## SAUT' LAKE: CHTY CORPORATION COMMUNITY DEVELOPMENT

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## **MEMORANDUM**

TO:

Salt Lake City Planning Commission

FROM: Louis Zunguze, Salt Lake City Community Development Director

**DATE:** March 11, 2005

RE:

City-Wide Policies / Goals and Standardized Community Master Plan

**Format** 

## Why The City Should Adopt Broad Based City-Wide Policies/Goals

Local governments have a great deal of influence on the way in which a community develops. The primary goal for us is to build and promote the City as an exceptional place to live, learn and do business. To that end, as Salt Lake City's population grows, we need to strive to establish broad based policies that will guide the physical development of the City in a coordinated and unified manner.

The following are examples of broad based policies that could be considered, for adoption, to clearly indicate, in a general way, how the City should develop.

- 1. Manage growth and change through effective land use policies to sustain Salt Lake City's quality of life.
- 2. Preserve and enhance Salt Lake City's natural environment.
- 3. Expand housing options for the City's changing populations.
- Create a sustainable economy that provides opportunities for all.
- 5. Anticipate and meet the expanding mobility needs of the City's residents, businesses and visitors.
- 6. Build on the assets of every neighborhood and foster a City wide sense of Community.

- 7. Integrate arts and culture into the social and economic fabric of the City.
- **8.** Use the best of Salt Lake City's historic, architectural, and landscape legacies to guide the future.
- 9. Foster cooperation and share leadership on regional issues.

# Why The City Should Establish A Standardized Format For Community Master Plans

There are four (4) key benefits for having a standardized format for developing Community Master Plans. First, citizens and staff time will be better utilized. Second, a predictable format assures broader citizen participation, more timely completion and fast response to changing conditions/issues. Third, the content of each plan is improved because time saved can be spent on evaluating citizen input through technical analysis and clearly articulated implementation strategies. Fourth, implementing completed Community Master Plans would be easier because plans would be in similar format that is easily understood.

The following is a recommended format for community plans:

#### 1. Background and Introduction

Define planning area Define purpose of plan

### 2. Planning Context

Outline the planning process
Identify stake holders and partners and define a public involvement strategy

#### 3. Vision Statement

A concise description of how the area is to develop (There may be an articulation of guiding policies/goals to further inform the planning process and recommendations).

#### 4. Assessment

An inventory and analyses of existing conditions and emerging issues in the following areas:

- a) **Demographic Trends:** Analyses of demographic trends to include past and future trends.
- b) Environmental attributes: Wetlands, flood plans, and critical lands.
- c) Land Use and Zoning: Analyses of land uses and zoning classification must be conducted and mapped. This will indicate areas of stability, areas of change, transitions, densities, and identification of

discrepancies between land use and zoning. Another component to define are likely change agents, such as significant land assemblages, opportunity sites, and major proposed projects

- d) Housing: Analyses of housing should include housing characteristics and change over time. An inventory of housing type, home ownership and tenancy trends and housing cost. Opportunities to meet a broader range of housing type and prices should also be identified.
- e) Transportation/Mobility: Identification of mobility should include the street (overall street pattern, street clarification, street type), traffic patterns and volumes, parking issues, and inventory; transit routes, bike routes and pedestrian connections and safety issues. In some areas attention may be given to identifying existing or potential transit priority areas and to neighborhood traffic management issues
- f) Economic Activity: This will vary from one area to another. Need for information about existing businesses and employment, retail and industrial areas is essential. Other information may include estimates of employment of other economic generators, significant retail shopping patterns in and out of the area and development trends.
- g) Historic, Architectural and landscape Resources: Inventory of historic resources and districts. Mapping residential types and discussing types of architecture and aspects of urban form is a key component. Review of landscape elements such as significant views, focal points, and gateways, is also needed.
- h) Arts and Culture: Arts and culture is sometimes an important component for an area. An inventory of large and small arts and cultural facilities often is the best way to depict this characteristic.

