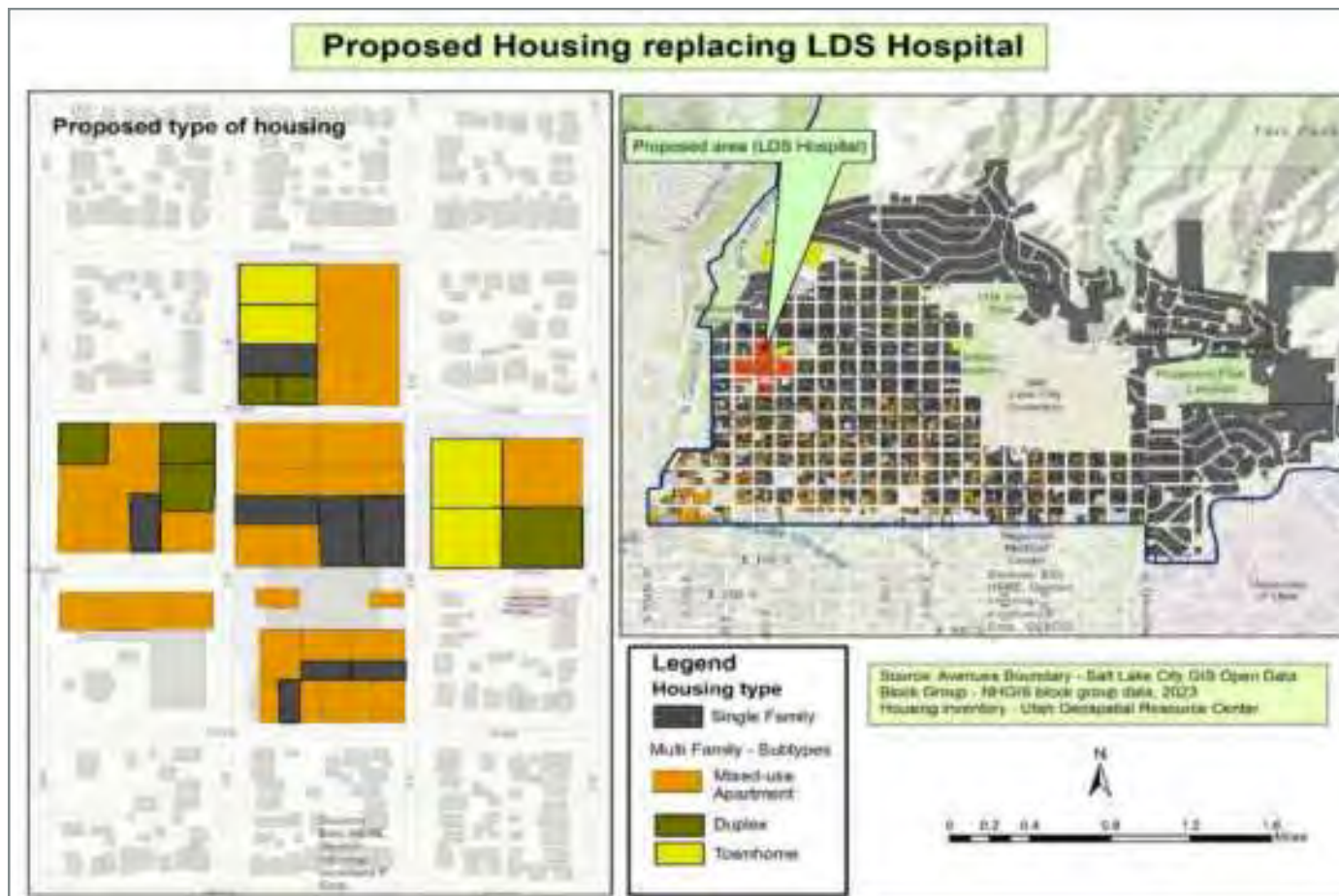
To clarify how proposed changes might manifest in the built environment, we will use visual tools that are easy for all community members to understand. These include before-and-after photo simulations, 3D models, and illustrated design guides that demonstrate how ADUs, duplexes, and fourplexes can be sensitively integrated into existing neighborhoods. Simple maps and annotated diagrams will help demystify zoning concepts and make planning discussions more approachable, inclusive, and solution-focused.





Implementation Strategy 1: Inclusion of vulnerable and important citizens – nurse, fire fighters, college students

Unaffordable housing and gentrification are displacing people from the Avenues and Capitol Hill. Alongside this, enrollment in schools is decreasing resulting in the closing of schools. Students are valuable members of communities, whose needs should be a key consideration while proposing any housing policy. Fire fighters, veterans, teachers, civil servants, and trades workers are community heroes who contribute safety and service to our city. However, they are also often underpaid and struggle to afford housing. With the LDS Hospital site to soon be vacated, there is an opportunity to re-imagine this site as a way to offer convenient and appealing housing to these groups.



This 3D rendering illustrates the future housing proposed for the LDS hospital site. The focus is on missing middle housing in the form of apartment building, townhome, duplex and single family housing. The apartment buildings would have commercial space on the bottom and residential use above. There are people who prefer single family housing and so it has also taken place in the proposal.



Implementation Strategy 2: Inclusion of space for small businesses within a development

The Community Benefit and Tenant Displacement amendment of Salt Lake City suggests to facilitate community connection with spaces for business. This would benefit the community and people would be encouraged to stay in the Avenues and Capitol Hill rather than seeking housing elsewhere. Apartment buildings that include activated facilities on the ground floor and residence on the upper floors could be a way to effectively use this space.

Implementation Strategy 3: Active community participation by negotiating with developers, building representatives, planners and various other stakeholders to bring accountability and transparency

Community participatory meetings can be extended. Active participation of all the stakeholders would go through consequent modifications until community benefit is ensured. Tenant Displacement and Relocation Assistance would not apply as LDS hospital is almost an under-utilized site where no residents exist and no existing dwelling units are there which need to be demolished.





Over 90% of both neighborhoods are currently zoned for Single Family Residential housing. This creates a gap in housing supply and affordability as this dominant zoning type heavily restricts the development of diverse housing types, ignoring the need for missing middle housing. The limited supply of multifamily housing limits opportunities for families and individuals to find affordable housing in both neighborhoods, while putting pressure on the existing single-family housing stock.

Implementation Strategy 1: Amending Minimum Lot Size Requirements

As Salt Lake City continues to grow, there is a lack of available land for development. The current minimum lot size requirements utilize more land than is available and create more barriers to meeting current housing needs. Rather than focusing on high-density development such as multiple-story apartments, the Avenues and Capitol Hill neighborhoods can benefit from lower minimum lot sizes for housing options that will accommodate the growing, financially diverse population.

Implementation Strategy 2: Up-Zoning Through the Elimination of Single-Family Zoning While Encouraging ADUs and Low-Density, Multifamily Housing

As Salt Lake City continues to grow, there is a problematic lack of available land for development. The current minimum lot size requirements utilize more land than is available and create more barriers to meeting current housing needs. Rather than focusing on high-density development such as multiple-story apartments, the Avenues and Capitol Hill neighborhoods can benefit from lower minimum lot sizes for housing options that will accommodate the growing, financially diverse population.

Implementation Strategy 3: Creating dialogue between residents and city officials through community engagement and outreach

By creating meaningful opportunities for dialogue, we have gained a deeper understanding of community needs, values, and concerns related to housing in the Avenues and Capitol Hill. A main issue among renters and homeowners is the fact that there is a lack of affordable housing. However, affordable housing projects are often thrown out due to community opposition. According to a report by the Utah Foundation, 56% of municipal officials and staff see community opposition as the most substantial barrier to affordable housing. The lack of community engagement and knowledge on what affordable housing looks like can be a huge factor in the implementation of zoning reform that encourages high-density, multifamily housing.



Transportation: Enhance Multi-Modal Transportation to Improve Safety, Affordability, and Neighborhood Livability

Improving how people move through Capitol Hill and the Avenues requires rethinking transportation as a system that provides safe, accessible, and affordable options for all residents, regardless of age, ability, or mode of travel. Enhancing multimodal transportation expands choices beyond personal vehicles, allowing more people to walk, bike, or take transit to everyday destinations. This Big Idea brings together targeted strategies to address these overlapping issues based on strong feedback from residents, including concerns about unsafe intersections, poor sidewalk conditions, speeding traffic, and disconnected bike and transit networks. Survey and interview data reveal that limited mobility options and unsafe infrastructure significantly impact women, older adults, and renters.

Enhancing multimodal access supports Salt Lake City's Transportation Master Plan and broader citywide goals, including sustainability and climate resilience. Moreover, multimodal transportation can reduce household transportation costs by allowing families to own fewer vehicles. The Housing + Transportation (H+T) Affordability Index developed by the Center for Neighborhood Technology recommends that combined housing and transportation costs not exceed 45% of household income to be considered affordable. By improving transit, biking, and walking infrastructure, residents can lower transportation expenses, making the neighborhood more affordable and accessible. These improvements promote safer streets, lower transportation burdens, and more livable, inclusive communities.





Pedestrian safety is a significant concern in the Avenues and Capitol Hill neighborhoods. Field observations and community surveys have revealed widespread issues such as unmarked crosswalks, missing stop signs, and high-speed traffic. Survey data further highlighted these concerns, with 16% of respondents in the Avenues and 12% in Capitol Hill identifying unsafe intersections as the most concerning transportation issue. Similarly, over 11% of Avenues respondents and 10% of Capitol Hill respondents emphasized unsafe intersections as their top transportation concern. The majority of respondents were women, aged 25–34, and from middle-income households. Additionally, more than 21% of Avenues respondents and 32% of Capitol Hill respondents—most of whom were women—indicated that safer intersections would encourage them to walk more. These findings reflect a strong public demand for improved pedestrian infrastructure and safer intersections to enhance overall neighborhood livability.

Several implementation strategies have been outlined below, prioritized according to criteria established by the Livable Streets Program. These criteria include crash data, speed data, proximity to community assets, and demographic information. Most of the recommended locations were selected based on pedestrian crash data, with a focus on cost-effective measures.

Implementation Strategy 1: Strategic Placement of Stop and Yield Signs

To improve pedestrian safety, it is essential to ensure safe crosswalks at intersections. National data shows that 39% of pedestrian fatalities and severe injuries occur at intersections. Therefore, a comprehensive assessment of intersections lacking proper signage was conducted using field observations and public input. Many intersections—particularly in the Avenues—lack appropriate stop and yield signs, creating hazardous conditions for both pedestrians and drivers. The following actions are recommended:

- Install stop signs, stop signs or in-street pedestrian crossing signs at high-risk intersections, especially those with a history of pedestrian-related incidents or low driver compliance.
- Enhance visibility of existing signage by removing visual obstructions and using reflective or illuminated materials to improve nighttime visibility (a technique known as daylighting intersections).
- Although Rectangular Rapid Flashing Beacons (RRFBs) are relatively expensive, they are well-suited for high-traffic areas with fast-moving vehicles—such as intersections along South Temple.

Intervention	Description	Locations	Justification
Stop/Yield Signs & In-Street Pedestrian Crossing Signs	Install appropriate signage (stop, yield, or In-Street Pedestrian Crossing) at high-risk intersections to improve pedestrian and driver awareness.	9th Ave & I St 6th Ave & H St 1st Ave & H St, G St 2nd Ave & L St, K St 5th Ave & M St, B St 11th Ave & B St N St & 2nd Ave	Many intersections in the Avenues lack appropriate signage, leading to unsafe conditions; these locations are known for low compliance or pedestrian-related issues.
Enhanced Sign Visibility (Daylighting Intersections)	Remove visual obstructions near signs and use reflective or illuminated materials to increase visibility, especially at night.	Same as above	Enhancing visibility at these intersections can reduce crash risk and improve driver reaction time, especially during low-light conditions.
Rectangular Rapid Flashing Beacons (RRFBs)	Install RRFBs at high-traffic intersections to alert drivers of pedestrian presence, especially in areas with fast-moving vehicles or near schools.	South Temple & L St	High traffic volume and vehicle speeds, plus proximity to a school, make this intersection a priority for enhanced pedestrian safety with RRFBs.



Implementation Strategy 2: Pedestrian Crossing Enhancements

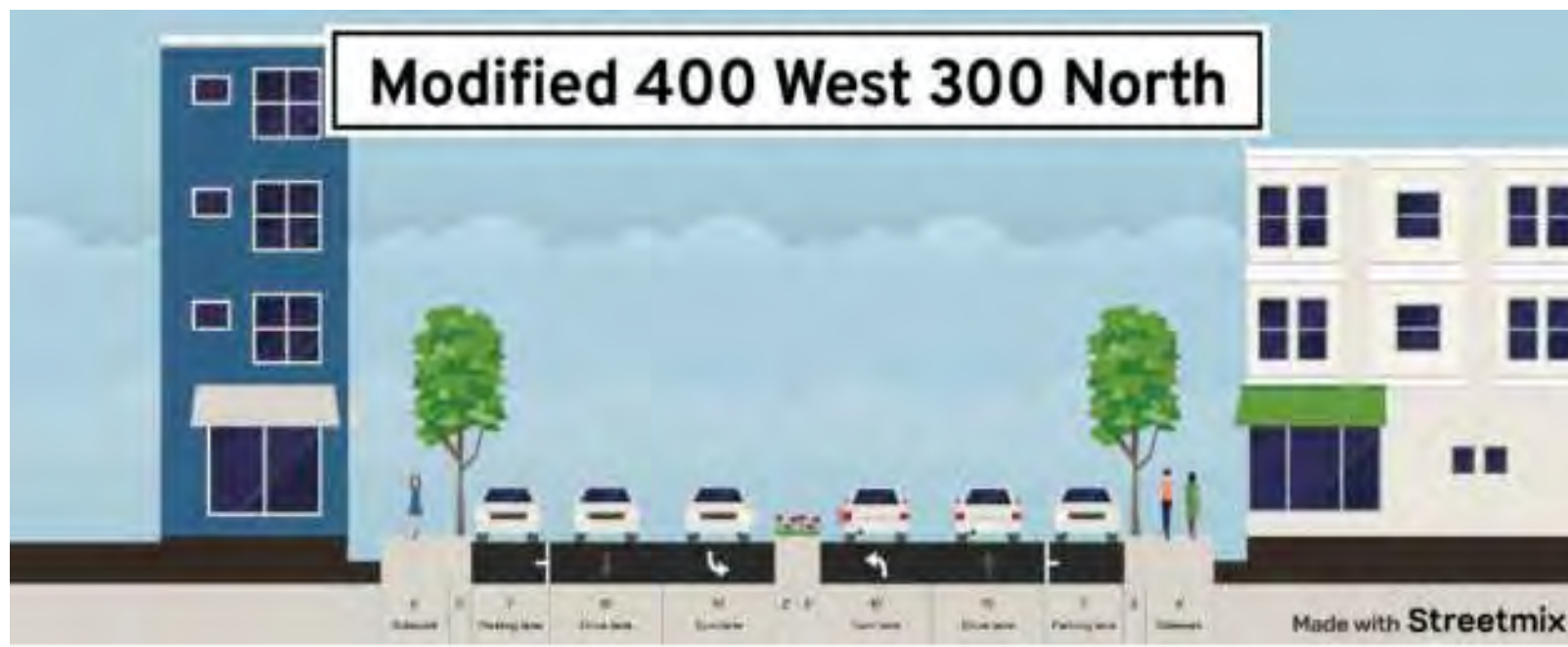
Safe and accessible crosswalks are essential for ensuring pedestrian safety. Crosswalks should be designed to allow pedestrians to cross roads without confusion or unnecessary risk. To achieve this, the following measures are recommended: the installation of medians or intersection barriers with marked Crosswalks.

In selected locations the construction of medians or intersection barriers with clearly marked crosswalks can significantly improve safety. These medians also serve as refuge islands, providing a safe space for pedestrians who cannot cross the entire roadway in one signal cycle. A successful example of this approach can be seen at the intersection of Martin Luther King Jr. Way and Addison Street in Berkeley, CA.

Intervention	Description	Locations	Justification
Medians with Marked Crosswalks / Intersection Barriers	Construct physical medians or barriers at intersections with clearly marked crosswalks; medians act as pedestrian refuge islands.	<ul style="list-style-type: none"> • 400 W & 300 N • 400 W & 400 N • 400 W & 500 N • 300 W & 300 N • 300 W & 400 N • 300 W & 500 N • 500 N & Columbus St 	These intersections experience higher traffic volumes. Medians improve pedestrian safety by offering a safe refuge and reducing crossing distances.
Clearly Marked Crosswalks Only	Install highly visible crosswalk markings at intersections where traffic volume is lower and medians are not feasible.	<ul style="list-style-type: none"> • 200 N & Quince • 200 N & West Temple • 200 N & Main St • 200 W & 300 N • 200 W & 400 N • 200 W & 500 N • 600 N & 400 W • 600 N & 300 W • 300 N & Center St 	In low-density traffic areas, marked crosswalks help guide pedestrian movement, reduce jaywalking, and increase driver awareness without major infrastructure changes.



Continued—Implementation Strategy 2: Pedestrian Crossing Enhancements





Implementation Strategy 3: Signal Timing and Crosswalk Technology Improvements

At some intersections in the Avenues and Capitol Hill, pedestrian signals do exist, but the walk time is too short, which contributes to pedestrian-vehicle conflicts and crash risk. Implementing Leading Pedestrian Intervals (LPIs) allows pedestrians to begin crossing several seconds before vehicles are given a green light. This head start increases visibility and reduces the likelihood of collisions with turning vehicles.

Intervention	Description	Locations	Justification
Leading Pedestrian Intervals (LPIs) & Crosswalk Signal Timing	Adjust signal timing to include LPIs and extend pedestrian walk time. LPIs give pedestrians a head start before vehicle traffic moves.	<ul style="list-style-type: none">• Same as above• Main St & 200 N• North Temple & 200 W• North Temple & 300 W	Short walk times increase conflict risk with vehicles, especially turning movements. LPIs and extended timing improve safety and visibility at signalized intersections.



To create vibrant and livable communities, it is crucial to ensure safety within neighborhoods. Survey results show that approximately 31% of responses in the Avenues, 25% of responses in Capitol Hill, and almost 25% of responses from visitors express concerns about speeding vehicles. Some interviewees also mentioned their desire for traffic calming measures such as stop lights with timers and speed bumps or roundabouts in high-traffic areas. A UDOT study on Capitol Hill indicates that nearly 7% of traffic crashes involve pedestrians or cyclists, which highlights significant risks for vulnerable roadway users. To address these concerns, this Guiding Principle emphasizes prioritizing neighborhood safety through the strategic implementation of Traffic Calming Measures. These measures aim to reduce vehicle speeds, enhance pedestrian and cyclist safety, and foster coexistence among all transportation modes.

The three following strategies are interconnected, which increases the effectiveness of each by lowering the vehicle speeds and prioritizing pedestrian and cyclist safety. By implementing portable speed trailers in school zones, installing traffic circles, medians, and curb extensions at critical intersections, and integrating street trees, rumble strips, enhanced pavement markings, and speed cushions on wider streets, a comprehensive traffic-calming framework emerges. This effort aims to create safer, more inclusive, and livable neighborhoods. One barrier to keep in mind is the recent legislative change, SB 195, which passed in the 2025 legislative session and requires UDOT's approval on any arterial and collector roads and streets changes.

Implementation Strategy 1: Enhancing School Zone Safety Through Speed Management

School zones are crucial to consider for safety because almost 800 school-age children are involved in fatal crashes in the United States during regular school travel hours every year. Based on our observations, one school zone in the Avenues did not have school zone signs, which made drivers speed. According to the Manual on Uniform Traffic Control Devices (MUTCD), the reduced school speed limit zone should be at least 200 feet in advance of the school grounds. Combining this measure with pedestrian and bicycle crash maps for the Avenues shows that none of the crashes in the Avenues occur in the school zones. However, in Capitol Hill, many crashes are within the 200 foot distance of schools.

To slow down drivers and prevent crashes, we recommend the following traffic calming measure:

Portable speed trailers are cost-effective initiatives (\$10,000 to \$15,000) that display drivers' speeds compared to the speed limit. Several studies show that this strategy can slow down the speed of drivers and reduce crashes. One of the key areas appropriate for this initiative is school zones, which are accident hotspots, especially in Capitol Hill. The recommended place for speed trailers in Capitol Hill is 300 North between 200 West and 400 West.



Implementation Strategy 2: Traffic Calming at High-Risk Nodes

Intersections are priorities in safety strategies because each year almost 50% of traffic injuries in the United States occur in these settings. Crash data in the Avenues and Capitol Hill also reveals that many crashes occurred at intersections between 2017 and 2021. To make drivers reduce their speeds, we identified high-risk intersections and recommend traffic calming measures based on crash data and our future land use map (considering the future commercial corridors and mixed land use areas).

