

**DATE:** November 22, 2006

**TO:** Salt Lake City Planning Commission

**FROM:** Joel Paterson, Planning Programs Supervisor

**RE:** Staff Report for the November 29, 2006 Planning Commission Meeting

---

**PETITIONS:**

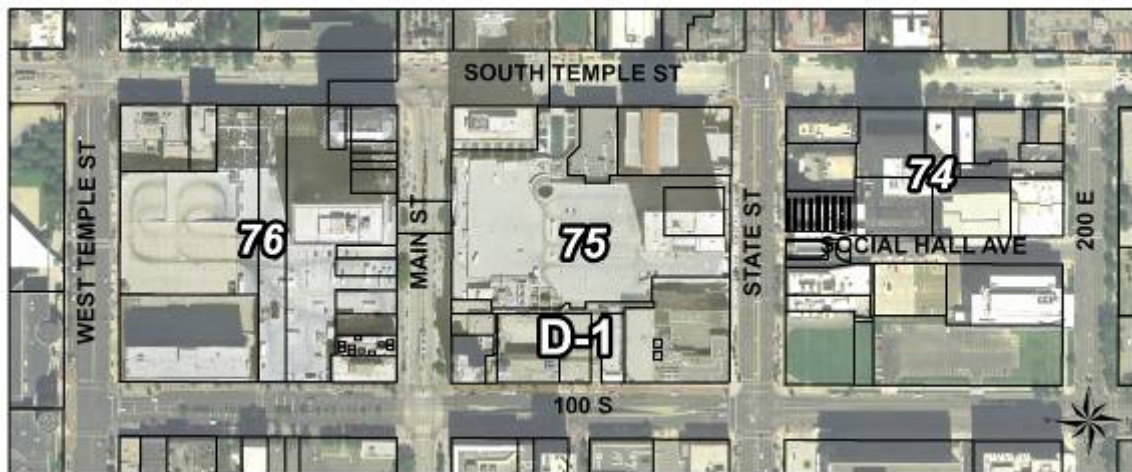
400-06-37 – Requesting to amend the Downtown Master Plan and the Urban Design Element

400-06-38 – Requesting partial street closures on Main Street, South Temple, West Temple, Social Hall Avenue and 100 South

**APPLICANT:** Property Reserve, Inc. (PRI)  
Taubman Company

**STATUS OF APPLICANT:** PRI is the property owner and Tuabman Company is a development partner

**PROJECT LOCATION:** Blocks 74, 75 and 76 located generally between South Temple and 100 South, from West Temple to 200 East



**COUNCIL DISTRICT:** District 4, Council Member Nancy Saxton

**COMMUNITY COUNCIL:** Downtown Community Council

**SURROUNDING ZONING DISTRICTS:**

<b>North</b>	UI Urban Institutional D-1 Central Business District
<b>East</b>	D-1 Central Business District
<b>South</b>	D-1 Central Business District
<b>West</b>	D-4 Downtown Secondary Central Business District

**SURROUNDING LAND USES:**

<b>North</b>	Institutional, Residential, Office, Retail
<b>East</b>	Institutional, Office
<b>South</b>	Office, Retail, Government
<b>West</b>	Salt Palace, Symphony Hall

**REQUESTED ACTION/PROJECT DESCRIPTION:**

**Petition 400-06-37:** This petition requests to amend the Downtown Master Plan and the Urban Design Element to allow the City to consider a proposal to construct a skybridge over Main Street, approximately mid-block between South Temple and 100 South, to link the proposed City Creek Center developments on Block 75 and 76. Attachment “A” includes draft language submitted by the applicant and an alternative proposal prepared by the Planning Division. This petition is discussed in greater detail in the *Analysis and Findings* section of the Staff Report beginning of page 7.

Master plan amendment petitions require the Planning Commission to make a recommendation to the City Council which is the final approval authority.

**Petition 400-06-38:** This petition requests several partial street closures on:

- **Main Street** to allow the applicant to purchase air-rights for the construction of the proposed skybridge;
- **South Temple** to allow the applicant to purchase subsurface property rights to construct a new median parking ramp between State Street and Main Street;
- **West Temple** to allow the applicant to purchase subsurface property rights to expand the existing median parking ramp located between South Temple and 100 South;
- **100 South** to allow the applicant to purchase subsurface property rights to expand the existing median parking ramp located between State Street and 100 South; and

- **Social Hall Avenue** to allow the applicant to purchase additional subsurface property rights to extend the existing underground pedestrian walkway to connect to underground parking.

This petition is discussed in greater detail in the Analysis and Findings section of the Staff Report beginning on page 7. Attachment “B” includes a generalized map showing the location of each proposed partial street closure.

Street closure petitions require the Planning Commission to make a finding that the subject property is surplus and to forward a recommendation to the City Council which is the final approval authority. The sale and disposition of real property is an administrative function and the Mayor is the final approval authority.

In the past, Salt Lake City has considered and granted approval for structures within street rights-of-way, such as, skybridges, underground parking structures, utility vaults, pedestrian walkways, etc., without requiring the approval of partial street closure petitions. Generally, when major underground facilities have been constructed beneath City-owned rights-of-way, the subsurface property rights have been sold for fair-market value. Staff is not aware of an example where Salt Lake City required the purchase of air-rights for above grade encroachments, such as a skybridge, into City-owned rights-of-way.

Skybridges have been allowed by Salt Lake City in the following locations:

- The Gateway – 100 South between 500 West and Rio Grande;
- The Salt Palace Convention Center 200 West between South Temple and 100 South;
- Well Fargo Center – Weechquotee Place (15 East) between 200 South and Gallivan Plaza; and
- Trolley Square – 600 South between 600 East and 700 East.

Parking ramps have been approved and constructed within public rights-of-way in West Temple, 100 South, 200 South and parking structures have been constructed under Main Street and South Temple. In these cases, the City sold subsurface property rights but did not require approval of partial street closure petitions.

Because of the magnitude of the City Creek Center project and its potential impact within the CBD, the Salt Lake City Administration determined it would be in the public interest to process the requests for encroachments within City-owned rights-of-way to be processed as partial street closures to provide the greatest amount of public input. By choosing this path, the public will have several opportunities to provide input through the public process which included an open house on November 1, 2006, two issues only hearings (October 25, and November 8, 2006) and a public hearing before the Planning Commission (November 29, 2006). The City Council will also hold a public hearing before making a final determination on the petitions.

## **APPLICABLE LAND USE REGULATIONS:**

### **Salt Lake City Code:**

Chapter 2.58 regulates the disposition of surplus City-owned real property.

### **Utah Code:**

Section 10-8-8 regulates a request for action to vacate, narrow, or change the name of street or alley; and

Section 10-9a-404 regulates the amendment of master plans.

## **MASTER PLANS:**

The following master plans are relevant to the review of both petitions being reviewed in this staff report:

- The Downtown Master Plan (1995)
- The Urban Design Element (1990)
- The Salt Lake City Transportation Master Plan

Specific provisions of each of these master plans will be discussed later in the staff report in the *Analysis and Findings* section beginning on page 7.

## **COMMENTS:**

The Transportation Division has been meeting with representatives of the City Creek Center development for several months. A final review will be completed when the Petitioners submit the final traffic impact report. The following comments are summarized from the review submitted by the Transportation Division:

- The proposed modifications to the overall ingress and egress system for the City Creek Center development appear to be satisfactory and will not significantly impact the level of service on the roadway network. The overall traffic volume generated by the new development is not anticipated to increase significantly above current levels.
- There appears to be no significant impact to existing on-street parking/loading areas as a result of the construction of the South Temple median parking ramp, and the expansion of the median parking ramps on 100 South and West Temple. In some locations, there may be a net loss of on-street parking and loading areas. On South Temple approximately four on-street parking/loading spaces will be lost.
- The proposed partial street closure on South Temple will require the loss of one of two westbound travel lanes and one of the three eastbound travel lanes.
- The expansion of the 100 South median parking ramp appears to have no impact on parking or travel lanes.



- The skybridge would reduce the number of pedestrians crossing Main Street, aid in the reduction of pedestrian and vehicle conflicts and increase pedestrian safety. However, the existing crossings on Main Street can handle the expected pedestrian flow.
- The design process for the proposed skybridge must include input from UTA to ensure that the skybridge will not interfere with the operation and maintenance of the TRAX system.

### *Utah Transit Authority*

The Utah Transit Authority (UTA) submitted a letter which is included as Attachment “D”. The letter indicates that the overhead contact system (OCS) on Main Street between South Temple and 100 South is approximately eighteen feet (18’) above the top of the rails and requires a minimum of ten feet (10’) of horizontal clearance from any OCS wire and a minimum of five feet (5’) of vertical clearance above the OCS wires. This standard would require the height of the lowest element on a skybridge above the TRAX OCS wires to be at least twenty-three feet (23’) above the rails. The Petitioners must coordinate with UTA during the design and construction process to ensure compliance with UTA design, operation and safety regulations. The following information was summarized from the UTA letter:

- The Petitioners inquired about the possibility of shifting the existing mid-block crosswalk on Main Street to the south to align with the major east/west pedestrian galleria. UTA indicates that because of the length of trains and other issues shortening the length of the TRAX platform is not an option.
- UTA notes that the Public Way Use Agreement between the City and UTA granted certain rights and privileges to UTA for the construction, maintenance and operation of the TRAX system. This agreement should be consulted for all terms, conditions, limitations and restrictions which may affect the future design of a skybridge above the TRAX alignment on Main Street.
- UTA also states that the TRAX system has a zero tolerance for ground settlement or movement. Any changes in track alignment or position cause a severe problem with the wheel/rail interface and could lead to derailments or excessive wear, noise and vibration. UTA notes that liability issues will need to be addressed and insurance provided for any tunneling activities occurring under the existing TRAX line.

## **PUBLIC PROCESS:**

### *Open House*

The Planning Division hosted an Open House on November 1, 2006, at the Main Branch of the Salt Lake City Public Library. Thirty-two people signed the attendance roll; three written comments were submitted at the Open House. The applicant, PRI had a model of the proposed development located in the Urban Room of the library with a continuously running DVD describing proposed City Creek Center. During

the open house, a team of representatives for PRI made a presentation regarding the proposed development and the Planning Staff summarized the required approval processes for the project. A question and answer session followed the presentations. The following list summarizes the comments and questions offered at the Open House:

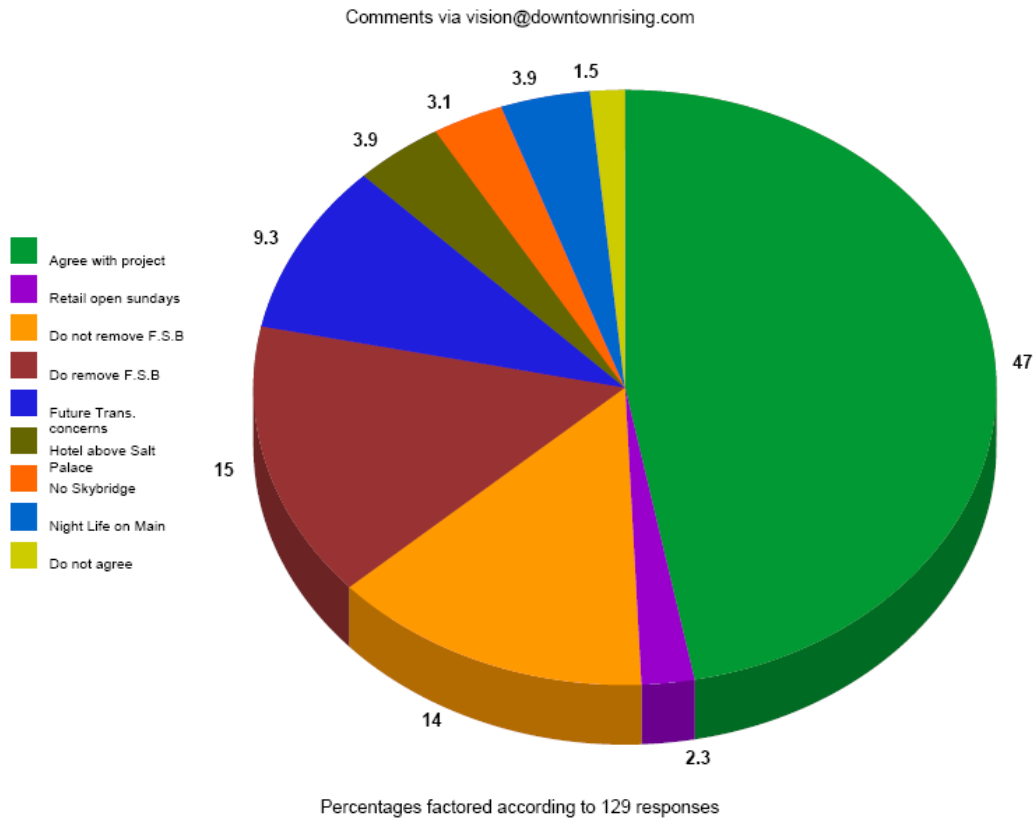
- Additional building height at mid-block locations should only be allowed if the concept of “transfer of development rights” is used to preserve historic structures.
- How many housing units will be included in the City Creek Center? What will be the percentage of rental units vs. condominium units?
- It is important to fill vacant store fronts on Main Street between 100 South and 200 South.
- What plans are in place for the east side of State Street? Any plans for the old Hansen Planetarium building?
- Will City Creek Center give preference to local retailers?
- Need additional density on the north and south sides of the central east/west pedestrian way through the City Creek Center.
- There is a disparity in City policy that encourages additional height and density along the Transit Corridor along 400 South (adjacent to residential zoning districts) and the CBD which allows two story shopping retail centers. Greater density is desirable in the CBD.
- What are PRI’s plans for salvaging materials from buildings planned to be demolished?
- Why is the skybridge essential to the success of the City Creek Center?
- Will the skybridge pull pedestrians off the street level along Main Street?
- Will City Creek Center need to be redesigned if the skybridge is not approved?
- Will the project promote additional night life in Downtown?
- How will retail closures on Sunday impact the rest of Downtown?
- The skybridge, if approved, needs to be transparent to minimize the impact on the view corridor.

*Planning Commission Issues Only Hearings:*

The Planning Commission held issues only hearings regarding the proposed City Creek Center development on October 25, and November 8, 2006. The items discussed at these issues only hearings included the proposed master plan amendments, construction of a Skybridge and the proposed partial street closures. The minutes of the October 25 issues only hearing are attached as Attachment “F”. The draft minutes of the November 8, 2006 issues only hearing have been omitted from this staff report because they are included in the Planning Commission packet and will be considered for approval at the November 29, 2006 meeting.

*Public Comments:*

Attachment “E” includes all of the public comments received regarding the City Creek Center. The Planning Division established a comment line on the City web page. The Planning Division received comments regarding the proposed City Creek Center development from the Downtown Rising planning process being conducted by the Salt Lake City Chamber of Commerce/Downtown Alliance. Although too voluminous to include with this staff report (Staff will have the comments at the public hearing), the comments submitted to the Downtown Rising planning process web page are summarized in the general categories on the graphic below:



The graphic indicates that forty-seven percent (47%) of the responses favor of the City Creek Center development. The public opinion expressed in this survey of comments is evenly split concerning the fate of the First Security Building on the northeast corner of corner of Main Street and 100 South. Fourteen percent (14%) of the responses favor preserving the First Security Building while fifteen percent (15%) recommend that the building be removed. Approximately three percent (3%) of the responses listed an opposition to the proposed skybridge.

## ANALYSIS AND FINDINGS:

### PETITION 400-06-37: PROPOSED MASTER PLAN AMENDMENTS TO THE DOWNTOWN MASTER PLAN AND THE URBAN DESIGN ELEMENT

**Relevant Master Plan Documents:** The **Downtown Plan**, adopted in 1995, has a stated purpose of articulating the vision of Downtown by formulating public policies, identifying needed public facilities and involving the necessary public commitment to achieve the vision, goals and objectives. The Downtown Master Plan includes the following goals that are relevant to the development of the City Creek Center:

*Plan to develop a critical mass of political commitment, implementation strategies, public capital investment, private investment and people to establish Downtown as the growth center of the region (page 6).*

*Establish Downtown as a well-planned, desirable and diverse activity center serving the needs of a sizable 24-hour population (page 8).*

*Preserve and reuse our existing physical environment while providing for orderly transition of certain land uses and creating a new expectation of uncompromising quality for future Downtown developments (page 10).*

*Promote the physical connection and compatibility of the built environment with the natural environment and maximize the opportunities created by Downtown's unique proximity to nature (page 11).*

The **Urban Design Element** was adopted in 1990, with the stated purpose of articulating the City's urban design policies. Relevant policy concepts identified in the Urban Design Element include:

*Emphasize Salt Lake City's unique urban form (page 8).*

*Maintain the City's Central Business District as the visually dominate center of the City form (page 8).*

*Emphasize the important role of all development in establishing the City's urban form (page 11).*

*Identify, preserve, and develop open space and natural features to provide a diversity of uses and locations and level of development (page 16).*

*Preserve prominent view corridors and city vistas. Prominent land forms, buildings, and monuments should remain clearly visible as city landmarks. Special attention should be given to the design of buildings adjacent to prominent view corridors (page 22).*

*Maintain a pedestrian-oriented environment at the ground floor of all buildings (page 49).*

*Preserve the street wall along Main Street from South Temple to 500 South, and along 100 South, 200 South, 300 South and 400 South streets from West Temple to State Street (page 66).*

*Require all new developments (public and private) to contribute to the City's open space needs (page 80).*

*Decline to vacate streets, alleys and other public right-of-way unless it is demonstrated that the vacation will result in a public benefit (page 80).*

*Encourage private development of open space features (page 87).*

*Reinforce desired land use patterns by providing links among individual developments and the surrounding areas and improving pedestrian circulation (page 87).*

*Emphasize street-level open space first, inner block pedestrian networks second, and below and above-grade networks third. Skyways should not take activity away from the street or detract from principal view (page 87).*

The **Transportation Master Plan (1996)** includes the following guiding principles which provide the basis upon which present and future transportation issues will be evaluated and decisions made:

- *Salt Lake City's transportation system will support and encourage the viability and quality of life of its residential and business neighborhoods.*
- *Salt Lake City will encourage a multi-modal transportation system.*
- *Dependence on the automobile as our primary mode of transportation will be reduced by emphasizing other modes. The transportation system will be designed to move people, not just automobiles.*
- *Salt Lake City will take a leading role in addressing regional land use issues affecting Salt Lake City and their link to transportation impacts along the Wasatch Front.*
- *Salt Lake City will consider the impact of various transportation modes on the environment and the community.*
- *Salt Lake City will develop funding mechanisms which are equitable and adequate to meet the capital and operational needs of the transportation system.*
- *Salt Lake City will educate citizens about transportation issues and impacts, and encourage public involvement in the decision-making processes (page 1).*

The Transportation Master Plan's Functional Street Classification map indicates that Main Street is a City-owned arterial and State Street is a State-owned arterial. South Temple (west of State Street), 100 South and West Temple streets are collector streets. The Rail Transit Corridors Map identifies Main Street and South Temple as light rail corridors.

## **Skybridge Issues:**

Both the Downtown Master Plan (1995) and the Urban Design Element (1990) identify major streets which have prominent scenic views that are endemic to the City or represent a significant asset to the community. Both master plans list Main Street as a prominent view corridor and recommend prohibiting the construction of skybridges that might significantly impair view corridors identified to protect views of the mountains and major landmarks.

The **Downtown Master Plan** includes the following language:

*View Corridors: Views from Downtown to the mountains and major landmarks should also be preserved. Skywalks or other obstructions that would block view corridors are prohibited on Main Street, State Street, South Temple, 200 South and 300 South and are discouraged on other streets except in extenuating circumstances (page 30).*

The **Urban Design Element** includes the following specific language relative to view corridors and skybridges:

*Salt Lake City has many view corridors which influence both the urban form of the city and the development character of its districts and communities. The most prominent include the following (the bolded items indicate view corridors relating to this petition):*

- State Street corridor of the State Capitol Building and surrounding foothills
- Exchange Place terminating at the Post Office Building
- **Main Street to the Daughters of Utah Pioneers Museum**
- 200 South east to the University of Utah Park Building
- 300 South Street terminating at the D & RG Railroad depot
- South Temple, from Union Pacific Depot to Federal Heights foothills
- First Avenue terminating at the LDS Temple Square
- **Ensign Peak**
- Oquirrh Vista
- Wasatch Foothills (page 20)

*The use of Skybridges should be carefully planned. Skybridges on streets identified as “major view corridors” should be prohibited (page 23).*

Both master plans include language that recommends prohibiting skybridges over streets identified as major view corridors. The Downtown Plan specifically identifies Main Street, State Street, South Temple, 200 South and 300 South as streets where skybridges should be prohibited. The Urban Design Element identifies Main Street to the Daughters of Utah Pioneers Museum (300 North Main Street) and Ensign Peak as prominent view corridors and recommends skybridges should be prohibited on streets identified as major view corridors.

The Planning Commission on November 8, 2006, considered two alternate proposals submitted by the Petitioner and the Planning Division to amend the master plan language which would allow the City Council to consider proposals for skybridges based on certain criteria. Based on the input received from the Planning Commission, the Petitioner and the public, the language being forwarded for consideration reads as follows:

*“View Corridors: Views from Downtown to the mountains and major landmarks should also be preserved. Skywalks or other obstructions that would block view corridors are prohibited on Main Street, State Street, South Temple, 200 South, and 300 South, and are discouraged on other streets ~~except in extenuating~~ **circumstances. The City Council may consider circumstances that justify an exception to the policy prohibiting and discouraging skywalks or other obstructions, when a finding that a compelling public interest exists through substantial demonstration that:***

- 1. All other alternatives for creating a successful link between major developments on both sides of a street have been evaluated and conclusively found not to be feasible or effective; and***
- 2. The design of a skywalk is such that it would not substantially impair or impact a view corridor; and***
- 3. A skywalk would not detract from pedestrian and commercial activity at the street level.***

The Planning Division supports the proposed master plan amendments to the Downtown Plan and the Urban Design Plan. This proposal maintains the language prohibiting skybridges on certain streets and introduces criteria for the City Council to determine if there are compelling public interests which might justify an exception to the policy. Adopting the proposed master plan amendment allows a public process to be used when reviewing requests for skybridges.

The Planning Commission is being requested to make a recommendation to the City Council regarding the proposed master plan amendments. If the Planning Commission forwards a positive recommendation to the City Council to amend the Downtown Plan and the Urban Design Element, the Commission will be asked to review the proposal for the City Creek Center skybridge and make findings to determine if there is a compelling public interest in allowing an exception to the skybridge policy. These findings will be forwarded to the City Council. If the City Council ultimately approves the proposed master plan amendments and grants an exception to the skybridge policy based on the proposed criteria, the Planning Commission would review detailed designs of the skybridge at a later date.

**Request for a Skybridge:** On November 8, 2006, the Petitioners, PRI and Tuabman Company, made a presentation to the Planning Commission that provided greater detail regarding the overall design principals used to create the City Creek Center plan, traffic

and pedestrian circulation, parking, proposed partial street closures, proposed amendments to the Downtown Plan and the Urban Design Element and the need for the proposed skybridge.

The Petitioners submitted a written narrative of the presentation made to the Planning Commission that highlights the key objectives of the project, rationale for the skybridge and alternatives to the skybridge that were considered. This document is presented in Attachment “G”. In this document, the Petitioners describe the alternatives to the skybridge that were investigated and reasons why each alternative was rejected. The concepts put forth in support of a skybridge are:

- **For the project to energize the Main Street corridor and to achieve economic success, City Creek Center must be a unified shopping, office and residential development.**

Staff comment: The Planning Division agrees that the City Creek Center has the potential to energize the Main Street corridor by the virtue of its location and the critical mass of retail, office and housing that will be developed on Blocks 74, 75 and 76. It is essential that the design focus pedestrian activity on Main Street and provide convenient and easy access to the surrounding blocks. It can be argued that although the proposed design of the City Creek Center opens the former Crossroads and ZCMI mall sites by creating pedestrian walkways through the center of Blocks 75 and 76, the majority of the retail space will still be oriented to the center of the blocks and not on the existing public streets. The prominent east west galleria provides pedestrian access essentially from State Street to West Temple by linking the major activity generators like Macy’s and Nordstrom. This major retail corridor will tend to encourage a significant amount of pedestrian activity perpendicular to Main Street and it may be difficult to encourage pedestrians to use the north/south walkways and Main Street in significant numbers sufficient to benefit the other retail areas south of the City Creek Center.

