



Staff Report

PLANNING DIVISION
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission

From: David J. Gellner, AICP, Principal Planner
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Date: March 23, 2016

Re: Zoning Change from BP (Business Park) to TSA-MUEC-C (Transit Station Area Mixed Use Employment Center Core) (PLNPCM2015-00824); Alley Vacation (PLNPCM2015-01002) and Street Closure (PLNPCM2016-00079)

Zoning Map Amendment, Alley Vacation and Street Closure

PROPERTY ADDRESS: 211 – 251 N. Cornell Street

PARCEL ID: Includes seven (7) parcels, adjacent platted alleys and platted segment of Stewart Avenue

MASTER PLAN: North Temple Boulevard Master Plan (2010)

ZONING DISTRICT: BP – Business Park. Alleys and street are public property

REQUEST: The applicant is requesting that the City amend the zoning map for seven parcels, vacate the platted alleys and close a platted but non-existing segment of Stewart Avenue that runs through the subject properties. These requests are part of a proposal to construct a transit-oriented multi-family housing development in this area. Currently the properties contain 2 single-family residences and the undeveloped street and alleys. The alleys and street, if closed would be changed from public use to private use and zoned to match the requested zoning of the subject parcels. The property area, including the alleys and street encompasses approximately 1.57 acres (68,432 square feet) total.

The Planning Commission's role in these three (3) applications is to provide a recommendation to the City Council, who will make the final decision.

RECOMMENDATIONS:

Based on the information in this staff report, planning staff finds that the zoning map amendment petition meets the standards, objectives and policy considerations of the city for an alternative TSA zoning district to that requested, and, recommends that the Planning Commission forward a positive recommendation to City Council for a change to the TSA Transition zone. This differs from the requested TSA Core zone.

Based on the information in this staff report, planning staff finds that the alley vacation petition meets the standards, objectives and policy considerations of the city and recommends that the Planning Commission forward a positive recommendation to City Council for the alley vacation request.

Based on the information in this staff report, planning staff finds that the street closure petition meets the standards, objectives and policy considerations of the city and recommends the Planning Commission forward a positive recommendation to City Council for the street closure request.

The following motions are provided in support of the recommendation:

1. *Based on the findings and analysis listed in the staff report and the testimony and plans presented, I move that the Planning Commission forward a positive recommendation to the City Council for the Alley Vacation PLNPCM2015-01002.*
2. *Based on the findings and analysis listed in the staff report and the testimony and plans presented, I move that the Planning Commission forward a positive recommendation to the City Council for a Zoning Map Amendment from the existing BP (Business Park) zoning district to the TSA-MUEC-T (Transit Station Area Mixed Use Employment Center Transition) zoning district PLNPCM2015-00824.*
3. *Based on the findings and analysis listed in the staff report and the testimony and plans presented, I move that the Planning Commission forward a positive recommendation to the City Council for the Street Closure PLNPCM2016-00079.*

ATTACHMENTS:

- A.** Zoning Map, Plat and Aerial Photo
- B.** Applicant Information
- C.** Existing Conditions
- D.** Zoning Ordinance & Master Plan(s)
- E.** Analysis of Standards
- F.** Public Process and Comments
- G.** Dept. Comments
- H.** Motions

VICINITY MAP



PROJECT DESCRIPTION:

Proposal Details

The proposal involves three separate requests:

- (1) Amend the zoning map designation of the subject parcels from BP (Business Park) to TSA-MUEC-C
- (2) Vacate the surrounding public alleys
- (3) Close a platted but undeveloped segment of Stewart Avenue.

Zoning Map Amendment

Zoning Map Amendment – The petitioner is requesting to amend the zoning map designation of the property parcels, adjacent alleys, and, street segment from BP (Business Park) to the TSA-MUEC-C Zoning District (Transit Station Area Mixed Use Employment Center Station Core). The purpose of the request is to enable multi-family residential development. The BP zoning district does not allow residential land uses. Although the applicant has requested that the properties be specifically rezoned from BP to TSA-MUEC-C, consideration may be given to rezoning the properties to another zoning district with similar characteristics. A master plan amendment will not be required if the zone is changed to TSA Transition which is what the master plan calls for. To change to the TSA Core designation as requested would require a master plan amendment. This is discussed in more detail in the Key Issues section below.

Alley Vacation

The proposed multi-family development would occur on lots that are part of the platted Agricultural Park Plat B Subdivision. The subdivision plat also includes public alleys which the applicant has requested be vacated. The alleys run along the south, west and north edges of the subject area. They are approximately 16-feet wide. (Shown below and in Attachment A: Zoning Map, Plat and Aerial Photo)

Street Closure

Stewart Avenue, a platted street bisects the subject property just to the north of the 211 N. Cornell Street Property. This segment of Stewart Avenue exists on paper only. It has never been developed. It is currently overgrown with weeds and vegetation and exists as an open field. Anecdotally, the city has traditionally not maintained this property and it has been a fire hazard and attracts crime in the summer months. Stewart Avenue is about 63 feet wide and runs west for 200 feet westward starting at Cornell Street. It terminates at the eastern edge of the neighboring All Seasons Mobile Home Park. (Shown below and in Attachment A: Zoning Map, Plat and Aerial Photo)



Aerial view of the subject properties with the approximate boundaries of the overall rezone project, and platted alleys and street to be vacated outlined.

KEY ISSUES:

The key issues associated with this proposal are:

- 1) Change of zoning to TSA from BP
- 2) Vacating the platter alleys
- 3) Street closure of Stewart Avenue (paper street)

The key issues are discussed further in the following paragraphs and were identified through the analysis of the project (*Attachment "F"*) and department review comments.

Issue 1: Change of Zoning to TSA-MUEC-C – Staff’s Recommendation is for Approval of an Alternate Zone

The applicant asked for a change from the existing BP (Business Park) to the TSA Mixed Use Employment Center Core (TSA-MUEC-C) zoning district. While the adopted master plan would support the TSA Mixed Use Employment Center zoning designation, the Cornell Station Area portion of this plan shows support for Transition zoning designation in this area. The plan includes a map that shows the subject area in the yellow or “Transition” area. (Additional information is included in Attachment D: Existing Conditions). Staff is recommending a change from the existing BP zoning district to the TSA-MUEC-Transition zoning designation in lieu of the original request. Staff believes this is more appropriate for the area based upon the master plan, distance to transit and anticipated future development of the area. A corresponding master plan amendment will not be required to change to the TSA Transition zone as it is already in alignment with what the master plan calls for. To change to the TSA Core zone as requested would require a master plan amendment.

The public has expressed concern about a change in the current zoning and how this will impact neighboring properties and property owners. General concerns expressed by the public include the following:

- a. Concern that too much multi-family and rental housing is already being developed in the area. The desire for owners versus renters in the neighborhoods and worry about lower income housing being developed.

Staff’s Response:

The City Housing Plan and other policies support the development of housing of all kinds including multi-family and lower income to meet identified and projected growth needs in the city. The Plan also calls for housing to be spread around the city rather than concentrating any one type of housing in any single area. In addition, the Zoning Ordinance does not distinguish between owners and renters. Fair housing laws do not allow the prohibition of lower income housing in a given area. Staff is recommending approval of the zone change as it is in line with existing citywide housing policies.

- b. Concerns about the impact on the property value of mobile home park Property.

Staff’s Response:

While change in the general area can affect the value of neighboring properties, both positively and negatively, it is not the deciding factor that is considered in a zoning amendment. In this case, concern has been expressed that this change could increase property values which might then incentivize the mobile home park owners to eventually pursue other options to redevelop the property. Whether or not a change in zoning for this specific area would eventually contribute to a change in use on another property is speculative and beyond the scope of this application. The owner of the mobile home park is free to pursue other options with that property in accordance with any applicable and required state regulations for adequate noticing requirements for changing a mobile home park and through established city processes that allow a property owner to request a change in zoning and use of the property. The city would evaluate any future application associated with this property on its own merits and in conjunction with existing city plans and policies.

- c. Concern about traffic impacts if the area has more residential units.

