



Staff Report

PLANNING DIVISION
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission
From: Christopher Lee, 801-535-7706, christopher.lee@slcgov.com
Date: March 5, 2015
Re: PLNPCM2014-00374: 700 S. 900 W. Zoning Map Amendment

Zoning Amendment

PROPERTY ADDRESSES: 664, 668, and 680 S. 900 W., and 910 W. 700 S.

PARCEL ID: 15-11-202-011, 15-11-202-012, 15-11-202-015, 15-11-202-014

MASTER PLAN: Westside

ZONING DISTRICT: Current: RMF-35 and CN

Proposed: CB (Community Business)

REQUEST: The City is proposing to amend the zoning map designation for four properties on the Northwest corner of the intersection of 900 West and 700 South. The intent of the proposal is to establish the zoning regulations necessary to create a “neighborhood node” as identified in the Westside Master Plan. To accomplish this, the proposal includes rezoning the subject properties from RMF-35 (Moderate Density Multi-family Residential) and CN (Neighborhood Commercial), to CB (Community Business). The CB designation will allow for a greater diversity of mixed uses and opportunities to expand and reinforce the development patterns located on the south side of the intersection. The change would result in 3 of the 4 corners of the intersection being zoned CB. The properties are currently used for two single-family homes, a small business, and an undeveloped lot.

RECOMMENDATION: Based on the information in this staff report, Planning Staff recommends that the Planning Commission forward a recommendation of approval to the City Council for the proposed zoning amendment.

The following motion is provided in support of the recommendation:

Based on the findings and analysis in the staff report, testimony, and discussion at the public hearing, I move that the Planning Commission transmit a positive recommendation to the City Council for the proposed zoning amendment.

ATTACHMENTS:

- A. [Existing Conditions](#)
- B. [Analysis of Standards](#)
- C. [Public Process & Comments](#)
- D. [Department Review Comments](#)
- E. [Motions](#)

PROJECT DESCRIPTION:

The subject properties are located in Poplar Grove which is one of the neighborhoods included in the Westside Community. The Westside Master Plan recognizes a need to encourage growth, redevelopment, and

reinvestment in the Westside in order to support the vision of the Westside Community as a “beautiful, safe, sustainable place for people to live, work, and have fun.” The Master Plan proposes a number of ways to accommodate this growth, and a key component of this includes the concept of “nodes.”

A node is defined as “an intersection consisting of at least one major road where there is potential for changes in land use and the development pattern.” Additionally, they are “integrated centers of activity” and critically, they are the “key types of locations for redevelopment” in the community. The Master Plan designates these nodes as places where the community can and should accommodate future growth and development.

There are several different levels of nodes. From lowest to highest intensity of development, these include “neighborhood,” “community,” and “regional” nodes. The Master Plan designates a number of intersections in the community as “nodes.” The subject properties are all located at the intersection of 700 South and 900 West, which was identified as a “neighborhood node.” The Master Plan describes this type of node as the following:

“Neighborhood nodes are small-scale intersections that incorporate small commercial establishments and residential options. These nodes are easily accessible from the surrounding neighborhoods by foot or bicycle but provide very little parking, as they are not normally major attractors for residents outside of the neighborhood. They are also ideal locations for uses that cater to everyday needs and walking trips such as corner markets, cafes/restaurants, and salons or barbershops. In West Salt Lake, these nodes are generally surrounded by single-family homes, so the new residential component must be compatible. Appropriate development would consist of one or two stories of apartments or condominiums above the ground-floor commercial use, accommodating densities between ten and 15 units per acre. Parking for new mixed use developments would be limited to the street or lots behind buildings.” (38)

