



Memorandum

Planning Division
Community & Neighborhood Department

To: Historic Landmark Commission

From: Lex Traugher, Senior Planner

Date: May 2, 2019

Re: Work Session for Petitions PLNPCM2019-00230 & 00231
Masonic Temple Property – 650 E. South Temple Street
Central Community Master Plan and Zoning Map Amendments

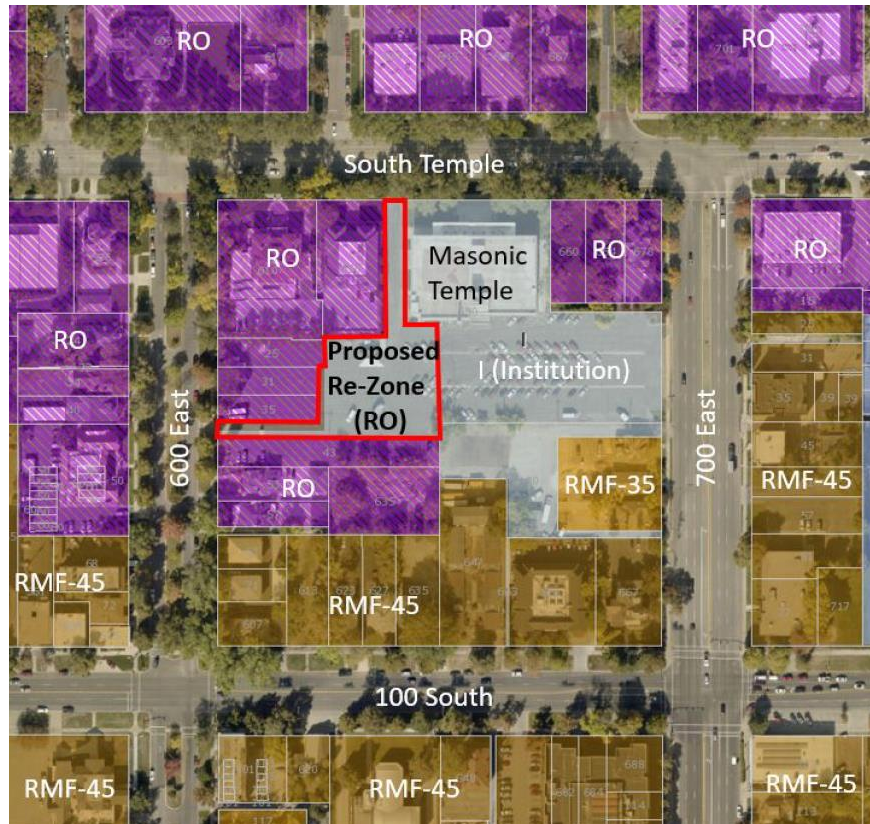
Action Requested

Planning Staff requests that the HLC hold a work session to discuss the proposed amendments and provide input and feedback to the applicant and to the Planning Commission in order that the requests move forward toward a decision. Given the input of the Historic Landmark Commission, the Planning Commission will consider the requests and make a recommendation to the City Council who has final decision making authority.

Section 21A.06.050(C)(5) of the Salt Lake City Zoning Ordinance states, “*The Historic Landmark shall make recommendations when requested by the planning commission, the hearing officer or the city council, as appropriate, on applications for zoning amendments and conditional uses involving H historic preservation overlay districts and landmark sites.*” This is the reason that the master plan and zoning map amendments are before the Historic Landmark Commission for consideration.

Petition Requests

DB Urban Communities, representing the property owner, the Masonic Temple Association, has submitted applications for a Master Plan Amendment and a Zoning Map Amendment for a portion of the property located at 650 E. South Temple. The proposals are to amend the Central Community Master Plan Future Land Use Map from Institutional to Residential/Office Mixed Use, and to amend the Salt Lake City Zoning Map from I – Institutional to RO – Residential/Office. The map below indicates the approximate area of the Masonic Temple property to be potentially affected by the proposals.



