



VI. DESIGN GUIDE DEVELOPMENT

BACKGROUND

HISTORY

Salt Lake City, as established in 1847, was originally designed with 10-acre blocks, 660-foot block faces, 82 or 132-foot-wide streets, and a self-sufficiency-inspired land use plan as far as the eye could see. However, this plan (or “Plat of Zion”) was, in large part, abandoned in the late 19th century in favor of smaller, privately developed subdivisions and streets, as well as major streets that served an increasingly capitalistic, rather than an agrarian collective, society.

Beginning with the development of the “Big Field” area south of 900 South, developments in the late 1800s and early 1900s disrupted the strict block and street size standards of earlier pioneer city-building practice. As Salt Lake City expanded south of 900 South, east of the fault line near 1100 East and 1300 East, and west of the Jordan River, it no longer boasted a single urban form. Since then, many waves of development have occurred, each with their own unique political, engineering, planning, and design challenges and decisions. Even when land uses and transportation needs are the same on two segments of the same street, differing development standards may have resulted in drastically different streets (e.g., 1200 West north (newer) and south (older) of 600 North). This disconnect between street design, roadway width, and the land uses they serve is the reason why Salt Lake City needs this Guide: our streets need to meet the demands of the communities that live, work, and play along them, and that will require adaptation of the public right-of-way to change how the space is allocated and used.

RELEVANT PLANS, DOCUMENTS, AND DATA

Previous planning efforts became the foundation for the typologies. Salt Lake City’s adopted Transit and Pedestrian & Bicycle Master Plans highlighted streets where certain transportation users should be prioritized with particular infrastructure investments. Community land use plans provided guidance on each neighborhood’s vision for what they wanted to be in the future. The planning documents and reference guides applied in developing these typologies are listed in the [Reference Materials](#) section of this Guide.

In addition, City staff specializing in urban forestry, land use, zoning, urban design, stormwater management, utilities, parks, and sustainability advised on the design, maintenance, and operations of public rights-of-way to ensure that the typologies’ designs not only served public needs but took into account how crews maintain these streets in perpetuity.



MEETING 1

At the beginning of the process, TAC members offered their ideas on what it means to have livable public spaces. Members noted many characteristics that make a street livable and memorable:

- Safe and comfortable spaces to walk and ride a bicycle
- Greenery and bright colors in public streets and spaces
- Places for people to sit, talk, play, relax, and watch other people
- Places where people can be around other people but also be alone/ semi-private spaces where they can observe the scene around them

CITY STAFF AND STAKEHOLDER FEEDBACK

The typologies were developed collaboratively with representatives from a range of Salt Lake City divisions and departments, as well as other transportation agencies. These representatives were part of the Technical Advisory Committee (TAC) identified in the [Acknowledgements](#) section of this report. The TAC met three times during the project.





The TAC members noted, during this discussion, that the divisions they represented often did not have the power or resources to create public spaces that meet this ideal. Representatives from different divisions also realized that a great deal more coordination will be needed in the future in order to make Salt Lake City's streets more livable and appealing. They noted barriers that prevent them from coordinating towards shared goals, such as:

- People often don't know their counterparts at other divisions in the City, and don't know who to talk to about specific issues;
- Divisions and departments within the City don't always share the same priorities and sometimes have competing interests or are competing for limited funds;
- Many divisions have their own checklists for their planning and review processes, which other divisions view as "jumping through hoops" rather than having a collaborative process; and
- Public Services (operations and maintenance) representatives felt that projects get implemented without considering how the ongoing maintenance will be performed or funded.

MEETINGS 2 AND 3

Later in the process, the TAC provided feedback on individual typologies, how they were applied to individual streets, and how they would be implemented and maintained in the future.

As the typology designs were created, the TAC provided detailed review and comment to ensure that the appropriate right-of-way elements were included and that various division and departments internal to the City as well as external public agencies had buy-in on the final results.

UDOT FEEDBACK

Staff and leadership from the Utah Department of Transportation (UDOT) participated in the TAC and provided feedback on street typologies for both Salt Lake City streets as well as streets owned and maintained by UDOT. Please read their guidance applying typologies to state routes in Section IV, "[Applying Typologies to UDOT Streets.](#)"





PUBLIC FEEDBACK

There were three distinct public input periods during the development of this Guide.