Strategy	Description	Cost	Example	Recommended Locations	Justification
Traffic circles	Raised islands placed in intersections to slow down drivers and eliminate straight-through movement.	\$15,000 – \$50,000	Sacramento County – 11% speed reduction and 71% crash reduction	- 2nd Ave & K St - 5th Ave & B St	To reduce drivers' speed in the Avenues at intersections with high crash rates.
Medians	Medians with horizontal deflection to reduce lanes and calm traffic. Suitable for minor arterials, collectors, and local roads.	\$10,000 – \$15,000	Live Oak Complete Street, CA (SR99)	- 300 W at intersections with 300 N, 400 N, 500 N, and 600 N - 400 W & 600 N - 500 N & 400 W - North Temple at West Temple, 200 W, and Main St	There are crash clusters in the identified locations. Implementing medians would slow drivers down and reduce crashes. The future business corridor will also be located on the 300 W corridor, which makes this corridor more crowded and prone to accidents.
Bulb-outs	They narrow the roadway at intersections to slow traffic and improve pedestrian safety.	\$20,000 – \$100,000	Yolo County, CA	- 500 N & 300 W (both sides) - 300 N & 300 W - 400 W & 600 N (both sides)	These corridors are really wide with no bulb-outs as a traffic calming measure.



Implementation Strategy 3: Speed Reduction on Wide Corridors

There are many wide corridors in Capitol Hill and the Avenues which were sites of a range of pedestrian and cyclists crash severities. According to research that has shown that narrower lanes make drivers reduce their speeds, we recommend the following strategies for Capitol Hill and the Avenues.

Strategy	Description	Cost	Example	Recommended Locations
Street trees	Low-cost strategy that reduces driver speed and enhances aesthetics. Often paired with medians.	Low	the City of Rio Vista , (Complete Street redesign)	- 300 W (between 500 N and 600 N) - North Temple (between State St and West Temple)
Transverse Rumble Strips	Strips that alert drivers via vibration and sound. Effective on low-traffic roads with stop signs.	Moderate	City of Palm Beach Gardens	- 300 N between 300 W and 200 W
Pavement markings	High-visibility markings (center lines, stop lines, parking outlines) reduce crash risks. Importance of retroreflectivity emphasized in research.	Low	Based on crash reduction research	Capitol Hill: - Center Line & Yield Ahead: 200 N, 300 N (300 W–200 W), 400 N - Parking: 500 N (300 W–200 W) The Avenues: All stop signs → add stop lines
Speed Cushions	Raised areas with wheel cut-outs that slow cars but allow buses/emergency vehicles to pass. Should not be near intersections.	\$3,000 – \$5,000	Santa Clarita, CA	Capitol Hill: - 200 N (between West Temple and Almond St) The Avenues: - 1st Ave before H St - 6th Ave before I St (midblock crossings)



In Capitol Hill and the Avenues, sidewalks are not just pedestrian routes but essential connections to transit, neighborhood resources, and public spaces. Findings from surveys and interviews indicate that many sidewalks in these neighborhoods are narrow, uneven, or absent. Residents reported difficulty walking due to cracked surfaces, lack of crosswalks, poor lighting, and steep grades. 74% of survey respondents identified sidewalk conditions as a significant concern, highlighting gaps in continuity and safety. Leading with this feedback reflects the community's apparent desire for safer, more accessible walking conditions. This Guiding Principle builds on the group's Big Idea of "Enhancing Multimodal Transportation" by starting with the most basic mode of travel—walking. Walkable, connected sidewalks improve access to transit and neighborhood amenities, reduce car dependency, and foster community resilience. This principle directly supports Salt Lake City's transportation goals of enhancing walkability and accessibility, ensuring that all residents, regardless of age or ability, can safely reach transit stops, parks, and essential services.

Implementation Strategy 1: Fill Sidewalk Gaps in High-Need Areas

To promote pedestrian access and safety, sidewalk improvements should begin in areas identified through resident feedback and field observations. In the Avenues, survey and interview participants noted concerns about sidewalk quality, describing them as narrow, uneven, or difficult to navigate, particularly on steeper slopes. During field assessments, our team observed missing or incomplete sidewalk segments on streets such as 11th, 12th, and 13th Avenues, especially near older homes. In Capitol Hill, streets like Vine Street and Almond Street showed similar infrastructure gaps, limiting safe pedestrian access.

Reference Model: [Bloomington, Indiana's Sidewalk Equity Index](#)

Recommended Actions:

- Conduct a sidewalk coverage audit on priority streets.
- Identify and document all missing sidewalk segments.
- Install new sidewalk segments using permeable concrete or standard sidewalk materials.
- Incentivize sidewalk dedications during redevelopment by offering zoning or design flexibility to property owners and developers in exchange for public sidewalk easements or frontage improvements in Capitol Hill.
- On narrow streets in Capitol Hill, consider context-sensitive alternatives like painted pedestrian lanes.
- Prioritize school zones, transit-access streets, and public facility access points.

Estimated Cost: \$120–\$250 per linear foot of new sidewalk.



Continued—Implementation Strategy 1: Fill Sidewalk Gaps in High-Need Areas





Implementation Strategy 2: Implement Inclusive and Resilient Sidewalk Design Standards

To ensure new and existing sidewalks serve all users, sidewalk projects should include ADA-compliant design elements such as minimum-width clearances, tactile warning strips, level surfacing, and street lighting. These are especially important on steep grades, common in both neighborhoods.

Recommended Actions:

- Apply ADA-compliant widths and surface materials.
- Install curb ramps and tactile warning strips at all intersections.
- Include lighting for safety and visibility at night.
- Add tree buffers and green strips where possible.

Target Locations:

- 11th, 12th, and 13th Avenues (The Avenues)
- Almond Street, Vine Street (Capitol Hill)

Estimated Cost: \$10,000–\$30,000 per intersection or block segment, depending on upgrades.

Reference Model: [Minneapolis Complete Streets Policy](#)

Implementation Strategy 3: Launch a City-Managed Program to Evaluate and Upgrade Existing Sidewalk Conditions

Establish a city-led and -managed Sidewalk Inventory and Capital Improvement Program (CIP) to improve existing sidewalks in Capitol Hill and the Avenues. While Strategy 1 addresses missing sidewalks, this strategy targets sidewalks that are present but in poor or inaccessible condition. The city can use GIS mapping and field assessments to evaluate sidewalk segments for slope, ADA compliance, safety hazards, and connectivity. This neighborhood-specific inventory would guide a ranked list of local sidewalk upgrades based on safety, accessibility, and equity, ensuring data-driven, high-impact investments.

Recommended Actions:

- Develop a GIS-based sidewalk condition map.
- Score each sidewalk segment based on safety, accessibility, and equity.
- Create a ranked list of improvement projects and integrate them into Salt Lake City's CIP process.

Target Locations:

- 11th, 12th, and 13th Avenues (The Avenues)
- N Almond Street, Vine Street (Capitol Hill)

Estimated Cost:

- Inventory & prioritization system: \$100,000–\$200,000 (one-time)
- Annual sidewalk improvements: \$350,000–\$700,000 (ongoing)

Cost Justification: Though this strategy requires higher upfront costs, it delivers long-term value by prioritizing sidewalk improvements more efficiently and equitably. A centralized, city-managed program enables proactive upgrades, strengthens grant applications, and improves coordination while addressing persistent maintenance and access issues in the Avenues and Capitol Hill. Cities like [Washington, D.C.](#), have succeeded with this model, reporting reduced pedestrian injury rates and improved mobility in equity-priority zones.



To encourage higher ridership, we recommend optimizing bus service frequency and accessibility. Improvements like upgraded shelters and better walking/biking access to stops can help overcome the perception of inconvenience. Notably, 70% of residents surveyed supported more bus routes and stops, especially on South Temple; 50% want wait times reduced to 5–10 minutes.

Implementation Strategy 1: Build a High-Frequency Core Network with Future Streetcar Readiness

We propose developing South Temple as a bus-priority corridor to improve reliability in the short term while preparing for a future streetcar. Modeled on Salt Lake City's 200 South Bus Priority Project, this "BRT Lite" corridor would feature:

- Painted bus-only lanes (full-time or peak-hour)
- Transit signal priority at key intersections
- 10–15 minute service frequency
- Enhanced bike infrastructure alongside transit lanes

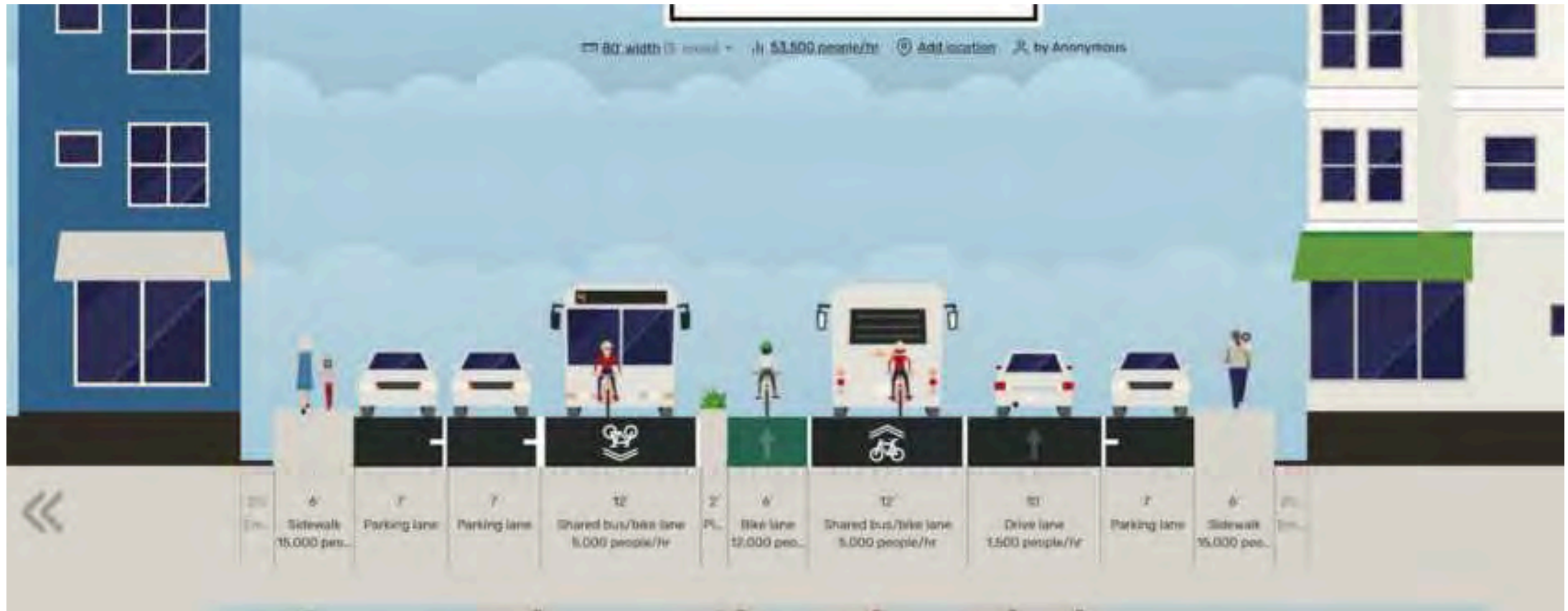
This phased, flexible investment strategy would build ridership now without locking out future upgrades.

South Temple is already identified in UTA and Salt Lake City's long-range plans as a future streetcar corridor. This interim strategy helps build ridership and transit visibility now, while keeping infrastructure investments flexible and scalable. By following the phased approach used by UTA, Salt Lake City can deliver meaningful transit upgrades more quickly and at significantly lower cost. A reconfigured South Temple corridor could accommodate a bus lane and enhanced bike infrastructure. One key barrier to implementing a BRT Lite corridor on South Temple is the lack of dedicated space for exclusive bus lanes. South Temple is a historic and constrained corridor, and reallocating space from general traffic or parking to transit could face pushback from residents, businesses, or historic preservation advocates.

Additionally, as of April 2025, any reallocation of travel lanes on South Temple—which is classified as a minor arterial—would require approval from the Utah Department of Transportation (UDOT). This adds a regulatory hurdle to implementation. Furthermore, the long-term vision of a streetcar may create uncertainty around short-term investments in bus infrastructure if agencies view it as temporary. Enhancing multimodal transportation in Capitol Hill and the Avenues is vital to building a resilient, equitable, and accessible city. Through bus priority treatments, thoughtful route design, and robust first-mile/last-mile connections—including access to nature-based commuter routes—this strategy meets both current needs and future goals. With the Avenues bridging Utah's two largest job centers, now is the time to invest in a transportation system that supports every resident.



Continued—Implementation Strategy 1: Build a High-Frequency Core Network with Future Streetcar Readiness



South Temple Streetcar Imagining



Implementation Strategy 2: Route Reconfiguration

We recommend creating a direct transit spine along 400 North and 400 West, connecting northern Capitol Hill with downtown and rapidly developing areas like the Marmalade District. This route would fill service gaps and complement existing east-west and north-south lines, offering a reliable alternative for residents without cars.

Implementation Strategy 3: Enhance First-Mile/Last-Mile Connectivity

To bridge gaps between homes and transit hubs, we propose targeted improvements to pedestrian paths, bike networks, and shared mobility services. Crucially, bike access to parks and trails like City Creek Canyon and Memory Grove—which double as commuter routes—should be prioritized. Locations for new shared mobility hubs are listed in the table below.

Additionally, there is a pressing need for secure bike parking, especially in the Avenues where bike racks are hard to find. Expanding both formal racks and covered/secure options will support active transportation. These mobility hubs can improve accessibility, support sustainable travel choices, and expand the reach of transit service in areas currently underserved.

Area	Key Locations	Why It Matters
Upper Avenues	I St & 11th Ave, F St & 9th Ave	Steep walks to downtown
Northeast Avenues	Virginia St & 4th Ave	Distant from South Temple service
West Marmalade	Apricot & Reed Ave	Low-frequency service area
Canyon Rd Corridor	Canyon Rd & East Capitol Blvd trailhead	Heavy foot/bike traffic



Approximately 17% of survey respondents identified a lack of bike routes in the neighborhoods as a major transportation issue. Additionally, some interviewees mentioned the need for more bike routes. This notion is further supported by geodata showing the existing bike network, which has limited connectivity either due to less safe bike routes, or a lack of bike routes altogether—as is the case in the Avenues. In Capitol Hill specifically, there are several gaps in the bike network, where routes containing bike lanes are fragmented and not interconnected. Furthermore, in Capitol Hill, a significant portion of the bike network contains routes classified as either moderately safe for most adults or less safe for most adults. Improvements to the existing bike network could enhance safety and accessibility for bicyclists. This can be achieved by adding more bike lanes, including closing gaps in the current network, and incorporating dedicated bicycle safety infrastructure.

Implementation Strategy 1: Adding Basic Bike Infrastructure

Compared to other areas in Salt Lake City, the bike network in both the Capitol Hill and Avenues neighborhoods is incomplete and provides limited coverage. Therefore, to improve accessibility for bicyclists in both neighborhoods, we recommend adding bike lanes to the current bike network. The resulting configuration will maximize coverage by introducing bike lanes in areas that are currently spaced far from existing facilities, ensuring a more evenly distributed and accessible network. Recommended streets were also selected based on their sufficient width to safely accommodate new bike lanes without significantly impacting vehicular traffic or parking.

Additionally, existing bike lanes in both neighborhoods connect to nearby mountain bike trailheads and parks, offering improved access to recreational opportunities. Even though the proposed additional bike lanes do not directly connect to mountain bike trails, they strengthen the overall network by expanding safe riding areas, filling critical gaps, and providing a foundation for future connections. A more complete network encourages increased bicycling activity by making it safer, easier, and more convenient for all users.

Neighborhood	Recommended Street Segment	From	To
The Avenues	9th Avenue	B Street	L Street
The Avenues	6th Avenue	B Street	L Street
Capitol Hill	W 500 North	N 600 West	N 200 West
Capitol Hill	W 400 North	N 600 West	N 200 West
Capitol Hill	W 200 North	N 200 West	Main Street



Implementation Strategy 2: Beyond the Bike Lane – Addressing Safety Issues

Between 2017 and 2021, 28 crashes involving cyclists were reported between the two neighborhoods. Two of those crashes were classified as “No Injury,” nine were “Possible Injury,” 15 were “Injury,” and 2 were “Severe.” The majority of these 28 crashes occurred at intersections. Specifically, over a quarter of the 28 crashes took place on the intersection of North Temple and 2nd Avenue—all at intersection locations. Additionally, six crashes occurred on 300 West—three at intersections and three at non-intersection locations. To help prevent crashes involving cyclists, we recommend the following bicycle safety infrastructure:

A possible contributing factor to the high number of bicyclist-involved crashes at two-way stop-controlled intersections in the Avenues may be the placement of stop bars far in advance of the intersection, which can reduce visibility of oncoming bicyclists and increase the likelihood of conflicts. Additionally, dense tree canopy in the area may obstruct the visibility of stop signs, potentially leading to driver confusion or failure to yield. Therefore, “Cross Traffic Does Not Stop” signs and vegetation trimming are two recommended measures for two-way stop-controlled intersections.

Research shows that, when appropriately located and designed, corner refuge islands, bike boxes, and dedicated bike signals are effective in improving safety for bicyclists. Additionally, protected bike lanes featuring tall painted curbs, though a relatively new concept in the U.S., are designed to reduce the risk of severe crashes. The City of Boulder was the first in the nation to implement this concept.

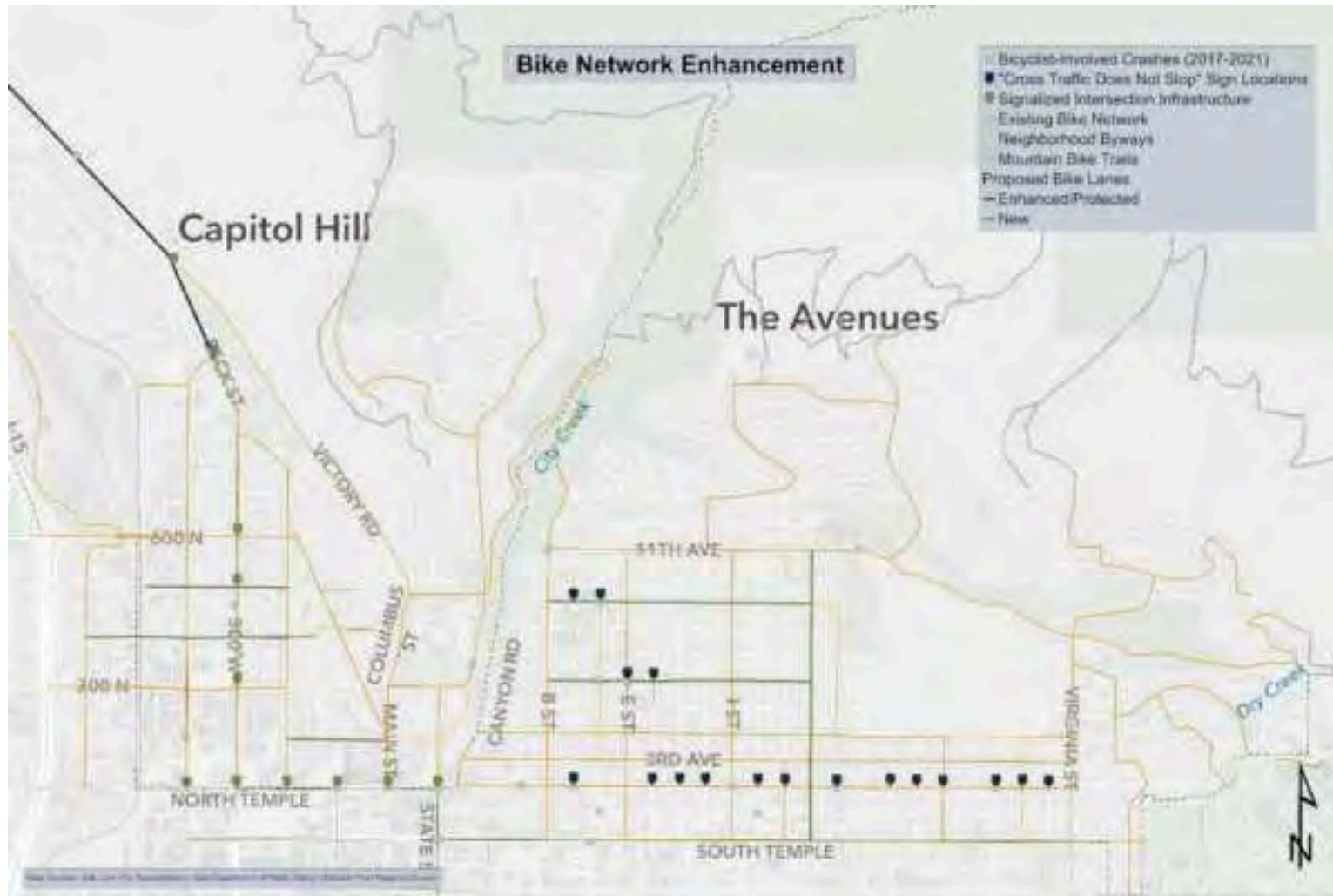
Location Type	Proposed Infrastructure	Proposed Streets/Segments	Justification
Signalized Intersections	<ul style="list-style-type: none"> • Corner refuge islands • Bike boxes • Dedicated bike signals 	All signalized intersections along North Temple	High number of cyclist crashes and classification as “Less Safe for Most Adults”
		All signalized intersections along N 300 W (North Temple to SR-186)	High number of crashes and classification as “Moderately” or “Less Safe for Most Adults”
Non-Intersections	Protected bike lanes with tall painted curbs	N 300 W, between 400 W and the northern Capital Hill boundary	Speed limit increases from 40 to 45 mph, land use shift, and 3 of 4 non-intersection crashes occurred here

Proposed Locations	Justification
2nd Ave between C St and N Virginia St	High number of bicyclist-involved crashes between 2017–2021; segment mostly classified as Less Safe for Most Adults
<ul style="list-style-type: none"> • C St & 9th Ave • D St & 9th Ave 	Presence of nearby major destination: LDS Hospital
<ul style="list-style-type: none"> • E St & 6th Ave • F St & 6th Ave 	Presence of nearby major destination: Smith’s



Implementation Strategy 3: Prioritizing Safety on Key Streets and Going Beyond Crash Hotspots

The City should consider integrating the proposed safety infrastructure, as appropriate, along all other bicycle corridors classified as Less Safe for Most Adults. Where feasible, these enhancements should also be extended to Moderately Safe for Most Adults corridors not previously addressed in earlier sections. Potential corridors for improvement include 600 North, 400 West, Utah State Route 186, B Street, E Street, I Street, and Virginia Street, 600 North, 400 West, and Utah State Route 186, which include wide roadway widths, which can accommodate more robust safety infrastructure.



