



Staff Report

PLANNING DIVISION
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: David J. Gellner, AICP, Principal Planner; (801) 535-6107; david.gellner@slcgov.com

Date: October 24, 2018

Re: Master Plan Amendment (PLNPCM2018-00642) and Zoning Map Amendment (PLNPCM2018-00643)

Master Plan and Zoning Map Amendment

PROPERTY ADDRESS: 515 South 400 East
PARCEL SIZE: 0.296 acres (approx. 12,900 square feet) total
PARCEL ID: 16-06-454-023-000
MASTER PLAN: Central Community Master Plan (2005)
ZONING DISTRICT: RO – Residential/Office

REQUEST: Rockworth Companies, LLC, representing Third South, LLC, the property owner, is requesting a master plan amendment and zoning map amendment for the property located at 515 South 400 East. No specific site development proposal has been submitted at this time. The intent of the request is to change the zoning of the property to allow more flexibility to develop future multi-family residential, office or mixed-use development. This project requires both a Zoning Map and Master Plan Amendment. The following two petitions are associated with this request:

- a. Master Plan Amendment - The associated future land use map in the Central Community Master Plan currently designates the property as "Residential/Office Mixed Use". The petitioner is requesting to amend the future land use map for the parcel to "High Mixed Use". Case number PLNPCM2018-00642
- b. Zoning Map Amendment - The property is currently zoned RO – Residential Office. The petitioner is requesting to amend the zoning map designation of the property to R-MU – Residential/Mixed Use. Case number PLNPCM2018-00643

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

RECOMMENDATIONS:

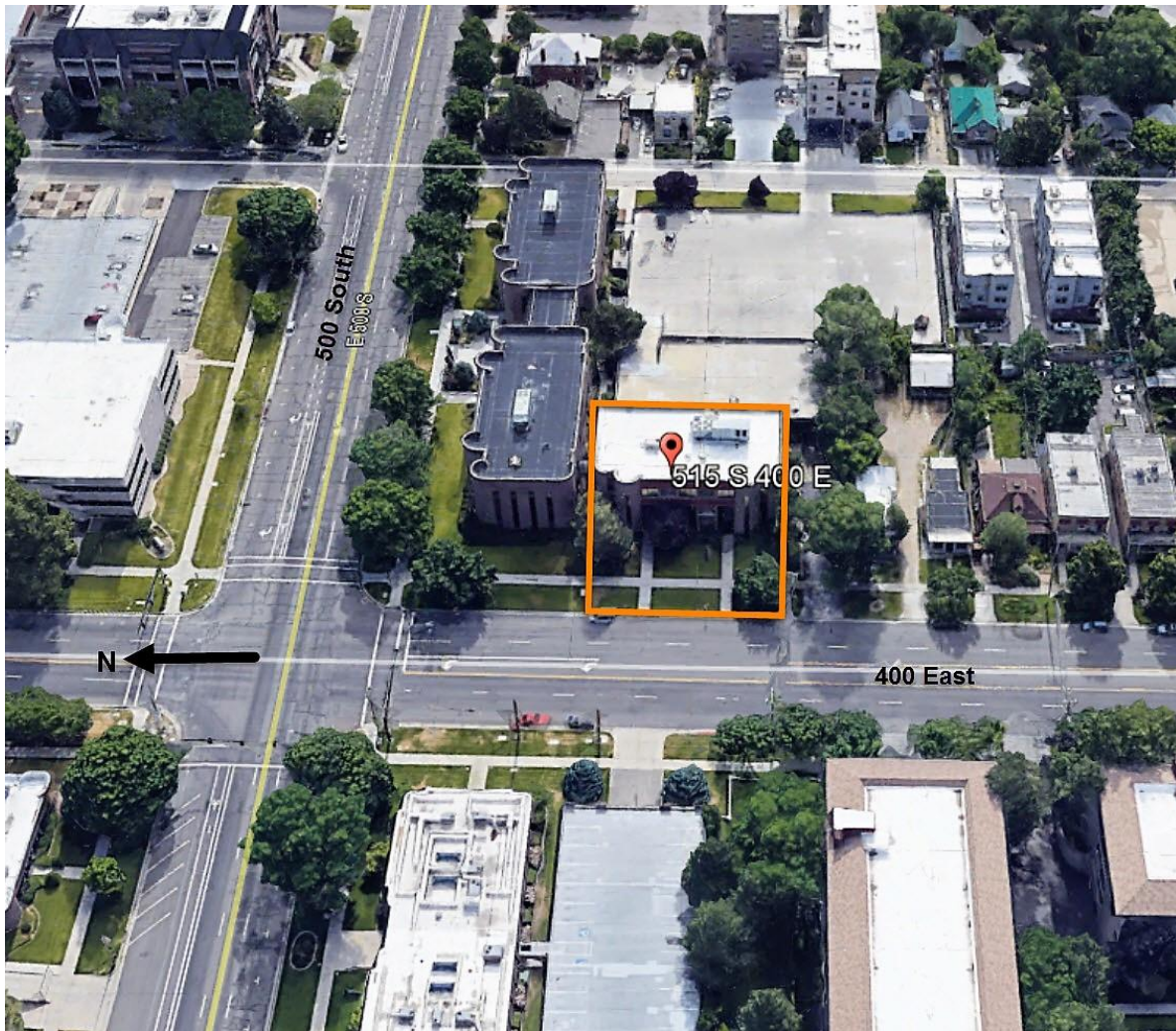
Based on the analysis and findings of fact in this staff report, Planning Staff recommends that the Planning Commission forward a positive recommendation to the City Council for the proposed amendment to the future land use map in the Central Community Master Plan for the change from as "Residential/Office Mixed Use" to "High Mixed Use".

