



# Staff Report

PLANNING DIVISION

DEPARTMENT of COMMUNITY and NEIGHBORHOODS

**To:** Salt Lake City Planning Commission

**From:** Aaron Barlow, Principal Planner, [aaron.barlow@slcgov.com](mailto:aaron.barlow@slcgov.com), 801-535-6182

**Date:** September 28, 2022

**Re:** PLNPCM2022-00674, PLNPCM2021-01075 & 01203 Riverside Cottages Amendments

## Zoning & Master Plan Map Amendments

**PROPERTY ADDRESS:** 552 N 1500 W, and 1500, 1516, 1520, & 1522 W 500 N

**PARCEL IDs:** 08-34-230-026-0000, 08-34-230-023-0000, 08-34-230-025-0000,  
08-34-230-004-0000, 08-34-230-003-0000

**PROJECT SIZE:** 2.32 Acres (101,059 square feet)

**MASTER PLAN:** Northwest Community Master Plan.

**CURRENT MASTER PLAN DESIGNATION:** Low Density Residential

**CURRENT ZONING DISTRICT:** R-1/7,000 Single-family Residential

### REQUEST:

Bert Holland of Hoyt Place Development LLC, representing the property owners, has submitted the following amendment requests (see the map included with [Attachment A](#) for details):

### Master Plan and Zoning Map Amendments (PLNPCM2022-00674 and PLNPCM2021-01075)

Amending the Northwest Community Future Land Use Map from Low Density Residential to Medium Density Residential and the zoning from R-1/7000 Single-Family Residential to Special Development Pattern Residential SR-3 for the following properties:

- 552 N 1500 West
- Northern portions (beginning approximately 110 feet north of the 500 North right-of-way line) of 1500 W, 1516 W, 1520 W, and 1522 W 500 North.

### Zoning Map Amendment (PLNPCM2021-01203)

Rezoning the southern 110 feet (approximate) of 1500 W, 1516 W, 1520 W, and 1522 W 500 North from R-1/7000 Single-Family Residential to R-1/5000 Single-Family Residential.

The intent of these amendment requests is to accommodate a future redevelopment project that the Commission will review at a later date. The Planning Commission's role in this application is to provide a recommendation to the City Council, who will make the final decision on the requested zoning map and master plan amendments.

### RECOMMENDATION:

Based on the findings in this report, Planning staff recommends that the Planning Commission forward a positive recommendation to the City Council for the proposed Zoning and Master Plan Map Amendments with the following condition:

