

## Planning Commission Staff Report

### PUBLIC SAFETY BUILDING PROJECT

PLNPCM2009-01423 – Master Plan Amendment

Area within: 400 South and 500 South; 300 East and 400 East

Re-Hearing date: June 23, 2010



Planning Division  
Department of Community  
& Economic Development

#### **Applicant**

SLC Corp., Mayor Ralph Becker

#### **Staff**

Casey Stewart 535-6260  
casey.stewart@slcgov.com

#### **Tax ID**

1606306037, 1606307001, 1606330019,  
1606331013, 1606331006, 1606331007,  
1606331008, 1606404001, 1606404010

#### **Current zone**

PL (Public Lands), TC-75 (Transit  
Corridor), R-MU (Res-Mixed Use)

#### **Current master plan designation**

*Central Community Master Plan:*  
Institutional, High Density TOD, High  
Density Mixed Use

#### **Council District** District 4 – Luke Garrott

#### **Community Council**

Central City – Thomas Mutter

#### **Current use**

City government, public library, state courts,  
commercial offices

#### **Applicable land use regulations**

- N/A

#### **Notification**

- Notice mailed June 11, 2010
- Published in newspaper June 11, 2010
- Posted to Planning Dept and Utah State  
Public Meeting websites June 17, 2010.

#### **Attachments**

- A. Proposed Future Land Use map  
amendment
- B. Current Central Community Future Land  
Use Map & East Downtown Map
- C. Written public comment

#### **Request**

Mayor Ralph Becker has initiated a request to amend the Central Community Master Plan in preparation for the new public safety building, emergency operations center building, and other possible mixed uses. The subject area is located approximately between 400 South and 500 South and 300 East and 400 East. The proposed amendments would recognize the current, long-standing civic uses and designate an additional area for the new voter-approved public safety and emergency operations center buildings with additional possibilities for other mixed uses including residential, retail, office, cultural.

