



# Staff Report

PLANNING DIVISION  
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission  
From: David J. Gellner, AICP, Principal Planner, 801-535-6107, [david.gellner@slcgov.com](mailto:david.gellner@slcgov.com)  
Date: March 22, 2017  
Re: PLNPCM2016-00924: 800 S/900 W and 900 S/900W Nodes - Zoning Map Amendments – Westside Master Plan Implementation

## Zoning Amendment

**PROPERTY ADDRESSES:** 725, 731, 737, 743, 751, 757, 775, 805, 821, 825, 829, 833, 850, 853, 854, 856, 864, 866, 868 S, and 920 S. 900 W., 802, 805, 807, 808, 809, 811, 814, 821, 824, 825, 831, 832, 835, 836, 839, 848, 850, 855, 856, 859, 864, 865, 868, 871, 873 and 876 W. 800 S., 766 S. 800 W., 919, 923, 925, 935, 953, 959, 964, 968, 969, 975, 976 and 995 W. Genesee Ave., 922, 924, 928, 932, 936, 940, 952, 956, 960, 968 and 972 W. 900 S., 910, 920, 940, 942, 946, 960, 962 and 976 W. Montague Ave., and 1013 and 1017 W. Indiana Ave.

**MASTER PLAN:** Westside Master Plan

**ZONING DISTRICT: Current:** RMF-35 & RMF-45 (Residential Multi-Family), CB (Community Business) and R-1/5000 (Single-family Residential)

**Proposed:** R-MU-35 (Residential/Mixed Use), R-MU-45 (Residential/Mixed Use) and FB-UN1 (Form Based Urban Neighborhood)

**REQUEST:** The City is proposing to amend the zoning map designation for eighty (80) individual property parcels located at or near the intersections of 800 South/900 West and 900 South/900 West respectively. The intent of the proposal is to establish the zoning regulations necessary to create a “Community Node” at 800 South /900 West and a “Neighborhood Node” at 900 South/900 West as identified in the Westside Master Plan. To accomplish this, the proposal includes rezoning the identified subject properties from their current RMF-35 (Moderate Density Multi-family Residential), RMF-45 (Moderate/High Density Multi-family Residential, CB (Community Business), and, R-1/5000 (Single-family Residential to R-MU-35 and R-MU-45 (Residential/Mixed Use) and FB-UN1 (Form Based Urban Neighborhood. The properties included in the proposal are currently used for a variety of residential and commercial uses. Some are also vacant or undeveloped parcels or parking lots.

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

The following motion is provided in support of the recommendation:

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

**ATTACHMENTS:**

- A. Vicinity Maps**
- B. Existing Conditions and Development Standards**
- C. Master Plan Elements**
- D. Analysis of Standards**
- E. Public Process and Comments**
- F. Department Review Comments**

**PROJECT DESCRIPTION:**

This proposal is for a zoning map change for eighty (80) individual parcels located at or near the intersections of 800 South/900 West and 900 South/900 West respectively. The intent of the proposal is to establish the zoning regulations necessary to create a “Community Node” at 800 South/900 West and a “Neighborhood Node” at 900 South/900 West as identified in the Westside Master Plan. The proposal includes rezoning the identified subject properties from RMF-35 (Moderate Density Multi-family Residential), RMF-45 (Moderate/High Density Multi-family Residential, CB (Community Business), and, R-1/5000 (Single-family Residential to R-MU-35 and R-MU-45 (Residential/Mixed Use) and FB-UN1 (Form Based Urban Neighborhood. The R-MU-35 and R-MU-45 designations will allow for a greater diversity of housing types and mixed uses to accomplish the stated goals of the Master Plan while the FB-UN1 will be used to moderately increase density and expand housing choices while respecting the existing character of the neighborhood. The identified properties are currently used for a variety of residential and commercial uses. Some are also vacant or undeveloped parcels or parking lots.

The proposed changes to the R-MU-35 and R-MU-45 zones are intended to support the long-term development of these properties in order to provide additional residential growth, while continuing to encourage a mix of uses in the area. Uses such as restaurants, retail goods and services, offices and medical and dental services are not allowed in the RMF-35, RMF-45 or R-1/5000 zones while lower density residential uses are not allowed in the CB zone. Future redevelopment and reinvestment in these properties, in combination with City infrastructure improvements to the public realm, such as street treatments and pedestrian amenities, are intended to help achieve the vision for the Westside community and at these nodes.

The intent of the change to the FB-UN1 zoning district on the identified parcels is to allow some additional residential density and a variety of housing types adjacent to areas that are currently single-family residential or function as open space without negatively impacting adjacent properties. This zone would allow these areas to act as a transition buffer to potentially more intense uses and development allowed in the R-MU-35 and 45 zones and would maintain a general single-family residential character.

The subject properties are located within Poplar Grove which is one of the neighborhoods within the Westside Community. These properties also sit in close proximity to the boundary between Poplar Grove and Glendale, another neighborhood area. The Westside Master Plan recognizes a need to encourage growth, redevelopment, and reinvestment in the Westside in order to support the vision of the Westside Community as a “beautiful, safe, sustainable place for people to live, work, and have fun.” The Master Plan proposes a number of ways to accommodate this growth, and a key component of this includes the concept of “nodes.”

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

There are several different levels of nodes. From lowest to highest intensity of development, these include neighborhood, community, and regional nodes. The Master Plan designates a number of intersections in the

community as “nodes.” The subject properties located close to 800 S 900 W are identified as part of a “community node.” The Master Plan describes this type of node as the following:

*“Community nodes are larger in scale than their neighborhood counterparts because they generally offer retail and services that attract people from a larger area. While some existing community nodes do not have residential components, new developments at these locations should incorporate housing. These nodes provide good opportunities to add density with multi-family residential units. Densities should be on the order of 20 to 30 dwelling units per acre with appropriate building forms to complement adjacent lower density uses if necessary. Accessory dwelling units (ADUs), which are fully separate dwelling units that are located on the same lot as the primary residence, may be appropriate at community nodes. ADUs are an effective way to increase density within the stable areas, especially with the community’s deep single-family lots. Retailers such as grocery stores, clothing stores or small professional offices are appropriate anchors for community nodes. These nodes can also be anchored around or include institutional uses, such as churches, schools or daycares. Community nodes should be comfortable and safe for pedestrians and bicyclists while providing some off-site parking that is located behind or to the side of the buildings. Developments around these type of nodes should also be accessible to regular public transportation service.” (41)*

The subject properties located closer to 900 S 900 W are identified as part of a “neighborhood node.” The Master Plan describes this type of node as the following:

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

The overall scale of the 900 S 900 W Node is smaller than the 800 S 900 W node. At the present time, this node is limited in development. However, it does have great potential as a Recreation node. The Master Plan describes this node as follows:

*“The intersection of 900 West at 900 South was frequently identified within the community as a significant opportunity. There is a small commercial component at the node and the Jordan River is only 700 feet west of the intersection. Additionally, it is already a recreation node: The 9 Line and Jordan River Parkway meet at 900 south and three park with a total of 50 acres of open space are all within a quarter-mile of the intersection. 900 South continues west past 900 West until it meets the river.” (39)*

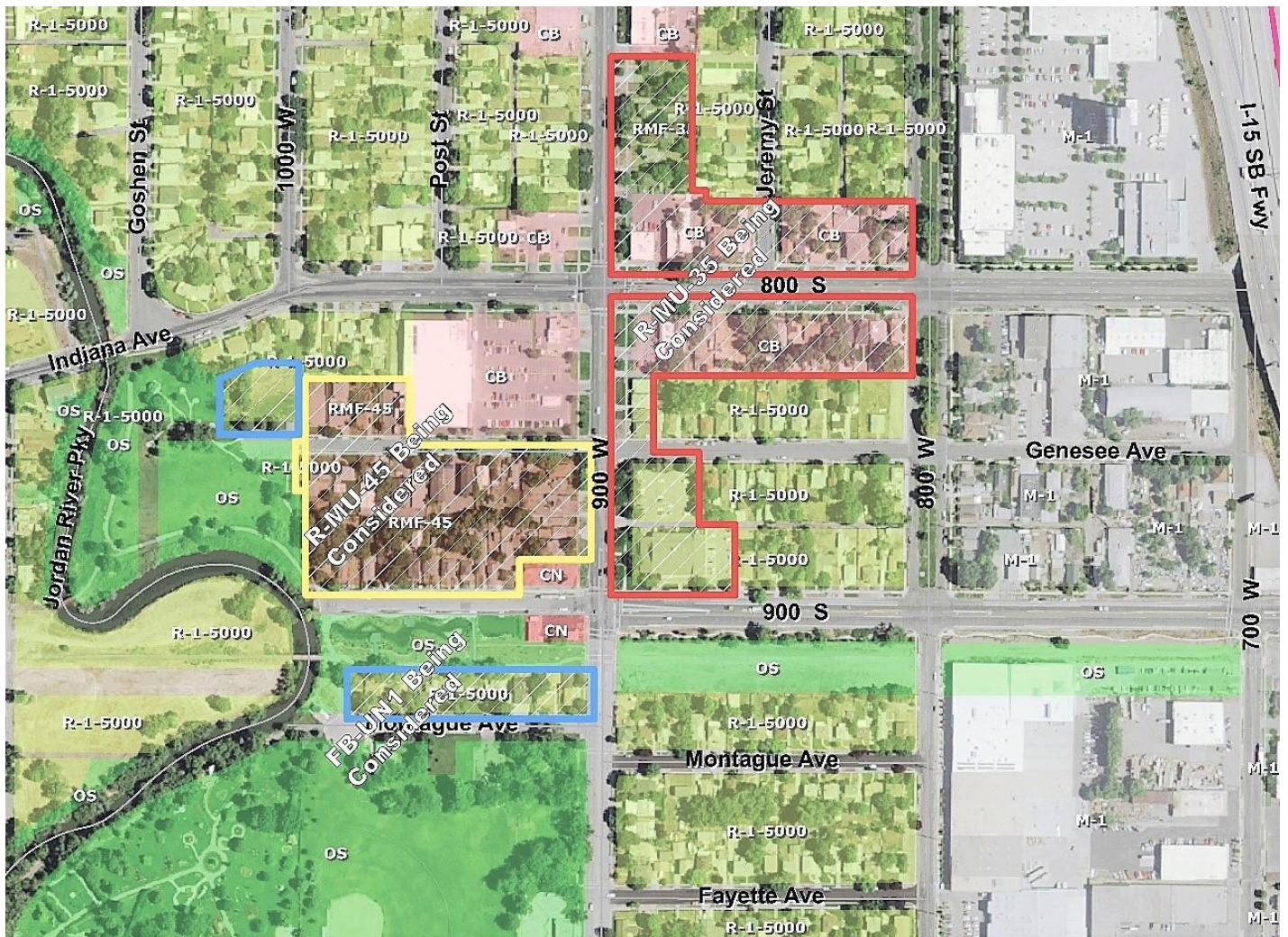
The Master Plan raises the idea that natural connections between these nodes could be beneficial and should be considered in the overall development of the area:

*“It would also be beneficial to consider a commercial connection between this node (900 W 800 S) and the node at 900 South. This smaller node, which has a direct link to the Jordan River and other recreational assets, could provide some smaller neighborhood-scale establishments that may not be appropriate at the larger node. It is also possible and likely that long-term growth at these two nodes will result in their combination into a larger node. It also provides an opportunity for larger development within the two blocks between 800 South and 900 South where a larger development*

could incorporate not only more commercial uses, but also the residential density to support both of the neighborhood uses while the larger uses still draw from the community.” (42)

The purpose of the rezone is to support the development of these nodes into what is envisioned by the Master Plan. Six (6) of the subject properties are currently zoned RMF-35 (Moderate Density Multi-family Residential), twenty-eight (28) are zoned RMF-45 (Moderate/High Density Multi-Family Residential), twenty-eight (28) are zoned CB (Community Business) and eighteen (18) are zoned R-1/5000 (Single-family Residential).

