



Staff Report

PLANNING DIVISION
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: Chris Earl, Principal Planner, christopher.earl@slcgov.com, 801-535-7932

Date: May 12, 2021

Re: PLNPCM2021-00104 -- Master Plan Amendment
PLNPCM2021-00029 -- Zoning Map Amendment

Master Plan & Zoning Map Amendment

MASTER PLAN: Central Community

ZONING DISTRICT: RMF-45 Moderate/High Density Multi-Family Residential District

PROPERTY ADDRESSES: Approximately 203 E 2100 S, 221 E 2100 S and 1991 S 200 E

PARCEL IDS: 16-18-382-019-0000, 16-19-126-008-0000 & 16-18-382-003-0000

REQUEST:

Chris Lee, representing CTAG, LLC and Green Haven Homes, LLC, the property owners, is requesting to amend the Central Community Master Plan future land use map and the zoning map for the properties located at 203 E 2100 S, 221 E 2100 S & 1991 S 200 E. The intent is to allow development of a mixed-use project which includes multi-family housing on the subject parcels. Mixed-use is currently not allowed under the current RMF-45 zoning. No specific site development proposal has been submitted at this time. This project requires both a Zoning Map and Master Plan Amendment.

- a. Zoning Map Amendment - The properties are currently zoned RMF-45 (Moderate/High Density Multi-Family Residential). The petitioner is requesting to amend the zoning map designation of the properties to the FB-UN2 (Form Based Urban Neighborhood). Case number PLNPCM2021-00029
- b. Master Plan Amendment - The associated future land use map in the Central Community Master Plan currently designates the properties as "Medium High Residential". The petitioner is requesting to amend the future land use map for the parcels to "High Mixed Use". Case number PLNPCM2021-00104

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

RECOMMENDATIONS:

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

Based on the information in this staff report, planning staff finds that the zoning map amendment petition meets the standards, objectives and policy considerations of the city for a zoning map amendment and recommends that the Planning Commission also forward a positive recommendation to City Council for a change to the FB-UN2 Form Based Urban Neighborhood zoning district.

ATTACHMENTS:

- B. [Applicant Information](#)
- C. [Existing Conditions](#)
- D. [Analysis of Standards](#)
- E. [Public Process and Comments](#)
- F. [Department Comments](#)

VICINITY MAP & ZONING



PROJECT DESCRIPTION:

Reason for Request

According to the applicant, this request is being made in order to allow the future development of a mixed-use apartment building on the subject properties. The applicant’s detailed narrative explaining the rationale for the zoning map and master plan amendment requests can be found in [Attachment B](#) of this report.

Property Location Context, Existing Conditions & Adjacent Zoning & Land Uses

The request involves three (3) property parcels. The parcel at 203 East is approximately 1.36 acres or 59,376 square feet in size and contains the former Georgia Apartments. The applicant is currently in the process of rehabilitating the former Georgia Apartments with plans to included them in the proposed development. The plan would be to rehabilitate these buildings as multi-family housing and include new building forms on the site that would include a mix of residential and commercial. Specific development plans have not been submitted, so Staff is unable to determine how these buildings will be incorporated into the overall site layout and design. The property at 221 East is approximately .34 acres or 14,945 square feet and contains a portion of parking lot formerly used for the Georgia Apartments and is otherwise undeveloped. The property located at 1991 South is approximately .18 acres or 7,836 square feet and contains a single-family home that is proposed to be demolished.

The properties are located on the northeast corner of the intersection of 200 East and 2100 South in an area consisting of residential, commercial and institutional uses. The proposed development will front both 200 East as well as 2100 South. The north side of 2100 South in the subject area is predominantly zoned CB Community Business and PL Public Lands, with the subject properties being zoned RMF-45 Moderate/High Density Multi-Family Residential, and contains a variety of business and residential uses as well as the Salt Lake County Government Center. The south side of 2100 South is located within the City of South Salt Lake. The South Salt Lake zoning map indicates that the properties along the south side of 2100 South are zoned Commercial Corridor and Professional Office and contains commercial, office and residential uses.

The east side of 200 East in the subject area is predominantly zoned RMF-45 Moderate/High Density Multi-Family Residential, including the subject properties, as well as R-1/5,000 Single-Family Residential and contain multi-family and single-family uses. The properties along the west side of 200 W are zoned PL Public Lands as well as RMF-75 High Density Multi-Family Residential with uses including the Salt Lake County Government Center as well as multi-family residential.

North:	Zoned RMF-45 Moderate/High Density Multi-Family Residential and R-1/5,000 Single-Family Residential
South:	Zoned Commercial Corridor and Professional Office (City of South Salt Lake zoning designations)
East:	Zoned R-1/5,000 Single-Family Residential and CB Community Business District
West:	Zoned PL Public Lands and RMF-75 High Density Multi-Family Residential

Comparison of the Existing and Proposed Zoning

A simplified table showing a comparison of the building size limits and yard requirements for both zones is included below. This is extracted from the more detailed requirements for each zone found in the Zoning Ordinance in Chapter 21A.21.140 – RMF-45 Moderate/High Density Multi-Family Residential District and Chapter 21A.27.050 – FB-UN1 AND FB-UN2 Form Based Urban Neighborhood District.

