



# Staff Report

PLANNING DIVISION  
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission

From: Doug Dansie, 801-535-6182, [doug.dansie@slcgov.com](mailto:doug.dansie@slcgov.com)

Date: July 11, 2018

Re: PLNPCM2018-00163      1230 West 200 South Zoning Map Amendments

## Zoning Map Amendment

**PROPERTY ADDRESS:** 1230 West 200 South

**PARCEL ID:** 15-02-103-001, 15-02-151-002, 15-02-151-003, 15-02-104-001 and 15-03-233-017

**MASTER PLAN:** Plan Salt Lake

**ZONING DISTRICT:** M-1 Light Manufacturing

**REQUEST:** MS Operating Company, LLC, has initiated a petition to change the zoning of property located at 1230 West 200 South from M-1 Light Manufacturing to TSA-UN-T Urban Neighborhood Station. The site is the location of the former Mark Steel, located immediately west of the Jordan River on 200 South. The properties contain approximately 15.36 acres.

There is no development proposal at this time.

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

### ATTACHMENTS:

- A. [Vicinity Map](#)
- B. [Property Photographs](#)
- C. [Additional Applicant Information](#)
- D. [Existing Conditions](#)
- E. [Analysis of Standards](#)
- F. [Public Process & Comments](#)
- G. [Department Review Comments](#)

### PROJECT DESCRIPTION:

The property owner is requesting to amend the zoning on the properties generally located at 1230 West 200 South. There is no development proposal at this time, however the petitioner has been discussing a mixed-use residential project. Specifically, with the recent completion of the Jordan River Parkway Bridge over the South Temple rail tracks, the site provides potential transit oriented development with access to the Fairpark Light Rail Station.

The properties are currently zoned M-1 Light Manufacturing which limits residential development. Permitted uses in the existing zoning district are focused on light manufacturing. The current M-1 zoning district has minimal design criteria beyond standard bulk criteria (height, setback, etc.) and has minimal landscape requirements. The proposed TSA zoning district is designed to accommodate urban mixed-use residential projects. TSA is a form-based zoning classification with a wide variety of design controls, which focus on the outward appearance of the building. The TSA zoning districts are relatively new to the zoning ordinance and development within these zoning districts are typified by the type of new apartment/mixed-use complexes seen developed along the North Temple and 400 South transit corridors within the last 8 years.

This property is bounded by Interstate 80 to the south, therefore there will be little immediate impact from any potential development on land uses located in that direction. Similarly, the rail tracks buffer this property from adjacent uses to the north. (The rail tracks are arguably a deterrent to residential development because of noise and safety.) However, the Jordan River Parkway Bridge does provide direct pedestrian and bicycle access, over the rail tracks, to transit on North Temple

The Jordan River Parkway, historic Fischer Mansion and Dominion Energy offices lie to the east. Potential transit oriented development will likely increase pedestrian access to the Parkway, affect the viability of the Fisher Mansion and have little effect upon Dominion Energy.

The only significant conflict from rezoning to TSA would be to the properties to the west. One property owner has stated that he leased a site (surrounded on three sides by the proposed rezone) because he wanted to operate a manufacturing business without conflict. Conversely, other property owners to the west expressed interest in participating in the rezone, but ultimately chose not to follow through with formal application.

#### **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. Consistency with the master plan
2. Potential new development
3. Riparian Corridor overlay

#### **Issue 1 –Consistency with the Master Plan**

The proposed site lies between the land area covered by the Northwest Community masterplan and the Westside masterplan; neither of which make specific land use recommendations for the site. *Plan Salt Lake* has some guiding principles for the City in general; they include (*staff comments in italics*):

