



# Staff Report

PLANNING DIVISION  
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

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To: Salt Lake City Planning Commission

From: Chris Earl, Associate Planner  
(801) 535-7932 or [christopher.earl@slcgov.com](mailto:christopher.earl@slcgov.com)

Date: May 21, 2020

Re: PLNPCM2020-00108 – Richmond Street Zoning Map Amendment

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## Zoning Map Amendment

**PROPERTY ADDRESS:** 2960 S Richmond Street, 2964 S Richmond Street & 2970 S Richmond Street

**PARCEL ID:** 16-29-277-028-0000, 16-29-277-014-0000 & 16-29-277-029-0000

**MASTER PLAN:** Sugar House Master Plan

**ZONING DISTRICT:** R-1/7,000 Single-Family Residential District

**REQUEST:** Mike Akerlow with Community Development Corporation of Utah, is requesting approval from the City to demolish the current structures on the property and construct a four-story multi-family building which will have approximately 80 affordable housing units. This project requires the following application:

- Zoning Map Amendment (PLNPCM2020-00108) - The property is currently zoned R-1/7,000 Single-Family Residential District, which would permit, through a planned development, a maximum of 8 single-family residential dwelling units. The lot currently has two legal nonconforming two-family dwellings on the lot. The applicant is requesting to amend the zoning map designation to R-MU-45 Residential/Mixed Use.

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

### ATTACHMENTS:

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

**PROJECT DESCRIPTION:** Community Development Corporation of Utah is proposing to rezone the properties located at approximately 2960 S Richmond Street, 2964 S Richmond Street and 2970

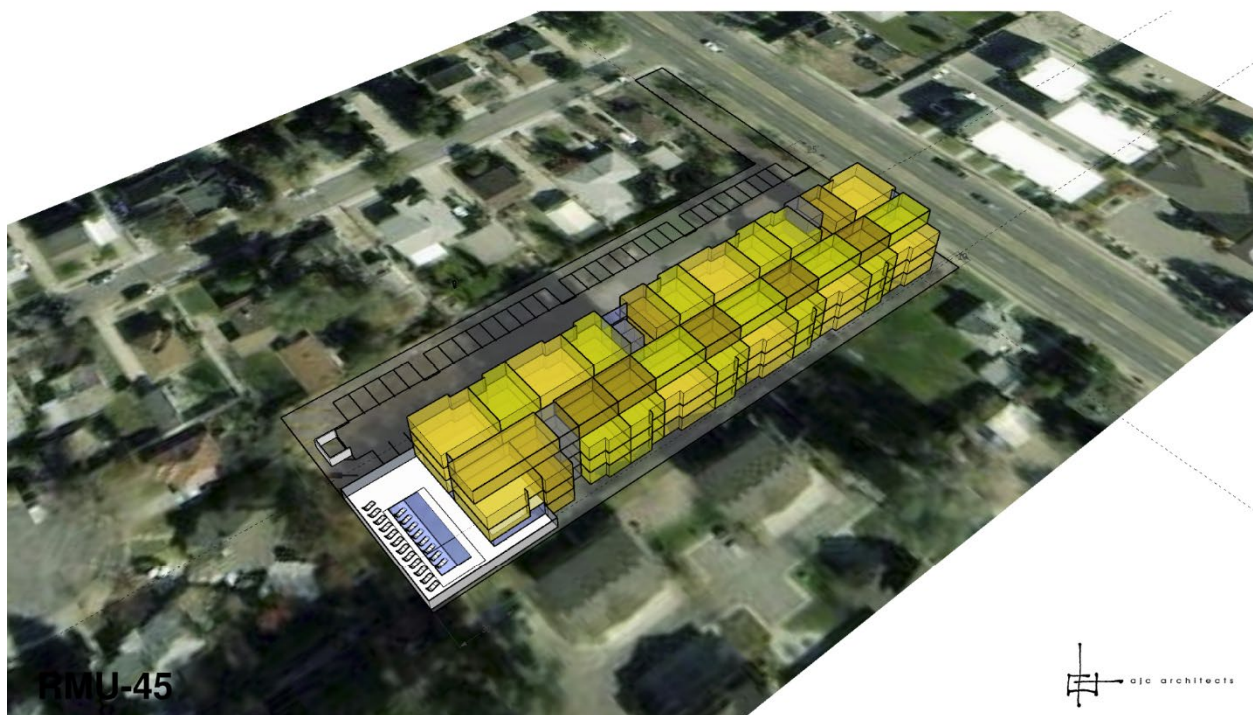
S Richmond Street in the Sugar House Master Plan area from R-1/7,000 Single-Family Residential District to R-MU-45 Residential/Mixed Use District.

Founded in 1990, Community Development Corporation of Utah (CDCU) is a non-profit organization that has grown to be a major affordable housing provider throughout the state of Utah. CDCU builds new single and multi-family housing, rehabilitate existing housing stock, and works to revitalize neighborhoods around the state. Their business is designed around helping low-to-moderate income families make homeownership a reality.

CDCU has built or rehabilitated over 400 homes throughout Utah. By forging a unique partnership with the US Department of Housing and Urban Development (HUD), they have become one of only five organizations in the nation to administer the Asset Control Area (ACA) program. Through ACA, they purchase all HUD-foreclosed homes that fall in critical revitalization areas in Salt Lake and parts of Davis County. They then rehabilitate the homes and resell them at or below market value to income-eligible families. To date, they have rehabilitated more than 100 of these homes, and have helped more than 4000 families in over 125 Utah communities become homeowners.

*\*Information obtained from the CDCU website*

The proposed zoning map amendment would allow more density on the property and the ability to create additional affordable housing within the city. Under the current zoning designation, this property of approximately 1.4 acres, could accommodate, through a planned development, a maximum of 8 single-family residential dwelling units. The applicant would like to build approximately 80 affordable residential units.



*Early conceptual rendering*

The applicant is in the early conceptual development stage for this project. The proposal would be to construct a four-story multi-family development that would accommodate approximately 80

affordable residential units. If the zoning amendment is approved, the applicants will work with the Sugar House community to formulate a final design concept that will add the greatest value and least negative impact to the surrounding area. In the R-MU-45 zoning district, 1 off-street parking space is required per dwelling unit. This project plans to meet this requirement and accommodate 1 off-street parking stall per unit. Additional on-street parking is available along Richmond St.

**BACKGROUND:** This proposed zoning amendment involves 3 parcels located at 2960, 2964 and 2970 S Richmond Street with an combined total of approximately 1.4 acres. The parcel located at 2960 fronts Richmond Street and is currently improved with two single-story duplex structures which are not permitted uses in the zoning district. With a zoning of R-1/7,000, this property already exceeds the density allowed by the zone. 2964 is a landlocked parcel located to the west of 2960 and is currently undeveloped. 2970 is a small strip parcel located to the south of 2960 and 2964. It contains an asphalt drive that leads to a parking structure located in the rear yard of 2960.



To the west and north of the subject property are single-family homes located in the R-1/7,000 zoning district with access provided by Hudson Avenue and Hudson Circle. To the east, across Richmond Street, the properties contain a mix of single and multi-family housing, as well as some commercial businesses further to the east. This area is primarily zoned RMF-30 and CB. Properties to the south, which are located in the City of Millcreek, contain a mix of single- and two-family



homes. These properties are currently zoned R-2-6.5, which allows for single- and two-family homes. Millcreek City has future plans to increase density in this area by changing the zoning to Neighborhood 2, which would allow for multi-family and mixed-use structures with a height up to three stories.

Less than a quarter mile to the south is Salt Lake City's Brickyard area, which contains a mix of moderate and high-density housing, residential office and commercial. Regarding the Brickyard Plaza, the Sugar House Master Plan describes it in this manner, "...contains a commercial mall with over 312,000 square feet of retail space, an anchor department store, a large grocery store, office space along with medium-density residential developments. The development has gone through many changes through the years with on-going tenant changes and continued reinvestment. The center remains a vibrant, auto-oriented retail center for the Sugar House Community, the City and outlying residential communities. However, with the prospect of a future light rail route going south near the Brickyard development, it has the potential to become a more transit and pedestrian oriented area.

## **KEY CONSIDERATIONS:**

### **Consideration 1: City goals and policies**

#### **Sugar House Master Plan**

The subject property is located within the Sugar House Master Plan area and is designated in the future land use map as Low Density Residential (5-10 dwelling units/acre).

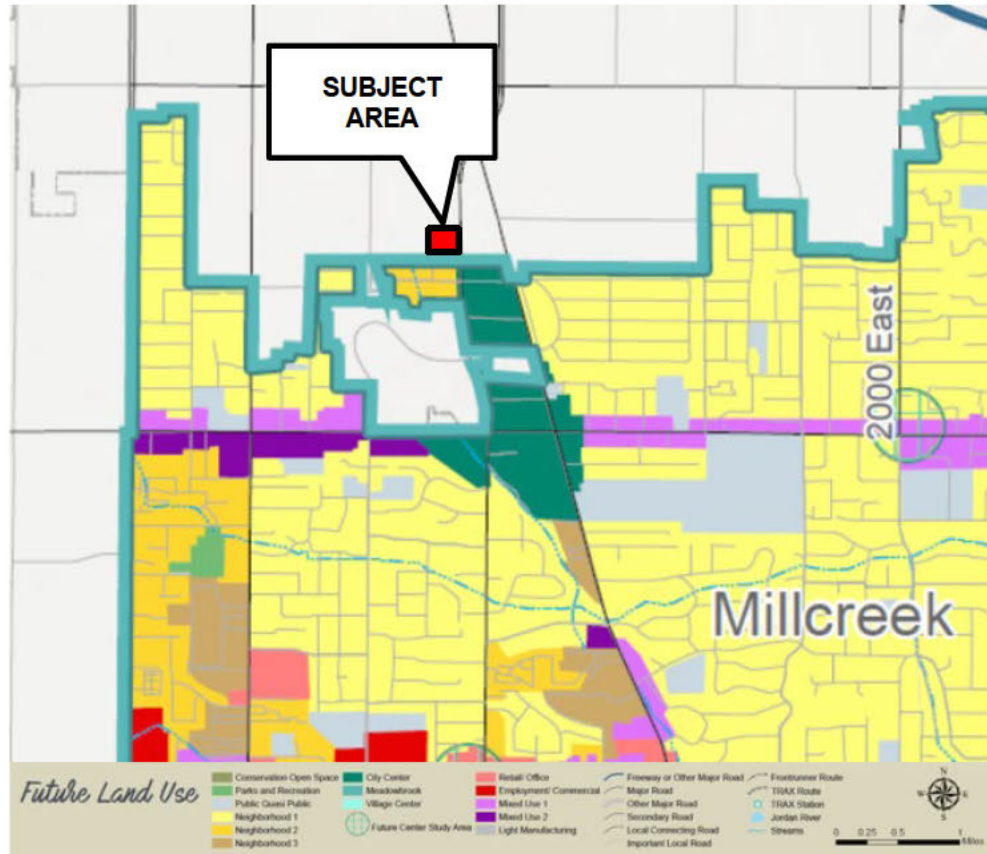
The Sugar House Master Plan states that, although Medium-High Density is not a prevalent land use in Sugar House, it is appropriate that the community have some higher density housing. The density range for this land use category is from twenty to fifty dwelling units per acre. It also states that, although there are few areas in Sugar House that are suitable for Medium-High Density housing, it should be encouraged where feasible. Locations for Medium-High Density should be chosen with an emphasis on existing Medium-High Density development. It is important to consider sites in which the location and design of the project will minimize conflicts with surrounding single-family housing. Denser, multi-family housing is prevalent on the east side of Richmond Street where much of the property is zoned RMF-30 Low Density Multi-Family Residential District. Density would be expected to increase in this area as the older single-family properties begin to be redeveloped with Multi-family developments. The Sugar House Master Plan identifies the island area between Richmond Street and Highland Drive as a site for new housing opportunity through Mixed-Use development. The Plan suggests a density of at least 18 dwelling units per acre. The subject property is directly adjacent to the island, west of Richmond Street, making this an appropriate and feasible area to provide higher density housing.