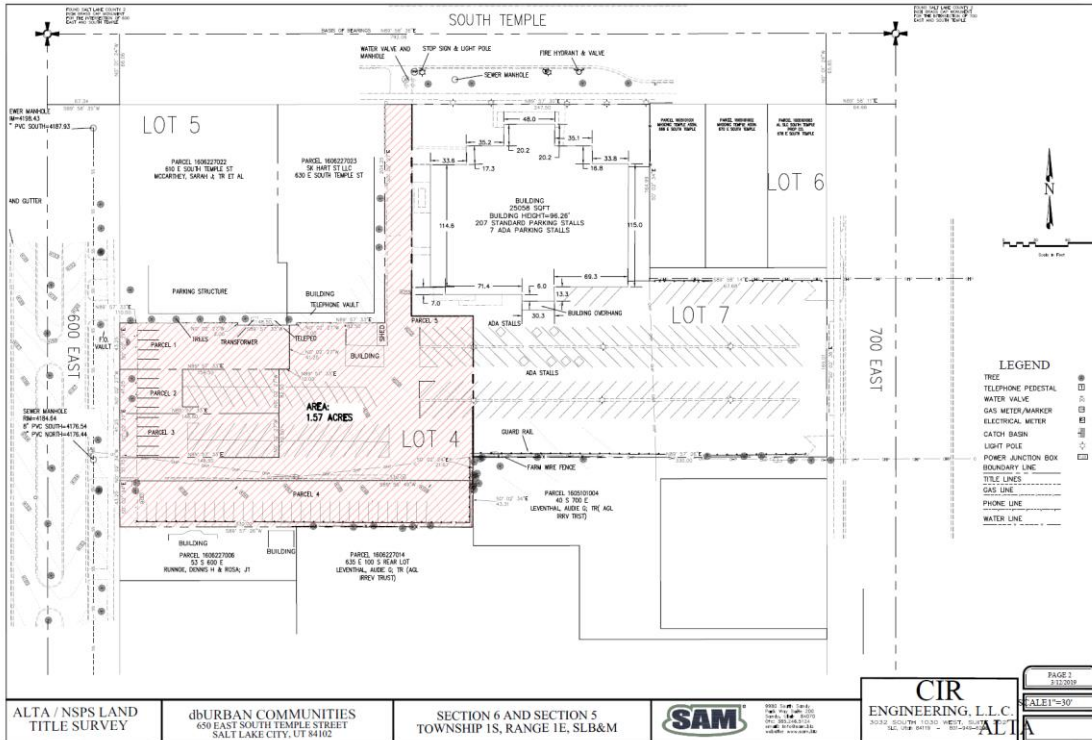
The applicant has submitted detailed rationales for the proposed amendments in their applications. This information is attached for review (Attachments A & B). While no specific physical development is under consideration in association with these applications, potential master plan and zoning amendment approvals would allow for residential and/or office type land uses in the future.

Discussion

The Masonic Temple property is an Institutionally zoned parcel of approximately 2.94 acres in size comprising about a third of the land area on the block bound by South Temple and 100 South, from 600 East to 700 East. A large portion of the subject property is currently paved in asphalt and used for parking purposes.

Surrounding zoning includes RO (Residential/Office) to the north, east, and west of the Masonic Temple property. Other zoning designations on the block include RMF-35 (Moderate Density Multi-family Residential) and RMF-45 (Moderate/High Density Multi-family Residential) to the south. The requests for the master plan future land use map amendment and the zoning map amendment are reasonable requests based on consistency with surrounding land use and zoning.

While the applicant is specifically requesting that a portion of the Institutional zoned property owned by the Masonic Temple Association be rezoned, it is important to consider other adjacent properties that are also owned by the Masonic Temple Association. The following ALTA survey shows four (4) adjacent properties that are owned by the Masonic Temple Association and labelled as such:



Planning Staff notes the adjacent properties to recognize that these properties are already zoned RO, and that additional property adjacent with the same zoning designation potentially realizes a fairly large parcel on the block for future development. Should the master plan and zoning map amendments be successful, a parcel of about 1.57 acres in size could be configured for future development.

At this juncture, it is not necessary to know of any future development plans that the property owner may have, the question to be addressed is simply whether or not the proposed amendments are appropriate.

The R/O (Residential Office) Zoning District

Purpose Statement: The RO Residential/Office District is intended to provide a suitable environment for a combination of residential dwellings and office use. This district is appropriate in areas of the City where the applicable Master Plans support high density mixed-use development. The standards encourage the conversion of historic structures to office uses for the purpose of preserving the structure and promote new development that is appropriately scaled and compatible with the surrounding neighborhood.

Because the applicant has not submitted a specific development proposal, the following land uses may be realized should the zoning on the property change from I - Institutional to R/O – Residential/Office. All development standards outlined in the Salt Lake City Zoning Ordinance in Section 21A.24.180 would apply.

Permitted uses allowed in the R/O Zoning District include:

- Animal, Veterinary Office
- Art Gallery
- Artisan Food Production (2,500 square feet or less)

Bed and Breakfast Inn
Clinic (Medical, Dental)
Commercial Food Preparation
Community Garden
Daycare Center, Adult
Daycare Center, Child
Daycare, Nonregistered Home Daycare
Daycare, Registered Home Daycare or Pre-school
Dwelling, Accessory Unit
Dwelling, Assisted Living Facility (Limited Capacity)
Dwelling, Group Home (Small)
Dwelling, Multi-family
Dwelling, Residential Support (Small)
Dwelling, Rooming (Boarding) House
Dwelling, Single-family (attached)
Dwelling, Single-family (detached)
Dwelling, Twin Home and Two-family
Eleemosynary Facility
Financial Institution
Funeral Home
Home Occupation
Laboratory (Medical, Dental, Optical)
Mixed Use Development
Museum
Office (Excluding, Medical and Dental Clinic)
Open Space Less Than 4 Acres in Size
Park
Parking, Park and Ride Lot Shared with Existing Use
Recreation (Indoor)
Restaurant
School, Professional and Vocational
Seasonal Farm Stand
Studio, Art
Urban Farm
Utility, Building or Structure
Utility, Transmission Wire, Line, Pipe or Pole