Staff's Response:

There will likely be some additional traffic impacts stemming from additional residential development in this area. However, there is no concrete evidence to suggest that this increase cannot be supported by the existing street network and infrastructure in the area. The proximity of this project to transit reduces the need for automobile usage and so the actual impact any future development has on overall congestion may be lessened. Many of the uses currently allowed in the existing BP zone could also produce similar impacts in terms of traffic. Uses such as an office, warehouse and some industrial operations would produce additional traffic impacts due to employees coming to and leaving the site. These uses are Permitted in the BP zone and are allowed by right of the zoning district. The Transportation Division was sent information about this request and had no concerns about the proposed change.

As part of the adoption of the North Temple Master Plan, the subject properties were considered for TSA Transitional zoning. They were left with the current Business Park zoning designation at the time in order to leave things as they currently existed at the time the plan was adopted. The City decided that a future property owner should make the decision in regard to rezoning the property and the timing. In this case, the applicant has purchased these properties with the intent of changing their designation in order to develop transit-oriented multi-family housing. Surrounding properties to the south and the specific subject property are in the "transitional area" as identified on the master plan map. It is also within a quarter mile radius of the Cornell Station. In order to allow some buffering or "transition" from the more intense TSA Core and the areas beyond, staff feels that the TSA Transition zone is more appropriate for this area. This is discussed in more detail in Attachment E: Analysis of Standards, Item 1.

Staff is recommending approval of the zone change from BP to the TSA-MUEC-Transition zone.

Issue 2: Alley Vacation - Policy considerations and Criteria have been met – Staff's Recommendation is to Approve the Alley Vacation

The platted alleys don't physically exist on the subject properties. On the south side, the alley has been used as the driveway access for an existing single-family dwelling located at 211 N. Cornell Street. That property is part of this application and request and the home will eventually be demolished to accommodate this project. Since this home has frontage on Cornell Street, it is unclear why the alley was used for a driveway access since access from Cornell could have been accommodated in another location. Aside from the driveway access, the alleys don't physically exist and there is no evidence to show that they were ever developed or used.

Vacating the alleys within the project area would satisfy three (3) of the four (4) Policy Considerations for Alley Closures the city has established for vacating its interest in public alleys (14.52.020). Those considerations are lack of use, public safety concerns, and contribution to good urban design. The alley would become private property so would not satisfy the "contribution to a greater community purpose" consideration. The vacation does satisfy the eight (8) analysis factors considered for street vacations upon demonstration that at least one of the Policy Considerations have been met. (14.52.030). **Staff is recommending approval of the alley vacation petition.**

Issue 3: Street Closure – Staff's Recommendation is to Approve the Street Closure

According to the applicant, the closure of Stewart Avenue would facilitate the cohesive development of the subject property for multi-family housing, and, if left in place, Stewart Avenue would limit the ability to build a TOD project at this site and would also create an unwelcome hazard for people living in any future development located at this site.

Staff has examined these assertions in more detail in terms of developing the property and what limitations would occur if the paper street was kept in place. Closing the street and combining the parcels would create a single unified parcel approximately 1.57 acres (68,400 square feet) in size with approximately 360 linear feet of frontage on Cornell Street. If Stewart Avenue were to remain in place and not be incorporated into the project area, the applicant would have 2 parcels, each approximately 0.55 acres (24,000 square feet) in size with approximately 150 linear feet of street

frontage each. These parcels would be separated by the existing 63 foot wide platted of right-of-way. This would not preclude development of these parcels and they could be developed separately for any uses allowed under the new TSA zoning designation if approved. This could include a multi-family housing development with multiple buildings rather than one larger footprint building.

However, as a practical matter if Stewart Avenue were left in place, it would leave a vacant strip of city-owned property between the two parcels which will impact the applicant's design for and development of the property. This would create a logistic issue for both the city and developer in terms of who would maintain that isolated piece of property since it could not be incorporated into the development. The street closure would relieve the city of the impractical burden of maintenance for this unused parcel and also help accommodate the development of multi-family housing in the area.

Closing the street would appear to satisfy the adopted Policy Considerations for Street Closures. While platted, Stewart Avenue does not physically exist and it is not currently necessary for access to other properties, specifically the Four Seasons Mobile Home Park property. However, closing this segment of Stewart Avenue must also be considered within the context of the overall development of the area, and future redevelopment of the area including the mobile home park property. The Four Seasons Mobile Home Park is currently accessed off of Northstar Drive, which is the only access point for the property. While a new access via Stewart Avenue may not be necessary at the present time, due consideration must be given to the surrounding land uses, and future development or re-development of the area as well as any future desire by the owners of the mobile home park property to have an alternate access point. The master plan also speaks to the importance of breaking up large blocks for better overall circulation in the area, something that the currently platted street could help accommodate. The mobile home site has approximately 200 feet of street frontage on Cornell Street north of the project area and approximately 450 feet of street frontage on Cornell Street south of the project area. The frontage of the proposed project area on Cornell Street is approximately 360 feet.



A future access to Cornell Street to the mobile home park could be accommodated either north of south of the project area. In addition, closing the street leaves the decision on where that future access point would work best for a future project to the owner of the mobile home park in conjunction with any proposed redevelopment of that site at that time. The City should receive fair market value for the property through the closure. These issues are analyzed in more detail in Attachment E: Analysis of Standards. **Staff is recommending Approval of the street closure petition.**

DISCUSSION:

The key issues discussed show that the North Temple Boulevard Master Plan supports the TSA MUEC Transition zoning designation. The applicant is requesting a zoning designation (Core) that is not supported by the master plan. The keys issues also point to a policy discussion in regard to closing a platted but undeveloped street in consideration of future development scenarios. The proposed zone change would ultimately facilitate some kind of transit-oriented multi-family housing development. The properties are currently under-utilized and largely non-maintained. They are now all under single ownership.

The existing BP zoning district is intended to provide an environment for offices, light assembly and in a campus like setting. The district standards are intended to promote development that is compatible with nearby, existing developed areas. The surrounding land uses include a mix of residential and some office uses. Many of the uses allowed in the BP zoning district are more "industrial" or "commercial" when compared to the overall vision for the area. The BP zoning district would allow an office, industrial assembly operation, research facility, warehouse or wholesale distribution as a Permitted Use. Commercial parking, light manufacturing, a live performance theatre, veterinary office and hotel/motel would be allowed as a Conditional Use.

The TSA zoning district is intended to accommodate pedestrian oriented commercial, residential and mixed use development around transit stations. The district allows a wide range of uses and focuses more on design elements than traditional zoning districts such as BP. The TSA zoning district includes a table of Prohibited Uses in the zone. Other uses are considered allowed subject to a development score. The purpose of the development score is to allow flexibility for designers while implementing the city's vision of the applicable station area plans and the purpose of this zoning district. The development score measures the level of compatibility between a proposed project and the station area plan. The development score is based on the design guidelines and development incentives in the "Transit Station Area Development Guidelines" book. The development score is formulated by calculating all of the development guideline values for a particular project. Each design guideline and incentive is given a value based on its importance. Some guidelines are considered more important and carry a higher value than others. Developments have the option to meet a minimum development score. The development score determines if the project can be reviewed and approved administratively by staff, via an administrative hearing process or by the Planning Commission via the Conditional Building and Site Design Review process. If a developer chooses to not follow the development score process, the project must be reviewed by the Planning Commission through the Conditional Building and Site Design Review (CBSDR) process. If the zoning map amendment is approved and the property changed to a TSA zoning district, any proposed project would be subject to the TSA development review process.

The existing BP zoning allows for a maximum building height of 60-feet. The TSA-MUEC-C (Core) district would allow for buildings of up to 75-feet in height. Sixty-feet (60') is the maximum building height allowed in the TSA-MUEC-T (Transition) zone.

The applicant has not submitted site plans or a design for any future project at this site. The submitted applications are to change the zoning of the property and vacate the alleys and street in order to create a more cohesive parcel and development project. If the rezone were to be approved, any future application to construct something at this site would be subject to the TSA or CBSDR review and approval process.

NEXT STEPS:

The Planning Commission's recommendation will be forwarded to the City Council for their consideration as part of the final decision on all three applications. If ultimately approved, the applicant may proceed with the submission of plans for the project and for a lot consolidation in order to create one cohesive parcel out of the existing properties.

