



Staff Report

PLANNING DIVISION
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: Nick Norris Planning Director

Date: December 1, 2021

Re: PLNPCM2021-01007 Sugar House Community Plan Future Land Use Map Amendment and
PLNPCM2021-00914 Zoning Map Amendment

Master Plan and Zoning Map Amendment

PROPERTY ADDRESS: 1085 Simpson (2 parcels with the same address), 1095 Simpson, 1097 Simpson and 1104 Sugarmont Drive.

PARCEL ID: 16-20-252-001; 16-20-252-002; 16-20-252-005; 16-20-252-003; 16-20-252-004

MASTER PLAN: Sugar House Community Plan

ZONING DISTRICT: Current zoning designation is PL Public Lands, proposed zoning designation is CSHBD1 Sugar House Central Business District

MEETING DATE: December 8, 2021

REQUEST: Mayor Erin Mendenhall has initiated an amendment to the Sugar House Community Master Plan and the Salt Lake City Zoning Map for properties located at 1085 Simpson (2 parcels with the same address), 1095 Simpson, and 1104 Sugarmont Drive. The proposal would modify the future land use designation in the Sugar House Community Plan from "Public Lands and Institutional" to "Business District Mixed Use Town Center Scale" and the zoning map from PL Public Lands to CSHBD-1 Central Sugar House Business District 1. The purpose of the proposal is to facilitate the future development of the site. No development proposals are being considered at this time. The property is in City Council District 7, represented by Amy Fowler.

RECOMMENDATION: Based on the information in this staff report and the factors to consider for zoning map, Planning Staff recommends that the Planning Commission forward a positive recommendation to the City Council regarding this proposal.

ATTACHMENTS:

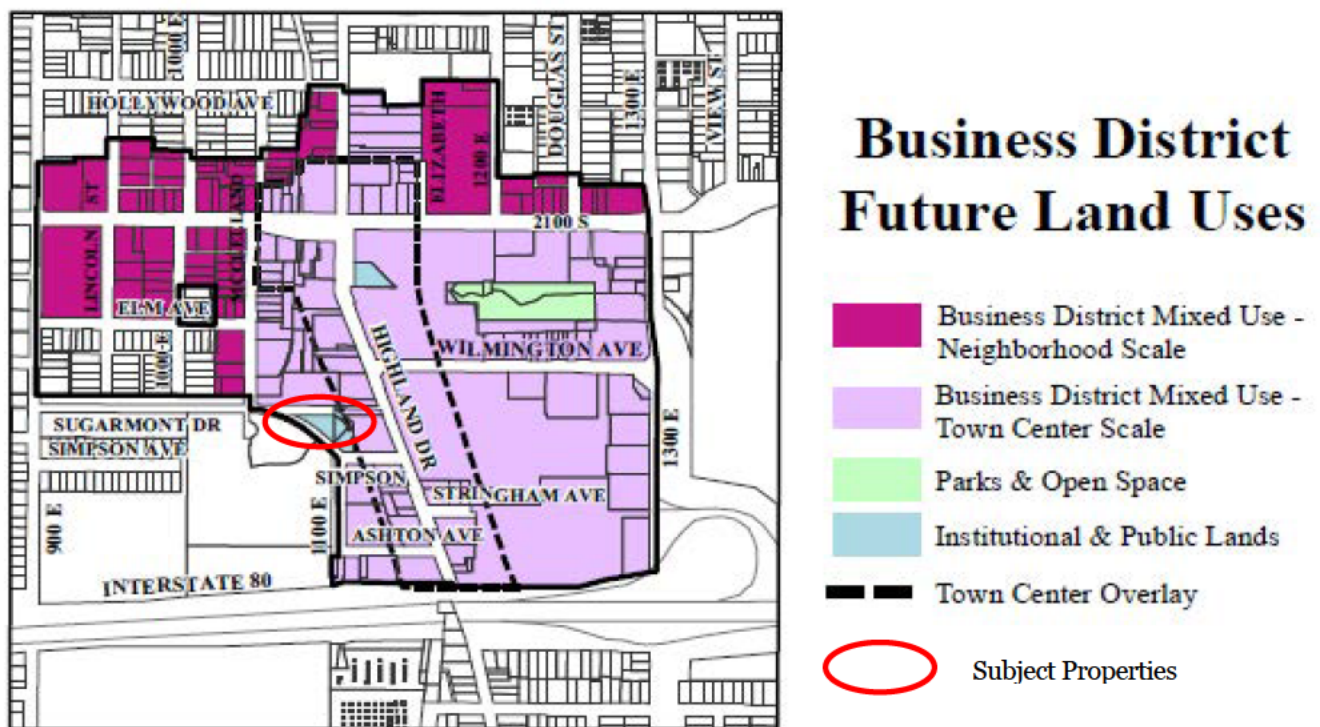
- A. Vicinity Map
- B. Existing Conditions
- C. Analysis of Standards
- D. Public Process and Comments
- E. Dept. Comments

