



Staff Report

PLANNING DIVISION
COMMUNITY & NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: Christopher Lee, Principal Planner, 801-535-7706, christopher.lee@slcgov.com

Date: October 17, 2019

Re: PLNPCM2019-00639: Zoning Text Amendment to Increase G-MU Zone Height Limits

Zoning Text Amendment

PROPERTY ADDRESS: Sections of the blocks located between 500 West and the railroad tracks (approximately 625 West) and 200 South and 400 South

PARCEL ID NUMBERS: 15-01-151-009, 15-01-151-010, 15-01-151-011, 15-01-151-012, 15-01-151-013, 15-01-151-014, 15-01-152-012, 15-01-152-013, 15-01-152-014, 15-01-152-021, 15-01-152-024, 15-01-152-025, 15-01-153-004, 15-01-153-005, 15-01-153-006, 15-01-153-009, 15-01-153-010, 15-01-153-011, 15-01-302-018, 15-01-302-019, 15-01-302-020, 15-01-109-006-2000 (partial), 15-01-153-012 (partial)

MASTER PLAN: Downtown

ZONING DISTRICT: G-MU (Gateway Mixed Use)

REQUEST: The Salt Lake City Planning Division has received a zoning text amendment petition from Doug Thimm, on behalf of STACK Real Estate, to increase the maximum height of buildings within a portion of the G-MU zoning district from a current maximum of 120' up to 190' across portions of two separate blocks located between 500 West and the railroad tracks (approximately 625 West) and 200 South and 400 South

RECOMMENDATION: Planning Staff recommends that the Planning Commission forward a recommendation of denial to the City Council for the proposed text amendment because the request does not meet the standards of review.

ATTACHMENTS:

- A. [Zoning Map](#)
- B. [Area Photographs](#)
- C. [Application and Additional Materials](#)
- D. [Analysis of Standards](#)
- E. [Public Process](#)
- F. [Department Review Comments](#)

PROJECT DESCRIPTION:

Overview

The location of the subject parcels, which the applicant refers to as "Station Center Core" is illustrated on the following map (see [Attachment A](#) for the zoning map). The majority of the subject parcels are owned by Salt Lake City and are within a Redevelopment Agency (RDA) project area. The applicant has discussed this project with the RDA and has desires to move forward with a development within

the project area. While located within the G-MU zone, the applicant is not seeking to alter height limits across the entirety of the zone, but only within the specific area illustrated below:



 Subject Area

The G-MU zone currently allows for building heights of 75' but heights of 90' can be approved if the buildings do not have flat roofs or have more than 10 units, and at least 20% of said units are designated as affordable housing. Even higher buildings can be approved via the Design Review process with maximum heights of 120'. The applicant proposes to allow for up to 190' of height for buildings located on street corners which is defined as those properties that are within 100 feet of a street corner. Midblock sections, which are further than 100 feet from a street corner, would be allowed a maximum height of 100' feet with the ability to petition for additional height via the Design Review process. The total area of the parcels proposed for this text amendment on the two blocks not owned by UTA is approximately 10 acres.

Existing Uses within the Immediate Vicinity of the Subject Area

North: Historic buildings, Artspace, and some businesses on 200 South

South: Vacant parcels and older warehouse building types

East: Rio Grande Station building

West: UTA Intermodal Hub

Development Objective of the Petitioner

As has been stated previously, the applicant has had discussions and inquiries with the RDA regarding potential development in the area. No specific plans for development have been submitted. However, via discussions between the applicant and Planning Staff, as well as the minimal drawings submitted in the original application ([Attachment C](#)), it appears that the developer is seeking additional height for building(s) that would have an emphasis on office uses but could also include mixed-use elements such as residences and commercial space.

KEY CONSIDERATIONS:

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

1. Guiding Documents (*Plan Salt Lake*, and the *Downtown Master Plan*)
2. G-MU Zoning Map Amendment (2017)
3. 300 South Street Narrowing (2014)
4. Development Potential (Existing versus Proposed Standards)

Consideration 1 – Guiding Documents

Guiding documents are crucial to consider when considering text amendments that would substantially alter the G-MU standards within the subject area. Two distinct master plans are most pertinent to this petition: *Plan Salt Lake* and the *Downtown Master Plan*. *Plan Salt Lake* serves as the overarching planning document for the entire City focusing on broad priorities and goals. In contrast, the *Downtown Master Plan* has a specific focus on the neighborhood and provides finer detail regarding the future of the specific subject area. Taken together, they provide a dynamic vision for future development and provide crucial guidance for changes such as this proposed text amendment.

Plan Salt Lake

The objective of the petition is to increase the height within this section of the G-MU zone so that buildings up to a maximum of 190' in height (minimum of 100') could be placed on corner lots while those within mid-block areas could be up to a maximum of 100' with increased height allowed via the Design Review process. The applicant has not provided detailed information regarding a comprehensive plan for the area but has mentioned that it would include a mix of uses such as commercial office, retail, housing, and open space. The G-MU zone is a varied zone allowing for a multitude of various uses. Most types of housing, along with retail, office, restaurants, entertainment, recreation, etc. are permitted outright or through the conditional use process. The variety of permitted and conditional uses in the zoning district and their impacts, both positive and negative, should be considered when considering the proposed height increase. Ultimately, a height increase would have

direct impacts upon neighborhood uses including density, view corridors, and the pedestrian experience at street level.

Plan Salt Lake contains various sections and initiatives that speak to broad issues that could be impacted by an increase to the maximum building height standard in this zoning district. The following sections focusing on *Neighborhoods*, *Growth*, and *Housing*, *Transportation and Mobility*, and *Beautiful City* are particularly pertinent:

Neighborhoods:

3. *Create a safe and convenient place for people to carry out their daily lives.*
4. *Support neighborhood identity and diversity.*
8. *Encourage and support local businesses and neighborhood business districts.*
12. *Support west side business nodes.*

Growth:

1. *Locate new development in areas with existing infrastructure and amenities, such as transit and transportation corridors.*
3. *Promote infill and redevelopment of underutilized land.*
6. *Accommodate and promote an increase in the City's population.*
8. *Provide access to opportunities for a healthy lifestyle (including parks, trails, recreation, and healthy food).*

Housing:

2. *Increase the number of medium density housing types and options.*
4. *Direct new growth toward areas with existing infrastructure and services that have the potential to be people-oriented.*
5. *Enable moderate density increases within existing neighborhoods where appropriate.*
7. *Promote high density residential in areas served by transit.*

Transportation and Mobility:

2. *Prioritize connecting residents to neighborhood, community, regional, and recreation nodes by improved routes for walking, biking, and transit.*
4. *Reduce automobile dependency and single occupancy vehicle trips.*
7. *Encourage transit-oriented development (TOD).*

Beautiful City:

2. *Identify and establish standards for key gateways into the City.*
3. *Identify, preserve, and enhance view corridors and vistas, including views of natural lands around and within the City.*
7. *Reinforce and preserve neighborhood and district character and a strong sense of place.*

Many of these initiatives support the proposed petition, especially those associated with *Growth*, *Housing*, and *Transportation and Mobility*. Allowing for taller structures on vacant and underutilized parcels within the subject area brimming with transportation options due to the proximity to Central Station, could potentially allow for a tremendous increase in the number of residential units. If that were to happen, along with development of commercial and employment opportunities, the neighborhood could become more diverse and vibrant.

However, that is largely dependent upon the uses that a developer chooses to incorporate into any potential project. As stated previously, the G-MU zone allows for a diversity of uses but that also creates the risk that area development may focus on only one or two uses while ignoring others. For example, if the vast majority of tall buildings were designed as office towers with very few other uses, the area could become more of a work destination lacking full time residents and associated

commercial enterprises that foment viable neighborhoods. This outcome would not fully implement the plan because *Plan Salt Lake* emphasizes the development of mixed-use and walkable environments that allow people to live, work, recreate, and shop within comprehensive and dynamic neighborhoods. That directive is illustrated even more clearly in the area specific Downtown Master Plan in the following section.

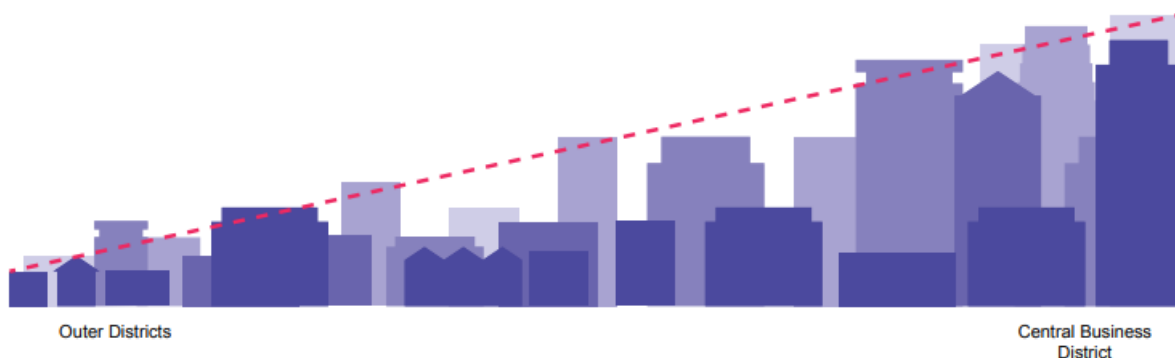
Downtown Master Plan

Urban Design Element

The *Downtown Master Plan* was adopted in (2016) and provides a comprehensive vision of the entire downtown area along with specifics within each neighborhood. It builds upon previous plans and guiding documents such as *Creating an Urban Neighborhood – Gateway District Land Use & Development Master Plan* and the *Urban Design Element* to layout the overarching design of downtown Salt Lake City in a section called *Urban Design Framework*. Elements within that section that are pertinent to this petition include the following:

URBAN FORM is the Physical Shape of the city

Urban form entails everything from the arrangement of the street network to the height of the buildings. The foundation of downtown’s URBAN DESIGN FRAMEWORK urban form is the Plat of Zion with its very regular and large grid system. This large grid system also happens to be one of downtown’s most unique and identifiable characteristics, especially to out of state visitors or transplants. The 3D structure of downtown is a two-sided pyramidal form with the highest points in the Central Business District. Building height gradually steps down to the south and west. Downtown transitions more abruptly along North Temple and 200 East, creating clear demarcation between the commercial center and adjacent residential neighborhoods to the north and east and easing intensity of development there.



