Salt Lake City Community & Economic Development Department – Planning Division

PLANNING COMMISSION STAFF REPORT

April 08, 2009

Petition # PLNPCM2008-00532 Zoning Map Amendment, Issues Only and Public Hearing

Staff: Ray Milliner (801) 535-7645 ray.milliner@slcgov.com

Address: North Temple to 600 North and 400

West to 500 West approximately

Type of Request: Zoning Map Amendment

Current Zoning: M-1 light manufacturing



Request

The Salt Lake City Planning Commission has initiated a petition to rezone the areas between 600 North and North Temple, and 400 West and 550 West from Light Manufacturing (M-1) to Residential and Mixed Use zones. The decision to initiate the change was based on the recommendations of the Capitol Hill Master Plan adopted in 2001, which states:

"Rezone existing industrial and heavy commercial properties between 400 West and approximately 550 West to accommodate medium density residential west of 500 West and a mixed-use area east of 500 West with medium density allowed north of 300 North and medium/high density south of 300 North. Development in this area should focus on good design, pedestrian orientation and maximization of open space."

Options

A summary of the proposed changes are featured on the exhibit below. These amendments are based on recommendations in the Capitol Hill Master Plan. If the Commission would like to modify the proposal, then it will necessitate an amendment to the Master Plan. The following are possible options:

- Direct staff to return with findings to forward the proposed zoning map amendments to the City Council as proposed in the Capitol Hill Master Plan.
- Direct staff to modify the proposed zoning map amendment and initiate a master plan amendment to accommodate the changes.
- Direct staff to abandon the zoning map amendment and leave the property zoned as is.

Recommendation

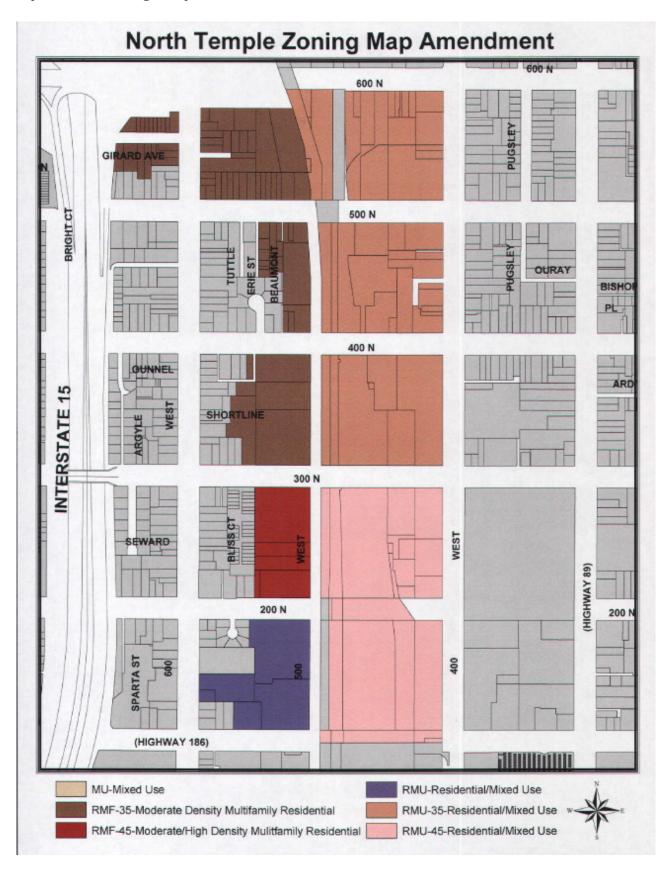
Staff recommends that the Planning Commission review the proposed zoning map amendment from North Temple Street to 600 North and between 400 West and 550 West, take public comment and provide staff with project direction.