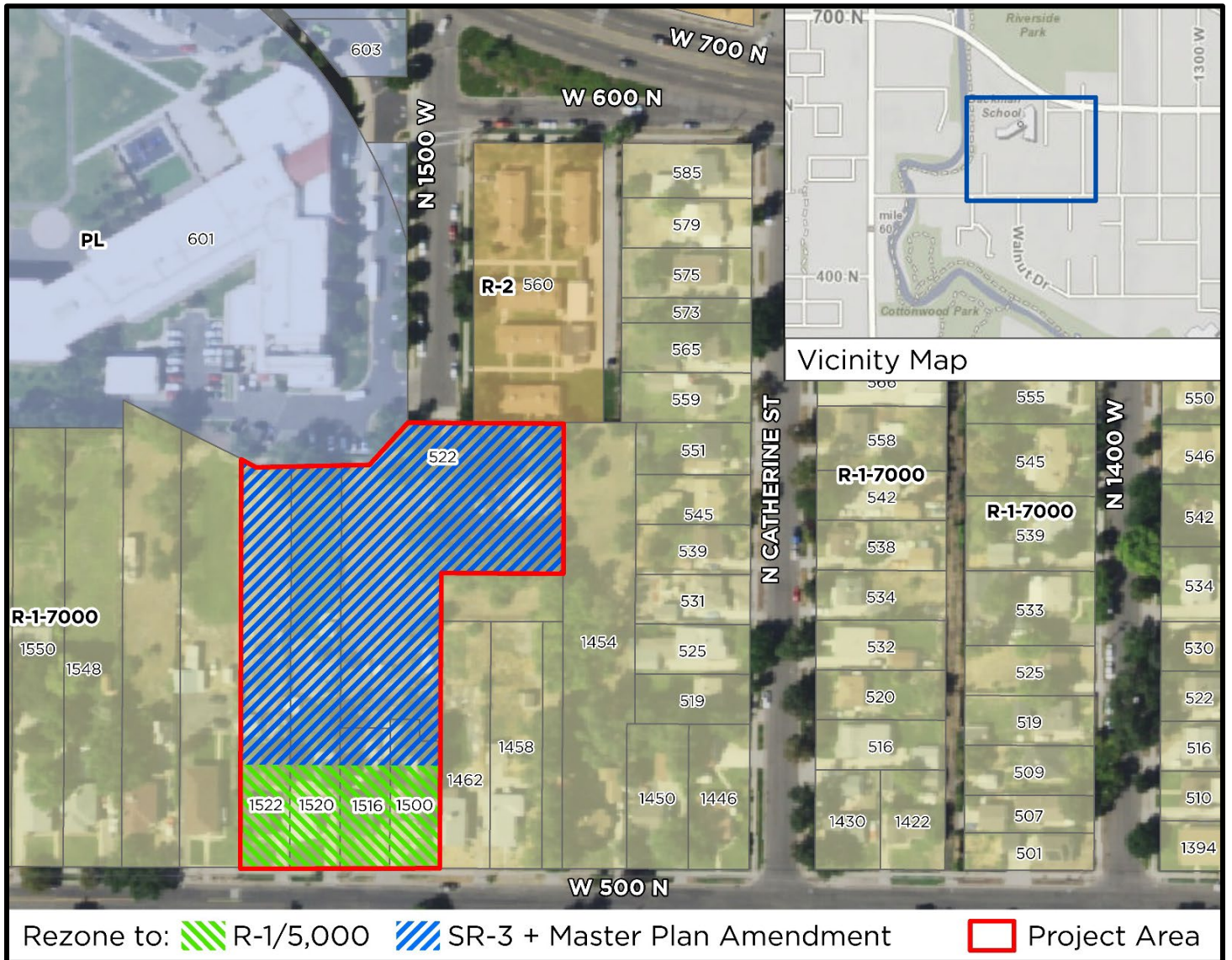
- That the proposal complies with the recommendations within the Housing Loss Mitigation report.

### ATTACHMENTS:

- |   |   |
|---|---|
| A. <a href="#">Maps</a>                           | E. <a href="#">Zoning District Comparison</a>     |
| B. <a href="#">Applicant-submitted Materials</a>  | F. <a href="#">Analysis of Relevant Standards</a> |
| C. <a href="#">Photos</a>                         | G. <a href="#">Public Process &amp; Comments</a>  |
| D. <a href="#">Housing Loss Mitigation Report</a> | H. <a href="#">Department Review Comments</a>     |

## PROJECT DESCRIPTION

The proposed Zoning Map Amendment request includes five properties. Four of the five (1500, 1516, 1520, & 1522 W 500 N) face 500 North, the other is located within the interior of the block and is accessed from 1500 W near Backman Elementary School. The request is to rezone the properties from R-1/7000 Single-Family Residential to R-1/5,000 Single Family Residential and SR-3 Special Development Pattern Residential. A map showing the approximate location of the proposed changes can be found in [Attachment A](#) (and below). The applicant has submitted the amendment requests in anticipation of an interior-block development project. The rationale for the amendments is included in the applicant's submittal found in [Attachment B](#).



Proposed changes to the zoning and master plan maps

The first Zoning Map Amendment standard that the Planning Commission and City Council should consider asks whether a zoning map amendment petition is “consistent with the purposes, goals, objectives, and policies of the various City planning documents.” In this case, part of this request is not consistent with the Northwest Community Master Plan (NWCMP). The property is currently designated as *Low Density Residential* according to the NWCMP’s Future Land Use Map. The SR-3 zoning district qualifies as a *Medium Density Residential* district according to the map. Therefore, the applicant has also submitted a corresponding Master Plan Amendment petition to change the land use designation of the requested SR-3 section of the project area from *Low Density Residential* to *Medium Density Residential*. The map of these changes can also be found in [Attachment A](#) (and above).