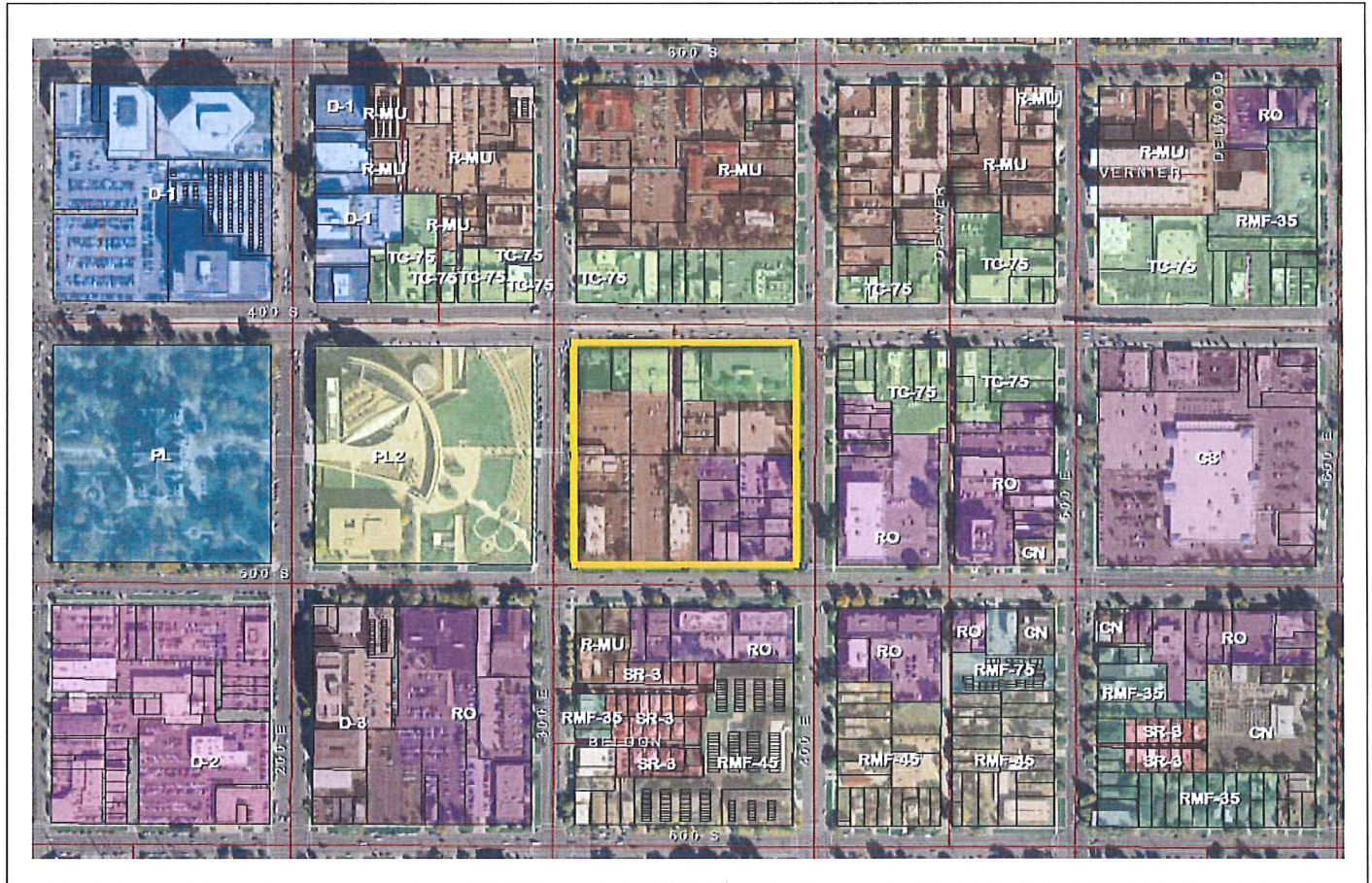
#### **Recommendation**

#### **PLNPCM2009-01423 – Public Safety Building master plan amendment**

Based on the discussion in the staff report, it is the Planning Staff's opinion that the Planning Commission transmits a favorable recommendation to the City Council to adopt the proposed Future Land Use map amendment and associated text amendments related to the Public Safety Building and that entire block thereby designating it as "Civic/Mixed Use".



### Vicinity Map



## Background

In March 2010, the Planning Commission recommended approval of master plan changes regarding the proposed Public Safety Building. The proposal at that time included a specific boundary for a civic campus. Shortly after the Planning Commission recommended those changes to the City Council additional property was acquired by the City on that same block and questions arose about the use of the newly acquired property to house City functions. The civic campus' eastern boundary of 350 East (Blair St) was now obsolete.

In order to allow flexibility with the design of the new public safety building, emergency operations center, and other potential mixed uses within this block, the proposed amendment has been revised. The revision is to do away with the hard boundary line that had been proposed and instead designate the block as “Civic/Mixed Use”. This new designation is intended to reduce the potential “hard line” design that may occur when dividing the block down the middle. Without the mid block boundary, the uses can integrate more easily while allowing for less intense civic uses to utilize existing office buildings. Civic/Mixed Use is intended to still allow for transit-oriented development along 400 South.

## Project Description

From as early as 1943 (*City Plan, 1943*) concentrating civic uses in the area around the City/County building has been discussed off and on. The area has typically extended from Main Street to approximately 400 East staying close to the corridor between 400 South and 500 South. The current city administration determined that a new public safety building and emergency operations center were top priorities and began researching as many as ten possible sites for the new buildings. In November 2009, a majority of voters of Salt Lake City



approved a bond for the two proposed buildings. During the site review process, the administration determined that the western portion of the block between 300 East and 400 East, commonly referred during the process as the Barnes Bank building block, provided the best options for the project. Approximately six weeks after the vote, Mayor Becker, made the final site decision, which was indeed the Barnes Bank building block, bounded by 300 East, 400 South, 400 East, and 500 South.