Vicinity Map

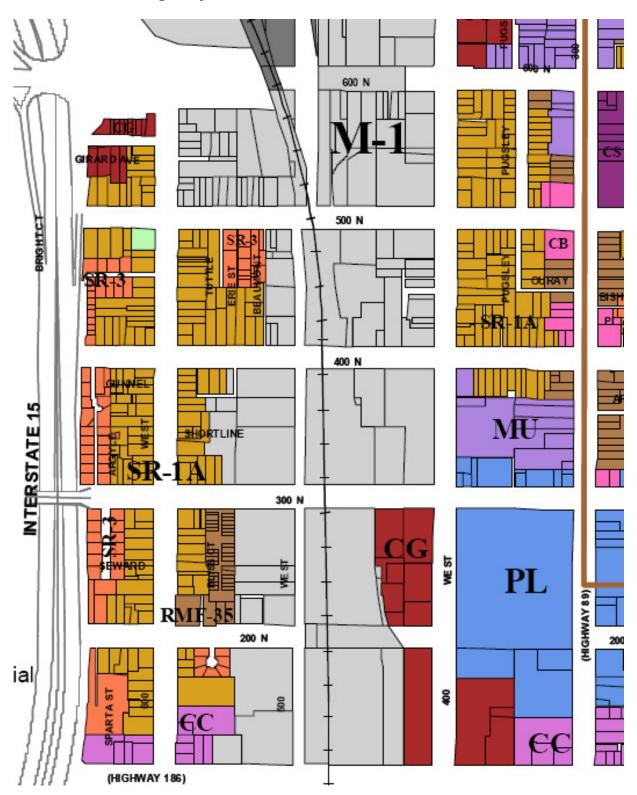


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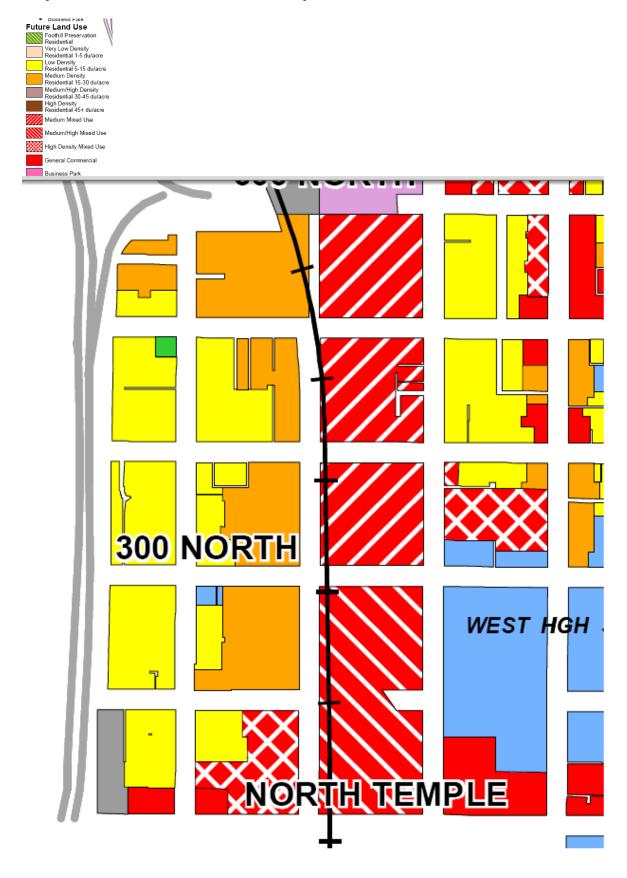
Proposed Zoning Map



Current Zoning Map



Capitol Hill Future Land Use Map



Project Information

Request

This is a request to rezone the area from North Temple Street to 600 North and between 400 West and approximately 550 West. The majority of the property is currently zoned M-1 with small sections on the south east and north west corners zoned CG, General Commercial and a section along 500 North zoned SR-3. If approved, the zoning map will be amended to change the zones to mixed use on the east side of the tracks and residential multi-family on the west side of the tracks.

Proposed Zones: To mirror the recommendations of the master plan staff has mapped the following zones in the locations specified by the plan. The following is a short summary of the purpose of each zone.

RMU Purpose = reinforce the residential character of the area and encourage the development of areas as high density residential urban neighborhoods containing supportive retail, service commercial and spall scale office uses.

RMU – 45 Purpose = reinforce residential character of the area and encourage medium density residential containing supportive retail service commercial and small scale offices.

RMU – 35 Purpose = To reinforce the residential character of the area and encourage the development of areas as low/medium density residential urban neighborhoods containing supportive retail, service commercial and small scale office uses.