The following map shows the overall area for the proposed zoning changes at both intersections and provides an outline for the properties that are included as well as the specific zone being considered for these properties.



The properties in the rezone area have been developed for a variety of purposes. This includes single-family residential development, some commercial uses, public uses, and some small-scale multi-family development. The current zoning districts impose limitations on what may be developed in the area in terms of residential or commercial uses and more notably, limit the development of a mix of uses vital for these nodes to be vibrant and successful. Having both commercial uses, and the residential density to support businesses located in these nodes is vital to the success of the businesses, and attractive to the residential population which benefits from the convenience and close proximity of these uses.

This proposal will rezone all of the CB parcels east of 900 West on 800 South to R-MU-35 (Residential/Mixed Use). Six parcels on 900 West that are currently zoned RMF-35 (Moderate Density Multi-Family Residential) would also be changed to the R-MU-35 zoning district. The two zoning districts allow for development of similar scale but the RMF-35 zone does not allow for commercial uses or mixed use developments, a desired mix in the area and at the two nodes. In addition, density is more limited in the RMF-35 zoning district since the zone specifies a minimum lot area per unit for multi-family developments and limits the total lot coverage, provisions not included in the R-MU-35 zoning. Finally, four properties zoned R-1/5000 (Single-Family Residential) that front on 900 West would also be changed to R-MU-35. These properties, located to the north of the senior center contain single-family residences. They would remain as legal complying residences and could continue to be used as they currently are. However, these properties could also be redeveloped under the parameters of the R-MU-35 zoning district if the owners chose to do so.

All of the properties within the rezone area that are currently zoned RMF-45 (Moderate/High Density Multi-Family Residential) will be rezoned to R-MU-45 (Residential/Mixed Use). Please see the map on the previous page. The intent of this change is to support the long-term development of these properties to provide additional residential growth, while continuing to encourage a mix of uses in the area. Although the RMF-45 zone currently allows for development of similar scale as the R-MU-45 zone, it does not allow for the same varied mix of residential and commercial uses as the proposed zoning. Uses such as restaurants, retail goods and services, offices and medical and dental services are not allowed in the RMF-45 zone.

A number of parcels zoned R-1/5000 (Single-Family Residential) on Montague Avenue, west of 900 W and south of City-owned property zoned OS (Open Space) along the 9-Line trail would be rezoned to FB-UN1 (Form-Based Code Urban Neighborhood 1 Sub-district). Please see the map on the previous page. The FB-UN1 zoning would also be applied to some parcels at the west end of Genesee Avenue located adjacent to City owned property zoned OS. The FB-UN1 zoning district would allow small scale structures up to 30 feet in height on relatively small lots. Additional density would be allowed over the current R-1/5000 zoning district. However, the FB-UN1 zoning would prohibit commercial uses and development on these properties. This zone would allow these areas to act as a transition buffer to potentially more intense uses allowed in the R-MU-35 and 45 zones and would maintain a general single-family residential character.

**KEY ISSUES:**

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

1. Goals of the Westside Master Plan and Proposed Changes
2. Development Continuity and Zone Compatibility
3. Single-Family Home Status
4. R-MU-35, R-MU-45 and FB-UN1 Zoning Regulations
5. Rezoning Salt Lake City Owned Properties Adjacent to Open Space
6. Public Comments Opposing the Changes

**Issue 1 – Goals of the Westside Master Plan and Proposed Changes**

The proposed zoning amendments implement the policies of the Westside Master Plan by better enabling these two nodes to redevelop and support future growth in the community. These changes generally meet the criteria established in the plan. The R-MU-35 and R-MU-45 zoning changes are intended to provide additional housing opportunities that would not be as easily achieved through the existing RMF-35, RMF-45, CB and R-1/5000 zones. These changes would also allow commercial development opportunities. The additional housing is anticipated to add more activity and population density to the node. Additional information in regard to the Westside Master Plan and how this proposal supports the vision of the plan is included in *Attachment C: Master Plan Elements*.

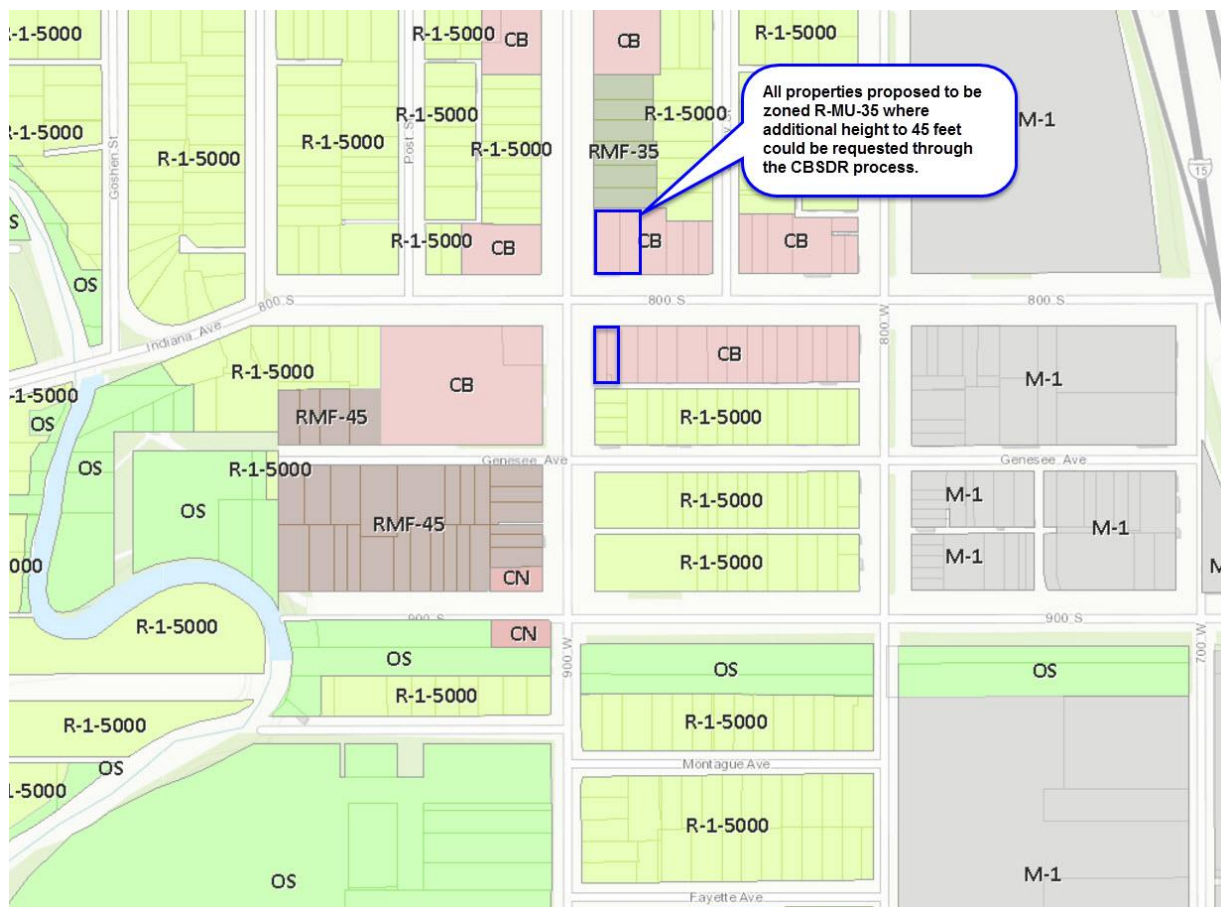
**Issue 2 –Development Continuity and Zone Compatibility**

The properties in the rezone area have been developed for a variety of purposes. This includes single-family residential development, some commercial uses, public uses, and some small-scale multi-family development.

The current zoning districts impose limitations on what may be developed in the area in terms of residential or commercial uses and more notably, limit the development of a mix of uses vital for these nodes to be successful in terms of becoming what was envisioned by the master plan. Having both commercial uses, and the residential density to support businesses located in these nodes is vital to the success of the businesses, and attractive to the residential population which benefits from the convenience and close proximity of these uses.

Numerous properties that front on 800 South are currently zoned CB – Community Business. The proposal will rezone all of the CB parcels east of 900 West on 800 South to R-MU-35 (Residential/Mixed Use). Six parcels on 900 West that are currently zoned RMF-35 (Moderate Density Multi-Family Residential) would also be changed to the R-MU-35 zoning district. Several properties located along the east side of 900 W that are currently zoned R-1/5000 would be changed to R-MU-35 zoning. This includes four (4) parcels south of the shopping plaza zoned CB on the south-east corner of 800 S 900 W as well as the Sunday Anderson Senior Center located on the north-west corner of 900 S 900W and an adjacent parcel that contains parking for the senior center. The senior center use is not clearly defined in the zoning ordinance but similar uses might be a public library or community recreation center based on traffic patterns, parking and usage. Neither of those uses is allowed in the R-1/5000 zoning district. The R-MU-35 zoning district would however allow for a use such as a library but more important, the rezoning of the senior center property would provide additional options to redevelop the property in order to meet future needs. For instance, the R-MU-35 zoning could accommodate a future project that incorporates on-site housing for seniors in conjunction with the senior center as part of a mixed use development if the senior center property was redeveloped. This could act as an important anchor for the corner while also providing housing options for seniors that are in close proximity to shopping and other uses. None of these specific changes has been proposed. Staff is simply illustrating how a change in zoning could allow changes on this specific property.