- 1/ Neighborhoods that provide a safe environment, opportunity for social interaction, and services needed for the wellbeing of the community therein. (*The closest residential neighborhood would be Euclid; which is bounded by North Temple, I-80, the Jordan River and I-15. The potential for new residential development at this location may serve to expand, stabilize and rejuvenate the Euclid neighborhood. The TSA districts also focus on high quality urban design; any new development in the TSA zone would be required to meet a greater level of design standards intended to create a quality urban neighborhood. The TSA would allow support activities, such as retail and office, but would also require more design review than simply rezoning to a standard residential zoning district.*)

- 2/ Growing responsibly while providing people with choices about where they live, how they live, and how they get around. (*Potential residential would occur on a site that is both close to downtown and has existing services.*)
- 3/ 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. (*Potential residential would allow for higher densities near the city core without heavily impacting single family neighborhoods.*)
- 4/ A transportation and mobility network that is safe, accessible, reliable, affordable, and sustainable, providing real choices and connecting people with places. (*Residential development at this location has the potential to increase ridership and access to transit via the Airport Light line and the Fairpark Station.*)
- 5/ Air that is healthy and clean. (*The site is located three blocks south of a light rail station, connected by a formal bicycle and pedestrian path. It is also located only six blocks west of the Salt Lake Central Station and twelve blocks west of Main Street, connected by bicycle path. Residential development with minimal commute distances to work and other activities is less impactful on air quality than sites requiring long commutes. This site provides a rare large scale available infill site relatively close to downtown and transit.*)
- 6/ Minimize our impact on the natural environment. (*The site is presently a vacant steel fabrication facility. Potential mixed use could provide a positive neighbor to the Jordan River.*)
- 7/ Protecting the natural environment while providing access and opportunities to recreate and enjoy nature. (*New residents along the Jordan River Parkway could increase safety [eyes on the park] and provide users to recreation facilities.*)
- 8/ A beautiful city that is people focused. (*Potential new development constructed with the design criteria in the TSA zoning district will provide a more aesthetic view from I-80 as people enter the City.*)
- 9/ Maintaining places that provide a foundation for the City to affirm our past. (*The historic Fisher Mansion is adjacent to this site, but is presently vacant. Potential higher profile neighbors may provide the economics to justify renovation.*)
- 10/ Vibrant, diverse, and accessible artistic and cultural resources that showcase the community's long standing commitment to a strong creative culture.
- 11/ Ensure access to all City amenities for all citizens while treating everyone equitably with fairness, justice, and respect.
- 12/ A balanced economy that produces quality jobs and fosters an environment for commerce, local business, and industry to thrive.
- 13/ A local government that is collaborative, responsive, and transparent.

While the guiding principles do not specifically address this site, the potential for new mixed use and/or exclusive residential at this location would meet several of the principles as outline in italics.

## **Issue 2 – Potential new development**

The Purpose Statement for the TSA zoning district is as follows: (21A.26.078: TSA TRANSIT STATION AREA DISTRICT): *The purpose of the TSA Transit Station Area District is to provide an environment for efficient and attractive transit and pedestrian oriented commercial, residential and mixed use development around transit stations. Redevelopment, infill development and increased development on underutilized parcels should include uses that allow them to function as part of a walkable, mixed use district. Existing uses that are complementary to the district, and economically and physically viable, should be integrated into the form and function of a compact, mixed use pedestrian oriented neighborhood. Each transit station is categorized into a station type. These typologies are used to*

*establish appropriate zoning regulations for similar station areas. Each station area will typically have two (2) subsections: the core area and the transition area. Due to the nature of the area around specific stations, the restrictions of overlay zoning districts, and the neighborhood vision, not all station areas are required to have a core area and a transition area.*

- 2. Transition Area: The purpose of the transition area is to provide areas for a moderate level of land development intensity that incorporates the principles of sustainable transit oriented development. The transition area is intended to provide an important support base to the core area and transit ridership as well as buffer surrounding neighborhoods from the intensity of the core area. These areas reinforce the viability of the core area and provide opportunities for a range of housing types at different densities. Transition areas 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.*

