

OFFICIAL REPORT
DOWNTOWN SALT LAKE CITY
SECOND CENTURY PLAN

DOWNTOWN PLANNING ASSOCIATION, INC.
UTAH CHAPTER
AMERICAN INSTITUTE OF ARCHITECTS

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PREFACE

Downtown is the "heart" of the Intermountain Empire, of our State, our County, and our City. It is the center of business, financial, retail, cultural and religious activities.

Salt Lake City is one of the few cities in America built originally from a plan, thus having a better basis for our Second Century growth than is found in most cities. As our Downtown enters its Second Century, however, problems common to most large cities have appeared--lack of general guidelines for growth, transportation and parking problems, a loss of much of its attractiveness, and an over-all decrease in its position as the heart of the rapidly growing metropolitan area.

The Utah Chapter, American Institute of Architects, accepted the challenge and offered to contribute what turned out to be in excess of \$100,000 of professional time in the preparation of the Plan. Spearheaded by the Downtown Planning Association and the architects during the last two years, almost 200 property owners, businessmen and other interested citizens have given volunteer time, work and materials in the preparation of an exciting and realistic plan for Downtown Salt Lake City's Second Century.

The plan proposed is in no way arbitrary. It is based on the existing nature of Downtown Salt Lake City--its growth pattern, its street system, its unique historical and cultural characteristics. It is a plan designed to meet the needs of people--a Downtown easier for them to reach, easier to move around in, and more attractive and exciting.

It will stimulate trade throughout the entire Downtown area, benefiting merchants, property owners and everyone who comes to the Downtown. It will recapture for Downtown its rightful position as "heart" of the metropolitan area, and maintain it as the most important concentration of commercial tax revenue in the state--an objective in the interest of all taxpayers.

INTRODUCTION TO DOWNTOWN

Salt Lake City is one of the rare cities of moderately large size in this country which has the advantage of being, besides the population center of the state, the state center for government, shopping, trade and distribution, business and finance, education, transportation, and the world-wide headquarters of the L. D. S. Church.

It is one of the few planned cities in this country, having been laid out by Brigham Young a century ago in unusually large blocks of 10 acres each (660 feet square) with 132-foot streets. Salt Lake City thus has the advantage of having its widest streets where they are most needed, in its Downtown.

The Downtown in its 2nd Century is made up of several identifiable areas. The hard core, roughly a block and a half wide centering on Main and State Streets, is made up of the major retail, commercial services, offices, financial, entertainment, restaurants and hotels. The area to the east is becoming increasingly commercial, mixed with residential. To the south of the hard core is a secondary core of retail and commercial, also centering on Main and State Streets. The area immediately west of the hard core is generally deteriorating and badly in need of rehabilitation.

The Downtown is bounded by several major anchors. On the north edge of the hard core is the Temple Square of the L. D. S. Church, now expanding into the block to the east. The expanded City-County government complex to the southeast will be another anchor and major employment center. To the north, the State Capitol area is a major tourist attraction and employment concentration within walking distance of Downtown.

Looking at the other areas surrounding the Downtown, the greenery of Memory Grove comes within two blocks of the north edge of the hard core. Motels are concentrated west along West Temple and south of the core along Main Street. High density residential generally skirts the Downtown on the north and east and extending out to the University. The grand boulevard character of South Temple forms a green link between Temple Square and the University. Industry on the west is concentrated along the railroad tracks.

Access to the Downtown from the entire region will be facilitated by the new interstate freeway system which will deliver people in to the west side of Downtown. Access must be improved for those people living too close in to use the freeways.

Circulation within the Downtown is difficult, especially for the pedestrian. The strung out nature of the hard core and the extremely wide streets make it virtually impossible for people to get everywhere they want within the core without driving. More parking must also be provided for these people in the right places.

The nature of the core itself is generally a lack of attractiveness for people along with the forementioned difficulty in getting around within it. The overpowering scale of the blocks and wide streets is nowhere relieved by pleasant little spaces of relaxation and retreat. The interiors of the huge blocks are generally undeveloped and ugly. There are no nighttime activities to bring people back Downtown after the stores close. Downtown has lost its appeal for people.

Generally, then, Downtown Salt Lake City needs a growth outline for its 2nd Century which will provide for:

1. A guide to integrate the many planned new buildings into the existing fabric of Downtown and to provide for the preservation and rehabilitation of historical treasures and monuments.
2. Development of adequate access to the Downtown and adequate circulation and parking within it.
3. Restoration of attractiveness in the Downtown. Areas of retreat, relaxation, greenery, surprise and variety are much needed. Downtown must recapture its appeal for people.
4. Needed development and unification as the social and cultural center of the metropolitan area. More cultural activities and more nighttime activities are needed to keep Downtown alive after dark.
5. For Downtown to more adequately fill its goal as host city and visitor center, it must provide both new and better facilities with much to attract more visitors.
6. Most importantly, Downtown must be assured of its rightful place as the retail and business heart of its metropolitan area.

The following proposals constitute the 2nd Century Plan for the Downtown Salt Lake City of 1985--the "People's Downtown."

HOW PEOPLE GET TO DOWNTOWN

Finger System

The proposed access system for reaching Downtown is best described as a "finger" system. This was felt to be the best answer for Salt Lake City for several reasons: First, the steep terrain on the northeast edge of Downtown prohibited consideration of a belt route completely circling the Downtown as many other cities have proposed. A second factor was the linear nature of Salt Lake City's hard core, which suggested penetration at many points along its length. The last and most conclusive fact was that a finger system is already being constructed which will deliver population from the entire region to the west side of Downtown. The new interstate freeway system will run parallel to the Downtown with outlets at 5th North, 6th South and 7th South reaching into the core. This study proposes that an additional outlet be considered later in the area of 1st South or North Temple to give additional direct access that will eventually be needed for the new activities proposed on the west side of Downtown, in particular the Convention Center.

SECOND CENTURY PLAN

For the east side of Downtown, it is proposed that greater use of already existing finger systems be further developed. The population access to the northeast, east and particularly southeast, being the closest to be channeled along the freeways, are a kind which need a different kind of a filtering system of access. Salt Lake City already enjoys a unique advantage in that it has the widest streets of any city in the world to be used in areas where they are most needed. This tremendous capacity should be used to the fullest. Seventh East and Foothill Blvd. could be developed as expressway type to collect traffic as they now do from these populated areas and deliver it along 7th East from here traffic would penetrate westward on the many finger streets leading to the part of Downtown for which they are destined. Disposal of these streets could be more fully achieved by reversing the direction of traffic on the middle lanes according to the direction of peak loads, and by timing the traffic signals so as to make these streets semi-express and discourage cross-traffic.

Intercity buses would of course use the new freeways to reach Downtown; the local city buses would follow present routes except where it was possible to use the freeways for express service to outlying areas.

Bypass Routes

HOW PEOPLE GET TO DOWNTOWN

Finger System

The proposed access system for reaching Downtown is best described as a "finger" system. This was felt to be the best answer for Salt Lake City for several reasons: First, the steep terrain on the northeast edge of Downtown prohibited consideration of a belt route completely circling the Downtown as many other cities have proposed. A second factor was the linear nature of Salt Lake City's hard core, which suggested penetration at many points along its length. The last and most conclusive fact was that a finger system is already being constructed which will deliver population from the entire region to the west side of Downtown. The new interstate freeway system will run parallel to the Downtown with outlets at 5th North, 6th South, and 13th South reaching into the core. This study proposes that an additional outlet be considered later in the area of 1st South or North Temple to give additional direct access that will eventually be needed for the new activities proposed on the west side of Downtown, in particular the Convention Center.

For the east side of Downtown, it is proposed that another type of already existing finger system be further developed. The population areas to the northeast, east and particularly southeast, being too close in to be channeled along the freeways, are a kind which lend themselves to a filtering system of access. Salt Lake City already enjoys a unique advantage in that it has the widest streets of any city in the world in its Downtown area where they are most needed. This tremendous capacity must be utilized to the fullest. Seventh East and Foothill Blvd. could be developed as expressway type to collect traffic as they now do from these population areas and deliver it along 7th East; from here traffic would peel off down one of the many finger streets leading to the part of Downtown for which the vehicle is destined. Capacity on these streets could be more fully realized by reversing the direction of traffic on the middle lanes according to the direction of peak loads, and by timing the traffic signals so as to make these streets semi-express and discourage cross-traffic.

Intercity buses would of course use the new freeways to reach Downtown; the local city buses would follow present routings except where it was possible to use the freeways for express service to outlying areas.

Bypass Routes

To alleviate unnecessary cross-traffic within the Downtown, bypass routes should be developed around the north and south ends. It has been proposed that 5th and 6th South be developed as major east-west routes from at least 7th East to where they tie into the freeway approaches. Fifth South could logically extend even further east to where it is already a major artery coming in from Wasatch-Foothill Blvd. Eighth South has also been proposed already for development in the same manner; this would help terminate and define that part of the secondary core most closely allied with the hard core itself. On the north edge, North Temple is already the major local collector from the west, and 2nd and 3rd Avenues could be further developed out to 7th East. There is a need for a route behind the Capitol, from 7th East across the canyon and tying into both Victory Road and the 5th North freeway approach. It is important that no major route cut across directly in front of the Capitol, since this would further isolate it from Downtown.