As discussed earlier, the Brickyard area has been evolving through the years to become a flourishing area offering retail, office and multi-family housing. As the area continues to grow and be redeveloped, a goal within the Sugar House Master Plan is to create a mixed-use destination. The area needs to be appropriately zoned to allow uses that will help support this transition. Mixed-use zoning, such as the R-MU-45 zoning district, offers the flexibility of uses and housing that will help the Brickyard area become a destination for live, work and play and will reinforce the mixed-use character of the area. The R-MU-45 zoning district allows uses such as retail, office, clinics,



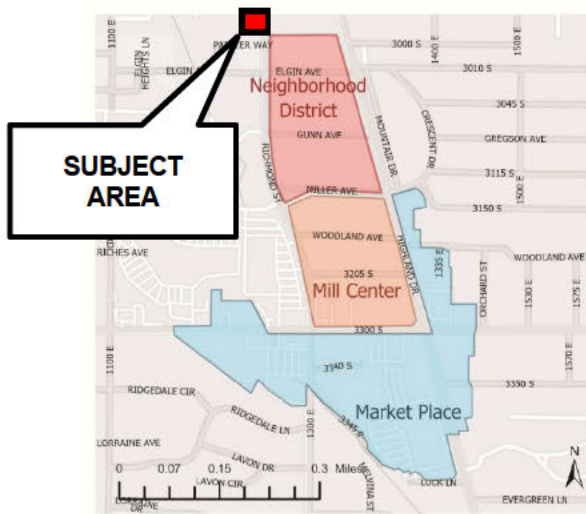
restaurants and indoor recreation. It also allows for multi-family developments and the ability to add more housing opportunity, something the R-1/7,000 zoning district does not offer.

When looking at this area, it should be noted that adjacent Millcreek City is currently undergoing a renovation to their Master Plan, including their City Center Plan, which calls for greater density and mixed use in the area. Higher density in this area of Sugar House would coincide with the future development of Millcreek City and would lend to cohesiveness across city lines.



*Millcreek City Future Land Use Map of the subject area*

# Uses in the City Center



## General Categories of Use by Sub-District

**Neighborhood District** - Multi-family\*, mixed use\*, neighborhood retail and neighborhood services, office uses(2500 square feet or less), commercial indoor recreation, temporary/seasonal/mobile food businesses

**Mill Center** – mixed use including residential on upper floors\*, office, retail, service uses, entertainment, civic uses, commercial indoor recreation/entertainment uses, temporary/seasonal/mobile food businesses

**Market Place** – retail commercial use, office, mixed use, commercial indoor recreation, temporary/seasonal/mobile food businesses

\* All mixed use and multi-family projects must get a conditional use permit.

*Proposed Use Types for Millcreek City Center*

Affordable housing is an emphasis within the Sugar House Master Plan. It emphasizes the importance of providing housing for families or individuals who earn less than the median income and encourages increasing opportunities for affordable housing. Affordable housing should be distributed evenly both area-wide and within individual developments. This proposal would be able to provide approximately 80 affordable housing units in a small development.

The proposal follows these Sugar House Master Plan policies:

### Medium-High Density Residential

- *Support opportunities for conversion and infill development of Medium-High Density housing while requiring appropriate design and location to minimize land use conflicts with existing single-family development.*
- *Direct higher density housing in locations served within walking distance to transit, commercial services and parks...*

### Providing Affordable Housing

- *Support the Salt Lake Community Housing Plan.*

### Brickyard Plaza Redevelopment

- *Plan for new development in this area to provide a mixture of land uses that support a pedestrian orientation and transit.*

There are policies from the Sugar House Master Plan that this proposal does not meet, however, the proposal can still be appropriate for the area. A policy from the plan addressing infill development suggests focusing new residential development toward the Sugar House Business District through a mixed land use pattern. While the subject property is not a part of the Sugar House Business District, the plan also suggests infill housing on the island between Richmond Street and Highland Drive as well as in locations where feasible. The close proximity to the island, Brickyard Plaza and other mixed-use nearby makes this a feasible and appropriate location.

The Sugar house Master Plan also discusses impacts on low-density residential and policies that seek to support and enhance the dominant, single-family character of the existing low-density residential neighborhoods. It suggests the need to maintain the unique character of older, predominantly low-density neighborhoods and prohibit the expansion of non-residential land uses into areas of primarily low-density dwelling units. These policies are important to the success of the Sugar House area and the proposal does not intend to infringe on them. While the subject area is within close proximity to low-density single-family residential, it sits on the edge of this zoning type and borders higher density residential and more intense mixed-use areas. The R-MU-45 zoning district can act as a buffer between the surrounding lower density zoning and the more intense zoning of the Brickyard area. It can also offer buffering from the expected use intensification as the Millcreek City Center evolves into a mixed-use destination. The addition of more housing can add vitality to the Brickyard area, support the transition to a mixed-use destination and reinforce the mixed-use character of the area.

### **Plan Salt Lake**

The citywide master plan, Plan Salt Lake, emphasizes the need for a variety of housing options and provides the following guiding principles and initiatives that are relevant to this proposal:

- *Growing responsibly while providing people with choices about where they live, how they live, and how they get around.*
  - *Locate new development in areas with existing infrastructure and amenities, such as transit and transportation corridors.*
  - *Encourage a mix of land uses.*
  - *Promote infill and redevelopment of underutilized land.*
  - *Accommodate and promote an increase in the City's population.*
- *Access to a wide variety of housing types for all income levels throughout the City, providing the basic human need for safety and responding to changing demographics.*
  - *Ensure access to affordable housing citywide (including rental and very low income).*
  - *Increase the number of medium density housing types and options.*
  - *Direct new growth toward areas with existing infrastructure and services that have the potential to be people-oriented.*
  - *Enable moderate density increases within existing neighborhoods where appropriate.*
  - *Promote high density residential in areas served by transit.*



Considering the rate of growth and changing demographics the city is facing and expectation of future growth, the proposed development offers affordable housing options in a location served by infrastructure, services and amenities.

### **Growing SLC**

Additionally, the city's housing plan, Growing SLC, reinforces the growing demand for housing. The plan cites density limitations as a local barrier, which has been exacerbating the city's housing crisis. The following goal and objective are relevant to this proposal:

- *Increase housing options: Reform City practices to promote a responsive, affordable, high-opportunity housing market.*
  - *Review and modify land-use and zoning regulations to reflect the affordability needs of a growing, pioneering city.*
    - 1.1.1 *Develop flexible zoning tools and regulations, with a focus along significant transportation routes.*
    - 1.1.2 *Develop in-fill ordinances that promote a diverse housing stock, increase housing options, create redevelopment opportunities, and allow additional units within existing structures, while minimizing neighborhood impacts.*
- *Affordable Housing Options: Increase housing opportunities for cost-burdened households.*
  - *Prioritize the development of new affordable housing with the emphasis in households earning 40 percent AMI and below.*
  - *Pursue funding sources for affordable housing opportunities.*

The plan states that in order to respond to the demographic shift, modernizing zoning is key not only to catching up with demand, but creating housing that responds to every stage of life whether just starting out or downsizing later in life. Modernizing zoning will involve expanding on zones that have supported recent housing development, including Residential Mixed-Use zones. Likewise, Growing SLC recommends adopting an infill development ordinance to increase the number of units on particular parcels throughout the city. Encouraging in-fill housing throughout the city means more people are able to find homes in Salt Lake City.

Of the three parcels within the subject properties, only two are developed. The third parcel remains vacant mainly due to its large size, land value and the ability to build only one dwelling unit on the property under the current R-1/7,000 zoning standards. This makes development on this lot financially unfeasible. Under the current zoning, through the approval of a Planned Development, redevelopment of the subject properties could yield a maximum of 8 single-family dwelling units. If the proposed zoning change were approved, the applicant could construct approximately 80 dwelling units while fully developing all three parcels within the subject property and maximizing the property's potential.

It is important to incentivize affordable housing developments in order to entice developers to build them. In today's market, it is often not feasible to build affordable housing developments without some sort of funding relief. Special financing, funding pools, grants and tax credit programs are ways to subsidize these types of developments. Special funding is crucial as it allows for property owners the ability to offer lower cost housing options due to the smaller financial burden that must be recouped from the project which gives them the ability to target lower income individuals.

The proposal is in line with these strategies because it will provide needed housing in Salt Lake City, and more importantly, it will provide more affordable housing options. The Sugar House area has experienced significant residential growth in recent years. Areas like the Sugar House Business District and the Brickyard area have seen the majority of this growth, however, most of the projects have been market rate housing rather than affordable housing. It is a goal of the Growing SLC Plan to prioritize the development of new affordable housing not just in certain areas of the city, but within all of city's neighborhoods. This proposal would help to meet that goal.

### **Consideration 2: Design compatibility**

Although much of the surrounding area is single-family residential, denser multi-family zoning is found east across Richmond Street as well as on adjacent properties to the south. Areas such as the Brickyard area and Millcreek City Center are seeing a growth in density as these areas are moving towards becoming mixed-use destinations. The subject property is already a property that is not within character of the adjacent single-family homes. Because the property contains a nonconforming fourplex, it exceeds the density allowed per lot in the R-1/7,000 zoning district and fits more in character with the higher-density surroundings.

As mentioned above, this project's design is in its infancy. The applicant's goal is to seek feedback from the Sugar House Community Council as they develop a project that is compatible with the surrounding neighborhood. With the consideration of comments provided by the council and standards found in the zoning ordinance, the applicant can formulate a design that will help to engage the street while drawing inspiration from its surroundings in order to lessen the impact on surrounding properties. This zoning district does allow for by right development meaning if a project is submitted for review, meeting all zoning standards, the Planning Division would not review the project and there would be no required public engagement.

Comments regarding the concern of building height and the effect a taller building would have were received during the public comment period. The R-MU-45 zoning district does provide architectural buffering when adjacent to single-family residential development. It requires that the minimum side yard setback be increased one foot for every one foot increase in height above thirty feet. By increasing setbacks, it helps to eliminate a walled in effect while giving the building depth and dimension. To help lessen the impact to adjacent single- and two-family residential district, a 10-foot wide landscape buffer is required. Landscape buffers are intended to lessen the impact of transitions between dissimilar uses and must be designed with shade trees, evergreen or deciduous shrub hedges and fencing. The R-MU-45 zone is also subject to design standards which will aid in design compatibility.

In addition to landscaped buffering and step backs in the upper levels of the structure the height is limited when adjacent to single-family zoned properties. The R-MU-45 zone allows a property owner to request up to 10 additional feet of height in most zoning scenarios but is not allowed when adjacent to single-family zoned properties. Limiting the height to 45 feet will make future development of the property more compatible with existing development.

Buildings in the surrounding area range between 1 to 3 stories high. The homes in the area are primarily oriented to the street and typically contain entry features such as covered and uncovered porches. There are a number of two-family homes located in the area as well as some older multi-family developments along with some newly built multi-family developments. As you move further south and east, you begin to see density, use and building form intensify.

The proposed development is planned to be 4 stories high, with stepped back building facades in order to minimize the impact of that height in accordance with the R-MU-45 standards. In relation to the single-family homes to the west and north, the proposed building will be larger, but with the incorporation of façade step backs, the impact should be minimized. When looking to the east and south, the proposed development begins to fit in with the surrounding buildings, being more in scale with the development that has occurred and what is likely to occur with future development in accordance with adopted master plan policies in Salt Lake City and Millcreek City.