The first (2019) asked the public to consider which functions of the public right-of-way were most important, depending on common place types they might visit throughout the day (home, school and parks, work, and shopping). 1,200 people participated in this first round. Person mobility was identified as the most important function of the public right of way. This is true overall, in every place type, and in responses from every cross section of survey respondents, too, including people who drive regularly but never or rarely walk or ride a bicycle.

The second (2020) asked people to let the City know if we interpreted their 2019 priorities correctly in the execution of the proposed typology designs. Nearly 4,000 individual comments, surveys, and emails were received in the second round. Participants' concerns were primarily focused on parking on neighborhood streets, the number of lanes on medium and large streets, and how the typologies would be implemented. A common theme in the feedback received during the second round was a concern about the effects of lower design and target speeds. While many people understandably want to get where they are going as quickly as possible, the goal of these typologies is to prioritize the comfort and safety of all people, homes, and businesses, while providing more transportation choices for everyone. Lower design and target speeds reduce the severity of vehicle crashes, especially those involving people walking and bicycling, who are traveling by bike or on foot and who are the most vulnerable to injury. Many typologies are designed to achieve



this outcome in places where placemaking and person mobility are high priorities.

The third (2021) asked people to review the revised typologies, new intersection design guidance, and the compiled Design Guide document.

Public outreach results are provided on the following pages.



Fall
2019

Street Function Priorities Survey Graphic Summary Report

Salt Lake City Street & Intersection Typologies Design Guide

The Guide will create new definitions and designs for 15 distinct street typologies. Each will consider land use contexts, functions of the public right-of-way, and citywide and neighborhood goals to determine the allocation of space to different uses. The Guide ensures that every street works better for everyone, by design.

From August to October 2019, nearly 1,200 people ranked the importance of the five essential (and often competing) functions of the right-of-way, depending on location.

Five Functions of the Public Right-of-Way

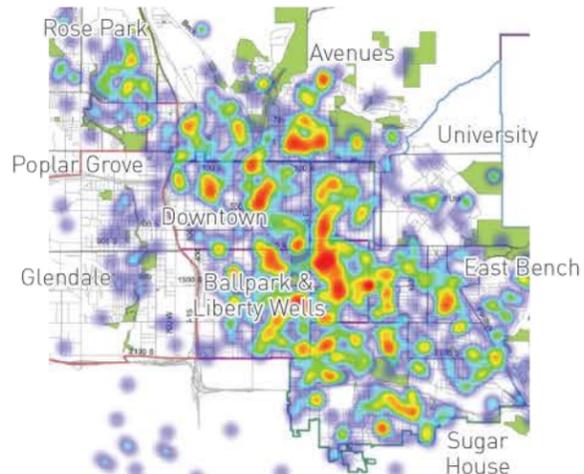
- Person Mobility** The movement of people walking, using mobility devices, & bicycling.
- Greening** Livability, shade, & environmental sustainability goals through street trees and vegetation.
- Placemaking** Activity, vibrancy, and streets as places to be rather than just to travel through.
- Curbside Uses** Bus stops, street parking, pick up/drop off, bike parking, & deliveries of goods.
- Vehicle Mobility** The movement of vehicles & goods (including transit, automobiles, and freight).

How would you prioritize these five functions, especially on the streets in your everyday life?

Note: 5 is highest priority, 1 lowest.

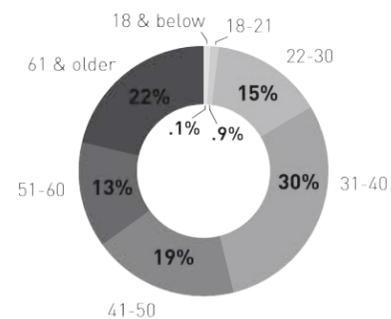
Demographics

The 1,183 respondents were geographically diverse, yet only a few who live or work outside of Salt Lake City took the survey. Glendale and Poplar Grove were the least-represented neighborhoods (see below). Respondents skewed slightly older and more Caucasian than Citywide averages, and were predominantly homeowners.