*B. Station Area Types: A station area typology is the use of characteristics, such as building types, mix of land use, transit service and street network to create generalizations about an area that can be used to define a common vision for development of a transit station area. Each typology recognizes the important difference among places and destinations and takes into account the local context of a station and its surroundings. Refer to the official Salt Lake City zoning map to determine the zoning of the land within each station area.*

- 2. 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.*

While the TSA-UN-T Urban Neighborhood Station district allows for a wide variety of land uses, most development that has recently occurred in the TSA zoning districts has been 4-7 story residential or mixed-use buildings. There is currently no proposal for a development at this location, however there would be no need to rezone the property if continued manufacturing were the ultimate goal. Preliminary discussions regarding the property have centered on a potential mixed-use complex tied to the Fairpark Light Rail Station, with major access to the transit station being via the newly constructed/connected Jordan River Parkway trail.

The purpose statement of the existing M-1 Manufacturing zoning is: *The purpose of the M-1 Light Manufacturing District is to provide an environment for light industrial uses that produce no appreciable impact on adjacent properties, that desire a clean attractive industrial setting, and that protects nearby sensitive lands and waterways. This zone is appropriate in locations that are supported by the applicable Master Plan policies adopted by the City. This district is intended to provide areas in the City that generate employment opportunities and to promote economic development. The uses include other types of land uses that support and provide service to manufacturing and industrial uses. Safe, convenient and inviting connections that provide access to businesses from public sidewalks, bike paths and streets are necessary and to be provided in an equal way. Certain land uses are prohibited in order to preserve land for manufacturing uses and to promote the importance of nearby environmentally sensitive lands.*

The following are some of the pros and cons of keeping it Manufacturing or rezoning to Transit Station Area zoning.

### Keep Manufacturing zoning:

#### Pro;

- Manufacturing is the historical the use of the area
- There are manufacturing land uses to the north and west of the property, as well as a corporate office to the east
- Other adjacent land uses have located here because of the industrial nature (one adjacent business has expressed concern regarding the potential for residential uses since he signed a lease expecting to be surrounded by manufacturing uses, and is concerned with conflicts)

#### Con:

- The City generally has a large volume of Manufacturing zoning, most of which is in locations away from residential neighborhoods and provide newer, better services
- The site is close to downtown and would better serve residential support needs

### Change to TSA zoning:

#### Pro:

- The new Jordan River Parkway Bridge connects the site to the Fairpark Light Rail Station
- 200 South has excess capacity to accommodate additional automobile traffic directed towards downtown, and the site has direct pedestrian and bicycle access to transit (conversely, the site does not have good access to the freeway as would likely be a need with industrial intensification)
- There is a current market for higher density housing
- Housing on this site would not immediately impact adjacent single family homes
- Additional activity in the area would provide safety on the Jordan River Parkway by providing more users (built in security)
- The Fisher Mansion would be less isolated and perhaps more marketable for renovation

#### Con:

- Auto access (for either manufacturing or residential traffic) to Redwood Road would likely cut through neighborhoods to the south
- Manufacturing businesses have located here because of the lack of housing neighbors

## **Issue 3 –Riparian corridor**

The site is located within the riparian corridor overlay. This overlay applies regardless of the base zoning and will affect development in either zoning district. The overlay does not halt development, it provides a process to insure that development is compatible with the riparian corridor.

The purpose of the RCO riparian corridor overlay district, as outlined in 21A.34.130: RCO RIPARIAN CORRIDOR OVERLAY DISTRICT<sup>2</sup>, is to minimize erosion and stabilize stream banks, improve water quality, preserve fish and wildlife habitat, moderate stream temperatures, reduce potential for flood damage, as well as preserve the natural aesthetic value of streams and wetland areas of the city. Anywhere within 100 Feet of the Jordan River is subject to the section provisions.