Given that B Street, E Street, I Street, and North Virginia Street feature narrower roadway widths and limited major intersections, high-visibility pavement markings are recommended as the primary safety treatment for these streets.

To support a cost-effective and targeted approach, a city-wide survey of bicyclists is recommended to identify priority locations along these corridors for safety improvements.



Business and Amenities: Increase Walking and Multi-Modal Access to Community Services and Businesses

Businesses and public services are essential to neighborhood vitality, providing amenities and gathering spaces for residents. Current businesses are concentrated along 300 West and South Temple, limiting walkable access to essential services. Smaller business clusters exist throughout the neighborhoods but are often isolated.

Feedback gathered from residents and business owners emphasizes the desire for more walkable, neighborhood-oriented services. Community members celebrated existing small businesses in their neighborhoods while also indicating a desire for more mixed-use and neighborhood corner stores. Additionally, community engagement revealed gaps in essential community services like food access and a desire for additional civic and cultural services.

By shifting focus toward smaller, neighborhood-integrated commercial clusters, we can create vibrant mixed-use nodes that meet community needs, support existing small businesses, and contribute to the character of the Avenues and Capitol Hill.





Guiding Principle 1: Bring Small Businesses Back into Neighborhoods

This principle supports the Big Idea of increasing walkable access to community and business services by creating more opportunities for small, local businesses to open within residential areas.

In the Avenues and Capitol Hill neighborhoods, many residents currently live far from existing commercial zones along 300 West and South Temple, limiting walkable access to daily needs.

While there are also scattered micro-clusters of businesses, survey responses and interviews conducted as part of our community engagement process revealed strong interest in having more mixed-use neighborhood development, particularly ones that provide opportunities for small-scale businesses and amenities like groceries, cafés, and community gathering places.

This principle works towards achieving Salt Lake City's General Plan goals related to improved business and public amenity access. This principle also aligns with previous neighborhood plans emphasizing the importance of supporting small businesses in context-sensitive ways.

By allowing more flexibility for small-scale businesses to open on corner lots, in mixed-use buildings, or rehabilitated historic storefronts, this principle aims to bring essential goods and services closer to where people live, while supporting neighborhood identity, walkability, and social connection.

To advance this principle, we propose three implementation strategies:

Implementation Strategy 1: Expand Mixed-Use Zoning to Create Neighborhood-Scale Commercial Corridors

Currently, many residents live far from existing commercial zones along 300 West and South Temple. Business clusters outside of arterials are often small and disconnected, such as the microclusters near LDS Hospital and Publik Coffee in the Avenues, or near Koyote Ramen and HandleBar in Capitol Hill. City walkability studies found gaps in access to key services in the Avenues and Capitol Hill. 41% of survey respondents think that zoning in these two neighborhoods should allow for mixed-use developments.

Expanding the mixed-use zoning district(s) along key microcluster nodes—specifically, 3rd Avenue, 9th Avenue, E Street, 400 North, and 800 North—can encourage small-scale, walkable mixed-use development. Salt Lake City is currently studying consolidating commercial and mixed-use districts into 6 mixed-use zones. Future MU-3 zoning in these corridors would promote a mix of residential, retail, service, and small office uses in a pedestrian-oriented urban form. It would also serve as a transition between lower-density residential areas and higher-intensity corridors, which fits the context of these neighborhoods.



Continued—Implementation Strategy 1: Expand Mixed-Use Zoning to Create Neighborhood-Scale Commercial Corridors

To build community support and test feasibility, this rezoning effort should be paired with a city-supported pop-up activation program. Temporary installations (such as weekend food markets, mobile retail vendors, or micro-café) can activate parking lots and vacant storefronts along these corridors. These pilots offer low-barrier opportunities for local entrepreneurs who are not ready to invest in brick and mortar, and they give residents a preview of how a more vibrant mixed-use corridor could feel. Pop-up events could be done in partnership with local businesses and community groups like the Greater Avenues Community Council.

Precedent: Several cities have restructured zoning to promote mixed-use neighborhood business nodes within residential neighborhoods while offering new design standards to support livability and neighborhood compatibility.





Implementation Strategy 2: Allow and Promote Corner Commercial Uses in Residential Zones

As part of the city's broader overhaul of its R-1 zoning, the city should allow limited commercial uses—such as food and beverage services, retail, and personal services—on corner lots in R-1 zones. Commercial activity would be limited to the ground floor or basement levels, with rules regulating hours of operation, deliveries, noise, and outdoor activities to ensure compatibility with adjacent homes.

This strategy would allow for the return of traditional "corner stores," which historically provided walkable access to essentials in residential neighborhoods. It could create a new typology of ultra-local businesses embedded within the neighborhood fabric. This is particularly relevant for the Avenues and Capitol Hill, where historic architecture and walkable grids create strong potential for reintegrating neighborhood-scaled businesses. This would also complement the existing R-1 overhaul that aims to create more housing options. As the neighborhood can add housing and put more people within walking distance, a neighborhood can support more retail.

This strategy could be piloted within specific neighborhoods or applied more broadly as part of the R-1 overhaul.

To support equitable business development, Salt Lake City could partner with existing private food access services to pilot a Healthy Corner Store Initiative modeled after The Food Trust's program. This would offer technical assistance and financial support to help local corner stores stock and market healthier options. The program could provide refrigeration units, marketing materials, and support collective purchasing efforts through a central warehouse distribution model, lowering costs and increasing access to fresh foods in walkable neighborhood-scale businesses. This program would be a counterpart to Salt Lake City's Square Kitchen, which was funded in part by the city to give small food businesses a competitive advantage by providing an affordable certified kitchen space for food prep.

Precedent: Seattle's One Seattle Comprehensive Plan Update proposes legalizing corner commercial uses in neighborhood residential zones as a way to support 15-minute neighborhoods and improve access to daily needs.

Corner store

A mixed use building with ground-floor commercial space that serves the surrounding neighborhood and four homes in the two stories above. The ground floor would be subject to a reduced setback while the upper floors would still need to meet the 10-foot setback requirement. This type of development would be allowed only on corner lots.



Street-level view



Existing precedent

Total units	4
Floor-area ratio (FAR)	0.9
Average unit size	700 sq ft
Commercial size	1,750 sq ft
Stories	3
Lot size	5,000 sq ft
Building coverage	34%
Usable open space	36%
Building plus paving	56%
Parking spaces	3





Implementation Strategy 3: Partner with the University of Utah to Map and Reimagine Historic Corner Stores

Many neighborhoods across Salt Lake City, including the Avenues and Capitol Hill, contain historic corner stores—small buildings originally designed to serve the local community. While some are still in use, others are vacant or underutilized.

The City should partner with the University of Utah’s Master of City and Metropolitan Planning (MCMP) program to identify and assess historic corner stores across Salt Lake City, with a focus on the Avenues and Capitol Hill. This initiative would document the location, current use, and condition of former corner stores—many of which are tucked into residential neighborhoods but no longer serve a commercial purpose.

The resulting map could serve as both a planning tool and a platform for community engagement. Residents could contribute stories and memories tied to these spaces, helping to build public support for their revitalization. Public workshops or interactive digital tools could help neighbors imagine new uses—such as cafés, childcare co-ops, galleries, or micro-retail—that reflect community needs and preferences. This project could have a great impact on reimagining historic but largely abandoned Swedetown.

By grounding future policy changes in the physical and cultural history of these buildings, this strategy helps build trust and consensus around reintegrating small-scale businesses into neighborhoods. It also informs where targeted zoning updates, investment programs, or pilot initiatives could have the greatest impact.



Precedent: This type of partnership would follow the model established by the University of Louisville’s Urban Design Studio, which created an inventory of corner stores to inform adaptive reuse and revitalization strategies.



This principle is centered on supporting what is already in the Avenues and Capitol Hill. Restaurants, libraries, parks, and other third places have long been a part of these neighborhoods, as evidenced by the fact that both neighborhoods have a Local Historic District. The east side of 300 West in Capitol Hill and both sides of South Temple, two high-traffic arterials with existing businesses, are largely in these historic districts.

Even though community engagement revealed some desire for additional businesses and services, interviews and surveys, revealed shared appreciation for existing local businesses. Supporting local businesses and services directly ties into Plan Salt Lake's initiative to improve existing community relationships. This also helps foster neighborhood preservation while still driving economic development. Citizens can experience growth and positive change while retaining neighborhood character and keeping familiar businesses.

Neighborhood commercial areas must be flexible enough to evolve without losing their rooted identity. For example, the rise of remote work has increased daytime demand for walkable coffee shops, as seen at Publik Coffee Roasters and District Coffee Co. At the same time, older residents need personal services (e.g., pharmacies, healthcare) to allow for aging in place. Supporting existing businesses helps meet these evolving demographic and lifestyle patterns without disrupting the community fabric.

Implementation Strategy - 1 Create Flexible Outdoor Activation

During the COVID-19 pandemic, many cities used differing ideas of a Main Street Promenade, where a street would be closed to automobiles, and businesses could expand their presence outdoors, which allowed for social distancing. Admittedly, the results varied worldwide, but in Salt Lake City, many residents made fond memories. Accordingly, the City has brought this back on special occasions with its Open Streets program.

A similar but smaller approach can be taken in both neighborhoods, where a promenade is set up in front of a select few businesses. Examples of this include small outdoor dining areas and retail space, where a business can expand its presence onto the parking area in front of its storefront. This strategy will be most successful if the city leads the way because of the authority required to close right-of-ways. Businesses would be contacted to gauge interest and aid in scheduling.

This would be effective at encouraging walkability and enhance existing businesses that serve neighborhood residents. One business owner specifically mentioned their desire to use their parking lot for dining space, because the lot did not always fill up. Outdoor activation efforts can be an informal trial run for more permanent investments. A business that regularly draws a sidewalk crowd during weekend promenades may be a candidate for a future investment that increases pedestrian space.



Continued—Implementation Strategy 1: Create Flexible Outdoor Activation

This is meant to be a temporary feature and a way to highlight existing businesses on a rotating basis. This allows some flexibility with land use without any zoning changes. During our interview period, businesses expressed interest in having an outdoor patio. An example of this strategy could be Café on the 1st. There is a parkway strip and some on-street parking in front of it. On busy weekends, many customers are already using this area. Slightly upscaling this would be fairly low cost and could be done without lane closures. Having promenades near each other could also increase the desire for residents and visitors to walk to different shops, as business owners noted that walking was a main method of transportation for their customers.

This strategy would require support from the Department of Economic Development, specifically working with businesses and promoting activation events. Additionally, the Health Department and the Fire Department would need to review food and structure (e.g., tents) safety.

Implementation Strategy 2: Market Existing Microclusters

Existing businesses can gain neighborhood awareness by formalizing and marketing existing microclusters of businesses. One example of this is near the Marmalade Branch in Capitol Hill. Shinobi Sushi Bar & Grill and Marmalade Brunch House provide restaurant options. There is a small Ace Hardware. Of course, a library branch is located there.

These microclusters would need names (e.g., Marmalade West, Pugsley 500, 3rd Avenue and E Street). Keeping in line with the first strategy of outdoor activation, street signs or plaques could be placed to indicate microclusters and provide a brief historical context for the block. One business owner specifically requested this feature. This allows businesses to benefit from being grouped like shopping centers without legal formality or arrangement. Additionally, adding historical context helps preserve neighborhood characteristics. Creating a visual “trail” or logo for each cluster could be a subtle but effective way to help residents orient themselves and encourage neighborhood exploration. Additionally, self-guided walking tours could be published to help customers better experience specific microclusters

Another marketing strategy is more frequent newsletters, including print. There is precedent south of the city in Millcreek, where the Economic Development staff creates newsletters for specific blocks and neighborhoods. These include coupons, calendars, and maps.

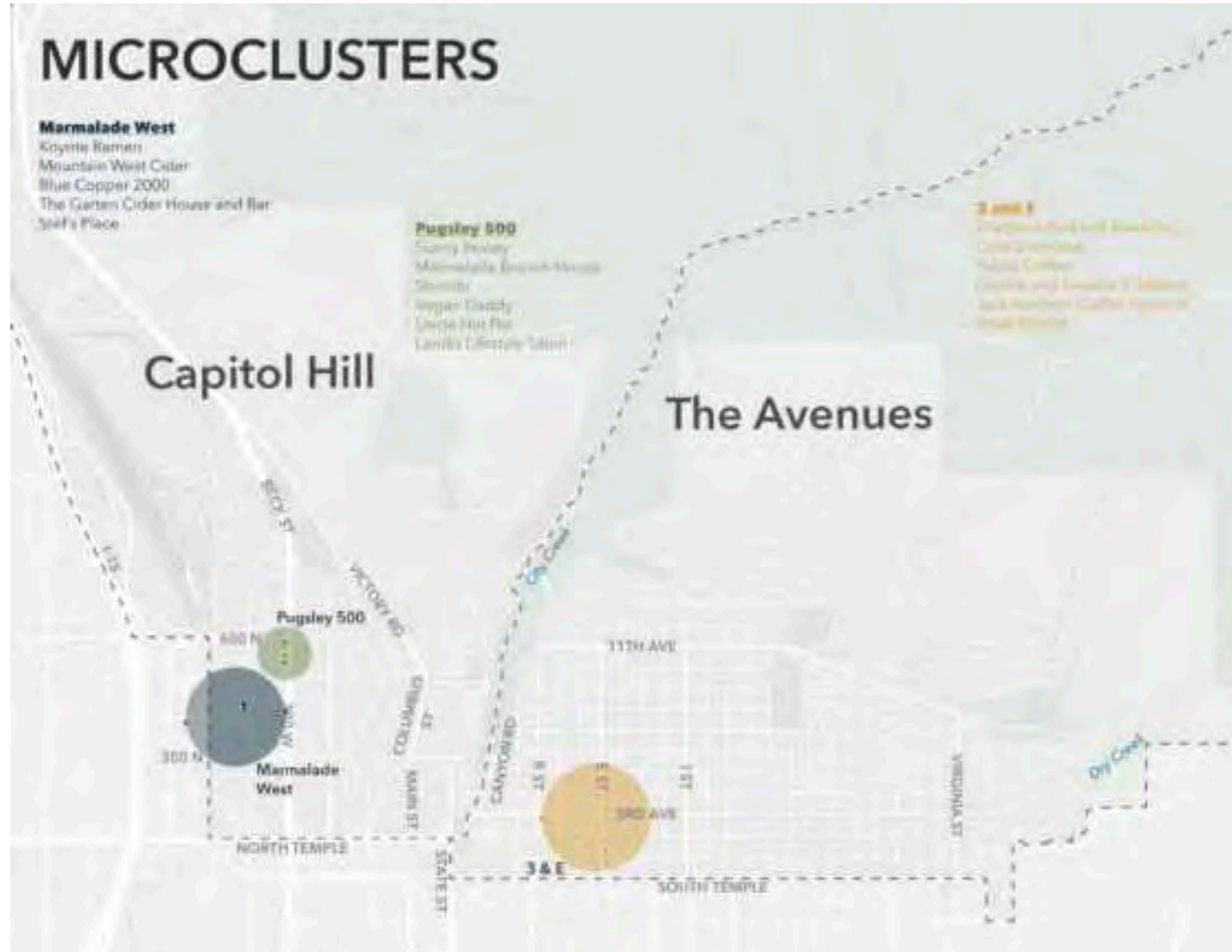
Again, this strategy requires a partnership with the Department of Economic Development. They would need to create branding, signage, and marketing campaigns. Additionally, the Salt Lake Chamber and Visit Salt Lake would be integral in spreading campaign messages.



Continued—Implementation Strategy 2: Market Existing Microclusters

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To support greater walkability and vibrant, livable neighborhoods, it is essential that residents have easy access to the businesses and services they need—such as small grocers, clinics, recreation centers, cultural institutions, and local eateries. This Guiding Principle focuses on identifying and fostering the types of businesses and services that are currently lacking in each neighborhood. For instance, residents of the Avenues expressed a desire for additional recreation centers, access to affordable food options, and cultural and civic facilities. Strengthening these neighborhood assets will not only improve walkability but also enhance community resilience and quality of life.

Implementation Strategy 1: Support Homegrown Food Entrepreneurship through Cottage Food and Microenterprise Programs

Partner with Salt Lake City Department of Economic Development and Salt Lake County Department of Health officials to educate residents about the [Home Consumption and Homemade Food Act \(HB 181\)](#), [Cottage Food Production laws](#), and the [Microenterprise Home Kitchens Act](#). These programs allow residents to sell certain types of homemade foods without needing full commercial kitchen certification. Workshops could be paired with existing [micro-food grants](#), waivers to [Wasatch Community Gardens classes](#), and community gardening initiatives to empower home food production and sales.

Precedent Example:

In Tulsa, Oklahoma, the City Council passed the [Healthy Neighborhoods Overlay](#) in 2018 to combat food deserts in underserved communities. The policy restricted the over-concentration of small box discount stores like Dollar General that often lack fresh produce. Instead, it streamlined zoning to encourage grocery stores and allowed the sale of food from community gardens without bureaucratic barriers. This initiative fostered grassroots access to fresh, healthy food, improved neighborhood food security, and promoted community-based food economies — a model Salt Lake City could adapt by supporting homegrown food entrepreneurship at the neighborhood level.





Implementation Strategy 2: Create Seasonal Pop-Up Recreation and Wellness Programs

Collaborate with Salt Lake City's Department of Public Services and local fitness professionals to host free pop-up fitness and recreation classes during the most extreme seasons (winter and summer). Potential venues could include Washington Elementary School, West High School, The Open Classroom, and the Warm Springs building (once renovations are complete).

Partnerships with private fitness studios, dance instructors, and health nonprofits could offer a wide range of programs such as yoga, tai chi, or family fitness classes. By testing different locations and gathering community feedback, support can be built, which may lead to a better understanding of what sort of permanent venue or class offerings would be most appropriate for each neighborhood.

Precedent Example:

Philadelphia's Parks and Recreation Department runs the "[Playstreets](#)" program, temporarily activating streets and schoolyards for recreation and exercise activities during the summer months, improving access to safe, healthy activities in underserved neighborhoods.



Implementation Strategy 3: Launch a "Civic Saturdays" Program in Partnership with the Sweet Branch Library

Encourage the Greater Avenues Community Council to partner with the Avenue's Sweet Branch Library to host a monthly Civic Saturdays series that brings the community together around local culture, history, art, and civic engagement. Events could include guest speakers, local historians, artists, poets, musicians, and community leaders, and could feature public discussions on topics relevant to the Avenues community — such as historic preservation, local art, neighborhood history, urban design, and social justice.

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Implementation Strategy 4: Launch a “Civic Saturdays” Program in Partnership with the Sweet Branch Library

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To ensure broad accessibility, events would be free and open to all ages. Promotional efforts would prioritize both digital and physical outreach. Collaborations with local schools and universities (such as the University of Utah) could invite student participation and projects. Events could offer light refreshments and childcare activities during longer events to make participation easier for families.

The Salt Lake City Public Library’s programming team would co-lead planning with volunteer committees from the Greater Avenues Community Council and local nonprofits focused on civic engagement or arts (such as the [Utah Humanities Council](#)). Event facilitators could be paid small honoraria through existing library programming budgets or small local grants.

Precedent Example:

Civic Saturdays, initiated by Seattle’s Citizen University, successfully brought together neighbors in libraries, churches, cafes, and public spaces to build a stronger civic culture through speeches, discussions, poetry, and musical performances.



