



Staff Report

PLANNING DIVISION
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission
From: David J. Gellner, AICP, Principal Planner; (801) 535-6107; david.gellner@slcgov.com
Date: December 13, 2017
Re: Zoning Map Amendment – 744 W. Jackson Avenue (PLNPCM2017-00709)

Zoning Map Amendment

PROPERTY ADDRESS: 744 W. Jackson Avenue
PARCEL: Total parcel - 0.28 acres (approx. 12,400 square feet) total
MASTER PLAN: North Temple Boulevard Plan– 800 West Station Area Plan (2010)
ZONING DISTRICT: Split-zoned: SR-1 – Special Development Pattern Residential and TSA-UN-T – Transit Station Area Urban Neighborhood Transition area.

REQUEST: Rod and Jeri Olsen, are requesting that the City amend the zoning map for their property located at 744 W. Jackson Avenue. The property is currently split-zoned between SR-1- Special Development Pattern Residential district on the north portion and TSA-UN-T – Transit Station Area Urban Neighborhood Transition zone where it fronts on Jackson Avenue on the south of the parcel. The applicant is requesting to amend the zoning map designation of the property to change the northern portion of the parcel from SR-1 to TSA-UN-T in order to make the parcel zoning uniform for future development purposes. A Master Plan Amendment is not required in conjunction with this petition.

The Planning Commission's role in this application is to provide a recommendation to the City Council, who will make the final decision on the zone change.

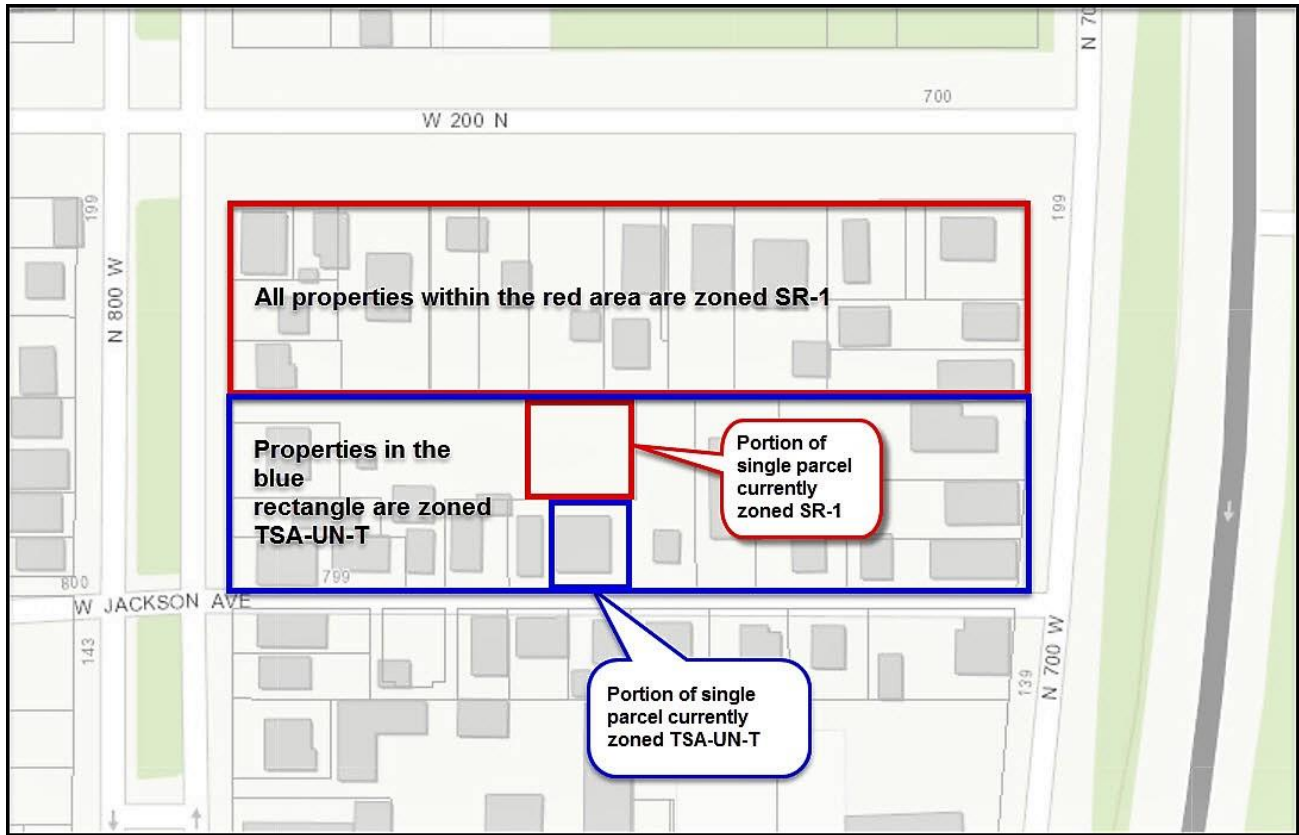
RECOMMENDATIONS: Based on the information in this staff report, planning staff finds that the zoning map amendment petition meets the standards, objectives and policy considerations of the city for a zoning map amendment and recommends that the Planning Commission forward a positive recommendation to City Council for a change to the TSA-UN-T – Transit Station Area Transition zone in order to make the parcel zoning uniform.