#### 5. Plan Recommendations

The community's plan recommendations should include: 1) a Concept land use plan for the area; 2) Plan recommendations in the form of goals and objectives, issue identification and resolution; 3) civic responsibilities — (a clear understanding that one Community Master Plan cannot solve problems at the expense of their neighbors or the City as a whole). Each plan should address a set of civic responsibilities that will improve the City's livability. For example, it is a civic responsibility to provide many different housing types to accommodate people of different ages, and income levels. By addressing this responsibility, Salt Lake City can be an accessible place for many different types of individuals and families. Another example is accepting and reinforcing areas of stability and areas of change. This assures the City's ability to channeling growth to appropriate areas in order to increase benefits and minimize burdens.

## 6. Plan Implementation Program

The plan must have or create an implementation program to achieve plan recommendations. The program should include priorities and suggested regulatory changes, public infrastructure, and public – private partnership that need to be considered and used to achieve plan recommendations.

Should you have questions or comments please feel free to contact me.

Thank you.

Cc: Brent Wilde, Community Development Deputy Director

## **OPTIONS FOR CITY-WIDE POLICY APPROACH**

The Planning Commission and Planning staff has indicated a desire for the Council to provide feedback relating to the creation of a citywide land use policy document and a standard format for future master plans.

After the joint Council/Planning Commission discussion scheduled for the Council Work Session on March 15<sup>th</sup>, the Council could consider providing this feedback through a Legislate Intent statement or Legislative Action.

A key question is whether the City should launch a public process to create a comprehensive City-wide plan, or whether it would be appropriate for the City to gather the city-wide policy statements that currently exist in the plans that have been previously adopted by the City Council.

Council staff's observation is that a great deal of time and effort has been invested in the current adopted plans and that an obvious first step would be to inventory those plans for all City-wide statements and determine whether there is still support from both the Planning Commission and the City Council for those statements.

After review and refinement, the statements could then be compiled in to one City-wide policy document.

- 1. A condensed document that includes City-wide policies would be more convenient and user-friendly than having City-wide policies contained in several different documents.
- 2. The Planning Commission and the City Council would have the opportunity to refine statements to reduce the potential for conflict between adopted plans.
- 3. All staff, developers, property owners, neighborhood advocacy groups and boards and commissions would be working from the same document and would have complete information prior to starting a process.
- 4. The document could serve as a guide to the City Administration, Planning Commission, City Council and others.
- 5. Such a document would provide a comprehensive context and enhance consistent interpretation.
- 6. Such a document would provide a link among existing City plans, and would serve as an over-arching document to which community master plans can tie.

#### Options for Council consideration could include:

- A. Create a Council subcommittee to further refine or identify options.
- B. Create a joint Council/Planning Commission subcommittee to further refine or identify options.
- C. After the Council and Planning Commission discussion and review of information provided for the joint meeting, the Council may wish to identify specific steps and items that would provide feedback for the Planning Commission and Planning staff.
- D. Other options identified at the Council/Planning Commission joint meeting.

- SB 60S02
- PASSED BY THE STATE LEGISLATURE THIS SESSION
- LOCAL LAND USE DEVELOPMENT MANAGEMENT ACT AMENDMENTS

(Please note, this is only a portion of the amendments)

949	Part 4. General Plan
950	[ <del>10-9-301</del> ]. <u>10-9a-401.</u> General plan required Content.
951	(1) In order to accomplish the purposes [set forth in] of this chapter, each municipality
952	shall prepare and adopt a comprehensive, long-range general plan for:
953	(a) present and future needs of the municipality; and
954	(b) growth and development of all or any part of the land within the municipality [or
955	any part of the municipality].