PROJECT DESCRIPTION:

This proposal would change the future land use map found in the Sugar House Community Master Plan from “Public Lands and Institutional” to Business District Mixed Use Town Center Scale” and change the zoning map from PL Public Lands to CSHBD1 Sugar House Central Business District 1. The purpose for the proposal is to consolidate the subject properties with the property to the east for future development. There is no development proposal associated with this request.

The property currently contains two buildings: one was the former fire station for the Sugar House neighborhood, and one contains a maintenance building for the business improvement district that maintains public spaces in the area.

Future Land Use Map Changes



The subject property is located within the area covered in the Sugar House Community Plan. This plan was adopted in 2005. The future land use map designates the subject property as “Public Lands and Institutional.” This designation is intended for public uses such as the prior use, places of worship, schools, and other similar uses. Since the plan was adopted, the city has constructed a new fire station to serve the area that is located at 2425 South 900 East.

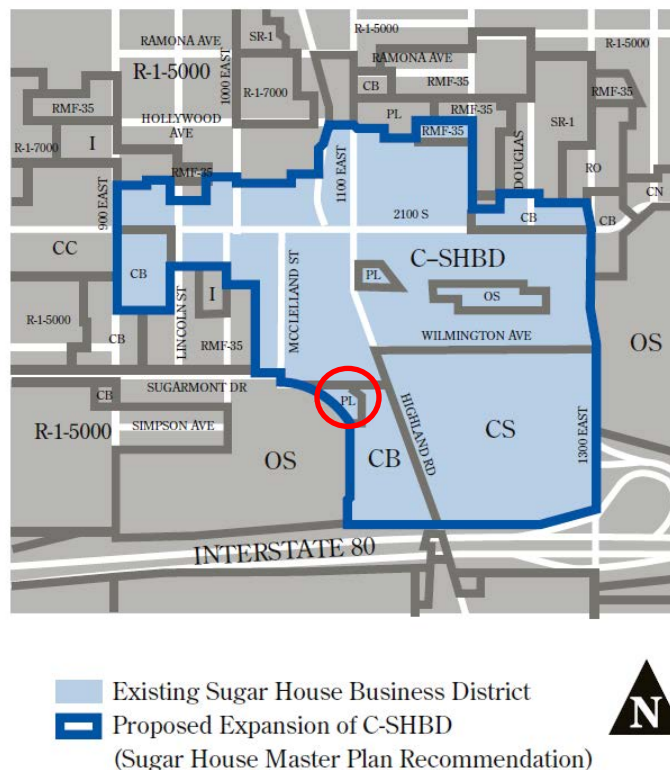
Town Center Scale Mixed Use

The Town Center orients around the Sugar House Monument Plaza and creates a strong urban center to the district with businesses oriented directly to the street. Uses include retail, commercial, and office uses with a broad mix of small and large tenants. Office development offers a business-like atmosphere with a variety of office configurations, as well as convenient amenities and comfortable outdoor gathering spaces shaped by building placement. The Town Center scale focuses around a transit/pedestrian oriented commercial/retail with a strong street presence; wide sidewalks, street

furnishings, lighting, and landscaping or a delineated and developed open space system of the same character. The street level businesses are commercial and retail in nature, while the upper levels can be either residential or office depending on compatibility of the adjacent uses. Town Center Scale Mixed Use occurs primarily in the core area of the Business District surrounded by the Neighborhood Scale Mixed Use.