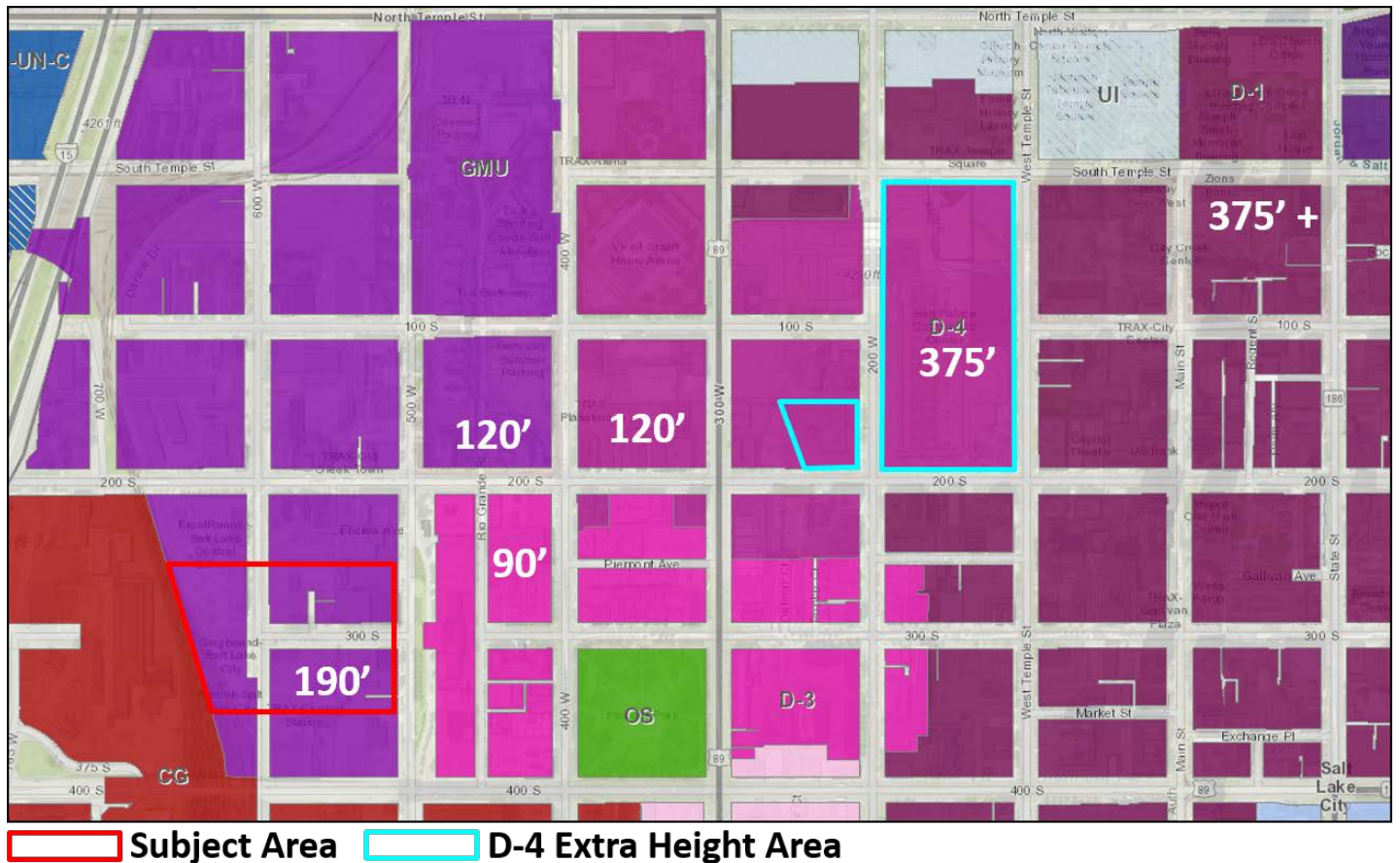
Downtown has a two-sided pyramidal urban form with the tallest buildings in the Central Business District

The featured graphic along with the verbiage stating that, “The 3D structure of downtown is a two-sided pyramidal form with the highest points in the Central Business District. Building height gradually steps down to the south and west”, provides guidance in regards to this petition. It establishes that “building height gradually steps down to the south and west” of the Central Business District. It should be a smooth and gradual transition without abrupt changes to building heights that would dramatically alter that flow from taller buildings in the Central Business District to shorter buildings located to the west and south within the greater downtown area.

As illustrated on the zoning map ([Attachment A](#)), both the D-3 (Downtown Warehouse/Residential) and D-4 (Downtown Secondary Central Business) districts lie between the subject area and the downtown core. In regards to height, the D-3 zone allows for 75’ tall buildings. Heights up to 90’ can be granted “provided the additional height is supported by the applicable master plan, the overall

square footage of the buildings is greater than fifty percent (50%) residential use, and subject to the requirements of chapter 21A.59 of this title.”

The maximum height in the D-4 zoning district is also 75’ which can be increased up to 120’ through the Design Review process. However, there is one area within the zone that is bounded by *South Temple, West Temple, 200 South, and 200 West Streets, as well as the corner of the block northwest of the intersection of 200 West and 200 South, which allows for buildings with maximum heights of up to 375’*. The following map illustrates that specific area, as well as the absolute maximum heights for each of the zoning districts mentioned including the 190’ maximum height proposed for the subject area.



An analysis of the map illustrates that the proposed height adjustment within the subject area would not conform to the “two-sided pyramidal urban form with the tallest buildings in the Central Business District” that is stipulated within the *Downtown Master Plan*. The proposed maximum height of 190’ would more than double the maximum height of the D-3 zone located immediately adjacent to the east. Like the rest of the G-MU zone directly to the north and east, the D-4 zone has a maximum height of only 120’. With buildings potentially 100’ taller than those in the D-3 and zone and 70’ higher than those in the D-4 zone and the remainder of the G-MU zone, the proposed height increase would not fully implement this provision of the master plan.

Another element within the *Downtown Master Plan* relevant to this proposal regards views and viewsheds. The master plan states the following:

VIEWS & VIEWSHEDS Connect People to Place

Views to the mountains and view corridors to iconic buildings in and around the downtown are an important component to the structure and image of the downtown. There are several view corridors that should continue to be protected:

- *300 South to the Rio Grande Depot*

Although the plan identifies several viewsheds, the 300 South to the Rio Grande Depot viewshed is the only one listed in this report as it is pertinent to this application. The Rio Grande Depot itself is approximately 65'-75' tall so if maximum building heights were increased to 190' as proposed, they could be significantly taller than the depot. Looking east along 300 South from the intersection at 600 West, the majority of the building would still be visible but the sides may be cropped. Conversely, the views of the east side of the depot from 400 West would not be directly impacted by taller structures behind the depot but they could diminish the architectural prominence of the depot itself.

Building scale and massing is also addressed in the downtown areas south and west of the Central Business District. The text reads as follows:

*BUILDING SCALE & MASSING Define the Character and Image of the Public Realm
...A more refined skyline with interesting roof tops and stepped massing of structures is encouraged rather than "benching" with rectangular towers with flat roofs. West and south of the Central Business District is encouraged to be six to twelve stories. Building height and massing is also determined by the character of each district (see Districts chapter).*

The plan states that this area, which is southwest of the Central Business District, encourages structures that are between six to twelve stories. With no specifics on height for an individual story provided, this is somewhat subjective seeing that the heights of most stories range between 10'-12' but can be taller where extra height is featured in the design. For example, the pedestrian level story of many structures are often much taller to invite the public into more expansive and inviting spaces such as hotel and office lobbies, commercial establishments, and restaurants. For the ease of calculation, if 10' is utilized for the height of an average story, a six story structure would be 60' tall and a 12 story would be 120' tall. If 12' is the average story height, those measurements would be 72' and 144'. The maximum height allowed by the current G-MU zoning of 90' is exactly in the middle of the 10' standard range and on the lower end of the 12' standard. The proposed 190' height maximum would exceed both of those calculations.

District Initiatives and Catalytic Projects

Another section of the *Downtown Master Plan* called *District Initiatives & Catalytic Projects* focuses on ten districts within the downtown area. The subject area of this petition is located within the *Depot District*. The *Depot District* section presents several initiatives across several categories. Those most pertinent to this petition include the following:

Provides Housing Choice

- *Utilize interior streets and walkways for townhouse development to activate interior of blocks while keeping main streets commercial.*
- *Encourage development of/create incentives for housing for families with children, as part of identifiable neighborhood areas, in ground-oriented or low-rise dense developments and close to open space, schools, childcare centers, community facilities and other amenities designed for children; and smaller suites should be in towers and/or in spaces above busy commercial areas.*

Prosperous

- *Utilize interior streets and walkways for townhouse development to activate interior of blocks while keeping main streets commercial.*

Walkable

- Consider economic development tools for small neighborhood retail (i.e. coffee shops, book stores, bodegas, small grocery stores).

This area of Salt Lake City located between the UTA Intermodal Hub and the historic Rio Grande Station has been a planning focus for years. The desire to enhance an area dominated by vacant lots and uses that tend towards activities such as warehouses, industrial, shipping, to more lively and inviting uses such as multi-family residential, commercial, restaurants, and office has been fomenting for years and only increased with the placement of the Central Station at the intersection of 600 West and 300 South.

If the project area is developed appropriately, it could create another vibrant neighborhood within the greater downtown area. 300 South between the Central Station and the Rio Grande Station could become a thoroughfare of active uses for multiple forms of transportation with an emphasis on pedestrians and cyclists connecting with public transit. Ideas for it to be a “festival” street with wholesale, residential, and office uses have been emphasized for many years as demonstrated by master plans and specific actions which will be discussed in more depth in the following sections.

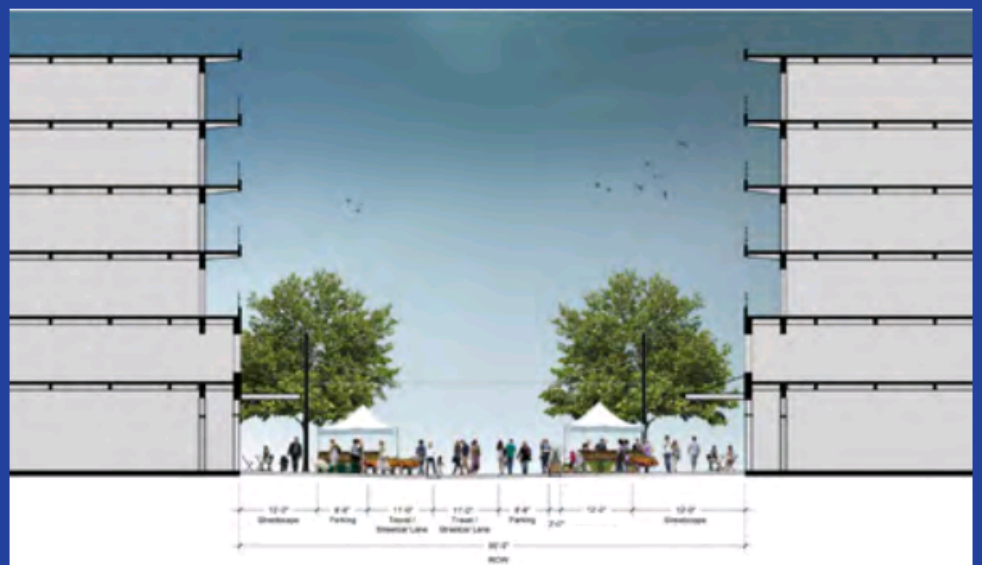
The subject area has been identified as the focus of the *Catalytic Project: Hub Implementation Strategy* featured in the *Depot District* section of the *Downtown Master Plan*. It serves to specifically address the subject area and lays out the type of development that meets the objectives of the governing master plans. The following two graphics are taken directly from the *Downtown Master Plan* and establish the overall development objectives for the subject area. The reader should note that the second graphic only features development on RDA owned properties, but other adjacent properties are included in the proposed text amendment. It is anticipated that those properties would develop in a similar manner.

The Redevelopment Agency owns 9.63 acres between the historic Rio Grande Depot and the Intermodal Hub. The redevelopment strategy for this property and adjacent properties creates a festival street along 300 South (see section at right) and space for a year-round farmer’s market. With Frontrunner, TRAX, Greyhound and added connectivity to downtown via the future streetcar, the Hub Implementation Strategy is a true transit oriented development. The key concepts of the strategy include:

- Increased use of Frontrunner to and from the area by increasing the office use in the area
- Smaller blocks bounded by new streets and walkways
- Reduced street widths
- Preserved older buildings where possible
- Employment-based transit-oriented development
- Integrated residential, office and commercial uses
- Unique paving, lighting, planting, and other design elements
- New pocket parks and plazas
- Reimagined “park blocks” along 500 West as usable linear park space.

The plan (next page) represents how this area might develop in the future. While the details may change, the key concepts identified above should be demonstrated in the final development plan. Over time, this concept should extend to North Temple, where this type of development is already occurring and south to 500 South.

The Hub area is an ideal location for a year-round market as it is a natural extension of the Pioneer Park Farmer’s Market and dovetails with the RDA concept for a festival street along 300 South.



300 South is proposed as a festival street between 500 West and 600 West. The right-of-way has been narrowed to 85 feet, creating a proportionately-enclosed space between buildings.



