



Staff Report

PLANNING DIVISION
COMMUNITY & NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: Lex Traughber – Senior Planner
(801) 535-6184 or lex.traughber@slcgov.com

Date: May 22, 2019

Re: Masonic Temple – Central Community Master Plan & Zoning Map Amendments
Petitions PLNPCM2019-00230 & 00231

MASTER PLAN & ZONING MAP AMENDMENTS

PROPERTY ADDRESSES: 650 E. South Temple
PARCEL IDs: 16-06-227-013
ZONING DISTRICT: I – Institutional
MASTER PLAN: I – Institutional

REQUEST: DB Urban Communities, representing the property owner, the Masonic Temple Association, has submitted applications for a Master Plan Amendment and a Zoning Map Amendment for a portion of the property located at approximately 650 E. South Temple Street. 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 Master Plan and a Zoning Map amendment. The following two petitions are associated with this request:

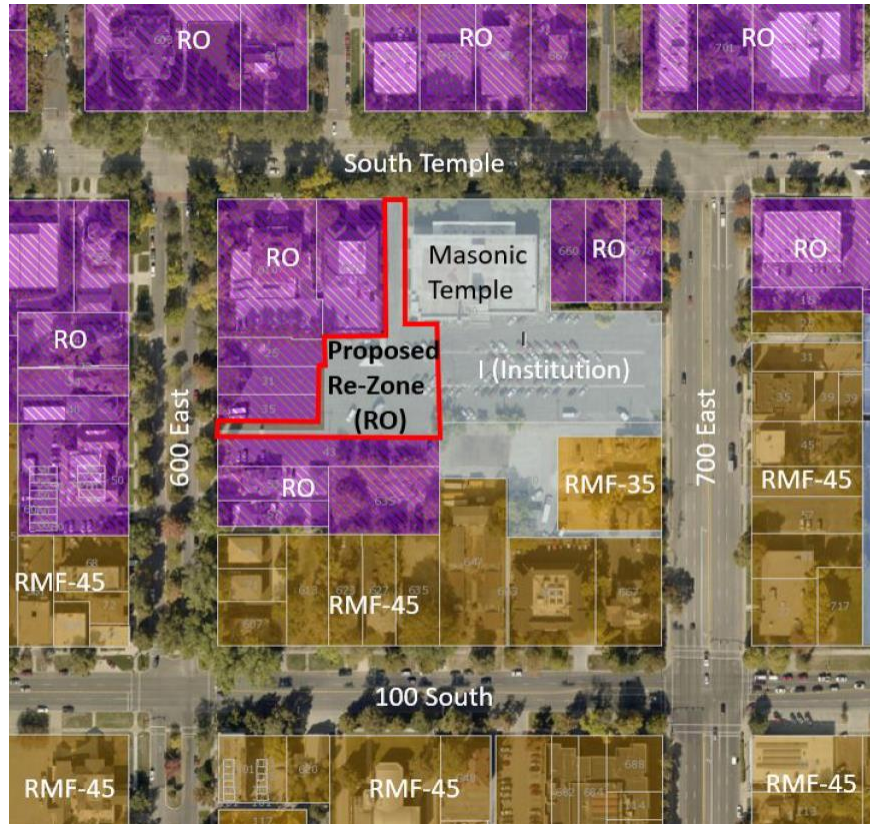
- a. Master Plan Amendment - The associated future land use map in the Central Community Master Plan currently designates the property as "Institutional". The petitioner is requesting to amend the future land use map for the parcel to " Residential/Office Mixed Use ". Case number PLNPCM2019-00231
- b. Zoning Map Amendment - The property is currently zoned I - Institutional. The petitioner is requesting to amend the zoning map designation of the property to RO – Residential/Office. Case number PLNPCM2019-00230

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

RECOMMENDATION: Planning Staff recommends that the Planning Commission forward a positive recommendation regarding the proposed amendments on to the City Council for consideration.

MOTION: Based on the analysis and findings listed in this staff report, testimony and the proposal presented, I move that the Planning Commission forward a positive recommendation regarding the proposed amendments on to the City Council as proposed. The Planning Commission finds that the proposed project complies with the review standards as demonstrated in Attachment C of this staff report.

PROJECT DESCRIPTION: DB Urban Communities, representing the property owner, the Masonic Temple Association, has submitted applications for a Master Plan Amendment and a Zoning Map Amendment for a portion of the property located at 650 E. South Temple. The proposals are to amend the Central Community Master Plan Future Land Use Map from Institutional to Residential/Office Mixed-Use, and to amend the Salt Lake City Zoning Map from I – Institutional to RO – Residential/Office. The map below indicates the approximate area of the Masonic Temple property to be potentially affected by the proposals.



The applicant has submitted detailed rationales for the proposed amendments in their applications. This information is attached for review (Attachment B). While no specific physical development is under consideration in association with these applications, potential master plan and zoning amendment approvals would allow for residential and/or office type land uses in the future.

PHOTOS OF SUBJECT SITE:



The Masonic Temple as viewed from South Temple Street.



View of the subject property from the southwest corner of the property along 600 South.



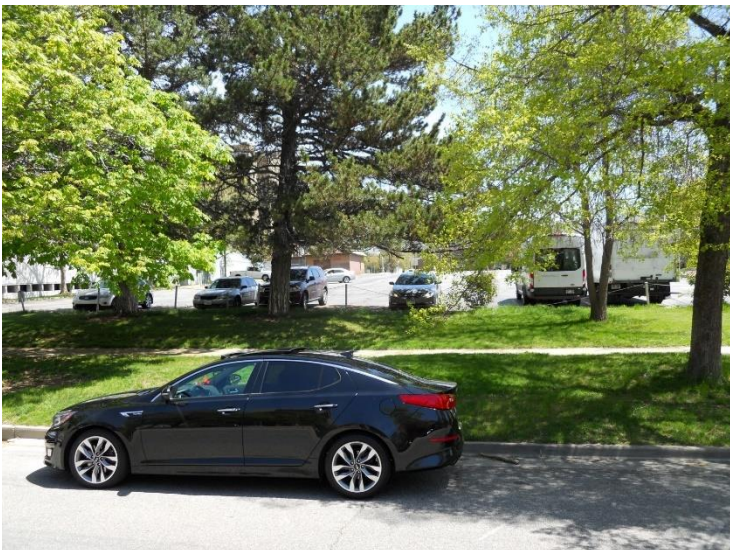
Another view as seen from the southwest corner of the subject property.