Based on the information in this staff report, planning staff finds that the zoning map amendment petition meets the standards, objectives and policy considerations of the city for a zoning map amendment and recommends that the Planning Commission forward a positive recommendation to City Council for a change to the R-MU – Residential/Mixed Use zoning district.

ATTACHMENTS:

- [A. Current Zoning and Future Land Use Map](#)
- [B. Applicant Information](#)
- [C. Existing Conditions](#)
- [D. Analysis of Standards](#)
- [E. Public Process and Comments](#)
- [F. Department Comments](#)

VICINITY MAP



PROJECT DESCRIPTION:

Reason for Request

According to the applicant, this request is being made in order to allow for flexibility in making future changes to the property to provide residential density, mixed use and/or office uses on the property to create an activated, walkable environment. The change would make the zoning of this property more compatible with the zoning of properties to the North and West while maintaining the residential character and walkability of the surrounding neighborhood. The change

supports the goals found in the Central Community Master Plan. The applicant's narrative explaining the rationale for the zoning map and master plan amendment requests can be found in [Attachment B](#) of this report.

Property Location Context

The property is located along 400 East, just off of 500 South which is a major east/west arterial that passes through the Central City Neighborhood and leads directly into Interstate 15. The Interstate 15 entrance ramp is located approximately 1.5 miles away to the west of this property.

The property is also located in close proximity to light-rail transit stops along 400 South. The area has convenient access to the downtown employment center, shopping and public facilities. The existing building on the site has pedestrian access into the building from the sidewalk on 400 East. Parking for the building is within the parking structure and deck located on the adjacent parcel and is accessed from Denver Street to the east.

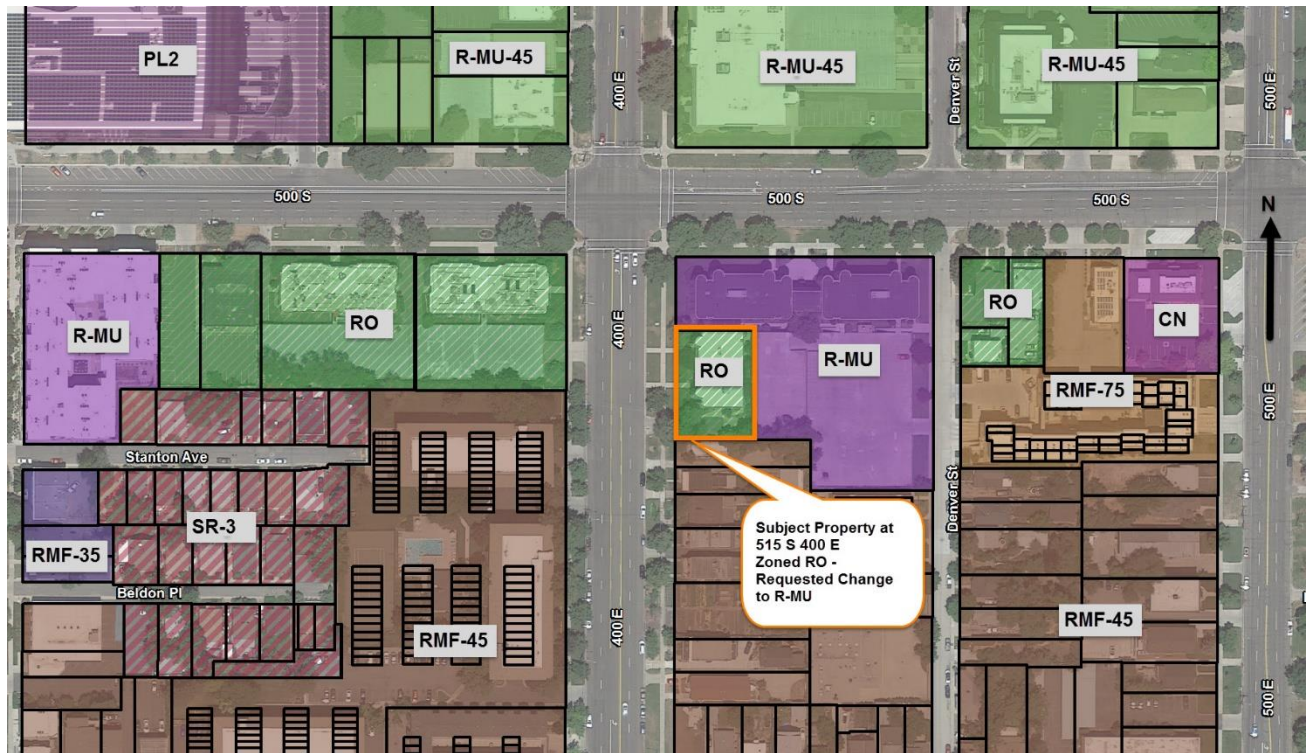


The subject property is located within close pedestrian proximity to fixed rail transit. This is illustrated on the aerial zoning map included above. The property is located south of the 400 South Trax line, approximately halfway in between the east/west distance between the Library and Trolley (600/700 E) Trax stops. It is approximately 0.4 miles to the Library Trax station and 0.5 miles to the Trolley Trax station via the most direct walking path from the property.

Existing Conditions

The subject property contains an existing office building that is physically connected via a walkway to the existing office buildings on the adjacent parcel located at 461 E 500 S. The adjacent parcel is zoned R-MU as the result of a zone change that took place on that parcel in 2017 which changed the zoning from RO to R-MU. The entire parcel is approximately 0.3 acres in size and is zoned RO – Residential Office. It has been developed for an office use.