The Sugar House Community Plan also includes a section about the expansion of the Sugar House Business District. The expansion area recommended in the plan includes the subject property (the map below can be found on Page 16 of the plan). The subject property is within the red circle on the map. Based on this, the plan supports the proposal to officially change the designation on the future land use map and the zoning map to align with the recommendations in the Sugar House Community Plan. The future land use map in the Sugar House Community Plan is proposed to be updated so that it matches the surrounding property and reflects the zoning. Furthermore, the update helps implement the plan by matching the proposed expansion of the Sugar House Business District.

Sugar House Business District Proposed Boundary Map

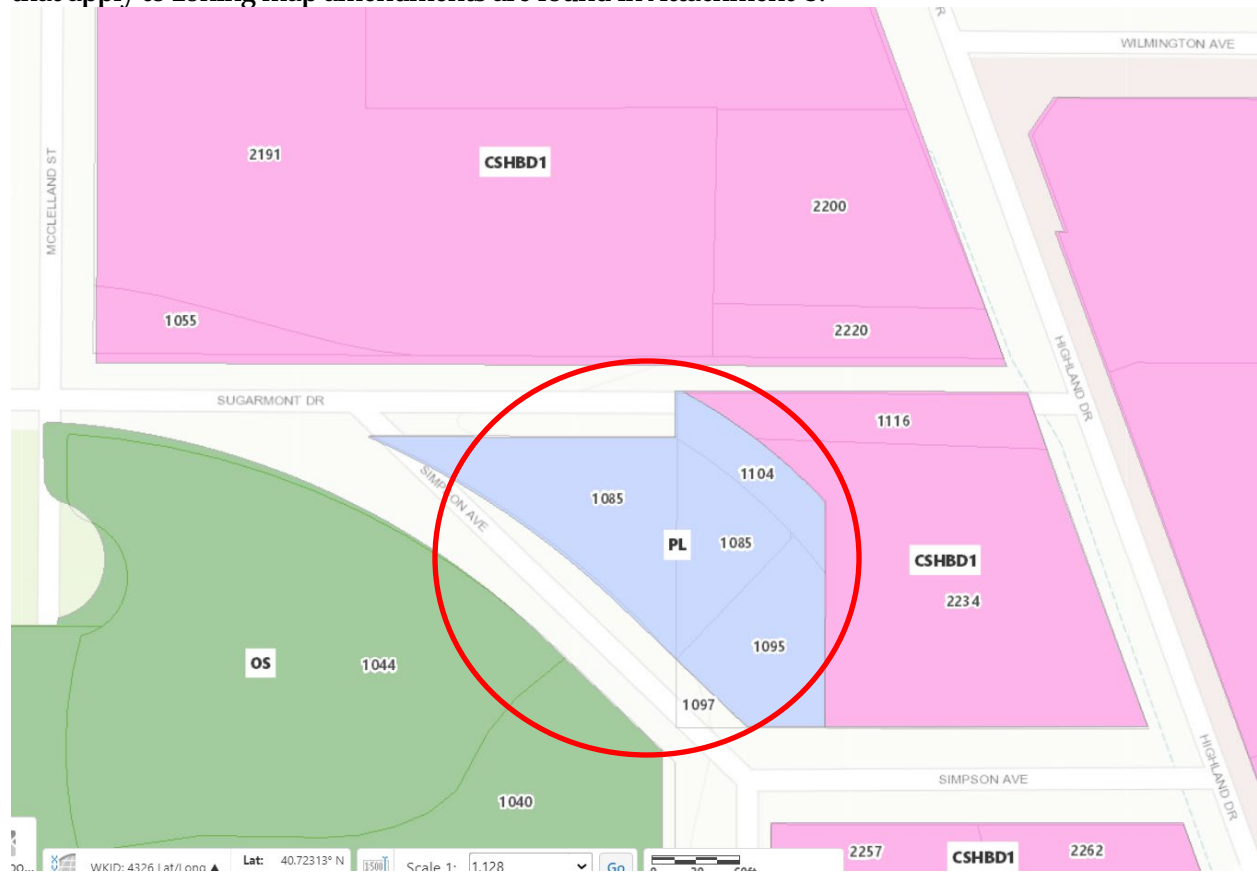


Proposed Zoning Map Amendment

The purpose of the zoning map amendment is to match the zoning of the property directly to the east, which is also owned by the Redevelopment Agency of Salt Lake City. The intent is to combine the properties and then develop the site.

