

MEMORANDUM

PLANNING DIVISION
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Historic Landmarks Commission
From: Molly Robinson, 801-535-7261, molly.robinson@slcgov.com
Date: March 19, 2013
Re: Downtown Master Plan

ACTION REQUIRED: No action required.

RECOMMENDATION: Briefing.

BACKGROUND/DISCUSSION:

The current Downtown Master Plan was adopted in 1995 and includes a section of policies and a section of projects intended to aid in the implementation of the policies. Since that time, many of the projects identified in the plan have been adopted, including:

- Adding pedestrian oriented amenities;
- Improving the transportation system, including the improvements of I-15 and shortening of Interstate on/off ramp viaducts and expanding the light rail and passenger rail networks.
- Expansion of the Salt Palace Convention Center;
- Enhancements to the Planetarium (new facility) and addition of the Leonardo.
- Starting work on a performing arts complex;
- Increasing the housing stock;
- Developing the Gateway Redevelopment Area into an activity center (Gateway); and
- Making zoning changes to address buildings being oriented towards people.

In general, there have been many changes to Planning practice in the last two decades that warrant updating of the Downtown Master Plan. Changes to best practices in governing have influenced not just our plans, but *how* we plan; public participation in planning is one example. The concept of sustainability has gained much traction in the last 18 years, is a priority of the Mayor, and a major influence on Planning practice today. Issues of social and economic equity are rapidly rising to the forefront of our collective vision.

Since 1995, the Downtown has grown tremendously. The introduction of TRAX and the new Frontrunner vastly improved transit to the Downtown and broadened access throughout the region. In 2002, the City hosted the Winter Olympics, launching Salt Lake onto an international stage with the likes of Lillehammer, Nagano, and now Turin and Vancouver. The introduction of bike lanes, increase in the number of Downtown residents (up 59% from 1990 to 2010), and major new commercial and residential developments like the Gateway and City Creek all change how we use our Downtown.

Looking forward, the city must be strategic in its siting of downtown development, including the proposed convention center hotel. Changing technology continues to impact how we interact with each other and our public spaces and our needs for infrastructure. National trends in Downtown housing development reflect a renewed interest in Downtown living, particularly among Millennials and retirees. A neighborhood is more

than just housing, as the national trends reflect, and dynamic places with easy access to jobs, transit, and activities and services for all ages attract people.

These changes impose new pressures on the built environment and public spaces. Therefore, it is time to review the current plan and update as necessary. The following is a work plan that outlines the process to update the Downtown Plan.

The framework for the plan will answer questions related to future development, program and design of Downtown, through public engagement and a contextual understanding of the unique character and history of the place. It will address Downtown as the civic and commercial center of the Intermountain Region, and as a growing neighborhood, seeking to resolve tensions that may arise from it being both.

Project Goals & Outcomes

The planning process is based on the need to address development and growth objectives and a desire to create a vision for a Downtown that supports the analysis of future demographics and growth trends, public vision, common goals and priorities, and establishes an approach to implementation.

The DTMP will provide a new direction for the Downtown and help fulfill the goals emerging from Plan Salt Lake. The DTMP will also support and balance land use, transportation, housing, development, social, and sustainability goals.

To reach these goals, the DTMP will have the following outcomes:

- A framework of community values in the form of a clear vision and supporting principles
- A set of performance indicators that help us understand where we are, where we are going, and how far we are from where we want to be.
- A set of goals that meet the needs of the current and future Downtown community
- Policies aligned to specific goals
- A list of priority projects intended to implement the goals
- An urban design framework
- A process for evaluating our progress that tell us if we are getting closer to where we want to be.

Project Area

The project area includes multiple districts: the Central Business District; Downtown South, including the Granary; Downtown Warehouse District, including the Hub/Depot area; and the Gateway District. It is bounded by North Temple, 200 E, 900 S, and I-15. The Gateway Specific Master Plan, covers the area west of 300 West and will be combined with the DTMP. See attached map.