- **Pedestrians need a seamless opportunity to walk conveniently from one part of the project to another at all levels, including the second floor retail shops on Blocks 75 and 76.**

Staff comment: The Planning Division agrees that convenient pedestrian access is critical to the present design of the City Creek Center as an integrated mall. The Petitioner presented arguments on November 8, 2006, about the importance of providing a continuous connection along the entire retail galleria of a mall that has magnet stores at either end. This circulation system anticipates the approval of a skybridge. Such a design maximizes the number of stores one will pass if walking a complete circuit of the mall and eliminate the need to backtrack along the same shopping corridor. Based on this guiding design principle and the linear design of the City Creek Center, the skybridge does appear to be an important element of the project. Staff is concerned that the strong east/west linear orientation of the project must provide a vibrant streetscape with sufficiently



strong retail and restaurant uses that will draw pedestrians out of the City Creek Center and entice them explore Main Street.

- **The public must be able to interact directly with surrounding streets.**

Staff comment: As stated above, it is imperative for the Petitioner to utilize best practice design techniques and provide strong retail and restaurant uses along the north/south pedestrian walkway and along the public street frontages surrounding the development to encourage pedestrians to emerge from the internal areas of the development and interact with the public spaces and other retail opportunities surrounding City Creek Center.

**Alternatives to the Skybridge:** The Petitioner considered several alternatives to the skybridge and found that a skybridge provides the greatest benefit for the City Creek Center and the vitality of Downtown. The alternatives listed in the submittal include:

- **Single-level project:** It was determined that this option does not provide the critical mass necessary for a successful regional destination such as the City Creek Center. The amount of retail space available in this design would not provide the customer load needed to justify the investment in the landscaped open spaces and the residential units that are integral to the current development proposal.

Staff comment: A single level development does not provide the desired density or intensity of use envisioned by existing Salt Lake City master plan and zoning policies for a major retail project in the heart of the Central Business District.

- **Close Main Street:** The Petitioners considered a plan that would close Main Street to automobile traffic. This option was eliminated because of the many problems associated with this approach. They found that even without automobile traffic on Main Street, that:
  - ⇒ The street could not be narrowed without unacceptable impact to historic structures and existing office towers.
  - ⇒ The TRAX line and the location of the existing station would still impair pedestrian movement between Blocks 75 and 76.
  - ⇒ Second-floor shops would still lack a direct connection between the blocks which negatively impacts the ability to unify the retail development.
  - ⇒ Eliminating automobiles from this portion of Main Street would diminish the vitality of Downtown and negatively impact the rest of Main Street.
  - ⇒ Disruption of the existing street network would result in greater congestion downtown.

Staff comment: Retail pedestrian malls have struggled in cities across the United States and many have been redesigned to once again allow vehicles. Staff agrees that this is option does not represent a preferred direction for the segment of Main Street between South Temple and 100 South.

- **Underground Connector:** The issues raised by the Petitioner regarding this proposal are:
  - ⇒ No retail uses are planned to be located below the ground level and the connector would not align with the proposed retail development.
  - ⇒ Underground retail is not viable.
  - ⇒ A below grade passageway would eliminate space needed for underground facilities such as parking.
  - ⇒ Underground retail would divert pedestrians off of Main Street and would eliminate a direct visual connection to the street.

Staff comment: An underground connector could be designed to provide a connection between Blocks 75 and 76 but its utility would be suspect. Staff agrees that pedestrians must have a visual and physical link with Main Street. Some cities, such as Toronto, have designed underground pedestrian walkways which link retail and office destinations. The underground pedestrian walkway extending from Social Hall Avenue between Blocks 74 and 75 is physically wide enough to accommodate small retail spaces. However, Staff agrees that in the climate that Salt Lake City enjoys, an underground walkway lined with retail uses would not be very successful. Furthermore, tunneling under the TRAX line would be very costly because of the zero tolerance the light rail system has for track settlement (see UTA letter in Attachment “D”).

Although the document submitted by the Petitioner justifying the need for a skybridge (Attachment “G”) provides some documentation of alternatives to the skybridge concept, it is not exhaustive. For instance, no specific analysis is provided to demonstrate that a two level retail development cannot work without a skybridge. The Petitioner does not present any alternative development scenarios other than that for a unified mall. Would it be possible to develop the subject blocks with independent projects? The proposed criteria require that the Petitioner conclusively demonstrates that alternatives for creating a successful link between have been evaluated and conclusively found not to be feasible or effective

**View Corridor Issues:** The Urban Design Element and the Downtown Master Plan stress the importance of preserving the view corridor from Main Street to the Daughters of the Utah Pioneers Museum located at 300 North Main Street and to protect views of Ensign Peak which is located further to the north. A skybridge over Main Street, as proposed, will have some visual impact on the view corridor. The extent of the impact certainly depends on the design of the skybridge and the vantage point from which a pedestrian is experiencing the view corridor.

During their presentation on November 8, the Petitioners showed a series of photographs to illustrate how the view corridor might be impacted by the construction of a skybridge. These photographs are presented in Attachment “H”. The photographs include a conceptual expression of a skybridge that is predominantly transparent. The first two photographs are taken from vantage points on Main Street north of 100 South. The third photograph is taken from a mid-block location between 100 South and 200 South on

Main Street. The Petitioners noted during their presentation that the skybridge helps to frame the view of the Museum which appears below the skybridge in the photos taken north of 100 South. In these photographs, Ensign Peak is obscured by the view through the skybridge. In the third photograph, the Museum is obscured by the skybridge and Ensign Peak is clearly visible above the skybridge.

Based on the information submitted from UTA regarding the minimum clearance standards above the TRAX line, it appears that the skybridge superimposed on the photographs is too low. Based on UTA requirements that there be a minimum five feet (5') of vertical clearance above the OCS wires, the bottom of the skybridge would need to be a minimum of twenty-three feet (23') above the elevation of the TRAX rails.

It should be noted that the Downtown Plan and the Urban Design Element policies regarding preservation of view corridors were important to the City's consideration when the LDS Church petitioned to close Main Street between North and South Temple streets to allow the construction of the Main Street Plaza. The decision to close Main Street was conditioned on the recordation of a view corridor easement which prohibited the construction of any structures that would impact the Main Street view corridor.

**Main Street Cross Walk Location:** The Planning Commission requested that the Petitioner discuss the design of the east/west galleria that traverses Blocks 75 and 76 in relationship with the location of the existing mid-block crosswalk on Main Street. Attachment "I" is a document submitted by the Petitioner that explains why the galleria arcs to the south and does not line up with the mid-block crosswalk on Main Street. Essentially, the preferred location of the department stores and the need to design viable retail shops along the galleria dictated the location of the galleria. The Petitioner considered the possibility of shifting or redesigning the TRAX platform in an attempt to align the galleria with the mid-block crosswalk. This is not an option because of the length of the light rail trains. It appears that with the current development model that the east/west galleria cannot be designed to line up with the mid-block crosswalk on Main Street. The current design requires that a pedestrian walking between Block 75 to Block 76 at the street level would have exit the galleria on the east side of Main Street and travel north along Main Street to the mid-block crossing on the north side of the City Center TRAX station. Once on the west side of Main Street the pedestrian would then travel south to the entrance to the Block 76 galleria. This is a circuitous route which pedestrians may avoid particularly if a convenient skybridge is available. Staff is concerned that this design will limit the street level pedestrian movement between the two blocks and encourages pedestrians to use the skybridge.

**Recommendations regarding Petition 400-06-37:**

Petition 400-06-37 proposes amendments to the Downtown Master Plan and the Urban Design Plan which would include three criteria for the City Council to consider when reviewing requests for a skybridge. Based on the analysis and findings in this staff report, the Planning Division recommends that the Planning Commission forward a positive recommendation to the City Council to approve the master plan amendments as presented.

In light of the recommendation noted above, the Planning Commission must consider the three criteria established to determine if the Petitioner has substantially demonstrated that there is a compelling public interest to allow an exception to the Master Plan policies prohibiting skybridges over Main Street. The Planning Division has attempted to identify important issues for the Planning Commission to consider in its deliberations to determine if the skybridge is essential for the development of the City Creek Center. The Planning Staff does not have the expertise to definitively determine the answer to this important question. If the Planning Commission is of the opinion that the Petitioner has put forth a compelling argument and that enough information is available to make an informed decision, the Planning Staff recommends that the Commission forward a recommendation to the City Council that incorporates the findings based on the three criteria discussed above as part of the master plan amendment discussion. The criteria are:

**The City Council may consider circumstances that justify an exception to the policy prohibiting and discouraging skywalks or other obstructions, when a finding that a compelling public interest exists through substantial demonstration that:**

- 1. All other alternatives for creating a successful link between major developments on both sides of a street have been evaluated and conclusively found not to be feasible or effective.**
- 2. The design of a skywalk is such that it would not substantially impair or impact a view corridor.**
- 3. A skywalk would not detract from pedestrian and commercial activity at the street level.**

**RECOMMENDATION:**

Staff recommends that if a recommendation is forwarded to the City Council recommending approval of the master plan amendments and recommending that the City Council grant an exception to allow the construction of a skybridge, that the recommendation be conditioned on final design approval of the skybridge by the Planning Commission.

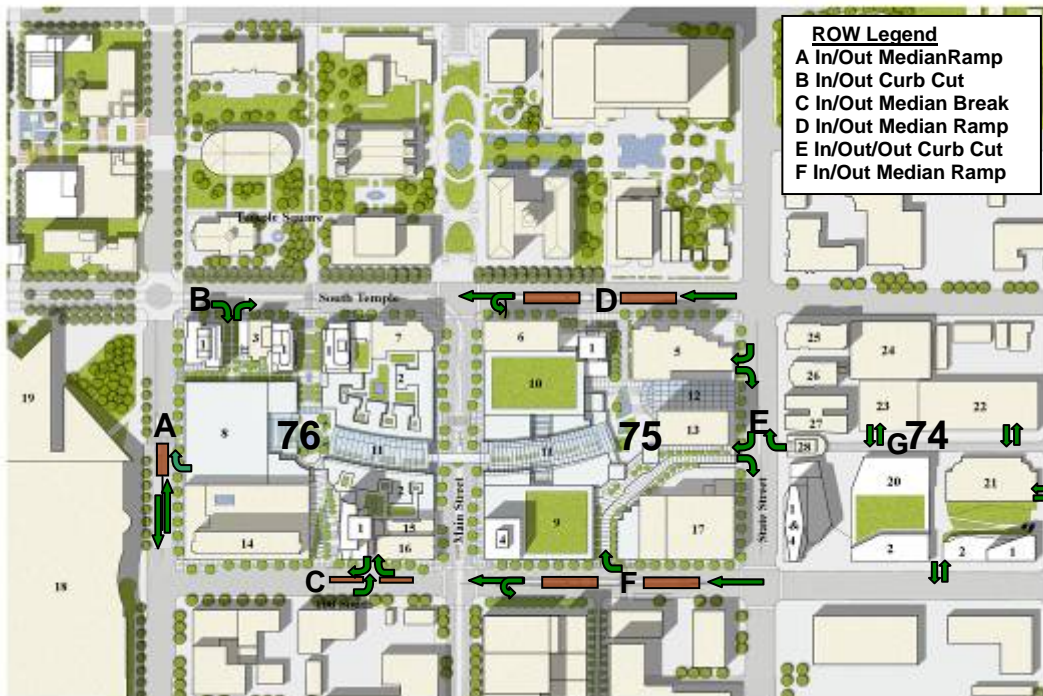
If the Planning Commission needs additional information or further analysis to determine whether the Petitioner has substantially demonstrated that the proposed skybridge meets the three criteria, then Staff recommends that the Commission clearly state the nature of the information needed to make a determination.

## PETITION 400-06-38: PROPOSED PARTIAL STREET CLOSURES

This petition requests five partial street closures. Three of the partial street closures are required to allow the Petitioner to purchase subsurface property rights to expand existing median parking ramps and construct a new median parking ramp. One partial street closure is required to allow the Petitioner to purchase subsurface property rights to extend the Social Hall Avenue underground pedestrian walkway. The Fifth partial street closure is required to allow the Petitioner to purchase air-rights above Main Street to allow the construction of the skybridge, if ultimately approved by the City Council. A summary of the proposed partial street closures is provided below. Please refer to the generalized map indicating the location of each proposal.

### Summary of Proposals:

- **West Temple:** The existing median parking ramp in West Temple has a southbound exit from the underground parking structure on Block 76. This partial street closure is proposed to allow the addition of a new northbound entrance ramp. The addition of the new ramp will require that the existing three northbound lanes on West Temple be narrowed to two (2) lanes but will widen back to the existing lane configuration approaching the South Temple intersection. The entrances to the existing parking structure and the Temple View Inn will be eliminated. A single right-only exit from the parking structure will be constructed. See “A” on the following map.



- **100 South:** The partial street closure on 100 South between State Street and Main Street is proposed to allow subsurface improvements to the existing median parking ramp to accommodate a higher rate of vehicle traffic. This ramp includes a westbound entrance and a westbound exit. Westbound 100 South has two travel lanes with the westbound ramp exit creating a third, inside lane. Eastbound 100 South has two (2) travel lanes. The westbound exit ramp allows a U-turn to head eastbound toward State Street. See “F” on the map above.
- **South Temple:** The partial street closure on South Temple between Main Street and State Street is proposed to allow the construction of a new median parking ramp with a westbound entrance and a westbound exit. This ramp will provide access to parking structures under the Joseph Smith Memorial Building and Block 75. To accommodate the new ramp, the South Temple westbound lanes on the east side of State Street will be modified to provide two (2) right-turn lanes, a single thru lane and a left-turn lane. Westbound South Temple will be reduced to one (1) lane through the Block 76 section between State Street and Main Street. Westbound vehicles at Main Street will only be allowed to continue straight through the intersection. The new exit ramp will be designed to allow westbound vehicles at Main Street to continue straight through the intersection; turn left (south) on Main Street or make a U-turn to head eastbound on South Temple toward State Street. Eastbound South Temple will have two (2) travel lanes with a left-turn, two (2) thru lanes and a right turn lane configuration at the State Street intersection. See “D” on the map above.
- **Social Hall Avenue:** The partial street closure on Social Hall Avenue is proposed to accommodate an extension of the existing underground walkway to the east to provide a connection to the parking structures proposed to be constructed on the north and south sides of Social Hall Avenue. This request will not affect the surface improvements or vehicle access on Social Hall Avenue. Attachment “B” includes a plan that shows the location and extent of the proposed extension of the walkway.
- **Main Street:** The partial street closure for this segment of the Main Street right-of-way is necessary to allow the of sale the air-rights to the applicant to accommodate the construction of a skybridge. This proposal does not change the street level right-of-way improvements. The curb lines, traffic lanes and the TRAX lines will remain as currently existing.

Attachment “I” includes a memorandum from Fehr & Peers, transportation consultants, that summarizes the traffic operation concepts proposed as part of the development of the City Creek Center. Included in the memorandum are descriptions of the proposed partial street closures on South Temple, West Temple, Main Street and 100 South. The memorandum describes the existing conditions and proposed modifications that result from the proposed modification/construction of median parking ramps and the proposed skybridge. Attachment “I” also includes a plan for the extension of the underground Social Hall Avenue pedestrian walkway.

The Planning Commission must review the proposed partial street closure requests subject to the following Salt Lake City Council Policy Guidelines for Street Closures and Findings.

- 1. It is the policy of the City Council to close public streets and sell the underlying property. The Council does not close streets when the action would deny all access to other property.**

**Discussion:** The proposed partial street closures will not deny all access to other property in the case of the proposals on South Temple, West Temple and 100 South, and are designed to improve ingress and egress to parking structures serving the City Creek Center. The partial street closure on Social Hall Avenue does not affect the street level improvement and maintains vehicle access to properties fronting on the street. The proposed partial closure on Main Street involves air-rights only and will have little effect on the street level improvements. The Petitioner maintains that the Main Street proposal is required to provide sufficient pedestrian access between Blocks 75 and 76.

**Finding:** The proposed partial street closures will not deny access to adjacent properties.

- 2. The general policy when closing a street is to obtain fair market value for the land, whether the abutting property is residential, commercial or industrial.**

**Discussion:** The Petitioner, PRI, intends to purchase the property in question for each partial street closure. PRI will negotiate with the City to determine the fair market value of the property.

**Finding:** The subject property will be sold for fair market value.

- 3. There should be sufficient public policy reasons that justify the sale and/or closure of a public street and it should be sufficiently demonstrated by the applicant that the sale and/or closure of the street will accomplish the stated public policy reasons.**

**Discussion:** The proposed partial street closures on South Temple, West Temple and 100 South are proposed to improve access to the City Creek Center and reduce conflicts with pedestrians and vehicles. The partial street closure on Social Hall Avenue is intended to improve pedestrian access between Blocks 74 and 75. It appears that there are sufficient public policy reasons to justify the partial street closures on South Temple, West Temple, 100 South and Social Hall Avenue. If the Planning Commission finds that exceptions to the Downtown Plan and the Urban Design Element are justified by evaluation of the three listed criteria, it follows that the Planning Commission can make a finding that there is sufficient public policy reason to justify the partial street closure and recommend that the City sell air-rights over Main Street for the Skybridge.

**Finding:** There are sufficient public policy reasons to justify the partial street closures on South Temple, West Temple, 100 South and Social Hall Avenue. If the Planning Commission finds that there is a compelling public interest to allow an exception for a skybridge, it would follow that there are sufficient public policy reasons to justify the sale of the air-rights over Main Street.

**4. The City Council should determine whether the stated public policy reasons outweigh alternatives to the closure of the street.**

**Discussion:** The public policy reasons supporting the partial street closures on South Temple, West Temple, 100 South and Social Hall Avenue are discussed under City Council Policy Guideline 3 above. The alternative to these partial street closures would maintain the status quo but would eliminate the benefits created by the proposed closures; such as improved access to parking structures with a reduction in traffic and pedestrian conflicts. The public policy reasons for the proposed partial street closures on South Temple, West Temple, 100 South and Social Hall Avenue outweigh the alternatives. If the Planning Commission finds that an exception to the Downtown Plan and the Urban Design Element is justified by evaluation of the three listed criteria, it follows that the Planning Commission can make a finding that there are sufficient public policy reasons that outweigh alternatives to the proposed partial street closure and recommend that the City sell air-rights over Main Street for the Skybridge.

**Finding:** The public policy reasons for the proposed partial street closures on South Temple, West Temple, 100 South and Social Hall Avenue outweigh the alternatives and comply with this standard. If the Planning Commission finds that there is a compelling public interest to allow an exception for a skybridge, it would follow that the stated public policy reasons outweigh the alternatives to the partial closure of Main Street.

**RECOMMENDATION:**

Based on the analysis and findings presented in this report, Staff recommends that the Planning Commission declare the subject portions of the subject streets as surplus and forward a favorable recommendation to the City Council to approve the partial street closures on South Temple, West Temple, 100 South and Social Hall Avenue to allow the property to be sold for fair-market value to the Petitioners.

If the Planning Commission finds that there is a compelling public interest to allow an exception to the Downtown Plan and the Urban Design Element to allow for the construction of a skybridge over a portion of Main Street, the Planning Division recommends that the Planning Commission declare the subject portion of the air-rights over Main Street as surplus property and forward a favorable recommendation to the City Council to approve the partial street closure on Main Street to allow the sale of the air-rights at fair-market value to the Petitioners.



Planning Commission approval is subject to the following conditions:

1. That the existing public and private utility infrastructure be maintained in a manner acceptable to the City's Public Utilities Department.
2. That the street closure ordinance be conditioned upon payment to the City of fair market value of the street property, consistent with Salt Lake City Code 2.58.

Attachments:

- A – Proposed Master Plan Amendments
- B – Proposed Partial Street Closures
- C – Transportation Division Comments
- D – Letter from Utah Transit Authority
- E – Public Comment
- F – Planning Commission Minutes  
October 25, 2006
- G. – City Creek Center Pedestrian Connector Justification
- H. – Main Street View Corridor Study
- I. – Main Street Crosswalk Information
- J. - Traffic and Pedestrian Operations Concepts

**ATTACHMENT A**  
**PROPOSED MASTER PLAN AMENDMENTS**

---

Staff Report, Petitions 400-06-37 and 400-06-38  
By the Salt Lake City Planning Division

**ATTACHMENT B**  
**PROPOSED PARTIAL STREET CLOSURES**

# **ATTACHMENT C**

## **TRANSPORTATION DIVISION COMMENTS**

---

Staff Report, Petitions 400-06-37 and 400-06-38  
By the Salt Lake City Planning Division

**ATTACHMENT D**  
**LETTER FROM UTAH TRANSIT AUTHORITY**

**ATTACHMENT E**  
**PUBLIC COMMENT**

**ATTACHMENT F**  
**PLANNING COMMISSION MINUTES**  
**OCTOBER 25, 2006**

**ATTACHMENT G**  
**CITY CREEK CENTER**  
**PEDESTRIAN CONNECTOR JUSTIFICATION**



**ATTACHMENT H**  
**MAIN STREET VIEW CORRIDOR STUDY**

**ATTACHMENT I**  
**MAIN STREET CROSSWALK INFORMATION**

---

Staff Report, Petitions 400-06-37 and 400-06-38  
By the Salt Lake City Planning Division

**ATTACHMENT J**  
**TRAFFIC AND PEDESTRIAN OPERATIONS CONCEPTS**

---

Staff Report, Petitions 400-06-37 and 400-06-38  
By the Salt Lake City Planning Division



**ATTACHMENT A**  
**PROPOSED MASTER PLAN AMENDMENTS**

---

Staff Report, Petitions 400-06-37 and 400-06-38  
By the Salt Lake City Planning Division

# 1995 Downtown Master Plan

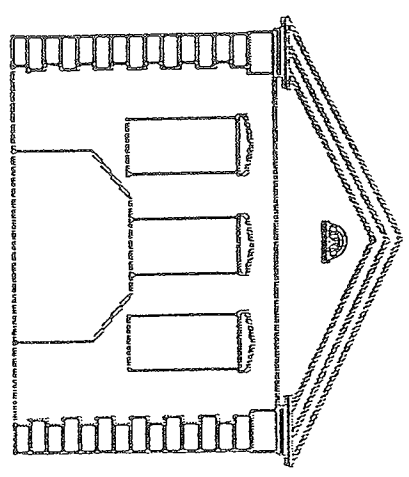
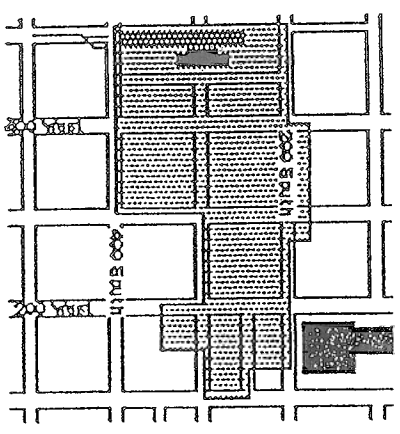
\* Mixed-use zoning should be applied to the area adjacent to Pioneer Park. Previous plans have called for the enhancement of existing residential and the introduction of new residential populations into this underutilized area. This zoning does not need to require residential as the host use, but it should retain a residential component.

\* Warehouse Historic District: The historical survey for the area surrounding the Rio Grande Depot and Pierpont areas has been done and indicates a potential for an important Historic District. Such designation would enhance the existing character of the area, providing architectural protection and insuring compatibility of new development. Importantly, historical designation provides a "theme" for the area, inviting reinvestment capital and providing an "Avant-Garde" area for the arts to thrive.

\* Temple Square/City-County Building/Cathedral of the Madeleine/State Capitol View Corridors: These buildings represent the most architecturally and historically significant buildings in the City. They provide an immediately recognizable image to residents and tourists. A view corridor would "red flag" new construction that interferes with significant views and subject it to design review. This will insure the continued view amenity of these important buildings.

\* View Corridors: Views from Downtown to the mountains and major landmarks should also be preserved. Skywalks or other obstructions that would block view corridors are prohibited on Main Street, State Street, South Temple, 200 South and 300 South and are discouraged on other streets except in extenuating circumstances.

\* Gateways: Changes in zoning should be made to enhance the entry into Downtown on major streets. These changes include landscaped setbacks, land use controls and prohibition of billboards.