ATTACHMENTS:

- A. [Zoning Map 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. [Department Comments](#)

VICINITY MAP

PROJECT DESCRIPTION:



The subject property is approximately 12,400 square feet in size. Approximately 58% of the parcel is zoned SR-1 while the remaining 42% is zoned TSA-UN-T. The applicant is requesting to amend the zoning map designation of the property to change the portion of the parcel zoned SR-1 to TSA-UN-T in order to make the parcel zoning uniform.

The applicant’s narrative explaining the rationale for the zoning map and master plan amendment requests can be found in [Attachment B](#) of this report. No specific site development plan has been proposed in conjunction with this request.

The Planning Commission’s role in these applications is to provide a recommendation to the City Council, who makes the final decision on zoning map amendments.

KEY ISSUES:

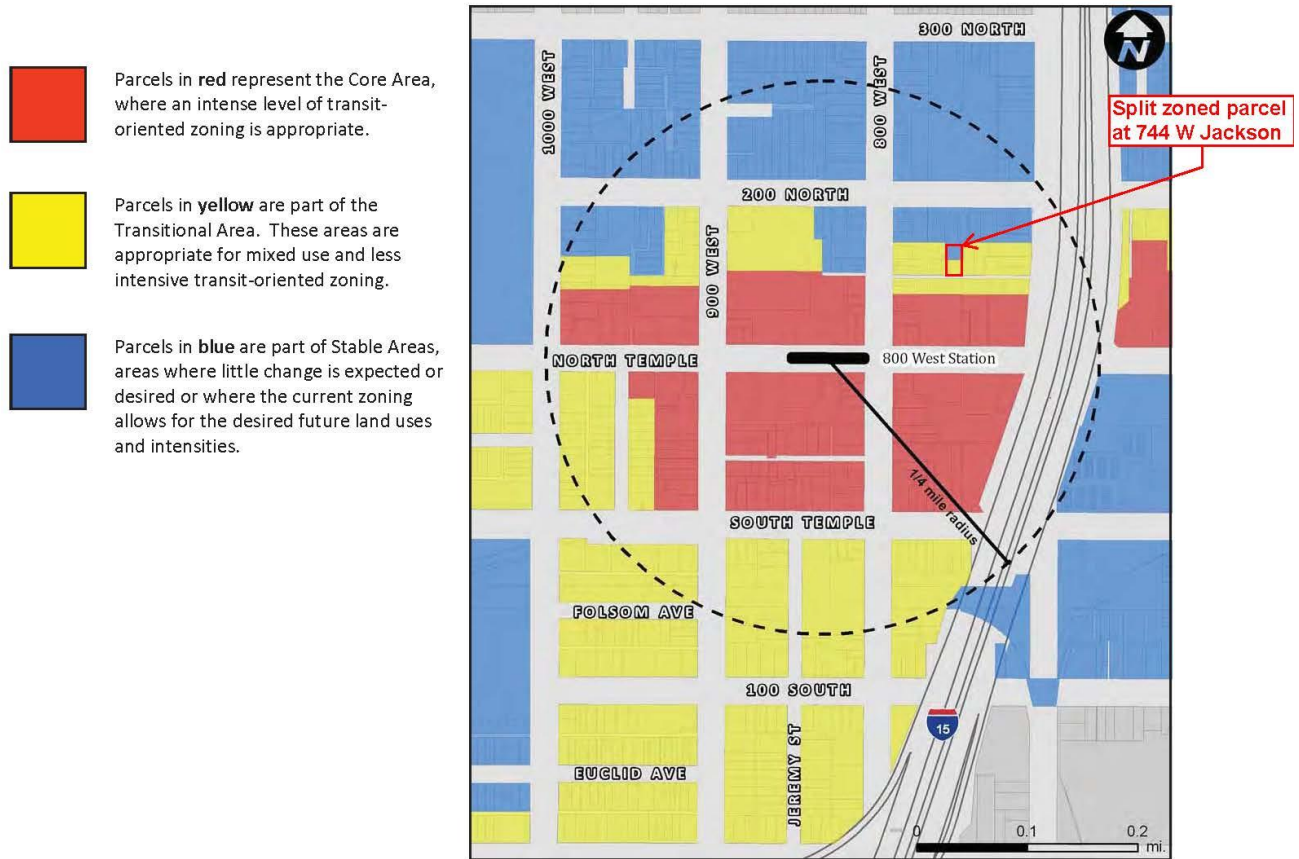
The key issues associated with this proposal are:

1. Master Plan and Current Zoning
2. Zoning Compatibility with Adjacent Properties
3. Consideration of Alternate Zoning Districts

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 ([Attachment G](#)).

Issue 1: Current Zoning and Master Plan

The North Temple Boulevard Master Plan (NTBMP) includes a number of small area plans for specific geographic areas, including the 800 West Station Area Plan. This property falls within the boundaries discussed in that small area plan. The plan includes a map showing the area broken down by color differentiations indicating different TSA designations including: 1) Core area; 2) Transitional area; and, 3) Stable areas. The property is split between the Transitional Area, which corresponds with the TSA-UN-T zoning, and the Stable Area, which corresponds with the SR-1 zoning on the property. A copy of that map is included below.