The CB and R-MU-35 zones are both low-intensity zones and are quite similar in the uses they allow. One notable difference is that R-MU-35 zone limits development that does not have a residential component to 20-feet in



height and limits non-residential uses to the ground floor of the structure. The CB zone allows non-residential buildings up to 30-feet in height but limits the maximum size of building until it must follow the Conditional CBSDR process. The advantage of the R-MU-35 zone over the CB zone is that it would allow for different types of housing, allows additional building height (5 feet more compared to the CB zone) by right. This additional 5-feet would make it easier to build a 3 story building over the CB zone. The R-MU-35 zone would allow for buildings up to 45 feet through the conditional building and site design review process, unless those properties abut single or two-family residential development. Within this area, there are four (4) parcels on which additional height could be applied for through the Conditional Building and Site Design Review process (CBSDR). These four properties by the intersection of 800 South and 900 West are zoned CB and are located on the north-east corner and south-west corners. Since they would not abut single-family residential zoning after the changes, additional height could be requested on these properties through the CBSDR process. The map on the previous page shows these properties.

The proposed rezone from CB to R-MU-35 will not introduce the potential for any new, higher intensity uses that are not already possible under the current zoning. The additional design requirements as well as the height limit of non-residential uses may in fact be less impactful on neighboring properties than what could potentially be built under the current CB zoning. As mentioned previously, several properties on 900 W to the north of 800 S zoned RMF-35 would be changed to R-MU-35. The RMF-35 and R-MU-35 zones are both similar in scale, but the RMF-35 zone only allows for residential uses and not commercial or mixed uses. These uses may introduce some additional impacts over the current zoning. While a maximum height of 45-feet could be approved through the conditional building process in the R-MU-35 zone but this increase would not be allowed where the property abuts a single-family residential district. The additional design requirements of the R-MU-35 may help to lessen these potential impacts on neighboring properties when compared to the current zoning. An illustration of the step backs and other design elements of the R-MU-35 zone is included in *Attachment B: Existing Conditions and Development Standards*. Keeping some properties within the area zoned CB or CN (Neighborhood Commercial) is important to ensure that some commercial activity remains in the nodes in the long term. The proposed R-MU-35 and R-MU-45 zones do not require a commercial or mixed use component. As such, they could be developed as strictly residential.

A number of parcels zoned R-1/5000 (Single-Family Residential) on Montague Avenue, west of 900 W and south of City-owned property zoned OS (Open Space) along the 9-Line trail would be rezoned to FB-UN1 (Form-Based Code Urban Neighborhood 1 Sub-district). The FB-UN1 zoning would also be applied to some City owned parcels at the west end of Genesee Avenue located adjacent to City owned property zoned OS. The FB-UN1 zoning district would allow small scale structures up to 30 feet in height on relatively small lots. Additional density would be allowed over the current R-1/5000 zoning district. However, the FB-UN1 zoning would prohibit commercial uses and development on these properties. This change would allow a variety of housing types adjacent to areas that are currently single-family residential or function as open space and would act as a transition buffer to potentially more intense uses allowed in the R-MU-35 and R-MU-45 zones. The potential change to FB-UN1 on the City owned parcels is discussed further in *Issue 5* of this report.

A large portion of the project area on the west side of 900 W located between 800 S and 900 s is currently zoned RMF-45 although the development pattern is predominantly low density single-family residential. This zone currently allows for multi-family residential development up to 45-feet in height. The intent of this change is to support the long-term development of these properties to provide additional residential growth, while continuing to encourage a mix of uses in the area. Although the RMF-45 zone currently allows for development of similar intensities and scale as the R-MU-45 zone, it does not allow for the same varied mix of residential and commercial uses as the proposed zoning. Uses such as restaurants, retail goods and services, offices including medical and dental are not allowed in the RMF-45 zone.

The proposed change of these properties from RMF-45 to R-MU-45 would not substantially change the size of building that could potentially be built on these properties under the current zoning. While an additional 10 feet in height (to 55 feet) could be approved through the CBSDR process, this increase would not be allowed where the property abuts a single-family or two-family residential district. The map on the following page of this report shows the proposed R-MU-45 properties on which additional height could be requested through the CBSDR process based on adjacent single-family zoning. In addition, the R-MU-45 zoning would require building step backs above 30 feet if the property abuts these same districts. Overall, the R-MU-45 zoning district would have a

similar impact to neighboring properties than the existing RMF-45 zoning in terms of scale. However, the additional requirements in the proposed zone are intended to lessen the impact of buildings on adjacent uses through step back and design requirements. An illustration of the step backs and other design elements of the R-MU-45 zone is included in *Attachment B: Existing Conditions and Development Standards*.



As indicated by the purpose statements for the R-MU-35 and R-MU-45 zones found in *Attachment B – Existing Conditions and Development Standards*, these zones are intended for community and neighborhood nodes such as these. The zoning standards are intended to support mixed-use development along arterials, such as 900 West and to provide a transitional buffer between the arterial and adjacent single-family dwellings. Given the generally low intensity uses that currently exist in these areas, these changes may have some significant impacts if re-development of the area is catalyzed under the new zoning. Existing single-family homes could be replaced with commercial, mixed use or multi-family residential housing which would increase traffic and other impacts in these areas. However, it is important to note that the current zoning on many of these properties allows for more intense uses (RMF-35, RMF-45 and CB) than the low density largely residential development pattern that currently exists. While these properties have not been fully developed under the current zoning allowances, they could be re-developed at some point which would result in similar impacts on surrounding uses as the proposed zoning changes. The proposed zoning changes would help incentivize the construction of additional housing units, which helps to address the City’s housing concerns, a noted need.

Planning staff considered different possibilities for zoning districts at these two nodes but ultimately determined that the proposed mix of zones was most appropriate. This mix would allow for additional uses and increased residential densities which support the goals of the different nodes, while also allowing additional commercial



uses in the area, a need that has been identified in the Master Plan. The proposed changes also take into consideration the building scale that is currently allowed in the area. The current zoning limits the density in the node while additional housing allowed by these changes is anticipated to add more activity to the nodes and create neighborhood activity centers, in line with the vision of the Westside Master Plan.

### **Issue 3 – Single-Family Home Status**

As referenced in Issue 1, numerous single-family homes within the rezone area would be changed to either R-MU-35, R-MU-45 or FB-UN1. Single-family homes are allowed in all of the proposed zoning districts.

Several single-family homes along 800 South that are currently zoned CB that would be changed to R-MU-35. Single-family homes are not an allowed use in the CB zoning district, but these homes are considered “legal complying” single-family homes. These homes can also be expanded and rebuilt, although there are special size restrictions due to their status. The change from CB to R-MU-35 recognizes the current use and would make it more straightforward to expand or replace the existing homes if the owners chose to do so.

### **Issue 4– R-MU-35, R-MU-45 and FB-UN1 Zoning Regulations**

Changes to the R-MU-35 and R-MU-45 zoning districts were adopted by City Council in 2015. These changes were intended to allow for more flexibility for developers and encourage new development, while also reducing the impact new development may have on single family areas. In addition, design standards were incorporated into the regulations to help ensure higher quality development. The adopted regulations include the following elements:

- Elimination of density limits
- Additional design standards, such as architectural detailing and material restrictions
- Stepping requirement for the sides of buildings next to single/two family zones

Building scale when comparing the R-MU-35 zone to the existing CB or RMF-35 zone or when comparing the proposed R-MU-45 zoning to the existing RMF-45 zone is an important consideration. While the scale is similar to what the current zoning allows, the proposed zones focus more on character while the existing zones focus on density and include a limited range of design standards. This full range of design elements and standards incorporated into R-MU-35 and R-MU-45 zoning districts are important within the context of the proposed changes to these nodes. These design standards and elements were specifically incorporated into these zoning districts to promote appropriately-scaled development that is pedestrian oriented in nature while reinforcing the mixed use character of new development and potential impacts in mixed use development nodes such as these. A summary of the R-MU-35 and R-MU-45 zoning regulations is located in *Attachment B: Existing Conditions and Development Standards*.

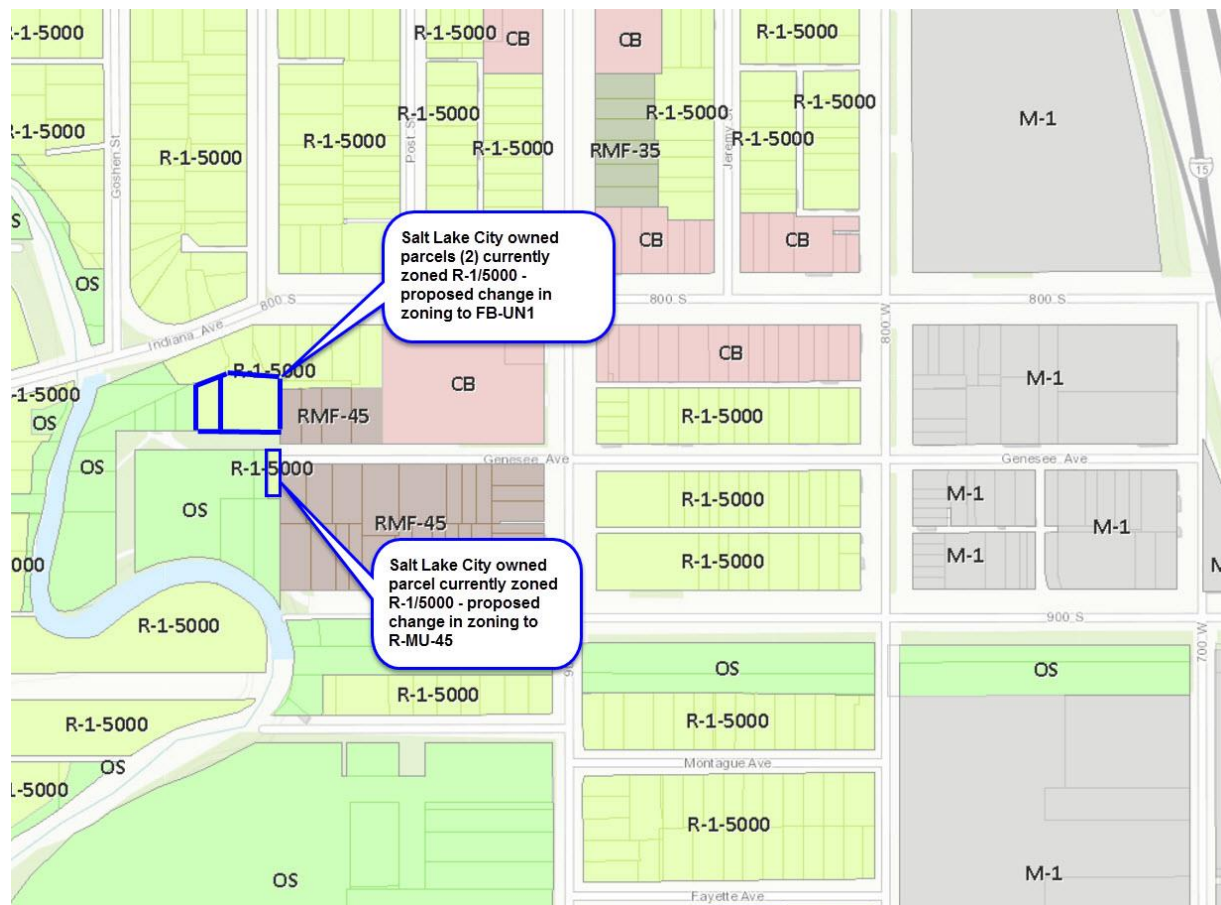
The FB-UN1 zoning district would allow additional density over the current R-1/5000 zoning district but would prohibit commercial uses and development. This change would allow a variety of housing types, such as single family homes, duplexes, townhomes and detached dwelling units adjacent to areas that are currently single-family residential or function as open space and would act as a transition buffer to potentially more intense uses allowed in the R-MU-35 and 45 zones. These areas would for all intents and purposes, remain single-family residential in scale.