Landing Spots

Once autos and other public carriers have delivered people to the Downtown area, they should be able to shed their vehicles easily and with a minimum of travel inside the Downtown. A system of landing spots must be developed, principally at the edges of the hard core.

There are three types of landing spots needed for autos. Workers and others who park all day need long term parking on the edges of the hard core where it is less expensive; the internal circulation system would bridge the distance between landing spot and place of employment within the core. For shoppers and business people, short term parking is needed close by the shops and places of business; these can occur within the block interiors as they already do in some degree. In addition, there are "special generators" such as the L. D. S. Church complex, the proposed Convention Center, government centers, etc., which require additional concentrations of parking in addition to normal long term requirements along the periphery.

Public carriers would also have their landing spots: the railroads could possibly combine their operations in one of the two existing terminals; inter-city buses coming off the freeway would land at the proposed Transportation Center on the west edge; airport limousines and helicopters would land people at the Transportation Center, Visitor Center, and Downtown hotels.

HOW PEOPLE MOVE AROUND IN DOWNTOWN

Street Types

There are three principal types of streets proposed for Downtown. State Street and West Temple will be main north-south streets, especially with State the major connection to the State Capitol area. These should be tree-lined boulevards, with emphasized pedestrian crosswalks and canopies.

Fourth South could ultimately become treelined also, if 5th and 6th South were made the major east-west route across the south of Downtown. South Temple should be a very special thing, a grand boulevard of trees and magnificent buildings all the way out to the university; care should be taken to preserve this character. These four boulevard streets would together form a frame for Downtown which people would be aware of as they moved through it.

With the development of peripheral landing spots and escape routes around the hard core, the east-west streets between South Temple and 5th South would become merely linkages or shuttle streets between the two sides of Downtown for those vehicles having to cross over. There would be canopied pedestrian crossings at the midblocks as well as parking bays. Service and parking access into the block interiors would occur primarily off of these streets.

Main Street would become highly oriented to the pedestrian, although necessary vehicular traffic would still be permitted. Special treatment-- pedestrian crossings, canopies, planting, sidewalk activities, etc.--is discussed in detail further on in this report. On the periphery, 2nd East would be a minor linkage between landing spots, and 1st and 2nd West will be high capacity circulation routes between the freeway approaches.

Internal Circulation System

The need for an internal circulation system has been noted in several instances. The "shuttle bus" system as here proposed would accomplish several things:

1. It would most importantly overcome the distance for shoppers between the two main shopping anchors at the two ends of the shopping core.

2. It will strengthen and unify the area between, inasmuch as greatly increased comparison shopping will now be possible.
3. It will eliminate much unnecessary traffic within the Downtown, since people can park their cars once and then ride the shuttle bus rather than driving.
4. It will tie in and integrate the State Capitol area, Sears, City-County complex, Convention Center, Farmers' Market, close-in residential areas and areas of major employment, as well as making a system of peripheral landing spots feasible.

The vehicle itself must be small and maneuverable, and carry somewhere between 8 and 15 passengers plus driver. It must be easy to get in and out--low to the ground with wide doors. It must be slow-moving within the shopping area, quiet, non fume-producing, and of course gay and colorful. Fares should be minimal or supported by merchants.

Block Interiors

The routes could vary in length, speed, and frequency. An express loop would link Sears, City-County government and Library complex, Federal Building, L. D. S. Church complex, Memory Grove cultural area, State Capitol area, and then back down the west side picking up the Convention-Cultural Center and other new activities on the west side. A second and slower-moving loop would circle the hard core traveling along West Temple, South Temple, State and 4th South, always making right turns. Within this could be two smaller loops, and last would be the slowest-moving vehicles, shuttling up and down Main between South Temple and 4th South. Any part of the Downtown area could be reached easily from any other part.

The initial stage could begin immediately, starting possibly with a loop along Main, South Temple, State and Broadway, and expanding as Downtown growth requires. Loading could occur at midblock crossings (refer to next section), and should tie in ultimately with loading of the local city buses so as to minimize their travel within the Downtown.

Midblock Crossings

An important part of the movement pattern of pedestrians in Downtown Salt Lake City is the proposed emphasis on midblock crossings. The extreme width of Downtown streets constitutes a psychological as well as physical barrier for the pedestrian. It was noted by a visiting pedestrian circulation consultant that people at midblock crossings in Salt Lake are stepping out into the street to the edge of the parking lane in order to see approaching traffic

and to get a headstart on the light. It was suggested then that the curb be extended out in an island or pedestrian launching pad the width of the parking lane and perhaps 30 feet long so as to narrow the street for pedestrians while not constricting traffic flow. A canopy overhead would protect them from weather and visually narrow the street. Distinguishable striping and perhaps humping of the crosswalk, together with the canopies, would identify to the approaching motorist that this was a place of major pedestrian movement and right-of-way. This launching pad would be an ideal place for the street furniture that now litters the sidewalks--trash cans, mail boxes, drinking fountains, advertizing boards, etc. In addition, this launching pad if enlarged would be important as the loading spot for the shuttle buses.

The overwhelming appeal of this proposal is that it can be accomplished immediately on any Downtown street. On Main Street, it is an easy first step toward an ultimate pedestrian orientation; how this could be accomplished is dealt with in detail in the Main Street section.

Block Interiors

Great potential exists for increasing the density, efficiency, and attractiveness of the undeveloped interiors of Downtown blocks. The block bordered by Main, 2nd South, State, and 3rd South was developed as an example. It is not possible to propose a uniform scheme to fit all blocks. Each one has different existing factors and requirements and is a case for individual and comprehensive study. In general, though, there is a need to open these blocks up to pedestrian use--arcades and plazas lined with shops, pleasant places of quietness, access between Main, State and West Temple and peripheral activities. People must be able to move through the huge blocks and not just around them.

In the study block, pedestrian access is provided into the block interior from all four sides. Each store has developed back entrances facing onto a pedestrian plaza, which has auto parking and service beneath it. A second-level walkway runs completely around the plaza, allowing development of second-level shops, display windows and perhaps even a connection across to adjoining blocks. The mall itself is covered over by a glass skylight and is weather-controlled; a focal point is provided by a water pool, with a children's play area, lots of trees and greenery, and places to sit and relax. In short, the pleasantness and convenience of the shopping center is captured amidst the concentration and variety of the heart of Downtown.

Main Street

It is proposed that Main Street be highly oriented to the pedestrian. In its final stage, it should be gay and colorful both day and night; it should have greenery and trees; it should have canopies and awnings to protect people from sun and rain; it should have all kinds of things happening on the sidewalks--kiosks, outdoor cafes, street vendors, displays, flowers, etc.; and needless to add, all parking and unnecessary traffic should be eliminated. Main Street, as well as all of Downtown, must be for people--easy to reach, easy to move around in, and attractive.

Of course this cannot be accomplished immediately. It must be done by stages. The first step, which can be done immediately, is to extend the pedestrian launching pads out at the midblock crossings, erect canopies over them, and crosshatch the crosswalk. At the same time, the shuttle bus service should be initiated along Main, South Temple, State and Broadway; pull-off bays at the midblock crossings would serve both this internal circulation function and passenger car loading. Along with these, greenery should be introduced.

The second step would be to extend pedestrian launching pads in the same manner at the intersections, along with crosshatching and overhead canopies. Since the loading of city buses at the ends of blocks conflicts with right-turning traffic, perhaps their loading zones could be moved also to the midblock loading bays.

In the final stage, pedestrians would have complete right-of-way; Main Street would be narrowed to two 10 ft. lanes of traffic each way plus right turn lane at the intersections. At this point, parking should be eliminated, and only necessary vehicles would be permitted--shuttle buses, city buses, taxis, fire and emergency vehicles, and some loading and unloading of passenger cars at the bus bays. The widened sidewalks should have various textures and planting, carefully studied new lighting, and a variety of both daytime and nighttime activities oriented to the pedestrian. The midblock crossings would have an overhead covering which could be elevated for parades. The canopy idea initiated at the midblock launching pads could be expanded to cover the sidewalks the full length of each block, with connections to important buildings; this pattern would be augmented by colored awnings on individual store fronts. A final but very important part of this proposal is the control and eventual elimination of the great profusion of overhanging signs which contribute largely to the existing atmosphere of confusion and ugliness. All signs should be either tastefully subdued or made flush with store fronts.

ACTIVITIES

West Side

Convention-Cultural Center

The need for a civic auditorium and convention center which would meet the requirements of the entire region for public events, sporting events, conventions, etc., has been evident for 25 years; there is at present no place in the entire Intermountain Region where such gatherings can be held. The same holds true for symphony concerts, ballet, opera, drama, road shows, etc., which either make do with what is available, scattered throughout the county, or simply pass by Salt Lake City.

