

## SALT LAKE CITY COUNCIL STAFF REPORT

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**DATE:** February 14, 2003

**SUBJECT:** Petition No. 400-01-36 - Central City Master Plan Update

**AFFECTED COUNCIL DISTRICTS:** If the master plan is adopted, the Plan will affect Council Districts 4 and 5 and small portions of Council Districts 3 and 7

**STAFF REPORT BY:** Janice Jardine, Planning Policy Analyst

**ADMINISTRATIVE DEPT. AND CONTACT PERSON:** Community and Economic Development – Planning Division  
Everett Joyce, Principal Planner

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### KEY ELEMENTS:

- A. An ordinance has been prepared that would adopt the Central Community Master Plan as recommended by the Planning Commission on September 5, 2002. As noted by the Administration, the proposed master plan will update and replace the existing 1974 master plan that has guided land use and development in the Central Planning Community. In addition, several neighborhood and specific area plans have been adopted since 1974. The neighborhood and small area plans will continue to be administered along with the updated Central Community Master Plan. (Please see the Administration's transmittal for a list of individual plans.)
- B. The Central Planning Community is one of eight community planning areas in the City. The boundary of the Community is located from North Temple and South Temple south to 1700 South and 2100 South and from Interstate-15 east to University Street and 1300 East. The area contains a wide variety of land uses including the Central Business District, the Gateway area, intermodal hub, industrial, commercial, institutional land uses, and a range of low to high-density residential areas. The Community includes some of the oldest stable residential neighborhoods in Salt Lake City.
- C. The Planning Community was divided into seven neighborhood planning areas to better address a wide variety of land use issues, existing and potential development impacts and specific neighborhood concerns. The areas include Gateway, Downtown, Central City, East Central North, East Central South, Liberty and People's Freeway. Each area is discussed separately in the plan and includes the following sections. (Please see Central Community Neighborhoods section, pages 7-23, in the Plan for details.)
- A geographic description
  - Historic and neighborhood description (Historic elements and individual neighborhoods are identified. For example, the Bryant, Bennion, University, and Douglas neighborhoods are listed within the East Central North neighborhood planning area.)
  - Demographic profile (2000 Census information is provided relating to population, school aged children, residents 65 years or older, number of housing units including owner occupied and percent of vacant units.)
  - Issues that relate to the specific neighborhood planning area.

- D. Recommendations in the Plan relate to:
1. Land use – identifies appropriate location, density and intensity of various land use types throughout the Central Community. The creation and implementation of additional small area or neighborhood plans intended to address land use and neighborhood issues at a more detailed level than the community-wide plan. Proposed small area planning areas identified by the Administration are listed below. (The Administration has indicated to Council staff that specific boundaries will be determined at the time the proposed small area or neighborhood plans are initiated.)
    - 1100 East Residential/Business area
    - West Temple Gateway area
    - Salt Lake Community College expansion area
    - State Street corridor
    - 450 South pedestrian corridor
    - 900 South between 200-500 East Residential/Business area
  2. Community-wide policies – addresses commercial development and redevelopment, housing, parks, open space, historic and neighborhood character preservation, urban design, transportation, public facilities and infrastructure.
  3. Implementation – identifies specific action items and a range of 1-20 years or ongoing timeframes to implement policies and recommendations.
- E. Council staff has noted key elements, summarized goals and policy statements and provided implementation measures from the proposed master plan. Please refer to the attached documents for details:
1. Attachment 1 – Central Community Master Plan Update - Summary
  2. Attachment 2 – Implementation
- F. The public involvement process included reviews by an Advisory Committee, affected Community Councils (Central City, East Central, East Liberty Park, Liberty Wells, People’s Freeway and Rio Grande), business owners, property owners, and government representatives. The Advisory Committee included representatives from the Community Councils, residential, business and institutional property owners, and representatives of government agencies affected by potential development in the area.
- G. Issues and concerns discussed at the Planning Commission hearings and with the Historic Landmark Commission include the following general categories:
1. Options to address oversimplification of the Plan due to the wide-range of land uses and a wide variety of issues affecting individual neighborhoods within the boundaries of the planning area. (As noted above, the area was divided into seven neighborhood planning areas to better address the wide variety of land uses issues, existing and potential development impacts and specific neighborhood concerns. This action was taken at the direction of the Planning Commission.)
  2. The extensive public participation process and the length of time taken to develop the Plan.
  3. Various land use issues including height, scale, land use compatibility, density, view corridor protection, neighborhood character and historic preservation, and zoning conflicts.
  4. Expansion of the boundaries of the Central Business District to the south and west to including portions of the Gateway area and the Intermodal Hub site.
  5. Nonconforming commercial land uses and structures in residentially zoned areas.
  6. Cumulative impacts relating to the location of conditional uses and special needs housing and facilities.
  7. Conflicts between neighborhood character compatibility and current zoning classifications that promote new development that may have design components (height, scale, density, size) that may substantially alter the character of the area.

8. Conflicts between historic preservation policies and existing zoning designations that may have unintended impacts such as increasing land values that contribute to speculation, boarded buildings and demolition.
9. Editing, restructuring and revising the plan to clarify issues and policies and eliminate unnecessary text.

## **MATTERS AT ISSUE/POTENTIAL QUESTIONS FOR ADMINISTRATION:**

### **➤ OPTIONS:**

1. Forward the master plan to a future Council meeting for consideration.
2. Request additional written information or refer to an additional Council work session.
3. Do not advance the master plan to a future Council meeting for consideration.