Adjacent Land Uses and Zoning



Immediately Adjacent – East and North: To the immediate north and east, the zoning is R-MU. The subject property contains an existing office building that is physically connected via a walkway to the existing office buildings on the adjacent parcel located at 461 E 500 S. The adjacent parcel is zoned R-MU as the result of a zone change that took place on that parcel in 2017 which changed the zoning from RO to R-MU.

North: Zoned R-MU-45 – Residential/Mixed Use.

South: Zoned RMF-45 – Residential Multi-Family. Properties to the south have been developed for residential uses. This includes some single-family homes. There are also some vacant parcels along Denver Street.

East: East of the subject parcel, properties on the other side of Denver Street that front on 500 South are also zoned RO. Continuing east, properties are zoned RMF-75 and then CN. The RMF-75 zoning also extends south. Both newer multi-family developments as well as some single-family residential uses predominate the area.

West: To the west of the subject property, properties that front on 500 South on the same side of the block are zoned RO. The parcel at 300 E 500 S is zoned R-MU. The properties along 500 S have been developed for office uses. They are across from the Public Safety Building, a prominent public use. A newer multi-family development is located at the corner on the parcel zoned R-MU.

Development Pattern

The overall development pattern of the area includes a mix of uses including office and smaller commercial, multi-family of varying scales, larger commercial, institutional uses and single-family residential. The zoning also ranges widely a mix of CN (Neighborhood Commercial), SR-3 (Special Development Pattern Residential), RO (Residential Office), RMF-45 and RMF-75 (Residential Multi-Family), PL2 (Public Lands), R-MU-45 (Moderate/High Density Residential Mixed Use) TSA zoning of various designations and R-MU (Residential Mixed Use). This varied “patchwork” of zoning came about

as the result of the City rezoning the overall area in 1995 wherein an attempt was made to make the zoning match the existing development pattern.

Comparison of the Existing and Proposed Zoning

A simplified table showing a comparison of the building size limits and yard requirements as well as some of the design requirements for both zones is included below. This is extracted from the more detailed requirements for each zone found in the Zoning Ordinance in Chapter 21A.24.170 – R-MU – Residential/Mixed Use and Chapter 21A.24.180 – RO – Residential Office.

The subject property is zoned RO – Residential Office. The purpose of the RO zoning district follows:

The RO residential/office district is intended to provide a suitable environment for a combination of residential dwellings and office use. This district is appropriate in areas of the city where the applicable master plans support high density mixed use development. The standards encourage the conversion of historic structures to office uses for the purpose of preserving the structure and promote new development that is appropriately scaled and compatible with the surrounding neighborhood.

The applicant has requested that the property be changed to the R-MU – Residential/Mixed Use zoning district. The purpose of the R-MU zoning district follows:

The purpose of the R-MU residential/mixed use district is to reinforce the mixed use character of the area and encourage the development of areas as high density residential urban neighborhoods containing retail, service commercial, and small scale office uses. This district is appropriate in areas of the city where the applicable master plans support high density, mixed use development. The standards for the district are intended to facilitate the creation of a walkable urban neighborhood with an emphasis on pedestrian scale activity while acknowledging the need for transit and automobile access.

The main differences in allowed uses and building design between the existing RO and proposed R-MU zoning districts are:

- Both zones allow for a variety of housing types such as single-family attached and detached dwellings, twin home and two-family dwellings, multi-family dwellings, rooming houses as well as group assisted living and residential support accommodations.
- The R-MU zone generally allows for more commercial uses including retail and mixed uses. The RO zone does not allow retail uses.
- The R-MU zone incorporates design standards that require a more pedestrian-friendly design for new construction (see table below for details).

	Residential Office (RO) – Existing Zoning	Residential Mixed Use (R-MU) – Proposed Zoning
Maximum Building Height	<p>The maximum building height permitted in this district is sixty feet (60') except:</p> <ol style="list-style-type: none"> 1) The height for single-family dwellings and two-family dwellings shall be thirty feet (30') 2) If the property abuts a zoning district with a greater maximum building height, then the maximum height in the RO district shall be ninety feet (90'). <p>PC Note: In this case, the subject property abuts R-MU zoning which allows buildings to be 75 feet in height which exceeds the 60-feet normally allowed in an RO zone. Therefore the existing RO zoning would allow buildings up to 90 feet tall to be built on the subject property.</p>	<p>The maximum building height shall not exceed seventy five feet (75'). The following also apply:</p> <ol style="list-style-type: none"> 1) Maximum height for nonresidential buildings: Forty five feet (45'). 2) Maximum floor area coverage of nonresidential uses in mixed use buildings of residential and nonresidential uses: Three (3) floors.
General Yard Requirements	<p>Front: 25 feet Side: 15 feet Rear: 30 feet Maximum coverage: 60%</p>	<p>Front: none required Side: none required Rear: 30 feet Maximum coverage: not specified The R-MU district includes design elements to help emphasize the pedestrian scale of buildings and interaction with the street level. There are maximum building setbacks to pull development closer to the street, glass requirements for street-facing walls and maximums on the length of blank walls allowed.</p>
Parking Requirements – Number of Spaces	<p>Multi-family residential:</p> <ul style="list-style-type: none"> • 2 parking spaces for each dwelling unit containing 2 or more bedrooms • 1 parking space for 1 bedroom and efficiency dwelling • 1/2 parking space for single room occupancy dwellings (600 square foot maximum) <p>Office uses: 3 spaces per 1,000 square feet of usable floor area for the main floor plus 1 1/4 spaces per 1,000 square feet of usable floor area for each additional level, including the basement</p>	<p>One-half (1/2) space per multi-family dwelling unit. 1 space per single-family, two-family and twin home dwellings</p> <p>Mix of uses – parking calculated separately per individual uses in portions of the building and then combined.</p>

KEY CONSIDERATIONS:

The key considerations associated with this proposal are:

1. Neighborhood and City-Wide Master Plan Considerations
2. Change in Zoning and Compatibility with Adjacent Properties
3. Recent Rezoning of the Abutting Parcel from RO to R-MU
4. Consideration of Alternate Zoning Districts

Key considerations are discussed further in the following paragraphs and were identified through the analysis of the project ([Attachment D](#)) and department review comments ([Attachment F](#)).