Historic Social Hall

# '990 Urban Design Element

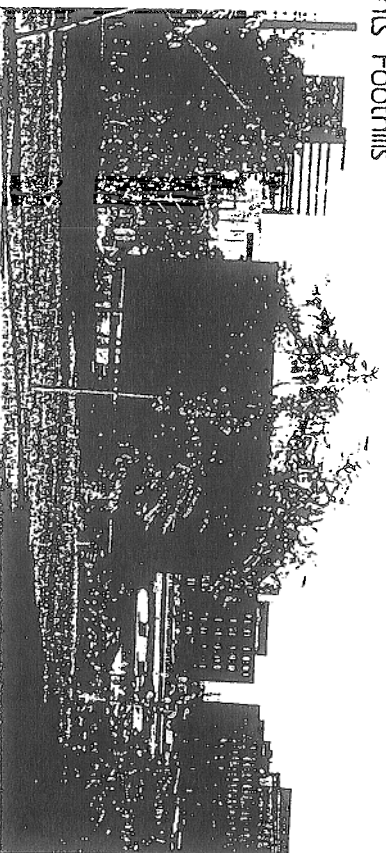
## VIEW CORRIDORS AND VISTAS

A view is a visual image having aesthetic beauty worth preserving. A "view corridor" frames a view of a building or natural feature from either a short or a long distance. View corridors are most often associated with streets or pedestrian walkways. The buildings adjacent to the street often frame a view of a prominent feature of the city. A vista, on the other hand, suggests a wider perspective or panoramic view. It may encompass an entire city, a sunset over the Great Salt Lake, or the Wasatch Mountain backdrop.

While views are an important part of a city's urban form, their value is often overlooked. They can easily be destroyed before the loss is realized leaving an environment of monotonous development and further damaging the city's identity.

Salt Lake City has many view corridors which influence both the urban form of the city and the development character of its districts and communities. The most prominent include the following (see Vista Protection Map). (Figure 8)

- State Street corridor of the State Capitol Building and surrounding foothills
- Exchange Place terminating at the Post Office Building
- Main Street to The Daughters of Utah Pioneers Museum
- 200 South east to the University of Utah Park Building
- 300 South Street terminating at the D&RGW Railroad depot
- South Temple, from Union Pacific Depot to Federal Heights Foothills
- First Avenue terminating at the LDS Temple Square
- Ensign Peak
- Oquirrh Vista
- Wasatch foothills



# GATEWAYS & VISTAS

- ↔ GATEWAYS
- > VISTAS
- \* MAJOR VISTA TERMINUS
- ≡ STREET VIEW CORRIDOR
- VIEW OR VISTA OBSERVATION POINTS
- ▨ MOUNTAIN BACKDROP
- ○○○○○○  
○○○○○○ LAKE/DESERT VISTA
- MAJOR STREETS

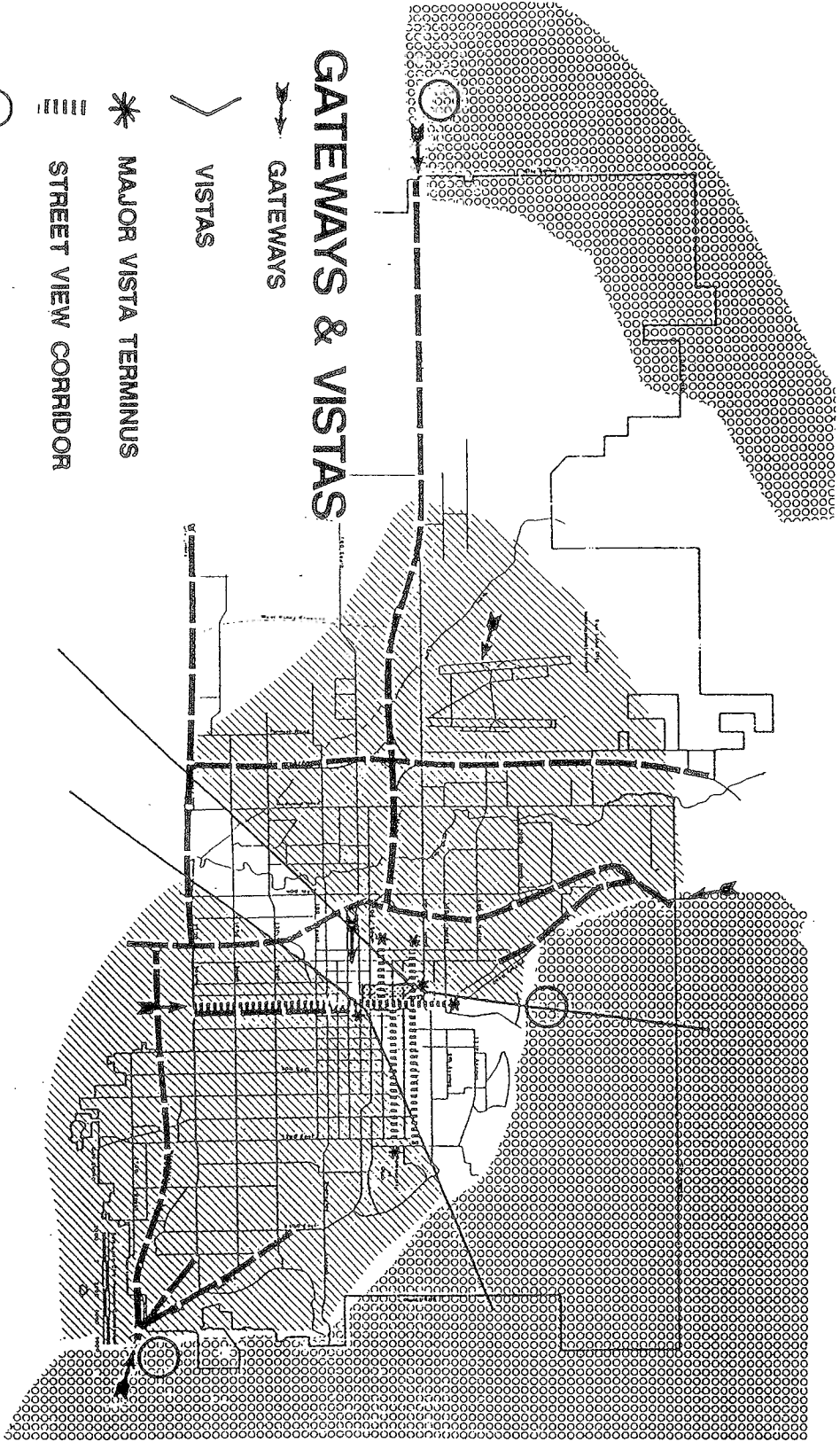


figure 8



In addition, the Vista Protection Map identifies prominent buildings and landmarks whose views should be preserved. These include:

- North Temple at State Street-a community gateway statement into the Capitol Hill and Avenues communities
- Social Hall Avenue-creating a visual terminus to the street.
- Regent Street-enhancing the southern entrance to Z.C.M.I and creating a termination point at the south end of the street
- First South at West Temple Street-enhancing Salt Palace entrance
- Pierpont Avenue

## POLICY CONCEPTS

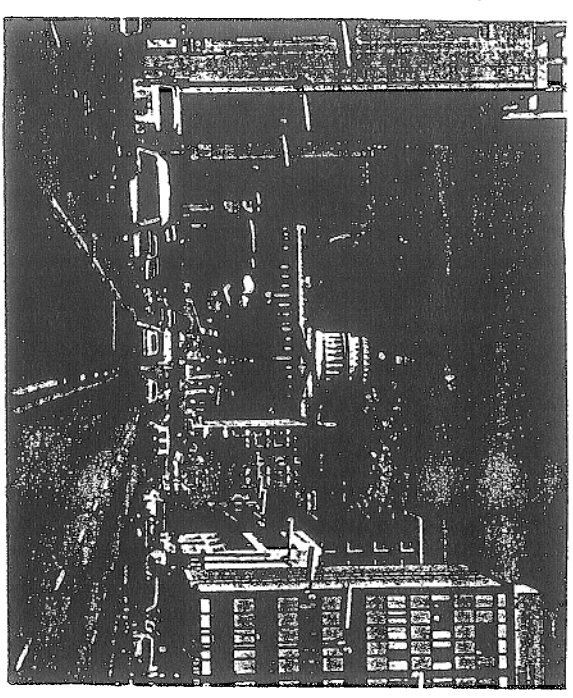
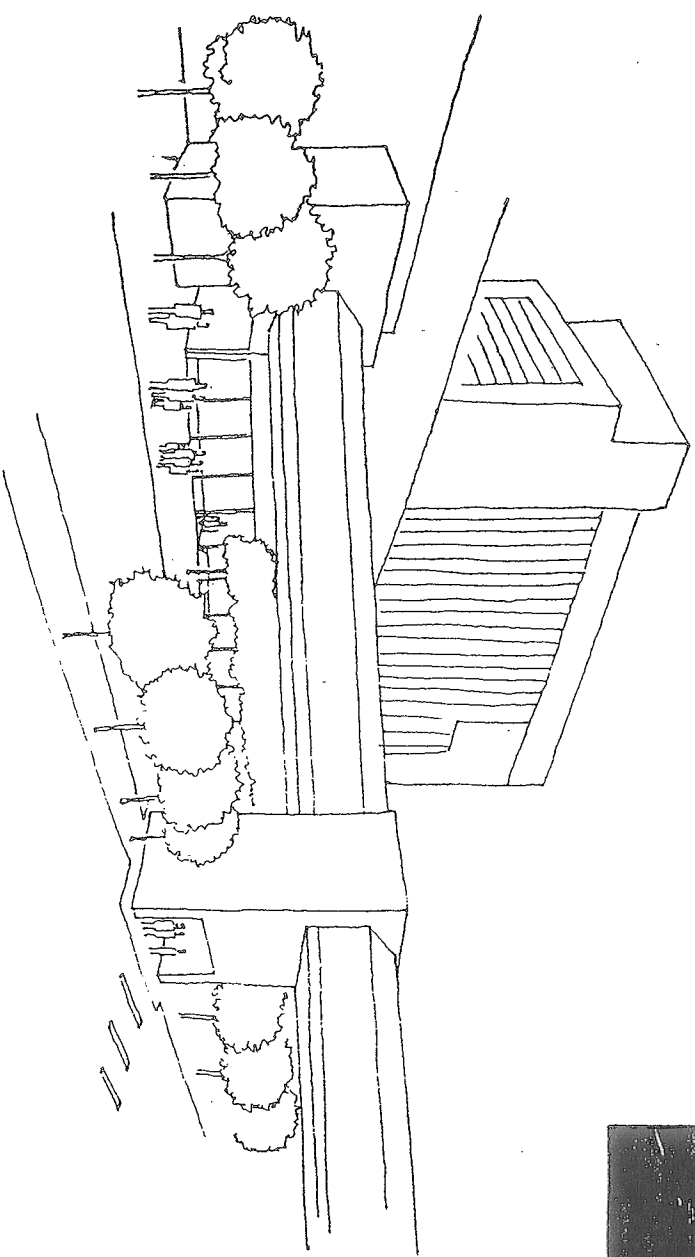
- o Preserve prominent view corridors and city vistas. Prominent land forms, buildings, and monuments should remain clearly visible as city landmarks. Special attention should be given to the design of buildings adjacent to prominent street and vista corridors.
- o Use buildings along street vistas to properly frame view corridors. This is particularly important along the prominent view corridors.
- o Conserve vistas to and from city parks, open space areas and landmarks.

## Strategies (also see Gateways)

- Establish view easements to protect existing and potential vistas of prominent buildings, natural features and parks. Building height, scale, and mass should be used as tools to properly frame major vistas.
- Require building facades, street landscaping, and utility equipment along prominent streets and vista corridors to frame or enhance the vista.

- Acquire lands now for future vista or view parks in the city's foothill areas.

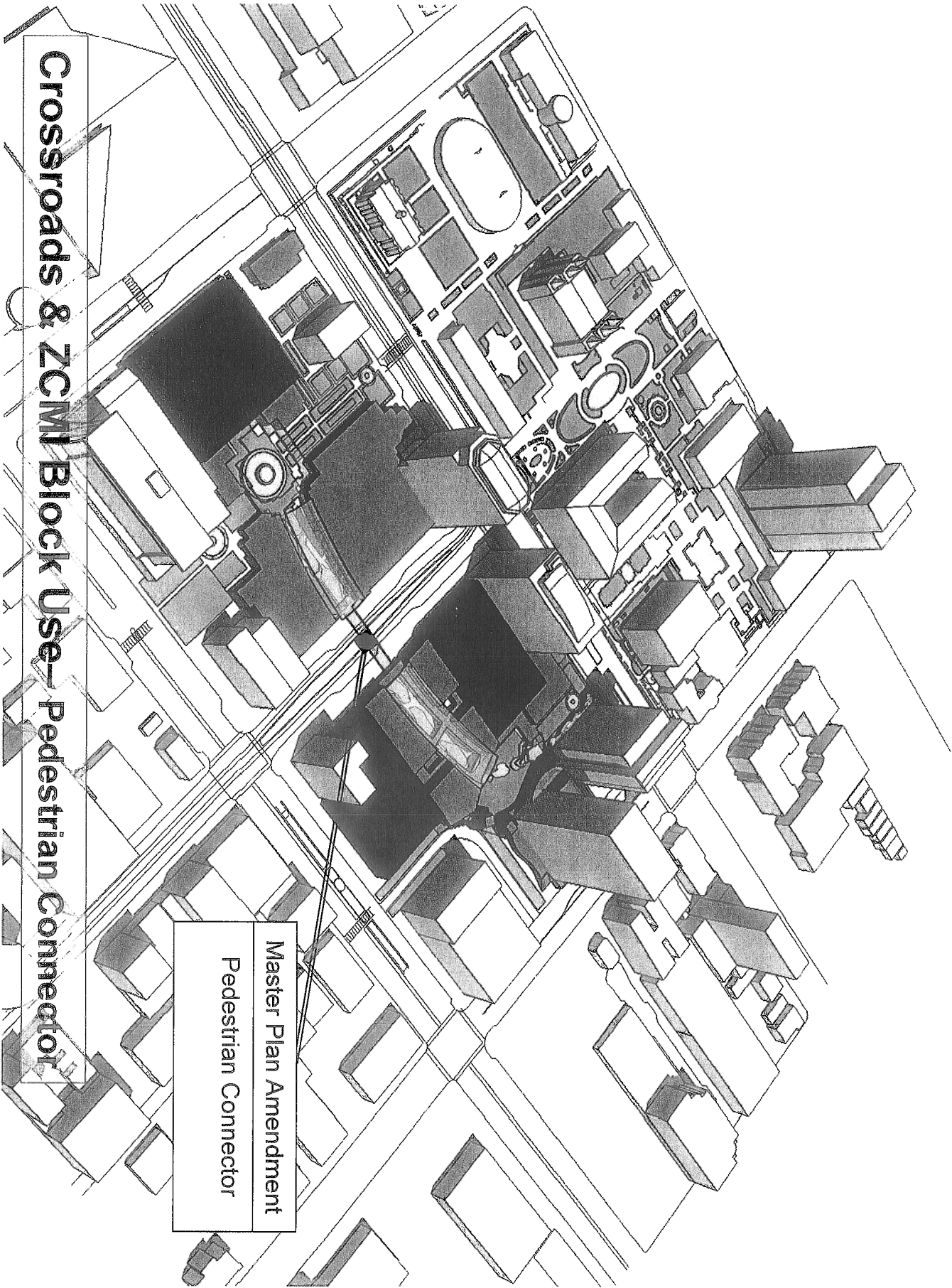
The use of skybridges should be carefully planned. Skybridges on streets identified as "major view corridors" should be prohibited.



DOWNTOWN MASTER PLAN AND THE URBAN DESIGN ELEMENT  
PROPOSED MASTER PLAN AMENDMENTS  
BASED ON DISCUSSION AT THE NOVEMBER 8, 2006 PLANNING COMMISSION MEETING.

“View Corridors: Views from Downtown to the mountains and major landmarks should also be preserved. Skywalks or other obstructions that would block view corridors are prohibited on Main Street, State Street, South Temple, 200 South, and 300 South, and are discouraged on other streets. The City Council may consider circumstances that justify an exception to the policy prohibiting and discouraging skywalks or other obstructions, when a finding that a compelling public interest exists through substantial demonstration that:

1. All other alternatives for creating a successful link between major development on both sides of a street have been evaluated and conclusively found not to be feasible or effective; and
2. The design of a skywalk is such that it would not substantially impair or impact a view corridor; and
3. A skywalk would not detract from pedestrian and commercial activity at the street level.



**Crossroads & ZCMI Block Use - Pedestrian Connector**

Master Plan Amendment  
Pedestrian Connector

**ATTACHMENT B**  
**PROPOSED PARTIAL STREET CLOSURES**

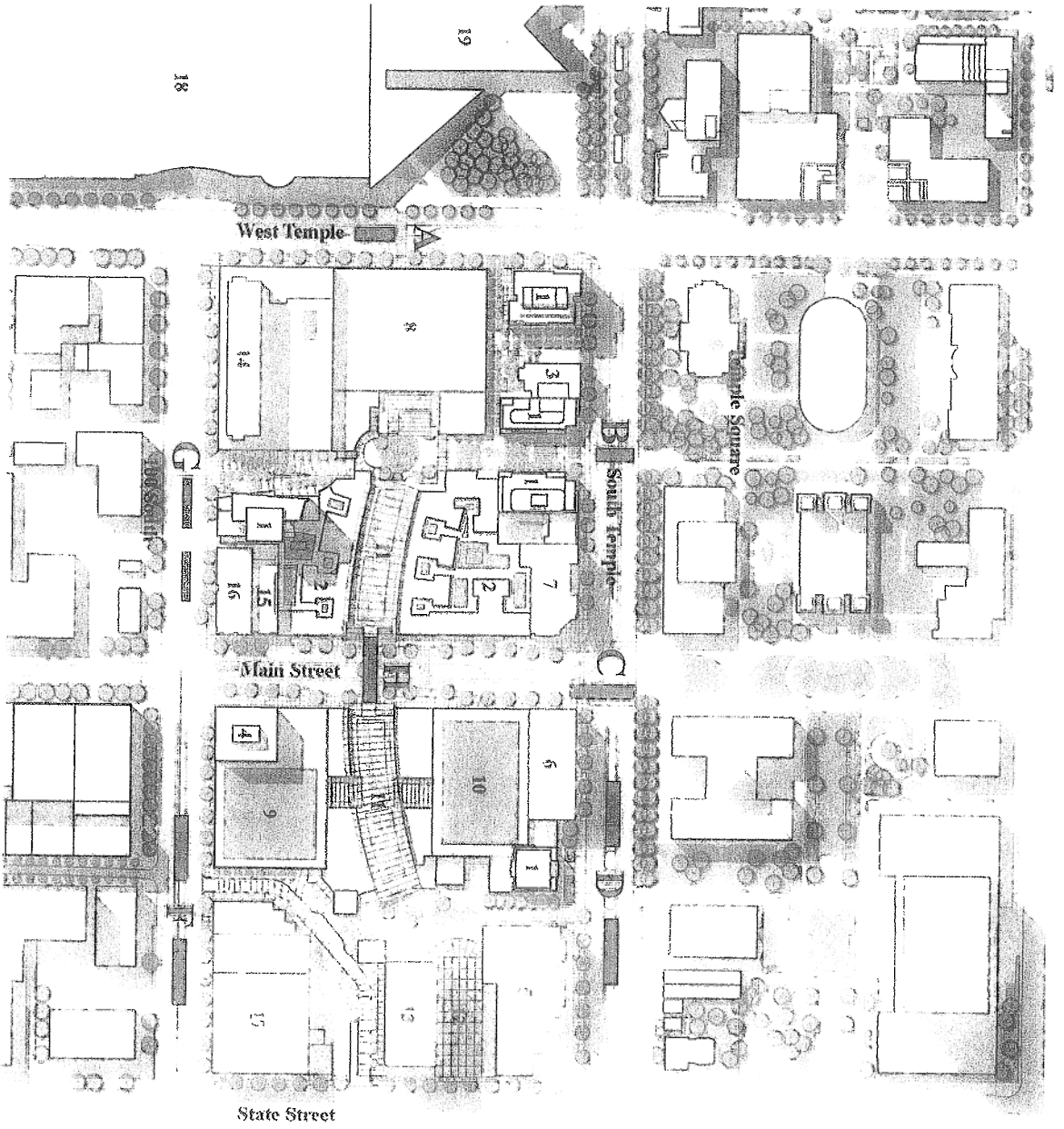
## Attachment A

### Partial Street Closure Application

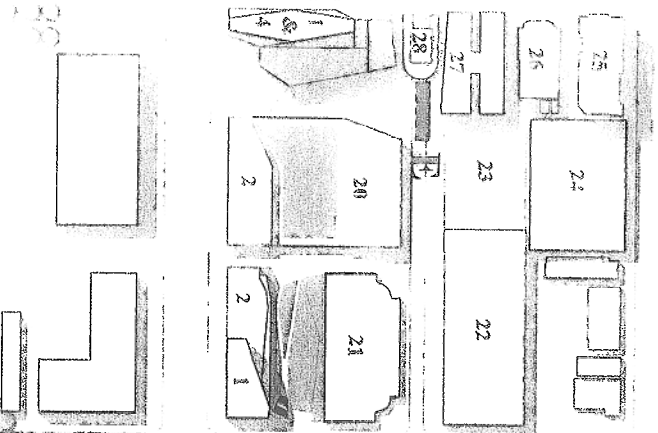
#### Specific items for approval:

1. enlarge existing median ramp on West Temple for entry to and exit from below grade parking structure
2. obtain subsurface rights to build a median ramp on South Temple for entry to and exit from below grade parking structure
3. obtain subsurface rights to extend an existing underground pedestrian walkway on Social Hall Avenue for entry to and exit from grade parking structure
4. enlarge existing median ramp at B75 on 100 South for entry to and exit from below grade parking structure
5. obtain air rights for pedestrian connector over a portion of Main Street

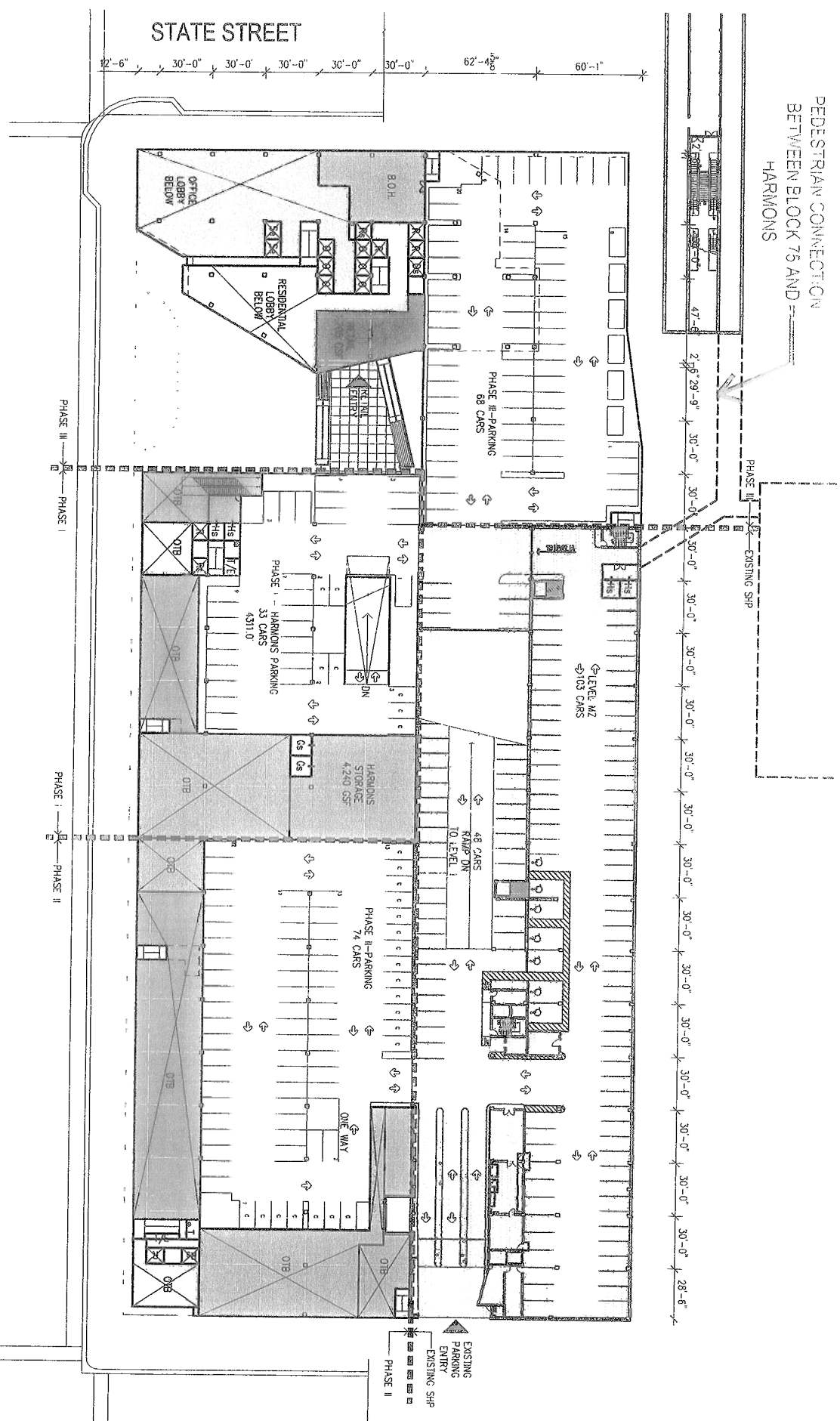
# Right of Way Conditions



- ROW Legend**
- A In/Out Median Ramp
  - B Pedestrian Crossing
  - C Parking Tunnel
  - D In/Out Median Ramp
  - E Pedestrian Tunnel
  - F In/Out Median Ramp
  - G Median Break
  - H Pedestrian Connector



PEDESTRIAN CONNECTION  
BETWEEN BLOCK 75 AND  
HARMONS



STATE STREET

SALT LAKE CITY BLOCK 74

SCHEME B2 - MEZZANINE LEVEL ASK322  
TRIPP + PARTNER ARCHITECTS



**ATTACHMENT C**  
**TRANSPORTATION DIVISION COMMENTS**

# TRANSPORTATION Comments

Paterson, Joel

**From:** Young, Kevin  
**Sent:** Monday, November 20, 2006 10:50 AM  
**To:** Paterson, Joel  
**Subject:** RE: Comments on City Creek Center  
**Categories:** Program/Policy

Joel,

Transportation Division staff has been meeting for about two months with representatives of PRI and other members of their consulting team to discuss the transportation elements of the City Creek Center project. A final traffic impact report for the project has not been submitted for our review, but I can provide comments on what has been discussed to date. PRI's traffic consultant, Fehr & Peers, has indicated they plan to submit a draft impact report to us on November 20.

