

Pleasant Grove



Utah's City of Trees

DOWNTOWN 2020

Action Plan

Adopted July 1, 2008



DOWNTOWN 2020 Action Plan



PLAN CONTENTS:

	<u>Page</u>
<u>Organization</u>	3
Introduction	
Action Plan Preparation	
Vision Statement	
Statement of Objective	
The Main Street Approach	
Eight Principles of Success	
Downtown Advisory Board / Organization	
Action Plan Goals	
<u>Design</u>	9
A Key to Success	
Design Theme and Name	
Design Standards and Guidelines	
Downtown Zoning Requirements	
New Zoning Sub-districts for the Downtown Village	
Public Improvements	
Land Use Planning	
<u>Economics</u>	23
Financial Models	
Typical Downtown Organization Projects	
The Role of Pleasant Grove City	
Market Analysis	
Leakage Study	
Business Recruitment	
Business Expansion and Retention	
<u>Promotion</u>	29
Marketing Downtown	
Branding Strategies	
Special Events	
Summary and Recommendations	
<u>Appendices</u>	33



ORGANIZATION

Introduction

Downtown is the collective memory and soul of the community. It is the public parameter for the community's health.

Action Plan Preparation

The preparation of this plan has roots in many planning efforts performed throughout the last decade, and especially within the last two years. In January of 2006, Pleasant Grove City was chosen to participate in the planning program of the Regional / Urban Design Assistance Team (R/UDAT), sponsored by the American Institute of Architects.

Following four intense, productive days, the R/UDAT team presented an illustrated document of strategies and recommendations, much of which focused on the improvement of downtown (see *R/UDAT Pleasant Grove: Past, Pleasant and Future*). Using the results of the R/UDAT process as a foundation and guide, the City undertook another process to perform a comprehensive update of the City's General Plan, which was adopted on July 3, 2007. Chapters 3 and 4 of the General Plan contain several goals relating to the revitalization of downtown (see *Pleasant Grove City General Plan*).

On September 25, 2007, the City Council directed the preparation of this plan. Public visioning workshops held with various focus groups (Appendix B, "Public Visioning Results") have led to the creation of the concepts and goals found within this plan. All goals are meant to be achieved by the year 2020.

Vision Statement

The purpose of the Vision Statement (below) is to establish a view of the desired future. It is a daydream about what downtown should look and act like in a perfect world. It is a comprehensive collection of thoughts of numerous members of the community.

Statement of Objective

The Objective is to bring the Vision Statement to reality, through the establishment of goals and action items. Deadlines are established for the goal action items. Resources, both human and financial, are allocated to achieving the goals. Committees

"The most successfully enhanced downtowns nationwide are those whose local public officials bravely and visibly support downtown's enhancement and whose business leaders make downtown's enhancement a community-wide priority."
- from *Creating the Future Downtown*, Hyett / Palma



"Creating a vision of what we want is the first and most important step. It's a matter of chance vs. choice – we can create the future downtown that we want."
- from *Creating the Future Downtown*, Hyett / Palma

are established with all activities relating to the Objective (below).

Downtown Vision Statement

Downtown Pleasant Grove will become a vibrant village of mixed uses, promoting a pedestrian friendly atmosphere and providing excellence in landscaping and architecture, in a setting which honors and preserves the past while promoting the future.

Statement of Objective

The Downtown 2020 Action Plan is established to provide effective and achievable goals, strategies and actions in the areas of organization, design, economics and promotion which support and fulfill the Downtown Vision Statement.

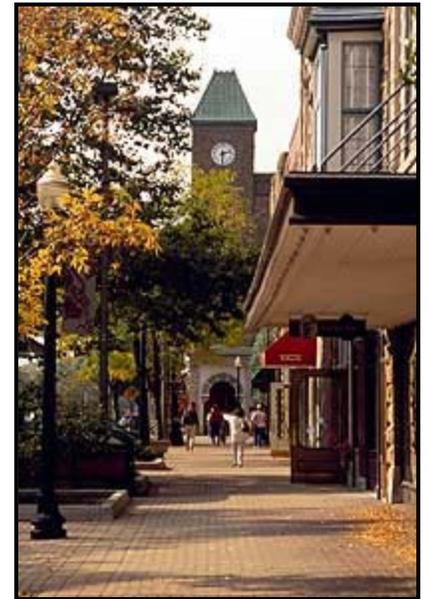
The Main Street Approach

In creating this plan, membership and training in the principles for downtown planning and revitalization was sought through the National Trust for Historic Preservation Main Street Center organization. The Main Street Four-Point Approach, developed through the experience of many years of successful downtown programs throughout the nation, is a comprehensive approach to revitalizing downtown.

The Main Street Four-Point Approach, as described below, has been utilized as a guide for the development of this plan.

The Main Street Four-Point Approach

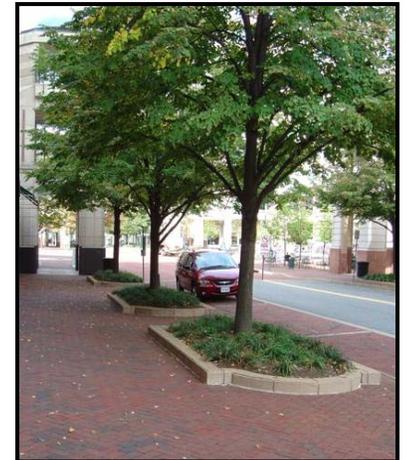
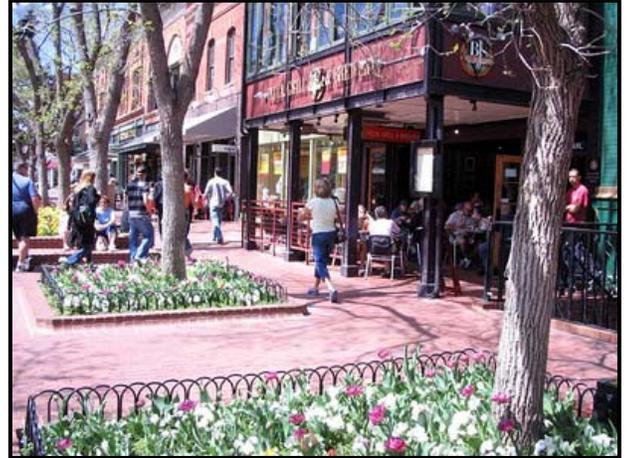
- 1. Organization** involves getting everyone working toward the same goal and assembling the appropriate human and financial resources to implement a Main Street revitalization program. A governing board and standing committees make up the fundamental organizational structure of the volunteer-driven program.
- 2. Design** means getting Main Street into top physical shape and capitalizing on its best assets, such as historic buildings and pedestrian-oriented streets. An inviting atmosphere, created through attractive window displays, parking areas, building improvements, street furniture, signs, sidewalks, street lights, and landscaping, conveys a positive visual message about the commercial district and what it has to offer.
- 3. Economic Restructuring** strengthens a community's existing economic assets while expanding and diversifying its economic base. The Main Street program helps sharpen the competitiveness of existing business owners and recruits compatible new businesses and new economic uses to build a commercial district that responds to today's consumers' needs.
- 4. Promotion** sells a positive image of the commercial district and encourages consumers and investors to live, work, shop, play and invest in the Main Street district. By marketing a district's unique characteristics to residents, investors, business owners, and visitors, an effective promotional strategy forges a positive image through advertising, retail promotional activity, special events, and marketing campaigns carried out by local volunteers.



Eight Principles of Success

The National Trust Main Street Center's experience in helping communities bring their commercial corridors back to life has shown time and time again that the Main Street Four-Point Approach succeeds. That success is guided by the following eight principles, which set the Main Street methodology apart from other redevelopment strategies. For a Main Street program to be successful, it must whole-heartedly embrace the following time-tested Eight Principles.

1. **Comprehensive:** No single focus – lavish public improvements, name-brand business recruitment, or endless promotional events – can revitalize Main Street.
2. **Incremental:** Successful revitalization programs begin with basic, simple activities that demonstrate that "new things are happening" in the commercial district.
3. **Self-help:** Local leaders must have the will and desire to mobilize local resources and talent. That means convincing residents and business owners of the rewards they'll reap by investing time and money in the heart of their community.
4. **Partnerships:** Both the public and private sectors have a vital interest in the district and must work together to achieve common goals of Main Street's revitalization.
5. **Identifying and capitalizing on existing assets:** Business districts must capitalize on the assets that make them unique. Every district has unique qualities like distinctive buildings and human scale that give people a sense of belonging.
6. **Quality:** Emphasize quality in every aspect of the revitalization program. This applies to all elements of the process – from storefront designs to promotional campaigns to educational programs.
7. **Change:** Skeptics turn into believers and attitudes on Main Street will turn around. Changes in attitude and practice are slow but definite – public support for change will build as the Main Street program grows and consistently meets its goals.
8. **Implementation:** To succeed, Main Street must show visible results that can only come from completing projects. Frequent, visible changes are a reminder that the revitalization effort is under way and succeeding.



