

PLANNING COMMISSION STAFF REPORT



Planning and Zoning Division
Department of Community and
Economic Development

Islamic Center Special Exception PLNBOA2011-00590 Alternate Parking Requirement 740 South 700 East April 25, 2012

Applicant:

Islamic Society of Greater Salt Lake
Anthony Mangum,
Representative

Staff:

Thomas Irvin, (801) 535-7932
thomas.irvin@slcgov.com

Tax ID:

16-08-105-016-0000
16-08-105-015-0000

Current Zone:

RMF-30 (Low Density Multi-Family Residential)

Master Plan Designation:

Central Community Master Plan
Low Density Residential
(1-15 Dwelling units/acre)

Council District:

Council District 4, Luke Garrott

Lot Size:

12,693 Square Feet (.29 acres)

Current Use:

Place of Worship

Applicable Land Use Regulations:

- 21A.52.060 Special Exceptions
- 21A.44.030 Alternative Parking Requirements

Attachments:

- A. Site Plan & Elevation Drawings.
- B. Alternative Parking Plan
- C. Shuttle Service Agreement
- D. Transportation Comments
- E. Photographs

Request

The Islamic Society of Greater Salt Lake, represented by Anthony Mangum, is requesting a Special Exception for an alternative parking approval at 734 and 740 South 700 East in order to meet the future parking requirements of a proposed building addition. Parking demand peaks on Friday afternoons for weekly prayer. To alleviate parking issues at that time, the applicant is proposing a parking plan that includes; a shuttle agreement with Valley Shuttle, van pool program, parking space auction, and an awareness program to educate members of the convenience of walking or using public transportation. The Planning Commission has final decision making authority for Special Exceptions.

Recommendation

Based on the findings listed in the staff report, it is the Planning Staff's opinion that overall the project generally meets the applicable standards and therefore, recommends the Planning Commission approve the request

Potential Motions

Consistent with Staff Report Recommendation: Based on the findings listed in the staff report, testimony and plans presented, I move that the Planning Commission grant the Special Exception to approve an alternative parking requirement for the properties located at 734 and 740 South 700 East with the following conditions:

- 1- A cross-access and cross-drainage agreement must be recorded against the two properties for vehicular ingress/egress.
- 2- A mitigation strategy for addressing any negative impacts to adjoining properties must be provided and approved by staff prior to the issuance of building permits for the proposed addition.

Not Consistent with Staff Report Recommendation: Based on the testimony, plans presented and the following findings, I move that the Planning Commission deny the Special Exception request for an alternative parking requirement located at 734 and 740 South 700 East.

The Planning Commission shall make findings on the Special Exception standards as listed below:

- A. The proposal will be in compliance with ordinance and district purposes;
- B. The proposal will not diminish or impair neighboring property values;
- C. The proposal will not have a material adverse effect upon the character of the area or the public health safety and general welfare;
- D. The proposal will be compatible with development of surrounding property;

	<ul style="list-style-type: none">E. The proposed use and development will not result in the destruction, loss or damage of natural, scenic or historic features of significant importance;F. The proposed use and development will not cause material air, water, soil or noise pollution or other types of pollution.G. The proposed use and development complies with all additional standards imposed on it pursuant to the zoning ordinance.
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VICINITY MAP



Background

Project Description

The Islamic Society of Great Salt Lake is preparing to construct a 1,200 square foot addition to their existing mosque at 740 South 700 East in order to provide more prayer space. This addition will extend into the existing parking area and result in a need for more on-site parking than is available based on Salt Lake City's Zoning Ordinance. The mosque has unique parking demands. It is open for general use during the week but typically only serves a handful of members except for the Friday afternoon prayer service from approximately 1:00-2:30 pm when it is at full capacity. Their alternative parking requirement request is intended to alleviate issues during this period.

The applicant has provided a parking study that states only 20-25% of members attending services use their own transportation and require parking. The remainder consists of students and refugees within the neighborhood who walk to services (55-65%) and those who use public transportation (5-10%).

