

Staff Report

PLANNING DIVISION COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission

From: Kelsey Lindquist, (801) 535-7930, kelsey.lindquist@slcgov.com

Date: June 25, 2016

Re: PLNPCM2016-00303, 475 South 300 East – Zoning Map Amendment

Zoning Amendment

PROPERTY ADDRESSES: 475 South 300 East

PARCEL ID NUMBERS: 16-06-404-014-0000

MASTER PLAN: Central Community

ZONING DISTRICT: Current: PL-2 Proposed: TSA-UC-C

REQUEST: The applicant, Daniel Rip, representative for Salt Lake City, is seeking to amend the zoning map for the north eastern portion of 475 S. 300 E. The zoning map amendment is being sought to achieve a zone that is consistent with the zoning to the north, which is TSA-UC-C. The intent is to sell the parcel with the parcels to the north for a mixed-use transit oriented development.

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 approval 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.

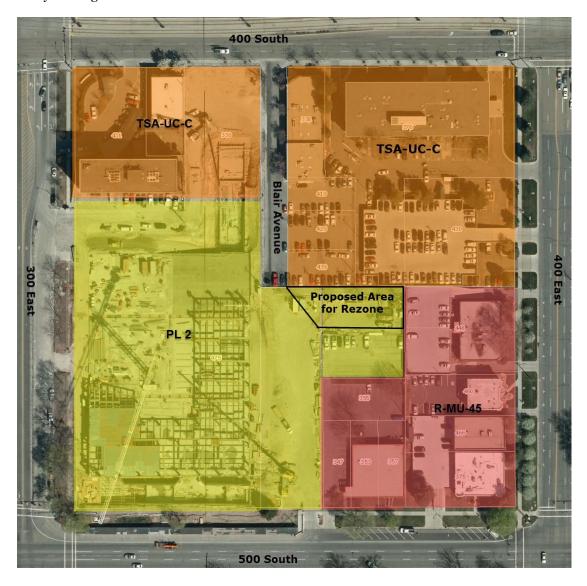
ATTACHMENTS:

- A. Vicinity Map
- **B.** Site Map
- **C.** Site Photographs
- D. Application with Proposed Site Plan and Elevation
- **E.** Existing Conditions & Development Standards
- F. Analysis of Standards
- **G.** Public Process & Comments
- H. Department Review Comments
- I. Motions

PROJECT DESCRIPTION:

The subject property is located in the Central City Community. The parcel involved is located at 475 S. 300 E., the new location of the Public Safety Building. The site was zoned PL-2 for the purpose of constructing the new Public Safety Building. However, after construction it was determined that the subject area included in the PL-2 was no longer required. The applicant is requesting only a small portion of the subject parcel be rezoned. The area proposed is approximately 10,736 square feet in size, and is highlighted in red in the illustration. Currently, the area proposed for rezoning is not utilized. The subject area abuts parking areas to the north, south, and east.

Salt Lake City has purchased several parcels to the north, including the parcel known as the Celtic Bank building, the Salt Lake Roasting Company and its associated parcels. The proposal consists of rezoning the portion of 475 S. 300 E. that wasn't needed for the construction of the Public Safety Building. The rezone will enable the parcel to be consistently zoned with the recently acquired parcels. The proposal will create a parcel without street frontage. The intent is that the parcel will be subdivided from the existing Public Safety Building parcel and consolidated with the parcels to the north for redevelopment. The subject property would be required to be consolidated with the properties to the north which are currently zoned TSA-UC-C. The City is interested in selling the parcels for a mixed-use development that will offer a blend of commercial use and multifamily housing.



