



# Staff Report

PLANNING DIVISION  
COMMUNITY & NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: John Anderson, 801-535-7214 or [john.anderson@slcgov.com](mailto:john.anderson@slcgov.com)

Date: October 10, 2018

Re: PLNPCM2018-00118 D-2 Downtown Support District Design Standards Zoning Text Amendment

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## Zoning Text Amendment

**PROPERTY ADDRESS:** All properties located in the D-2 Downtown Support Zoning District  
**PARCEL ID:** Multiple  
**MASTER PLAN:** Downtown Master Plan  
**ZONING DISTRICT:** D-2 Downtown Support Zoning District

**REQUEST:** Mayor Jackie Biskupski has initiated a petition instructing staff to propose additional design standards in the D-2 Downtown Support District to implement the goals and objectives of the Downtown Master Plan. The proposed design standards would add regulations that would affect all new structures in the zoning district by dictating the placement of the buildings, building materials, ground floor uses, entrances, glass requirements, projecting signs and standards related to existing auto sales facilities.

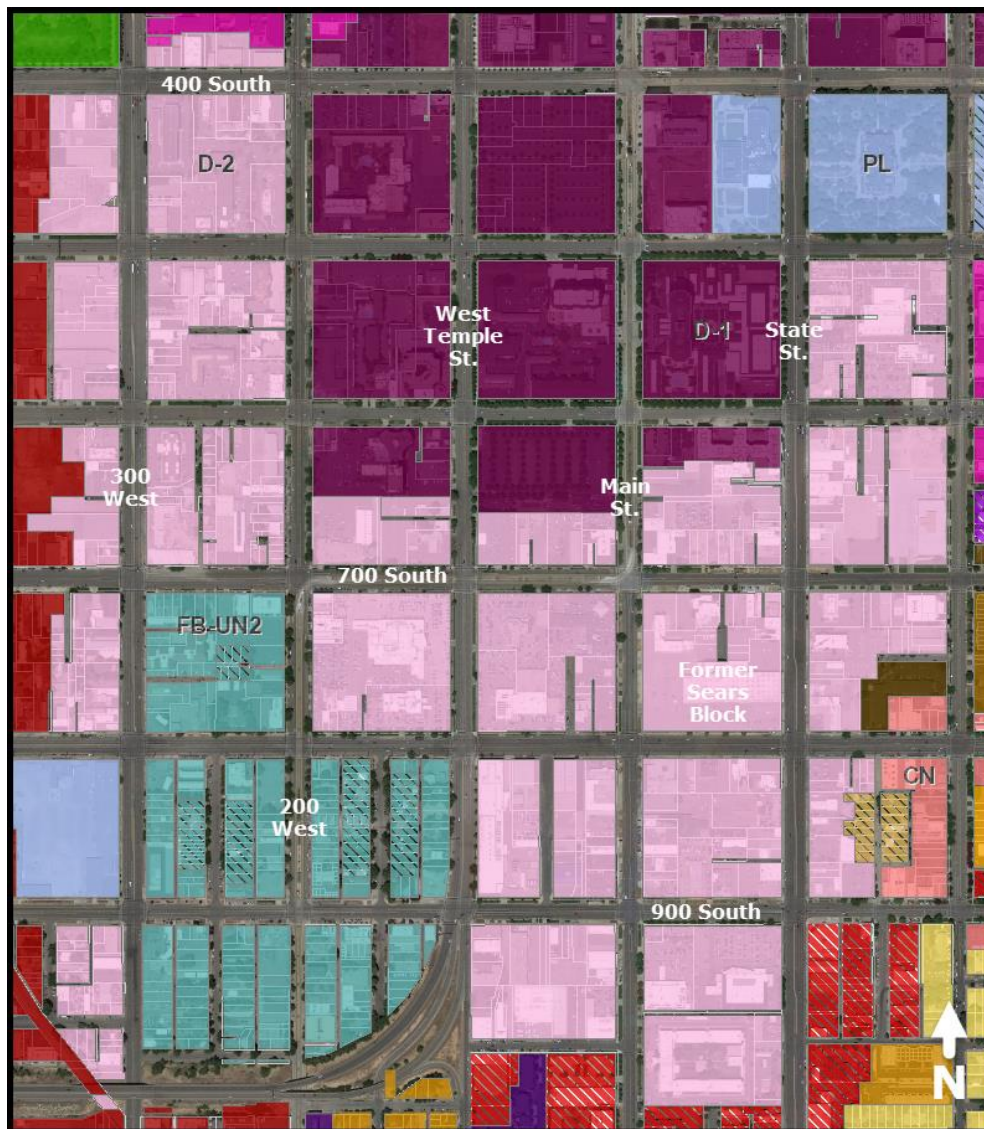
**RECOMMENDATION:** Based on the analysis and findings of this report, it is the opinion of staff that the proposed text amendment to add design standards to the D-2 Downtown Support District does meet the standards of approval. Staff recommends that the Planning Commission forward a favorable recommendation to the City Council for petition PLNPCM2018-00118 to add design standards to the D-2 Downtown Support District.

**ATTACHMENTS:**

- A. Proposed Ordinance
- B. Map Showing all D-2 Downtown Support zoned properties
- C. Analysis of Factors
- D. Public Process
- E. Department Comments
- F. Public Comments

**PROJECT DESCRIPTION:** This is a request from Mayor Jackie Biskupski to amend portions of the text of 21A.30, 21A.37 and 21A.46 of the Salt Lake City Zoning Ordinance to add design standards for new construction and to allow projecting signs in the D-2 Downtown Support District.

The D-2 zone is located along the southern and southwestern perimeter of the Central Business District. It generally stretches from 300 West to 200 East and 400 South to 900 South. It includes portions of major street corridors such as State Street, Main Street, 300 West and 900 South. The district is predominantly commercial development and serves as the southern and western gateways into downtown. Most of the properties in the area are already developed but many will redevelop in the near future including highly visible sites such as the former Sears site at 750 S. State St. and areas north of the rapidly growing Central Ninth neighborhood.



*The map above displays all D-2 zoned properties in pink.*

Currently the D-2 zone has very few design standards, meaning as properties and neighborhoods redevelop, the city has little influence regarding the design of any structure and how it impacts the streetscape as well as adjacent properties. In looking at the existing conditions of much of the D-2 zoned properties, the lack of design standards has not helped the city achieve the purpose statement of the D-2 District.