Consideration 1: Neighborhood and City-Wide Master Plan Considerations

The associated future land use map in the Central Community Master Plan currently designates the property as "Residential/Office Mixed Use". The petitioner is requesting to amend the future land use map so that the property is designated as "High Mixed Use". The current designation of Residential/Office Mixed Use supports density of 10-50 dwelling units per acre and anticipates uses such as residential and professional offices, either within a single structure or as single uses on a property. The proposed High Mixed Use designation supports development densities of over 50 dwelling units per acre. This designation anticipates commercial uses as well as medium to high-density housing. This designation may often be found in the downtown area, adjacent to light rail stations and consist of sales and services, offices, clinics and similar related land uses. An analysis of the provisions included in the master plan is outlined in more detail below.

Central Community Master Plan Elements

The subject area is discussed in the Central Community Master Plan (CCMP - 2005). More specifically, it is located within the Central City neighborhood planning area. The boundaries of the area encompass a variety of residential and business uses that include single-family dwellings, medium and high density apartment units, offices and businesses as well as notable City public uses such as the Public Safety Building and the City Library. Due to the neighborhood's location adjacent to the Central Business District it is vehicular traffic intensive and traversed by major streets in both east-west and north-south directions.

The future land use map in the CCMP shows the subject area of the parcel as being "Residential/Office Mixed Use" which allows for 15-50 dwelling units per acre. This corresponds to the current RO zoning. The Residential/Office Mixed Use designation envisions a combination of multi-family residential dwellings and office uses within the same structure. These uses could also be developed as stand-alone on a property. Buildings would generally be multi-floor with professional offices or residential living and may be a mix of both within the building.

The CCMP includes a vision statement related to pedestrian mobility and access that includes the following points:

Higher density residential land uses are located near commercial areas, light rail stations and open space.

The "Street and circulation" portion of the CCMP which addresses the Central city neighborhood planning area includes the following item:

Encourage residents' ability to minimize the use of private automobiles by providing service for residents within walking distance of their homes.

The Residential Land Use policies in the CCMP include RLU-1.5

Use residential mixed use zones to provide residential land uses with supportive retail, service, commercial and small-scale offices and monitor the mix of uses to preserve the residential component.

The Residential Land Use policies related more specifically to mixed use development include RLU-4.1 and RLU-4.2 which follow:

Encourage the development of high-density residential and mixed-use projects in the Central Business District, East Downtown and Gateway areas. (RLU-4.1)

Support small mixed use development on the corners of major streets that does not have significant adverse impacts on residential neighborhoods. (RLU-4.2)

East Downtown Master Plan Elements

The East Downtown Master Plan (1990) includes a section on Neighborhood Character which includes a map depicting East Downtown View Corridors and Height Limitations. The intent of these height limitations throughout East Downtown was to protect scenic vistas such as the City/County Building, the State Capitol and Cathedral of the Madeline.

The subject property is in a view corridor that shows the subject property in the 35-foot height limit zone. It is notable that the current zoning of the property would allow for buildings up to 90 feet in height by right. In addition, much of the zoning adjacent or abutting the subject property is zoned R-MU, RMF-45 with some RMF-75 zoning to the east. These properties are also located within that recommended 35-foot height limit zone and would allow for buildings of 45 feet to 90 feet in height. The views from this area toward the City/County Building and other landmarks have since been impaired by newer development that was completed after the adoption of this plan including the City Library, the Public Safety Building and numerous private developments.

The proposed zoning would exceed the recommended height limit described in the East Downtown Master Plan, however, the area has developed in a different fashion than was anticipated when this plan was originally adopted so the maximum height of buildings that could be built on the property whether under the current or proposed zoning would not be out of character for the area.

Plan Salt Lake Elements and 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. At the same time, compatibility, that is how new development fits into the scale and character of existing neighborhoods is an important consideration. New development should be sensitive to the context of surrounding development while also providing opportunities for new growth.

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

- *Growing responsibly while providing people with choices about where they live, how they live, and how they get around.*
- *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.*

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

Within the general area there are a wide range of property designations on the future land use map in [Attachment A](#). To the west of the subject parcel there are properties designated as High Mixed Use. To the north of the subject parcel, north

of 400 S in between 300 East and 500 East, the majority of properties are designated as High Mixed Use. In close proximity the future designations are predominantly Medium Density Residential or Medium/High Density Residential. Given the location of the property on a major arterial street, proximity to downtown and to transit on 400 South, as well as the large multi-family residential component in the area, a change to allow mixed uses that includes a retail component would be desirable. Those commercial and retail uses are currently lacking in the area and the master plan encourages the provision of services within walking distance for residents in order to minimize automobile use. Staff is recommending approval of the change to the future land use map in the Master Plan to designate the property as High Mixed Use from the current Residential/Office Mixed Use designation.

