



Staff Report

PLANNING DIVISION

DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission
From: Katia Pace, Principal Planner, 801-535-6354 or katia.pace@slcgov.com
Date: April 13, 2022
Re: Master Plan PLNPCM2021-01242 and Zoning Map Amendments PLNPCM2021-01202

Master Plan and Zoning Map Amendments

PROPERTY ADDRESS: 16 South 800 West

PARCEL ID: 15-02-226-010-0000

MASTER PLAN: North Temple Boulevard Plan

ZONING DISTRICT: Urban Neighborhood Station - Transition (TSA-UN-T)

REQUEST:

Salt Lake City has received a request from TAG SLC, owner under contract, requesting a master plan and a zoning map amendment to allow the development of a mixed-use building, the Sawtooth TAG, located at approximately 16 South 800 West. The proposed master plan and zoning amendments are subject to the following applications:

- a. **Zoning Map Amendment** – The applicant is requesting to change the zoning to Urban Neighborhood Station - Core (TSA-UN-C) which would allow a maximum height of 75 feet. Additional height is wanted from what is allowed in the current zoning district, Urban Neighborhood Station - Transition (TSA-UN-T), with a maximum height of 50 feet. Case number **PLNPCM2021-01202**
- b. **Master Plan Amendment** - the North Temple Boulevard Plan shows the subject property as Transition. To allow for the zoning map to be changed, the master plan will need to show the parcel to be in the Core area. Case number **PLNPCM2021-01242**

RECOMMENDATION:

Based on the information and findings listed in the staff report, it is the Planning Staff's opinion that the request does not meet the applicable standards of approval and therefore recommends the Planning Commission deny the request.

ATTACHMENTS:

- A. [ATTACHMENT A: Vicinity Map](#)
- B. [ATTACHMENT B: Applicant's Narrative](#)
- C. [ATTACHMENT C: Property & Vicinity Photos](#)
- D. [ATTACHMENT D: Master Plan & Zoning Map Amendment Standards](#)
- E. [ATTACHMENT E: Public Process & Comments](#)
- F. [ATTACHMENT F: Department Review Comments](#)

PROJECT DESCRIPTION

The site for the TAG Sawtooth Multifamily Project, 16 South 800 West, is in the Euclid neighborhood located on the corner of 800 West and the freight rail line tracks on South Temple. It's surrounded by manufacturing and light industrial uses, it's adjacent to the Folsom Trail to the south and approximately ¼ mile from the 800 West Station TRAX station. The site is approximately .88-acre (38,333 square feet) parcel and is currently vacant.

The applicant proposes to create a project that would fully engage with the Folsom Trail. The Folsom Trail is a planned off-street, paved walking & bicycling path connecting the Jordan River Parkway Trail to Downtown SLC. It's planned to follow a former rail corridor from 500 West at North Temple to the Jordan River Bridge and Fisher Mansion near 200 South. The Folsom Trail provides an opportunity to create a focal point in the Euclid neighborhood and it would improve the overall connectivity of the Station Area, Downtown and the Jordan River Parkway.



Zoning Amendment

The proposed project is for a mixed-use building with a 2-floor podium ground floor parking and retail and 5 floors with approximately 186 residential units above. The proposed zoning change is needed to allow for the proposed height and density. The applicant has stated that the development would need that level of density to support the ground level retail. The current Urban Neighborhood Station – Transition (TSA-UN-T) zoning would allow for a project 50 feet high. The applicant is requesting to change the zoning to Urban Neighborhood Station - Core (TSA-UN-C) which would allow for a maximum height of 75 feet.

According to the applicant, the purpose of this request is to provide a project with more density suitable for families, more parking, and more eyes on the Folsom Trail.

Master Plan Amendment

Euclid is a small neighborhood bounded by North Temple on the North, the freeway on the South and East, and the Jordan River on the West. This neighborhood has a unique development pattern, characterized by residential, commercial, and industrial uses side by side. The neighborhood is divided by a heavy freight rail line that creates a barrier that delineates the boundary between the TSA-UN-T

in the South of the freight rail, and TSA-UN-C in the North of the rail freight. The North Temple Boulevard Plan shows the subject property as Transition. Please see page 53 of the [North Temple Boulevard Plan](#).

APPROVAL PROCESS AND COMMISSION AUTHORITY

The Planning Commission can provide a positive or negative recommendation for the proposed master plan and zoning map amendment. The recommendation will be sent to the City Council, who will hold a briefing and additional public hearing on the proposed amendments. The City Council may make modifications to the proposal and approve or decline to approve the proposed zoning map amendment.

KEY CONSIDERATIONS

The key considerations listed below were identified through the analysis of the project:

1. TSA-UN-T and TSA-UN-C Zoning District Comparison
2. Compatibility with Master Plan and Neighborhood Plan Policies
3. Zoning Compatibility with Adjacent Properties
4. Folsom Trail as the Zoning District Boundary
5. Sustainability and Equity

Consideration 1: TSA-UN-T and TSA-UN-C Zoning District Comparison

Purpose of the TSA

The purpose of the TSA Transit Station Area District is to provide an environment for efficient and attractive transit and pedestrian oriented commercial, residential, and mixed-use development around transit stations. Redevelopment, infill development and increased development on underutilized parcels should include uses that allow them to function as part of a walkable, Mixed-Use District. Existing uses that are complementary to the district, and economically and physically viable, should be integrated into the form and function of a compact, mixed-use pedestrian-oriented neighborhood. Each transit station is categorized into a station type. These typologies are used to establish appropriate zoning regulations for similar station areas. Each station area will typically have two (2) subsections: the core area and the transition area.

1. **Core Area:** The purpose of the core area is to provide areas for comparatively intense land development with a mix of land uses incorporating the principles of sustainable, transit-oriented development and to enhance the area closest to a transit station as a lively, people-oriented place. The core area may mix ground floor retail, office, commercial and residential space to activate the public realm.

2. **Transition Area:** The purpose of the transition area is to provide areas for a moderate level of land development intensity that incorporates the principles of sustainable transit-oriented development. The transition area is intended to provide an important support base to the core area and transit ridership as well as buffer surrounding neighborhoods from the intensity of the core area. These areas reinforce the viability of the core area and provide opportunities for a range of housing types at different densities. Transition areas typically serve the surrounding neighborhood and include a broad range of building forms that house a mix of compatible land

uses. Commercial uses may include office, retail, restaurant and other commercial land uses that are necessary to create mixed use neighborhoods.

Zoning Requirements

Please see difference between the zoning districts in bold.

Requirement	Standard
Front/Corner Side Yard	5' max setback for 50% of front façade, no limit otherwise
Side/ Rear Yard	No minimums
Lot Area	2,500 sq. ft minimum per lot.
Lot Width	40'
Maximum Height	50' for TSA-UN-T 75' for TSA-UN-C
Ground Floor Glass	The street facing facade of each ground floor residential unit shall be at least sixty percent (60%) glass, located between 3' and 8' height
Entrances	1 per front façade, and at least 1 every 40'
Entrance feature	Each required entry must include 5' depth awning/canopy, 5' depth covered porch, stoop with 3' awning/canopy, or be recessed 5' (see ordinance for dimensional requirements)
Façade Building Materials	Min. 90% lower front façade clad in durable high-quality material (fiber-cement board, brick, concrete, etc.) Min. 60% of upper
Maximum Length of Blank Wall	Max blank wall length 15'
EIFS and Stucco Limitations	0% on ground floor, 10% of upper floors
Front Yard Landscaping/Design Requirements	50% of provided front yard must include landscaping, can include planter boxes. May be reduced to 30% if at least 50% of yard includes patios or is a private residential yard Min. 30% shall be outdoor public space, private residential yards, patios, or outdoor dining areas
First Floor/Street Level Requirements	Use besides parking for min. 25' depth
Mechanical Equipment	Roof or rear yard/must be screened
Street Frontage	Each lot is required to have public street frontage
Parking	TSA-UN-T - 50% of required in table 21A.44.030 of this section minimum requirements TSA-UN-C – No parking spaces required
Parking Alley Access (21A.44.020.B. & E.2.d)	Parking lots with >5 spaces required to be designed to allow vehicles to enter/exit in forward direction. Single-family attached may use alley for backing up.
Open Space	TSA-UN-T - 1 square ft per every 10 square feet of land, up to 2,500 square feet for the transition zone TSA-UN-C - 1 square ft per every 10 square feet of land, up to 5,000 square feet for core areas

Design Standards

Requirement for design standards:

