

---

## M E M O R A N D U M

---

**DATE:** August 29, 2003

**TO:** City Council Members

**FROM:** Russell Weeks

**RE:** Comparison: *City Council Policy Statement on the Future Economic Development of Downtown* and *Downtown Plan* Prepared by the Community and Economic Development Department

**CC:** Cindy Gust-Jenson, Rocky Fluhart, David Nimkin, Alison Weyher, David Dobbins, Alison McFarlane, Gary Mumford

---

This memorandum is intended to help facilitate the City Council's briefing and discussion of the *City Council Policy Statement on the Future Economic Development of Downtown* and *Downtown Plan* Prepared by Community and Economic Development Department. The City Council adopted the *Policy Statement* in January 2003. Community and Economic Development Director Alison Weyher presented the Council with the *Downtown Plan* in July 2003. Council staff has attached copies of both documents.

A few things should be noted. First, the *Policy Statement* appears to address a wider geographical area than the *Downtown Plan*. Nevertheless, the northern and western borders of the geographical areas in both plans appear to be the same. Second, the *Policy Statement* and *Downtown Plan* are divided differently. The *Policy Statement* contains seven categories generally used as comparison points with the *Downtown Plan*. The latter plan contains six categories. The *Policy Statement* contains a category titled *Local Government and Related Public Facilities* that is not contained in the *Downtown Plan*. Conversely, the *Downtown Plan* contains a category titled *Infrastructure* that is not contained in the *Policy Statement*. As a result, City Council staff has noted parenthetically in the comparison table where items appear in the *Downtown Plan* if they do not correspond with a category in the *Policy Statement*. It also should be noted that Council staff used items from the *Policy Statement's Statement of Principles* in addition to the section titled *First Steps* in the *Policy Statement* to make comparisons with the *Downtown Plan*.

### **Issues/Questions for Consideration**

- Council Members may wish to explore how the *Downtown Plan* was formulated and what documents, such as master plans and studies, formed the basis for the plan.
- Does the Community and Economic Development Department view the *Downtown Plan* as a long-range guide, or is there a fixed number of years in which the plan will be used?
- Some of the *Downtown Plan's* listings contain timelines and results for the first quarter of the current year. Have those timelines been met, and are there updated results for the second or third quarters?

The comparison table below indicates 17 areas that City Council staff views as areas of at least rough correspondences between the *Policy Statement* and the *Downtown Plan*. Many of the areas appear to correspond closely. Council staff has included possible areas of difference and items contained in the *Policy Statement* but not contained in the *Downtown Plan* after the comparison table.

**COMPARISON TABLE: CITY COUNCIL POLICY STATEMENT AND DOWNTOWN PLAN**

<b><u>Salt Lake City Council Policy Statement on The Future Economic Development of Downtown</u></b>	<b><u>Community and Economic Development Downtown Plan</u></b>
<b>Definition:</b> Downtown, defined generally is the area from Temple Square on the north, to The Gateway on the West, to Trolley Square on the east, to the hotel district along the 600 South Street entrance to the city from Interstate 15.	<b>Definition:</b> For purposes of this discussion, Downtown will be considered to be the area between North Temple and 400 South, and Second East and 500 West.
<b>Divisions:</b> Business Center; Retail; Institutional Center; Local Government and Related Public Facilities; Arts, Culture, Entertainment and Nightlife; Tourism Including Convention Visitors; Housing	<b>Divisions:</b> Office Market, Retail, Arts and Entertainment, Downtown Tourism, Housing, Infrastructure
<b>Business Center:</b> The City Council encourages greater efforts to market downtown to people where downtown is geographically the closest retail shopping area. Marketing campaigns should target Salt Lake City residents, the daytime population, particularly office workers, University of Utah employees and students, visitors, and the suburban population, particularly residents of South Davis County. (Statement of Purpose – Page 7.)	<b>Office Market:</b> Salt Lake City, in conjunction with the Downtown Alliance/Chamber of Commerce and KUTV, is finalizing an advertising campaign which will include spots on housing, business, and entertainment Downtown. The business campaign features businesses which have located to the CBD stating why they have moved here. Examples include AlphaGraphics, Wasatch Properties, KUTV, etc. This campaign is geared to other businesses along the Wasatch Front. This effort will continue through June 2004. Time Line – Campaign kick-off August 2003, spots will run intermittently through June 2004.
Administration should identify major corporate presences in downtown, ascertain their satisfaction, and make appropriate efforts to ensure that they will remain downtown and not relocate to the suburbs.	Because most business growth in the United States comes from expanding businesses, equally as important to the vitality of re-tenanting the CBD is maintaining the tenant base we have. We will continue to visit existing businesses on a regular basis, and publicize our availability to meet to solve problems. Recent examples of these efforts