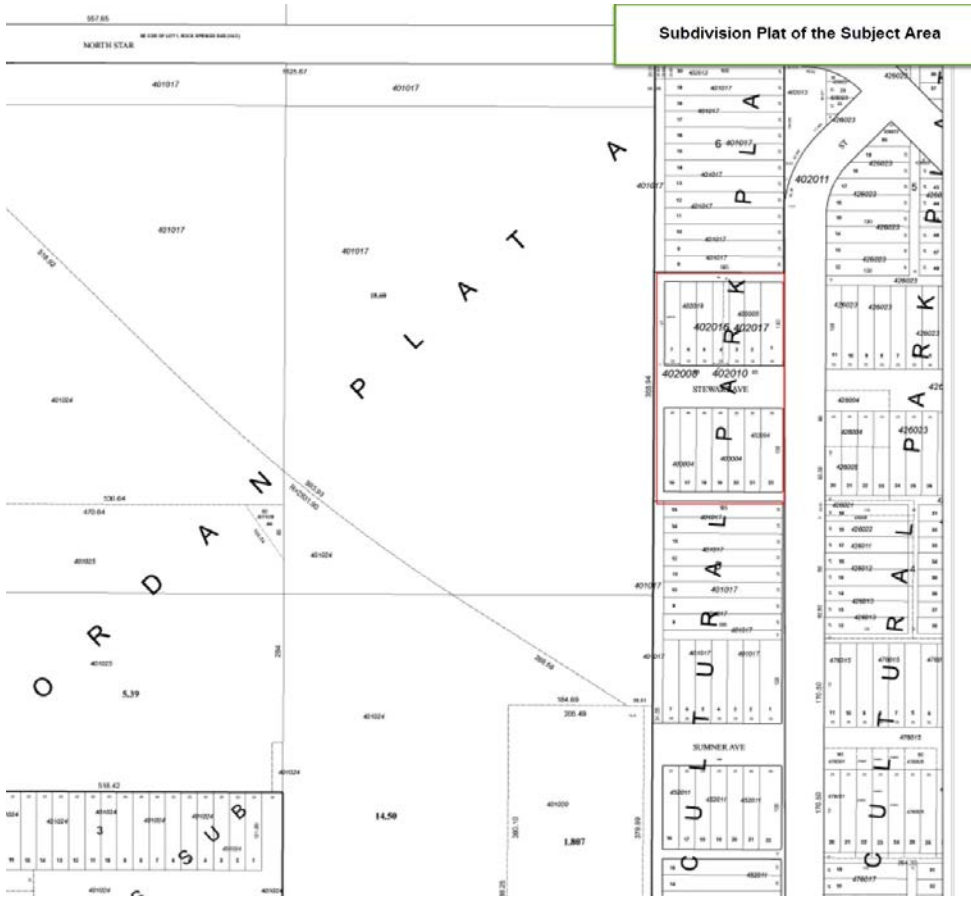
If ultimately denied, the applicant would still be eligible to develop the properties in accordance with the BP zoning regulations.

ATTACHMENT A: Current Zoning Map, Plat & Aerial Photo





Aerial view of the project area looking west.



Excerpt from the original subdivision plat of the project area showing platted alleys and Stewart Avenue.

ATTACHMENT B: Applicant Information

Zoning Amendment-Project Description
211 -251 N. Cornell Street
Little Diamond Housing, LLC

Purpose for Amendment

Little Diamond Housing, LLC is requesting a change in zoning from BP (Business Park) to TSA-MUEC-C zone. The TSA-MUEC-C zone is the zoning adjacent to the property and would allow for the proposed construction of a multi-family building. The site is currently occupied by an aged single-family house and abandoned house.

Proposed Use of the Property

Little Diamond Housing proposes to replace an aged single-family home and abandoned home with a multi-family building with a mix of affordable and market-rate housing. The site is within a quarter mile of the Cornell TRAX station and bus line, a city park and the State of Utah's office buildings. Multi-family housing on the proposed property would complement these uses. Residents would be able to take advantage of the nearby transportation options, the park and job opportunities. The project would also promote Salt Lake City's goal to build 5,000 units of affordable housing as well as reduce dependence on vehicles.

Cornell Station Area Plan

The proposed project meets the criteria of the Cornell Station Area Plan of the North Temple Boulevard plan. The Cornell Station Area Plan vision supports a mix of uses, including higher density residential housing up to seven stories with a minimum of 20 dwelling units per acre within the core area. Little Diamond Housing would seek to reduce typical parking by taking advantage of the nearby light rail and bus service, focusing on creating a pedestrian-friendly environment while accommodating automobiles. This would meet the Cornell Station Area Plan's Mobility policy.

Little Diamond Housing would also consider ground floor retail or office as a complementary use depending on the market for such uses. This would meet the plan's goal to create multi-uses in the area.

In addition, the project would be built using energy-efficient guidelines such as LEED or Enterprise Green Communities. This meets the Cornell Station Area Plan goal to create energy-efficient projects.

TSA-MUEC-C Zoning

Little Diamond Housing believes that the most appropriate zoning for the site is TSA-MUEC-C.

The purpose of the TSA transit station area district is to provide an environment for efficient and attractive transit and pedestrian oriented commercial, residential and mixed-use development around transit stations.

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 a 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. A minimum of 30 units per acre is encouraged in this area.

Since Little Diamond Housing's property location is within a one-fourth mile of a transit station and UTA bus line, the Core Area zoning is appropriate. The proposed multi-family building also fits the purpose of the transit area zoning of creating a pedestrian and transit-oriented development. The proposed project will have minimal parking which will encourage tenants to use the light rail and bus routes.

The property is also located approximately one block from a large multi-story state office building. The proposed zoning would complement the higher-density nature of nearby uses.

Why Present Zoning may not be Appropriate

The Business Park Zone may not be appropriate for this parcel because all uses surrounding the property to the north, south, east and west are residential uses. Moreover, the purpose of the business park (BP) district is to "provide an attractive environment for modern offices, light assembly and warehouse development and to create employment and economic development opportunities within the city in a campus-like setting." The surrounding uses and size of the parcel (1.65 acres) do not warrant a campus-like development nor light assembly or warehouse uses.

Zoning Map Change

Little Diamond Housing requests that the zoning map be changed to include 211-251 N. Cornell Street into the TSA-MUEC-C zone.

Zoning Text

Little Diamond Housing is not requesting a change to the text of the Zoning Ordinance.

Zoning Amendment-Project Description
211 N. Cornell Street
Little Diamond Housing, LLC

Purpose for Amendment

Little Diamond Housing, LLC is requesting a change in zoning from BP (Business Park) to TSA-MUEC-C zone. The TSA-MUEC-C zone is the zoning adjacent to the property and would allow for the proposed construction of a multi-family building. The site is currently occupied by an aged single-family house.

Proposed Use of the Property

Little Diamond Housing proposes to replace an aged single-family home with a multi-family building with a mix of affordable and market-rate housing. The site is within a quarter mile of the Cornell TRAX station and bus line, a city park and the State of Utah's office buildings. Multi-family housing on the proposed property would complement these uses. Residents would be able to take advantage of the nearby transportation options, the park and job opportunities. The project would also promote Salt Lake City's goal to build 5,000 units of affordable housing as well as reduce dependence on vehicles.

Cornell Station Area Plan

The proposed project meets the criteria of the Cornell Station Area Plan of the North Temple Boulevard plan. The Cornell Station Area Plan vision supports a mix of uses, including higher density residential housing up to seven stories with a minimum of 20 dwelling units per acre within the core area. Little Diamond Housing would seek to reduce typical parking by taking advantage of the nearby light rail and bus service, focusing on creating a pedestrian-friendly environment while accommodating automobiles. This would meet the Cornell Station Area Plan's Mobility policy.

Little Diamond Housing would also consider ground floor retail or office as a complementary use depending on the market for such uses. This would meet the plan's goal to create multi-uses in the area.

In addition, the project would be built using energy-efficient guidelines such as LEED or Enterprise Green Communities. This meets the Cornell Station Area Plan goal to create energy-efficient projects.

TSA-MUEC-C Zoning

Little Diamond Housing believes that the most appropriate zoning for the site is TSA-MUEC-C.

The purpose of the TSA transit station area district is to provide an environment for efficient and attractive transit and pedestrian oriented commercial, residential and mixed-use development around transit stations.

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 a 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. A minimum of 30 units per acre is encouraged in this area.

