

PLANNING COMMISSION STAFF REPORT

North Temple Boulevard Station Area Plan, Master Plan PLNPCM2009-00510. February 24, 2010



Planning and Zoning Division
Department of Community and
Economic Development

Applicant: Mayor Ralph
Becker

Staff: Nick Norris 801-535-
6173 or nick.norris@slcgov.com

Tax ID: NA

Current Zone: NA

Master Plan Designation:
NA

Council District: District 1,
represented by Carlton
Christenson, District 2
represented by Van Turner;
District 3 represented by Stan
Penfold and District 4
represented by Luke Garrott

Lot Size:
NA

Current Use:

Notification

- Notice mailed on February 12, 2010
- Notice posted in the newspaper on February 14, 2010
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites February 12, 2010

Attachments:

- A. Summary of changes
- B. Public Comment received since Feb. 10, 2010

Request

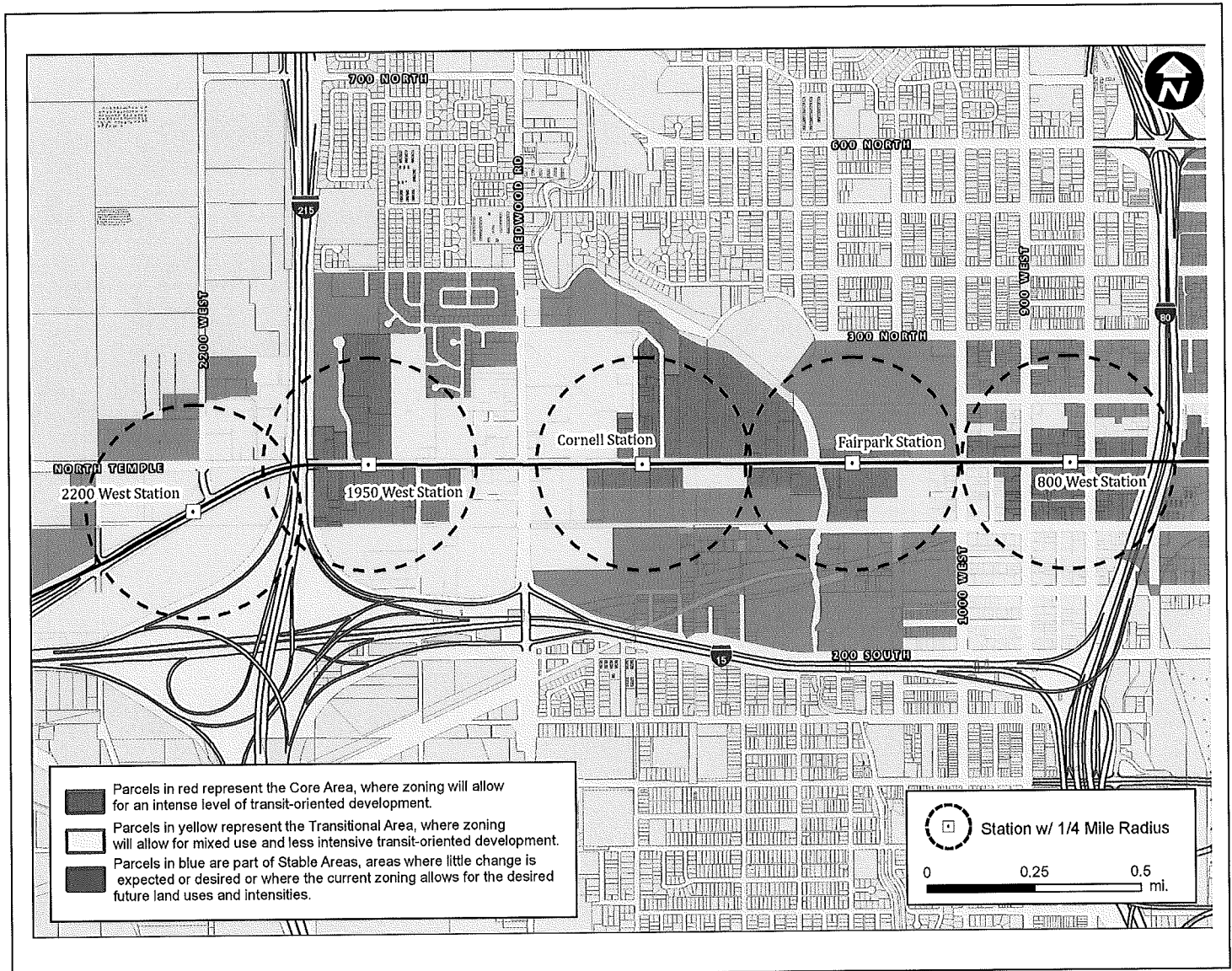
The North Temple Boulevard Station Area Plans project was initiated by Mayor Ralph Becker due to the construction of the Airport light rail line and because the West Salt Lake and Northwest Community Master Plans do not provide policy direction as it relates to development near light rail. The North Temple Station Area Plans are intended to guide future infrastructure and land use decision making in order to anticipate future growth within the vicinity of North Temple Boulevard.