## Existing Conditions

Along with two of the subject properties (1520 & 1522W 500 N), many of the lots within the immediate vicinity are long and narrow, extending north from 500 North. The rear yards of these lots appear generally empty or used for storage/parking. These lots appear to average approximately a half-acre in size (20,000 square feet), which is less common in other parts of the city. Information regarding the subject properties can be found in the table below.

	<b>Site Conditions</b>	<b>Lot Area</b>	<b>Current Zoning</b>	<b>Proposed Zoning</b>	<b>Current Master Plan Designation</b>	<b>Proposed Master Plan Designation</b>	<b>Demo House?</b>
552 N 1500 W	A single-family house with a large rear yard	1.08 Acres	R-1/7,000	SR-3	Low Density Residential	Medium Density Residential	Yes
1500 W 500 N	A single-family house	0.16 Acres	R-1/7,000	R-1/5,000 (front), SR-3 (rear)	Low Density Residential	Medium Density Residential (rear)	No
1516 W 500 N	A single-family house	0.16 Acres	R-1/7,000	R-1/5,000 (front), SR-3 (rear)	Low Density Residential	Medium Density Residential (rear)	No
1520 W 500 N	A single-family house with a long rear yard	0.46 Acres	R-1/7,000	R-1/5,000 (front), SR-3 (rear)	Low Density Residential	Medium Density Residential (rear)	No
1522 W 500 N	A single-family house with a long rear yard	0.46 Acres	R-1/7,000	R-1/5,000 (front), SR-3 (rear)	Low Density Residential	Medium Density Residential (rear)	No
Total	-	2.32 Acres	-	-	-	-	-

While the neighborhood mostly consists of detached single-family houses, there are a few pockets of residential development with relatively-higher density. Immediately to the north of the subject properties, east of Backman Elementary School is a small development of four duplexes. This property is located in the R-2 Two Family Residential District. This zoning district allows single- and two-family dwellings but because the zoning district requires a 5,000 square-foot lot for a single-family dwelling and an 8,000 square-foot lot for a duplex, it is considered low-density residential. To the west of the project area, at about the middle of the block, is a small planned development consisting of seven single-family homes on small lots accessed by a private street.

## Comparison of Current and Proposed Zoning District

The R-1/7,000 Single-family Residential Zoning District is designed for the low-density development of detached single-family houses on lots no smaller than 7,000 square feet. Permitted uses are limited to those that support the detached-single-family character of the district (such as parks, small-scale home occupations, and necessary infrastructure).

The intent of the R-1/5,000 Single-family Residential Zoning District is not much different from the R-1/7,000 district. It is also designed for the low-density development of single-family houses, but on lots no smaller than 5,000 square feet. With only one exception, permitted uses in the district are the same as the R-1/7,000 district (see table on next page).

The SR-3 zoning district is a medium-density zone that is intended for low-impact residential uses within the interior of a block. The zone allows for residential infill development that includes single-family detached and attached, twin homes, and two-family dwellings. The purpose of the SR-3 district is to provide housing options that are in scale and compatible with adjacent development while preserving the existing character of the neighborhood. The zoning district allows detached single-family houses on lots no smaller than 2,000 square feet and attached single-family houses on lots no smaller than 1,500 square feet. All other permitted uses are the same as the R-1/7,000 zoning district.

As proposed, the rezone would not change how the properties along 500 N would be used. The lots would be slightly smaller, and some accessory structures would need to be rebuilt, but the rezone's impact on the neighborhood and adjacent property would be minimal. While new houses within the proposed SR-3 section of the project area could be on smaller lots, they would not be any taller than what is currently allowed in the R-1/7,000 district. The SR-3 district's regulations are intended to allow infill development that can be compatible with existing single-family

neighborhoods—development that would not be much different from the duplexes to the north or the planned development down the street. A brief comparison of the existing and proposed districts is below. (see [Key Consideration 2](#) and [Attachment F](#) for additional discussion regarding the anticipated impact of the proposed amendments)