The proposed zoning amendments implement the policies and vision of the Westside Master Plan by better enabling these two nodes to redevelop and support future growth, both residential and commercial in the community. Allowing growth at nodes also helps to reduce the development pressure on well-established neighborhoods, as there is space for new development to occur outside or on the edges of the single family neighborhoods.

### **Issue 5 – Rezoning Salt Lake City Owned Properties Adjacent to Open Space**

As mentioned in Issue 2 above, this proposal calls for two (2) City owned parcels zoned R-1/5000 located at the west end of Genesee Avenue located adjacent to City owned property zoned OS to be rezoned to FB-UN1. The proposal also calls for a small parcel in this area that is zoned R-1/5000 to be changed to R-MU-45. A map

showing these parcels is included on the next page. The intent of the proposed change is to provide a transition zone or buffer between the open space and potentially more intense uses allowed in the R-MU-45 zone for the FB-UN1 parcels and to make the R-MU-45 zoning block more uniform with the inclusion of the one small parcel. These properties are currently vacant and lack street frontage, limiting the type of development that could occur on them under the existing or proposed zoning. The proposed change does however bring up a policy question as to whether these properties should ultimately remain as open space or used for something else. If they were to remain open space, they would provide an additional buffer between the existing open space and any adjacent development. It is unclear if the Parks Department has future development plans for these properties or if the City has an intent to surplus them. Staff is looking for some insight from the Planning Commission in regard to the proposed zoning changes on these properties. If the Parks Department has future plans for these properties, then a change from the existing R-1/5000 zoning to OS or a Public Lands (PL) designation might be more appropriate for all three (3) parcels. Public Lands (PL) zoning would allow some limited uses that could act in support of the open space as opposed to the OS designation. Another option would be to leave these properties zoned as they currently are until such time that the City has more defined plans for these properties or has made a determination to surplus them.



**Issue 6 – Public Comments Opposing the Proposed Changes**

Through the various open houses, the following issues were identified through public comments. The comment below was submitted by Ray Wheeler, an area resident and Project Director working on “Nature in the City”. The full text of the email submitted by Mr. Wheeler is included in *Attachment E: Public Process and Comments*

*On behalf of the many organizations supporting the riparian restoration plan and many of my neighbors, I urge you not to zone for multiple story "mixed use" commercial buildings, rising as high*

*as five stories, right to river's edge between Smith's Food King and Jordan Park. We see the proposed "urban wilds" corridor along the river as a potentially powerful economic asset to the entire west side of Salt Lake City. Here's why: cities that protect their natural assets are more desirable places for cutting-edge technology businesses and individuals to relocate to. A beautiful and natural and spacious river corridor will be a great draw to our west side neighborhoods, and the perfect complement to small commercial business nodes such as the one that you propose for the 800 South/900 West "node."*

The properties referenced by Mr. Wheeler are privately owned and currently zoned RMF-45. While it might be desirable to protect a wider corridor along the river, the City does not have any plans to acquire the land. As long as the property remains privately owned, the City has to allow some economic use of the property that is similar to other similarly situated properties. Therefore, the proposal is to include these properties in the proposed zoning change.

Other negative comments received by staff included the following:

- I am against multi-family zoning and for more open green spaces. (Jim Espeland - Open House – 05/12/2016).
- Please improve and ensure better safety and security in neighborhoods before starting new development. (D B Troester - Open House – 05/12/2016).

Many of the properties would already allow multi-family development under their current zoning designation. While these properties have not been fully developed under the current zoning allowances, they could be re-developed at some point which would result in similar impacts on surrounding uses as the proposed zoning changes. Additional multi-family housing will help to address the City's housing needs.

In terms of neighborhood security concerns, there are advantages to having more people living in an area through increased density. These "eyes on the street" help to improve security and safety. If there are existing problems in a given area, they can be addressed by civil enforcement staff or police, depending on the nature of the concerns.

Numerous positive comments in relation to the proposed changes were also received by staff at the various open houses. Those comments indicated support for the proposed changes and the desire for multi-family and mixed use development in the area.

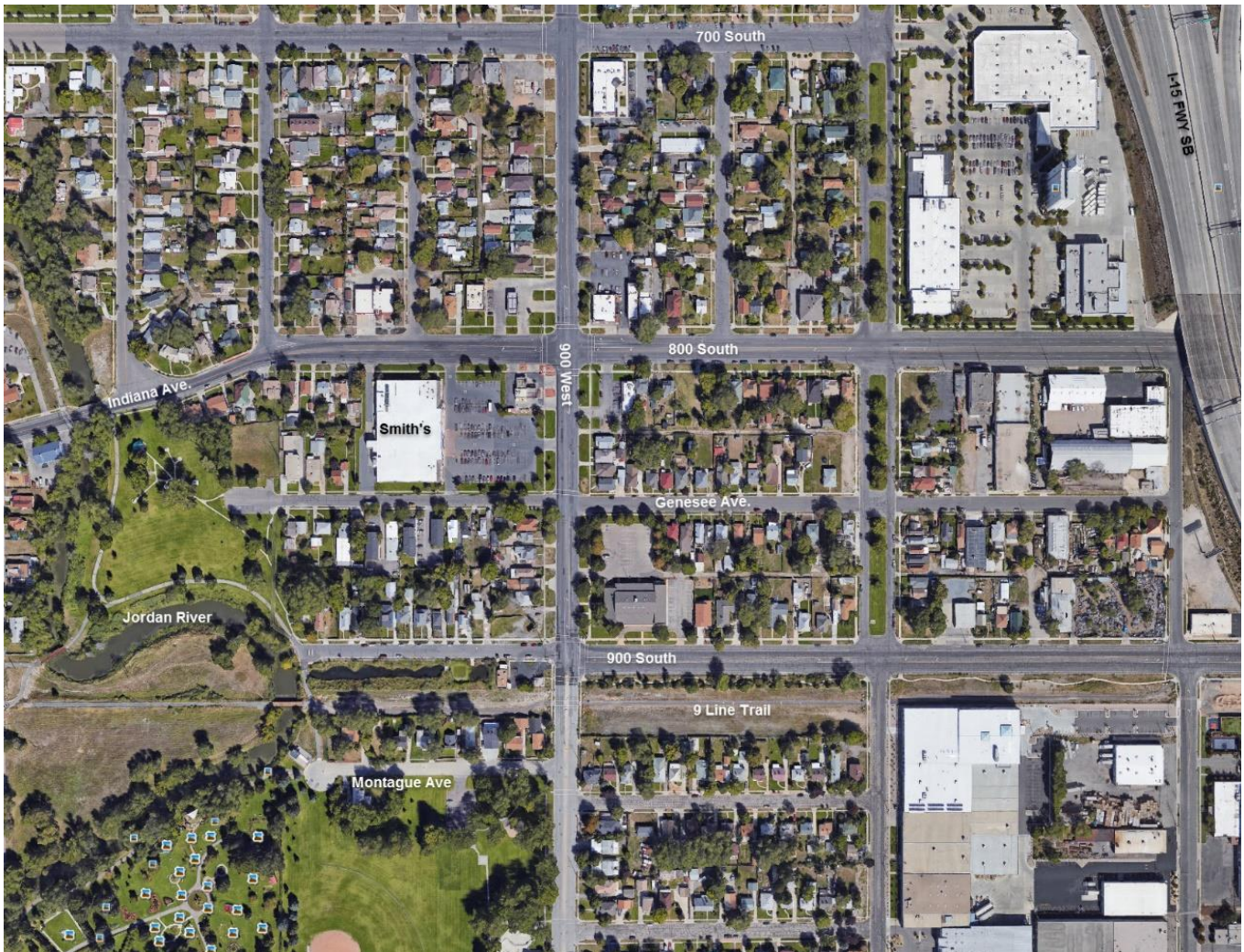
#### **NEXT STEPS:**

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

If the zoning map amendments are approved, by the City Council, the properties will be given a zoning designation of R-MU-35 or R-MU-45 (Residential/Mixed Use), or FB-UN1 (Form Based Urban Neighborhood) as identified within the project area. No immediate changes would happen to these properties and they could continue to remain as they are. Any future development of these properties would need to comply with their respective zoning regulations. The general zoning district development standards for the proposed zones are located in *Attachment B: Existing Conditions and Development Standards*.