View of the driveway approach from South Temple Street looking north.



View of the property to the southwest corner toward 600 East.



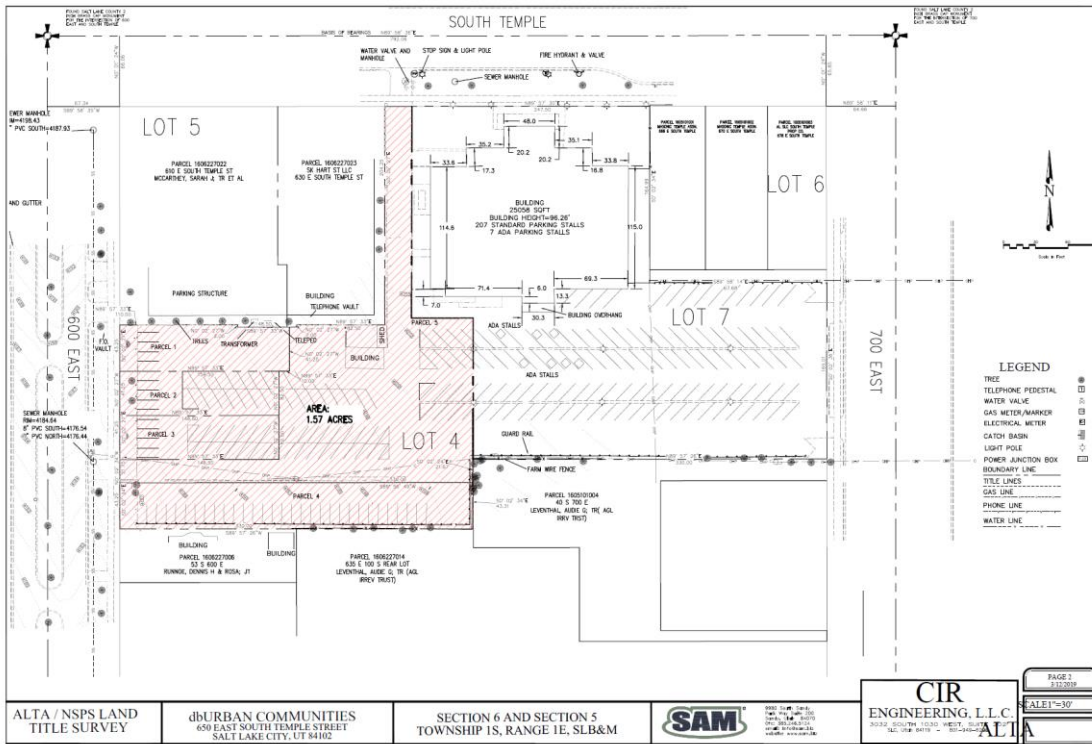
View of the property from 600 East.

ADJACENT LAND USES AND ZONING:

The Masonic Temple property is an Institutionally zoned parcel of approximately 2.94 acres in size comprising about a third of the land area on the block bound by South Temple and 100 South, from 600 East to 700 East. Please refer to Attachment A – Vicinity Maps. A large portion of the subject property is currently paved in asphalt and used for parking.

Surrounding zoning includes R/O (Residential/Office) to the north, east, and west of the Masonic Temple property. Other zoning designations on the block include RMF-35 (Moderate Density Multi-family Residential) and RMF-45 (Moderate/High Density Multi-family Residential) to the south. The requests for the master plan future land use map amendment and the zoning map amendment are reasonable requests based on consistency with surrounding land use and zoning.

While the applicant is specifically requesting that a portion of the Institutional zoned property owned by the Masonic Temple Association be rezoned, it is important to consider that four (4) other adjacent properties that front on 600 East are also owned by the Masonic Temple Association. The following survey shows these four (4) adjacent parcels (Parcels 1-4):



Planning Staff notes that the adjacent properties are already zoned R/O, and that additional property adjacent with the same zoning designation potentially realizes a fairly large parcel on the block for future development. Should the master plan and zoning map amendments be successful, a parcel of about 1.57 acres in size could be configured for future development.

At this juncture, it is not necessary to know of any future development plans that the property owner may have, the question to be addressed is simply whether or not the proposed amendments are appropriate.

Comparison of the Existing I (Institutional) and the R/O (Residential Office) Zoning Districts

The subject property is zoned I – Institutional. The purpose of the Institutional zoning district is as follows:

The purpose of the I institutional district is to regulate the development of larger public, semipublic and private institutional uses in a manner harmonious with surrounding uses. The uses regulated by this

district are generally those having multiple buildings on a campus like setting. Such uses are intended to be compatible with the existing scale and intensity of the neighborhood and to enhance the character of the neighborhood. This district is appropriate in areas of the city where the applicable master plans support this type of land use.

The applicant has requested that the property be changed to 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.

Because the applicant has not submitted a specific development proposal, the following land uses may be realized should the zoning on the property change from I - Institutional to R/O – Residential/Office. All development standards outlined in the Salt Lake City Zoning Ordinance in Section 21A.24.180 – Residential/Office District would apply. Permitted uses allowed in the R/O Zoning District include:

Animal, Veterinary Office
Art Gallery *
Artisan Food Production (2,500 square feet or less)
Bed and Breakfast Inn *
Clinic (Medical, Dental) *
Commercial Food Preparation
Community Garden *
Daycare Center, Adult *
Daycare Center, Child *
Daycare, Nonregistered Home Daycare *
Daycare, Registered Home Daycare or Pre-school *
Dwelling, Accessory Unit
Dwelling, Assisted Living Facility (Limited Capacity) *
Dwelling, Group Home (Small) *
Dwelling, Multi-family
Dwelling, Residential Support (Small)
Dwelling, Rooming (Boarding) House
Dwelling, Single-family (attached)
Dwelling, Single-family (detached)
Dwelling, Twin Home and Two-family
Eleemosynary Facility *
Financial Institution
Funeral Home
Home Occupation *
Laboratory (Medical, Dental, Optical)
Mixed Use Development
Museum *
Office (Excluding, Medical and Dental Clinic) *
Open Space Less Than 4 Acres in Size *
Park
Parking, Park and Ride Lot Shared with Existing Use *
Recreation (Indoor)
Restaurant
School, Professional and Vocational *
Seasonal Farm Stand
Studio, Art
Urban Farm *
Utility, Building or Structure *

Utility, Transmission Wire, Line, Pipe or Pole *

Conditional uses allowed in the R/O Zoning District include:

- Dwelling, Group Home (Large)
- Dwelling, Residential Support (Large)
- Governmental Facility *
- Library *
- Municipal Service Use, including City Utility Use and Police and Fire Station
- Parking, Off-site (to support nonconforming uses in a residential zone r uses in the CN or CB Zones)
- Place of Worship on lots less than 4 acres in size
- School, Seminary and Religious Institute
- Theater, Live Performance *
- Theater, Movie

(*) Uses that are also allowed in the Institutional zone.