## **DISCUSSION:**

The proposed zone change would facilitate future residential and mixed-use projects on the properties. Also, the TSA zoning districts are form-based zones which have a considerable amount of design criteria to insure that any new development maintain high design quality and help to create an active and desirable urban neighborhood. The master plan's general policies and objectives for this area are not site specific, but can be seen as supportive of increasing residential opportunities in the city, particularly when located adjacent to transit and/or recreational properties. As such, staff recommends changing the zoning as requested.

**NEXT STEPS:**

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

If the zoning amendment is approved, the properties could be developed for any use allowed in the TSA-UN-T Urban Neighborhood Station District. Any development would need to be designed in accordance with all city standards and regulations.

If the zoning amendment is denied, the properties will remain zoned M-1. With this zoning, the properties could be developed as light manufacturing.

The map shows the Fairpark LRT Station area in Salt Lake City, Utah. A red-shaded area indicates the proposed rezoning. Key features include:

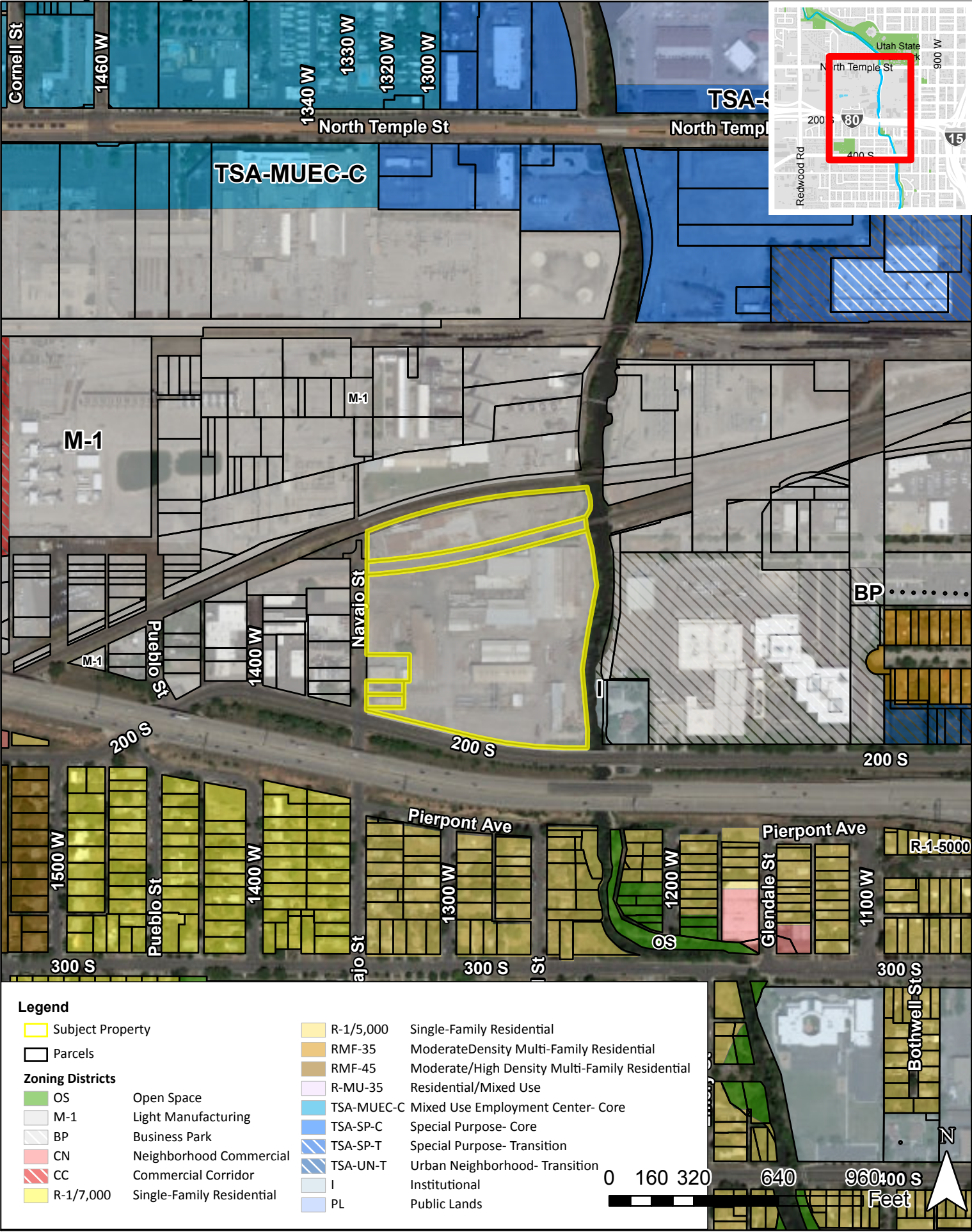
- Fairpark LRT Station**: Located at the top of the map, near the intersection of W North Temple and W South Temple St.
- Jordan River Parkway**: A major road running horizontally across the middle of the map.