The proposed plan includes the following:

- A shuttle agreement with Valley Shuttle for Friday afternoons.
- The use of the Society's van to transport worshippers to and from the mosque.
- An auction where on-site parking is awarded to members for Friday services.
- An awareness program where the benefits of walking and the availability of public transportation options is stressed.

Comments

Public Comments

The proposed Alternate Parking Requirement was presented at a Community Open House held on March 15th, 2012. Only one resident commented with a vote of support for the proposal. Virginia Walton, owner of one of the properties called the Planning Division for further information. Her primary concern was ensuring no historic homes would be demolished. In general, she felt the mosque was a good neighbor and supported their plans. Sarah Jackson, an owner of commercial properties north of the mosque also called and mentioned that worshippers have been using her parking lots for many years on Friday afternoons. She expressed concern that the proposed plan would go far enough in eliminating this issue.

Transportation Division Comments

Barry Walsh of the Transportation Division reviewed the request and responded on March 6th, 2012. (Please see attachment D) His analysis is based on calculating parking for the entire use. Since the previous site plan and parking were approved through a Conditional Use process in 2005, this request is designed only to address additional parking needs created by the future building addition. In general, the Transportation Division is supportive of the alternative parking request.

Analysis and Findings

Options

Failure to grant this Alternative Parking Requirement would force the Islamic Society to either seek another location for services, or attempt to expand onto adjoining lots. Worshippers could also attend services at other mosques located around the Salt Lake Valley, however this would present difficulties as many are either refugees or students and seldom have access to personal vehicles.

Alternative Parking Findings

General Criteria:

The standards of review for a special exception are set forth in Section 21A.52.060 of the Salt Lake City Zoning Ordinance. The standards are as follows:

Standard A. Compliance With Ordinance And District Purposes: The proposed use and development will be in harmony with the general and specific purposes for which this title was enacted and for which the regulations of the district were established.

Analysis: The mosque has been in operation at this location for many years. The purpose of the RMF-30 Residential District is to provide an environment suitable for varied housing types. Places of worship are listed

as Conditional Uses in the zone. Based upon the parking study provided, the only period of time where parking is an issue is during the Friday afternoon services. If the plan is successful, there should be even less of an impact on the neighborhood than currently exists.

Findings: The proposal complies with this standard.

Standard B. No Substantial Impairment of Property Value: The proposed use and development will not substantially diminish or impair the value of the property within the neighborhood in which it is located.

Analysis: As stated earlier, the mosque has unique operating hours where they are at full capacity only on Friday Afternoons. In general, having places of worship located in or near residential uses is considered an asset.

Findings: An alternate parking arrangement to address potential increases in parking demand should result in no decrease in neighborhood property values. The proposal complies with this standard.

Standard C. No Undue Adverse Impact: The proposed use and development will not have a material adverse effect upon the character of the area or the public health, safety and general welfare.

Analysis: Since the mosque will only be at capacity on Friday afternoons and does not normally fully utilize the parking currently provided, approval of an alternative plan to address peak demand should not negatively impact the character or welfare of the area.

Findings: The proposal complies with this standard.

Standard D. Compatible with Surrounding Development: The proposed special exception will be constructed, arranged and operated so as to be compatible with the use and development of neighboring property in accordance with the applicable district regulations.

Analysis: The mosque has already obtained Conditional Use approval to operate at this location. Based upon the parking study provided, only 20 to 25% of members drive to services. The van and shuttle services would provide an economical means for these members to attend the Friday services without driving.

Findings: The shuttle and van services provided on Friday afternoons will decrease the number of vehicles in the neighborhood during this critical time. The proposal complies with this standard.

Standard E. No Destruction of Significant Features: The proposed use and development will not result in the destruction, loss or damage of natural, scenic or historic features of significant importance.

Analysis: This request does not involve any physical changes to the property or surrounding areas.

Findings: The proposal complies with this standard.

Standard F. No Material Pollution of Environment: The proposed use and development will not cause material air, water, soil or noise pollution or other types of pollution.

Analysis: Using a van and a shuttle service will actually decrease the amount of vehicle pollutants as compared to requiring the mosque to simply provide additional hard surfacing and encourage more vehicle trips to and from services.