The major difference between the Institutional zone and the Residential/Office zone in terms of land uses, is the fact that the Institutional zone only allows limited “Dwelling” uses, specifically “Assisted Living Facility”. The Residential/Office zone allows a wide variety of “Dwelling” uses including Group Homes, Multi-family, small Residential Support, Room (Boarding) Houses, Single-family (attached & detached), Twin home and Two-family. In addition, the Residential/Office zone allows for Mixed-Use development.

Finally, the subject property is located within the South Temple Local Historic District and therefore subject to Section 21A.34.020 – Historic Preservation Overlay District. Note that any new construction on the property would have to be reviewed and approved by the Historic Landmark Commission regardless of the outcome of the master plan and zoning map amendment requests.

Comparison of Zoning Ordinance Standards

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.32.080 – I – Institutional and Chapter 21A.24.180 – R/O – Residential/Office.

	Institutional (I) – Existing Zoning	Residential/Office (R/O) – Proposed Zoning
Maximum Building Height	Maximum Building Height: Building height shall be limited to thirty five feet (35'). Building heights in excess of thirty five feet (35') but not more than seventy five feet (75') may be approved through the design review process; provided, that for each foot of height over thirty five feet (35'), each required yard shall be increased one foot (1').	<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>Note: In this case, the subject property does not abut any zones that allow for a greater building height, and therefore the maximum</p>

		building height on the subject parcel would be sixty feet (60').
General Yard Requirements	<p>Minimum Yard Requirements:</p> <ol style="list-style-type: none"> 1. Front Yard: Twenty feet (20'). 2. Corner Side Yard: Twenty feet (20'). 3. Interior Side Yard: Twenty feet (20'). 4. Rear Yard: Twenty five feet (25'). 	<p>Minimum Yard Requirements:</p> <p>1. Multi-Family Dwellings And Offices On Greater Than Twenty Thousand Square Foot Lot Area:</p> <ol style="list-style-type: none"> a. Front Yard: Twenty five feet (25'). b. Corner Side Yard: Twenty five feet (25'). c. Interior Side Yard: Fifteen feet (15'). d. Rear Yard: The rear yard shall be twenty five percent (25%) of the lot depth, but need not exceed thirty feet (30').

Comparing two key development standards, building height and setbacks, the R/O zone allows for more building height than the Institutional zibe, the building setbacks are very similar with differences of approximately five feet (5').

CITY WIDE MASTER PLAN CONSIDERATIONS:

Central Community Master Plan (2005)

The subject property is located within the Central Community Master Plan (CCMP) area (see CCMP Future Land Use Map – Attachment A). 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 associated future land use map in the Central Community Master Plan currently designates the property as "Institutional". The petitioner is requesting to amend the future land use map so that the property is designated as "Residential Office/Mixed Use". The Residential/Office Mixed Use designation provides a combination of multi-family residential dwellings and office uses within a single structure. The residential or office uses also can be developed as a single use on a property. Land uses within these areas would consist of buildings designed to provide residential living and professional office space on multiple floors.

Several policies in the CCMP relate to the requested master plan amendment on various levels. First, in terms of residential development, the plan outlines the following policies:

Policy RLU-1.0 Based on the Future Land Use map, use residential zoning to establish and maintain a variety of housing opportunities that meet social needs and income levels of a diverse population (page 9).

Policy: RLU-3.0 Promote construction of a wide variety of housing options that are compatible with the character of the neighborhoods of the Central Community (page 10).

Policy: RLU-4.0 Encourage mixed use development that provides residents with a commercial and institutional component while maintaining the residential character of the neighborhood (page 10).

Second, in terms of commercial development, the plan outlines the following policy:

Policy CLU-4.0 Ensure commercial land uses are compatible with neighboring properties (page 11).

Third, in terms of institutional development, the plan outlines the following policy:

Policy INSLU-1.0 Mitigate the impacts of Institutional land uses on surrounding residential neighborhoods (page 13).

Fourth, in terms of historic preservation, the plan outlines the following policy:

Policy HP-1.0 Central Community gives high priority to the preservation of historic structures and development patterns (page 18).

Finally, in terms of urban design, the plan outlines the following policy:

Policy UD-3.0 Provide for physical changes that improve the urban design characteristics of the Central Community (page 19).

Discussion: The above cited housing policies are not particularly feasible under the current Institutional designation of the property as most “Dwelling” use, with the exception of “Assisted Living”, and “Mixed-Use” are precluded under the Institutional zone. This fact furthers the argument for supporting the proposed master plan and zoning map amendments to realize some sort of residential, commercial or mixed-use on the property; certainly uses that would appear to be more desirable than a surface parking lot.

In the immediate vicinity of the Masonic Temple property are a variety of different land uses, including commercial, office, and residential. Any future development of the property will need to be sensitive to compatibility with neighboring properties. The historic overlay district, to which this property is subject, will ensure that development achieves compatibility with the surrounding neighborhood in terms of scale and historic appropriateness.

While the Central Community gives high priority to the preservation of historic structures and development patterns, the fact remains that many structures on the subject block were demolished in the past and replaced with the existing surface parking lot. Suffice to say, the parking lot does little to enhance the area or neighborhood, and it could easily be argued that it is an eyesore. To allow compatible redevelopment of a portion of the surface parking lot could not only enhance the neighborhood from a visual perspective, it could also provide residential, commercial and mixed-use development that would enhance or ameliorate the neighborhood in general. The redevelopment of the surface parking lot could potentially provide needed income for the Masonic Temple Association to maintain the historic Temple building itself and the ongoing survival of this important Institutional land use in the City.

Plan Salt Lake (2015)

Plan Salt Lake 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, 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 the document.

CONCLUSION:

The proposed master plan and zoning map amendments meet or are able to meet standards for these types of requests as outlined in Attachment C.