A proposal to amend the zoning map of the city is subject to the factors found in 21A.50 of the Zoning Code. It is important to note that the factors are not standards and that the proposal does not need

to comply with each factor listed. This is considered a legislative action and the Planning Commission is legally required to make a recommendation to the City Council. The standards from 21A.50.050 that apply to zoning map amendments are found in Attachment C.



The subject property (indicated in the red circle) is proposed to change from PL to CSHBD1

PUBLIC INPUT

This proposal is subject to the 45-day engagement process outlined in City Code. Notice was provided to the surrounding property owners and the Sugar House Community Council on September 27, 2021. The 45-day public input period ended on November 12, 2021. The proposal was presented to the Sugar House Community Council Land Use Committee on October 11, 2021. The Sugar House Community Council provided a letter outlining their position that can be found in attachment D. Several other comments were submitted to the Sugar House Committee Council that can also be found in attachment D. The comments are summarized below:

- Sugar House Community Council: The community council stated, “We believe this change is consistent with the purposes, goals, objectives, and policies of the City through the Sugar House master plan.” The letter does not identify any issues to consider with the proposal.
- Other Public Comments received:
 - it makes sense to rezone the property to match the zoning of the parcel to the East.
 - the rezoning should be approved, but not for more luxury apartments and would prefer a truly community-oriented project for everyone.
 - Would love the site to be a senior center.
 - Would prefer to see the site be retained as public lands and used for open space, a public plaza, or some other public amenity that can service the growth in the neighborhood.
 - Should be an extension of the Fairmont Aquatic Center, Sugar House needs a rec center.

Response to Public Input: The proposal does not include any development proposals at this time, but it is highly likely that a future project would be a mixed-use development that includes housing and commercial uses. It is highly likely that the site will be used as open space given the proximity to Fairmont Park and the S Line, but the opportunity for some public space on the site and the site to the east would be possible with the proposed zoning change. Those details will be determined by the Salt Lake City Redevelopment Agency. The RDA Board ultimately determines what sort of community benefits and uses are included in an RDA project. The RDA Board holds public hearings and receives public input on these proposals. Those that are interested in providing input on the future development are encouraged to visit the RDA website to learn more about RDA projects and for ways to be involved: <https://slcrda.com/>

The proposal has not been modified based on the public comment received as of November 29, 2021 and there are no proposed modifications being recommended by the Planning Division.

IMPACTS:

The proposal is not anticipated to have significant impacts to the area. No existing residents or businesses will be displaced by this proposal. The existing Sugar House Business District facility will have to be relocated or included in the future development of the site. That is an issue that can be resolved by the RDA and the Public Services Department and does not require any specific action or recommendation from the Planning Commission.

NEXT STEPS:

The City Council is the final decision maker regarding zoning map amendments and will consider the proposal regardless of the Planning Commission's recommendation. If approved by the City Council, the RDA would likely start the process of seeking out a development partner to come up with a development plan for the property. Any future development would have to comply with the zoning approved by the City Council and any conditions or agreements decided by the City Council. It is typical that developments using RDA land and/or resources to include requirements that align with city goals. Common examples of requirements include affordable housing units, public space, energy efficiency, and other benefits that are determined as part of the solicitation for development. These are just examples and no decisions have been made regarding what may be required in any development proposal.

ATTACHMENT A: VICINITY MAP



Subject property outlined in red

ATTACHMENT B: Existing Conditions

Current Zoning: PL Public Lands

Proposed Zoning: CSHBD Sugar House Business District 1

CSHBD1 Purpose Statement: The purpose of the CSHBD Sugar House Business District is to promote a walkable community with a transit oriented, mixed use town center that can support a twenty-four (24) hour population. The CSHBD provides for residential, commercial and office use opportunities, with incentives for high density residential land use in a manner compatible with the existing form and function of the Sugar House master plan and the Sugar House Business District.