Downtown Advisory Board / Organization

Essential to the implementation of this plan is the creation and successful functioning of a Downtown Advisory Board that will act as the umbrella organization that unites all of downtown's partners. A chief goal of this plan is that, after being appointed and organized, the Board will work towards soon becoming a self-governing non-profit organization with a Board of Directors, including a Chair, Vice Chair, Secretary and Treasurer, and other committee members. Volunteer committees should be established and trained in all four areas of the Main Street Approach, including organization, design, economics and promotion.

In creating and filling positions for the Board, it is suggested that members include interested downtown property and business owners, representatives of various civic and business groups, professional experts, and some City staff which might represent planning, building, economic development, library, or public works, etc.

The following may serve as general outlines for the roles of this organization:

Role of the Board of Directors:

- | | |
|-------------------------|--------------|
| 1. Resources | 4. Policy |
| 2. Financial Management | 5. Planning |
| 3. Advocacy | 6. Personnel |

Role of the Committees:

- | | |
|-----------------------|------------------------|
| 1. Meet regularly | 4. Report to the board |
| 2. Develop work plans | 5. Keep records |
| 3. Implement projects | |

Initial responsibilities for the Board should include the following: Develop a mission statement and goals, recruit volunteers, raise funds, prepare media promotions such as newsletters, a website, and press releases, presentations at local groups, plan events, prepare a business listing, etc.

Action Plan Goals

Through the preparation process for this plan, several goals have been identified as key to the success of downtown's revitalization. The following downtown goals are established:

“For downtown to reach its full potential, there must be a management vehicle...a strong private-public partnership... [which] should spearhead the revitalization effort and bring about long-term cooperation and results.”

- from *Creating the Future Downtown*, Hyett / Palma





DOWNTOWN GOALS
1. Establish a Downtown Advisory Board, to become a non-profit organization
2. Develop volunteer committees to accomplish organization goals
3. Adopt financial plan and budget for the Downtown organization
4. Adopt design standards and guidelines for a "Turn of the Century" theme
5. Amend zoning codes to match the desired land uses and design theme
6. Perform a comprehensive downtown market analysis and leakage study
7. Create a Business Improvement District and other financial organization
8. Perform economic development marketing and business recruitment
9. Retain and assist the expansion and improvement of existing businesses
10. Promote destination businesses, i.e. theatre, boutiques, cultural attractions
11. Establish a small business incubator
12. Establish branding materials and perform promotional programs
13. Schedule and hold new downtown events
14. Perform a study and develop a new Civic Center for City Hall, Library, Arts, etc.
15. Enhance, expand and promote the Pioneer Park and historic structures
16. Enhance and improve Downtown Park, including amphitheater
17. Provide a system of downtown pedestrian paths, plazas and open spaces
18. Install streetscaping along all main downtown area streets
19. Provide features: drinking, seating, games, water, art, clocks, hearths, etc.
20. Install more greenery, flowers and trees according to the Urban Forestry Plan
21. Install markers and monuments for the Old Fort boundaries
22. Update goals and standards for historic preservation
23. Develop a plan for downtown parking facilities
24. Plan for transit: train station, bus stops, bicycles, street trolleys, buggies, etc.
25. Prepare a plan for street improvements, closures & realign 1 st East / Geneva
26. Plan aesthetic design and pedestrian connection for State Street overpass
27. Install good directional and monument signage, including gateways
28. Establish a Clean and Safe program

See also Appendix B, "Action Plan Implementation Schedule", which demonstrates the breakdown of actions, responsibility, timing, and potential funding for the above listed goals.



DESIGN

A Key to Success

Establishing a design theme and criteria for all built and natural elements is a key component to establishing the desired look and feel, and ultimately, the success of Downtown Pleasant Grove. Expected outcomes to a good downtown design program include increased appreciation for design, increased and appropriate investment in downtown buildings, and availability of good spaces (authentic, smaller, and maintained spaces).

Design Theme and Name

Through the public visioning process in the development of this plan, a theme was selected to guide the look and feel of the built and natural environments in the downtown area. The theme is to be named and follow the design components and criteria of:

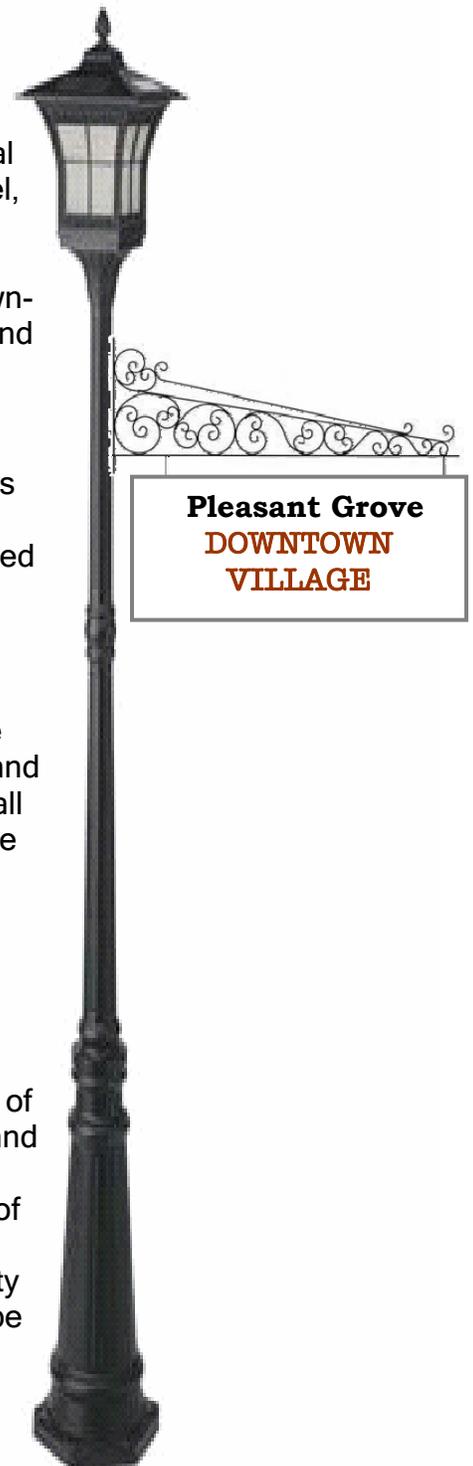
Turn of the Century

This theme refers to the designs common to the era of the late 1800's to the early 1900's, and will be defined based on the images and descriptions offered herein. To meet the spirit and intent of this overall theme, a new name is recommended for the downtown area and zone which has been known as the Central Business District zone (as expanded and modified through recommendations within this plan). Downtown Pleasant Grove is to be known as:

Pleasant Grove Downtown Village

The vision in creating the components that will meet the intent of the design theme and name for downtown, is that all improvements and developments will focus on making downtown a high quality place. Downtown is a symbol of the community's quality of life. The health of downtown affects the overall health of the entire community. As new improvements are made and developments are proposed, high quality must be a key objective. Quality attracts quality - quality should not be sacrificed for quantity or less worthy, long-lasting objectives.

To accomplish the quality ambience and appearance sought through the establishment of the downtown design theme and name, several implementation tools should be put into place. These tools include design standards and guidelines, applicable zoning require-



ments, as well as planning for needed public improvements.

Design Standards and Guidelines

The purpose in establishing design standards and guidelines is to assist property owners in 1) preserving the history of Pleasant Grove, and 2) making new improvements that are appropriate for the Turn of the Century architectural style and that create a degree of coordination among private property improvements made in the area, thereby enhancing the value of the area's property without decreasing the value of the surrounding areas, and protecting current residential uses.

A key objective of this plan is that design standards and guidelines will be formulated and prepared through the assistance of the appointed Downtown Advisory Board. Once approved, the design standards and guidelines should be tied into the development requirements of the Pleasant Grove City Code.