A complex of public buildings is proposed to meet these needs for the entire region and state. There is no question that this must be located in the Downtown area; experience of cities across the country has proven that such a regional center, to be successful, must be located where it can most easily be reached by all forms of public transportation and within easy walking distance of Downtown hotels and motels, stores, restaurants, and entertainment. The site proposed is the two block area between West Temple and 1st West, and 1st South to 3rd South. This location is dictated by freeway access from the entire region coming into Downtown on the west side, and by the strengthening effect that such a development will have on the entire deteriorating west side of Downtown. Pedestrian walkways and malls through the block interiors will draw people to the Main Street shopping and entertainment one block away, and shuttle bus service will reach all other parts of the Downtown area. A Transportation Center is proposed in close conjunction with the complex, as is also a Visitor Center.

The actual functions of this Convention Center-Cultural Center would center in the large Civic Auditorium, seating 15,000 people in the arena. Seventy thousand square feet of exhibition space, plus meeting rooms, cafeteria and kitchens, storage, circulation, etc., would make the total structure around 280,000 sq. ft. A 2500-seat Music Hall for concerts, operas, etc., would require approximately 42,500 sq. ft., and a Performing Arts Theatre, seating 1500, would require around 25,500 sq. ft. Together with outdoor pedestrian area, landscaping, and Transportation Center, a two-block area will be required, making this the major anchor on the west side of Downtown.

Between 2000 and 2500 parking spaces will be required underground. In addition, commercial parking will naturally spring up around the complex; this would serve the primarily nighttime activities of the Convention-Cultural Center, and then serve as peripheral parking for Downtown workers and shoppers during the day. In the same manner, any additional parking needed for the very largest events would draw on the vast reservoir of parking within the entire Downtown area which would be easily accessible by the internal circulation system.

Visitor Center

Salt Lake City's role as transfer point between transcontinental and regional transportation makes it the logical location for the supplying of visitor information for the entire Intermountain West as well as local attractions. A Visitor Center is proposed for Downtown which would serve as the focal point for all kinds of information and service for residents as well as visitors regarding scenery, recreation, entertainment, accommodations and reservations throughout the city, state, and Intermountain area. As much as possible, it would also provide travel and transportation information, although reservation and terminal facilities would be provided in the Transportation Center. Displays of local wares and a small auditorium for movies and slide presentations would furnish additional depth; an International Center could provide a place for foreign visitors to come to for linguistic help, currency exchange, and contacts with others from their ethnic groups. Lastly, this would probably be a logical location for a heliport furnishing a direct link from the airport.

The atmosphere of the Visitor Center should be quiet and friendly, in contrast to the hurried activity of the Transportation Center. The location must be close to highway access from the region, within easy walking distance of Downtown hotels, restaurants, shopping, and entertainment and closely tied to the Convention Center and Transportation Center. The location proposed is the quarter block bounded by West Temple, 1st South and Richards Streets.

Transportation Center

A proposed Transportation Center would bring together information and reservation facilities, and as much as possible, terminal facilities of as many forms of transportation as possible. The information and reservation service would include space for lease to travel bureaus as well as ticket offices of all forms of public transportation; information should also be available concerning accommodations within the city. With regards to the

terminal service, if at all possible it would be desirable for interstate and intrastate bus lines to develop common terminal facilities here under one roof. Airline terminal facilities for weigh-in of baggage and checking of tickets should also be provided along with limousine, taxi, and helicopter service to the airport. Ideally, railroads should also be tied in for the convenience of travelers, but due to the fixed nature of their terminals and their distance from Downtown this is not practical in the foreseeable future.

This center's location just south of the Civic Auditorium is as close as possible to the freeway access routes into the Downtown area, and within easy walking distance of Downtown hotels and motels, restaurants, and entertainment. Its close relationship with the Convention-Cultural Center and Visitor Center is most important.

Merchandise Mart

Salt Lake City, as a regional distribution center, serves as a meeting place for manufacturers' representatives and buyers for retail outlets of all kinds from throughout the region. A merchandise mart is proposed for this activity in light of their being no place at present except hotel rooms for the approximately 150 manufacturers' representatives permanently located in Salt Lake City. Such a building, which has been developed successfully on a similar scale in other regions, would provide permanent office space for the manufacturers' representatives, temporary office space for buyers, large exhibition room plus small display rooms, meeting rooms and a small auditorium. Its proposed location just south of the Transportation Center is convenient to hotels and motels and transportation, and also convention facilities since the convention hall exhibition space could possibly be used for large manufacturers' conventions and other special events.

As part of the merchandise mart, a Decorative Center is proposed which would serve the region for the display of new materials and techniques in the decorative and building fields.

Farmers' Market

A farmers' market as here proposed would be the market place of the city. Besides the present growers' market function, it would contain many of the market place activities which can be seen in the Los Angeles market--a potpourri of produce, foods, trinkets, souvenirs, restaurants, displays, etc., with colorful awnings, furniture, and people. A permanent roof would give protection and unity to the conglomeration of activities. Its location could be on the present site, within easy walking distance of Downtown hotels and motels and easily reached from the Convention Center area and all other parts of Downtown by means of the internal circulation system.

terminal service, if at all possible it would be desirable for interstate and intrastate bus lines to develop common terminal facilities here under one roof. Airline terminal facilities for weigh-in of baggage and checking of tickets should also be provided along with limousine, taxi, and helicopter service to the airport. Ideally, railroads should also be tied in for the convenience of travelers, but due to the fixed nature of their terminals and their distance from Downtown this is not practical in the foreseeable future.

This center's location just south of the Civic Auditorium is as close as possible to the freeway access routes into the Downtown area, and within easy walking distance of Downtown hotels and motels, restaurants, and entertainment. Its close relationship with the Convention-Cultural Center and Visitor Center is most important.

Merchandise Mart

Salt Lake City, as a regional distribution center, serves as a meeting place for manufacturers' representatives and buyers for retail outlets of all kinds from throughout the region. A merchandise mart is proposed for this activity in light of their being no place at present except hotel rooms for the approximately 150 manufacturers' representatives permanently located in Salt Lake City. Such a building, which has been developed successfully on a similar scale in other regions, would provide permanent office space for the manufacturers' representatives, temporary office space for buyers, large exhibition room plus small display rooms, meeting rooms and a small auditorium. Its proposed location just south of the Transportation Center is convenient to hotels and motels and transportation, and also convention facilities since the convention hall exhibition space could possibly be used for large manufacturers' conventions and other special events.

As part of the merchandise mart, a Decorative Center is proposed which would serve the region for the display of new materials and techniques in the decorative and building fields.

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Hotels and Motels

It is to be expected that motels will grow up all along the west side due to the combined stimulus of the new freeway and Convention-Cultural Center. If a new hotel could eventually be supported in the Downtown, it is proposed that this would best be located in the block facing both the Convention Center and Visitor Center. New motels could possibly occur in the Merchandise Mart block, Newhouse Hotel block, and of course further out.

Parking

Parking which grows up on this edge of Downtown can serve long term parkers during the day and Convention-Cultural Center activities at night. Shuttle bus service would connect these facilities with all parts of the Downtown area.

North Side

L. D. S. Church Complex

Construction is now underway on the new Church Administration Building in the block east of Temple Square; underground parking for 1500 cars will be provided, and a pedestrian mall with reflecting pools will be opened up along the Temple axis, giving a magnificent view of the Temple as one comes down 1st Avenue from the east. It is proposed that Main Street between the two church blocks either be closed to vehicular traffic or an underpass installed. This would strongly unify these two blocks as a visual anchor on the north end of the hard core, as well as discourage unnecessary traffic on Main Street within the core. Access into the underground parking and west entry of Hotel Utah should still be allowed from Main Street. On adjoining blocks, the new Deseret Gymnasium is planned for the southwest corner of Main and 1st North, with a large parking structure on the southern half of the block across from Temple Square. The block west of the proposed Visitor Center is available for future church use.

Memory Grove Cultural Area

An unusual opportunity is afforded by the Memory Grove portion of City Creek Canyon coming so close to Downtown. It is proposed that this green area be expanded southward toward Downtown and tied into the green areas and tree-lined boulevards of the core. Activities which could occur here would be more of a local interest, supplementing the regional cultural activities which are provided by the Cultural Center on the west side. It would be a "Saturday morning and Sunday afternoon" type of cultural center for children--a place to walk in and relax. City Creek would meander through the area beneath foot bridges, and paths would lead up into Memory Grove and down the side of the canyon from 4th and 5th Avenues.

It would be easily reached from any part of Downtown via the internal circulation system. The activities could include a children's science museum (perhaps 25,000 sq. ft.), museum of natural history and aquarium (25,000 sq. ft.), planetarium (10,000 sq. ft.), and a small amphitheater set in the hillside.

The areas bordering on the east side of this park are now and will be even more so prime apartment areas--wonderfully close to Downtown, with a view of the whole city. It is recommended that new apartment buildings along State Street east of the church complex be set back at least 50 feet to open up the cramped vista and to allow for trees and adequate pedestrian movement. Perhaps these apartment buildings could also allow a slight widening of 1st Avenue where it meets State for the development of a focal point of some kind to help define the end of the grand public space created by the church mall and buildings.