Staff Recommendation

Based on the information listed in the staff report, it is the Planning Staff's opinion that the Planning Commission transmit a favorable recommendation regarding the North Temple Boulevard Station Area Plans for the following reasons:

1. The proposed station area plans are compatible with city wide policies related to land use, including the:
 - Salt Lake City Futures Commission Report (1998)
 - Salt Lake City Urban Design Element (1990)
 - Salt Lake City Community Housing Plan (2000)
 - Salt Lake City Transportation Plan (1996)
2. The proposed station area plans update the Northwest (1992) and West Salt Lake Community Master Plans (1995);
3. The proposed station area plans are generally consistent with the comments received during an extensive public participation process; and
4. The proposed plans include best practices to guide future development along and adjacent to North Temple Boulevard.

VICINITY MAP



Background

Project Description

The Airport light rail line has been in the planning stages for a number of years. Now that the project is under construction, the City Administration anticipates that development near North Temple will be different from the existing development type. The West Salt Lake and Northwest Community Master Plans were developed prior to the planning of the Airport Light Rail Line and called for General Commercial, Business Park, Industrial, Institutional and Low Density Residential along and near North Temple. The presence of light rail provides the community with the opportunity to update the long term vision for the corridor. Light rail has the potential to generate new development types than what currently exist along North Temple. The Planning Commission received a copy of the plan in January and a summary of changes to the draft plan can be found in Attachment

A. Therefore, we have not attached a copy of the public draft to this staff report. The public draft can be viewed at www.northtempleboulevard.com

Comments

Public Comments

The North Temple Station Area Plans project began with an intense series of community workshops intended to provide the community with an opportunity to identify the vision for North Temple, identify the public infrastructure needs and what the area around each station would look like in the future. Summaries of these workshops can be found on the project website at www.northtempleboulevard.com. The following community workshops were held:

- June 2009: Visioning Workshop (approximately 130 people participated)
- August 2009: Urban Design Vision (approximately 90 people attended)
- October 2009: Future Land Use (approximately 50 people participated in a series of half day workshops)
- February 2010: Public review of draft plan

In addition to these workshops, the Planning team has been actively involved with the North Temple Community Advisory Committee. This committee was created by UTA and includes local business and property owners, community council representatives and major stakeholders along North Temple. The committee has approximately 40 representatives. Several presentations have been made to this committee specific to the Station Area Plans. On January 21, 2010 Planning staff provided an overview of the draft plan to the advisory committee. At the time of publication, the Advisory Committee had submitted no official comments to the Planning Team. However, individual members of the committee did indicate that they generally supported the plan.

Several presentations have been made to various community councils along the corridor. These include:

- Rose Park
- Jordan Meadows
- Westpointe
- Poplar Grove
- Fairpark

Few comments were received during these presentations. In general, those comments were positive about the idea of light rail on North Temple and expressed excitement for the infrastructure improvements associated with the light rail. Several people mentioned that they liked the direction that the plan was going in terms of the long term vision and future land use. There were a few people who were generally opposed to some aspect of the construction of the light rail line, mainly that they would no longer be able to make left hand turns or that the bicycle lanes were not necessary. These comments generally came from those who operate businesses along the corridor. They are concerned that the light rail line will not bring more customers to the area.

In December 2009, the Planning team made a presentation to the Transportation Advisory Board (TAB) that focused on the general direction of the plan and the relationship between land use and the City's transportation network. The TAB did not provide specific comments regarding the content of the plan.