The subject property is zoned RMF-45 Moderate/High Density Multi-Family Residential. The purpose of the RMF-45 zoning district is as follows:

The purpose of the RMF-45 Moderate/High Density Multi-Family Residential District is to provide an environment suitable for multi-family dwellings of a moderate/high density with a maximum building height of forty-five feet (45'). This district is appropriate in areas where the applicable Master Plan policies

recommend a density of less than forty-three (43) dwelling units per acre. This district includes other uses that are typically found in a multi-family residential neighborhood of this density for the purpose of serving the neighborhood. Such uses are designed to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

The applicant has requested that the property be changed to the FB-UN2 Form Based Urban Neighborhood zoning district. The purpose of the FB-UN2 zoning district is as follows:

The purpose of the form based districts is to create urban neighborhoods that provide the following:

- 1. People oriented places;*
- 2. Options for housing types;*
- 3. Options in terms of shopping, dining, and fulfilling daily needs within walking distance or conveniently located near mass transit;*
- 4. Transportation options;*
- 5. Access to employment opportunities within walking distance or close to mass transit;*
- 6. Appropriately scaled buildings that respect the existing character of the neighborhood;*
- 7. Safe, accessible, and interconnected networks for people to move around in; and*
- 8. Increased desirability as a place to work, live, play, and invest through higher quality form and design.*

FB-UN2 urban neighborhood 2 subdistrict: Generally includes buildings up to four (4) stories in height, with taller buildings located on street corner parcels, which may contain a single use or a mix of commercial, office, and residential uses. Development regulations are based on building type, with the overall scale, form, and orientation of buildings as the primary focus.

The main differences between the existing RMF-45 and proposed FB-UN2 zoning districts are:

- The FB-UN2 zone allows for a variety of commercial uses, whereas the RMF-45 zone does not. Both zones permit multi-family residential.
- Both zones have similar height allowances; however, the FB-UN2 requires buildings taller than 30' in height to be stepped back when adjacent to FB-UN1 zone or zoning with a height requirement less than 35'.
- Except for front and corner side yard setbacks, both zones have similar setback requirements.

	RMF-45 – Existing Zoning	FB-UN2 – Proposed Zoning
Minimum Lot Area (Square Feet)	Multi-family (3-14 units): 9,000 sf Multi-family (15 or more units): 21,000 sf Single-family attached: 3,000 sf per unit Single-family detached: 5,000 sf	Cottage: 4,000 sf Row House: 1,500 sf Multi-family, Mixed-use or Storefront: 4,000 sf
Minimum Lot Width (Feet)	Multi-family: 80' Single-family attached: 22' for interior, 32' for corner Single-family detached: 50'	Cottage: 15' per unit facing a street Row House: 15' per unit facing a street. Multi-family, Mixed-use or Storefront: 30'

Max. Building Height (Feet)	45'	<p>Cottage: 2.5 stories, 30' maximum</p> <p>Row House: 4 stories, 50' maximum</p> <p>Multi-family, Mixed-use or Storefront: 4 stories, 50' maximum</p>
Minimum Yard Requirements (Feet)	<p>Front yard– 20% of lot depth, but need not exceed 25'</p> <p>Corner side yard– Single-family attached dwellings: 10' Multi-family dwellings: 20' All other uses: 20'</p> <p>Interior side yards– Single-family attached: None Multi-family: 8' All other uses: 10' on each side</p> <p>Rear yard– 25% of the lot depth and need not exceed 30'.</p>	<p>Front and corner side yard – All building forms: No minimum, 10' maximum</p> <p>Interior side yards – Cottage: 4' Row House: Minimum of 15' along a side property line adjacent to FB-UN1 or any residential zoning district that has a maximum building height of 35' or less, otherwise 4' setback required</p> <p>Multi-family, Mixed-use or Storefront: Minimum of 15' along a side property line adjacent to FB-UN1 or any residential zoning district that has a maximum building height of 35' or less, otherwise no setback required</p> <p>Rear yard – Cottage: Minimum of 20' along a rear property line adjacent to FB-UN1 or any residential zoning district that has a maximum building height of 35' or less, otherwise no setback required</p> <p>Row House: Minimum of 25' along a rear property line adjacent to FB-UN1 or any residential zoning district that has a maximum building height of 35' or less, otherwise no setback required</p> <p>Multi-family, Mixed-use or Storefront: Minimum of 20' along a rear property line adjacent to FB-UN1 or any residential zoning district that has a maximum building height of 35' or less</p>
Maximum Building Coverage	60%	A minimum of ten percent (10%) of the lot area shall be provided for open space area.

Parking Requirements – Number of Spaces	Single-family attached and detached: 2 parking spaces for each dwelling unit Multi-family: 2 parking spaces for each dwelling unit containing 2 or more bedrooms; 1 parking space for 1 bedroom and efficiency dwelling	All uses – No spaces required.
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Comparison of Permitted and Conditional Uses (Excerpt)

Land Use	RMF - 45	FB-UN2
Accessory use, except those that are specifically regulated elsewhere in this title	P	P
Adaptive reuse of a landmark site	C	
Alcohol, Bar establishment (2,500 square feet or less in floor area)		P
Alcohol, brewpub (2,500 square feet or less in floor area)		P
Alcohol, tavern (2,500 square feet or less in floor area)		P
Animal, veterinary office		P
Art gallery		P
Artisan food production (2,500 square feet or less in floor area)		P
Bed and breakfast inn		P
Bed and breakfast manor		P
Clinic (medical, dental)		P
Commercial food preparation		P
Community garden	P	P
Community recreation center		P
Daycare center, adult	C	P
Daycare center, child	C	P
Daycare, nonregistered home daycare	P	P
Daycare, registered home daycare or preschool	P	P
Dwelling, accessory unit	P	
Dwelling, assisted living facility (large)	P	
Dwelling, assisted living facility (limited capacity)	P	P
Dwelling, assisted living facility (small)	P	P
Dwelling, group home (large)	C	P
Dwelling, group home (small)	P	P