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. Proposed Changes and the Central Community Master Plan
- 2. Other Guiding Documents
- 3. Zone Compatibility with Adjacent Properties
- 4. Mid-block Connection on 300 East

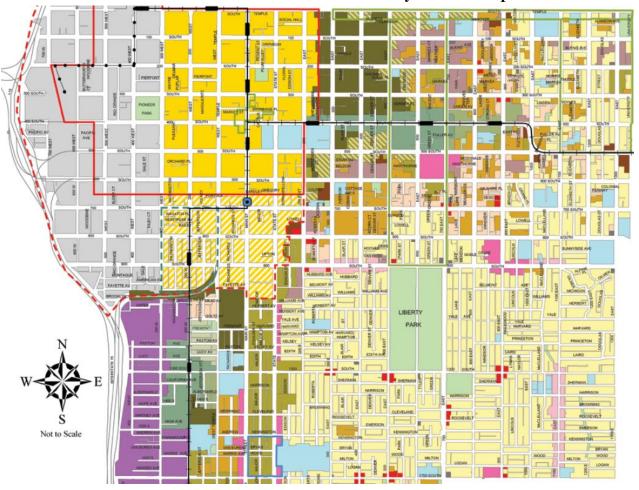
Issue 1 – Proposed Changes and the Central Community Master Plan

The *Central Community Future Land Use Map* shows that the subject parcel is located in Residential/Office Mixed Use (10-50 dwelling units/acre). Discussed in *Future Commercial Land Use Changes*, *450 South*:

The plan envisions a new neighborhood along 450 South between 300 and 700 East, as discussed in the Residential Land Use chapter. The neighborhood commercial designation of this area emphasizes both diversity of use and historic preservation. The mixture of businesses with residential development can create an animated environment in the Central City neighborhood. This mixed-use diversity, connecting with Library Square and Washington Square, will also stimulate in-fill development.

The proposal to change a portion of the existing lot at 475 S. 300 E. is in accordance with the Central Community Master Plan. The rezone will enable the parcel to be subdivided and later consolidated with the parcels to the north, in order for a new mixed-use development proposal.

Section of the Central Community Land Use Map





The area was designated Residential/Office Mixed-Use prior to the 400 South Livable Communities Project (Transit Oriented Development) adopted in 2012.

Issue 2 - Other Guiding Documents

The area was designated Residential/Office Mixed-Use prior to the 400 South Livable Communities Project (Transit Oriented Development) adopted in 2012. This project details the intent of the major areas that surround the mass transit system. The plan indicates that the high-density development would be adjacent or near the transit center and the lower-density developments would spread outward from the center. This particular parcel was included in the Library Station Area. The plan describes the Library Station as an area that, "features a variety of dense, mixed use commercial and housing developments, providing residential with a number of housing options... In addition to the civic uses, and high density development surrounding the Library Station core, there is a significant amount of underutilized land. The Library Station Area Plan encourages the development of these areas to create medium to high density housing, mixed use development and appropriate support commercial along 400 South."

The existing zoning of the subject parcel is TSA-UC-C. Section 21A.26.078 of the Salt Lake City Municipal code states that:

The purpose of the core area is to provide areas for comparatively intense land development with a mix of land uses incorporating the principles of sustainable, transit oriented development and to enhance the area closest to the transit station as a lively, people oriented place. The core area is generally within a one-fourth (1/4) mile walk of a transit station platform. The core area may mix ground floor retail, office, commercial and residential space in order to activate the public realm. Buildings in this area should have minimal setbacks to encourage active outdoor use adjacent to the sidewalk, such as outdoor dining and patios that reflect the desired character of the area. Building facades should be varied and articulated, include storefronts adjacent to the street, windows on the street level, and have clearly defined entrances to provide visual interest to pedestrians. Buildings should be a minimum of two (2) or three (3) stories in height, depending on location, in order to define the street edge. Arcades, bays, balconies are encouraged. The configuration of buildings must balance the needs of all modes of circulation with the safety and comfort of pedestrians and bicyclists. A vertical mix of uses, with office and residential above ground floor commercial uses is encouraged. A minimum of thirty (3) dwelling units per acres is encouraged within the core.