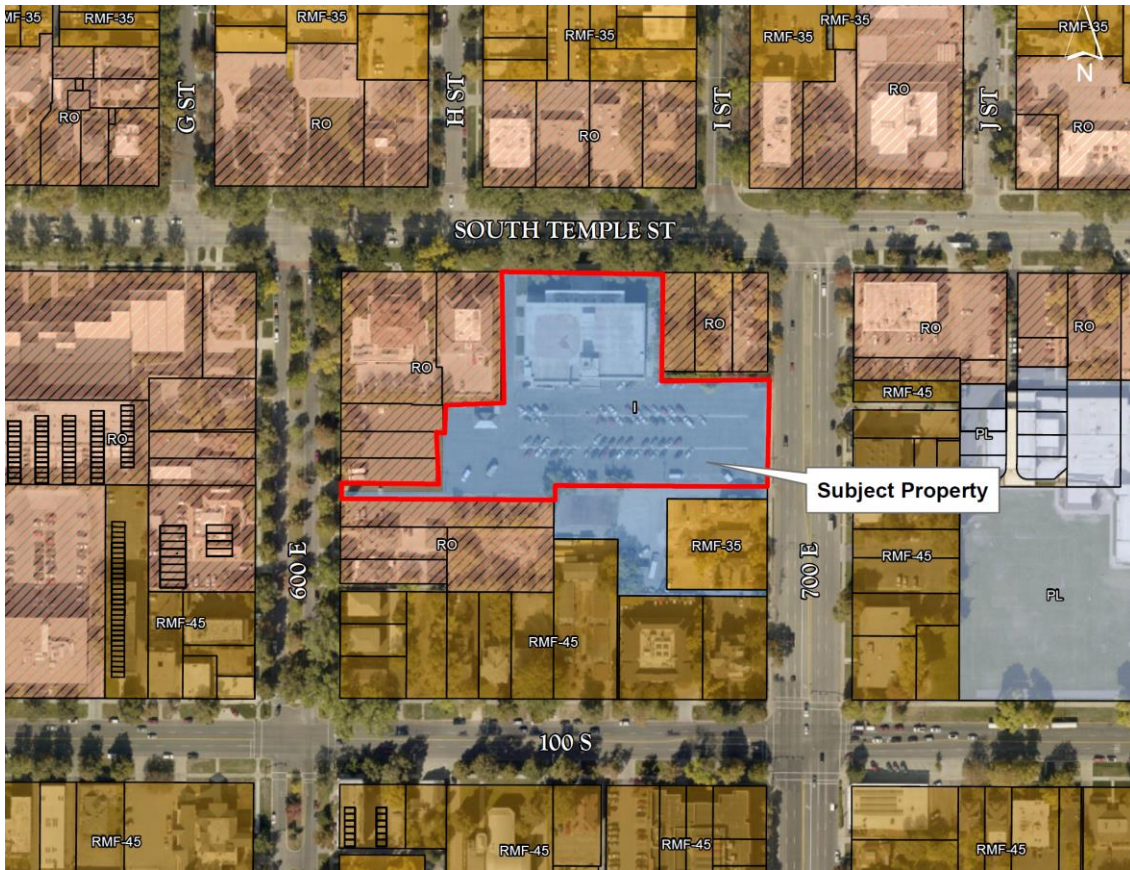
NEXT STEPS:

The Planning Commission's recommendation will be forwarded to the City Council for their consideration as part of the final decision on these petitions.

ATTACHMENTS:

- A. Vicinity Maps
- B. Applicant Information
- C. Analysis of Standards
- D. Public Process and Comments
- E. City Comments

ATTACHMENT A: VICINITY MAPS

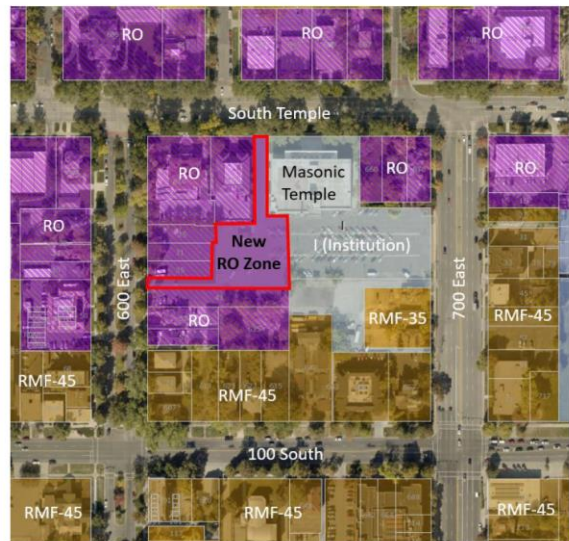


ONE BLOCK RADIUS

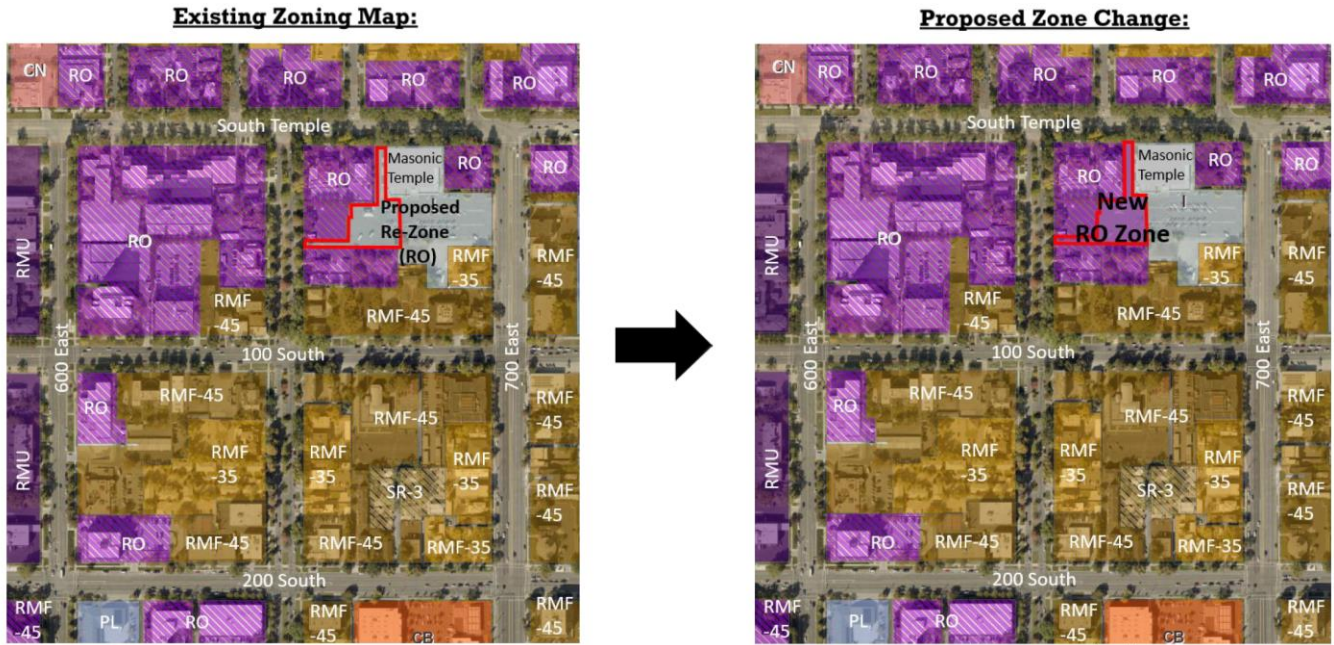
Existing Zoning Map:



Proposed Zone Change:



FOUR BLOCK RADIUS



CENTRAL COMMUNITY MASTER PLAN FUTURE LAND USE MAP

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 Lightrail 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

1. A statement declaring the Master Plan Amendment

The proposed Master Plan amendment change is specific to the westernmost approximate 1.60 acres of parcel 16-06-227-013-0000; to be changed from an Institutional (I) use to Residential/Office Mixed Use (RO) within the *land use map*. This land use map amendment change will enable the Salt Lake Masonic Temple Association to fulfill their long-term goals of redeveloping the large surface level parking lot in a manner that will support and enhance the surrounding Masonic Temple and the local Historic Neighborhood of South Temple.

The Salt Lake Masonic Temple Association is currently supported and funded through donations, dues and endowments. In an effort to set the Masonic Temple Association up for long term economic viability the Masonic Temple Association is desirous to see the eventual disposition or redevelopment of a non-income producing asset (a surface parking lot).

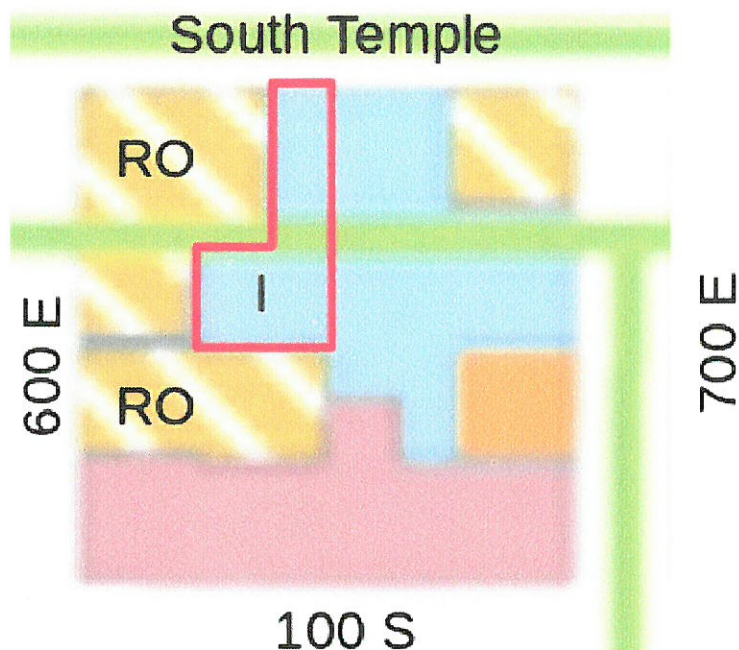
In reviewing adjacent land uses, the Masonic Temple Association believes they can accommodate their long-term goals through amending the land use map where the Property is located to the Residential/Office Mixed use (RO) use. As the Property is located within the South Temple Local Historic District, it is anticipated that the eventual redevelopment of the Property will require a Certificate of Appropriateness for New Construction from the Salt Lake Historic Landmark Commission.

Not only will this land use amendment benefit the future long term goals of the Masonic Temple Association, but it will also benefit the surrounding neighborhood as well. Per the Central City Master Plan, *"In the existing ... Residential Office (R-O) zoning districts, most property owners have built either all residential or all commercial buildings, rather than mixing them within the same project. All too frequently, the result is an overabundance of commercial buildings."* This over abundance of office space currently existing in the RO land use district will be mitigated by providing future residential housing should the surface level parking lot be changed to an RO land use thereby balancing out the residential/office uses in the area.



2. A statement declaring the purpose for the amendment

The Property where the land use map amendment is being requested will be used to help insure the long-term economic viability of the Masonic Temple Association itself through the eventual development or joint development of an income producing asset or assets.



3. Declare why the present Master Plan requires amending

Per Salt Lake City Zoning Code of the Institutional (I) District (21A.32.080), *“The purpose of the (I) institutional district is to regulate the development of larger public, semi-public and private institutional uses in a manner harmonious with the surrounding areas.”* While the Masonic Temple building itself is an institutional asset, the Masonic Temple Association does not have any current plans to expand the institutional nature of the building or use in a campuslike setting. The Masonic Temple Association does believe that any eventual redevelopment of the property needs to be done in a manner that is harmonious with the surrounding areas and neighborhood. As such, the Masonic Temple Association is of the opinion that “squaring off” the RO land use along 600 East will help make the block more functional within the master plan.

The Property as it currently exists (see the above land use map) has two different land use designations; which hinders the Property from being developed / re-developed. The surface parking is not currently enhancing the character of the neighborhood and is detracting therefrom. In allowing the land use map amendment of the Property to the RO use, the entirety of the Property will be located within a single land use and will allow for the development of the Property in a manner that is cohesive to adjacent land uses North, South, and West.

The entire surface parking lot needs to have one complete and contextual land use to provide proper design guidelines that are necessary for a holistic approach for the eventual re-development of the Property. The applicant believes the Residential/Office Mixed-Use (RO) land use allows for that since per the master plan text, of the RO land use, “...multi-family residential dwellings

and office uses within a single structure...” are allowed within the land use with the option of “...residential or office uses [being] developed as a single use on a property.” as well. This land use therefore would provide the Masonic Temple association with better options to fulfill their long term economic goals compared to the limited opportunities that the current I land use provides.