For the City Creek Center project they are proposing changes to the accesses from what has been in place with the two existing malls. Under the current proposal, some existing access points will be eliminated and new or expanded in-street accesses established. PRI is proposing to add a northbound ingress ramp to the existing southbound egress ramp on West Temple. Right-of-way in the street will be needed by PRI to add this access as proposed. This expansion will require the elimination of one of the three northbound travel lanes on West Temple, but will not impact the two existing southbound travel lanes other than some minor striping changes. No impact to existing on-street parking/loading areas is anticipated.

On South Temple between West Temple and Main, PRI is proposing to utilize the existing access to the Utah Woolen Mills parking as an ingress to the new underground parking, but not as an egress from the new underground parking. Egress from this access will only be from the existing Utah Woolen Mills parking stalls.

On South Temple between State and Main, PRI is proposing to construct new mid-street ingress and egress ramps to serve the new underground parking as well as the Joseph Smith Building underground parking. Right-of-way in the street will be needed by PRI to construct these new ramps as proposed. One of the two existing westbound travel lanes will be eliminated and one of the three existing eastbound travel lanes will be eliminated. There will be a loss of about four on-street parking/loading spaces on the south side of South Temple at Main Street.

Along State Street between South Temple and 100 South the access plans are not as defined as along the other blocks. PRI has been proposing to have an egress access from the new underground parking as well as an egress from a one-way street which comes from 100 South. We have asked PRI to look at options to provide an ingress off of State Street, but have not yet been provided with any more information. Ultimately, UDOT will need to make the final decision and approval about any changes along State Street because it is a state-owned roadway.

PRI is proposing to reconstruct the existing ingress and egress ramps on 100 South between State Street and Main. At this time I am not sure if additional street right-of-way is needed for the reconstruction of these ramps, but it appears that there will be no impact to existing on-street parking/loading areas or to the existing travel lanes. An ingress for a one-way street that connects to State Street and also connects to an ingress to the new underground parking is being proposed.

On 100 South between Main and West Temple, PRI is proposing to open up the existing median and provide an eastbound to northbound left turn into a parking access. No right-of-way is required to make this change, but a modification to the existing median and a shift in travel lanes will be needed. No significant impact to existing on-street parking/loading areas is anticipated.

As I indicated above, the traffic impact report for this project is still in draft form and has not been submitted for our "official" review, but from what we have been presented in our meetings regarding traffic circulation and levels of service at intersections, it appears that what PRI is proposing is workable. The development they are proposing does have some changes in office, retail, and residential use from what currently exists, but doesn't produce as

much of an increase in traffic volume over what the malls generated as might have been anticipated. The addition and/or modification of in-street access ramps as well as the reduction in-travel lanes as described above should still accommodate the traffic at reasonable levels of service. The reduction in the number of access driveways across sidewalks and enhancing or adding in-street accesses will help reduce pedestrian and vehicle conflicts.

From a transportation stand point, the proposed sky bridge would reduce the number of people crossing Main Street, aid in the reduction of pedestrian and vehicle conflicts, and increase pedestrian safety. But without the sky bridge, the existing crossings on Main Street can handle the expected pedestrian flow. Existing traffic signals at the intersections as well as one at mid-block provide controlled locations for pedestrians to cross Main Street. The height of the proposed sky bridge is an issue that must be addresses because of the existing TRAX wires that run down Main Street. We have not heard from UTA as to what the minimum height of the sky bridge will need to be in order to provide the required clearance over the wires. PRI and/or Taubman will need to make sure the design of the sky bridge meets the height required by UTA.

Kevin

**ATTACHMENT D**  
**LETTER FROM UTAH TRANSIT AUTHORITY**



UTAH TRANSIT AUTHORITY

DATE: November 20, 2006

FILE CODE: 0-1-5

TO: Timothy P. Harpst, P.E., PTOE  
Transportation Director  
Salt Lake City Transportation Division  
349 South 200 East, Suite 450 Salt Lake City, Utah 84111  
email: [tim.harpst@slcgov.com](mailto:tim.harpst@slcgov.com)

CC: Joel Paterson, AICP, Planning Programs Supervisor  
Salt Lake City Planning Division  
email: [joel.paterson@slcgov.com](mailto:joel.paterson@slcgov.com)

Mick Crandall, UTA Planning  
Ralph Jackson, UTA Major Program Development  
Jim Webb, UTA Civil Engineering  
Todd Provost, UTA Systems Engineering  
Ron Benson, UTA Rail Services  
Jeff Lamora, UTA Rail Services  
Jordan White, Asst Corporate Counsel  
Document Control

FROM: E. Gregory Thorpe, P.E.  
Manager, Light Rail Engineering and Construction

SUBJECT: Salt Lake City Planning Commission Request  
City Creek Mall Project relationship with TRAX line on Main Street

---

The following information is being provided at your request for input to a package being assembled to outline the approvals necessary for the Church's City Creek Mall project in relation to the impacts that the proposed project may have on UTA's TRAX line on Main Street. Your questions and our responses that you requested information on through Mick Crandall are as follows:

1. How much vertical clearance would be necessary between the proposed 2<sup>nd</sup> or 3<sup>rd</sup> level walkway between South Temple and 1<sup>st</sup> South on Main Street.

*UTA Response: Our design criteria requires a vertical clearance above our overhead contact system (OCS) wire to the bottom of nearest girder or element of the overhead walkway to be a minimum of 5 feet or more. In this area on Main Street we have a single OCS trolley wire system which is generally 18 feet above the top of rail. Therefore the clearance in this stretch of downtown should be a minimum of 23 feet above top of rail; however the exact dimensions will need to be verified by field measurements. We also require a minimum horizontal clearance of 10 feet from any OCS wire. Coordination, approvals and safety precautions will need to be planned for during the design and exercised during construction for any work near to or*

overhead of UTA's existing TRAX line. This coordination and approval will require detailed specifications, drawings, and details to be worked out with both our engineering and rail services groups. Any field investigations, design surveys or construction within or around the trackway envelope will be required to include, but not be limited to, having safety trained watchmen (in contact with UTA's Train Control Center) present anytime designers, surveyors, or workers are in close proximity of the track. This will include any work within or overhead of the trackway; or that could result in the possibility of debris blowing or falling into the trackway, possible interruption of trains or work as trains pass, and limitations of the allowed work time window to reduce safety concerns. The work time window could be limited to when the TRAX trains are not running and when the power to the system can be shut off. Costs for UTA's assistance with these activities will need to be coordinated with UTA and reimbursed as appropriate by the applicant seeking approval. Also, liability issues will need to be addressed and insurance provided for any work activities around our existing TRAX line.

2. Any concerns about moving the mid-block crosswalk in the same area.

*UTA Response: We have concerns with shifting the crosswalk as it affects our train signaling system, train movements, and lengths of trains consists that can run now or in the future. Any movement will require coordination with our engineering and operations departments and payment of any costs for adjustment by the Mall developers or others. Shortening of the platform length is not an option as our current 4 car train consists barely fit on the existing platform. We suggest that UTA, the City, and Mall developers meet on site specifically about this issue to understand potential proposals.*

3. Any air rights over Main Street that UTA thinks may exist.

*UTA Response: The Public Way Use Agreement entered into between the City and UTA granted certain rights and privileges to UTA upon City streets and other property that UTA required and occupied for the construction, maintenance and operation of the TRAX system. UTA was authorized to use, on a non-exclusive basis, such portion of the City Property, including surface, subsurface and air space property, as necessary to accommodate the construction, operation and maintenance of the system. This agreement should be consulted for all terms, condition, limitations and restrictions therein.*

4. The consequences to the rail line of any settlement or ground movement.

*UTA Response: The TRAX system has a zero tolerance for ground settlement or movement. Any changes in track alignment or position cause a severe problem with our wheel/rail interface and could lead to derailments or excessive wear, noise and vibration. The trackway is embedded in concrete so correcting for any settlement or ground movement is very difficult and expensive. Also, liability issues will need to be addressed and insurance provided for any tunneling activities under our existing TRAX line.*

**ATTACHMENT E**  
**PUBLIC COMMENT**

# Communication to the Planning Commission



Salt Lake City Planning Division

**To:** Salt Lake City Planning Commission  
**From:** Doug Dansie, Principal Planner  
**Date:** October 18, 2006  
**Re:** October 25 Planning Commission Agenda  
Petitions 410-06-38, 400-06-37, 400-06-38: City Creek Center

---

Salt Lake City has received petitions 410-06-38, 400-06-37, 400-06-38 from Property Reserve Inc. and The Taubman Company requesting approval for the City Creek Center, an approximately twenty five acre mixed-use development generally located between West Temple and 200 East, from South Temple to 100 South. The petitions have been placed upon the October 25, 2006 Planning Commission agenda as an issues only hearing to provide a preliminary review of the project and to discuss the basic issues that will need City approval before construction. The Planning Commission is not being asked to take action on October 25, 2006. The petitions will be on future agendas for more discussion and a final decision.

The specific request includes:

- 1. **Petition 410-06-38** -A planned development/conditional use request to allow a planned development for more than one principle building per lot and a conditional use to exceed the height regulations of 100 feet for mid block buildings in the Central Business (D-1) District. Also, a replacement parking structure on Social Hall Avenue without the required minimum 40% glass or retail at the ground level.
- 2. **Petition 400-06-37** - Master Plan Amendment to the Salt Lake City (1995) Downtown Master Plan and the (1990) Urban Design Element relating to view corridors and vistas along Main Street to allow the construction of a sky-bridge over Main Street.
- 3. **Petition 400-06-38** - A request for a partial street closure to allow the sale of air-rights over a portion of Main Street to allow construction of a skybridge. Also, a request for an underground extension of the existing State Street underpass to connect the proposed City Creek Center with the new Grocery Store and parking structure on Social Hall. Also, the use of public right-of-way to accommodate center-of-the street parking ramps on West Temple, 100 South and South Temple.

Items for discussion include:

1. **Petition 410-06-38** – The site is proposed to have multiple buildings that are interconnected and of various heights.
  - Are multiple buildings appropriate for the site?
  - Does this qualify as multiple buildings since many are interconnected?
  - The proposed project has 4 buildings that exceed the mid-block height limit of 100 feet. Are the heights appropriate? In general: The City has allowed transferring height off the corner when historic buildings are involved and has allowed additional height when the building has a positive impact on the skyline. *which would include?*
  - Is the proposed parking structure on Social Hall acceptable without ground level retail or 40% glass at the ground level? Are there other design options?



## 1995 Downtown Master Plan

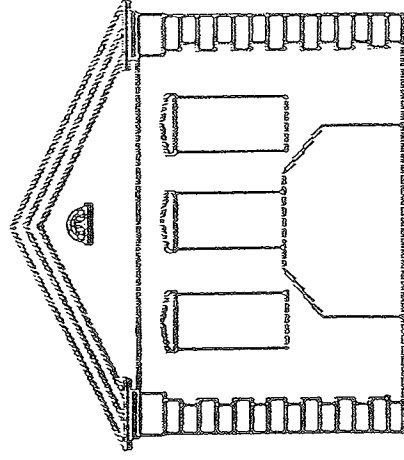
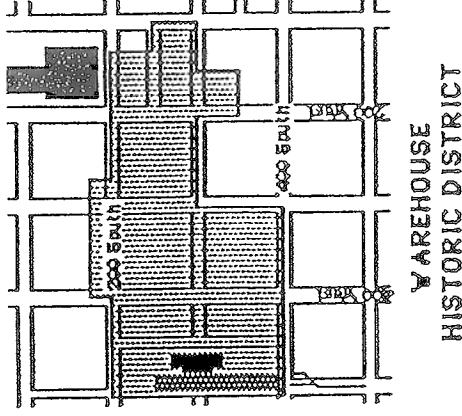
\* Mixed-use zoning should be applied to the area adjacent to Pioneer Park. Previous plans have called for the enhancement of existing residential and the introduction of new residential populations into this underutilized area. This zoning does not need to require residential as the host use, but it should retain a residential component.

\* Warehouse Historic District: The historical survey for the area surrounding the Rio Grande Depot and Pierpont areas has been done and indicates a potential for an important Historic District. Such designation would enhance the existing character of the area, providing architectural protection and insuring compatibility of new development. Importantly, historical designation provides a "theme" for the area, inviting reinvestment capital and providing an "Avant-Garde" area for the arts to thrive.

\* Temple Square / City-County Building / Cathedral of the Madeleine / State Capitol View Corridors: These buildings represent the most architecturally and historically significant buildings in the City. They provide an immediately recognizable image to residents and tourists. A view corridor would "red flag" new construction that interferes with significant views and subject it to design review. This will insure the continued view amenity of these important buildings.

\* View Corridors: Views from Downtown to the mountains and major landmarks should also be preserved. Skywalks or other obstructions that would block view corridors are prohibited on Main Street, State Street, South Temple, 200 South and 300 South and are discouraged on other streets except in extenuating circumstances.

\* Gateways: Changes in zoning should be made to enhance the entry into Downtown on major streets. These changes include landscaped setbacks, land use controls and prohibition of billboards.



Historic Social Hall

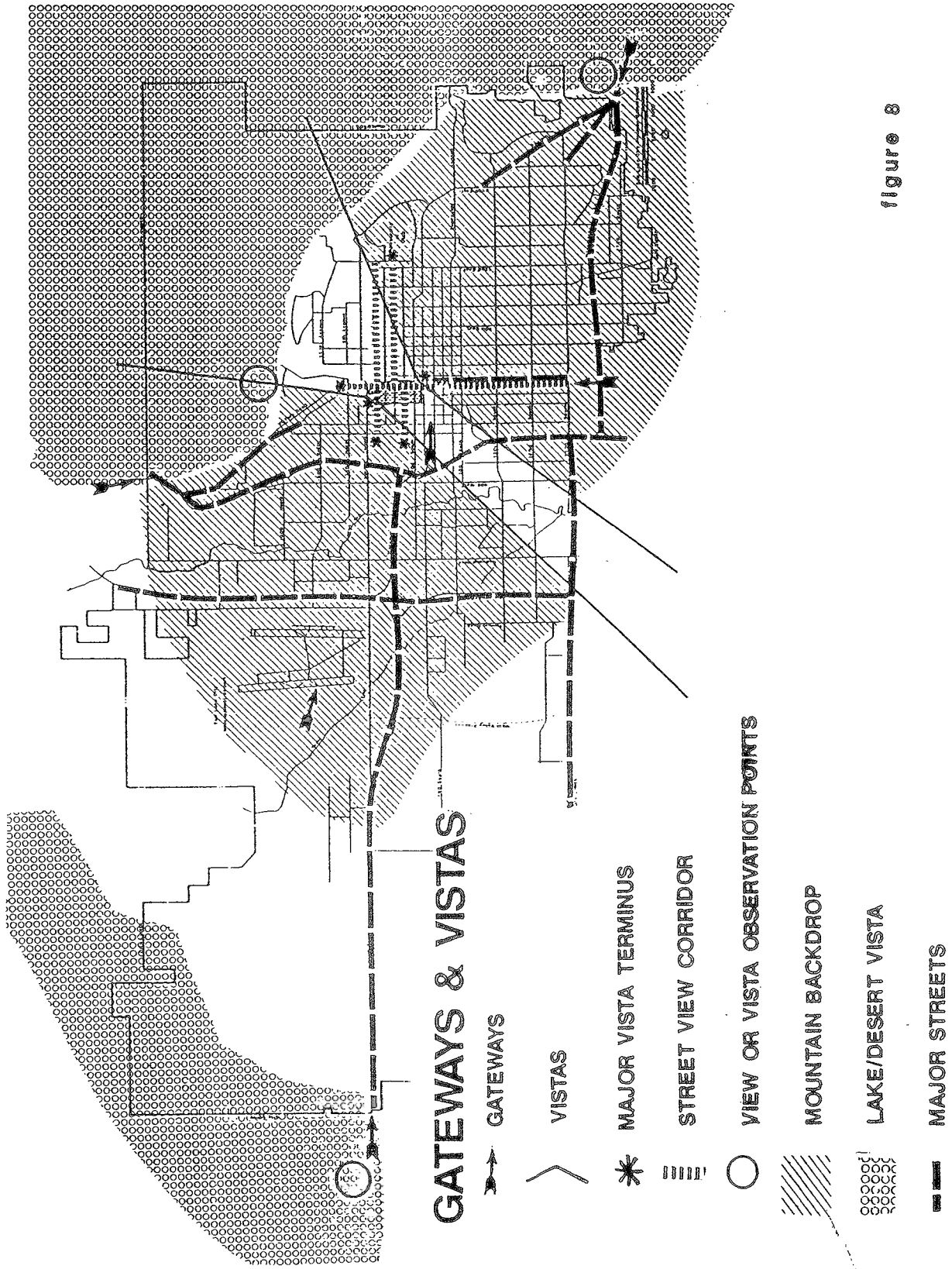


figure 8

NOV 20 2006

C7

LAW OFFICES OF  
**NELSON CHRISTENSEN & HELSTEN**  
A PROFESSIONAL CORPORATION

68 SOUTH MAIN STREET, 6<sup>TH</sup> FLOOR  
SALT LAKE CITY, UTAH 84101  
TELEPHONE (801) 531-8400

BRADLEY R. HELSTEN

FACSIMILE  
(801) 363-3614

November 15, 2006

Peggy McDonough,  
Chairperson  
Salt Lake Planning Commission  
451 South State Street, Room 406  
Salt Lake City, Utah 84111

RE: City Creek Center Project

Dear Ms. McDonough and Commission:

My law firm, Nelson Christensen & Helsten, is located at 68 S. Main Street in Salt Lake City. My business will be significantly impacted by the proposed changes for downtown Salt Lake City as proposed in the City Creek Center Project. As one of the owners of property in the immediate vicinity of the Project, I am writing to express support for the Project. I urge the Commission's approval of the City Creek Center Project as presently proposed by the owner, Property Reserve, Inc. I have reviewed the plans and proposals for the Project as presently envisioned by the owner. I believe that the Project is necessary and important to the revitalization and preservation of a vibrant downtown Salt Lake City despite the short term inconveniences that it will impose upon me, my partners, employees, clients and to others similarly situated. Specifically, I support the proposed construction of a pedestrian bridge across Main Street. I have also considered its historic significance, but also support the demolition of the First Security Bank Building as proposed. Many colleagues of mine who occupied that building over the years have expressed relief that the seismically unsound and dysfunctional structure will be demolished and replaced with something more suitable to the inevitable event of earthquake. I believe the owner has carefully reviewed the economic feasibility of the Project. I respectfully urge the Commission to give deference to the expertise and plans of the owner in undertaking such a significant project for the benefit of the community.

Sincerely,

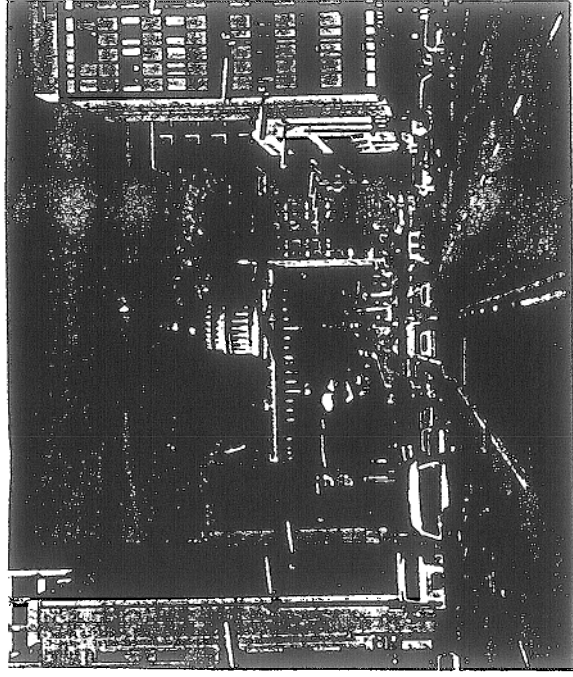
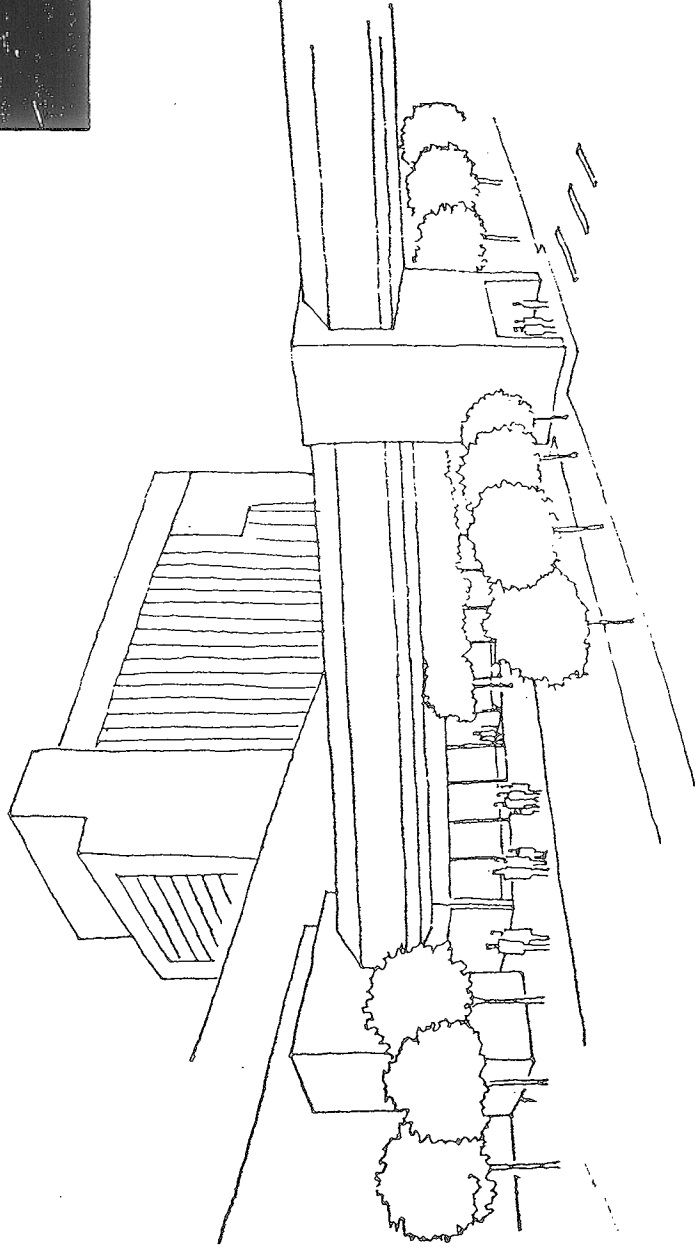


Bradley R. Helsten

cc: Salt Lake City Commission, room 304

- Acquire lands now for future vista or view parks in the city's foothill areas.