So as to improve the traffic flow through this area, it is proposed that 3rd Avenue be brought under State Street before joining North Temple, with bleeders up and down State; this is a very fortunate opportunity topographically. It would facilitate North Temple and 2nd and 3rd Avenues as a major bypass route north of the hard core and alleviate the dangerous intersection problem that now exists. Pedestrian bridges would allow people to walk up into the new Memory Grove area; perhaps 2nd and 3rd Avenues should even be somewhat depressed for visual continuity of the area. Access into the new area from State Street would be a new one-way road, tying into the present Canyon Road; a new two-way road would then loop back through the apartment area, allowing access into the park from 2nd and 3rd Avenues. In the apartment area this road would serve the need for a slower service street, giving easier access to the apartment buildings than from the high capacity 2nd and 3rd Avenues.

Art Museum and Gallery

The need for an adequately-sized, fireproof and burglarproof building for housing both permanent and traveling art collections has long been recognized as one of the great cultural needs of Salt Lake City. Such a comprehensive structure belongs in the Downtown area in connection with other cultural and social activities to help the Downtown fulfill its role as regional center. Recommended standards suggest a floor area of 50,000 to 100,000 sq. ft. It should contain gallery space for both permanent and traveling collections, storage and work rooms, office space, small auditorium, and special exhibition space for things like native arts and crafts.

The location proposed is on South Temple at the head of 2nd East, where it will form a magnificent focus as well as fitting into and strengthening the existing character of South Temple. Possibly the center of the structure could be opened up so as to allow development of gardens tying into the historically significant grave of Brigham Young on the hill above.

State Capitol Area

As state government expands its activities, this area will become even more of an employment concentration. The Capitol Building, Daughters of the Utah Pioneers Museum, and the restored Old City Hall are major tourist attractions. The proposed internal circulation system would provide the needed ease of access between this area and Downtown.

Residential

In addition to the area already mentioned east of the church complex and Memory Grove, the entire area between the State Capitol and church complex is a prime apartment area for close-in living. The presently deteriorating condition of this area should allow much new development in the future.

East Side

City-County Government Complex

When expansion into the block east of the City-County Building is completed, this will be a major employment concentration and anchor on the edge of the hard core. Internal circulation service will tie this complex closely to all other parts of Downtown. Presently planned for early construction are the City Library, District and City Courts Building, and Metropolitan Hall of Justice which will include the City & County Jail, County Sheriff's office, City Traffic Court and Traffic Violations Bureau. Underground parking will be incorporated beneath the new block; a mall will connect the two blocks, with 2nd East depressed under.

Professional Center

Directly east of Auerbach's is proposed a Professional Center for offices and clinics of doctors, dentists, lawyers, architects, and related services.

Parking

Along the 2nd East edge of the Downtown is proposed a system of parking facilities in keeping with the concept of peripheral landing spots

for long term parkers. These would be connected by pedestrian walkways through to State Street, from where any part of the Downtown can be reached easily by shuttle buses. Rather than trying to define this edge of Downtown by barriers which would prevent easy access into the core from close-in residential areas, the core is thus defined by activities-- in this case, landing spots. Commercial activities should thus be encouraged to concentrate inside the core, since this is where people will be after they land.

Residential

For Downtown to best serve the needs of people, there must be much more intensive development of attractive high density residential facilities on the east and north edges of Downtown. These areas are within easy walking distance of Downtown's conveniences and attractions, and are ideally suited for the needs of retired people, young working people, and those who no longer have children living at home.

In addition to meeting the need for close-in living, residential development of the area east of 2nd East and up into the Avenues is essential in another sense to the future of the entire Downtown area. The success and vitality of any Downtown depends to a great degree on the amount of concentration it is able to achieve within its core. Continued commercialization of this area mentioned can only serve to further dilute and sap the strength of Downtown Salt Lake City.

South End

The Downtown as here proposed would be defined generally by the L. D. S. Church complex on the north, Convention Center and other new activities on the west, and landing spots and City-County complex on the east; on the south end, however, the commercial activities continue on down Main and State Streets with no definition of where the hard core ends and secondary activities begin. People approaching from this direction must be able to sense that they are arriving somewhere--in entry experience, a sense of definition.

Beginning at 8th South it is proposed that a series of architectural pylons or arches be installed at regular intervals on Main Street. People moving through these would be able to sense that they were approaching the main Downtown area. At 4th South, a partial definition of the hard core boundary is already present in two tall buildings (Newhouse Hotel and First Security) which rise over the one-story development of the secondary

commercial area. Between or just before these gateway buildings, a green tree-planted area or node could be created by opening up both sides of the street, texturing the street, and high-lighting with an architectural form in the manner of the Brigham Young statue at the north end of the core. People would then know that they had arrived in the core of the city, and that beyond this point Downtown belongs to the pedestrian.

Though staging is referred to last in this report, it was by no means considered last--the ability of several of the key recommendations to be accomplished in easily realized steps was an early and inherent part of their inspiration.

The most important aspect of a staging plan is the initial steps. Subsequent steps must be modified more and more as the plan is continually reappraised and updated to meet changing needs and conditions.

For the improvements suggested here, no special order is required. They can be undertaken in any order or combination of easy steps.

Install canopyed pedestrian crossings at midblocks on Main, Broadway, and State Streets with shuttle bus loading zones.

Begin shuttle bus system perhaps along South Temple, Main, Broadway, and State Streets.

Commence tree planting on State, South Temple and Main streets.

Install canopyed pedestrian crossings and shuttle bus loading zones at midblocks in remainder of present hard core.

Place canopyed pedestrian crossings at street intersections on Main Street.

Complete tree planting on State and South Temple and begin planting on West Temple and Fourth South Streets.

Expand shuttle bus system.

Add to central core and peripheral parking.

Construct Convention Center (to include music hall, performing arts theater), Visitor Center, & Transportation Center. Build new freeway approach to vicinity of 1st South or North Temple.

Install canopyed pedestrian crossings at midblocks in remainder of Downtown.

Discontinue Main Street parking from South Temple to between Fourth and Fifth South. When sidewalk is installed, install storefront canopies the full length of each block. Plant trees and shrubs, install water fountains. Create focal point between Fourth and Fifth South and erect pylons down to Eighth South.

Complete tree planting on West Temple and Fourth South.

Extend Third Avenue under State Street to join North Temple.

Expand shuttle bus system.

Construct Art Museum and begin development of garden area at Brigham Young grave site.
Develop Main Street area.
Develop Farmers' Market area.

HOW IT CAN BE DONE

Construct buildings, paths and roads; enlarge planted area.

The true test of any plan is of course its implementation, and this is best accomplished by the breaking down of proposals into modest and realistic stages. Though staging is referred to last in this report, it was by no means considered last--the ability of several of the key recommendations to be accomplished in easily realized steps was an early and inherent part of their inspiration.

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Construct Convention Center (to include music hall, performing arts theater), Visitor Center, & Transportation Center. Build new freeway approach in vicinity of 1st South or North Temple.

Install canopied pedestrian crossings at midblocks in remainder of Downtown.

Discontinue Main Street parking from South Temple to between Fourth and Fifth South. Widen sidewalks, install storefront canopies the full length of each block. Plant trees and shrubs, install water fountains. Create focal point between Fourth and Fifth South and erect pylons down to Eighth South.

Complete tree planting on West Temple and Fourth South.

Extend Third Avenue under State Street to join North Temple.

Expand shuttle bus system.

Construct Art Museum and begin development of garden area at Brigham Young grave site.
Develop Memory Grove cultural area. Construct buildings, paths and roads; enlarge planted area.
Develop Farmers' Market area.
Construct Merchandise Mart which will include Decorative Center.

After 1975

The Plan should be reviewed and updated. By this time considerably expanded areas will be devoted to commercial, financial, cultural and religious activities. There will be well developed parking areas in the hard core and on the periphery and the shuttle bus system will be fully expanded. Most hard core blocks will be broken by pedestrian malls, and backdoor entrances will face internal block plazas.

Downtown will be fully oriented to the pedestrian; it will be inviting, easy to reach and easy to circulate within. Salt Lake City will have added lure for visitors, and the Downtown of Utah's capital city will be the pride of every Utahn.

SECOND CENTURY POTENTIAL

The following analyses and data are presented here as a brief record and supporting basis for the proposals of the Second Century Plan.

ECONOMIC

For complete analysis and data, refer to Economic Analysis and Projections for the State of Utah - Technical Advisory Committee on Economics, April 1, 1963.

Population (see Chart A)

		% Increase Over 1960
1930	221,500	
1940	265,700	
1950	370,000	
1960	514,000	
1965	570,000	12%
1975	685,000	35%
1980	815,000	57%
1985	950,000	84%

SECOND CENTURY POTENTIAL

The population of the Salt Lake Metropolitan Area (defined here as Salt Lake County, plus north half of Davis County) has increased between 1940 and 1960. It is expected to double again by 1980 and reach nearly 1,000,000 by 1985.