The *Catalytic Project* plan contains several elements that are not amenable to the building heights proposed by the applicant including breaking the area down into smaller blocks with extensive green space and pocket parks, the transformation of 300 South to a festival street by reducing the width of the thoroughfare (see Consideration 3), and buildings that are 6-12 stories in height. A dispersed building layout with ample green space with an emphasis on the reduced width “festival street”, would not function well with buildings that are nearly 200’ tall as it depends upon appropriately scaled buildings that create space on the pedestrian level that is comfortable and inviting. When exceptionally tall buildings are out of scale in comparison to the roadways and sidewalks below them, they are not considered to be designed on the “human scale” and can greatly diminish pedestrian activities in such areas.

Consideration 2 –Zoning Map Amendment to G-MU (2017)

In 2017 a Zoning Map Amendment (PLNPCM2016-00583) requested by Mayor Jackie Biskupski was approved by the City Council. It amended the zoning within the subject area from D-3 (Downtown Warehouse/Residential) and CG (General Commercial) to the current G-MU. The reason for the change was to facilitate the development of RDA owned property as stated in the staff report:

This amendment will facilitate the development of Station Center, the RDA project located in the same general area. The proposed redevelopment will include a mix of commercial and residential uses. The subject properties have a mix of commercial and light-industrial uses and some vacant land, presently.

The staff report also laid out the reasons that the G-MU zone was selected as the best option to facilitate development as envisioned within the applicable master plans, it states that:

... the G-MU zone is intended to implement aspects of the adopted Gateway Master Plan. This is a zoning district that has been successfully used on adjacent blocks for redevelopment projects akin to, though surely distinct from, what has been proposed by Salt Lake City's Redevelopment Agency on the subject sites. The adjacent development that has been executed under the G-MU zoning has existed comfortably alongside a range of other urban zoning districts.

** The Gateway Master Plan mentioned in the above quote was incorporated into, and superseded by, the Downtown Master Plan.*

This zoning map amendment is relevant to consider in regards to this petition because it was approved only two years ago and none of the development goals for the area have shifted since then. Not only RDA properties, but many parcels adjacent to those properties were included and significant consideration was given to provide zoning that would allow for the type of development envisioned by the guiding documents and the RDA. During that process, if building heights beyond 90' were deemed appropriate and necessary, it likely would have been addressed by recommending that a zone that allowed for greater height was proposed.

Consideration 3 – 300 South Street Narrowing (2014)

A partial street closure on each side of 300 South between 500 West and 600 West was approved by the City Council in 2014, via petition PLNPCM2013-00882 which was initiated by the RDA. The street closure was a mechanism to reduce the width of the right of way as explained in this excerpt of the staff report:

The Redevelopment Agency of Salt Lake (RDA), represented by BreAnne McConkie, is requesting that the City approve a partial street closure to reduce the width of 300 South between 500 and 600 West. The right-of-way would be reduced from approximately 132' to 85' in width, creating approximately 31,000 square feet of new parceled property along the street. The purpose of the proposal is to reduce the street width to a more pedestrian scale and encourage the use of 300 South as a festival street as part of the RDA's redevelopment plans for the area.

The referenced festival street was proposed in the *Gateway Master Plan* which was then incorporated into and superseded by the *Downtown Master Plan*. This petition was filed as the first step to implement that vision via the RDA preferred development plan. The application went on to state that:

The proposed street closure is located in the area addressed by the Gateway District Land Use and Development Master Plan (Attachment D), adopted in 1998. That plan provided the following policy related to the proposed street closure:

The potential development of an intermodal station along 600 West and 200 South would provide an opportunity for Transit Oriented Development (TOD) in which community needs and services are combined with those of commuters to benefit the neighborhood as well as the transit system. 300 South Street between the intermodal station and the Rio Grande Depot should develop as a pedestrian oriented plaza and street and make a visual and physical connection to the Depot.

In respect to this policy, the proposal by the RDA is to narrow the street in order to make the street width more pedestrian in scale. The reduction of the right-of-way would allow buildings to be developed closer to the street, which can create a sense of enclosure and thereby make the street more comfortable and inviting for pedestrians to use. Contemporary urban design theory suggests that the ideal minimum building height to street width ratio for a downtown area is 1:1, or 1 foot of height for every 1 foot of right-of-way width. This ratio is the approximate level at which pedestrians tend to feel most comfortable walking in a built

environment. The current zoning and long-range plan for the area suggest a maximum height of 75' for development in the area, with some allowance for additional height through a review process. A street width reduction would bring the development potential for the area more in line with this ideal enclosure ratio.

The partial street closure to create a narrowed roadway for a festival street on 300 South has been referenced in guiding documents for many years culminating in the *Downtown Master Plan*. As mentioned in the previous citation, the proposed building heights along that narrowed street have also been carefully considered. Planning Staff mentions that the ideal ratio of street width to building height for a pedestrian oriented festival street would be a 1:1 ratio. Current G-MU zoning with a height of 90' (maximum of 120' via Design Review approval) would create a ratio that conforms to the established plan for the area. Allowing for additional height along 300 South would not implement this development goal.

Consideration 4 – Development Potential (Proposed versus Existing Standards)

The applicant has submitted specific language for the changes that they propose. The full application that they submitted, along with subsequent materials can be found in [Attachment C](#). The language that they are proposing to alter is also presented here to contextualize it and to highlight how the changes would alter the zoning standards. As illustrated in the following text, the applicant has utilized text from the G-MU (21A.31.020) section of the SLC Zoning Code (non bolded) along with their proposed changes (bolded).

E. Building Height: The minimum building height shall be forty five feet (45') and the 200 South Street corridor shall have a minimum height of twenty five feet (25'). The maximum building height shall not exceed seventy five feet (75') except buildings with non-flat roofs (e.g., pitched, shed, mansard, gabled or hipped roofs) may be allowed, up to a maximum of ninety feet (90') (subject to subsection I of this section). The additional building height may incorporate habitable space.

1. Conditional Building and Site Design Review: A modification to the minimum building height or to the maximum building height (up to 120 feet) provisions of this section may be granted through the conditional building and site design review process, subject to conformance with the standards and procedures of chapter 21A.59 of this title, and subject to compliance to the applicable master plan.

2. Height Exceptions: Spires, tower, or decorative noninhabitable elements shall have a maximum height of ninety feet (90') and with conditional building and site design review approval may exceed the maximum height, subject to conformance with the standards and procedures of chapter 21A.59 of this title

3. Additional height may be allowed as specified below:

a. Additional Permitted Height Location: Additional height is permitted in the area described by: The Accompanying “Station Center Core Diagram”.

b. Height Regulations: No corner building shall be less than one hundred feet (100') nor more than one hundred ninety feet (190') in height. The minimum one hundred foot (100') high portion of the building shall be located not farther than five feet (5') from the lot line along front and corner lot lines.

c. The operation of uses within the building, including accessory parking facilities, shall comply with the adopted traffic

demand management guidelines administered by the city traffic engineer.

Additional Standards For Certain Height Modifications:

(1) The first one hundred feet (100') of height shall not be set back from the street front more than five feet (5') except that setbacks above the first fifty feet (50') may be approved through the conditional building and site design review process.

(2) Modifying the height will achieve the preservation of a landmark site or contributing structure in an H historic preservation overlay district.

(3) Modifying the height will allow interim service commercial uses to support the downtown community.

d. Special Controls Over Mid-Block Areas:

(1) Intent: Special controls shall apply to land located at the middle of blocks. Such controls are needed to establish coordinated levels of development intensity and to promote better pedestrian and vehicular circulation.

(2) Height Regulations: No building shall be more than one hundred feet (100') in height; provided, that taller buildings may be authorized through the Design Review process, subject to the requirements of chapter 21A.59 of this title.

Based upon the submitted text, the following tables lay out the standards for the existing G-MU zoning standards compared to the proposed changes.

Current G-MU Development Standards (21A.31.020)							
LOT WIDTH	LOT AREA	FRONT YARD	CORNER SIDE YARD	REAR YARD	SIDE YARDS	HEIGHT	
None required	None required	No minimum. A minimum of 25% of the length of the building shall be set back not farther than 5' from the street right of way.	No minimum. A minimum of 25% of the length of the building shall be set back not farther than 5' from the street right of way.	No minimum	No minimum	Minimum: 45' except for 200 S corridor where it is 25' Maximum: 90' for non-flat roofs 120' via design review	

Proposed Changes to the G-MU Development Standards within the Subject Area

LOT WIDTH	LOT AREA	FRONT YARD	CORNER SIDE YARD	REAR YARD	SIDE YARDS	HEIGHT	SETBACKS
None required	None required	No minimum. A minimum of 25% of the length of the building shall be set back not farther than 5' from the street right of way.	No minimum. A minimum of 25% of the length of the building shall be set back not farther than 5' from the street right of way.	No minimum	No minimum	Minimum: corner building: 100' Midblock building: not mentioned in application. Maximum: corner building: 190' Midblock building: 100'. Application states that taller buildings may be approved through design review but provides no maximum.	First 100' of height shall not be setback more than 5'. Setbacks above 50' may be approved via design review process.

Besides language disallowing more than 5' setbacks for the initial 100' of height, except via design review above 50', the proposed text change does not significantly alter any of the G-MU standards other than height. As indicated in the table, the minimum height would be 100' for corner buildings with no mention of height minimums for midblock buildings. Maximum heights for corners would be 190' and 100' for midblocks, with additional midblock height via design review.

DISCUSSION:

This proposed zoning text amendment could provide some positive benefits to the subject area as illustrated by certain elements of Plan Salt Lake that could be viewed to support the increase in height. The plan broadly supports objectives such as growth, economic development, proximity to transit options, on a city-wide basis which could be well served by taller buildings. Additionally, there is an ever increasing demand for housing across Salt Lake City which could potentially be addressed by taller residential buildings.

However, the specific development goals for this area are well documented and do not seem to support the requested height increase. The *Downtown Master Plan* features this area as a catalytic project for the area featuring 300 South as a "festival street" with green space and pocket parks throughout the area between buildings that are only between 6-12 stories tall. To facilitate that vision, the street has already been narrowed to 85' and the G-MU zone was recently adopted to allow for buildings that would create a human scaled environment that encourages pedestrian use.

Additionally, the downtown urban form has been established with the greatest building heights located in the downtown core which then decrease to the south and the west in a roughly pyramidal form. Given other zoning districts located between the subject area and the downtown core with significantly lower maximum heights than those proposed, the petition does not conform to that overarching design concept.

Given these discrepancies between the guiding documents and the proposed zoning text amendment, Planning Staff recommends that the Planning Commission forward a recommendation of denial to the City Council.