*The purpose of the D-2 downtown support commercial district is to provide an area that fosters the development of a sustainable urban neighborhood that accommodates commercial, office, residential and other uses that relate to and support the central business district. Development within the D-2 downtown support commercial district is intended to be less intensive than that of the central business district, with high lot coverage and*

*buildings placed close to the sidewalk. This district is appropriate in areas where supported by applicable master plans. Design standards are intended to promote pedestrian oriented development with a strong emphasis on a safe and attractive streetscape.*

Currently, the only design standard in the zoning district is a height requirement. The proposed design standards would add significant changes and will be discussed in detail below:

### **Setbacks**

Currently the zoning district does not have any required minimum or maximum setbacks. The proposal would not add a minimum front or corner side yard setback but does add a maximum setback of 10 feet from the property line to not only allow but encourage buildings to be built close to the street. Interior side yard and rear yard setbacks have been proposed as well but only in situations where the adjacent property is located in a single or two-family residential district. This would only currently apply to a very small percentage of properties located in the D-2 zoning district.

### **Building Materials**

Exterior building materials have not previously been regulated in the D-2 zoning district. The proposed standards would require that 80% of the ground floor and 50% of upper floors to be clad in a durable exterior building material. The Zoning Ordinance currently defines these materials to include: stone, brick, masonry, textured or patterned concrete, and fiber cement board. The ordinance does allow the Planning Director to approve other building materials if he/she finds them to be a durable building material.

### **Active Uses**

The proposed design standards would require active ground floor uses along all street frontages. 75% of each street frontage has to be occupied by a use other than parking. The use must extend into the building for at least 25 feet. This use could be any permitted or conditional use in the zoning district in most locations. The proposed standards do identify specific active ground floor uses for some streets due to their visible locations and high traffic volumes. They include: 800 South, 900 South, State St. and Main St. These streets would be required to have very active uses such as retail, bars or restaurants rather than office or residential uses.

### **Glass**

The ground floor of all street facing facades would be required to be 40% glass which is the same standard in other downtown zoning districts. The upper floors of all structures would need to be 25% glass. This is a new standard that, at this time, has not been implemented in other zoning districts in the City.

### **Entries**

The proposed design standards would require a pedestrian entry into each structure every 50 feet along each street frontage. This standard was modified after recent discussions with the Planning Commission.

### **Blank Walls**

To avoid large blank walls, each wall must provide articulation in the street facing façade every 15 feet. The Zoning Ordinance states when discussing articulation, "...changes in plane, texture, materials, scale of materials, patterns, art, or other architectural detailing are acceptable methods to create variety and scale. This also includes architectural features such as bay windows, recessed or projected entrances or windows, balconies, cornices, columns, or other similar architectural features."

## **Building Length**

To control the length of buildings along streets, it is proposed to limit the length of a building to 200 feet along any street.

## **Screening**

The proposed design standards would require that all services areas, mechanical equipment, loading docks and similar types of facilities to be screened in such a way that they are not visible from adjacent streets and sidewalks.

## **Signs**

In a response to a request from business owners in the D-2 zoning district, the proposed design standards have included a provision that will allow businesses to install projecting signs. These are signs that are hung perpendicular from building facades and are commonly referred to as blade signs. These signs can improve the pedestrian environment as they are often focused on those that are utilizing the sidewalks.

## **Affordable Housing**

In an effort to encourage affordable housing, the proposed standards would allow for a developer to request additional height administratively rather than through the Conditional Building and Site Design process if it includes a minimum of 40% affordable housing. The earlier version that was recently discussed at the Planning Commission's briefing required 30% rather than 40%. This will be discussed in more detail in the Key Considerations section of this report.

## **Auto Sales Facilities**

Staff has taken existing uses into consideration when developing these new standards. The D-2 zoning district is home to a large portion of all of the auto sales lots in the city. As these uses are unique, the sites generally do not conform to typical urban development patterns. They occupy highly visible parcels along State St., Main St. and West Temple St with large areas for the storage of vehicles. Vehicle sales lots have occupied these parcels for a number of years and they are not likely to relocate in the near future. The proposed approach accommodates their continued use but applies design standards to all new construction.

Staff has proposed that all new structures that contain general offices and sales displays meet all design standards but allow auxiliary buildings such as car washes or repair facilities to be exempt. Further, staff has proposed that a 10 foot landscaped buffer be provided between the sidewalk and any outdoor auto display along a street frontage that is not occupied by a structure.

Staff has recommended specific design standards for this use because they have large footprints in the zone and because of their unique needs, mainly the ability to store large amounts of vehicles. With the proposed standards, primary structures would be built close to the sidewalk with vehicle storage placed behind the buildings. This is currently a trend for many auto sales lots along State St. in the D-2 zone. Lengths of the street without structures would require landscaping. The proposed standards would not allow for the typical suburban style auto sales facility which utilizes the street frontages solely to advertise vehicles with all structures located away from the street.

This will be discussed further in the Key Considerations portion of this report.

## **Summary of Design Standards**

If the proposed amendments are adopted, the streets would be further activated with entrances, windows and active ground floor uses. This activation will encourage additional pedestrian traffic and increase the safety of the area as pedestrians provide eyes on the street. The quality of development will improve as well with the requirement of durable building materials and glazing on the ground and upper floors of the structures, limiting the length of structures along the street and requiring articulation to avoid large blank walls. These standards will also place buildings towards the street and place parking in the rear of the property which was the historic development pattern along many of these streets and matches the vision for the area that is identified in the Downtown Master Plan.

Please see Attachment A for the proposed ordinance detailing all proposed changes.

### **KEY CONSIDERATIONS:**

The section that would be changed in the zoning ordinance as part of the proposed amendment is 21A.30.030: Downtown Support District, 21A.37 Design Standards and 21A.46.110: Sign Regulations For Downtown Districts. The issue listed below has been identified through the analysis of the project as well as submitted public comment.

#### **1. Design Standards Related to Existing Auto Sales Facilities**

The current proposal outlines limited special regulations for auto sales facilities. As mentioned earlier in this report auto sales are one of the larger land uses in the D-2 zone occupying at least three, ten acre downtown blocks. These uses are well established and unlikely to relocate in the near future as they remain as a permitted use in the zone.

In general, comments from the public strongly supported additional design standards. However, staff did receive public comment related to the exemption of auto related facilities from some design standards. The comments received did not support the proposed exemptions and some expressed an interest in no longer allowing the use in the zone at all. It is important to note that this petition is focused on adding design standards and not identifying which uses are appropriate in the zoning district.

At a recent briefing some members of the Planning Commission asked staff to further research downtown auto sales facilities in other communities to find how they are regulated. Staff studied most major cities in the western United States and found it was relatively uncommon to find large auto sales facilities in downtown areas. Each city researched had some small scale sales lots in and around downtown areas but generally no large scale dealerships as is found in the city's D-2 zone.