The Central Community Master Plan supports the overall concept of using mixed use zones to help provide services to surrounding residential areas. In this case, the overall area has many multi-family uses but lacks conveniently located retail service and commercial uses. The petitioner is requesting to amend the future land use map designation for the property to "High Mixed Use" which would allow for densities of 50 or more dwelling units per acre and anticipates commercial uses as well as medium to high-density housing. This could consist of retail sales and services, offices, clinics and similar uses. The property is located on a major arterial corridor designed to move traffic and the close proximity to downtown as well as light-rail transit on 400 South make it a suitable location for higher density development. Although the proposal does not meet the future land use map, it is consistent with other policies in the plan and the proposed changes are generally supported by the visions and policies contained in the Central Community Master Plan and Plan Salt Lake. Staff is recommending approval of the change to the future land use map in the Master Plan to designate the property as High Mixed Use from the current Residential/Office Mixed Use designation. This issue is also discussed in [Attachment D: Analysis of Standards](#).

Consideration 2: Change in Zoning and Compatibility with Adjacent Properties

The subject property fronts on 400 East, just off of 500 South which is a major east/west arterial that passes through the Central City Neighborhood. The property is also located in close proximity to light-rail transit stops along 400 South. Properties along 500 South within the vicinity of the subject parcel are zoned a mix of CN (Neighborhood Commercial), SR-3 (Special Development Pattern Residential), RO (Residential Office), RMF-45 and RMF-75 (Residential Multi-Family), PL2 (Public Lands), R-MU-45 (Moderate/High Density Residential Mixed Use), TSA (Transit Station Area of varying designations) and R-MU (Residential Mixed Use).

The properties along 500 South have been developed for a variety of professional multi-floor office uses. There are also a number of larger single-family dwellings that have been converted to office uses along 500 South. Moving away from the 500 South corridor, there are numerous multi-family residential developments in the area. There is a lack of commercial uses in the area however, although most retail and services are within a short drive toward 700 E and 400 S.

Both the existing RO zone and requested R-MU zone allow for a variety of housing types including multi-family development and both zones allowed mixed uses. However, mixed uses allowed in the RO zone are much more limited and would only allow for residential and office components. The applicant asked for a zone change to the R-MU – Residential/Mixed-Use zoning district in order to allow for future flexibility to add or create a residential or retail component on the site which is located relatively close to downtown. The R-MU zone would allow for retail and commercial uses in addition to the office and residential uses. The R-MU would allow for uses such as a restaurant, retail space, a museum, and a reception center to name a few.

In terms of building height, the R-MU zoning would allow buildings that are 75-feet in height vs. the 60 feet of height that would normally be allowed on a property that is zoned RO. However, since the RO-zoned subject property abuts a district with a higher height allowance, the height limit for buildings on the RO property increases to 90-feet. In this case, the RO would allow for a building of 90-feet in height so the rezoning of the parcel would actually decrease the maximum height allowed from 90 to 75 feet if the rezone to R-MU is approved. The R-MU zone also includes design standards to pull buildings closer to the street in order to provide interaction with the street level and better “activate” the street and to ensure a more pedestrian-friendly design for new construction.

The properties to the south are largely zoned RMF-45 although the development pattern is predominantly lower density single and multi-family residential uses. This zone currently allows for multi-family residential development up to 45-feet in height. It is important to note that the current zoning on many of these properties allows for more intense uses than the low density largely residential development pattern that currently exists. In addition, these properties are not located within a historic district so they could be re-developed in the future for multi-family uses up to 45-feet in height by right under their current zoning designation.

Given the location of the property near a major arterial street, proximity to downtown and transit on 400 South, as well as the large multi-family residential component in the area, a change to allow mixed uses that include a retail component would be desirable. Commercial and retail uses are currently lacking in the area and the master plan encourages the provision of services within walking distance for residents in order to minimize automobile use. It is staff's opinion that the change in zoning from RO to R-MU along this corridor would be appropriate and make sense in the context of the area and would not lead to changes that are out of character or incompatible with the existing development in the area.

Consideration 3: Recent Rezoning of the Abutting Parcel from RO to R-MU

The subject property contains an existing office building that is physically connected to the buildings on the adjacent parcel. The adjacent parcel was rezoned from RO to R-MU in 2017. This property was not part of that rezone request despite the physical connection of the existing development since they are under separate ownership and the owners of each respective parcel did not coordinate on the request. The rezone and master plan amendment requests on the adjacent property were heard by the Planning Commission on May, 24, 2017. Staff had recommended that the PC forward a positive recommendation to the City Council for the requests but the Planning Commission forwarded a negative recommendation to City Council. Concerns expressed by the Planning Commission included an unclear future development plan and a concern about how the property would fit within the context of the area if it were re-developed for higher density or more intense uses. The City Council ultimately approved the zoning map and master plan amendment requests finding that the change was in the best interest of the City and appropriate within the context of the area. Staff is recommending approval of the current zone change and master plan amendment proposal as appropriate for the area and as logical to create uniform zoning on the larger and connected parcel.

Consideration 4: Consideration of Alternate Zoning Districts

Planning Staff considered and analyzed different zoning districts for the property in lieu of a change to the requested R-MU zoning district. A change to the R-MU-45 - Moderate/High Density Residential Mixed Use zoning district would allow a mix of uses on the site including adding a retail component. The maximum height allowed in the R-MU-45 zone is 45-feet. Since the property does not abut single or two-family zoning, a maximum building height of 55-feet could be requested and approved by the Planning Commission through the Conditional Building and Site Design Review process. Since this is less than the height currently allowed by the RO zoning (90 feet) or proposed R-MU zoning (75-feet) staff is not recommending consideration of this zone.

