

# Planning Commission Staff Report



Planning Division  
Department of Community  
& Economic Development

## CIVIC CAMPUS PLAN

### PLNPCM2009-01423 – Master Plan Amendment

Area within: 400 South and 500 South; Main Street and 400 East

Hearing date: March 24, 2010

#### **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 March 12, 2009
- Published in newspaper March 12, 2010
- Posted to Planning Dept and Utah State  
Public Meeting websites March 12, 2010.

#### **Attachments**

- A. Proposed Civic Campus Plan & 1943  
Civic Center Plan
- B. Central Community Future Land Use  
Map & East Downtown Map
- C. Written public comment
- D. Map of other Public Safety Building sites  
& evaluation criteria used

#### **Request**

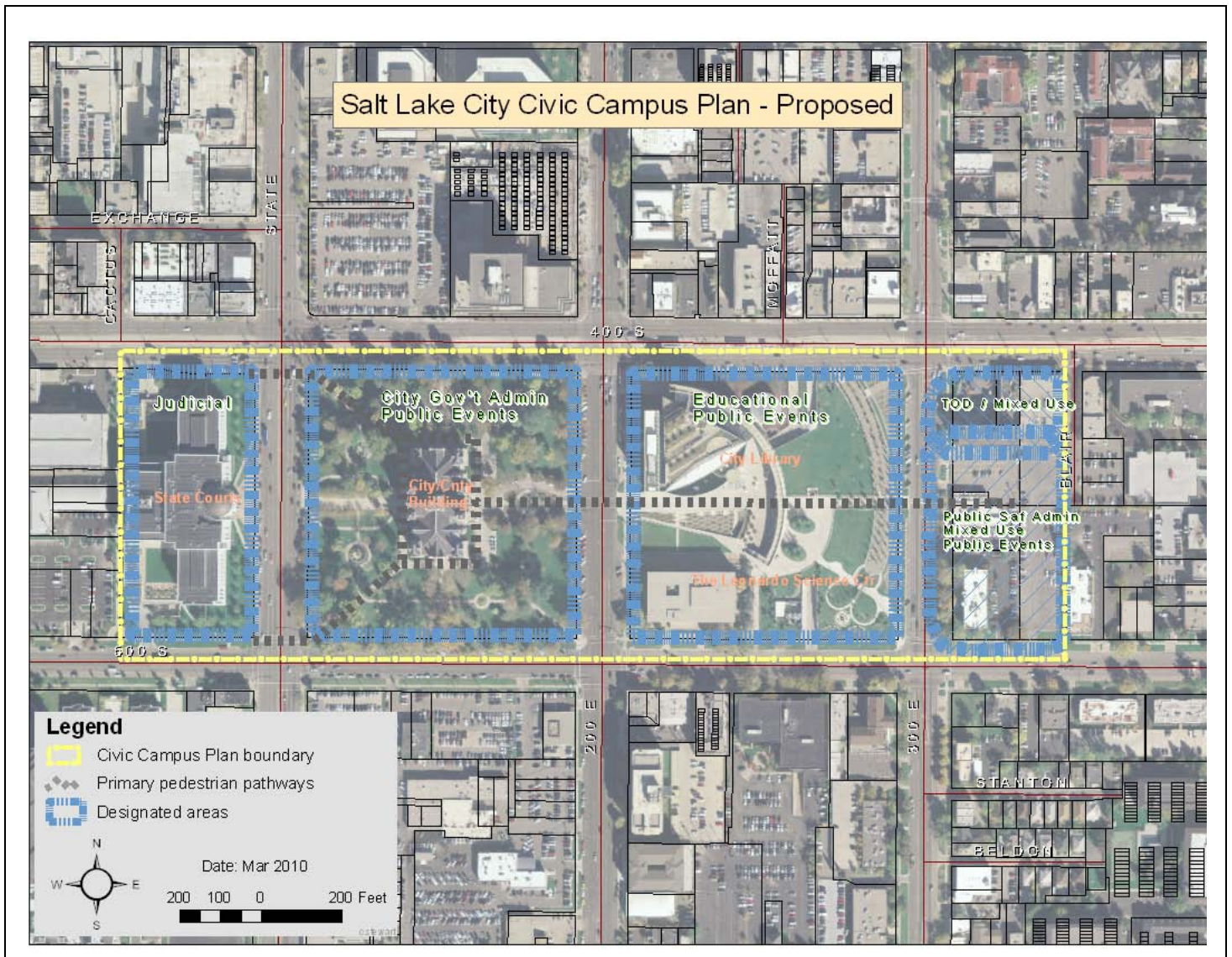
Mayor Ralph Becker has initiated a request to amend the Central Community Master Plan and the East Downtown Neighborhood Plan by adopting a civic campus plan for the area bounded roughly by 50 East and 350 East, between 400 South and 500 South and amending portions of the master plan text. The civic campus plan would recognize the current, long-standing civic uses and designate an additional area for the new voter-approved public safety/emergency operations center buildings.