Allowed Uses: a mix of uses typically found in an urban neighborhood such as this. Dense residential buildings, ground floor commercial uses on primary streets, a mix of retail and restaurants, office buildings, retail service, and public uses are found in the business district.

Building Height varies based on the use. Residential buildings can potentially be as tall as 105 feet. Nonresidential uses are limited to 30 feet. Mixed use buildings that contain residential can go up to 105 feet in some instances.

Setbacks: There are no minimum setbacks in the zoning district. There is a maximum setback of 15 feet, which means no building can be more than 15 feet from a front property line.

Public Review Processes:

- Conditional Uses: some uses are required to obtain conditional use approval and are subject to a 45-day early engagement period.
- Design Review if buildings are over a certain height or over a certain square footage the 45-day engagement period applies. Minor modifications to a building design standard are not subject to the 45-day engagement period.

Surrounding Properties

	Future Land Use	Current Zoning	Current Use
East	Business District Mixed Use Town Center Scale	CSHBD1	Commercial (vacant building)
South	Business District Mixed Use Town Center Scale	CSHBD1	Commercial
West	Open Space	Open Space	Fairmont Park and Fairmont Aquatic Center
North	Business District Mixed Use Town Center Scale	CSHBD1	Apartments, Commercial

CSHBD1 Zoning Summary

21A.26.060

Purpose Statement

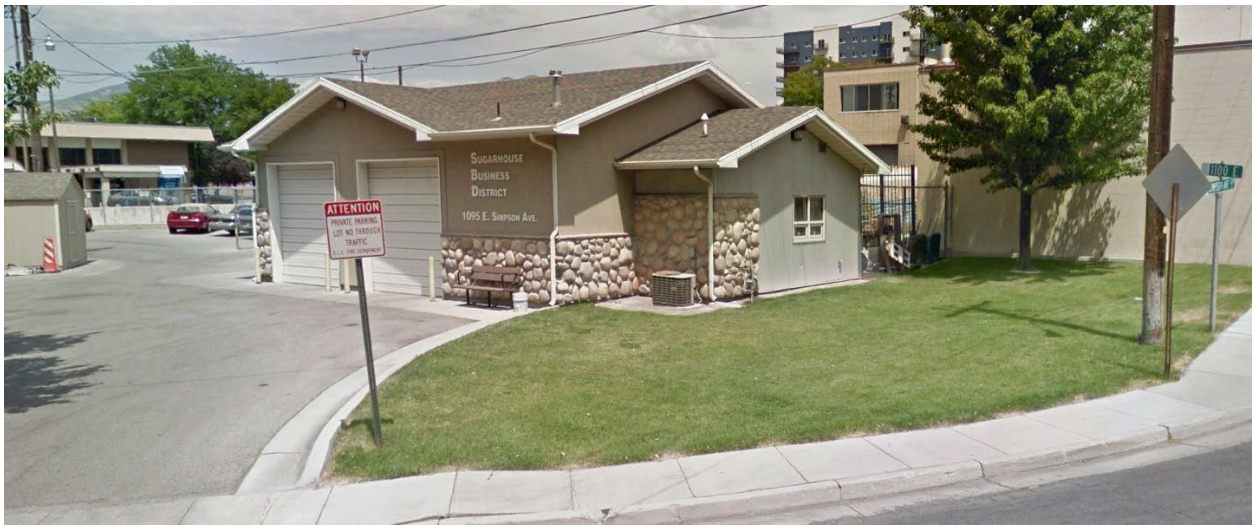
To promote a walkable community with a transit oriented, mixed use town center that can support a twenty-four (24) hour population. The CSHBD provides for residential, commercial and office use opportunities, with incentives for high density residential land use in a manner compatible with the existing form and function of the Sugar House master plan and the Sugar House Business District.