Conditional uses allowed in the R/O Zoning District include:

Dwelling, Group Home (Large)
Dwelling, Residential Support (Large)
Governmental Facility
Library
Municipal Service Use, including City Utility Use and Police and Fire Station
Parking, Off-site (to support nonconforming uses in a residential zone r uses in the CN or CB Zones)
Place of Worship on lots less than 4 acres in size
School, Seminary and Religious Institute
Theater, Live Performance
Theater, Movie

H- Historic Preservation Overlay District

In addition, the subject property is located within the South Temple Local Historic District and therefore subject to Section 21A.34.020 – Historic Preservation Overlay District. Note that any new construction on the property must be reviewed and approved by the Historic Landmark Commission regardless of the outcome of the master plan and zoning map amendment requests.

Attachments:

A – Petition application PLNPCM2019-00230 – Zoning Map Amendment

B – Petition application PLNPCM2019-00231 – Master Plan Amendment

C– Reference Maps

Attachment A
Petition PLNPCM2019-00230 – Zoning Map Amendment

1. A statement declaring the purpose for the amendment.

The proposed zoning amendment change is specific to the westernmost approximate 1.60 acres of parcel 16-06-227-013-0000; to be changed from an Institutional (I) zone to the Residential/Office (RO) zone. This zoning amendment change will enable the Salt Lake Masonic Temple Association to fulfill their long-term goals of redeveloping the large surface level parking lot in a manner that will support and enhance the surrounding Masonic Temple and the local Historic Neighborhood of South Temple.

The Salt Lake Masonic Temple Association is currently supported and funded through donations, dues and endowments. In an effort to set the Masonic Temple Association up for long term economic viability the Masonic Temple Association is desirous to see the eventual disposition or redevelopment of a non-income producing asset (a surface parking lot).

In reviewing adjacent zones and compatible uses, the Masonic Temple Association believes they can accommodate their long-term goals through a re-zone of the Property to the Residential/Office (RO) zone. Future redevelopment would be expected to adhere to all permitted uses, conditions, setbacks and requirements within the RO zone. As the Property is located within the South Temple Local Historic District, it is anticipated that the eventual redevelopment of the Property will require a Certificate of Appropriateness for New Construction from the Salt Lake Historic Landmark Commission.



A Boundary Survey and legal description for the proposed land to be re-zoned is being finalized and is expected to tie to the legal re-zone ordinance.

2. A description of the proposed use of the property being rezoned.

The Property for which a re-zone is being requested will be used to help insure the long-term economic viability of the Masonic Temple Association itself through the eventual development or joint development of an income producing asset or assets.



3. List the reasons why the present zoning may not be appropriate for the area.

Per Salt Lake City Zoning Code of the Institutional (I) District (21A.32.080), *“The purpose of the (I) institutional district is to regulate the development of larger public, semipublic and private institutional uses in a manner harmonious with the surrounding areas.”* While the Masonic Temple building itself is an institutional asset, the Masonic Temple Association does not have any current plans to expand the institutional nature of the building or use in a campuslike setting. The Masonic Temple Association does believe that any eventual redevelopment of the property needs to be done in a manner that is harmonious with the surrounding areas and neighborhood. As such, the Masonic Temple Association is of the opinion that “squaring off” the RO zone along 600 East is appropriate in helping the neighborhood and district comply with its intended Master Plan.

The Property as it currently exists (see the above zoning map) has two different zoning designations; which hinders the Property from being developed / re-developed. The surface parking is not currently enhancing the character of the neighborhood and is detracting therefrom. In allowing the re-zone of the Property to RO, the entirety of the Property will be located within a single zone and will allow for the development of the Property in a manner that is cohesive to adjacent property zoning North, South, and West.

The entire surface parking lot needs to have one complete and contextual zone to provide proper design guidelines that are necessary for a holistic approach for the eventual redevelopment of the Property. The applicant believes the Residential/Office (RO) zone allows for the above.

4. Is the request amending the Zoning Map? If so, please list the parcel numbers to be changed.

Yes, this request will amend the Zoning Map for the westernmost portion of Parcel ID number **16-06-227-013-0000**.

5. Is the request amending the text of the Zoning Ordinance?

No.

Additional Information for Consideration:

Pursuant to section 21A.50.050, Standards for General Amendments, a decision to amend the zoning map is not controlled by any one standard. Instead, the City Council should consider the following:

1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;

One of the goals of the East Downtown neighborhood of the Central City Master Plan is to facilitate the growth and development of the area without accelerating the rate of erosion or demolish of existing structures. The re-zone request allows for the development of a surface parking lot which helps accomplish the stated goals. Growth without demolition of existing structures.

Another stated goal of the East Downtown neighborhood is to “target at-grade parking lots for development projects”. The re-zone request would help facilitate this stated goal.