	include discussion and implementation of parking in the center of 300 South, recruitment of new businesses to Main Street storefronts, and assisting in relocating the businesses along 300 South between Main and West Temple. Timeline: March 2003.
<b>Retail:</b> The City should encourage and support the owners of the ZCMI Center and Crossroads Plaza in undertaking significant renovations and upgrading of both mall properties including making the retail spaces more accessible to the streets.	<b>Retail:</b> Work with Property Reserve Inc. to expedite re-use plans for ZCMI and Crossroads Mall.
The City and RDA, in conjunction with local businesses and landowners, should actively promote and market our downtown's opportunities to national, regional and local retailers, using existing plans and studies to identify and recruit potential retailers for the downtown area.	Leasing agents' support is vital to refilling vacant spaces Downtown. We will continue to educate the agents that Downtown has changed, that it is safe, easy to get around with lots of parking. A series of 'open house tours' for commercial agents, once a month with stops at restaurants and clubs is a way to encourage them to bring new tenants to lease space in the CBD. This plan will run in conjunction with the marketing plan. Timeline: Begin August, 2003
RDA dollars should go toward supporting additional retail in all the CBD with a primary focus on filling vacant Main Street locations.	Develop funding sources to help retail establishments fill street level spaces, including: RDA \$20,000 grant program; revise revolving loan fund criteria; increase Micro-enterprise Loan Fund loans to \$25,000 maximum. Timeline: Spring 2003
Given the proximity to downtown of communities in South Davis County, those communities should be targeted in a special marketing campaign. Emphasis should be on helping Davis County residents feel welcomed to and appreciated by Salt Lake City.	Marketing campaign to encourage people to shop Downtown including: Utilize spots in advertising campaign (previously described under Office Market action steps) to build awareness for Downtown as shopping destination; Cross promotions between stores and malls; joint marketing between all Downtown shopping destinations  Develop "stay and play" ad campaign – offer discounts to folks to do more than one thing downtown at a time... dinner and a movie, drinks after work, etc. Tie in with Chamber of Commerce, Downtown Alliance, KUTV campaign. Timeline: Fall: 2003
The City should continue to support the Parking Token initiative of the Downtown Alliance, but also look at more aggressive	Token program – City funded the Alliance \$196,000 over three years, \$85,000 this year.

<p>marketing of existing downtown parking to Salt Lake residents. Such marketing efforts could include advertising the availability of parking but also the advantages of covered parking at a mall versus parking in a flat parking lot in the elements of sun and snow. Marketing efforts also should dispel misperceptions that no parking is available downtown.</p>	<p>Develop neon signage for parking structures and token program. Neon parking sign developed, available to lot operators. (<i>Listed under Infrastructure.</i>)</p>
<p>The City should also consider additional free parking downtown, such as that provided on a pilot basis on 300 South. The cost-benefit of parking meters should be studied.</p>	<p>In 2001 Salt Lake City created 145 new parking stalls on 300 South in center of street.</p> <p>Reverse angle parking on 200 South.</p> <p>Identify other locations in CBD where additional parking could be added. Timeline: Ongoing – emphasis on Spring 2003.</p> <p>Twenty-two night-time parking stalls added in freight loading zones, on Main Street. Twenty new stalls added by reconfiguring ‘no parking’ zones on Main Street. One hundred twenty nine new center street parking stalls added on 300 East in June, 2003. (<i>Listed under Infrastructure.</i>)</p>
<p><b>Institutional Center:</b> The City should meet with officials of the University of Utah to find areas where the City and University can work together to locate functions that attract people and activities downtown, including classrooms, museums and galleries.</p>	<p>Work with U of U to locate services downtown. Timeline: Ongoing. (<i>Listed under Arts and Entertainment.</i>)</p>
<p><b>Local Government and Related Public Facilities:</b> The City Council is committed to support the installation of Olympic legacy memorabilia in a prominent location downtown.</p>	<p>Promote Olympic legacy projects in the Central Business District. Timeline: March through June 2003. (<i>Listed under Downtown Tourism.</i>)</p>
<p>The City Council supports the development of other anchors to Main Street, in addition to retail, that will attract people to the City’s core. Anchors could include museums, a Broadway-style theater, Olympic legacy or other similar attractions that would provide unique “draws” to downtown. (<i>Statement of Principles – Page 8.</i>)</p>	<p>Work with Utah Cultural Commission to bring the Utah Museum of Art and History to Main Street. (<i>Listed under Arts and Entertainment.</i>)</p>
<p>The City Council supports a greater emphasis on leveraging historic preservation as an economic development tool by working more closely with the Utah Heritage</p>	<p>Develop re-use plan for Hansen Planetarium. Timeline: 2003.</p>