956	(2) The plan may provide for:
957	(a) health, general welfare, safety, energy conservation, transportation, prosperity, civid
958	activities, aesthetics, and recreational, educational, and cultural opportunities;
959	(b) the reduction of the waste of physical, financial, or human resources that result
960	from either excessive congestion or excessive scattering of population;
961	(c) the efficient and economical use, conservation, and production of the supply of:
962	(i) food and water; and
963	(ii) drainage, sanitary, and other facilities and resources;
964	(d) the use of energy conservation and solar and renewable energy resources;
965	(e) the protection of urban development;
966	(f) the protection or promotion of moderate income housing:
967	[(f)] (g) the protection and promotion of air quality;
968	[ <del>(g)</del> ] (h) historic preservation;
969	[(h)] (i) identifying future uses of land that are likely to require an expansion or
970	significant modification of services or facilities provided by [affected entities and specified
971	public utilities, as those terms are defined in Section 10-9-301.5] each affected entity; and
972	[(i)] (j) an official map[, pursuant to Title 72, Chapter 5, Part 4, Transportation
973	Corridor Preservation].
974	(3) [The] Subject to Subsection 10-9a-403(2), the municipality may determine the
975	comprehensiveness, extent, and format of the general plan.
976	Section 23. Section 10-9a-402, which is renumbered from Section 10-9-203 is
977	renumbered and amended to read:
978	[ <del>10-9-203</del> ]. <u>10-9a-402.</u> Information and technical assistance from the state.
979	[(1) The planning commission may obtain access to and use any data and information
980	held by the state or any of its agencies:]
981	[(a) that is classified "public"; and]
982	[(b) that is classified "protected" if the planning commission's use of the data is
983	lawfully authorized or if the data will be used for a purpose similar to the purpose for which it
984	was gathered.]
985	[(2)] Each state official, department, and agency shall:
986	[(a) make] (1) promptly deliver any data and information requested by [the planning

987	commissions available if authorized under the requirements of this section] a municipality
988	unless the disclosure is prohibited by Title 63, Chapter 2, Government Records Access and
989	Management Act; and
990	[(b)] (2) furnish any other technical assistance and advice that they have available to
991	[planning commissions] the municipality without additional cost to the municipality.
992	Section 24. Section 10-9a-403, which is renumbered from Section 10-9-302 is
993	renumbered and amended to read:
994	[ <del>10-9-302</del> ]. <u>10-9a-403.</u> Plan preparation.
995	[(1) (a) Subject to Section 10-9-301.5, the]
996	(1) (a) The planning commission shall provide notice, as provided in Section
997	10-9a-203, of its intent to make a recommendation to the municipal legislative body for a
998	general plan or a comprehensive general plan amendment when the planning commission
999	initiates the process of preparing its recommendation.
1000	(b) The planning commission shall make and recommend to the legislative body a
1001	proposed general plan for the area within the municipality.
1002	[(b)] (c) The plan may include areas outside the boundaries of the municipality if, in
1003	the <u>planning</u> commission's judgment, [they] those areas are related to the planning of the
1004	municipality's territory.
1005	[(c)] (d) Except as otherwise provided by law or with respect to a municipality's power
1006	of eminent domain, when the plan of a municipality involves territory outside the boundaries of
1007	the municipality, the municipality may not take action affecting that territory without the
1008	concurrence of the county or other municipalities affected.
1009	(2) [The] (a) At a minimum, the proposed general plan, with the accompanying maps,
1010	[plats,] charts, and descriptive and explanatory matter, shall [show] include the planning
1011	commission's recommendations for the [development of the territory covered by the plan, and
1012	may include, among other things] following plan elements:
1013	[(a)] (i) a land use element that:
1014	[(i)] (A) designates the long-term goals and the proposed extent, general distribution,
1015	and location [and extent of uses] of land for housing, business, industry, agriculture, recreation,
1016	education, public buildings and grounds, open space, and other categories of public and private
1017	uses of land as appropriate; and

1010	(m) (b) may include a statement of the projections for and standards of population
1019	density and building intensity recommended for the various land use categories covered by the
1020	plan;
1021	[(b)] (ii) a transportation and traffic circulation element consisting of the general
1022	location and extent of existing and proposed freeways, arterial and collector streets, mass
1023	transit, and any other modes of transportation that [are] the planning commission considers
1024	appropriate, all correlated with the population projections and the proposed land use element of
1025	the general plan; and
1026	(iii) for cities, an estimate of the need for the development of additional moderate
1027	income housing within the city, and a plan to provide a realistic opportunity to meet estimated
1028	needs for additional moderate income housing if long-term projections for land use and
1029	development occur.
1030	(b) In drafting the moderate income housing element, the planning commission:
1031	(i) shall consider the Legislature's determination that cities should facilitate a
1032	reasonable opportunity for a variety of housing, including moderate income housing:
1033	(A) to meet the needs of people desiring to live there; and
1034	(B) to allow persons with moderate incomes to benefit from and fully participate in all
1035	aspects of neighborhood and community life; and
1036	(ii) may include an analysis of why the recommended means, techniques, or
1037	combination of means and techniques provide a realistic opportunity for the development of
1038	moderate income housing within the planning horizon, which means or techniques may include
1039	a recommendation to:
1040	(A) rezone for densities necessary to assure the production of moderate income
1041	housing:
1042	(B) facilitate the rehabilitation or expansion of infrastructure that will encourage the
1043	construction of moderate income housing;
1044	(C) encourage the rehabilitation of existing uninhabitable housing stock into moderate
1045	income housing;
1046	(D) consider general fund subsidies to waive construction related fees that are
1047	otherwise generally imposed by the city:
1048	(E) consider utilization of state or federal funds or tax incentives to promote the