The following are recommended components to be included in the Pleasant Grove Downtown Village Design Standards and Guidelines:

1. Applicable elements and requirements found within the approved 1998 Historic Downtown Guidelines.
2. Building architecture and placement requirements.
3. Historic preservation standards and objectives.
4. Street and streetscape design requirements.
5. Public spaces requirements.
6. Signage guidelines.
7. Outdoor lighting requirements
8. Recommended features and elements which improve the quality and effectiveness of Downtown's image.
9. A program for the review and recommendations for approval of new improvements and developments.
10. Parking standards and guidelines.

Downtown Zoning Requirements

Key objectives for establishing / amending City Code zoning requirements in the Central Business District (CBD) Zone for the Pleasant Grove Downtown Village include:



DOWNTOWN 2020 Action Plan

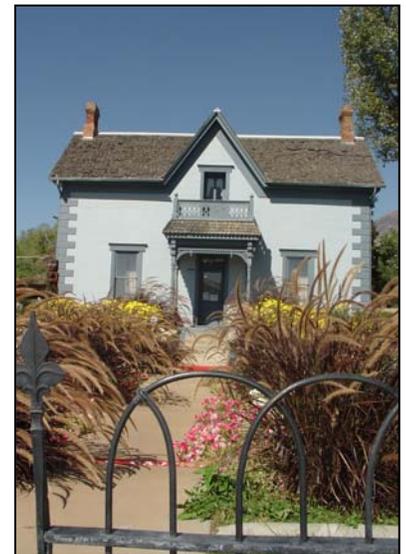


1. Ensuring the meeting of the requirements and intent of the Pleasant Grove Downtown Village Design Standards and Guidelines.
2. Achieving a good mix of uses, i.e. a diversity and concentration of complementary uses, including retail, office, civic, entertainment and residential uses.
3. Creating a vehicle to allow for the development of an aesthetically, socially and economically successful downtown business district.
4. Review classification of zoning sub-districts and uses within the Central Business District (CBD) in increments, including good amounts of public involvement.
5. Change the name of the Central Business District (CBD) Zone to the "Downtown Village Zone."

To achieve the above objectives, the Pleasant Grove City Code and Zoning Map need to be amended to provide for the following determined downtown needs:

- a. Expand the boundaries of the Downtown Village Zone to match the proposed Downtown Village boundaries (see map below).
- b. Create and apply new sub-districts within the Downtown Village Zone.
- c. Revise the permitted and conditional uses.
- d. Apply the required standards of the Pleasant Grove Downtown Village Design Standards and Guidelines.
- e. Increase / improve landscaping requirements.
- f. Revise minimum / maximum density requirements.
- g. Provide possible density bonus criteria for mixed use, open space, outdoor amenities, features, etc., that are above and beyond those normally required.
- h. Restrict drive-through commercial uses.
- i. Other requirements to meet the intent of this plan.
- j. Emphasize the development of owner-occupied residential units.

"Rather than argue for concentration of people, we identify the small things – city comforts – that draw people together into denser settlements and make a mixing and mingling a pleasure."
- from City Comforts, How to Build an Urban Village, David Sucher





New Zoning Sub-districts for the Downtown Village

DOWNTOWN 2020 Action Plan



1. Transitional Residential
 - a. Acts as a transition area between more intensive mixed use and/or commercial projects and traditional single family homes
 - b. Permitted uses include town homes, twin homes, courtyard homes, and small lot single family homes
 - c. Medium Density: Up to 12 units per acre
 - d. Maximum height: 3 stories or 40 feet

2. Multiple Family Residential
 - a. High Density Residential Units
 - b. Applied on the Thorneberry Apartments
 - c. Density: No higher than 26 units per acre

3. Mixed Use Overlay (Commercial/Office/Residential)
 - a. Maximum height of 55 feet is permitted. Up 68 feet may be approved through a conditional use permit.
 - b. Retail required in the sections of the first floor which face streets. The proportion of commercial to residential units / area in any mixed use project should be such that permanent financing may be obtained by buyers of individual units.
 - c. Must follow design theme requirements
 - d. Graduated setback above two stories
 - e. Setbacks required from residential areas
 - f. Density based on number of parking stalls provided
 - g. 80% of residential units individually owned
 - h. Height of new development adjacent to existing historic structures is to be limited incrementally.

4. Retail Commercial
 - a. Uses restricted to those compatible with a pedestrian-oriented Downtown Village
 - b. Required on the street level in developments along Main Street and Center between 1st West and 1st East
 - c. Restaurants and food vendors are encouraged

5. Professional Office Commercial
 - a. New office buildings or in older homes
 - b. New buildings to follow design theme
 - c. Designed to be compatible with adjacent residential
 - d. Maximum height 2 stories or 35 feet



DOWNTOWN 2020 Action Plan



6. Civic Uses / Government

- a. A new City Hall and Civic Center including:
 - 1. Built to "Turn of the Century" design theme
 - 2. City Hall / Administrative Offices
 - 3. Combined Library and Arts Center
 - 4. Police Department (possible relocation)
(Fire Station to be relocated elsewhere)
 - 5. Existing Post Office
 - 6. Existing Senior Center
 - 7. Future transit station

7. Parks and Open Space

To be applied on existing and proposed park areas (see parks plan on page 21.)

The recommended application of the proposed Downtown Village zone sub-districts, as described above, is shown on the following map. Some areas are proposed with a primary (preferred) zoning and a secondary (permitted) zoning designation.

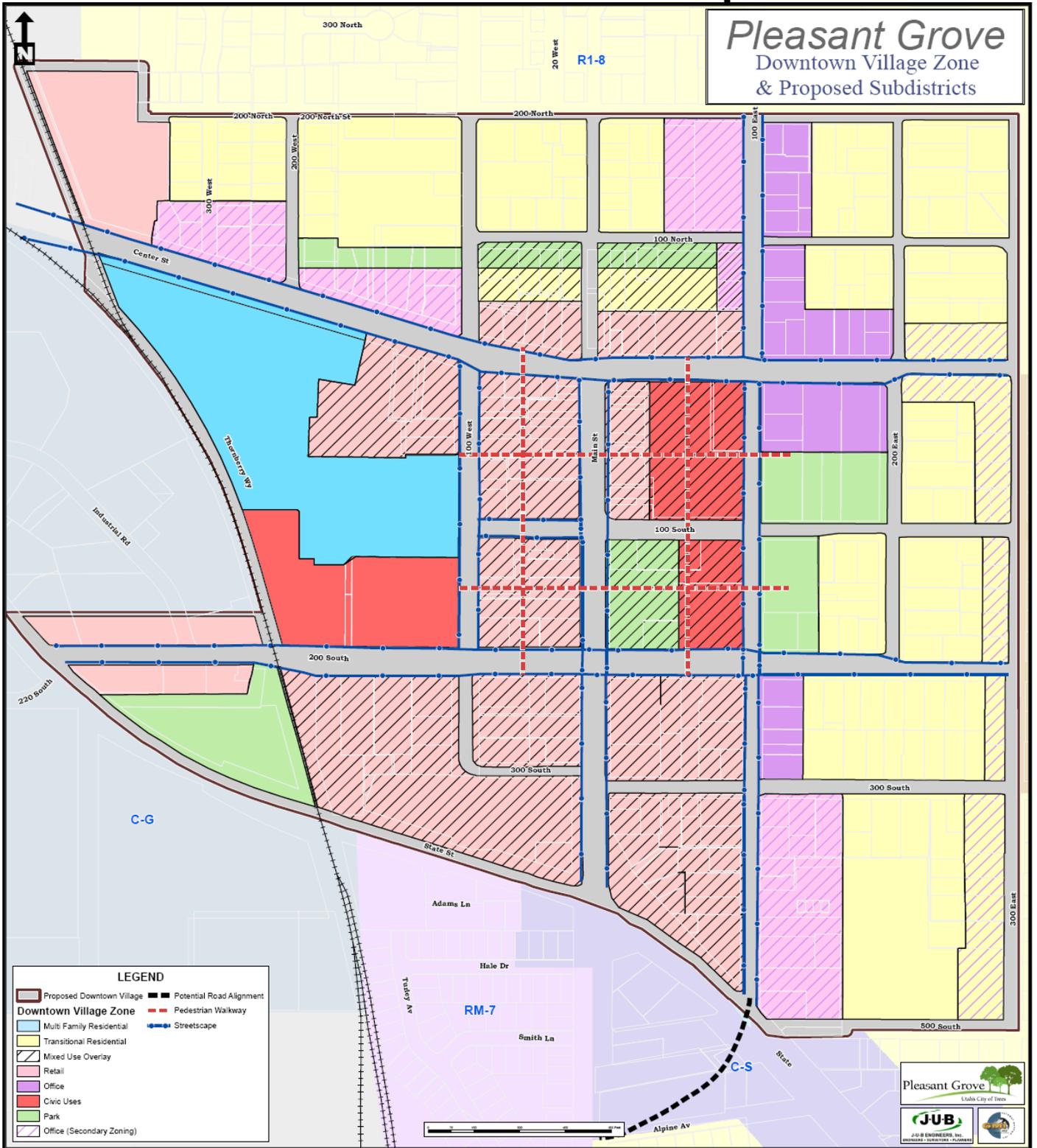


"A healthy city center should have a wide mix of uses that function in a mutually supportive fashion to establish a diverse and lively business and leisure environment."
- from *Creating a Vibrant City Center*, Cy Paumier, Urban Land Institute