NEXT STEPS:

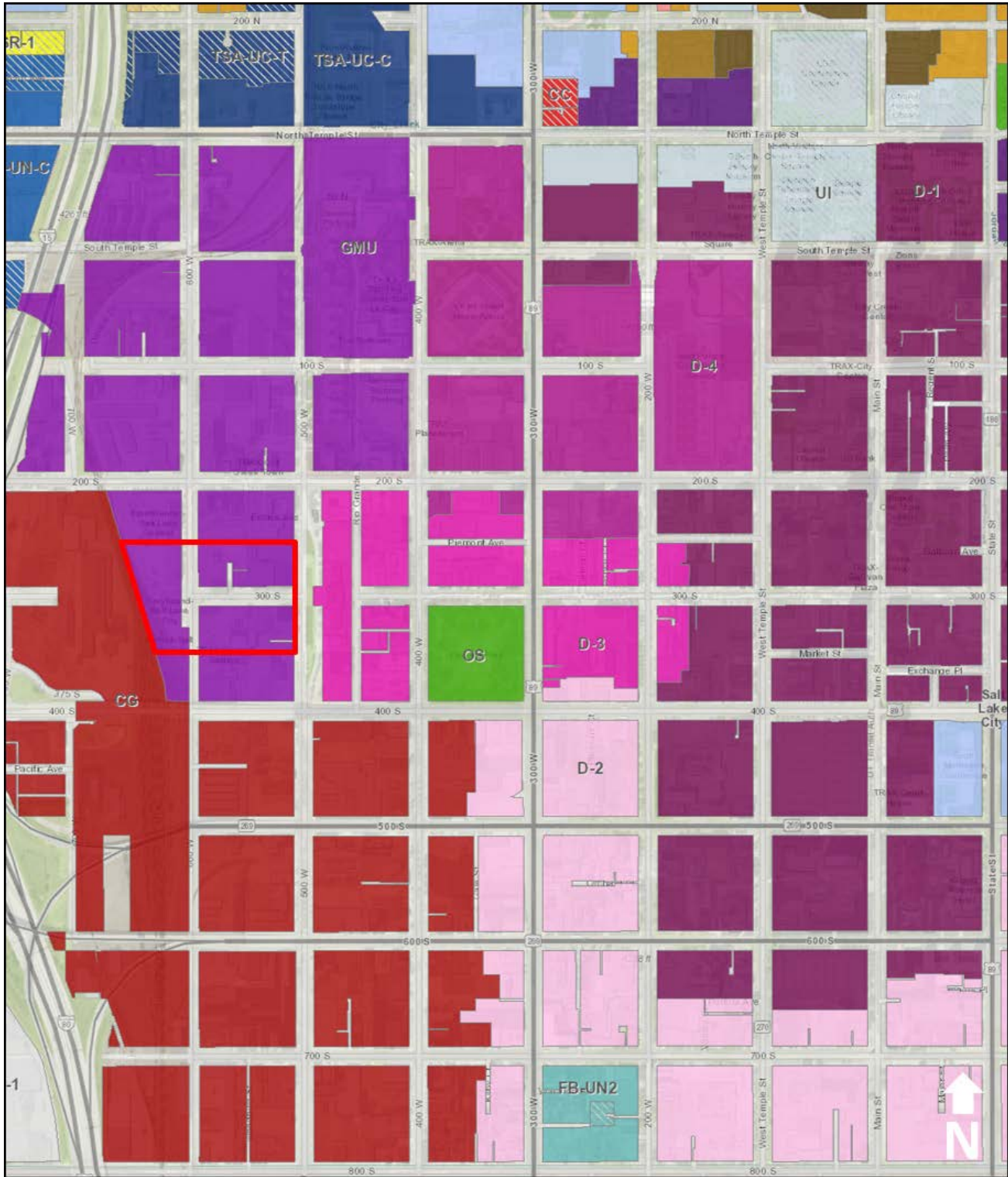
Regardless of the recommendation of the Planning Commission, the proposed zoning text change allowing for additional height in the subject area of the G-MU zone will be sent to the City Council for a final decision. The City Council may approve, deny, or modify the petition.

If the zoning text change amendment is approved, the subject properties will be delineated within the text of the G-MU zoning district. Any specific proposals for future development would need to comply with the updated G-MU zoning regulations, be approved, and have appropriate permits issued.

If the proposal is approved with modifications, any future development would have to comply with the applicable zoning regulations or any conditions placed on the property by the City Council.

If the zoning map amendment is denied, the properties will remain zoned G-MU (Gateway Mixed Use) and any potential development would need to meet the existing standards of that zoning district.

ATTACHMENT A: ZONING MAP



 Subject Area

ATTACHMENT B: AREA PHOTOGRAPHS



Looking West towards the Central Station Intermodal Hub



Looking north from the 300 South 600 West Intersection



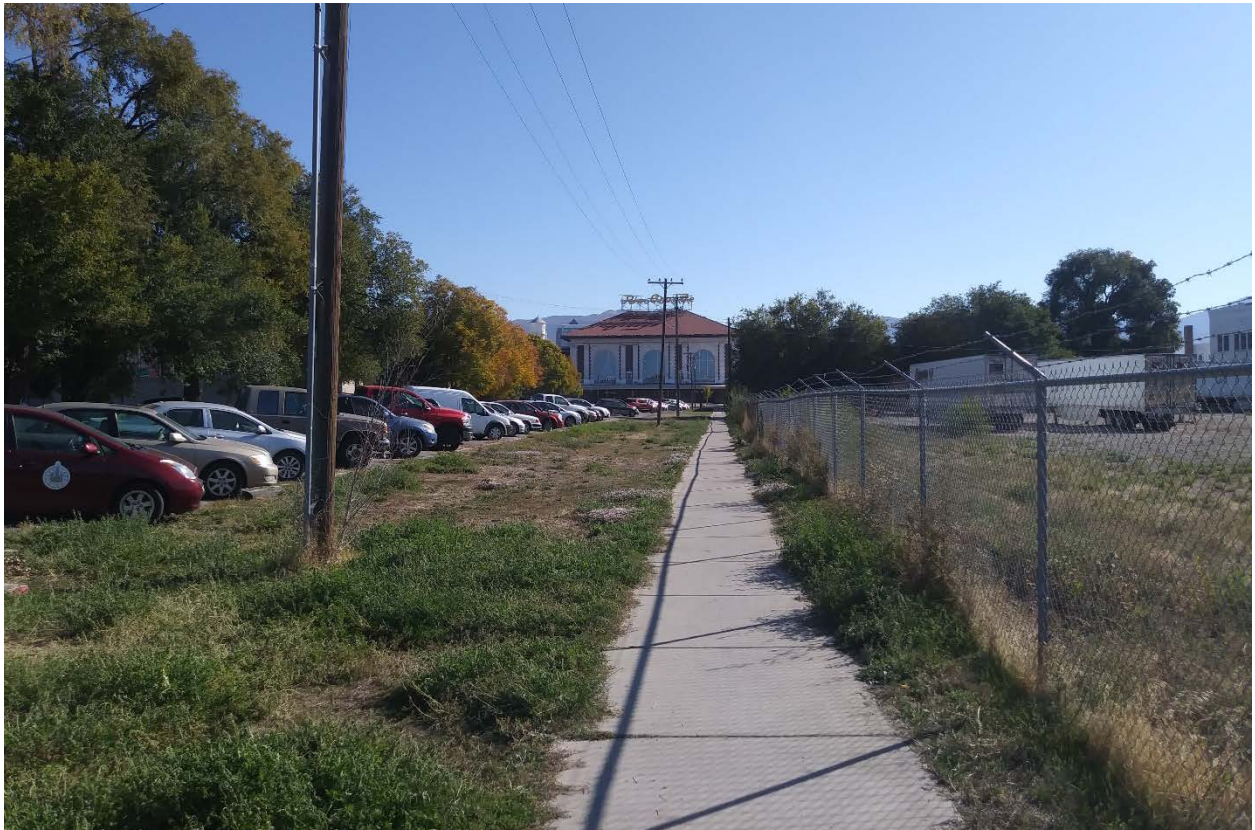
Looking northeast from the 300 South and near 600 West



Looking east towards the Rio Grande Station



Looking northeast across the southeast corner parcel at 600 West and 300 South



Looking east across along southeast corner parcel at 600 West and 300 South



Looking South across a midblock area along 300 South



Building on the northwest corner of 300 South and 500 West



Looking northwest corner of 300 South and 500 West with ArtSpace in the background



Looking west along 300 South from approximately 300 West

ATTACHMENT C: APPLICATION & OTHER MATERIALS



Zoning Amendment

SALT LAKE CITY PLANNING

Amend the text of the Zoning Ordinance Amend the Zoning Map

OFFICE USE ONLY

Received By: <i>PL/PCM 2019-00639</i>	Date Received: <i>7/10/19</i>	Project #: <i>7/10/19</i>
Name or Section/s of Zoning Amendment: <i>Modification to Height Limits in GMMU</i>		

PLEASE PROVIDE THE FOLLOWING INFORMATION

Address of Subject Property (or Area): Per Accompanying Legal Description

Name of Applicant: Doug Thimm	Phone: (801) 924-5045
----------------------------------	--------------------------

Address of Applicant: 2505 East Parleys Way
Salt Lake City, Utah 84109

E-mail of Applicant: dthimm@archnexus.com	Cell/Fax: (801) 699-7507
--	-----------------------------

Applicant's Interest in Subject Property:

Owner Contractor Architect Other:

Name of Property Owner (if different from applicant): Nathan Ricks, STACK Real Estate

E-mail of Property Owner: nathan@stackwithus.com	Phone: (801) 231-0066
---	--------------------------

Please note that additional information may be required by the project planner to ensure adequate information is provided for staff analysis. All information required for staff analysis will be copied and made public, including professional architectural or engineering drawings, for the purposes of public review by any interested party.

AVAILABLE CONSULTATION

If you have any questions regarding the requirements of this application, please contact Salt Lake City Planning Counter at (801) 535-7700 prior to submitting the application.

REQUIRED FEE

- Map Amendment:** filing fee of **\$1,034**, plus **\$121** per acre in excess of one acre
- Text Amendment:** filing fee of **\$1,035**, plus **\$100** for newspaper notice.
- Plus additional fee for mailed public notices.

SIGNATURE

If applicable, a notarized statement of consent authorizing applicant to act as an agent will be required.

Signature of Owner or Agent: 	Date: July 10, 2019
----------------------------------	------------------------

SUBMITTAL REQUIREMENTS

Staff Review

1. Project Description (please attach additional sheets.)

- A statement declaring the purpose for the amendment.
- A description of the proposed use of the property being rezoned.
- List the reasons why the present zoning may not be appropriate for the area.
- Is the request amending the Zoning Map?
If so, please list the parcel numbers to be changed.
- Is the request amending the text of the Zoning Ordinance?
If so, please include language and the reference to the Zoning Ordinance to be changed.

WHERE TO FILE THE COMPLETE APPLICATION

<i>Mailing Address:</i> Planning Counter PO Box 145471 Salt Lake City, UT 84114	<i>In Person:</i> Planning Counter 451 South State Street, Room 215 Telephone: (801) 535-7700
---	---

INCOMPLETE APPLICATIONS WILL NOT BE ACCEPTED

- I acknowledge that Salt Lake City requires the items above to be submitted before my application can be processed. I understand that Planning will not accept my application unless all of the following items are included in the submittal package.



ARCH | NEXUS

ARCHITECTURAL NEXUS, Inc
archnexus.com

SALT LAKE CITY

2505 East Parleys Way
Salt Lake City, Utah 84109
T 801.924.5000

SACRAMENTO

930 R Street
Sacramento, California 95811
T 916.443.5911

July 10, 2019

Mr. Joel Paterson, Zoning Administrator
Salt Lake City Planning Department
451 South State Street
Salt Lake City, Utah 84114

**Re: Gateway District (G-MU)
Zone Text Amendment Application**

Dear Joel:

As we have recently discussed, on behalf of STACK Real Estate, we are formally submitting the accompanying application for a Zone Text Amendment to the Gateway District (G-MU). We appreciate the time that you have spent with us and look forward to expediting the next steps of this process. Accompanying this submission are the following documents: our application, our Project Description, and associated Exhibits. As we have mentioned, we have been working closely with the adjacent property owners and the RDA (Danny Walz and Cara Lindsley), who are aware of the intentions of this proposed Amendment and its benefits to the District. Of note, we are working on a development named the "Nicco Block" on the southwest corner of 300 South and 600 West. In the next week or so, we will be submitting our application for Site Plan Review and Design Review for that site. As needed, we will be happy to share the conceptual information for the "Nicco Block" with you, upon your request.

For your convenience, we have provided a thumb drive containing pdf files of all parts of this submittal along with a word document file of the Project Description. Please let us know if you have any questions or comments, and once again, Thank You for all of your efforts.