### **➤ POLICY CONSIDERATIONS**

Council Members may wish to discuss with the Administration in greater detail specific elements in the proposed Plan and issues, comments and opinions that continue to be raised by Community Council representatives and constituents. (Please refer to the Planning staff reports, Community Council letters and Planning Commission and Historic Landmark Commission minutes for details.) Planning staff has indicated that several projects are currently underway in the Planning Division that will address many of the issues. Council Members may wish to request a summary of the projects including a timeframe from the Administration. In addition, the Council's recent discussions regarding implementation of a design review process would address many of the issues. Major issues are summarized below.

- A. Nonconforming commercial land uses and structures in residentially zoned areas. (The Plan identifies an implementation measure to address this as a separate issue. Pg.111, Implementation #12. Planning staff notes that the Administration is currently considering new regulations that would support placing the nonconforming uses in an appropriate zoning classification. The intent is to provide an in-depth evaluation to determine an appropriate zoning classification, develop a new zoning classification or establishing a legal conforming status for existing uses.)
- B. Cumulative impacts relating to the location of conditional uses and special needs housing and facilities. (The Plan identifies an implementation measure to address this as a separate issue. Pg. 108 – Implementation # 12. The intent is to provide an in-depth evaluation of concentration and spacing with respect to neighborhood impacts.)
- C. Conflicts between existing zoning classifications versus neighborhood character compatibility and historic preservation concepts or policies.
- D. Conflicts between recommendations in the Plan for increased height, density, mixed-use and transit-oriented development versus the Community's desire for preservation of view corridors and existing residential housing, limiting height and density, increasing opportunities for diverse, lower-scale infill and mid-block housing, home-ownership, and useable open space.

### **➤ BUDGET RELATED FACTS**

Recommendations and implementation measures in the proposed Central Community Master Plan may have a budget impact such as increases in funding for additional Administrative staffing and resources, programs and planning costs, and future capital improvements. (Please see Attachment 2 for specific implementation measures.) Examples include:

- A. Administrative
  1. Increase funding for code enforcement staffing and city housing resources.

2. Increase administrative resources for public education and information about property re-investment and rehabilitation.
  3. Obtain additional funding and staffing to provide more direct and informative customer services to the general public and applicants requesting city licenses, permits or assistance with municipal codes and procedures.
  4. Assist industrial land uses to relocate to other appropriate industrial areas outside of the Central Community.
- B. Program and Planning
1. Develop the following specific neighborhood plans:
    - a. 1100 East Street Residential Business zoning district small area plan.
    - b. West Temple Gateway Plan.
    - c. Salt Lake Community College expansion area.
    - d. State Street corridor plan.
    - e. 450 South small area plan.
    - f. 900 South between 200 and 500 East Residential Business zoning district small area plan.
  2. Create incentive programs that assist development of rental and owner-occupied affordable housing, residential rehabilitation and neighborhood improvement programs.
  3. Establish a grant or matching loan program to assist residential and commercial property owners in the maintenance and renovation of historic properties.
- C. Capital Improvements
1. Improve the linear park along the west side of 700 East between 1300 South and 2100 South.
  2. Construct interior mid-block access corridors for more convenient pedestrian and non-motorized circulation through the City's 10-acre block neighborhoods.
  3. Develop public funding resources for neighborhood identity projects.

## **MASTER PLAN & POLICY CONSIDERATIONS:**

- A. The Administration notes that principles and policy concepts outlined in the proposed master plan are consistent with policy statements in the City's Vision and Strategic Plan, the Futures Commission report, the Housing Policy Plan and other related master plans. The August 1, 2002 Planning staff report lists the following adopted plans that relate to the Central Community planning area:
1. Central Community Development Plan (1974)
  2. Gateway Development Master Plan (1998)
  3. Downtown Plan (1995)
  4. Urban Design Element (1990)
  5. Open Space Plan (1992)
  6. East Downtown Neighborhood Plan (1990)
  7. East Central Neighborhood Plan and addendum (1984/1990)
  8. 1300 East University District Area Plan (1990)
  9. East Central Community Small Area Master Plan (1992)
- B. Council staff has summarized policy statements and provided the Implementation Actions from the proposed master plan. (Please refer to Attachment 1 and 2 for specific statements.)
- C. The Council's growth policy notes that growth in Salt Lake City will be deemed the most desirable if it meets the following criteria:
1. Is aesthetically pleasing;
  2. Contributes to a livable community environment;
  3. Yields no negative net fiscal impact unless an overriding public purpose is served; and
  4. Forestalls negative impacts associated with inactivity.

## CHRONOLOGY:

### ➤ BACKGROUND

The Administration's transmittal provides a detailed chronology of events relating to the master plan process. Please refer to the Administration's chronology for full details. Key meeting dates are listed below.

### ➤ KEY DATES

- January 1994 – August 1996 Initial consultant draft
- January 1997 – January 1998 Public input to develop issues document
- 1998 – 1999 Develop concepts to address issues and redraft the master plan
- 1999 – 2001 Review and revision of the draft master plan
- 2001 – 2002 Planning Commission adoption process
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cc: Rocky Fluhart, Dave Nimkin, DJ Baxter, Ed Rutan, Lynn Pace, Rick Graham, LeRoy Hooton, Alison Weyher, David Dobbins, Roger Evans, Tim Harpst, LuAnn Clark, Louis Zunguze, Brent Wilde, Cheri Coffey, Elizabeth Giraud, Everett Joyce, Jan Aramaki, Marge Harvey, Sylvia Jones, Janne Nielson, Annette Daley, Barry Esham, Gwen Springmeyer

File Location: Community and Economic Development Department, Planning Division, Master Plans