DOWNTOWN 2020 Action Plan



Pleasant Grove Downtown Village Zone & Proposed Subdistricts

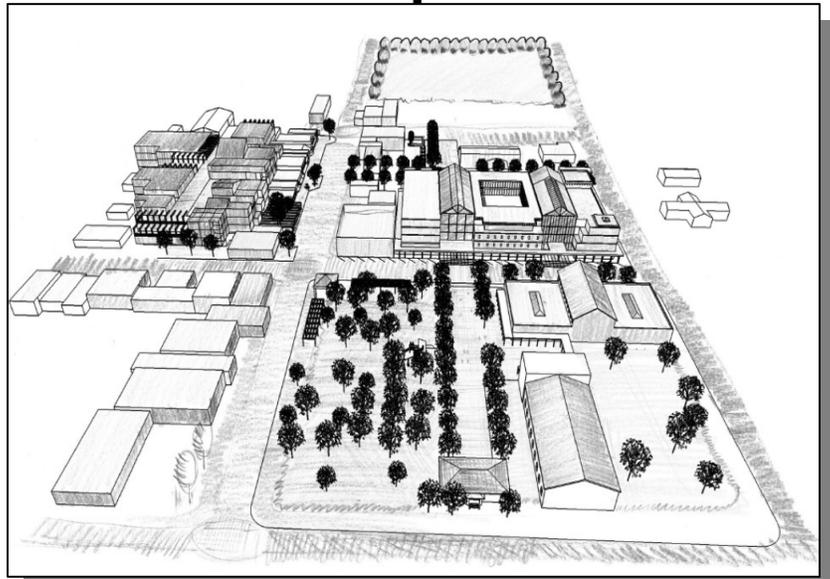


Public Improvements

Several public improvements have been identified through the public planning process as desirable and/or necessary to the fulfillment of the vision for the Downtown Village. Although the realization of installing various public improvements depends on many factors, they may be accomplished through City development requirements, privately sponsored projects, and/or potential financial improvement district mechanisms.

1. New Civic Center

Deemed an essential part of downtown's future, initial concepts have been formulated for a new civic center in the general area of existing downtown City facilities. The new building or campus of buildings would provide improved and expanded space to meet the current and anticipated future needs for government and cultural services, programs and facilities. Through the R/UDAT planning process, and in the public visioning sessions of this plan, the new civic center concept has been demonstrated and supported very strongly.



A prevailing opinion through these planning processes is that an effective downtown in Pleasant Grove is dependent on its remaining the center for public uses, including general government uses, library facilities, cultural facilities, the post office, the senior center, a future transit station and public open spaces. Each of these uses not only brings people to downtown, but enables downtown to maintain its position as a center of social life in the community.

Although the exact location, composition and design of new civic structures are yet to be determined, the detail and specifications should be steered by the objectives of this plan and the Pleasant Grove Downtown Village Design Standards and Guidelines.

“It is critical that existing civic and cultural uses remain in Downtown Pleasant Grove, and it would be valuable for new ones to develop there.”

- from *R/UDAT Pleasant Grove: Past, Pleasant and Future*

DOWNTOWN 2020 Action Plan



2. Parking Facilities

A successful and economically viable downtown relies on the provision of sufficient parking. As development occurs, parking facilities need to be planned and designed to meet these needs. Strategically placed, smaller parking lots should be planned in locations where they won't interrupt the flow of commercial traffic. Parking facilities and lots should be well landscaped with screened entrances designed to complement the desired vision of downtown using plants, merchandise, food, shade and seating near the entrance of businesses.

Where possible and appropriate, the City may enter joint ventures with larger developments to provide additional parking opportunities for the general public in parking structures.

Although parking is important to downtown, problems with parking have been shown in many cases to be perception or management problems. Clustering of similar businesses can decrease the importance of parking right in front of the business. Often businesses don't succeed because of not having the right draw or mix (cluster), not because of insufficient parking.

3. Street Closures, One-Way Directions and Re-Routing

Planning for the successful flow of traffic, as well as providing for effective pedestrian corridors, can sometimes include the closing of streets or the creation of one-way streets. Portions of streets may be more effective as a public plaza, or part of an overall large development. Additionally, there exists the potential for the re-routing of 100 East, to realign diagonally southwest to Geneva Road, as per the future plans of the Utah Department of Transportation. —

4. Transit

Transit planning has been identified as key to the future success of downtown. The City of Pleasant Grove owns property west of the Post Office, adjacent to the railroad tracks, which is targeted for a future multi-function transit station. Transit uses which are encouraged to take advantage of this station include light rail train, bus service, a local trolley, buggy rides, etc.

In addition, transit improvements and services in downtown should include improved bus stops with public services, kiosk,

“A compelling, active business district, where people find it hard to park, is better than mislocated, extra parking that doesn't get used.”
- Todd Barman, National Trust
Main Street Center Program Officer



seating, with routes through the downtown area. Also, the use of bicycles should be encouraged with bicycle parking and travel lanes.

5. Streetscaping

Improving downtown's physical condition tends to be viewed as important for economic development reasons. There is a direct correlation between a downtown's quality physical appearance and the ability to attract and maintain quality development.

A continuation of the existing streetscape installed along a portion of Main Street has been identified as important to the quality physical appearance of main roadways through the downtown area (see the recommended streetscape plan below.) Various additions and improvements to the existing design of the streetscape are also recommended, including a) plants, greenery and flowers, b) more street and parking lot trees, c) water features, d) outdoor clocks, e) more benches, f) good lighting, and g) themed way-finding signage.

Planning for and installing streetscape elements should keep the following key points in mind:

- Make it easy to maintain, clean and attractive.
- Make it consistent with downtown's design theme.
- Don't cover up businesses.
- Little details make a big difference.