1049	construction of moderate income housing;
1050	(F) consider utilization of programs offered by the Utah Housing Corporation within
1051	that agency's funding capacity; and
1052	(G) consider utilization of affordable housing programs administered by the
1053	Department of Community and Economic Development.
1054	(3) The proposed general plan may include:
1055	[(c)] (a) an environmental element that addresses:
1056	(i) the protection, conservation, development, and use of natural resources, including
1057	the quality of air, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals,
1058	and other natural resources; and
1059	(ii) the reclamation of land, flood control, prevention and control of the pollution of
1060	streams and other waters, regulation of the use of land on hillsides, stream channels and other
1061	environmentally sensitive areas, the prevention, control, and correction of the erosion of soils,
1062	protection of watersheds and wetlands, and the mapping of known geologic hazards;
1063	[(d)] (b) a public services and facilities element showing general plans for sewage,
1064	water, waste disposal, drainage, [local] public utilities, rights-of-way, easements, and facilities
1065	for them, police and fire protection, and other public services;
1066	[(e)] (c) a rehabilitation, redevelopment, and conservation element consisting of plans
1067	and programs for:
1068	(i) historic preservation; and
1069	(ii) the <u>diminution or</u> elimination of blight; and [for]
1070	(iii) redevelopment of land, including housing sites, business and industrial sites, and
1071	public building sites;
1072	[(f)] (d) an economic element composed of appropriate studies and forecasts, as well as
1073	an economic development plan [that], which may include review of existing and projected
1074	municipal revenue and expenditures, revenue sources, identification of [base] basic and
1075	[residentiary] secondary industry, primary and secondary market areas, employment, and retail
1076	sales activity;
1077	[(g)] (e) recommendations for implementing [the] all or any portion of the general plan,
1078	including the use of [zoning] land use ordinances, [subdivision ordinances,] capital
1079	improvement plans, [and] community development and promotion, and any other appropriate

1080	[actions] action;
1081	[(h)] (f) provisions addressing any of the matters listed in Subsection [10-9-301]
1082	10-9a-401(2); and
1083	[(i)] (g) any other [elements] element the municipality considers appropriate.
1084	Section 25. Section 10-9a-404, which is renumbered from Section 10-9-303 is
1085	renumbered and amended to read:
1086	[ <del>10-9-303</del> ]. <u>10-9a-404.</u> Public hearing by planning commission on proposed
1087	general plan or amendment Notice Revisions to general plan or amendment
1088	Adoption or rejection by legislative body.
1089	(1) (a) After completing its recommendation for a proposed general plan [for all or part
1090	of the area within the municipality], or proposal to amend the general plan, the planning
1091	commission shall schedule and hold a public hearing on the proposed plan or amendment.
1092	(b) The planning commission shall provide [reasonable] notice of the public hearing [at
1093	least 14 days before the date of the hearing], as required by Section 10-9a-204.
1094	(c) After the public hearing, the planning commission may [make changes to] modify
1095	the proposed general plan or amendment.
1096	(2) The planning commission shall [then] forward the proposed general plan or
1097	amendment to the legislative body.
1098	[(3) (a) The legislative body shall hold a public hearing on the proposed general plan
1099	recommended to it by the planning commission.]
1100	(b) The legislative body shall provide reasonable notice of the public hearing at least
1101	14 days before the date of the hearing.]
1102	[ <del>(4) After the public hearing, the</del> ]
1103	(3) The legislative body may make any [modifications] revisions to the proposed
1104	general plan or amendment that it considers appropriate.
1105	[(5)] (4) (a) The municipal legislative body may[:(a)] adopt or reject the proposed
1106	general plan [without] or amendment[;(b) amend the] either as proposed [general plan and
1107	adopt or reject it as amended; or (c) reject] by the planning commission or after making any
1108	revision that the municipal legislative body considers appropriate.
1109	(b) If the municipal legislative body rejects the proposed general plan or amendment, it
1110	may provide suggestions to the planning commission for its consideration.