#### **Recommendation**

##### **PLNPCM2009-01423 – Civic Campus Plan**

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 civic campus plan and associated text amendments as part of the Central Community Master Plan and East Downtown Neighborhood Plan.

## PROJECT MAP



## Background

### Project Description

From as early as 1943 (*City Plan, 1943*) a civic campus idea has been discussed off and on for the area around the Salt Lake City and County building. 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. A map of sites considered and a list of the evaluation criteria are included with this report as "[\*Attachment D\*](#)". 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, Blair Street (350 East), and 500 South.

In preparation for the new buildings, the mayor has requested the City Council adopt a formal civic campus plan and incorporate the plan into the applicable master plans (e.g., Central Community Master Plan and East Downtown Neighborhood Plan) with some updated text amendments. The current designation for the parcels within the civic campus boundary include: Institutional; High Density Transit Oriented Development; High Density Mixed Use, General Commercial.

The proposed civic campus plan designates areas for purposes including: judicial (Matheson Courthouse), city government administration (City/County Building), education (City Library, The Leonardo Science Center), public safety administration, transit-oriented and mixed use developments, and community events. The consolidation of these 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.

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 through the development of a civic campus plan with 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 to create a civic campus 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 a civic campus 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 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 create a civic campus that will ensure 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.

**(Institutional Land Use Table - middle of page 21)** Add No. 6 - Salt Lake City Civic Campus: explore the development of a civic campus near the City and County Building that may include a variety of interrelated local government facilities such as administration, courts, public safety administration, medium to high density residential, and cultural facilities, as well as additional open space amenities, and continue development of the 450 South pedestrian corridor. Develop a general civic campus plan to identify preferred uses and incorporate it into the Future Land Use Map. Applicable Areas: Central Business District and Central City. Agencies Involved: planning, fire, police, library, public services, engineering. Time Frame: Ongoing

## **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 are included with "Attachment C".

## **Project Review**

### **Master Plan Amendment**

As stated previously, the concept of a civic campus 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 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 adopt a civic campus plan for the area proposed and use the proposed text amendments as policy guidance for the future use and general

design of the civic campus. The proposed civic campus plan establishes the City's intent for a recognized and designated civic campus in an area of the city that can efficiently serve its citizens.