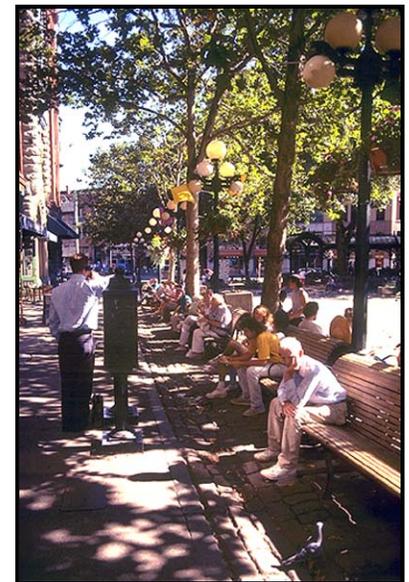
6. Pedestrian Connections

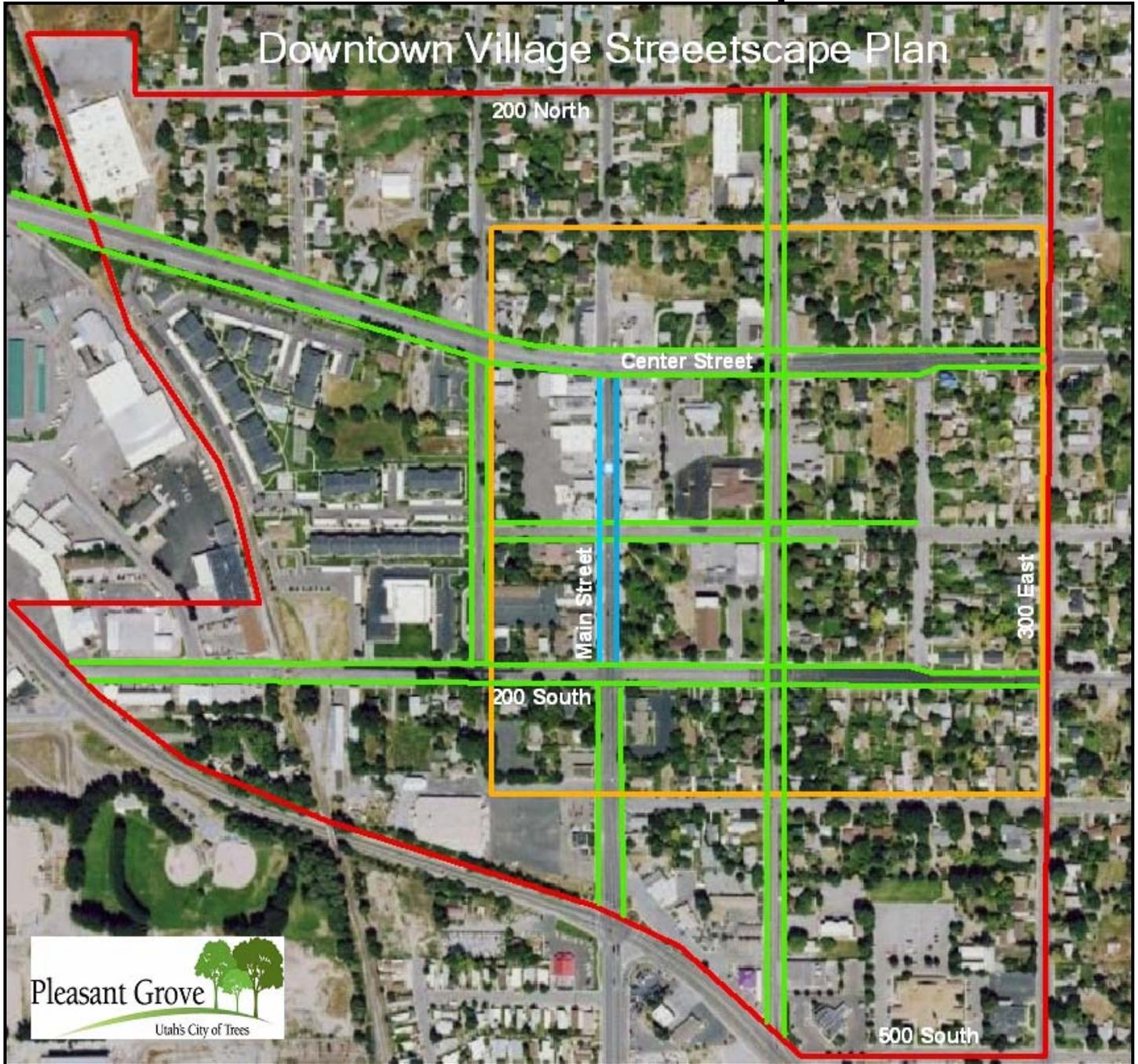
A plan for pedestrian walkways through downtown is shown below in a grid of mid blocks connections, as well as an extension of the historic promenade along 100 South to 200 East. Public plazas can be built at the intersections of these four paths. Raised crosswalks at mid-block tying into sidewalks and streetscapes will help these paths to be effective connections.

Additionally, it is recommended that the City: 1) plan for an effective pedestrian connection with the rodeo grounds and the Grove area west of State Street, and 2) continue the historic promenade eastward on 100 South with markers as was required by the Thorneberry Apartments, as well as an historic promenade along 100 North Street (see the recommended pedestrian paths plan on page 20). Historic markers should tie together with pedestrian walkways and parks.

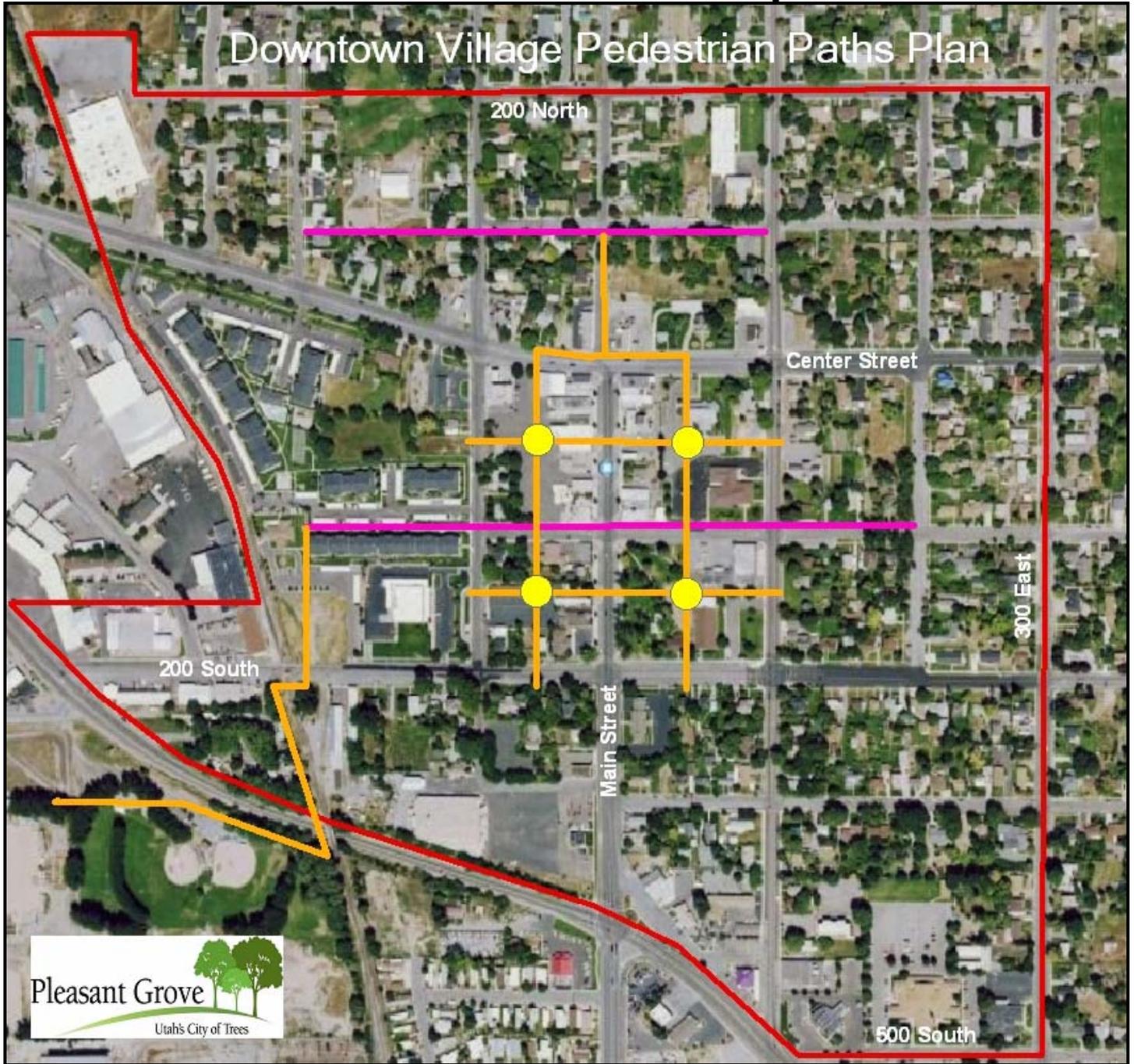
“By enhancing downtown's curb appeal, we are increasing downtown's chances to attract investors – whether these be lenders, developers business prospects, customers or other downtown users.”