As part of the national trend, this urban area is capturing an increasing percentage of the State's population - 19.5% in 1950, 46.7% in 1960, 61% by 1985.

Per Capita Income

It was assumed that average per capita income will increase 1.7% per year - from \$1822 in 1960 to \$4188 by 1985.

Retail Sales

Total Retail Sales for the Metropolitan Area (Chart B)

Will increase from \$143.3 million in 1960 to \$1965.6 million by 1985.

Downtown's Share (Chart III)

As part of the national trend, decentralization of retail activities has already occurred to a large degree in the convenience lines-- drugs, eating, automotive, etc. This is to be expected, since these services should be provided close to where people live. Currently, however, several large shopping centers springing up in outlying areas are based around major department store branches, junior department stores, and variety and apparel stores. This latter trend is at the direct expense of Downtown Salt Lake City.

The result is that Downtown's share of metropolitan area sales has dropped from 35.8% in 1948 to the present 20%. Further sharp decreases will be felt in department store, variety and apparel categories during the next five years as a result of the shopping centers currently planned for completion during this period. This will drop Downtown's over-all share to 15%, after which it is expected to level off.

Expand Total Retail Sales for Downtown (Chart IV)

In terms of dollar volume, however, there will be a continual expansion of Downtown activity. Dollar volume will at first remain somewhat constant, due to the increasing percentage absorbed by the new shopping centers as they open; after this five-year period, however, even though the percentage remains constant, the dollar volume is expected to rise steadily to almost double by 1985 (from \$109.4 million to \$204.9 million).

Floor Spaces (Chart V)

Within the study area (6th South to Capitol, 1st West to 2nd East) floor spaces should generally double by 1985 for the following activities:

Retail: from 2,050,000 sq. ft. to 4,100,000 sq. ft.

Supporting services and general commercial: 1,200,000 to 2,300,000

Wholesaling and warehousing: 890,000 to 1,700,000

Financial: 460,000 to 880,000

General office and business activity: 1,200,000 to 2,100,000

Government: 640,000 to 1,200,000

Utilities: 140,000 to 320,000

Certain activities will increase at a somewhat faster rate:

Eating and amusement: 575,000 to 1,400,000

Religious: 325,000 to 1,250,000

Industry will decrease within the study area, from 560,000 sq. ft. to perhaps 200,000 sq. ft.

It is hoped that, as a result of this planning effort and appropriate follow-up action, great increases will be experienced in civic-cultural, close-in residential, and parks and open spaces.

Employment (Chart VI)

Employment will increase approximately 50%, from 41,000 to 60,000.

Expansion of Hard Core

Downtown Salt Lake City now comprises roughly 8,000,000 sq. ft. of floor space, concentrated in what is called the 'hard core' (see Land Use section of this report). As previously mentioned, Downtown will roughly double its requirements by 1985; these growth requirements were analyzed according to potential horizontal or vertical expansion. Allowing for increased civic and green areas for public use, plus some consolidation of existing facilities, it was found that the hard core by 1985 could absorb the area from 1st West to 2nd East, and from the L.D.S. Church complex on the north to between 4th and 5th South.