Findings: The proposal complies with this standard.

Standard G. Compliance with Standards: The proposed use and development complies with all additional standards imposed on it pursuant to Section 21A.52.100 of this Chapter.

Analysis: In 2005, the Islamic Society received approval through the Planning Commission for a Conditional Use to expand their place of worship to the adjoining property at 734 South 700 East. This was approved with eight conditions. One of these conditions has not yet been accomplished. A cross-access and cross-drainage agreement was to be recorded between the mosque and the property to the north. This is listed as a condition of approval for this Special Exception.

Findings: Recoding the required cross-access and cross-drainage agreement is listed as a condition of approval. The proposal complies with this standard.

Specific Criteria for Alternative Parking:

Standard A. That the proposed parking plan will satisfy the anticipated parking demand for the use up to the maximum number specified in table 21A.44.060F, “Schedule of Minimum Off Street Parking Requirements, of this chapter;

Analysis: The mosque and parking areas were approved through the Conditional Use process in 2005; therefore the parking requirement for the existing space is considered conforming. For places of worship, the zoning ordinance requires one parking space for each five seats (or in this case, for each five prayer locations). The Parking Plan calculates that the building addition will provide room for 65 members. This results in the need for 13 additional parking spaces in order to meet minimum requirements. Since only 20-25% of members drive to service, a total of only four parking stalls would be needed to handle the increase if no alternate transportation options were provided. The shuttle service agreement will provide capacity for 116 members. This, coupled with the privately owned van should more than address the minimum requirements.

Findings: The proposal complies with this standard.

Standard B. That the proposed parking plan does not have a material adverse impact on adjacent or neighboring properties;

Analysis: The proposal does not entail any changes in the use of land that could negatively impact the neighboring properties. Shuttle and van services to the mosque should result in a decrease in vehicles in and around the neighborhood.

Findings: The proposal complies with this standard.

Standard C. That the proposed parking plan includes mitigation strategies for any potential impact on adjacent or neighboring properties;

Analysis: The parking plan provided does not contain any mitigating strategy for addressing potential impacts to adjacent neighboring properties. It is recommended that one be provided and approved by staff prior to the issuance of any building permits for the proposed addition.

Findings: Providing a mitigation strategy for addressing potential impacts to the neighboring properties is listed as a condition of approval. With this requirement in place, the proposal will comply with this standard.

Standard D. That the proposed alternative parking requirement is consistent with applicable city master plans and is in the best interest of the city.

Analysis: The Central Community Master Plan's vision for a livable community lists religious facilities located within the community as a source of social and community activity. Allowing the mosque to expand services at their current location while mitigating negative impacts to neighboring properties will be in keeping with this vision.

Findings: The proposal complies with this standard.