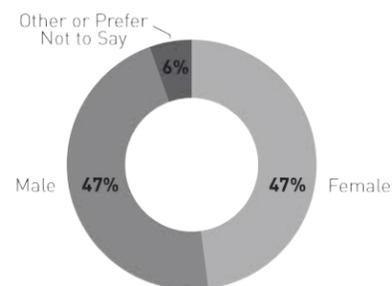


Geographic diversity of respondents, mostly within City limits

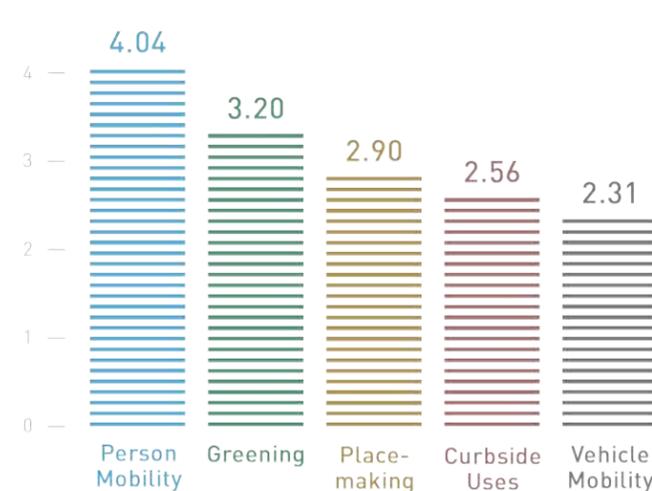
Survey Respondents' Ages



Survey Respondents' Genders



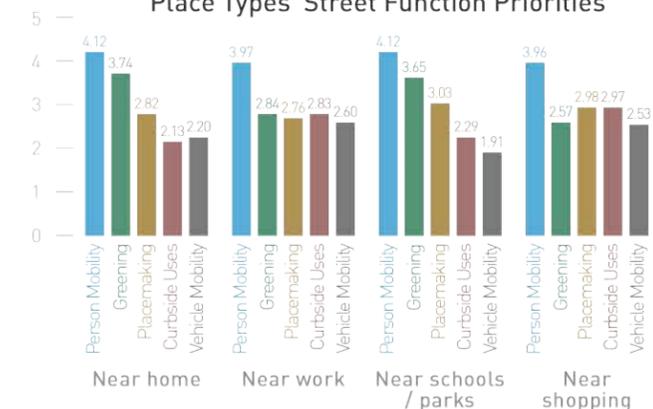
Mean Values of All Responses



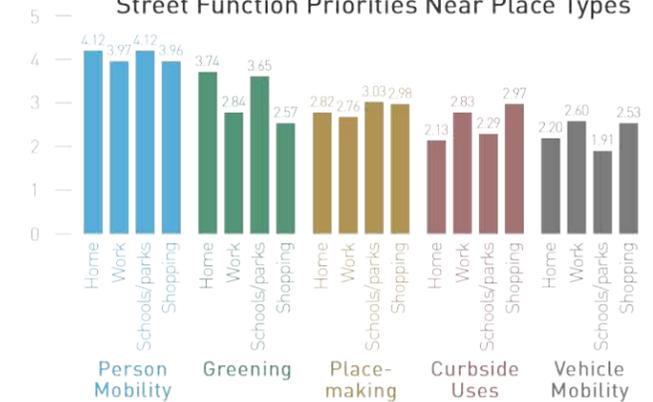
Above: Person mobility and greening are the most important citywide.

Top % Bottom Right: Some functions are more important to respondents near certain place types than mean values.