53 North Temple Boulevard • 800 West Station Area Plan

The map follows the parcel boundaries as they existed at the time the NTBMP was adopted. This was a standard practice in City plans and was done in an effort to eliminate parcels having different future land use designations.

In this case, the property boundary has since been adjusted in conjunction with another property that the applicant owns to the north, which fronts on 200 North. This changed lot configuration has made the general boundary between the properties that front on Jackson Avenue and 200 North a straight line but has also created the split-zoning situation on the subject parcel.

The NTBMP – 800 West Station Area Plan includes the following language related to the zone change request:

- Basic demographic data for the 800 West station area and adjacent neighbors indicate major changes in the number of people, dwelling units and jobs over the next 20 years. (Pg. 50)
- 800 West 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 less intense than the Core area. (Pg. 52)
- 800 West Stable Area – Minor changes will happen within the existing development pattern and are consistent with the overall scale of the surrounding structures. These areas may see small scale development such as:
 - Infill development such as twin homes and attached single-family dwellings, primarily in mid-block area that are currently underdeveloped or under-utilized; and
 - New development that is compatible in terms of scale to the existing development in other parts of the Stable Area. (Pg. 52)
- Policy#4 – Residential Density (Pgs. 63-64)
 - 4B.b. – recognizes a gradual decrease in density away from intersections
 - 4D.a. – Explore the opportunity for developing incentives for developers to provide affordable units and varied housing types in developments.
 - 4D.e. – Allow for appropriate residential development on undeveloped mid-block parcels.