The Planning Division held several open houses that were intended to solicit comments regarding the future vision for North Temple. These open houses were held in November and December 2009 and January 2010. An additional community open house was held on February 4, 2010 to provide an additional opportunity for the public to comment on the draft plan. No comments were received during the open houses held from November 2009 to January 2010. The comments received during the February 4th open house were similar to those

comments received during the public workshops. One person at the open house was concerned with what types of uses would or would not be allowed around the Fairpark station. He stated that the businesses on his property provide good jobs and that the City should not want those jobs to go elsewhere. These types of comments are important to the creation of the plan and the Planning team explained to the individual that his type of land use would not be displaced by the planning policies identified in the Plan.

In addition to the above meetings, the Planning team also met with a number of school groups, including students from the University of Utah, West High School, Northwest Middle School and the Salt Lake Center for Science Education. The purpose of these meetings was to teach the students about planning in general and to identify the issues and concerns that these age groups may have, not only with using transit but also with the types of development they would like to see along the corridor. The children and teens are often not considered in the planning process, but due to their age, are frequent users of mass transit.

City Department Comments

Several City Departments and Divisions have participated in the planning process for North Temple. The draft copy of the plan was routed to the applicable City Departments on January 29, 2010. The Planning Division does not believe that there are any comments from other City Departments or Divisions that cannot be accommodated in the Plan and the recommendations made have been incorporated into the plan. Public Utilities did note that there was not much discussion of public utility improvements in the plan and that upgrades are being done as part of the construction of the light rail line. This is a correct assessment. As with any new development, the developer must ensure that all public utilities are capable of servicing their project. The comments received from pertinent City Departments / Divisions are as follows:

Engineering: (Scott Weiler) Engineering has no comment on the draft station area plans.

Transportation: (Kevin Young) Under section d of “Strategy 1-B... ,we don’t agree with the statement that on-street parking should be allowed to be counted towards the minimum parking requirement. On-street parking could be removed for any number of reasons, leaving less than the minimum parking needed. (Note: Transportation made additional comments related to spelling, missing words, and other grammatical errors)

Public Utilities: (Justin Stoker) I have reviewed the draft version of the North Temple Boulevard Station area plans and appreciate the work and effort that went into the report. It appears, however, that this report focuses more upon the architectural elements of the project than engineering elements. I could find no mention of how the existing utility infrastructure will be accommodated as part of the North Temple street reconstruction.

I expect that as the planning moves to actual design, UTA will continue to work closely with the SLC Department of Public Utilities regarding the existing utility infrastructure and that the existing infrastructure will be either protected, relocated, or reconstructed (in cooperation with this department) in a cooperative effort to ensure that the both parties interests are protected and achieved.

As UTA continues in planning and looks towards design, they are encouraged to meet with Nick Kryger (801-483-6834), the GIS Manager in Public Utilities in locating all impacted wet utility infrastructure and cooperate with Chuck Call (801-483-6840), Chief Engineer, about the possibility of utility upgrades during the street reconstruction. We look forward to working with UTA to ensure a successful quality project.

Building Services: (Alan Michelsen) The Building Services Division has no issues.

Police Department: (Lt. Richard Brede) I think this will be a big boost for Salt Lake City. North Temple has been a corridor with older motels while I've been a police officer. I can see how visitors from the airport are directed to 600 S. via I-80 and that North Temple has fallen to the wayside. I believe this will change with the addition of Light Rail. The "Avenue of lights", neighborhood markers, and colored concrete are all fantastic. I would encourage the use of graffiti-resistant materials for these items.

I feel like the visioning workshops with citizens and business owners inputs have addressed the police departments concerns in the frequently mentioned dislikes section. This project will bring in new businesses and create a nice "first impression of the city" for those visitors coming from the airport on Light rail.

Fire: No comments returned

Airport: No comments returned

Analysis and Findings

Options

The proposed North Temple Boulevard Station Area Plans project is a reflection of the community's vision for North Temple. The creation of the plan was done with the intent of incorporating the major themes identified through the public process. Once these themes were identified, a series of best practices that were applicable to the community's vision were incorporated into the plan to guide future development in a manner that can help turn the community vision into a reality. While there are many options in terms of how to address land use, the draft station area plans represents the preferred option of the community and Planning staff. Other options are:

- Make no changes to the existing master plans and development regulations and allow development to continue in the manner that it currently is;
- Make consistent changes that would apply to the entire corridor;
- Make limited changes on North Temple to the areas closest to the light rail stations.