- from *Creating the Future Downtown*, Hyett / Palma





-  = Existing streetscape
-  = Zone boundaries
-  = Proposed streetscape
-  = Old Fort boundaries



-  = Pedestrian path
-  = Historic promenade
-  = Public plaza
-  = Zone boundaries

DOWNTOWN 2020 Action Plan

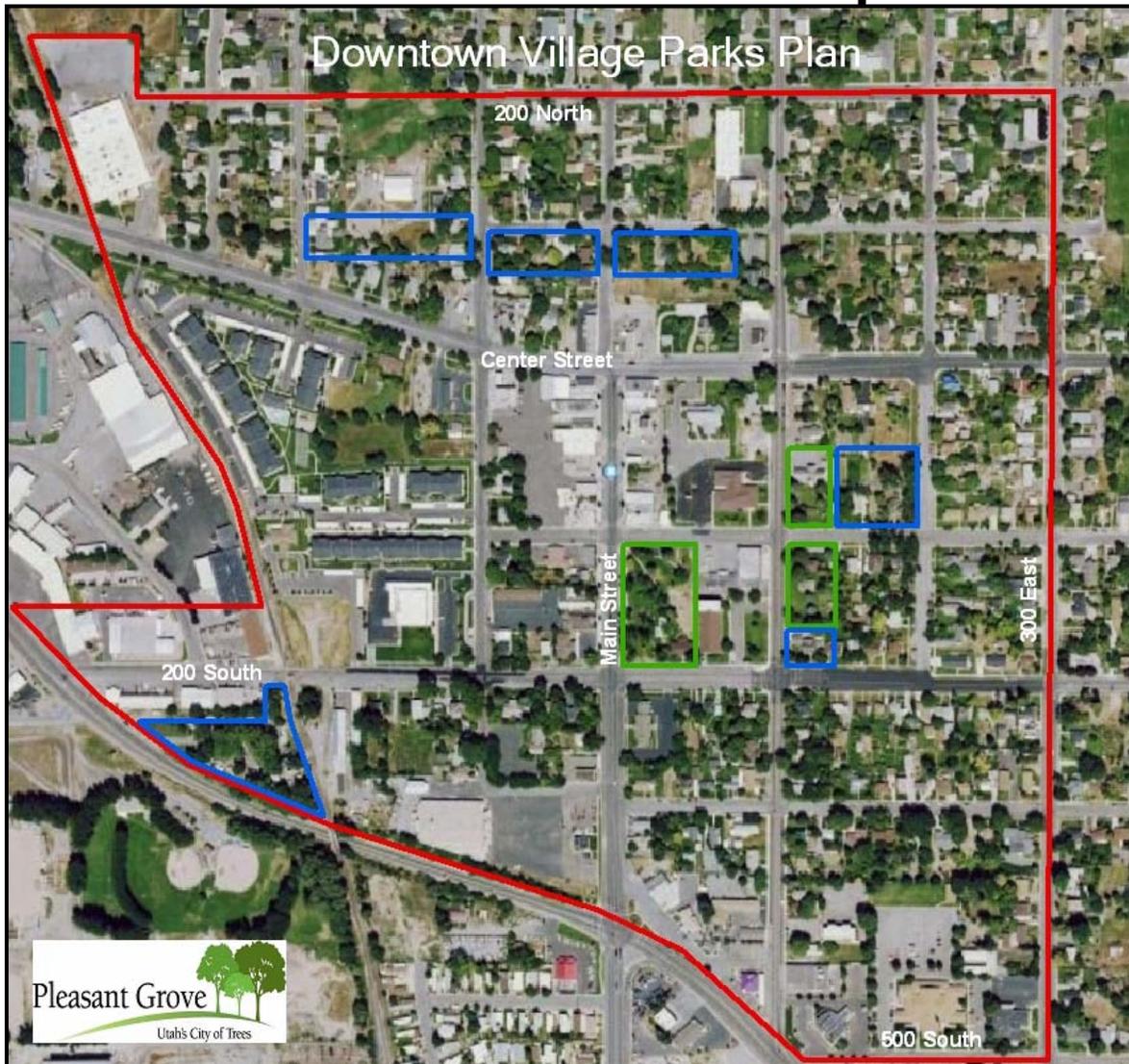


7. Parks Facilities

The following are objectives for parks in the downtown area:

- a. Enhancements to the Downtown Park including a potential amphitheater, water feature, etc.
- b. Expansion of the Historic Pioneer Park, from the Old Bell School east to 200 East, interfacing with the Driggs House at 200 South and 100 East.
- c. A potential new park at the site of the trailer court west of railroad tracks, providing a connection between downtown and the rodeo grounds.
- d. A potential 100 foot strip of park space on the south side of 100 North, between 200 West and 100 East.

-  = Existing park
-  = Proposed new or expanded park
-  = Zone boundaries



DOWNTOWN 2020 Action Plan

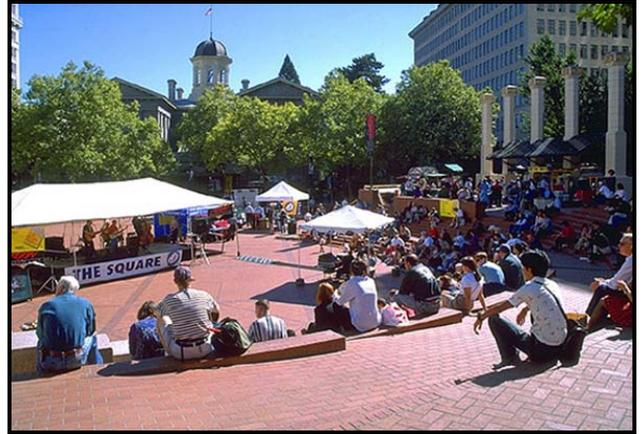


8. Public Spaces

Providing open gathering areas for public use is a key component to an effective business and social atmosphere in the Downtown Village. Public spaces include wide sidewalks in streetscapes, public plazas at the intersection of mid-block pathways (see page 20), amphitheatres and city park facilities.

Several components can make a public space user friendly, attractive, and offer an invitation to stay. Public participation in the installation of features should be encouraged, such as programs to buy a brick, bench or marker. The following is a list of features recommended for consideration in creating and improving downtown's public spaces:

- a. Outdoor seating - both permanent and moveable
- b. Water features - water is magic, people are drawn to it
- c. Drinking fountains - have a drink and rest awhile
- d. Outdoor games - street chess, board games, etc.
- e. Outdoor hearths - a cozy, warm gathering place
- f. Plenty of plants, greenery, flowers and trees
- g. Outdoor clocks
- h. Decorative garbage containers
- i. Public art pieces - celebrate local heritage and theme.



9. Entry and Historic Monumentation

Monumentation helps to create a sense of place as well as define the boundaries and historic importance of that place. Well designed welcoming monuments which characterize the Turn of the Century design theme should be placed at key entry locations to the downtown area including an identifying logo. Important entries to the Downtown Village include the following locations:

- a. Center Street, east side of rail tracks and at 300 East
- b. 100 East, at 200 North and at State Street
- c. Main Street, at State Street
- d. 200 South, east side of rail tracks and at 300 East

The boundaries of the Old Fort (see page 19) should be identified through various methods, which may include colored cement sidewalks, paint, trails, trees, and interpretive monuments. Other historic features, structures and locations should also be identified through monuments or statues.



ECONOMICS

Inherent to the success of the Pleasant Grove Downtown Village is a good solid plan and program for economic / financial planning and economic development. The Downtown Advisory Board should create an economic-focused committee to pursue the objectives of this chapter, in conjunction with the Pleasant Grove City Economic Development Office. This chapter focuses on various methods and programs recommended for achieving economic success in downtown.



Financial Models

Several models are available for assisting the development and improvement of the Pleasant Grove Downtown Village. The *International Downtown Association*, estimates that there are about 5,000 incorporated Downtown Improvement Districts (DID's) in the US. They come in a variety of forms from single purpose districts such as those which manage a parking structure to full service districts which fund a wide array of marketing and maintenance functions. Organization structures take many forms. Most often they are structured as hybrids with multiple income sources. Organization forms include the following:

1. Membership based organizations -
Sources of income - Commonly, membership dues provide around half of the organization's total income. Other sources include conference and trade show income, merchandise sales, sponsorships, co-op advertising, promotional assessments, and parking revenues.
Management - Oversight is provided by a volunteer board. Larger organizations often employ full time professional staffs. Smaller organizations depend upon consultants and service contracts.
2. Business Improvements Districts (BID) - BID's are the most common organization form and comprise an estimated 85% of all downtown improvement programs. They are often established to run a wide array of business improvement services for District participants.
Sources of income - BID's are legally defined areas in which businesses are assessed. Typically the assessment is



collected by the City as a fee on top of business license fees. BID's may be stacked. For example, in Santa Monica, California, businesses fronting on 3rd Avenue between Broadway and Wilshire Blvd paid an assessment to close the street and convert it to a promenade. Those same businesses pay assessment to retire the bonds which were used to build six parking structures surrounding the promenade. A third assessment is paid to fund the Downtown Promotion District, a marketing initiative. Property owners and business owners are billed for the assessments.

Management - BID's are usually overseen by a Board of Advisors (BOA) comprised of volunteers who direct the operations of the BID. In Utah the BOA has no legally binding authority; that power is reserved for the City Council. The funding and marketing initiatives recommended to the City Council by the BOA are usually met with routine approval.