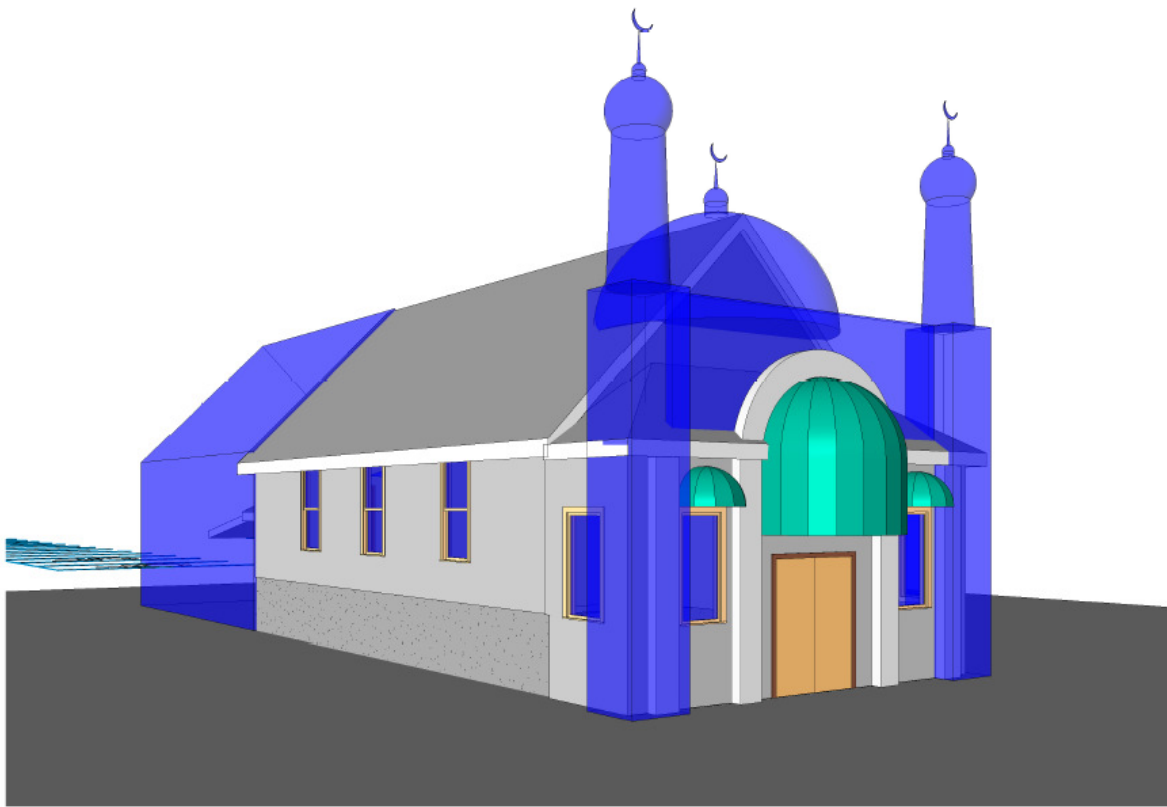
Notification

- Notice mailed on April 12th, 2012
- Sign posted on April 16th, 2012
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites on April 12th, 2012

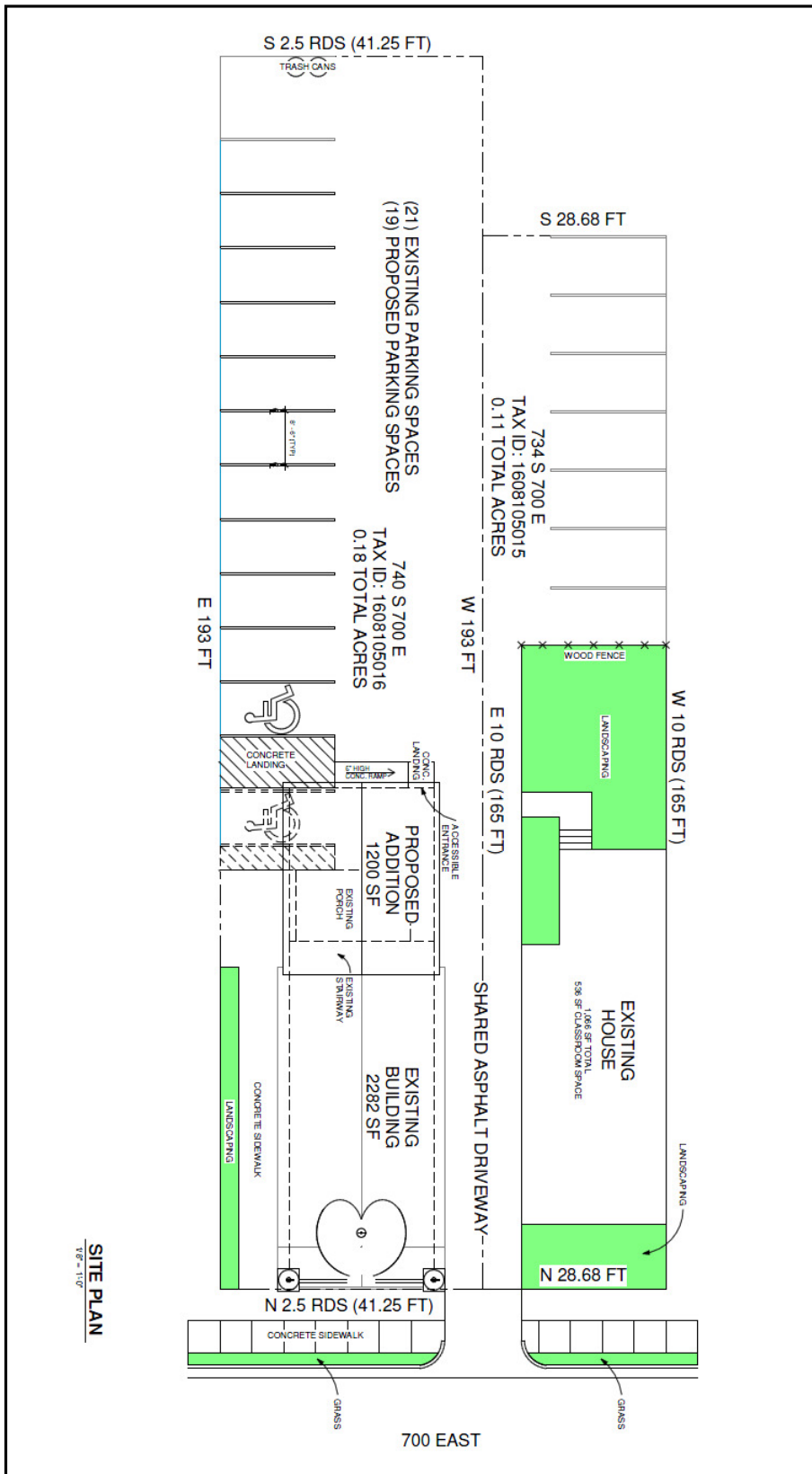
ATTACHMENT A
Site Plan & Elevation Drawings