According to our survey findings, the Avenues and Capitol Hill neighborhoods desire more mixed-use developments and accessible local services that enhance daily life, neighborhood accessibility, and connectivity. Survey respondents of both The Avenues and Capitol Hill value the historic architecture of their neighborhoods. In order for our communities to integrate more businesses at the community level while maintaining residential character, our plan seeks to remain consistent with the Guiding Principles of the city wide vision and general plan: [Plan Salt Lake](#). The general plan emphasizes the importance of supporting small businesses in a context-sensitive way. One large obstacle in integrating more businesses into the residential fabric of the community is largely due to zoning regulations. Our recommendations seek to push Salt Lake City to facilitate integration of businesses by allowing for more flexibility for more small-scale business and mixed-use developments to develop in residential areas. In order to do this, we propose three main implementation strategies:

Implementation Strategy 1: Expand Incentives From the Salt Lake Adaptive Reuse Ordinance Into Single-Family Zoned Areas

To promote the reuse and preservation of existing buildings, the Planning Division of Salt Lake City should partner with the Historic Landmark Commission. The Historic Landmark Commission is in charge of approving and preserving historic buildings and sites across the city. With coordinated efforts, the two parties can help deregulate and remove regulatory zoning barriers on sites that qualify for incentives. The goal of utilizing the incentives given by the Salt Lake Adaptive Reuse Ordinance is to encourage reuse over demolition, which will allow communities to support and sustain historic buildings and neighborhood character, as well as revitalize unutilized buildings.

Latest amendments to the ordinance add [section 21A.52.060](#), which offers two additional incentives: (1) allowing additional uses in eligible buildings such as Landmark Sites, buildings on the National Register, schools, hospitals, and place of worship; and (2) granting zoning incentives – like increased height, reduced parking, and streamlined approvals for developments that preserve existing structures. Adaptive reuse incentives would also apply to buildings with existing commercial uses, potentially providing a great incentive to local entrepreneurs looking to increase business and destinations in their community. Existing commercial uses do in fact apply to retail goods/service establishments, restaurants, bars, art and craft studios, or other similar active uses.

While the application of adaptive reuse ordinances may be more straightforward in the mixed-use areas of the Capitol Hill neighborhood, the predominantly single-family zoning in the Avenues will require targeted rezoning to allow greater flexibility for mixed-use development. Salt Lake City should pursue zoning amendments that expand eligibility for adaptive reuse incentives to underutilized spaces and to buildings with prior or historical commercial uses within the Avenues.

Currently, there are several known historic structures with existing or former commercial functions that should qualify for adaptive reuse incentive ([see Figure 11 in Appendix](#)). By revising zoning ordinances and broadening the scope of the Adaptive Reuse Ordinance, the city could enable the activation of a wider range of spaces — including underutilized floor areas and auxiliary structures such as detached garages or storage sheds — for small-scale business infill.



Continued—Implementation Strategy 1: Expand Incentives From the Salt Lake Adaptive Reuse Ordinance Into Single-Family Zoned Areas

The adaptive reuse could be particularly pertinent to two identified sites: the Wasatch Springs Plunge and the “Q Street” building, both sites fall under the H Historic Preservation Overlay Districts and can be eligible for incentives for redevelopment. To buildings such as the “Q Street” building, because of their existing commercial use and character, adaptive reuse would seamlessly integrate businesses back into the community without changing the existing residential character.

Precedent: Adaptive Reuse is a widely used tactic which purports a variety of benefits for the communities they serve. Adaptive reuse as an infill technique is particularly useful in promoting active modes of transportation in communities. Additionally, on top of environmental benefits, adaptive reuse preserves cultural value and creates a plethora of economic advantages for the communities they serve.

Implementation Strategy 2: Create Design Guidelines For More Accessory Commercial Units in the Avenues and Capitol Hill

ACUs are small-scale retail and service spaces that are either attached to or located near existing residential homes. Examples of small-scale commercial units could range from a bike repair shop, small cafes, bodegas, or even a local art gallery. Regardless of the format, the space should provide the community with local conveniences and services, supporting neighborhood life and access to opportunities and services.



The “Q Street” building, located on 88 Q Street is just one of the many examples of historic former businesses that could be repurposed into future businesses to serve the community. The Q Street building has clear markings of a former commercial use, and could benefit local prospectors seeking to renovate this space for businesses of their own.

Most survey respondents would like to see commercial land use and small businesses to be clustered at intersections dispersed throughout their neighborhood. In order to meet these demands, the city of Salt Lake and the Historic Landmark Commission should push to expand incentives and funding programs to allow for more residents to utilize potentially underutilized space in order to create more businesses.



Continued—Implementation Strategy 2: Create Design Guidelines For More Accessory Commercial Units in the Avenues and Capitol Hill

However, to implement more infill of local businesses, it must be done so seamlessly and must fit within the local existing residential character. Pushing for a larger infill of local businesses supports accessibility to local destinations, which encourages more walking and biking—all without dramatically changing the residential feel of a neighborhood. However, design guidelines must be put in place to ensure that uses of one property do not interfere with the enjoyment of another's.

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How can we implement ACUs?

ACU in Portland, Oregon that shows how commercial uses can be designed at a scale that complements residential forms.

ACUs can be implemented in our community with strong support and active engagement with communities. Our main modus operandi towards implementing ACUs and adaptive reuses into our communities will involve community engagement, zoning updates, design guidelines, pilot programs, and incentives for property owners.



Continued—Implementation Strategy 2: Create Design Guidelines For More Accessory Commercial Units in the Avenues and Capitol Hill

Precedent: ACUs, when paired with incentives and tools such as an adaptive reuse ordinance could provide residents with a low-barrier entry into small business ownership, strengthening community identity and spirit. Portland, Oregon has had a strong positive relationship with ACUs, allowing the city to establish prime retail destinations in close proximity to where people live. ACUs are also becoming more common as well in larger metropolitan areas, and cities such as Portland, New Orleans, Minneapolis, and Raleigh are seeing success with their neighborhoods’ returns of local salons, bodegas, and corner stores.

ACU and Adaptive Reuse Implementation Guidelines	
Steps	Procedures
Community Engagement	Involve neighbors at every step of the way to build support and shape ACU policies that reflect local needs and characteristics.
Zoning Ordinance	Adjusting local zoning codes to allow ACUs by right in residential zones, especially at neighborhood corridors or along key streets.
Design Guidelines	Ensure ACUs fit neighborhood and community characteristics through adaptive reuse ordinance and community design guidelines.
Pilot Program	Launch ACU projects in select locations to test and showcase ACUs in action. Disseminating information will be key in these events.
Incentives for Property Owners	Incentives granted by the Adaptive Reuse Ordinances, tax incentives, technical support, or community grants for residents interested in developing ACUs on their property.

Implementation Strategy 3: Create an All-in-One Platform to Disseminate Information and Streamline Future Redevelopment Applications

In order to promote incentives for ACUs and Adaptive Reuse developments, we recommend Salt Lake City partner with the two neighborhoods, the Historic Landmark Commission, and the University of Utah to strengthen tools and methods of disseminating information on the ordinance to local entrepreneurs and residents alike. Currently, the Salt Lake City Planning Division provides a map detailing locations of current historic sites eligible for redevelopment. However, as it stands this map currently is not in place on any website or portal for residents to view.

Formatting the map in an online format which allows residents, the Historic Landmark Commission, and the City could exponentially increase the ease in which sites and buildings could be identified and thus redeveloped. Additionally, by increasing the catalogue of inventory and database of eligible sites, developers looking to apply for incentives redevelopment permits can streamline the process for residents trying to submit requests for adaptive reuse incentives.



Continued—Implementation Strategy 3: Create an All-in-One Platform to Disseminate Information and Streamline Future Redevelopment Applications

We recommend that the Salt Lake City Planning Commission collaborate with the Historic Landmark Commission to create an online inventory of historic sites, allowing residents and entrepreneurs to easily browse properties eligible for redevelopment. A streamlined, map-based platform would enable potential developers, nonprofits, and local residents to access information on available incentives, zoning criteria, floor area use, signage, setbacks, height limits, and permitted uses.

This would create a centralized, all-in-one platform that helps developers streamline application processes and identify potential redevelopment opportunities. For local residents and homeowners, it would also provide the information needed to determine whether their home or an adjacent auxiliary unit is eligible for reuse and redevelopment.

Precedent: This partnership would follow the model established by the National Register of Historic Places, which created an online, GIS-based [inventory and information database of historic sites and buildings](#) to inform adaptive reuse and revitalization strategies.





Green Spaces: Greening the Gaps – Elevating the Green Spaces of the Avenues and Capitol Hill

The Avenues and Capitol Hill have a foundation of green spaces that exceed the city average and are greatly valued by residents and visitors alike. However, while the two neighborhoods possess an impressive quantity of parks, trails, and trees, there are notable issues with quality, differentiation, and access. Community engagement conducted by our group emphasized that, while residents and visitors enjoy the proximity of the neighborhoods' green spaces and the recreation that they provide, there is a strong desire for closer green spaces with better maintenance and amenities. Rather than radically changing the area's green spaces, our Big Idea instead focuses on improving and augmenting what already exists.

Opportunities for improvement include:

- Comfort and desirability of walking to parks
- Number of community gardens
- Maintenance and basic amenities of existing parks
- Overall greenery
- Provision of specialized amenities in community and neighborhood parks

Salt Lake City has established a vision for improved green spaces in several auxiliary plans as well as [Plan Salt Lake](#), the city's general plan. Through updated neighborhood plans that address existing shortcomings, the Avenues and Capitol Hill neighborhoods can not only meet the expectations of the city but also improve the experiences of their residents.



Map of Recommended Strategies to Green the Gaps and Elevate the Green Spaces of the Avenues and Capitol Hill



Guiding Principle 1: Support for the Local Food System

It is apparent that residents and visitors of the Avenues and Capitol Hill neighborhoods in Salt Lake City possess a desire for increased local food production. Utah does not produce enough food to sustain itself as the state produces only 2% of its vegetable needs and 3% of its fruit needs. When surveyed on which amenities they would like to see more of in their neighborhood, about 24% of Avenues residents, 33% of Capitol Hill residents, and 26% of visitors responded that they would enjoy more community gardens. There is currently only one community garden between the two neighborhoods, Popperton Plots, which is most accessible for residents and visitors of the Upper Avenues. Increasing the number of community gardens in these neighborhoods, particularly for Capitol Hill, will not only generate the previously mentioned benefits, but is also consistent with the city's goal to “support urban agriculture and local food systems that produce healthy and sustainable food for the community, while providing valuable open space.”

Gaining support for the local food system can be a challenge because of the time, energy, and resources that are needed to maintain urban farms and community gardens. However, results from community engagement efforts and the city's general plan both point towards a desire for increased local food production in the Avenues and Capitol Hill neighborhoods.

To promote inclusivity and the effectiveness of local food production, the following implementation strategies are proposed:

- Employ a green streets program to optimize land constraints
- Involve a wide range of community members in the design process to ensure inclusivity
- Transform passive landscapes into interactive, edible parks

Implementation Strategy 1: Green Streets Program

Many survey respondents and interviewees reported a need for more community gardens in the Avenues and Capitol Hill, but limited available space is a constraint. One potential solution is rather than building a few large community gardens, the two neighborhoods could implement a green streets program where gardens are planted in small areas along a street like medians or curb extensions. This strategy would engage residents who do not have their own yards and allow them to contribute to the vibrancy of their neighborhood. A potential downside is that there are challenges associated with planting food next to the road, like contamination from road salt and vehicle emissions.

Not only is the availability of community gardens important, but engaging the entire community, not only those who are seasoned gardeners, will ensure garden longevity and success. While the primary reason for community gardens is food production, they can also serve as a gathering and recreational space for the public. However, the lack of amenities in Popperton Plots turns away community members. Creating a community garden has the potential to improve the social interaction among users of different ages, incomes, and abilities, but one study finds that there is a possibility of gardeners excluding non-gardeners, which makes it important to include a variety of voices in the urban design process.



Implementation Strategy 2: Inclusive Gardening Workshops and Engagement

One example of a thriving and inclusive community garden is the [Beacon Food Forest](#) located in Seattle, Washington. Its success is a result of its philosophy, which is that “it’s a public space and it’s owned by all of the people.” Before it opened to the public, the owners of Beacon Food Forest hosted a community engagement event where residents of the neighborhood could discuss ideas for the garden with a landscape architect. As a result, the garden boasts several amenities that engage all members of the community, like outdoor furniture, bulletin boards, outdoor meeting spaces, and informational signs. Before implementing a new garden in the Avenues or Capitol Hill, a thorough community engagement process is necessary to ensure that the space serves everyone, whether they’re tending to the garden, or reading in it.

Not only is the availability of community gardens important, but engaging the entire community, not only those who are seasoned gardeners, will ensure garden longevity and success. While the primary reason for community gardens is food production, they can also serve as a gathering and recreational space for the public. However, the lack of amenities in Popperton Plots turns away community members. Creating a community garden has the potential to improve the social interaction among users of different ages, incomes, and abilities, but one [study](#) finds that there is a possibility of gardeners excluding non-gardeners, which makes it important to include a variety of voices in the urban design process.

There are several local food programs in Salt Lake City that could conduct community engagement. One example is the [Food Policy Council](#), an advisory body that finds opportunities and makes recommendations for Salt Lake City to “create a more equitable, sustainable, and resilient community food system.” According to the Food Policy Council’s website, it looks for opportunities to grow more food locally by supporting backyard and community gardening and expanding urban agriculture. Not only could the Food Policy Council conduct engagement for community gardens, but it could also boost urban agriculture by promoting home gardens for residents who have outdoor yards in the Avenues and Capitol Hill.



Image of the Beacon Food Forest in Seattle, Washington

Implementation Strategy 3: Edible Parks

Incorporating food landscapes into existing green spaces in the Avenues and Capitol Hill can transform passive environments into intentional and interactive places. A public food landscape is “food-producing land fully accessible to the public that is intended to be used for public benefit.” This includes:

- Community vegetable gardens
- “Edible forests” with fruit or nut trees
- Food-producing green roofs
- University agricultural projects open to the public

Edible parks differ from community gardens because, rather than there being compact plots for growing food, there is still plenty of open space for people to relax, play, and socialize while also incorporating strategically planted vegetation that provides readily available food. The nation’s first edible park was Dr. George Washington Carver Edible Park in Asheville, North Carolina, which features more. A potential location for an edible park in Capitol Hill is a triangular piece of land that is zoned for “open space” and located at 17 West 500 N. According to the Salt Lake County Assessor’s website, this parcel of land is owned by the State of Utah. This park is in a prime location because it lies between single-family residences and the Utah State Capitol building, which makes it accessible for neighborhood residents, visitors, and government employees. Salt Lake City has a semi-arid climate, but according to Millcreek Gardens, the city’s fertile soil could support different varieties of apple, pear, cherry, peach, plum, walnut, and hazelnut trees. Currently, this parcel of land is empty, so the addition of fruit trees and amenities like a playground, a sport court, or picnic tables would transform this empty field into a key neighborhood destination.

Furthermore, fruit trees can be planted in existing parks that currently have underutilized space. For example, 11th Avenue Park near the Upper Avenues has a British cricket pitch with a long, unshaded paved trail around it. Planting fruit trees would not only provide food for people utilizing the park to exercise or play cricket, but the trees would also cool the area by providing shade. Similarly, in Capitol Hill, Warm Springs Park has a large, grassy space that could be designed to have garden boxes, seating, and fruit trees. Ultimately, a wide range of park amenities like gardens, benches, picnic tables, and shade trees will encourage more people to visit and foster community connectedness.





Guiding Principle 2: Improve the Accessibility of Parks

In the whole of Salt Lake City, there are a total of 126 parks in the area. Out of these 126 parks, there are 11 parks in the Avenues and 15 parks in Capitol Hill. According to the [Salt Lake City Parks & Public Lands Needs Assessment](#) published in 2019, the Avenues has an average of 3 acres of park space and Capitol Hill, there is 5.5 acres of park space for every 1,000 residents. Overall in Salt Lake City there is 3.5 acres of park space for every 1,000 residents. However, not only the number of parks in a neighborhood area is important, but also the accessibility of these parks are also important. There is research that supports this idea of the importance of accessibility of mini parks. It is well known that green spaces offer stress restoration, peace, and tranquility to people. And the accessibility to these green spaces affects the effectiveness of stress restoration to local residents.

Implementation Strategy 1: Connecting Small Parks to a Cluster with Green Corridor

In the survey responses, seventeen% of survey respondents named distance to green space and lack of green space as primary concerns despite a spatial analysis demonstrating that all lots in the neighborhoods were within at most a half mile of a park. This shows that we need to consider more than just distance when determining the walkability of a green space. Developing from this idea, we are suggesting implementation strategy of connecting small parks in the neighborhood with green corridors to form a cluster of park. Research by [Stuhlmacher and Kim \(2024\)](#) shows that the connectivity of urban green space has a strong influence on the benefits that green space provides which influences to greater biodiversity, increased recreational opportunities, improved air quality, and increased noise attenuation. Connecting the mini parks in the two neighborhoods would not only encourage residents to walk often to parks, but also has an impact on the natural environment.

The 9 Line Trail on Harvey Milk Boulevard (900 S) is an example of connecting with a green corridor. [9 Line Trail](#) is a project from the Salt Lake City that bolsters connectivity and diversifies transportation options in the city while providing a serene walk for community members. In the Avenues and Capitol Hill, we can implement a green corridor like the 9 Line Trail to connect small parks and improve the quality of walking for the residents. This can expand the experience of parks to the streets near the existing parks that can allow the residents experience the parks easier.





Implementation Strategy 2: Pedestrian Only Zone

Pedestrian only zone is an area in an urban area that restricts any motor traffic except emergency vehicles to ensure people access the area by walking, bicycling, or any other human powered transportations. This will enable pedestrians to enjoy more public space without having to worry about automobile related safety. Making pedestrian-only zones near the park in the neighborhood during weekends from 11:00 to 5:00pm instead of doing it the whole day could give time for residents to move with their automobiles and make more pedestrian space.

The Open Street Program could also be a way to implement a pedestrian only zone in the neighborhood. Open Street Program temporarily provide safe spaces for walking, bicycling, skating, and social activities by restricting automobile access to streets. Open Street Program has been applied to Salt Lake City in 2023 and 2024, New York City (NY), Washington D.C. (DC), Philadelphia (PA), Pittsburgh (PA), and in many cities in the US. Through the Open Street, the cities has provided miles of open streets for the pedestrians to enjoy, rest, engage in activities, and interact with the area. In Salt Lake City in 2023 and 2024 the Open Street Program launched at the Main Street. Looking at this precedent, we could try to launch the Open Street in the big streets near parks in the two neighborhoods to encourage public engagement to urban green spaces.





Implementation Strategy 3: Increase Mini Parks in the Neighborhood

Connecting to the Implementation Strategy 1, we need to consider the area's steepness more than just the distance when determining the walkability of a green space. A map from our community profile shows residential areas within half mile and quarter mile distance from each mini park in the neighborhood. As the map shows, all the residential areas are within half mile distance and most of the areas are within quarter mile distance. The problem is that this does not consider the incline of the neighborhood which makes walking more difficult. To solve this problem, we are planning to convert the unused lots in the neighborhood into pocket parks to provide better accessibility in the steep areas.

According to our analysis, residential areas on 9th and 10th Avenue and F to I Street have no green space within a quarter-mile distance. In order to accommodate this area and other areas affected by the graded roads, the possible sites of additional mini parks are 289 11th Ave, 467 K Street, 622 K Street, 634 K Street, 608 West Capitol Street, and 419 Main Street. The [Salt Lake City Zoning Map](#) indicates that all the lands are in residential zones (SR-1A). All these lands are unused so the city could purchase private lands and then revitalize the land into mini parks. Adding mini parks in these unused areas would increase the accessibility to green space for residents living in steeper areas in the neighborhood.





Guiding Principle 3: Raising the Baseline for Park Quality

Although the Avenues and Capitol Hill contain many green spaces, common concerns reported by residents include poor maintenance and a lack of basic amenities. Park maintenance is key in providing a high level of service, as visitors can be deterred from green spaces with poor aesthetics and safety. A leading maintenance-related concern for the green spaces in the Avenues and Capitol Hill is litter, which was a common complaint for the neighborhoods' residents and visitors. Other maintenance considerations include mowing, landscaping, restroom cleaning, and equipment repairs. Because maintenance issues are often the result of a lack of time or money, prioritization and negotiation are important considerations when seeking improvement.

Although survey respondents were only mildly concerned about maintenance issues, interviewees were more vocal. Out of the survey respondents, 16% of the Avenues residents, 13% of Capitol Hill residents, and 12% identified green space disrepair as a top concern, while over half of the interviewees mentioned maintenance concerns. Amenities followed a similar pattern. Nearly half of the interview comments mentioned amenities, with many calling for more basic amenities such as picnic tables, bathrooms, benches, and water fountains. Survey respondents were less concerned with amenities. Ten percent of Capitol Hill residents and 13% of visitors cited a lack of amenities, while concern was highest in the Avenues at 16%.