4. Is the request amending the Land Use Map? If so, please list the parcel numbers to be changed.

Yes, this request will amend the Land Use Map for the westernmost portion of Parcel ID number **16-06-227-013-0000**.

5. Is the request amending the text of the Master Plan?

No.

Additional Information for Consideration:

Pursuant to section 21A.50.050, Standards for General Amendments, a decision to amend master plan and master plan map is not controlled by any one standard. Instead, the City Council should consider the following:

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;

One of the goals of the East Downtown neighborhood of the Central City Master Plan is to facilitate the growth and development of the area without accelerating the rate of erosion or demolish of existing structures. The land use map amendment request allows for the development of a surface parking lot which helps accomplish the stated goals. Growth without demolition of existing structures.

Another stated goal of the East Downtown neighborhood is to “target at-grade parking lots for development projects”. The map amendment request would help facilitate this stated goal as well.

2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance;

One of the stated purposes of the Residential/Office Mixed Use (RO) land use is to “provide a suitable environment for a combination of residential dwellings and office use.” The current surface parking lot is surrounded by office and residential uses, so the future development of further office or residential uses is compatible with underlying uses.

3. The extent to which a proposed map amendment will affect adjacent properties;

The applicant sees no situation that would create detrimental effects on adjacent properties between the current Institutional land use and the Residential/Office land use. In fact, several positive effects are seen: Institutional zone allows for height of up to 75', while RO only permits height to 60', several setbacks in the RO land use are more restrictive (25' Front compared to 20' and 30' Rear compared to 25') and the Interior Side yard setback is the only setback less restrictive 15' compared to 20'. One of the stated goals of the East Downtown neighborhood is to help preserve and maintain the large 25' wide tree lined park strips along with reintroducing pedestrian lighting and reduce light pollution. The applicant believes both can be better accomplished with a wider / deeper Front Yard setback. Additionally, a greater Rear Yard buffer or separation between adjacent properties will also be provided under the RO land use.

4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards;

The applicant is aware of the overlaying South Temple Local Historic District and expects to comply with provisions and any additional standards in the development of this Property.

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.

The applicant is unaware of any public facilities and or services intended to service the subject property that would be impacted more poorly and more greatly by the request change from Institutional to Residential/Office.

1. A statement declaring the purpose for the amendment.

The proposed zoning amendment change is specific to the westernmost approximate 1.60 acres of parcel 16-06-227-013-0000; to be changed from an Institutional (I) zone to the Residential/Office (RO) zone. This zoning amendment change will enable the Salt Lake Masonic Temple Association to fulfill their long-term goals of redeveloping the large surface level parking lot in a manner that will support and enhance the surrounding Masonic Temple and the local Historic Neighborhood of South Temple.

The Salt Lake Masonic Temple Association is currently supported and funded through donations, dues and endowments. In an effort to set the Masonic Temple Association up for long term economic viability the Masonic Temple Association is desirous to see the eventual disposition or redevelopment of a non-income producing asset (a surface parking lot).

In reviewing adjacent zones and compatible uses, the Masonic Temple Association believes they can accommodate their long-term goals through a re-zone of the Property to the Residential/Office (RO) zone. Future redevelopment would be expected to adhere to all permitted uses, conditions, setbacks and requirements within the RO zone. As the Property is located within the South Temple Local Historic District, it is anticipated that the eventual redevelopment of the Property will require a Certificate of Appropriateness for New Construction from the Salt Lake Historic Landmark Commission.



A Boundary Survey and legal description for the proposed land to be re-zoned is being finalized and is expected to tie to the legal re-zone ordinance.

2. A description of the proposed use of the property being rezoned.

The Property for which a re-zone is being requested will be used to help insure the long-term economic viability of the Masonic Temple Association itself through the eventual development or joint development of an income producing asset or assets.



3. List the reasons why the present zoning may not be appropriate for the area.

Per Salt Lake City Zoning Code of the Institutional (I) District (21A.32.080), *“The purpose of the (I) institutional district is to regulate the development of larger public, semipublic and private institutional uses in a manner harmonious with the surrounding areas.”* While the Masonic Temple building itself is an institutional asset, the Masonic Temple Association does not have any current plans to expand the institutional nature of the building or use in a campuslike setting. The Masonic Temple Association does believe that any eventual redevelopment of the property needs to be done in a manner that is harmonious with the surrounding areas and neighborhood. As such, the Masonic Temple Association is of the opinion that “squaring off” the RO zone along 600 East is appropriate in helping the neighborhood and district comply with its intended Master Plan.

The Property as it currently exists (see the above zoning map) has two different zoning designations; which hinders the Property from being developed / re-developed. The surface parking is not currently enhancing the character of the neighborhood and is detracting therefrom. In allowing the re-zone of the Property to RO, the entirety of the Property will be located within a single zone and will allow for the development of the Property in a manner that is cohesive to adjacent property zoning North, South, and West.

The entire surface parking lot needs to have one complete and contextual zone to provide proper design guidelines that are necessary for a holistic approach for the eventual redevelopment of the Property. The applicant believes the Residential/Office (RO) zone allows for the above.

4. Is the request amending the Zoning Map? If so, please list the parcel numbers to be changed.

Yes, this request will amend the Zoning Map for the westernmost portion of Parcel ID number **16-06-227-013-0000**.

5. Is the request amending the text of the Zoning Ordinance?

No.

Additional Information for Consideration:

Pursuant to section 21A.50.050, Standards for General Amendments, a decision to amend the zoning map is not controlled by any one standard. Instead, the City Council should consider the following:

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;

One of the goals of the East Downtown neighborhood of the Central City Master Plan is to facilitate the growth and development of the area without accelerating the rate of erosion or demolish of existing structures. The re-zone request allows for the development of a surface parking lot which helps accomplish the stated goals. Growth without demolition of existing structures.

Another stated goal of the East Downtown neighborhood is to “target at-grade parking lots for development projects”. The re-zone request would help facilitate this stated goal.

2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance;

One of the stated purposes of the Residential/Office (RO) zone is to “provide a suitable environment for a combination of residential dwellings and office use.” The current surface parking lot is surrounded by office and residential uses, so the future development of further office or residential uses is compatible with underlying uses.