Design Standards	TSA
Ground floor use	80% of a conditional or permitted use other than parking 25' into the building
Ground floor use + visual interest	60% of a conditional or permitted use 25% of visual interest
Building materials: ground floor	90% of clad in durable materials. Durable materials include stone, brick, masonry, textured or patterned concrete, and fiber cement board.
Building materials: upper floors	60% of clad in durable materials (same as above).
Glass: ground floor	60% glass between three feet (3') and eight feet (8') above grade. Planning Director may approve a modification.
Building entrances	At least one operable building entrance on the ground floor is required for every street facing facade. Additional operable building entrances every 40 feet
Blank wall: maximum length	The maximum length of any blank wall uninterrupted by windows, doors, art or architectural detailing at the ground floor level is 15 feet.
Street facing facade: maximum length	No street facing building wall may be longer than 200 feet.
Lighting: exterior	Lighting shall be shielded and directed down to prevent light trespass onto adjacent properties
Lighting: parking lot	Minimize light encroachment onto adjacent residential properties.
Screening of mechanical equipment	All mechanical equipment for a building shall be screened from public view and sited to minimize their visibility and impact.
Screening of service areas	Service areas, loading docks, refuse containers and similar areas shall be fully screened from public view.
Ground floor residential entrances	Attached single-family dwellings, townhomes, row houses, and other similar single-family housing types located on the ground floor shall have a primary entrance facing the street for each unit adjacent to a street.

Land Use

The uses that are different between the two districts are listed in the table below.

Land Use	TSA-UN-Core	TSA-UN-Transition
Bar establishment (more than 2,500 square feet in floor area)	P	C
Brewpub (more than 2,500 square feet in floor area)	P	C
Distillery	P ¹²	C ¹²
Tavern (more than 2,500 square feet in floor area)	P	C
Winery	P ¹²	C ¹²
Small brewery	P ¹²	C ¹²
Theater, live performance ⁴	P ⁴	C ⁴
Pet cemetery		P ₁
Single-family detached		P
Storage, self		P
Woodworking mill		P ¹²
Bakery, commercial	P ¹²	
Bio-medical facility	P ^{11,12}	
Commercial food preparation	P ¹²	
Crematorium	P	
Mobile food court	P	
Parking, Commercial (if located in a parking structure)	P	
Radio, television station	P	
Stadium	C	
Theater, movie	P	

Qualifying provisions:

1. Subject to Salt Lake Valley Health Department approval.
4. Prohibited within 1,000 feet of a Single- or Two-Family Zoning District.
11. Prohibited within 1/2 mile of a residential use if the facility produces hazardous or radioactive waste as defined by the Utah Department of Environmental Quality administrative rules.
12. Consult the water use and/or consumption limitations of subsection 21A.33.010.D.1.

Findings: The major difference between the TSA-UN-T and TSA-UN-C zoning districts is that the Core allows for increased height, less parking, and more open space. Most of the land uses permitted, and conditional are very similar. Both TSA-UN-T and TSA-UN-C zoning districts have the same requirement for design standards. The applicant is anticipating developing the site for multi-family residential, and retail. The proposed uses are permitted in both the TSA-UN-T and TSA-UN-C.

Consideration 2: Compatibility with Master Plan and Neighborhood Plan Policies

The following plans are relevant to the proposed master plan amendment:

PLAN SALT LAKE, adopted 2015

The City has an adopted citywide master plan that includes policies related to providing additional housing options. The plan includes policies related to growth and housing in Salt Lake City, as well as related policies regarding air quality:

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:

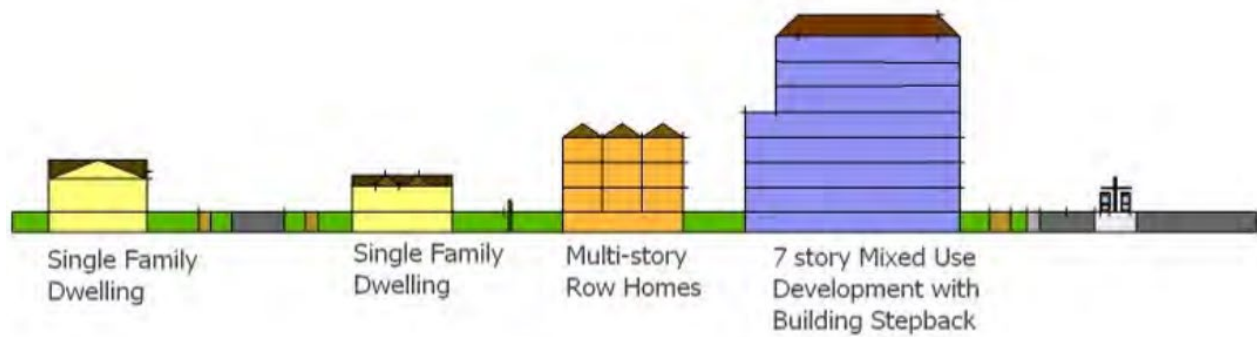
- *Increase mode-share for public transit, cycling, walking, and carpooling.*
- *Minimize impact of car emissions.*
- *Reduce individual and citywide energy consumption.*

NORTH TEMPLE BOULEVARD PLAN, adopted 2010

This development is located within the 800 West Transition Area of the *North Temple Boulevard Plan*. The plan includes the following general vision statement for the area and associated policies:

The 800 West Station Area will become a transit-oriented neighborhood that is designed for the pedestrian, with safe, accessible streets, buildings with windows and doors next to the sidewalk, and public places where people can safely gather and interact with others. The area will be connected to nearby places through a series of sidewalks, bicycle paths, trails and streets that are safe, convenient, comfortable and interesting. North Temple is the common ground and Main Street between the Jackson, Euclid and Guadalupe neighborhoods and the station platform and connections to the platform act as an important center piece of a multi-cultural, diverse and sustainable community.

The North Temple Master Plan talks about creating compatibility between existing neighborhoods and transit-oriented developments and how it enhances the sense of place. Compatibility generally refers to the scale and character of a neighborhood and locating taller buildings close to the transit stations and gradually stepping down buildings heights to create compatibility.



To create this compatibility, the plan calls for the 800 West station area to have three distinct areas. Please see page 53 of the [North Temple Boulevard Plan](#).



Core - The core area is comprised of those areas that are the closest to the station platform and likely to see the biggest change. The Core has the following characteristics that apply to this request:

- Multi story buildings up to 7 stories in height, potentially more through the use of zoning incentives.
- No minimum parking requirements with provided parking located behind buildings or in structures.

Transition - The transition area are those areas that will see change, but the intensity and scale of new development is less than what could occur in the Core. The Transition has the following characteristics that apply to this request:

- A mix of housing types, ranging from 3-4 story multifamily developments to single-family homes.
- A buffer between the Core and Stable areas.
- A mix of uses including residential and commercial uses that are less intense than what is found in the Core area.

Stable Areas – Stable areas are those properties that have well established land uses that are an asset to the station area or are likely to see minor development pressures as a result of the transit station being relatively close by.

The proposal should be in-line with the following development expectations expressed in the plan:

Policy #1: Development: *Use proactive zoning tools and design guidelines to create a built environment that creates high quality projects that build on and enhance the station area assets.*

- *Strategy 1-B: Create standards that produce compact, dense and intense development closer to the station and less intense, compatible development adjacent to stable low-density neighborhoods.*

Policy #2: Mix of Uses: *Intensify the mix of uses around the 800 West Station. Successful transit-oriented station areas include a mix of uses, including commercial, office, residential and, in some cases, light industrial, that create options for people. The uses are arranged and placed in areas where they can take full advantage of the light rail. A broad mix of uses provides people with choices on where to live, shop and work.*

- *Strategy 2-A: Create standards that produce compact, dense, and intense development closer to the station and less intense, compatible development adjacent to stable single-family neighborhoods.*

Policy #4: Residential Density: *Increase the residential density around the 800 West Station area.*

- *Strategy 4-B: Establish a minimum residential density for new development located within the station area.*
- *Strategy 4-C: Establish clear guidelines for residential development and redevelopment around 800 West with zoning regulations and adequately transitions to and buffers existing neighborhoods.*

CITYWIDE HOUSING MASTER PLAN, adopted 2017

The city recently adopted a citywide housing master plan titled *Growing SLC: A Five-Year Housing Plan 2018-2022* that focuses on ways the city can meet its housing needs in the next five years. The plan includes policies that relate to this request, including:

Objective 1: Review and modify land-use and zoning regulations to reflect the affordability needs of a growing, pioneering city

- Increasing flexibility around dimensional requirements and code definitions will reduce barriers to housing construction that are unnecessary for achieving city goals, such as neighborhood preservation.
 - *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.*

OTHER RELEVANT MASTER PLANS

Transit Master Plan, adopted in 2017

According to the Salt Lake City Council, residents should reap the value of well-designed transportation systems that connect residents to neighborhoods and the rest of the region. The city encourages alternatives to motorized-vehicular transportation and making those options more appealing and accessible to visitors and residents. The purpose of the TSA Transit Station Area District is to provide an environment for efficient and attractive transit and pedestrian oriented commercial, residential and mixed-use development around transit stations.