Because it was such an uncommon use, staff was unable to find helpful regulations specifically related to downtown auto sales facilities. Those rare dealerships that were found in a downtown area were generally built as a parking structure rather than surface parking lots. Staff did research these locations specifically but did not find regulations requiring that type of design; staff believes that the design was based on economic factors primarily the cost of property in large cities.

**DISCUSSION:** Staff does not believe that existing large, surface parking lots connected to auto sales facilities are the ideal downtown development style but recognizes that they are not only permitted uses but are a part of the historic development of the downtown support district as some have existed in their locations for many decades. As property values continue to rise, these downtown blocks will likely move from their current style of development to a structured parking design but the costs to build these structures is prohibitively expensive at this time.

Staff believes that by requiring primary structures to meet all required design standards including maximum setbacks new structures will activate the street and with landscaped buffers around auto display areas that the focus will be on the buildings themselves and not on the outdoor auto display areas. This will allow these permitted uses to continue to exist and potentially expand with minimal negative impacts on the community from the use.

## **2. Response to Planning Commission briefing**

On August 22, 2018 staff presented a draft of the proposed design standards to the Planning Commission. The purpose of the briefing was to introduce the Planning Commission to the proposal, explain the reasons for the changes and to inform the Commission about the ongoing public process.

Comments from the commission were generally related to:

- Ground floor glass standards
- Articulation in the facades of structures
- The appropriate number of entrances
- Affordable housing and whether these types of projects should be able to gain additional height without going through the Conditional Building and Site Design process.

### **Entries, Façade Articulation and Ground Floor Glass**

In response to comments from the commission, staff made a change to the draft to add a specific distance of 50 feet between required entrances rather than simply requiring an entrance for each frontage.

To address comments related to articulation of the structure, the existing draft contains a number of different regulations which will force articulation into the facades of new structures, they include:

- Glass requirement of 40% of the ground floor of each street frontage.
- Glass requirement of 25% of the upper floors of street facing facades.
- A limit on the length of any blank portion of a wall to 15 feet.
- A limit on the length of structures to 200 feet which will encourage additional articulation as large projects will need to be broken up into multiple structures.

In the briefing the commission only reviewed the design standards table which indicates what design standards apply to each zone. The commission was not supplied with the introduction of the table which defines and delineates each standard in more detail. Staff believes that the proposed standards with their respective limitations as explained in the ordinance addresses the commission's comments.

**DISCUSSION:** Staff believes the proposed change to the number of entries in conjunction with the proposed façade treatment standards, will ensure that all future structures are articulated sufficiently to create an interesting and inviting streetscape. Please see Attachment A to review these proposed modifications.

### **Affordable Housing**

Staff discussed with the city's Housing and Neighborhood Development Division (HAND) the proposed details related to affordable housing which would allow developments that include a certain percentage of affordable housing to be granted additional height administratively rather than through the design review process. They

recommended increasing the minimum amount for additional height without a Conditional Building and Site Design approval from 30% to 40%.

The commission requested that staff research other methods of encouraging the inclusion of affordable housing without exempting projects from the design review process. In discussions with HAND, staff found that the city does not currently have any significant tools other than financial tools such as loans to affordable housing projects to encourage the inclusion of affordable housing. In addition, the Zoning Ordinance does not generally address affordable housing except for a reduction in the required amount of off street parking.

**DISCUSSION:** The city has been striving to create affordable housing options as the current economic conditions have created significant increases in housing costs. Staff believes that allowing affordable housing projects to add height to proposed structures without going through the design review process is a tool that may help to begin to address housing affordability. This may have some impact on the design of structures but should be minimized as all projects, whether approved through the design review process or administratively, will still need to meet all of the newly proposed design standards.

### **3. Master Plan Considerations**

These proposed design standards are an implementation of the Downtown Master Plan which was adopted May 2016. The Downtown Master Plan describes having a beautiful downtown as a primary goal. When discussing design it states, "Quality architecture and design supports livability, provides location opportunities for business, and is an important part of creating an attractive world-class city. It also supports economic growth, as well as local economic development and employment." It later lists as an initiative, "Review and update existing design standards for all zoning districts downtown as needed to provide greater certainty about project design for applicants and community members."

The Downtown Master Plan states that downtown should be vibrant and active with a goal to establish an active public realm that supports a vibrant downtown experience. One initiative that this proposal will help to implement is requiring active ground floor uses. The master plan states, "On pedestrian-oriented streets, active ground floor uses should be prioritized over parking uses."

Regarding increased design standards, Plan Salt Lake echoes the goals of the Downtown Master Plan which supports the proposal to increase design standards downtown, it states as an initiative, "Reinforce downtown as the visually dominant center of the City through the use of design standards and guidelines." It also describes establishing standards for key gateways into the city. As discussed earlier, many of the D-2 zoned corridors act as gateways to downtown and into the city as a whole.

These proposed changes will help to shape future development in the zoning district in a manner that will implement the goals and initiatives of the Downtown Master Plan and Plan Salt Lake.

#### **NEXT STEPS:**

The Planning Commission's recommendation for these proposed zoning text amendments will be forwarded on to the City Council for their action.

The City Council is the decision-making body for zoning text amendments.

# **ATTACHMENT A: PROPOSED ORDINANCE**



## **21A.37.050: DESIGN STANDARDS DEFINED:**

The design standards in this chapter are defined as follows. Each design standard includes a specific definition of the standard and may include a graphic that is intended to help further explain the standard, however the definition supersedes any conflict between it and a graphic.

A. Ground Floor Use And Visual Interest: This standard's purpose is to increase the amount of active uses and/or visual interest on the ground floor of a building. There are two (2) options for achieving this, one dealing solely with the amount of ground floor use, and the other combining a lesser amount of ground floor use with increased visual interest in the building facade's design.

1. Ground Floor Use Only: This option requires that on the ground floor of a new principal building, a permitted or conditional use other than parking shall occupy a minimum portion of the length of any street facing building facade according to section [21A.37.060](#), table [21A.37.060](#) of this chapter. All portions of such ground floor spaces shall extend a minimum of twenty five feet (25') into the building. Parking may be located behind these spaces.

a. For single-family attached uses, the required use depth may be reduced to ten feet (10').

b. For single-family or two-family uses, garages occupying up to fifty percent (50%) of the width of the ground floor building facade are exempt from this requirement.

c. For all other uses, vehicle entry and exit ways necessary for access to parking are exempt from this requirement. Such accessways shall not exceed thirty feet (30') in width. Individual dwelling unit garages do not qualify for this exemption.