The current RO zoning allows for offices and residential buildings (and other uses) up to 90 feet in height as permitted uses. A change to another zone such as RMF-75 would not allow for less height than the current RO zoning and would preclude retail and mixed used developments. The applicant has not indicated that a desire for additional building height on this property is driving this requested change. The stated intent is to allow for mixed uses and additional density. As mentioned previously, no specific site development plan has been submitted with this request.

One other item to note relates to the purpose for the R-MU zoning district which includes this statement:

The purpose of the R-MU residential/mixed use district is to reinforce the mixed use character of the area and encourage the development of areas as high density residential urban neighborhoods containing retail, service commercial, and small scale office uses.

The general area is mixed use and given the purpose statement for the proposed zoning district to “reinforce the mixed use character of the area” the proposed R-MU zoning is both appropriate and an accurate reflection of the zoning and development pattern of the surrounding area.

For these reasons and the issues identified in the Key Considerations and Analysis of Standards sections of this report, a change to an alternate zoning district in lieu of the applicant's original request for the R-MU zoning district is not being recommended by staff.

DISCUSSION:

The applicant has proposed to rezone the property from the existing RO to the R-MU zoning designation in order to allow for future flexibility to add or create a residential or retail component on the site. The site is close to downtown and would support downtown uses. The property is located along a major arterial street and also lies in reasonable proximity to the transit stops along 400 South. The change in zoning to R-MU would allow more mixed use options including additional retail and commercial uses on the property, something that is lacking within the community. The change in allowed uses is the driving factor in this request as the maximum allowable building height would actually decrease on the subject property if the rezone from RO to R-MU is approved.

It is staff's opinion that the change in zoning from RO to R-MU along this corridor would not substantially impact the character of the area or increase current potential impacts. In addition, the proposed R-MU zoning includes design standards that would help to regulate new development and create a more pleasing pedestrian environment. As such, staff finds that the requested zone change is appropriate when considered in the context of the area and is recommending approval. Staff is also recommending approval of the master plan amendment in order to provide consistency between the zoning and master plan.

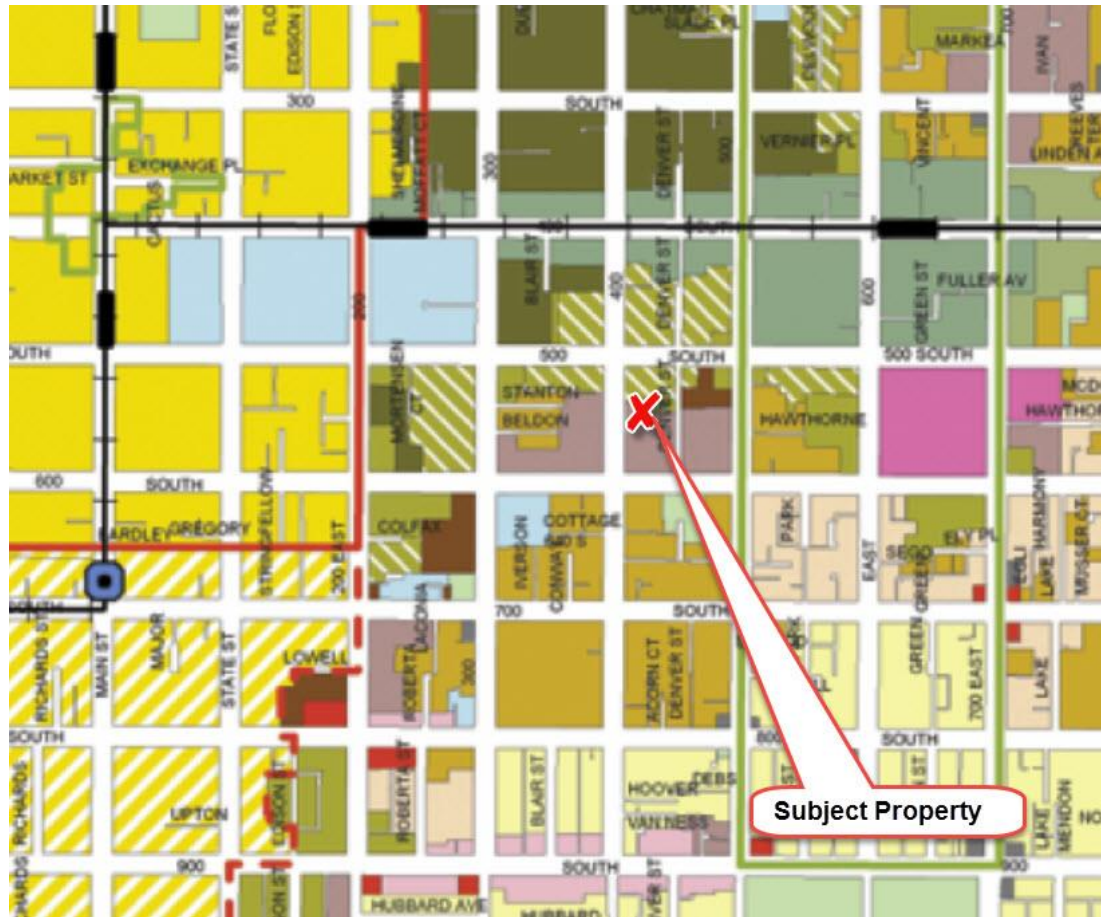
NEXT STEPS:

The Planning Commission's recommendation will be forwarded to the City Council for their consideration as part of the final decision on these petitions. If ultimately approved, the applicant may proceed with the submission of plans for the project. If ultimately denied, the applicant would still be eligible to re-develop or modify the existing development on the property in accordance with the regulations for the existing RO zone.