Since Little Diamond Housing's property location is within a one-fourth mile of a transit station and UTA bus line, the Core Area zoning is appropriate. The proposed multi-family building also fits the purpose of the transit area zoning of creating a pedestrian and transit-oriented development. The proposed project will have minimal parking which will encourage tenants to use the light rail and bus routes.

The property is also located approximately one block from a large multi-story state office building. The proposed zoning would complement the higher-density nature of nearby uses.

Why Present Zoning may not be Appropriate

The Business Park Zone may not be appropriate for this parcel because all uses surrounding the property to the north, south, east and west are residential uses. Moreover, the purpose of the business park (BP) district is to "provide an attractive environment for modern offices, light assembly and warehouse development and to create employment and economic development opportunities within the city in a campus-like setting." The surrounding uses and size of the parcel (0.55 acres) do not warrant a campus-like development nor light assembly or warehouse uses.

Zoning Map Change

Little Diamond Housing requests that the zoning map be changed to include 211 N. Cornell Street into the TSA-MUEC-C zone.

Zoning Text

Little Diamond Housing is not requesting a change to the text of the Zoning Ordinance.

ATTACHMENT C: Existing Conditions



View looking north from Cornell Street. The house at 211 N. Cornell is on the left. The access driveway for this dwelling is located upon the alley south of the property.



View looking north from Cornell Street toward the abandoned single-family home located at 251 N. Cornell Street. The platted alleys follow the perimeter fence line along the edge of the mobile home park. The platted segment of Stewart Avenue passes through this property in the middle of this field and is approximately 63-feet wide.

Existing Conditions:

The proposed project area is approximately 1.57 acres (68,432 square feet) in size inclusive of the alleys and street to be vacated as part of this proposal. The site is bordered on the east by Cornell Street and is within one-quarter of a mile of the existing Power Station stop on the North Temple TRAX line. The lot is level.

Adjacent land uses and zoning include:

North: Part of the Four Seasons Mobile Home Park – zoned BP

East: Some single-family homes and parking lots owned by the State of Utah – all zoned TSA-MUEC-C

South: Part of the Four Seasons Mobile Home Park – zoned BP

West: Four Seasons Mobile Home Park – zoned MH (Mobile Home)

ATTACHMENT D: Zoning Ordinance & Master Plans

SPECIFIC ZONING DISTRICT PURPOSES and DETAILS

21A.32.030: BP BUSINESS PARK DISTRICT:

The purpose of the BP business park district is to provide an attractive environment for modern offices, light assembly and warehouse development and to create employment and economic development opportunities within the city in a campus like setting. This district is appropriate in areas of the city where the applicable master plans support this type of land use. The standards promote development that is intended to create an environment that is compatible with nearby, existing developed areas.

21A.26.078: TSA TRANSIT STATION AREA DISTRICT:

The purpose of the TSA transit station area district is to provide an environment for efficient and attractive transit and pedestrian oriented commercial, residential and mixed use development around transit stations. Redevelopment, infill development and increased development on underutilized parcels should include uses that allow them to function as part of a walkable, mixed use district. Existing uses that are complementary to the district, and economically and physically viable, should be integrated into the form and function of a compact, mixed use pedestrian oriented neighborhood. Each transit station is categorized into a station type. These typologies are used to establish appropriate zoning regulations for similar station areas. Each station area will typically have two (2) subsections: the core area and the transition area. Due to the nature of the area around specific stations, the restrictions of overlay zoning districts, and the neighborhood vision, not all station areas are required to have a core area and a transition area.

- 1. Core Area:** 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 a 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, and 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 (30) dwelling units per acre is encouraged within the core.
- 2. Transition Area:** The purpose of the transition area is to provide areas for a moderate level of land development intensity that incorporates the principles of sustainable transit oriented development. The transition area is intended to provide an important support base to the core area and transit ridership as well as buffer surrounding neighborhoods from the intensity of the core area. These areas reinforce the viability of the core area and provide opportunities for a range of housing types at different densities. Transition areas are generally located within one-half (1/2) mile from the station platform, but may vary based on the character of the area. Transition areas typically serve the surrounding neighborhood; include a broad range of building forms that house a mix of compatible land uses. The minimum desired density is ten (10) dwelling units per acre. Commercial uses may include office, retail, restaurant and other commercial land uses that are necessary to create mixed use neighborhoods. Commercial uses can be clustered around intersections and along block faces to create neighborhood nodes.

B. Station Area Types: A station area typology is the use of characteristics, such as building types, mix of land use, transit service and street network to create generalizations about an area that can be used to define a common vision for development of a transit station area. Each typology recognizes the important difference among places and destinations and takes into account the local context of a station and its surroundings. Each station area typically will include a core area, where the most intense development will occur, and a transition area, which is intended to create a buffer area between the core and those areas with generally lower intensities and densities. Prior to classifying a transit station into a

specific type, a specific area plan must be adopted by the city council prior to applying this zoning district to a geographic area. Only those stations that have an adopted plan that is supported by the regulations in this section will be classified. Refer to the official Salt Lake City zoning map to determine the zoning of the land within each station area.

3. Mixed Use Employment Center Station (TSA-MUEC): A mixed use employment station is an area with a high concentration of jobs that attract people from the entire region. These areas generally start with a campus style development pattern and are dominated by a single type of use that generally employs a high number of people. Buildings are often large scale in nature and may have large footprints. New development occurs on vacant parcels. Redevelopment occurs on surface parking lots, underutilized land, or as additions to existing buildings as businesses expand. The primary mode of circulation is by automobile, but the area is served by at least two (2) types of mass transit which provides alternative modes of transportation for employees. Land uses that support the employment centers such as retail sales and service and restaurants are located throughout the station area and should occupy ground floor space in multi-story buildings oriented to the pedestrian and transit user. A mix of housing types and sizes are appropriate to provide employees with the choice to live close to where they work. Building types should trend toward more flexible building types over time. The area is likely to have large blocks and lacks a consistent street network. Connectivity for all modes of travel is important due to the limited street network. The following stations are considered to be mixed use employment center stations: 1950 West, 2200 West, and the Cornell light rail stations.

ZONING DISTRICT BULK AND LOT CONTROL COMPARISONS - BP - TSA-MUEC CORE & TSA-MUEC TRANSITION

	Business Park (BP) – Existing Zoning	TSA-MUEC- C (Mixed Use Employment Center – Core)	TSA-MUEC-T (Mixed Use Employment Center – Transition)
Maximum Building Height	60 feet	75 feet	60 feet
Side Yard Setback	20 feet	None required based on existing adjacent zoning	None required based on existing adjacent zoning
Rear Yard Setback	25 feet	None required based on existing adjacent zoning	None required based on existing adjacent zoning
Open Space	30% of the lot must be open space	A minimum of ten percent (10%) of the land area up to five thousand (5,000) square feet	A minimum of ten percent (10%) of the land area up to two thousand five hundred (2,500) square feet
Landscaping	30-foot front yard 8-foot interior side yard 8-foot rear yard	Landscaping required in all areas not occupied by buildings, plazas, terraces, patios, parking areas, or other similar features.	Landscaping required in all areas not occupied by buildings, plazas, terraces, patios, parking areas, or other similar features.
Parking	Number of stalls depends on allowed use.	No parking required. Any parking provided is required to be located behind the principal building or to the side of a principal building.	Requires 50% of stalls specified for a given use. Required to be located behind the principal building or to the side of a principal building
Residential Density	Residential uses are not allowed in the BP zoning district.	No maximum specified	No maximum specified

ZONING DISTRICT LAND USE COMPARISONS – BUSINESS PARK (BP), TSA-MUEC-C (CORE) & TSA-MUEC-T (TRANSITION)

This table is provided for comparison. Please see Notes at end for explanation of allowed uses in the different TSA zoning districts and the full listing of Prohibited Uses in the TSA Zones that follows.