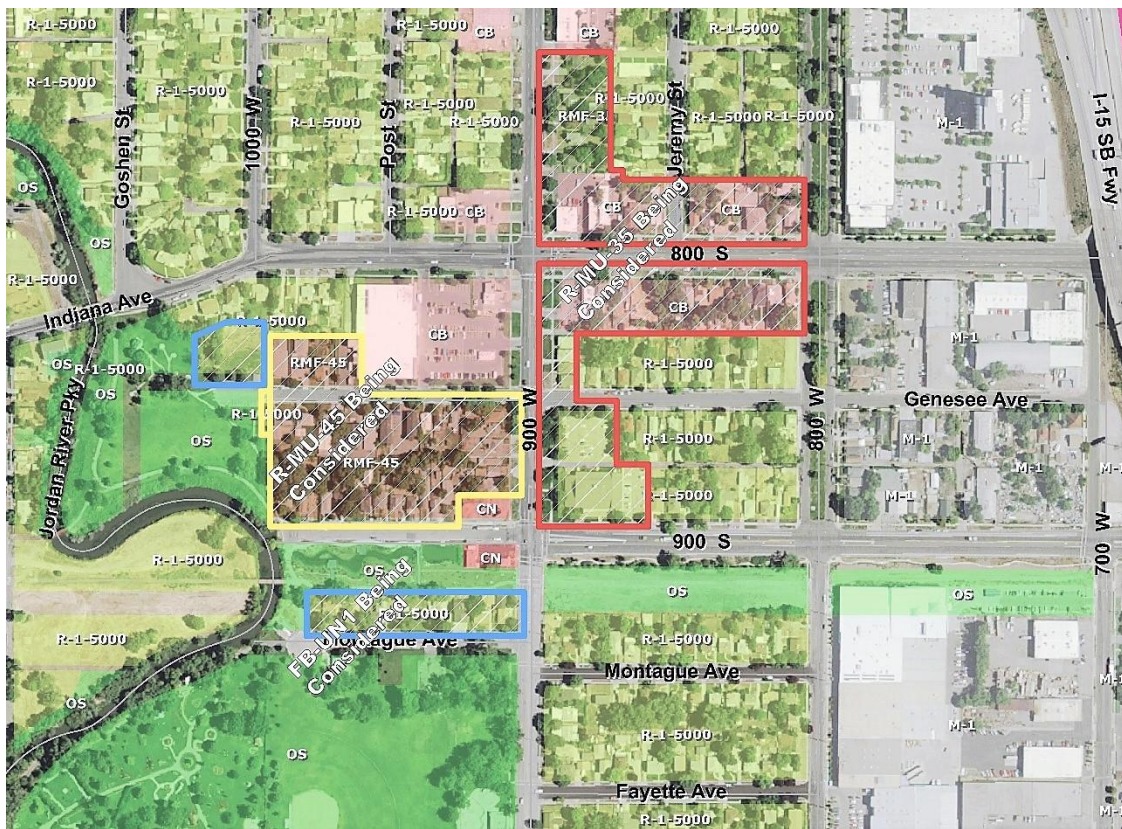
If the zoning map amendments are denied, the properties will remain zoned RMF-35 & RMF-45 (Residential Multi-Family), CB (Community Business) and R-1/5000 (Single-family Residential) respectively. With this zoning, the properties will be allowed to develop within the current zoning regulations. A summary list of uses allowed in this zone is located in *Attachment B*.

# ATTACHMENT A: VICINITY MAPS



Aerial view of the two (2) intersection nodes at 800 S 900 W and 900 S 900 W

## CURRENT AND PROPOSED ZONING NEAR THE TWO (2) INTERSECTION NODES



## ATTACHMENT B: EXISTING CONDITIONS & DEVELOPMENT STANDARDS

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Given the scope of the rezone proposal and number of properties involved, it is difficult to discuss the parcels individually. However, the following photos are intended to provide an overview of the typical development patterns and existing development within the rezone area, particularly near the main intersections.



Oblique aerial view of the intersection of 800 S 900 W



Intersection of 800 S 900 W looking NE towards Campos market. Street view looking north on 900 w.

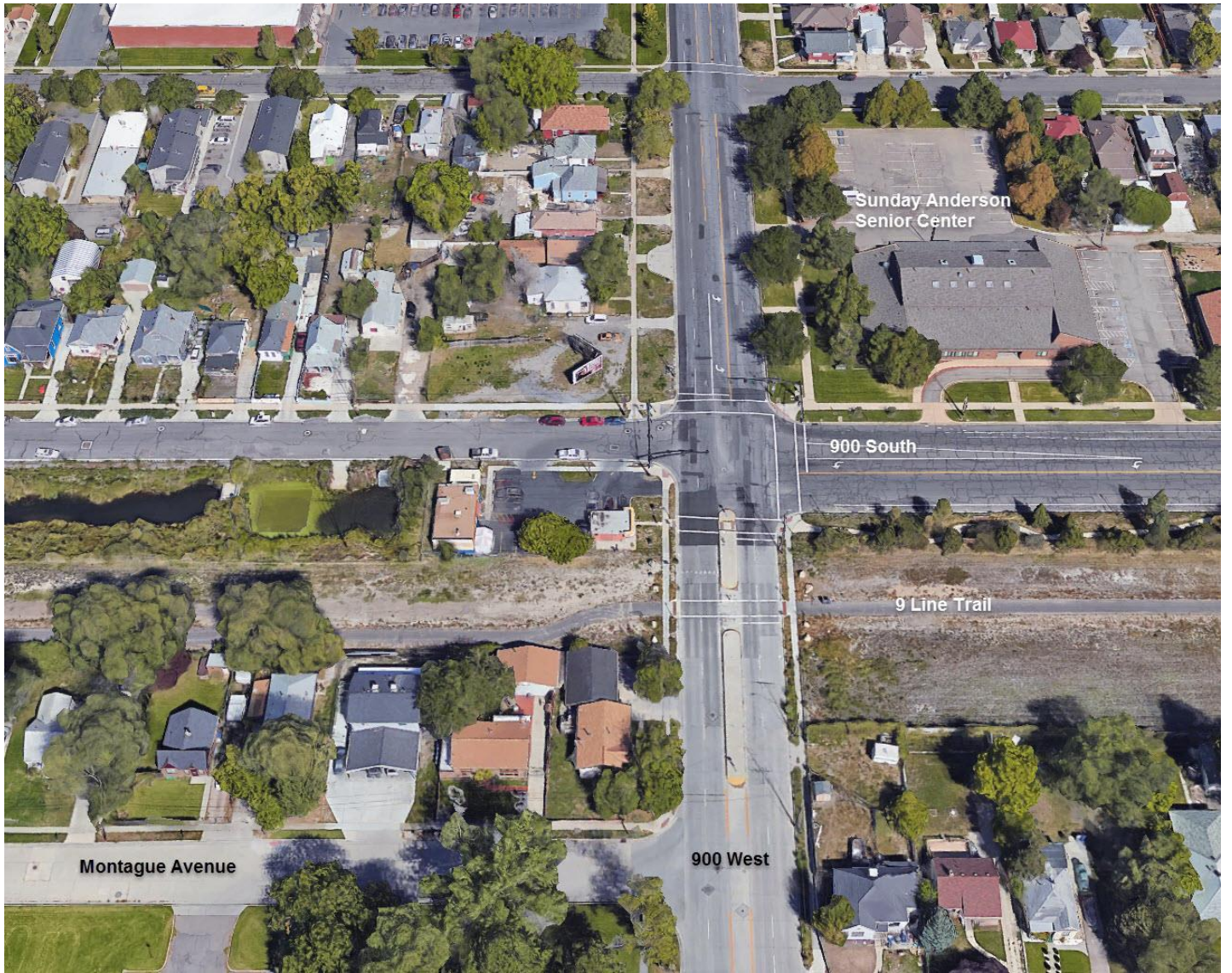


Street view looking east on 800 S from the SE corner of 800 S 900 W



View looking south on 900 W from the SE corner of 800 S 900 W





Oblique aerial view of the intersection of 900 S 900 W



Northwest corner of the intersection of 900 S 900 W taken from the SE corner



Sunday Anderson Senior Center located on the north-east corner of 900 S 900 W

**Current RMF-35, RMF-45, R-1/5000 and CB Zoning Standards**

The properties proposed for rezoning are currently zoned a mix of RMF-35, RMF-45, CB and R-1/5000. The following tables provide the general yard and bulk requirements for the existing and proposed zoning districts.

<b>RMF-35 Development Standards (21A.24.130)</b>					
<b>MAX. BUILDING HEIGHT</b>	<b>LOT COVERAGE</b>	<b>FRONT YARD</b>	<b>REAR YARD</b>	<b>SIDE YARD</b>	<b>LANDSCAPE YARDS</b>
35 feet	40-45%	20 feet	25% of lot depth but not less than 15 feet and not more than 25 feet	Corner: 10 feet Interior: 10 feet and 4 feet	Front and corner side yards

<b>RMF-45 Development Standards (21A.24.140)</b>					
<b>MAX. BUILDING HEIGHT</b>	<b>LOT COVERAGE</b>	<b>FRONT YARD</b>	<b>REAR YARD</b>	<b>SIDE YARD</b>	<b>LANDSCAPE YARDS</b>
45 feet	60%	20% of lot depth but not to exceed 25 feet	25% of lot depth but not to exceed 30 feet	Corner: 10-20 feet depending on use Interior: 4-10 feet depending on use	Front and corner side and for on interior lots, one side yard.

<b>R-1/5000 Development Standards (21A.24.070)</b>					
<b>MAX. BUILDING HEIGHT</b>	<b>LOT COVERAGE</b>	<b>FRONT YARD</b>	<b>REAR YARD</b>	<b>SIDE YARD</b>	<b>LANDSCAPE YARDS</b>
28 feet for pitched roofs 20 feet for flat roofs	40%	Average of front yards for existing buildings on block face.  Where none, 20 feet minimum	25% of lot depth or 20 feet, whichever is less	Corner: 10 feet Interior: 4 feet on corner lots  4 feet on one side and 10 feet on the other for interior lots	

**CB Development Standards (21A.26.030)**

<b>MAX. BUILDING HEIGHT</b>	<b>LOT COVERAGE</b>	<b>FRONT YARD</b>	<b>REAR YARD</b>	<b>SIDE YARD</b>	<b>LANDSCAPE YARDS</b>
30 feet	Buildings in excess of 7,500 gross square feet of floor area for a first floor footprint or in excess of 15,000 gross square feet floor area overall, shall be allowed only through the conditional building and site design review process	None required	10 feet	None required	If a front or corner side yard is provided, such yard shall be maintained as a landscape yard.