Pedestrian and Bicycle Master Plan, adopted in 2015

Salt Lake City has in recent years developed and is developing urban trails, such as the Jordan River and the Folsom trail, as increased focus on trails both within the city limits and in partnership with our neighboring municipalities. The goal is to create more inviting and comfortable byways for people on foot, to link neighborhoods, business areas, downtown, and parks and open space.

Finding: Staff finds that the master plan policies listed above can be achieved through the current zoning, TSA-UN-T, and that the North Temple Boulevard Plan is clear that there is a need for a buffer between the Core and Stable areas.

Consideration 3: Zoning Compatibility with Adjacent Properties

Presently the site is vacant. It's surrounded by manufacturing and light industrial uses, it's adjacent to the Folsom Trail to the south and to a freight rail line to the North. The applicant anticipates redeveloping the site to a dense mixed-use development. The existing zoning in place anticipates this type of development in the area as it transitions away from industrial uses. An analysis of potential consequences, impacts, and concerns is reviewed below.

Building Height & Density

With the proposed rezone, the building height allowed on the subject site would increase to 75' in the TSA-UN-C zoning district. In the TSA-UN-T district the maximum height is 50'. With the increased height, there would be the potential for increased density.

The project would entail 5 floors of living space over a 2-floor podium that would have parking, residential units, and retail space. The applicant has stated that the proposed zoning change is needed to allow for the height and density that the development would need to support the ground level retail and parking.

Findings: The proposed height is currently not compatible with the height of adjacent properties and will not be compatible with future development on adjacent properties as they would remain in the same zoning district with limited height potential.

Alternative Unit Configurations

Another advantage for the additional height, as explained by the applicant, would be to respond to a need to create 2- and 3-bedrooms units in this neighborhood. Most of the current development happening in Salt Lake City is apartments with studios and 1-bedroom units. Very few 2-bedrooms and almost no 3-bedrooms are being created. Both Poplar Grove and Fair Park Community Councils raised the desire for more units with 2- and 3-bedrooms units to be created.

Findings: Although the developer has stated that he intends to create 2 and 3 bedrooms. Unit configuration is not regulated through the Zoning Ordinance and there would be no way to guarantee that the developer would follow through with this configuration. If the zoning on this property was changed, any future development of the site would only need to meet the requirements of the Zoning Ordinance. This developer or future developer if the property is sold would not have to build in the manner that the applicant has proposed.

Parking

According to the current parking regulations the TSA-UN-T requires at least 50% of land use parking requirements according to table 21A.44.030, whereas the TSA-UN-C does not require any parking. All TSA districts located in the core rather than the transition areas, do not require any parking stalls regardless of the use, this district has a maximum number of stalls allowed, which is based on the land use. This is due to TSA districts generally being mapped in areas of the city that have existing or proposed infrastructure that can support car free living. The subject site is located within a 1/4 of a mile of a light rail station.

The applicant has stated that he will provide the number of parking stalls needed to accommodate his project, by proposing that the first two levels of the building be a parking structure. This is another issue raised by the Poplar Grove Community Council, the lack of parking within projects, which would force off street parking into the surrounding neighborhood.

Findings: Like the earlier discussed, unit configuration, this zoning map amendment does not dictate the design of the structure, and a future development would not have to provide parking if the amendment is successful. This location is near a major transit line but there have been concerns expressed about potential parking issues as the neighborhood continues to redevelop.

Consideration 4: Folsom Trail as the Zoning District Boundary

The Euclid neighborhood is divided by a heavy freight rail line that creates a barrier between the southern and northern parts of the neighborhood. This strong delineation with the freight on South Temple is currently the boundary between the TSA-UN-C and TSA-UN-T.

The applicant proposes to move the boundary of the zoning district from the freight rail further south to the Folsom Trail. According to the applicant the break afforded by the Folsom Trail would provide adequate buffering between the proposed project and the surrounding single-family neighborhoods, which are located nearly half a blockaway.

If this proposed zoning map amendment is approved, the site would be the only parcel zoned TSA-UN-C south of the railroad line. Rezoning this site to TSA-UN-C would be considered spot zoning. According to Section 21A.62.040 the definition of spot zoning is “the process of singling out a small parcel of land for a use classification materially different and inconsistent with the surrounding area and the adopted city master plan, for the sole benefit of the owner of that property and to the detriment of the rights of other property owners.”

Findings: If this parcel is rezoned it may create a precedent to other properties between the railroad and Folsom Trail to be rezoned as well. The Salt Lake City Council adopted the North Temple Boulevard Plan in 2010 and defined the railroad as the boundary line for the existing zoning district and the

justification for the location of the boundary is to create compatibility by locating taller buildings close to the transit stations and gradually stepping down building heights as it transitions to the stable areas.

Consideration 5: Sustainability and Equity

The proposal meets sustainability and equity goals for Salt Lake City. Providing more density in key areas of the city will help alleviate some of the housing demand and encourage future redevelopment in the city in places where high density is sustainable. Pedestrian friendly, transit-oriented development generally improves the sustainability of communities as transit-oriented development supports active transportation in the community, thereby improving the health and wellbeing of the residents and patrons of the building and improving the public safety in the area. Increasing the number of people on the street providing active places for the community naturally improves public safety of the area by improving visibility to the active street and neighboring properties. Transit oriented development also improves air quality in the Salt Lake Valley by encouraging the use of mass transit and other active modes of transportation which reduce the amount of emissions generated by vehicles, which account for approximately 50% of the pollution in the valley.

Findings: The proposal would meet the goals of sustainability and equity. However, staff finds that these goals would also be met with the existing zoning, TSA-UN-T. Like it has been mentioned on Consideration 1: TSA-UN-T and TSA-UN-C Zoning District Comparison, the difference between the two zoning district is minimal.

STAFF RECOMMENDATION

The applicant has stated that the proposed master plan amendment and rezone is needed to allow for the height and density that the development would need to support the ground level retail and parking.

The applicant proposes:

1. Commercial opportunities that could bring much needed engagement along the Folsom Trail. Providing units with 2 or 3 bedrooms that are needed to accommodate alternate unit configurations.
2. Providing an appropriate number of parking stalls, so that parking will not spill into the neighborhood.

Although the items above are desirable, they are not part of zoning requirements and therefore not enforceable. The Planning Commission does not have tools such as a development agreement to guarantee that these proposals will be implemented. The tools available to the Planning Commission are the standards found on Section 21A.50.050 (please see Attachment D for the analysis of the Zoning Amendment Standards). According to the purpose statement for zoning amendments, "...This amendment process is not intended to relieve particular hardships nor to confer special privileges or rights upon any person, but only to make adjustments necessary in light of changed conditions or changes in public policy."

Furthermore, Planning Staff finds that the proposed amendments do not meet the intent of the North Temple Boulevard Plan. The Salt Lake City Council adopted the North Temple Boulevard Plan in 2010 and defined the railroad as the boundary line for the existing zoning district. The purpose for the

location of the boundary is to create compatibility in the neighborhood by locating taller buildings close to the transit stations and gradually stepping down building heights.

NEXT STEPS

A recommendation of approval or denial by the Planning Commission will result in the proposed Master Plan and Zoning Map amendment to be sent to the City Council for a final decision.

Master Plan and Zoning Map Amendment Approval

If the master plan and zoning map amendments are approved, the applicant will be permitted to build or operate any use allowed in the TSA-UN-C, Transit Station Area Urban Neighborhood Core, zone on the site. The developer will need to obtain a building permit or business license for any new development or new business and will need to comply with all applicable zoning standards.

Master Plan and Zoning Map Amendment Denial

If the master plan and zoning map amendments are denied, the property will remain zoned TSA-UN-T, Transit Station Area Urban Neighborhood Transition. This zone allows a development to a maximum height of 50 feet.