Context & Coordination

The DTMP will be the official plan of the City when adopted and in some respect will be guided by those plans that have been created by other civic minded groups. All of this will be accomplished by fulfilling an overarching goal of integrated public engagement.

Recent official City plans include:

- Downtown in Motion
- Hub District Master Plan
- Gateway Specific Area Plan
- Central Community Master Plan

- Urban Design Element

Various civic organizations have initiated other plans, which will inform the DTMP though they are not City-adopted plans:

- Downtown Rising
- Granary District Charrette Planning
- Wasatch Choice for 2040

Public Engagement

Downtown Salt Lake City plays a significant role in the Intermountain Region and therefore, the level of interest in the DTMP among key stakeholders and community members is expected to be high. The DTMP process will need to be inclusive, thoughtful and responsive to public concerns and sensitivities. Public involvement strategies will seek to actively engage our community through varying opportunities for meaningful public input.

Every effort will be made to coordinate with other planning activities that are occurring (Bicycle / Pedestrian Master Plan Update, Downtown Streetcar Planning, Wasatch Choice for 2040, etc.) or have recently occurred (Hub District planning, Granary District Charrette, etc.) and capitalize on outreach and results of those activities. Web-based activities for Streetcar planning, WC2040, and the DTMP will be coordinated on the DTMP webpage: www.downtownplanslc.com

The Planning Division and the DTMP team are committed to public engagement in planning. Our goal is to engage 1,000 people from a broad spectrum of the community. We have a planning commitment to racial, gender, sexual orientation, economic, and age diversity. We also understand that because Downtown fulfills a larger role –as the Downtown for the Intermountain West—that we will need to reach beyond the boundaries of our project study area, engaging residents outside the Downtown, residents of the Wasatch Region, and visitors. To achieve this, the team will utilize a variety of engagement techniques that will be respectful of the interest and convenience of participants. Coordination with public engagement events associated with Wasatch Choice for 2040 will also help broaden our outreach efforts.

Accountability and Evaluation

Throughout the master plan process, staff will be responsible for gathering and disseminating the public's input to decision makers and back to the public at large. This is a necessary component for a successful project. Additionally, staff will address how we have responded to the public feedback.

Evaluation of the public engagement process, including evaluation of the particular tools and activities utilized, will be conducted throughout the process. This effort is important for staff to understand the effectiveness of the process so that future projects can be improved. Tools for evaluation may include:

- Informal feedback from stakeholders on a routine basis
- Short questionnaires following events
- Team debriefs following meetings and events to discuss needed adjustments
- Post process review of missteps and successes.

Project Timeline

The DTMP process will take approximately 16 months, including plan preparation and final adoption by the City Council. See attached schedule for details.

Scope of Work

The Downtown master planning process is organized into the following five (5) phases:

- Phase 1 – Planning Preparation
- Phase 2 – Existing Conditions
- Phase 3 – Public Engagement
- Phase 4 – Draft Plan
- Phase 5 – Adoption

Instead of being a specific step in the process, the plan will identify implementation measures.

The scope of work for the Downtown Master Plan includes several elements, as follows:

- *Phase 1: Planning Preparation. 6 weeks. Finalizing.*
The planning team will outline an agreed upon communications process, set goals for what the master plan will achieve, identify team members and other individuals critical to the process, and designate the team member(s) responsible for carrying out various tasks. We will identify stakeholders and establish an internal City Working Group, an 25-member Advisory Group of Downtown's "movers and shakers" (see attached list), and a Technical Committee of primarily public agency representatives.
- *Phase 2: Existing Conditions. 14 weeks. In process (Week 10 of 14).*
Phase 2 constitutes background research into the existing conditions in the Downtown. The first Technical Committee meeting will be held to verify our analysis and supplement with additional data.