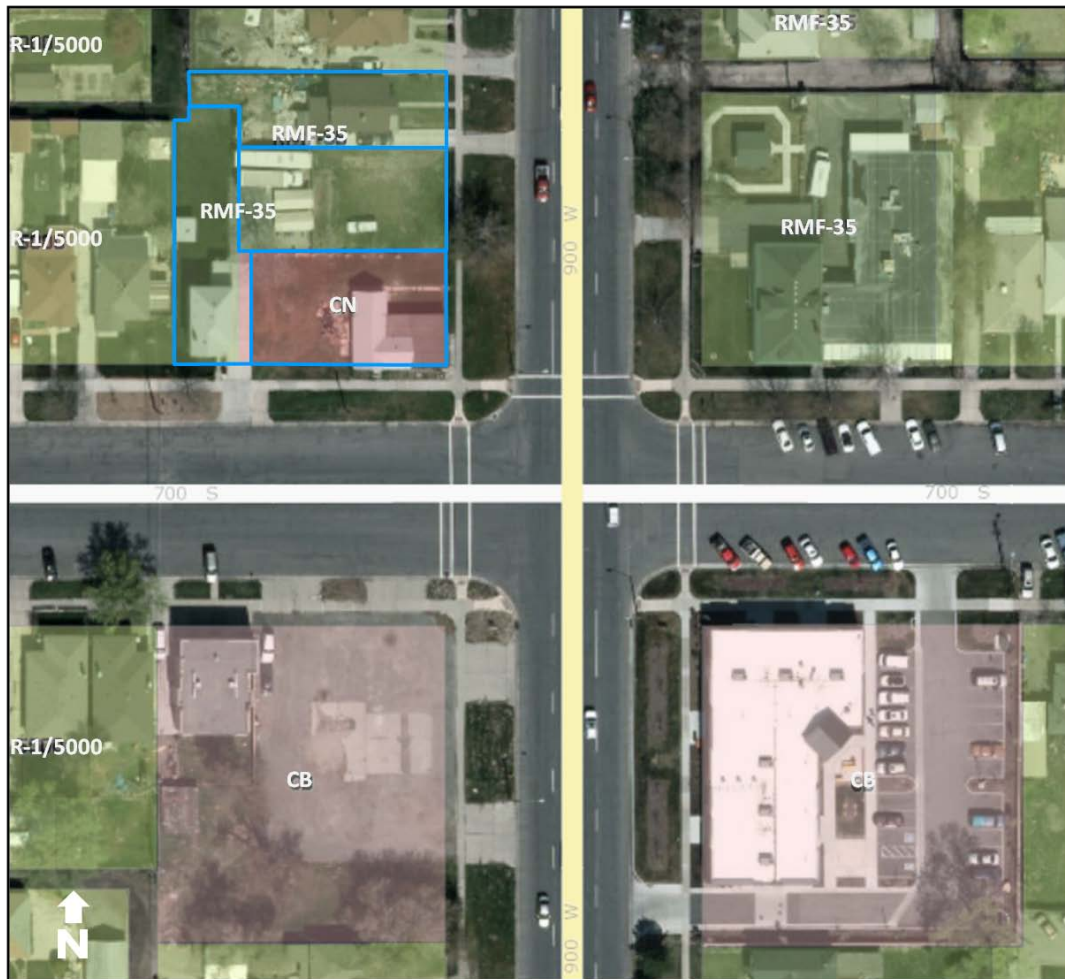
The two corners on the south side of this intersection are currently zoned CB (Community Business) and have commercial and multi-unit residential uses that support the immediate and larger neighborhood needs. The northeast corner is a senior living center and is currently fulfilling an important need. There is no proposal to change the zoning on that corner. However, the northwest corner is composed of two single-family residences and an undeveloped lot which are zoned RMF-35 (Moderate Density Multi-family Residential) and a small business that is on a parcel zoned CN (Neighborhood Commercial). The proposal expands the CB designation to the northwest corner to include those four parcels with the intent to allow them to potentially redevelop into a mixed or more intense commercial use that would support the long term viability of this neighborhood node and accommodate both commercial and residential growth in the community.



715 S 900 W (existing CB zoning on the southeast corner)



700 S 900 W (existing CB zoning on the southwest corner)



Parcels Proposed for CB Zoning District

KEY ISSUES:

The key issues listed below have been identified through the analysis of the project, neighbor and community input and department review comments.

1. Development Continuity
2. Single-Family Home Status in the RMF-35 Zone
3. Zone Compatibility

Issue 1 – Development Continuity

Planning staff considered different zoning districts for this node but ultimately determined that the CB (Community Business) zone was most appropriate due to the fact that uses which support the goals of the “neighborhood node” have already been developed on parcels zoned CB at this intersection. From an urban design perspective, it is often good practice to have the four corners of an intersection be zoned consistently. This proposal accomplishes that with the exception of the northeast corner. With the allowed scale, with a permitted building height of 30 feet, the impacts due to building scale are relatively minor in nature. There are limited opportunities for new development within the Westside Community. Increasing the development potential of the subject properties, while still maintaining a scale that is similar to the surroundings, is an important goal of the Westside Master Plan.