### **Consideration 3: Parking impacts to the abutting properties and neighborhood**

Many of the public comments received regarding this proposal had concerns with parking. The concerns were related to whether sufficient parking would be provided for residents and visitors to the property. Developments within Salt Lake City have minimum and maximum parking requirements that must be met. Those requirements are dependent on the zone they are located in as well as the use. Multi-family residential uses within the R-MU-45 zoning district require 1 parking space per dwelling unit. As part of the project's design, the applicant plans to meet this parking requirement with an on-site surface parking lot. There are also several on-street parking stalls available along Richmond St.

This area is serviced by a Utah Transit Authority (UTA) bus stop within walking distance of the project area, which provides access to UTA's transit network. This bus line allows for transfer to other bus lines, TRAX, the S-Line and FrontRunner, providing access to Downtown Salt Lake City, the University of Utah as well as most other areas within the city.

The Salt Lake City Pedestrian and Bicycle Master Plan recommends adding new bike lanes along Richmond Street and Highland Drive leading south to Brickyard Plaza. It also suggests adding bike lanes north along Highland Drive and 1300 E providing bike access to Sugar House Park. This will allow for safe pedestrian and bicycle access to these areas.

Many daily needs such as grocery and retail stores, department stores, restaurants, recreation and entertainment are all within walking or biking distance of the Brickyard Shopping Center as well as other nearby amenities. Walking distance to transit offers the flexibility to go beyond walking distance for other needs. The proximity to the Brickyard and transit along with the increasing mixed-use character of the area will help to minimize the reliance on motor vehicles.

### **DISCUSSION:**

While this zoning map amendment proposal does not coincide with the current future land use map for this area of Sugar House, it does further other adopted master plan documents which encourage progress in the City's efforts to meet its goals for providing housing options for the rapidly growing population of Salt Lake City. More important to this, it will provide an affordable housing option for residents of Salt Lake City. This site is an appropriate opportunity to add density where it is feasible. Much of the area is a pedestrian-friendly walkable area serviced by sidewalks. The property is within walking distance of the Brickyard shopping center as well as other amenities in the area. The area is also served by a number of transit options including bus routes that provide access to UTA's rail system. Under the current zoning, the development potential is limited. The proposed zoning district not only offers more opportunities for development but also helps to further the city's housing goals.

The proposed project is located within one of the Salt Lake City Redevelop Agency's High Opportunity Areas for affordable housing. When discussing the challenges for developing affordable



housing within high opportunity areas, the RDA mentions limited multi-family zoning opportunities within high opportunity areas as one of the barriers. The RDA has made available \$4.5 million in funding for high opportunity areas to develop affordable housing projects, and CDCU has recently received a \$1.8 million loan from that fund for the proposed project if the zoning amendment is approved.

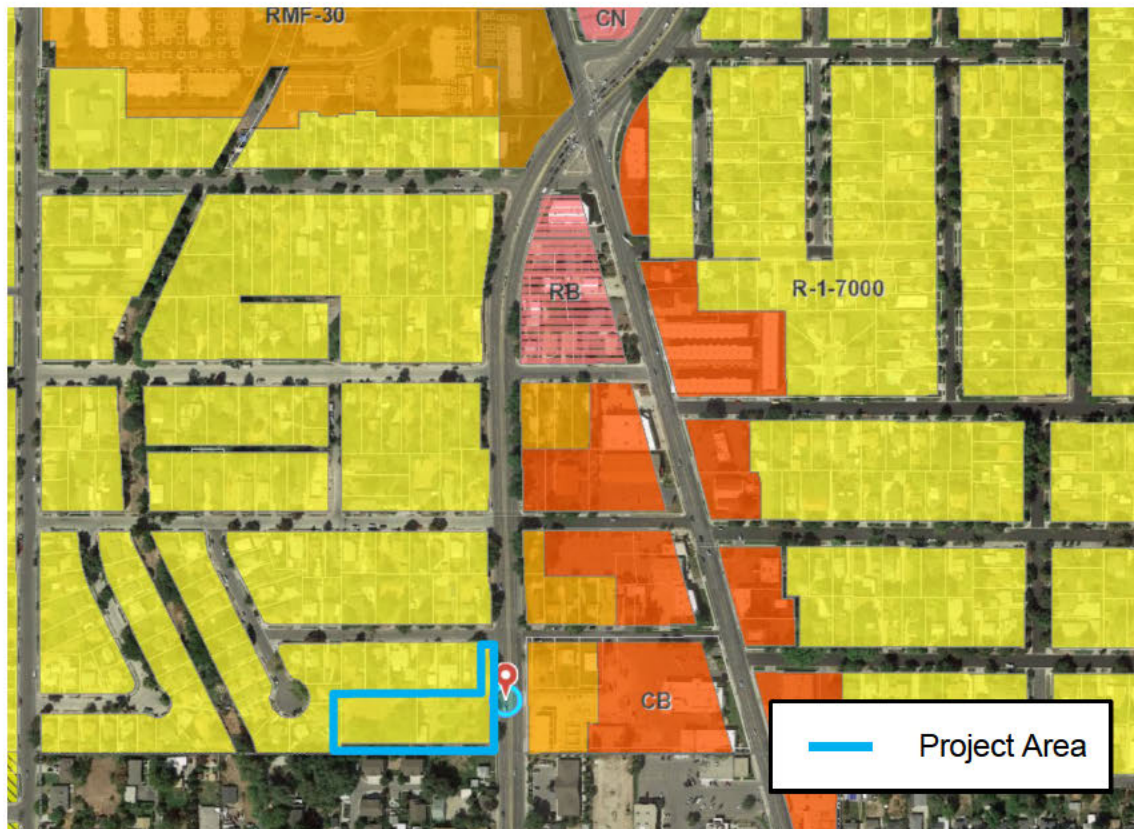
While development drawings are not required to be submitted with a zoning map amendment request and a rezone is not bound to a particular development, the applicant has submitted a development proposal that shows the intention to create an 80-unit four story affordable housing development. Although there is a character of nearby single-family residential, the impact from the development on the surrounding neighborhood can be minimized. By stepping back the exterior façades and limiting available height it will lessen the visual impact and eliminate a walled in effect. The addition of landscape buffers will help to ease the transition from single-family to denser multi-family and design standards will help in creating a final product that fits in character with the existing neighborhood. These existing zoning standards in the R-MU-45 zone will allow for a multi-family residential development that is compatible with the existing neighborhood as well as act as a buffer as the neighborhood transitions into a more dense and urban regional center. Even if the development is not ultimately achieved, the proposed R-MU-45 zoning district will allow for more flexibility in order to maximize the potential of the property.

**NEXT STEPS:**

The Planning Commission's recommendation for the proposed amendment will be forwarded to the City Council for their consideration as part of the final decision on this petition.

If the amendment is denied, the subject property will maintain its R-1/7,000 zoning designation and will have to be developed accordingly.

## ATTACHMENT A: Vicinity and Zoning Map





## ATTACHMENT B: Site Photographs

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**Top:**  
Street View of the  
Subject Property



**Middle:**  
South duplex on  
subject property



**Bottom:**  
North duplex on  
subject property





**Top:**  
Drive access from  
Richmond Street to  
the rear of the  
property



**Middle:**  
Rear area of the  
subject property



**Bottom:**  
Rear area of the  
subject property





**Top:**  
Rear area of the  
subject property



**Middle:**  
Undeveloped rear  
area of the subject  
property



**Bottom:**  
Undeveloped rear  
area of the subject  
property



**Examples of multi-family  
developments near the subject  
property**









**Brickyard Plaza and office space  
near the subject property**







## **ATTACHMENT C: Application Materials**

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## Zoning Amendment Application / Project Description

### Address:

2960, 2964, and 2970 South Richmond Street, Salt Lake City, UT, 84106

### Purpose of Amendments:

Rezone parcel #16-29-277-028-0000, #16-29-277-014-0000, and #16-29-277-029-0000 from R-1-7000 to RMU-45.

### Description of proposed use of property being rezoned:

Once these parcels are rezoned to RMU-45, CDCU will construct a 3-4 story apartment building with approximately 55 affordable rental units.

### Reasons why the present zoning may not be appropriate for the area:

- The subject property is within 0.5 miles of numerous office, retail, and commercial developments, including Brickyard, and .25 miles from a high frequency bus line. Rezoning the property to RMU-45 is consistent with the plans of Millcreek City which are underway to develop this area as its city center. Rezoning the subject property to provide higher density housing furthers the City's goals of creating more walkable neighborhoods.
- The subject property is located across the street from newly constructed townhomes located at 2966 S Richmond View CT and is located in a neighborhood that has a mixture of single-family homes and multi-unit housing. Although the property is surrounded to the north and south by single-family homes the variety of housing options located in this area provides that this is not an outlier in the neighborhood. To address the concerns that often accompany density increases, such as height and impact to the surrounding properties, CDCU is designing the structure to be constructed on the south side with a setback on the north. This will mean that the building will not be against the rear yards of the homes to the north. The building will also be designed in such a way that the upper levels step back slightly so that it does not significantly impose on the surrounding properties.
- The proposed rezone addresses several key objectives in Plan Salt Lake, Growing SLC, and the Sugar House Master Plan:
  - In the Growth section of Plan Salt Lake, it states, "Locate new development in areas with existing infrastructure and amenities, such as transit and transportation corridors." Following, in the Housing section, it reiterates, "Promote high density residential in areas served by transit." The Richmond site, located on 1300 East, is located within .25 miles of high frequency bus transit and .5 miles of amenities such as a grocery store, retail, office, health care facility, banks, and .7 miles from the Imperial community park.
  - A key objective in the Growth section of Plan Salt Lake is to "promote infill and redevelopment of underutilized land." The current property is only partially developed (half is vacant and the remaining half has two buildings of twin units and an accessory building) and is clearly underutilized.
  - In the Housing section of Plan Salt Lake, it states development in the city should:
    - "Ensure access to affordable housing citywide (rental and very low income)." This project would meet the goals of the new Administration and the City



Council by creating the first affordable housing development in the City's designated Areas of Opportunity. It is also important to note that with the exception of Liberty Village, no new affordable housing has been constructed on the east side with the concentration of it being built downtown and on the westside of Salt Lake City.

- "Enable moderate density increases within existing neighborhoods where appropriate." While this property has single family buildings to the north, it abuts a medium-density development in Millcreek City of 6 two-story twin homes. It is also across the street from new medium-density development with two new townhome projects either recently completed or under construction. Within approximately a half mile to the south, there are several new higher-density commercial and residential developments that are either completed or under construction. Millcreek City is also proposing higher density development in the Brickyard area as part of its city center redevelopment.
- Goal 2 in the Growing SLC Housing Plan is to "increase housing opportunities and stability for cost-burdened households." This proposal further meets that goal by directly addressing another key objective in the plan:
  - "Prioritize the development of new affordable housing with an emphasis on households earning 40 percent AMI and below." The proposed multi-family development will be submitted as a 9% low-income housing tax credit project. If awarded, those credits will be used to subsidize rents to meet this objective. The project will likely include a mix of incomes ranging from below 40% of area median income to market rent as this is preferred for thoughtful and strategic community development.
- The current zoning is not sufficient to meet affordable housing intentions of the Sugar House Master Plan.
  - Under the section "Increasing Housing Opportunities" on page 3, it states, "sites identified for new housing opportunities through mixed-use development are located in the business district as well as the island between Richmond and Highland Drive;" and, "the Sugar House Community encourages increasing opportunities for affordable housing. This housing should be evenly distributed in the community, both area-wide and within individual developments."
  - Sugar House has gone through an unprecedented development phase over the last five years, however, with the exception of Liberty Village, no new affordable housing has been constructed. Property for redevelopment is scarce and when available is usually at a price that makes it difficult, if not impossible, to construct affordable housing. This property is on the edge of the "island" between Highland and Richmond and is an excellent location to meet the goal of the Sugar House Master Plan to bring affordable housing to the community. Its proximity to transit, retail, food, and other vital uses provides a clear path to opportunity for those who are low and moderate income.
- The current zoning prohibits the City from reaching its goals, funded by the City Council, to create affordable housing in areas of opportunity.