Through preliminary observation, we identified spaces visibly in need of more basic amenities. Kay Rees Park in the Avenues, for example, is missing sufficient garbage receptacles as well as park equipment, benches, and shade structures. Although slightly smaller than Kay Rees Park, North Gateway Park in Capitol Hill is similarly lacking amenities. Additionally, as a popular off-leash park, Lindsey Gardens would benefit from additional trash cans and benches distributed throughout the park.

Basic amenities include the aspects of a park that are required to make it hospitable:

- Benches
- Trash cans
- Shade Structures
- Playground equipment.

In larger parks, pavilions and bathroom facilities can also be considered basic amenities



Implementation Strategy 1: Display Signage Directing Park Visitors to mySLC to Report Maintenance Concerns

Interviewees frequently mentioned issues with park maintenance, namely litter and dog waste. As previously stated, poor maintenance is often a symptom of a lack of time, staffing, or money. Consequently, to address maintenance concerns for green spaces in the Avenues and Capitol Hill, strategies should focus on prioritization and targeting the areas that will result in the most net benefit. Encouraging park visitors to report maintenance concerns will be key in targeting efforts, as these reports will both provide information on issues when they arise and suggest trends concerning which spaces are the most popular or most problematic.

Salt Lake City's current method of maintenance reporting is submitting a form on the [mySLC](#) website or on its accompanying app. However, a large drawback of these platforms is that they are not widely promoted, especially in parks themselves. Placing signage in parks with QR codes can direct visitors to the mySLC website or app to report maintenance concerns, thereby increasing awareness of and feedback via the resources.

Larger parks with greater numbers of maintenance concerns should be prioritized for signage, such as Memory Grove, 11th Avenue Park, and Warm Springs Park. If maintenance reports increase accordingly, this pilot program could expand to other, smaller parks within the two neighborhoods.





Implementation Strategy 2: Focus on Prioritization and Preventative Maintenance while Enlisting Additional Help from Other Groups

As expected, we found that the most popular parks generally experience the most maintenance concerns. Memory Grove received the greatest amount of Google reviews mentioning insufficient maintenance at 26, joined in the category of greatest concern by Warm Springs Park and 11th Avenue Park—the two neighborhoods’ other community parks. An outlier was City Creek Park, a neighborhood park that received the third-highest number of maintenance-related reviews. The accompanying table illustrates how parks could be prioritized in future maintenance scheduling. These prioritization findings should be expanded upon and used to create a consistent maintenance schedule that provides the most attention for frequently visited parks. Visitor-reported maintenance concerns on mySLC can also further shape and refine the prioritization process.

If maintenance is publicly prioritized, scheduled, and standardized, the city could more easily bring in volunteer groups to aid in the upkeep of green spaces in the Avenues and Capitol Hill. Boise, Idaho is named as a comparison city in the [Salt Lake City Public Lands Needs Assessment](#) due to their similar struggles with their insufficient park maintenance budget. However, their partnership with a nonprofit group relieves a portion of this strain. In the city’s downtown area, the [Downtown Boise Association’s Downtown Maintenance Team](#) fills the gaps left by the city’s maintenance services by removing trash and keeping sidewalks clean. Partnerships with the Avenues and Capitol Hill community councils as well as other nongovernmental organizations could help facilitate improved maintenance on a limited budget. Salt Lake City’s [public lands stewardship events](#) include initiatives such as community garden cleanups and beautification days, illustrating how volunteer work can improve the cleanliness and quality of green spaces in the Avenues and Capitol Hill.

Additionally, the development of city-wide maintenance standards with guidelines for each green space component will make efforts more consistent and preventative rather than reactive. Salt Lake City does not provide publicly-available information on their current park maintenance strategies, as the [Parks Maintenance Dashboard](#) simply discusses insular maintenance projects rather than a set schedule or standards. [MaintainX](#) provides sample checklists for preventative maintenance. Following a similar format will help with not only standardization and prioritization of maintenance, but also the onboarding of new maintenance staff and volunteers.

Park Name	Priority	Classification	Neighborhood
Memory Grove Park	High	Community Park	Both
Warm Springs Park	High	Community Park	Capitol Hill
City Creek Park	High	Neighborhood Park	Capitol Hill
11 th Avenue Park	High	Community Park	The Avenues
Lindsey Gardens	Moderate	Neighborhood Park	The Avenues
Jackson Park	Moderate	Mini Park	Capitol Hill
Swede Town Park	Moderate	Swede Town Park	Capitol Hill
Shipp Park	Moderate	Mini Park	The Avenues
Popperton Park	Low	Neighborhood Park	The Avenues
North Gateway Park	Low	None given	Capitol Hill
Ensign Downs Park	Lowest	Neighborhood Park	Capitol Hill
3 rd Avenue & C Street Pickleball	Lowest	Mini Park	The Avenues
Kay Rees Park	Lowest	Mini Park	The Avenues
Kielling Park	Lowest	Mini Park	The Avenues
Guadalupe Park	Lowest	Mini Park	Capitol Hill
Pugley Durray Park	Lowest	Mini Park	Capitol Hill
Silver Park	Lowest	Mini Park	Capitol Hill
Brigham Young Historic Park	Lowest	None given	Capitol Hill

Table that depicts the Avenues and Capitol Hill parks that receive the highest number of maintenance-related reviews

Implementation Strategy 3: Create an Amenity Checklist for Each Classification of Park to Establish a Baseline to which Spaces Can be Evaluated

Like good maintenance, basic amenities are crucial to the appeal of green spaces in the Avenues and Capitol Hill. We discussed inconsistent quality among the two areas' neighborhood and community parks in Phase 1, as some contained noticeably fewer amenities than others of the same classification. The Public Lands Needs Assessment delineates multiple park categories, all of which include short descriptions of the city's intentions for that type of space. Therefore, a useful next step would involve creating a minimum list of amenities for each park category aligning with their intended function. These checklists would be used to uncover discrepancies between parks of the same classification and identify the green spaces in most need of attention.

The city received \$85 million from the Parks, Trails, and Open Space General Obligation Bond with the intent of improving the city's green spaces. The bond includes funding for updating aged facilities and increasing community identity for at least one neighborhood park in each council district. Additionally, active projects are underway in Warm Springs and North Gateway Parks. Funding from this bond could be used to improve basic amenities in high-need parks.

Addison, Illinois is a city with basic amenity standards in their Park & Recreation Comprehensive Master Plan. Although these standards are district-wide rather than specific to certain park types, they will allow all of the city's greenspaces to be elevated to the same baseline of quality. Similarly, amenity checklists for parks in the Avenues and Capitol Hill will have the same objective while also being adjusted to each classification of park for easier comparison within categories.

Utilized throughout Phase 1, California's Cosumnes Community Service District Park Assessment Checklist is a great example of category-based amenity standards. The checklist outlines minimum amenities for local parks (equivalent to mini parks in Salt Lake City), neighborhood parks, and community parks. Because this checklist provides recommendations for the three categories of park located in the Avenues and Capitol Hill, it can easily serve as a guideline for the development of Salt Lake City-specific amenity checklists.



Map that depicts the Avenues and Capitol Hill parks that receive the highest number of maintenance-related reviews



Residents and visitors of the Avenues and Capitol Hill neighborhoods greatly value their green spaces, but express concerns about safety—particularly due to off-leash dogs—and the lack of access to parks or other open spaces. Our survey data confirms these issues, with off-leash dogs ranking as the top safety concern and there being a clear desire for more parks and green spaces in both neighborhoods. In response, the City should explore the strategies:

- Transforming small lots into new dog parks for the community
- Expanding landscaping rebates and tool exchange programs to promote wildfire-resistant practices
- Planning a central public open space in the LDS Hospital redevelopment

Converting small, undeveloped lots into fenced dog parks would provide more access to safe, designated off-leash areas for pet owners and address both the safety and recreation needs of the community. Although acquiring new land and rezoning would present a medium-high to high cost to the City, this investment would directly support the community feedback we have gathered in our surveys and promote safer, more enjoyable environments as the Avenues and Capitol Hill continue to grow.

In addition to expanding green space access throughout these neighborhoods, wildfire prevention is also a critical priority. As hotter, drier summers increase fire risk, the City should enhance its existing landscaping rebate and tool exchange programs to encourage fire-wise practices not only throughout all of Salt Lake City, but especially in the Avenues and Capitol Hill. Strengthening these programs would help to preserve current green spaces, while preparing for long-term sustainability as these neighborhoods grow.

Similarly, the redevelopment of the LDS Hospital presents an opportunity to create a large, centrally located public open space that would address the desires of the community. Including pedestrian-only pathways and fire- and water-wise landscaping in the design would meet the community goals seen in our surveys: improving walkability and improving access to green space. While all three of these proposed projects vary in cost, they collectively respond to the urgent community concerns we have gathered and will help to secure a healthier, safer future for the Avenues and Capitol Hill neighborhoods.





Implementation Strategy 1: Transforming Small Lots into New Dog Parks for the Community

The Avenues and Capitol Hill boast some of the grandest green spaces in Salt Lake City. However, residents and visitors alike often express safety concerns—especially about off-leash dogs—and a desire for more parks. Among those we surveyed in these neighborhoods, off-leash dogs were identified as the top concern. Both residents and visitors to these neighborhoods also expressed concern over the lack of green space and would like to see more parks throughout both neighborhoods in particular. Although [Salt Lake City prohibits](#) off-leash dogs in parks and open spaces unless otherwise designated, many owners do not leash their pets, perhaps because there is a lack of off-leash friendly spaces nearby.



To address these community concerns, Salt Lake City can follow in the footsteps of cities like [Boise and Portland](#), and increase the availability of dog parks across the Avenues and Capitol Hill. By purchasing small lots, especially those that are undeveloped or vacant, the City could acquire additional land to convert into new fenced dog parks, allowing for safe and convenient off-leash activities. The Department of Public Lands, the Planning Commission, and the City Council for Salt Lake City would be involved in this proposed project, as real estate would need to be purchased from private owners in the Avenues and Capitol Hill and rezoned to allow for the new dog parks. This project, as a result of the need to purchase private land, would range from medium-high to high in cost. Most small lots within either neighborhood, according to the [Salt Lake County Surveyor](#), range in the millions of dollars in their value. Additionally, the staff time to rezone and develop the new dog parks would also add to the budget of this project. As these neighborhoods continue to grow, the City will need to find creative solutions to accommodate new and safe green spaces. By transforming small lots into new dog parks for the community, people’s concerns about safety and desire for more parks would be addressed and future growth would be supported.



Implementation Strategy 2: Expanding Landscaping Rebates and Tool Exchange Programs to Promote Wildfire-Resistant Practices

In Salt Lake City, and especially the Avenues and Capitol Hill, the risk of wildfires is a significant concern. As summers get hotter and drier every year, implementing prevention strategies to create more resilient neighborhoods and preserve our green space is essential. Residents and visitors of the Avenues and Capitol Hill have expressed their concerns over the lack of green space in either neighborhood, a desire to see more open space and trails, and see the access to open spaces as a key characteristic of both neighborhoods. Green spaces and open spaces and trails are incredibly important to the identities of these neighborhoods. To grow the stock of green spaces, open spaces, and trails, disaster prevention measures must be implemented to first protect what currently exists. Firewise landscaping, therefore, should be emphasized in the City's strategies to reduce the risk of wildfires and help to preserve the green and open spaces of the Avenues and Capitol Hill.



To help make the Avenues and Capitol Hill more resilient to wildfires, the City should expand their existing landscape rebate and tool exchange programs. Additional funding and marketing for the Departments of Sustainability's and Utilities' rebates and incentives and the Division of Urban Forestry's planting program with a focus on promoting fire-wise vegetation and landscaping practices. Placer County, California has a similar program where they provide tax rebates to residents who establish new, fire-resistant landscaping on their property. By integrating such a program with the City's already-existing rebates for water-wise landscaping, and aiding the projects with more rebates on landscaping equipment, the entire city, but especially the Avenues and Capitol Hill, can become more resilient to wildfires. This rebate and incentive expansion could be costly both in terms of impact to the general budget and labor costs, although it would not be as expensive as purchasing land. This strategy would range from medium-low to medium-high in cost, but would help to protect these neighborhoods from exponentially higher costs in well-being and property damage down the line.

Image of fire-wise landscaping in Placer County, California

Implementation Strategy 3: Planning a Central Public Open Space in the LDS Hospital Redevelopment

To facilitate healthy, positive future growth in the Avenues and Capitol Hill, the City can also plan ahead to provide a central public open space as the LDS Hospital is redeveloped in the Avenues. Respondents to our surveys in the Avenues and Capitol Hill showed concern over the lack of green spaces in their neighborhoods, and showed desires for more parks, open spaces, and trails as well. Planning for and requiring a large open space as the center of the LDS Hospital redevelopment agreement would help address all of these concerns and desires from the community. Although this space is only located in the Avenues, it would serve as a city-wide destination, therefore serving residents of Capitol Hill, as well.

This redevelopment plan would cement a central open space—which would focus on water—and firewise landscaping to keep in the theme with the City’s sustainability goals—in the development agreement for the LDS Hospital area. Particularly, the area between 8th and 9th Avenues and C and D Streets would be the prime candidate for this large, public space. This would serve as a central meeting place for not only the new residents that may call this development home, but also visitors from around the Avenues, Capitol Hill, and Salt Lake City as a whole who may visit potential commercial additions in the area. Another addition that should be considered for this proposed project should be the implementation of pedestrian-only pathways throughout the development that would improve the walkability, connectivity, and livability of the area by circulating vehicle traffic around the area. This would address another concern that was gathered in our surveys; people in the Avenues and Capitol Hill said they would find it more encouraging to walk if more traffic calming was implemented, which these pedestrian paths and traffic rerouting would help accomplish. Overall, this proposed project would help to accommodate the new green space needs of these growing neighborhoods, and complement any new developments that come to call the old LDS Hospital land home.



This implementation strategy would involve collaboration from the Salt Lake City Council, the Planning Commission, and Redevelopment Agency to rezone and establish this open space as a requirement in the new development agreement. As such, the cost range for this project would likely range from medium-high to high in its budget, as the staff time and potential capital costs to make it happen could be expensive. This cost would go towards addressing community concerns and desires, and improve the well-being and access to green spaces for current and future residents of the Avenues and Capitol Hill.



The results from the survey and interviews with residents from the two neighborhoods show that they favor specialized amenities and would love to see them implemented in their existing parks. Not only did interviewees express that they enjoy specialized amenities like water features and dog amenities, but they also shared that they want access to even more kinds of specialized amenities. Sports courts, dog amenities, water features, and recreation opportunities were also some of their preferred areas of improvement within amenities. The interviewees also expressed a strong interest in their parks to prioritize accessibility and promote relaxation. One interviewee expanded on this theme, explaining that they **choose which park they visit based on whether they have their desired amenities and are accessible to their needs as someone who struggles to walk on uneven surfaces.**

Specialized amenities are park features that cater to specific activities or groups. This includes sports fields, dog parks, community gardens, wheel-chair accessible play areas, and amphitheaters. Specialized park amenities offer parks the opportunity to be customized to better serve and enhance their visitors' experiences. Parks that are planned well and include thoughtful, specialized amenities can increase their accessibility so everyone can enjoy their park experience regardless of their situation, and increase the frequency of those visiting the space.

The park's basic amenities must be met before introducing specialized amenities. Some of the parks and trailheads in the Avenues and Capitol Hill neighborhoods attract people from the entire city and thus may need more specialized amenities than those parks that are primarily serving the neighborhood. Our team reasons that although the park amenity guidelines provide a helpful framework for assessing park quality, planners can envision going above the standard, especially when acquiring new land may take time, and the community is expected to grow. Providing specialized amenities will help address the residents' needs and increase accessibility and visitor distribution to aid as the neighborhoods' population grows.

The specialized amenities our team recommends that the city implement in select parks in the Avenues and Capitol Hill neighborhoods are:

- **Dog-friendly Amenities**
- **Multigenerational Amenities**
- **Multi-Purpose Amenities**

Implementation Strategy 1: Dog-friendly Amenities

It is more common for a household in the Avenues and Capitol Hill to have a dog than a child under the age of 18, so it is no surprise that parks with dog-friendly amenities are essential to the community. Residents referenced access to dog-friendly amenities as the second most popular reason they enjoyed and frequented a park. Four residents expressed this in their interview, and three shared that they specifically appreciate the parks with access to off-leash dog areas. However, the support for dog-friendly amenities is countered by residents' trepidation about off-leash areas and public safety. Off-leash dogs were one of the top concerns of residents and visitors in the Avenues and Capitol Hill neighborhoods. Many interviewees and survey respondents shared that they wanted better fencing in some off-leash areas so the dogs could run freely but be less of a public safety concern. Adding fencing to a designated off-leash area would help make the parks more inclusive for non-dog and dog owners. The fencing gives owners a safe, open space to train their dogs, exercise, and socialize. The fence does not deter those who do not have dogs or are afraid of them from using the park.

Dog-friendly amenities do not stop at fencing but include other features like agility courses, water bowls, and access to waste disposal bags. One great example of an off-leash dog park is located in Carlsbad, California. This park is one large fenced-in area that is split into two. One side is designated for small dogs, and the other is reserved for larger dogs. Both fenced-in areas are spacious and include picnic tables, trees, shaded areas, waste bag dispensers, water stations, and agility equipment for dogs and their owners. The park was thoughtfully designed for everyone, and the Avenues and Capitol Hill communities could benefit from a similar design.

Lindsay Gardens is already designated as an off-leash park, but could benefit from a well-structured area with more dog-friendly amenities than an empty field. Like the dog park in Carlsbad, the area can be split into two and house picnic tables, agility equipment, and other needed amenities. The highlighted location also leaves space for people to use the land outside of the fence for other activities without dogs' interference. Warm Springs Park is not currently designated as an off-leash park but a part of the area can be fenced to provide amenities to residents in Capitol Hill as well. The two neighborhoods can utilize the newly designed space to host community "Yappy Hours" or barbecues to foster friendship within their neighborhoods.



Left image is the proposed dog park in Lindsey Garden's Park

Bottom image is suggested dog amenities.





Implementation Strategy 2: Multigenerational Amenities

Lack of amenities was one of the primary concerns from the survey and interviews. Interviewees and respondents desire more accessibility and recreation. The Avenues and Capitol Hill neighborhoods are home to residents of all ages, so their parks should include age-inclusive infrastructure to promote accessibility and increase opportunities for recreation. Multigenerational amenities include features that can serve specific age groups or benefit everyone regardless of age. The Gateway Discovery Park in Portland, Oregon, is an excellent example of a park that caters to every age. The park includes playgrounds, a shaded pavilion, “senior exercise playgrounds,” and an intergenerational activities area like life-size chess, etc. The park caters to the needs of all ages while encouraging them to play and spend time together. The multigenerational amenities that our team recommends include historical signage and “senior playgrounds.”

The Avenues and Capitol Hill are the most historical neighborhoods in Salt Lake City, and to pay homage to their history, we recommend expanding the present signage to other parks throughout the neighborhoods and using them to engage folks on their walks or runs. The signage can include fun facts about the neighborhoods and be an opportunity for everyone to enjoy, both the young and the elderly. The signage is also a great way to strengthen camaraderie within their communities while promoting physical health and education. Memory Grove has some signage in its park, but it would be great if the city could partner with local museums and artists to create and implement additional signage throughout the neighborhoods’ parks. The Salt Lake City Cemetery, Warm Springs Park, Popperton Park, and 11th Avenue Park would be great candidates for signage due to their accessible walking paths.



Multigenerational Park Example in Portland, Oregon, Called Gateway Discovery Park



Senior Playground in Spain



Continued—Implementation Strategy 2: Multigenerational Amenities

“Senior exercise playgrounds” refer to low-impact exercise equipment for seniors. Adding these machines encourages physical and mental health and allows the older generation to make friends and age happily. One area that both the developing and aging populations have difficulty with is walking on uneven terrain and for long periods of time. Parks that have low-impact traversable terrain with plenty of seating accessible are serving those who experience those kinds of difficulties. We want to make a multigenerational amenity recommendation for 11th Avenue Park and Warm Springs Park. The red circle in the image on the right represents a pavilion or benches where people can picnic and take breaks, the yellow circle is for the outdoor exercise equipment for seniors, and the green dashes indicate a walking path adorned with engaging historical signage.

This should be a priority in the Avenues and Capitol Hill due to its hills; we want to minimize all potential deterrents preventing residents from enjoying their parks. Many initiatives can help implement these strategies successfully. The Healthy Aging in Parks initiative by the National Recreation and Park Association helps fund parks that prioritize the aging population in their planning. The city can also partner with local nonprofits that value and serve children and or the elderly to gain support in the project’s development.