2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance;

One of the stated purposes of the Residential/Office (RO) zone is to “provide a suitable environment for a combination of residential dwellings and office use.” The current surface parking lot is surrounded by office and residential uses, so the future development of further office or residential uses is compatible with underlying uses.

3. The extent to which a proposed map amendment will affect adjacent properties;

The applicant sees no affects that will create detrimental effects on adjacent properties between the current Institutional District and the Residential/Office zones. In fact, several positive effects are seen: Institutional zone allows for height of up to 75', while RO only permits height to 60'. Several setbacks in the RO zone are more restrictive (25' Front compared to 20' and 30' Rear compared to 25'). The Interior Side yard setback is the only setback less restrictive 15' compared to 20'. One of the stated goals of the East Downtown neighborhood is to help preserve and maintain the large 25' wide tree lined park strips along with reintroducing pedestrian lighting and reduce light pollution. The applicant believes both can be better accomplished with a wider / deeper Front Yard setback. Additionally, a greater Rear Yard buffer or separation between adjacent properties will also be provided under the RO zone.

4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards;

The applicant is aware of the overlaying South Temple Local Historic District and expects to comply with provisions and any additional standards in the development of this Property.

5. The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.

The applicant is unaware of any public facilities and or services intended to service the subject property that would be impacted more poorly and more greatly by the request change from Institutional to Residential/Office.

Attachment B
Petition PLNPCM2019-00231 – Master Plan Amendment

1. A statement declaring the Master Plan Amendment

The proposed Master Plan amendment change is specific to the westernmost approximate 1.60 acres of parcel 16-06-227-013-0000; to be changed from an Institutional (I) use to Residential/Office Mixed Use (RO) within the *land use map*. This land use map amendment change will enable the Salt Lake Masonic Temple Association to fulfill their long-term goals of redeveloping the large surface level parking lot in a manner that will support and enhance the surrounding Masonic Temple and the local Historic Neighborhood of South Temple.

The Salt Lake Masonic Temple Association is currently supported and funded through donations, dues and endowments. In an effort to set the Masonic Temple Association up for long term economic viability the Masonic Temple Association is desirous to see the eventual disposition or redevelopment of a non-income producing asset (a surface parking lot).

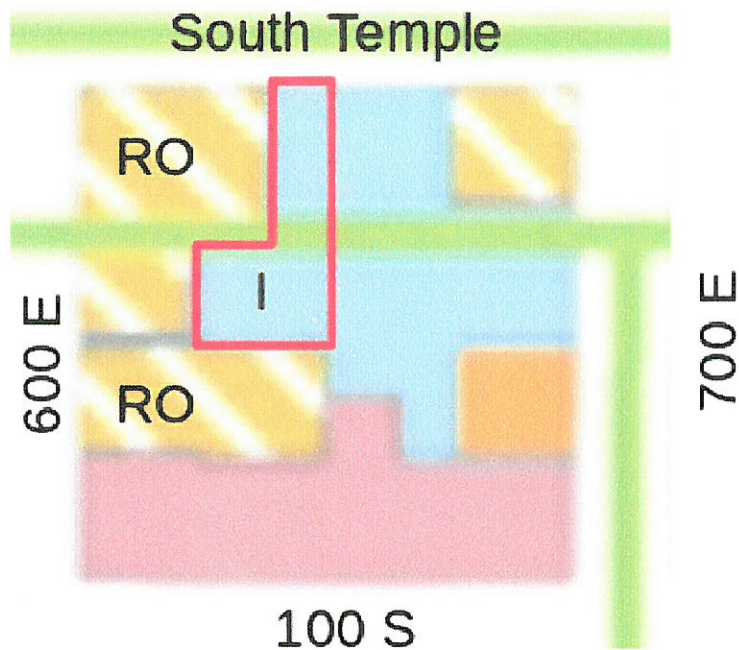
In reviewing adjacent land uses, the Masonic Temple Association believes they can accommodate their long-term goals through amending the land use map where the Property is located to the Residential/Office Mixed use (RO) use. As the Property is located within the South Temple Local Historic District, it is anticipated that the eventual redevelopment of the Property will require a Certificate of Appropriateness for New Construction from the Salt Lake Historic Landmark Commission.

Not only will this land use amendment benefit the future long term goals of the Masonic Temple Association, but it will also benefit the surrounding neighborhood as well. Per the Central City Master Plan, *"In the existing ... Residential Office (R-O) zoning districts, most property owners have built either all residential or all commercial buildings, rather than mixing them within the same project. All too frequently, the result is an overabundance of commercial buildings."* This over abundance of office space currently existing in the RO land use district will be mitigated by providing future residential housing should the surface level parking lot be changed to an RO land use thereby balancing out the residential/office uses in the area.



2. A statement declaring the purpose for the amendment

The Property where the land use map amendment is being requested will be used to help insure the long-term economic viability of the Masonic Temple Association itself through the eventual development or joint development of an income producing asset or assets.