3. Community Development and Urban Renewal Agency (CDURA) - CDURA's (or TIF's) are legally defined areas and are often established for purposes of urban renewal or infrastructure upgrades. *Sources of income* - CDURA's rely on Tax Increment Funding (TIF). In addition, many receive additional funding from such sources as CDBG grants, historical preservation grants, etc.

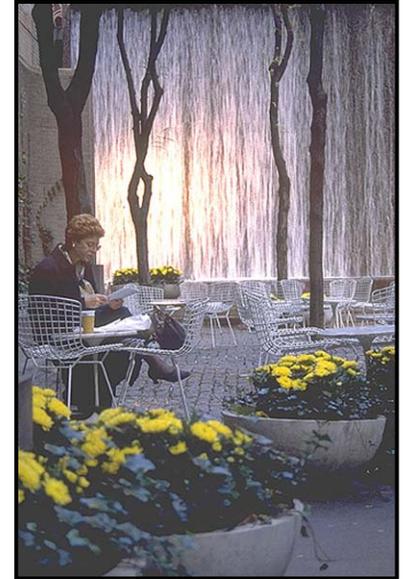
Management - City councils often wear a second hat when they convene meetings to manage CDURA business.

4. Service Assessment Areas (SAA) - SAA's differ from BID's in that SID's are usually formed for a single purpose such as extension of a utility line or creation a public facility. Businesses within the SAA pay assessments to retire bonds. *Sources of income* - SAA's rely most often upon special assessments which are use to retire bonds. Some SAA projects may be eligible for matching grants.

Management - SAA's may include multiple political jurisdictions with ultimate authority resting with a statutory board.

5. Combination Districts - Most improvement programs operate a combination of organization forms and sources of income. Some membership based organizations collect dues and also run the day-to-day operations of multiple assessment districts such as CDURA's, BID's, and SID's.

Sources of income - Income budgets often include volunteer dues as well as non-dues income, and assessment revenues as granted through municipal service contracts.



“Two characteristics... are key to the success of a city center:

- A diverse market.
- A high-quality place.”

- from *Creating a Vibrant City Center*, Cy Paumier, Urban Land Institute



DOWNTOWN 2020 Action Plan

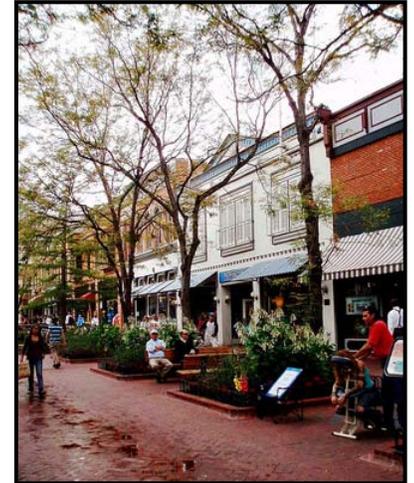


Management - Day-to-day management is overseen by a board of advisors which directs the staff and manages contracts. In the case of statutory districts, ultimate authority rests with a City Council or their appointees.

Typical Downtown Organization Projects

The following are examples of some of the more popular items included in Downtown Improvement Districts:

1. Clean and Safe programs - cleans sidewalks, litter control, private security, and maintenance programs.
2. Transportation and Parking - manages on- and off-street parking including ticketing, designation and rental of monthly parking, and signage.
3. Business recruitment - maintains an inventory of available property and markets them to specific business targets.
4. Business retention - keeps existing businesses downtown through solving specific problems (often includes parking enforcement, and area beautification).
5. Façade improvements - administers matching grants which are provided through revolving loan funds. Often initiated with a Community Development Block Grant.
6. Banners/decorations - see the next chapter on Promotion.
7. Beautification - manages and funds planters, benches, flower baskets, window displays, lighting, sign ordinances.
8. Member communications - publishes newsletters and committee materials, plans membership meetings.
9. Placemaking - oversees development of pocket parks, amphitheaters, gathering places.
10. Art/culture - organizes statuary, in-store art loans, open-air concerts.
11. Entertainment - produces battle of bands, movies in the park, ethnic celebrations.
12. Public transit - unites businesses to present a unified position on public transit issues and assists transit systems.
13. Administration/overhead - administers budgets, staffing and contracts.



In addition, various financial incentives for new and expanding businesses need to be explored, developed and made available, which can include a) façade grant programs, b) matching grants, c) low interest, revolving loans, d) inventory grants, e) small business startup grants, f) rehabilitation grants, and g) design assistance.

The Role of Pleasant Grove City

Elected officials and City staff members are committed to facilitating renovation and revitalization of the Downtown. As evidence of their long term commitment, more than a million dollars has already been expended by the City to fund improvements in street lighting, sidewalks, and utilities. Funds were loaned by the City to the Downtown RDA. Those loans have not yet been repaid. City officials had hoped that by leading out and providing improvements, to the Downtown, that the private sector would come forward with major new capital investments. The new revenues generated by private investments, coming on the tax roles, would provide the future cash flow to repay the RDA loans. Those dreams; however, were not realized.

Going forward, it is the intention of City officials to play a facilitator role in helping to bring about downtown improvements. The City is willing to provide staff time to assist private sector committees and boards through professional staff members and to use its district creation powers to establish business improvement organizations. However, funding and managing such programs on into the future must be driven by the private sector.

Market Analysis

Customers are attracted to specific business destinations by two influencing factors. One factor is the customer's desire to obtain a specific product or service. The second factor is the atmosphere, ambience, or convenience of the area surrounding the specific store or service business. To further illustrate, let's look at two extreme examples. Suppose the world's most beautiful downtown area had no places of businesses. There would be no reason for customers to come to that downtown area except perhaps to relax. In this scenario, no economic benefits to surrounding businesses or the community would be created.



“You will almost certainly need to examine the market potential of many different trade areas, depending on the type of products and services whose market opportunities you are trying to gauge.”

- Kennedy Smith, Director of the
National Trust Main Street Center

DOWNTOWN 2020 Action Plan



Suppose, on the other hand, that the world's most crime-ridden and dirty downtown area had a specialty restaurant or destination shop that provided unique offerings available nowhere else. Just like the first example, this particular downtown area would not have a customer base and no economic benefit would come to the community. It follows that the most successful downtowns provide a combination of desired services (as promoted by the individual businesses) and a favorable ambience provided by businesses cooperating through a DID.

In summary, a successful downtown needs both: individual businesses which promote themselves, and a strong community-based organization which solves area-wide problems and maintains a strong branding effort.

Leakage study

When looking through the eyes of the retail business owner, one of the most persuasive arguments to entice them to bring their business to a community to prove that a market exists for their product offerings. Research firms can identify those market gaps by studying national and regional sales per capita figures for different retail sectors.

For example, new car sales may average \$1,500 annually per capita nationally. That would indicate a market in a City of 31,000 people for \$46.4 million annually in new car sales. If actual new car sales were half of that amount, a prospective dealership may consider that a market opportunity of \$23.2 million is currently unmet. Conversely, the analysis would indicate that that amount of retail sales is "leaking" to neighboring cities.

The Downtown Advisory Committee / non-profit organization should perform a market analysis. One recommended vehicle to accomplish this would be to use the *Step by Step Market Analysis* book available through the National Trust for Historic Preservation. Within this publication, the following four steps of a market analysis are explained:

1. Determine the district's current condition
2. Determine major opportunities that exist
3. Determine what consumers want
4. Put together a business development strategy



The end goal of performing a market analysis should be to determine what the analysis means, and in which directions to take the economic development initiatives.

Business Recruitment

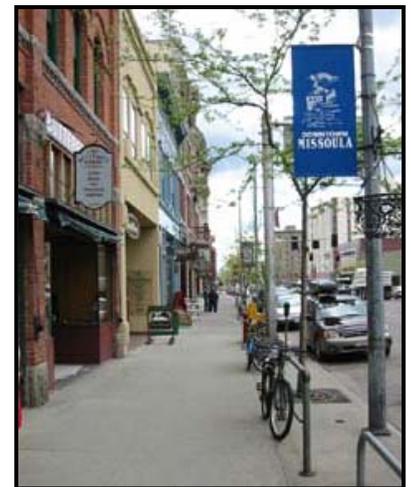
A key objective for an economic-focused committee, of the downtown organization, would be to assist the City's Economic Development (ED) office in actively recruiting new businesses for Pleasant Grove. The following are two vehicles currently employed by the City in economic development pursuits:

1. Property Inventory - Prospective businesses, like any other consumer, want to look at sites or buildings that are "ready-to-go." The ED office maintains an inventory of such available properties.
2. Target Customers - The ED office is promoting Downtown to two major targets: users (such as restaurant chains, consumer electronics chains, and fitness center chains), and developers (such as commercial real estate brokers and investors).