	<i>R-1/7,000 (existing)</i>	<i>R-1/5,000 (proposed)</i>	<i>SR-3 (proposed)</i>
<i>Building Height</i>	28 ft to the ridge of the roof or the average height of other principal buildings on the block face – 20 ft to the top of a flat roof	28 ft to the ridge of the roof or the average height of other principal buildings on the block face – 20 ft to the top of a flat roof	28 ft to the ridge of the roof or the average height of other principal buildings on the block face – 20 ft to the top of a flat roof
<i>Front Setback</i>	Average of the front yards of existing buildings within the block face. 20 ft where there are no existing buildings within the block face. Where the minimum front yard is specified in the recorded subdivision plat, the requirement specified on the plat shall prevail.	Average of the front yards of existing buildings within the block face. 20 ft where there are no existing buildings within the block face. Where the minimum front yard is specified in the recorded subdivision plat, the requirement specified on the plat shall prevail.	Average of the front yards of existing buildings within the block face. <b>10 ft</b> where there are no existing buildings within the block face. Where the minimum front yard is specified in the recorded subdivision plat, the requirement specified on the plat shall prevail.
<i>Side Setback</i>	<b>Corner side yard:</b> 10 ft <b>Interior:</b> 6 ft on one side, 10 ft on the other	<b>Corner side yard:</b> 10 ft <b>Interior:</b> <b>4 ft</b> on one side, 10 ft on the other	<b>Corner side yard:</b> <b>10 ft</b> <b>Interior:</b> <b>4 ft</b> (Single-family detached) Single-family attached and twin homes: <b>No setback</b> unless next to a single-family dwelling, then <b>4 ft</b> required
<i>Rear Setback</i>	25 feet	<b>25%</b> of lot depth or <b>20 ft</b> , whichever is less	<b>20%</b> of lot depth – <b>not less than 15 ft not more than 30 ft</b>
<i>Lot Size</i>	<u>Single-family detached:</u> 7,000 SF	<u>Single-family detached:</u> <b>5,000 SF</b>	<u>Single-family detached:</u> <b>2,000 SF</b> <u>Single-family attached:</u> <b>1,500 SF / unit</b> <u>Two-family/duplexes:</u> <b>3,000 SF</b>
<i>Permitted Uses</i>	Single-family detached dwellings, parks, home occupations	Single-family detached dwellings, parks, home occupations, <b>dormitories</b>	Single-family dwellings (detached & attached), <b>twin homes, duplexes</b> , parks, home occupations

## APPROVAL PROCESS AND COMMISSION AUTHORITY

### Review Processes: Master Plan Amendment and Zoning Map Amendment

The Planning Commission can provide a positive or negative recommendation for the proposed master plan and zoning map amendments. The recommendation will be sent to the City Council, who will hold a briefing and additional public hearings on the proposed amendments. The City Council may approve, deny or make modifications to the proposed amendment requests as they see fit and are not limited by any one standard.

## KEY CONSIDERATIONS

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

1. Compliance with Relevant Master Plan Policies
2. Compatibility with Adjacent Properties
3. Traffic on 1500 West
4. Housing Loss Mitigation Report

### Consideration 1 – Compliance with Relevant Master Plan Policies

As mentioned earlier, the applicant has submitted a Master Plan Amendment petition to ensure that the proposed rezone to SR-3 is “consistent with the purposes, goals, objectives, and policies of the various City planning documents.” The subject properties are currently designated as *Low Density Residential* by the future land use map in the Northwest Community Master Plan. However, the SR-3 district is considered a *Medium Density Residential* zoning district by the master plan. A Master Plan amendment would need to be approved to keep the proposed rezone to SR-3 consistent with the Northwest Community Master Plan. Staff’s analysis of the proposed amendment’s compliance with policies within adopted City plans can be found in [Attachment E](#).

One issue that came out of staff’s analysis of the proposed change is that policies within the Northwest Community Master Plan (1992) do not entirely align with related policies found in Plan Salt Lake (2015) and the City’s housing plan, Growing SLC (2018). Policies within both Plan Salt Lake and Growing SLC promote infill development and medium-density housing opportunities. The Northwest Community Master Plan, however,

recommends preserving single-family neighborhoods and raises concerns about new development interfering with their character.

If the proposal was for a zoning district that allowed higher density or relatively more intense uses (such as multi-family residential), then staff would have greater concern over potential negative impacts on the surrounding neighborhood. However, since the proposed SR-3 zoning district's development standards and permitted uses are intended to promote infill that is compatible with existing residential neighborhoods, Planning staff is confident that the proposed change in zoning fulfills the intended outcomes of policies within Plan Salt Lake, Growing SLC and the Northwest Community Master Plan.