Issue 2 – Single-Family Home Status in the RMF-35 Zone

Two single family homes are proposed to be rezoned from RMF-35 to CB as part of this proposal. Although the homes will be under a commercial zoning designation, they can and will most likely continue to function in the near term as “legal complying” single-family homes. This legal complying status means that the homes are recognized by the city as legal residences and can be maintained like normal single-family homes located in residential zones. The property owners of these homes can also build new additions or completely rebuild their homes. In the case of a complete rebuild or an addition, the homes can be expanded to up to 25% beyond their original footprint. Homes can be expanded greater than 25% through a conditional use process. These homes can continue to exist as single-family residences until they are sold by the property owners and redeveloped.



Single Family Dwelling at 910 W 700 S and Business at 680 S 900 W



Single Family Dwelling at 664 S 900 W

Issue 3 – Zone Compatibility with Adjacent Properties

The purpose of the CB zone is as follows:

The CB community business district is intended to provide for the close integration of moderately sized commercial areas with adjacent residential neighborhoods. The design guidelines are intended to facilitate retail that is pedestrian in its orientation and scale, while also acknowledging the importance of transit and automobile access to the site.

As indicated by the purpose statement, the zone is intended for a neighborhood node such as this which is located directly adjacent to a residential neighborhood. The zoning standards of the CB zone limit the size and scale of development and thus limit the potential for negative impacts on the surrounding neighborhood. Allowed heights are similar in the CB and the adjacent R-1/5,000 and RMF-35 zones. The height limit for the CB zone is 30', while the height limits for the R-1/5000 and RMF-35 zones are 28' and 35', respectively. Consequently, the maximum height limitation which falls between those of the two abutting zones reduces height conflicts and generally keeps development similar in scale to that allowed for nearby residential buildings. Although the height limit in the CB zone could be increased to up to 35' through a Planned Development process, such a height increase would be subject to building design review for neighborhood compatibility. In addition, any building located in the CB zone with a footprint greater than 15,000 square feet or total square footage over 20,000 square feet, is required to go through the Conditional Building and Site Design Review process. The intent of that process is to ensure that the building and site design is oriented to the pedestrian and is adequately designed.

There is no required minimum front yard setback in the CB zone. However, there is a very generous park strip on both 700 S. and 900 W. Measured from the street to the back edge of the side walk they are approximately 20' (700 S) and 30' (900 W). Due to that space, the fact that there is no required front yard setback will not have a significant impact on the street or neighboring properties. An example of minimal impacts can be observed by the retail building on the southeast side of the intersection. In spite of being built to the property line, it does not seem imposing on the street or on abutting parcels. Locating a building close to or next to the

sidewalk is a key characteristic of pedestrian orientation and walkability and is an appropriate characteristic for any neighborhood or community node.



Although the CB zone requires only a minimum 10' rear yard setback and no side yard setback, new development would be required to install new landscaping and buffering along rear and side yards that are adjacent to single-family zones. For the CB zone, this would include a 7' landscape buffer, which would need to include shade trees every 30', shrubs of at least 4' in height, and 6' tall fencing. The required buffering is expected to reduce any potential visual impacts of new development on the adjacent single family residences within the R-1/5,000 zone.

Some new noise impacts could occur with such allowed uses as outdoor dining. However, such uses are subject to additional location review in order to reduce their impact. All other uses are required by City ordinance to be completely enclosed in the building, reducing their potential for negative impacts. Additionally, the list of allowed commercial uses in this zone is limited and includes uses of low intensity, such as retail, restaurants, and offices.

On-street parking by future users of the properties on these corners may be a concern for the surrounding neighborhood. Specifically, neighboring residents may be concerned that new residents or patrons of future businesses will have insufficient parking on site and park in front of nearby homes. Retail/restaurant developments in the CB zone require off street parking dependent upon the type of use to sufficiently handle the demand. New development does have the option of reducing its parking requirement for commercial uses by providing pedestrian friendly amenities. The amount of the reduction is determined by the amenities provided, the amount of on street parking and whether or not the on street parking is time limited. Additionally, for residential development, at least one parking space is required for each unit constructed. If a mixed use building is developed in that zone, the residential parking requirement can potentially be dropped to ½ space per unit. The purpose of this standard is to let the market dictate the minimum parking requirement necessary to make the development economically viable. While it does create an increase in on street parking, the City's policies support the use of on-street parking as a means to reduce the amount of private land that is used for parking. Existing street parking options along the subject parcels appear to be underutilized given the current level of development. The demand will increase as the properties are redeveloped. In particular, the parking on 700 S. is angled parking which can accommodate many more automobiles than a standard parking configuration. Additionally the two parcels with single-family dwelling uses have two or more parking spaces located on their own property

and do not appear to use the street for their primary parking spaces. Most single family home properties around this node appear to also have sufficient space available on their driveways to accommodate their parking needs. As such, staff does not anticipate any substantial negative impacts on the neighborhood from possible parking overflow from future development.