RMF – 45 Purpose = To provide an environment suitable for multi-family dwellings of a moderate/high density.

RMF-35 Purpose = provide an environment suitable for a variety of moderate density multifamily housing types.

	Allowed Height	Lot Coverage	Density
RMU	Permitted = 75 feet Conditional = 125 feet	20% open space for mixed and residential uses	No minimum lot area required for multi-family structures.
	Nonresidential = 45 feet		
RMU – 45	Permitted = 45 feet. Conditional = 75 feet Non Residential = 20 feet	20% open space for mixed and residential uses	9,000 square feet for 3 units + 1,000 square feet for each additional unit up to 14 units. 21,000 square feet for 15 units + 800 square feet per unit up to one acre. For developments greater than one acre 1,000 square feet per unit.
RMU – 35	Permitted = 35 feet. Conditional = 45 feet Non Residential = 20 feet	20% open space for mixed and residential uses.	9,000 square feet for 3 units + 2,000 square feet for each additional unit up to 11 units. 26,000 square feet for 12 units + 1,000 square feet per unit up to one acre. For developments greater than one acre 1,500 square feet per unit.
RMF – 45	Permitted = 45 feet.	60% maximum for multi- family dwellings	9,000 square feet for 3 units + 1,000 square feet for each additional unit up to 14 units. 21,000 square feet for 15 units + 800 square feet per unit up to one acre. For developments greater than one acre 1,000 square feet per unit.

RMF – 35	Permitted = 35 feet	60% maximum for multi-	9,000 square feet for 3 units + 2,000 square feet
	or 3 ½ stories	family dwellings	for each additional unit up to 11 units. 26,000
	whichever is less		square feet for 12 units + 1,000 square feet per
			unit up to one acre. For developments greater
			than one acre 1,500 square feet per unit.

Background Information

The proposed zoning map amendment is centrally located between the Guadalupe neighborhood on the west, the mixed residential and commercial uses to the east, the Gateway neighborhood to the south and industrial uses to the north. A large swath of the property is vacant, bisected by rail lines running north and south. Development in the area is primarily industrial, with storage warehouses and small scale manufacturing uses. There is a large beer distributorship on the north end, and the historic Salt Lake Hardware building on the south.

In January of 2008, the Planning Division received a complete application from the Evans Group to rezone three parcels at 436 West 400 North from (Light Manufacturing) M-1 to Residential Mixed Use (RMU-45). Upon review of the request, staff noted that the Capitol Hill Master Plan calls for rezoning the surrounding area from M-1 to mixed use or residential, and determined that it would be appropriate to expand the request to incorporate the sections addressed in the Master Plan. Traditionally, zoning amendments accommodate the initial adoption of the Master Plan; in this case, they did not. On February 27, 2008, the request was presented to the Planning Commission, who initiated a petition to rezone the property.

Master Plan Information

The land proposed for the zoning map amendment is located in the Capitol Hill Master Plan. Analysis of the project as it relates to this plan is featured on page 5 of this report.

Public Participation

Public Open House

A section of the land proposed to be rezoned is located within the Fairpark community council boundary and a section is within the Capitol Hill Community Council boundary. Planning Division policy states that an open house should be held if more than one community council is affected by a project. This allows citizens from each area to come together and hear each others comments about the proposal. The Planning Department invites affected property owners within a 300 foot radius of the rezone area (including owners within the area) to the meeting and obtains their comments. An open house was held on September 25, 2008 and another on February 19, 2009 (written comments attached as Exhibit A).

Issue Analysis

The proposed zoning map amendment is based upon recommendations, goals and policies written in the Capitol Hill Master Plan. When the plan was adopted in 1999, policy makers determined that due to the contraction of the railroad uses in the area, it would be appropriate to phase out the industrial zones in the area and replace them with mixed use and residential zones. This policy is supported throughout the plan.

The goals and policies adopted in the Capitol Hill Master Plan were influenced by the goals and policies featured in the Salt Lake City Downtown Plan, The Salt Lake City Design Element and Central City Master Plan each of which provides important direction on future development in the downtown fringe

areas. They indicate that development in the downtown fringe areas should provide a buffer or transition from the higher densities downtown to the lower density residential neighborhoods by creating mixed use neighborhoods with a higher density of residential. These neighborhoods should vary in height and density, while limiting the amount and types of commercial development allowed in the area.