Place Types' Street Function Priorities



Street Function Priorities Near Place Types



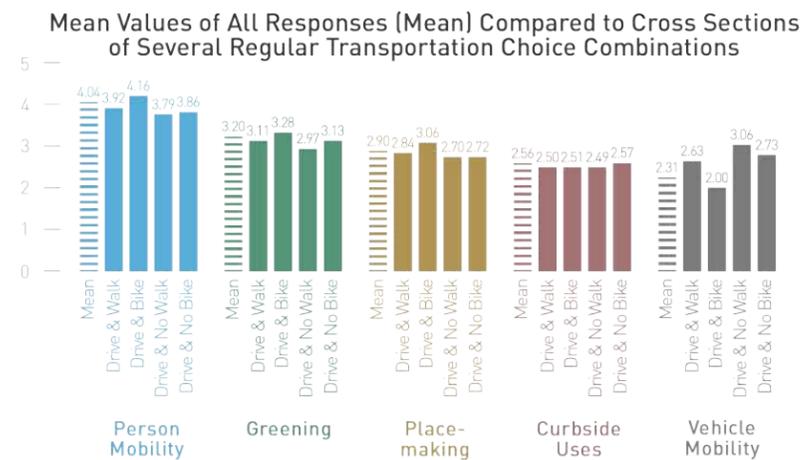


Fall 2019 Street Function Priorities Survey

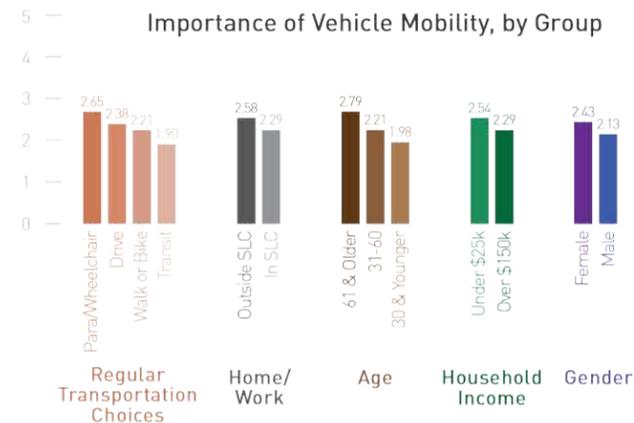
Graphic Summary Report

Salt Lake City Street & Intersection Typologies Design Guide

Interesting Takeaways by Transportation Choices & Demographics



Respondents who walk and ride a bicycle regularly were more likely to drive regularly than people who drive regularly were to ride a bicycle regularly. Of the 74% of respondents who said that they drive regularly, 8% rarely or never walk while 37% rarely or never ride a bike. However, they still prioritized person mobility above all other right-of-way functions. 71% of all respondents walk and 41% ride a bike regularly. Only 8% of those who walk and 12% of those who ride a bike regularly said they rarely or never drive.



Open-Ended Public Feedback

"Please prioritize the movement of people."

"Our wide streets may still hold a hidden advantage – expanding more [space] for people on bikes, scooters, feet, skateboards, etc. Make more complete streets that accommodate all users."

"Trees change everything. Cars go slower, more people will walk, and the emotional tone of the city is enhanced."

"Lower speed limits, please. 20 is plenty."

"The West Side and Redwood Road need love!"

"Prevent cut-through fast-drivers through neighborhoods. Provide viable options on main roads, and keep neighborhood roads for access to residences or pedestrians."

"[Make] streets more family friendly. I would love to explore the city with my children more. But the high cost and lack of availability of public transit, coupled with [dangerous interchanges] make this difficult. As a result, we usually end up driving downtown (even though we only live in Rose Park) or not going at all."

"Nothing is more important than properly designing streets before development."





Summer
2020

Initial Typology Design and Mapping Survey (Round 2) Graphic Summary Report

Salt Lake City Street & Intersection Typologies Design Guide

The Guide will create new definitions and designs for 15 distinct street typologies. Each will consider land use contexts, functions of the public right-of-way, and citywide and neighborhood goals to determine the allocation of space to different uses. The Guide ensures that every street works better for everyone, by design.

From June to August, 2020, a second round of engagement was conducted. The project team received 3,654 survey responses from 2,397 users, plus an additional 173 interactive map comments and roughly 100 emails to both staff and the City Council. Major themes of this second round were concerns and some misconceptions about parking (682 comments) and traffic (233), walking (89), safety (70), and buses and trains (36). This brought the total number of responses since the beginning of the project to roughly 5,100.