3. Declare why the present Master Plan requires amending

Per Salt Lake City Zoning Code of the Institutional (I) District (21A.32.080), *“The purpose of the (I) institutional district is to regulate the development of larger public, semi-public and private institutional uses in a manner harmonious with the surrounding areas.”* While the Masonic Temple building itself is an institutional asset, the Masonic Temple Association does not have any current plans to expand the institutional nature of the building or use in a campuslike setting. The Masonic Temple Association does believe that any eventual redevelopment of the property needs to be done in a manner that is harmonious with the surrounding areas and neighborhood. As such, the Masonic Temple Association is of the opinion that “squaring off” the RO land use along 600 East will help make the block more functional within the master plan.

The Property as it currently exists (see the above land use map) has two different land use designations; which hinders the Property from being developed / re-developed. The surface parking is not currently enhancing the character of the neighborhood and is detracting therefrom. In allowing the land use map amendment of the Property to the RO use, the entirety of the Property will be located within a single land use and will allow for the development of the Property in a manner that is cohesive to adjacent land uses North, South, and West.

The entire surface parking lot needs to have one complete and contextual land use to provide proper design guidelines that are necessary for a holistic approach for the eventual re-development of the Property. The applicant believes the Residential/Office Mixed-Use (RO) land use allows for that since per the master plan text, of the RO land use, “...multi-family residential dwellings

and office uses within a single structure...” are allowed within the land use with the option of “...residential or office uses [being] developed as a single use on a property.” as well. This land use therefore would provide the Masonic Temple association with better options to fulfill their long term economic goals compared to the limited opportunities that the current I land use provides.

4. Is the request amending the Land Use Map? If so, please list the parcel numbers to be changed.

Yes, this request will amend the Land Use Map for the westernmost portion of Parcel ID number **16-06-227-013-0000**.

5. Is the request amending the text of the Master Plan?

No.

Additional Information for Consideration:

Pursuant to section 21A.50.050, Standards for General Amendments, a decision to amend master plan and master plan map is not controlled by any one standard. Instead, the City Council should consider the following:

1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;

One of the goals of the East Downtown neighborhood of the Central City Master Plan is to facilitate the growth and development of the area without accelerating the rate of erosion or demolish of existing structures. The land use map amendment request allows for the development of a surface parking lot which helps accomplish the stated goals. Growth without demolition of existing structures.

Another stated goal of the East Downtown neighborhood is to “target at-grade parking lots for development projects”. The map amendment request would help facilitate this stated goal as well.

2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance;

One of the stated purposes of the Residential/Office Mixed Use (RO) land use is to “provide a suitable environment for a combination of residential dwellings and office use.” The current surface parking lot is surrounded by office and residential uses, so the future development of further office or residential uses is compatible with underlying uses.

3. The extent to which a proposed map amendment will affect adjacent properties;

The applicant sees no situation that would create detrimental effects on adjacent properties between the current Institutional land use and the Residential/Office land use. In fact, several positive effects are seen: Institutional zone allows for height of up to 75', while RO only permits height to 60', several setbacks in the RO land use are more restrictive (25' Front compared to 20' and 30' Rear compared to 25') and the Interior Side yard setback is the only setback less restrictive 15' compared to 20'. One of the stated goals of the East Downtown neighborhood is to help preserve and maintain the large 25' wide tree lined park strips along with reintroducing pedestrian lighting and reduce light pollution. The applicant believes both can be better accomplished with a wider / deeper Front Yard setback. Additionally, a greater Rear Yard buffer or separation between adjacent properties will also be provided under the RO land use.

4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards;

The applicant is aware of the overlaying South Temple Local Historic District and expects to comply with provisions and any additional standards in the development of this Property.