In preparation for the new buildings, the mayor has requested the City Council amend the applicable master plans (e.g., Central Community Master Plan and East Downtown Neighborhood Plan) with some updated text amendments and a new designation of "Civic/ Mixed Use" for the block. The current designation for the parcels within the subject block area include; High Density Transit Oriented Development; High Density Mixed Use, General Commercial, and Residential Mixed Use.

The consolidation of these types of uses in a central location easily accessible by public and private transportation better serves the public by increasing efficiency. Sound urban and architectural design will help the proposed new public safety building and emergency operations center fit in with the surrounding area and include pedestrian oriented amenities to encourage the public to visit the area.

Considering the revised proposal the proposed text additions/updates are listed below in [blue underlined text](#) and the document location precedes each section:

#### **Central Community Master Plan document**

**(Lower Center Column - page 9)** In the 400 South TOD zone, this plan recommends creating a new interior pedestrian corridor along 450 South between 200 and 700 East with a possible extension to Gilgal Garden between 700 and 800 East. The light rail line along 400 South strongly supports this land use change, which will evolve gradually as the possibilities become apparent to residents and developers. [The 450 South Corridor can be supported and enhanced in the area immediately to the east of the City and County Building with mixed land uses such as Salt Lake City government administration, courts, public safety administration, ground level interactive uses \(small retail, offices, public gatherings\), cultural facilities, medium to high density residential, as well as open space enhancements.](#)

**(Lower Center Column - page 12)** Government land use: This land use includes facilities operated by Federal, State, County, and City agencies, such as storage yards, recreation centers, jails and courts, fire stations, police stations, professional offices, and libraries. [These facilities may be located generally throughout the central business district, with smaller neighborhood oriented service facilities located in neighborhoods.](#)

[Concentration of local government administration and office facilities, particularly Salt Lake City administration, courts, public safety and cultural facilities near the City and County Building will help create efficiencies in services which are often interrelated, and help improve access to services for local residents and businesses. Applying sound urban design principles and appropriate architectural character to these uses will also provide a positive transition from the Central Business District to the Central City Neighborhood.](#)

**(Top of Center Column - page 13)** Expansion of large-scale medical facilities and services within the Central Community will take place in the Gateway and Downtown areas of the community. Cultural and governmental land uses will also be encouraged to expand within the downtown area, [with Salt Lake City administration, courts and cultural facilities concentrated in the vicinity of the City and County Building.](#)

(Middle of Right Column - Table - page 13) Policy INSLU-4.0 Provide government facilities accessible to the public that meet the needs of the community.

INSLU-4.1 Encourage the concentration of [federal, state, and local](#) government office facilities, [and](#) courts, [and cultural facilities](#) in [or near](#) the Central Business District with convenient access to light rail in order to provide easy availability to the greatest number of people.

INSLU-4.2 Encourage neighborhood participation in volunteer crime prevention and emergency response programs.

INSLU-4.3 Ensure City and encourage Federal State and County entities that the architecture of new government or public buildings complements and enhances the urban design of the community.

[INSLU-4.4 Concentrate the development of Salt Lake City administration, courts and cultural facilities near the City and County Building to encourage efficient services, improve access for businesses and residents, facilitate improved work and communication among interrelated departments and divisions, provide opportunities for public gatherings and interaction, and support and enhance the development of a pedestrian corridor along 450 South established by the axis between the Matheson Courthouse, the City and County Building, the Library Square block, and possibly further east toward 400 East.](#)

## **Comments**

### **Public Comments**

Staff conducted an open house for this project on January 14, 2009 and approximately eight people attended. Most questions posed by the attendees related to the design of the buildings and the surrounding site, which is unknown at this time. Other questions and concerns consisted of plans for Blair Street and what impact a possible extension of Blair Street might create for surrounding businesses; and, traffic disruptions for surrounding businesses during construction. Written comments were received from the owners of Freshman's Jewelers (353 E. 500 S.) and another citizen. The comments are included with "[Attachment C](#)".