2. Ground Floor Use And Visual Interest: This option allows for some flexibility in the amount of required ground floor use, but in return requires additional design requirements for the purpose of creating increased visual interest and pedestrian activity where the lower levels of buildings face streets or sidewalks. An applicant utilizing this option must proceed through the conditional building and site design review process for review of the project for determination of the project's compliance with those standards, and in addition, whether it contributes to increased visual interest through a combination of increased building material variety, architectural features, facade changes, art, and colors; and, increased pedestrian activity through permeability between the building and the adjacent public realm using niches, bays, gateways, porches, colonnades, stairs or other similar features to facilitate pedestrian interaction with the building.

### **B. Building Materials:**

1. Ground Floor Building Materials: Other than windows and doors, a minimum amount of the ground floor facade's wall area of any street facing facade shall be clad in durable materials according to section [21A.37.060](#), table [21A.37.060](#) of this chapter. Durable materials include stone, brick, masonry, textured or patterned concrete, and fiber cement board. Other materials

may be used for the remainder of the ground floor facade adjacent to a street. Other materials proposed to satisfy the durable requirement may be approved at the discretion of the planning director if it is found that the proposed material is durable and is appropriate for the ground floor of a structure.

2. Upper Floor Building Materials: Floors above the ground floor level shall include durable materials on a minimum amount of any street facing building facade of those additional floors according to section [21A.37.060](#), table [21A.37.060](#) of this chapter. Windows and doors are not included in that minimum amount. Durable materials include stone, brick, masonry, textured or patterned concrete, and fiber cement board. Other materials may be approved at the discretion of the planning director if it is found that the proposed material is durable and is appropriate for the upper floor of a structure.

#### C. Glass:

1. Ground Floor Glass: The ground floor building elevation of all new buildings facing a street, and all new ground floor additions facing a street, shall have a minimum amount of glass, or within a specified percentage range, between three (3) and eight feet (8') above grade according to section [21A.37.060](#), table [21A.37.060](#) of this chapter. All ground floor glass shall allow unhampered and unobstructed visibility into the building for a depth of at least five feet (5'), excluding any glass etching and window signs when installed and permitted in accordance with chapter 21A.46, "Signs", of this title. The planning director may approve a modification to ground floor glass requirements if the planning director finds:

- a. The requirement would negatively affect the historic character of an existing building;
- b. The requirement would negatively affect the structural stability of an existing building; or
- c. The ground level of the building is occupied by residential uses that face the street, in which case the specified minimum glass requirement may be reduced by fifteen percent (15%).

2. Upper Floor Glass: Above the first floor of any multi-story building, the surface area of the facade of each floor facing a street must contain a minimum amount of glass according to section [21A.37.060](#), table [21A.37.060](#) of this chapter.

- #### D. Building Entrances:
- At least one operable building entrance on the ground floor is required for every street facing facade. Additional operable building entrances shall be required, at a minimum, at each specified length of street facing building facade according to section [21A.37.060](#), table [21A.37.060](#) of this chapter. The center of each additional entrance shall be located within six feet (6') either direction of the specified location. Each ground floor nonresidential leasable space facing a street shall have an operable entrance facing that street and a walkway to the nearest sidewalk. Corner entrances, when facing a street and located at approximately a forty five degree (45°) angle to the two (2) adjacent building facades (chamfered corner), may count as an entrance for both of the adjacent facades.

E. Maximum Length Of Blank Wall: The maximum length of any blank wall uninterrupted by windows, doors, art or architectural detailing at the ground floor level along any street facing facade shall be as specified according to section [21A.37.060](#), table [21A.37.060](#) of this chapter. Changes in plane, texture, materials, scale of materials, patterns, art, or other architectural detailing are acceptable methods to create variety and scale. This shall include architectural features such as bay windows, recessed or projected entrances or windows, balconies, cornices, columns, or other similar architectural features. The architectural feature shall be either recessed a minimum of twelve inches (12") or projected a minimum of twelve inches (12").

F. Maximum Length Of Street Facing Facades: No street facing building wall may be longer than specified along a street line according to section [21A.37.060](#), table [21A.37.060](#) of this chapter. A minimum of twenty feet (20') is required between separate buildings when multiple buildings are placed on a single parcel according to subsection [21A.36.010B](#), "One Principal Building Per Lot", of this title. The space between buildings shall include a pedestrian walkway at least five feet (5') wide.

G. Upper Floor Step Back:

1. For street facing facades the first full floor, and all additional floors, above thirty feet (30') in height from average finished grade shall be stepped back a minimum horizontal distance from the front line of building, according to section [21A.37.060](#), table [21A.37.060](#) of this chapter. An alternative to this street facing facade step back requirement may be utilized for buildings limited to forty five feet (45') or less in height by the zoning ordinance: those buildings may provide a four foot (4') minimum depth canopy, roof structure, or balcony that extends from the face of the building toward the street at a height of between twelve feet (12') and fifteen feet (15') above the adjacent sidewalk. Such extension(s) shall extend horizontally parallel to the street for a minimum of fifty percent (50%) of the face of the building and may encroach into a setback as permitted per section [21A.36.020](#), table [21A.36.020B](#), "Obstructions In Required Yards", of this title.

2. For facades facing single- or two-family residential districts, a public trail or public open space the first full floor, and all additional floors, above thirty feet (30') in height from average finished grade shall be stepped back a minimum horizontal distance from the corresponding required yard setback (building line) according to section [21A.37.060](#), table [21A.37.060](#) of this chapter.

H. Exterior Lighting: All exterior lighting shall be shielded and directed down to prevent light trespass onto adjacent properties. Exterior lighting shall not strobe, flash or flicker.

I. Parking Lot Lighting: If a parking lot/structure is adjacent to a residential zoning district or land use, any poles for the parking lot/structure security lighting are limited to sixteen feet (16') in height and the globe must be shielded and the lighting directed down to minimize light encroachment onto adjacent residential properties or into upper level residential units in multi-story buildings. Lightproof fencing is required adjacent to residential properties.