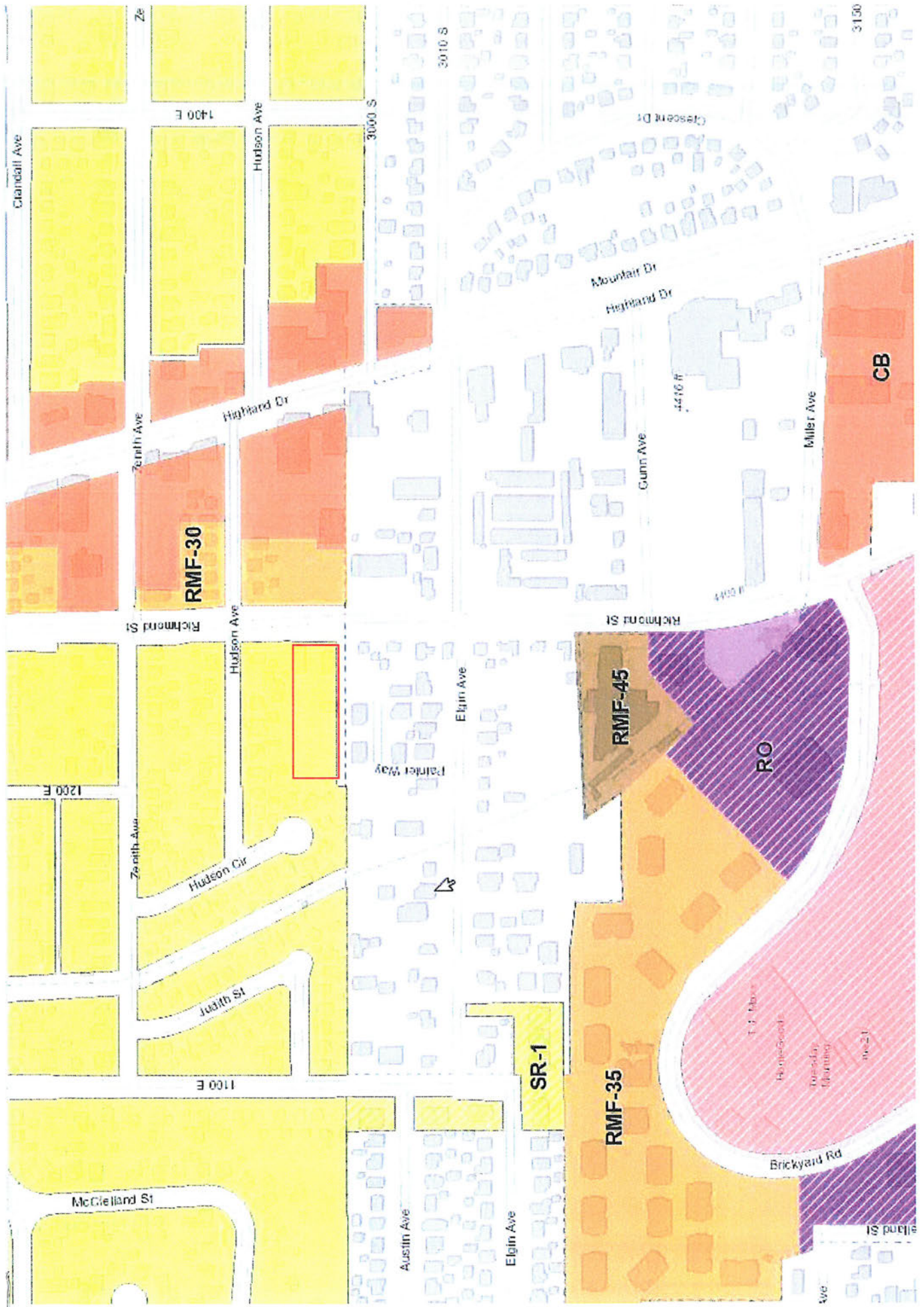
- In her role as a City Councilwoman, Mayor Mendenhall set aside \$4.5 million to create affordable housing in areas that have greater access to opportunity. These areas are determined through an analysis of several key components including education, health living, transportation, economic development and more. The current zone significantly reduces the number of units that can be constructed but by rezoning the property, the new apartments will provide housing to approximately 55 low- and moderate-income households and access to vital necessities that will help build resiliency and personal financial and physical health.



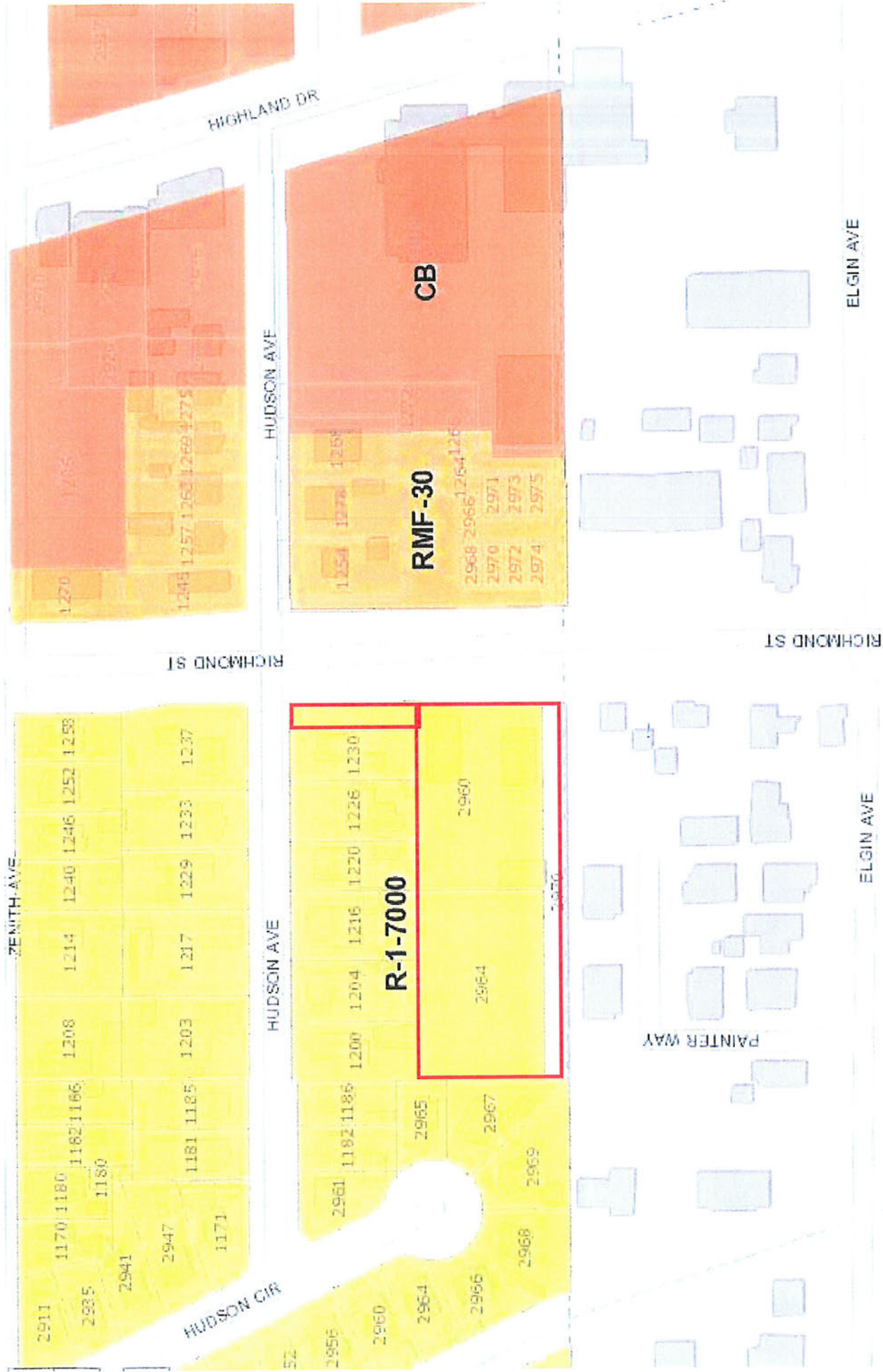


Parcel		Parcel Record		16297770280000	
Owner		BEZDJIAN, RAFFIE S & BERDUJE S, TRS			
Address		2960 S RICHMOND ST			
Total Acreage		0.65			
Tax Class Id		997			
Property Type		13			
Tax District					
% Exempt					
Exempt Type					
Municipal Zone		R-1-7000			
MLS Number					
Valuation / Tax Year		2019			
Land Value		\$ 158,300			
Building Value		\$ 358,900			
Final Value:		\$ 517,200			
Residential Questionnaire					
Legal Description:		BEG N 0°27' W 25 FT & N 89°49' E 190 FT FR SW COR OF LOT 13, BLK 27, TEN AC PLAT A, BIG FIELD SUR; N 89°49' E 186 FT W ORL; NLY ALG CURVE TO L 65 FT; N 02°49' E 63 FT; NLY ALG CURVE TO L 128 FT; N 89°49' W 26 FT; S 0°07' W 127.55 FT; W 160 FT; S 0°07' E 127.55 FT TO BEG. 0.65 AC, M OR L. 5334-0963 5530-1029 5624-1387 5666-638 5666-0636 7750-1542			
Land					
Structures					
Value History					