Although the proposal does not meet the future land use map, it is consistent with other policies in the plan and the proposed changes are generally supported by the visions and policies contained in the North Temple Boulevard Master Plan. It is important in this context to consider whether the master plan is intended as an advisory document or if it is to be strictly interpreted as static in the case of minor zoning map amendments and changes. This would of course be considered on a case-by-case basis. In this instance, staff has determined that the zone change is minor in scope and the change is supported by language in the Master Plan,

This issue is also discussed in [Attachment D: Zoning Ordinance & Master Plans](#) and [Attachment E: Analysis of Standards](#).

Issue 2: Zoning Compatibility with Adjacent Properties

The front of the subject property, and well as the other properties along Jackson Avenue (including those on the other side of the street) are already zoned TSA-UN-T as shown on the map in [Attachment A](#). The zoning change is requested for the rear portion of the property, furthest away from the street frontage on Jackson Avenue. The lot is approximately 155 feet deep. The proposed change would be applied to the rear portion of the property which is approximately 80 feet deep and currently undeveloped. It is notable that the properties on both sides of Jackson Avenue have largely been developed for low-density single family residential uses but the current TSA-UN-T zoning allowances would allow additional development. At some time, they could be re-developed at which would result in the same potential impacts on surrounding uses as the proposed zoning changes on the subject property. Extracted tables showing the key differences between the two zoning districts in terms of allowed uses and a comparison between the lot and bulk controls of both districts are included [Attachment D](#) of this report.

Given the depth of the property and that this zone change would apply to the rear portion only in order to make it uniform with the zoning allowances on the front portion of the property, it is staff's opinion that changing from SR-1 to TSA-UN-T for this portion of the property would not lead to changes that are out of character or incompatible with the existing development in the area.

DISCUSSION:

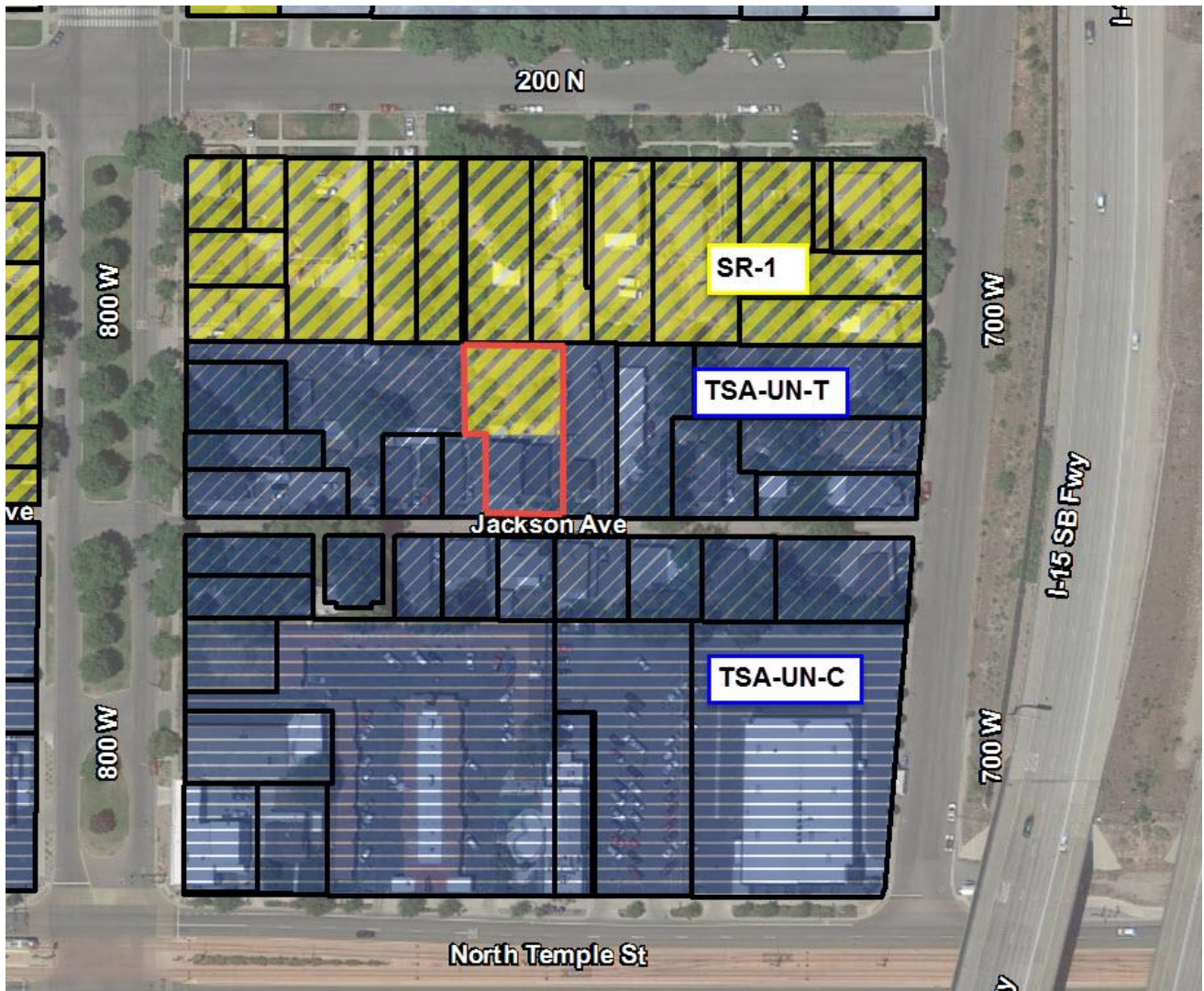
The petitioner has proposed to eliminate the current split-zoning on the property and make the property zoning uniform for future development purposes, yet unspecified. The zone change would eliminate the property owner having to comply with different land use and building regulations on different portions of a single property if the property were to be redeveloped in the future. The change in zoning would also allow some different uses on the entirety of the property in close proximity to mass transit along North Temple, a goal of the Plan. Given the property configuration and the location

of the zone change on the rear portion of the property, it is staff's opinion that the change in zoning would not substantially impact the character of the area or increase current potential impacts.

NEXT STEPS:

The Planning Commission's recommendation will be forwarded to the City Council for their consideration as part of the final decision on this petition. If ultimately approved, the applicant may proceed with the submission of plans for a project under the new TSA-UN-T zoning district. If ultimately denied, the applicant would still be eligible to re-develop or modify the existing development on the property in accordance with the regulations for the existing zones on the respective portions of the subject property.

ATTACHMENT A: Current Zoning, Aerial Photo & Future Land Use Map



FUTURE LAND USE MAP IN THE MASTER PLAN

- Parcels in red represent the Core Area, where an intense level of transit-oriented zoning is appropriate.
- 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.



ATTACHMENT B: Applicant Information

The narrative found on the following page was submitted by the applicant in relation to this project.

Narrative Statement for Rezone Request at 744 W. Jackson Avenue

We, Rod & Jeri Olsen, do hereby formally declare the following:

1. Parcel 08-35-476-022, hereafter known as 744 Jackson Ave, has recently gone through Lot Line Adjustments annexing significant portions of ground into this parcel. (See Zoning Amendment Packet for Special Warranty Deed and Notice of Lot Line Adjustment Approval.)
2. As a result of Lot Line Adjustments, 744 Jackson Ave now has split zoning: Front portion of the lot line adjusted parcel has TSA-UN-T zoning; back portion of the Lot Line Adjusted parcel has SR-1 zoning, as a result of lot line adjustment from 747 W 200 N with SR-1 zoning.
3. Zoning Amendment filed August 24, 2017, is to Amend the Zoning Map. We are requesting the back SR-1 zoning section of 744 Jackson Ave parcel be rezoned to TSA-UN-T zoning to match the front portion of the parcel. TSA-UN-T also follows the same zoning pattern of all other parcels on the southern portion of this geographic block.
4. The purpose of changing the zoning from SR-1 to TSA-UN-T zoning now is to facilitate any future allowable use projects. We do not currently have any proposed projects to submit. We simply want to eliminate the SR-1 split zoning from this new 744 Jackson Ave lot line adjusted parcel by changing back portion zoning from SR-1 to TSA-UN-T zoning, thus creating a uniform TSA-UN-T zoning for the entire new lot line adjusted 744 Jackson Ave parcel.