The existing M-1 zone and much of the development within it is not consistent with the character of the surrounding area. The Guadalupe neighborhood to the west is a low density residential neighborhood, with a number of significant historic structures. The Capitol Hill neighborhood to the east is mixed, with West High, residential and commercial uses scattered throughout. To the south is the Gateway development. Industrial uses are prevalent to the north, but this area is separated from them by the 600 North overpass.

If the zoning map is amended as proposed, a number of nonconforming uses and noncomplying structures will be created. For example, at the northwest corner of the area there is a large distribution center, residential uses, a small grocery store, office uses and higher intensity manufacturing and industrial uses. In addition, the land on the west side of 500 West are mainly warehouses, manufacturing and heavy commercial uses. The master plan calls for this area to be rezoned as RMF – 35. If it is rezoned residential, these uses will become nonconforming. Staff is requesting that the Planning Commission review this area and provide direction as to whether or not the Master Plan is correct.

Likewise, the large section of land on the southeast corner, including the Salt Lake Hardware Building is proposed as RMU-45. The owner of the property has expressed a desire to create a mixed use development on site that would require a higher density than that proposed by the Master Plan. With the proposed trax rail line, and North Temple redevelopment projects in line for implementation the owner believes that this request is reasonable. Staff requests that the Planning Commission provide direction with regard to the future development of this area.

Discussion: The zoning map amendments presented for your discussion reflect the recommendations made in the Capitol Hill Future Land Use Map, the goals and policies contained in the Industrial section of the plan contained on pages 8 and 9, and the implementation strategies on page 24. Examples of each are featured as attachment D of this report. Staff requests that the Planning Commission review the master plan, map, policies and implementation strategies and provide staff with direction on the following questions:

- 1. Are the zoning map amendments proposed by the Capitol Hill Master Plan appropriate?
- 2. Are there any changes needed?
- 3. Will those changes require a modification to the master plan?

Notification

On March 25, 2009, the April 8, 2009 Planning Commission agenda was published on the Planning Division's website and listsery, and the State of Utah's Public Meeting Notice website. On March 25, notice of the public hearing was mailed to all property owners within the rezone area, as well as all property owners within 450 feet of the rezone area. The staff report was published on April 3, 2009.

Attached Exhibits

- A. Public Comments
- B. Related Master Plan Documents
- C. Photographs of the site

Have Landmann 80/915-2884

Property ordiner

Shame Add for John Ministensen

Bors95-8151 Sump-trap-Cleaning enton.com

Petition #PLNPCM2008-00532

OPEN HOUSE PUBLIC COMMENT FORM

February 19, 2009



Planning and Zoning Division
Department of Community and
Economic Development

Rezone from M-1 to mixed use at North Temple to 600 North and 400 West to 550 West.

Name:	Shane Add for John Christensen
Address:	155 North 500 Nest 36C CIF 34116
Phone:	Zip Code
	* Concerned about Development of the acen 5 the future for our property

February 16, 2009

Ray Milliner Salt Lake City Planning Division

Dear Mr. Milliner:

We are the owners of the property at 155 North 500 West, Salt Lake City, Utah. This letter shall serve as our authorization for our representative, Shane Adolf, to speak on our behalf at the open house slated for February 19, 2009, which we are unable to attend. Our particular interest is referenced in paragraph 5 of the invitation, initiating the petition to consider rezoning a portion of the neighborhood from light manufacturing to mixed use. The area in question is outlined from North Temple to 600 North and 400 West to 550 West.

In follow-up to the meeting we attended in September concerning the same issue, I, John Christensen, personally walked the area to garner support for this zoning change. Without exception, all the property owners I contacted, which included everyone except Union Pacific on 300 North, were strongly in favor. I left each of the owners a copy of the Intent Document when I met with them, and they were enthusiastic in their support of this concept. We are also wholeheartedly and enthusiastically endorsing this change.

We would like to also request copies of the minutes of the meeting concerning this particular matter for our records.

We look forward to the development of this area.