Dwelling, manufactured home	P	
Dwelling, multi-family	P	P
Dwelling, residential support (large)	C	P
Dwelling, residential support (small)	C	P
Dwelling, rooming (boarding) house	C	P
Dwelling, single-family (attached)	P	P
Dwelling, single-family (detached)	P	
Single-family detached (cottage development building form only)		P
Single room occupancy		P
Eleemosynary facility	P	P
Farmers' market		P
Financial institution		P
Funeral home		P
Government facility	C	P
Health and fitness facility		P
Home occupation	P	P
Hotel/motel		P
House museum in landmark site		P
Laboratory (medical, dental, optical)		P
Library		P
Mixed-use development		P
Municipal service use, including city utility use and police and fire station	C	P
Museum		P
Nursing Care Facility	P	P
Office		P
Office and/or reception center in landmark site		P
Open space on lots less than 4 acres in size	P	P
Park	P	P
Parking, off site		P
Parking, park and ride lot shared with existing use	P	
Place of worship on lots less than 4 acres in size	C	P
Plazas		P
Reception center		
Recreation (indoor)		P
Research and development facility		P
Research facility (medical/dental)		P
Restaurant		P
Restaurant with drive-through facility		P
Retail goods establishment		P
Retail goods establishment, plant and garden shop with outdoor retail sales area		P
Retail service establishment		P

Sales and display (outdoor)		P
School, college or university		P
School, music conservatory		P
School, professional and vocational		P
School, seminary and religious institute	C	P
Seasonal, farm stand		P
Solar array		P
Store, specialty		P
Studio, art		P
Temporary use of closed schools and churches	C	
Theater, movie		P
Urban farm	P	P
Utility, building or structure	P	P
Utility, transmission wire, line, pipe, or pole	P	P
Vending cart, private property		P
Wireless telecommunications facility (see section 21A.40.090, table 21A.40.090E of this title)		P

KEY CONSIDERATIONS:

The key considerations associated with this proposal are:

1. Neighborhood and City-Wide Master Plan Considerations
2. Change in Zoning and Compatibility with Adjacent Properties

The applicant makes the argument that the current zoning of the subject properties limits the ability to provide commercial uses along 2100 South. They also argue that the proposed FB-UN2 zoning not only allows for the addition of an active ground floor use on the parcels, but also speaks to the stringent building form requirements of the FB-UN2 zone and the improved building designs as an outcome of these requirements. More detail of applicant's rationale as to why the FB-UN2 zoning district would be more appropriate for this property is included in the narrative found in [Attachment B: Applicant Information](#).

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

Consideration 1: Neighborhood and City-Wide Master Plan Considerations

Central Community Master Plan - Analysis of the Proposed Zoning Change

The subject properties are located in the *Liberty Neighborhood* identified by the Central Community Master Plan. The Plan describes this specific area as *a mix of land uses from strip commercial development along State Street to small neighborhood businesses including the locally owned ethnic commercial business district located along 900 South between State Street and 500 East*. While the Plan doesn't go into detail concerning commercial uses, it does describe it as a characteristic of the area. The subject properties are currently zoned to allow multi-family residential and the addition of commercial use to the property would fit the described characteristics of the area. The future land use map designates the property as Medium High Residential; however, there are policy statements that support mixed-use development in appropriate areas. The proposal would continue to support housing goals found within the Plan and the addition of commercial use to the properties would lend support to achieving mixed-use goals that are found within the

Plan as well. The proposal aligns with residential and mixed-use goals such as the following Residential Land Use Policies:

- 1.0 - Based on the Future Land Use map, use residential zoning to establish and maintain a variety of housing opportunities that meet social needs and income levels of a diverse population.*
- 1.5 - Use residential mixed-use zones to provide residential land uses with supportive retail, service, commercial, and small-scale offices and monitor the mix of uses to preserve the residential component.*
- 3.0 - Promote construction of a variety of housing options that are compatible with the character of the neighborhoods of the Central Community.*
- 4.0 - Encourage mixed used development that provides residents with a commercial and institutional component while maintaining the historic residential character of the neighborhood.*
- 4.2 - Support small mixed-use development on the corners of major streets that does not have significant adverse impacts on residential neighborhoods.*

The current zoning is somewhat contradictory to the Master Plan in the sense that it suggests allowing commercial uses in appropriate areas such as along major corridors as discussed above, but the future land use map does not reflect those same suggestions with regard to the subject properties. The associated future land use map in the Central Community Master Plan currently designates the properties as "Medium High Residential". The petitioner is requesting to amend the future land use map so that the properties are designated as "High Mixed Use". This modification to the future land use map and current zoning designation would allow for the development of street-facing commercial development while still providing necessary housing options into the area. 2100 South serves as an excellent example of a major corridor that could benefit from commercial use at the street level, allowing it to become a vibrant, walkable area. The FB-UN2 zoning would allow these changes while still maintaining an urban neighborhood feel that would be mindful and compatible with the surrounding neighborhood character.

Plan Salt Lake

Plan Salt Lake outlines an overall vision of sustainable growth and development in the city. This includes the development of a diverse mix of uses which is essential to accommodate responsible growth. At the same time, compatibility, that is how new development fits into the scale and character of existing neighborhoods is an important consideration. New development should be sensitive to the context of surrounding development while also providing opportunities for new growth.

Guiding Principles outlined in Plan Salt Lake that would relate to the proposed zone change include the following:

Neighborhoods

Neighborhoods that provide a safe environment, opportunity for social interaction, and services needed for the wellbeing of the community therein.

- *Create a safe and convenient place for people to carry out their daily lives.*
- *Support neighborhood identity and diversity.*
- *Encourage and support local businesses and neighborhood business districts.*
- *Provide opportunities for and promotion of social interaction.*

Growth

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.*

Housing

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.

- *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.*
- *Increase diversity of housing types for all income levels throughout the city.*
- *Increase the number of medium density housing types and options.*
- *Enable moderate density increases within existing neighborhoods where appropriate.*

Air Quality

Air that is healthy and clean.

- *Increase mode-share for public transit, cycling, walking, and carpooling.*
- *Minimize impact of car emissions.*
- *Reduce individual and citywide energy consumption.*

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

Growing SLC: A Five-Year Housing Plan (2018)

Growing SLC (City Housing Plan) adopted in 2018 includes a number of goals and policies that are related to the requested zoning map change. One of the overall and over-arching goals of the Housing Plan is to Increase Housing Options. The requested change is being made in order to develop a mixed-use apartment building. Under the current RMF-45 zoning, the three parcels combined would allow the development of 82 residential dwelling units. If the zoning amendment were approved greater density could be achieved. The applicant states that the greater density allowance of the FB-UN2 zoning would make it financially viable to create smaller, more affordable units. The proposal meets the overall goal of the plan by providing an opportunity to potentially develop additional housing units in the area. Since there is not a specific development plan under consideration with this application, staff cannot provide additional analysis or an assessment of the type of housing that could be provided including details related to housing needs or cost structure.