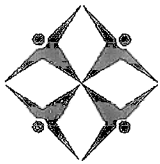
The use of skybridges should be carefully planned. Skybridges on streets identified as "major view corridors" should be prohibited.



To Members of Salt Lake City's Planning Commission  
From Cindy Cromer  
Re Downtown Rising or Downtown Razing?  
10/25/06

The proposals before you "undo" the past twenty years of work on view corridors, urban design, and pedestrian orientation. It is unlikely that I will be able to explain my major concerns in the time available. They are outlined here in hope that you will review them as you evaluate the proposals.

- The petitioners are requesting concessions from adopted plans and ordinances. The requested exceptions are huge in their impact and we have been working on the issues of view corridors, urban design, and pedestrian orientations for more than 20 years. It is as if these petitioners haven't been living here. Other developers have finally stopped asking for the exceptions requested by these petitioners.
- So, how will you justify these exceptions? What will you say to the next developers who want the same thing?
- Petition 410-06-38 Height at mid block: Salt Lake's pattern of development has been to anchor our large blocks with the tallest buildings. This pattern has served us extremely well. (1) The large expanses of asphalt at intersections are balanced by our tallest buildings. (2) With the tallest buildings on the corners, light penetrates into the center of our massive 10-acre blocks. (3) Views are protected both to and from the tallest buildings and through the 10-acre blocks. (4) The buildings on the corners establish a pattern or rhythm of structures along our broad streets. This pattern of locating the tallest buildings on the corners characterizes our Downtown. It also extends east through the East Downtown and into the residential area east of 700 East. The proposal is not compatible with the historic pattern or rhythm of buildings in Salt Lake.  
Lack of retail or windows at ground level: The model and video suggest that Social Hall is to be a pedestrian corridor. It is far from pedestrian friendly currently. Why would you approve anything that would reduce its pedestrian orientation?
- Petition 400-06-37 and -38 Sky bridge: Calling this structure a "sky bridge" is a misnomer. It is no where near the sky, and that is the problem. By locating it only 1-2 stories above the ground, the developers propose maximum interference with the views of pedestrians walking up and down Main Street. It will remove pedestrians from street level and reduce pedestrian traffic up and down Main Street. The sky bridge keeps pedestrians hostage in the developers' project instead of directing them to the public street where they might wander to a shop not leased by the developers. The bridge would be less problematic if it were a tunnel or if it linked two high rise buildings above say the 10<sup>th</sup> floor. Again, the petitioners are asking that we undo over 20 years of effort to declutter our magnificent views.



**Salt Lake  
Chamber**  
Utah's Business Leader™

175 East 400 South, Suite 600  
Salt Lake City, Utah 84111  
801.364.3631 • Fax 801.328.5098  
[www.saltlakechamber.org](http://www.saltlakechamber.org)

---

November 14, 2006

Peggy McDonough, Chairperson  
Salt Lake City Planning Commission  
451 South State Street, Rm. 406  
Salt Lake City, Utah 84111

Dear Ms. McDonough:

The Salt Lake Chamber, Utah's largest and longest serving business association, enthusiastically supports the plans for City Creek Center. This premier, mixed-use development will revitalize the very heart of our great city. We urge your support.

For the past six months, the Chamber, in partnership with Salt Lake City, Corp. and others, has been guiding a business-led, regional visioning effort. This effort, called Downtown Rising, has reached out to the public via 220,000 newspaper inserts, a visual preference survey, and several community visioning workshops. Our Web site has received more than 2.2 million hits.

The vast majority of the comments on the Downtown Rising Web site have been directed to the City Creek Center project. These comments have been *overwhelmingly positive*. People love the project and welcome more retail, housing, and office space in Utah's capital city. They love plans for a full-service grocery store and to recreate a water feature in the heart of downtown. When issues of concern have been raised, they have focused on a desire to preserve historic buildings and an interest in keeping selected aspects of the project open on Sunday.

As you review the plans for City Creek Center, please know of the business community's support. We welcome this investment as a major catalyst for city renewal and plan to capitalize on this development to create a prosperous future for downtown. In addition to City Creek Center, we are working with other exiting projects – the 21-story high rise on Main Street, two new TRAX stops, a new federal courts complex, Fidelity Investments Building, numerous housing projects and many other developments – to unify downtown development toward a common theme. We are a city on the rise!

We thank the Planning Commission for your role in helping us to realize this vision. Together, we can build a downtown that is beautiful, prosperous, community-focused and green.

The business community stands ready to help make this vision a reality.

Sincerely,

Lane Beattie  
President and CEO



SALT LAKE  
**Downtown Alliance**  
an affiliate of the Salt Lake Chamber

175 East 400 South, Suite 600  
Salt Lake City, Utah 84111

t: 801.359.5118  
f: 801.328.5098

[www.downtownslc.org](http://www.downtownslc.org)

November 13, 2006

Mayor Rocky Anderson  
Mayor, Salt Lake City Corporation  
451 South State Street  
Salt Lake City, Utah 84101

Dear Mayor Anderson;

I am writing to communicate the enthusiastic support of the Board of Trustees of the Downtown Alliance regarding the proposed City Creek mixed-use development in downtown Salt Lake City.

We are immensely excited by the project and the transformative impacts it will have in the heart of our city and downtown. City Creek meets many of the long-held planning and development goals of our City such as opening up the blocks to pedestrian activity, anchoring the Main Street core with three department stores, adding over 250,000 square feet of specialty shops, creating a wide variety of new downtown living opportunities, bringing a full-service grocery store to the downtown core, placing the site parking underground, and adding dramatic and beautiful landscaping to our city center.

The project will certainly have a catalytic effect on other downtown developments that will add their personality and other uses to the downtown area. We believe that the City Creek project is an extraordinary mixed-use urban development that will set the course of downtown growth and progress for decades to come.

We pledge our support and resources to help with communicating this project and others to the public in a way that encourages people to continue patronizing downtown during the construction phase, as well as creating activities and opportunities for the public to enjoy downtown in this interim period.

Again, we congratulate the owners, developers and designers of the City Creek project, and look forward to learning more about the details of the project in the coming months.

Sincerely,

Tom Guinney  
Chairman, the Downtown Alliance

cc: Salt Lake City Council  
Salt Lake City Planning Commission

# NORDSTROM

October 24, 2006

Mr. Louis Zunguze  
Director of Community Development  
451 South State Street, Room 404  
Salt Lake City, UT 84111

Re: Pedestrian Bridge Connector - City Creek Center -Salt Lake City, Utah

Dear Mr. Zunguze,

We understand that the city is considering the approval of a pedestrian bridge connector between Blocks 75 and 76 as part of the proposed downtown Salt Lake City Creek Center development. We wanted to take this opportunity to communicate our belief that the connection between the blocks will contribute greatly to the vitality and success of City Creek Center. The ability for shoppers to seamlessly walk stores on both levels of the development will create a natural flow of traffic benefiting the entire project. Without the pedestrian bridge, pedestrian activity will be severely limited on the second level resulting in an adverse affect on retail shopping activity.

It is our experience that multiple entrance opportunities on all levels of a project result in higher shopping activity for everyone involved. We are a part of projects which include pedestrian bridges. Our store in downtown Seattle is linked to Pacific Place Mall via a pedestrian bridge. Our top floors and the upper floors of Pacific Place would not achieve the sales per square foot that they do without such a link. In the Scottsdale Fashion Square project, our store is connected to the mall across a major boulevard by a pedestrian bridge that includes shopping. This is the best scenario of all as it provides a terrific shopping function between what would be essentially separate projects. We would hope the bridge at City Creek Center would include shops or dining.

Like you, we are interested in Salt Lake City Creek Center becoming a world-class shopping destination that will draw many visitors and residents to downtown. Based on our retail experience, creating an accessible and convenient shopping environment requires the addition of the proposed pedestrian bridge and is a critical element to the success of the project.

Thank you for the opportunity to share our thoughts with you.

Sincerely,



David P. Lindsey, FAIA  
Vice President  
Store Planning & Architecture  
Nordstrom  
(206) 303-4301



RECEIVED

OCT 25 2006

**Federated**  
DEPARTMENT STORES, INC.

HARRY G. KOEHLER  
OPERATING VICE PRESIDENT  
SITE PLANNING & TRAFFIC

PHONE: 314-342-6465  
FACSIMILE: 314-342-4374  
E-MAIL: harry\_koehler@May-Co.com

October 24, 2006

Mr. Louis Zunguze  
Director of Community Development  
451 South State Street, Room 404  
Salt Lake City, UT 84111

Re: Pedestrian Bridge Connector – City Creek Center – Salt Lake City, Utah

Dear Mr. Zunguze:

We understand that you are deliberating the merits of a pedestrian bridge connector between Blocks 75 and 76 as part of the proposed downtown Salt Lake City Creek Center development. We believe a pedestrian bridge connector between Block 75 and Block 76 is a critical and essential element of the place we are all striving to create at City Creek Center.

The successful operation or chemistry between Block 75 and 76 will be predicated on the successful interrelationship of those spaces on both levels of the development. The shopper, visitor, resident or worker must have the ability to shop, browse or simply walk between the blocks on both levels in a seamless realm of shops, park areas and streetscapes; they should also have the ability to park on either block and be assured that they can navigate between the blocks on both levels of the development.

Failing to provide a pedestrian bridge connector between Blocks 75 and 76, terminates the second level pedestrian activity on both blocks at a wall on Main Street, and requires a vertical transition between the second level and the ground or main level. The advantage of entering the upper level of City Creek Center on South Temple Street and walking through the City Creek Center space across to the Nordstrom's store court is lost. Conversely, direct pedestrian connections to the main level of City Creek Center are provided along South Temple Street, Main Street and from points along South Street.

To that end, our experience has revealed that pedestrian activity on the upper level of an urban shopping development is 60 - 65 percent of that observed on the ground or main level of the project due to the multiple entrance opportunities and ground level relationships with street level activity surrounding a typical project (as will be the case at the City Creek Center site). Additionally, we believe that once pedestrians have made the

Mr. Louis Zunguze  
October 24, 2006  
Page Two

transition to the ground level, and in this case crossed Main Street, they will more than likely continue walking on the ground or main level of the project on the next block. This forced form of pedestrian movement will result in less activity at the second level Main Street end of the walkways on both blocks and have an adverse impact on retail shop activity in these areas of the project.

We cannot afford to isolate the upper level buildings and open spaces on Blocks 75 and 76 of City Creek Center; we must work to create an interconnected network of pedestrian walkways on both levels of the project. A delicate, high-quality architecture, pedestrian bridge connector, spanning between Blocks 75 and 76, will assure that both levels of City Creek Center will capture the pedestrian activity that we all desire.

Thank you for this opportunity to provide our comments. Please feel free to call if you have any questions or require any additional information.

Sincerely,



Harry G. Kehler  
Operating Vice President  
Site Planning & Traffic

November 8, 2006

Re: Petitions 410-06-38, 400-06-37, 400-06-38 (City Creek Center)

My name is Jim Christopher. I am unable to attend the November 8<sup>th</sup> Issues Only Hearing on the above petitions, but I want to urge the Planning Commission to gather all of the detailed information and to take whatever time is needed to fully analyze the specifics of the 3 petitions submitted by Property Reserve Inc.

It is extremely difficult (if not impossible) to fully understand the ramifications and community impacts of granting approval of these requests. All of these requests are site specific and cannot be fully analyzed without more detailed information - such as the impacts of above and below grade pedestrian circulation, blank walls on parking structures at street level, and access to underground parking from center-of-the-street ramps.

At the October 25<sup>th</sup> meeting, members of the Planning Commission made a plea for more public input on these requests. I agree that more public input is critical. Professional input is also critical to this process in the form of peer review by internationally recognized professionals in the disciplines of urban design and architecture. This is not a new, revolutionary concept. It has been, and continues to be, a very useful tool for many cities in their evaluation of major projects.

Blanket approval of these 3 petitions would be inappropriate at this time. The petitioners should provide additional information related to specific design solutions in order for the Planning Commission, a peer review panel, and the community at large to fully comprehend the impacts of granting these requests.

Jim Christopher  
252 South 200 East  
Salt Lake City, Utah 84111

364-4661

To Members of Salt Lake City's Planning Commission  
From Cindy Cromer  
Re **Downtown Rising or Downtown Razing?**  
10/25/06

The proposals before you "undo" the past twenty years of work on view corridors, urban design, and pedestrian orientation. It is unlikely that I will be able to explain my major concerns in the time available. They are outlined here in hope that you will review them as you evaluate the proposals.

- The petitioners are requesting concessions from adopted plans and ordinances. The requested exceptions are huge in their impact and we have been working on the issues of view corridors, urban design, and pedestrian orientations for more than 20 years. It is as if these petitioners haven't been living here. Other developers have finally stopped asking for the exceptions requested by these petitioners.
- So, how will you justify these exceptions? What will you say to the next developers who want the same thing?
- Petition 410-06-38 Height at mid block: Salt Lake's pattern of development has been to anchor our large blocks with the tallest buildings. This pattern has served us extremely well. (1) The large expanses of asphalt at intersections are balanced by our tallest buildings. (2) With the tallest buildings on the corners, light penetrates into the center of our massive 10-acre blocks. (3) Views are protected both to and from the tallest buildings and through the 10-acre blocks. (4) The buildings on the corners establish a pattern or rhythm of structures along our broad streets. This pattern of locating the tallest buildings on the corners characterizes our Downtown. It also extends east through the East Downtown and into the residential area east of 700 East. The proposal is not compatible with the historic pattern or rhythm of buildings in Salt Lake.  
Lack of retail or windows at ground level: The model and video suggest that Social Hall is to be a pedestrian corridor. It is far from pedestrian friendly currently. Why would you approve anything that would reduce its pedestrian orientation?
- Petition 400-06-37 and -38 Sky bridge: Calling this structure a "sky bridge" is a misnomer. It is no where near the sky, and that is the problem. By locating it only 1-2 stories above the ground, the developers propose maximum interference with the views of pedestrians walking up and down Main Street. It will remove pedestrians from street level and reduce pedestrian traffic up and down Main Street. The sky bridge keeps pedestrians hostage in the developers' project instead of directing them to the public street where they might wander to a shop not leased by the developers. The bridge would be less problematic if it were a tunnel or if it linked two high rise buildings above say the 10<sup>th</sup> floor. Again, the petitioners are asking that we undo over 20 years of effort to declutter our magnificent views.

Extension of the underpass: Extending the underpass can only reduce the number of people at ground level. We are undoing the effort of the Walkable Communities.

- Demolition of Historic Buildings: You are not being asked to address the proposed demolitions. BUT you do have authority over the requested exceptions. If you don't approve the requests under the conditional use, then perhaps the developers will rethink the demolitions.

The Inn: Unusual for its date of construction, the Inn will be gone in a matter of a couple of weeks, even before you vote on the petitions. We have very few structures from the Depression Era, for obvious reasons. This building does not compete with the delicate structure on the southwest corner of the Temple block and its subdued classical features offer an interesting contrast to Symphony Hall. Will the replacement building accomplish as much?

First Security Bank: This is the birthplace of economic development in Salt Lake and of course the entire region. It is ironic that the petitioners propose to revitalize Downtown by breaking this link with 150 years of financial history. The bank building itself is part of that pattern of important buildings at the corners that characterizes Downtown and it is significant architecturally.

So far, I have complained about what the petitioners want to *undo*. Salt Lake City has however failed to *do* what it promised in the City's Strategic Plan (1993). The City committed to "provide financial incentive and technical support for the preservation of historically significant commercial and residential properties" (p. 11). It hasn't done that except with transfer of development rights. Obviously, these petitioners think that they can get approval for their mid-block buildings **without preserving** the First Security Building or the Inn. So, my question is "What are we getting in exchange for what we are being asked to give up?"

Finally, an historical perspective: We have not been able to replace the sidewalks and add planter boxes Downtown without destroying small businesses. The construction of TRAX along Main Street occurred at the expense of more small businesses. We could not beautify Main Street or insert light rail without exterminating small businesses. How many small businesses will not survive the disruption required by the construction of City Creek Center?

Paterson, Joel

---

**From:** Hansen, Tami  
**Sent:** Tuesday, November 21, 2006 4:47 PM  
**To:** Paterson, Joel  
**Subject:** FW: City Creek Center  
**Categories:** Program/Policy  
**Attachments:** CityCreekCenterThoughts.wpd

Tami Hansen

---

**From:** Peggy McDonough [mailto:Peggy.McDonough@GouldEvans.com]  
**Sent:** Tuesday, November 21, 2006 4:46 PM  
**To:** Hansen, Tami  
**Subject:** FW: City Creek Center

Tami,

Will you please make sure Joel Paterson gets this for the City Creek packet for the 29th of November?

Thanks!

Peggy

---

**From:** Tony Weller [mailto:tony@samwellers.com]  
**Sent:** Tuesday, November 21, 2006 4:41 PM  
**To:** Peggy McDonough  
**Subject:** City Creek Center

Here you go, Peggy. I sent it to the Downtown Rising web site as well.

Pasted below and attached.

Thanks,

Tony

Dear Downtown Leaders:

I am pleased with nearly all of what i have heard about the City Creek Center and look forward to its completion eagerly. Below i have listed a few concerns i have:

Please ensure that construction is performed in a manner that prevents street closures and keeps TRAX

11/21/2006

running. I'd like to survive the construction to enjoy the final project. Don't permit urgent please from developers to cause deviation from the principle of preserving what is already here and working.

The design is a bit too inward. The nicest elements are internal and mostly shielded from surrounding properties by the proposed buildings.

I like that the stream will be brought up and urge you to design it as naturally as possible. Please minimize concrete and throw away rulers. Let it appear natural. Where natural water isn't available, please consider xeriscaping. This is a great opportunity to set a nice example for what is an increasingly water challenged community.

The skybridge seems to be a way to keep pedestrians in this development and away from surrounding areas. It contradicts the expressed idea that this development is designed to anchor the whole neighborhood. Please reject the skybridge. It is not "impossible" for this to work without the bridge

Thank you for getting Harmon's as the grocery store. Please consider the merits of local businesses and the principles behind local economies. As well as you are able, strive to give priority to locally owned companies. They are far better for the economy. Better than three times as much of what is spent in local businesses stays in the local economy, as compared to what remains when one shops at non-local businesses.

Please let the parking be inexpensive and make certain that the property owners do not limit access to parking validations the way it happened on block 57. There was a time when all citizens, businesses and parking lots used one validation. It worked really well. Malls were the first to opt out and to a large degree, mall owners are responsible for the loss of that effective system.

Don't strike any agreements anent leases with Gateway. That Gateway owners are even willing to express their fear that the City Creek Center might take a few of their retailers is hypocritical since that is exactly what they said they wouldn't do, but did, to Main Street. I call the money Gateway received corporate welfare but in the news they have spun it as though they're some subsidized charity deserving protection. What crap. At least the Church and Taubman are using their own money.

Last, though it goes against the grain of status quo beliefs about property but if this development drives up the cost of adjacent properties, it will damage many businesses. This is a difficult issue but it is property inflation that wrecks neighborhoods and eventually we will need to figure out how to address it if we ever hope to put an end to the demise and redevelopment of urban centers. This suggests new funding mechanisms for the municipalities that are all too prone to view property inflation as a good thing. Can't we tax out of state owners to induce more local property ownership? When will we decide to tax or fine those whose practices lead to blight? Maybe a special tax credit could be devised for owner occupancy.

Thanks for taking the time to consider these views.

Yours sincerely,

Tony Weller

Paterson, Joel

---

**From:** altapac@aol.com  
**Sent:** Tuesday, November 21, 2006 10:00 AM  
**To:** Paterson, Joel  
**Subject:** Sky Bridge

Joel,

I understand you want public comments on the City Creek development. I have discussed the sky bridge issue a little with Eric Jergensen. My first opinion was it wasn't a good idea because of the view corridor issue. But I was down at Gateway and saw how they dealt with the two level mall (?) with bridges and escalators and I think it works pretty well. I think if it were an open not enclosed sky bridge it would have less of an impact. I also think it would be better to be at an angle to the street, not perpendicular, would give it some interest. This all has a lot to do with whether the development is enclosed or not and I'm not sure they know that. They have made a presentation at the GACC in November and it was very well received. The issues seemed to be taking down the old buildings. I think people like the investment the church is making and want this to be attractive and succeed.

Phil Carroll  
328-1050 ex 4

---

[Check out the new AOL.](#) Most comprehensive set of free safety and security tools, free access to millions of high-quality videos from across the web, free AOL Mail and more.



Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Monday, November 20, 2006 11:26 AM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name: Jill Van Langeveld  
Email: jill.van@hotmail.com

Comments: Overall I'm in favor of the City Creek Center proposal with two exceptions. Well there are three but the Inn at Temple Square is coming down. (1)If there is any way that the First Security Bank Building could be retro fitted to be part of the project I would be very happy. I love to go to Europe and see their beautiful old buildings. They save their heritage, not tear it down. (2)The other concern I have is the sky bridge. The only skybridge that I have used or seen first hand, was the one in Ogden which is no longer there. I was unimpressed. I would not like to see them spanning our wide streets in downtown Salt Lake City. From what I've read, Taubman hasn't given any figures for pedestrian flow and why it is so important to the project. When the traffic light was added to Main St. at 300 North, there were studies to show exactly how the flow of cars would be affected. I get the impression that they want to trap us on the second level and not let us down until we buy, buy, buy. Could something else be planned as a special "draw" to get people to want to go to the west development second floor like a special garden where we could sit, visit and relax after lots of walking/shopping? The LDS Church creates wonderful gardens.

My mother who is 83, thinks that the skybridge might be helpful in crossing our wide Main Street. She is still very spry but do you have plans for easy surface crossing from one side of Main Street to the other?

Paterson, Joel

---

**From:** Art&Jaynie Brown [artandjayniebrown@gmail.com]  
**Sent:** Monday, November 20, 2006 12:59 PM  
**To:** Paterson, Joel  
**Subject:** sky bridge

Dear Joel,

We are highly in favor of a sky bridge to connect the two malls, and feel it would be in everyone's best interest. We must keep downtown alive, and after listening to presentations at my Avenues Community Council feel that is a necessary element. I'm not worried about blocking the view. It is to be quite transparent, and I've lived here 20 years and never even thought of standing on Main Street and spending time gazing at Ensign Peak. So I urge you to vote to allow its construction. And I have no vested interest in the building of the sky mall -- just a concerned citizen who has seen other downtown cities deteriorate. Thanks, Jaynie Brown

Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Sunday, November 19, 2006 12:24 PM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name: L. R. Gardiner, Jr/

Email: raygardiner@earthlink.net

Comments: I fully support the Downtown Malls project as presently presented and I STRONGLY support the proposed skybridge over main street between the two malls. It is absolutely necessary and a skybridge should have been installed between the present malls. Mayor Anderson's opposition is without any substantive basis. Further, I believe the mvoement to require retention of the old Deseret Building (First Security Bldg) is also wrong. We do not need another old building fowling up progress downtown! I live at the head of South Temple (Laurel Street) and downtown is my preferred shopping/business location. It needs updating and completely redoing and this new mall will be a marvelous improvement to Salt Lake. I am tired of having to drive out to Sandy to get what I want and look forward to this great improvement!

Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Sunday, November 19, 2006 12:12 PM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name: Michael Hughes

Email: hesmichael@comcast.net

Comments: I do not believe a skybridge is necessary to this project, and would set a dangerous precedent. The sale of sky-rights is not something the City should allow. Changing the City's master plan to allow skybridges would have a negative net effect on a long term basis. The closure or privatization of any street in the downtown area is not necessary nor something the city should allow.

I believe the sale of Main Street from South Temple to North Temple to the LDS Church was unnecessary and has had a delitorious effect on downtown traffic flow and has taken away from the traditional downtown feel and added to the chism between the City's LDS and non-LDS populations. The allowance of a skybridge would also take away from a traiditional downtown feel, would impede traffic flow, and would be another example of the LDS church getting their way at the expense of the non-lds population of Salt Lake City which is actually the majority.

## Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Thursday, November 16, 2006 5:41 PM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name: Pierre Langue  
Email: plangue@axisarchitects.com  
Comments: Why should the requirement for glass, retail or office be waived? Do we want  
Downtown to be deserted even more?  
Pierre Langue  
Architect

Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Friday, November 10, 2006 8:22 PM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name :

Email:

Comments: I think the Downtown Malls Project will benefit us in different ways. I am sort of happy that it's being put into action. I think it will look nice when it is done.

Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Tuesday, November 07, 2006 9:59 AM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name: Michelle LeBaron  
Email: lebaronm@gmail.com

Comments: I love the City Creek Project but feel it is short sighted in closing on Sunday for our out-of-town visitors. We cannot overcome the perception that Salt Lake is lacking in "things to do" if we shut down a two block area across from the convention center, one day each week. With thousands of out-of-town attendees requiring restaurants and shopping, this aspect needs to be re-addressed if we hope to attract additional business to Salt Lake to support all the restaurants, hotels, and shops that depend on out-of-state monies year round to keep them in business.

The area outside the designated "church buffer zone for alcohol" needs to be given consideration and if that means increasing the availability of restaurants that can serve both food/alcohol to the 200 west side, to make up for the lack thereof on the South Temple and City Creek project interior, we need to address this issue.

Thank you.  
Thank you.

## Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Thursday, November 02, 2006 9:23 AM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

**Name:** Brent Anderson of Arvada (Denver), CO  
**Email:**

**Comments:** Good project. Outshines anything I've seen in Denver, Seattle or Minneapolis (cities I work in). The Deseret building needs to go. It's an eyesore and a deathtrap. The proposed WTC Salt Lake should go on West Temple between 1st and 2nd South if only 30 floors, or on the corner of Main and 2nd South. Shoot for 40+ stories there. Many shop in the ZCMI Center and Crossroads won't be able to afford Taubman after City Creek is built. They should relocate to the south side of 1st South and along Main between 1st and 2nd South as an extension of the shopping district.



## Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Tuesday, October 31, 2006 5:29 PM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name: John V.

Email: makid1001@yahoo.com

Comments: I completely support the project and wish that it is only expanded upon. Increase the residential and increase the office buildings. This will increase the number of people downtown as well as increase the desireability of the city as a whole to new companies. I do think that the skywalk over main street needs to be put in. The view is not going to be obstructed by the bridge more then it will by any new construction in the area.

I think that all plans should be accepted and encouraged to be increased in size. We need more residential and we definately need a new tallest building for SLC.

## Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Thursday, October 26, 2006 1:43 PM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name: Denise Chancellor  
Email: tchancellor@comcast.net

Comments: City Creek Mall developer, Taubman, says it is "mandatory" that it be permitted to build a sky bridge " which it euphemistically calls "a people connector." First, neither the LDS church nor Taubman will walk away from this critically important Church project if the City adheres to its existing master plan and ordinances and disapproves the sky bridge. I urge the Planning Commission not to be bullied into giving Taubman and the Church an exemption. Second, as far as I am concerned, a "people connector" is a street level pedestrian crossing. This would be a connector that would not obscure corridor views, would be handicapped accessible, and would not create the animosity among Mormons and non-Mormons that the sale of Main Street engendered (i.e., selling the public short and giving into the Church's demands). The Planning Commission should take notice that sky bridges in other cities have not worked and are being removed. Finally, the design alone, as shown on Taubman's schematic (too cute and fussy), is reason enough to kill this sky bridge proposal.

Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Thursday, October 26, 2006 1:43 PM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name: Denise Chancellor

Email: tchancellor@comcast.net

Comments: City Creek Mall developer, Taubman, says it is "mandatory" that it be permitted to build a sky bridge which it euphemistically calls "a people connector." First, neither the LDS church nor Taubman will walk away from this critically important Church project if the City adheres to its existing master plan and ordinances and disapproves the sky bridge. I urge the Planning Commission not to be bullied into giving Taubman and the Church an exemption. Second, as far as I am concerned, a "people connector" is a street level pedestrian crossing. This would be a connector that would not obscure corridor views, would be handicapped accessible, and would not create the animosity among Mormons and non-Mormons that the sale of Main Street engendered (i.e., selling the public short and giving into the Church's demands). The Planning Commission should take notice that sky bridges in other cities have not worked and are being removed. Finally, the design alone, as shown on Taubman's schematic (too cute and fussy), is reason enough to kill this sky bridge proposal.

## Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Thursday, October 26, 2006 11:36 AM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name: Kevin L Astle, M.D.  
Email: klastle@msn.com

Comments: I am a resident of Murray, I grew up in the Salt Lake Valley (Sandy). Some of my earliest memories are going "downtown" shopping (before malls existed). I am excited by the plans as I have reviewed them. I personally would anticipate bringing my family for shopping and entertainment frequently. I find the proposed plans to be a vast improvement over current facilities. I am strongly in favor of a sky bridge over Main Street. It would promote free movement between sides of the development. Without a bridge, visitors would be forced to take a lengthy detour to descend to street level, cross through traffic, then reascend. Such extra work would discourage the free flow of pedestrians between halves of the project. A skybridge crossing would offer a safety advantage- particularly for the elderly and for families with children (like mine), avoiding street level motor traffic. I believe concerns over "entrapping" visitors in the upper level and diminishing street level activity to be groundless. Any visitors to the second level would of course first have to travel the first level. The viability and vibrancy of street v. second level offerings will hinge on the attractiveness of each to visitors, not on the presence of a sky bridge. Visitors will seek out what interests them. Providing easy, convenient movement within the facility will only help all businesses involved. Indeed, without a connection, the two sides risk some of the same problems that commercially doomed the current facilities. If difficulty moving between portions of the development results in shoppers going elsewhere, the city will fail in its primary goal of restoring downtown as a focus of commercial and cultural interest. I agree with the developers in that I feel a skybridge to be vital to the viability of the project. If the project fails commercially, aesthetic beauty is worth little and Main Street level businesses (now slowly dying without a bridge) fail along with it. The developers (with vast experience in such assessments) have made clear their view that a skybridge link is vital to the commercial viability of the project. With regards to interrupted views, I find little merit in concerns about restricted views of the mountains. For the bridge to be a significant view impediment one would have to be standing at ground level immediately south of the structure. Anyone north of it would not be impeded at all; anyone further south would be see an ever smaller bridge with an open view of the street and mountains. Visitors on the bridge would see a currently unavailable birdseye view of Main Street and Ensign Peak. Regardless, may I suggest that visitors will not be drawn to Main Street to see the mountains, but to shop, visit, be entertained etc. Main street currently has no impediment to views of Ensign Peak and is dying commercially and culturally. The city's connection with the mountains, once all the erudite, theoretical dust has settled, will be unchanged by an aesthetically pleasing structure designed so as to complement to surrounding city. An aesthetically beautiful sky bridge might itself become a landmark and a distinctive part of downtown, providing unique overhead views of the Main Street panorama and possibly Temple Square if sight lines were planned carefully. Such a feature would increase the allure of the area independent of pedestrian traffic flow benefits. With regards to the First Security Building. If it can be brought structurally to seismic codes and remodeled into something useful and commercially viable (residential use?) for a reasonable cost, I would dearly love to see the landmark saved. I see it as a worthwhile link to the city's past.

Paterson, Joel

---

**From:** pc.comments@slcgov.com  
**Sent:** Friday, October 20, 2006 6:52 PM  
**To:** PC Comments  
**Subject:** Comments on Downtown Malls project

Name: Michael Vermillion  
Email: mlvermillion@cox.net

Comments: Our retirement and family home is in SLC - let the owners of the 1st Security bldg do what makes sense. An 87 yr old bldg is not an icon - let those who won't allow changes pay for the renovations and assume the liability - see how quickly they back away.

Paterson, Joel

---

**From:** Cindy Cromer [CindyC@vmh.com]  
**Sent:** Thursday, October 26, 2006 4:29 PM  
**To:** Coffey, Cheri; Paterson, Joel; Wheelwright, Doug  
**Cc:** Zunguze, Louis; Dansie, Doug  
**Subject:** conversations since last night's hearing

All-After the hearing, I went up to one of the developers and asked if they understood the relationship between the demolition of historic buildings and the need for height at mid-block. He clearly did not. So I walked him through Cheri's example. (Thanks Cheri. You would be a great teacher.) He asked if the transfer could be from one block to another. I responded that I didn't know but that making that change would be a lot easier than the ones they were asking for.

Then this am at 6:11 the phone rang. It was Mary Richards wanting to interview me for Grant and Amanda's show re the sky bridge. I told Mary that I wanted to see how the developers digested what they had heard last night. And, secondly, that I didn't want to talk about the sky bridge; I wanted to talk about transfer of development rights before the demolitions start.

So, I am hoping that you are explaining to the developers that there is this possessed woman who will oppose with very good reasons their requests for additional height at mid-block. I would be great if they did the math for height on the whole project before they demolish anything.

I will be at the open house arguing that we need more than 4 stories on the north side of the imitation creek. I think the project is too low except where it is too high!

Best wishes and Louis please hire the consultant that Tim is using to relieve some of the pressure on staff. There ought to be some money from all the staff salaries that aren't being paid. c

City Creek Center

Open House  
November 1, 2006

MAIL COMMENTS TO:  
JOEL PATERSON, PLANNING PROGRAMS SUPERVISOR  
451 S. STATE STREET, ROOM 406  
SALT LAKE CITY, UT 84111  
OR SEND E-MAIL TO: joel.paterson@slcgov.com

Name:

DAVID RICHARDSON, AIA

Address:

220 'A' ST.

COMMENTS:

1. PLEASE SAVE THE ZCMI FACADE  
AND THE FIRST SECURITY TOWER
2. PLEASE MAKE THE 1<sup>ST</sup> SO. HAWKINS  
FACADE (& ALL OTHERS) "STREET  
FRIENDLY"

THANKS,  
DAVID R.

## City Creek Center

Open House  
November 1, 2006

MAIL COMMENTS TO:  
JOEL PATERSON, PLANNING PROGRAMS SUPERVISOR  
451 S. STATE STREET, ROOM 406  
SALT LAKE CITY, UT 84111  
OR SEND E-MAIL TO: joel.paterson@slcgov.com

Name: HUGH GRAHAM

Address: 613 So, 1200 EAST SLC 84102

### COMMENTS:

- HOW DO YOU SQUARE THE IDEA OF ~~PARALLEL~~  
DESIGN<sup>ING</sup> CITY CREEK CENTER TO BE UNIQUELY  
UTAH IN CHARACTER (A COMMENT MADE DURING  
THE Q & A SESSION) WITH DEMOLISHING THE  
1ST SECURITY BUILDING? - THE BUILDING  
MAY NOT WORK FOR CLASS A OFFICE SPACE  
BUT IT COULD BE RENOVATED FOR LUXURY  
CONDOMINIUMS AND WORK TO PUT IT ON THE  
NATIONAL HISTORIC REGISTER, ~~AS IT IS~~



## City Creek Center

Open House  
November 1, 2006

MAIL COMMENTS TO:  
JOEL PATERSON, PLANNING PROGRAMS SUPERVISOR  
451 S. STATE STREET, ROOM 406  
SALT LAKE CITY, UT 84111  
OR SEND E-MAIL TO: joel.paterson@slcgov.com

Name: Erin Olson

Address: 123 2nd Ave. #1202 84103

### COMMENTS:

I'm very excited about this project and believe it will turn out wonderfully! My husband and I live in the Canyon Road Towers and we're looking forward to 2011 so we can enjoy all of what has been proposed. I'm also looking forward to hopefully be able to have my own retail spot in the new area, I've been in the fashion & retail industry for 9 years and would like to open a store that carries fashionable modest clothes.

Thanks so much!

# SALT LAKE CITY PLANNING COMMISSION

## City Creek Center Open House

Petitions 410-06-38, 400-06-37, 400-06-38

### Meeting Roll November 1, 2006

<p>NAME: <u>CINDY CROMER</u></p> <p>PRINT NAME: <u>816 E 100 S</u></p> <p>ADDRESS: <u>SLC 84102-4109</u></p> <p>ZIP CODE: _____</p>	<p>NAME: <u>Dina Capel</u></p> <p>PRINT NAME: <u>PO BOX 204</u></p> <p>ADDRESS: <u>SPR, UT 84600</u></p> <p>ZIP CODE: _____</p>
<p>NAME: <u>Islette Gibson</u></p> <p>PRINT NAME: <u>1704 Hubbard Ave</u></p> <p>ADDRESS: <u>SLC</u></p> <p>ZIP CODE: <u>84108</u></p>	<p>NAME: <u>Myron Richardson, AIA</u></p> <p>PRINT NAME: <u>MYRON RICHARDSON</u></p> <p>ADDRESS: <u>76 S STREET 84103</u></p> <p>ZIP CODE: _____</p>
<p>NAME: <u>Lory Ader</u></p> <p>PRINT NAME: <u>4342 So. CAMILLE ST.</u></p> <p>ADDRESS: <u>HOLLADAY, UT</u></p> <p>ZIP CODE: <u>84124</u></p>	<p>NAME: <u>Andrew Ramsay AIA</u></p> <p>PRINT NAME: <u>ANDREW Ramsay</u></p> <p>ADDRESS: <u>2481 Highland Dr.</u></p> <p>ZIP CODE: <u>84106</u></p>
<p>NAME: <u>CHRISTOPHER</u></p> <p>PRINT NAME: <u>252 S 200 E</u></p> <p>ADDRESS: <u>84111</u></p> <p>ZIP CODE: _____</p>	<p>NAME: <u>Faul Miller</u></p> <p>PRINT NAME: <u>653 9th Ave</u></p> <p>ADDRESS: <u>84103</u></p> <p>ZIP CODE: _____</p>
<p>NAME: <u>Alex Baker</u></p> <p>PRINT NAME: <u>1155 E 2100 S 535</u></p> <p>ADDRESS: _____</p> <p>ZIP CODE: <u>84104</u></p>	<p>NAME: <u>DAVE RICHARDS</u></p> <p>PRINT NAME: <u>1120 BROWN LINK</u></p> <p>ADDRESS: <u>84105</u></p> <p>ZIP CODE: _____</p>
<p>NAME: <u>DAVID RICHARDSON</u></p> <p>PRINT NAME: <u>220 A' ST</u></p> <p>ADDRESS: <u>84103</u></p> <p>ZIP CODE: _____</p>	<p>NAME: <u>NEAL STONE</u></p> <p>PRINT NAME: <u>1975 So. West Temple</u></p> <p>ADDRESS: <u>SLC 84115</u></p> <p>ZIP CODE: _____</p>

SALT LAKE CITY PLANNING COMMISSION

City Creek Center Open House

Petitions 410-06-38, 400-06-37, 400-06-38

Meeting Roll November 1, 2006

<p>NAME: <u>ROBERT BUSS</u></p> <p>PRINT NAME: _____</p> <p>ADDRESS: <u>27 UNIVERSITY ST</u></p> <p>ZIP CODE: <u>84102</u></p>	<p>NAME: <u>Karl Holley</u></p> <p>PRINT NAME: <u>4619 Clearview St</u></p> <p>ADDRESS: <u>84117</u></p> <p>ZIP CODE: _____</p>
<p>NAME: <u>Venise Spauldore</u></p> <p>PRINT NAME: <u>Venise Spauldore</u></p> <p>ADDRESS: <u>2114 Hubbard Ave</u></p> <p>ZIP CODE: <u>84108</u></p>	<p>NAME: <u>Scott Holley</u></p> <p>PRINT NAME: <u>29 S. state #816</u></p> <p>ADDRESS: <u>84111</u></p> <p>ZIP CODE: _____</p>
<p>NAME: <u>Tim Campbell</u></p> <p>PRINT NAME: <u>Tim Campbell</u></p> <p>ADDRESS: <u>1987 S. Wasatch Dr, SLC, 84108</u></p> <p>ZIP CODE: <u>84108</u></p>	<p>NAME: <u>Margaret Miller</u></p> <p>PRINT NAME: <u>Margaret Miller</u></p> <p>ADDRESS: <u>653 9th Ave</u></p> <p>ZIP CODE: <u>84103</u></p>
<p>NAME: <u>John R Anderson</u></p> <p>PRINT NAME: <u>John R Anderson</u></p> <p>ADDRESS: <u>2030 Fairdown Ave SLC</u></p> <p>ZIP CODE: <u>84121</u></p>	<p>NAME: <u>Hugh Graham</u></p> <p>PRINT NAME: <u>HUGH GRAHAM</u></p> <p>ADDRESS: <u>613 So. 1200 East</u></p> <p>ZIP CODE: <u>SLC UT 84102</u></p>
<p>NAME: <u>Brad Airmet</u></p> <p>PRINT NAME: <u>Brad Airmet</u></p> <p>ADDRESS: <u>4 Indian Creek Rd</u></p> <p>ZIP CODE: <u>Kamas UT 84036</u></p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: <u>John McDonald</u></p> <p>PRINT NAME: <u>9882 Memorial Dr</u></p> <p>ADDRESS: <u>S Jordan - 84095</u></p> <p>ZIP CODE: _____</p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>

# SALT LAKE CITY PLANNING COMMISSION

## City Creek Center Open House

Petitions 410-06-38, 400-06-37, 400-06-38

### Meeting Roll November 1, 2006

<p>NAME: <u>EMILY CRISBARI</u></p> <p>PRINT NAME: <u>123 2nd Ave, #1202</u></p> <p>ADDRESS: <u>SLC, UT 84103</u></p> <p>ZIP CODE: _____</p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: <u>CITRIS PROBASCIO</u></p> <p>PRINT NAME: <u>751 LAKE ST</u></p> <p>ADDRESS: <u>SLC, UT 84105</u></p> <p>ZIP CODE: _____</p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: <u>Emily Partridge</u></p> <p>PRINT NAME: <u>6245 600E #2 SLC, UT</u></p> <p>ADDRESS: <u>78254</u></p> <p>ZIP CODE: _____</p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: <u>Lyndon Ricks</u></p> <p>PRINT NAME: <u>Lyndon Ricks</u></p> <p>ADDRESS: <u>136 E. South Temple # 2100</u></p> <p>ZIP CODE: <u>84111</u></p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: <u>RALPH EVANS</u></p> <p>PRINT NAME: <u>73 VIRGINIA ST</u></p> <p>ADDRESS: <u>SLC UT 84103</u></p> <p>ZIP CODE: <u>801-558-7483</u></p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>

# SALT LAKE CITY PLANNING COMMISSION

## City Creek Center Open House

Petitions 410-06-38, 400-06-37, 400-06-38

Meeting Roll November 1, 2006

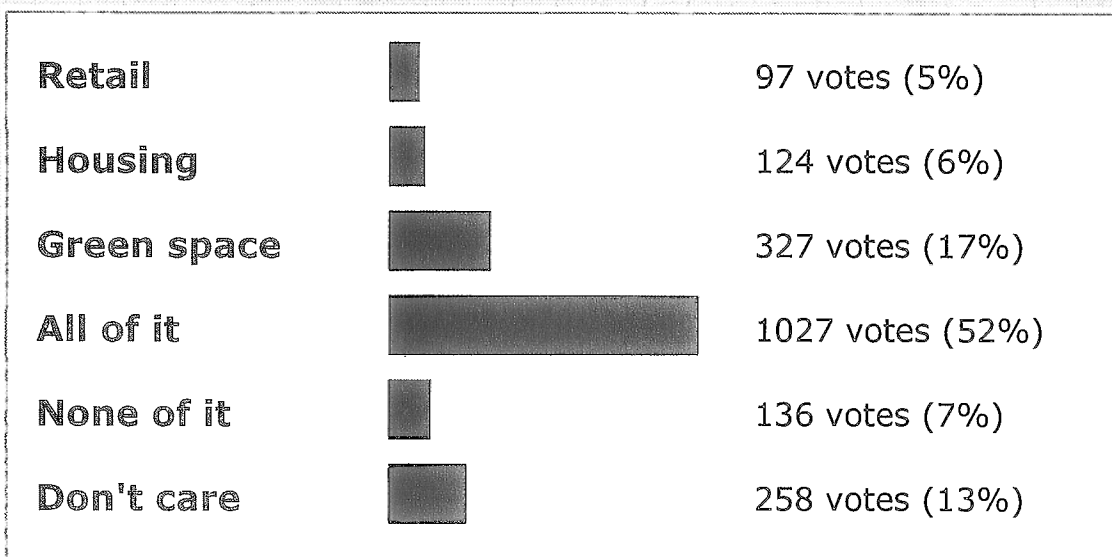
<p>NAME: <u>Mony Ty</u></p> <p>PRINT NAME: <u>3578 S. 100 W.</u></p> <p>ADDRESS: <u>84010</u></p> <p>ZIP CODE: _____</p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: <u>RICHARD WIRICH</u></p> <p>PRINT NAME: <u>BYFORD SHOT</u></p> <p>ADDRESS: <u>65 W. 100 SOUTH</u> <u>SALT LAKE CITY</u></p> <p>ZIP CODE: <u>84115</u></p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: <u>Beth Bauman</u></p> <p>PRINT NAME: <u>1445 Harrison</u></p> <p>ADDRESS: <u>84105</u></p> <p>ZIP CODE: _____</p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: <u>Sharen Hauri</u></p> <p>PRINT NAME: <u>983 Lincoln St SLC</u></p> <p>ADDRESS: <u>84105</u></p> <p>ZIP CODE: _____</p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: <u>Kat Kivett</u></p> <p>PRINT NAME: <u>620 H St</u></p> <p>ADDRESS: <u>SLC 84103</u></p> <p>ZIP CODE: _____</p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>
<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>	<p>NAME: _____</p> <p>PRINT NAME: _____</p> <p>ADDRESS: _____</p> <p>ZIP CODE: _____</p>

D E S E R E T N E W S



## Thanks for voting!

**Question:** Downtown rebuild: What do you like most about the announced plans for City Creek Center?



This is not a scientific poll. The results represent only the responses of those who chose to participate, and do not necessarily reflect the views of the general public.

### Previous poll results



[World & Nation](#) + [Utah](#) + [Sports](#) + [Business](#) + [Opinion](#) + [Front Page](#)

[Daily index](#)

© 2006 Deseret News Publishing Company

**ATTACHMENT F**  
**PLANNING COMMISSION MINUTES**  
**OCTOBER 25, 2006**

**SALT LAKE CITY  
PLANNING COMMISSION MEETING  
In Room 326 of the City & County Building  
451 South State Street, Salt Lake City, Utah  
Wednesday, October 25, 2006**

Present for the Planning Commission meeting were: Frank Algarin, Tim Chambless, Babs De Lay, Robert Forbis, Peggy McDonough (Chairperson), Susie McHugh, Prescott Muir, Kathy Scott, Matthew Wirthlin (Vice Chairperson) and Mary Woodhead.

Present from the Planning Division were: Alexander Ikefuna; Planning Director; Cheri Coffey; Deputy Planning Director, Doug Wheelwright; Deputy Planning Director, Joel Patterson; Planning Program Supervisor, Louis Zunguze; Community Development Director, Nick Britton; Principal Planner, Tami Hansen; Planning Commission Secretary, and Cecily Zuck; Senior Secretary.

**ISSUES ONLY HEARING**

*(This item was heard at 6:21 p.m.)*

Property Reserve Inc. and The Taubman Company requesting approval for the City Creek Center, a twenty acre mixed use development generally located between West Temple and 200 East, from South Temple to 100 South. The specific request will include:

1. Petition 410-06-38 –A planned development/conditional use request to allow a planned development for more than one principle building per lot and a conditional use to exceed the height regulations of 100 feet for mid block buildings in the Central Business (D-1) District.

Specifically Planned development conditional use is required for:

- a. Approval for more than one principle building per lot.
  - b. Approval to exceed height regulations of 100 feet from mid-block buildings in the central business district (D-1).
  - c. To waive the requirement that retail goods, service establishment, and offices/restaurants be provided on the first floor, adjacent to the front property line on Social Hall Avenue.
  - d. To waive the minimum glass requirement on Social Hall Avenue.
2. Petition 400-06-37 – Master Plan Amendment to the Salt Lake City (1995) Downtown Master Plan and the (1990) Urban Design Element relating to view corridors and vistas along Main Street.
  3. Petition 400-06-38 – A request for a partial street closure to allow the sale of air-rights over a portion of Main Street to allow construction of a skybridge.
    - a. Closure of Social Hall Avenue to allow the sale of sub-surface rights to construct an extension of the Social Hall underground pedestrian corridor.
    - b. Partial closure of West Temple and 100 South to allow expansion of the existing median parking ramps, and to provide access to existing sub-surface parking structures.