ATTACHMENT A: Vicinity Map



ATTACHMENT B: Applicant's Narrative

Project Description:

Sitting on a roughly .88-acre parcel that is currently vacant, the TAG Sawtooth Multifamily Project will bring an innovative mixed-use multifamily development to an area that will create activation along the new Folsom Trail. Since the adoption of the North Temple Boulevard Plan, the area south of the freight rail tracks and in close proximity to the Euclid/Jackson TRAX station has seen little growth. The proposed project is in an area surrounded by manufacturing and light industrial uses roughly ¼ mile from the 800 W station (Jackson/Euclid Station) in the Euclid neighborhood. Recent years have seen some changes, but largely the neighborhood is in a similar state to when the plan was drafted and is quite far from hitting the benchmarks laid out in city planning documents. The census tracts that include the Jackson and Euclid neighborhoods (1006 & 1026) gained only 379 dwelling units and 114 total residents (1026 where the project is located lost 29 residents) between 2010 and 2020. This is below the number of units that the Master Plan indicated would be necessary to achieve its vision and adequately support mass transit utilization. The proposed project would be large in scale bringing 186 units of housing and several thousand square feet of ground floor retail along the Folsom Trail. The proposed zoning change is needed to allow for the height and density that the development would need to support the ground level retail. Specifically, the project would entail 5 floors of living space over a 2-floor podium that would have parking, residential units, and retail space. While the height would be dictated by the TSA-UN-C maximums, the planned project would have parking ratios that meet and exceed the requirements of even the TSA-UN-T zone currently applied to the property.

The proposed site is in close proximity to several neighborhood amenities that will both enhance and be enhanced by the project. These include the Folsom Trail, a TRAX stop, a major grocery store and the gateway into Downtown Salt Lake. The project would serve as a hub for the surrounding community and as a connector between the Jackson/Euclid area and Downtown gateway areas via the Folsom Trail, bridging barriers between the two areas and achieving one of the key objectives for the area called out in North Temple Boulevard Plan. The current TSA-UN-T zoning would allow for a project that would include high residential densities, but not high enough to support the proposed retail that the project would bring to the area. Moreover, the site characteristics are suited for a TSA-UN-C designation as the project is surrounded by manufacturing and light industrial uses. The break afforded by the Folsom Trail and other LLC-owned properties would provide adequate buffering between the proposed project and the surrounding single-family neighborhoods, which are located nearly half a block away. Allowing for an increased density and height in a vital gateway connecting the neighborhood with Downtown will advance City goals without sacrificing appropriate buffers and bring much needed engagement along the Folsom Trail including new commercial services requested by community residents in the North Temple Boulevard Plan.

The requested zone amendment is supported by the following City documents:

North Temple Boulevard Plan
Salt Lake City Transit Master Plan
Growing SLC: A 5 Year Housing Plan
Plan Salt Lake

Background:

The North Temple Boulevard Plan composed in 2010 provides a vision of how to develop the areas around the North Temple Corridor to create a series of neighborhoods that support and encourage the utilization of transit. This includes descriptions of how development can occur in ways that are simultaneously transit oriented and create a sense of place. In order to accomplish these aims the need to increase density in neighborhoods surrounding transit stations was recognized as this would enhance walkability and provide the population base necessary to support transit and commercial services. However, the need to protect existing stable lower density areas in the neighborhoods was also recognized, thus buffering transition zones were created to allow for a stepping down effect to occur. The overall intent was to encourage responsible development that could draw population while protecting existing areas of stable housing.

The proposed project would be in the area governed by policies related to the 800 W Station. The planning surrounding this area called for changes that would increase mobility, encourage mixed-uses, create a sense of place, and increase residential density. Specifically, the plan includes proposals for elements that would contribute to the creation of a pedestrian friendly experience, that minimizes parking, draw mixed-uses, and encourages density of at least 50 units per acre closest to the station. The Plan called for higher-density development to be placed on the north side of North Temple and in the Euclid neighborhood, scaling back near stable single-family developments on 1000 W in Euclid. In the 10 years since the formulation of the plan, dwelling units in the area have slowly increased, while residents have remained stable. The Plan acknowledged that trends indicated the number of people per unit would be fewer in the future, this has materialized, but without the increase in density surrounding the station necessary to encourage attainable pricing and achieve the other important goals outlined in the Plan. If the rezone is permitted, the proposed project would serve as a cornerstone bringing activation and commercial activity to the Folsom Trail and the Euclid Neighborhood, encouraging further development aligned with the aims of city planning documents for the area.

Proposed Project and Compliance with Salt Lake City Policy Directives:

Located on a .88-acre parcel that is vacant, the TAG Sawtooth development will be built on land that is currently in every sense of the word underutilized. The TAG Sawtooth development is the ideal use for this parcel as it will create a project that is in alignment with City policies for the area, especially those that emphasize the attracting a stronger commercial base, increasing density/development patterns without disrupting stable single-family neighborhoods, and

encouraging the use of public transit and other pedestrian oriented modes of transportation such as biking and walking. The project would serve as an anchor for continued growth and strive to contribute to the sense of “place” that the City is trying to encourage along the Folsom trail. The additional height requested by the project will not only add to density and make mixed-uses feasible but will also enhance the ability of the project to provide buffering between the freight rail line and the areas to the south. Moreover, the proximity to the Folsom Trail, the Jordan River Trail, Madsen Park, and retail on North Temple will ensure that residents of the project engage with their neighborhood. Transit nearby provides access to work Downtown and at the Airport. Bike lanes provide a safer and more attainable experience for those wishing to access other parts of the city on two wheels. The proposed redevelopment of a large and vacant lot to create an attractive high-density mixed-use development aligns with the goals, policies, and statements of the North Temple Boulevard Plan. Specifically, regarding developments like the TAG Sawtooth the North Temple Boulevard Plan outlines the following:

Purpose: The North Temple Boulevard Plan included several goals that serve as the purpose of the Plan. Our project will make contributions to the community that are relevant to all eight purpose statements outlined in the Plan, the ability of the project to contribute to each of these statements will be enhanced by a zoning code that allows for increased density and height on the site. The purpose statement goals that would be served by a rezone are discussed in detail below.

- **“Turn North Temple into a boulevard street that is the main street that connects neighborhoods to another.”:** Currently the area where the proposed project site is located feels cut off from the rest of the city. It can be accessed by TRAX and a short walk, driving over the North Temple Viaduct or biking the North Temple Viaduct. The accessibility via TRAX will remain similar, but access for pedestrians and cyclists will be greatly improved following completion of the Folsom Trail on an adjacent parcel. This trail will reduce the amount of time that users must spend on busy surface streets such as North Temple to access Downtown Gateway areas. Putting a project with the density to support retail at this location will enhance the connectivity between the Euclid Neighborhood, the North Temple Corridor and Downtown Gateway areas. Such a project will be a driver of activity and engagement along the trail contributing to the North Temple Corridor’s ability to connect neighborhoods. The project possible under the current zoning would contribute to this purpose as well, but not to the extent of a project possible under a rezone.
- **“Create compact, walkable, transit-oriented neighborhoods around each station.”:** Compact and walkable neighborhoods near stations were a vital part of the Plan. Currently, the area does have transit and some retail largely contained to North Temple and 900 W. Allowing for a rezone that provides density and height for mixed-uses will contribute to the walkability of the ¼ mile radius of the station by providing new retail space and placing residents within walking distance of existing commercial corridors. Such a development will also contribute to be economic, environmental, social and equity principles of transit-oriented development than possible in a less dense transit zone by placing more residents near transit and cycling opportunities in an area poised to become increasingly walkable. The rezone will more effectively accommodate more

people in a place where they can safely have greater access and income to engage with the City without increasing pollution and congestion.