1111	[ <del>(6) (a) The general plan is an advisory guide for land use decisions.</del> ]
1112	[(b) The legislative body may adopt an ordinance mandating compliance with the
1113	general plan.]
1114	(5) The legislative body shall adopt:
1115	(a) a land use element as provided in Subsection 10-9a-403(2)(a)(i);
1116	(b) a transportation and traffic circulation element as provided in Subsection
1117	10-9a-403(2)(a)(ii); and
1118	(c) for all cities, after considering the factors included in Subsection
1119	10-9a-403(2)(b)(ii), a plan to provide a realistic opportunity to meet estimated needs for
1120	additional moderate income housing if long-term projections for land use and development
1121	occur.
1122	Section 26. Section 10-9a-405 is enacted to read:
1123	10-9a-405. Effect of general plan.
1124	Except as provided in Section 10-9a-406, the general plan is an advisory guide for land
1125	use decisions, the impact of which shall be determined by ordinance.
1126	Section 27. Section 10-9a-406, which is renumbered from Section 10-9-305 is
1127	renumbered and amended to read:
1128	[ <del>10-9-305</del> ]. <u>10-9a-406.</u> Public uses to conform to general plan.
1129	After the legislative body has adopted a general plan [or any amendments to the general
1130	plan], no street, park, or other public way, ground, place, or space, no publicly owned building
1131	or structure, and no public utility, whether publicly or privately owned, may be constructed or
1132	authorized until and unless[:(1)] it conforms to the <u>current general</u> plan[; or].
1133	[(2) it has been considered by the planning commission and, after receiving the advice
1134	of the planning commission, the legislative body approves it as an amendment to the general
1135	<del>plan.</del> ]
1136	Section 28. Section 10-9a-407, which is renumbered from Section 10-9-306 is
1137	renumbered and amended to read:
1138	[ <del>10-9-306</del> ]. <u>10-9a-407.</u> Effect of official maps.
1139	(1) Municipalities may adopt an official map [in accordance with the provisions of
1140	Title 72, Chapter 5, Part 4, Transportation Corridor Preservation].
1141	(2) (a) An official map does not:

1142	(i) require a landowner to dedicate and construct a street as a condition of development
1143	approval, except under circumstances provided in Subsection (2)(b)(iii); or
1144	(ii) require a municipality to immediately acquire property it has designated for
1145	eventual use as a public street.
1146	(b) This section does not prohibit a municipality from:
1147	(i) [requiring a landowner to take into account] recommending that an applicant
1148	consider and accommodate the location of the proposed streets in the planning of a
1149	development proposal in a manner that is consistent with Section 10-9a-508;
1150	(ii) acquiring the property through purchase, gift, voluntary dedication, or eminent
1151	domain; or
1152	(iii) requiring the dedication and improvement of a street if the street is found
1153	necessary by the municipality because of a proposed development and if the dedication and
1154	improvement are consistent with Section 10-9a-508.
1155	[(3) An official map may not be used to unconstitutionally prohibit the development of
1156	property designated for eventual use as a public street.]
1157	[(4) An adopted official map shall be available for public inspection upon request.]
1158	Section 29. Section 10-9a-408, which is renumbered from Section 10-9-307 is
1159	renumbered and amended to read:
1160	[10-9-307]. 10-9a-408. Biennial review of moderate income housing element of
1161	general plan.
1162	[(1) The availability of moderate income housing is an issue of statewide concern. To
1163	this end:]
1164	[(a) cities should afford a reasonable opportunity for a variety of housing, including
1165	moderate income housing, to meet the needs of people desiring to live there; and]
1166	[(b) moderate income housing should be encouraged to allow persons with moderate
1167	incomes to benefit from and to fully participate in all aspects of neighborhood and community
1168	life.]
1169	[(2) As used in this section:]
1170	[(a) "Moderate income housing" means housing occupied or reserved for occupancy by
1171	households with a gross household income equal to or less than 80% of the median gross
1172	income for households of the same size in the county in which the city is located.]