AL-NOOR MASJID

740 SOUTH 700 EAST
SALT LAKE CITY, UTAH



3D VIEW



ATTACHMENT B
Alternative Parking Plan



Kimly C. Mangum, P.C.

Al-Noor Masjid

Islamic Society of Greater Salt Lake

740 South 700 East

Salt Lake City, Ut

Alternative Parking Plan

Prepared by: Anthony Mangum, Senior Designer

August 29, 2011

REVISED: Feb 8, 2012



Kimly C. Mangum, P.C.

Executive Summary

Objective

The Islamic Society of Greater Salt Lake is seeking to add prayer space for up to 100 additional members to the Al-Noor Masjid in Salt Lake City, Ut. The purpose of this report is to analyze the impact of the addition on parking, and to formulate a plan to accommodate the increase in parking demand. The facility is located at 740 South 700 East and this analysis evaluates the parking impacts during its peak usage which is the congregations' weekly prayer services held Friday from 1:00 PM to 2:30 PM. Because there is no opportunity to increase parking on the project site, an alternative plan must be developed.

Solution

The Islamic Society of Greater Salt Lake has developed several different programs to reduce the parking demand at the Al-Noor Masjid. This includes encouraging congregation members to walk, utilize public transit, and an agreement with Valley Shuttle, Inc. to provide shuttle services to and from the Masjid for up to 100 congregation members every Friday afternoon.



Kimly C. Mangum, P.C.

Alternative Parking Plan

Project Summary

The existing Al-Noor Masjid is 2,282 SF (Square Feet) building on a 0.18 acre lot at 740 South 700 East, Salt Lake City, Ut. It is zoned RMF-30 for which place of worship is a conditional use. The prayer area is 1,351 SF and is free of pews and other furniture. Each worshiper kneels or sits during the service on the carpeted floor made of stripes that designates sitting space and circulation space or aisles. At 9 SF per occupant the current occupant load is 150 worshippers. The society wants to add approximately 1,200 SF for additional worship space, and reconfiguration of the restrooms and other support spaces. The design team expects to add worship space for an additional 60 to 100 worshippers. See area schedule and occupancy calculations below.

The society also owns the adjacent property to the north at 734 South 700 East that includes a a house that is used as "Sunday School" classrooms per the conditional use Petition No. 410-769 from 2005. The classrooms are used during Friday prayer and on Sundays to teach school age children. There home is 1,088 SF with 536 SF of it being used as classrooms. The parking lot is shared between both buildings.