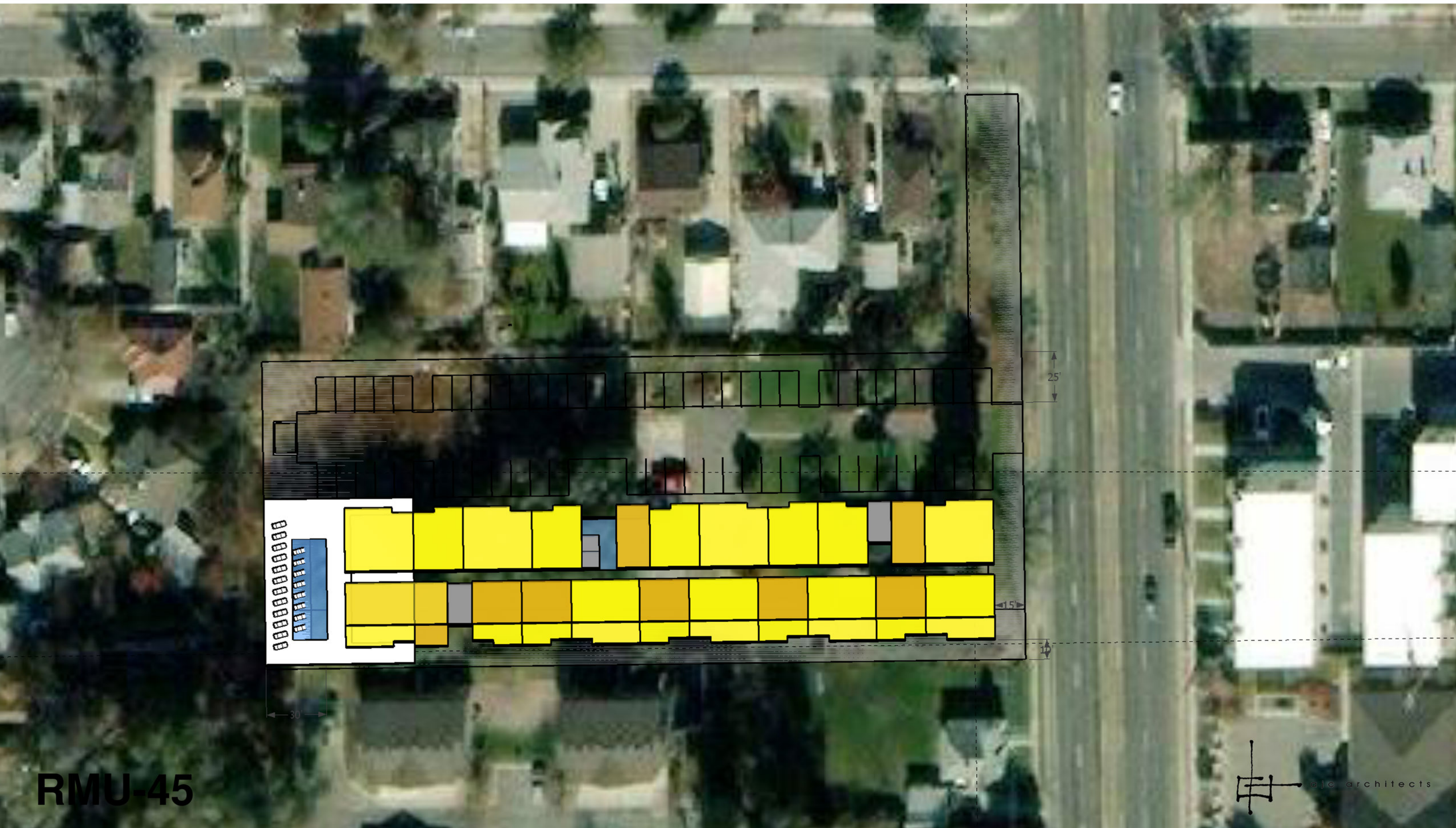












RMU-45





RMU-45





RMU-45





April 7, 2020

Judi Short  
Sugar House Community Council  
Land Use and Zoning Committee

Judi,

We look forward to meeting with you and members from your community council next week to discuss the rezoning of the property located at 2960 Richmond (1300 East). As a reminder, we are seeking a rezoning of the property to RMU-45 from R-1-5000 and construct rental apartments. We will be seeking Low-Income Housing Tax Credits to provide the equity for the project and will be applying for the 9% allocation from the Utah Housing Corporation. The criteria for the 9% tax credits encourages a mix of incomes in apartment buildings so these units will consist of everything from very low-income to market rate. This is the best approach for good community development in that it avoids an overwhelming amount of very low-income housing in a community (thus avoiding the “projects” seen in communities decades ago) and instead creates housing for households of all incomes.

The current zoning is not sufficient to meet affordable housing objectives of the Plan Salt Lake, Growing SLC (City Housing Plan) and the Sugar House Master Plan.

- Under the section “Increasing Housing Opportunities” on page 3 of the Sugar House Master Plan, it states, “sites identified for new housing opportunities through mixed-use development are located in the business district as well as the island between Richmond and Highland Drive;” and, “the Sugar House Community encourages increasing opportunities for affordable housing. This housing should be evenly distributed in the community, both area-wide and within individual developments.”
- Sugar House has gone through an unprecedented development phase over the last five years, however, with the exception of Liberty Village and perhaps some in Wilmington Gardens, no new affordable housing has been constructed. Property for redevelopment is scarce and when available is usually at a price that makes it difficult, if not impossible, to construct affordable housing. This property is on the edge of the “island” between Highland and Richmond and is an excellent location to meet the goal of the Sugar House Master Plan to bring affordable housing to the community. Its proximity to transit, retail, food, and other vital uses provides a clear path to opportunity for those who are low and moderate income.

I want to highlight some data regarding affordable housing and why it is so desperately needed—and perhaps even more so given the current pandemic and economic situation.

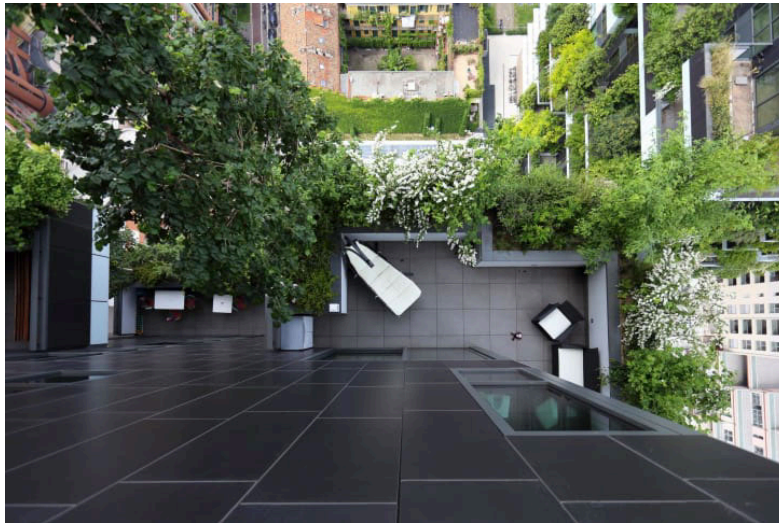
- To determine the affordability of housing in a city, county or state, we look at income levels (Area Median Income or AMI) based on HUD data. Residents who are below 60% of AMI (about \$45,000) are more likely to struggle with housing payments. The area median income in Salt Lake City is nearly \$20,000 less than the County.
- In Salt Lake City, half of its renters are cost burdened—meaning they spend more than 30% of their income on housing (30% being the federal rule of how much of a person’s income should go towards housing). Nearly 25% of its renters are severely cost burdened—meaning they spend more than 50% of their income on housing costs (those in this category are usually spending upwards of 75% of their income on housing leaving them with a few hundred dollars per month for other essential costs).
- Salt Lake City has approximately 12,000 renter households that make less than \$20,000 annually and there is a gap of 7,500 rental units affordable to those households.
- Stagnant wages mean that incomes have not kept up with housing costs.
- Despite record apartment growth in the City, new construction has not met the needs of those needing an affordable place to live. Vacancy rates in the County have been well below 5% with Salt Lake City going as low as 2%. High rents and low vacancy result in few accessible units for low-income households.
- Average year-over-year rent in the County increased 3.3% between 2000 and 2018 (increasing 78% over the entire duration); however, from 2013 to 2018 rents increased 6.1%.
- A single person household in Salt Lake County has an AMI of \$51,690 (approximately \$25/hour); the AMI for a family of four is \$73,800. Based on 2018 rents, there is a \$470 average monthly gap between affordable rent for a one-person household and a one-bedroom average rent plus utilities, and \$610 average monthly affordable gap between affordable rent for a four-person household and three-bedroom average rent plus utilities.
- The U.S. Bureau of Labor Statistics includes the following occupations in this salary range: community and social services; education, training and library; arts, design, entertainment, sports, media; construction; installation, maintenance and repair. Those occupations below this salary include: healthcare support; food preparation and serving related; building and grounds maintenance; and office and administrative support. This means that those who provide services to many in our communities, including teachers, librarians, social workers, administrative assistants are not able to afford to live in the communities where they work.
- According to the Kem C. Gardner Policy Institute, the zip code where the Richmond property is located is in the top 10 zip codes ranked by highest average apartment rent thus excluding affordable housing opportunities for who work and serve in that community.

While our request to rezone the property is not based on design, we wanted to share with you some sample images of what the massing would look like, how we could mitigate a building being constructed on that property and what we can do to provide a “greening” effect on the building and property. **The following images are not what the building will look like in terms of materials and perhaps even final**



**shape—they are examples only.** However, we wanted to show how we intend to step the building back, particularly from the west side of the property, so that it does not feel imposing on the surrounding properties. The renderings also show that the parking is on the north side of the lot and abuts the single-family homes. That parking will also be landscaped to provide a green screen between the homes and the apartments. (Please see the renderings attached.)

In an effort to reduce its carbon footprint, the site itself will include a landscaping plan that includes an abundance of greenery. Trees, bushes, and other waterwise plants provide a softening to the site, but also increase privacy and are better for the air quality. To move this to an even more impactful level, CDCU and ajc architects are exploring ways to include greenery on the building itself. This has proven to be an effective way of reducing the building's carbon footprint and provide a more attractive project to the surrounding community.



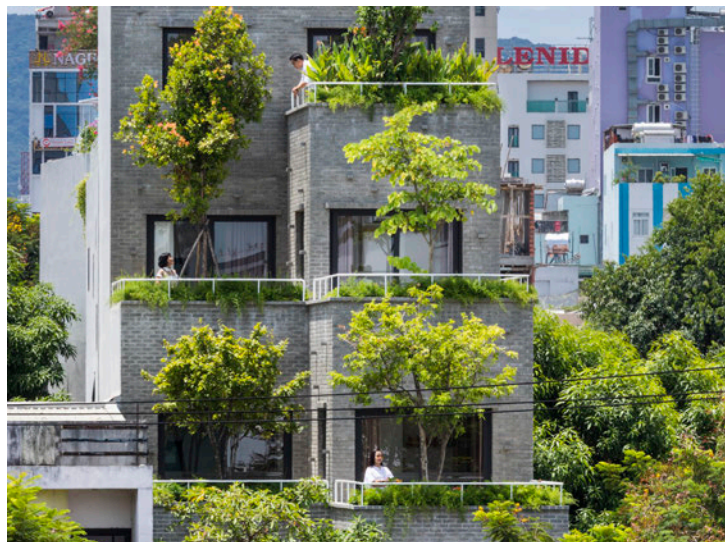
This is an example of incorporating greenery on the side of the building to create a softer impact.



Green roofs help reduce the Urban Heat Island Effect, a condition in which urban environments absorb and trap heat.



Landscaping on terraces create private places for residents as well as a screen for surrounding neighbors.



Another example of trees, bushes and other plantings on terraces to reduce the environmental impact as well as provide a greener exterior to the building.

The Richmond parcel extends beyond a typical frontage with a narrow piece of land that runs towards Hudson. This parcel is an excellent opportunity for a community green space for the neighborhood but also softens the streetscape along 1300 East. There are many ways that CDCU is exploring to make this area a community asset such as providing garden beds, public art, seating areas and pathways.

The rezone on 1300 East provides an opportunity to provide much needed affordable housing to working households. It provides them access to opportunities that aren't found in lower-income neighborhoods, such as fresh, healthy food, transportation, employment opportunities and community cohesion. CDCU is also mindful of the impact that a multi-story building can have in a community but will design it in such a way that it does not feel imposing on surrounding neighbors and includes a more extensive landscaping plan to reduce its carbon footprint and provide a natural greenscape to those in the vicinity.