### **Project Review**

#### **Master Plan Amendment**

As stated previously, the concept of a concentrating civic uses has been discussed by past city administrations and commissions as a way to centrally locate public services. This same concept is utilized in many jurisdictions around the world. In Salt Lake City's particular situation, the mayor's proposed location ties in well to the existing informal campus and is located along a transit corridor thereby allowing access by numerous forms of transportation. When incorporated into a transit and pedestrian oriented development and combined with a mix of uses and public events, pedestrian presence will likely increase and enliven the area.

Staff is of the opinion that it is appropriate and in the capitol city's best interests to amend the Central Community Future Land Use map and use the proposed text amendments as policy guidance for the future use of the subject block (see vicinity map on page 2). The proposed designation as *civic/mixed use* establishes the City's intent to recognize the subject block as a civic and mixed use area of the city that can efficiently serve its citizens and support the existing civic uses including the Salt Lake City Public Library, The Leonardo Science Center, and city government administration to the west.

### **Analysis and Findings**



## ***Analysis and Findings***

### **Findings**

There are no specific standards in the Salt Lake City Zoning Ordinance for Master Plan Amendments. State Law, Section 10-9a-204, Notice of Public Hearings and Public Meetings to Consider General Plan or Modifications, outlines the criteria for amending a master plan relating to noticing requirements. A newspaper notice for the master plan amendment was published on June 11, 2010. The rationale for amending the Central Community Master Plan and East Downtown Neighborhood Plan is discussed above.

***Attachment A***  
Central Community Future Land Use Map (*proposed*)

# Central Community Future Land Use

## Map Legend

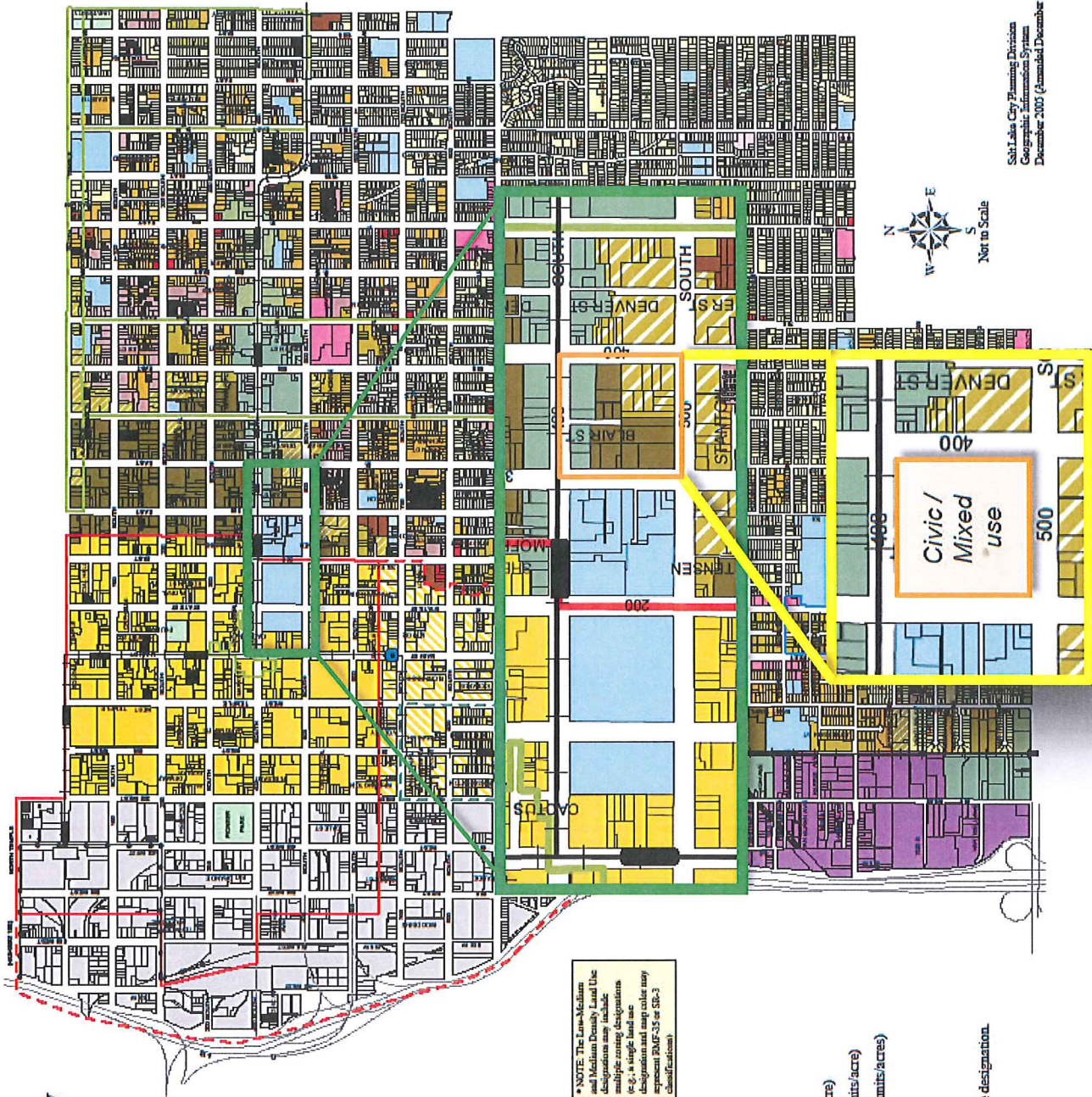
- Light Rail Stations
- Proposed Light Rail Stations
- Historic Preservation
- Light Rail
- Later Phase of Light Rail
- CBD Boundary
- CBD Support Boundary
- Salt Lake Community College/Future Expansion Area
- West Temple Gateway Plan