The Salt Lake City Comprehensive Housing Policy adopted in 2016 is intended to help achieve the following:

- Develop new housing opportunities throughout the City

The proposed zoning map amendment and overall change is aligned with the vision and guiding principles contained in Growing SLC and are supported by the policies and strategies in that document as cited above.

Overall, there are multiple statements in the City's various master plans that promote compatible mixed-use development in appropriate areas of the City as a means of supporting residential neighborhoods. Low-intensity mixed uses tend to add vibrancy and bring a sense of place to an area.

Although the proposal does not meet the future land use map, it is consistent with other policies in the plan and the proposed changes are generally supported by the visions and policies contained in the Central City Master Plan, Plan Salt Lake and Growing SLC. Staff is recommending approval of the zoning change and the change to the future land use map in the Master Plan to designate the property as High Mixed Use from the current Medium High Residential designation and to change the zoning map designation from RMF-45 to FB-UN2 as requested. This issue is also discussed in [Attachment D: Analysis of Standards](#).

Consideration 2: Change in Zoning and Compatibility with Adjacent Properties

Zoning compatibility with adjacent properties generally considers how a change could negatively impact surrounding properties, often in terms of an intensification of use. The addition of a commercial use to a property could potentially have a significant impact to the area. The current RMF-45 zoning of the subject properties doesn't allow for commercial use. The FB-UN2 zoning would allow the introduction of uses such as restaurants, retail or alcohol related establishments. The addition of uses such as these has the potential to have a much greater impact to the surrounding area when compared to the uses allowed under the current RMF-45 zoning. However, when you consider the uses allowed on surrounding properties, the uses allowed in these zones are similar to those allowed in the FB-UN2 zone. In this case, the properties to the east along the north side of 2100 South are zoned CB and allow commercial uses. Additionally, the properties on the south side of 2100 South, located in South Salt Lake, are zoned Commercial Corridor and Professional Office which also allow commercial uses. Therefore, the introduction of uses allowed in the FB-UN2 zone would not be dissimilar to those allowed in the surrounding area. Additionally, the applicant has expressed the desire to lease commercial spaces to local businesses that offer those goods and services desired by the neighborhood, if possible. Examining the future land use map, the likely future transition of the area along 2100 South would be one of mixed uses; therefore, having mixed-use zoning of the subject properties is desirable in the context of future development.

In terms of building height, lot setbacks and massing, the RMF-45 and FB-UN2 zones have similar maximum allowed heights. The existing RMF-45 zone allows for buildings up to 45 feet in height. The proposed change to the FB-UN2 zone would allow for a maximum height of 50 feet; therefore, the proposed zoning amendment would minimally impact adjacent properties. The FB-UN2 zone provides an additional advantage in regard to height limitations for the residents of those houses within the adjacent R-1-5,000 zone. The FB-UN2 zone requires that buildings be stepped back 1 additional foot for every foot of building height above 30 feet along a side or rear property line adjacent to FB-UN1 or any residential zoning district that has a maximum building height of 35 feet or less.

The R-1/5,000 zoning district has a maximum height of 28 feet, so this would require that development on the subject properties adjacent to the R-1/5,000 zones be stepped back if the building eclipses 30 feet in height. The FB-UN2 zone is also generally more restrictive in terms of building design and compatibility. The FB-UN2 zone has far more stringent requirements for building form than that required by the RMF-45 zone. The FB-UN2 district regulates building features such as entries, façade length, building massing and stepbacks, glazing and building materials. The RMF-45 district does not have design standards such as those required in the FB-UN2 zone. By having stricter design control, a more compatible and better overall design would be achieved. The Form based zones seek to create people-oriented places with a variety of housing options as well as options for places to work, shop, dine and provide entertainment all within walking distance of mass transit. A goal of the Central City Master Plan is to “*Support small mixed-use development on the corners of major streets that does not have significant adverse impacts on residential neighborhoods.*” This proposal offers a good opportunity to help achieve that goal by providing the ability to allow commercial uses along 2100 South and adverse impacts on residential neighborhoods will be minimized by the strict design control of the FB-UN2 zoning district.

Located across 200 East to the west is the County High Rise Apartments and the Salt Lake County Government Center. The County High Rise Apartments consist of a 7-story and a 10-story building and are zoned RMF-75 which allows development to a height of 75 feet, well above the height allowed in the FB-UN2. The Salt Lake County Government Center is zoned PL, which, like the RMF-75 zoning district, allows for development up to a height of 75 feet. The greater height allowed on these properties currently has a bigger visual impact to the surrounding area than that which would occur on the subject properties if they were zoned FB-UN2.

Another potential impact that must be heavily considered is parking. For multi-family dwellings, the RMF-45 zoning district requires 1 parking space per 1 bedroom and efficiency dwelling units and 2 parking spaces for each dwelling unit containing 2 or more bedrooms. In contrast, the FB-UN zoning districts do not require parking spaces for any use type.

This can be a concern when adding more residential units as well as outside visitors with the addition of commercial uses to the property. The potential impact of lessened parking requirements can be minimized by access to public transportation. The subject properties are within walking distance of the UTA S-Line station on 300 East and Parley's Trail. Additionally, there are bus stops on the northeast and southeast corners of 200 E and 2100 S. Having easy access to public transportation can reduce tenant and visitor vehicular dependency. Although no parking spaces would be required in the FB-UN2 zoning district, the applicant intends to include parking as part of their development proposal. The intention would be to retain 51 stalls of current parking as well as include underground parking into new development on the properties. The underground parking would add approximately 55-65 parking stalls, bringing the total number of stalls to 106-116 stalls.