TABLE OF PERMITTED AND CONDITIONAL USES			
Use: P = Permitted C = Conditional	BP – Business Park District	TSA – MUEC-C - Transit Station Area Mixed Use Employment Center Station Core Prohibited – marked for comparison – See Notes at End	TSA – MUEC-T - Transit Station Area Mixed Use Employment Center Station Transition
Accessory use	P	P	P
Agricultural Use	C	P	P
Air cargo terminals and package delivery facility	P	P	P
Alcohol: Brewpub of 2,500 SF or less	P	P	P
Alcohol: Brewpub of 2,500 SF or less	P	P	P
Ambulance Service (indoor)	P	Prohibited	Prohibited
Ambulance Service (outdoor)	P – with up to 3 ambulances. More than 3 require Conditional Use.	Prohibited	Prohibited
Animal Kennel – on lots 5 acres or larger	C	P	P
Animal: Veterinary office	C	P	P
Antenna – communication tower	P	P	P
Antenna – communication tower exceeding the maximum building height in the zone	C	P	P

Clinic – medical, dental	P	P	P
Community garden	P	P	P
Daycare center - adult	P	P	P
Daycare center - child	P	P	P
Dental laboratory/research facility	P	P	P
Dwelling – living quarters for caretaker of security guard	P	P	P
Dwelling – single family Detached	Not an allowed use in BP	Prohibited	Allowed
Financial institution	P	P	P
Financial institution with drive-through facility	P - subject to 21A.40.060 – drive-through regulations	Prohibited	Prohibited
Gas station	P – when approved as part of a business park planned development per 21A.55	Prohibited	Prohibited
Government facility	C	P	P
Government office	P	P	P
Heliport	C	P	P
Hotel/motel	C	P	P
Industrial assembly	P	P	P
Jewelry fabrication	P	P	P
Large wind energy system	C	P	P
Light manufacturing	C	P	P
Meeting hall of membership organization	P	P	P

Mobile food business – operation on private property	P	P	P
Municipal service uses including city utilities and police and fire stations.	C	P	P
Office	P	P	P
Open Space	P	P	P
Parking – commercial	C	Prohibited – unless located in a parking structure	P
Parking – Park and ride lot shared with existing use	P	P	P
Performing arts production facility	P	P	P
Place of worship	P	P	P
Radio/television station	P – Equipment and antennas subject to site plan review to ensure architectural compatibility.	P	P
Recreation – indoor	C	P	P
Research and development facility	P	P	P
Restaurant	P - when approved as part of a business park planned development per 21A.55	P	P
Restaurant with drive-through facility	P - when approved as part of a business park planned development per 21A.55 and subject to 21A.40.060 – drive-through	Prohibited	Prohibited

	regulations		
Retail goods establishment	P - when approved as part of a business park planned development per 21A.55	P	P
Retail sales and service – accessory use located in principal building and operated primarily for the convenience of employees.	P	P	P
School – professional and vocational	P	P	P
Solar array	P	P	P
Storage – accessory (outdoor)	P	Prohibited	Prohibited
Theater – live performance	C – prohibited within 1,000 feet of a single or two-family zoning district	P	P
Urban farm	P	P	P
Utility - building or structure	P – subject to 21A.02.050B – exemptions	P	P
Utility – transmission wire, line, pipe or pole	P - subject to 21A.02.050B – exemptions	P	P
Vehicle – automobile rental agency	P	P	P
Vending cart – private property	P	P	P
Warehouse	P	Prohibited	Allowed
Wholesale distribution	P	Prohibited	Allowed

*Note: The TSA zoning district allows a wide range of uses and focuses more on design elements than traditional zoning districts. The TSA zoning district includes a table of Prohibited Uses in the zone. Other uses

are considered allowed subject to a development score or the Conditional Building and Site Design Review process. Every development is required to meet a minimum development score (or go through the CBSDR process) which represents a percentage of the total points possible. The development score determines if the project can be reviewed and approved administratively by staff, via an administrative hearing process or by the Planning Commission via the Conditional Building and Site Design Review process.

PROHIBITED USED IN THE TSA-MUEC-C (CORE) & TSA-MUEC-T (TRANSITION) ZONING DISTRICTS

Use – Prohibited uses denoted by an “X” P - Permitted (Process based on development score)	TSA – MUEC-C - Transit Station Area Mixed Use Employment Center Station Core	TSA – MUEC-T - Transit Station Area Mixed Use Employment Center Station Transition
Airport	X	X
Ambulance Service: Indoor or Outdoor	X	X
Amusement park	X	X
Animal: Pound – Furbearing – Stables - Stockyards	X	X
Auctions: Indoor - Outdoor	X	X
Blacksmith shop	X	X
Building materials distribution	X	X
Bus yards and repair	X	X
Car wash	X	P
Car wash – as accessory use to gas station	X	X
Cemetery	X	X
Check cashing/payday loan	X	X
Commercial parking – not located in a parking structure	X	P
Community correction facility: Large - Small	X	X
	X	X

Financial Institution with Drive Through	X	X
Food processing	X	P
Gas Stations	X	X
Homeless Shelters	X	X
Jails	X	X
Landfill	X	X
Limousine Service: Large - Small	X	X
Restaurant with Drive Through	X	X
Retail Goods with Drive Through	X	X
Store: Superstore or Warehouse Club	X	P
Theater – Live Performance or Movie	P	X
HEAVY MANUFACTURING, SHIPPING AND SIMILAR: Concrete and Asphalt Manufacturing – Chemical Manufacturing and Storage Drop Forge – Heavy Rental Equipment – Explosives – Extractive – Fuel Distribution & Storage – Incinerator – Paint – Poultry Farm pr processing	X	X
STORAGE and Sale Lot Uses: Mobile Homes – Outdoor Storage – Indoor Storage – Vehicle/RV/Boat Storage – Truck Sale and Rental	X	X
UTILITY: Electric – Sewage – Solid Waste Transfer	X	X
VEHICLES: Auctions - Auto Repair – Truck Repair – Automobile Rental – Auto Salvage	X	X
Warehouse and Wholesale Distribution – Package Delivery -	X	P

NORTH TEMPLE BOULEVARD MASTER PLAN ELEMENTS

The subject area is discussed in the North Temple Boulevard Master Plan (2010). The NTBMP speaks to the vision of the Cornell Station area becoming a Mixed-Use Employment Center based on the existing land uses, presence of major job centers and an existing mix of uses. The NTBMP supports the idea of the MUEC zoning in this area, and much of this area was rezoned as a result of the adoption of the Plan.

The map included in the NTBMP shows the subject area in yellow as part of the Transition area. At the same time, the map shows the parcels to be within a one-quarter (1/4) mile radius of the Cornell Transit Station. The Zoning Ordinance defines the Core as being those Areas within that are generally within one-quarter ¼ mile walking distance of a transit station platform. This is a general rule however and the map in the adopted master plan speaks more specifically to this issue and would represent the prevailing policy in regard to this petition and property. In addition, this property is physically separated from the core area located closer to North Temple by a portion of the mobile home park property. This creates a potential larger level of incompatibility between the mobile home park and subject property which makes the Transition zone a better choice.

The descriptions for the Cornell Core Area and Transition Area as outline in the master plan are included for consideration. The adopted map for the Cornell Station area is included on the following page.

Cornell Core Area

The Core Area includes the land that is closest to the station and most likely to see significant changes over time. Regulations will promote transit-oriented development that includes a mix of uses. Some characteristics will include:

- Multi-story buildings up to 7 stories in height.
- Ground floor retail with office or residential above.
- Reduced parking.
- Pedestrian scale development and amenities.

Cornell Transitional Area

The Transitional Area is the area that will see some change over the next 20 years, but the change will generally be smaller scale and have less intensity than the Core Area. Characteristics will include:

- 3-4 story buildings containing a mix of uses that are less intense than the core area;
- A mix of housing types, from multi-family developments to single family homes;
- A buffer between Core area and Stable area;
- Buildings that are located in close proximity to the sidewalk, possibly with landscaped yards or outdoor dining; and
- Parking located to the side or behind buildings.