Chairperson McDonough asked that commentary specifically include the following above three petitions.



Chairperson McDonough recognized that staff member Doug Dansie was absent at the meeting; and Staff member, Joel Paterson would be filling in as Staff representative. She reminded the public this is an ongoing hearing, and certainly not the last hearing on this issue; which will be open in future meetings to take additional public testimony.

Commissioner Muir made note that his architectural firm is involved in the project by doing some tenant improvements, but not in the actual construction aspect. He noted his perspective is not compromised because of this.

Mr. Ikefuna reiterated that this is one of many issues only hearings that the Planning Commission will be conducting until they have received all of the necessary comments pertaining to this project. There will be a link created on the Planning Division website, available to interested citizens who cannot attend the Planning Commission meetings, as a means to provide comments to the Planning Commission. He also noted that before there is a final decision made, all comments will be taken into consideration as a final report is prepared for the final Planning Commission action.

Mr. Paterson noted as a reminder that no decisions will be made by the Planning Commission at this time. Mr. Paterson gave a brief overview of the public process that is required for some of the requests that are being made for the redevelopment of the Main Street malls, known as the City Creek Center. Several requests have been received by the Planning Commission, including Conditional Use applications for:

- a. Additional building height on four sites within the project, which exceed the maximum 100 ft. height limit, in the mid-block area in the D-1 district.
- b. Four residential towers; proposed to be built on South Temple. Two are located between West Temple and Main Street, one located on South Temple between Main Street and State Street, and one on 100 South between Main Street and West Temple.
- c. Multiple buildings on a single parcel.
- d. Modifications/waivers of urban design standards that are incorporated in the D-1 zone:
  1. Waive the requirement of a minimum of 40% glass on street level, along Social Hall Avenue and potentially other areas.
  2. Waive the requirement that the fronts of buildings at street level have retail office space, or restaurant use. (In regards to the parking structure on Social Hall Avenue that will be demolished and rebuilt).
  3. Amend the Downtown Master Plan, and Urban Design Element, relating to view corridors in the Downtown area, as well as skybridge use.

Mr. Paterson reminded the Planning Commission that they are the final decision makers on these requests, however, regarding the Master Plan Amendment and the partial street closures; the Planning Commission will make a recommendation to the City Council who has the final approval authority on these issues.

The transfer of property is an administrative function that rests with the Mayor.

- e. Proposed extension towards the east, for the underground pedestrian walkway underneath State Street into Social Hall Avenue to make a connection with the new parking structure.
- f. New median parking ramps in the center of the streets and expansion of existing ones:
  1. New: South Temple between State Street and Main Streets.
  2. Existing: West Temple that would be expanded, and 100 South between State Street and Main Streets.
- g. Subdivision issues will need to be addressed. Condominium approval will be required, but can be processed administratively.
- h. Relocation request to the Historic Landmark Commission, to remove the historic façade off the ZCMI building, store it, and relocate it in approximately the same area after construction.
- i. Encroachment permit requests for underground vaults.

Mr. Paterson introduced the developers: Property Reserve, Inc. and The Taubman Corporation.

Allan Sullivan (Attorney representing Property Reserve Inc.); Mark Gibbons (President of Property Reserve Inc.), Bruce Heckman (Vice President of development for Taubman Centers), and Ron Lock (Vice President of Planning and Design). Mr. Sullivan asked for a first priority to be given consideration for a skybridge, and final approval for the Social Hall parking structure.

Mr. Gibbons gave an overview of Blocks 74, 75, and 76 (referring to graphics given to Commissioners and Staff in the Staff report packet). Block 74 is also referred to as the Social Hall block; Block 75, the ZCMI Center block; and Block 76 the Crossroads block.

Changes to the above Blocks are as follows:

1. Block 75 and 76
  - a. Reduced office space by, 300,000 square feet.
  - b. Reduce retail space by, 300,000 square feet.
  - c. Add residential component, which would include 480 units not presently in existence.
  - d. Increase parking stall count by 700 stalls, however, current parking will remain at 4,000 stalls during construction.
2. Phase 1 of Block 74 (Social Hall Avenue) would include:
  - a. 55,000 square foot grocery store (Harmon's).
  - b. 50-100 residential units.
  - c. 300 parking stalls, to accommodate specific development in that area.

Demolition proposed on Block 76 would begin in November 2006 and would be completed by mid-year 2007. Demolition on Block 75 would be scheduled to start in the spring of 2007, and would be completed by early 2008.

Graphics found in the Staff packet show the demolition progress as follows:

- a. Crossroads Mall Block (76):
  1. The Inn at Temple Square.
  2. Crossroads Mall Parking Structure.
  3. Crossroads Mall
  4. Key Bank Tower
- b. ZCMI Center Block ( 75):
  1. Around the base of the former Beneficial Financial Group Tower, to be renamed the new Key Bank Tower.
  2. Buildings surrounding the former, First Security Bank Building on the corner. (Not proposing at this time to demolish the First Security Bank building; that decision will be reserved for a future date when a re-use plan has been prepared for that corner).
  3. ZCMI Center Mall.
  4. Current food court on the ZCMI center block.
- c. Excavation and Parking Program will include:
  1. Four levels of below grade parking, which will be built on both blocks to an approximate depth of 50 ft.
  2. Six access points on the perimeter of each block, with the exception of Main Street.

3. Retain and enlarge two existing street ramps; 100 South and West Temple and add a third mid-street ramp on South Temple.

Mr. Heckman noted that once the parking had been completed the construction would move back to grade and landscaped. Open corridors would be constructed and would include a representation of the historic City Creek through the project. Mr. Heckman pointed out that a major contribution to being able to install the open spaces on ground level would be to put one-hundred percent of the parking below grade. He noted that currently seventy-five percent of parking is above grade.

d. Retail Program includes:

1. Three department stores, totaling 424,000 square feet of shop space.
2. Additional shop space, which would include areas at the base of office and residential towers, totaling 476,000 square feet.

Mr. Heckman noted that approval would be required for the construction of the skybridge, as well as the removal of the ZCMI Center façade.

e. Office Program includes:

1. Demolishing the Key Bank Tower, but retaining the remaining four towers that constitute 1.4 million square feet of office space; additional office space on Social Hall Avenue which is not included in that figure.

f. Residential Program:

1. Includes 405 units in five new towers (unit count may vary based upon the size that is finally decided upon by the builders).
2. 75 units being proposed in town homes above the retail space.

Mr. Heckman noted that approval would be required for increased height, mid-block, on four out of five towers that would be constructed.

- a. 315 foot tall, a twenty-six story high tower on the Corner of South Temple and West Temple; which would be compliant with the existing D-1 zoning ordinances.
- b. 124 foot tall, ten story high tower, between State Street and Main Street on South Temple
- c. 120 Foot, eight story, twin towers between Main Street and West Temple. Residential units above the retail, only on the Crossroads Mall side of the block.

g. Social Hall Avenue (Block 74) Phase one:

1. Full-service Harmon's Grocery Store; 55,000 square feet.
2. 50-100 residences will be constructed by Cowboy Partners.
3. 300 parking stalls will be built below the grocery store/below grade.
4. Replace above grade parking structures on the north side of Social Hall Avenue. Developers are also seeking the Planning Commission's approval, to waive the requirement to have retail or office storefronts along the ground floor of that parking structure.

- a. The structure sits mid-block on the north side of Social Hall Avenue, east of the Belvedere Condominiums;

and would be extremely important to Harmon's grocery store.

5. Developers are also seeking approval to build the tunnel connector from this parking structure, which will connect from the existing tunnel under State Street, to the Social Hall monument, providing access to employees of Eagle Gate tower and the Former Beneficial Financial Group tower.
6. Harmon's building will be built one floor above street level on 100 South, but at grade on Social Hall Avenue.
  - a. A small amount of retail space will be proposed below the store to allow customers of Harmon's grocery store to access the building from 100 South.
  - b. Above Harmon's would be a 175 ft. residential unit tower.

Mr. Heckman noted that the Developers would be leaving open three key sites for future development. First, a residential site for a proposed tower on 100 South between West Temple and Main Street; Second, a mixed-use tower located on the corner of State Street and 100 South, and finally, a residential tower on the corner of 200 East and 100 South.

The first is proposed to exceed the 100 foot, maximum height for mid-block use, and could be as much as 400 feet tall. The second is proposed as a mixed-use tower, including office and residential spaces; the developers are petitioning for an increase above the 375 foot height maximum for corner buildings. The final site would be an additional residential tower which would comply with the D-1 zoning.

Mr. Heckman indicated the importance of the developer's contributions towards the vibrancy of Main Street including:

1. Two new department stores that would be designed to access directly from Main Street between South Temple and 100 South.
2. Restaurants and retail space would be added to the area, and have storefronts and access to and from Main Street.

Mr. Heckman noted that the developer's philosophy of additional property would be a major benefit to the vibrancy of Main Street in adding round-the-clock activity into that area.

1. The project will break two very large blocks into eight blocks, by the pedestrian corridors that would be placed throughout the area. This would create a vibrant pedestrian neighborhood.
2. New connections to the City would be created from all four directions of these blocks.

Mr. Heckman noted that throughout the planning phase there has been careful consideration not to have a "backside" to the proposed project, but to have open, inviting spaces on all sides with the reintroduction of pedestrian green pathways through the blocks at the historic locations of Richards Street, Regent Street, Social Hall Avenue, and Main Street.

Mr. Heckman noted that the Developers have been asked by City Staff about their parking requirements and compliance with parking ratios; accommodating both through the construction period, as well as with the completion of the overall project. During the reconstruction period 4,500 existing parking stalls, a ratio of 3.1 stall/ 1000 square feet, will be available; exceeding the minimum standards the City requires. In the Long-term; 3,500 stalls, a ratio of 2 ½ /1,000 square feet, will exceed the minimum City standard. For

retail use there will be 2,700 stalls, a ratio of 3/1,000 square feet, available; and finally, for residential use 720 stalls, a ratio of 1.5 stalls per unit. After complying with those ratios, there will still be 2,380 stalls extra; a total of 9,300 parking stalls.

Developers proposed schedule is to:

1. Continue to take public comment through October and November 2006.
2. Start Demolition during the month of November 2006.
3. Finish architectural drawings in the fall of 2007.
4. Complete project mid-year 2011.

Mr. Sullivan summarized the priority of the issues the applicants are facing:

1. To obtain the mid-block height approvals concerning the residential towers along South Temple and 100 South.
2. Approvals for the Social Hall parking structure.
3. The pedestrian connector over Main Street.
4. Median parking ramps.
5. Preserve the ZCMI center façade.

Mr. Sullivan noted that the approvals sought could be broken down into several different areas:

1. Filed Conditional Use planned development applications.
2. Filed Master Plan Amendment application for pedestrian connector over Main Street.
3. Filed a partial street closure application, which will enable PRI to obtain air rights for that pedestrian connector over Main Street, and to obtain sub-surface rights for the underground walkways eastern extension, as well as to create the median driveways.
4. Future filings will include: administrative applications for encroachment permits for the Main Street connector, and miscellaneous encroachments.
5. File Historic Landmark application to permit the removal and replacement of the ZCMI façade.

Mr. Sullivan commented that one of the main decisional priorities is the approval of the pedestrian connector, which will wholly determine the shape, size, and participation of all other entities in the project. He noted that consideration early in the process would be vital to the continuation of planning.

Mr. Heckman presented a PowerPoint proposal in favor of the pedestrian connector over Main Street. The main points of this presentation were to identify the benefits of a pedestrian connector (skybridge) including the following points:

1. Benefit of city retail interconnectedness, by providing proximity and synergy throughout the downtown area.
2. Provide and anchor, as well as a link to the rest of Downtown SLC.
3. Link to and through the project: including walkable distances, and accessible pedestrian walks throughout Downtown
4. The City Creek plan has to contain a relative mass of retail stores to make it successful.
5. Total amount of retail would be cut down from what currently exists today.
6. Would allow function of a regional draw to the area.

Mr. Ron Locke gave a presentation on inspirations for the design process. Local, regional, and international inspiration all are being considered for this project. Developers will be trying to maintain view, compliment the surrounding area, and find a good personality for the design.

Mr. Sullivan noted that one of the ideas that had been suggested by the Planning Staff would be an explanation of the priority of the decisions that the Planning Commission would be making. There are two particular decisions that would require higher priority earlier in the process; First, conceptual approval of

the pedestrian connector. The second group of issues they prioritize as equally important are the parking structure on Social Hall Avenue, and pedestrian walkway underneath State Street.

Chairperson McDonough closed the applicant's presentation, once it was completed. 11/1/2006 3:29 PM

Chairperson McDonough asks the Commissioners if there were any questions or comments for the developers; specifically pertaining to the approval process of the priority items.

Commissioner De Lay wanted to know what the difference in height is from 100 South to South Temple. It was noted that it's a total of about 40 feet difference.

Ms. Coffey noted that the North view corridor looking up Main Street is of the Daughters of the Utah Pioneers museum.

Commissioner Chambless inquired how many pedestrian connectors had the developer constructed in the past.

Mr. Heckman and Mr. Lock noted about four or five amongst numerous large projects. There are many design issues that are being analyzed relating to the 132 foot span over Main Street; they are also addressing issues with vertigo, and investigating other technologies and types of construction for this type of connector.

Commissioner Muir noted that one of the challenges involved with the bridge concept is impediments that will be created within the project. He consulted the developers on the need to press some of the more serious issues first. He inquired about the importance of the stated pressing priorities, and inquired if the Planning Commission could also start working on less controversial and challenging issues. He also wanted to look at the project more topically; including transportation issues, building massing, height related issues, retail issues, and pedestrians at the street levels.

Mr. Heckman noted again that the skybridge is an essential element to the project. If the skybridge is not there the type of retail projects they are presenting within the plan cannot succeed. He noted that this is a threshold issue.

Mr. Lock noted that the pathway store relies on the anchor stores to be connected. Small shops cater to impulse purchases and the departments stores are a destination. People are drawn to the whole, but there must be a link between the two blocks to make it function.

Chairperson McDonough opened the Public Hearing and requested that public cards to be completed with personal information, and handed to the Commissioners in order to be able to speak in the meeting. She also reminded the public there is a two minute time limit, and to address the issues that appear on the agenda.

Cindy Cromer (Former member of the Planning Commission) noted the proposed plan is an undoing of the adopted master plans and is an undoing of close to thirty-years of planning for our community. She believes these will be the most important petitions that will be heard within the next several years. Relieved the petition was moved to an issue only hearing, she addressed the issues of a skybridge, walkable communities, and the benefits of having the tallest buildings on the corners. She believes the skybridge is a means to entrap and hoard the consumer, which also keeps them from getting to any smaller business that might be trying to compete along Main Street.

Robert L. Bliss raised concern about the project being so huge, that it would set a new pattern for the city. He inquired of the applicant to know if they had before done any project of this scale.

Mr. Heckman noted that this project is approximately 729,000 square feet, and that these developers are used to building projects of approximately a Million square feet.

Mr. Bliss was concerned about the future of the City, and wanted to make sure that the entire concept had been discussed. He was extremely disappointed about the amount of funds going into the urban design, as well as other aspects of this project, and thought that it did not follow the core pattern of Salt Lake City.

Ms. Coffey noted that there is a public open house concerning this project at the main library, on the 4<sup>th</sup> floor, Wednesday, Nov. 1, 2006 from 5:30-7:00 p.m.

Shane Carlson (Representing the Avenues housing committee) was pleased to hear that the First Security Bank building will not be demolished at this time. He suggested that the main view corridor down Main Street that he was concerned about was Ensign Peak. He wanted to make sure that the preservation of the link between the city's natural mountain environment and surrounding natural areas were preserved. He also was concerned this might set a precedent for future view corridor blockages. He wanted the developers and Commissioners to consider different possibilities. He noted a possibility would be to close Main Street to traffic and just have it accessible by foot.

Commissioner De Lay noted that might cause problems for Trax.

Mr. Carlson clarified that Trax would still run down Main Street.

Jim Christopher (Architect) supported present Downtown and Urban plans. He mentioned that Main Street is a significant view corridor and a sky bridge would be an elitist and damaging decision. He urged the Planning Commission to uphold existing Urban Design policies and plans.

Ira Hinckley (Home owner in the Avenues) expressed general support for the City Creek plan. He suggested the skybridge should be delicate and transparent. He is concerned also about parking, and the difficulty of left turns downtown.

Steve Winters expressed interest in a telegraph monument in front of the current ZCMI mall location. He would like to keep this historic site preserved, and also would like to see the First Security Bank building kept as a preserved historic site.

Chairperson McDonough asked if anyone else wished to speak.

Cindy Cromer wanted to know about transfer of development rights. She wanted to have Chairperson McDonough ask Commissioners about the air rights over Main Street.

Mr. Ikefuna noted that there is a petition discussing the air rights, but it could be discussed at a future meeting.

Chairperson McDonough requested that the applicant be seated back at the table.

Mr. Heckman noted there are other national pedestrian corridors that have supported a very vibrant street line. He noted that the applicant appreciated the view points of the public and that the urban design of this project would create additional view corridors that presently are not in existence, by taking whole blocks and creating additional corridors and areas that hold more of a sense of context within the design of the project. He noted that they had been exploring alternatives for three years and the applicant is prepared to share their line of thinking of how they reached this option, at the appropriate time.

Mr. Ikefuna inquired if dead streets, from lack of pedestrian activity, would be produced along Main Street if the skybridge were to be built.

Mr. Heckman noted that the whole point of the project is to enliven the streets via restaurants, department stores, and smaller retailers.

Commissioner Algarin inquired about more concrete plans and visuals and inquired about elements of designs that would be the core drive of business to the area of Main Street.

Mr. Heckman noted that the skybridge would be transparent, would have elevators at both sides of the bridge, and the project as a whole would create a seamless pedestrian network that would allow flow in multiply ways in and out of the project.

Mr. Lott noted that the whole idea of the project is to become a top five tourist attraction—a regional pull into the center of the city.

Commissioner De Lay noted that the Planning Commission is used to seeing more visuals and specific designs; and she inquired about more available visuals to view.

Vice Chair Wirthlin inquired about additional access to the levels from Main Street that would be made available besides an elevator.

Mr. Heckman noted that stairs in the area would be intimidating because the second story is 18 feet higher than the street level.

Commissioner McHugh inquired about Main Street under the skybridge area.

Mr. Heckman commented that the area would be very open, inviting, and transparent.

Commissioner De Lay noted that she felt the Planning Commission was in a very closed box, and would like to see more options as far as what was reviewed through the planning phase of this project.

Mr. Heckman noted that this plan could be thought of as a very complex Rubik cube and that you can't change part of it without having it ripple throughout the rest of the plan design. He noted he would be willing to explore with the Planning Commission and public to see what would work best for the community, but from the options they have looked at, this was the best layout they have found.

Chairperson McDonough noted that the Planning Commission was not aware of the need to make a prompt decision on the issues presented tonight. She commented that submitting more details for the Commission to review would be most helpful and she would like to see more of the mechanics of the project, rather than the proposed intent.

Mr. Heckman noted that what the applicants are looking for is a two-step process. They would like a conceptual approval, with the applicants returning and verifying they are meeting the standards the Planning Commission is setting.

Commissioner Woodhead inquired about the Planning Commission's authority in text amendment approval, and whether a skybridge would be a conditional or permitted use.

Ms. Coffey noted that the issue is whether the master plan should be amended including the closure and sell of the air rights over Main Street.

Commissioner Woodhead expressed concern that if the text amendment was approved, then later there would be no control over the design.

Mr. Sullivan noted there would be suggested language for the amendment presented to staff in the future. One possible text amendment could be to prevent skybridges on any main corridors, "except in extenuating circumstances", which would allow some discretion.

Commissioner Muir stated that the applicant must understand how important it is for the Planning Commission to receive more concrete information, by receiving further design information. He suggested that this project does not go before a subcommittee, but rather is heard by the Planning Commission to ensure all Commissioners review it and the public be present at the meeting s to hear the discussions.



Chairperson McDonough noted that the Commission needed to discuss the issue of parking.

Commissioner Forbis inquired about the congestion in the Downtown area, and commented that he would not be inclined to waive the parking and access regulations for the applicant's, because it might cause additional traffic problems.

Mr. Gibbons noted that the waiver would not be used to increase parking stalls, but rather to accommodate the future customers of Harmon's grocery store. The issue is having ground level parking immediately adjacent to the store. It has been an issue to bring a grocery tenant into a full service facility in the downtown area, because of regulations requiring the view of the parking obstructed which could cause perceptions of being an unsafe area.

Commissioner Forbis noted that because of the placement of Harmon's in the downtown area, the customers would most likely be within walking distance or use mass transit; He also inquired about the project's ability to alleviate the traffic congestion in the downtown area, when the proposed plan is increasing the number of parking stalls by 2,380. He wondered how proximity and synergy will factor in.

Mr. Gibbons noted that the actual number of stalls that are being increased is 70, due to additional residential units that require dedicated 24/7 stalls, which are not able to be used by office workers during the day time. He also suggested that representatives from Harmon's speak directly to the Planning Commission in regards to the concern with parking issues in the proposed store.

Commissioner De Lay commented on a past retailer (Keith O'Brien's) that did not have access to this type of parking and consequently failed.

Commissioner Algarin noted that the Planning Commission should consider the balance of parking vs. Downtown synergy.

Mr. Wheelwright noted that there might still be an impression amongst those present that the First Security Bank building is still part of the project. He asked the Developers to explain that the building had been taken out of the first phase of demolition for this project.

Mr. Gibbons noted that all parties involved had agreed to reevaluate each part of the project. At this point no plans have been proposed for the future development of that specific corner, but at some future date plans for that corner will be submitted to the Planning Commission.

Commissioner Chambless noted that the Green Trails and Parks committee of the Downtown Rising project would like to meet personally with the contractor/developer to exchange informal ideas and proposals for the First Security Bank building in particular.

Chairperson McDonough inquired about any additional question.

Commissioner De Lay noted to Staff that she personally did not want to be one of ten people that decided three blocks with so little public input. She noted that she would like to see more community outreach done for the open house on November 1, 2006 to obtain more public input. She also noted that the longevity and design of the city is paramount to the community.

Mr. Ikefuna noted that Staff would be doing all that was necessary to solicit public input. He noted that the website would be modified to include a link that citizens, who cannot attend public meetings and open houses, could access and thereby provide the Planning Commission their comments.

Commissioner Chambless noted that there have been more citizens that have shown up to contend the closing of a local saloon, or contend with the proposition to partially close streets by the Salt Palace then there are here tonight.

Commissioner Scott noted that she would like to see taken into account parameters for green building.

Mr. Gibbons noted that as many elements of sustainable design that could be incorporated into this project would be.

Commissioner Scott inquired about this type of information being provided to the Planning Commission.

Mr. Gibbons affirmed the request.

Commissioner Scott inquired about the ramping project and noted that she was concerned about ramps obstructing the Downtown streets, impeding traffic flow and destroying the outlay of the streetscapes.

Mr. Heckman noted that the applicants were not fully prepared to make a complete presentation on this issue, but that the balancing of traffic issues was being taken in consideration.

Mr. Gibbons noted that the density and intensity of development in a downtown area, must take into consideration the mix of pedestrians and traffic, which is a very important issue in design criteria and has been looked at.

Commissioner Scott noted that this issue is exactly why a skybridge would be beneficial with the new development layout.

Mr. Heckman noted that the ramps would permit citizens to enter the parking spaces from all directions. He noted that the six ramps within the 8 block area would help with flow and not overload any particular area. He noted that the applicants have studied this particular area and decided that this would be the best decision.

Commissioner Scott noted that part of the vibrancy of a city is the merging of pedestrian traffic and vehicular traffic.

Mr. Heckman agreed that this balance is a vital part of the city environment.

Chairperson McDonough inquired if Staff had any more questions.

Mr. Ikefuna noted that PRI had submitted a demolition application to the Permits Office. He noted that the applicant has submitted a re-use plan in the form of several applications including: a master plan amendment, conditional use and planned development, among other things. The Planning Division is currently reviewing the application for the re-use plan.

Chairperson McDonough noted that the approval of the demolition is contingent upon the acceptance of the re-use plan once it is completely revealed to the appropriate Committees.