Recommended Location for Multigenerational Amenities in 11th Avenue Park (right)
Source: Google Maps and M. Bushong



Recommended Location for Multigenerational Amenities in Warm Springs Park (left)
Source: Google Maps and M. Bushong

Implementation Strategy 3: Multi-Purpose Space Amenities

Multi-purpose amenities help parks be more dynamic and flexible to their residents' changing needs and interests. This could be especially helpful as the area's population continues to grow. There may be needs that we cannot foresee now, but could be served through multi-purpose amenities. For example, parks and pavilions became very helpful during the pandemic because health officials could use those areas to conduct COVID-19 tests. Providing a multi-purpose space like a large park pavilion can offer an additional event space that can be reserved by community members or used by the neighborhoods for communal events. For example, Julia Davis Park in Boise, Idaho, hosts markets using its multi-purpose pavilions and surrounding park area. Their market is large and seems to be organized by a market entity like the Boise Farmers Market, but it's a great example of utilizing park space and amenities for more than one purpose.

Multi-purpose pavilions would also help address residents' desire for more seating and recreation because they could open doors to various events and activities. More opportunities for the multi-purpose space include temporary art installations, birthday parties, reunions, neighborhood council meetings, potlucks, and community movie nights. The space provides countless opportunities for folks to engage and learn with one another, which supports placemaking and strengthens the community's identity.



Multi-Purpose Pavilion in Julia Davis Park in Boise, Idaho (left)

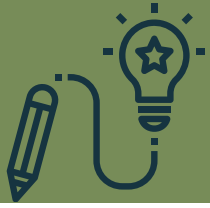
Recommended Location for Recommended Location for Multi-Purpose Space Amenities in Popperton Park (right)

Source: Google Maps and M. Bushong

Warm Springs Park in Capitol Hill would benefit from a multi-purpose pavilion near their playground. The pavilion would provide plenty of opportunities for events and recreation while also providing shade and seating for families to eat while playing at the park. A multi-purpose pavilion would significantly impact Popperton Park near its community garden. The proximity to the garden and Popperton trails is ideal because people can use it to picnic before or after their walk or run, and use the space when working in the garden. The pavilion could also be used to house mini-markets like the one in Julia Davis Park. The proximity to the Popperton Community Garden makes the space more accessible for using the garden and showcasing the food grown together.

Hosting events and finding ways to utilize the space could be a designated or volunteered position on the neighborhood council. Booking the space can also be open to the community for private events like birthdays and receptions. Events could work in collaboration with other nearby neighborhoods and local businesses. It could become a stepping stone for introducing mixed-use developments to an area that is apprehensive, which could benefit future planning initiatives in the Avenues.





Urban Design: Intentional urban design that balances identity, sustainability, and cohesion

Through intentional urban design standards, communities can foster spaces that promote a stronger relationship between residents and their built environment. Some of the most important characteristics of a livable neighborhood involve preserving the cultural identity of a community while also adapting to modern developments that contribute to the sustainability and efficiency of the community. Our idea for the future of urban design in the Greater Avenues and Capitol Hill neighborhoods involves creating a cohesive and easily navigable neighborhood through intentional urban design standards that balance neighborhood identity and sustainable development. We hope that these standards not only enhance the quality of life for current residents but also encourage a neighborhood that can evolve seamlessly with future community needs.

Based on the survey data and comments from residents and visitors, we've gathered through various assessments, we've found that this idea encompasses the different concerns and needs of the community while also planning for the future. Questions relied on an urban design framework developed by Ewing et. al (2006), focusing on seven qualities: imageability, legibility, enclosure, human scale, transparency, linkage, complexity, coherence, and tidiness. Considering these Guiding Principles as well as community feedback, we identified multiple implementation strategies. These strategies include introducing designs that improve active transportation facilities and safety, updating design standards in the building form code, facilitating the creation of more community gathering spaces, improving the neighborhood's sense of place, and promoting connectivity. By incorporating these strategies, we aim to create a visually cohesive neighborhood that encourages community and sustainable development and will be fully adaptable for the foreseeable future.





While the Avenues and Capitol Hill are considered to be very walkable for their generally smaller block sizes, there are issues with linkage—block to block, cues for pathways or crossings for pedestrians, stopping or slowing for drivers, and designations for cyclists are lacking. This results in a lack of safety for anyone moving through these neighborhoods, by whatever means. By using intentional urban design elements, we can help make it safer and more legible to move through each, with an emphasis on centering pedestrian and cyclist movement first.

The implementation strategies below have the potential to be used together to create immensely safer and more enjoyable experiences for those traveling outside of cars on the street. In interviews we conducted with residents, many pointed out the danger felt when crossing busy streets, with the sense of danger coming from speeding cars and unclear crossings, lack of signage, or poor visibility of crossings. Others pointed out that the steep streets can be difficult to navigate for older people or people with disabilities, so making sure people are visible and have the clear right to cross at whatever speed they need to is also important. Figure 1 shows that the strategies described below have been considered and recommended in other plans from neighborhoods in Salt Lake City or plans about specific planning issues. Therefore, proposing these kinds of updates in the Avenues and Capitol Hill would be in alignment with other local neighborhood and mobility visions set forth by the city.

Implementation Strategy 1: Centering pedestrian access and slowing cars at intersections with raised crosswalks

Traffic calming measures should focus on pedestrian comfort and accessibility first. Intersections in the Avenues and Capitol Hill lack visible crosswalks or other cues, and cars speed down streets or roll through stop signs. One way to both mark crosswalks more visibly while slowing cars down and making pedestrians a more prominent focus point would be to create raised crosswalks at crossings. This method calls for raising the crossing to the same level as the curb and creating a slope up to the crosswalk on either street-end for cars. It functions like a speed bump, but it functions first as a crossing platform for pedestrians. Beautification efforts like decorative tiling, artistic painting of the crosswalk, small center medians or planters, and stylized bollards on the edge of the crosswalks would all both help the feature fit into or add to the character of the neighborhood while also increasing visibility of the pedestrian element. These elements also allow drivers to take in visually and maneuver around, which automatically slows cars. There is an existing example of this on 2nd Avenue and C Street.

Targeted areas include E Street to 6th Avenue, since pedestrians walk to two coffee shops in the area, one of them a drive-thru (Java Joe's on 1st Avenue), the Open Classroom School, shops and restaurants on 4th Avenue, and the Smith's between 5th Avenue and 6th Avenue. Since cars speed on the entirety of this road and rarely yield to pedestrians (1st Avenue and E Street), creating intentional crossings at each intersection would help improve pedestrian safety while interrupting the speeding-friendly use of the road. People gather at the corner of 1st Avenue and I Street, but cars also speed on the entirety of that street, so I Street would also benefit from more visible, raised crossing there, and also at 3rd Avenue, where there is heavy cross traffic.



Implementation Strategy 2 Slowing traffic with visualization cues

Like the strategy discussed above, this strategy revolves around making crossings and streets more visually engaging to slow cars down and create a stronger sense of safety for pedestrians. Visualization cues can include bright paint on thick crosswalk lines or street art, strategically placed planters or other vegetation, medians, and signs. This strategy has been utilized in other parts of the city to slow cars and create more visibility for pedestrian and cyclist pathways. An example exists in Capitol Hill in Marmalade at 600 North and Center Street, and 600 North and 200 West. In the Avenues, an effective rainbow-painted crosswalk has since faded on K Street and 3rd, and its position as a node with two local businesses at the intersection warrants its repainting. Since features like this need to be repainted every few years, it may be worth considering if the local community council can help with applying for CIP funds every few years, as needed, and making it a community event to execute the repainting. That would also increase a sense of ownership over the feature while helping to create the kind of community events that survey respondents and interviewees both expressed desire for more.

This strategy could also be useful in the streets mentioned in the section above but would maybe be better suited to the crash sites recorded on North Temple, 300 West, and Main Street. The crash sites in Capitol Hill in particular are home to many regular pedestrians who live, work, and attend events in the area, close as it is to the Salt Lake City Temple, City Creek Mall, and Downtown, and the Delta Center. If pursuing this option, the city could work with local artists to help create visually interesting intersections that

resonate with the community, as has been done in areas like 600 West in Rose Park to neighborhood roundabouts. Examples from other cities include protected intersections installed in Seattle, where a fusion of medians function like chokers or chicanes to squeeze traffic to a slower speed, while bike lanes are protected alongside, and signs and bold crossing paint create easy-to-grasp cues. This kind of design could improve safety greatly along wide corridors like North Temple and 300 West



Example from Seattle of a median that functions like a choker to squeeze traffic and lower speed



Implementation Strategy 3: Make pedestrians more visible by extending curbs

Another strategy to center the safety of pedestrians on our streets would be to extend curbs into the street so that pedestrians have a shorter distance to cross, and the beginning and end of their crossing is more protected while being more visible to drivers. Curb extensions can also include bike lanes, providing similar benefits to them as they move around an intersection. By physically and visually narrowing the roadway, curb extensions require drivers to pay more attention as they pass through the area. They are also useful for preventing cars from parking right up to the edge of an intersection, which reduces visual contact between drivers, pedestrians, and cyclists.

Again, according to safety design standards by the WRI's Cities Safer by Design guide, curb extensions, depending on their size and design, can also house benches, bike parking, or other useful amenities (Welle et al.). The more visual elements drivers must take in, the more carefully they are likely to drive. They are handily applied in areas with street parking or bus stops, making them readily applicable to the streets in both the Avenues and Capitol Hill. [AR6] Larger curb extensions with more visibility-minded design elements would be particularly helpful along North Temple, especially considering changes that may come to that street with future projects like the Green Loop. The same would be true for 300 West, where cars travel very quickly, and where infrastructure for crossing, like flashing lights and pedestrian stop-lights, already exists. Smaller bulb-outs would make more sense for the narrower streets and crossings in the Avenues, or near West High School along 300 North, since many students walk there.



Curb extension example at 300 South in downtown Salt Lake City



A well-designed community invites people in and bridges an emotional connection through visual achievements in design and functionality of space. The Greater Avenues and Capitol Hill are among the most unique and distinctive neighborhoods in Salt Lake City. Members of the community and visitors should feel immersed in the unique and historical character of their destination through thoughtful design that signals a transition in these spaces that is both memorable and intentional. Based on our survey results, respondents from the Avenues and Capitol Hill most valued the historic architecture, walkability and bikeability, access to trails and green space, as well as community spaces. Improving wayfinding helps establish clear and defined routes throughout the area that serve to guide and direct resident and visitor traffic to anchor destinations like historic landmarks, parks, and community centers. Additionally, wayfinding can be used to highlight the existing aesthetic and character of these communities through intentional design elements such as color schemes, font choices, or physical materials for the signage. Wayfinding supports community identity because it facilitates connectivity via defined neighborhood routes to key destinations while also creating a special sense of place through their design which reflects the community's character.

Gateways can also help achieve our goal of establishing a sense of place in these neighborhoods. Distinctive gateways are tools in urban design to signal to residents and visitors that they have entered a different place with its own community and culture. Gateways are often distinct, recognizable, and memorable. Establishing gateways in these communities will create a strong first impression for residents and visitors and can incorporate important historical elements that are significant to residents. Encouraging placemaking in these neighborhoods has the potential to welcome future sustainable development while assuring that important public art, historic sites, and other cultural components that are integral remain a prominent part of their community's story and heritage.

Implementation Strategy 1: Establishing Distinct Gateways and Entry Points

The [Proposed Neighborhood Gateways](#) map visualizes the locations of proposed gateways in both the Avenues and Capitol Hill. These locations were chosen considering the main access routes into the neighborhoods as well as natural entry points where residents commonly enter. For Capitol Hill, these gateways are located at: 900 North & Beck Street, 600 North & 300 West, North Temple & 400 West, State Street & 2nd Ave. In the Avenues, we propose gateways at E Street & South Temple as well as I Street & South Temple.

To identify where gateways would enhance the neighborhoods' design, community engagement with residents and other stakeholders is essential. The location of these gateways should be meaningful spots for residents and integral to their community story. It's important to consider gateways at neighborhood boundaries, as well as at these locations that reveal more about the sense of place in the neighborhood. This can be done using distinct visual and architectural features that are specific to the neighborhood and can also better orient anyone traveling through the area.



Continued—Implementation Strategy 1: Establishing Distinct Gateways and Entry Points

The existing Capitol Hill plan and the Urban Design Element expressed interest in establishing gateways to foster community identity and engagement from residents. This engagement process would involve utilizing the Salt Lake City Arts Council and partnering with local artists in both neighborhoods. Emphasizing this strategy in an updated urban design plan is significant for that reason, as well as the survey responses that expressed a want for more public art and signage. Gateways are already a prominent feature in other areas of Salt Lake City, like Eagle Gate on State Street, which signals the transition into downtown and various religious historical sites. Doing this on a smaller scale in the Avenues and Capitol Hill helps reinforce neighborhood identity while preserving historical character. Gateways are an easy way for intentional urban design to create a more cohesive urban fabric that anchors these communities in Salt Lake City.

Proposed Neighborhood Gateways





Implementation Strategy 2: Creating a Navigable Wayfinding System

In addition to establishing gateways, we also suggest the implementation of a wayfinding system in both neighborhoods to bolster a pedestrian's sense of place. These wayfindings are located at historical sites, parks, trails, public buildings, community art exhibits, and other significant destinations in these areas. Community engagement is also an important aspect of this strategy because we want to work with residents to identify areas where they believe wayfindings would be beneficial and what locations they see as integral parts of the community to direct pedestrian traffic to. The interactive map serves as a developing data source that we can update with the community to work on adding or removing spots for wayfinding.

Wayfinding is a critical aspect of our communities. They play a prominent role in how people navigate and experience the space around them. A pedestrian wayfinding map from Philadelphia's Center City illustrates how clear, simplified mapping can highlight major corridors and destinations, making neighborhoods more walkable and accessible. Well-designed wayfinding like this ensures that residents and visitors can navigate spaces easily and independently. Directing pedestrian traffic not only further reinforces a sense of belonging and community but allows the neighborhood to incorporate local history and connection to the environment. Overall, wayfinding will not only foster community engagement in these neighborhoods but also allow for these areas to become more navigable which gives residents and visitors more confidence and enjoyment when traveling within these communities.

Proposed Wayfindings Locations





Implementation Strategy 3: Integrating Local Art & History as Wayfindings

In conjunction with the previously proposed wayfinding system, another strategy to use wayfinding to enhance the identity of place in these communities is to incorporate existing local art and history into signage. By incorporating local art and designs that reflect the area's history, public art itself can become a form of signage to help direct people while also adding to the community aesthetic. The whale in the 9th and 9th neighborhood is an example of art acting as a wayfinding in Salt Lake City. The whale was a part of the Salt Lake City Public Art Program and involved a lot of community input from the community council and other local organizations. It is undeniable that it signals entry into the 9th and 9th community. Integrating similar public art installations in Capitol Hill and the Avenues is another way urban design can deepen residents' connections to their communities, but also enhance navigation.

Staying consistent to the existing character of these neighborhoods we want to design wayfinding signs that integrate local art such as existing murals or historic structures that can help guide people while adding to the aesthetic value. Throughout this urban design process, we want to engage community participation in the design of these art pieces for wayfinding to create a sense of ownership in these design details. By blending wayfinding with local art and history, urban design will not only allow people to navigate these neighborhoods better but also inform the broader community about the culture and heritage of Capitol Hill and the Avenues which will enhance their overall sense of place there.



Lost Acorn Gallery in the Avenues



A primary component of the Ewing et al model for measuring urban design is the idea that urban design can directly influence the safety and walkability of a neighborhood by making improvements to the built environment that better serve pedestrians, as well as other forms of active transportation. Considering this framework and the community concern for safety during our outreach process, we believe that improving connectivity through pedestrian infrastructure in the Avenues and Capitol Hill can provide an overall benefit to the neighborhoods. Both areas receive a high volume of vehicle traffic despite their primarily residential character. Through small design changes for intersections and streets we can prioritize people over vehicles and improve safety and comfort.

Implementation Strategy 1: Introducing traffic-calming infrastructure to reduce vehicle speeds in high traffic

areas

Traffic-calming infrastructure through a focus on redesigning streetscapes to prioritize pedestrian safety and comfort. During our data collection phase, interview feedback highlighted the hidden pedestrian contradiction in the Avenues and Capitol Hill. While they are widely considered walkable, the actual user experience is negatively affected by traffic patterns that prioritize vehicles and enable poor driver behavior. This ultimately discourages some from walking or biking as often as they would like to in their neighborhood. This can be broadly countered through the strategic reduction of speed limits, increasing the frequency of active transportation infrastructure, and improving signage. Altogether, this cultivates a human-scale built environment that emphasizes the narrow streets and small blocks and narrows the roadway for vehicles, forcing them to drive with more consideration for others.

Through both neighborhoods there are plenty of opportunities for adding infrastructure like curb extensions, pedestrian islands, and increased tree coverage. These measures create both a physical barrier between pedestrians and vehicles but also create a perception of narrowness for drivers without necessarily narrowing the full vehicle lane, as shown in a [2023 Johns Hopkins report](#). When drivers perceive the roadway to be narrow because of streetscape elements, they travel with more caution, regardless of the true width. At the same time, these elements improve the overall aesthetic experience of the street for all. Improvements could initially focus on busier intersections and expand as behavior shifts.



A redesigned 3rd Avenue and I Street intersection in the Avenues that incorporates pedestrian islands, curb extensions, and improved lighting to calm traffic and increase safety. These features reduce crossing distances, slow turning vehicles, and improve visibility at a steep and often fast-moving intersection.



Implementation Strategy 2: Increase frequency of short, marked roadway crossings

Throughout our research it was made clear that pedestrians found crossings to inconsistent and unsafe. Many crossings lacked appropriate signage or markings and the ambiguity created right-of-way conflict with drivers. In the interest of reducing these conflicts, we propose to develop more protected crossings in both neighborhoods. Key streets for improving crossing are North Temple, South Temple, 2nd & 3rd Avenues, E Street & I Street, 300 North, Main Street, 300 West, and 400 West. On many of these streets, there are existing crossings, but they have high volume of vehicle traffic that forces pedestrians to wait extended periods, or the streets are very wide, and pedestrians are exposed to people turning through the crosswalks at higher speeds. Many of these streets overlap with our identification of neighborhood gateways and these locations can double as opportunities to implement improved crossing infrastructure.

In our analysis of vehicle crashes in the Avenues and Capitol Hill, we identified a clear concentration of pedestrian-related accidents near the listed intersections as well as near transit stops. This only reinforces the need to make non-vehicular transportation more accessible. There is no lack of existing infrastructure, either, that would be easy to modify to improve the pedestrian experience. On North Temple at West Temple, for example, there is an existing concrete median that could easily be expanded to serve as a pedestrian island. Further, as the street redesigns later in the document show, busy intersections within neighborhoods have opportunities for simply expanding existing infrastructure rather than needing to fully rebuild.



A potential redesign of the 300 North and Center Street intersection in Capitol Hill, featuring pedestrian islands, curb extensions, and added lighting to improve safety and visibility. The design shortens crossing distances, formalizes existing driver behavior caused by steep slopes, and encourages slower, more cautious turns.



Implementation Strategy 3: Focus on infrastructure that creates a safer walking environment at all times of day

Our analysis found that safety was a primary concern. In the context of urban design, safety can expand beyond roadway conflict but the perceived safety of the pedestrian on the sidewalk. To this extent we propose to improve street lighting infrastructure throughout both neighborhoods and even more so around transit stops and areas with higher pedestrian traffic. Beyond reducing crime, improved street lighting combined with increased pedestrian infrastructure cultivates a sense of ownership and right to use of a space that both improves the current experience and encourages more use ([Macdonald et al, 2025](#)).³ It can also improve the driver experience at night by increasing visibility and alertness.

Beyond lighting, we also believe there should be more street furniture installed to encourage people to use public space, rather than to perceive spaces as simply means of getting from one place to another. There is a notable lack of benches outside defined park space, especially in the Avenues, and this actively discourages people from walking for leisure. It also decreases accessibility by discouraging the elderly or less healthy, who may benefit from having comfortable places to rest. It also increases safety by contributing to what Jane Jacobs' refers to as "eyes on the street"⁴ in that it cultivates a passive surveillance network through the consistent presence of people.



9th and 9th Curb Extension



Guiding Principal 4: Incorporating new design standards to help facilitate the creation of more community gathering spaces

Incorporating design standards that prioritize community gathering spaces is crucial for addressing residents' desire for stronger social connections, neighborhood identity, and access to meaningful places for interaction. Feedback from our community surveys, interviews, and observations shows that many residents of the Avenues and Capitol Hill neighborhoods want more opportunities to engage with neighbors outside of private or commercial settings. In neighborhoods celebrated for their walkability and historic charm, integrating community-oriented spaces directly into the urban fabric ensures that people can socialize casually, encounter neighbors frequently, and feel a deeper sense of belonging, all within the context of their daily routines.

The three strategies outlined in this memo, integrating parklets, socially oriented plazas, and small-scale recreational facilities, work together to support this Guiding Principle by creating a flexible, layered gathering space network. Parklets provide spontaneous social opportunities in commercial corridors; plazas offer structured, accessible hubs for group events and everyday interaction; and small recreational sites bring multigenerational activity into the heart of residential areas.