DISCUSSION:

Applicable Master Plan Policies and Goals

The Westside Master Plan discusses nodes within the context of how the community can accommodate future growth and development. In particular, the plan identifies nodes as “key types of locations for redevelopment” and “where there is potential for changes in land use and the development pattern.” The plan designates this specific intersection as a “neighborhood node” that “has the potential to be a much more attractive neighborhood center.” The plan describes “neighborhood nodes” as the following:

“Neighborhood nodes are small-scale intersections that incorporate small commercial establishments and residential options. These nodes are easily accessible from the surrounding neighborhoods by foot or bicycle but provide very little parking, as they are not normally major attractors for residents outside of the neighborhood. They are also ideal locations for uses that cater to everyday needs and walking trips such as corner markets, cafes/restaurants, and salons or barbershops. In (the Westside community), these nodes are generally surrounded by single-family homes, so the new residential component must be compatible. Appropriate development would consist of one or two stories of apartments or condominiums above the ground-floor commercial use, accommodating densities between ten and 15 units per acre. Parking for new mixed use developments would be limited to the street or lots behind buildings.” (38)

The plan also includes the following specific policy for these types of nodes:

C.1 Create a more conducive environment for redevelopment at neighborhood nodes.

C.1.a Low-Intensity Mixed Use Development.

The Salt Lake City Planning Division shall analyze its existing zoning districts to determine what zoning changes will provide the most flexibility for low-intensity mixed use development around identified neighborhood nodes. Building heights at residential nodes should be limited to 35 feet or three stories without density limitations provided the other development regulations are met. The goal should be between ten and 25 units per acre. Residential uses should not be required as part of the development but encouraged with other incentives. (87)

The proposed zoning amendment implements these policies of the Master Plan by expanding the land available to be developed for low-intensity mixed uses, thereby better enabling the node to redevelop and support future growth in the community. Allowing growth at nodes also helps to reduce the development pressure in well established neighborhoods, as there is space for new development to occur outside or on the edges of the single family neighborhoods. Currently, these properties are fairly small. Three are zoned only for residential uses. This limits their ability to grow or accommodate new, viable uses, especially when taking into consideration the parking and landscaping improvements required for new development. The additional CB zoned land will provide sufficient development flexibility to encourage redevelopment and growth at this node.

This node is also in close proximity to a larger planned node between 800 South and 900 South along 900 West. It is anticipated that the 900 South and 900 West node will allow for taller buildings. The proposed changes around 700 South and 900 West provide a transition between what may be more intense development at 900 West and 900 South and the mostly single family areas adjacent to this node.

Staff analyzed the appropriateness of rezoning the properties at this node to other existing zoning districts that would allow development up to 35' at this intersection. However, as discussed in the issues section, staff ultimately found the CB zone to be the most appropriate for this small node as it will ensure that all future developments at this intersection include commercial uses, which are a key component of neighborhood nodes. Other options include the R-MU-35 zoning district, which would require changing the zoning of the properties that are currently zoned CB. The development rights are similar, but the R-MU-35 zoning district does contain more design standards. To address this, the Planning Division is currently working on adding design standards to multiple zoning districts, including CB, and making them consistent throughout the City.

The plan calls for low-intensity mixed use development at this neighborhood node, and such development is supported by the CB zone. The CB zone allows for small retail, restaurant, and office uses, as well as multi-family residential uses. The zone also has no explicit density limitation in compliance with the above Master Plan policy, and development could achieve 25 units per acre while complying with the required development regulations, such as parking and buffering.