Thank you for your time, Judi, and we look forward to future conversations.  
Mike



## ATTACHMENT D: Development Standards

### Current zoning standards:

R-1/7,000 Single-Family Residential District			
Minimum Lot Area	Minimum Lot Width	Maximum Height	Minimum Off-Street Parking
7,000 sq ft for a single-family detached dwelling	50 ft	Pitched Roof: 28 ft or the average height of other principal buildings on the block face  Flat Roof: 20 ft	2 spaces per dwelling unit

R-1/7,000 Single-Family Residential District				
Minimum Yard				Maximum Building Coverage
Front	Corner	Interior	Rear	
The minimum depth of the front yard for all principal buildings shall be equal to the average of the front yards of existing buildings within the block face. Where there are no existing buildings within the block face, the minimum depth shall be twenty feet (20'). Where the minimum front yard is specified in the recorded subdivision plat, the requirement specified on the plat shall prevail. For buildings legally existing on April 12, 1995, the required front yard shall be no greater than the established setback line of the existing building.	The minimum depth of the corner side yard for all principal buildings shall be equal to the average of the existing buildings on the block face. Where there are no other existing buildings on the block face, the minimum depth shall be twenty feet (20'). Where the minimum corner side yard is specified in the recorded subdivision plat, the requirement specified on the plat shall prevail.	6 ft on one side and 10 ft on the other	25 ft	40%

### Proposed zoning standards:

R-MU-45 Residential/Mixed Use District			
Minimum Lot Area	Minimum Lot Width	Maximum Height	Minimum Off-Street Parking
5,000 square feet for new lots No minimum for existing lots	50 ft	45 ft	1 space per dwelling unit

R-MU-45 Residential/Mixed Use District				
Minimum Yard				Maximum Building Coverage
Front	Corner	Interior	Rear	
Minimum 5 ft, maximum 15 ft	Minimum 5 ft, maximum 15 ft	No setback is required unless an interior side yard abuts a Single- or Two-Family Residential District. When a setback is required, a minimum ten foot (10') setback must be provided, and the minimum side yard setback shall be increased one foot (1') for every one foot (1') increase in height above thirty feet (30'). Buildings may be stepped so taller portions of a building are farther away from the side property line. The horizontal measurement of the step shall be equal to the vertical measurement of the taller portion of the building.	Rear Yard: Twenty five percent (25%) of lot depth, but need not exceed thirty feet (30').	20% of the lot area shall be maintained as an open space area

### Land use comparison:

Use	R-1/7,000	R-MU-45
Accessory use, except those that are otherwise specifically regulated elsewhere in this title	P	P
Adaptive reuse of a landmark site	C <sup>8</sup>	P
Alcohol, bar establishment (2,500 square feet or less in floor area)		C <sup>9</sup>
Alcohol, brewpub (2,500 square feet or less in floor area)		C <sup>9</sup>
Animal, veterinary office		C
Art gallery		P
Artisan food production (2,500 square feet or less in floor area)		P <sup>3</sup>
Bed and breakfast inn		P
Clinic (medical, dental)		P
Commercial food preparation		P
Community garden	C	P
Crematorium		C



Daycare center, adult		P
Daycare center, child	C	
Daycare, nonregistered home daycare	P <sup>22</sup>	P <sup>22</sup>
Daycare, registered home daycare or preschool	P <sup>22</sup>	P <sup>22</sup>
Dwelling, accessory unit	P	P
Dwelling, assisted living facility (large)		P
Dwelling, assisted living facility (limited capacity)	C	P
Dwelling, assisted living facility (small)		P
Dwelling, group home (large) <sup>14</sup>		C
Dwelling, group home (small) <sup>15</sup>	P	P
Dwelling, manufactured home	P	P
Dwelling, multi-family		P
Dwelling, residential support (large) <sup>16</sup>		C
Dwelling, residential support (small) <sup>17</sup>		C
Dwelling, rooming (boarding) house		C
Dwelling, single-family (attached)		P
Dwelling, single-family (detached)	P	P
Dwelling, twin home and two-family		P
Eleemosynary facility	C	P
Financial institution		P
Funeral home		P
Governmental facility	C	C
Home occupation	P <sup>24</sup>	P <sup>24</sup>
Laboratory (medical, dental, optical)		P
Library		C
Mixed use development		P
Mobile food business (operation on private property)		P
Municipal service use, including City utility use and police and fire station	C	C
Museum		P
Nursing care facility		P
Office, excluding medical and dental clinic and office		P

Open space on lots less than 4 acres in size	P	P
Park	P	P
Parking, park and ride lot shared with existing use	P	P
Parking, off site		C
Place of worship on lots less than 4 acres in size	C	C
Reception center		P
Recreation (indoor)		P
Restaurant		P
Retail goods establishment		P
Retail goods establishment, plant and garden shop with outdoor retail sales area		P
Retail service establishment		P
School, music conservatory		C
School, professional and vocational		C
School, seminary and religious institute	C	C
Seasonal farm stand		P
Studio, art		P
Temporary use of closed schools and churches		C <sup>23</sup>
Theater, live performance		C <sup>3</sup>
Theater, movie		C
Urban farm	P	P
Utility, building or structure	P <sup>5</sup>	P <sup>5</sup>
Utility, transmission wire, line, pipe or pole	P <sup>5</sup>	P <sup>5</sup>

*Qualifying provisions:*

1. A single apartment unit may be located above first floor retail/office.
2. Provided that no more than 2 two-family buildings are located adjacent to one another and no more than 3 such dwellings are located along the same block face (within subdivisions approved after April 12, 1995).
3. Must contain retail component for on-site food sales.
4. Reserved.
5. See subsection 21A.02.050B of this title for utility regulations.
6. Building additions on lots less than 20,000 square feet for office uses may not exceed 50 percent of the building's footprint. Building additions greater than 50 percent of the building's footprint or new office building construction are subject to a design review.
7. Subject to conformance to the provisions in section 21A.02.050 of this title.
8. Subject to conformance with the provisions of subsection 21A.24.010S of this title.
9. Subject to conformance with the provisions in section 21A.36.300, "Alcohol Related Establishments", of this title.
10. In the RB Zoning District, the total square footage, including patio space, shall not exceed 2,200 square feet in total. Total square footage will include a maximum 1,750 square feet of floor space within a business and a maximum of 450 square feet in an outdoor patio area.
11. Accessory guest or servant's quarters must be located within the buildable area on the lot.



12. Subject to conformance with the provisions of section 21A.36.150 of this title.
  13. Prohibited within 1,000 feet of a Single- or Two-Family Zoning District.
  14. No large group home shall be located within 800 feet of another group home.
  15. No small group home shall be located within 800 feet of another group home.
  16. No large residential support shall be located within 800 feet of another residential support.
  17. No small residential support shall be located within 800 feet of another residential support.
  18. Large group homes established in the RB and RO Districts shall be located above the ground floor.
  19. Small group homes established in the RB and RO Districts shall be located above the ground floor.
  20. Large residential support established in RO Districts shall be located above the ground floor.
  21. Small residential support established in RO Districts shall be located above the ground floor.
  22. Subject to section 21A.36.130 of this title.
  23. Subject to section 21A.36.170 of this title.
  24. Subject to section 21A.36.030 of this title.
- (Ord. 14-19, 2019; Ord. 53-18, 2018; Ord. 23-18, 2018; Ord. 47-17, 2017; Ord. 46-17, 2017)

## ATTACHMENT E: Analysis of Standards

### ZONING MAP AMENDMENTS

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

Factor	Finding	Rationale
<b>1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;</b>	<b>Partially complies</b>	The proposed zoning amendment is not consistent with the future land use map in the Sugar House Master Plan. However, as discussed in Consideration #1 of this staff report, the proposed amendments are in line with the Sugar House Master Plan goals and policies related to increased housing variety and affordability as well as finding opportunities for multi-family housing where feasible. The proposed R-MU-45 zoning offers greater opportunities for appropriate development that will better engage the street and allows for more affordable housing units. The proposed zoning amendment is also in line with growth and housing goals outlined in the citywide master plan, Plan Salt Lake, and the city's 5-year housing plan, Growing SLC. These goals include increasing medium density housing and providing more housing types and options in terms of unit size and price while directing growth to areas with existing infrastructure.
<b>2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.</b>	<b>Complies</b>	The proposal helps to <i>foster the city's residential development</i> by allowing a housing type that offers more options in terms of location and affordability. Because the proposed zoning district aims to reinforce the mixed-use character of the area and promote appropriately scaled development that is pedestrian oriented, the proposal helps to meet these goals. Moreover, the proposal helps to implement the city's adopted plans as discussed above.



<p><b>3. The extent to which a proposed map amendment will affect adjacent properties;</b></p>	<p><b>Complies</b></p>	<p>Consideration #2 of this staff report discusses the impact the proposed development will have on the surrounding single-family residential structures and shows that the visual impact can be lessened by stepping back the building's facades. The impact can also be lessened by the addition of landscape buffers, limited available height and appropriate design. There is also discussion of the minimal impact to the other surrounding areas of this proposal due to the similar or more intense zoning of these areas.</p> <p>Consideration #3 of this staff report addresses the public comments received related to parking impacts on neighborhood. Parking impacts and the reliance on owning a motor vehicle can be lessened by the following factors:</p> <ul style="list-style-type: none"> <li>• The proposed development must meet the parking requirements for this zone and use and therefore, should provide adequate parking to serve the residents.</li> <li>• Transportation options can be found in the neighborhood, which include sidewalks, proposed bike lanes and a transit stop within walking distance of the proposed development. The transit stop will give access to UTA's transit network including multiple bus routes, the S-Line and Trax. This will allow residents to travel to most areas within Salt Lake City including Downtown and the University of Utah.</li> <li>• The Brickyard Plaza Shopping Center is within walking distance of the proposed development and offers most daily needs including grocery shopping, retail and entertainment.</li> </ul>
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<p><b>4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards;</b></p>	<p><b>Complies</b></p>	<p>The property is located within the Groundwater Source Protection overlay district. No negative impacts are expected as a part of this project.</p>
<p><b>5. The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.</b></p>	<p><b>Complies</b></p>	<p>No objections were received from other City departments regarding this amendment or the proposed development. Prior to obtaining a building permit, the development will need to comply with all city regulations. Other city departments and divisions provided preliminary comments, which are included in <a href="#">Attachment G</a>.</p>



## **ATTACHMENT F: Public Process and Comments**

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

### **Public Notices:**

- Notice of the project and request for comments sent to the Chair of the Sugar House Community Council on March 12, 2020 in order to solicit comments. The 45-day recognized organization comment period expired on April 27, 2020.
- Early notification notices mailed on March 12, 2020 to property owners and residents within 300 feet of the subject property.
- Staff and the applicant attended a virtual meeting hosted by the Sugar House Community Council on April 16, 2020. The applicant discussed the project in detail, speaking about their ideas for building design and height, how they would handle the parking requirements, affordable housing and their projected timeline of the project. Staff answered questions related to the planning process. Concerns over parking and building height were the main topics of discussion.

### **Public Hearing Notice:**

- Public hearing notice mailed on May 15, 2020.
- Public hearing notice posted on City and State websites on May 15, 2020.
- Sign posted on the property on May 15, 2020.

### **Public Comments:**

- At the time of this publication, staff has received comments provided by Judi Short, Vice Chair, Sugar House Community Council. Those comments are attached below.
- Any additional comments received after the publication of the staff report will be forwarded to the Planning Commission.



May 20, 2020

TO: Salt Lake City Planning Commission

FROM: Judi Short, First Vice Chair and Land Use Chair  
Sugar House Community Council

RE: 2960 Richmond Street Rezone

Community Development Corporation of Utah, is requesting a Zoning Map Amendment for the parcels at 2960, 2964, and 2970 Richmond Street, from R-1/7000 Single Family Residential, to RMU-45 Residential Mixed Use. This would allow for approximately 60 mixed income housing units. The applicant argues that much of the surrounding development is moving towards higher density and this project is compatible with that growth and would help reach the housing goals of Salt Lake City. With all the new apartments in Sugar House, less than 100 are considered affordable. This would definitely help with that.