Demographics

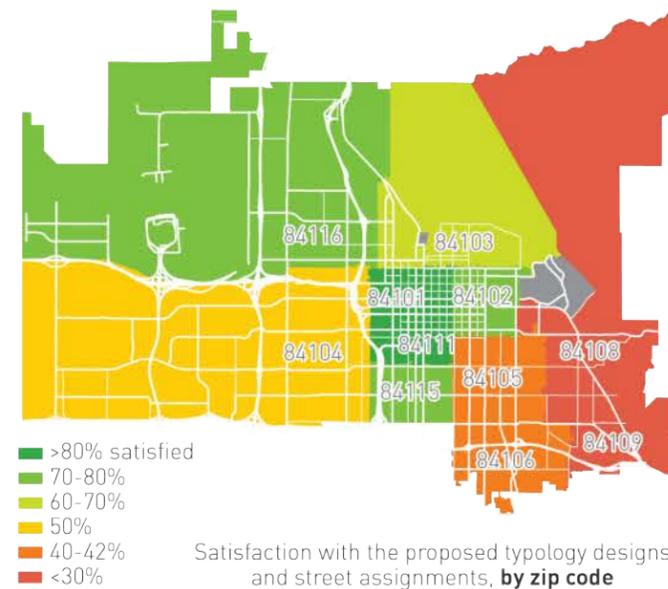
The 2,397 people who responded in this second round were less geographically diverse than in the first. Glendale and Poplar Grove were again the least-represented neighborhoods (26, or 1% of total respondents).

Respondents from the zip codes 84108, 84105, 84106, 84109 (south of 900 South and east of 500 East), who were least satisfied by this round's proposed designs, made up 76% of responses (yet make up only about 53% of SLC's total population). See map on the right side of this page.

| Zip Code | # | % | responses per 1,000 residents |
|----------|-------|------|-------------------------------|
| 84108 | 840 | 35% | 37.5 |
| 84105 | 555 | 23% | 24.8 |
| 84106 | 261 | 11% | 7.4 |
| 84109 | 173 | 7% | 7.0 |
| 84103 | 167 | 7% | 7.5 |
| 84102 | 123 | 5% | 6.6 |
| 84115 | 120 | 5% | 4.4 |
| 84111 | 62 | 3% | 4.8 |
| 84116 | 59 | 2.5% | 1.7 |
| 84104 | 26 | 1% | 0.95 |
| 84101 | 11 | 0.5% | 2.4 |
| | 2,397 | 100% | |

Satisfaction by Zip Code and by Topic

Those in the 84108, 84105, 84106, 84109 (all east side) and 84104 (Glendale/Poplar Grove) were more dissatisfied with the proposed designs and street assignments than those who lived in other zip codes (see yellow, orange, and red areas in the below map). Those from the east side zip codes were primarily dissatisfied by the proposed designs' parking impacts and slow design speeds on neighborhood streets. The lack of adequate sample size in 84104 responses precludes an accurate analysis.



Satisfaction with proposed typology designs and assignments, by comment category (sorted from most to least responses)

Misconceptions, Clarifications, and Changes Made

Misconceptions were perpetuated during the second round of public input and showed up in many responses: that the project meant immediate changes to all streets, that parking changes were only for East Bench streets, and that parking and speed changes would be implemented and enforced by signs. The truth is that this is a design guide for the entire city that seeks to create slower, safer, smaller streets by design rather than enforcement.

Based on public comment, the more significant reductions in on-street parking have been scaled back. Flexibility was added to the parking implementation for neighborhood street typologies. The recommendation that some neighborhood streets have parking only on one side of the street has been removed. The typology assignment and, therefore, the number of lanes on streets like 2100 South and Sunnyside Ave (most common comments) is now more flexible, too.



Summer
2020

Initial Typology Design and Mapping Survey (Round 2) Graphic Summary Report

Salt Lake City Street & Intersection Typologies Design Guide



Open-Ended Public Feedback

"I do not like the idea of parking on one side of the street. Several cars in the neighborhood only have the option of parking on the street at night and it can get very crowded."

"We need more lighting on neighborhood streets."

"Where the street is already wider than this, and already has a 10' park strip, will parking be permitted on both sides?"

"I support lowering of the speed limit on residential streets. But I don't see any reason to restrict parking."

"I like the slightly raised area in between the bike lane and motorized traffic. I would like to see the transit lane painted a designated color. I would like to see more uninterrupted transit options."

"Parking 100% on one side of the street: Is this the proposed change? If so, that absolutely will not work for our street. A lot of homes have multiple adults living at their home, or are students with cars. There would not be enough parking for everyone's needs. Right now it's working out alright."