## Future Land Use

- Low Density Residential (1-15 dwelling units/acre)
- Low Medium Density Residential (10-20 dwelling units/acre) \*
- Medium Density Residential (15-30 dwelling units/acre) \*
- Medium High Density Residential (30-50 dwelling units/acre)
- High Density Residential (50 or more dwelling units/acre)
- Low Residential/Mixed Use (5-10 dwelling units/acre)
- Medium Residential/Mixed Use (10-50 dwelling units/acre)
- Residential/Office Mixed Use (10-50 dwelling units/acre)
- High Mixed Use (50 or more dwelling units/acre)
- Neighborhood Commercial
- Community Commercial
- Central Business District
- Central Business District Support
- Regional Commercial/Industrial
- Low Density Transit Oriented Development (1-20 dwelling units/acre)
- Medium Density Transit Oriented Development (10-50 dwelling units/acre)
- High Density Transit Oriented Development (50 or more dwelling units/acre)
- Open Space
- Institutional
- Gateway Master Plan

\* NOTE: The Low-Medium and Medium Density Land Use designations may include multiple zoning designations (e.g., a single land use designation and map color may represent RMP-35 or SR-3 classifications)

Non-conforming properties to be evaluated for appropriate land use designation. (future land use policy would be adjacent land use classifications)



***Attachment B***

Central Community Future Land Use Map (*Current*)  
East Downtown Neighborhood Map (*Current*)



# Central Community Future Land Use

## Map Legend

- Light Rail Stations
- Proposed Light Rail Stations
- Historic Preservation
- Light Rail
- Later Phase of Light Rail
- CBD Boundary
- CBD Support Boundary
- Salt Lake Community College Future Expansion Area
- West Temple Gateway Plan