It would also help with Salt Lake City's housing goals to prioritize the development of new affordable housing with an emphasis on households earning 40% AMI and below. (**Housing Plan: Growing Salt Lake 2017**). For the 1000 plus housing units we have built in Sugar House in the last decade, fewer than 100 are what would be considered affordable. This just makes the housing situation worse. This area is in a high opportunity area. Generally, we oppose rezoning parcels from low density residential to multifamily housing because that seems in opposition to the Sugar House Master Plan (SHMP). At the same time, this forwards part of the implementation of the SHMP, which calls for building affordable housing.

This parcel has been underutilized for many years, and this area has many things going for it. This is on the edge of Sugar House, but still walkable or bikeable to the SHBD, or at the same time to the soon to come Millcreek City Center. We have asked the transportation staff to consider this particular area when it looks at transportation issues along Highland Drive from SHBD to Millcreek. I have asked Lynn Jacobs in Transportation to consider transit for Richmond as part of the study he is working on with Millcreek to facilitate transit between the two cities. People who work in Sugar House who make lower salaries ought to be able to live in our community, as we do. If we don't ever provide affordable housing, that will not happen.

I've included the many comments from the community that we have received regarding this rezone. They are not happy. This building is much larger than they expected, with smaller setbacks overlooking their back yards. There is not enough parking. This is a neighborhood of single-family single-story homes, with no sidewalks and very narrow streets. It is the kind of street where if cars are parked on both sides, only one car can go down the middle. They know that not enough parking will be provided, and they also know there isn't any parking to be had in the neighborhood. There is some bus service on Richmond. If you take your life in your hands, you can get to a rapid transit bus on Highland Drive. The Salt Lake City parking ordinance does our neighborhoods a disservice by keeping allowed parking low, without a robust transit system to back it up. In the core of the city people may be able to do without a vehicle, but it is much more difficult in the outlying areas of Salt Lake City and Sugar House.

We are not happy with the choice we are asked to make. We desperately need affordable housing, and yet we hate to put it in the middle of a nice residential district. At the same time, affordable land is just not easily available to use for this type of housing. We did support the Salt Lake City RDA funding for this project, and realize that funding is a good part of what will make this project happen. An ordinary loan will be too expensive.

Mike Akerlow has promised me that he will work with the neighbors and the community council to come up with a building that will serve all our needs. It might be that the building will have to be smaller, or have fewer units, to make that happen. As one example, we have suggested they forego the swimming pool and put more parking in that space. I'd like to suggest that if he cannot commit to do that, a rezone should not be granted.

Attachments

Comments, Flyer



## **COMMENTS FOR 2960 RICHMOND STREET**

From: George Chapman <[REDACTED]>  
Subject: 2960 Richmond St rezone Website Feedback

Message Body:

This project's rezoning should not be allowed. It increases traffic in and out of a street that could be a great bicycle path and was planned to be 10 years ago. Curb cuts decrease bicycling.

The sidewalk standards for RMU should be increased to 10 feet minimum first.

Until a safe bicycling and pedestrian path to Brickyard is built (sidewalk is below road!), this rezone should not occur.

SLC Councilman Andrew Johnston asked for consideration for a safe passageway to Brickyard during vote.

george chapman

4:32 PM (2 hours ago)

During the loan application, the City Council was told, by me (you may have been there) that there is no safe pedestrian or bicycle path to Brickyard from there. Plus it destroys a potential 1300 E safe bicycle lane (on Richmond). During discussion on the loan (SLC is loaning them money to help build it), Andrew said that staff should recognize the pedestrian ssfety issue just after the Council approved it with a straw poll, legalized later that night?

I am against more curb cuts. All traffic should come from side streets, not onto a 40mph dangerous road. George )

From: Thea Brannon <[REDACTED]>  
Subject 2960 Richmond Rezone Website Feedback

Message Body:

Looks reasonable to me.

Thanks for the information, sorry it took so long to get back to you.

First, I am a property owner that is adjacent to the proposed zoning change land. I have concerns about the density of the project along with the parking for what could be both the rentals and business units. How small the property is and the access in and out just doesn't look very feasibly.

The area is a "residential" area not commercial. What is built and proposed to be built on Millcreek City land, which is further south and east should not factor in Salt Lake Cities decision.

The proposed zoning change is for land west of Richmond Street (1300 East) and north of the Brickyard shopping center. The "Wedge Development" that Millcreek is planning is further south and east of the residential area. I asked staff in Millcreek about the area of the proposed change late last year and was told that they had no interest in obtaining the property as it was residential.

The size of the proposed development and the amount of land does not work.

At this time with the COVID-19 problem I believe any type of decision should be delayed until the residents can be presented with a detailed view of the proposal by the developers and land owners.

Thank you,  
Jerry Diana  
[REDACTED]

Hi Landon Clark

I'm contacting you about the planning petition for zoning map amendment for 2960 Richmond St. I live at [REDACTED], this property is right behind my house. From the information that I have seen for the 60 unit housing development that would be a three story building. I'm concerned that the height of the building and the added traffic would take away from the privacy and enjoy we have spending time in are back yard. We would no longer have the view of the large trees in the area and would just have a building with windows. We have already had a 3 story housing complex build across from this location that has almost completely blocked the view we had of the mountains, which has take away from the enjoyment of living in this area. Thank you

Doug Fa

Landon Clark,

I am writing to ask when the Sugar House Community Counsel will review the rezoning of 2960 Richmond Avenue.

Thank you,  
Chris Miller

----- Forwarded message -----

From: Jason Farley <[REDACTED]>  
Date: Thu, Apr 2, 2020 at 10:21 AM  
Subject: Zoning Amendment 2960 Richmond  
To: <[minnesotaute76@gmail.com](mailto:minnesotaute76@gmail.com)>, Jason Farley <[REDACTED]>

I appreciate the document in my mailbox, here are my thoughts ([REDACTED])

- Millcreek city center project coming
- This is outside of that project's municipal boundary so likely these efforts are not synchronized. Current master plans need to be finalized and mostly completed, then put in place prior to other arbitrary projects for this area.
- Demands on utilities with a 60 unit facility will impact this area greatly as well as the demands for this upcoming city center effort.
- Impact of this build must be finalized before introduction of additional construction
- Traffic Constraints (dangerous)
- 60 units likely means minimum of 120 vehicles, this is a very dangerous amount of added traffic turning on an extremely busy street.
- When cars travel southbound on Richmond they have have to slow significantly, traffic will become increasingly dangerous.
- Cars travelling Northbound on Richmond have the issue of the road widening with a turn lane just after Elgin, and often the lack of a turn lane on Richmond when turning on Elgin has cars stopped for extended periods of time.
- This is too much traffic volume for this area without serious mitigation.
- Height of build
- 2-3 story build would be my assumption, this will interfere with residential sight lines
- Millcreek city center has considered this and it is a construction project away from individual homes where sight lines are not interfered with.
- Dropping a build of this size in the middle of residences is not considerate of the feel of the neighborhoods.

My input.  
Thank you  
Jason

From: Chris Miller <[REDACTED]>  
Subject: 2960 Richmond - Website Feedback

Message Body:

I am opposed to rezoning. This apartment complex would be an outlier in this neighborhood.

Single Family Dwellings (single homes or townhomes) surround this parcel of land.

A 2 story limit should be ensured.

Also, the project places a large setback to the north but not the south. There should at a minimum have equal setbacks for the north and south and be placed more toward the middle of the property.

Lastly, other construction projects on Elgin and Highland Dr have been billed as low income/affordable housing to get approval, yet rents are currently around \$2000 or more. I question whether these promised goals for this project will be ensured.



Thank you  
Chris Miller

Forwarded message -----

From: Addison Day <[REDACTED]>  
Date: Mon, Apr 13, 2020 at 1:31 PM  
Subject: 2960 S Richmond street comments  
To: [minnesotaute76@gmail.com](mailto:minnesotaute76@gmail.com) <[minnesotaute76@gmail.com](mailto:minnesotaute76@gmail.com)>

Hi Landon,

My husband and I are young homeowners at 2968 Hudson Circle. We have some concerns about the rezoning plans at 2960 Richmond street. We are concerned about the added amount of traffic on the already busy street of Richmond, so close to our home. We also feel there are many large apartment complexes near by and that this is an unnecessary project. Lastly, we are concerned about the lower income leveled individuals that will be literally living in our backyard. We feel we live in a nice neighborhood and don't want to see this area decline. Thank you for taking our concerns into consideration.

Sincerely,  
Addie and Zack Day

From: Carol Harris <[REDACTED]>  
Subject: 2960 Richmond Ave Website Feedback

I was directed to this link by a flyer regarding the proposed development at 2960 Richmond Ave.  
My property directly borders this proposed site at its southwest corner.  
I would like more information about the proposed 60 unit mixed income housing as this will severely impact my property.  
Thank you,  
Carol Harris

From: TIMOTHY R THOMAS <[REDACTED]>  
Subject: 2960 Richmond Rezone Website Feedback  
Your Address: [Street-Address]  
Message Body:

My wife and I have lived in Hudson Circle since 1992. We've watched over the years as large lots on Elgin Avenue, Richmond Street and Highland Drive have been developed with 4 plexes, twin homes, condos and apartments. I know growth is inevitable, but I don't think that every open lot should be built on. Within one mile of the proposed project on Richmond, there are at least 8 different apartment buildings, condos, twin homes, four plexes, etc. The traffic on Richmond and Highland Drive has really increased with these new developments. It's taking away the charm and one-time slower pace of the area. I know none of my neighbors are in favor of this proposed project. Sixty units are just too many to cram into that small of an area, let alone adding retail and commercial use. Not every available space needs to be developed. Thank you.

From: Jerry Diana <[REDACTED]>  
Subject: 2960 Richmond Rezone Website Feedback  
Your Address: [Street-Address]  
Message Body:

My concerns are the density of the project, 60 units mean how many 1,2 or 3 bedroom apartments and how many parking places are set for all those units? How do they get out on to 1300 E (Richmond)? Traffic is busy and crossing the southbound traffic to go north will be a problem.. Is there a setback from the private properties that surround the project on three sides. The project is in a residential area, not commercial or multiunit area. The buildings on the north side of Richmond are in a RMF-30 zone and they are not next to a residential area.

The R-MU-45 allows for not only residential units , but also for retail, commercial and office space. That density with residents, and business will increase the traffic and how many parking spaces would be needed?

The project should be scaled down to allow the area to remain residential and not impact the residents well being or decrease the value of their homes.

Brandon Hill

7:11 PM (15  
minutes ago)

to me

First, I admire the efforts to add low-income housing in the area. However, I'm a little reluctant to make a commitment to the rezone without seeing designs that better reflect the concerns of the neighbors regarding the south side "wall", unknowingness of the start of the redevelopment of the Millcreek area/south property border, and parking. I think I'd be fine with the project if the designs better reflected these concerns.

Otherwise, I'd totally sign off on it.

Just my 2 cents...

BH

I have major concerns for the neighborhood with the plans for that development which would affect my decision to approve the zoning change. While I liked the idea of the "affordable housing" concept, I think the height of the building is not amenable with the neighborhood, nor is the number of automobiles that would pour onto Richmond St. Your idea of underground parking appealed to me because then they could have one drive in and out, thereby flattening the structure to 2 stories, and making it wider. Eliminate the swimming pool, which would be an unwelcome nuisance to the surrounding neighbors. Additionally that would then accommodate a garage entry from the rear. I have concerns that the city is slowly changing the nature of Sugarhouse neighborhoods with too many intrusive high density structures.

To access public transportation the developers suggested the bus routes on Highland Dr. which would entail people crossing very busy Richmond St. A very dangerous idea as the 40mph speed limit is routinely exceeded.

Further, as mentioned at the meeting, parking would be an issue for the neighborhood with only one parking space per unit.