Implementation Strategy 1: Integrating Parklets

Integrating parklets into strategic locations within the Avenues and Capitol Hill neighborhoods can significantly increase community gathering and foster frequent social interactions. Parklets are small-scale, often temporary public spaces created by repurposing existing parking spaces or curbside areas. Cities like San Francisco have successfully utilized parklets to activate streetscapes, benefiting local businesses by attracting pedestrians and providing comfortable gathering spaces. Based on our discussions with community members and site observations, key locations ideal for parklet implementation include high pedestrian-traffic corridors such as South Temple Street near coffee shops and eateries, 3rd Avenue near local businesses, and along 300 West close to transit stops. Parklets placed in these areas would enhance neighborhood connectivity, promote walkability, and create vibrant social spaces that align closely with residents' expressed desires for more accessible community gathering places.

Parklets offer a low-cost, flexible way to expand public space by repurposing parts of the street for seating, greenery, and community use. They can be installed quickly, maintained through city or business partnerships, and placed in both commercial and civic areas. Whether near shops or schools, parklets create accessible gathering spaces that strengthen neighborhood life without requiring large-scale investment.





Implementation Strategy 2: Developing Socially Oriented Plazas

Creating socially oriented plazas within the Avenues and Capitol Hill neighborhoods means incorporating plazas with intentional design elements proven to increase social engagement. Successful local examples, such as the Gateway Plaza and Sugar House Plaza, illustrate how thoughtfully designed public spaces cause regular social interactions between people in casual and organized manners. With that being said, their scale and downtown context may not be a perfect fit for primarily residential neighborhoods like the Avenues and Capitol Hill. Instead, we can look to more neighborhood-scaled examples such as the plaza at 9th & 9th or Liberty Wells' Artesian Well Park, which offer compact, flexible designs better suited for these communities.

To develop these smaller-scale plazas, the Avenues & Capitol Hill can explore strategies such as incentivizing developers in mixed-use areas. This could include allowing reduced setbacks in exchange for dedicating space for a plaza or permitting additional floor area if a publicly accessible gathering space is integrated at the ground level. These kinds of incentives have been used successfully in other cities to secure high-quality public space without requiring the city to acquire land directly. Additionally, the city could repurpose underutilized public land, such as excess right-of-way or vacant city-owned parcels, and acquire foreclosed lots for community use. The city may also explore land swaps or partnerships with community land trusts to secure space. Another effective method would be converting portions of oversized residential streets into small public plazas, which is a cost-effective way to create gathering spaces without purchasing new land.

Plazas should be prioritized along the neighborhoods' most active commercial corridors: those that already serve as social or retail destinations or are likely to become so through future development. One especially

promising site is the LDS Hospital property, which is currently being considered for redevelopment. This large site offers a rare opportunity to embed a larger plaza as a central organizing feature of future mixed-use development, providing open space that serves both nearby residents and new tenants while enhancing the surrounding public realm.

Urbanist and Sociologist William Whyte has shown that plazas designed with accessible seating and central interactive features significantly increase their use as spaces for those enjoying them. The reason these design standards are effective is rooted in their intentional arrangement. For example, circular or semi-circular layouts that orient people toward one another naturally facilitate eye contact and encourage face-to-face interactions. A great example of this is The Gateway Plaza, where the main plaza is circular with seating around its edges and focuses on a central fountain. Additionally, this plaza serves as an effective model for the potential development at the LDS Hospital.

The Gateway





Implementation Strategy 3: Establishing Small-Scale Recreational Facilities

Introducing small recreational facilities scattered throughout the Avenues and Capitol Hill neighborhoods would not only promote social interaction but would also promote active lifestyles by providing accessible, convenient spaces. The pickleball courts located at C Street and 5th Avenue in the Avenues and Silver Park Playground in Capitol Hill are just two great examples of how recreational facilities can activate interaction among various age groups. This activation is reflected in many benefits across all ages, including children making friends, adults creating support networks, and seniors continuing involvement in the community. What would make Small-Scale Recreational Facilities in the Avenues and Capitol Hill so successful, however, is their size, allowing them to fit into denser neighborhood structures compared to large facilities like soccer and baseball fields. This enables greater frequency of facilities across the two neighborhoods, making access to the facilities more convenient and, in turn, encouraging people to get out and use them.

To expand access equitably, new facilities should be prioritized in underserved or transitional areas where gathering already occurs but permanent infrastructure is lacking. Potential sites include vacant or underutilized lots near Popperton Park, street corners along 11th Avenue, or within walkable gaps between existing parks and schools. The city could acquire land for these facilities using a range of tools, including vacant parcel acquisition, development agreements, or collaboration with community land trusts. Additionally, oversized or low-traffic streets, such as wide intersections, dead-end roads, or unnecessary turn lanes, can be reconfigured into micro-parks or recreational pockets without requiring new land purchases. Funding for these projects could come from a mix of sources, including the city's parks and public lands budget, impact fees from nearby development, and grants aimed at community health or urban greening.



Silver Park in Capitol Hill



Guiding Principle 5: Incorporating existing design elements into new builds.

Through the community engagement process, residents of the Avenues and Capitol Hill were asked “What are some unique characteristics that set the Avenues or Capitol Hill apart from the surrounding neighborhoods?”. The most common response to the question was “Historic Architecture” with selection by 28% of respondents in the Avenues (there was insufficient responses from residents of Capitol Hill). With so much support from the residents of these neighborhoods of historic architecture, we have made it a priority to ensure that these neighborhoods keep their historic feel. The city and state are facing a significant housing crisis, and several city plans call for adding more housing in high-opportunity areas like the Avenues and Capitol Hill. Because of this, it is important that when development happens it is done thoughtfully and is cohesive with the identity of the neighborhood.

Form-based codes provide a great resource for cities to regulate the look of the building. This is a helpful tool for communities that wish for new development to feel compatible with existing buildings. Utah Code 10- 9a-534 prohibits municipalities from using "building design elements" regulations or form-based code for single- or two-family dwellings. Luckily, that code provides exceptions to that rule if the area is zoned primarily for residential use and was substantially developed before 1950. Both the Avenues and Capitol Hill had many areas developed before 1950, providing room for the City to incorporate a form-based code for much of these neighborhoods. Form-based codes can regulate many things, such as color, materials, and architectural features. We are not necessarily recommending that the form-based code requires buildings to look historic, but rather have similar characteristics so it feels like it belongs, even if it is newer than its surroundings. Some implementations to protect these neighborhoods' historic identity through form-based codes include proper setbacks, parking regulations, and roof designs.

Implementation Strategy : Requiring Buildings to Have Setbacks to Fit Historic Neighborhoods

One implementation of the historic form-based code would be codifying residential setbacks that match those of the historic neighborhood. Setbacks are the distance that the structure is from the property line. Setbacks can also be referred to as yards. Setbacks play a great deal in the identity of the neighborhood. They can influence the enclosure and human scale of the neighborhood, which can be used to make a neighborhood feel historic. Front yard setbacks, especially, can impact a neighborhood's identity.

Over half of residential buildings in the Avenues were built before 1930. Most historic homes from this era sit 10 to 30 feet back from the sidewalk. In each decade between 1900 and 1930, more than 60% of homes fall within that range. Despite this pattern, only 0.58% of the neighborhood is currently zoned for that setback. We recommend a 10 to 15-foot minimum front yard setback for residential buildings, especially south of 13th Avenue

and west of Virginia Street. Front porches should be allowed to encroach into this setback to better match the area's historic design.

In Capitol Hill, 51% of homes were built before 1940. These homes are typically set back between 15 and 30 feet. This trend is consistent across decades, with 60% or more of homes in that range from the 1900s to the 1930s. Today, only 15% of Capitol Hill is zoned for these setbacks. A 10 to 15-foot minimum front setback is recommended, along with flexibility for front porches to encroach into that space to maintain historic cohesion.

Detailed tables on historical setbacks can be found in the appendix, Figures 13-16



Implementation Strategy 2: Updating Parking Requirements to be More Compatible with Historic Neighborhoods

Parking is always a decisive issue, but it is necessary to regulate it to preserve the historic identity of a neighborhood. In the Avenues, 45%, and in Capitol Hill, 40% of all residential structures were built before 1920 and the mass adoption of the automobile. This meant these homes were designed for alternative transportation to cars, such as walking, streetcar, and horses. New residential developments must keep these characteristics. We recommend not permitting garages on the front façade of residential structures. Automobiles are a staple of life today, so we recommend that garages still be allowed in residential structures on the side or rear of the structure or as an accessory structure (much like stables in the past). Many of the zoning districts in the Avenues and Capitol Hill, especially single-family ones, permit garages in the front façade of the building if it is less than 50% of the length of the front façade. Updating the code for these neighborhoods to prohibit garages in the front façade will ensure new builds are cohesive with these neighborhoods' historic identity.

For apartment buildings or other high-density housing structures, we recommend that parking and parking garage entrances are not visible from the front yard. Still, the parking or garage entrance should be on the side and rear of the building.

We recommend lowering the parking requirements for commercial developments to encourage commercial use in the neighborhood, which has been part of the historic neighborhood. This will enable businesses catering to the Avenues and Capitol Hill neighborhoods. This will also reduce the eyesore that parking lots in modern commercial development tend to have.

Implementation Strategy 3: Regulate Roofing Style to be Cohesive with a Historic Neighborhood

Specific architectural elements can dramatically impact a neighborhood's perception, with one of the most important being roofs. Many community concerns about recent projects have focused on incompatibility with historic character. We recommend prohibiting butterfly and skillion roofs on all new residential buildings in the Avenues, as they conflict with the area's predominantly pre-1930 architectural style. These roof types are hallmarks of mid-century modern design, which emerged well after most of the Avenues were built. We also recommend prohibiting flat and shed roofs on residential buildings under four stories. These guidelines are especially relevant for areas south of 13th Avenue and west of Virginia Street. Capitol Hill shows more roof style variety, but may consider adopting similar standards in historically sensitive areas.



Butterfly roof



Shed roof



Flat roof



Skillion roof

Implementation Tools Summary

This implementation strategies table outlines a range of actionable steps that support the broader goals of the plan. It identifies who is responsible for carrying out each strategy, what type of action is required (such as capital investment or regulatory change), and provides rough estimates for funding and timeline. The table helps translate vision into practice by organizing next steps in a clear, accountable format for decision-makers and community partners.

The Avenues and Capitol Hill Implementation Tools						
Implementation Strategy	Guiding Principle	Lead Agency	Partners	Strategy Type	Funding	Timeline
Dog-friendly Amenities	Enhancing existing parks with specialized amenities	The Parks Division of Salt Lake City's Public Lands Department	Neighborhood Councils and local businesses and nonprofits	Capital Improvement	\$5	< 1 year
Multi-generational Amenities	Enhancing existing parks with specialized amenities	The Parks Division of Salt Lake City's Public Lands Department	Neighborhood Councils and local businesses and nonprofits	Capital Improvement	\$5	< 1 year
Multi-Purpose Amenities	Enhancing existing parks with specialized amenities	The Parks Division of Salt Lake City's Public Lands Department	Neighborhood Councils and local businesses and nonprofits	Capital Improvement	\$5	< 1 year
Transforming small lots into new dog parks	Increasing green space with a focus on safety and community resilience	The Parks Division of Salt Lake City's Public Lands Department	Local businesses or real estate and neighborhood councils	Capital Improvement	\$\$\$-\$\$\$\$	1-3 years
Expanding landscaping rebates and tool exchange programs with an emphasis on wildfire resistance	Increasing green space with a focus on safety and community resilience	The Parks Division of Salt Lake City's Public Lands Department	Local businesses or real estate and neighborhood councils	Capital Improvement	\$\$\$	< 1 year
Planning for a central open space in the LDS Hospital redevelopment	Increasing green space with a focus on safety and community resilience	The Parks Division of Salt Lake City's Public Lands Department	Local businesses or real estate and neighborhood councils	Regulation, Community Engagement	\$5	1-3 years
Front yard setbacks	Incorporating existing design elements into new build	Planning Division	N/A	Regulation	\$	1-3 years
Under parking regulations	Incorporating existing design elements into new build	Planning Division	N/A	Regulation	\$	1-3 years
Roof style regulations	Incorporating existing design elements into new build	Planning Division	N/A	Regulation	\$	1-3 years
Establishing Distinct Gateways and Entry Points	Enhancing place identity	City's Parks and Public Lands Division	Community Councils/Volunteers	Maintenance	\$5	1-3 years
Creating a Navigable Wayfinding System	Enhancing place identity	City's Parks and Public Lands Division	Community Councils/Volunteers	Maintenance	\$5	< 1 year
Integrating Local Art & History as Wayfindings	Enhancing place identity	City's Parks and Public Lands Division	Salt Lake City Public Art Program, Historical Society, Community Councils, Volunteers	Maintenance	\$	< 1 year
Integrating parklets	Design standards to facilitate community gathering	City's Parks and Public Lands Division	Local Businesses	Capital Improvement	\$	< 1 year
Developing Socially Oriented Plaza	Design standards to facilitate community gathering	City's Parks and Public Lands Division	SLC CRA, Community Councils	Capital Improvement	\$\$\$	1-3 years
Establishing Small Scale Recreational Facilities	Design standards to facilitate community gathering	City's Parks and Public Lands Division	Community Councils	Capital Improvement	\$5	1-3 years
Centering pedestrian experience with raised crosswalks	Urban design for safety	Transportation's Livable Streets program	N/A	Capital Improvement	\$5	1-3 years
Traffic Calming Visual Cues	Urban design for safety	Transportation's Livable Streets program	Greater Avenues Community Council, Capitol Hill Neighborhood Council	Capital Improvement	\$	< 1 year
Curb Extensions	Urban design for safety	Transportation's Livable Streets program	UDOT, on applicable roads	Capital Improvement	\$\$\$	1-3 years

Implementation Tools Continued

Implementation Strategy	Guiding Principle	Lead Agency	Partners	Strategy Type	Funding	Timeline
Increasing Street Lights	Improving pedestrian experience with design	Salt Lake City Public Utilities	N/A	Capital Improvement	\$5	1-3 years
Adding street furniture and amenities	Improving pedestrian experience with design	Planning Division	Neighborhood Councils, Public Utilities	Capital Improvement	\$5	1-2 years
Mid-block crossings	Improving pedestrian experience with design	Planning Division; Transportation Division	Public Utilities	Capital Improvement	\$	1-2 years
Display signage directing park visitors to mySLC to report maintenance concerns	Raising the baseline for park quality	City's Parks and Public Lands Division	N/A	Capital Improvement	\$	<1 year
Focus on prioritization and preventative maintenance while seeking additional help from other groups	Raising the baseline for park quality	City's Parks and Public Lands Division	Neighborhood councils and non-governmental organizations	Maintenance	\$5	1-3 years
Create an amenity checklist for each classification of park to establish a baseline for evaluation	Raising the baseline for park quality	City's Parks and Public Lands Division	N/A	Maintenance	\$	<1 year
Green Streets Program	Support for the local food system	City's Parks and Public Lands Division	Planning Division; Liveable Streets Program	Capital Improvement	\$5	1-3 years
Inclusive Gardening Workshops and Engagement	Support for the local food system	City's Parks and Public Lands Division	Neighborhood Councils, Food Policy Council, Wasatch Food Coop	Community Engagement	\$	<1 year
Edible Parks	Support for the local food system	City's Parks and Public Lands Division	Neighborhood Councils, Food Policy Council	Capital Improvement	\$5	1-3 years
Refined MU-3 Overlay for Walkable Mixed-Use Nodes	Commercial and mixed-use development	Planning Division	Community Councils, Developers, Partner Organizations	Regulation	\$	1-2 years
Ground-Floor Commercial Conversion in Residential Zones	Commercial and mixed-use development	Planning Division	Economic Development, Community Councils, Developers	Regulation	\$	1-2 years
Mixed-Use Expansion Incentive in the Proposed RMF-45 Zone	Commercial and mixed-use development	Planning Division	Economic Development, Community Councils, Developers	Regulation	\$	1-2 years
Utilizing Adaptive Reuse to the Fullest	Promoting housing in the historic district	Planning Division	Community Councils, Developers, Partner Organizations	Community Engagement	\$	1-3 years
RMF-30 Zoning in Most Single-Family Zones	Promoting housing in the historic district	Planning Division	Community Councils, Developers	Regulation	\$	1-3 years
Concentrated Community Awareness Push about Housing Infill and the Historic District	Promoting housing in the historic district	Planning Division	Community Councils, Developers, Partner Organizations	Community Engagement	\$	1-3 years
Rear-Lot Infill Activation Program	Enable housing growth by supporting infill	Planning Division	Community Councils, Developers, Partner Organizations	Community Engagement	\$	1-3 years
Infill Navigator Program	Enable housing growth by supporting infill	Planning Division	Community Councils, Developers, Partner Organizations	Community Engagement	\$	1-3 years
Community Infill Accelerator with Trusted Builders	Enable housing growth by supporting infill	Planning Division	Community Councils, Developers, SLC CRA, Building Services	Regulation; Community Engagement	\$5	1-2 years
Regulate building materials in Historic Districts	Encourage development that complements neighborhood identity	Planning Division	Community Councils, Developers, Historic Landmark Commission, AIA Utah	Regulation	\$	1-3 years
Uniform Setback and Height Requirements	Encourage development that complements neighborhood identity	Planning Division	Community Councils, Developers, Partner Organizations	Regulation	\$	1-3 years
Communicate Form-based Zoning Changes	Encourage development that complements neighborhood identity	Planning Division	Community Councils, Developers, Partner Organizations	Community Engagement	\$	1-3 years

Implementation Tools Continued

Implementation Strategy	Guiding Principle	Lead Agency	Partners	Strategy Type	Funding	Timeline
Following Transit Oriented Development Guidelines	Promoting affordable housing and high living standards	Planning Division, Transportation Division	N/A	Regulation	\$	1-3 years
Connect Residents with Existing Home Repair Resources	Promoting affordable housing and high living standards	Housing Stability Division	Neighborhood Councils	Community Engagement	\$	< 1 year
Multifamily Heating and Weatherization Incentives	Promoting affordable housing and high living standards	Department of Sustainability	Utah Office of Energy Development, Rocky Mountain Power, Dominion Energy Utah	Capital Improvement	\$\$	1-3 years
Adding Basic Bike Infrastructure	Bike network enhancement	Transportation Division	UDOT (on applicable roads), Salt Lake City Bicycle Advisory Committee, Sweet Streets	Capital Improvement	\$\$	2-3 years
Beyond the Bike Lane - Addressing Safety Issues	Bike network enhancement	Transportation Division	UDOT (on applicable roads), Salt Lake City Bicycle Advisory Committee, Sweet Streets	Capital Improvement	\$\$\$	3-4 years
Prioritizing Safety on Key Streets - Beyond Crash Hotspots	Bike network enhancement	Transportation Division	UDOT (on applicable roads), Salt Lake City Bicycle Advisory Committee, Sweet Streets	Capital Improvement and Community E	\$\$\$	3-4 years
Fill Sidewalk Gaps in High-Need Areas	Sidewalk enhancement for accessible mobility	Transportation Division	SLC Planning Division, Engineers, Private Developers, Homeowners	Capital Improvement, Regulation	\$\$\$	1-3 years
Implement Inclusive and Resilient Sidewalk Design Standards	Sidewalk enhancement for accessible mobility	Transportation Division	SLC ADA Coordinator, SLC Public Services Department	Maintenance, Capital Improvement	\$\$\$	1-2 years
Launch a City-Managed Program to Evaluate and Upgrade Existing Sidewalk Conditions	Sidewalk enhancement for accessible mobility	Transportation Division	SLC GIS Department, SLC Engineering Division, Neighborhood Councils	Capital Improvement, Maintenance	\$\$\$	1-2 years
Enhancing School Zone Safety Through Speed Management	Building safer neighborhoods through traffic calming measures	Transportation Division	Salt Lake City School District, Utah Department of Transportation (UDOT)	Information Campaign	\$	1-2 years
Traffic Calming at High-Risk Nodes	Building safer neighborhoods through traffic calming measures	Transportation Division	Utah Department of Transportation (UDOT), Planning Division Division, Local Community Councils	Capital Improvement	\$\$	2-5 years
Speed Reduction on Wide Corridors	Building safer neighborhoods through traffic calming measures	Transportation Division	Utah Department of Transportation (UDOT), Planning Division Division, Local Community Councils	Capital Improvement, Maintenance	\$\$	2-5 years
High-Frequency Core Network with Future Streetcar Feasibility	Enhance public transportation options	Transportation Division	Utah Department of Transportation (UDOT), Planning Division Division, Local Community Councils	Capital Improvement	\$\$	2-5 years
Route Reconfiguration	Enhance public transportation options	Transportation Division	Utah Department of Transportation (UDOT), Planning Division Division, Local Community Councils	Capital Improvement	\$\$	2-5 years
Enhance First-Mile/Last-Mile Connectivity	Enhance public transportation options	Transportation Division	Utah Department of Transportation (UDOT), Planning Division Division, Local Community Councils	Capital Improvement	\$\$	1-2 years
Strategic Placement of Stop and Yield Signs	Develop safer streets for pedestrians	Transportation Division	SLC GIS Department, SLC Engineering Division, Neighborhood Councils	Capital Improvement, Regulation	\$	< 1 years
Pedestrian Crossing Enhancements	Develop safer streets for pedestrians	Transportation Division	SLC GIS Department, SLC Engineering Division, Neighborhood Councils	Capital Improvement	\$\$	2-5 years
Signal Timing and Crosswalk Technology Improvements	Develop safer streets for pedestrians	Transportation Division	SLC GIS Department, SLC Engineering Division, Neighborhood Councils	Capital Improvement	\$	1-2 years