- **“Increase transit ridership.”**: In the years since the formulation of the North Temple Boulevard Plan, the population of census tracts surrounding the corridor has barely budged. A lack of population was recognized as a barrier to effective utilization of transit then and this remains the case in 2021. The higher density and mixed-uses that the rezone will allow will increase transit ridership in two ways. First, it will place more people within a ¼ mile walk of transit than possible under the current zone. Second, it will provide a cornerstone for drawing more retail and commercial activity to the area, encouraging folks from other parts of the city to access the Euclid neighborhood via mass transit.
- **“Improve the overall safety of the community.”**: Placing a prominent project in this part of the neighborhood and on the Folsom Trail will improve the community by bringing more activity to the area, which is in accordance with CPTED principles. A larger project will more effectively engage with the trail and neighborhood to provide sightlines, lighting and other features that enhance surveillance both on and around the trail.
- **Create opportunities for affordable and accessible living options while increasing the residential densities near the stations by providing a mix of housing types.”**: A larger project will contribute to the housing stock in an area where even as the number of units has increased, the number of vacancies has decreased, contributing to high prices. The larger project afforded by the rezone would provide 36 more units than otherwise possible in a census tract that has added only 151 housing units in the last 10 years. According to research out of the Kem C. Gardner Policy Institute, current rental vacancies average less than 2% in Salt Lake County with rental rates spiking 10% over the last year (Wood & Eskic, 2021). Any opportunity to create additional units through density in a suitable location near transit should be taken, especially when it would provide a bump in unit count equivalent to more than 20% of units added to the census tract over a decade.
- **“Provide for a diverse mix of uses and building types around the transit stations.”**: The increased height and density afforded by the TSA-UN-C code would allow the project to incorporate mixed-uses. Moreover, the project is in an area, that while favorably zoned in spots, has largely not seen the development of high-density apartments. The project possible under the rezone would increase both the diversity of uses and building types in the area more than a project with the TSA-UN-T code.
- **“Create long term economic stability in the station areas.”**: The project possible under the rezone would further the economic stability of the Jackson/Euclid Station area by serving as an anchor to drive new activity into the area. Moreover, placing people near transit has been shown to increase their spending power by reducing the amount spent on transportation costs. High-density projects, especially mixed-use ones as the proposed rezone would accommodate, have been shown to bring buzz, demand, and dollars to an area, even accelerating the appreciation of nearby single-family residences (Eskic, 2021).

Key Recommendations: The North Temple Boulevard Plan included an extensive discussion of the area surrounding the 800 W TRAX station and included several key recommendations that would guide the urban design framework for the area. The project possible under the rezone would more adequately contribute to these recommend changes than possible under the current code. The key recommendations for urban design that would be served by a rezone are discussed in detail below.

- **“Bridge Barriers”:** The Plan noted that there are physical barriers that prevent folks from travelling outside of the station area into adjacent neighborhoods. The project will serve as a gateway to the area on the Folsom Trail and serve as a waypoint for those entering the area via the trail, an effect that will be enhanced by commercial spaces that bring businesses that can work towards “placemaking”. The project possible under the rezone would more effectively serve to bridge barriers with surrounding areas than the strictly residential building that would otherwise be built.
- **“Connect to the Open Space Network”:** This recommendation specifically calls out the Folsom area as a space that could improve connectivity between the station area, Downtown and the Jordan River Parkway. While the trail will not connect all the way to the Jordan River this year, it may in the future. Regardless, enabling an increase in density to allow for the development of a cornerstone project on the trail would enhance its ability to serve as a connection between different parts of the City.

800 W Station Area Policies: The North Temple Boulevard Plan included policies that could be implemented to achieve the outcomes that the City desired for the 800 W Station Area. The project possible under the rezone would enhance the compliance with policies laid out in this section. These are discussed in detail below.

- **Mobility “Strategy 1-B: Effectively manage parking around the station.”:** The additional height afforded by the rezone would be partially used to create another level in the building that would include parking. Despite the greater number of units, the additional height would allow for the addition of 60 spots, giving the project a parking ratio that would be compliant with the current zone. The interior parking provided by the podium design would help with the transition to structured parking in the area. Additionally, spreading parking over 2 levels of podium would allow the development to include more parking for other vehicles such as bicycles and scooters, while providing potential pick-up space for transit riders that would not be available with the design feasible under current zoning.
- **Mix of Uses “Strategy 2-A: Create Standards that produce compact, dense and intense development closer to the station and less intense, compatible development adjacent to stable single-family neighborhoods.”:** The project possible under the rezone will broadly comply with the guidance of this policy. The policy calls for stepping down as developments approach stable neighborhoods. The location is suited to an increase in height as it does not abut any property currently used for single-family residential and has the break of the trail to provide relief from the proposed height increase with substantial distance to any single-family homes.
- **Mix of Uses “Strategy 2-B: Identify transit-friendly land uses that are appropriate in the station area.”:** The population and density of the area has changed very little since

the formulation of the plan as evidenced by census data. Additional density would better support transit by moving the area towards the minimum-density benchmarks for sustaining transit areas outlined in the Plan. This policy also suggests establishing development standards that increase compatibility between conflicting uses, currently the recreational uses on the Folsom Trail conflict with the surrounding manufacturing and light industrial uses. An engaging mixed-use project that interfaces with the trail would be a more compatible use than even the multifamily building possible under the current zoning.

- **Mix of Uses “Strategy 2-C: Allow for intense mix of uses in the Euclid neighborhood.”:** This strategy calls for mixed-uses in the Euclid neighborhood that include appropriately scaled buildings. The rezone will increase compliance with this policy by making mixed-uses possible and doing so in a building where the scale is appropriate given the characteristics of adjacent properties.
- **Placemaking “Strategy 3-B: Identify key elements of desirable public spaces.”:** The proposed project would interface with the Folsom Trail. Under the rezone the commercial space that would be provided would improve this melding of public and private spaces in an exciting project.
- **Placemaking “Strategy 3-C: Bring City Creek to the surface along the abandoned rail corridor on Folsom Ave.:** It seems unlikely that this policy will come fully to fruition, but the development that will be pursued will forward the aims of creating a safe, well-lit trail that has development oriented towards it. This will be enhanced by further engagement between the trail and the project if the rezone is allowed and commercial space is made feasible.
- **Residential Density “Strategy 4-D: Allow for greater residential densities where appropriate.”:** The policies related to greater density call for high-density in the Euclid neighborhood, where this project is located. Moreover, this policy calls for using zoning incentives to promote vertical mixed-use, specifically calling out allowing greater height for including ground floor retail. The rezone will allow the proposed project to achieve the aims of this policy.

Challenges: The North Temple Boulevard Plan discussed the challenges facing the 800 W Station area. Among these are the freight rail line, lack of connectivity to the Gateway neighborhood, auto-oriented uses and a population too small to support more diverse commercial uses. The project proposed under the rezone would more adequately address the issues discussed in this section of the plan by providing better buffering between the freight rail line and the neighborhood, putting population in an area that is conducive to connectivity with the Gateway neighborhood, increasing density near transit and bolstering the area population to better support a variety of local commercial businesses.

The Salt Lake City Transit Master Plan outlines a vision for improving transit in the City with an emphasis on creating a complete transportation system that enhances daily life by providing reliable and affordable transportation. The proposed project will better serve the goals of this Plan than the project possible with the current zoning code.

- **Improve air quality-** The project would make a larger impact on air quality by placing people in an area that is increasingly walkable and where commutes to areas with large number of jobs are convenient using transit. The attainability afforded by a larger project would also reduce the number of people priced out of the area and into outlying communities, thereby reducing car commutes into Salt Lake Proper.
- **Increase the number of people riding transit-** The project is close to a Tier 1 Frequent Transit Network. The Plan outlines that in order to sustain this type of network communities should strive for densities of 12-24 units per acre minimum. Given the limited growth in the area over the last 10 years, the project allowed under the rezone would meaningfully move the needle on density in the 800 W Station area. This would support greater transit utilization and increase ridership.
- **Create economically vibrant, livable places that support use of transit-** The project possible under the rezone would enhance the economic vibrance, livability and sense of place created by the project. Moreover, the engagement with the Folsom Trail possible with the rezone would support the use of transit and other transportation modalities.

The project possible with the rezone would achieve other broad goals of the Transit Master Plan such as improving connectivity between the Fairpark area and the rest of the City. The project would also include bike parking. This would encourage residents to use bikes to start and finish their commutes on bicycle while completing portions on mass transit options such as TRAX and bus lines.

Growing SLC: A 5 Year Housing Plan compiled in 2018, gives an overview into the state of the housing market in Salt Lake City. According to the report, Salt Lake City is facing a dire shortage of housing, particularly housing that allows young people to get started and that allows older residents to age in place in the neighborhoods where they have lived their lives. By proposing a zoning code with more density in an area where it is called for and on a site that can support it, the proposed development will provide more housing and commercial opportunities than alternative options. As we will discuss in greater detail below, TAG Sawtooth project will address several objectives and policy guidelines outlined in the Growing SLC report including ones related to affordability, diverse housing stock and increasing density.

- **Objective 1: Review and modify land-use and zoning regulations to reflect the affordability needs of a growing, pioneering city-** In recent years prices have spiked in the area surrounding the 800 W station, even as the population of the area stagnated or slightly declined as few new housing units were built to accommodate people with changing housing needs. The pandemic and low interest rates exacerbated these problems by bringing a glut of buyers into the market, spiking prices statewide and putting single-family homes out of reach for many residents. TAG Sawtooth will contribute to the housing stock and by increasing density on the land we will be able to offer a product that is more attainable than what would otherwise be offered. Keeping the current moderate density zoning on the TAG Sawtooth parcels does not align with City goals, particularly considering the increasingly dire affordability crisis. Modifying the land-use on TAG Sawtooth's parcel will contribute to keeping housing more attainable

by adding stock. Moreover, the density will make commercial space a feasible component of the project in an area where the master plan indicates that this would be desirable.