**Proposed Zoning - R-MU-35, R-MU-45, and FB-UN1 – Zoning District Purposes**

The purpose of the R-MU-35 zone is as follows:

*The purpose of the R-MU-35 residential/mixed use district is to provide areas within the city for mixed use development that promote residential urban neighborhoods containing residential, retail, service commercial and small scale office uses. The standards for the district reinforce the mixed use character of the area and promote appropriately scaled development that is pedestrian oriented. This zone is intended to provide a buffer for lower density residential uses and nearby collector, arterial streets and higher intensity land uses.*

The purpose of the R-MU-45 zone is as follows:

*The purpose of the R-MU-45 residential/mixed use district is to provide areas within the city for mixed use development that promotes residential urban neighborhoods containing residential, retail, service commercial and small scale office uses. The standards for the district reinforce the mixed use character of the area and promote appropriately scaled development that is pedestrian oriented.*

The purpose of the FB-UN1 zone is as follows:

*The purpose of the form based districts is to create urban neighborhoods that provide the following:*

- 1. People oriented places;*
- 2. Options for housing types;*
- 3. Options in terms of shopping, dining, and fulfilling daily needs within walking distance or conveniently located near mass transit;*
- 4. Transportation options;*
- 5. Access to employment opportunities within walking distance or close to mass transit;*
- 6. Appropriately scaled buildings that respect the existing character of the neighborhood;*
- 7. Safe, accessible, and interconnected networks for people to move around in; and*
- 8. Increased desirability as a place to work, live, play, and invest through higher quality form and design.*

R-MU-35, R-MU-45, and FB-UN1 Zoning Standards – Proposed Zoning

R-MU-35 Development Standards (21A.24.164)					
MAX. BUILDING HEIGHT	LOT COVERAGE	FRONT YARD	REAR YARD	SIDE YARD	LANDSCAPE YARDS
<p>35 feet (up to 45 feet through the Conditional Building and Site Design Review process except when next to single or two-family residential)</p> <p>20 feet for nonresidential buildings</p>	No maximum specified.	<p>Varies by use.</p> <p>5 feet minimum and 10 feet maximum for residential uses</p> <p>5 feet minimum and 15 feet maximum for multi-family and non-residential or mixed use</p>	<p>Varies by use.</p> <p>20% of lot depth but not to exceed 20-25 feet on residential uses.</p> <p>20% of lot but not to exceed 30 feet for multi-family and non-residential or mixed use</p>	<p><b><u>Residential</u></b></p> <p>Corner side: minimum 5 feet and maximum 10 feet on residential uses</p> <p>Interior side: 4 feet on residential uses</p> <p><b><u>Commercial/Multi-Family/Mixed Use</u></b></p> <p>Corner side: minimum 5 feet and maximum 15 feet</p> <p>Interior: No setback is required unless an interior side yard abuts a single- or two-family residential district. When a setback is required, a minimum ten foot (10') setback must be provided, and the minimum side yard setback shall be increased one foot (1') for every one foot (1') increase in height above twenty five feet (25'). Buildings may be stepped so taller portions of a building are farther away from the side property line. The horizontal measurement of the step shall be equal to the vertical measurement of the taller portion of the building.</p>	<p>20% open space required for residential uses and mixed uses containing residential uses.</p> <p>Landscape buffers required when abutting single or two-family residential</p>

**R-MU-45 Development Standards (21A.24.168)**

MAX. BUILDING HEIGHT	LOT COVERAGE	FRONT YARD	REAR YARD	SIDE YARD	LANDSCAPE YARDS
<p>45 feet – up to 55 feet through the Conditional Building and Site Design Review process except when next to single or two-family residential</p> <p>20 feet for non-residential buildings</p>	<p>No maximum specified.</p>	<p>Varies by use.</p> <p>5 feet minimum and 10 feet maximum for residential uses</p> <p>5 feet minimum and 15 feet maximum for multi-family and non-residential or mixed use</p>	<p>Varies by use.</p> <p>20% of lot depth but not to exceed 20-25 feet on residential uses.</p> <p>20% of lot but not to exceed 30 feet for multi-family and non-residential or mixed use</p>	<p><b><u>Residential</u></b></p> <p>Corner side: minimum 5 feet and maximum 10 feet on residential uses</p> <p>Interior side: 4 feet on residential uses</p> <p><b><u>Commercial/Multi-Family/Mixed Use</u></b></p> <p>Corner side: minimum 5 feet and maximum 15 feet</p> <p>Interior: No setback is required unless an interior side yard abuts a single- or two-family residential district. When a setback is required, a minimum ten foot (10') setback must be provided, and the minimum side yard setback shall be increased one foot (1') for every one foot (1') increase in height above thirty feet (30'). Buildings may be stepped so taller portions of a building are farther away from the side property line. The horizontal measurement of the step shall be equal to the vertical measurement of the taller portion of the building.</p>	<p>20% open space required for residential uses and mixed uses containing residential uses.</p> <p>Landscape buffers required when abutting single or two-family residential</p>

<b>FB-UN1 Development Standards (21A.27.050)</b>					
<b>MAX. BUILDING HEIGHT</b>	<b>LOT COVERAGE</b>	<b>FRONT YARD</b>	<b>REAR YARD</b>	<b>SIDE YARD</b>	<b>LANDSCAPE YARDS</b>
30 feet – maximum of 2.5 stories	No maximum specified.	Average of block face or minimum of 10 feet and maximum of 20 feet	Minimum of 20% of lot depth up to 25 feet.  Cottage development: 4 feet minimum	Corner: block face average of min. 10 feet and max. 20 feet  Interior: minimum of 4 feet	

**R-MU-35 and R-MU-45 Zoning Standards**

The following illustrations are provided to demonstrate the development and building design standards for the R-MU-35 and R-MU-45 zoning districts. These illustrations are provided to illustrate the design, step backs and set backs that might be typical for a mixed use, commercial or multi-family residential development adjacent to single or two-family uses. Both zones allow for more traditional single-family and townhome development.

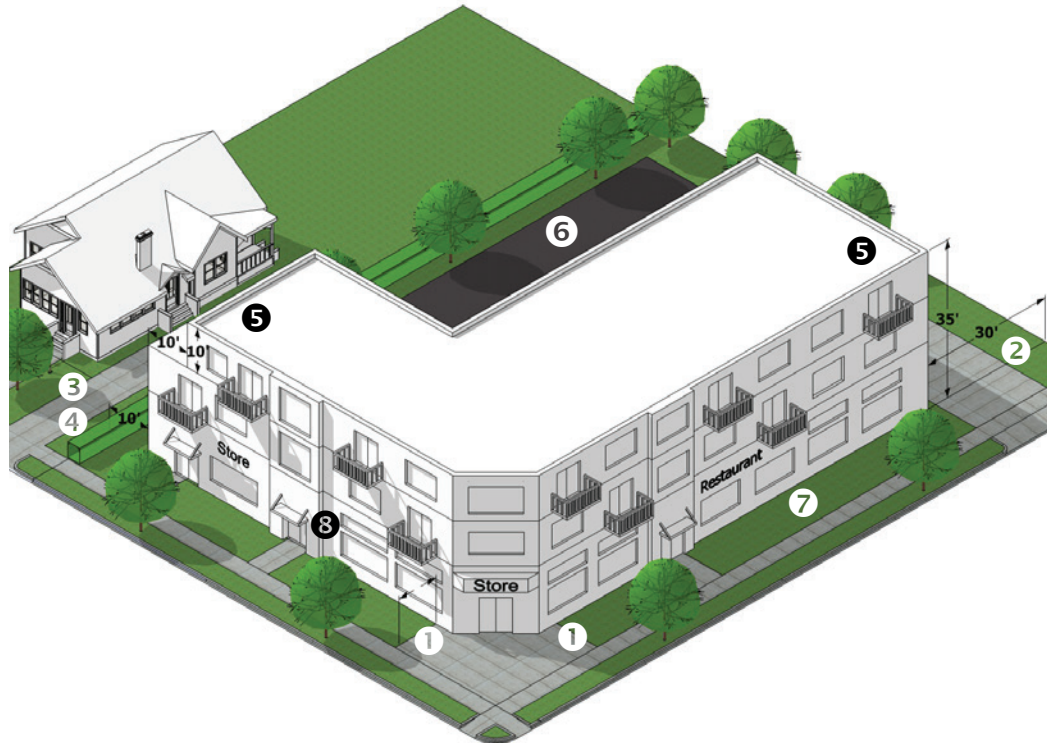
# R-MU-35

## RESIDENTIAL/MIXED USE MAX HEIGHT: 35 FT

## REGULATIONS SUMMARY FOR MULTI-FAMILY AND MIXED USE DEVELOPMENT



Development Examples



Zoning Diagram of Mixed Use Building Next to a Single/Two-Family Zone

R-MU-35 Development Standards (21A.24.164) For Multi-family Residential & Mixed Uses									
LOT WIDTH	LOT AREA	FRONT/CORNER SIDE YARD ①	REAR YARD ②	SIDE YARDS ③	LANDSCAPE BUFFERS ④	HEIGHT ⑤	SURFACE PARKING ⑥	OPEN SPACE ⑦	MIXED USE LIMITATION ⑧
Min 25'	5,000 sq ft min	Min 5'; Max 15'	25% of lot depth, need not exceed 30'	10' next to single/two-family residential zones	10' next to single/two-family residential zones	35' max <sup>1</sup> ; 25' max at 10' side yard setback next to single/two-family zones <sup>2</sup>	Located behind front line of the building	Min 20% of lot area, includes yards, plazas, and courtyards	Non-residential use limited to 1st floor

1. When not next to single/two-family zones, an additional 10' of height (for 45' of total max height) may be obtained through the Conditional Building and Site Design process if supported by the applicable master plan. (See 21A.59.)
2. Additional height beyond 25' (up to 35') must be setback or stepped 1' horizontally for every 1' of additional height when next to single/two-family zones.