It is staff's opinion that the change in zoning from RMF-45 to FB-UN2 would be appropriate and make sense in the context of the area and would provide a logical use of the property given the commercial nature of the surrounding properties in this part of the City and not lead to development that would be incompatible within the context of the area.

DISCUSSION:

The applicant has proposed to rezone the property from the existing RMF-45 to the FB-UN2 zoning designation in order to develop a mixed-use multi-family apartment building on the site. The change in allowed uses is the driving factor in this request as current zoning does not support commercial uses.

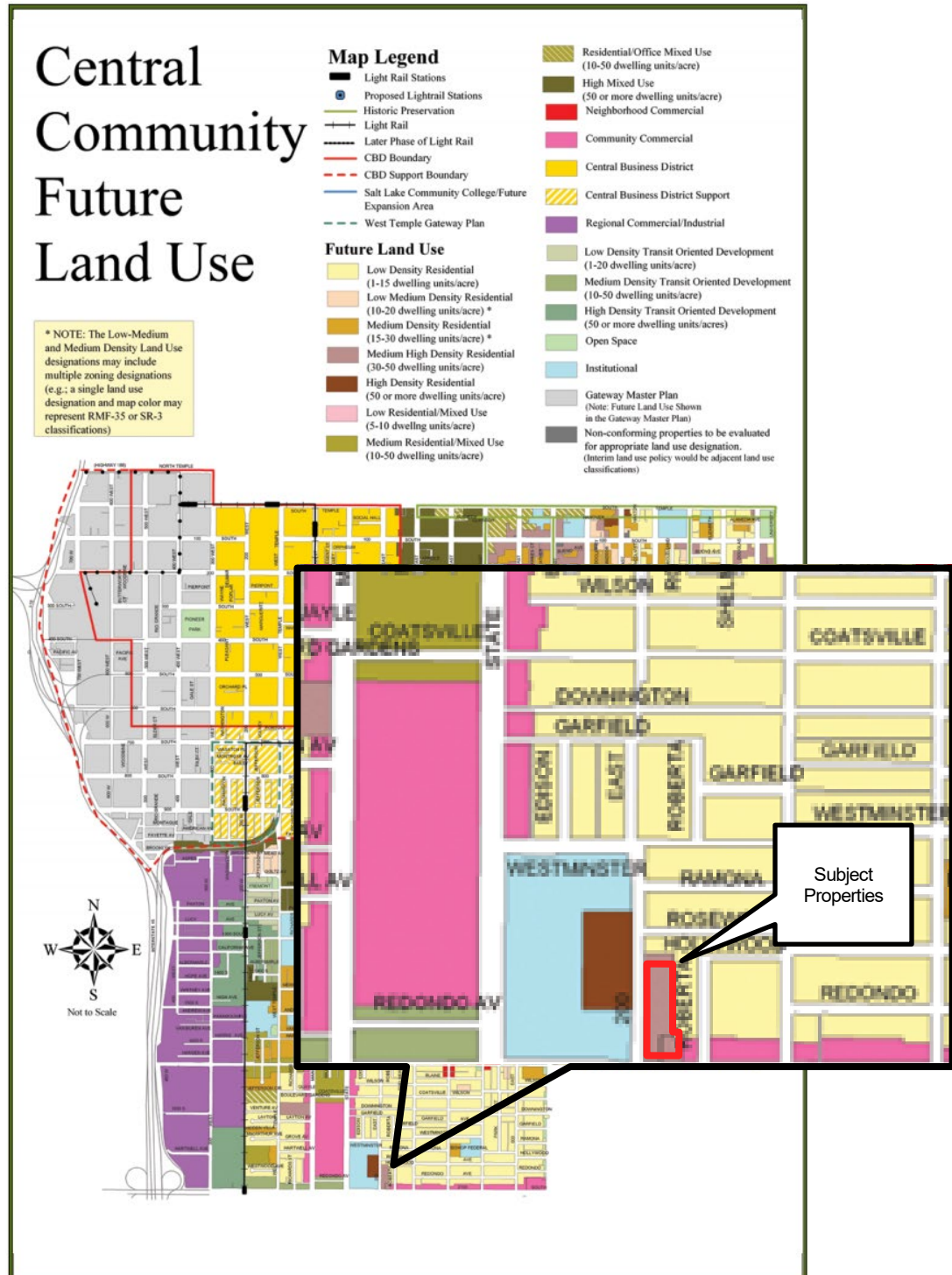
It is staff's opinion that the change in zoning from RMF-45 to FB-UN2 would be appropriate when considered in the context of the area and is recommending approval. Staff is also recommending approval of the master plan amendment in order to provide consistency between the zoning and master plan.

NEXT STEPS:

The Planning Commission's recommendation will be forwarded to the City Council for their consideration as part of the final decision on these petitions. If ultimately approved, the applicant may proceed with the submission of plans for the project. If ultimately denied, the applicant would still be eligible to re-develop or modify the existing development on the property in accordance with the regulations for the existing M-1 zone.

ATTACHMENT A: Future Land Use Map in the Master Plan

Future Land Use Map in the Central Community Master Plan



ATTACHMENT B: Applicant Information

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

Zoning Amendment Application

Purpose of the Zoning Amendment

This is an application to change the zoning of three parcels from RMF-45 to FB-UN2 located along Roberta Street and 2100 South. Two of the parcels belong to one owner, CTAG, LLC ET AL, and will be consolidated into one parcel. They are located at 203-213 E 2100 S (16-18-382-019) and 1991 S 200 E (16-18-382-003). The third parcel is owned by Green Haven Homes, LLC and is located directly adjacent to the other two parcels on 2100 S at 221 E 2100 S (16-19-126-008).