A Draft Existing Conditions Analysis Report, including an analysis of existing planning policies, will be distributed to Planning Commission and City Council for their review.
- *Phase 3: Public Engagement.*
The planning process will begin with the creation of a public engagement plan that is inclusive and transparent. The planning team, the Working Group, and other partners will involve a variety of people in the DTMP process. Participants may range from developers and property owners who will be directly impacted by the plan outcomes to business owners and members of the general public who want to affect change in their city. Each activity is intended to inform future events and overall planning efforts. We will utilize issue-specific focus groups (i.e. homelessness, parking, housing), as they are identified through the planning process.
 - *Phase 3A: Visioning. 16 weeks.*
We will kick-off the project with the first Advisory Group meeting followed by Public Workshop Series #1. The project team will meet with various community organizations. A walking tour of the Downtown will be held in mid-June with a similar format to the Mid-block Walkways tours held last fall. The first Urban Design Charrette will be hosted to directly engage the professional design community. The Planning Commission and City Council will receive a briefing at the conclusion of this phase.
 - *Phase 3B: Plan Development. 13 weeks.*
Plan Development will begin with Advisory Group Meeting #2 followed by Public Workshop Series #2 in which the Vision and Principles developed in Phase 3A are presented. Technical Committee Meeting #1 will explore opportunities and constraints. The second Urban Design Charrette will be held. The second Community Walk will be held. Technical Committee Meeting #2 will test the designs offered by the Urban Design Charrette. The Planning Commission and City Council will receive a written briefing at the conclusion of this phase.
- *Phase 4: Draft Plan.*

The fourth phase will focus on the detailed development and documentation of the Draft Plan. The plan will define an urban design framework for the Downtown. It will prioritize immediate and long-term strategies, articulate approaches, and identify specific target projects. The review process will be an iterative process involving the Advisory Group, Technical Committee, Planning Commission, City Council, and other stakeholders.

- *Phase 5: Adoption.*

The official adoption process begins with presentation of the Draft Master Plan to the Planning Commission for official recommendation to the City Council.

Implementation of the DTMP will be determined during the planning process.

See attached schedule for complete calendar. All dates are approximate.

Staffing

Planning staff will undertake the outlined scope of services through a coordinated effort with CED divisions and other departments outside CED. Within Planning, this will involve two Senior Planners at 50% each, two Principle Planners at 60% each, one Associate Planner at 50%, and two part-time Interns (20 hours/week each) averaged over the course of the 16-month planning process. Including Director and Manager time, this equates to approximately 11,000 staff hours. No consultant hours or fees are included.

Attachments

- Map of Project Area
- Project Schedule
- Advisory Group

DOWNTOWN MASTER PLAN ADVISORY GROUP

Description

The Downtown Master Plan (DTMP) project team will work closely with an Advisory Group. The Advisory Group includes stakeholders with experience in different issues or interests related to Downtown. It may include members from the development community, business associations, residents, students, social service groups, community organizations, and others who are invested in the future of Downtown.

Responsibilities

This group will be one of the primary means for ensuring that the public has opportunities to provide meaningful input into the planning process. The Advisory Group will be open to the public and have opportunities for public comment. Written public comments received by project staff from stakeholders and the public will be provided to the Advisory Group. The Advisory Group members are expected to report back to and solicit input from their stakeholder groups and constituencies, represent the broader interests of those groups and promote public involvement in project events.

The Advisory Group will also be responsible for reviewing the Draft Master Plan, providing detailed comments, and issuing a formal recommendation to the Planning Commission for adoption of the Plan.

The Advisory Group will attend four (4) meetings during the 16-month planning process and be expected to review the draft master plan and provide comments to planning staff. Additional participation in public workshops and events at major project milestones is highly encouraged.

Staffing

Molly Robinson will be responsible for managing Advisory Group. Records of meetings will be kept by the Planning Division and shared on the project website.

Membership

Advisory Group members will consist of members from the following categories. The number of representatives from each category is noted in parentheses. The intent of this roster is to form a group of balanced interests: arts, business, government, property owners, community, etc.