Respectfully,

Rod & Jeri Olsen
744 Jackson Ave
Salt Lake City, UT 84116

ATTACHMENT C: Existing Conditions

The entire parcel is approximately 0.28 acres (approx. 12, 200 square feet) in size and is split-zoned. Approximately 7,200 square feet of the parcel (58%) on the north is zoned SR-1 while the remaining 5,200 square feet (42%) is zoned TSA-UN-T. The property contains a single-family home on the TSA zoned portion of the parcel where it fronts on Jackson Avenue – photo included below.



Existing single-family dwelling at 744 W. Jackson Avenue

Adjacent Zoning and Development:

Adjacent zoning and land uses include the following:

- North: Zoned SR-1– Special Purpose Residential – developed as single-family homes and some duplexes.
- South: Zoned TSA-UN-T – Transit Station Area Urban Neighborhood Transition zone – developed predominantly as single-family homes.
- East: Zoned TSA-UN-T – Transit Station Area Urban Neighborhood Transition zone – developed predominantly as single-family homes.
- West: Zoned TSA-UN-T – Transit Station Area Urban Neighborhood Transition zone – developed predominantly as single-family homes.

A [map](#) showing the existing zoning in the area is included on page 6 of this report.

The overall development pattern of the area is single-family in nature as it is currently developed. This however is expected to change over time as these properties have not been fully developed under the current zoning allowances of the TSA zone. As such, they could be re-developed at some point in time for more intense uses than the low-density residential pattern that currently exists.

ATTACHMENT D: Zoning Ordinance & Master Plans

EXISTING AND PROPOSED ZONING COMPARISON

The subject property is split-zoned between the SR-1- Special Development Pattern Residential district and TSA-UN-T – Transit Station Area Urban Neighborhood Transition zone. The purpose of each respective zoning district follows:

SR-1 Zoning District

The purpose of the SR-1 special development pattern residential district is to maintain the unique character of older predominantly single-family and two-family dwelling neighborhoods that display a variety of yards, lot sizes and bulk characteristics. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

TSA-UN-T Zoning 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.

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. Refer to the official Salt Lake City zoning map to determine the zoning of the land within each station area.

Urban Neighborhood Station (TSA-UN): An evolving and flexible development pattern defines an urban neighborhood station area. Urban neighborhoods consist of multilevel buildings that are generally lower scale than what is found in the urban center station area. The desired mix of uses would include ground floor commercial or office uses with the intent of creating a lively, active, and safe streetscape.

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 typically serve the surrounding neighborhood and include a broad range of building forms that house a mix of compatible land uses. Commercial uses may include office, retail, restaurant and other commercial land uses that are necessary to create mixed use neighborhoods.

The applicant has requested that the property be changed wholly to the TSA-UN-T zoning district. The main differences in allowed uses between the existing and proposed zoning districts are:

- The TSA-UN-T zoning allows for a variety of housing types while the SR-1 zoning only allows single and two-family residential uses.
- The TSA-UN-T zoning would allow mixed uses, multi-family housing, and commercial and retail that would not be allowed in the SR-1 zoning district.

The following tables show a comparison between the existing and proposed zoning districts. These tables are extracted from the Salt Lake City Zoning Ordinance, Chapters: 21A.24.080: SR-1 and SR-1A Special Development Pattern Residential District; 21A.26.078: Transit Station Area District; 21A.33.020: Table of Permitted and Conditional Uses for Residential Districts; and, 21A.33.035: Table of Permitted and Conditional Uses for Transit Station Area Districts.