AREA SCHEDULE	
EXISTING AREA	
MAIN	1,257 SF
LOWER	1,025 SF
SUB-TOTAL	2,282 SF
PROPOSED ADDITION	
MAIN	750 SF
LOWER	450 SF
SUB-TOTAL	1,200 SF
TOTAL AREAS	
MAIN	2,007 SF
LOWER	1,475 SF
TOTAL:	3,482 SF
EXISTING PRAYER AREA	
EXISTING MAIN	893 SF
EXISTING LOWER	458 SF
TOTAL EXIST.	1,351 SF
NEW PRAYER AREA (APPROX)	
EXISTING MAIN	893 SF
NEW MAIN	600 SF
NEW LOWER	450 SF
TOTAL NEW	1,943 SF



Existing Al-Noor Masjid Prayer Space



Kimly C. Mangum, P.C.

Occupancy Calculations

	Prayer/Classroom Area	Occupants
Existing Masjid Occ Load	1,351 SF @ 9 SF per Occupant	150 Occupants
Existing Classroom House) Occ Load	536 SF @ 20 SF per Occupant	26 Occupants
	Total Existing Occupancy	176 Occupants
Proposed Masjid Occ Load	1,943 SF @ 9 SF per Occupant	215 Occupants
	Total Proposed Occupancy	241 Occupants
Load Increase	592 SF	65 Occupants

Parking Requirements

The RMF-30 zone requires 1 parking space per 5 occupants for places of worship.

	Occupants	Parking Spaces
Existing	-	21 Spaces
Existing Required	176 Occ. @ 1 Space / 5 Occ.	35 Spaces
Proposed Required	241 Occ. @ 1 Space / 5 Occ.	48 Spaces
Required Increase	13 Spaces * 5 Occ./Space = 65 Occ.	13 Spaces

The current site does not allow for any additional parking to be added on the property so the society is seeking to meet the city's requirements through alternative means. Because the existing number of parking spaces have been "grandfathered-in" and are legal for the current use, additional parking or alternative parking measures will only need to be provided for the increase between existing and proposed required parking as calculated above.

Projected Parking Demand

As seen in table 21A.44.060E of the city ordinances, the city acknowledges that places of worship do not utilize 100% of their required parking throughout the week. Due to cultural differences, the weekly use distribution of the Al-Noor Masjid is different than other places of worship that might be more common in Salt Lake City. The masjid is open for general use during daylight hours, but typically does not serve more than 5-10 members except during the Friday prayer services from 1:00 to 2:30 pm when it is at full capacity.

The Islamic Society has provided an estimate on the make up of its congregation according to how they travel to the Masjid for Friday services. It is important to note that that most of the worshippers at the Friday congregation are



Kimly C. Mangum, P.C.

students from the University of Utah, and people who live in the vicinity of the mosque at a walk-able distance. People who drove to mosque worked in downtown or some research parks in the vicinity. Generally, the members of the society that have the means to drive to their Friday worship service choose to attend the larger congregation at the Khadeeja Masjid in West Valley City.

The mosque members who attend the Al-Noor Masjid regularly can be divided in to four categories as follows:

- Students who use public transportation and/or live within 1/4th of a mile radius: 30-35 %
- Refugees population who live within 1/4th of a mile radius: 25-30 %
- Visitors who uses taxi cab or bus services while traveling in town: 5-10 %
- Business and other locals who use their own transportation and need parking: 20-25 %

The society believes the actual demand for parking spaces will be less than increased parking required by the city ordinances. Nevertheless, the society plans to meet the city's requirements through ordinance 21A.44.030 Alternative Parking Requirements.

Alternative Parking Plan

The Islamic Society plans to address the shortage of parking in several different ways.

Awareness Program

Keeping in view the relatively high share of members already walking or using public transit, the society has begun and is committed reminding the members of the Friday congregation of the benefits of not driving to the mosque on a continuous basis.