- J. Screening Of Mechanical Equipment: All mechanical equipment for a building shall be screened from public view and sited to minimize their visibility and impact. Examples of siting include on the roof, enclosed or otherwise integrated into the architectural design of the building, or in a rear or side yard area subject to yard location restrictions found in section [21A.36.020](#), table [21A.36.020B](#), "Obstructions In Required Yards", of this title.
- K. Screening Of Service Areas: Service areas, loading docks, refuse containers and similar areas shall be fully screened from public view. All screening enclosures viewable from the street shall be either incorporated into the building architecture or shall incorporate building materials and detailing compatible with the building being served. All screening devices shall be a minimum of one foot (1') higher than the object being screened, and in the case of fences and/or masonry walls the height shall not exceed eight feet (8'). Dumpsters must be located a minimum of twenty five feet (25') from any building on an adjacent lot that contains a residential dwelling or be located inside of an enclosed building or structure.
- L. Ground Floor Residential Entrances For Single-Family Dwellings: For the zoning districts listed in section [21A.37.060](#), table [21A.37.060](#) of this chapter all attached single-family dwellings, townhomes, row houses, and other similar single-family housing types located on the ground floor shall have a primary entrance facing the street for each unit adjacent to a street. Units may have a primary entrance located on a courtyard, mid block walkway, or other similar area if the street facing facades also have a primary entrance.
- M. Parking Garages Or Structures: The following standards shall apply to parking garages or structures whether stand alone or incorporated into a building:
1. Parking structures shall have an external skin designed to improve visual character when adjacent to a public street or other public space. Examples include heavy gauge metal screen, precast concrete panels; live green or landscaped walls, laminated or safety glass, decorative photovoltaic panels or match the building materials and character of the principal use. The planning director may approve other decorative materials not listed if the materials are in keeping with the decorative nature of the parking structure.
  2. The architectural design of the facades should express the internal function of the structure. Facade elements shall align to parking levels and there shall be no sloped surfaces visible from a public street, public trail or public open space.
  3. Internal circulation must be designed such that parking surfaces are level (or without any slopes) along all primary facades. All ramping between levels need to be placed along the secondary facade or to the center of the structure. Parking structures shall be designed to conceal the view of all parked cars and drive ramps from public spaces.
  4. Elevator and stairs shall be highlighted architecturally so visitors, internally and externally, can easily access these entry points.

5. Signage and wayfinding shall be integrated with the architecture of the parking structure and be architecturally compatible with the design. Public parking structures entrances shall be clearly signed from public streets.
6. Interior garage lighting shall not produce glaring sources toward adjacent properties while providing safe and adequate lighting levels. The use of sensor dimmable LEDs and white stained ceilings are a good strategy to control light levels on site while improving energy efficiency.
7. Where a driveway crosses a public sidewalk, the driveway shall be a different color, texture, or paving material than the sidewalk to warn drivers of the possibility of pedestrians in the area.
8. The street level facing facades of all parking structures shall be wrapped along all street frontages with habitable space that is occupied by a use that is allowed in the zone as a permitted or conditional use.
9. Parking structures shall be designed to minimize vehicle noise and odors on the public realm. Venting and fan locations shall not be located next to public spaces and shall be located as far as possible from adjacent residential land uses.

#### N. Residential Character In RB District:

1. All roofs shall be pitched and of a hip or gable design except additions or expansions to existing buildings may be of the same roof design as the original building;
2. The remodeling of residential buildings for retail or office use shall be allowed only if the residential character of the exterior is maintained;
3. The front building elevation shall contain not more than fifty percent (50%) glass;
4. Signs shall conform with special sign regulations of chapter 21A.46, "Signs", of this title;
5. Building orientation shall be to the front or corner side yard; and
6. Building additions shall consist of materials, color and exterior building design consistent with the existing structure, unless the entire structure is resurfaced.

#### O. Primary Entrance Design In SNB District: Primary entrance design shall consist of at least two (2) of the following design elements at the primary entrance, so that the primary entrance is architecturally prominent and clearly visible from the abutting street.

1. Architectural details such as arches, friezes, tile work, canopies, or awnings.
2. Integral planters or wing walls that incorporate landscape or seating.

3. Enhanced exterior light fixtures such as wall sconces, light coves with concealed light sources, or decorative pedestal lights.
4. A repeating pattern of pilasters projecting from the facade wall by a minimum of eight inches (8") or architectural or decorative columns.
5. Recessed entrances that include a minimum step back of two feet (2') from the primary facade and that include glass on the sidewalls. (Ord. 12-17, 2017)

## **21A.30.030: D-2 DOWNTOWN SUPPORT DISTRICT:**

A. Purpose Statement: The purpose of the D-2 downtown support commercial district is to provide an area that fosters the development of a sustainable urban neighborhood that accommodates commercial, office, residential and other uses that relate to and support the central business district. Development within the D-2 downtown support commercial district is intended to be less intensive than that of the central business district, with high lot coverage and buildings placed close to the sidewalk. This district is appropriate in areas where supported by applicable master plans. Design standards are intended to promote pedestrian oriented development with a strong emphasis on a safe and attractive streetscape.

B. Uses: Uses in the D-2 downtown support district, as specified in section [21A.33.050](#), "Table Of Permitted And Conditional Uses For Downtown Districts", of this title, are permitted subject to the general provisions set forth in section [21A.30.010](#) of this chapter and this section.

C. Lot Size Requirements: No minimum lot area or lot width shall be required.

D. Maximum Building Height: ~~The maximum permitted building height No building shall not exceed sixty five feet (65'). Buildings taller than sixty five feet (65') but less than one hundred twenty feet (120') subject to the following review process: may be authorized through the conditional building and site design process, subject to the requirements of chapter 21A.59 of this title.~~

1. Buildings over sixty five feet (65') in height are subject to Design Review according to the requirements of chapter 21A.59 of this title.

2. Buildings taller than sixty five feet (65') in height may be exempt from the conditional building and site design review process if the building includes at least forty percent (40%) affordable housing units. The maximum permitted building height shall not exceed one hundred twenty feet (120').

E. Minimum Yard Requirements: ~~None required.~~

1. Front and Corner Side Yard: There is no minimum setback. The maximum setback is ten feet (10').

2. Interior side yards: No minimum side yard is required except a minimum of fifteen feet (15') side yard is required when the side yard is adjacent to a single or two family residential zoning district.

3. Rear yard: No minimum rear yard is required except a minimum of twenty five feet (25') rear yard is required when the rear yard is adjacent to a single or two family residential district.

4. Buffer Yards: Any lot abutting a lot in a residential district shall conform to the buffer yard requirements of chapter 21A.48 of this title.

F. Landscape Yard Requirements: If a front or corner side yard is provided, such yard shall be maintained as a landscaped yard. The landscaped yard can take the form of outdoor dining, patio, courtyard or plaza, subject to site plan review approval.

G. Parking Lot Setbacks: If a front or corner side yard is provided surface parking is prohibited in those areas. Surface parking lots that are not located completely behind the primary structure shall maintain a twenty foot (20') landscaped yard from the front and corner side yard property lines.

H. Mid-block Walkways: Any new development shall provide a midblock walkway if a midblock walkway on the subject property has been identified in a master plan that has been adopted by the City. The following standards apply to the midblock walkway:

1. The midblock walkway must be a minimum of ten feet (10') wide and include a minimum six foot (6') wide unobstructed path.
2. The midblock walkway may be incorporated into the building provided it is open to the public. A sign shall be posted indicating that the public may use the walkway

I. Ground Floor Uses: To activate the ground floor of structures, retail goods establishments, retail service establishments, public service portions of businesses, restaurants, taverns/brewpubs, social clubs, art galleries, theaters or performing art facilities are required on the ground floor of structures facing State Street, Main Street, 800 South and 900 South.