- Proposed rezone**: A red-shaded area located south of Jordan River Parkway, east of I-80.
- I-80**: A major highway running horizontally across the map.
- I-15**: A major highway running vertically on the right side of the map.
- I-215**: A major highway running vertically on the left side of the map.
- Other streets**: W North Temple, W South Temple St, W Euclid Ave, W Perpetua Ave, W Pacific Ave, W Glendale Ave, S Radwood Rd, S Clarendon St, S 400 S, S 500 S, S 600 S, S 700 S, S 800 S, S 900 S, S 1000 S, S 1100 S, S 1200 S, S 1300 S, S 1400 S, S 1500 S, S 1600 S, S 1700 S, S 1800 S, S 1900 S, S 2000 S, S 2100 S, S 2200 S, S 2300 S, S 2400 S, S 2500 S, S 2600 S, S 2700 S, S 2800 S, S 2900 S, S 3000 S, S 3100 S, S 3200 S, S 3300 S, S 3400 S, S 3500 S, S 3600 S, S 3700 S, S 3800 S, S 3900 S, S 4000 S, S 4100 S, S 4200 S, S 4300 S, S 4400 S, S 4500 S, S 4600 S, S 4700 S, S 4800 S, S 4900 S, S 5000 S, S 5100 S, S 5200 S, S 5300 S, S 5400 S, S 5500 S, S 5600 S, S 5700 S, S 5800 S, S 5900 S, S 6000 S, S 6100 S, S 6200 S, S 6300 S, S 6400 S, S 6500 S, S 6600 S, S 6700 S, S 6800 S, S 6900 S, S 7000 S, S 7100 S, S 7200 S, S 7300 S, S 7400 S, S 7500 S, S 7600 S, S 7700 S, S 7800 S, S 7900 S, S 8000 S, S 8100 S, S 8200 S, S 8300 S, S 8400 S, S 8500 S, S 8600 S, S 8700 S, S 8800 S, S 8900 S, S 9000 S, S 9100 S, S 9200 S, S 9300 S, S 9400 S, S 9500 S, S 9600 S, S 9700 S, S 9800 S, S 9900 S, S 10000 S.



[illegible]



Vicinity Zoning Map





## **ATTACHMENT B: PROPERTY PHOTOGRAPHS**

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### ***Context Photographs***