## Future Land Use

- Low Density Residential (1-15 dwelling units/acre)
- Low Medium Density Residential (10-20 dwelling units/acre) \*
- Medium Density Residential (15-30 dwelling units/acre) \*
- Medium High Density Residential (30-50 dwelling units/acre)
- High Density Residential (50 or more dwelling units/acre)
- Low Residential/Mixed Use (5-10 dwelling units/acre)
- Medium Residential/Mixed Use (10-50 dwelling units/acre)
- Residential/Office Mixed Use (10-50 dwelling units/acre)
- High Mixed Use (50 or more dwelling units/acre)

- Neighborhood Commercial
- Community Commercial
- Central Business District
- Central Business District Support
- Regional Commercial/Industrial

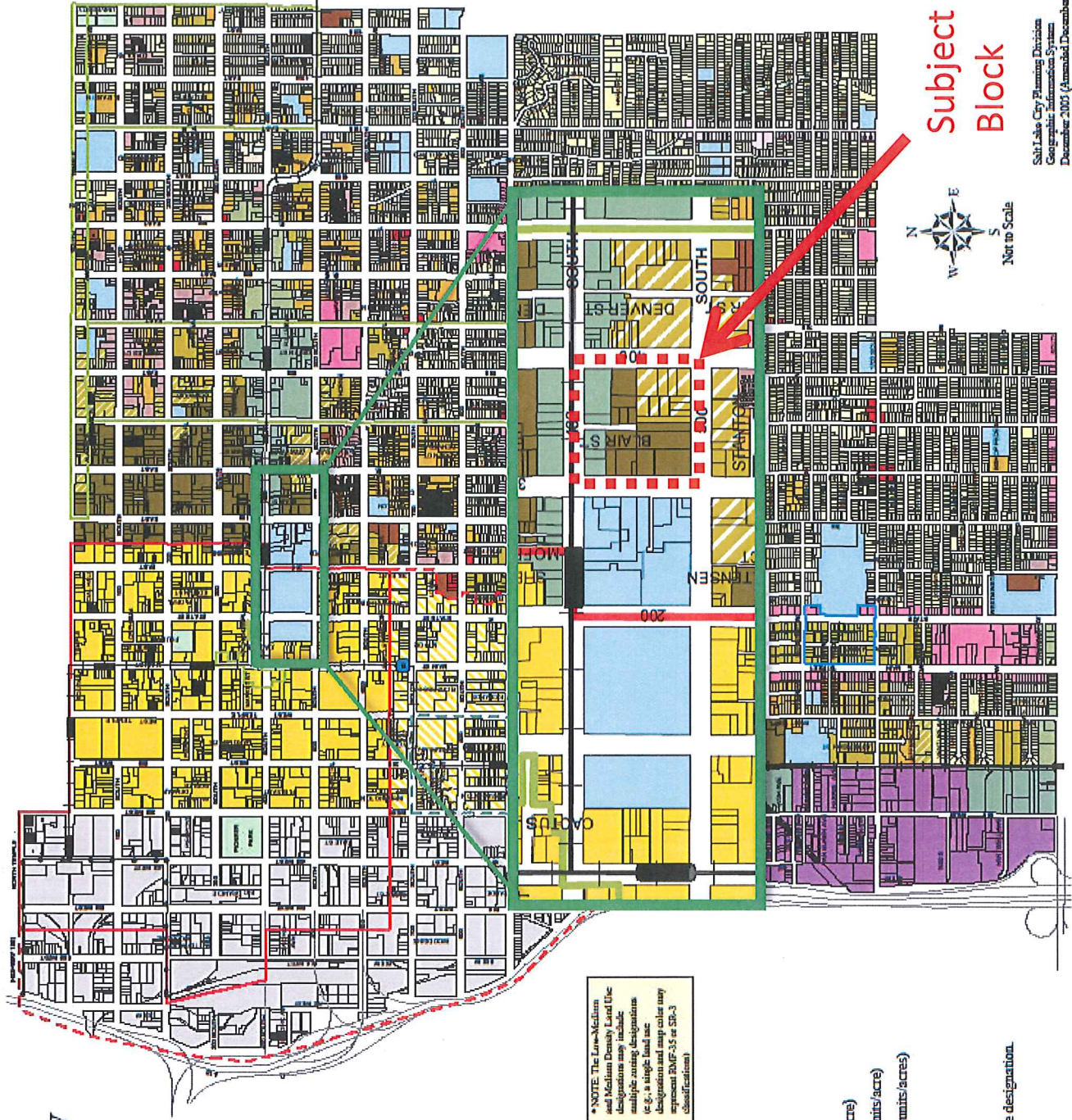
- Low Density Transit Oriented Development (1-20 dwelling units/acre)
- Medium Density Transit Oriented Development (10-50 dwelling units/acre)
- High Density Transit Oriented Development (50 or more dwelling units/acre)