I am particularly sensitive since we are having to face these unsightly homes being built on the Sperry property which are architecturally not in keeping with that of the neighborhood; their size alone overwhelms the nearby homes. It seems that the planning commission is totally insensitive to a historic area designation, somewhat intent upon transforming the Sugarhouse style and charm to accommodate builders.

Sorry to sound so negative,  
Patsy McNamara



Judi, I think I stated in what I sent to you that I would not be in favor of a rezone if that presentation from the builders is an example of what the neighborhood would be facing. 4 stories is just too overwhelming for the neighbors as well as the parking issue..... Better to protest now than risk the planning commission approving such a proposal.....  
P.

Dear Judi:

I am in favor of this project, however, I would like a fuller explanation for RMU rather than RMF, especially since there will be no mixed use.

Lynn Schwarz

From: Ron Carter <[REDACTED]>

Subject: 2960 Richmond Rezone Website Feedback

Your Address: [Street-Address]

Message Body:

Those are nice pictures. Low income housing will not maintain the greens and will become a big building in a rural area. Please go with R2 or R4 max and throw in a playground for all the kids.

From: Carol Harris <[REDACTED]>

Subject: 2960 Richmond Rezone Website Feedback



Your Address: [Street-Address]

Message Body:

I attended the Zoom Meeting on 4-16-20. Thank you for the information shared there. I am very supportive of affordable housing for this area.

However I have some questions and concerns:

The original notification was for "60-unit mixed income housing development". But the drawings shared showed 80 units of affordable housing. This is a 25% increase in the scope immediately.

This would require a 4 story rather than a 3 story building which would be very imposing on the surrounding single family homes. Painter Place contains 2 story duplexes so this building would be twice as tall.

The apartment buildings across Richmond are all 3 stories which is a good height for this neighborhood.

The 60 parking stalls seems problematic when there is no real parking available other than in the lot - both Hudson and Elgin are narrow streets and have no room for additional parking.

Richmond is already a busy street and an additional 60-120 cars at peak traffic will be very congested and dangerous.

There is an abandoned water canal on the south side of this property and I need to be assured that it will not be reactivated.

Will there be a utility easement for the power lines on the west and the south sides of the property? So what will be the set back from the current fencing?

Will there be solid tall fencing enclosing the entire property? The north east corner of my property is at the south west corner of the proposed development with the swimming pool or recreation area right next to me. I want to be sure that I am shielded for privacy and security.

The water pressure in this area could be very adversely affected by an additional 60 to 80 households. What will be done to mitigate that impact?

Thank you for your responses to these questions.

I look forward to additional information and involvement as this greatly impacts my property and my life.

From: Donna Riley <[REDACTED]>

Subject: 2960 Richmond Rezone Website Feedback

Your Address: [Street-Address]

Message Body:

There are several of the residents in the area of the proposed building permit listed that are concerned and interested in knowing more of what is being requested to change zoning for this area. Please send the information to hook up with the virtual meeting scheduled for April 20 at 6:00 p.m.

From: Benny Keele <[REDACTED]>

Subject: 2960 Richmond Rezone Website Feedback

Your Address: [Street-Address]

Message Body:

I drive by this parcel regularly. I do have a few concerns. I would like the immediate neighbors to have the opportunity to see a design for the property before any decisions are made by the city. Issues like building height and structure placements on the parcel should be addressed before making decisions. I feel strongly that the ingress and egress should be made on Richmond. This would potentially lead to less traffic in the neighborhood side streets. In the future a Hawk pedestrian light would be a benefit for the residents in the area near this development.

From: Paul Avery <[REDACTED]>

Subject: 2960 Richmond Drive Website Feedback

Ridiculous! A 60 unit building to replace the 4 or 6 units that exist in that space. There are vacant apartment units right across the street from this location and more vacant units down the side street right next to that. Mixed-low income will definitely bring traffic, crime, and parking issues to say the least. This should not happen. Single family residential converted to a massive apartment building is an inappropriate use of this space to say the least. Consider the 400 unit building waiting to be finished in the Sugarhouse downtown area, there are plenty of available living spaces in this area. The added crime is my main objection as I live right around the corner from this, the recent homeless people wandering around, coming from the Sugarhouse area is bad enough, there is definitely more crime here now than ever. Do not allow this re-zoning to happen.

From: Susan K Anderson <[REDACTED]>  
Subject: 2960 Richmond Drive Website Feedback

60 units in what is now a non-commercial, residential area is too far a jump. My property backs onto these properties. Although the Richmond properties are in SLC, my property is in Millcreek. Because of the absolute proximity of the properties to Millcreek, will we have an opportunity to express concerns and/or support?

From: Wanda Gayle <[REDACTED]>  
Subject: 2960 Richmond Rezone Website Feedback  
Your Address: [Street-Address]  
Message Body:

Once again, a zoning request that does nothing to promote home ownership but does everything to promote corporate housing in an ugly and inappropriate development for the neighborhood. I am opposed to this request.

From: SarahAnn Whitbeck <[REDACTED]>  
Subject: 2903 Highland Drive Website Feedback

Please send me the virtual meeting connectivity info. Thanks!

From: Wanda Gayle <[REDACTED]>  
Subject: 2903 Highland Drive Website Feedback

I am opposed to the zoning change requested for this project. I've lived in Sugar House for 35 years so have seen the area change from a unique and intimate neighborhood to a place that prioritizes commercial businesses and apartment buildings. Please do not amend the SH master plan and SH zoning maps to make way for this or other ugly developments that do not promote home ownership.

Soren Simonsen - My comments on the Richmond street project, as I related at the last meeting are:

1. Have the building address Richmond Street, with a legitimate front porch or front porches of ground floor units at the east end, rather than just a generic building entry to a hallway. The character of the homes along Richmond (and all over Sugar House for this matter) where they all have front porches and stoops, is being completely missed with so many of these infill projects. If we are to maintain any sense of community character, we should ask the Planning Staff and Planning Commission to help make sure this aspect of community character is preserved, even as land uses evolve. I think this is often why people react with such angst about infill projects, because they often needlessly miss this important element of community character.

2. I would like for the parking to be more hidden behind the building — the example we saw has essentially a row of parking and a row of building, parallel to each other. If the building were to take an “L” shape, with a broader building facade toward the street, and then tuck more of the parking in an “L” shaped lot behind the building, it would do several things: first, hide more of the parking so it's not visible from the street and doesn't produce so much of a “gap” on the streetscape, more like a 20' driveway opening rather than a 60' parking lot gap (this is an important concept for walkability); second, it would increase the rear yard set back so there are less eyes peering into side yard and back yard neighbors; and third, it would help address my comment in the prior paragraph by allowing 3 or 4 units fronting the street each with a front porch or stoop that reinforce this aspect of community character, rather than a couple units with their side or rear toward the street with no character.

As for the Richmond property, it would be great if they are actually going to include a high percentage of affordable housing. I too would like more details before supporting yet another construction project in the area. Thank you! Dayna McKee

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**From:** [george chapman](#)  
**To:** [Earl, Christopher](#)  
**Cc:** [mike@cdcutah.org](mailto:mike@cdcutah.org)  
**Subject:** (EXTERNAL) For Planning Commission: against Richmond project rezone  
**Date:** Tuesday, May 26, 2020 6:32:14 AM  
**Attachments:** [1300 East Richmond St bike lane proposal -Reduced-Reduced.pdf](#)

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This project is a disrespectful way of providing affordable housing in Sugar House. Despite significant efforts to use inclusionary zoning and require affordable housing in Sugar House developments (hundreds of millions of dollars in the last 10 years), only one development had a little bit of affordable housing. Despite our present efforts to provide significant affordable housing on Highland (like Millcreek is doing), SLC is suggesting a mixed use (including restaurants, retail and offices) medium density next to single family homes (no Millcreek is NOT thinking of rezoning to higher density on the block)!

This project is disrespectful because it is dangerous and disrespectful to the potential low-moderate income individuals who may live there. They deserve more than to be shoehorned into the most dangerous street in Sugar House. The skinny sidewalk is literally inches from a high speed road, and, in walking to Brickyard, it is actually below the adjacent road! There have been several serious accidents on the road (due to speed). In other words, the only pedestrian and bicycling route to Brickyard is a killer (IT IS NOT SAFE). The proposal language is not true when it says that: "This will allow for safe pedestrian and bicycle access to these areas." Sidewalk widths in mixed use R-MU-45 should be 10 ft minimum and should be ABOVE THE ROAD.

There is a plan for adding bicycle lanes (attached) which removes any on street parking. Adding another entrance/exit on Richmond (with 80 units) will significantly and negatively decrease safety for pedestrians, bicyclists and cars. There is a reason that there are no cars parking on Richmond now. Please check it out. On street parking should not be allowed on Richmond Street.

This proposal DOES NOT FOLLOW Sugar House Master Plan policies (which state:) "support infill.... while requiring appropriate design and location to minimize land use conflicts with existing single-family development."

This proposal also states: "this zoning map amendment proposal does not coincide with the current future land use map for this area of Sugar House,"

The Sugar House Master Plan suggests 18 dwelling units per acre between Highland and Richmond AND this project is even higher density. If you really want a buffer and gradual zoning density increase, this project should be less dense since it is adjacent on most sides (including Hudson and Elgin) with single family homes now. Zoning should not have major transitions but be reasonable (don't put high density tall buildings next to single family homes).

The proposal states that: "The R-MU-45 zoning district can act as a buffer between the surrounding lower density zoning and the more intense zoning of the Brickyard area" This is not a gradual zoning change or buffer! It is the exact opposite of a "buffer" from the island between Richmond and Highland. This is a single family home area and a much better and respectful area for affordable homes would be to the east between Richmond and Highland Drive. This will destroy the privacy of adjacent single family homeowners whose backyards will be visible from the 4 story buildings. If you want to "Direct new growth toward areas with existing infrastructure and services that have the potential to be people-oriented.", SLC

should focus on Highland Drive which has the 15 minute bus. Crossing Richmond is also dangerous, despite crosswalks.

George Chapman



note that I would like to speak against this project but would appreciate it if you would add the above to the report for the Planning Commission



## ATTACHMENT G: Department Review Comments

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The following comments were received from other City divisions/departments with regards to the proposed development:

**Zoning** – (Greg Mikolash at [Gregory.mikolash@slcgov.com](mailto:Gregory.mikolash@slcgov.com) or 801-535-6181)

Building Services finds no zoning related issues associated with this proposed zoning amendment.

**Public Utilities** –

No comment provided.

**Building Code** – (Jason Rogers at [Jason.rogers@slcgov.com](mailto:Jason.rogers@slcgov.com) or 801-535-7642)

Proposed commercial construction multi- family apartment complex if zoning approved will have an intended 3-4 story apartment complex consisting of approximately 40 unit. IBC2018/NEC 2017/ IFC2018 /ADA compliance/ Energy codes, parking site plan to be imposed for a Code Review if structure is allowed in area.

**Fire** – (Doug Bateman at [Douglas.bateman@slcgov.com](mailto:Douglas.bateman@slcgov.com) or 801-535-6619)

No fire related issues to the rezone. However, the proposed site plan has emergency vehicle access and fire department access issues.

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

No objections.

**Transportation** –

No comment provided.

**Police** – (Scott Teerlink at [scott.teerlink@slcgov.com](mailto:scott.teerlink@slcgov.com) or 801-799-3631)

Our only concern with rezoning is the traffic impact to the area, especially on Richmond St during the construction.

**Sustainability** – Vicki Bennett at [Vicki.bennett@slcgov.com](mailto:Vicki.bennett@slcgov.com) or 801-535-6540)

No comments from Sustainability – looks good.