Proposed Use of the Rezoned Property

The property owners are petitioning for this zoning change to facilitate the construction of new mixed-use buildings that will greatly enhance the neighborhood. The FB-UN2 zone is more accommodating of greater residential density which will allow for smaller units and lower rents. The greater density is supported by close access to both the main North to South Trax line and the S-Line (east to West Line). The close proximity to Trax makes this particular neighborhood one of the highest walkable “scored” neighborhoods in the city. Additionally, the ground level of the buildings located along 2100 South will be commercial spaces which will significantly improve that commercial street.

Why Present Zoning is not Appropriate

For various reasons, the existing zoning (RMF-45) is exceptionally limiting for the type of development proposed. The most glaring issue is that it does not allow for mixed-use buildings. Consequently, buildings constructed on the commercial corridor of 2100 South would not be able to provide commercial uses on the ground floor.

The limited density allowed by the current zoning is also a big obstacle to development. The increased density permitted within the FB-UN2 zone would make a future development more financially viable and provide many more units at a greatly reduced price to the public.

The design standards of the FB-UN2 zone are much more stringent than those of the FMF-45 zone. Those standards would require any future buildings to be more attractive and beneficial to the neighborhood.

The zoning change would also provide more flexibility in regards to minimum parking requirements. The subject parcels are located in an area that is highly served by various transit options including major bus routes along both 700 East and 2100 South, and very close proximity to both the Trax station on 2100 South and the S-line. FB-UN2 would allow for less parking which is consistent with an area with so many transit options.

Specific standards for Zoning Amendments are located in 21A.50.050 and I will briefly address them as well. The first two are the following:

1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.

We contend that the proposed map amendment is consistent with the purposes, goals, objectives, and policies of the City as stated through its various adopted planning documents and that it furthers the specific purpose statements of the zoning ordinance. The subject parcels are located within the

boundaries of the Central Community Master Plan. It discusses multi-unit and mixed-use development and has various elements that support the proposed zoning change including, but not limited to, the following:

Residential Land Use Section:

- *RLU-1.0 Based on the Future Land Use map, use residential zoning to establish and maintain a variety of housing opportunities that meet social needs and income levels of a diverse population.*
- *RLU-1.5 Use residential mixed-use zones to provide residential land uses with supportive retail, service, commercial, and small-scale offices and monitor the mix of uses to preserve the residential component.*
- *RLU-3.0 Promote construction of a variety of housing options that are compatible with the character of the neighborhoods of the Central Community.*
- *RLU-3.1 Encourage residential land developers to build housing that provides residential opportunities for a range of income levels, age groups, and family size.*
- *RLU-3.2 Encourage a mix of affordable and market-rate housing for owner occupancy throughout the Central Community. Encourage a mix of rental properties for those who cannot afford or do not choose home ownership.*
- *RLU-4.0 Encourage mixed use development that provides residents with a commercial and institutional component while maintaining the residential character of the neighborhood.*
- *RLU-4.1 Encourage the development of high-density residential and mixed-use projects in the Central Business District, East Downtown, and Gateway areas.*
- *RLU-4.2 Support small mixed-use development on the corners of major streets that does not have significant adverse impacts on residential neighborhoods.*

Commercial Land Use Section

Design and scale of commercial property within or adjacent to residential neighborhoods

The appearance of commercial developments that are adjacent to or surrounded by residential neighborhoods is an important issue. Desirable characteristics are clean storefronts, limited signage, compatible scale and building design, and landscaping that improves and complements the neighborhood character, rather than standardized corporate model buildings and logos. To promote local businesses, regulations should be appropriate but not overly restrictive and allow some design flexibility.

Plan Salt Lake is a broad master plan that covers the entire city. It includes various elements regarding development. Various elements within it support our proposed zoning amendment including the following:

Neighborhoods:

- *Create a safe and convenient place for people to carry out their daily lives.*
- *Support neighborhood identity and diversity.*
- *Encourage and support local businesses and neighborhood business districts.*
- *Provide opportunities for and promotion of social interaction.*

Growth:

- *Locate new development in areas with existing infrastructure and amenities, such as transit and transportation corridors.*

- *Promote infill and redevelopment of underutilized land.*
- *Accommodate and promote an increase in the City's population.*

Housing:

- *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.*
- *Increase diversity of housing types for all income levels throughout the city.*
- *Increase the number of medium density housing types and options.*
- *Enable moderate density increases within existing neighborhoods where appropriate.*

Air Quality:

- *Increase mode-share for public transit, cycling, walking, and carpooling.*
- *Minimize impact of car emissions.*
- *Reduce individual and citywide energy consumption.*

The third standard for Zoning Amendments is:

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

The subject parcels are bounded by streets to the south (2100 South) and the west (200 East). Across the street to the west is a large, tall building within the RMF-75 zone and a parking lot for the Salt Lake County complex within the PL (Public Lands) zone. Across 2100 South is within the jurisdiction of South Salt Lake City and it has zoning which appears to allow a similar mix of commercial and residential uses. The zone to the north is also RMF-45. To the east along 2100 South is CB (Community Business) while the area further north which is accessed via Roberta Street is R-1-5000 (Single Family Residential).

If the proposed map amendment were approved, the affect to adjacent properties would be minimal. The existing RMF-45 zone allows for buildings up to 55 feet in height through the design review process. The proposed change to the FB-UN2 zone would only allow for a maximum height of 50 feet. Therefore. The proposed zoning amendment would not allow for additional height and therefore it would minimally impact adjacent properties.

The FB-UN2 zone provides an additional advantage in regards to height limitations for the residents of those houses within the R-1-5000 zone: Upper Level Step Back. It requires that buildings shall be stepped back 1 additional foot for every foot of building height above 30' along a side or rear property line adjacent to FB-UN1 or any residential zoning district that has a maximum building height of 35' or less.