- Open Space
- Institutional

## Gateway Master Plan

Non-conforming properties to be evaluated for appropriate land use designation.  
(future land use policy would be adjacent land use classifications)

\*NOTE: The Low-Medium and Medium Density Land Use designations may include multiple zoning designations (e.g., a single land use designation and map color may represent RMF-3.5 or SR-3 classifications)



Subject  
Block

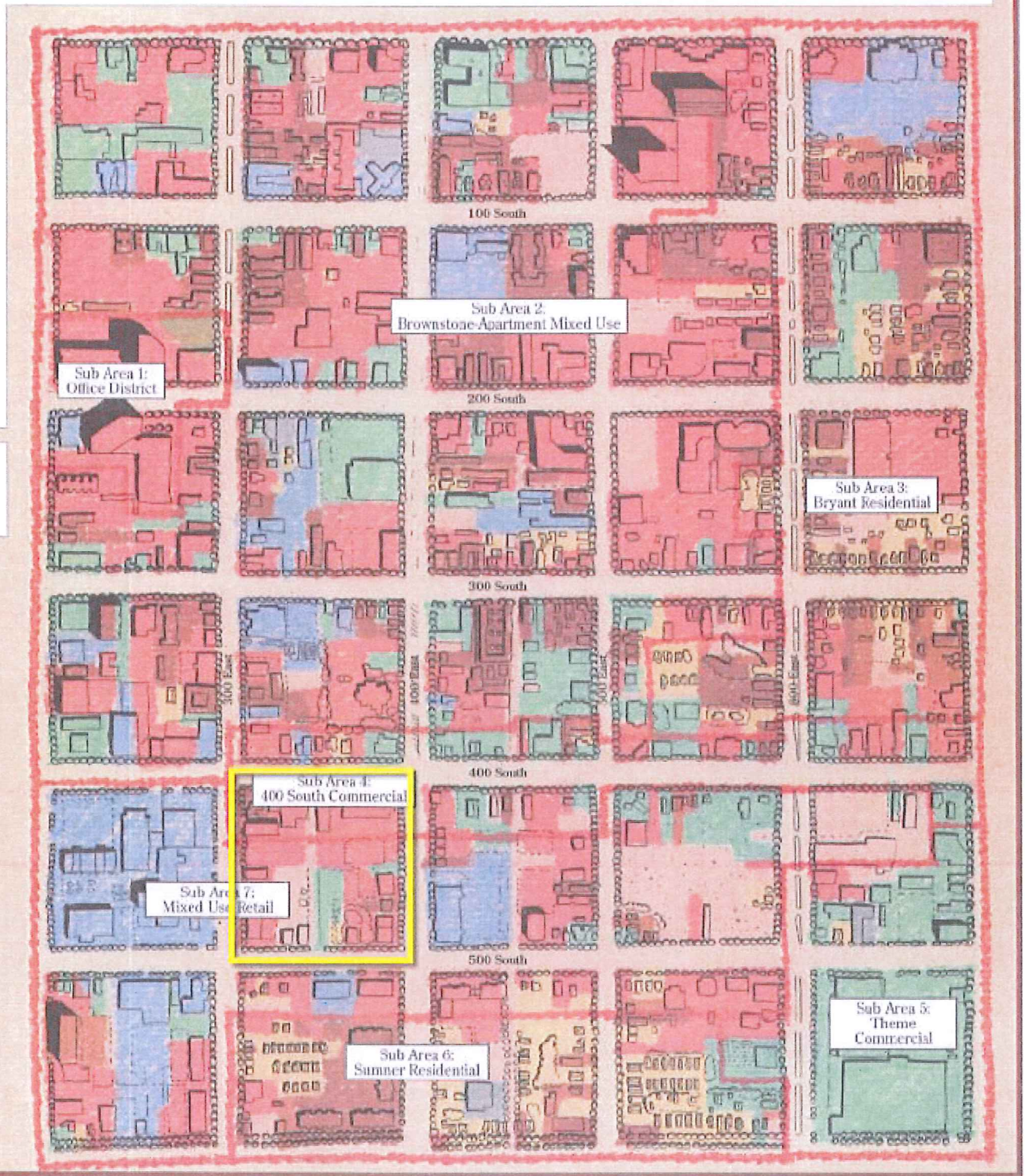


# East Downtown Master Plan Land Use

## Legend

- General Commercial
- Service Commercial
- High Density Residential
- Med. Density Residential
- Low Density Residential
- Industrial
- Institutional
- Parks & Recreation
- Vacant

## East Downtown Sub Areas





***Attachment C***  
Written Public Comment

# CIVIC CAMPUS – Central Community Master Plan amendment COMMENT SHEET

If we may contact you for further discussion about your comments, please provide us with contact information:

Name Charles & Claudia Freshman (Freshman Enterprises)

Address) 393 E. 800 S.

Salt Lake City UT 84111

(include zip code)

Phone 801-521-6327

Email Claudia @ freshmans . com  
charles @ freshmans . com

## Written comments:

Concerned about encroachment on easement that exists  
just east of the eastern edge of the campus plan on the border  
with our property, or connection of Blair Street through the block.

Concerned about traffic patterns during construction considering  
Stn South is one way.



**From:** [Steven B](#)  
**To:** [Stewart, Casey](#)  
**Subject:** RE: Public Safety Bldg  
**Date:** Tuesday, June 15, 2010 11:14:33 AM

---

Thank you very much. I wasn't sure if using the entire block was still being considered. Thank you for passing my comments on to the planning commission and/or city council.