ALLOWED USE COMPARISON – PERMITTED AND CONDITIONAL USES IN EACH ZONING DISTRICT

	SR-1 – Special Development Pattern Residential (Existing Zoning)	TSA-UN-T – Transit Station Area Urban Neighborhood Transition (Proposed Zoning)
Community Garden	Conditional	Permitted
Dwelling – Large Group Home	Not allowed (X)	Permitted
Multi-Family Dwelling	X	Permitted
Single-family Attached Dwellings	X	Permitted
Single-family home (detached)	Permitted	Permitted
Twin-home and two-family dwelling	Permitted	Permitted
Brewery, Brewpub, Social Club and Similar	X	Permitted or Conditional depending on size and use
Clinic – Medical or Dental	X	Permitted
Financial Institution	X	Permitted
Government Facility	Conditional	Permitted
Hotel/Motel	X	Permitted
Mixed Use Development	X	Permitted
Office	X	Permitted
Reception Center	X	Permitted
Retail Goods and Stores	X	Permitted (except large-scale retail)

(Note: The table above is an extract from the Zoning Ordinance and is provided to highlight where the allowed uses differ between the zones for the sake of comparison. Uses that are allowed in both zoning districts are generally not included in the table. The Land Use Tables in the Zoning Ordinance provide the full list of uses allowed in each respective zoning district.)

ZONING DISTRICT BULK AND LOT CONTROL COMPARISONS

	SR-1 – Special Development Pattern Residential (Existing Zoning)	TSA-UN-T – Transit Station Area Urban Neighborhood Transition (Proposed Zoning)
Maximum Building Height	Pitched roof: 28-feet to the ridge or average of other principle buildings on block face Flat roof: 20-feet	50-feet generally. However, when adjacent to SR-1, there are additional setback requirements if the building height is increased above 25-feet in order to mitigate the additional height when adjacent to residential zoning.
Front Yard	Average of the existing buildings on the block face. Where no buildings exist, a minimum of 20-feet.	None specified depending on adjacent zoning and street frontage location.
Corner Side Yard Setback	10-feet or no greater than the established setback line of existing building.	None specified
Interior Side Yard Setback	Corner lots – 4 feet. Other: 4 feet one side and 10 feet on other side.	None specified
Rear Yard Setback	25% of the lot depth but not less than 15-feet – need not exceed 30-feet.	None required depending on adjacent zoning and building height. In this case, a rear yard setback of 25-feet is required since the property abuts the SR-1 residential zoning district. This setback would also be increased in proportion to any building over 25-feet in height.
LOT AREA REQUIRED		
Single-family detached dwellings	5,000 square feet	The TSA zoning district specifies a minimum lot area of 2,500 square feet and minimum lot width of 40-feet. These dimensions are not tied to a specific land use in the district.
Single-family attached dwellings (3 or more)	Not allowed	
Twin-home dwelling	4,000 square feet per dwelling unit	
Two-family dwelling	8,000 square feet	
Multi-family dwellings	Not allowed	

NORTH TEMPLE BOULEVARD MASTER PLAN ELEMENTS

The subject property falls within the area discussed in the North Temple Boulevard Master Plan – 800 West Station Area Plan (2010). While the proposal does not meet the future land use map in that plan, it is consistent with other policies contained therein. The proposed changes are generally supported by the visions and policies contained in the plan. The zone change is minor in scope and since it is supported by language in the master plan. This issue is discussed in the Key Issues section of this report and in [Attachment E: Analysis of Standards](#).

PLAN SALT LAKE ELEMENTS & CONSIDERATIONS

Plan Salt Lake (December 2015) outlines an overall vision of sustainable growth and development in Salt Lake City. This includes the development of a diverse mix of uses which is essential to accommodate responsible growth. At the same time, compatibility, that is how new development fits into the scale and character of existing neighborhoods is an important consideration. New development should be sensitive to the context of surrounding development while also providing opportunities for new growth.