Cornell Station Area Policies

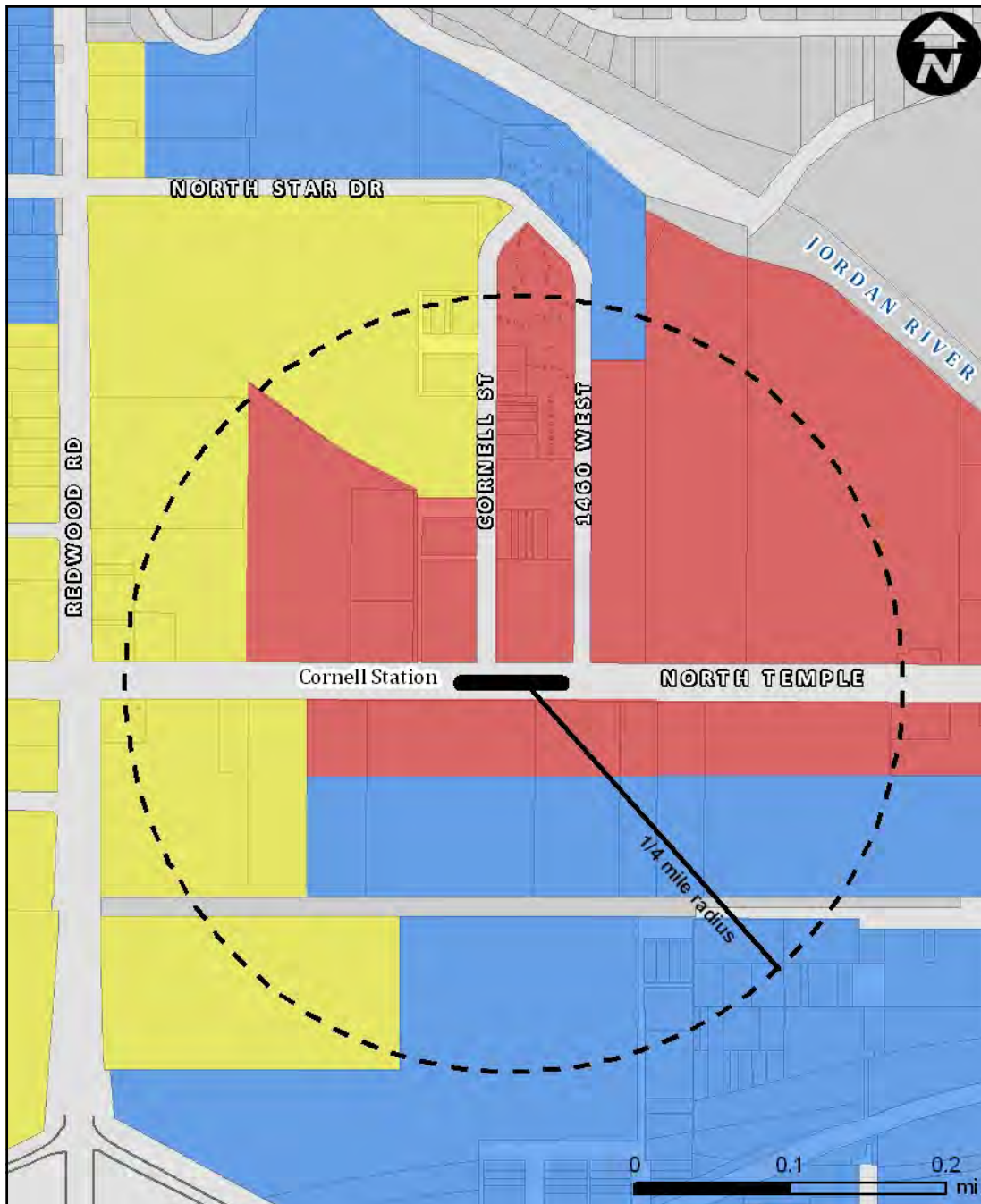
A number of policies for the Cornell Station Area are applicable to the proposals being reviewed. These include the following:


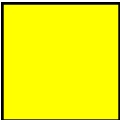

Policy #2: Compact Mix of Uses

Allow for a more intense, compact mix of uses around Cornell Street and 1460 West.

Strategy 2-C: Increase the residential density within the station area.

- b. Allow for a mix of housing types and densities within the transition area. Set a goal of establishing a minimum of 10 dwelling units per acre within the core area.



-  Parcels in **red** represent the Core Area, where an intense level of transit-oriented zoning
-  Parcels in **yellow** are part of the Transitional Area. These areas are appropriate for mixed use and less intensive transit-oriented zoning.
-  Parcels in **blue** are part of Stable Areas, areas where little change is expected or desired or where the current zoning allows for the desired future land uses and intensities.

PLAN SALT LAKE ELEMENTS & CONSIDERATIONS

Plan Salt Lake (December 2015) speaks to an overall vision of sustainable growth and development in the city. This includes the development of a diverse mix of uses. This diverse mix allows people to choose where and how they live, and how they get around. This is essential to accommodate responsible growth. The Plan also speaks to connectivity and circulation via a wide range of transportation and mobility options. Smaller blocks and increased connections are part of this. Density is another aspect of sustainable growth and development supported by Plan Salt Lake. Density near transportation options can help to achieve compact development which allows people to live, work and recreate more efficiently. It also reduces automobile dependency which has positive impacts on our air quality.

Guiding Principles specifically outlined in Plan Salt Lake include the following:

- Growing responsibly while providing people with choices about where they live, how they live, and how they get around.
- Access to a wide variety of housing types for all income levels throughout the City, providing the basic human need for safety and responding to changing demographics.
- A transportation and mobility network that is safe, accessible, reliable, affordable, and sustainable, providing real choices and connecting people with places.
- Air that is clean and healthy.

The proposed zoning map amendment and overall project will help to implement the vision contained in Plan Salt Lake and are supported by the policies and strategies in that document.

SALT LAKE CITY COMMUNITY HOUSING PLAN (2010)

The Salt Lake City Community Housing Plan (adopted 2010) speaks to the following:

- Creating a wide variety of housing types across the City.
- Encouraging mixed use and mixed income housing.
- Creating Transit Oriented Housing Developments.
- Creating affordable and transitional housing.

The Plan encourages and supports mixed use development concepts that include a variety of housing types including multi-family residential uses, transit-oriented developments and mixed use projects with ground floor retail and living space above. Transit-oriented development is considered important in the Plan in order to allow residents to easily access their employment and residences. Housing densities that support alternative and public transportation and developments that where public transit is conveniently located or accessible on foot are considered desirable. These types of developments help conserve water and energy resources and help to enhance air quality. The Plan also called for the establishment of transit-oriented development zoning and the revision of master plans to support transit-oriented designs as part of the implementation strategy.

The proposed zoning map amendment and overall project will help to implement the vision contained in the Community Housing Plan and it is supported by the policies and strategies in that document.

ATTACHMENT E: 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>Staff Recommends the alternate TSA MUEC Transition zone in lieu of the original request for the TSA MUEC Core zoning designation.</p>	<p>The North Temple Boulevard Master Plan (NTBMP) speaks to the vision of the Cornell Station area becoming a Mixed-Use Employment Center based on the existing land uses, presence of major job centers and an existing mix of uses. The NTBMP supports the idea of the MUEC zoning in this area, and much of this area was rezoned as a result of the adoption of the North Temple Plan. The subject properties were left BP when much of the area was rezoned in order to allow some buffering between...</p> <p>The map included in the NTBMP shows the subject area as part of the Transition area. At the same time, the map shows the parcels to be within a one-quarter (1/4) mile radius of the Cornell Transit Station. Areas within that one-quarter mile distance are generally considered appropriate for the TSA Core zoning designation, but this site has unique circumstances that resulted in the master plan recommending it as a transition area. The TSA MUEC zoning designation overall does comply with city policy and the master plan. However, consideration should be given in regard to the appropriateness of the TSA MUEC Core versus the TSA MUEC Transition zoning district being most appropriate for this area. The two zoning districts are very similar in terms of allowed and prohibited uses. They differ slightly in terms of side yard setbacks when adjacent to certain other zones, rear yard setback, and surface parking requirements. Neither zone has a maximum limit on residential density. The other difference between the Core and Transition designations is the maximum allowable height. The Core area allows for a building 75 feet in height while the Transition area limits building height to 60 feet. The regulations for these two designations are outlined in Attachment D: Existing Conditions.</p> <p>Staff believes that based on the existing land uses and the adopted master plan, that the TSA Transition district would be more appropriate for the following reasons:</p> <ul style="list-style-type: none"> • A change to the TSA MUEC Transition district is supported by the adopted master plan. • The TSA MUEC Transition district maintains the same maximum height limit of the existing BP zoning district of 60 feet. • The Transition district would accommodate a buffer or gradient between the TSA Core areas and the less intensive land uses.