Sincerely,

John and Carolyn Christensen

155 North 500 West Salt Lake City, Utah

(801) 502-5077 (801) 518-9387

Milliner, Ray

From: Richard Middleton [rmiddletonslc@xmission.com]

Sent: Friday, February 06, 2009 3:44 PM

To: Milliner, Ray

Subject: Planning Division Open House 2/19/09

As a local resident, I have received notice of your meeting on February 19th. Other commitments prevent me from attending, but I should like to offer a comment on Item 5 on the agenda, the proposal to rezone part of the Capitol Hill neighborhood from Light Manufacturing to Mixed-Use.

I should first say that, as a relative newcomer and hoping to understand better what was proposed, I tried searching for "mixed-use" on the Salt Lake City website (with other terms such as "zoning" or "ordinances"), without much success. Possibly I wasn't searching very competently, but I should like to suggest that providing better access to some basic definitions would be helpful.

I did, however, find a relevant quotation in one of the cases that the search turned up (staff report 6/6/07 on case 400-07-07): "One component of the Salt Lake City Community Housing Plan is to support mixed use projects that achieve vibrant, safe, integrated walkable neighborhoods. The purpose of the mixed-use zoning district is to encourage the development of areas as a mix of compatible residential and commercial uses. Neighborhood mixed-use land uses includes low intensity developments with non-residential activity, such as retail, services or office on the ground floor with residential uses above. The design of neighborhood mixed use should be pedestrian oriented with a strong street presence."

Assuming that this is a good description of the intention in the area now under discussion, I am sure that the rezoning represents precisely what we need.

Richard Middleton

Richard Middleton, 331 North Main Street, Salt Lake City, UT 84103 Tel.: (801) 521 6782

September 25, 2008

SIGN-IN FORM

PRINT NAME TS and Lavan ADDRESS 48 C. Miked Steel- ZIP CODE 8-1101	PRINT NAME Brad Metral F ADDRESS 620 W. Girard AVR ZIP CODE 8416
PRINT NAME JEFF GOCHNOVE ADDRESS COTTONWOOD COAF. CENTER ZIP CODE 84121	PRINT NAME Laila Parts ADDRESS 2093 E 95105 Sandy ZIP CODE 84092
ADDRESS LOS ROSELIANS AL 4400 MQLA ZIP CODE 90266	PRINT NAME KON LOUK ADDRESS 338 W OURNY AVR ZIP CODE 84103
PRINT NAME HAVE KAVE MANH ADDRESS 375 NO SOOF JOHNY MOS ZIP CODE 84116 PARK CITY 84098	PRINT NAME Tham Soekotjo ADDRESS 434 Hodges In ZIP CODE 84116
PRINT NAME RUTH ANN MAIS ADDRESS 467 N. PUBBLEY ST ZIP CODE 84103	PRINT NAME LINDA UELDEN ADDRESS POBOX 8000-151 ZIP CODE 89024

September 25, 2008

SIGN-IN FORM

PRINT NAMENALIACE V. JACOBSON ADDRESS 523 W 200 N ZIP CODE 84116	PRINT NAME FRED H. LIEBER ADDRESS 560 N. 500 W. ZIP CODE 8411 CO
PRINT NAME ANNE E DIEVENT ADDRESS 428 W 200 N ZIP CODE 84103	PRINT NAME BOB LUND ADDRESS 622 W. 500 N ZIP CODE 84116
PRINT NAME Ron Nièlsen ADDRESS 357 \$ 346 W 400 N. ZIP CODE 84103	PRINT NAME JOHN W. MILLIAMS ADDRESS 574 N. E. CAPITAL ST. ZIP CODE 84/03
PRINT NAME Mary Nie/seu ADDRESS 400 N 400 W. ZIP CODE 84103	PRINT NAME JASON WOODLAND ADDRESS 248 N. BISS CT ZIP CODE 94/16
PRINT NAME Mark May ADDRESS 454W. 600 NORTH ZIP CODE 84103	PRINT NAME JOHN Christensen ADDRESS 155 No. 500 W. ZIP CODE 8416

September 25, 2008

PUBLIC COMMENT FORM

Name:	Brad Metcal F
Address:	620 W. Girard Ave
Phone:	801 518 3459
Comments:	This proposal would be benificial for
the avidea	This proposal would be benificial for rea east of mood w. But this is a bad for business owners west of mountain w.
This w	ill ultimately force out owners of manufactoring
busines:	ses. We need to know some of the
not effect	oring businesses close to downtown. My preparty is all right now but I don't like the idea of things
changing	around me