Setbacks for the existing and proposed zoning are compared in the following table:

	RMF-45 (Existing)	FB-UN2 (Proposed)
Front Yard	Twenty percent (20%) of lot depth, but need not exceed twenty five feet (25') (Front Yard)	No minimum, Maximum 10'

Corner Side Yard	Twenty feet (20') (Multi family and other permitted uses besides single family)	No minimum, Maximum 10'
Interior Side Yard	The minimum yard shall be eight feet (8'); provided, that no principal building is erected within ten feet (10') of a building on an adjacent lot. (Multi-Family)	Minimum of 15' along a side property line adjacent to FB-UN1 or any residential zoning district that has a maximum building height of 35' or less, otherwise no setback required
Rear Yard	The rear yard shall be twenty five percent (25%) of the lot depth, but need not exceed thirty feet (30').	Minimum of 20' along a rear property line adjacent to FB-UN1 or any residential zoning district that has a maximum building height of 35' or less

Both the front yard and corner side yard requirements would be reduced down to between 0-10 feet as the building design indicates. Based on the depth of the existing parcels, the setbacks would be significantly greater than that. The reduced setbacks would pull any new buildings up closer to the sidewalk which would be desirable, particularly along 2100 South. Setbacks would be comparable or greater to what is currently required, which would mean that impacts wouldn't be an issue.

The final two standards for a Zoning Amendment are:

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

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. (Ord. 56-14, 2014)

The only overlay that I'm aware of for the subject parcels is a national historic district. It will have no impact on the proposed development and the proposed zoning change is consistent with it. Also, the existing public facilities and services should definitely be adequate for any development that may occur under the proposed FB-UN2 zone. It would not be significantly different from what the current zoning would allow and it is in an area with adequate resources along a crucial street.

In conclusion, we are of the opinion that our proposal meets all of the requirements for a zoning change that will benefit not only the neighborhood but the entire city. That will be accomplished by:

- Providing many more housing units that can be rented at much lower rates than what would be possible under the current zoning. Salt Lake City is experiencing an extreme housing shortage; particularly for small, affordable units such as those that would be provided with this proposed zone change. Providing great density would benefit both the renters and the city economy.
- Allowing for commercial uses on the ground floor level that improve the 2100 South corridor by providing greater amenities for everyone living and/or visiting the neighborhood.
- Requiring that buildings are designed to meet more stringent design standards that will make structures more attractive, usable, and lessen impacts to existing residents.

ATTACHMENT C: Existing Conditions



Former Georgia Apartments being rehabilitated. View looking southeast. (203 E 2100 S)



Former Georgia Apartments being rehabilitated. View looking southeast. (203 E 2100 S)



Parking lot for the former
Georgia Apartments (203 E
2100 S)



Residential dwelling
proposed to be demolished.
(1991 S 200 E)



Property at 221 E 2100 S.



Multi-family development
(1962 *S 200 E*)



Salt Lake County
Government Center and
associated parking lot
(2001 S State St.)



Examples of nearby mixed
and commercial uses.



Examples of nearby mixed and commercial uses.



Examples of nearby mixed and commercial uses.

ATTACHMENT D: ANALYSIS OF STANDARDS

MASTER PLAN AMENDMENTS

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

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

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

ZONING MAP AMENDMENTS

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

Factor	Finding	Rationale
1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;	Complies with Master Plan policy statements but does not comply with Future Land Use Map. A petition for a Master Plan amendment has also been submitted as part of this request.	<p>The Central Community Master Plan (CCMP) encourages mixed use development that provides residents with a commercial and institutional component while maintaining the historic residential character of the neighborhood. Staff believes that based on the existing land uses, surrounding land uses, and the applicant's general proposal, rezoning the subject parcels to FB-UN2 is appropriate for the following reasons:</p> <ul style="list-style-type: none">• The properties' current zoning already allows multi-family development. The purpose of the proposed zone change would be to allow for a commercial element within a multi-family development. The properties directly to the east along 2100 South are zoned CB which allows commercial uses. The properties to the south are zoned to allow commercial and office uses as well. The introduction of commercial uses to the subject properties would not have a significant negative effect to the surrounding area.• The strict building form and design standards would lend to a product that would ultimately be more compatible with the character of the neighborhood. The current zoning does not have such design requirements.

		<ul style="list-style-type: none"> Mixed-use development at this location can both serve the surrounding residents and act as a buffer between public and private realms <p>The proposed change in zoning is not consistent with the future land use map. However, it is consistent with other policies in the plan and the proposed changes are generally supported by the visions and policies contained in the Central Community Master Plan and staff is recommending approval. This is discussed further under Consideration #1 – City Master Plans.</p> <p>In the overall balance, Staff believes that based on the existing land uses, development pattern and the adopted City plans and policies, that rezoning the parcel to FB-UN2 is appropriate for the following reasons:</p> <ul style="list-style-type: none"> The property is located along an arterial street (2100 South) with CB zoning being the predominant classification on the northeast side of the street as well as Commercial Corridor and Professional Office (South Salt Lake zoning designation) to the south. The zoning change will not substantially increase current or potential impacts on the site and would not be out of character with the area. <p>The proposed change in zoning is not consistent with the future land use map. However, it is consistent with other policies in the plan and the proposed changes are generally supported by the visions and policies contained in the Central Community Master Plan as well as other City plans and policies. All adopted plans and policies must be considered when determining if a proposal is appropriate. After considering all applicable plans and policies, it has been determined that the proposed amendment to the zoning map and future land use map would be appropriate. As such, staff is recommending approval.</p>
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.	Complies	<p>The purpose of the Zoning Ordinance is to promote the health, safety, morals, convenience, order, prosperity and welfare of the present and future inhabitants of Salt Lake City, to implement the adopted plans of the city, and, in addition:</p> <ul style="list-style-type: none"> A. Lessen congestion in the streets or roads; B. Secure safety from fire and other dangers; C. Provide adequate light and air; D. Classify land uses and distribute land development and utilization; E. Protect the tax base; F. Secure economy in governmental expenditures; G. Foster the city's industrial, business and residential development; and H. Protect the environment. (Ord. 26-95 § 2(1-3), 1995) <p>The proposed zone change from RMF-45 to FB-UN2 would support the purposes of the zoning ordinance found in Chapter 21A.02.0303: Purpose and Intent as outlined above. The change would help to distribute land and how it's utilized (D.), while helping to support the city's residential and business development (G.)</p>
3. The extent to which a proposed map amendment	Complies	<p>The proposed FB-UN2 zoning district would allow a mix of land uses that are not currently allowed by the RMF-45 zoning but is similar to what could occur on adjacent commercially zoned properties. The development standards in the FB zoning districts are intended to encourage the</p>