<p>2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.</p>	<p>This has been considered and the proposal furthers the specific purpose statements of the zoning ordinance.</p>	<p>The proposed zone change BP to TSA-MUEC-C would support the specific purposes of the zoning ordinance. The change would help facilitate implementation of the North Temple Boulevard Master Plan, which is also a purpose of the zoning ordinance via item D listed below.</p> <p>The purpose of the Zoning Ordinance is to promote the health, safety, morals, convenience, order, prosperity and welfare of the present and future inhabitants of Salt Lake City, to implement the adopted plans of the city, and, in addition:</p> <ul style="list-style-type: none"> A. Lessen congestion in the streets or roads; B. Secure safety from fire and other dangers; C. Provide adequate light and air; D. Classify land uses and distribute land development and utilization; E. Protect the tax base; F. Secure economy in governmental expenditures; G. Foster the city's industrial, business and residential development; and H. Protect the environment. (Ord. 26-95 § 2(1-3), 1995) <p>In conjunction with the proposed change, the proximity to transit reduces the need for automobile usage and so the actual impact any future development has on overall congestion may be lessened.</p> <p>The change will help to facilitate the provision of additional residential development, a need that is acknowledged to exist city wide.</p>
<p>3. The extent to which a proposed map amendment will affect adjacent properties;</p>	<p>The map amendment will facilitate additional development in the area. While this may create additional impacts on neighboring properties, those impacts will be reviewed in relation to any specific future development proposal.</p>	<p>The property is currently zoned BP – Business Park. The BP zoning supports uses that are more industrial in nature than the proposed TSA zoning designation. Under the existing BP zoning there are both Permitted and Conditional uses allowed that could potentially create anticipated impacts beyond those generated by multi-family housing which could Developed under the TSA zoning designation. Staff feels that based on the more industrial uses allowed in the BP zone that the map amendment will not potentially impact adjacent properties more than the current zoning and it will likely result in land uses that are less intensive than the current zoning designation.</p> <p>In regard to the TSA Core versus Transition zoning, the main difference lies in the maximum allowable building height and yard setbacks. The maximum building height in the Core is 75-feet. The maximum allowable height in the Transition is 60-feet, the same that the current BP zoning district would allow. In terms of site development, the BP zone requires a front yard setback of 30-feet, rear yard setback of 25-feet and a side yard setback of 20-feet. Landscaping is required in these setbacks. The TSA zoning district does not have any required front, side or rear yard setbacks. Parking, drive isles or other paved areas for motor vehicles are restricted in certain yards.</p> <p>The general regulations of the TSA zone may push development closer to the street and property lines to enhance walkability, facilitate active outdoor uses and activate the sidewalk. This is itself may result in a additional impact to neighboring residents and property owners.</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>The proposal would be required to comply with any applicable overlay standards.</p>	<p>The proposed amendment would occur on properties that are subject to the Airport Flight Path Protection Zone C Overlay District. Airport influence zone C is that area exposed to moderate levels of aircraft noise, and having specific height restrictions.</p> <p>Any subsequent development allowed by the zoning map amendment would need to comply with the requirements of this overlay district. This requires air circulation systems for all residential, institutional uses (including schools, hospitals, churches and rest homes) and for mobile homes. These items are generally required by the Building Code so any new construction would meet the overlay standards. In addition, mobile homes in this overlay are required to have additional sound attenuation measures.</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>The city has the ability to provide services to the subject property. Closing the street may limit the ability to provide public facilities and services for future redevelopment of the area.</p>	<p>The proposed development of the subject properties was reviewed by the various city departments tasked with administering public facilities and services, and no issues or concerns were raised. The properties are in a developed area so there is no reason to believe that the public facilities and services would not be adequate to serve new development. If the rezone were approved, these departments will be asked to review any specific development proposals submitted at that time.</p>
<p>NOTES:</p>		

ALLEY VACATIONS

Salt Lake City Code, Section 14.52.020: Policy Considerations for Closure, Vacation or Abandonment of City Owned Alleys

The City will not consider disposing of its interest in an alley, in whole or in part, unless it receives a petition in writing which demonstrates that the disposition satisfies at least one of the following policy considerations:

- A. Lack of Use:** The City’s legal interest in the property appears of record or is reflected on an applicable plat; however, it is evident from an on-site inspection that the alley does not physically exist or has been materially blocked in a way that renders it unusable as a public right-of-way.
- B. Public Safety:** The existence of the alley is substantially contributing to crime, unlawful activity or unsafe conditions, public health problems, or blight in the surrounding area.
- C. Urban Design:** The continuation of the alley does not serve as a positive urban design element.
- D. Community Purpose:** The Petitioners are proposing to restrict the general public from use of the alley in favor of a community use, such as a neighborhood play area or garden.

Discussion: The subject alley is proposed to be vacated due to lack of use, public safety and urban design considerations (A, B and C). Although platted, the alley does not physically exist. The subject alleys are not maintained and provide opportunities for illegal dumping and blight. The alleys form a “U-shaped” pattern

coming off of Cornell Street and ending on the same. They have previously been vacated through parts of the mobile home park. These portions of the alley do not contribute to positive urban design elements such as mobility and connectivity or open space.

Finding: The proposed alley vacation complies with Policy considerations A, B and C above so this policy threshold has been met.

Analysis Factors

Salt Lake City Code, Section 14.52.030B: Processing Petitions – Public Hearing and Recommendation from the Planning Commission.

Upon receipt of a complete petition, a public hearing shall be scheduled before the Planning Commission to consider the proposed disposition of the City owned alley property. Following the conclusion of the public hearing, the Planning Commission shall make a report and recommendation to the City Council on the proposed disposition of the subject alley property. A positive recommendation should include an analysis of the following factors:

- 1. The City Police Department, Fire Department, Transportation Division, and all other relevant City Departments and Divisions have no objection to the proposed disposition of the property;**

Discussion: Staff requested input from pertinent City Departments and Divisions.

Finding: No objections were raised in regard to the alley vacation.

- 2. The petition meets at least one of the policy considerations stated above;**

Discussion: The proposed alley vacation satisfies the Lack of Use, Public Safety and Urban Design policy considerations.

Finding: The petition meets at least one of the policy considerations stated in Section 14.52.020 of the Salt Lake City Code.

- 3. The petition must not deny sole access or required off-street parking to any adjacent property;**

Discussion: The alley is not used or necessary for access or off-street parking for any adjacent property.

Finding: This factor has been met.

- 4. The petition will not result in any property being landlocked;**

Discussion: No property would be landlocked.

Finding: This factor has been met.

- 5. The disposition of the alley property will not result in a use which is otherwise contrary to the policies of the City, including applicable master plans and other adopted statements of policy which address, but which are not limited to, mid-block walkways, pedestrian paths, trails, and alternative transportation uses;**

Discussion:

Finding: The proposed alley vacation meets this standard.

6. **No opposing abutting property owner intends to build a garage requiring access from the property, or has made application for a building permit, or if such a permit has been issued, construction has been completed within 12 months of issuance of the building permit;**

Discussion/Finding: Not applicable to this proposal.

7. **The petition furthers the City preference for disposing of an entire alley, rather than a small segment of it; and**

Discussion: The entire alley in this area would be vacated. Other segments have been previously vacated so the alley does not connect into other properties.

Finding: This factor has been met.

8. **The alley is not necessary for actual or potential rear access to residences or for accessory uses.**

Discussion/Finding: Not applicable to this proposal.

STREET CLOSURE POLICY

POLICY CONSIDERATIONS FOR STREET CLOSURES: In 1999, the City Council adopted a street closure policy that includes the following provisions:

1. It is the policy of the City Council to close public streets and sell the underlying property. The Council does not close streets when the action would deny all access to other property.

Analysis: This application calls for the closure of platted but undeveloped Stewart Avenue. Stewart Avenue only exists on paper at this time. However, consideration must be given to existing adjacent land uses, particularly the mobile home park to the west of the subject properties. If the City Council approves of the street closure, a potential access to the Four Seasons Mobile Home Park property would be lost. While this potential access point may not be necessary at the present time, due consideration must be given to the future development or re-development of the area.