- haight to go down going north, more intense titles south and east vorit be coordinated worried there world about linitations of only regione east of need a mix of res/comm. want more height then 45 want more 75 + height dountown zone height is the actually work

September 25, 2008

PUBLIC COMMENT FORM

Name:	TRED H. LIEBER
Address:	560 N. 500 West
Phone:	(801) 521-0315
Comments:	THE AREA M-1 IF OHANGOD TO MIXED USE PROPERTY
	NO THE ALLOW THE DWERS, IF THEY SER
DR	BULLD AS MXED USE, BE ALLOWED TO
PUT	IN High DENSITY BULLDING BECAUSE
IT	IS SO CLOSE TO DOWN TOWN, 1.e
40+	T OR Higher ASISCHERENTLY BEING DOVE
AT	GATEWAY. HOTELS Right OFF OF GTH NO.
	WOULD BE A good USE OF THAT PROPERTY
	THE FUTURE,

September 25, 2008

PUBLIC COMMENT FORM

Name:	THAM M. SOEKOTJO
Address:	A34 HODGES LIV SLC, UT, 84116
Phone:	(801) 539 - 1590
	g the most suitable ration between residential
and a	ommercial aspects of the mixed use is imperative he future of the area. It is crucial to how
	her patio of residentials close to Guadalupe our hood.

Attachment B

Related Master Plan Materials

INDUSTRIAL

Planning Goal: Provide for appropriate industrial uses which are clean, quiet and attractively developed, buffered from surrounding residential areas.

INTRODUCTION

wenty percent of land in the Capitol Hill
Community is devoted to inclustrial and manufacturing uses. Industrial uses estend the length of the community along the railroad corridor (at approximately 500 West). Less intensive industrial uses are located south of 900 North and heavier industrial uses are mainly located north of 900 North. Extractive industries are also located in the Capitol Hill Community along Beck Street next to the footbills.

Light industrial uses include the assembly, fabrication, or processing of goods and materials using processes that ordinarily do not create impacts outside of the building where such activity takes place. Heavy industrial uses are those uses which have an impact on the environment or that have significant impacts on the use and enjoyment of adjacent property in terms of health and safety hazards.

INDUSTRIALAREABETWEEN NORTH TEMPLE AND 900 NORTH

Overview

Most of the industrial uses located between North Temple and 900 North are considered heavy commercial or light industrial uses. Because of their proximity to each other, the incompatibility of the residential and industrial land uses have worked to create a decline in both the Guadalupe and West Capitol Hill Neighborhoods. Residential land uses are impacted by noise, pollution, and traffic associated with the daily business of the industrial and heavy commercial businesses. Access to many of the industrial and heavy commercial operations generally requires traffic to pass through the residential portions of these neighborhoods.

Planning Issues

W est Capitol Hill Neighborhood

Most of the industrial land uses within the West Capitol Hill Neighborhood are located along 400 West Street. However, there are some industrial uses located adjacent to residential uses within the Neighborhood which create severe land use conflicts The West Capitol Hill Neighborhood Plan recommends that in these more sensitive areas, the properties be reconed to a more restrictive zne, leaving the industrial uses nonconforming. More active enforcement of ordinances relating to buffering and health and safety standards of existing industrial properties could help to nitigate



Map of Industrial Areas in Capitol Hill

negative impacts on residential land uses. In the future, relocation of heavy industrial uses is recommended. In the interim, screening and buffering of industrial land uses which abut less intensive land uses should be required.

Policies

Discourage the expansion of industrial land uses within the neighborhood.

Promote the relocation of industrial uses to industrially zoned areas morth of 900 North or in other appropriate areas within the City.

priate areas within the City.

Require screening and buffering of industrial land uses which abut less intensive land uses.

Bufforce ordinances as necessary to require screening and buffering of industrial land uses.