**Jordan River (East side of property)**

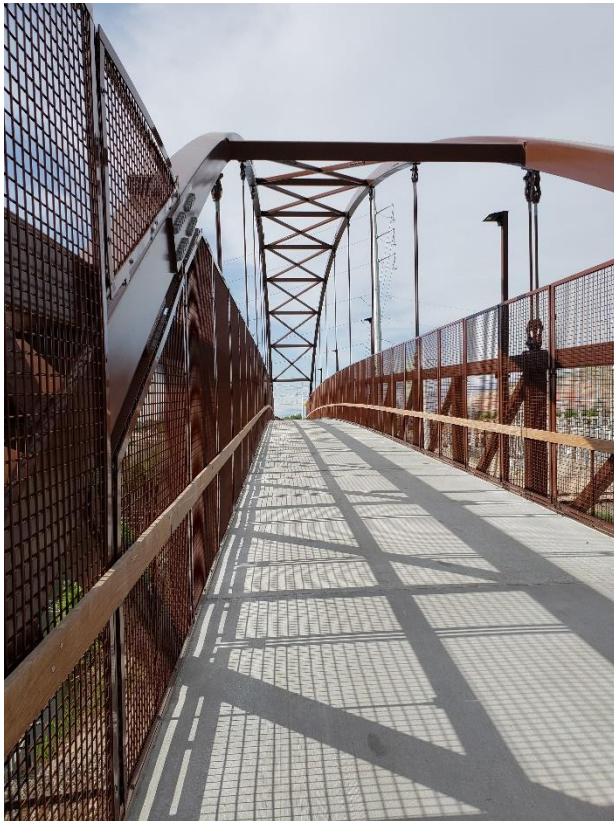


**Fisher Mansion (East side of Jordan River)**





**Joran River Parkway (between river and mansion)**





## **Jordan Parkway Bridge (over rail tracks)**



## **View of downtown from Jordan Parkway Bridge**



## **View of downtown from 200 South entry to site**



**West side of Navajo**



**West side of Navajo**



## ***Site Photographs***



**View from 200 South**



**View from 200 South**





**East side of Navajo**



**East side of Navajo**





**East side of Navajo**



**Midblock parcel on east side of Navajo**  
**Not part of petition – not owned by petitioners**





**View of parcel to the west from the Jordan Parkway Bridge**



**View of the parcel to the west from the Jordan Parkway Bridge**

## **ATTACHMENT C: APPLICANT'S NARRATIVE**

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**Subject:** Mark Steel Zoning Change

**Project Description:**

This is a request to amend the zoning map, changing the zoning for the parcels listed below from M-1 Light Manufacturing to TSA-UN-T Urban Neighborhood Station.

The proposed zoning would allow a mix of residential and ground floor commercial and retail uses. This large 15 acre site along the Jordan River presents a unique opportunity to create a catalyst project within the North Temple neighborhood corridor with the potential to be a safe and vibrant self-contained neighborhood. Adjacent assets include walking distance to the North Temple Fairpark station, the Jordan River Parkway trail and direct access to downtown via 200 South.