CSHBD Lot and Yard Standards						
Lot Width	Lot Area	Front/Corner Side Yard	Interior Side Yard	Rear yard	Building Coverage	Buffer Yard
None required	None required	None required Max setback of 15 feet	None required	None required	No maximum	Next to any residential zone: 7-foot landscaped yard Next to Single Family: one additional foot setback for every 3 feet in height over 30 feet

CSHBD Building Height Standards			
Lot Width	Minimum Height	Maximum Height	Design Review
Residential Uses	No minimum	105 feet	When over 50 feet in height or if building is over 20,000 square feet in size
Non-Residential Uses	No minimum	30 feet 75 feet if equal amount of nonresidential and residential square footage 105 feet if 90% of parking is structured and residential uses are provided off -site	When over 50 feet in height or if building is over 20,000 square feet in size

CSHBD Ground Floor Use Requirements
Must be residential, retail goods establishments, retail service establishments, public service portions of businesses, restaurants, taverns/brewpubs, bar establishments, art galleries, theaters or performing art facilities

Site Photos



ATTACHMENT C: 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
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;	The proposal is consistent with this factor and helps implement the Sugar House Community Plan.	The Sugar House Community Plan includes a map that recommends an expansion area for the Sugar House Business District. The subject properties are within that identified expansion area.
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.	The proposal furthers the specific purpose statements of the zoning code.	The purpose of the zoning ordinance is identified in section 21A.02 of the Zoning Code. The purposes include several purposes and intents that align with this proposal, including purposes D, E, F, and G (including classifying land uses and distribution of land development and utilization, protecting the tax base, secure economy in government expenditures, and foster the city's industrial, business, and residential development.). Therefore, the proposal is generally consistent with the purposes of the zoning ordinance.
3. The extent to which a proposed map amendment will affect adjacent properties;	The proposal does not negatively affect any adjacent properties.	The property is a triangle shaped piece of property bounded on two side by public streets and on one side by property that is also zoned CSHBD1. The properties to the east, north, and south are all zoned CSHBD1. The Fairmont Aquatic Center is directly to the west, with the back of the building facing the street There is not direct impact to any adjacent properties.
4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards	Future development must comply with the applicable standards in the applicable overlay districts.	The subject property is in the Groundwater Source Protection Secondary Zone. This is considered a recharge area, which means that storm water is regulated to prevent harmful materials from reaching aquifers. During the permit process, public utilities will review the development plans and ensure that standards are in place to comply with the overlay.
5. The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks		The proposal was routed to multiple City Departments and Divisions for review. No comments were provided that indicate that the public facilities

and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.		and services are inadequate to serve future development.
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ATTACHMENT D: Public Process and Comments

The proposal was sent to the Sugar House Community Council on September 27, 2021 with a 45-day comment period that expired on November 12, 2021. The Sugar House Community Council Land Use Committee met on October 11, 2021 to discuss the proposal. The Sugar House Community Council provided a letter of support for the proposal and included comments received related to the proposal. Those comments follow.



November 1, 2021

TO: Salt Lake City Planning Commission

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

RE: PLNPCM2921-00914 (zoning amendment) Master Plan Change

The proposal is to rezone 1085 (Simpson Avenue - two parcels), 1095 Simpson Avenue, and 1104 Sugarmont Drive from PL Public Lands to CSHBD-1 Business District Mixed Use Town Center Scale. This would allow the parcel to redevelop along with the adjoining parcel at 2226 Highland Drive, the site of the former Deseret Industries Building in Sugar House. That parcel is already zoned CSHBD-1. This issue was heard at the October 11 meeting of the Sugar House Community Council (SHCC), and we have been soliciting comments from the Land Use Committee and the greater community by putting this in the SHCC newsletter. We have received just a few, and they are attached.

We believe this change is consistent with the purposes, goals, objectives and policies of the City through the Sugar House Master plan. To leave these three parcels PL would make the parcels very difficult to redevelop and they could sit vacant for many years. Changing it to the CSHBD-1 zone means that the extra land can be utilized within the bigger parcel, to enhance the larger project. It could be an outdoor plaza, or a community garden to be used by the tenants of the larger building. With the streetcar going on either the north or south side, it opens up lots of possibilities for a transit area business district, like magazines, books, flowers, bakery, to enhance the plaza of the larger buildings. There would be a myriad of opportunities for a productive use, rather than isolated as a small, funny shaped parcel.