After analyzing the comments from the community, the desire for a different type of development along North Temple eliminated the option to make no changes. If the proposed station area plans are not adopted, the existing policies and regulations would remain in effect. Community input and existing conditions indicate that there are unique situations and characteristics around each station and that a one size fits all approach could not capitalize on the unique assets at each station. Making limited changes near the stations would not provide enough land area to accommodate future projected growth.

Findings

The City does not have specific standards for Master Plan Amendments. In considering the North Temple Master Plan, Planning staff analyzed the following documents related to land use:

- Salt Lake City Futures Commission Report (1998)
- Salt Lake City Urban Design Element (1990)
- Salt Lake City Community Housing Plan (2000)
- Salt Lake City Transportation Plan (1996)
- Northwest Community Master Plan (1992)
- West Salt Lake Master Plan (1995)

Salt Lake City Futures Commission Report

The Salt Lake City Futures Commission report is a city wide document that is general in nature. It includes a number of recommendations grouped by category. Those relevant to this project include:

- Arts and Culture
- Built Environment
- Economics
- Natural Environment
- Neighborhoods
- Social Environment

This document recommends that the City budget money for including art in all public construction projects. The construction of the Airport light rail includes money for art and a program called Art in Transit has been established to create meaningful art along the corridor. In addition, this section recommends providing adequate public spaces that are equipped to handle gatherings of various sizes at different locations throughout the City. Providing live/work space for artists is also recommended. The North Temple Station Area Plans recommends a broad range of housing types, including live/work units along North Temple, as well as in the Euclid Neighborhood.

The Built Environment section identifies a number of key recommendations that are relevant to the North Temple Boulevard Station Area Plans. Assertion A states that

An integrated transportation system, including alternative modes of transportation such as pedestrian ways, bicycles, mass transit, freight vehicles and personal automobiles ensure the enjoyable movement of people and products into and within the City.

The Station Area Plans identify all of these modes of travel and recognize the importance of effectively managing each mode. The success of each station area depends on the efficient movement of people and goods.

Assertion B creates a hierarchy upon which urban design should be based:

1. Focus on the needs of pedestrian and bicyclists first;
2. Focus on mass transit second;
3. Focus on the automobile third.

This section continues by saying :”public transit systems such as light rail are user friendly and designed with the pedestrian in mind; and all citizens have access to public transit within 1,200 feet of their homes.” The Airport light rail provides a number of citizens with new access to mass transit. In addition, by strategically focusing future growth and development around transit stations, future residents and workers have better access to transit.

This section introduces the importance in design and mentions that high aesthetic standards, integrating urban design and building design, having streets with character, and unique neighborhoods contribute to a more livable City and nurtures a strong community. The Station Area Plans include a number of policies and strategies that attempt each of the assertions in the Built Environment section.

Safety is an important theme that was identified in each of the community workshops. The Futures Commission report identifies that safe sidewalks, parks and other public spaces essential to a vibrant City. The

proposed plan recommends adopting Crime Prevention Through Environmental Design concepts into future zoning regulations to improve the safety of our community.

An important aspect of the Futures Commission report is identifying that all people have a stake in the planning and building of the City. From the beginning of the planning process for North Temple, Planning staff has intended for this plan to be based on community input. The broad participation in this process is an important aspect of the plan and important in the long term success of the plan.

The Economics section of the Futures Commission report identifies that planning and zoning are important economic development tools. Many of the policies, strategies and key projects are aimed at promoting economic development along the corridor to support the business community, enhance the neighborhoods, protect the City's tax base, and improve the economic condition of the neighborhoods along the corridor and the City as a whole. Other parts of the Economic section discuss:

- Light rail construction being critical to the transportation system as well as improving air quality;
- Promoting housing and mixed used development throughout the City;

The Natural Environment section focuses on air and water quality, solid waste management, open space, and gateways. The North Temple Station Area Plans address these issues by promoting compact development that uses less land and provides people with options on how they move, where they live, and where they shop, dine, work, and play; allows for the creation of new open spaces; and recommends innovative solutions to storm water management.

Neighborhoods are the backbone of any City, and the neighborhoods along North Temple are no exception. Preserving neighborhoods such as Guadalupe, Jackson, Euclid, Fairpark, and Jordan Meadows provide a foundation for future development in the area. With the anticipated growth in Salt Lake City, future development and residential density should be strategically located so that the existing neighborhoods are preserved. By concentrating new development near the transit stations, the City can adequately provide services to new development and preserve the neighborhoods at the same time. Providing a range of housing options helps create diverse neighborhoods and provides people with different needs options as to where they live.