Sincerely,

Doug Thimm, AIA, LEED AB BD+C
Architectural Nexus

Project Description: Gateway District Zone Text Amendment

July 10, 2019

Background:

The development of the Gateway District includes over 600 acres of land located between Interstate 15 on the west, 300 West on the east, North Temple on the north and 1000 South on the south end. In terms of the “Gateway” to Salt Lake City, this district has long been regarded as that in terms of the Transportation Corridor into the City, as the Gateway Specific Plan rightly points out:

“As a visual and welcoming gateway to the City from the regional highway system and the Salt Lake City International Airport; as an orientation point and initial image of downtown for visitors arriving by car or transit as they pass through a new mixed-use urban district”.

Compliance with Salt Lake City Policy Directives:

The City recognized the importance of the area in its Gateway Specific Plan, as adopted by the Salt Lake City Council on August 11, 1998. The City’s Downtown plan, adopted on May 24, 2016, also underlines the importance of the “Depot District” as part of the logical extension of Salt Lake City’s downtown experience. The roots of the district are embedded in the industrial character and uses. Both the Gateway Specific Plan and the Downtown plan recognize the evolving nature of the district as a mixed-use neighborhood that is thought of as the Gateway to Salt Lake City and the Wasatch Front.

As the “initial image” of Salt Lake City’s downtown expression, the extension of a downtown statement is essential. The image of a “downtown” place also includes the ability for development to be attracted that is worthy of being the expression of downtown in terms of the type of businesses and the stature of a downtown statement. With the heart of Salt Lake City’s downtown core being the State Street and Main Street area as defined by the D1 Central Business District zoning, which is characterized by strongly anchored block corners with buildings as much as 375 feet tall and mid-block area buildings as tall as 100 feet.

The Downtown Zoning of the D1 Zone establishes:

The intent of the amendment would be to follow the established strategy of Salt Lake City’s downtown zoning. That being to anchor the corners of intersecting streets with taller buildings and reduce the height at midblock developments. The Downtown Zoning of the D1 Zone states:

“Organization of District Regulations: In addition to regulations that apply to the D-1 Central Business District as a whole, three (3) sets of regulations are contained in this district that apply to specific geographical areas:

- Special Controls Over Block Corners: These regulations apply only to properties within a specified distance from street intersections, as established in subsection E of this section. No corner building shall be less than one hundred feet (100') nor more than three hundred seventy-five feet (375') in height.
- Special Controls Over Mid-Block Areas: These regulations apply only to the intervening property between block corner properties, as established in subsection F of this section. No building shall be more than one hundred feet (100') in height.
- Special Controls Over The Main Street Retail Core: These regulations apply only to the Main Street retail core area, as established in subsection G of this section. The regulations governing block corners and mid-block areas also apply to the Main Street retail core.”

The G-MU Zoning District currently allows heights of up to 120 feet. This has served well in the development of much of the district over the past 20-ish years; however, in order to honor the extension of Salt Lake City’s Downtown District as outlined by the Gateway Specific Plan, additional height for the Core of the Station Center subdistrict should be strongly considered.

Purpose:

As new development is considered in the Gateway District the underlying G-MU Zoning should be carefully examined in light of the continuing effort that has been expended to provide a basis for development of the district. In recent years, the City has had the foresight to consolidate much of the land ownership in the immediate area of the Intermodal Hub through the Redevelopment Agency. As this has happened, Salt Lake City, including City Planning and the RDA, have established the Station Center Development Area as a subdistrict, due to the proximity to our City’s intermodal hub and also with its exposure as the true Salt Lake City Gateway from the west. In so doing, the establishment of 300 South (Festival Street) now has become the center of the district establishing a District Core with a higher relative intensity and a mixture of uses. Essentially, Festival Street has become its own subdistrict within the G-MU. In order to achieve the critical mass of the area, a strategic understanding of bringing this to life also includes the ability to intensify this core area in the creation of a vibrant extension of Downtown Salt Lake City. To this end, we propose an increase to the building height limitations to facilitate the Goals and Aspirations of both the Gateway Specific Plan and the Downtown Plan. The stated goals include:

- Create a positive and clear identity of Salt Lake City and the Gateway District
- Create a sense of place for the District that celebrates and supports “Neighborhoods”, each with a distinct character and personality.
- Encourage development that strengthens and compliments the Central Business District.
- Create a hierarchy of streets and open spaces that provide structure and framework for the development of neighborhoods.

- Encourage a mix of uses with diversity in jobs, residents, and visitors that balances neighborhood needs, has a vital street life and character, and results in a thriving local economy.
- Encourage excellence in design of public infrastructure opportunities such as the public transportation systems, and streetscapes that are elegant and fitting of a Gateway.
- Look to traditional patterns of development in Salt Lake City as examples of the kind of blocks and streets that encourage and support urban neighborhood development.
- Require excellence in design through urban design standards that preserve views and vistas, create pedestrian friendly and attractive streets, establish a district character, and create landmarks and signature structures in architecture and infrastructure.

This G-MU Amendment suggests that a similar philosophy to the D1 Central Business District be adopted for the Station Center Development area further defining the area of the 300 South/Festival Street as a core area of the G-MU District, with additional building height defining the block corners. It is important that the Station Center Core does not compete with the heart of downtown in terms of prominence, so this Amendment provides for building heights at the corners of up to 190 feet and mid-block building heights of up to 100 feet. Rather than changing building heights within the entire district, and similar to recent modifications to the D4 Secondary Business District, this amendment proposes a limited area of scope be included as depicted by the accompanying exhibits.

Surrounding Zoning:

Salt Lake City Building Height Requirements:

21A.30.020: D-1 CENTRAL BUSINESS DISTRICT:

6. Height Regulations: No corner building shall be less than one hundred feet (100') nor more than three hundred seventy-five feet (375') in height. The minimum one hundred foot (100') high portion of the building shall be located not farther than five feet (5') from the lot line along front and corner lot lines. Buildings higher than three hundred seventy-five feet (375') may be allowed in accordance with the provisions of subsections E6a and E6b of this section.

a. Conditions For Taller Corner Buildings: Corner buildings may exceed the three hundred seventy-five foot (375') height limit provided they conform to the following requirements:

(1) To minimize excessive building mass at higher elevations and preserve scenic views, some or all of the building mass over the three hundred seventy five foot (375') height level shall be subject to additional setback, as determined appropriate through the conditional building and site design review process.

- (2) Not less than one percent (1%) of the building construction budget shall be used for enhanced amenities, including art visible to the public, enhanced design elements of the exterior of the building or exterior spaces available to the public for cultural or recreational activities. The property owner shall not be required to exceed one hundred thousand dollars (\$100,000.00) in required amenities.
- (3) The operation of uses within the building, including accessory parking facilities, shall comply with the adopted traffic demand management guidelines administered by the city traffic engineer.

b. Additional Standards For Certain Height Modifications:

- (1) The first one hundred feet (100') of height shall not be set back from the street front more than five feet (5') except that setbacks above the first fifty feet (50') may be approved through the conditional building and site design review process.
- (2) Modifying the height will achieve the preservation of a landmark site or contributing structure in an H historic preservation overlay district.
- (3) Modifying the height will allow interim service commercial uses to support the downtown community.

c. Conditional Building And Site Design Approval: A modification to the height regulations in subsection E6a of this section may be granted through the conditional building and site design review process, subject to conformance with the standards and procedures of chapter 21A.59 of this title.

F. Special Controls Over Mid-Block Areas:

1. Intent: Special controls shall apply to land located at the middle of blocks. Such controls are needed to establish coordinated levels of development intensity and to promote better pedestrian and vehicular circulation.
2. Area Of Applicability: The controls established under this subsection shall apply to:
 - a. Buildings constructed after April 12, 1995; and
 - b. All intervening land between block corner properties, as established in subsection E2 of this section.

3. Height Regulations: No building shall be more than one hundred feet (100') in height; provided, that taller buildings may be authorized through the conditional building and site design review process, subject to the requirements of chapter 21A.59 of this title.

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

Maximum Building Height: No building shall exceed sixty five feet (65'). Buildings taller than sixty five feet (65') but less than one hundred twenty feet (120') may be authorized through the conditional building and site design process, subject to the requirements of chapter 21A.59 of this title.

21A.30.040: D-3 DOWNTOWN WAREHOUSE/RESIDENTIAL DISTRICT:

Maximum Building Height: No building shall exceed seventy five feet (75'). Buildings taller than seventy five feet (75') but less than ninety feet (90') may be authorized through the conditional building and site design review process, provided the additional height is supported by the applicable master plan, the overall square footage of the buildings is greater than fifty percent (50%) residential use, and subject to the requirements of chapter 21A.59 of this title.

21A.30.045: D-4 DOWNTOWN SECONDARY CENTRAL BUSINESS DISTRICT:

Maximum Building Height: No building shall exceed seventy five feet (75'). Buildings taller than seventy five feet (75') but less than one hundred twenty feet (120') may be authorized through the conditional building and site design review process, subject to the requirements of chapter 21A.59 of this title. Additional height may be allowed as specified below:

a. Additional Permitted Height Location: Additional height greater than one hundred twenty feet (120') but not more than three hundred seventy five feet (375') in height is permitted in the area bounded by:

(1) The centerlines of South Temple, West Temple, 200 South, and 200 West Streets; and

(2) Beginning at the Southeast Corner of Block 67, Plat 'A', Salt Lake City Survey, and running thence along the south line of said Block 67, N89°54'02"W 283.86 feet; thence N00°04'50"E 38.59 feet; thence N10°46'51"W 238.70 feet; thence N24°45'15"W 62.98 feet; thence S89°54'02"E 355.45 feet to the east line of said Block 67; thence along said east line S00°06'35"W 330.14 feet to the point of beginning. Contains 102,339 square feet, or 2.349 acres, more or less

21A.26.070: CG GENERAL COMMERCIAL DISTRICT:

Maximum Height: No building shall exceed sixty feet (60'). Buildings higher than sixty feet (60') may be allowed in accordance with the provisions of subsections F1 and F3 of this section.

1. Procedure For Modification: A modification to the height regulations in this subsection F may be granted through the conditional building and site design review process in conformance with the provisions of chapter 21A.59 of this title. In evaluating an application submitted pursuant to this section, the Planning Commission or in the case of an administrative approval the Planning Director or designee, shall find that the increased height will result in improved site layout and amenities.

2. Landscaping: If additional floors are approved, increased landscaping shall be provided over and above that which is normally required for landscape yards, landscape buffer yards, and parking lot perimeter and interior landscaping. The amount of increased landscaping shall be equal to ten percent (10%) of the area of the additional floors.

3. Maximum Additional Height: Additional height shall be limited to thirty feet (30'). (Ord. 66-13,2013: Ord. 15-13, 2013: Ord. 12-11, 2011: Ord. 61-09 § 18, 2009: Ord. 3-01 § 2, 2001: Ord.35-99 § 27, 1999: Ord. 26-95 §2(13-6), 1995)

Existing G-MU Zoning Text:

E. Building Height: The minimum building height shall be forty five feet (45') and the 200 South Street corridor shall have a minimum height of twenty five feet (25'). The maximum building height shall not exceed seventy five feet (75') except buildings with non-flat roofs (e.g., pitched, shed, mansard, gabled or hipped roofs) may be allowed, up to a maximum of ninety feet (90') (subject to subsection I of this section). The additional building height may incorporate habitable space.

1. Conditional Building and Site Design Review: A modification to the minimum building height or to the maximum building height (up to 120 feet) provisions of this section may be granted through the conditional building and site design review process, subject to conformance with the standards and procedures of chapter 21A.59 of this title, and subject to compliance to the applicable master plan.

2. Height Exceptions: Spires, tower, or decorative noninhabitable elements shall have a maximum height of ninety feet (90') and with conditional building and site design review approval may exceed the maximum height, subject to conformance with the standards and procedures of chapter 21A.59 of this title

Proposed G-MU Zoning Text:

E. Building Height: The minimum building height shall be forty five feet (45') and the 200 South Street corridor shall have a minimum height of twenty five feet (25'). The maximum building height shall not exceed seventy five feet (75') except buildings with non-flat roofs (e.g., pitched, shed, mansard, gabled or hipped roofs) may be allowed, up to a maximum of ninety feet (90') (subject to subsection I of this section). The additional building height may incorporate habitable space.