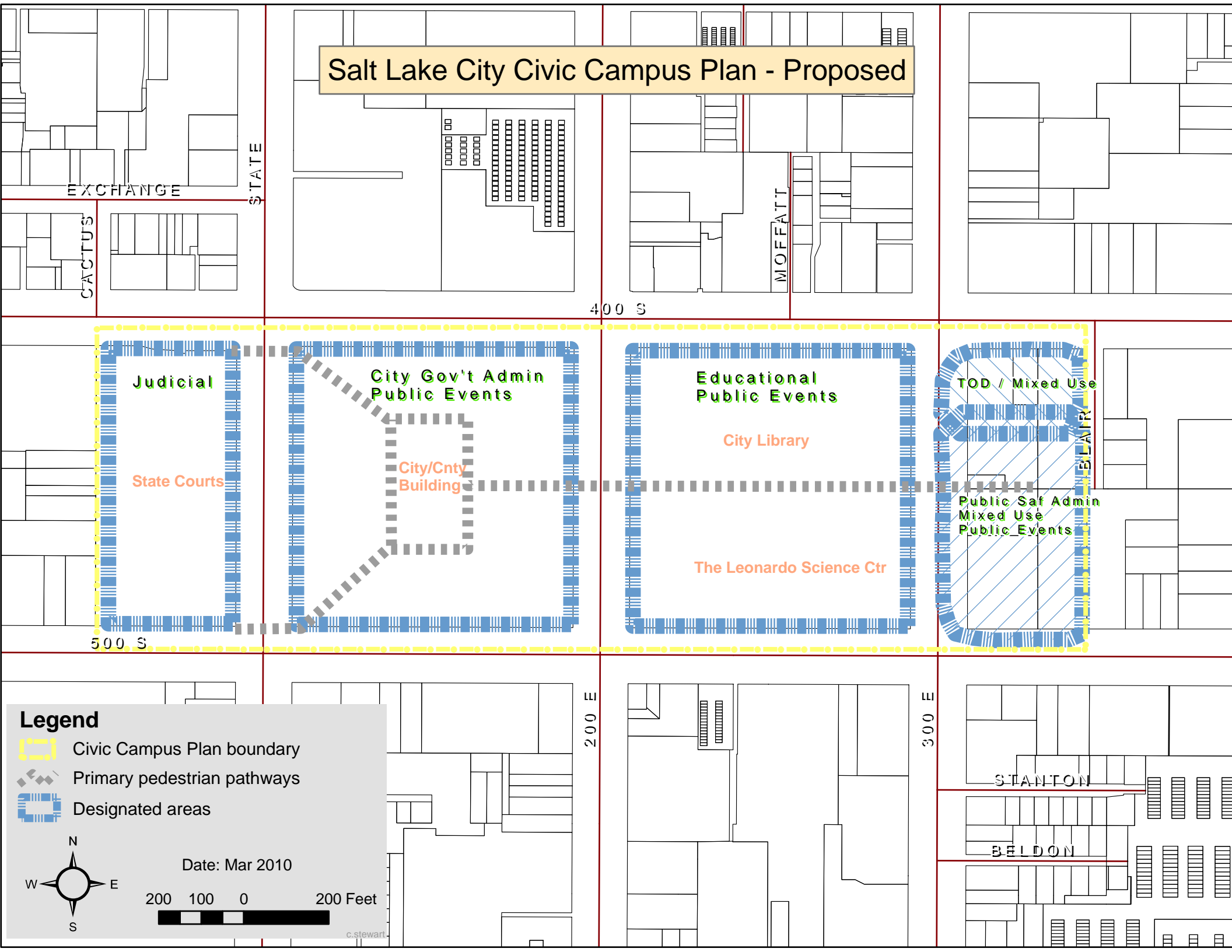
## ***Analysis and Findings***

### **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 March 12, 2010. The rationale for amending the Central Community Master Plan and East Downtown Neighborhood Plan is discussed above.

***Attachment A***  
Proposed Civic Campus Plan  
1943 Civic Center Plan

# Salt Lake City Civic Campus Plan - Proposed



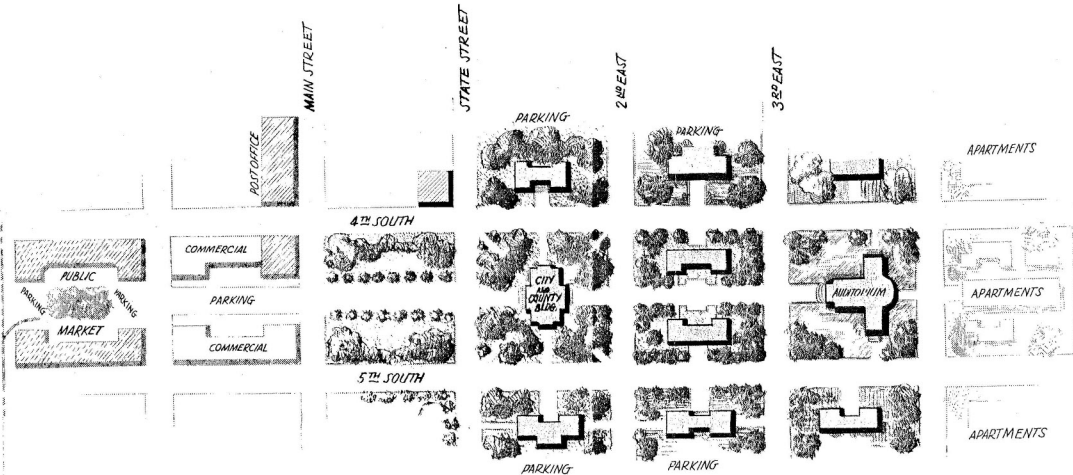
## Legend

-  Civic Campus Plan boundary
-  Primary pedestrian pathways
-  Designated areas

Date: Mar 2010

200 100 0 200 Feet

c.stewart



# POSSIBLE BUILDINGS

LIBRARY  
COUNTY HOUSE  
AUDITORIUM  
POLICE-FIRE-HEALTH HEADQ.  
OTHER MUNICIPAL OFFICES  
FEDERAL OFFICE BUILDING  
MUSEUM

## PROPOSED CIVIC CENTER ~ SALT LAKE CITY ~

STUDY ON CITY PLAN

APRIL 1943

Scale: 1" = 200'