The Social Environment section defines itself as “everything in our society that improves our lives, expands our minds, and helps us to be healthy, caring, educated, and productive citizens.” This section has recommendations related to promoting community involvement, expanding recreational opportunities, and addressing issues that impact our community. The station area plans project touch on some of these principles and has had an extensive public involvement process. Providing adequate housing for people with different needs, providing transportation options and enhancing our open spaces and access to our trail system improves our community.

Salt Lake City Urban Design Element

The purpose of the Urban Design Element is to define urban design objectives for the City and illustrate a process for making decisions regarding the City's future character. To that end, the Urban Design Element recommends a number of policies and strategies. A key strategy is to recognize that land use intensities and building heights should reflect relationship between the district that they are located within and adjacent neighborhoods and their respective role in the City. The document goes on to say “indiscriminate high rise construction outside of the downtown core adversely affects the strong downtown development concentration characteristic of the City.” The station area plans recognize this concept by limiting building height to a level

that transitions from the core of a stations down towards existing neighborhoods. In addition, the building height complements Downtown by having lower building heights and continues the downward progression of building height between Downtown, the Gateway Neighborhood and into the 800 West Station Area. The Urban Design Element lists many other policies and strategies that are relative to North Temple and addressed in the station area plans, including:

- Allowing individual districts to develop in response to their unique characteristics within the overall urban design scheme for the City;
- Treat building height, scale and character of significant features of a districts image;
- Ensure that features of building design such as color, detail, materials and scale are responsive to district character, neighborhood buildings and the pedestrian;
- Maintain a pedestrian-oriented environment at the ground floor of buildings;
- Introduce pedestrian-oriented elements such as landscaping, sidewalk lighting, pedestrian oriented building and site design into neighborhood commercial centers;
- Use street spaces, patterns and rhythms to unify the image of a district;
- Encourage pedestrian walkways networks that connect individual buildings, blocks, groups of blocks and entire districts;
- Require new buildings to respect the pedestrian elements of the street

The North Temple Station Area Plans provide additional guidance for land use decisions and includes policies which complement the Urban Design Element. The Station Area Plans provide more focus of the urban design concepts because there are specific urban design policies related to each station area.

Salt Lake City Community Housing Plan

The goal of the Community Housing Plan is to enhance, maintain and sustain a livable community that includes a vibrant downtown integrated with surrounding neighborhoods that offer a wide range of housing choices, mixed uses and transit oriented design. The key concepts addressed in the Housing Plan include:

- Creating a wide variety of housing types across the City;
- Preserving, rehabilitating and replacing (when necessary) the existing housing stock;
- Encouraging innovation in housing design;
- Encouraging mixed use and mixed income housing;
- Creating transit-oriented housing developments;
- Creating affordable and transitional housing;
- Exploring innovative funding mechanisms for the creation of housing;
- Altering zoning regulations to encourage the potential for innovation in housing developments; and
- Supporting home ownership for a variety of income levels.

The Station Area Plans include a number of policies that support the above concepts. The development concepts identified in the station area plans include a major focus on creating a range of housing options for people with different housing needs. The plan also discusses preserving existing housing in existing neighborhoods, such as Jackson, Guadalupe and Euclid.

Salt Lake City Transportation Plan

The Salt Lake City Transportation Plan includes policies related to all forms of transportation, including automobile, mass transit, pedestrians, and bicycles. The plan correctly identifies the important link between transportation and land use and provides the following relevant direction for future land use:

- Salt lake City will preserve and enhance residential communities within the City which allow residents to live, work and play in the same area;
- Salt Lake City will explore opportunities to increase residential and destination densities at major bus and rail transit nodes along transit corridors;
- Salt lake City will promote development that is transit, pedestrian and bicycle friendly.

The Station Area Plans are consistent with this direction and aim at providing opportunities for land use to support mass transit and vice versa. The transportation plan provides direction for increasing the number of bicycle lanes within the City and maintaining those lanes to a high standard. Integrating bicycle use into the Station Area Plans is a key component of the plan and the plan recommends providing safe and convenient pedestrian and bicycle infrastructure. The Station Area Plans indicate that finer grain network of bicycle paths and trails will be warranted as the station areas develop over time and bicycle use increases.