- **Develop flexible zoning tools and regulations, with a focus along significant transportation routes (1.1.1).**- The TAG Sawtooth development will be located near a major intersection in close proximity to several significant public transit options. Specifically, the project within a .2 mile walk of the Jackson/Euclid TRAX station as well as stops for the 454, 519, 919 and 920 bus lines. Each of these lines provide access to different parts of the city that provide opportunities for work, play and entertainment. Moreover, the project is close to several pedestrian and bike trails including the Folsom Trail. These amenities will allow residents to access other parts of the city via foot and bicycle while minimizing the amount of time on roads with heavy vehicle traffic and poorly protected bike lanes. Nearby transportation amenities will allow residents to access the city without being dependent on their cars. The increased density necessitated by the TAG Sawtooth will serve to bolster the utilization of public transit and trails in Salt Lake City, transforming the 800 W station area into a bridge between the Gateway neighborhood and the North Temple Corridor.
- **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 (1.1.2).**- Being located in an area that is situated away from single-family residential uses, the TAG Sawtooth parcel is a blank slate that will allow for a large project in a location that has minimal impact on the stable neighborhood areas to the south and west. The city has clearly outlined its intentions of increasing density near major transit stations, TAG Sawtooth is just one part of that change, bringing mixed uses to a station area that will benefit. As an infill project, TAG Sawtooth will bring a large tract of underutilized land to life by providing a dynamic mixed-use project including engagement with the Folsom Trail.
- **Objective 3: Implement Life cycle Housing principles in neighborhoods throughout the city-** By allowing for the rezoning of TAG Sawtooth, the city will facilitate an option for young people and families as well as people desiring to age in place in the community. The project will have the potential to serve as a steppingstone for those leaving the family home for the first time. The lack of affordable housing options for young families, is a serious issue that may be pushing others to look outside of the community for housing, thereby increasing auto utilization. The project will provide an option that is more in reach than single-family homes for many families. The project will also offer an option for older adults by providing a home that has less maintenance than most single-family residences in the area. Thus, our project will truly create an opportunity for lifecycle housing within the 800 W station area.

In Plan Salt Lake a 2015 document outlining policy for the entire city, the need for more dense housing options was discussed in several of the initiatives. The TAG Sawtooth Development aligns well with goals of Plan Salt Lake, by placing high density growth in a place where it is appropriate and will benefit the surrounding area. The TAG Sawtooth Development will serve to help the city accomplish important citywide goals related to neighborhood creation, growth,

housing, transit, and air quality. It will do so more effectively than the project that would be possible under the current zoning.

Neighborhood Initiatives

- **Create a safe and convenient place for people to carry out their daily lives.**- As demonstrated above, a project with greater density will bring commercial opportunities to the area and accompanying activation. This will improve safety and convenience for residents of the area.

Growth Initiatives

- **Locate new development in areas with existing infrastructure and amenities, such as transit and transportation corridors.** - TAG Sawtooth will be built in close proximity to existing City infrastructure and amenities. Specifically, the location in the North Temple Corridor will allow residents access to a major transit station. Further increasing mobility is the abundance of public transit options available in the area as outlined above. The property is also close to recreational amenities and parks. The proposed rezone will better situate population near existing infrastructure and transit than the current zone.
- **Promote infill and redevelopment of underutilized land.** - The land is currently vacant. Being a high-density infill project TAG Sawtooth will allow for a more efficient utilization of the land and provide housing and shopping options in an area of the city where they are needed. Higher density will allow for more effective use of the site's infill potential than what could be accomplished under the current zoning.
- **Accommodate and promote an increase in the City's population.** - Allowing for greater density in the zoning where TAG Sawtooth will be built will allow for construction of a project that will better accommodate and promote this growth in the City's population than alternative options. This is highlighted by the additional density adding a significant number of units in comparison to the number gained in the census tract over the last 10 years.
- **Provide access to opportunities for a healthy lifestyle (including parks, trails, recreation, and healthy food).** - The TAG Sawtooth Development will be close to resources that allow a healthy lifestyle including the Folsom Trail, the Jordan River Trail, restaurants and a grocery store. The mixed-use nature of the development will bring new retail to the area. It is possible that by allowing for a rezone to build a cornerstone project will spur subsequent development that further accommodates healthy living amenities in the area.

Housing Initiatives

- **Encourage housing options that accommodate aging in place.** - The TAG Sawtooth project will seek to attract older residents who desire to age in the neighborhood where they have spent their lives by providing a housing option that is lower maintenance than a single-family homes. Moreover, the units will be attainable, especially for those selling their current homes. The greater number of units allowed by the rezone will accommodate more of this type of shift as the Baby-Boomer generation continues to age and pursues downsizing.

- **Direct new growth towards areas with existing infrastructure and services that have the potential to be people-oriented.** - The North Temple Corridor is starting to see a period of heavy redevelopment and investment in mixed-use, commercial and higher density residential projects. This trend is creating new potential for residents in the area to engage with a neighborhood that is people-oriented. The location of the TAG Sawtooth project places it within close distance to other changes that will create a people-oriented station area.
- **Enable moderate density increases within existing neighborhoods where appropriate.**- The parcel on which the TAG Sawtooth project will be developed is very well suited for an increase in density as it has natural and built buffers providing separation between less dense uses which will minimize project impacts. This density will not disrupt the single family residential to the south and west but will provide new housing and retail opportunities in an area where they are needed and appropriate.
- **Promote high density residential in areas served by transit.**- The project will be built in an area that has some of the most readily available transit access in the City. Higher density development in the area will increase utilization of public transit, while reducing the need of the residents to rely on automobile transportation. More density will put more people at a location within ¼ mile of transit.

Transportation and Mobility Initiatives

- **Create a system of connections so that residents may easily access employment, goods and services, neighborhood amenities and housing.**- The proposed project's location on the Folsom Trail and near transit will place a large number of housing units in an area where doing so will improve amenities and connectivity in the neighborhood. The project proposed under the rezone will bring more improvement than the project currently allowed.
- **Prioritize connecting nodes located throughout the City to each other with improved walking, biking and transit.**- The location of the project offers a potential node for connecting the North Temple Corridor and Downtown Gateway areas via multiple transportation modalities. The project possible with the rezone will create more of a draw by incorporating commercial space, thereby serving as a more effective connecting node that draws folks from other parts of the City.
- **Reduce automobile dependency and single occupancy vehicle trips.**- Placing increased density in an area that is a convenient walking distance from existing commercial and retail, and that will bring new commercial space will improve the walkability of the North Temple Corridor. Moreover, the location near transit will serve to reduce automobile use by new residents.
- **Encourage transit-oriented development (TOD).**- The proposed project will comply with the principles of transit-oriented development, but we believe that compliance with these principles will be enhanced by the rezone. Specifically, the site is appropriate for higher building heights based on the characteristics of the surrounding neighborhood.

Air Quality Initiatives

- **Reduce greenhouse gas emissions.**- Placing a greater number of people within a ¼ mile radius of transit is broadly recognized as an important step toward reducing car related

emissions. The proposed project will better serve this aim by placing more people in a position where it is convenient for them to reduce their footprint.

- **Increase mode-share for public transit, cycling, walking, and carpooling.**- The project is close to several alternative modes of transportation. Density in this area will serve to improve mode share by bolstering utilization through convenience. Moreover, the project will improve the average density of the area and move it closer to what is necessary to sustain transit according to the North Temple Corridor Plan.
- **Minimize impact of car emissions.**- As discussed above the density close to transit will serve to reduce car emissions and their impact.

Purpose:

The purpose of the amendment to the zone map is to work towards better fulfilling the city's stated goals and vision as demonstrated in the Plan for the area and other city planning documents. The current zoning code applied to the property is preventing increased height and furthering of transit-oriented development goals in an area that is well suited for it. This is especially true given the location of the lot providing natural and built buffers between the density of the proposed project and the surrounding neighborhood. The proposed development will achieve the goals and purpose of the TSA-UN-C zone more effectively than those of the current TSA-UN-T zone. The project team is committed to making this a project that will work not only for future members of the community, but also current community members. Thus, we will be including neighbors in the process of finalizing the formulation of our project to make sure we minimize disturbance and bring as much benefit as possible. We will work with appropriate community bodies to ensure that the project fits the style and can truly become part of the surrounding neighborhood. Moreover, we will be collaborating with a top-notch architectural team to design a product that will fully engage with the Folsom Trail and enhance it as a place that bridges the gap between the Gateway neighborhood and the 800 W station area. Our team will work with the community to establish that TSA-UN-C is the appropriate zoning code for the property.