ATTACHMENT A: Current Zoning & Future Land Use Map



FUTURE LAND USE MAP IN THE MASTER PLAN



Central Community Future Land Use

* NOTE: The Low-Medium and Medium Density Land Use designations may include multiple zoning designations (e.g.; a single land use designation and map color may represent RMF-35 or SR-3 classifications)



Map Legend

- Light Rail Stations
- Proposed Light Rail Stations
- Historic Preservation
- Light Rail
- Later Phase of Light Rail
- CBD Boundary
- CBD Support Boundary
- Salt Lake Community College/Future Expansion Area
- West Temple Gateway Plan

Future Land Use

- Low Density Residential (1-15 dwelling units/acre)
- Low Medium Density Residential (10-20 dwelling units/acre) *
- Medium Density Residential (15-30 dwelling units/acre) *
- Medium High Density Residential (30-50 dwelling units/acre)
- High Density Residential (50 or more dwelling units/acre)
- Low Residential/Mixed Use (5-10 dwelling units/acre)
- Medium Residential/Mixed Use (10-50 dwelling units/acre)

- Residential/Office Mixed Use (10-50 dwelling units/acre)
- High Mixed Use (50 or more dwelling units/acre)
- Neighborhood Commercial
- Community Commercial
- Central Business District
- Central Business District Support
- Regional Commercial/Industrial
- Low Density Transit Oriented Development (1-20 dwelling units/acre)
- Medium Density Transit Oriented Development (10-50 dwelling units/acre)
- High Density Transit Oriented Development (50 or more dwelling units/acre)
- Open Space
- Institutional
- Gateway Master Plan (Note: Future Land Use Shown in the Gateway Master Plan)
- Non-conforming properties to be evaluated for appropriate land use designation. (Interim land use policy would be adjacent land use classifications)

ATTACHMENT B: Applicant Information

The narrative and other exhibits found on the following pages were submitted by the applicant in relation to this project.

515 South 400 East – Zoning & Master Plan Land Use Map Amendments
Parcel #1606454023

Rockworth Companies, LLC, as authorized agent of Third South, LLC proposes amending the current RO zoning at 515 South 400 East (“Subject Property”) to the RMU zone. Concurrent with the zoning amendments Rockworth is also proposing an amendment to the Central Community Land Use map from its current designation of Residential/Office to High Mixed Use. Adopting the proposed designations will allow for additional flexibility to provide residential, mixed use, and/or office on the property creating an activated, walkable environment.

The purpose for this amendment is to provide a more compatible zoning with the properties directly to the North and West while maintaining the unique character, walkability and residential character of the surrounding neighborhood. The proposed change further supports the four fundamental goals for the community, identified by the Central Community master plan, by:

- enhancing the livability of the neighborhood through providing a greater variety of residential land use to support all types of housing.
- Supporting vital and sustainable commerce, through an environment that encourages employees to live and work in the Central Community.
- Providing higher density land use within a 10 minute walk to commercial areas, Trax Stations, and open space in order to increase pedestrian mobility and accessibility.

The subject property’s central location on the east side of downtown provides convenient pedestrian access to employment centers, shopping, and public facilities. The subject property is located within a ½ mile or ten minute walk of two Trax stations, robust retail options along 400 South, Trolley Square, the Salt Lake Public Library, and the Salt Lake City offices. The requested amendments are compatible with the location of the property and consistent with the goals and vision of the Central Community Master Plan.

ATTACHMENT C: Existing Conditions



Existing building on right located on the subject property. Building is physically connected to office buildings on adjacent parcel.



Rear of existing building. Parking deck is used for parking for the subject property but is on the adjacent parcel.



Physical connection between building on the subject property (on left) to the building on the adjacent parcel taken from parking deck to the east.

ATTACHMENT D: ANALYSIS OF STANDARDS

MASTER PLAN AMENDMENTS

State Law, Utah Code Annotated, Title 10 Chapter 9a, requires that all municipalities have a master plan. However, there is no specific criteria relating to master plan amendments. The City does not have specific criteria relating to master plan amendments. However, City Code Section 21A.02.040 – Effect of Adopted Master Plans or General Plans addresses this issue in the following way:

All master plans or general plans adopted by the planning commission and city council for the city, or for an area of the city, shall serve as an advisory guide for land use decisions. Amendments to the text of this title or zoning map should be consistent with the purposes, goals, objectives and policies of the applicable adopted master plan or general plan of Salt Lake City. (Ord. 26-95 § 2(1-4), 1995)

In this case, the master plan is being amended in order to provide consistency between the Central Community Master Plan and the zoning designation of the subject property. This request facilitates a rezoning of the property to a district that will allow different uses on the property. State Law does include a required process in relation to a public hearing and recommendation from the Planning Commission in relation to a master plan amendment. The required process and noticing requirements have been met.