R-MU-35 Building Design Standards*						
GROUND FLOOR GLASS	GROUND FLOOR ACTIVE USES	GROUND FLOOR BUILDING MATERIALS	ENTRANCES	MAXIMUM LENGTH OF BLANK WALLS	BUILDING EQUIPMENT & SERVICE AREAS	PARKING STRUCTURES
60% glass (40% for residential uses) & non-reflective, allows 5' of visibility into building,	75% of ground floor facade must include uses other than parking; shall extend min 25' into building	80% of wall area, besides windows and doors, shall be clad in durable materials, i.e. brick, masonry, textured/patterned concrete or cut stone	Min 1 entry for each street facing facade; additional entry required for each 75' of facade	No blank walls over 15' long; must be broken up by windows, doors, art, or architectural detailing.	On roof or in rear yard. Sited to minimize visibility or screened and enclosed to appear to be an integral part of the architectural design of the building.	Unattached parking structures shall be setback 45' from front property line or behind building

\*These design standards apply for new construction, additions of 1,000 sq ft or more that extend a street facing building facade, or additions that increase the height of an existing building. These may be modified through Conditional Building and Site Design Review process. (See 21A.59)

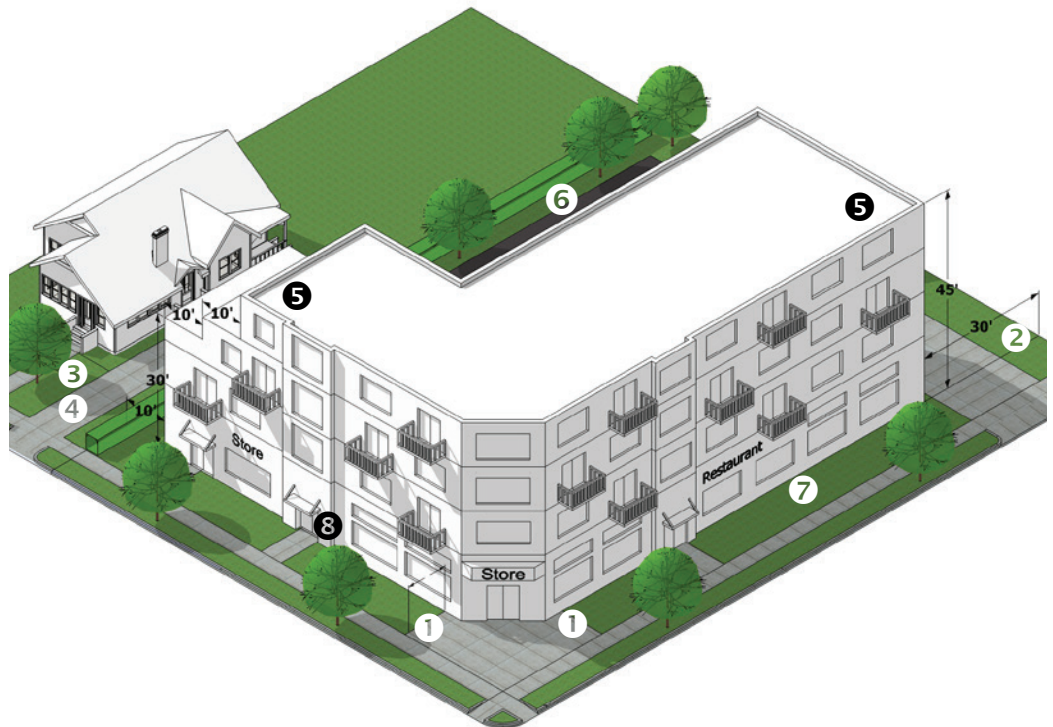
The above information is a synopsis of the regulations. Please see the zoning ordinance for the complete regulations.



# R-MU-45

## RESIDENTIAL/MIXED USE MAX HEIGHT: 45 FT

## REGULATIONS SUMMARY FOR MULTI-FAMILY AND MIXED USE DEVELOPMENT



Development Examples

Zoning Diagram of Mixed Use Building Next to a Single/Two-Family Zone

R-MU-45 Development Standards (21A.24.168) For Multi-family Residential & Mixed Uses									
LOT WIDTH	LOT AREA	FRONT/CORNER SIDE YARD ①	REAR YARD ②	SIDE YARDS ③	LANDSCAPE BUFFERS ④	HEIGHT ⑤	SURFACE PARKING ⑥	OPEN SPACE ⑦	MIXED USE LIMITATION ⑧
Min 25'	5,000 sq ft min	Min 5'; Max 15'	25% of lot depth, need not exceed 30'	10' next to single/two-family residential zones	10' next to single/two-family residential zones	45' max <sup>1</sup> ; 30' max at 10' side yard setback next to single/two-family zones <sup>2</sup>	Located behind front line of the building	Min 20% of lot area, includes yards, plazas, and courtyards	Non-residential use limited to 1st floor

1. When not next to single/two-family zones, an additional 10' of height (for 55' of total max height) may be obtained through the Conditional Building and Site Design process if supported by the applicable master plan. (See 21A.59.)
2. Additional height beyond 30' (up to 45') must be setback or stepped 1' horizontally for every 1' of additional height when next to single/two-family zones.

R-MU-45 Building Design Standards*						
GROUND FLOOR GLASS	GROUND FLOOR ACTIVE USES	GROUND FLOOR BUILDING MATERIALS	ENTRANCES	MAXIMUM LENGTH OF BLANK WALLS	BUILDING EQUIPMENT & SERVICE AREAS	PARKING STRUCTURES
60% glass (40% for residential uses) & non-reflective, allows 5' of visibility into building,	75% of ground floor facade must include uses other than parking; shall extend min 25' into building	80% of wall area, besides windows and doors, shall be clad in durable materials, i.e. brick, masonry, textured/patterned concrete or cut stone	Min 1 entry for each street facing facade; additional entry required for each 75' of facade	No blank walls over 15' long; must be broken up by windows, doors, art, or architectural detailing.	On roof or in rear yard. Sited to minimize visibility or screened and enclosed to appear to be an integral part of the architectural design of the building.	Unattached parking structures shall be setback 45' from front property line or behind building

\*These design standards apply for new construction, additions of 1,000 sq ft or more that extend a street facing building facade, or additions that increase the height of an existing building. These may be modified through Conditional Building and Site Design Review process. (See 21A.59)

The above information is a synopsis of the regulations. Please see the zoning ordinance for the complete regulations.

**Zoning District Comparisons – Allowed Uses in the Existing and Proposed Zones**

The following table provides a summary of some of the allowed uses in the existing and proposed zoning districts. The table is extracted from the Land Use Tables in the Zoning Ordinance and does not show the entire range of uses allowed in each of these districts.

	<b>R-1/5000 (Existing)</b>	<b>FB-UN1 (Proposed)</b>	<b>CB (Existing)</b>	<b>RMF-35 (Existing)</b>	<b>R-MU-35 (Proposed)</b>	<b>RMF-45 (Existing)</b>	<b>R-MU-45 (Proposed)</b>
<b>Single Family Homes</b>	P	P		P	P	P	P
<b>Townhomes &amp; Row Houses</b>		P	P	P	P	P	P
<b>Duplex &amp; Twin Homes</b>		P		P	P		P
<b>Mixed Use Developments</b>			P		P		P
<b>Office – not medical or dental</b>			P		P		P
<b>Reception Center</b>			P		P		P
<b>Restaurant</b>			P		P		P
<b>Retail Goods &amp; Services</b>			P		P		P
<b>School</b>			P		C		C
<b>Movie Theatre</b>			C		C		C

**Note:** A letter “P” in the table above indicates that a use is permitted. A “C” indicates that something is allowed as a Conditional Use. If the cell is blank, the use is not allowed.

# **ATTACHMENT C: MASTER PLAN ELEMENTS**

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## **PLAN SALT LAKE ELEMENTS & CONSIDERATIONS**

Plan Salt Lake (December 2015) outlines an overall vision of sustainable growth and development in the city. This includes the development of a diverse mix of uses which is essential to accommodate responsible growth. The concept of placemaking, which is the idea that with the right mixture of uses, infrastructure, and amenities, desirable and attractive places can be formed is a central concept of this responsible and sustainable growth. Density in appropriate locations that allows people to live closer to where they work, recreate, shop and live their daily lives while being less automobile dependent are all elements of sustainable growth. At the same time, compatibility, that is how new development fits into the scale and character of existing neighborhoods is also an important consideration. New development should be sensitive to the context of surrounding development while also providing opportunities for new growth.

Guiding Principles outlined in Plan Salt Lake related to this proposal include the following:

- Neighborhood that provide a safe environment, opportunity for social interaction, and services needed for the wellbeing of the community therein.
- 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 beautiful city that is people focused.
- A balanced economy that produces quality jobs and foster an environment for commerce, local business, and industry to thrive.

Plan Salt Lake includes chapters related to 1) Neighborhoods; 2) Growth; and 3) Housing. The guiding principles found in these chapters speak to neighborhoods that provide the services for the wellbeing of the community, providing people choices related to where and how they live and how they get around and providing for a variety of housing types for all income levels that are responsive to changing demographics. Initiatives found in those chapters related to this proposal include the following:

- Create a safe and convenient place for people to carry out their daily lives.
- Promote accessible neighborhood services amenities, including parks, natural lands, and schools.
- Encourage and support local businesses and neighborhood business districts.
- Support west side business nodes.
- Encourage a mix of land uses.
- Promote infill and redevelopment of underutilized land.
- Provide access to opportunities for a healthy lifestyle (including parks, trails, recreation and healthy food).
- Increase the number of medium density housing types and options.
- Enable moderate density increases within existing neighborhoods where appropriate.

Increasing the opportunities for more housing is a major issue that the City faces. Through these changes, opportunities will be created to increase the supply of housing in these nodes. 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 cited above.

## **WESTSIDE MASTER PLAN ELEMENTS**

The Westside Master Plan discusses nodes within the context of how the community can accommodate future growth and development. In particular, the plan identifies nodes as “key types of locations for redevelopment” and “where there is potential for changes in land use and the development pattern.”

In accordance with the policies of the Master Plan, the rezone is intended to allow more flexibility for development in order to encourage the nodes’ redevelopment and revitalization. In particular, the large lot with an abandoned

single family dwelling on the northeast corner of the intersection has an immediate potential for redevelopment along with several other undeveloped parcels. Although the current CN zone has some design standards and there have been some high quality developments under the CN zone, it is anticipated that the R-MU-35 zones' additional height and density allowances, as well as more thorough design standards, will encourage high quality development on this site and the other rezoned parcels.

The plan includes the following specific policy for community nodes:

***C.2 Create a more flexible regulatory environment for redevelopment at community nodes.***

***C.2.a Maximize use of Property.***

*Allow property owners at the identified community nodes to take full advantage of their properties to add density and commercial intensity to the area. A certain percentage of residential development should be required for developments over a certain size and the density benchmarks should be between 25 to 50 dwelling units per acre. Developers should be encouraged to aim for three to four stories in height, provided appropriate buffering and landscaping can make the new development compatible with any surrounding single-family development. Parking should be required for all uses, but it should be located behind or to the side of buildings and shared parking should be strongly encouraged to maximize developable space. (89)*

The plan includes the following specific policy for neighborhood nodes:

***C.1 Create a more flexible regulatory environment for redevelopment at neighborhood nodes.***

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

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

The plan also includes the following specific policy in relation to the 900 S/900 W node:

***C.1.d 900 South 900 West***

*The intersection of 900 South and 900 West should be the focus of a special redevelopment program to realize the potential of, and take advantage of, community interest in this neighborhood node, despite the limitations.*

*The Southwest Corner: The existing businesses on the southwest corner should be incorporated and made the anchors of a larger and more cohesive development.*

*Sunday Anderson Senior Center: The city should work with Salt Lake County to find a unique way to expand the role of the Sunday Anderson Senior Center in the node's growth, possibly through expansion into a larger development with the complementary neighborhood uses. (88)*

The proposed zoning amendment implements the policies of the Master Plan by better enabling these two nodes to redevelop and support future growth in the community and generally meets the criteria established in the above policies. The R-MU-35 and R-MU-45 zoning is intended to provide additional housing opportunities that would not be as easily achieved through the existing RMF-35, RMF-45, CB and R-1/5000 zones, and would allow

commercial development opportunities. The additional housing is anticipated to add more activity to the node and reinforce the node's status as a neighborhood activity center. Further, allowing growth at nodes also helps to reduce the development pressure on well-established neighborhoods, as there is space for new development to occur outside or on the edges of the single family neighborhoods.