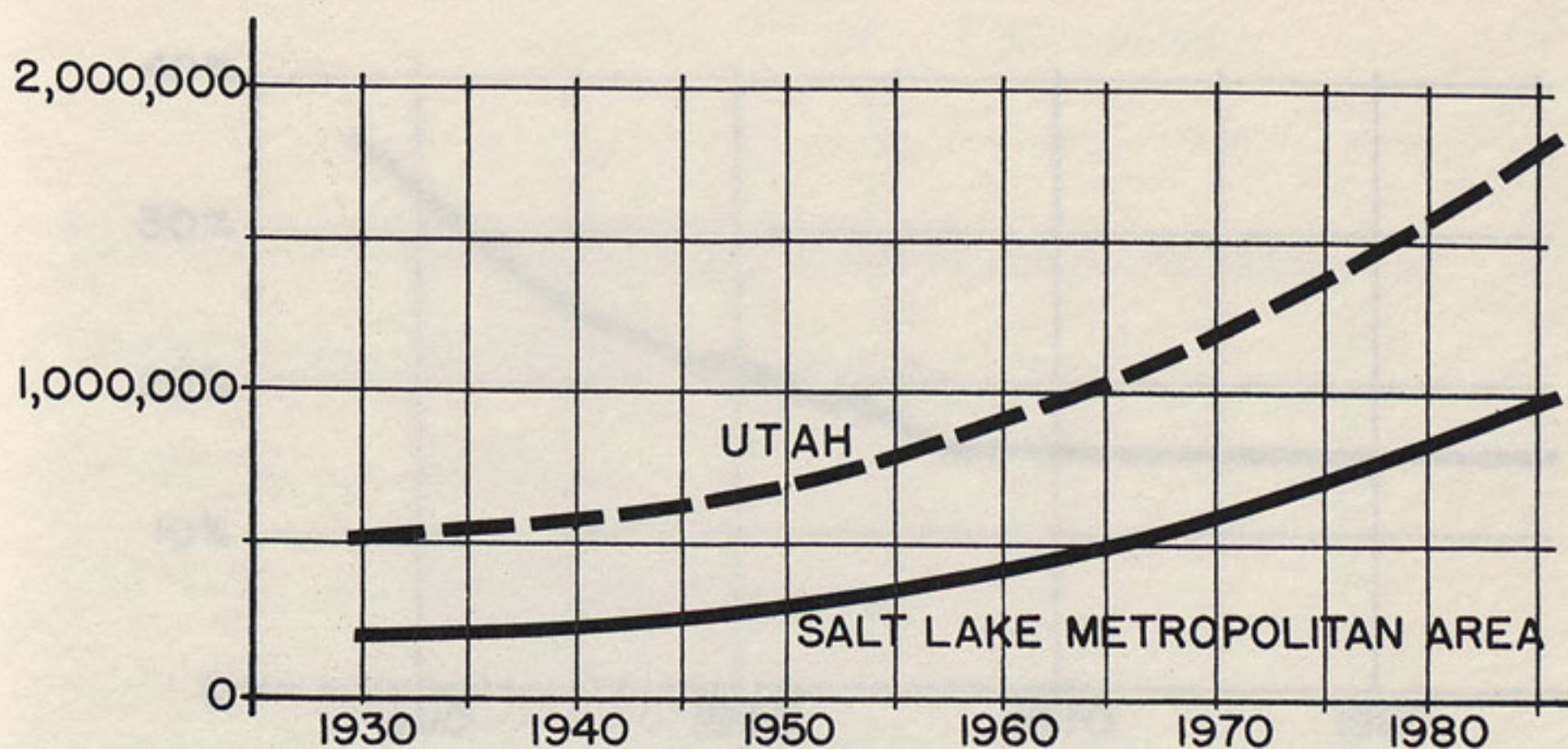


CHART I — POPULATION

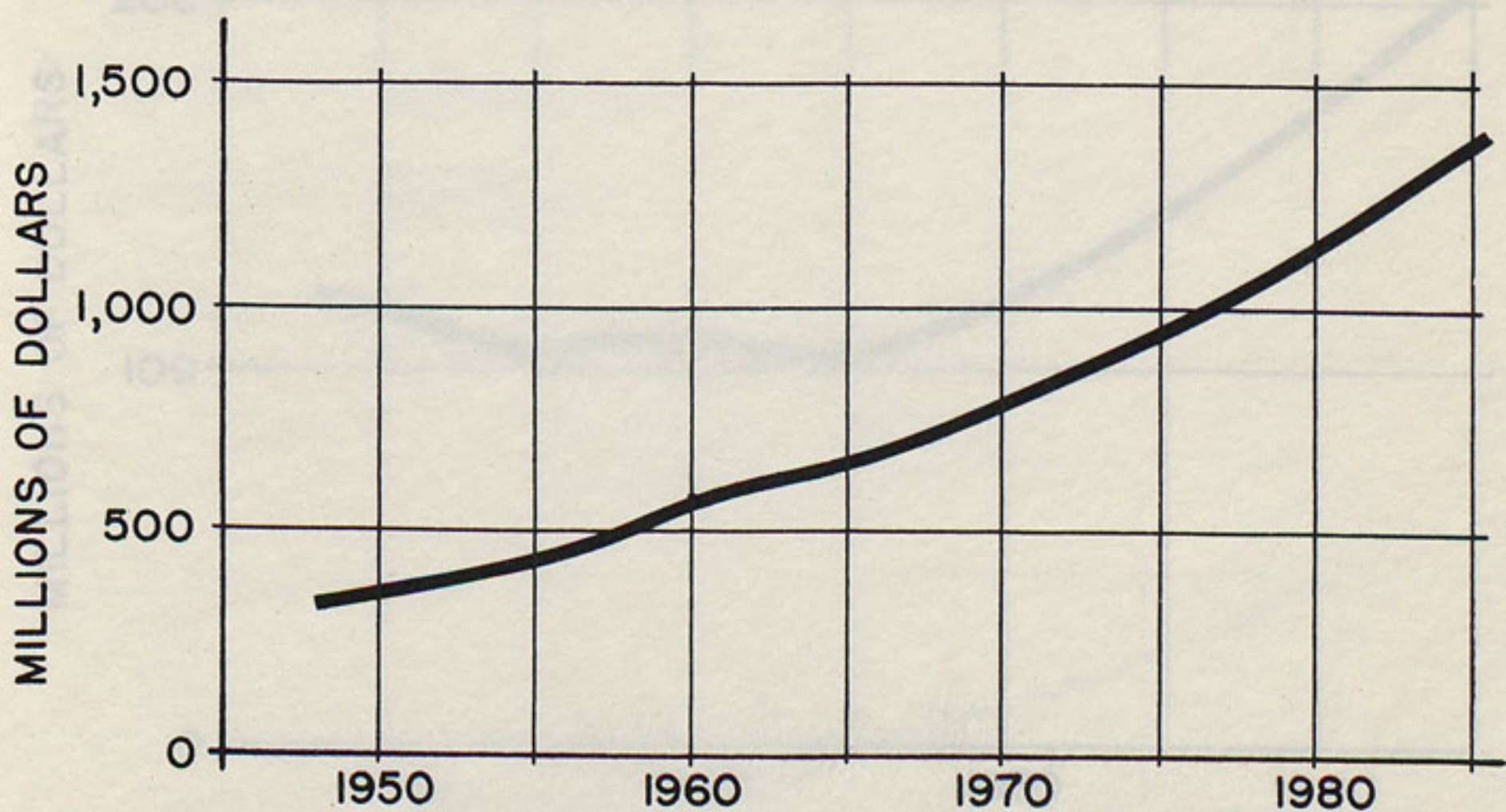


CHART II — METROPOLITAN RETAIL SALES

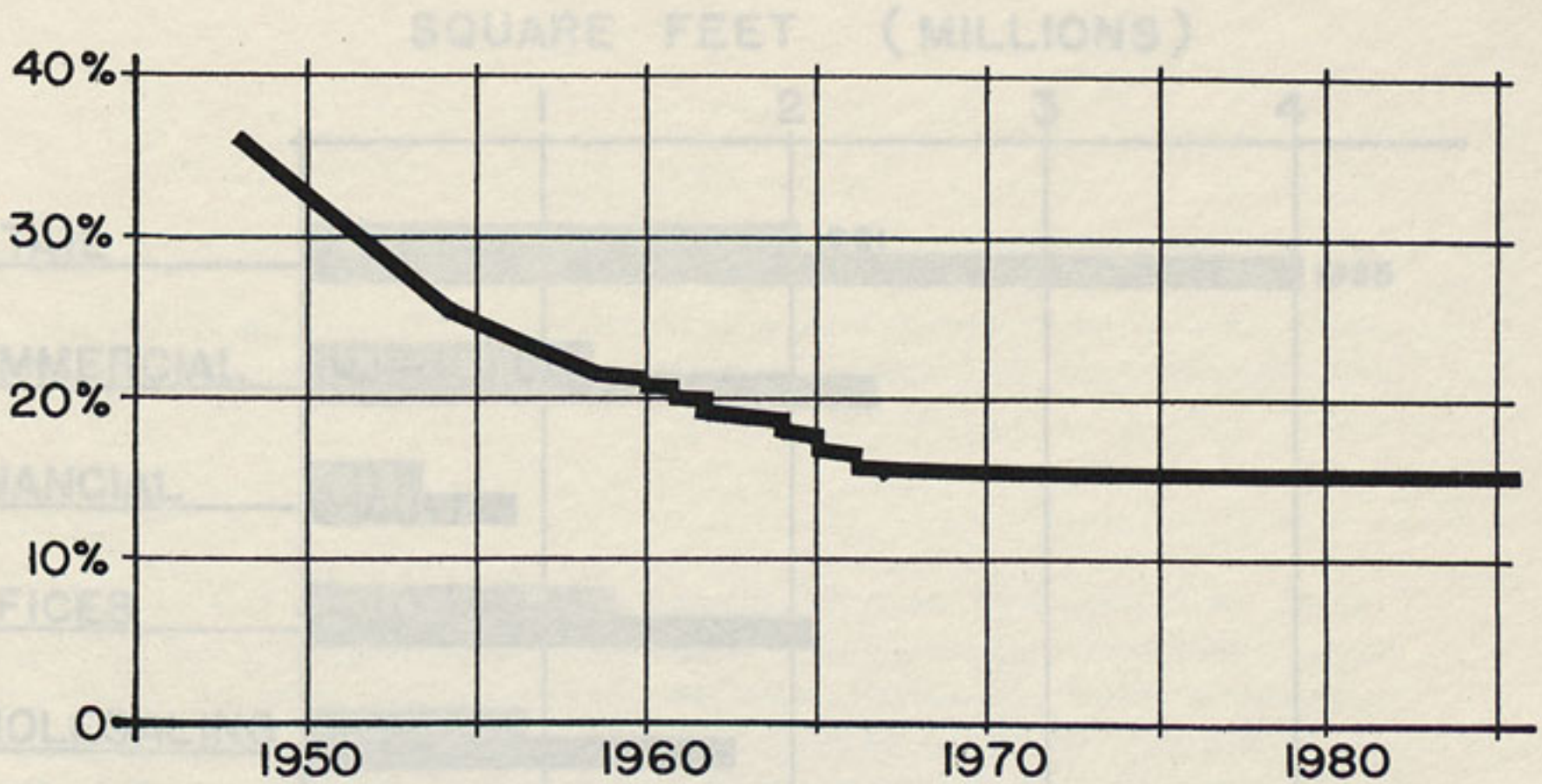


CHART III — DOWNTOWN'S PER CENT
OF METROPOLITAN RETAIL SALES

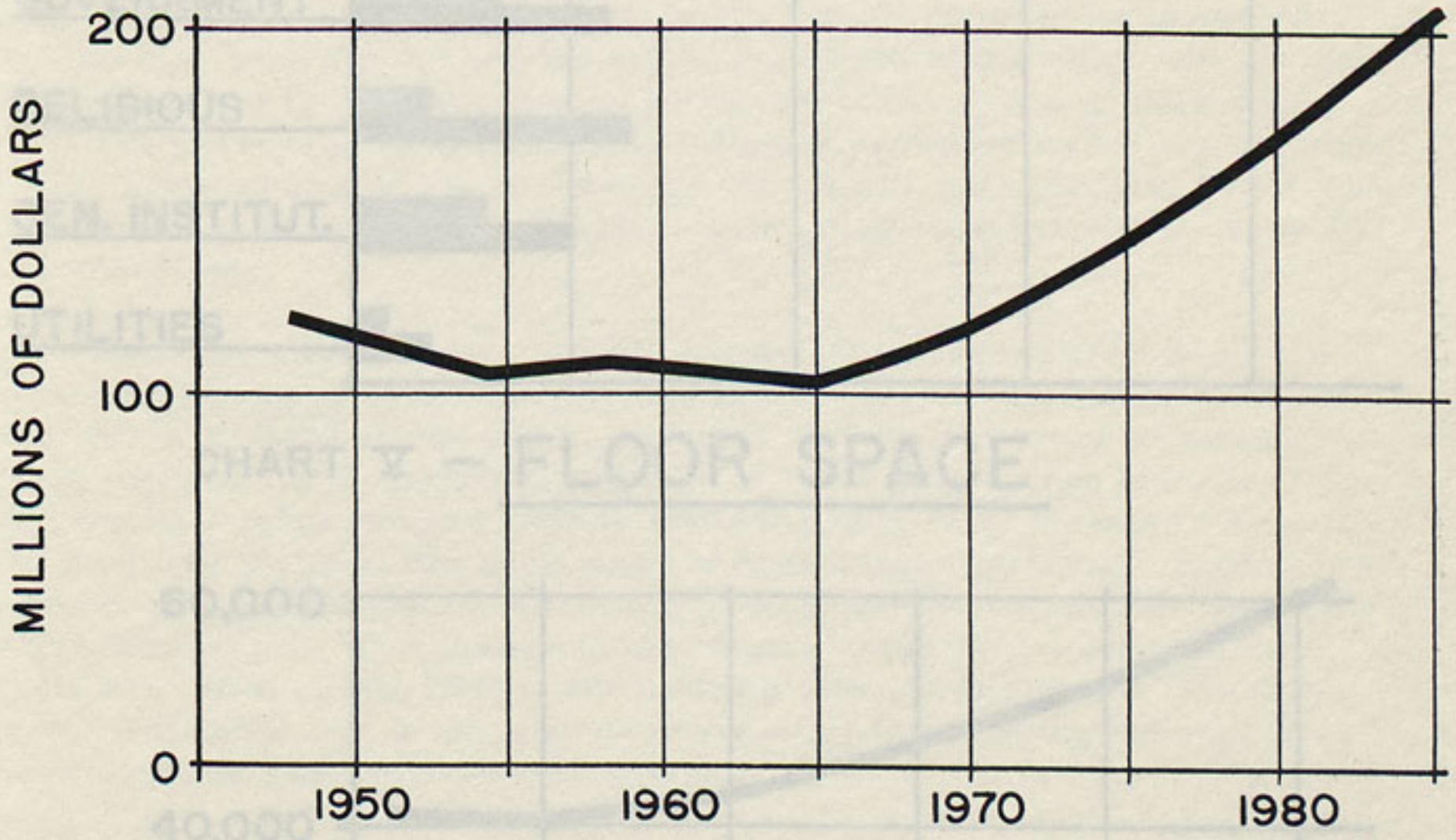


CHART IV — DOWNTOWN RETAIL SALES

SQUARE FEET (MILLIONS)