The rezone also supports a number of general Master Plan goals related to encouraging more growth and development in the community, including the following:

- ***Promote reinvestment and redevelopment in the Westside community through changes in land use, improved public infrastructure and community investment to spur development that meets the community's vision while maintaining the character of Westside's existing stable neighborhoods.***
- ***Protect and encourage ongoing investment in existing, low-density residential neighborhoods while providing attractive, compatible and high density residential development where needed, appropriate or desired.***
- ***Recognize, develop and foster opportunities for unique, mixed use neighborhood and community nodes in the Westside that reflect the diverse nature of the community and provide resources to allow for their growth. (4)***

In compliance with these goals, the additional CB zoned land is intended to promote redevelopment and reinvestment at this node, which is one of the places deemed appropriate by the Master Plan to accommodate such growth. This proposal expands the CB designation along the City arterial, 900 West, to provide additional residential development opportunities, while not encroaching into low-density neighborhoods on adjacent local streets. The redevelopment of these properties, in combination with City investments in public amenities, is hoped to foster the development of this node into an active neighborhood activity center that will be an asset to the surrounding neighborhood.

NEXT STEPS:

With a recommendation of approval or denial for the zoning amendment, the amendment proposal will be sent to the City Council for a final decision by that body.

If the zoning amendment is approved, the properties will be given the zoning designation CB. No immediate changes would happen to these properties and they could continue to remain single-family homes. Any future development of these properties, besides single-family residential, would need to comply with the CB zoning regulations. The general CB zoning district development standards are located in Attachment C.

If the zoning amendment is denied, the properties will remain zoned RMF-35 and CN. With this zoning, the properties zoned RMF-35 can generally only be used for single-family residential uses but a multi-unit residential building could potentially be built if the lots were consolidated. The CN parcel could potentially be used for various commercial options but could not allow the vast majority of residential uses.

ATTACHMENT A: EXISTING CONDITIONS

Uses in the Immediate Vicinity of the Property

The subject property at 680 S. 900 W. is zoned CN. It is located directly on the northwest corner of the intersection of 700 S. and 900 W. and is adjacent to a single-family residential use to the west and a vacant lot to the north. It has one small building which is occupied by an existing commercial use.

The subject property at 668 S. 900 W. is zoned RMF-35. It is bounded to the north and west by single-family residential uses and by a commercial use on the south. It is currently a vacant lot.

The subject property at 664 S. 900 W. is zoned RMF-35. It is bounded on the north and west by single-family residential uses and by a vacant lot to the south. The current use on the parcel is a single-family dwelling.

The subject property at 910 W. 700 S. is zoned RMF-35. It is bounded on the north and west by single-family uses, with the parcel to the west being zoned R-1/5000. It is also bounded on the east by a commercial use. The current use on the parcel is a single family dwelling.

Please see the map and photos on pages 3-6 for reference.

Current RMF-35 and CN Zoning Standards

The properties proposed for rezoning are currently zoned RMF-35 (Moderate Density Multi-family Residential) and CN (Neighborhood Commercial). The following table provides the general yard and bulk requirements for those zoning districts.

RMF-35 Development Standards (21A.24.130)							
LOT WIDTH	LOT AREA	FRONT YARD	REAR YARD	SIDE YARDS	HEIGHT	LOT COVERAGE	LANDSCAPE YARDS
22'-140' min (depending on type of development)	3,000-26,000 sq ft min (depending on type of development)	20' min	25% of lot depth (not less than 20' or more than 25')	4'/10' min (4' and 4' for corner lots)	35'	45-60% max (depending on type of development)	Front and corner side yards

CN Development Standards (21A.26.020)							
LOT WIDTH	LOT AREA	FRONT YARD	REAR YARD	SIDE YARDS	HEIGHT	LOT COVERAGE	LANDSCAPE YARDS
No min	No min 16,500 sq ft max	15' min	10'	none	25'	Not specified	Front and corner side yards

Proposed CB Zoning Standards

The City is proposing to rezone the subject properties to CB (Community Business). The development standards for that zone, including yard and bulk requirements, as well as a list of permitted and conditional uses are located on the following pages.