ZONING MAP AMENDMENTS

21A.50.050: A decision to amend the text of this title or the zoning map by general amendment is a matter committed to the legislative discretion of the city council and is not controlled by any one standard. In making a decision to amend the zoning map, the City Council should consider the following:

Factor	Finding	Rationale
1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;	Complies with Master Plan policy statements but does not comply with Future Land Use Map. A petition for a Master Plan amendment has also been submitted as part of this request.	<p>The Central Community Master Plan (CCMP) speaks to using mixed use zones to provide services to the surrounding residential community and to minimize the use of automobiles by locating these services within walking distance of residents.</p> <p>Staff believes that based on the existing land uses, development pattern and the adopted master plan, that rezoning the parcel to R-MU is appropriate for the following reasons:</p> <ul style="list-style-type: none">• The property is located along a major arterial with much adjacent multi-family residential development but few commercial and service uses within walking distance.• The zoning change will not substantially increase current or potential impacts on the site and would not be out of character with the area.• A change to the R-MU zoning district is supported by the proposed amendments to the master plan. <p>The proposed change in zoning is not consistent with the future land use map. However, it is consistent with other policies in the plan and the proposed changes are generally supported by the visions and policies contained in the Central Community Master Plan and staff is recommending approval.</p>
2. Whether a proposed map amendment furthers the	Complies	The purpose of the Zoning Ordinance is to promote the health, safety, morals, convenience, order, prosperity and welfare of the present and

specific purpose statements of the zoning ordinance.		<p>future inhabitants of Salt Lake City, to implement the adopted plans of the city, and, in addition:</p> <ul style="list-style-type: none"> A. Lessen congestion in the streets or roads; B. Secure safety from fire and other dangers; C. Provide adequate light and air; D. Classify land uses and distribute land development and utilization; E. Protect the tax base; F. Secure economy in governmental expenditures; G. Foster the city's industrial, business and residential development; and H. Protect the environment. (Ord. 26-95 § 2(1-3), 1995) <p>The proposed zone change from RO to R-MU would support the purposes of the zoning ordinance found in Chapter 21A.02.0303: Purpose and Intent as outlined above. The change would help to distribute land and utilizations (D.), while helping to support the city's residential and business development (G.)</p>
3. The extent to which a proposed map amendment will affect adjacent properties;	Complies	<p>The proposed R-MU zoning district would allow a mix of land uses and mixed use development that is not currently allowed by the RO zoning. The overall scale of the zone is similar although the R-MU zone would actually allow 15-feet less in building height over the current RO zoning. In addition, the R-MU zoning includes development standards intended to address the scale of the building and how it fits the streetscape.</p> <p>A change to the R-MU zoning may facilitate additional development on this property which will have an impact on adjacent properties. Development could consist of residential uses as well as retail and service uses. However, the context of the property near a major arterial street designed to carry a high volume of traffic and the proximity of existing multi-family developments in the area should be taken into account. These elements are a mitigating factor in relation to the additional land uses that may be developed under the R-MU zoning district.</p>
4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards	Complies	<p>The property is not located within an overlay zoning district that imposes additional standards.</p>
5. The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.	Complies	<p>The proposed development of the subject properties was reviewed by the various city departments tasked with administering public facilities and services, and the Public Utilities Department identified some issues that are outlined in Attachment G: Department Comments that relate to the existing site utilities.</p> <p>The city has the ability to provide services to the subject property. The infrastructure may need to be upgraded at the owner's expense in order to meet specific City requirements.</p> <p>If the rezone is approved, the proposal will need to comply with these requirements for future development or redevelopment of the site. Public Utilities and other departments will also be asked to review any specific development proposals submitted at that time.</p>

ATTACHMENT E: Public Process and Comments

Public Notice, Meetings, Comments

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project:

- Notice of the project and request for comments sent to the Chair of the Central City Neighborhood Council on August 20, 2018
- The Central City Neighborhood Council chose to not have the applicant or staff attend a regular meeting to explain the proposal. The Chair indicated that the community concerns were fully vetted during the process for the R-MU rezone on the adjacent parcel in 2017. No comments were submitted by the CCNC to date related to this proposal.

Notice of the public hearing for the proposal included:

- Public hearing notice mailed on: October 11, 2018
- Public hearing notice sign posted on property: October 11, 2018
- Public notice posted on City and State websites and Planning Division list serve: October 11, 2018

Public Input:

As of the date of this staff report, only one public comment been received in relation to the proposal. That is included below:

Mr. Gellner,

This e-mail is in reference to Case number PLNPCM2018-00642 and PLNPCM2018-00643, Master Plan Amendment and Zoning Map Amendment.

I am owner of condominium just across street of subject property 515S 400E. In information sent thru mail to residents in neighborhood, it is not clear what will be proposed height limitation at subject parcel.

From Zoning Key that I found on your web-site, it seems that Rockworth Co. LLC asking to allow to build up to 75', beside allowing supportive retail and service commercial.

All surrounding building are lower than 45' and 75' tall building will not fit with surrounding.

Please inform me did I correctly understood what is this case about?

Sincerely

Korkut Maid

Salt Lake City, UT 84111

Staff Response:

Staff discussed the concerns with Mr. Maid and explained that although the zone change would allow for a building up to 75- feet in height, no specific development plan had been submitted with the application so staff was unsure of what would be built in the future. Staff also explained that the existing zoning would allow for a buildings over 45-feet in height by right. The subject property would in fact allow buildings of 90-feet in height under the existing RO zoning since it abuts a district (R-MU) that would allow buildings of 75-feet in height.

ATTACHMENT F: Department Comments

CITY DEPARTMENT COMMENTS

Zoning Review

Building Services has identified no issues with proposed rezone request.

Public Utilities

Utility Comments related to both the master plan and zoning amendment:

No public utility objections to the proposed zone change. Proposed development must meet public utility standards, policy and ordinance. The water system may need to be improved to provide adequate fire flows and pressures. Improvement plans will be reviewed by public utilities.

Sustainability

No comments provided.

Engineering:

No objections.

Transportation

No objections.

Fire

No comments provided.