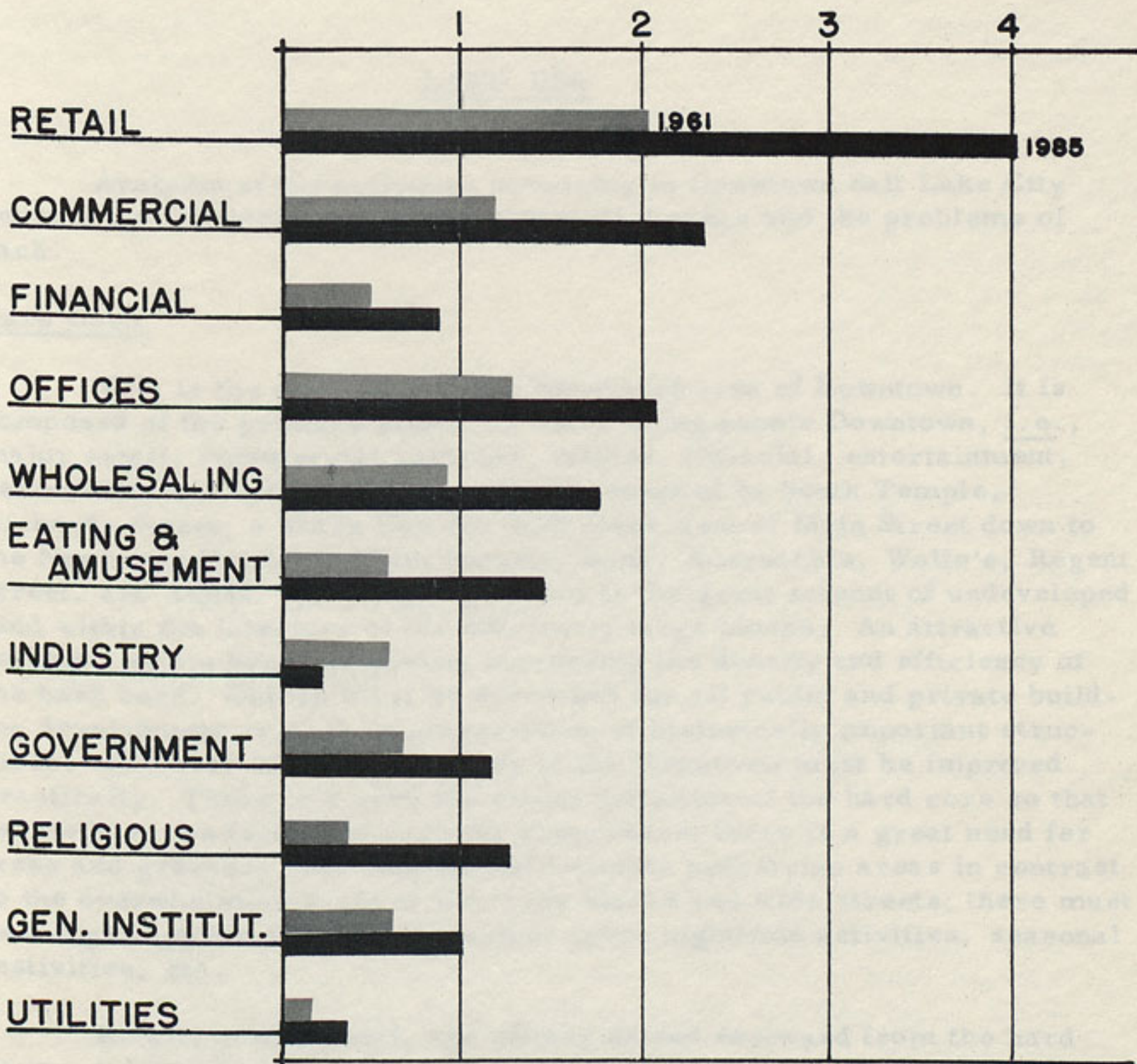


CHART V — FLOOR SPACE

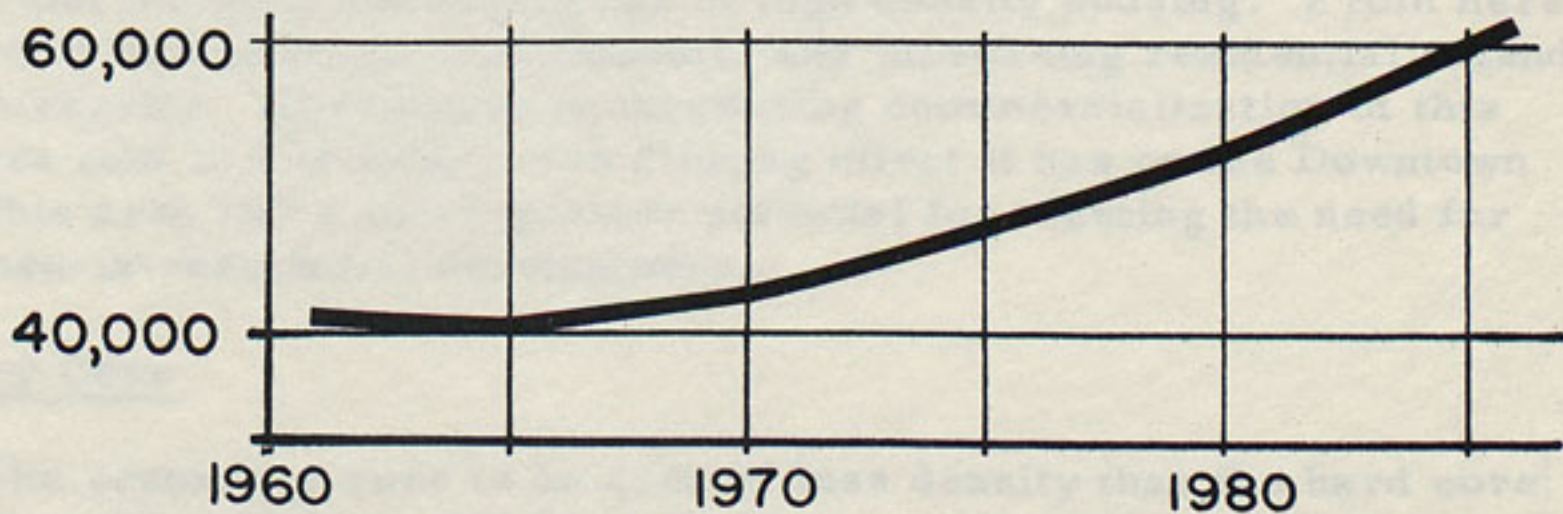


CHART VI — EMPLOYMENT

LAND USE

Analysis of the activities occurring in Downtown Salt Lake City reveals the following general developmental areas and the problems of each.

Hard Core

This is the most intensively developed area of Downtown. It is composed of the primary activities which bring people Downtown, *i. e.*, major retail, commercial services, offices, financial, entertainment, restaurants and hotels. This section is bounded by South Temple, Richards Street, a sharp line one-half block west of Main Street down to the Newhouse Hotel and First Security Bank, Auerbach's, Wolfe's, Regent Street, and ZCMI. One major problem is the great amount of undeveloped land within the interiors of the extremely large blocks. An attractive potential exists here for greatly increasing the density and efficiency of the hard core. Guides must be developed for all public and private building development as well as preservation of historically important structures. The over-all attractiveness of the Downtown must be improved drastically: There is a need for visual definition of the hard core so that people have the feeling of arriving somewhere; there is a great need for trees and greenery, for relaxed and intimate pedestrian areas in contrast to the overwhelming scale of the large blocks and wide streets; there must be things happening on the sidewalks, more nighttime activities, seasonal festivities, etc.

Retail, commercial, and offices extend eastward from the hard core. A secondary area, roughly one block wide and including State Street from South Temple to 3rd South, includes concentrations of communications, utilities, and institutional uses. A third mixed area extends commercial-office fingers further along the east-west streets to beyond 3rd East and includes the beginnings of high density housing. From here, a mixture of commercial, institutional, and increasing residential extends to the University. The danger in increasing commercialization of this whole area east of 2nd East is the diluting effect it has on the Downtown core. This area has a much greater potential for meeting the need for more close-in residential development.