Urban Center Station (TSA-UC): An urban center station contains the highest relative intensity level and mix of uses. The type of station area is meant to support Downtown Salt Lake and not compete with it in terms of building scale and use. The intensity level of the area is characterized by a twenty four (24) hour population, active streetscapes, defined street walls and the presence of multiple types of public transit or as a node where several rail transit lines converge. Development generally occurs on vacant parcels or through redevelopment of underutilized parcels. The station area has a compact, dense, interconnected and walkable development pattern. Large scale development occurs closer to the station platforms; and is scaled back as it gets closer to less intense areas. Building forms vary, but are typically oriented to the pedestrian, are multiple stories in height, and contain a horizontal and vertical mix of land uses. Buildings up to ten (10) stories in height are allowed in the core, while buildings in the transition zone are approximately half that size. The station area contains a number of regional attractions, such as destination retail, employment, dining and entertainment and a high level of pedestrian activity. A variety of dense housing options exist. Development includes civic amenities, such as public gathering places. Uses that help implement the vision for the station and that area commonly found in an intense urban area are appropriate. The stations are consisted an urban center type of station: North Temple Viaduct Transfer Station and the Library Station.

This proposal incorporates both the Central Community Master Plan and the 400 South Livable Communities Project with the potential rezone. The portion of 475 S. 300 E., that is not currently utilized for the civic use of the Public Safety Building, should be rezoned and redeveloped in accordance with the adopted guiding documents above.

Issue 3 – Zone Compatibility with Adjacent Properties

The proposed rezone is compatible with the abutting and adjacent properties. The rezone will be consistent with the zoning of the parcels located to the north and along 400 South. The adjacent properties to the west of the subject area, are zoned PL-2 for the purpose of housing civic uses. The rezone does not conflict with any current zoning in the direct vicinity. The parcels to the north are zoned TSA-UN-C and the parcels to the south and the east are zoned R-MU-45. While R-MU-45 Zoning is less dense than the TSA-UN-C Zoning to the north, it is consistent with the 400 South Livable Communities Project, which designates less dense and intense development to be located further from the transit stations.

The allowable uses are similar and compatible, however the height restrictions in the R-MU-45 are quite less than what is allowed in the TSA-UN-C Zone. The zoning pattern is consistent with locating the higher density mixed-use developments along 400 south and the less dense developments on the periphery of the transit station. While the height restrictions differ, the proposed rezone will not adversely affect the R-MU-45 zoning to the south, due to the intensity of the zoning intentionally decreasing to the south.

Issue 4 - Midblock Connection on 300 East

The midblock connection that runs east to west from 300 East to Blair Street should be preserved. Currently, there is no midblock connection that runs west to east from Blair Street to 400 East. The Central Community Master Plan details the importance of midblock connections in the *Access and Mobility* section. Mid-block

access ways are "encouraged to provide greater access to the center of the 10-acre blocks north of 900 South." These should be provided to increase pedestrian and vehicle access to the denser developments. The existing mid-block walkway will need to be preserved through the recording of an easement or a deed and will be contingent of approval.

DISCUSSION:

The proposal is supported by both the Central Community Master Plan and the 400 South Livable Communities Project. The parcel was zoned PL-2 prior to the construction of the Public Safety Building, in order to insure that the proposed project had enough land. However, the parcel was found to be unnecessary for the construction of the new building. The proposal to rezone the area consistently with the parcels directly to the north would ensure the redevelopment of those parcels.