Business Expansion and Retention (BEAR)

BEAR is one of the best economic development strategies. It is essentially the principle of contacting important businesses in the community and discovering their frustrations (if any) with such things as roads, regulation, labor quality, etc. Those business interviews are called an Assessment Survey, as defined below.

1. Assessment Surveys - Contacting individual businesses to identify specific problems which the City can work on to help retain or provide opportunity for the business to expand.
2. Problem Solving Network - After problems are identified, those agencies that are able to resolve the issue are contacted by the economic development office. One example might be to facilitate the establishment of trade school job-site training to relieve labor shortages. Many BEAR activities are carried out on a daily basis through the City Economic Development office.



PROMOTION

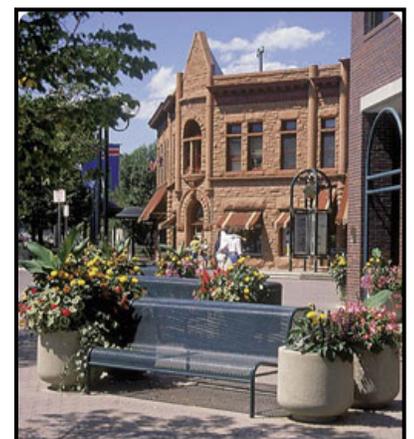
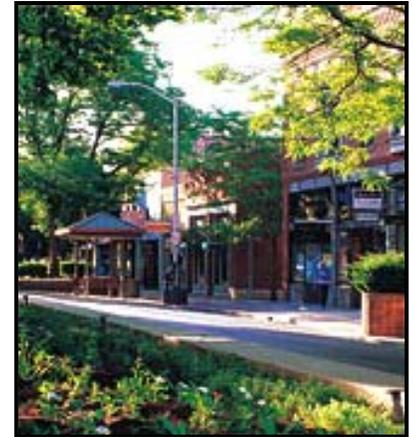
Marketing Downtown

Currently, there are no current marketing programs in place which coordinate with multiple businesses downtown. Individual businesses are advertising and promoting, but only on a site-by-site basis. Although businesses can individually do much to develop and retain a customer base, they are unable to effectively provide branding and positioning for Downtown as an entity. A committee of the downtown organization should be established which is dedicated to developing and carrying out various marketing strategies and branding campaigns.

1. Examples of successful branding campaigns - Many cities throughout the nation have developed successful campaigns. Some of those include:
 - a. The West Palm Beach Downtown Development Authority has originated events including sidewalk evening music sessions, Saturday green markets, a Mardi Gras, and an Irish Festival.
 - b. New York City has 10 BIDs. One of the most successful branding campaigns consisted of labeling areas of the downtown with such names as, "Fur District," "Diamond District," and "Arts District."
 - c. The Downtown Partnership of Baltimore has involved 70-business owners in a multi-faceted branding campaign which relies heavily on advertising and publicity. Together the Partners generate positive news articles which feature happenings in the downtown area.
 - d. The Portland Business Alliance distributes coupon books at retail and tourist locations and maintains a website with a "Happenings Calendar" and "Local Offerings."

Branding Strategies

Branding is a complex and comprehensive principle. The Pleasant Grove Downtown Village, as an entity, and specifically a branding committee, needs to prepare a comprehensive branding scheme which identifies effective strategies that it will pursue. The following are recommended branding strategies:



DOWNTOWN 2020 Action Plan



1. Define the image and create a slogan for downtown.
2. Develop a graphic logo to be used in all materials.
3. Maintain image consistency in signage, advertising, etc.
4. Identify and promote downtown's assets.
5. Place "Welcome to Pleasant Grove Downtown Village" on parking and other downtown signs.
6. Create and keep updated a downtown website with links to downtown businesses. It should be aimed at tourists, natives, college students, and other customer groups by setting up inbound links from convention bureaus, major employers, universities, etc.
7. Send internal communications to downtown members regarding important information and events.
8. Prepare advertising - street banners, publicity materials, sponsorships, etc.
9. Make and sell promotional merchandise, a calendar using historic downtown photos, postcards, etc.
10. Plan and hold special events (see below).

Special Events

Events are used effectively as a method to raise awareness. A special events committee should be established within the downtown organization. Careful planning and execution of events will benefit individual businesses as well as promote the entire downtown area and the community as a whole. The following are a few ideas for special events that may be considered for the Pleasant Grove Downtown Village:



1. Special Sales / Events - These have proven to very effective downtown events; however, customer awareness events are often misunderstood by business owners. Typically, a community event held downtown will give rise to conflicting responses from business owners. Some will express gratitude for the exposure; others will complain that the event drew customers out of their business during the event. The promotions committee needs to train its members on the concept that individual business promotions are what fill the stores, while area-wide promotions and events are what fill the sidewalks.
2. Entertainment - Sidewalk minstrels, artists, and collectors are what make a stroll through any downtown an interesting and

DOWNTOWN 2020 Action Plan



fun experience. Outdoor entertainment creates an energetic atmosphere and a place where people want to gather.

3. Cultural Events and Festivals - Utah is unique with its population of returned missionaries. They love to attend reunions and cultural celebrations which honor the country they visited. Perhaps the downtown organization could schedule celebrations throughout the year which honor various cultures from around the world. There are many clubs in the area which preserve and promote the culture they honor. These clubs and other organizations should be invited and scheduled to hold their celebrations in the Pleasant Grove Downtown Village.
4. Seasonal and Other Events - There are many examples of successful seasonal events which celebrate various holidays and special groups. New community events could include:
 - a. Cinco de Mayo
 - b. Pumpkin Festival
 - c. Christmas Festival
 - d. Farmers Markets
 - e. Arts Festival
 - f. Look-alike Contests
 - g. Record Setting Events
 - h. Chinese New Year
5. Essential Elements to Successful Festivals - The National Main Street Center suggests that the following elements are essential to every successful festival:
 - a. Music
 - b. Food
 - c. Activities for all ages
 - d. Overlapping activities
 - e. Free stuff
6. Sources of Event Funding - There are many ways to fund events. The following sources are recommended to be utilized in funding Pleasant Grove Downtown Village events:
 - a. Admissions
 - b. Activity fees
 - c. Booth fees
 - d. Retail packages
 - e. Merchandise sales
 - f. Sponsors

“Cultural activities, entertainment, recreation and special events programming contribute to an image of the city center as an exciting place to be.”

- from *Creating a Vibrant City Center*, Cy Paumier, Urban Land Institute



Summary and Recommendations

Pleasant Grove City is very supportive of any efforts by private sector business owners to invest in and help revitalize the Pleasant Grove Downtown Village. The City has recently utilized more than one million dollars in the Downtown Redevelopment Project Area to upgrade utilities, roads, and lighting.

The next steps toward the revitalization of downtown must be initiated, funded, and managed by a new organization which is comprised of concerned property and business owners dedicated to the single purpose of revitalizing the Pleasant Grove Downtown Village.



APPENDICES



Appendix A - Public Visioning Results

(See attached results)

Appendix B - Action Plan Implementation Schedule

Downtown 2020 Action Plan Preparation Schedule 2007-2008

- 9/19/07 Economic Development Committee: Review of Action Plan
- 9/25 City Council: Presentation of proposed Action Plan outline
- 10/17 Visioning workshop: Downtown property owners
- 10/19 Visioning workshop: PGBA
- 10/23 Joint CC / PC Work Session: Review of first draft
- 10/26 Visioning workshop: R/UDAT Implementation Team
- 11/5-8 Training: National Main Street Organization (Washington, DC)
- 11/9 PGBA / R/UDAT Team: Review of second draft
- 11/14 Visioning workshop: Library Board
- 11/26 Visioning workshop: Historic Commission and Arts Commission
- 12/12 Downtown Property Owners Follow Up Meeting
- 1/9/08 Economic Development Committee: Review of draft
- 2/13 Planning Commission: Presentation of draft
- 3/11 Creation of the Downtown Advisory Board
- 6/12 Planning Commission: Downtown Advisory Board recommendations
- 7/1 City Council: Presentation and approval of Action Plan