Action Item

Maintain restrictive zoning that will not allow new incompatible industrial uses. Phase out incompatible industrial uses by rezoning the properties

Redevelopment of Existing Failroad Property
The industrial land uses located between North Temple
and 900 North and 400 West and approximately 550
West, originally located here to have access to the railroad. Only a very few remaining land uses rely on railroad access. The railroad property in this area is a
switching yeard. Therefore, consolidation of the rail
lines in this area may take longer than those lines
south of North Temple. Once the railroad property
becomes available for redevelopment, adjacent property with existing industrial land uses, should transition
to less intensive uses. In the past the railroad has
provided a significant physical barrier between the residential neighborhoods of Guadalupe and West Capitol
Hill. Redevelopment of this area could help provide
more stabilized residential neighborhoods in West
Capitol Hill and Guadalupe. The location of the Union
Facific neintenance yard at 900 North will remain.

Redevelopment in this area would be divided into two sub areas. The rail yard would provide an easy opportunity for redevelopment. This area, along with existing structures, is seen as a mixed use area in the future, combining midsize structures containing residential and commercial/office type uses. The area west of 500 West which currently houses werehouse and light industrial type operations, is seen as a medium density type of residential area which would provide a transition between the low density residential nature of the Guadalupe Neighborhood and the more intensive area to the east, including the proposed 500 W est boulevard and the proposed mixed use area.

Policies

Encourage the relocation of existing industrial and heavy commercial land uses to industrially zoned land in other appropriate areas of the City by rezoning the existing properties to a zoning classification which will allow a mix of less intensive land uses, by analyzing the feesibility of establishing a redevelopment project area and by using City resources to encourage mixed use development of residential and of fice/commercial in this area.

Require buffering treatments, relocation of loading docks and adequate access measures to help mitigate impacts of existing industrial uses on residential land uses.

Promote the redevelopment of the area between the Guadalupe and West Capitol Hill Neighborhoods as a mixed use area with medium density residential development west of 500 West and medium-high density residential-mixed use development (including residential, office and commercial land uses) east of 500 West.

Action Item

Continue working with Union Pacific Railroad Company to consolidate and relocate rail lines and rail yards.

500 West Boulevard

The Beck Street Visionary Gateway Plan (1994) calls for a 500 West Boulevard once the consolidation of the rail lines cours. The proposed road would facilitate commuter traffic from north of the City limits into the Downtown area. The road would be built as a boule-vard, with a wide right-of-way and limited access divided by a median to encourage north/south traffic flows and limit east/west traffic to a few intersections (such as 300 North). Measures must be taken to ensure that a boulevard of this size will not act to create the same type of physical barrier between the Guadalupe and West Capitol Hill Neighborhoods that the railroad yard now creates. The design of the 500 West Boulevard should take into consideration the future alignment of commuter rail.

Policies

Ensure that impacts of a 500 West Boulevard are mitigated to minimize the effects on the adjacent residential neighborhoods.

Ensure the design of 500 West takes into consideration the future alignment of commuter rail.

Action Item

Develop 500 West Boulevard.

Amend the City s Major Street Plan to identify 500 W est as a commuter route and identify the future route of the street.

IMPLEMENTATION

he successful implementation of the Capitol Hill Community Master Plan depends on the follow-through effort and private developers. Through a combined effort the Capitol Hill Community Master Plan's goals may be re

The implementation strategy summary chart outlines actions necessary to carry out the recommendations of the Maste proposed actions and general time frame to accomplish recommendations.

Proposed Action for Immediate Short Term Mid Term Long Term	r initiation of implementation 0-12 months 1-3 years 3-6 years 5-10 years	Private
Provide resources fo	housing rehabilitation of existing structures.	
West to accommodat West with medium d	strial and heavy commercial properties between 400 West and approximately 550 e. Medium density residential west of 500 West and a mixed-use area east of 500 ensity allowed north of 300 North and medium/high density south of 300 North area should focus on good design, pedestrian orientation and maximization of open	
Modify the existing (limit for residentially Capitol Hill Protectiv	Capitol Hill Protective Area Overlay Zone to establish a 35-foot maximum height zoned properties within the Overlay Zone. Also expand the boundaries of the e Overlay Zone.	

Attachment C

Photographs of Site



Looking south from 200 North toward North Temple



Looking west from 500 West to 550 West



Looking north from 200 North to 400 North