<p>will affect adjacent properties;</p>		<p>development of urban neighborhoods with a place to work, live, play, and invest through higher quality form and design. The design standards in the zone are intended to facilitate appropriately scaled buildings that respect the existing character of the neighborhood while creating people-oriented places. The stricter FB-UN2 design requirements offer the potential to have less impactful building design than what is permitted with the current RMF-45 zoning.</p> <p>Given the likely future transition of the area into one of mixed uses, having mixed-use zoning along 2100 South is desirable in the context of future development. Mixed-use zoning is the predominant zoning of this area along 2100 S and this proposal would not create an adverse impact. While there is some potential for impact on surrounding residential property, it is not in excess of that which would be experienced by residents with potential development under the current zoning.</p> <p>The FB-UN zones do not require parking for any use type. The potential impact of a reduction in required parking can be minimized through utilization of public transportation. The subject properties are within walking distance of the UTA S-Line station on 300 E and Parley's Trail. Additionally, there are bust stops on the northeast and southeast corners of 200 E and 2100 S. Having easy access to public transportation can reduce tenant and visitor vehicular dependency. Although no parking spaces would be required in the FB-UN2 zoning district, the applicant intends to include parking as part of their development proposal. The applicant intends to include approximately 106-116 parking stalls for the entire development.</p>
<p>4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards</p>	<p>Complies</p>	<p>The subject properties are located in the Liberty Wells National Historic District. Salt Lake City does not regulate the historic requirements for properties within national historic districts.</p>
<p>5. The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.</p>	<p>Complies</p>	<p>The proposed development of the subject properties was reviewed by the various city departments tasked with administering public facilities and services.</p> <p>The city has the ability to provide services to the subject property. Any infrastructure upgrades will be evaluated with a specific site development plan. Infrastructure may need to be upgraded at the owner's expense in order to meet specific City requirements for future development or redevelopment of the site.</p>

ATTACHMENT E: Public Process and Comments

Public Notice, Meetings, Comments

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

- Notice of the project and request for comments sent to the Chair of the Liberty Wells Community Council on February 22, 2021.
- Staff sent an early notification announcement of the project to all residents and property owners located within 300 feet of the project site on February 22, 2021 providing notice about the project and information on how to give public input on the project.
- Staff held a virtual Open House for the project on the Salt Lake City website to solicit comments.
- The Liberty Wells CC invited staff and the applicant to attend their March 10th meeting where the applicant discussed their proposal. Staff was on hand to discuss any planning related questions. The intent of the proposal proposed uses and parking were discussed.
- To date, no comments have been submitted by the Liberty Wells CC related to this proposal.

Notice of the public hearing for the proposal included:

- Public hearing notice mailed on April 30, 2021
- Public hearing notice sign posted on property: April 30, 2021
- Public notice posted on City and State websites and Planning Division list serve: April 30, 2021

Public Input:

- At the time of this publication, staff has received two public comments. One comment was against the proposal, the other was in favor.
- Any additional comments received after the publication of the staff report will be forwarded to the Planning Commission.

From: [george.chapman](#)
To: [Earl, Christopher](#)
Subject: (EXTERNAL) Comments against Petition Number: PLNPCM2021-00029 & PLNPCM2021-00104
Date: Monday, February 22, 2021 4:25:03 PM

Form Based zones do not have parking requirements and previous projects that had FB requests were adamantly opposed by the community and neighbors. City Council already concerned about lack of parking in Form Based zones. This project is not good for the neighborhood. Form Based zones were supposed to be next to TRAX, not in the middle of a single family area (to the north east).

George Chapman, 1186 S 1100E, SLC

From: [Nicholas Frederick](#)
To: [Earl, Christopher](#)
Subject: (EXTERNAL) PLNPCM2021-00093 & PLNPCM2021-00104
Date: Tuesday, March 2, 2021 6:37:18 PM

Chris Earl,

I live at 231 Rosewood Ave in Salt Lake City and am in favor of the proposed zoning change. My hope is that the mixed use will have high density housing as well as commerce, with priority given to high density housing. Our neighborhood is well connected to UTA transit along with major streets and could certainly handle more residents as well as commerce.

Best,

-Nick Frederick

ATTACHMENT F: Department Comments

Fire (Doug Bateman at douglas.bateman@slcgov.com)

No issues with the zoning amendment

Engineering (Scott Weiler at scott.weiler@slcgov.com)

No objections.

Transportation (Michael Barry at michael.barry@slcgov.com)

There are no objections from Transportation.

Public Utilities (Jason Draper at jason.draper@slcgov.com)

Public utilities does not have any objections to the zoning and master plan amendment. The applicant should be aware that increased density and mixed use will likely require utility improvements. This site may need water system upgrades and/or storm drain improvements in 200 East and/or streetlight upgrades.

Building (Steven Collett at steven.collett@slcgov.com)

Building Code has no issues with the Zoning Amendment.

All construction within the corporate limits of Salt Lake City shall be per the State of Utah adopted construction codes and to include any state or local amendments to those codes. RE: Title 15A State Construction and Fire Codes Act.

Zoning (Scott Browning at scott.browning@slcgov.com)

I see no problems with this rezone, however whatever it is rezoned to by them, they need to make sure that their proposed building forms are a permitted use and permitted building form in the FB-UN2 zoning district.