ATTACHMENT B: ANALYSIS OF STANDARDS

ZONING MAP AMENDMENTS

21A.50.050: A decision to amend the text of this title or the zoning map by general amendment is a matter committed to the legislative discretion of the city council and is not controlled by any one standard. In making a decision to amend the zoning map, the City Council should consider the following:

Factor	Finding	Rationale
<p>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;</p>	<p>Complies</p>	<p>Please see the “Discussion” section on pages 4-5 regarding applicable master plan policies and goals. As discussed, staff finds that the proposed zoning amendment is consistent with the purposes, goals, objectives, and policies of the <i>Westside Master Plan</i>.</p>
<p>2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.</p>	<p>Complies</p>	<p>The CB purpose statement is as follows:</p> <p><i>The CB community business district is intended to provide for the close integration of moderately sized commercial areas with adjacent residential neighborhoods. The design guidelines are intended to facilitate retail that is pedestrian in its orientation and scale, while also acknowledging the importance of transit and automobile access to the site.</i></p> <p>In compliance with this purpose statement, the proposed location of the zoning district fits the location criteria of the zone. The zone would be located adjacent to a residential neighborhood and the uses allowed in the zone would serve the neighborhood. As discussed on pages 1-5, the master plan supports small scale, low intensity uses at the proposed location.</p>
<p>3. The extent to which a proposed map amendment will affect adjacent properties;</p>	<p>Some noise and view impacts may occur with new development, but required additional buffering and the limited size and scale allowances of the zone are expected to minimize any negative impacts.</p>	<p>As discussed in the issue section on page 3 of the staff report, the amendment could result in some potential impacts to adjacent properties from resulting development. However, the regulations of the CB district restrict the size and scale of commercial uses in order to mitigate the negative impact to adjacent residential development.</p>

<p>4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards</p>	<p>Complies</p>	<p>The property is not located within an overlay zoning district that imposes additional standards.</p>
<p>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.</p>	<p>Complies</p>	<p>The subject property is located within a built environment where public facilities and services already exist. Future development on these properties, such as larger commercial or multifamily development may require upgrading utilities and drainage systems that serve the properties.</p> <p>No concerns were received from other City departments regarding the zoning amendment or the potential for additional development intensity/density on these properties.</p>
<p>NOTES:</p>		

ATTACHMENT C: PUBLIC PROCESS & COMMENTS

Public Notice, Meetings, Comments

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project:

Property Owner Notice and Meeting

Staff notified property owners of the subject properties about the proposed zoning changes to their properties in July 2014 and let them know that a stakeholder meeting would be held on August 5, 2014 at the City and County Building. Seven property owners attended and discussed the proposal with staff at that meeting.

Notice of Application:

A notice of application was sent to the Poplar Grove Community Council chairperson. The Community Council was given 45 days to respond with any concerns or request staff to meet with them and discuss the rezone.

The Community Council requested that staff attend their October 22nd, 2014 meeting. Staff sent a notice to property owners and residents within 300 feet of the proposal, notifying them that the proposal would be discussed at the October 22nd meeting.

At the meeting staff presented the proposal and received a number of questions about the proposed rezone and what it would allow. At the end of the meeting, the Community Council held a vote on the proposal. The vote came out in favor of the proposed rezone.

Staff received one phone call prior to the meeting and one after the meeting, from nearby residents inquiring about the proposal. Neither caller expressed concerns with the proposal and simply wanted to discuss the proposed changes in more depth.

Notice of the public hearing for the proposal included:

Public hearing notice mailed on February 25, 2015

Public hearing notice posted on February 25, 2015

Public notice posted on City and State websites and Planning Division list serve on February 25, 2015

Public Input:

No public comments received as of staff report publication.

ATTACHMENT D: DEPARTMENT REVIEW COMMENTS

Department Review Comments

Engineering

No objections.

Zoning

No comments.

Transportation

There are no changes proposed or required to the existing CN or RMF-35 properties uses or transportation demand items (parking) in instigating the proposed CB zone change. Future development change will align with specific CB issues as addressed in the City Codes to include any requirements and provisions for transportation services. These issues should not affect the basic transportation services currently in place.

Public Utilities

No comments

Fire

No comments.

Police

No comments.

ATTACHMENT E: MOTIONS

Potential Motions

Staff Recommendation:

Based on the findings and analysis in the staff report, testimony, and discussion at the public hearing, I move that the Planning Commission transmit a positive recommendation to the City Council for the proposed zoning amendment.

Not Consistent with Staff Recommendation:

Based on the findings and analysis in the staff report, testimony, and discussion at the public hearing, I move that the Planning Commission transmit a negative recommendation to the City Council for the proposed zoning amendment.

(The Planning Commission shall make findings on the Zoning Amendment standards and specifically state which standard or standards are not being complied with. Please see Attachment D for applicable standards.)