<p>Foundation to find opportunities to use Salt Lake City’s historic buildings in new and exciting ways, for office, cultural, retail, and institutional uses. (<i>Statement of Principles – Page 7.</i>)</p>	
<p><b>Arts, Culture, Entertainment and Nightlife:</b> In partnership with Salt Lake County – the owner of downtown arts facilities – consider the feasibility and advisability of constructing a Broadway-style theater on or near Main Street, capable of presenting full-scale productions.</p>	<p><b>Arts and Entertainment:</b> Explore ways to revitalize the Utah Theater (on Main Street). Identify performing groups, funding sources, work with County and other entities to develop support. Timeline: 2003-2004</p>
<p>The City Council supports encouraging the Downtown Alliance and Downtown Merchants associations to promote joint marketing opportunities, such as seeing the Utah Symphony and enjoying a dinner or staying the night in downtown hotels. The Council supports marketing campaigns targeting University of Utah employees and students to come downtown for restaurants, entertainment and shopping and to our own residents who shop in suburbs rather than coming downtown. (<i>Statements of Principle – Page 8</i>)</p> <p>The City Council will support marketing efforts to dispel misperceptions that “there’s nothing to do” downtown.</p>	<p>Develop “stay and play” ad campaign – offer discounts to folks to do more than one thing downtown at a time... dinner and a movie, drinks after work, etc. Tie in with Chamber of Commerce, Downtown Alliance, KUTV campaign. Timeline: Fall: 2003</p>
<p><b>Tourism:</b> The City should support a feasibility study regarding further expansion of the Salt Palace to keep Salt Lake City competitive in attracting conventions.</p>	<p><b>Downtown Tourism:</b> Work with County to facilitate Salt Palace expansion. Timeline: Ongoing.</p>
<p>The City should cooperate with the Salt Lake Convention and Visitors Bureau and the Utah Travel Council in attracting convention business and tourists to Salt Lake City.</p>	<p>Work with the Convention and Visitors Bureau to capitalize on Salt Lake City as a destination resort, including: Market Salt Lake City as hub of Utah vacation destinations; promote downtown – shopping, nightlife, entertainment, LDS Church; in cooperation with the Convention and Visitor’s Bureau provide supplemental information on Salt Lake City to convention attendees and potential convention attendees. Timeline: Ongoing</p> <p>Work with Convention and Visitors Bureau and County to insure full utilization of County owned facilities, such as Salt Palace, Abravanel Hall, Capitol Theatre. Timeline: Ongoing.</p>

<p><b>Housing:</b> The City should continue to encourage downtown housing for a full spectrum of income levels throughout the downtown area.</p> <p>The City should conduct an inventory of land within two blocks of the new main library that could be used for housing sites and study the feasibility of purchasing the sites for housing uses.</p> <p>The City should explore ways to protect further multifamily housing units on 300 East Street between South Temple and 400 South streets and encourage in-fill development of multifamily housing along 300 East Street.</p>	<p><b>Housing:</b> Salt Lake City will thoroughly analyze the downtown and east downtown housing market. Questions to be answered include: total number of units; age of units; type of units (rental, condominium, single family); size of units; vacancy by type and price; absorption schedules; identify locations for new housing construction opportunities. Timeline: Complete surveys in Fall, 2003.</p> <p>Salt Lake City must identify partners to: develop new housing; renovate existing housing stock; help fund construction. Timeline: Complete strategy and identify partners by June 2003.</p>
--	---

**Potential Differences/Items in Policy Statement but not in Downtown Plan**

Perhaps the area where correspondence between statements in the two policies occurs in the *Policy Statement's* overarching policy, a policy goal in the *Statement's Retail* section and in the *Downtown Plan's Retail* section.