1. Conditional Building and Site Design Review: A modification to the minimum building height or to the maximum building height (up to 120 feet) provisions of this section may be granted through the conditional building and site design review process, subject to conformance with the standards and procedures of chapter 21A.59 of this title, and subject to compliance to the applicable master plan.

2. Height Exceptions: Spires, tower, or decorative noninhabitable elements shall have a maximum height of ninety feet (90') and with conditional building and site design review approval may exceed the maximum height, subject to conformance with the standards and procedures of chapter 21A.59 of this title

3. ***Additional height may be allowed as specified below:***

a. Additional Permitted Height Location: Additional height is permitted in the area described by: The Accompanying "Station Center Core Diagram".

b. Height Regulations: No corner building shall be less than one hundred feet (100') nor more than one hundred ninety feet (190') in height. The minimum one hundred foot (100') high portion of the building shall be located not farther than five feet (5') from the lot line along front and corner lot lines.

c. The operation of uses within the building, including accessory parking facilities, shall comply with the adopted traffic demand management guidelines administered by the city traffic engineer.

Additional Standards For Certain Height Modifications:

(1) The first one hundred feet (100') of height shall not be set back from the street front more than five feet (5') except that setbacks above the first fifty feet (50') may be approved through the conditional building and site design review process.

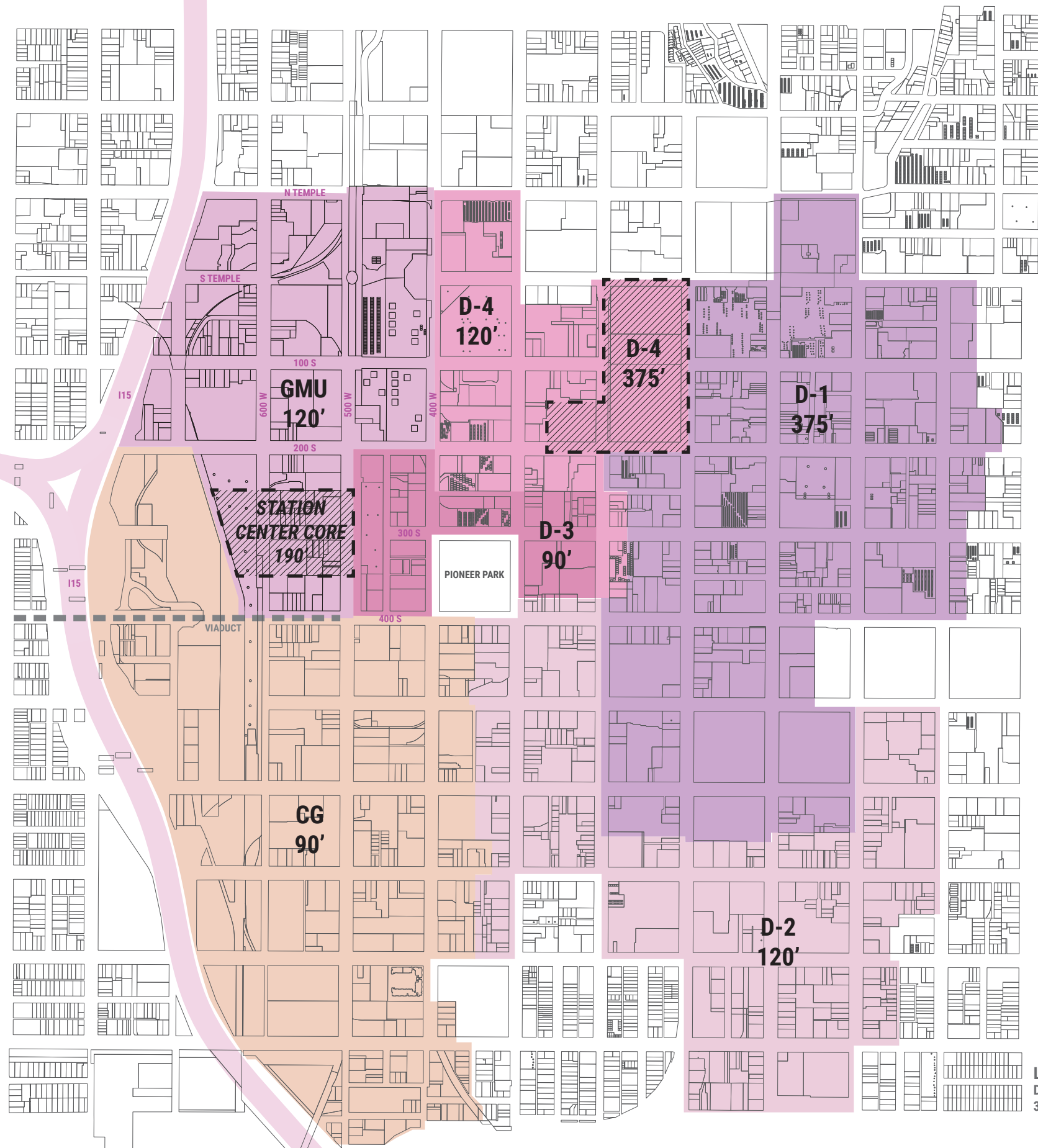
(2) Modifying the height will achieve the preservation of a landmark site or contributing structure in an H historic preservation overlay district.

(3) Modifying the height will allow interim service commercial uses to support the downtown community.

d. Special Controls Over Mid-Block Areas:

(1) Intent: Special controls shall apply to land located at the middle of blocks. Such controls are needed to establish coordinated levels of development intensity and to promote better pedestrian and vehicular circulation.

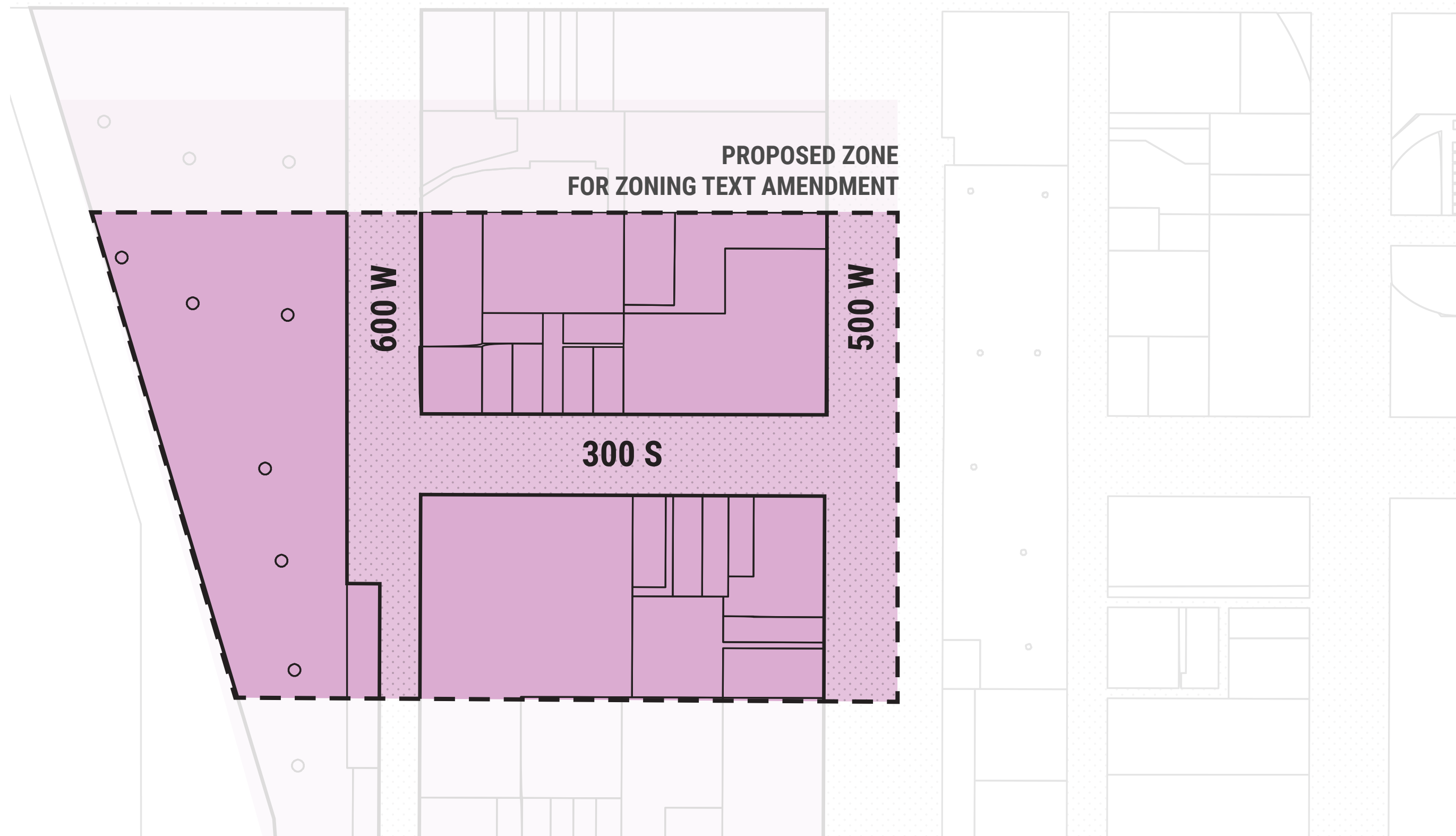
(2) Height Regulations: No building shall be more than one hundred feet (100') in height; provided, that taller buildings may be authorized through the Design Review process, subject to the requirements of chapter 21A.59 of this title.

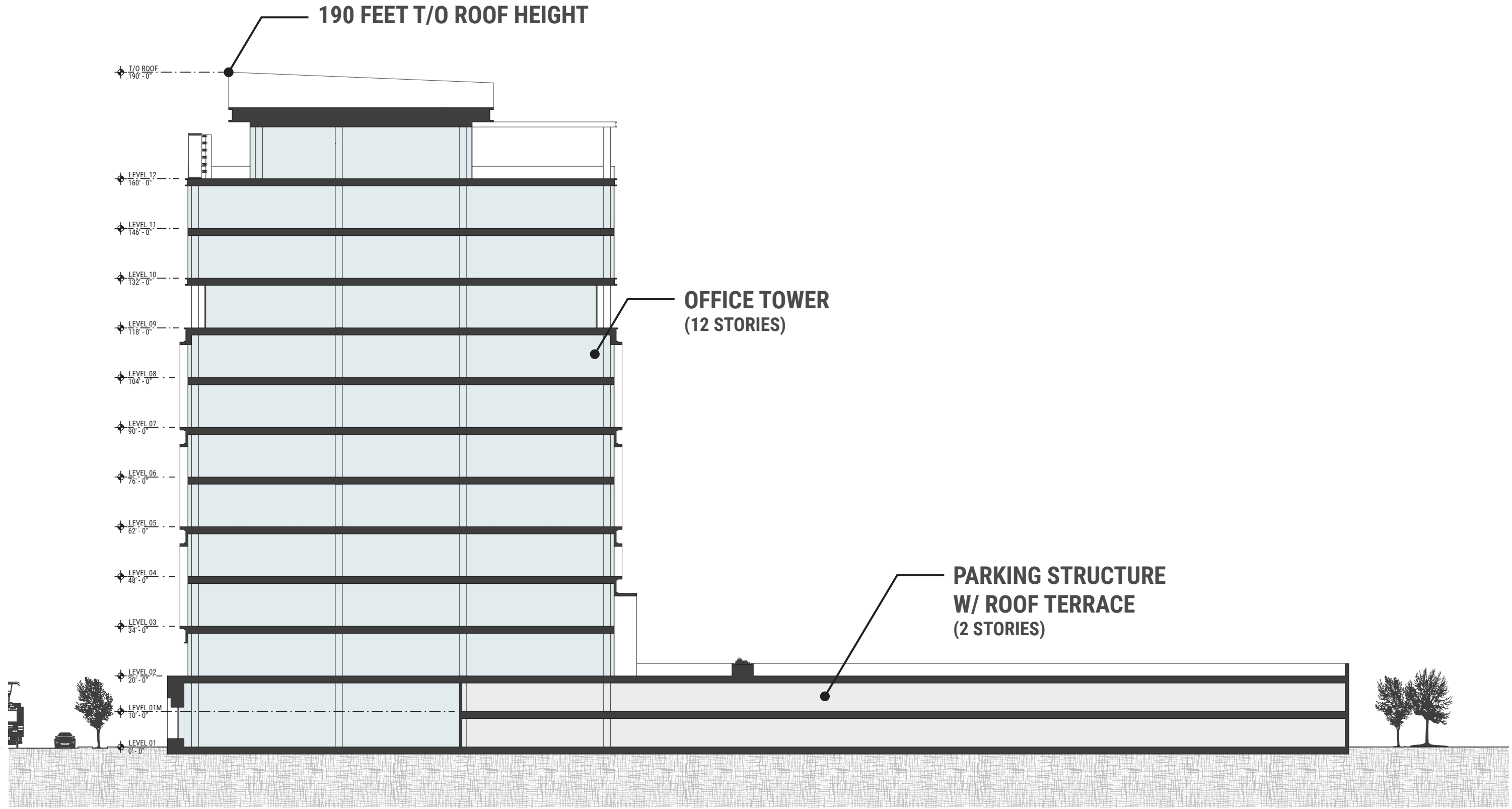


LEGEND
 D-1 = ZONING DISTRICT
 375' = MAX BUILDING HEIGHT (FT)