In regards to the policy concerning incentivizing residential development, 35 feet and 45 feet of height respectively is only allowed for residential or mixed-use buildings. Commercial development without a residential component is restricted to 20' in height. The additional height allowance may encourage residential and mixed-use development, rather than exclusively commercial development. The zone standards are located in Attachment B. Some property currently zoned CB and some zoned CN (Neighborhood Commercial) would remain unchanged within the project area. The proposed R-MU-35 and R-MU-45 zones do not require a commercial or mixed use component and could be developed as strictly residential. For this reason it is important to keep these properties zoned as they are in order ensure that some commercial activity remains in the area.

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

- *Promote reinvestment and redevelopment in the Westside community through changes in land use, improved public infrastructure and community investment to spur development that meets the community's vision while maintaining the character of Westside's existing stable neighborhoods.*
- *Protect and encourage **ongoing investment in existing, low-density residential neighborhoods** while providing attractive, compatible and high density residential development where needed, appropriate or desired.*
- *Recognize, develop and foster opportunities for **unique, mixed use neighborhood and community nodes** in the Westside that reflect the diverse nature of the community and provide resources to allow for their growth.*
- *Make the Westside a destination synonymous with **recreation, trails open space and the outdoors** by celebrating and spotlighting the Jordan River, The Jordan River Parkway, the 9 Line and the community's parks and natural spaces.*
- *Enhance and expand the **internal network of assets, nodes and resources** ensuring that all resident and employees in the Westside have access to goods, services and activities and the opportunity to walk or bicycle safely to them. (4)*

In compliance with these goals, the zone changes are intended to promote redevelopment and reinvestment at these nodes, which are places which have been deemed appropriate by the Master Plan to accommodate such growth. This proposal provides additional residential and commercial/mixed use development opportunities while not encroaching into low-density neighborhoods on adjacent local streets. The redevelopment of these properties, in combination with City investments in public amenities, is hoped to foster the development of these nodes into an active community center that will be an asset to the surrounding neighborhoods.

# ATTACHMENT D: 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><b>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;</b></p>	<p><b>Complies</b></p>	<p>Please see the “Discussion” section on pages 10-11 regarding applicable master plan policies and goals. As discussed, staff finds that the proposed zoning amendment is consistent with the purposes, goals, objectives, and policies of the <i>Westside Master Plan</i>.</p>
<p><b>2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.</b></p>	<p><b>Complies</b></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"> <li>A. Lessen congestion in the streets or roads;</li> <li>B. Secure safety from fire and other dangers;</li> <li>C. Provide adequate light and air;</li> <li>D. Classify land uses and distribute land development and utilization;</li> <li>E. Protect the tax base;</li> <li>F. Secure economy in governmental expenditures;</li> <li>G. Foster the city's industrial, business and residential development; and</li> <li>H. Protect the environment. (Ord. 26-95 § 2(1-3), 1995)</li> </ul> <p>The proposed zone changes would support the specific purposes of the zoning ordinance. Specifically, the change would help to support the city's business and residential development (G.)</p> <p>The purpose statements for the proposed R-MU-35, R-MU-45 and FB-UN1 zoning districts can be found on page 7 in the Issues Section of this report.</p> <p>In conjunction with the purpose statements for each zone, the proposed changes fit the location criteria of the</p>

		<p>zones. They would allow for additional residential density and a mix of uses, including retail and commercial at the two nodes that have been identified as a need in the Master Plan. The zone changes would also protect adjacent low-density residential uses.</p>
<p><b>3. The extent to which a proposed map amendment will affect adjacent properties;</b></p>	<p><b>Some noise and view impacts may occur with new development, but required additional buffering and the limited size and scale allowances of the zone are expected to minimize any negative impacts.</b></p>	<p>As discussed in the Issues section of this report, these amendments could result in some potential impacts to adjacent properties from resulting development. However, the regulations of the R-MU-35 and R-MU-45 zoning districts restrict the size and scale of commercial uses in order to mitigate the negative impact to adjacent residential development. In addition, the FB-UN1 zone changes are being proposed to allow additional residential development while not impacting the adjacent open space uses and residential uses.</p>
<p><b>4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards</b></p>	<p><b>Complies</b></p>	<p>The properties are not located within an overlay zoning district that imposes additional standards.</p>
<p><b>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.</b></p>	<p><b>Complies</b></p>	<p>The subject properties are located within a built environment where public facilities and services already exist. Future development on these properties, such as larger commercial or multifamily development may require upgrading utilities and drainage systems that serve the properties.</p> <p>No concerns were received from other City departments regarding the zoning amendment or the potential for additional development intensity or density on these properties.</p> <p>It should be noted that the Transportation Division is working on restriping 900 West in this area so instead of 2 lanes in each direction, there will be one lane in each direction, a middle turning lane, and bike lanes. This is also part of the implementation of the Westside Master Plan and a big part of making the node safer,</p>

		more efficient and it will provide additional transportation options.
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**NOTES:**



## **ATTACHMENT E: PUBLIC PROCESS & COMMENTS**

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### **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:

#### **Open House – May 12, 2016**

Staff presented information at an open house held at the Sorenson Community Center. This open house was held in conjunction with Salt Lake City Transportation and RDA who were presenting information on the 9-Line project and the RDA area that overlaps the rezone project area.

#### **Glendale Community Council Meeting – June 15, 2016**

This project was presented to the Glendale Community Council at their meeting of June 15, 2016. Staff discussed the proposal and took public comments.

#### **Formal Notice to Recognized Organizations – July 1, 2016**

A formal notice of application was sent to both the Poplar Grove and Glendale Community Council chairpersons on July 1, 2016. The community councils were given 45 days to respond with any concerns or request staff to meet with them and discuss the rezone.

#### **Open House – Planning Department – June 16, 2016**

An open house was held a public open house at the Planning Department in the City and County Building to solicit comments on the proposed changes. Staff interacted with the public to explain the extent and intent of the changes.

#### **Groove in the Grove - Public Information Table – August 2, 2016**

Planning staff had an information table at the Groove in the Grove event held at the Pioneer Police Precinct within the Poplar Grove community. Staff interacted with numerous community members to explain the extent and intent of the changes.

#### **Poplar Grove Community Council Meeting – August 24, 2016**

This project was presented to the Poplar Grove Community Council at their meeting of August 24, 2016. Staff discussed the proposal and took public comments.

#### **Notice of the public hearing for the proposal included:**

- Public hearing notice mailed on: March 8, 2017
- Public notice posted on City and State websites and Planning Division list serve: March 8 2017

#### **Public Input and Comments:**

At the various open house and public input opportunities provided, staff generally heard positive comments from area residents about the proposed changes and the need for additional commercial uses and residential housing choices in the area. Several comment cards submitted at these events expressed support for the changes. A number of property owners that attended these events were in favor of the changes. Both the Glendale CC and Poplar Grove CC allowed staff to present the proposed changes at one of their meetings, in June and August respectively. Neither of these Recognized Organizations submitted formal comments or recommendations in relation to the proposed changes.

One negative comment submitted to staff in relation to the changes were from Ray Wheeler, an area resident and Project Director working on "Nature in the City". Mr. Wheeler's comments are addressed in the *Key Issues* section of this report, *Issue 5 – Public Comments Opposing the Proposed Changes*. The full email submitted follows:

**From: Ray Wheeler**

**To: Gellner, David <David.Gellner@slcgov.com>**

**Subject: Comments on proposed rezoning of the 8th South, 9th West business "node"**

David,

*I'm attaching a short and longer description of the "Nature in the City" riparian restoration master plan for the Jordan River in Salt Lake City.*

*This proposal, now endorsed by 17 local and regional environmental groups and recently by the Glendale Community Council, is essentially to create an urban greenway along the entire length of the Jordan River across Salt Lake City. Within this green riparian corridor, according to the plan, the city would restore ecological health of the river and adjacent lands by regrading stream banks to reduce soil erosion, using bioswales and sediment traps at stream confluences*

*The city has recently taken several pioneering first steps towards this vision of restored native plant communities, water quality and wildlife habitat especially for migratory birds, within existing park lands along the river in the vicinity of the 9th south, 9th west proposed commercial node. On the east side of the river we have a new bios wale facility, and on the west bank of the river, a new nature park with a new wetlands pond (The Fife Wetlands Preserve.)*

*On behalf of the many organizations supporting the riparian restoration plan and many of my neighbors, I urge you not to zone for multiple story "mixed use" commercial buildings, rising as high as five stories, right to river's edge between Smith's Food King and Jordan Park. We see the proposed "urban wilds" corridor along the river as a potentially powerful economic asset to the entire west side of Salt Lake City. Here's why: cities that protect their natural assets are more desirable places for cutting-edge technology businesses and individuals to relocate to. A beautiful and natural and spacious river corridor will be a great draw to our west side neighborhoods, and the perfect complement to small commercial business nodes such as the one that you propose for the 800 South/900 West "node."*

*The commercial strip going south from 900 South should be along 900 West only. Rather than build large buildings right to river's edge, I urge you to consider widening the riparian corridor along the east bank of the river to create a more generous set-back between residential housing and the proposed commercial strip along 900 West, and the river.*

*The city has already purchased and removed two houses along the west end of Montague Street, to enlarge the river corridor and Jordan Park. That is the right way to go.*

*I live very close to the 9th and 9th node, and will be happy to meet with you on site to discuss the riparian plan and the rezone proposal, if we can arrange a time.*

*With best regards,*

*Ray Wheeler, Project Director, Earth Restoration Network.*

## **ATTACHMENT F: DEPARTMENT REVIEW COMMENTS**

The proposed zoning changes were routed to other City departments for their review and comments. No formal comments or concerns in relation to the proposed changes were brought up by other City departments. It should however be noted that the Planning Division has been working closely with other City departments on this proposal since May of 2016 and have attended joint open house meetings held with Transportation, Economic Development, and the RDA on this and closely related projects.

As noted in *Attachment D: Analysis of Standards, Factor 5*, the Transportation Division is currently working on restriping 900 West in this area so instead of 2 lanes in each direction, there will be one lane in each direction, a middle turning lane, and bike lanes. This project is also part of the implementation of the Westside Master Plan and a big part of making the node safer and more efficient. Additional transportation options will be provided through these changes.