The overarching policy reads: “*The City Council recognizes that Main Street is the core of our downtown commercial, tourist, and convention activity. To encourage the relocation of retail or other commercial businesses or other key “anchors” away from Main Street will undermine these activities to the long-term detriment of downtown, including the Gateway and other developments. The continued vitality of Main Street is essential to the economic and cultural health of our great city.*”

The item in the *Policy Statement's Retail* section reads: “The City should continue to support and encourage retail on Main Street, with complimentary retail at The Gateway, Trolley Square, and in East Downtown in an effort to generate economic growth in the broader downtown area.”

The item in the *Downtown Plan's Retail* section reads: “Insure Nordstrom remains in Downtown area.”

The City Council is scheduled in October to address a petition for a zoning ordinance text change related to the question of where Nordstrom should locate. However, the City Council may wish to consider whether the two items from the *Policy Statement* and the item in the *Downtown Plan* are mutually exclusive or whether there are points of intersection and overlap.

The following items listed in the *First Steps* section of the *Policy Statement* are not contained in the *Downtown Plan*.

### **Business Center**

- The Administration should meet with major landowners of property fronting Main Street between 600 South and South Temple, to ascertain plans for development and to encourage appropriate development as supported by market conditions.
- The City should strongly consider encouraging legislation to extend the expiration date of the Central Business Redevelopment District to enable the City to continue to use RDA tools in the future to bolster the center of downtown.

### **Retail**

- The UTA Free Fare zone should be advertised by the City and downtown merchants. The UTA, the City, and downtown merchants should evaluate and implement ways, including small buses and possible expansion of the Free Fare Zone, to link the Gateway, Main Street, the future Intermodal Hub, and Trolley Square in such a fashion as to make movement around the downtown simple and easy for any visitor.
- Efforts to make Main Street more pedestrian friendly should continue by creating elements that generate interest along the length of Main Street. Elements could include public art, window decorations and benches where people can relax.
- 100, 200, and 300 South streets, along with South Temple Street, are important links between Main Street and West Temple Street, where much of the convention and tourist traffic flows. Efforts should continue to be made to make these links as inviting as possible to pedestrians.

It should be noted that the Administration has continued to work toward the goals in the first item, and the latter two items were addressed to at least some extent in the December 2000 plan *Towards a Walkable Downtown* which the Administration has employed to address pedestrian issues and issues involving 100, 200 and 300 South streets.

### **Institutional Center**

- The City should meet with the State Building Board and/or its executive director to find opportunities to work together to enhance state offices or locating state cultural centers downtown.
- The City should meet with officials of Salt Lake Community College to ascertain the success of their downtown classroom building and to see if there is anything the City can do to aid its success.
- The City should meet with officials of the LDS Church to ascertain any plans for expansion of office space, use of properties (such as State Street and First South) in the downtown area.

It should be noted that City officials have met with LDS Church officials to discuss a variety of issues pertaining to the downtown.

### **Local Government and Related Public Facilities**

- The City Council will continue to support making downtown more friendly to pedestrians, the disabled, and bicyclists.
- The City should pursue ways to move the future construction of a light-rail connection to Salt Lake City International Airport – including completion of the downtown light-rail loop – further up the list of projects on the Wasatch Front Regional Council’s long-range transportation plan.

It should be noted that the Administration has made efforts to make the City more friendly to pedestrians, the disabled and bicyclists, and has pursued moving the light-rail connection to the Salt Lake City Airport further up the Wasatch Front Regional Council’s long-range transportation plan’s project list.

### **Arts, Culture, Entertainment, and Nightlife**

- The City should focus on offering several successful events, such as “First Night,” rather than putting efforts into weekly activities that are less likely to be successful.
- The City should consider current alcohol policies and monitor any changes in state laws that may be proposed in 2003.

### **Housing**

- The City should encourage retail services, especially grocery stores, necessary to support an increased residential population as well as services that cater to downtown workers.