3. The extent to which a proposed map amendment will affect adjacent properties;

The applicant sees no affects that will create detrimental effects on adjacent properties between the current Institutional District and the Residential/Office zones. In fact, several positive effects are seen: Institutional zone allows for height of up to 75', while RO only permits height to 60'. Several setbacks in the RO zone are more restrictive (25' Front compared to 20' and 30' Rear compared to 25'). The Interior Side yard setback is the only setback less restrictive 15' compared to 20'. One of the stated goals of the East Downtown neighborhood is to help preserve and maintain the large 25' wide tree lined park strips along with reintroducing pedestrian lighting and reduce light pollution. The applicant believes both can be better accomplished with a wider / deeper Front Yard setback. Additionally, a greater Rear Yard buffer or separation between adjacent properties will also be provided under the RO zone.

4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards;

The applicant is aware of the overlaying South Temple Local Historic District and expects to comply with provisions and any additional standards in the development of this Property.

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.

The applicant is unaware of any public facilities and or services intended to service the subject property that would be impacted more poorly and more greatly by the request change from Institutional to Residential/Office.

ATTACHMENT C: 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 proposed 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	Based on the existing land uses in the vicinity of the subject property, the development pattern of the surrounding neighborhood, and the adopted master plans, amending the Central Community Master Plan Future Land Use map from “Institutional” to “Residential/Office Mixed-Use” and amending the zoning map from “I - Institutional” to “R/O - Residential/Office” is appropriate.
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.	Complies	<p>The purpose of the Zoning Ordinance is to promote the health, safety, morals, convenience, order, prosperity and welfare of the present and future inhabitants of Salt Lake City, to implement the adopted plans of the city, and, in addition:</p> <ul style="list-style-type: none"> A. Lessen congestion in the streets or roads; B. Secure safety from fire and other dangers; C. Provide adequate light and air; D. Classify land uses and distribute land development and utilization; E. Protect the tax base; F. Secure economy in governmental expenditures; G. Foster the city’s industrial, business and residential development; and H. Protect the environment. (Ord. 26-95 § 2(1-3), 1995) <p>The proposed zone change from I to R/O would support the purposes of the zoning ordinance found in Chapter 21A.02.030: 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>

<p>3. The extent to which a proposed map amendment will affect adjacent properties;</p>	<p>Complies if future development is approved by the HLC</p>	<p>The proposed R/O zoning district would allow a mix of land uses, particularly residential and mixed use development, that are not currently allowed by the I zoning. A change to the R/O zoning may facilitate additional development on this property which will have an impact on adjacent properties. Future physical development on the subject site will fall under the purview of the Historic Landmark Commission. Development standards for new construction, relocation of contributing structures, demolition of contributing structures may all come into play in future site development. These standards are designed to realize future development that is compatible with the surrounding neighborhood and sensitive to the preservation of historic neighborhood resources. It is Planning Staff's opinion that the proposed zoning map amendment could have a positive impact on adjacent properties with thoughtful future development with an emphasis on historically appropriate and compatible design. Further, the reduction in surface parking could only benefit the neighborhood as well.</p>
<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</p>	<p>Will comply</p>	<p>The property is subject to the development standards of two overlay zones; the Historic Preservation and the Groundwater Source Protection Overlay Districts. Any future development on the property will have to comply with the standards found in Sections 21A.34.020 and 21A.34.060 respectively.</p>
<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.</p>	<p>Complies</p>	<p>The proposal was reviewed by the various city departments tasked with administering public facilities and services (see comments – Attachment E). 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, Engineering, Transportation, Fire, and Police and other departments will also be asked to review any specific development proposals submitted at that time.</p>

ATTACHMENT D: PUBLIC PROCESS AND COMMENTS

Meetings & Public Notice

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

April 18, 2019 – An Open House was held at the City & County Building. Planning Staff and members of the applicant's team were present to entertain questions and comments from the general public. Two members of the public attended the open house and both provided written comments which are included with this staff report. In general, the comments received from the public are favorable toward the proposal.

May 2, 2019 – A Work Session was held with the Historic Landmark Commission. Planning Staff and the applicant's team presented the proposal. In general, the Historic Landmark Commission was in favor of the proposal. Minutes from the hearing are attached for review.

Notice of the Planning Commission public hearing for the proposal include:

- Notices mailed on May 9, 2019.
- Property posted on May 10, 2019.
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites on May 9, 2019.

Traughber, Lex

From: cindy cromer ·
Sent: Sunday, April 28, 2019 5:04 PM
To: Traughber, Lex
Cc: dustin@dburbancommunities.com
Subject: comment on 650 E South Temple

Lex-Please forward the following remarks to members of the Planning Commission regarding the request from the Masonic Temple Association. I have copied the agent for the property owner.

Dear Members of the Planning Commission,

Please consider the following remarks as you make a recommendation on the request for a zoning change and master plan amendment regarding 650 E South Temple, the site of the Masonic Temple.

- 1 The height limit in the RO zone is 60 feet, with a possible extension to 90 feet based on the adjacent zoning. In this case, it would not be reasonable to have a structure on 600 E or South Temple reach 60 feet. It is probably unlikely that any portion of the proposed rezone could reach 60 feet based on compatibility with the abutting and nearby historic resources such as the Walker Mansion, the historic properties on 600 E, and the Masonic Temple itself.
- 2 Please note that there is an historic structure in the parking lot, a stable, located at the northern edge of the parking lot behind Kosrow Semnani's building.
- 3 Finally, the RO zone allows "Parking, Park and Ride Lot Shared with Existing Use" and "Parking, Off-site to support nonconforming uses in a residential zone or uses in the CN or CB Zones." One can assume that the Masonic Temple Association is going through the process of a rezoning and a master plan amendment for the purpose of redevelopment of the vacuous parking lot. Continued use as a parking lot would not make sense in light of the petitions. I'm pointing out that the hideous use that is on the site would be allowed under the rezoning. Perhaps the ordinance could reflect that we have a housing crisis and that stand alone parking lots should not be allowed anywhere.

Sincerely, cindy cromer

OPEN HOUSE PUBLIC COMMENT FORM

April 18, 2019



Planning and Zoning Division
Department of Community and
Neighborhoods

Masonic Temple Master Plan and Zoning Map Amendments

Petitions

PLNPCM2019-00230 & 00231

Name:

SCOTT ROSENBLUSH

Address:

SLC, UT

Zip Code:

84103

Phone: &

E-mail:

Comments:

I support the requested Master Plan and Zoning Map amendments. The requested zoning is consistent with adjacent and immediate nearby zoning.