Northwest Community Master Plan

The Northwest Community Master Plan was adopted in 1992 and includes the north side of North Temple. It does not adequately address the future development along North Temple. In talking about North Temple, the plan recommends “that a specific plan be prepared to establish definitive design and development criteria and standards.” The Northwest plan identifies the corridor as a General Commercial corridor. With the addition of the Airport Light Rail, development pressure will change and general commercial type of development is typically not very compatible with light rail systems that are placed in the roadway.

West Salt Lake Community Master Plan

The West Salt Lake Community Master Plan was adopted in 1995. It discusses commercial corridors and describes them as “prime examples of urban sprawl and represent some of the least attractive areas along major thoroughfares in the City.” In the Urban Design section of the West Salt Lake Plan, it discusses focusing urban design resources on the commercial corridors, including North Temple. The Station Area Plans include a section on urban design and provide additional information on how to implement urban design principles into North Temple.

Summary

The Proposed North Temple Station Area Plan are generally consistent with the policies and guidelines of the listed City wide and Community Master Plans. The Station Area Plans provide finer detail, are more specific to geographic areas and provide adequate guidance on future land use decisions. It is critical that future zoning be compatible with the Station Area Plans, reflect the Communities vision for each station area and can provide the necessary flexibility, processes and regulations to produce desired development. The Plan provides for appropriate height, densities, and land use intensities in various geographic sections along the corridor. These policies are important to achieve the City’s goals of environmental, economical and socially sustainability as well as ensure the large public investment in infrastructure along North Temple is effective in revitalizing this area of the City and providing for the needs of the residents, business community and other stakeholders in the area.

Attachment A Summary of Changes

Summary of Changes

Below is a summary of changes to the content of the North Temple Station Area Plans. These are changes that have been made since the public draft was provided to the Planning Commission.

800 West

- Graphics and maps were improved throughout the 800 West Station Area Plan.
- Pg. 30: Station Area map: the map was modified by adding a transition zone along the 800 West block of North Temple. The change will provide a transition between the station area core and the Jackson neighborhood north of 200 North.
- Pg. 30: Station Area Map: The description of the core, transition and stable areas on the map was changed to clarify the intent of each subarea.
- Pg. 35: Strategy 1-B action d was modified to remove the statement about allowing on-street parking to count towards the off-street parking requirement at the request of the Transportation Division. The action now reads: "consider on street parking layouts that create the most parking stalls and the least amount of conflicts."
- Pg. 36: Strategy 2-A action e was added to require the removal of billboard as properties redevelop and prohibit future billboards within the station area.
- Pg. 46: Added a follow up item titled "support Art in the Community" based on feedback from local school aged children who would like art, particularly created by the youth who live in the area, to be incorporated into public spaces as well as in some sort of art center where their work can be displayed.

Fairpark

- Graphics and maps were improved throughout the Fairpark Station Area Plan.
- Pg. 53 Station Area Map: the boundaries of the core and transition areas on the south side of North Temple were modified to follow property lines.
- Pg. 53 Station Area map: the description of the core, transition, and stable areas on the map was changed to clarify the intent of each subarea.
- Pg. 59 Strategy 2-A action d was added to require the removal of billboards as properties redevelop and to prohibit any new billboard in the station area.

Cornell

- Graphics and maps were improved throughout the Station Area.
- Pg. 73 Station Area Map: the description of the core, transition, and stable areas on the map was changed to clarify the intent of each subarea.
- Pg. 79 Strategy 2-A action F was added to require the removal of billboards as properties redevelop and prohibit new billboards within the station area.

1950-2200 West

- Graphics and maps were improved throughout the station area.
- A discussion on why the Redwood Rd. intersection is a transition subarea instead of a core subarea.
- Pg. 92 Station Area Map: the stable area located on the west side of Redwood Rd. was changed to a transition area.
- Pg. 92 Station Area Map: the description of the core, transition, and stable areas on the map was changed to clarify the intent of each subarea.
- Pg. 99 Strategy 2-A section f was added to require the removal of billboards as properties redevelop and to prohibit new billboards in the station area.

Attachment B
Public Comment received since Feb. 10, 2010

Norris, Nick

From: Larry A. Steele [ljsteele@easilink.com]
Sent: Tuesday, February 16, 2010 5:01 PM
To: Norris, Nick
Subject: North Temple Station Area Plans

Nick – I received the notice hearing on Feb 24, 2010. I will not be able to attend, but did want you to know that I favor the plan generally and favor the placement of the Station at 800 West. This location would provide great access to a large area of the population. Thank you.

Larry A. Steele
804 W. 100 S.
SLC.