### **Consideration 2 – Compatibility with Adjacent Properties**

The neighborhood has an established character that primarily consists of single-family houses on lots generally larger than 7,000 square feet. The proposed amendments would allow additional density (more houses in a smaller area) beyond what is typically found on the block. However, there are currently duplexes on the property immediately north of the project area and a small, planned development a few houses to the west. Even though these developments are located within zoning districts that are considered *Low Density Residential* by the Northwest Community Master Plan (R-2 and R-1/7,000), they show that additional density towards the interior of the block may not be entirely incompatible with the neighborhood's character. Development permitted by the SR-3 district would be comparable to these examples and could be compatible with the surrounding neighborhood.

### **Consideration 3 – Traffic on 1500 West**

One potential issue that may arise out of this proposal is the additional traffic on 1500 West. Since the applicant has indicated that the four single-family houses on 500 North will be preserved, it can be assumed that any access for the proposed development will come from 1500 West. Backman Elementary School (located northwest of the project area) uses 1500 West for access to staff parking and student drop-off/pick-up. While staff has not been able to observe the street during peak drop-off-pick-up hours, heavier-than-normal traffic is usually expected during these times. Additionally, it appears that occupants of the adjacent duplexes use 1500 West for parking (even though there is off-street parking available on the lot). Any new development within the project area could add additional strain to the street and potential traffic issues will need to be considered prior to the approval of any future development application.

### **Consideration 4 – Housing Loss Mitigation Report**

[Chapter 18.97](#) of Salt Lake City Code requires that any Zoning Amendment petition for a district that would allow a nonresidential land use (i.e., retail, office, school, etc.) on a property with residential dwelling units may not be approved until a housing mitigation plan is approved by the city. The housing mitigation plan (that explains the potential impact to existing housing) needs to be submitted to and approved by the city's the Director of Community and Neighborhoods. In this case, a housing mitigation plan is required because the SR-3 zone allows some nonresidential uses.

The applicant submitted a housing loss mitigation plan that satisfied this requirement by providing replacement dwelling units (see [Attachment D](#)). The final plan was evaluated and approved by the Community and Neighborhoods Director, Blake Thomas, prior to the Planning Commission's review of this petition.