Please provide your contact information so we can send notification of other meetings or hearings on this issue. You may submit this sheet before the end of the Open House, or you can provide your comments via e-mail at lex.traughber@slcgov.com or via mail at the following address: Lex Traughber, Salt Lake City Planning Division, 451 S. State Street, P.O. Box 145480, Salt Lake City, UT 84114-5480.

[6:47:08 PM](#)

Laura Bandara, Urban Designer, briefed the Commission regarding her intent to expand a landscape architectural approach to urban design to find solutions as the City grows and develops, and provided relevant precedent examples.

[7:16:17 PM](#)

Masonic Temple Master Plan & Zoning Map Amendments at approximately 650 E South Temple - DB Urban Communities, representing the property owner, the Masonic Temple Association, has submitted applications for a Master Plan Amendment and a Zoning Map Amendment for a portion of the property listed above. The proposals are to amend the Central Community Master Plan Future Land Use Map from Institutional to Residential/Office Mixed Use, and to amend the Salt Lake City Zoning Map from I – Institutional to RO – Residential/Office. While no specific physical development is under consideration in association with these applications, potential master plan and zoning amendment approvals would allow for residential and/or office type land uses in the future. The subject property is located in Council District 4 represented by Ana Valdemoros. (Staff contact: Lex Traughber at (801)535-6184 or lex.traughber@slcgov.com). **Case number PLNPCM2019-00230 & 231**

Lex Traughber, Senior Planner, briefed the Commission regarding the proposed Master Plan and Zoning Map amendments.

The Commission and Staff discussed the following:

- Clarification on why the entire parking lot isn't included. Because the Masonic Temple still needs parking and must meet on-site parking requirements for the Temple use.

Dustin Holt, Applicant, provided further design details.

The Commission and Applicant discussed the following:

- Concern for building height of 60' along 600 East which is currently allowed by zone. The HLC can modify building height when considering new construction in a local historic district. The H-Historic Preservation Overlay gives the HLC the authority to require compatible development.
- Clarification on the Historic overlay giving the Commission and/or Staff the ability to request streetscape compatibility. New construction needs to be compatible with existing surrounding development.
- The HLC remarked that the elimination of part of the surface parking lot could be a positive benefit for the neighborhood.
- The rezone and master plan amendment will make future development possible in a great location.

The meeting adjourned at [7:38:34 PM](#)

ATTACHMENT E: CITY COMMENTS



Work Flow History Report

650 E SOUTH TEMPLE St

PLNPCM2019-00230

Date	Task/Inspection	Status/Result	Action By	Comments
3/20/2019	Planning Dept Review	In Progress	Traughber, Lex	
3/20/2019	Staff Assignment	Assigned	Traughber, Lex	
3/20/2019	Staff Assignment	In Progress	Traughber, Lex	
3/20/2019	Staff Assignment	Routed	Traughber, Lex	
3/21/2019	Transportation Review	Complete	Barry, Michael	No objections from Transportation.
4/1/2019	Engineering Review	Complete	Weiler, Scott	No objections.
5/8/2019	Building Review	Complete	Mikolash, Gregory	Building Services finds no zoning related issues associated with this Zoning Map Amendment.
5/8/2019	Community Open House	Complete	Traughber, Lex	Open House held 4/18/19
5/8/2019	Community Open House	Complete	Traughber, Lex	Open House held on 4/18/19.
5/8/2019	Community Open House	Complete	Traughber, Lex	Open House was held on 4/18/19.
5/8/2019	Planning Dept Review	Complete	Traughber, Lex	
5/8/2019	Police Review	Complete	Traughber, Lex	The Police Dept has no comments for the two amendments proposed. Scott Teerlink SLCPD
5/8/2019	Staff Review and Report	In Progress	Traughber, Lex	
5/8/2019	Zoning Review	Complete	Mikolash, Gregory	Building Services finds no zoning related issues associated with this Zoning Map Amendment.
5/15/2019	Fire Code Review	Complete	Mikolash, Gregory	No issues from a fire perspective at this time relative to the requested rezone and master plan amendments.
5/15/2019	Planning Commission Hearing	Scheduled	Traughber, Lex	
5/15/2019	Public Utility Review	Complete	Draper, Jason	No issues with the master plan or zoning amendment. Depending on development plans public utility infrastructure may need to be installed or replaced.
5/15/2019	Staff Review and Report	Planning Hearing	Traughber, Lex	



Work Flow History Report

650 E SOUTH TEMPLE St

PLNPCM2019-00231

Date	Task/Inspection	Status/Result	Action By	Comments
3/20/2019	Draft Plan Development	Routed	Traughber, Lex	
3/20/2019	Planning Dept Review	In Progress	Traughber, Lex	
3/20/2019	Staff Assignment	Assigned	Traughber, Lex	
3/20/2019	Staff Assignment	Routed	Traughber, Lex	
3/21/2019	Transportation Review	Complete	Barry, Michael	No objections from Transportation.
4/1/2019	Engineering Review	Complete	Weiler, Scott	No objections.
5/8/2019	Building Review	Complete	Traughber, Lex	Responded to the associated zoning map amendment (PLNPCM2019-00230) with "No zoning concerns". Did not specifically comment on the MP amendment.
5/8/2019	Community Open House	Complete	Traughber, Lex	Open House held on 4/18/19.
5/8/2019	Final Draft	In Progress	Traughber, Lex	
5/8/2019	Planning Dept Review	Complete	Traughber, Lex	
5/8/2019	Police Review	Complete	Traughber, Lex	The Police Dept has no comments for the two amendments proposed. Scott Teerlink SLCPD
5/8/2019	Zoning Review	Complete	Traughber, Lex	Responded to the associated zoning map amendment (PLNPCM2019-00230) with "No zoning concerns". Did not specifically comment on the MP amendment.
5/15/2019	Final Draft	Complete	Traughber, Lex	
5/15/2019	Fire Code Review	Complete	Mikolash, Gregory	No issues from a fire perspective at this time relative to the requested rezone and master plan amendments.
5/15/2019	Planning Commission Hearing	Scheduled	Traughber, Lex	
5/15/2019	Public Utility Review	Complete	Draper, Jason	No issues with the master plan or zoning amendment. Depending on development plans public utility infrastructure may need to be installed or replaced.