***Attachment B***  
Central Community Future Land Use Map  
East Downtown Neighborhood Map

# Central Community Future Land Use

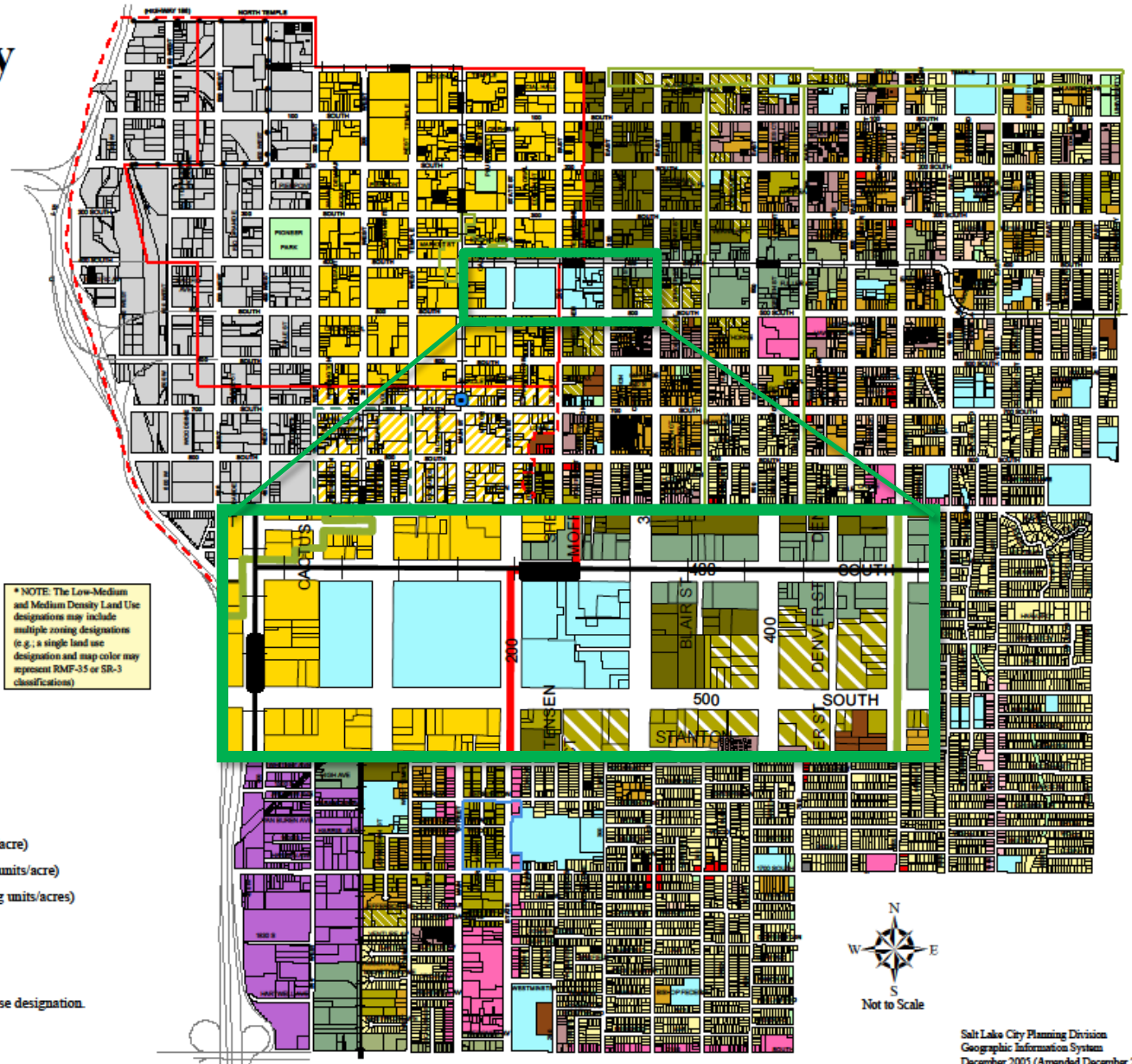
## Map Legend

- Light Rail Stations
- Proposed Lightrail 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. (Interim 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 RMP-35 or SR-3 classifications)







***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) 363 E. 800 S.

Salt Lake City UT 84111

(include zip code)