5. The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.

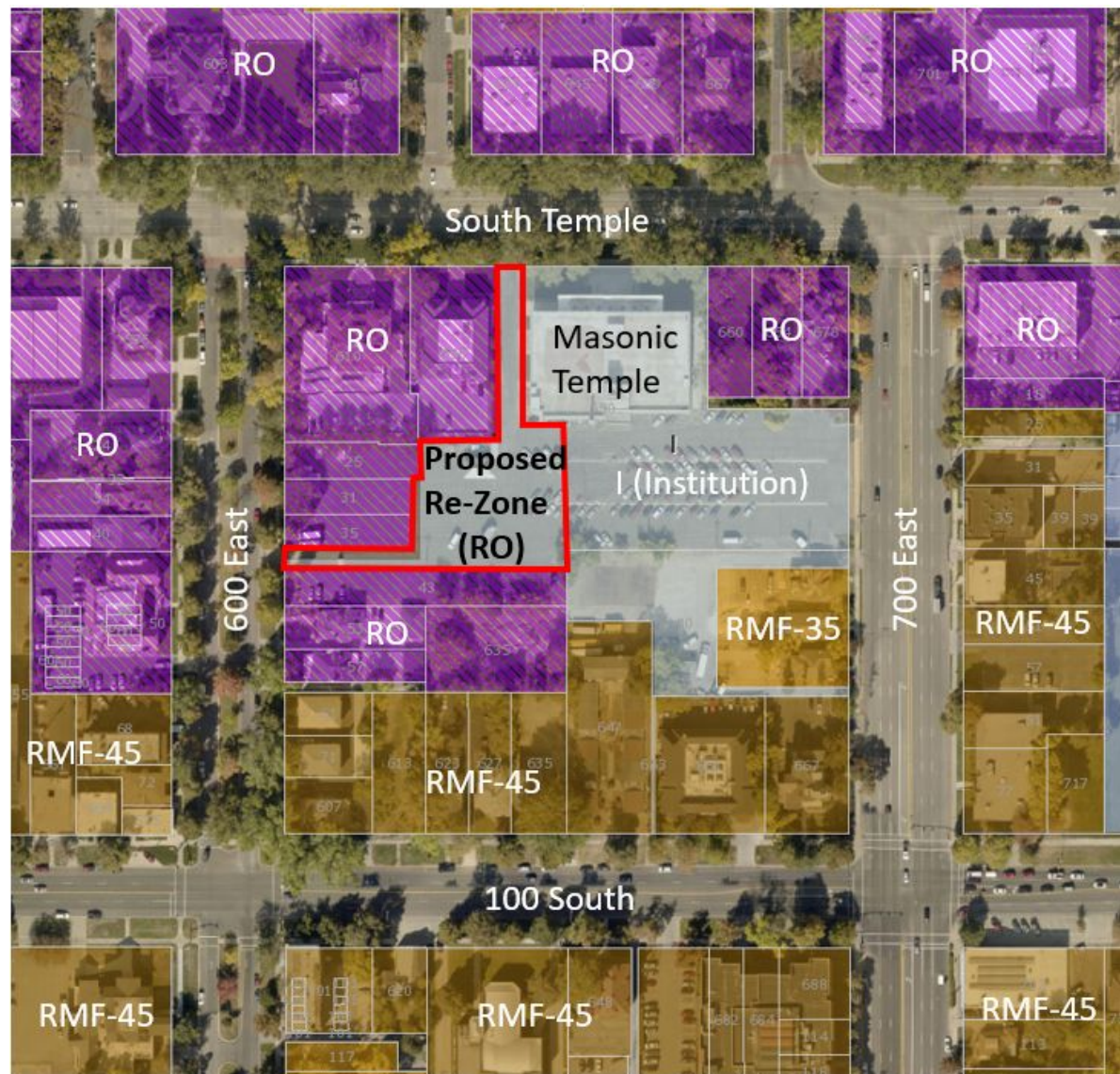
The applicant is unaware of any public facilities and or services intended to service the subject property that would be impacted more poorly and more greatly by the request change from Institutional to Residential/Office.