Public facilities are adequate for this parcel. We ask that you approve this request and update the future land use map found in the Sugar House Community Master Plan.

Enclosures

Comments from the neighborhood

**COMMENTS ON THE REZONE OF OLD FIRE STATION #3 FROM
INSITUTIONAL PUBLIC LANDS TO CSHBD1**

From: Rebecca Wing Davis <[REDACTED]><1564 E Blaine Ave, SLC UT 84105>

Subject:Rezone the Old SH Fire Station to CSHBD2

I think it makes sense to rezone the property where the Sugar House Fire Station was located to match the zoning of the parcel to the east.

Thank you.

Rebecca Davis

I feel that the rezoning should be approved, and NOT FOR MORE LUXURY APARTMENTS!!!!!!! That space should be used for a truly community- oriented project for EVERYONE. Thea Brannon

Udi, sorry I have not replied earlier, but have just been busy. I will try to log on for tonite's meeting. Regarding the Di/Fire Station parcel, I think I once told you that I would love for it to be a senior center(I never did follow through and call a county commissioner with that idea, but will get to it).

PatsyMcNamara

REZONE old SH Fire Station from Instituional and Public Lands to Cshbd1

From: Dayna McKee [REDACTED]>

Subject:Rezone the Old SH Fire Station to CSHBD2

I would prefer to see this parcel retained as public lands and used for open space, a public plaza, or some other public amenity that can service the ever-growing density in the neighborhood.

Thank you.

Norris, Nick

From: Judi Short <judi.short@gmail.com>
Sent: Wednesday, November 3, 2021 10:36 AM
To: Norris, Nick
Subject: (EXTERNAL) Fwd: Rezone the Old SH Fire Station to CSHBD2

Here is an additional comment about the fire station rezone. Judi

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

From: Heather Hendrikse [REDACTED]
Date: Tue, Nov 2, 2021 at 10:39 PM
Subject: Rezone the Old SH Fire Station to CSHBD2
To: [REDACTED]

From: Heather Hendriksen [REDACTED]
Subject: Rezone the Old SH Fire Station to CSHBD2

The former fire house and Deseret Industries should be turned into an extension of Fairmont Aquatic center making it an actual rec center similar to the county facilities throughout the county. Sugar House needs a county rec center. Ideas could include a basketball court with an indoor track, racquetball courts, fitness and weight equipment. I wonder if you could even close the road behind the aquatic center and build a little bigger since there's a road next to the apartments being built where Granite Furniture used to be.

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This email was sent from a contact form on Sugar House Community Council (<https://www.sugarhousecouncil.org>)

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Judi Short
[REDACTED]

ATTACHMENT E: Department Comments

The proposal was routed to the following Departments. The comments that follow are what was provided.

- Building Services (Heather Gilcrease): No comments provided
- Economic Development (Lorena Rizzo Jenson) Business Development supports the zoning change to “Business District Mixed Use Town Center Scale,” and encourages that the zoning changes promotes commercial space and especially small-scale retail.
- Engineering (Scott Weiler): Engineering has no objections to this.
- Transportation (Kevin Young) No comments provided
- Public Utilities (Jason Draper): No utility objections to the proposed master plan and zoning map amendment. Redevelopment of this property may require relocation of storm drain facilities and may require utility improvements for water and sewer service.
- Police Department (Lamar Ewell): no comments provided
- Sustainability (Debbie Lyons) No comments provided
- Parks and Public Lands (Kristen Riker) No comments provided
- Public Services (Lorna Vogt): Inquired about how the zoning change impacts the existing maintenance building for the Sugar House Business Improvement District. The use is considered a conditional use in the proposed zone and if relocated to another site in the zoning district would need a new conditional use. If incorporated into a new development it may require a new conditional use.
- Redevelopment Agency (Danny Walz); no direct comments provided; however, the RDA owns the property and requested the zoning change.