Louis Zunguze noted in summary, to the applicant and the Planning Commission, that this hearing is part of a process to keep this project moving forward. He also informed the Planning Commission that from a demolition standpoint, Staff is currently reviewing demolition plans, and the approval process is administrative. He noted, however, the permit to proceed with the demolition process requires that there be an approved re-use plan. He further noted that since the actual approval of the entire re-use plan would take some time; he inquired if the applicant would be allowed to proceed with the demolition process with a condition that the re-use plans would be required to reflect all of the Planning Commission's approvals in order to obtain a building permit.

Mr. Zunguze also noted that this approach was used when the Planning Commission was reviewing the Salt Palace expansion project. It is a process often used to ensure timely completion of complexes, and phased projects. He inquired whether the Planning Commission was comfortable with Staff moving forward with issuing demolition permits; and if all the administrative requirements had been met including, a condition that a building permit would only be issued if the re-use plans fully complied with Planning Commission conditions.

The Planning Commission indicated that they were comfortable with that approach. He noted that Chairperson McDonough should give the developers a sense of how the Planning Commission wishes to proceed. He inquired about what information, regarding the Master Plan amendment, would the Commission need from the developers for future meetings.”

Chairperson McDonough noted that the developers should bring more details to future meetings on:

1. Flow of circulation
2. Mechanics of how things work
3. How the street is going to be activated.
4. Proposed language for the text amendment
5. As many visuals as possible, as much detailed information as they could produce.
6. An overview of alternatives that have been reviewed in the past three years.

Commissioner De Lay noted that she would also like visuals regarding the parking on Social Hall Avenue (Block 74) in regards to how Harmon’s will incorporate into the parking scheme.

Chairperson McDonough noted that in terms of procedure for subsequent hearings, there would be value in inviting the Transportation Advisory Board, and Transportation Staff give a more detailed presentation on the project.

Commissioner Muir commented on concerns about building character. He noted that there is already a lot of character in the development area and urged the developers to be careful not to lose that. The Master Plan calls for the corners to be significant buildings, which puts considerable pressure on those corner lots. He noted not to eradicate all of the character and then have to totally recreate it. He requested they look to what Salt Lake City already has, not import something from outside, don’t use cheap materials in place of expensive ones, or be afraid to let new buildings look new. He noted that the juxtaposition of historic building with the new is more meaningful than the replication of them.

Commissioner McDonough adjourned the meeting.

**UNFINISHED BUSINESS**

*There was no unfinished business.*

The meeting adjourned at 8:44 p.m.

---

Cecily Zuck, Senior Secretary

---

Tami Hansen, Planning Commission Secretary

**ATTACHMENT G**  
**CITY CREEK CENTER**  
**PEDESTRIAN CONNECTOR JUSTIFICATION**

## Presentation to the Salt Lake City Planning Commission

### City Creek Center Pedestrian Connector

Property Reserve, Inc. (hereinafter “PRI”) respectfully submits this brief analysis supporting the need for a pedestrian connector over Main Street as part of the proposed City Creek Center. This summary presents the highlights of our analysis; at the Planning Commission’s hearing on November 8, 2006, Taubman Company and PRI will make a detailed visual presentation to explain the need for the pedestrian connector, its impact on the proposed project, its relationship to surrounding streets, and the alternatives we considered before concluding that an overhead connector is essential. Our analysis begins with a brief description of what we intend to achieve at City Creek Center – the key objectives that have guided the design of the project and that compel the conclusion that the pedestrian connector is essential.

#### Key Objectives

In designing the proposed City Creek Center, we sought to achieve six key objectives:

*Revitalization of Main Street:* Our first objective is to revitalize the downtown area in general and, in particular, the Main Street corridor, capitalizing on the existing employment base in the area, the transit system, and the five million visitors per year to Temple Square. We intend to create a project that will reestablish Main Street and the central business district as the premier shopping, office, and residential location in the State. To achieve this goal, the project must unify Blocks 76, 75 and 74.

*A world class mixed-use project:* We intend to create a regional retail, office and housing complex whose quality and draw will be unmatched in the Intermountain Region. The

combination of Class A office space and top quality residential units will enhance the shopping experience for visitors and will further invigorate our downtown.

*Mid-block pedestrian walkways:* We specifically want to open up Blocks 76, 75 and 74 to pedestrian traffic so that office workers, residents, shoppers and tourists will want to walk throughout downtown. Our walkways will connect the City Creek Center to surrounding properties south of 100 South, west of 100 West and east of State Street. We believe that these mid-block walkways are essential to the overall development of downtown. The “connectedness” of the walkways to each other, from one block to another, and from one street to another will be an essential component of the project.

*Department stores:* To succeed as a regional retail destination, this project must accommodate two or three department stores as anchors. The presence of these department stores – with sufficient retail traffic from each of their entrances – is an essential component of a successful retail development. The department stores demand strong second-level pedestrian traffic in order to guide pedestrians to their upper floors.

*Additional retail shops:* The project must include a sufficient number of additional retail shops to draw shoppers and create an interesting retail experience. As a complement to the department store anchors, at least 300,000 square feet of additional retail use will be needed to create the “critical mass” necessary for a regional draw. To succeed, these smaller shops, like the department stores, must be easily accessible to pedestrians; pedestrian traffic throughout the project must be continuous for all levels.

*Open Space:* Open space and landscaping will make the blocks a destination for shoppers, office workers, residents, and visitors. If the project lacks attractive open space,

people won't want to live here, visitors won't want to shop here, and businesses will ultimately choose to locate in more pedestrian-friendly environments. From nearly every part of the project, our open spaces will allow visitors a view of surrounding mountains. Open space is a crucial element of the overall quality of the project and of downtown.

To achieve these objectives, PRI and its consultants reviewed dozens of plans over the last 36 months. We have utilized the input of architects, urban planners and landscape architects. We now come to the Planning Commission with what we believe to be a plan that will achieve all of the foregoing objectives. An essential component of the plan is the pedestrian connector discussed below.

### **Rationale for the Pedestrian Connector**

For the project to achieve economic viability and energize the Main Street corridor, it must provide a unified shopping, office and residential experience on Blocks 76, 75, and 74. It must provide pedestrians with the seamless opportunity to walk conveniently from one part of the project to another at all levels, including from the second floor shops on Block 76 to the second floor shops on Block 75, and vice versa. The project must allow the public to interact directly with surrounding streets. Otherwise, the project's second levels will lack strong pedestrian traffic; the two blocks of the project will not cohere; second-level shoppers and pedestrians will encounter dead ends; and the overall quality of the project will suffer. The project's developer and its retail anchors believe that a pedestrian connector over Main Street is an essential feature of the project, just as it is essential to connect the project to a vibrant Main Street. We also believe it is important to design the connector in a way that will protect the view from Main Street to the north.

## Alternatives We Considered

*Single-level project:* One of the alternatives we considered was to lay the project out with all retail on a single level. This would, of course, eliminate the need to connect the second level of the project on one block with the second level on the other block. It quickly became apparent, however, that Blocks 75 and 76 could not provide enough site area to accommodate the necessary program. We rejected this alternative because a single level would not provide the requisite square footage to attract the number of shoppers necessary for the quality of shopping experience we want to provide. In addition, with a single level, it would be impossible to provide the landscaped open spaces that are integral to the current plan. Further, on a single level, it would be impossible to build the residential units that we believe are essential to a vibrant downtown.

*Close Main Street:* Another alternative we considered was to seek the closure of Main Street to vehicular traffic and narrow the street to increase retail space. There were many problems with this alternative. First, the street could not be narrowed without an unacceptable impact to historic structures and existing office towers. Second, existing light rail tracks and stations require a wide street; the presence of the Trax station and Trax cars on Main Street otherwise impairs the connection of the two blocks. Third, even if Main Street were closed to vehicular traffic, second-floor shops would still lack a connection from one block to another. Anchor tenants and other tenants would still not be integrated into a unified retail environment. Fourth, we believe that the termination of vehicular traffic on Main Street's most important block would diminish our downtown's vitality and would stagnate the rest of Main Street. And fifth, the street network around the project is not suited to accommodate the necessary transfers of traffic that would occur as the result of a closure. For example, the termination of 100 South



into the Salt Palace at West Temple creates a significant restriction of traffic; we are concerned that another significant restriction a block to the east would result in greater congestion.

*Underground connector:* We also considered the possibility of joining Blocks 76 and 75 using a tunnel under Main Street. The most significant problem with this alternative is that, for good reason, none of the planned retail will be located below ground level, and a tunnel will therefore not match up with the retail. If all retail shops are above grade – as we believe is necessary – a below-grade connector would simply not work. Further, a below grade passageway would eliminate physical space necessary for underground parking facilities, including existing parking facilities currently under Main Street. Finally, below-grade retail and passageways would channel pedestrians off Main Street and diminish the open, landscaped feel of the project, which we believe is one of its most desirable and attractive features. If we are going to forge a strong link between the project and Main Street, we must establish a direct visual connection to Main Street, which is impossible to achieve underground.

In evaluating these alternatives, we called upon the technical expertise of architects and consultants, but the most critical input came from officers and staff of the Taubman Company who have developed the most successful and productive retail portfolio in the country. Members of that group have hands-on experience in urban redevelopment in cities throughout the United States. We would be happy to provide you with information about the qualifications of all those who assisted in the evaluation of these alternatives.

### Our Responses to Import Questions

*How will the pedestrian connector relate to the second floor of the project?* The purpose of the pedestrian connector is to provide pedestrians with the continuous opportunity to

walk from the second level of one block to the second level of the other block, avoiding dead ends, and to do so in an interesting environment with minimal impediments to cross-shopping. The pedestrian connector will lead – in each direction – from the plaza level of one block to the plaza level of the other block, providing pedestrians with the feeling that the project is, indeed, a single unified project. If the project is developed without a pedestrian connector, the visitor's impression will be that there are really two discontinuous projects, and the synergy of the whole will have been lost. Without a pedestrian connector, second-level shops will be difficult or impossible to lease. To lease these spaces, we'll need to demonstrate pedestrian traffic roughly equal to first level traffic. Our department store anchors desire strong second-level pedestrian traffic to encourage customers to visit the upper levels of their stores.

*How will the pedestrian connector relate to Main Street and project's first level?* The pedestrian connector will be part of an overall pedestrian network that will encourage the use of all parts of the project, including Main Street, and surrounding streets. Shoppers entering the project will, at all times, have the opportunity easily to access the Main Street level of the project or the second level of the project. Many visitors will access the project on Main Street; the project's department stores will front on the street level, and Main Street's restaurants and shops will attract many visitors. Pedestrians traversing the connector will have a full view of Main Street's activity and will have access to those locations through the open blocks, or through the stores themselves, or via elevators on either end of the pedestrian connector. Our intent is to increase the overall flow through the blocks and, at the same time, encourage people to walk along Main Street with an interesting environment of shopping and dining.

*Will the pedestrian connector channel pedestrians away from Main Street?* No. The purpose of the project's overall design is to provide equal and easy pedestrian access to all of its

parts so that pedestrians are encouraged not only to visit the shops in the project – on Main Street and elsewhere – but also to visit shops on surrounding streets. We hope that the project will encourage adjacent landowners to develop adjoining blocks with shops and restaurants so that a greater synergy will result. The pedestrian connector will not create a closed system to capture pedestrians; it will merely be one of many alternatives in a total pedestrian network throughout the project to the city’s streets and sidewalks.

*What will the pedestrian connector look like?* We are just beginning to design the connector, so we can’t tell you exactly what it will look like. We can, however, tell you the guidelines we intend to follow. We intend to make the connector as delicate and transparent as it can be safely engineered, to minimize any obstruction of the view to the north of Main Street. The connector must, of course, be safe, meet earthquake standards, connect the second floor levels of the project, and clear the Trax catenary system. We’ll need to balance the need for vertical support against our desire to achieve a transparent, attractive design. And we intend to listen to your ideas in developing the design.

**ATTACHMENT H**  
**MAIN STREET VIEW CORRIDOR STUDY**









**ATTACHMENT I**  
**MAIN STREET CROSSWALK INFORMATION**



## **Main Street Crosswalk Alignment Narrative**

### **Prepared By PRI (11/13/06)**

***Galleria East-West Axis:*** To succeed as a regional retail destination, City Creek Center must accommodate two to three department stores as anchors. The best siting of the three department stores places two of them on Block 75 and one on Block 76. These department stores are located strategically to create a draw from one end of the retail center to the other. Another siting criterion for the department stores is to enliven Main Street by orienting entries to Macy's and the third department store on Main Street. After studying many different layouts it was determined that the best possible location for Macy's was immediately south of the Zion's Bank Tower on Block 75 with its primary entry on Main Street. The ZCMI historic façade will be located on the Main Street face of Macy's very close to its existing location.

In addition to the department stores, City Creek Center must also include a sufficient number of smaller retail shops to draw shoppers and create variety in the retail experience. As a complement to the department stores, at least 300,000 SF of additional retail is needed to create the "critical mass" necessary for a regional draw. To succeed, these smaller shops, like the department stores, must be easily accessible to pedestrians. The Galleria provides a pedestrian friendly environment and easy access to the retail shops on both blocks.

The Galleria needs the smaller retail shops on both its north and south sides to create the "street feel" required for the project. In addition, to the extent possible, the flanks of the department stores along the Galleria should be lined with smaller retail shops to create interest and balance the scale of the department store masses. The retail shops must have sufficient frontage and depth to attract and retain quality tenants.

The size of the Macy's footprint and the north-south dimension of retail shops on the south side of Macy's set the centerline of the Galleria East-West Axis on Block 75. The alignment of the Galleria East-West Axis on Block 76 is set by the Block 75 axis in order to provide line of sight connectivity between the retail shops on both blocks.

***Main Street Mid-Block Crosswalk Alignment:*** In its current location the crosswalk is located as far south on Main Street as the TRAX station will allow. The TRAX station must accommodate four car trains and wheel-chair loading positions at either end of the passenger loading platform. In order to move the crosswalk to the south we studied the possibility of "shifting" the TRAX loading platform to the far north of the block. The crosswalk would then be located on the southern portion of the block, but due to the required platform length it would be too far south to align with the Galleria East-West Axis. The result would be a reversed condition that is effectively little different than the current condition

where the crosswalk is offset to the north of the Galleria East-West Axis. In addition, the disruption to TRAX service required by shifting the loading platform would be unacceptable.

***Conclusion:*** Over the past year, a number of different alternatives were explored to try to align the Galleria East-West Axis farther north to align with the east-west axis of the crosswalk. None of the alternatives provided satisfactory locations for the department stores, satisfactory north-south dimensions for the department stores, or appropriate retail shop depths on either side of the Galleria. The best solution to encourage street level circulation from one block to the other, across Main Street, is to use pavement types, hardscaping and landscaping to create a natural pedestrian flow from the Galleria on one block, to the existing crosswalk, to the Galleria on the adjacent block. Additionally, by sending shoppers and pedestrians from the Galleria north to the crosswalk, they will be encouraged to explore the retail opportunities on both sides of Main Street to the north.

**ATTACHMENT J**  
**TRAFFIC AND PEDESTRIAN OPERATIONS CONCEPTS**

---

Staff Report, Petitions 400-06-37 and 400-06-38  
By the Salt Lake City Planning Division



FEHR & PEERS  
TRANSPORTATION CONSULTANTS

**MEMORANDUM**

Date: November 10, 006  
To: Kerry Nielsen, PRI  
From: Dave Goeres, P.E  
Subject: **Traffic Operations Concepts**

UT05-596A

---

Fehr & Peers is conducting the traffic evaluation for the Downtown Block 75 (current ZCMI) and 76 (current Crossroads Plaza) redevelopment for Property Reserve Inc (PRI). This evaluation is reviewing traffic operations, pedestrian circulation, access to and from the new parking structures, and quantifying the impacts of the traffic expected to be generated from the development. This memorandum summarizes the conceptual structure of the traffic evaluation and the areas of review that F&P is conducting.

**Study Area**

The study and redevelopment area are generally bounded by South Temple on the north, State Street on the east, 100 South on the south and West Temple on the west. Main Street bisects the development area between South Temple and 100 South. Block 74 to the east and Block 70 to the south were also considered in the evaluation. Some redevelopment of these blocks will also occur, however a significant portion of parking, associated with office use in City Creek Center will be located on these blocks.

**Roads and Circulation**

Generally, the curb lines will remain as they exist today. The on-street parking and 5 – 30 minute loading zones will also remain. The few exceptions to this are described in the separate street descriptions below. Store deliveries will take place in the underground loading zones, and not on-street.

No modifications to existing speed limits on the area streets are proposed. A single interior circulation street on the southeast corner of Block 75 is planned, and will be design and posted to a low speed.

**Pedestrian Circulation**

Sidewalks will surround the development, generally as they exist today, providing safe pedestrian movement. Accesses to the project will be located on each side of the project, with most designed as open air, at grade entrances into the City Creek environment. All existing corner and mid-block crossings to adjacent blocks will be maintained and enhanced. The pedestrian crossing of South Temple between Block 76 and Temple Square will be improved to remove the current diagonal alignment.

### **Transit**

No modifications will be made to the TRAX system. It will remain operational throughout the project, with no disruptions to service. Some bus routes may be adjusted during construction from Main Street and West Temple, but service in the area will remain viable.

### **Coordination with other plans**

The evaluation efforts of this study were coordinated with the ongoing Downtown Salt Lake City transportation plan. The construction staging plans will also be evaluated to minimize the impacts to downtown streets during the construction period.

### **Intersections**

The major existing intersections in the study area are :

- North Temple / State Street
- South Temple / West Temple
- South Temple / Main Street
- South Temple / State Street
- 100 South / West Temple
- 100 South / Main Street
- 100 South / State Street
- 200 South / West Temple
- 200 South / State Street

### **Trip Generation**

Based on the amount and type of development planned for Block 75 (existing ZCMI Mall) and Block 76 (existing Crossroads Plaza), F&P is projecting the volume of traffic that is anticipated to be generated by the redevelopment. This generation is projected for the a.m., p.m. and Saturday peak hours using the Institute of Transportation Engineers (ITE) *Trip Generation, 7<sup>th</sup> Edition, 2003* and *Trip Generation Handbook, 2<sup>nd</sup> Edition, 2004*. This volume of traffic will vary, based on the different land use mixes evaluated for each block. Internal capture of some of the trips, and pass-by traffic are also reviewed. The trips from existing office buildings that will remain were estimated to evaluate the sufficiency of the parking accesses, but were not added to existing traffic, since these vehicle trips already exist on the street network.

### **Traffic**

The generated traffic from the redevelopment is distributed to the area roadways based on an estimation of areas of the Salt Lake Valley to and from which these trips will travel. The concept for assigning traffic to the area roadways is to orient the parking accesses to take advantage of the area roads that have existing capacity to accommodate the vehicles. In the study area, these roads include West Temple, State Street and 100 South.

The majority of traffic will be arriving in the area on West Temple from the north and south; on State Street from the south, and on 100 South from the east.

### **Roads – Specific Descriptions**

West Temple is currently a 3-lane northbound, 2-lane southbound roadway. A southbound exit ramp from Block 76 “daylights” before the 100 South intersection, and becomes the third southbound lane. No southbound left turns are currently permitted on 100 South. West Temple has a center median, preventing any left turns, except

northbound at South Temple. This road has capacity that can be utilized, and provides good access east and west at North Temple and 200 South. Further south, West Temple provides access to I-15 at 400 South, 500 South and 600 South. West Temple should be utilized to provide well designed accesses to and from Block 76.

#### *Modifications*

A new northbound entrance ramp will be constructed in the median of West Temple. This will eliminate the right-turn entrances into the current parking structure. These entrances as well as the entrance to the Temple View Inn will be eliminated. A single exit, right-turn only, will be constructed for vehicles traveling north from the center. The three northbound lanes will be narrowed to two lanes, but widen back out the exiting lane configurations at South Temple (left-turn, 2 thru lanes, right turn). Access to the Marriott Hotel will remain. The taxi and bus parking in front of Abravanel Hall and the Salt Palace will remain.

South Temple is a 2-lane each direction roadway between West Temple and Main Street. The TRAX line prevents left turns along this segment. Entrance and exits to the Woolen Mills building and to the parking structure exist as right-in/right-out movements.

Between Main Street and State Street, South Temple has 3-lanes each direction, with a center turn lane. Accesses to the Block 75 and the Joseph Smith Memorial Building (JSMB) parking are provided.

#### *Modifications*

The entrance and exit to the Woolen Mills Building will remain. This access will be modified to provide an ingress only to the Block 76 parking. No exit from Block 76 parking will be provided onto this segment of South Temple. At Main Street, the existing right turn only lane, will be modified to a thru / right-turn lane.

Between Main Street and State Street, a new set of ramps will be constructed in the median (similar to the existing ramp system on 100 South). The ramps will accommodate westbound entering and exiting vehicles. This ramp system will have an underground intersection to provide access to both the Block 75 parking and the JSMB. The exiting at-grade accesses on the north and south side of South Temple will be eliminated. At State Street, the westbound approach will be modified to provide 2 right-turn lanes, a single thru lane and a left-turn lane. Westbound South Temple will be reduced to one lane through the Block 75 section. Westbound vehicles at Main Street will only be allowed to continue straight through the intersection. The exit ramp will be designed to allow westbound vehicles at Main Street to continue straight through the intersection, turn left down Main Street or make a U-turn to head eastbound towards State Street. Two or three parking spaces on the south side of South Temple, just west of Main Street will be eliminated to accommodate the U-turn movement from the exit ramp. Eastbound South Temple will have two (2) travel lanes with a left, two thru and a right turn lane configuration at State Street.

State Street, on the east side of Block 75 is a State Route, with 3-lanes each direction. A center raised median prevents left turns along this block. State Street has capacity, but is heavily used. Eagle Gate Office and current Block 75 parking have right in, right out accesses on State Street. The Quest/AT&T building has a gated, vehicle access.

*Modifications*

The access to current Block 75 parking will be closed. A new circulation road, and a exit ramp from the new parking will have a right-turn only egress to State Street, just north of the Quest Building. The parking lane and existing bulb-out at 100 South will be modified to provide a new, right-turn only lane.

A new right-turn only lane will also be constructed on the westbound approach to State Street.

100 South has the most available capacity. It has good connectivity to the east, but has a "T" intersection at West Temple, on the west, in front of the Salt Palace. Dual westbound left turns at this intersection, however provide good capacity to move traffic onto southbound West Temple. South of Block 75, existing ramps provide access to and from Block 75 for westbound traffic. These ramps will remain to maintain this access, while underground improvements will accommodate a higher rate of vehicle traffic. This access will continue to service truck deliveries.

A raised median, south of Block 76 prevents left turns. A delivery access exists to Block 76 exists west of Main Street.

Westbound 100 South has 2 travel lanes, with the exit ramp creating the third, inside lane. West of Main Street, 100 South has 3 westbound lanes. Eastbound 100 South has 2 travel lanes

*Modifications*

On Block 75 a new circulation road entrance will be constructed on west of State Street. The existing delivery access to Block 76, west of Main Street will be modified to provide a  $\frac{3}{4}$  access. Right turns, in and out and inbound left turns will be accommodated. No exiting left-turns will be allowed. The center raised median, south of Block 76 will be modified to provided a protected left turn lane for vehicles entering Block 76. This access will continue to service Block 76 truck deliveries.

Main Street has 1-lane each direction, with the TRAX line running in the middle median. At South Temple, TRAX turns to the west and terminates at the Delta Center. Main Street is the main north-south pedestrian corridor in Salt Lake. Because of limited capacity and a mix of vehicular, pedestrian and Light Rail traffic, no accesses are planned along this segment.

*Modifications*

None.

Pedestrian crossings are located at each intersection, and at mid-block locations on each of these roads. The mid-block crossing of State Street is an underground tunnel that connects ZCMI with Social Hall. Each of these crossing will be maintained or enhanced in any evaluated scenario.

Each of the intersections in the immediate study area is signalized. Once peak hour traffic is assigned to these roads, the impact of the traffic at the signalized intersections will be evaluated.

### **Parking**

The parking requirements for the redevelopment are being developed and phased. Though the majority of parking spaces will be provided on Blocks 75 and 76, not all of the parking required for the office use will be accommodated within these two blocks. Some of the office spaces will be provided on Blocks 74 (Social Hall) and Block 70 (Regent Street).

Accesses to parking facilities must be able to accommodate the amount of incoming and exiting traffic, as well as integrate the traffic into the roadway network. The accesses to and from the parking facility that are executed at grade will access the P1 (top) parking level. Any vehicles using the ramps will enter the parking facility on P2 (second) level. Internal ramps will provide access between parking levels within the structure.