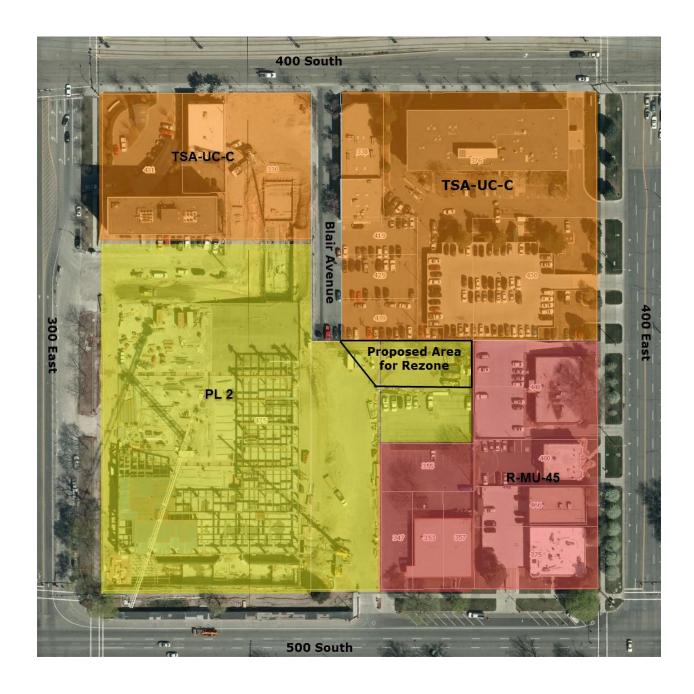
Due to the lack of street frontage for subject area, the rezone will need to be contingent on the consolidation of the parcel with the parcels to the north. Additionally, the existing mid-block access from west to east will need to be preserved.

NEXT STEPS:

Regardless of the recommendation of the Planning Commission, the proposal will be sent to the City Council for a final decision. The City Council may approve the proposal, deny the proposal, consider other zoning districts, or modify the proposal.

If the zoning amendment is denied, the property will remain zoned PL-2 (Public Lands District) and any potential development would need to meet the standards of that zoning district.

ATTACHMENT A: VICINITY MAP







ATTACHMENT C: SITE PHOTOGRAPHS





Zoning Amendment

	ILY
Project #: Received By:	Date Received: 4/2/6/1/6
Name or Section/s of Zoning Amendment: PL2: Public Lands District - Zoning Map change	1/0 1/10
PLEASE PROVIDE THE FOLLOW	NG INFORMATION
Address of Subject Property (or Area): 449 8. Blair Street 475 S. 200 F	
Name of Applicant: Salt Lake City Corp.	Phone: 801-535-6308
Address of Applicant: 450 S State Street, Room 425	
E-mail of Applicant: daniel.rip@slcgov.com	Cell/Fax:
Applicant's Interest in Subject Property: Contractor Architect Name of Property Owner (if different from applicant): Salt Lake City Corporation	Other:
E-mail of Property Owner:	Phone:
Please note that additional information may be required information is provided for staff analysis. All information made public, including professional architectural or engin review by any interested party.	required for staff analysis will be copied and
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Updated 7/8/15

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	SUE	BMITTAL REQUIRE	MENTS
Staff Review			
ž 1.	Project Description (please attach	additional sheets.)
	A statement declaring the purpose	for the amendmer	nt.
	A description of the proposed use	of the property being	ng rezoned.
	List the reasons why the present a	oning may not be	appropriate for the area.
	Is the request amending the Zonir If so, please list the parcel numbe		
	Is the request amending the text		ance?
			ne Zoning Ordinance to be changed.
	WHERE TO I	FILE THE COMPLET	F APPLICATION
Mailing Addre		In Person:	Planning Counter
	PO Box 145471		451 South State Street, Room 215
	Salt Lake City, UT 84114		Telephone: (801) 535-7700
	INCOMPLETE A	PPLICATIONS WILL	NOT BE ACCEPTED
underst	vledge that Salt Lake City requires th tand that Planning will not accept m tal package.	e items above to by application unles	e submitted before my application can be processed. s all of the following items are included in the

Updated 7/8/15



MEMORANDUM

To:

Planning and Zoning

From:

Dan Rip

Date:

April 19, 2016

Re:

Zoning Amendment for 16-06-404-014 (portion)

To Whom it May Concern,

The purpose of this memo is to outline the City's intent to rezone a portion of the parcel included in the attached Zoning Amendment.

In 2012, Salt Lake City purchased the parcel to the north that was known as the Celtic Bank Building. In December 2015, the City purchased the Salt Lake Roasting Company and the associated parcel utilized for parking that is also located to the north. The City is in the process of disposing these properties for re-development. As part of the disposition process, a portion of the parcel included in this application [see exhibit], needs to be zoned consistent with the adjoining properties in order to create a cohesive development.