Secondary Core

The secondary core is an area of less density than the hard core; it extends southwest from 4th South on Main and State Streets. This area

is mainly auto-oriented retail and commercial, eating and amusement. There is a need for defining its end point where it meets the hard core.

Mixed-Indeterminate

This area west of the hard core, beginning with the line half a block west of Main Street, is made up of low density retail-commercial warehousing, and industry westward to the band of industry along the railroad tracks. This is a generally deteriorating area from which the hard core is growing away. With the new freeway to the west delivering cars to this side of Downtown, there is great potential for revitalization of this area.

City-County Government Complex

Planned expansion into the block east of the present City-County Building will strengthen this as a major anchor and employment concentration on the southeast edge of the hard core. This area must be tied very closely to Downtown shopping, restaurants, and services.

L.D.S. Church Complex

Development planned for the block east of Temple Square and parts of other blocks will make this even more of an anchor on the north edge of the hard core and a principal tourist attraction.

State Capitol Area

Another major employment center and tourist attraction is the State Capitol, north of the Downtown area at the head of State Street. Close by are the historical Pioneer Museum and Old City Hall. Care should be taken to more closely integrate this area with Downtown shopping and activities.

Memory Grove

This landscaped portion of City Creek Canyon comes within two blocks of the L.D.S. Church complex, offering an excellent opportunity for extension into the Downtown area.

Residential

Motels are presently grouping along the two main approaches to the Downtown area--west along North Temple and south of the hard core along Main Street. The approaches from the new freeway to the west will further enhance this pattern on the west side of Downtown. High density housing is generally north of the Church complex and east of 2nd East. There is a need for greatly increasing the density and attractiveness of these older close-in residential areas.

The Interstate is presently the heaviest carrier and primary source of traffic to downtown Salt Lake City. Consultation with traffic experts indicates that use will continue to be the pattern for Salt Lake City in the future. Along with increased use of air facilities. This points to the importance of the new freeway system presently being constructed west of downtown which will drain all regional population areas north of the city center and south of the 2nd South freeway, i.e., Potentially 100,000 more vehicles per day will be delivered to the Downtown area via the 5th North, 6th South, and 13th South approaches when the freeway is completed.

There is a need for improving the access pattern for those population areas to the northeast, southeast, and southwest who are too close to use the new freeways.

Public Carriers

Due to the north-south directional growth of population along the Wasatch Front, Salt Lake City should continue to be a logical point for stopping or transferring to regional north-south transportation.

Airlines

Salt Lake City Municipal Airport presently serves six airlines. Their 980,000 passengers in 1966 represents an average increase of 16% each year. Further increases will emphasize the need for a direct helicopter link with Downtown in addition to taxi and limousine.

Railroads

Denver & Rio Grande, Western Pacific, and Union Pacific together carried roughly the same number of passengers in 1966 as did the airlines, although the use has been fairly constant during the last 19 years. The two terminals are both close to Downtown.

TRANSPORTATION

(For complete analysis and data, refer to Summary of Analysis to April 1, 1962 - Technical Advisory Committee on Transportation.)

How People Get to Downtown

Automobile

The automobile is presently the heaviest carrier and primary means of access to Downtown Salt Lake City. Consultation with traffic experts indicates that this will continue to be the pattern for Salt Lake City in the future, along with increased use of air facilities. This points up the importance of the new freeway system presently being constructed west of Downtown, which will drain all regional population areas north of the city limits and south of the 24th South freeway leg. Potentially 100,000 more vehicles per day will be delivered to the Downtown area via the 5th North, 6th South, and 13th South approaches when the freeway is completed.

There is a need for improving the access pattern for those population areas to the northeast, southeast, and southwest who are too close in to use the new freeways.

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Railroads

Denver & Rio Grande, Western Pacific, and Union Pacific together carried roughly the same number of passengers in 1960 as did the airlines, although the use has been fairly constant during the last 10 years. The two terminals are both close to Downtown.

Buses

Greyhound and Continental Trailways together served approximately 700,000 transcontinental passengers in 1961; their number of runs has been fairly constant during the last 10 years. The two terminals are both within the Downtown. Two regional inter-city bus lines (Lake Shore and Lewis Bros.) serve approximately 500,000 passengers per year from Ogden and from communities to the south and west.

The Salt Lake City Lines gives good intra-city service, but revenue passengers have decreased from 22,000,000 in 1951 to 10,600,000 in 1961.

How People Move Around in Downtown

Terminals

As is the case with so many other cities, there is no over-all shortage of parking in the Downtown area, but rather not enough within easy walking distance of where people want to go. Approximately 25% of the Downtown blocks are now taken up by surface parking, not to mention street parking, yet for shoppers there is a shortage of nearly 1600 parking spaces within a one block walking radius of the shopping core. By 1985, Downtown will need 13,400 more short term parking spaces for these shoppers; it is evident that the underdeveloped interiors of the blocks offer great potential for the location of this parking where it is needed.

In addition, 5000 new spaces will be needed by 1985 for all-day parkers; rather than taking up shoppers' parking places, these could be on the outer edges of the core where they would be less expensive, provided a way can be found to get these people into the core where they work.

With regards to street parking, even in a city having streets as wide as Salt Lake City's, it is street parking (especially on Main), which is the reason for the major share of the traffic load and unnecessary congestion, which endangers the safety and convenience of pedestrians. Significantly, all of the street parking on Main Street from North Temple to 6th South could be handled by one garage the size of Temple Square Terrace or Walker Center.

Pedestrian Circulation

Salt Lake City's unusually large blocks with relatively undeveloped interiors, coupled with the linear nature of retail development, have strung Downtown out to the point where the shopper cannot comfortably walk the distance between the two major shopping anchors. There is a

definite need for an internal circulation system to overcome this distance and to strengthen and integrate the area between. In addition, the State Capitol area, Sears, City-County complex, Temple Square, a new civic auditorium, parking on the edges of Downtown, close-in residential, and all areas of major employment need to be linked to the shopping area.

The other major problem for the pedestrian in Downtown Salt Lake City is the great width of the streets. The physical barrier of crossing 90 ft. of traffic is obvious; the extreme width also constitutes a psychological barrier in that it destroys the much needed linkage between the two sides of a shopping street. As a result of both of these, people tend to do most of their shopping on one side of the street instead of crisscrossing. For greater comparison, this is evidenced by foot traffic being three times heavier on the busier side of the major shopping streets. A way must be found to "narrow" the street for the pedestrian, both physically and psychologically, without prohibiting the necessary vehicular use of the streets.

SPECIAL CONSULTANTS

Mr. Robert L. Morris, Senior Planner-Transportation for Washington, D.C.'s Downtown Progress, was brought in for a brief study of Downtown Salt Lake City's pedestrian circulation. Mr. Morris prepared a general analysis, with the key proposals being the canopied pedestrian crossings and the shuttle bus system.

Architects

Mr. Al Zolver, San Francisco planning consultant and visitor specialist, visited Salt Lake City for a study of how Downtown could be made more attractive to visitors. His report, "The Visitor in Downtown Salt Lake City," made numerous recommendations which have been included in the Plan.

Edward O. Anderson	Decil B. Rotland
Raymond J. Ashton	Melvin Holley
Roger Bailey	Hoffman Hughes
Harold K. Beecher	Roger Jackson
Eugene S. Bernson	Richard Jenkins
B. E. Braxler	A. Dean Jenson
Martin G. Ertzen	Einar H. Johnson, Jr.
William Browning	Robert Larson
Wesley R. Budd	Donald S. Leitch
Howell C. Ganson	Paul L. Lamoline
Geraldus Y. Cannon	Glen Ashton Lloyd
Louis Chaffee	William W. Louis
James W. Christopher	Bruce J. McDermost
John N. Clawson	Dale Mincea
Fred Daniels	Robert W. Mohr
Bob Deway	Wm. J. Moore, Jr.
Dwight Dickson	Fred Montmerancy
Ralph A. Edwards	Frank E. Neesham
E. Ferguson	William C. Nelson
Henry Feizer	Will Nicholas
Enrico R. Folger	Arthur K. Olson
Elsa Foss	Opa H. Pankhuri
Robert A. Fowler	Charles Dean Peterson
Frank Feller	Nick Pezuras
Charles M. Griffin	Arthur L. Rands
Dick Griffith	Kath Richardson
Dean L. Gustavson	William A. Richardson
L. Leonard Harman	James C. Riechle
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CREDITS

Many individuals and firms have made valuable contributions to the formulation of this plan. In addition, the City and County Planning Commissions and the State Road Commission have given continuing and vital assistance during all phases.

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Richard Young

Office Space & Use of Equipment

Chamber of Commerce

Furniture

Ashton, Evans & Brazier
M. E. Harris, Jr.
Snedaker, Budd, Monroe & Associates
Wallace McConaughy Corporation
Woolley & Mohr

Moving of Furniture

Lawrence Construction Company
Perce Young Construction Company

Electrical Work & Fixtures

Shipp Electric
International Brotherhood of Electrical Workers

Millwork on Model

Granite Mill & Fixture Company