The Four Seasons Mobile Home Park is situated on a parcel of 18.6 acres in size. It is currently accessed off of Northstar Drive, toward the northwest corner of the parcel. However, at some future time if the owners of the mobile home park were to desire another access point, the platted Stewart Avenue connection may be a choice since it allows easy access to North Temple via Cornell Street. Consideration must also be given to the possibility that at some future time, the mobile home park property could be redeveloped for another use and the connection to Cornell via Stewart Avenue may be necessary to facilitate future development plans and to better integrate a future development into the rest of the area. This access to Cornell could likely be accommodated either to the north or south of the subject property, and alternative access point onto Northstar Drive could likely also be developed. The Salt Lake City Transportation Division has indicated that they do not oppose the street closure.

Finding: The proposed street closure would not deny all reasonable access to the properties adjacent to the closure, specifically the Four Seasons Mobile Home Park property. Alternate access to this property could be facilitated elsewhere along Cornell Street and Northstar Drive if the owners so desired or if the property were to be redeveloped for another purpose. The street closure would allow for one much larger building to be located on a consolidated parcel and relieve the city of the burden of maintaining this unused property.

2. The general policy when closing a street is to obtain fair market value for the land, whether the abutting property is residential, commercial or industrial.

Analysis: If the City Council approves of the street closure, the city would no longer have access to a potential right-of-way on this property. The size of property would not appear to serve another public purpose so selling the property would make more sense than the city retaining ownership.

Finding: The street closure would facilitate the transfer of property ownership from the city to the developer. In such a case, it would be reasonable for the city to obtain fair market value for the land.

3. There should be sufficient public policy reasons that justify the sale and/or closure of a public street and it should be sufficiently demonstrated by the applicant that the sale and/or closure of the street will accomplish the stated public policy reasons.

Analysis: The proposed project as described by the applicant would replace some aged single-family homes with a multi-family building that has a mix of affordable and market-rate housing. Residents would be able to take advantage of nearby transportation and job opportunities. The project would promote Salt Lake City's goal to build 5,000 units of affordable housing as well as reduce dependence on vehicles. The applicant has stated that the undeveloped street would remain blight on the neighborhood field in the middle of the two projects and would create an unnecessary safety issue for the people living on the property. It should be noted that nothing specific has been submitted to the City at this time in terms of site design and what form any multifamily development would take. If the street and alleys were to be closed and the zone change was approved, the property could be developed for any of the uses allowed by the TSA zoning district.

Finding: The closure will help to accomplish stated public policy reasons such as providing additional affordable housing while reducing vehicle usage.

4. The City Council should determine whether the stated public policy reasons outweigh alternatives to the closure of the street.

Analysis: As an alternative to the proposal, the City could retain ownership of this property. It is currently not maintained as a right-of-way and creates an opportunity for dumping and trespassing. If the street vacation were denied, the applicant could not building housing or any permanent structures on the street portion of the property since it would still function as a platted right of way.

Finding: The alternative to this request is to keep the platted right-of-way as it currently exists. Staff finds that the proposal has the potential to use this space more fully as part of a multi-family housing project while not denying reasonable access to other properties. In addition, the city would be relieved of the burden of maintenance for this small property.

ATTACHMENT F: Public Process and 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 the public hearing for the proposal included:

Public hearing notice mailed on: March 10, 2016

Public hearing notice posted on: March 10, 2016

Public notice posted on City and State websites and Planning Division list serve: March 10, 2016

Public Comments

The proposal was forwarded to both the Jordan Meadows Community Council (JMCC) and the Fairpark Community Council for their review and comments. The subject area is within the boundary area of the JMCC but lies within 600 feet of the boundary with the Fairpark Community Council. As such, both community councils were sent information about the proposed project and the applicant and staff attended their meetings in order to present the proposal and answer questions from the community. Their respective comments are identified below.

Jordan Meadows Community Council

The proposals were initially reviewed by the Jordan Meadows Community Council at a meeting held on February 10, 2016. The JMCC did not make a formal recommendation in regard to the three proposals at that meeting and deferred action to their March 9, 2016 meeting. At their meeting of March 9, 2016, the JMCC made the following recommendations by unanimous vote in regard to the proposals:

- Street Vacation – recommended approval
- Alley Vacation – recommended approval

In regard to the zone change request from BP to TSA, the Jordan Meadows Community Council forwarded a negative recommendation to the Planning Commission and City Council. Public comments and concerns included:

- Concern that too much multi-family and rental housing is already being developed in the area.
- Worry about lower income housing.

Fairpark Community Council

The proposals were reviewed by the Fairpark Community Council at a meeting held on February 25, 2016. By unanimous vote, the Fairpark CC forwarded a negative recommendation to the Planning Commission and City Council in regard to the zone change, alley vacation and street closure requests. Public comments and concerns included:

- Concerns about the impact on neighboring property owners and residents, in particular the mobile home park.
- Concern that too much multi-family housing is already being developed in the city.
- Concern about traffic impacts if the area has more residential units.
- The desire for owners versus renters in the neighborhoods.

The vote was split fairly evenly. Comments in support of the requests included:

- This location would be ideal for transit-oriented development.
- The properties are currently vacant and an eyesore.

ATTACHMENT G: Department Comments

CITY DEPARTMENT COMMENTS

Zoning

No concerns with respect to the zone change from BP (Business Park) to TSA -MUEC-C Zoning District. Detailed comments will be associated with the proposed construction of a multi-family residential building

Sustainability

No comments/issues from Sustainability on any of the applications.

Public Utilities

No comments provided.

Engineering:

No objections to the zoning amendment, alley vacation or street closure.

Transportation

No objections to the zoning amendment or alley vacation.

The Transportation Division does not have a major concern with the street closure with the caveat that all properties that would have been accessed by the street are under single ownership.

Fire

No comments provided. Comments will be provided in regard to any proposed multi-family residential construction.

ATTACHMENT H: Motions

Potential Motions

Consistent with Staff Recommendation:

Based on the findings and analysis listed in the staff report and the testimony and plans presented, I move that the Planning Commission forward a positive recommendation for the requested Alley Vacation PLNPCM2015-01002 and Street Closure PLNPCM2016-00079 and forward a positive recommendation on the Zoning Map Amendment PLNPCM2015-00824 to the TSA-MUEC-T subject to the following conditions:

1. The applicant shall ensure all lots involved in the development are combined via a subdivision plat that is recorded with the Salt Lake County Recorder.
2. The applicant shall ensure the installation of all required public way improvements.
3. The applicant shall obtain the required demolition permits for all existing buildings.
4. The alley property shall be purchased by the property owner at an amount at least equal to the fair market value at the time of disposal.
5. The street property shall be purchased by the property owner at an amount at least equal to the fair market value at the time of disposal.
6. The applicant shall otherwise comply with all other city requirements applicable to the project.

Not Consistent with Staff Recommendation:

Alternate Motion 1:

Based on the findings and analysis listed in the staff report and the testimony and plans presented, I move that the Planning Commission forward a positive recommendation for the requested Zoning Map Amendment PLNPCM2015-00824 to TSA-MUEC-C (Core) subject to the following conditions:

1. A master plan amendment will be required in order to support the TSA-MUEC-C (Core) zoning designation.
2. The applicant shall ensure all lots involved in the development are combined via a subdivision plat that is recorded with the Salt Lake County Recorder.
3. The applicant shall ensure the installation of all required public way improvements.
4. The applicant shall obtain the required demolition permits for all existing buildings.
5. The alley property shall be purchased by the property owner at an amount at least equal to the fair market value at the time of disposal.
6. The street property shall be purchased by the property owner at an amount at least equal to the fair market value at the time of disposal.
7. The applicant shall otherwise comply with all other city requirements applicable to the project.

Alternate Motion 2:

Based on the findings and analysis listed in the staff report and the testimony and plans presented, I move that the Planning Commission forward a negative recommendation for the requested Zoning Map Amendment PLNPCM2015-00824 to TSA-MUEC-C, Alley Vacation PLNPCM2015-01002 and Street Closure PLNPCM2016-00079.

(The Planning Commission shall make findings on the zoning map amendment standards and specifically state which standard or standards are not being complied with, shall make findings on which factors the alley vacation request does not satisfy, and; shall make findings on which street closure policy considerations that the request does not meet.