J. Existing Vehicle Sales or Lease Lots:

1. Vehicle Display Area: The parking provided in the vehicle display area will not be counted as off street parking when computing maximum parking requirements and is not considered to be a surface parking lot when determining required setbacks in this section.
2. Design Standards: Structures associated with accessory uses such as but not limited to repair shops or vehicle washing do not need to meet required design standards and may exceed the maximum front and corner side yard setbacks. Primary structures that contain sales floors and auto display areas must meet all design standards and setbacks.
3. Landscaping: A landscaped yard of at least ten feet (10') in depth is required along any portion of the street frontage of the property that is not occupied by a permanent structure. All other landscaping requirements in 21A.48 remain applicable.
4. Multiple Buildings: Vehicle sales or lease lots may have multiple buildings on a parcel subject to all buildings being associated with the use of the lot as vehicles sales or lease.



**21A.37.060.D. Downtown districts**

Standard (Code Section)	District			
	D-1	D-2	D-3	D-4
Ground floor use (%) ( <a href="#">21A.37.050A1</a> )		75		75 <sup>3</sup>
Ground floor use + visual interest (%) ( <a href="#">21A.37.050A2</a> )		<u>60/25</u>		
Building materials: ground floor (%) ( <a href="#">21A.37.050B1</a> )		<u>80</u>	70 <sup>2</sup>	
Building materials: upper floors (%) ( <a href="#">21A.37.050B2</a> )		<u>50</u>	70 <sup>2</sup>	
Glass: ground floor (%) ( <a href="#">21A.37.050C1</a> )	40/60 <sup>1</sup>	<u>40</u>	40	40
Glass: upper floors (%) ( <a href="#">21A.37.050C2</a> )		<u>25</u>		
Building entrances (feet) ( <a href="#">21A.37.050D</a> )		<u>50</u>		
Blank wall: maximum length (feet) ( <a href="#">21A.37.050E</a> )		<u>15</u>		
Street facing facade: maximum length (feet) ( <a href="#">21A.37.050F</a> )		<u>200</u>		
Upper floor step back (feet) ( <a href="#">21A.37.050G</a> )				
Lighting: exterior ( <a href="#">21A.37.050H</a> )		<u>X</u>		
Lighting: parking lot ( <a href="#">21A.37.050I</a> )		<u>X</u>		
Screening of mechanical equipment ( <a href="#">21A.37.050J</a> )		<u>X</u>		
Screening of service areas ( <a href="#">21A.37.050K</a> )		<u>X</u>		
Ground floor residential entrances ( <a href="#">21A.37.050L</a> )		-		
Parking garages or structures ( <a href="#">21A.37.050M</a> )		<u>X</u>		

Notes:

1. Minimum requirement is 60 percent when project is within the Main Street retail core.

2. In the D-3 zoning district this percentage applies to all sides of the building, not just the front or street facing facade.
3. This percentage applies only as a requirement as noted in subsection [21A.30.045C7a\(1\)](#) of this title for projects that are seeking conditional height.

DRAFT

**21A.46.110.B. Sign Regulations For The D-2 District:**

1. Purpose: Sign regulations for the D-2 District are intended to respond to the existing diversity in signage characteristics within this district. The D-2 District is supportive of the D-1 District and reflects a similar purpose as the center for business and culture for the region.
2. Applicability: Regulations in subsection B3 of this section shall apply to all uses within the D-2 District.
3. Sign Type, Size And Height Standards:

**STANDARDS FOR THE D-2 DISTRICT**

<b>Types Of Signs Permitted</b>	<b>Maximum Area Per Sign Face</b>	<b>Maximum Height Of Freestanding Signs<sup>1</sup></b>	<b>Minimum Setback<sup>2</sup></b>	<b>Number Of Signs Permitted Per Sign Type</b>	<b>Limit On Combined Number Of Signs<sup>3</sup></b>
Awning/canopy sign	1 square foot per linear foot of storefront (sign area only)	See note 1	May extend 6 feet from face of building 2 feet from back of curb <sup>7</sup>	1 per first floor door/window	None
Canopy, drive-through	40% of canopy face if signage is on 2 faces; 20% of canopy face if signs are on 4 faces	See note 1	n/a	1 per canopy face	None
Construction sign	64 square feet	12 feet	5 feet	1 per street frontage	None
Flat sign (storefront orientation) <sup>4</sup>	2 square feet per linear foot of each store frontage <sup>5</sup>	See note 1	n/a	1 per business or storefront	None

Monument and pole signs:					
Monument sign <sup>6</sup>	1 square foot per linear foot of street frontage	20 feet	None	1 per street frontage	1 sign per street frontage
Pole sign <sup>6</sup>	1 square foot per linear foot of street frontage; 200 square feet maximum for a single business, 300 square feet maximum for multiple businesses	45 feet	None, but shall not extend across a property line	1 per street frontage	
Nameplate, building	3 square feet	8 square feet	None	1 per building	None
New development sign	200 square feet	12 feet	5 feet	1 per street frontage	None
Political sign	32 square feet	8 feet	5 feet	No limit	None
Private directional sign	8 square feet	4 feet	5 feet	No limit	None
<u>Projecting building sign</u>	<u>0.5 square foot per linear foot of street frontage; not to exceed 40 square feet</u>	<u>See note 1</u>	<u>May extend 6 feet from face of building, but shall not cross a</u>	<u>1 per street frontage</u>	

			<u>property line</u>		
Public safety sign	8 square feet	6 feet	5 feet	No limit	None
Real estate sign	64 square feet	12 feet	5 feet	1 per street frontage	None
Wall sign or flat sign (general building orientation)	4 square feet per linear foot of building face <sup>5</sup>	See note 1	n/a	1 per building face	None
Window sign	25% of total frontage window area per use	See note 1	n/a	No limit	n/a