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

- Neighborhoods that provide a safe environment, opportunity for social interaction, and services needed for the well-being of the community therein.
 - Maintain neighborhood stability and character.
 - Support neighborhood identity and diversity.
- Growing responsibly while providing people with choices about where they live, how they live, and how they get around.
 - Promote infill and redevelopment of underutilized land.
- Access to a wide variety of housing types for all income levels throughout the city, providing the basic human need and responding to changing demographics.
 - Enable moderate density increases within existing neighborhoods where appropriate.
- A beautiful city that is people focused.

The proposed zoning map amendment and overall project is aligned with the vision and guiding principles contained in Plan Salt Lake and are supported by the policies and strategies in that document as cited above.

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
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;	Complies with Master Plan policy statements	The proposed amendment is consistent with the policy statements in the adopted North Temple Boulevard Plan and 800 West Station Area Plan within that document. This issue is discussed in the Key Issues section of this report Staff finds that the proposed change is consistent with this standard.
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.	Complies	<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>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.</p> <p>The proposed zone change from SR-1 to TSA-UN-T would support the purposes of the zoning ordinance found in Chapter 21A.02.0303: Purpose and Intent as outlined above. The change would help to support the city's residential development (G.) Staff finds that the proposed change complies with this factor.</p>
3. The extent to which a proposed map amendment will affect adjacent properties;	Complies	The requested zoning map change would be applied to the rearmost section of the property parcel. The front of the property as well as the adjacent properties along Jackson Avenue where the parcel has frontage are already zoned TSA-UN-T, the requested zoning district. Additional development over what currently exists on those properties which have largely been developed for low-density, single-family uses is already allowed. In addition, the proposed TSA zoning district requires a 25-foot rear yard setback when located to the SR-1 zoning district and this setback would also be increased in proportion to any building over 25-feet in height. As such, staff finds that the proposed changes would have little impact on adjacent properties and is recommending

		approval of the zone change from the SR-1 to TSA-UN-T zoning district for the requested portion of the property.
4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards	Complies	The subject property is located within the Airport Flight Path Protection Overlay District – Zone H. Properties in Zone H of that overlay are required to meet certain sound attenuation reductions and ventilation standards. No specific development has been proposed at this time or in conjunction with the zoning map amendment. New construction would be subject to meeting these standards as part of the building permit process. Staff finds that the proposed change is consistent with this factor.
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 proposed development of the subject properties was reviewed by the various city departments tasked with administering public facilities and services and no objection was raised in relation to the proposed changes. The city has the ability to provide services to the subject property. If the rezone is approved, the proposal will need to comply with these requirements for future development or redevelopment of the site. City departments will be asked to review any specific development proposals submitted at that time for compliance.

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 project and request for comments sent to the Chairs of the Fairpark Community Council and Poplar Grove Community Council on September 12, 2017
Note: This project falls within the Fairpark CC boundaries but within 600-feet of the boundary line with the Poplar Grove CC. As such, information was sent to both organizations to make them aware of the project and to request their input.
- Staff held a public open house at the City & County Building in the Planning Department on September 21, 2017 to solicit comments on the proposal. No comments were submitted at the open house.
- Neither community council submitted comments in relation to the proposal. In addition, neither organization requested staff or the applicant attend their meetings to answer questions in relation to the proposal or process.

Notice of the public hearing for the proposal included:

- Public hearing notice mailed on: November 30, 2017
- Public hearing notice sign posted on property: November 30, 2017
- Public notice posted on City and State websites and Planning Division list serve: November 30, 2017

Public Input and Comments:

As of the date of this staff report, no public comments have been submitted in relation to the proposal.

ATTACHMENT G: Department Comments

CITY DEPARTMENT COMMENTS

No concerns were raised or comments submitted by any of the reviewing departments that reviewed this proposal.