Currently, the subject parcel is zoned PL2: Public Lands District and the adjoining property, to the north, is zoned TSA-UC-C. We anticipate this parcel will be subdivided and included in a mixed use, transit oriented development that will offer a blend of commercial use and multi-family housing.

The present PL2 zone is restrictive to the type of development needed for these parcels. Ordinance 21A.32.075: PL-2 Public Lands District specifies in the purpose statement that the zone is defined to "specifically delineate areas of public use and to control the potential redevelopment of public uses, lands and facilities in an urban context." Furthermore, the permitted use in this zone is limited to local government facilities, government offices, areas, stadiums and exhibition halls.

We anticipate that in the near future, a Subdivision Amendment will be submitted to include these parcels, including the Celtic Bank parcel as a lot in the Salt Lake City Public Safety Building Subdivision.

Please let me know if you need any additional information or have any questions.

Sincerely,

Dan Rip

Real Property Manager

ATTACHMENT E: EXISTING CONDITIONS & DEVELOPMENT STANDARDS

CURRENT USES OF THE SUBJECT PARCELS AND THOSE WITHIN THE IMMEDIATE VICINITY

Abutting Properties to the North:

The properties to the north are all zoned TSA-UC-C and host a variety of uses and structures. The properties that front 400 south consist of, 431 S. 300 E., 320 E. 400 S., and 330 E. 400 S.

The current uses include the Celtic Bank Building, the Salt Lake Roasting Company and a parking lot. The Celtic Bank Building is the largest building on the block face, in regards to height.

Abutting Properties on Blair Street:

439 South Blair, 429 South Blair and 419 South Blair are all currently used as parking for the neighboring parcels. They are currently zoned TSA-UC-C and will be potentially redeveloped with the proposed amended parcel. 338 E. 400 S. is currently utilized as an office building. The structure is approximately 1 story in height. This parcel is also zoned TSA-UC-C.

Abutting Properties to the East:

448 S. 400 E. is a two story commercial structure with parking to the north. The parcel is currently zoned R-MU-45.

Abutting Properties to the West:

The parcel located to the west, 210 E. 400 S., is zoned PL-2 and currently houses Library Square.

Abutting Properties to the South:

The properties directly south of the proposed rezone are 347 E., 353 E., and 357 E. 500 S. These properties are currently zoned R-MU-45 and are utilized for a one story commercial structure with parking to the east.

CURRENT PL-2 (Public Lands District) ZONING STANDARDS

The property proposed for rezoning is currently zoned PL-2 (Public Lands). The following table provides the general yard and bulk requirements for the proposed type of development within that zoning district.

PL-2 Public Lands District Development Standards (21A.32.075)							
LOT WIDTH	LOT AREA	FRONT YARD	REAR YARD	SIDE YARDS	HEIGHT	LOT COVERAGE	LANDSCAPE BUFFERS
No minimum lot width required	No minimum lot area required	20' min	None	None	75' provided that where adjacent to a zoning district allowing greater height, the height standard of the adjacent district shall apply. Non government facilities: 35' feet	Specified	When a lot in the PL-2 public lands district abuts a lot in a single-family or two-family residential district, landscape buffers, in accordance with the requirements of 21A.48, shall be

			required.

PROPOSED TSA-UC-C (Transit Station-Urban Center-Core) ZONING STANDARDS

The applicant is proposing to rezone the subject properties to TSA-UC-C (Transit Station-Urban Center-Core). The development standards for that zone are the following:

TSA-UC-	C Transit	Station A	Area-Urba	an Center-Core ((21A.26.07	8)	
LOT WIDTH	LOT AREA	FRONT YARD	REAR YARD	SIDE YARDS	HEIGHT	LOT COVERAGE	LANDSCAPING
50 Feet for Multi-family dwelling and no minimum for alternative uses	5000 sq ft for multi- family and no minimum for alternative uses	No minimum setback is required. If one is provided, at least fifty (50%) of the width of the street facing façade. Along the 400 South/ University Boulevard: The front yard setback along 400 South/Uni versity Boulevard shall be a minimum of fifteen feet (15')	25% of lot depth (not more than 30')	other districts	90' feet. Additionally, buildings with a roof that have at least 2 sloping planes may be allowed up to 105 feet.	No maximum	All areas not occupied by buildings, plazas, terraces, patios, parking areas, or other similar features shall be landscaped. If a project is developed in phases, only those areas in a phase that is under construction shall be landscaped. Landscaping in future phases shall be installed as those phases develop. Areas in future phases may be used as community gardens or other active open space until such time as development of that phase begins.