Phone \_\_\_\_\_

Email \_\_\_\_\_

## Written comments:

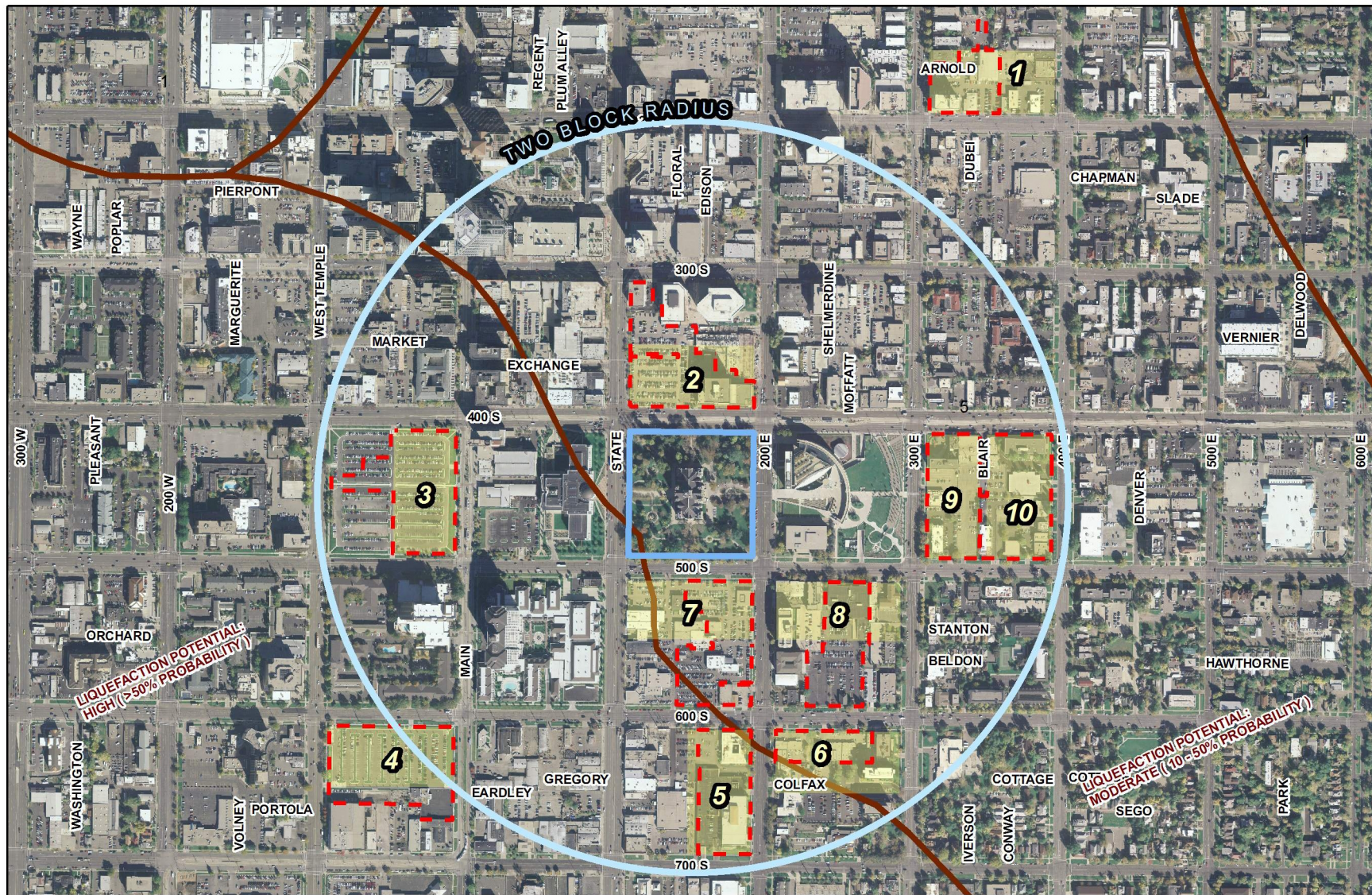
Concerned about encroachment on easement that exists  
just east of the eastern edge of the campus plan on the border  
with our property, or connection of Blair Street through the block.

Concerned about traffic patterns during construction considering  
5th South is one way.

***Attachment D***

Map of Public Safety Building sites & evaluation criteria used





# Public Safety Building & Emergency Operations Center Site Location List



0 0.1 0.2 Miles



## **GENERAL EVALUATION CRITERIA**

- Proximity to Critical City Functions
- Accessibility
- Contribution to Residential/Retail Development
- Minimize Automobile Use & Traffic
- Vibrancy of Downtown
- Functional Criteria
- Minimal Cost, Disruption & Time