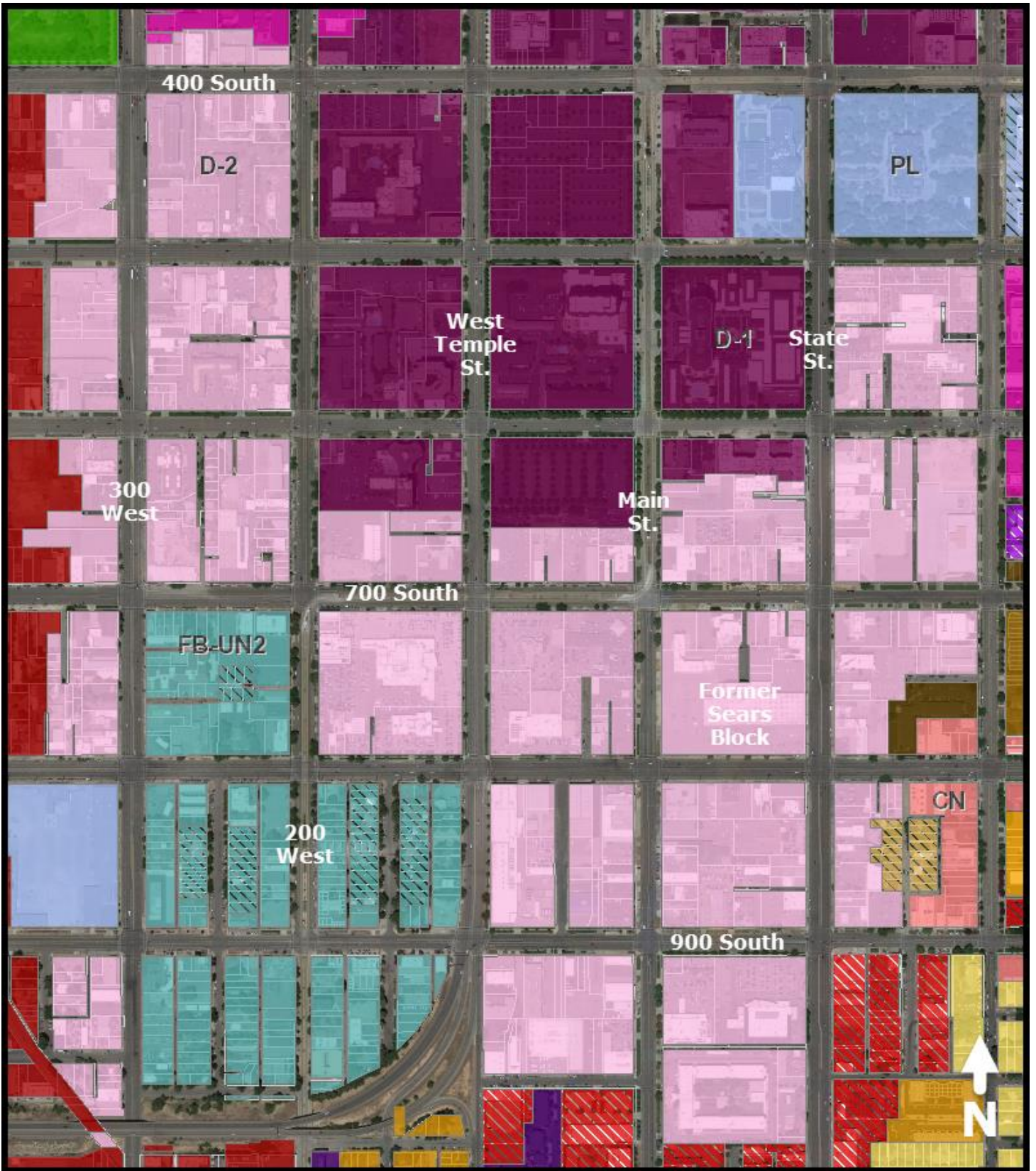
Notes:

1. For height limits on building signs, see subsection [21A.46.070J](#) of this chapter.
2. Not applicable to temporary signs mounted as flat signs.
3. The total number of signs permitted from the sign types combined.
4. Storefront flat signs limited to locations on the lower 2 floors.
5. A single-tenant building may combine the square footage total of both the storefront orientation and the general building orientation flat signs to construct 1 larger sign.
6. See subsection B4a of this section.
7. Public property lease and insurance required for projection over property line.

4. Supplementary Regulations:

- a. Lot Frontage Requirements: A minimum lot frontage of one hundred feet (100') shall be required for pole signs or monument signs.

**ATTACHMENT B: Map Showing D-2 Zoned Properties**



*D-2 zoned properties are labeled in pink in the map above*

# **ATTACHMENT C: ANALYSIS OF FACTORS**

As per section 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 concerning a proposed text amendment, the City Council should consider the following:

Factor	Finding	Rationale
<p>1. Whether a proposed text amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;</p>	<p>Complies</p>	<p>Plan Salt Lake supports the proposal to increase design standards downtown, it states as an initiative, “Reinforce downtown as the visually dominant center of the City through the use of design standards and guidelines.” It also describes establishing standards for key gateways into the city. As discussed earlier, many of the D-2 zoned corridors act as gateways to downtown and into the city as a whole.</p> <p>Regarding increased design standards, the Downtown Master Plan echoes the goals of Plan Salt Lake which describes having a beautiful downtown as a primary goal. When discussing design it states, “Quality architecture and design supports livability, provides location opportunities for business, and is an important part of creating an attractive world-class city. It also supports economic growth, as well as local economic development and employment.” It later lists as an initiative, “Review and update existing design standards for all zoning districts downtown as needed to provide greater certainty about project design for applicants and community members.”</p> <p>These proposed changes will help to shape future development in the zoning district in a manner that is consistent with the goals and initiatives of the Downtown Master Plan and Plan Salt Lake.</p>
<p>2. Whether a proposed text amendment furthers the specific purpose statements of the zoning ordinance;</p>	<p>Complies</p>	<p>The purpose statement in the Zoning Ordinance for the district states:</p> <p><i>The purpose of the D-2 downtown support commercial district is to provide an area that fosters the development of a sustainable urban neighborhood</i></p>



		<p><i>that accommodates commercial, office, residential and other uses that relate to and support the central business district. Development within the D-2 downtown support commercial district is intended to be less intensive than that of the central business district, with high lot coverage and buildings placed close to the sidewalk. This district is appropriate in areas where supported by applicable master plans. Design standards are intended to promote pedestrian oriented development with a strong emphasis on a safe and attractive streetscape.</i></p> <p>The current design and lot and bulk standards will not implement the goals stated in the purpose statement related to creating a pedestrian oriented development. The proposed standards will require buildings placed close to the sidewalk with significant amounts of glass in conjunction with active ground floor uses. These standards will help to create the “safe and attractive streetscape” that is referenced in the purpose statement.</p>
<p>3. Whether a proposed text amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards;</p>	<p>Complies</p>	<p>There is a small collection of D-2 zoned properties located in the South State Street Corridor Overlay District. These properties are generally located between Main and State Streets and 900 south to approximately 1000 South.</p> <p>The purpose of the SSSC South State Street corridor overlay district is to acknowledge and reinforce the historical land development patterns along South State Street between 900 South and 2100 South. The overlay has very limited lot and bulk standards that differ from standards in the underlying zone. It installs minimum and maximum setbacks along the front and corner side yards and requires parking to be located behind a structure or away from the street.</p>