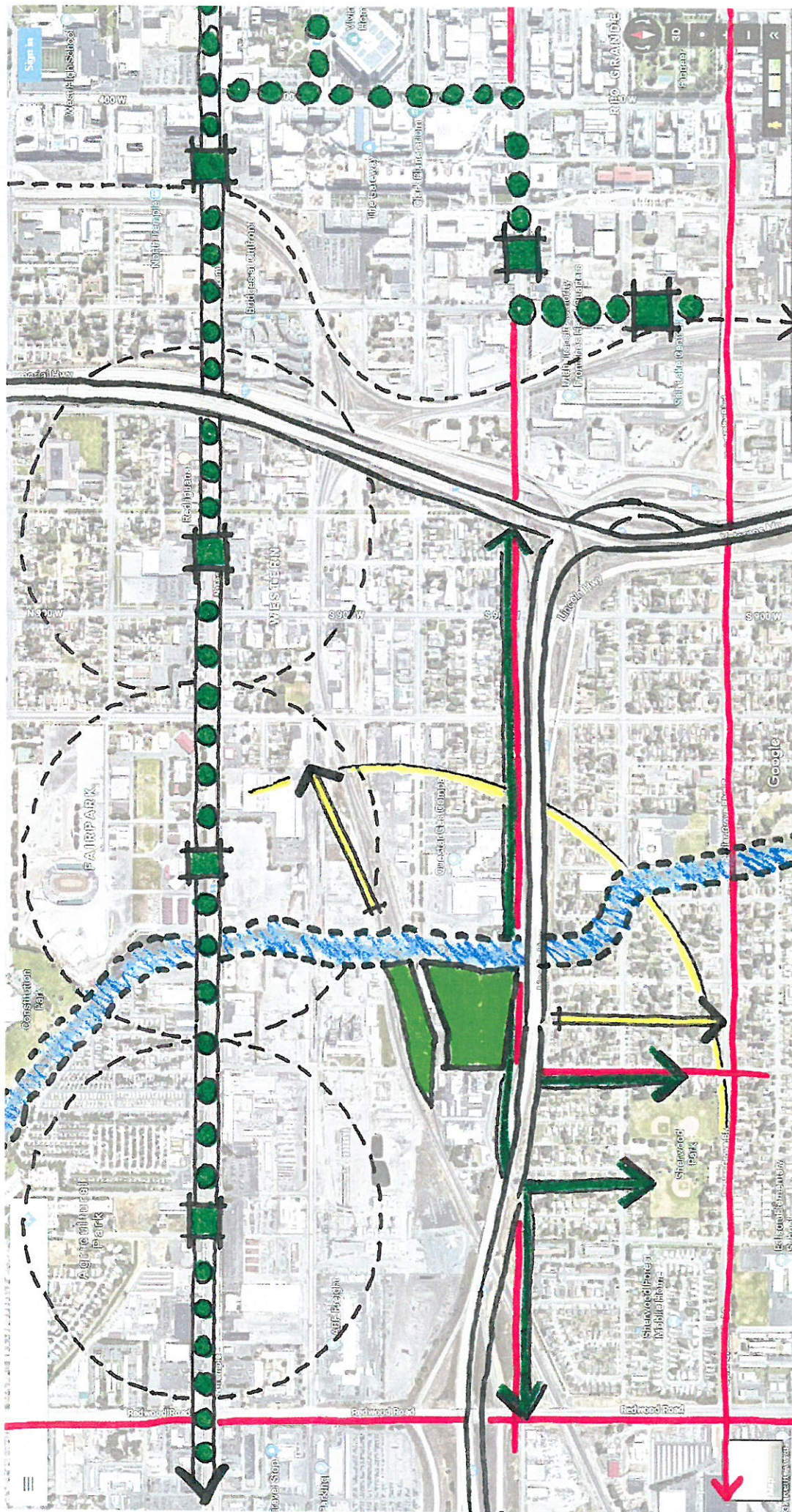
The proximity to the North Temple corridor, the Jordan river and downtown makes the current M-1 manufacturing zone obsolete at this site. The best use of this land is residential mixed use to support Salt Lake City's urban development.

Parcel Numbers

- |                  |                      |            |
|------------------|----------------------|------------|
| 1) 15-02-103-001 | 1230 West 200 South  | 12.27 acre |
| 2) 15-02-151-002 | 159 South Navajo St. | 0.16 acre  |
| 3) 15-02-151-003 | 163 South Navajo St. | 0.16 acre  |
| 4) 15-02-104-001 | 83 South Navajo St.  | 2.45 acre  |
| 5) 15-03-233-017 | 82 South Navajo St.  | 0.32 acre  |

David S. Richardson, AIA, PE  
Capitol Hill Construction, Inc.  
Richardson Quann Architects, Inc.  
[www.caphillcon.com](http://www.caphillcon.com)  
801-243-0043







## **ATTACHMENT D: EXISTING CONDITIONS**

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### **Uses in the Immediate Vicinity of the Properties**

**East:** Property is separated from the historic Fisher Mansion and Dominion Energy offices and yards by the Jordan River and associated parkway (including a new pedestrian/bike bridge that crosses the rail tracks).

**West:** Property is currently vacant/undeveloped or used for light manufacturing purposes. There is one 'in-parcel' on the west side of the site.