"Great to see a more equitable allocation of right-of-way space for people, bikes, autos, and greenery. My idea for improvement in this typology and all other typologies is to implement green infrastructure tactics."





Nov
2021

Design Guide Final Review Survey (Round 3) Graphic Summary Report

Salt Lake City Street & Intersection Typologies Design Guide

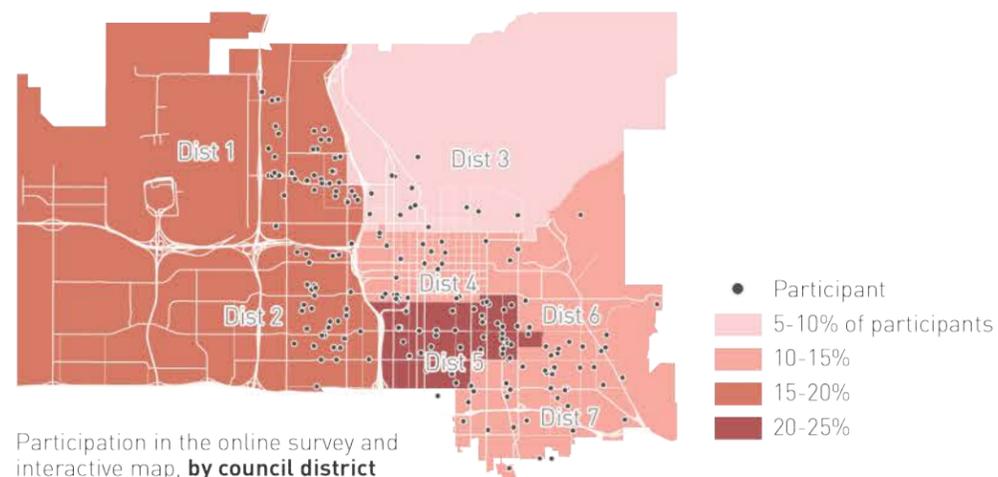
The Design Guide combines land use & transportation planning, and ensures that every street works better for everyone, by design.

The third and final round of engagement was conducted during the entire month of November 2021. The project team asked participants to review final street typology designs, intersection guidance, and the Design Guide document as a whole. The team received 1,016 survey and map responses from 339 people, in addition to many emails and phone calls. **The total number of comments received during the project is roughly 6,200.**

Major themes of this round's comments were the need for clarity on future public input opportunities during implementation, concerns about parking, and questions about how the city transitions to the future envisioned by the Guide.

Demographics

Targeted outreach to neighborhoods west of State Street, including a postcard and online events (in English and Spanish) resulted in participation that was **more geographically representative than in previous rounds** (see the map below for a breakdown of participants, by council district).



Understanding of the Design Guide

In the online survey, participants were asked if they felt that they understood the **three new parts** of the Design Guide: introduction (Chapter 1), intersection design guidance (Chapter 3), and implementation strategies (Chapters 4 & 5). Suggestions for how to improve these chapters were incorporated into the first edition of the Design Guide.



Understanding of new Design Guide materials, **by chapter.**

Interactive Map Comments Summary

109/1,016 third round comments came from the interactive map. Nearly all of them were related to street typology (Ch 2) assignments:

- 47 were supportive.
- 11 were neutral.
- 15 disagreed with slower, smaller streets.
- 36 specifically requested that the City not use Urban Village Streets (Typology #8) to transition from Urban Village Main Streets (#7) to neighborhood typologies (#13-15).

48/109 required more in-depth evaluation. Input from these and other participants resulted in **changes to the assigned typologies of roughly 5% of streets.** These can be found in the map published in the first edition of the Design Guide.

Selected Open-Ended Public Feedback

"It is an ambitious plan, but has the potential to make communities more pleasant places to live and recreate. It is going to be a difficult sell for people who want to drive fast and use cars for every trip."

"It's a lot of info. There are going to be some good ideas, some not so much. I wish it could have been boiled down more."

"The symbology on the map is unclear. It's hard to tell the different greens from one another."

"It's really for an audience of technical people and asking us is ok, but I am not sure who will really read this."

"It's great for those who are college educated, but could be simplified to make it accessible to my neighbors and others. Everyone should be able to read it, just like everyone should be able to use the streets."

"The guide looks great. I hope it gets taken seriously and implemented."