- Arts (1)
- Business – General (1)
- Business – Large (1)
- Business – Small/Local (1)
- Community/Civic (4)
- Entertainment (1)
- Environment/Sustainability (1)

- Government – County/State (2)
- Hospitality (1)
- Housing (1)
- Institutional (1)
- Neighbors/Residents (2)
- Property Owners/Developers (2)
- Public Health (1)
- Commercial Real Estate (1)
- Regional (2)
- Transportation (2)
- Urban Design (1)
- Youth/Education (1)
- Salt Lake City Planning Commission (2)

Criteria for Appointment

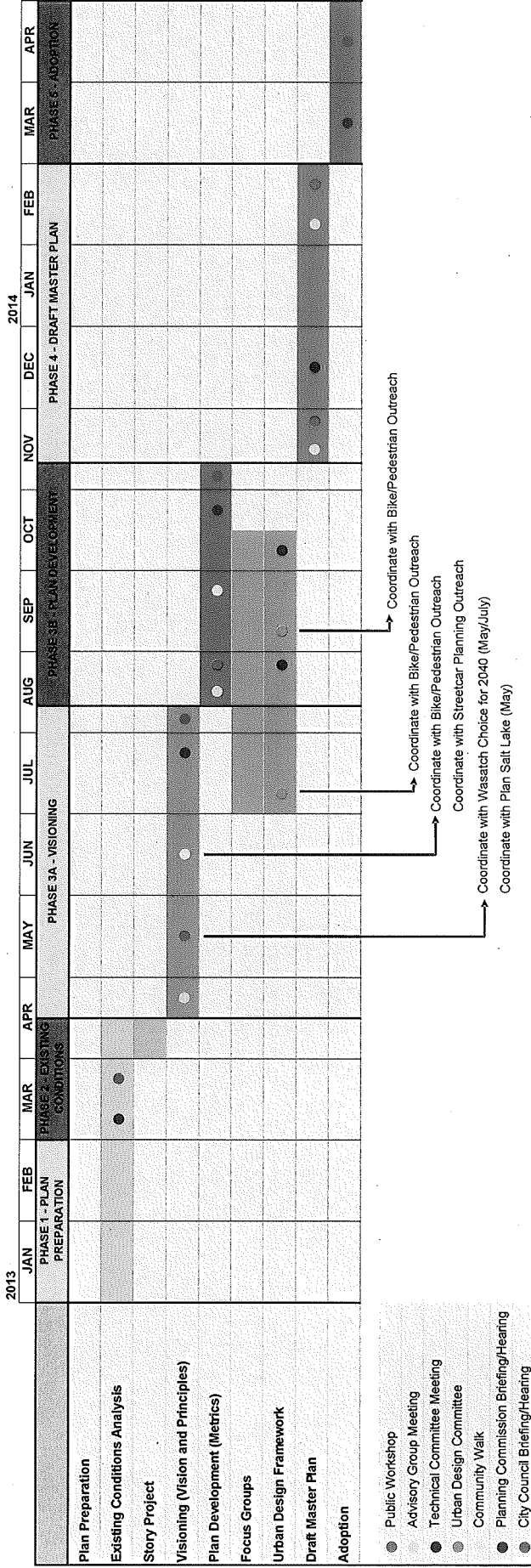
Selection of Advisory Group members will be based on the following criteria:

- Demonstrated leadership in their respective interest group
- Member does not hold public elective office
- Potential for active involvement in the Advisory Group (i.e. “mover and shaker” not “wallflower”), including potential for provision of constructive feedback on the Draft Master Plan

In some cases, the actual individual identified by the project team may not be the person who participates on the committee. For example, a group like the Downtown Community Council may elect someone other than the chair to represent their group.

DOWNTOWN MASTER PLAN

Project Schedule





DTWN PLAN SLC
Study Area



1:400

January 2013



LEGEND

--- Study Area