		<p>The proposed design standards are generally in harmony with these existing overlay standards except for the maximum front yard setback. It allows for 35% of the structure to be up to 25 feet away from the street. The proposed standards set the maximum setback at 10 feet.</p> <p>The Zoning Ordinance states that when there is a conflict between the base zoning district and those of the overlay district, the overlay district will control. This would allow that small portion of the D-2 zoned properties to have a larger maximum setback but in general the proposed design standards will help to implement the purpose statement of the overlay district.</p>
<p>4. The extent to which a proposed text amendment implements best current, professional practices of urban planning and design.</p>	<p>Complies</p>	<p>Best planning practices would encourage that zoning standards in the base zone be aligned with the purpose statement of that zone and of adopted master planning documents. As discussed before, these proposed design standards will accomplish both of those goals and create a safer and more urbanized streetscape throughout the neighborhood.</p>

## **ATTACHMENT D: PUBLIC PROCESS AND COMMENTS**

### **Public Notice, Meetings, Comments**

Staff has been seeking feedback from a diverse group which includes residents, local business owners, and community councils as well city boards and commissions. The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project:

**Community Councils:** Notice of this application and a letter soliciting input was sent to the Downtown, Ballpark and Central City Community Councils. The only response received was from the Ballpark Community Council. Staff attended their June 7, 2018 meeting. The feedback staff received was that they would like to see improvement in the development along the major street corridors that are zoned as D-2.

**Open House:** An open house was held on August 16, 2018. Staff discussed the proposed text amendments with several in attendance. Written comments from 3 residents were received and are included in this report. The conversations with staff and the written comments were generally in support of the addition of design standards to the D-2 zone. There were some concerns expressed related to portions of the proposed design standards that discuss specific standards for auto sales facilities.

**Other Engagement Opportunities:** On March 14, 2018 staff presented proposed design standards to the city's Business Advisory Board. The group was generally supportive to additional design standards but did not propose any specific modifications.

On June 7, 2018 staff presented at the State Street Main Street America group. It is a group of business owners and property owners in the south downtown area with many being located in the D-2 zone. The group expressed support for the proposed changes and general redevelopment in their neighborhood with an emphasis along State St.

**Planning Commission Work Session:** On August 22, 2018 staff presented a draft of the proposed design standards to the Planning Commission. The purpose of the briefing was to introduce the Planning Commission to the proposal, the reasons for the changes and to inform the Commission about the ongoing public process. Comments from the commission were related to:

- Ground floor glass standards
- Articulation in the facades of structures
- The appropriate number of entrances
- Affordable housing and whether these types of projects should be able to gain additional height without going through the Conditional Building and Site Design process.

Staff's response to those comments were discussed in the Key Considerations section of this report.

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

Public hearing notice published in the newspaper on Sept. 26, 2018

Public hearing notice posted on Sept. 26, 2018

Public notice posted on City and State websites and Planning Division list serve: Sept. 26, 2018

### **Public Input:**

As of the writing of this staff report, no further comments were received other than what can be found in Attachment F.

## **ATTACHMENT E: DEPARTMENT REVIEW COMMENTS**

Input was requested from all pertinent city divisions and departments. No pertinent comments were received with regard to these proposed amendments as of the time this staff report was published.

## **ATTACHMENT F: Public Comments**

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PLNPCM2018-00118 ZONING TEXT AMENDMENT TO ADD DESIGN STANDARDS  
TO THE D-2 DOWNTOWN SUPPORT DISTRICT

Planning Division Open House

16 August 2018

MAIL COMMENTS TO:  
JOHN ANDERSON, SENIOR PLANNER  
451 S. STATE STREET, ROOM 406  
PO BOX 145480  
SALT LAKE CITY, UT 84114-5480  
OR SEND E-MAIL TO: john.anderson@slcgov.com

Name: JEFF HEIN - HEIN ATELIER

Address: 16 W. 700 S. SLC

Email: JEFF@JEFFREYHEIN.COM

Phone: 801-502-9185

COMMENTS:

AS A BUILDING OWNER / BUSINESS NEIGHBORING  
THE SEAR PLOT I'M VERY CONCERNED THAT IT BE  
DEVELOPED IN A WAY THAT WILL VITALIZE THE CITY.  
RESTURANTS, BEAUTIFUL HOUSING AND OFFICE STRUCTURES  
WOULD BE SO GOOD FOR THE CITY AND THIS  
AREA. PLEASE, NO CAR DEALERSHIPS, PARKING LOTS,  
SHELTERS, OR STORAGE UNITS.

IT ~~HOW~~ SEEMS AN EXCELLENT OPPORTUNITY  
TO BRING DOWNTOWN CULTURE SOUTH OF THE  
BUSINESS DISTRICT.

**PLNPCM2018-00118 ZONING TEXT AMENDMENT TO ADD DESIGN STANDARDS  
TO THE D-2 DOWNTOWN SUPPORT DISTRICT**

**Planning Division Open House**

**16 August 2018**

MAIL COMMENTS TO:  
JOHN ANDERSON, SENIOR PLANNER  
451 S. STATE STREET, ROOM 406  
PO BOX 145480  
SALT LAKE CITY, UT 84114-5480  
OR SEND E-MAIL TO: [john.anderson@slcgov.com](mailto:john.anderson@slcgov.com)

Name: DARIN PICCOLI

Address: 638 STATE

Email: D@THESTATEROOM.COM

Phone: \_\_\_\_\_

**COMMENTS:**

There shouldn't be exemptions except for existing previously built. New construction anywhere in D2 should adhere to new standards.

PLNPCM2018-00118 ZONING TEXT AMENDMENT TO ADD DESIGN STANDARDS  
TO THE D-2 DOWNTOWN SUPPORT DISTRICT

Planning Division Open House

16 August 2018

MAIL COMMENTS TO:  
JOHN ANDERSON, SENIOR PLANNER  
451 S. STATE STREET, ROOM 406  
PO BOX 145480  
SALT LAKE CITY, UT 84114-5480  
OR SEND E-MAIL TO: john.anderson@slcgov.com

Name: AUGGIE WASMUND

Address: \_\_\_\_\_

Email: AUGGIE@BUILTBYCW.COM

Phone: \_\_\_\_\_

COMMENTS:

THIS IS GREAT. PLEASE NO MORE  
AUTOMOTIVE RETAIL.

+ NO EXEMPTIONS. WE ALL  
PLAY BY THE SAME RULES  
FOR CAR DEALERS