**North:** The main east/west transcontinental rail line separates the site from Rocky Mountain power facilities. Some of the site is between tracks.

**South:** I-80 separates this property from the adjacent predominantly single-family neighborhood.

# 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
<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>	<b>Complies</b>	Please see the discussion under Issues 1 regarding applicable master plan policies. As discussed, staff finds that the zoning amendment is consistent with objectives and policies of the <i>Plan Salt Lake</i> .
<b>2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance;</b>	<b>Complies</b>	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 to carry out the purposes of the municipal land use development and management act, <a href="#">title 10, chapter 9</a> , of the Utah Code Annotated or its successor, and other relevant statutes. This title is, in addition, intended to: 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.
<b>3. The extent to which a proposed map amendment will affect adjacent properties;</b>	<b>Complies</b>	This is discussed as item 3. The rezone will potentially have a positive stabilizing effect on the larger residential neighborhood, however there is at least one

		property owner who located adjacent to the site to be away from residential properties.
<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>	<b>Complies</b>	The Jordan River lies in the riparian overlay; as discussed as item number 4. This affects development regardless of the existing or proposed zoning.
<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>	<b>Complies</b>	The subject properties are located within a built environment where public facilities and services already exist. Future development may require upgrading or extending utilities and drainage systems. However, such upgrades or extensions would be required through the building permit process when a specific development is proposed.
<b>NOTES:</b>		



## **ATTACHMENT F: 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:

#### **Notice of Application:**

A notice of application was mailed to the chair of the Poplar Grove Community Council. The Community Council was given 45 days to respond with any concerns. The full Community Council discussed the item at their regularly scheduled meeting on April 25, 2018; the conversation centered on development potential. No significant objections were raised and no vote was taken.

**Open House:** An open house was held on May 17, 2018 on the fourth floor of the City & County Building. Staff spoke with 1 nearby land lessee about the proposal (who also provided an email with concerns).

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

Public hearing notice mailed on June 27, 2018

Public hearing notice posted on June 27, 2018

Public notice posted on City and State websites and Planning Division list serve on June 27, 2018

#### **Public Input:**

A comment from the adjacent land lessee is attached in the form of an email outlining his concerns. (The same person who attended the Open House).

A phone call was received from another adjacent property owner seeking information regarding the potential of including their property in the zone change (a formal follow up request was not provided).

Doug,

My name is Corey Sweat. I am leasing property and running my business on 151 south Navajo Street. This property is "bordered", if you will, in between some of the Mark Steel property being considered for rezone.

I'm curious how the planning commission can rezone from M1 to anything other, when existing businesses are in place?

I have been here for seven years, and moved here because the M1 zoning. I have no idea why the city would want to rezone this area, regardless, what would be the result be after words for my Business? We have spent thousands of dollars to build our home here, and are not at all interested in have high density housing for neighbors. I respectfully ask for the commission to deny the rezone request.

Regards,

Corey Sweat

## **ATTACHMENT G: DEPARTMENT REVIEW COMMENTS**

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### **Department Review Comments**

**Engineering** – Scott Weiler ([scott.weiler@slcgov.com](mailto:scott.weiler@slcgov.com) or 801-535-6159)

No objection to the proposed zoning amendment.

**Zoning** – Alan Hardman ([alan.hardman@slcgov.com](mailto:alan.hardman@slcgov.com) or 801-535 -7742)

The applicant may want to consider combining some or all of the parcels with a lot consolidation or subdivision plat application at some point. No additional zoning comments.

**Transportation** – Michael Barry ([michael.barry@slcgov.com](mailto:michael.barry@slcgov.com) or 801-535-7102)

No comments from Transportation.

**Public Utilities** – Jason Draper ([jason.draper@slcgov.com](mailto:jason.draper@slcgov.com) or 801 486-6751)

No objection to proposed Zoning Amendment.

#### **Fire**

No comments received.

#### **Police**

No comments received.