Attachment C
Reference Maps

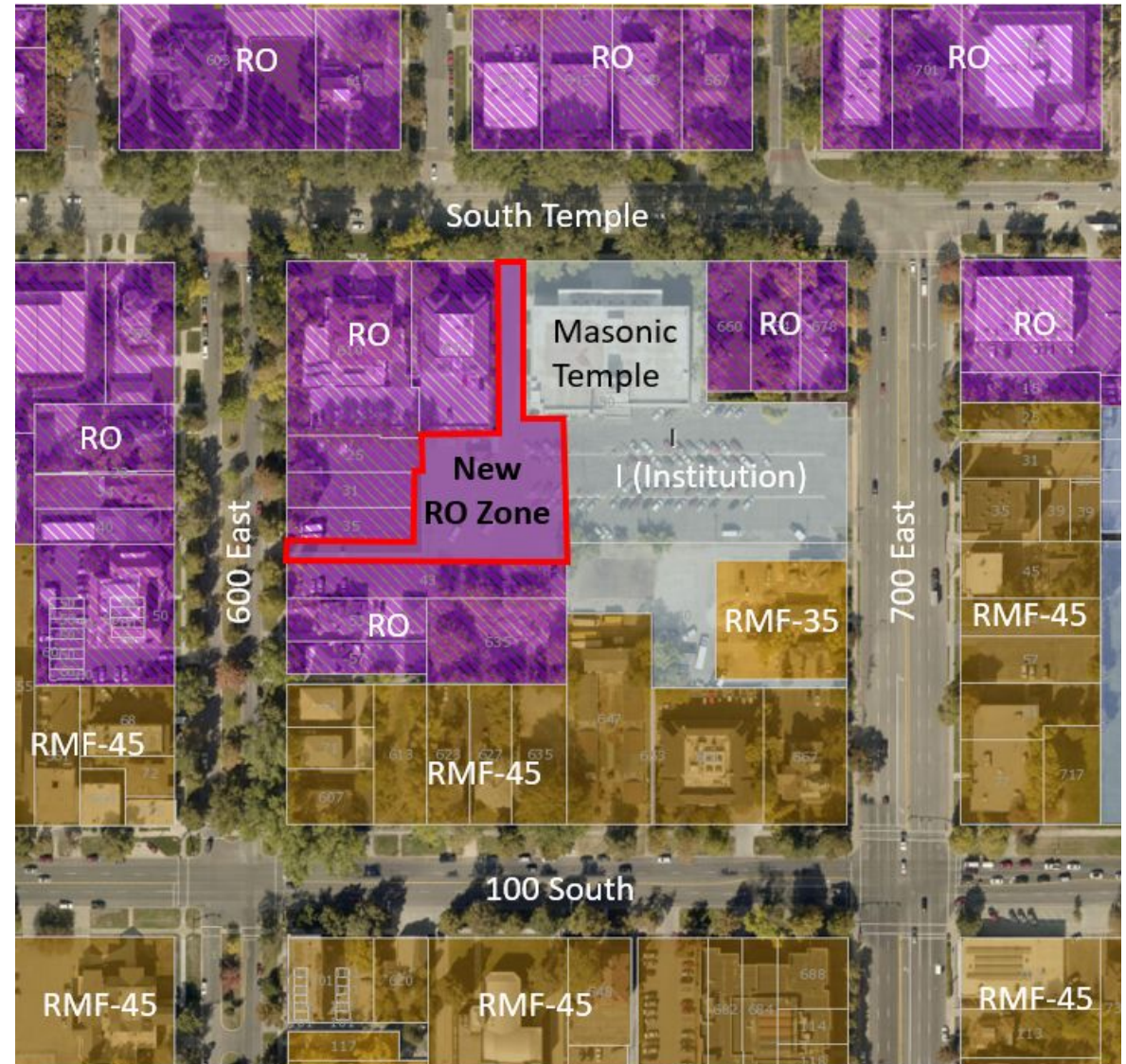


Masonic Temple Proposed Zoning Map Changes:
(1 Block Radius)

Existing Zoning Map:



Proposed Zone Change:

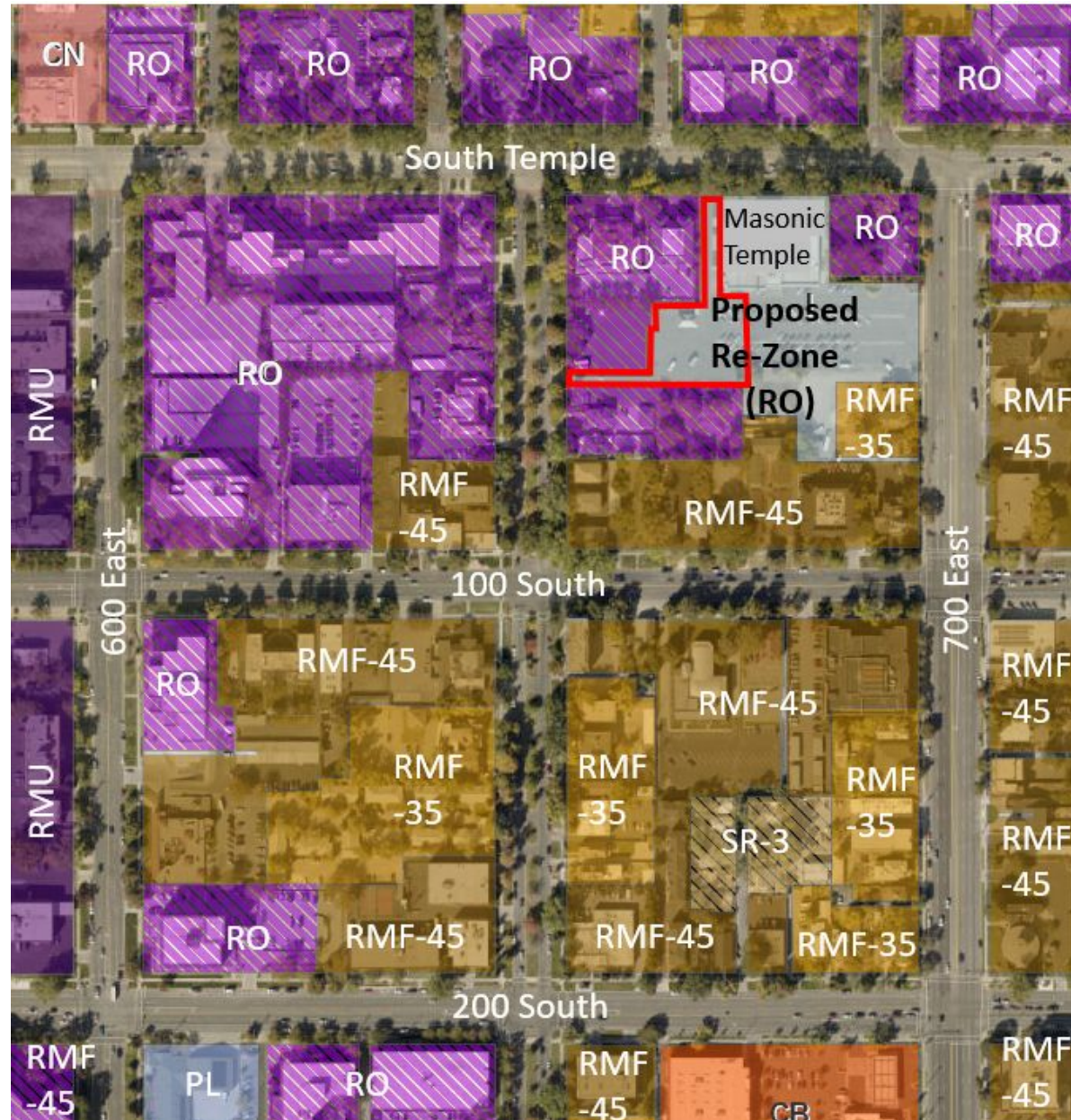


*Zoning Map Source: <http://maps.slcgov.com/mws/zoning.htm>

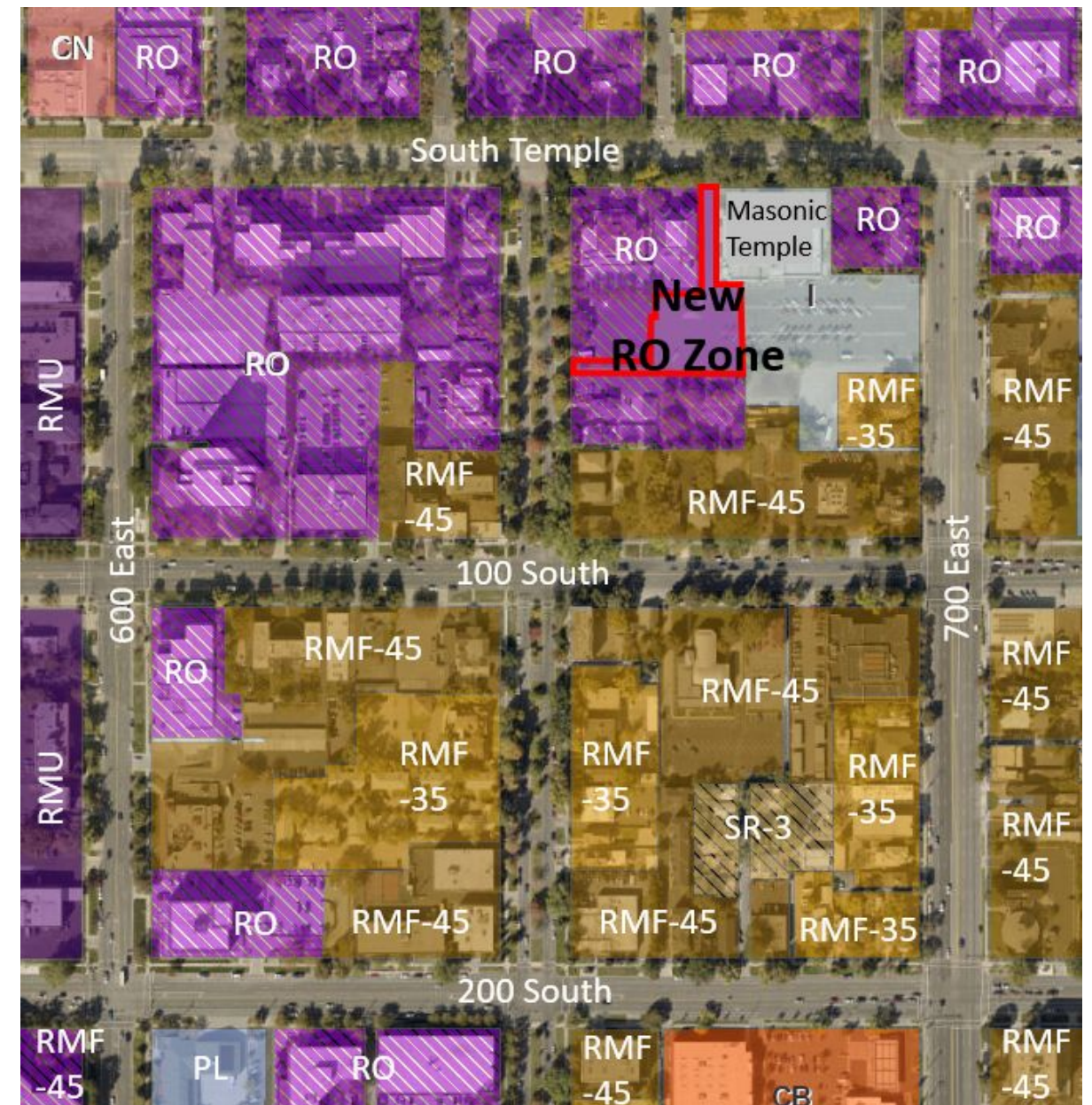


Masonic Temple Proposed Zoning Map Changes: (4 Block Radius)

Existing Zoning Map:



Proposed Zone Change:



*Zoning Map Source: <http://maps.slcgov.com/mws/zoning.htm>