1173	[(b) "Plan for moderate income housing" or "plan" means a written document adopted
1174	by a city legislative body that includes:
1175	[(i) an estimate of the existing supply of moderate income housing located within the
1176	city;]
1177	[(ii) an estimate of the need for moderate income housing in the city for the next five
1178	years as revised biennially;]
1179	[(iii) a survey of total residential zoning;]
1180	[(iv) an evaluation of how existing zoning densities affect opportunities for moderate
1181	income housing; and]
1182	[(v) a description of the city's program to encourage an adequate supply of moderate
1183	income housing.]
1184	[(3) The legislative body of each city shall, as part of its general plan, adopt a plan for
1185	moderate income housing within that city.]
1186	[(4) A plan may provide moderate income housing by any means or combination of
1187	techniques which provide a realistic opportunity to meet estimated needs. The plan may include
1188	an analysis of why the means or techniques selected provide a realistic opportunity to meet the
1189	objectives of this section. Such techniques may include:
1190	[(a) rezoning for densities necessary to assure the economic viability of inclusionary
1191	developments, either through mandatory set asides or density bonuses;]
1192	[(b) infrastructure expansion and rehabilitation that will facilitate the construction of
1193	moderate income housing;]
1194	[(c) rehabilitation of existing uninhabitable housing stock;]
1195	[(d) consideration of waiving construction related fees generally imposed by the city;]
1196	[(c) utilization of state or federal funds or tax incentives to promote the construction of
1197	moderate income housing;]
1198	[(f) utilization of programs offered by the Utah Housing Corporation within that
1199	agency's funding capacity; and]
1200	[(g) utilization of affordable housing programs administered by the Department of
1201	Community and Economic Development.]
1202	[(5) (a) After adoption of a plan for moderate income housing under Subsection (3),
1203	* <del>                </del>

1204	(1) The legislative body of each city shall biennially:
1205	[(i)] (a) review the moderate income housing plan element of its general plan and its
1206	implementation; and
1207	[(ii)] (b) prepare a report setting forth the findings of the review.
1208	[(b)] (2) Each report under Subsection [(5)(a)(ii)] (1) shall include a description of:
1209	[(i)] (a) efforts made by the city to reduce, mitigate, or eliminate local regulatory
1210	barriers to moderate income housing;
1211 .	[(ii)] (b) actions taken by the city to encourage preservation of existing moderate
1212	income housing and development of new moderate income housing;
1213	[(iii)] (c) progress made within the city to provide moderate income housing, as
1214	measured by permits issued for new units of moderate income housing; and
1215	[(iv)] (d) efforts made by the city to coordinate moderate income housing plans and
1216	actions with neighboring municipalities.
1217	[(c)] (3) The legislative body of each city shall send a copy of the report under
1218	Subsection [(5)(a)(ii)] (1) to the Department of Community and Economic Development and
1219	the association of governments in which the city is located.
1220	[(6)] (4) In a civil action seeking enforcement or claiming a violation of this section or
1221	of Subsection 10-9a-404(5)(c), a plaintiff may not recover damages but may be awarded only
1222	injunctive or other equitable relief [only].
1223	Section 30. Section 10-9a-501, which is renumbered from Section 10-9-401 is
1224	renumbered and amended to read:
1225	Part 5. Land Use Ordinances
1226	[ <del>10-9-401</del> ]. <u>10-9a-501.</u> General powers.
1227	The legislative body may enact [a zoning ordinance establishing regulations for land
1228	use and development that furthers the intent of this chapter] land use ordinances and a zoning
1229	map.
1230	Section 31. Section 10-9a-502, which is renumbered from Section 10-9-402 is
1231	renumbered and amended to read:
1232	[ <del>10-9-402</del> ]. <u>10-9a-502.</u> Preparation and adoption.
1233	(1) The planning commission shall:
1234	(a) provide notice as required by Subsection 10-9a-205(1)(a);