Parcel for Zone Map Amendment:

15-02-226-010-0000

Surrounding Zoning:

TSA-UN-T, TSA-UN-C

Existing TSA-UN-T Zoning Purpose Statement:

Transition Area: The purpose of the transition area is to provide areas for a moderate level of land development intensity that incorporates the principles of sustainable transit-oriented development. The transition area is intended to provide an important support base to the core area and transit ridership as well as buffer surrounding neighborhoods from the intensity of the core area. These areas reinforce the viability of the core area and provide opportunities for a range of housing types at different densities. Transition areas typically serve the surrounding neighborhood and include a broad range of building forms that house a mix of compatible land

uses. Commercial uses may include office, retail, restaurant, and other commercial land uses that are necessary to create mixed use neighborhoods.

The purpose statement for the zoning code applied to the parcel is misaligned with the goals laid out for the 800 W Station area in the North Temple Boulevard Plan. Stability and slight declines in the population as housing prices steadily increased in the surrounding area over the last decade have demonstrated the limitations that the existing development has in terms of sustaining growth, affordability and sustaining commercial businesses. If the current zone is applied, the property will not serve as a buffer to less intense development because all neighboring parcels feature manufacturing or light industrial uses, and the Folsom Trail provides a large natural buffer to the south. The station area will be best served by allowing for a rezone to a code that will allow for increased density and feasibility of mixed uses. The rezoned property will stabilize housing stock in the area and puts residential density in an area that is extremely desirable in terms of access to recreation and transit. The codes currently applied do not support the density or degree of change in the area called for in the Plan. This is especially true given the location less than ¼ mile from a major transit stop when other nearby properties further from the station and closer to single family residences have the requested zone.

Proposed TSA-UN-C Zoning Purpose Statement:

Core Area: The purpose of the core area is to provide areas for comparatively intense land development with a mix of land uses incorporating the principles of sustainable, transit-oriented development and to enhance the area closest to a transit station as a lively, people oriented place. The core area may mix ground floor retail, office, commercial and residential space in order to activate the public realm.

The location and layout of TAG Sawtooth project fits the purpose statement for TSA-UN-C far more robustly than that of the current zoning code. Specifically, the ground floor retail that would be possible under the rezone would activate the public realm. It would do so by interfacing with the Folsom Trail to create a lively and people-oriented place within ¼ mile of the TRAX station. It would do so in an area where there are natural and built buffers between the proposed intensity of our project and single-family neighbors. Adding additional density will allow the project to better live up to the principles of sustainable transit-oriented development and more effectively forward the aims of the North Temple Corridor Plan.

Summary:

Map Amendments are approved on the basis of several criteria including:

- Whether the proposed map amendment is consistent with the purposes, goals, objectives, and policies of the City as state through its various adopted planning documents.
- The extent to which a proposed map amendment will affect adjacent properties
- The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks and recreational facilities, police and fire

protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.

The consistency of the proposed amendment with city policies, goals and objectives is discussed above in extensive detail. The amendment is supported by the following documents:

North Temple Boulevard Plan
Salt Lake City Transit Master Plan
Growing SLC: A 5 Year Housing Plan
Plan Salt Lake

The TAG Sawtooth project will provide development that is of the scale and character called for in the purpose statement of Core Transit Station Areas. Moreover, the site fits the criteria for zoning as a core area as there are natural and built buffers separating it from less dense residential uses. The parcel is currently dramatically unused and prices in the area indicate that there is strong demand for this kind of product. As for-rent prices continue to rise in Salt Lake City this project will provide opportunities to bolster growth in the population of the surrounding neighborhood by providing options for community members that wish to stay in their current neighborhood as well as for residents that wish to move into a location with convenient transit to Downtown. The creation of a project aligned with the purposes of a core area will breathe new life into the 800 W station which will need to increase average density to support the frequent transit network. Ultimately, the additional density will serve to bring more development and mixed-uses to the area which will expand the retail options available to residents in ways that the community has asked for. The project is in alignment with the purposes, goals, objectives and policies outlined in major planning documents governing the area.

Although the development team is still in the early phase of formulating the TAG Sawtooth project, the process of engaging the neighborhood has already started. We have a robust plan for engaging neighboring parcels and the Community Council for feedback about ways that the project can minimize disruptive impacts and maximize benefits. These conversations have started and will continue throughout the process of project planning. The developer plans to leverage buffering from the Folsom Trail to minimize effects on existing residences. The desired effect is to not only buffer single-family neighbors from the density that will be at the core of the proposed project, but also to increase the buffering between residential uses and the freight rail line that will be blocked from view by the project. During construction, effective communication between the development team and nearby neighbors will ensure that we minimize the conflicts and problems that active construction can bring. The development team looks forward to continued collaboration with neighbors as the project's design is advanced and will work to ensure that the project will ultimately be something that the neighborhood can be proud of.

The current TSA-UN-T zoning on the parcel does not advance the city plans outlined in the North Temple Boulevard Plan, The Salt Lake Transit Master Plan, Growing SLC or Plan Salt Lake

as effectively as the project that would be feasible with TSA-UN-C zoning. By allowing for a rezone to TSA-UN-C the City will enhance the ability of the zoning to achieve the goals stated in City planning documents. As Salt Lake City experiences rapid growth, additional housing will be necessary, and by allowing for density in the near transit the city will increase attainability of housing while simultaneously minimizing the impact of growth that will happen either way on roadway congestion and air quality by placing development where it can capitalize on transit. The TAG Sawtooth parcel represents an infill opportunity in an area where the mixed-uses made feasible by greater density and height are appropriate and desired. By interfacing with other public and private projects nearby to create a more “people-oriented” and engaged neighborhood, the TAG Sawtooth development will further the purposes of the proposed zoning code in ways that benefit the city.

ATTACHMENT C: Property & Vicinity Photos



View of the site from. Looking from Northeast



View of the site. Looking from East



View from across the street towards the North



View from the South of the site and the Folsom Trail



View of adjacent properties to the West



View from across the street towards the East

ATTACHMENT D: Master Plan & Zoning Map Amendment Standards

MASTER PLAN AMENDMENT

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 either. 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.

ZONING MAP AMENDMENT STANDARDS

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:

- 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.**

Plan Salt Lake:

Plan Salt Lake promotes common policies, like development close to transportation, diversity and increase of housing and better transit.

Growing SLC: A Five-Year Housing Plan:

The Growing SLC: A Five-Year Housing Plan includes policies that include flexible zoning along transportation routes and promoting diverse housing stock, increased housing options and allowing additional units within existing structures. One of the proposed outcomes of this rezoning is to create units with additional bedrooms, which has been a preference expressed by the community. However, the current zoning does not keep the developers from providing additional units that are 2- and -3 bedrooms.

Although this proposal may help to achieve some goals in city-wide plans, the existing zoning should be able to do the same. Further the proposal does not meet the neighborhood master plan which shares similar goals to the city-wide master plan but also takes into consideration the unique characteristics and needs of the Euclid neighborhood.

North Temple Boulevard Plan:

The North Temple Boulevard Plan defined the railroad as the boundary line for the existing zoning district. The purpose for the location of the boundary is to create compatibility in the neighborhood by locating taller buildings close to the transit stations and gradually stepping down building heights. The intent of the North Temple Boulevard Plan is not met by rezoning the subject site.

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

21A.02.030 Purpose and Intent:

The purpose of this title (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 to carry out the purposes of the Municipal Land Use Development and Management Act, title 10, chapter 9, of the Utah Code Annotated or its successor, and other relevant statutes. This title is, in addition, intended to:

- 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.
- H. Protect the environment.

One of the purposes of the Zoning Ordinance is to implement the adopted master plans of the city and therefore to implement the policies of the North Temple Boulevard Master Plan. The Salt Lake City Council adopted the North Temple Boulevard Plan in 2010 and defined the railroad as the boundary line between the TSA-UN-T and TSA-UN-C zoning district. Further, the existing zoning on the subject property is adequate in furthering the goals and policies of this plan.