GATEWAY MIXED USE - SURROUNDING ZONING 07.10.2019







STATION CENTER CORE - HEIGHT DIAGRAM 07.10.2019

Project Description: Gateway District Zone Text Amendment

August 23, 2019

Background:

The development of the Gateway District includes over 600 acres of land located between Interstate 15 on the west, 300 West on the east, North Temple on the north and 1000 South on the south end. In terms of the “Gateway” to Salt Lake City, this district has long been regarded as that in terms of the Transportation Corridor into the City, as the Gateway Specific Plan rightly points out:

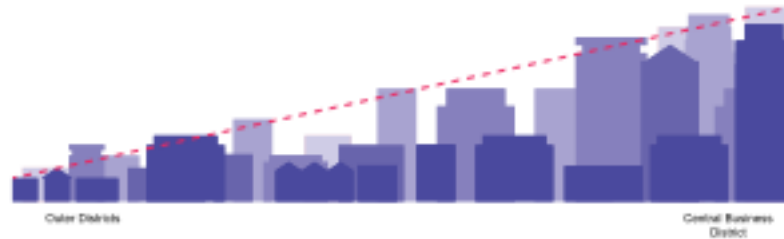
“As a visual and welcoming gateway to the City from the regional highway system and the Salt Lake City International Airport; as an orientation point and initial image of downtown for visitors arriving by car or transit as they pass through a new mixed-use urban district”.

Compliance with Salt Lake City Policy Directives:

The City recognized the importance of the area in its Gateway Specific Plan, as adopted by the Salt Lake City Council on August 11, 1998. This was further reinforced in the document ‘Creating an Urban Neighborhood’, also adopted on August 1998. The City’s Downtown Plan, adopted on May 24, 2016, also underlines the importance of the “Depot District” as part of the logical extension of Salt Lake City’s downtown experience. The roots of the district are embedded in the industrial character and uses. The ‘Creating an Urban Neighborhood’ document, the Gateway Specific Plan, and the Downtown plan all recognize the evolving nature of the district as a mixed-use neighborhood that is thought of as the Gateway to Salt Lake City and the Wasatch Front.

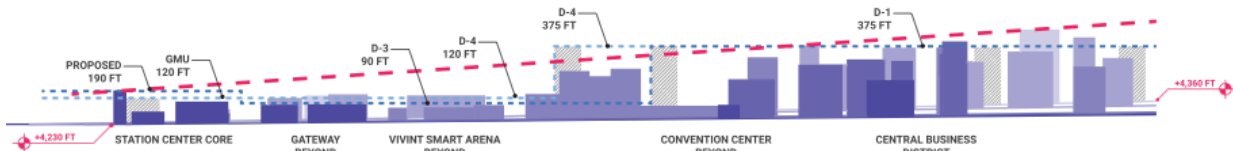
The Creating an Urban Neighborhood document outlines Implementation Issues, which include a strong recommendation to “work with designers and developers of the intermodal station facility so that it provides a strong terminus to 300 south Street and reinforces the connection between the station and the depot.” It remains important to provide the level of emphasis to create an active urban environment on the 300 South “Festival Street” corridor thus establishing the strong terminus that is outlined in the Urban Neighborhood narrative. In order to accomplish this, there is a need to recognize the type of development that will allow this to become a reality. The Urban Neighborhood plan outlines the type of development that is to be encouraged. This includes development such as offices, which entails working with the developers of office space and creating a strong and vibrant district. To this end, it is also important to consider the impact of employment opportunities, and the City’s recognition of establishing this as a complete neighborhood includes the development of the workplace along with other services. In order to accomplish this, it is essential to bring the type of development, which can include some taller buildings to emphasize the importance of the area in establishing this district, which has taken some time to take place.

The City’s Downtown Plan provides for an Urban Design Framework and establishes that “Urban design has a significant impact on the image of downtown by shaping its urban form, distinguishing the character of districts and framing and detailing the public realm.” The Plan describes the “Urban Form” as being the shape of the city. In terms of height, the Plan indicates that “The 3D structure of downtown is a two-sided pyramidal form with the highest points in the central Business District. Building height gradually steps down to the south and west”, and provides this diagram as an illustration:



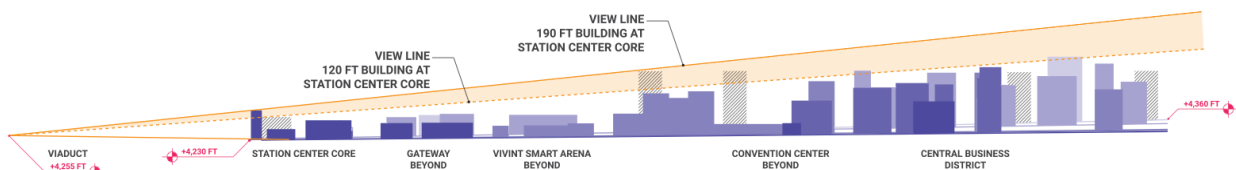
Downtown has a two-sided pyramidal urban form with the tallest buildings in the Central Business District

This proposal recognizes the importance of maintaining a plan and the Downtown Plan’s establishment of a massing profile for Salt Lake City can be maintained, while also recognizing the need for a moderate amount of additional height in the Gateway District – allowing a maximum building height of 190’. The emphasis on the Central Business District is maintained, while the emphasis of creating a strong Gateway District Hub is maintained in a similar fashion:



Zone Height change with extended two-sided pyramidal urban form with the tallest buildings in the Central Business District

Additionally, the recognition of the “Gateway” that is outlined by the City’s Plans includes the need to determine that a moderate amount of additional height in the Gateway District does not diminish the view of downtown Salt Lake City from the 400 South Gateway Entrance. This remains important and remains intact when the proposed additional height is allowed:



Line of sight from 400 South Gateway towards the downtown Central Business District.

As the “initial image” of Salt Lake City’s downtown expression, the extension of a downtown statement is essential. The image of a “downtown” place also includes the ability for development to be attracted that is worthy of being the expression of an extended downtown in terms of the type of businesses and the stature of a downtown statement. With the heart of Salt Lake City’s downtown core being the State Street and Main Street area as defined by the D1 Central Business District zoning, which is characterized by strongly anchored block corners with buildings as much as 375 feet tall and mid-block area buildings as tall as 100 feet.

The Downtown Zoning of the D1 Zone establishes:

The intent of the amendment would be to follow the established strategy of Salt Lake City’s downtown zoning. That being to anchor the corners of intersecting streets with taller buildings and reduce the height at midblock developments. The Downtown Zoning of the D1 Zone states:

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- **Special Controls Over The Main Street Retail Core:** These regulations apply only to the Main Street retail core area, as established in subsection G of this section. The regulations governing block corners and mid-block areas also apply to the Main Street retail core.”

The G-MU Zoning District currently allows heights of up to 120 feet. This has served well in the development of much of the district over the past 20-ish years; however, in order to honor the extension of Salt Lake City’s Downtown District as outlined by the Gateway Specific Plan, additional height for the Core of the Station Center subdistrict should be strongly considered.

Purpose:

As new development is considered in the Gateway District the underlying G-MU Zoning should be carefully examined in light of the continuing effort that has been expended to provide a basis for development of the district. In recent years, the City has had the foresight to consolidate much of the land ownership in the immediate area of the

Intermodal Hub through the Redevelopment Agency. As this has happened, Salt Lake City, including City Planning and the RDA, have established the Station Center Development Area as a subdistrict, due to the proximity to our City's intermodal hub and also with its exposure as the true Salt Lake City Gateway from the west. In so doing, the establishment of 300 South (Festival Street) now has become the center of the district establishing a District Core with a higher relative intensity and a mixture of uses. Essentially, Festival Street has become its own subdistrict within the G-MU. In order to achieve the critical mass of the area, a strategic understanding of bringing this to life also includes the ability to intensify this core area in the creation of a vibrant extension of Downtown Salt Lake City. To this end, we propose an increase to the building height limitations to facilitate the Goals and Aspirations of both the Gateway Specific Plan and the Downtown Plan. The stated goals include:

- Create a positive and clear identity of Salt Lake City and the Gateway District
- Create a sense of place for the District that celebrates and supports "Neighborhoods", each with a distinct character and personality.
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- Create a hierarchy of streets and open spaces that provide structure and framework for the development of neighborhoods.
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- Encourage excellence in design of public infrastructure opportunities such as the public transportation systems, and streetscapes that are elegant and fitting of a Gateway.
- Look to traditional patterns of development in Salt Lake City as examples of the kind of blocks and streets that encourage and support urban neighborhood development.
- Require excellence in design through urban design standards that preserve views and vistas, create pedestrian friendly and attractive streets, establish a district character, and create landmarks and signature structures in architecture and infrastructure.

This G-MU Amendment suggests that a similar philosophy to the D1 Central Business District be adopted for the Station Center Development area further defining the area of the 300 South/Festival Street as a core area of the G-MU District, with additional building height defining the block corners. It is important that the Station Center Core does not compete with the heart of downtown in terms of prominence, so this Amendment provides for building heights at the corners of up to 190 feet and mid-block building heights of up to 100 feet. Rather than changing building heights within the entire district, and similar to recent modifications to the D4 Secondary Business District, this amendment proposes a limited area of scope be included as depicted by the accompanying exhibits.

Surrounding Zoning:

Salt Lake City Building Height Requirements:

21A.30.020: D-1 CENTRAL BUSINESS DISTRICT:

6. Height Regulations: No corner building shall be less than one hundred feet (100') nor more than three hundred seventy-five feet (375') in height. The minimum one hundred foot (100') high portion of the building shall be located not farther than five feet (5') from the lot line along front and corner lot lines. Buildings higher than three hundred seventy-five feet (375') may be allowed in accordance with the provisions of subsections E6a and E6b of this section.

a. Conditions For Taller Corner Buildings: Corner buildings may exceed the three hundred seventy-five foot (375') height limit provided they conform to the following requirements:

(1) To minimize excessive building mass at higher elevations and preserve scenic views, some or all of the building mass over the three hundred seventy five foot (375') height level shall be subject to additional setback, as determined appropriate through the conditional building and site design review process.