ATTACHMENT F: 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
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;	Proposal is consistent with the purpose, goals, etc. of the adopted planning documents	Please see the "Discussion" section on pages 2-3 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 both the Central Community Master Plan and the 400 South Livable Communities Project.
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.	Proposal does further the specific purpose statements of the zoning ordinance.	The location of the proposed zoning district does fit the location criteria of the zone. The TSA-UC-C, as explained in section 1-3, explains the purpose and ideal location of the TSA-UC-C Zoning District. The TSA-UC-C is the preferred zone that is directly adjacent to major transit stations. The preferred location is due to the types and intensity of developments. This proposed location and zone are compatible with the specific purpose statements of the TSA-UC-C, 21A.26.078.A.1.B.1.
3. The extent to which a proposed map amendment will affect adjacent properties;	There will be impacts with new development for the properties to the south east. A potential increase in setbacks could help mitigate any adverse affect.	As discussed in the issue section on page 3 of the staff report, the amendment would impact adjacent properties to the south east from the resulting development, due to changes to the height and density. However, the proposal is consistent with the master plan and other guiding documents, as well as the purpose statement for the TSA. The core area is intended to be near the major stations, while less intense zones are intended to be on the periphery. The zoning amendment will increase the intensity of the

		potential density and height, but it is supported by the master plan and the 400 South Livable Communities Project.
4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards	Will be required to Comply	The property is located within the Groundwater Source Protection Overlay District, 21A.34.060. The purpose of the Groundwater Source Protection Overly is to protect, preserve, and maintain existing and potential public drinking groundwater sources in order to safeguard the public health, safety and welfare of customers and other users of the city's public drinking water supply, distribution and delivery system. The intent of this section is to establish and designate drinking water source protection zones and groundwater recharge areas for all underground sources of public drinking water which enter the city's culinary drinking water supply, distribution and delivery system, whether such sources are located within, or outside of, the city's corporate boundaries. This section establishes criteria for regulating the storage, handling, use or production of hazardous waste, petroleum product and regulated substances within identified areas where groundwater is, or could be affected by the potential contaminant source. This shall be accomplished by the designation and regulation of property uses and conditions that may be maintained within such zones or areas. Unless otherwise specified, the provisions of this section apply to new development, changes or expansion of use, and/or handling, movement, and storage of hazardous waste, petroleum products and regulated substances.

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.

Complies

The subject property is located within a built environment, where public facilities and services already exist. Future development on this property, such as a mixed-use development may require upgrading utilities and drainage systems that serve the properties.

No concerns were received from other City departments regarding the zoning amendment or the potential for additional development intensity/density on these properties as long as certain requirements are met.

ATTACHMENT G: 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:

Notice of Application to Central City Community Council:

A notice of application was sent to the Central City Community Council on May 2nd, 2016. The Community Council was given 45 days to respond with any concerns or request staff to meet with them and discuss the proposed zoning amendment.

No comment has been received.

Notice of the public hearing for the proposal included:

Public hearing notice posted on June 8th, 2016

Public notice posted on City and State websites and Planning Division list serve on June 8th, 2016

Public Input:

No public input has been received.

ATTACHMENT H: DEPARTMENT REVIEW COMMENTS

Engineering (Scott Weiler) No objections.

Zoning

No comments.

Transportation

No comments.

Public Utilities (Jason Draper)

No comments.

Fire (Ted Itchon)

No comments.

ATTACHMENT I: 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 map 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 map 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 C for applicable standards.)