Zoning District Purpose:

1. **Core Area:** The purpose of the core area is to provide areas for **comparatively intense land development** with a mix of land uses incorporating the principles of sustainable, transit-oriented development and to enhance the area closest to a transit station as a lively, people-oriented place.
2. **Transition Area:** The purpose of the transition area is to provide areas for a moderate level of land development intensity that incorporates the principles of sustainable transit-oriented development. The transition area is intended to provide an important **support base to the core area** and transit ridership as well as **buffer surrounding neighborhoods from the intensity of the core area**. These areas reinforce the viability of the core area and provide opportunities for a range of housing types at different densities.

The proposed amendments do not comply with the purpose statement of the Core and Transition Areas. The subject site is in the Transition Area and its most important function is to buffer the surrounding neighborhoods from the intensity of the Core Area. By allowing the core to intrude closer to the stable neighborhood will have a negative effect on the goal of providing a buffer.

21A.50.010 Purpose Statement:

The purpose of this chapter is to provide standards and procedures for making amendments to the text of this title and to the zoning map. This amendment process is not intended to relieve particular hardships nor to confer special privileges or rights upon any person, but only to make adjustments necessary in light of changed conditions or changes in public policy.

The North Temple Boulevard Plan was adopted in 2010 and it is considered a recent adopted master plan. Although housing needs have changed from 2010, most other conditions and public policies have not changed. The challenge presented with this request is to balance the need for more housing with the need to keep compatibility in the neighborhood by locating taller buildings close to the transit stations and gradually stepping down building heights. Staff finds that the opportunity for more housing and compatibility can be better achieved with the current zoning.

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

The proposed development would have little impact on current land uses. However, for the Euclid neighborhood, it's about the vision of the future. The proposed height is currently not compatible with the height of adjacent properties; however, anticipated redevelopment of the area will likely make it more compatible. Also, this location is near a major transit line but there have been concerns expressed about potential parking issues as the neighborhood continues to redevelop. If these amendments open a precedence for other neighboring properties to be rezoned, there will be no guarantees that other projects will provide additional parking.

Furthermore, the goal of the North Temple Boulevard Plan to provide a buffer between the Core and the Stable area can be achieved through the current zoning, TSA-UN-T.

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

The property is in Airport Influence Overlay Zone as is most of the westside of the city. This overlay would not be impacted by this proposed zoning map amendment.

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.

Transportation:

- Roadways and sidewalk are fully developed and are easily accessed from the site providing connections throughout the neighborhood.
- Buses and TRAX on North Temple provide access to Downtown and to the Airport. A nearby connection to the Frontrunner commuter rail.
- Bike lanes. Folsom Trail, adjacent the subject site, and the Jordan River Trail with bike trails.
- Close to commuter train.

Parks and Recreation Facilities:

The subject site is adjacent to the Folsom Trail, and in proximity the Jordan River Trail and Madsen Park.

Police and Fire Protection:

Both the Police and Fire commented that they had no objection to the amendments. However, Fire will review the proposed project again at the time for a building permit.

Schools:

- Elementary – Franklin School
- Middle – Bryant Middle School
- High – East High School

Other Public Facilities and Services:

The site is located within a developed area of the city. The change of zoning is not likely to increase the need for roadways, parks, recreation facilities, police, fire protection, or schools. Any future development would be reviewed by the Public Utilities department and if additional water or sewer capacity is required to serve the property, the owner/developer would need to make the necessary public improvements.

ATTACHMENT E: Public Process & 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 since the applications were submitted:

- **December 22, 2021** – The Poplar Grove and Downtown Community Councils were sent the 45-day required notice for recognized community organizations.
- **January 24, 2022** - Property owners and residents within 300 feet of the development were provided early notification of the proposal.
- **January 24, 2022** - The project was posted to the Online Open House webpage.
- **February 23, 2022** – The Poplar Grove Community Council held an online meeting where the TAG Sawtooth project was discussed.
- **March 24, 2022** – The Fairpark Community Council held an online meeting where the TAG Sawtooth project was discussed.

Notice of the public hearing for the proposal included:

- **April 2, 2022**
 - Public hearing notice sign posted on the property
- **March 31, 2022**
 - Public hearing notice mailed
 - Public notice posted on City and State websites and Planning Division list serve

Public Input:

Received one email that is attached to the staff report.

Comments from the Poplar Grove Community Council:

- Parking – don't want parking to spill over the neighborhood
- Provide commercial opportunities
- Too many 1-bedroom and studio apartments. Would like more 2-and 3-bedrooms
- Allow for more retail

Comments from the Fairpark Community Council:

- Possibility for 2- and 3-bedrooms
- Daylighting of City Creek along Folsom Trail
- Provide more commercial opportunities

Apart from the daylighting of City Creek, which is not relevant to this request, the other issues raised by the community councils were addressed on this staff report.

From: [REDACTED]
To: [Pace, Katia](#)
Subject: (EXTERNAL) 16 S 800 West & Chicago Street
Date: Thursday, March 24, 2022 7:35:04 PM

Totally use the dirt to build but no zoning changes! Please add some three bedroom units for families.

Hoyt Place --> 2- 3 bedrooms!

Do not bulldoze homes on Chicago Street!

Thank You!
Michelle
[REDACTED]

ATTACHMENT F: Department Review Comments

This proposal was reviewed by the following departments. Any requirement identified by a City Department is required to be complied with.

TRANSPORTATION

(Michael Barry at michael.barry@slcgov.com or 801-535-7147)

Transportation does not have any issues with this zoning map amendment.

BUILDING SERVICES

(William Warlick at william.warlick@slcgov.com)

No comments.

POLICE

(Lamar Ewell at lamar.ewell@slcgov.com)

The Police Department has no issues with the rezoning request.

FIRE

(Douglas Bateman at douglas.bateman@slcgov.com)

- Approved fire apparatus access roads shall be provided for every facility, building or portion of a building hereafter constructed or moved into; and shall extend to within 150 feet of all portions of the facility and all portions of the exterior walls of the first story of the building as measured by an approved route around the exterior of the building or facility.
- Alternate Means and Methods application may be necessary dependent on location of building on property for increase in sprinkler density of 0.05 gpm/sq ft above the required density and provide automatic smoke detection in public and common spaces.
- Fire apparatus access roads shall have an unobstructed vertical clearance of not less than 13 feet 6 inches. Buildings greater than 30 feet shall have a road width of not less than 26 feet. Fire apparatus access roads with fire hydrants on them shall be 26-feet in width; at a minimum of 20-feet to each side of the hydrant in the direction of road travel.
- Fire apparatus access roads shall be designed and maintained to support the imposed loads of fire apparatus (80,000 pounds) and shall be surfaced to provide all-weather driving capabilities.
- The required turning radius of a fire apparatus access road shall be the following: Inside radius is 20 feet, outside is 45-feet.
- Buildings or portions of buildings constructed or moved into or within the jurisdiction is more than 400 feet from a hydrant on a fire apparatus access road, as measured by an approved route around the exterior of the facility or building, on-site fire hydrants and mains shall be provided where required by the fire code official.
- Fire department connections shall be located on the street address side of buildings, fully visible and recognizable from the street, and have a fire hydrant within 100-feet on the same side of the street.
- Where a fire hydrant is located on a fire apparatus access road, the minimum road width shall be 26 feet, exclusive of shoulders.

- Aerial fire apparatus access roads shall be provided where the highest roof surface exceeds 30 feet measured from grade plane. For purposes of this section, the highest roof surface shall be determined by measurement to the eave of a pitched roof, the intersection of the roof to the exterior wall, or the top of parapet walls, whichever is greater. Some exceptions have been added by SLC; those can be obtained from this office.
- Aerial fire apparatus access roads shall have a minimum unobstructed width of 26 feet, exclusive of shoulders. Aerial access routes shall be located not less than 15 feet and not greater than 30 feet from the building and shall be positioned parallel to one entire side of the building.
- Overhead utility and power lines shall not be located over the aerial fire apparatus access road or between the aerial apparatus road and face of building

PUBLIC UTILITIES

(Jason Draper at jason.draper@slcgov.com or 801-483-6751)

No public utility objection to the proposed zone change and map amendment.

For future development:

- All improvements must meet SLCDPU standards, policies, practices and ordinances.
- The water main in 800 West may need to be upsized to meet development requirements.
- There are multiple water and sewer services. These will need to be evaluated for reuse. Only one culinary meter and one irrigation meter will be allowed for this property.
- Any unused utility services must be capped at the main.
- Applicant should attend a Development Review Meeting (DRT) for additional guidance.

ENGINEERING

(Scott Weiler at scott.weiler@slcgov.com or 801-535-6159)

No objections.