(2) Not less than one percent (1%) of the building construction budget shall be used for enhanced amenities, including art visible to the public, enhanced design elements of the exterior of the building or exterior spaces available to the public for cultural or recreational activities. The property owner shall not be required to exceed one hundred thousand dollars (\$100,000.00) in required amenities.

(3) The operation of uses within the building, including accessory parking facilities, shall comply with the adopted traffic demand management guidelines administered by the city traffic engineer.

b. Additional Standards For Certain Height Modifications:

(1) The first one hundred feet (100') of height shall not be set back from the street front more than five feet (5') except that setbacks above the first fifty feet (50') may be approved through the conditional building and site design review process.

(2) Modifying the height will achieve the preservation of a landmark site or contributing structure in an H historic preservation overlay district.

(3) Modifying the height will allow interim service commercial uses to support the downtown community.

- c. Conditional Building And Site Design Approval: A modification to the height regulations in subsection E6a of this section may be granted through the conditional building and site design review process, subject to conformance with the standards and procedures of chapter 21A.59 of this title.

F. Special Controls Over Mid-Block Areas:

- 1. Intent: Special controls shall apply to land located at the middle of blocks. Such controls are needed to establish coordinated levels of development intensity and to promote better pedestrian and vehicular circulation.
- 2. Area Of Applicability: The controls established under this subsection shall apply to:
 - a. Buildings constructed after April 12, 1995; and
 - b. All intervening land between block corner properties, as established in subsection E2 of this section.
- 3. Height Regulations: No building shall be more than one hundred feet (100') in height; provided, that taller buildings may be authorized through the conditional building and site design review process, subject to the requirements of chapter 21A.59 of this title.

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

Maximum Building Height: No building shall exceed sixty five feet (65'). Buildings taller than sixty five feet (65') but less than one hundred twenty feet (120') may be authorized through the conditional building and site design process, subject to the requirements of chapter 21A.59 of this title.

21A.30.040: D-3 DOWNTOWN WAREHOUSE/RESIDENTIAL DISTRICT:

Maximum Building Height: No building shall exceed seventy five feet (75'). Buildings taller than seventy five feet (75') but less than ninety feet (90') may be authorized through the conditional building and site design review process, provided the additional height is supported by the applicable master plan, the overall square footage of the buildings is greater than fifty percent (50%) residential use, and subject to the requirements of chapter 21A.59 of this title.

21A.30.045: D-4 DOWNTOWN SECONDARY CENTRAL BUSINESS DISTRICT:

Maximum Building Height: No building shall exceed seventy five feet (75'). Buildings taller than seventy five feet (75') but less than one hundred twenty feet (120') may be authorized through the conditional building and site design review process, subject to the requirements of chapter 21A.59 of this title. Additional height may be allowed as specified below:

a. Additional Permitted Height Location: Additional height greater than one hundred twenty feet (120') but not more than three hundred seventy five feet (375') in height is permitted in the area bounded by:

(1) The centerlines of South Temple, West Temple, 200 South, and 200 West Streets; and

(2) Beginning at the Southeast Corner of Block 67, Plat 'A', Salt Lake City Survey, and running thence along the south line of said Block 67, N89°54'02"W 283.86 feet; thence N00°04'50"E 38.59 feet; thence N10°46'51"W 238.70 feet; thence N24°45'15"W 62.98 feet; thence S89°54'02"E 355.45 feet to the east line of said Block 67; thence along said east line S00°06'35"W 330.14 feet to the point of beginning. Contains 102,339 square feet, or 2.349 acres, more or less

21A.26.070: CG GENERAL COMMERCIAL DISTRICT:

Maximum Height: No building shall exceed sixty feet (60'). Buildings higher than sixty feet (60') may be allowed in accordance with the provisions of subsections F1 and F3 of this section.

1. Procedure For Modification: A modification to the height regulations in this subsection F may be granted through the conditional building and site design review process in conformance with the provisions of chapter 21A.59 of this title. In evaluating an application submitted pursuant to this section, the Planning Commission or in the case of an administrative approval the Planning Director or designee, shall find that the increased height will result in improved site layout and amenities.

2. Landscaping: If additional floors are approved, increased landscaping shall be provided over and above that which is normally required for landscape yards, landscape buffer yards, and parking lot perimeter and interior landscaping. The amount of increased landscaping shall be equal to ten percent (10%) of the area of the additional floors.

3. Maximum Additional Height: Additional height shall be limited to thirty feet (30'). (Ord. 66-13,2013: Ord. 15-13, 2013: Ord. 12-11, 2011: Ord. 61-09 § 18, 2009: Ord. 3-01 § 2, 2001: Ord.35-99 § 27, 1999: Ord. 26-95 §2(13-6), 1995)

Existing G-MU Zoning Text:

E. Building Height: The minimum building height shall be forty five feet (45') and the 200 South Street corridor shall have a minimum height of twenty five feet (25'). The maximum building height shall not exceed seventy five feet (75') except buildings with non-flat roofs (e.g., pitched, shed, mansard, gabled or hipped roofs) may be allowed, up to a maximum of ninety feet (90') (subject to subsection I of this section). The additional building height may incorporate habitable space.

1. Conditional Building and Site Design Review: A modification to the minimum building height or to the maximum building height (up to 120 feet) provisions of this section may be granted through the conditional building and site design review process, subject to conformance with the standards and procedures of chapter 21A.59 of this title, and subject to compliance to the applicable master plan.
2. Height Exceptions: Spires, tower, or decorative noninhabitable elements shall have a maximum height of ninety feet (90') and with conditional building and site design review approval may exceed the maximum height, subject to conformance with the standards and procedures of chapter 21A.59 of this title

Proposed G-MU Zoning Text:

E. Building Height: The minimum building height shall be forty five feet (45') and the 200 South Street corridor shall have a minimum height of twenty five feet (25'). The maximum building height shall not exceed seventy five feet (75') except buildings with non-flat roofs (e.g., pitched, shed, mansard, gabled or hipped roofs) may be allowed, up to a maximum of ninety feet (90') (subject to subsection I of this section). The additional building height may incorporate habitable space.

1. Conditional Building and Site Design Review: A modification to the minimum building height or to the maximum building height (up to 120 feet) provisions of this section may be granted through the conditional building and site design review process, subject to conformance with the standards and procedures of chapter 21A.59 of this title, and subject to compliance to the applicable master plan.
2. Height Exceptions: Spires, tower, or decorative noninhabitable elements shall have a maximum height of ninety feet (90') and with conditional building and site design review approval may exceed the maximum height, subject to conformance with the standards and procedures of chapter 21A.59 of this title
3. ***Additional height may be allowed as specified below:***
 - a. ***Additional Permitted Height Location: Additional height is permitted in the area described by: The Accompanying "Station Center Core Diagram".***

- b. Height Regulations: No corner building shall be less than one hundred feet (100') nor more than one hundred ninety feet (190') in height. The minimum one hundred foot (100') high portion of the building shall be located not farther than five feet (5') from the lot line along front and corner lot lines.***
- c. The operation of uses within the building, including accessory parking facilities, shall comply with the adopted traffic demand management guidelines administered by the city traffic engineer.***

Additional Standards For Certain Height Modifications:

- (1) The first one hundred feet (100') of height shall not be set back from the street front more than five feet (5') except that setbacks above the first fifty feet (50') may be approved through the conditional building and site design review process.***
- (2) Modifying the height will achieve the preservation of a landmark site or contributing structure in an H historic preservation overlay district.***
- (3) Modifying the height will allow interim service commercial uses to support the downtown community.***

d. Special Controls Over Mid-Block Areas:

- (1) Intent: Special controls shall apply to land located at the middle of blocks. Such controls are needed to establish coordinated levels of development intensity and to promote better pedestrian and vehicular circulation.***
- (2) Height Regulations: No building shall be more than one hundred feet (100') in height; provided, that taller buildings may be authorized through the Design Review process, subject to the requirements of chapter 21A.59 of this title.***

ATTACHMENT D: ANALYSIS OF STANDARDS

ZONING TEXT AMENDMENTS

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

Factor	Finding	Rationale
<p>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>Does not Comply</p>	<p>Please see the <i>Key Considerations</i> regarding applicable master plan policies and goals. As discussed, staff finds that the proposed zoning amendment is not consistent with the purposes, goals, objectives, and policies of <i>The Downtown Master Plan</i> and <i>Plan Salt Lake</i>.</p>
<p>2. Whether a proposed text amendment furthers the specific purpose statements of the zoning ordinance;</p>	<p>Does not Complies</p>	<p>The purpose statement of the G-MU zoning district states that it,</p> <p><i>...is intended to implement the objectives of the adopted gateway development master plan and encourage the mixture of residential, commercial and assembly uses within an urban neighborhood atmosphere. The 200 South corridor is intended to encourage commercial development on an urban scale and the 500 West corridor is intended to be a primary residential corridor from North Temple to 400 South. Development in this district is intended to create an urban neighborhood that provides employment and economic development opportunities that are oriented toward the pedestrian with a strong emphasis on a safe and attractive streetscape. The standards are intended to achieve established objectives for urban and historic design, pedestrian amenities and land use regulation.</i></p> <p>The subject area of this petition is located between the train tracks at the intermodal hub and 500 West and approximately 250 South and 350 South. The proposed height change does not seem to conform</p>

		to the purpose statement for the zone in that the proposed height increase would diminish development that is oriented toward the pedestrian. It would also detract from the safe and attractive streetscape that is key to converting 300 South to a lively and inviting “festival street”.
3. Whether a proposed text amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards; and	Complies	The property is not located within an overlay zoning district that imposes additional standards.
4. The extent to which a proposed map amendment implements best current, professional practices of urban planning and design.	Does not Comply	The petition for additional height is not, in and of itself, an inappropriate request. Often, additional height is wholly appropriate; particularly in a city such as Salt Lake City which is growing rapidly and struggling to meet housing needs. However, in this specific area, extensive planning that implements the best current and professional practices of urban planning and design has already been done to foster a neighborhood that is oriented to the pedestrian scale. In fact, not only professional planning, but specific action has been taken (zoning change to G-MU and 300 S Street narrowing) to achieve the development objectives.

ATTACHMENT E: PUBLIC PROCESS

Notice of Application to the Downtown Community Council and Downtown Alliance:

A notice of application was sent to the Downtown Community Council Chairperson, Thomas Merrill, and the Executive Director of the Downtown Alliance, Dee Brewer, on August 27, 2019. The Community Council was given 45 days to respond with any concerns or request staff to meet with them and discuss the proposed text amendment. There was no response or comments from either group.

Notice of Application to Building Owners and Residents:

An early notice of application was sent to owners and residents of buildings within a 300' radius of the subject parcels on September 9, 2019 to let them know about the submitted petition.

Notice of the Planning Commission Public Hearing:

Notice of the public hearing scheduled for October 23, 2019 were mailed and posted on October 11, 2019.

Public Input:

No public input was received.

ATTACHMENT F: DEPARTMENT REVIEW COMMENTS

Redevelopment Agency (Cara Lindsley)

The RDA does have some existing agreements and potential developments that are in progress that could be impacted by requiring additional height in the area. We would look to Planning and the policymakers about the appropriate heights in the area, so we don't have any comments on maximum heights. However, if additional height is allowed, we would ask to remove the required minimum because we are seeing challenges with meeting the parking demands of these developments and imposing a minimum height requirement may add parking-related costs to the projects. Additionally, a minimum height requirement could necessitate a different construction type than what is used for building heights currently allowed in the G-MU zone, creating additional financial barriers that might make these projects infeasible.

Engineering (Scott Weiler)

I believe the current right-of-way width of 300 South between 500 West and 600 West will be requested to be narrowed by the RDA as part of the Station Center development. Provided that the effects of that action are understood by SLC Planning, Engineering has no objections to the proposed zoning amendment regarding building heights.

Transportation (Michael Barry)

No issues with height from Transportation.

Zoning

No comments received

Building

No comments received

Public Utilities

No comments received.

Fire

No comments received.