Existing Parking - Permit Program

The Islamic Society of Greater Salt Lake plans to institute a parking permit system for the existing parking at the mosque. Signs would be posted stating, "PARKING ON FRIDAYS 12 TO 3 PM BY PERMIT ONLY. VIOLATORS WILL BE TOWED AT THEIR OWN EXPENSE". As a fundraising program, the society would auction off yearly parking permits for use during the stated hours.

Van Pool Program

Currently the society owns one 14 passenger van and has enlisted volunteer drivers to shuttle congregation members to prayer services for Friday prayer services. In addition, the Islamic Society of Greater Salt Lake has come to an agreement with Valley Shuttle, Inc. to provide continuous shuttle services for up to 75 congregation members for the Friday afternoon services. Company information and total passenger capacity for Valley Shuttle. Inc is listed below:

Company Info:

Valley Shuttle. Inc
4255 South 300 West
Murray UT 84107

Company Contact:

Saleem Afridi
801-502-8052



Kimly C. Mangum, P.C.

Company Capacity:

17 vehicles able to accommodate 116 passengers per trip (not including drivers).

Summary

The Islamic Society of Greater Salt Lake is an active part of the community in Salt lake City. They strive to support their membership and to reach out to the community. The influx of refugees and the general increase of followers of Islam into Salt Lake City has increased the demands on the Al-Noor Masjid, which is why the society seeks to add on to the building. They acknowledge this will put additional parking demand on the site, but they would like to submit that the unique way and schedule that the masjid is used is worthy of a special consideration by Salt Lake City.

ATTACHMENT C
Shuttle Service Agreement



This is a document contracting Valley Shuttle Services to provide transportation for the Islamic Society of Greater Salt Lake. Valley Shuttle Services agrees and is authorized to run shuttle service for attendants to Friday worshipping services held at Al-Noor Masjid located at 740 S 700 E Salt Lake City Utah at no cost to the Islamic Society of Greater Salt Lake . These services will be rendered for the Islamic society for the following 10 years from date of contract.

[Handwritten signature]

Valley Shuttle Authorized Signature

Islamic Society Authorized Signature

Saleem A. Arridi President

Valley Shuttle Services Management (print name and title)

Islamic Society (print name and title)

4-4-12

Date

Date

ATTACHMENT D
Transportation Comments

Irvin, Thomas

From: Walsh, Barry
Sent: Tuesday, March 06, 2012 11:55 AM
To: Irvin, Thomas
Cc: Young, Kevin
Subject: PLNBOA2012-00590

March 6, 2012

Thomas Irvin, Planning

Re: Al-Noor Masjid Alternate parking Special Exception Case # PLNBOA2012-00590 -
at 734 South and 740 South 700 East.

The division of transportation review comments and recommendations are as follows:

In reviewing the "Alternative Parking Plan" we find that the existing parking requirement as noted is in error in that the Class room requirement notes 26 occupants at one stall per five occupants rather than at one stall per facility and one stall per ten students. For a maximum there could be 6 facility = 2 stalls and 20 students = 2 stalls for a total of 4 stall rather than the 5 noted.

The current requirement should be 34 stall with 21 being provided for a non compliance of 13 stalls or about one third.

The addition is requesting an additional 65 occupants requiring 13 more parking stalls for a total of 47 stalls, and a reduction of 26 stalls.

The proposed mitigation is to reaffirm the alternate transportation mediums and provide a stimulus with a parking permit program and fund raiser along with a van pool shuttle program.

The member parking generation break down indicates that with:

10% using bus service and taxi = (5 stalls reduction) and

One third being local not using parking stalls = (13 stalls reduction) = to existing status and

If 50% of available Van pool program, Congregation owned van = (3 stalls) and
the Valley Shuttle, Inc. = (15 Stalls) are used there is a (9 stalls reduction).

The total reduction should be expected to be 27 stalls.

Transportation is in compliance with the "Alternative Parking Plan" presented to instigate the Awareness Program, the Parking Permit Program, and the Van Pool Program.

Sincerely,

Barry Walsh

Cc Kevin Young, P.E.
File

ATTACHMENT E
Photographs