---

From: Casey.Stewart@slcgov.com  
To: gostevego@hotmail.com  
Date: Tue, 15 Jun 2010 10:15:46 -0600  
Subject: RE: Public Safety Bldg

Steve,

Thank you for your comments. I feel the need to clarify that the public safety building is not being planned to occupy the entire block, just the western portion of the block. The master plan amendment is to designate the block for civic uses and mixed uses. The intent is to allow the proposed new public safety and emergency operations buildings along with existing and future commercial and residential uses. I will pass on your comments to the planning commission members at the meeting on June 23.

Respectfully,

*Casey Stewart*  
Principal Planner, SLC Planning Division  
(801) 535.6260

---

**From:** Steven B [mailto:gostevego@hotmail.com]  
**Sent:** Monday, June 14, 2010 2:36 PM  
**To:** Stewart, Casey  
**Subject:** Public Safety Bldg

As a resident of SL City, it is important to me that the new public safety building (set to be located across from the Library) proceed in a responsible manner.

To me, there is no reason for the new building to occupy the entire block; half the block up to Blair St should be more than enough.

Also, I ask the city to limit expenditures on unnecessary 'extras' that have been proposed. For one thing, Library Square and Washington Square already have enough open space for the area (including use for festivals, etc.)

Thanks

Steve

---

The New Busy think 9 to 5 is a cute idea. Combine multiple calendars with Hotmail. [Get busy.](#)

---

The New Busy think 9 to 5 is a cute idea. Combine multiple calendars with Hotmail. [Get busy.](#)