Appendix

Figure 11 Cyclist Crash Data



Data Source: Utah Department of Public Safety, Wasatch Front Regional Council

Appendix

Figure 7 Transportation Type Used Comparison 2010 vs 2019

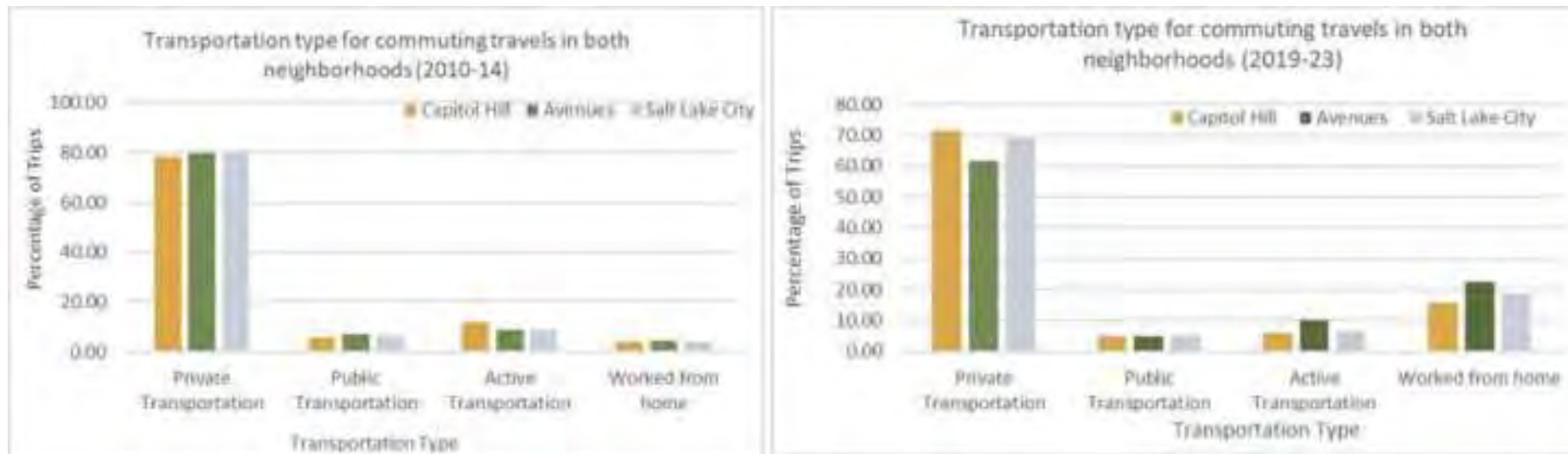
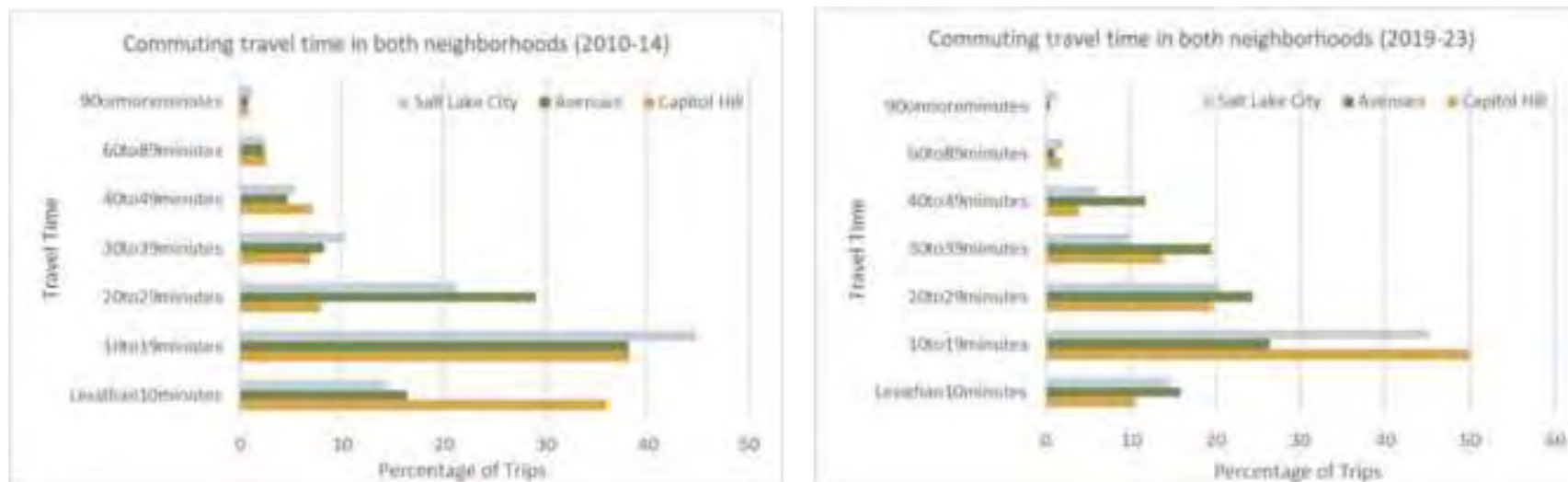


Figure 8 Transportation Type Used Comparison 2010 vs 2019



Appendix

Figure 9 Green Spaces by Neighborhood

Green Spaces in The Avenues and Capitol Hill		
Category	Name	Neighborhood
Cemeteries	Kimball-Whitney Cemetery	Capitol Hill
	Brigham Young Family Cemetery	The Avenues
	Salt Lake City/Mt. Calvary Catholic Cemetery	The Avenues
Natural Areas	Ensign Peak Open Space	Capitol Hill
	City Creek Natural Area	Both Neighborhoods
	Bonneville Shoreline	Both Neighborhoods
Plazas and Other Parks	Temple Square	Capitol Hill
	State Capitol Grounds	Capitol Hill
Schools with Large Yards	Ensign Elementary School	The Avenues
	Open Classroom School	The Avenues
	West High School Sports Fields	Capitol Hill
	American Heritage School	Capitol Hill
	Washington Elementary School	Capitol Hill
Community Gardens	Popperton Plots Community Garden	The Avenues

Figure 10 Parks per 1,000 Residents in SLC, the Avenues and Capitol Hill

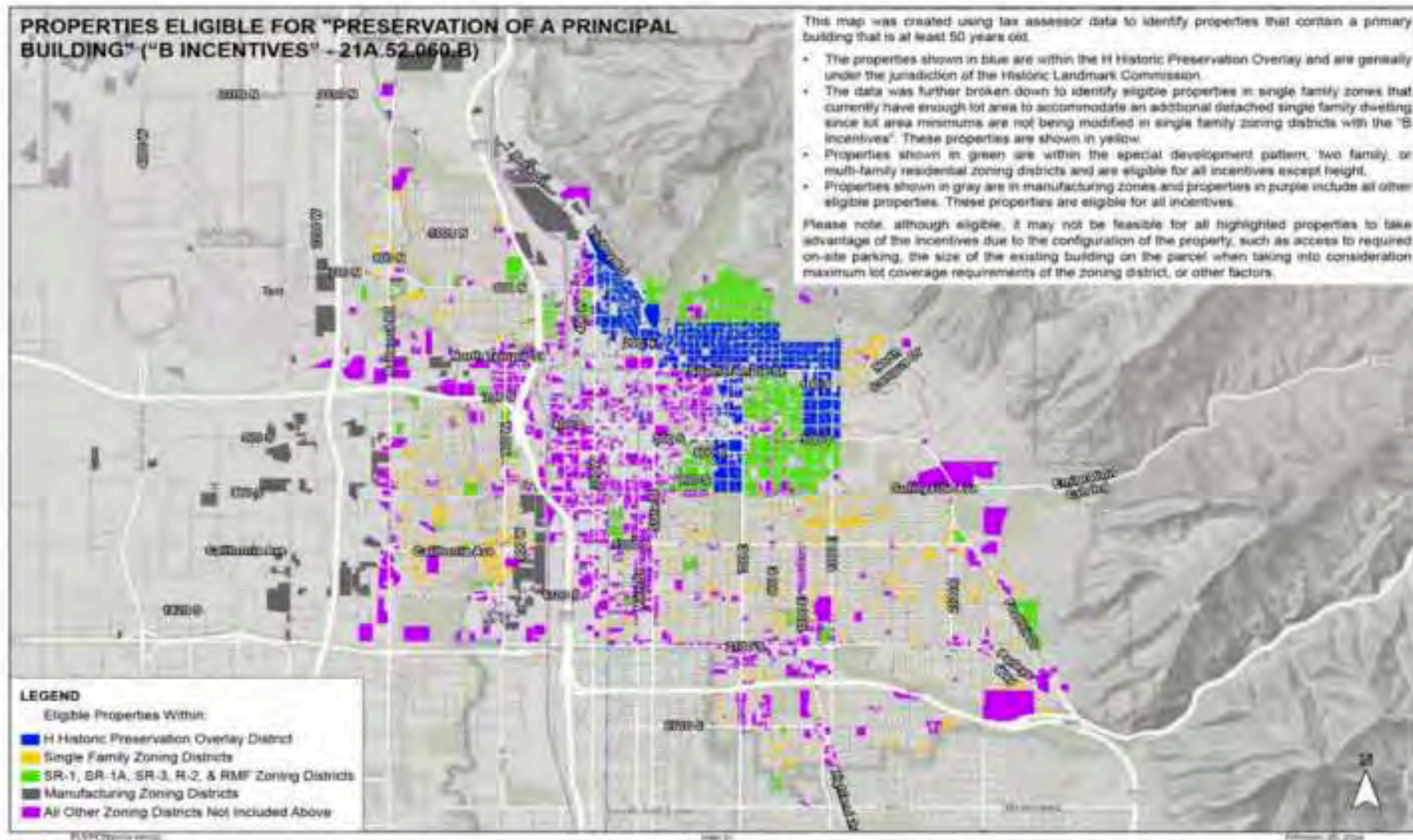
Data zone	Parks LOS	Natural land LOS	Parks LOS (difference from city)	Natural land LOS (difference from city)
Salt Lake City	3.5	8.6		
The Avenues	3	27.0*	-0.5	18.4
Capitol Hill	5.5	113.0*	2	104.4

Data retrieved from Salt Lake City Parks & Public Lands Needs Assessment, April 2019

* = additional federal, state, or county land exists that is not publicly accessible due to conservation, military, or other government activities.

Appendix

Figure 11 Census Tracts Eligible for Adaptive Reuse



Appendix

Figures 13-16 Historical Setbacks

Setbacks of Residential Buildings by Decade: The Avenues

	≤ 5'	5' to 10'	10' to 15'	15' to 20'	20' to 25'	25' to 30'	30' to 35'	35' to 40'	> 40'/No Sidewalk	Total
Pre 1900	6	37	66	91	73	67	34	28	113	515
1900s	11	53	195	162	218	164	89	43	44	1019
1910s	11	57	89	108	122	79	34	18	25	543
1920s	3	18	40	67	60	59	33	25	72	377
1930s	5	5	36	39	50	45	29	28	103	340
1940s	2	7	20	26	44	33	19	10	79	240
1950s	0	4	21	41	53	46	45	20	98	327
1960s	0	3	15	46	69	64	39	19	74	329
1970s	1	3	4	48	131	80	55	28	86	417
1980s	1	1	5	6	20	21	23	22	49	148
1990s	0	2	3	15	38	27	20	12	62	179
2000s	0	0	3	4	18	9	6	3	40	83
2010+	0	0	6	7	21	12	9	53	3	111
Total	40	220	503	660	896	707	445	309	848	4628

Setbacks of Residential Buildings by Decade: Capitol Hill

	≤ 5'	5' to 10'	10' to 15'	15' to 20'	20' to 25'	25' to 30'	30' to 35'	35' to 40'	> 40'/No Sidewalk	Total
Pre 1900	4	17	24	41	40	36	15	13	101	281
1900s	13	31	66	78	40	45	20	13	43	351
1910s	3	20	18	24	21	20	7	14	44	187
1920s	1	13	28	21	18	15	8	8	19	123
1930s	0	1	6	23	17	9	13	8	8	86
1940s	0	3	6	6	9	10	4	1	9	47
1950s	1	0	13	30	29	34	25	5	44	151
1960s	0	3	6	8	16	17	13	9	32	103
1970s	0	1	1	9	24	31	6	6	65	147
1980s	0	0	0	1	13	5	6	1	36	61
1990s	0	0	4	7	17	17	9	1	103	158
2000s	0	0	20	11	9	13	11	14	57	131
2010+	1	3	13	13	13	18	10	19	113	200
Total	27	85	156	160	150	205	106	117	673	2028

Percentage of Residential Buildings with Setbacks by Decade: The Avenues

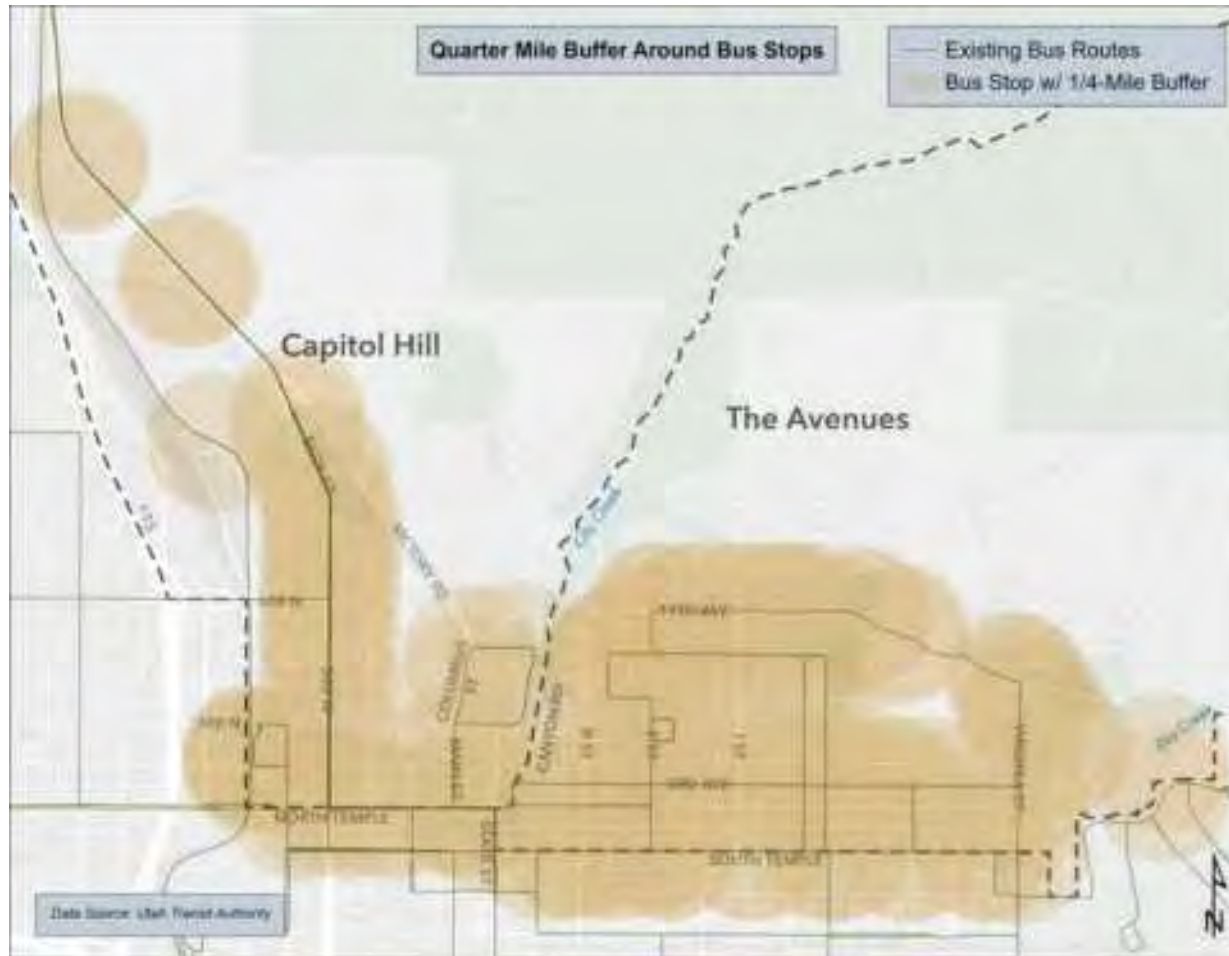
	≤ 5'	5' to 10'	10' to 15'	15' to 20'	20' to 25'	25' to 30'	30' to 35'	35' to 40'	> 40'/No Sidewalk
Pre 1900	1.17	7.18	12.82	17.67	14.17	13.01	6.6	5.44	21.94
1900s	1.08	8.15	19.14	15.9	21.39	16.09	9.72	4.22	4.32
1910s	2.03	10.5	16.39	19.89	22.47	14.55	6.26	3.31	4.6
1920s	0.8	4.77	10.61	17.77	15.92	15.65	8.75	6.63	19.1
1930s	1.47	1.47	10.59	11.47	14.71	13.24	8.53	8.24	30.29
1940s	0.83	2.92	8.33	10.83	18.33	13.75	7.92	4.17	32.92
1950s	0	1.22	6.42	12.54	15.9	14.07	13.76	6.12	29.97
1960s	0	0.91	4.56	13.98	20.97	19.45	11.85	5.78	22.49
1970s	0.24	0.72	0.96	11.51	28.62	19.42	13.19	6.71	20.62
1980s	0.68	0.68	3.38	4.05	13.51	14.19	15.54	14.86	33.11
1990s	0	1.12	1.68	8.38	21.23	15.08	11.17	6.7	34.64
2000s	0	0	3.61	4.82	21.69	10.64	7.23	3.61	48.19
2010+	0	0	5.41	6.31	18.92	10.81	8.11	47.75	2.7

Percentage of Residential Buildings with Setbacks by Decade: Capitol Hill

	≤ 5'	5' to 10'	10' to 15'	15' to 20'	20' to 25'	25' to 30'	30' to 35'	35' to 40'	> 40'/No Sidewalk
Pre 1900	1.42	6.05	8.54	14.58	14.23	9.25	5.34	4.63	35.94
1900s	4.53	9.37	19.5	22.96	12.38	11.6	6.04	1.91	12.99
1910s	1.52	10.15	16.79	13.2	10.64	14.77	3.55	7.11	22.34
1920s	2.26	9.02	21.8	15.76	13.63	11.28	6.02	6.02	14.29
1930s	0	5.88	4.71	24.71	20	10.59	15.58	9.41	9.41
1940s	0	6.38	12.77	11.77	17.02	21.28	8.51	2.13	19.15
1950s	0.66	0	7.95	14.25	11.94	22.52	8.95	3.87	29.14
1960s	0	2.91	5.83	7.77	15.31	15.5	11.65	6.74	31.07
1970s	0	0.68	0.68	8.12	16.11	21.08	5.44	5.44	44.22
1980s	0	0	0	1.17	20.83	7.94	9.57	1.59	57.14
1990s	0	0	2.52	4.4	10.68	10.68	5.66	1.89	64.15
2000s	0	0	10.33	8.4	3.82	9.92	8.4	10.68	43.51
2010+	0.5	1.5	6	6	8	9	5	8.3	56.5

Appendix

Figure 17 Bus Access within ¼ Mile



Appendix

Figure 18 Summary of of Design Elements in Utah Code

Categorized Building Design Elements Defined in Utah Code 10-9a-534	
Design Element	Structural (S) Aesthetic (A) or Both (B)
<i>Exterior color</i>	A
<i>Type or style of exterior cladding material</i>	A
<i>Style, dimensions, or materials of a roof structure, roof pitch, or porch</i>	B
<i>Exterior nonstructural architectural ornamentation</i>	A
<i>Location, design, placement, or architectural styling of a window or door</i>	B
<i>Location, design, placement, or architectural styling of a garage door, not including a rear loading garage door</i>	B
<i>Number or type of rooms</i>	S
<i>Interior layout of a room</i>	S
<i>Minimum square footage over 1,000 square feet, not including a garage</i>	S
<i>Rear yard landscaping requirements</i>	A
<i>Minimum building dimensions</i>	S
<i>A requirement to install front yard fencing</i>	A

From Utah Code 10-9a-534 Regulation of building design elements prohibited - Exception, Subsection (1)