## **STAFF RECOMMENDATION**

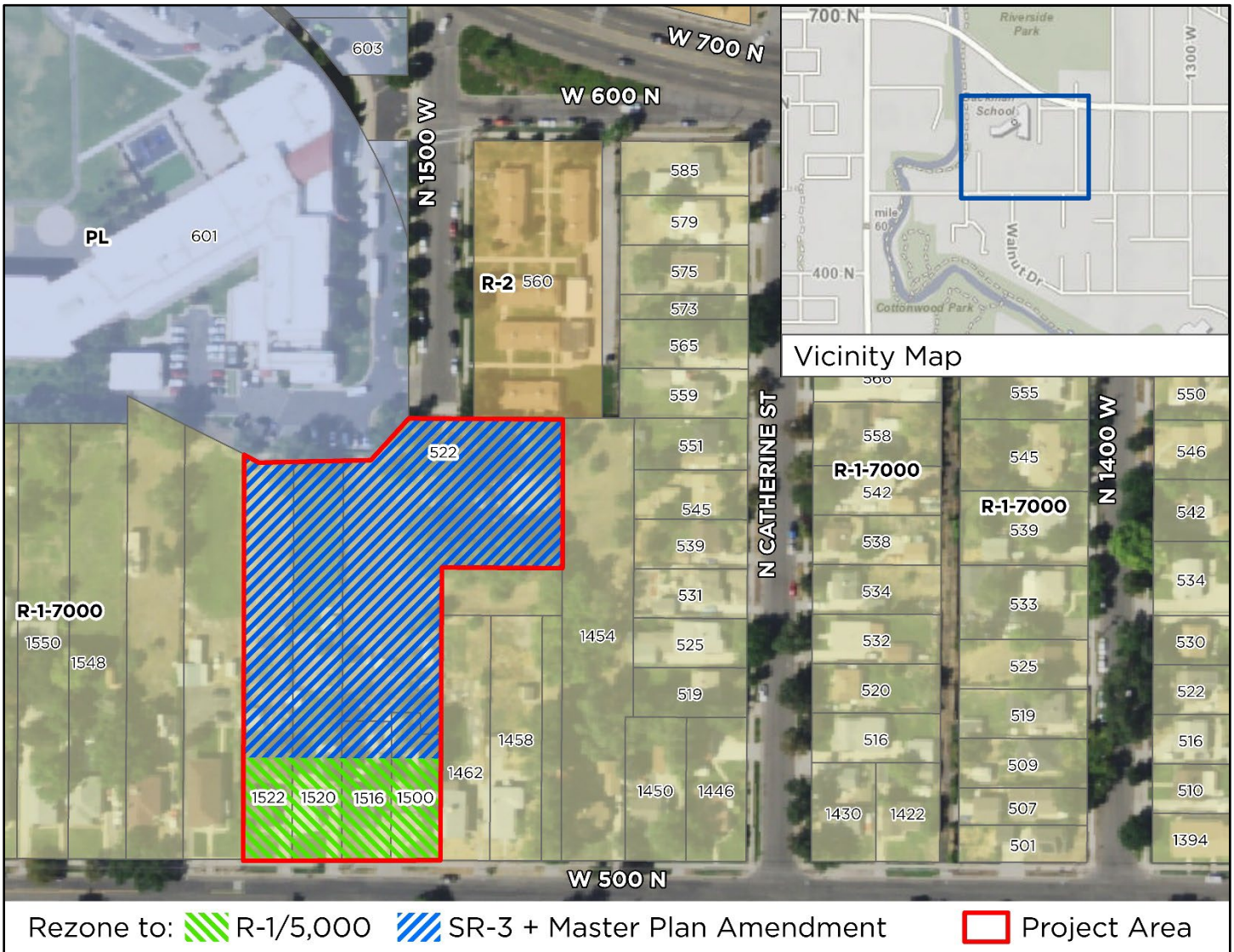
While the development that would result from the proposed amendments would bring changes to a block that consists of primarily single-family houses, Planning staff is confident the proposed zoning and master plan map amendments comply with the policy recommendations found in the Northwest Community Master Plan, Plan Salt Lake, and Growing SLC. Staff also finds that the proposal generally meets the Zoning Amendment standards found in [21A.50.050.B](#).

## **NEXT STEPS**

### **Approval or Denial of the Request**

The Planning Commission's recommendation will be forwarded to the City Council for their consideration as part of the final decision on this petition. If the council approves the proposed amendments, then the applicant may proceed with redeveloping the property under the applicable zoning standards.

# ATTACHMENT A – Maps



# **ATTACHMENT B – Applicant-submitted Materials**

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October 18, 2021

Salt Lake City Planning  
Mr. Lex Traugher  
541 South State Street  
Salt Lake City, UT. 84111

RE: Riverside Zone Change 2021

**Introduction**

Riverside is located between 500 North and 600 North at approximately 1500 West.

**Background**

Riverside properties are located adjacent to Bachman Elementary near Redwood Road. The primary access for the subject parcels is 1500 West off of 600 North. Riverside currently includes 5 parcels, 3 of which contain occupied single-family dwellings, one of which is to be demolished.

Riverside is an infill development, surrounded by older, existing single-family homes to the east and south, new homes to the west, and older apartment buildings to the north.

As a proposed single-family infill development, the petitioners are requesting the SR-3 zoning for the majority of the property and R1-5000 for the homes facing 500 North.

Riverside Zone Change 2021 includes five (5) parcels that total approximately 2.84 acres. (See attached in red outline)

The subject properties include:

- 1522 West 500 North
- 1520 West 500 North
- 1454 West 500 North
- 1454 West 500 North (small parcel)
- 552 North 1500 West



The purpose of the rezone allows for more flexibility in housing options through development of the inner block, while maintaining the R1-5000 zoning along 500 North.

The proposed development is consistent with the purpose statement of the SR-3 zone that calls for a medium-density zoning district that provides *“a variety of housing types, in scale with the character of development located within the interior portions of city blocks”*. The Riverside proposal contains single-family homes with multiple floor plan options that can and will meet the needs of our diverse population.

The Planned Development objectives and standards are being met by promoting greater efficiency in use of the land, utility services, and transportation systems. The proposed incremental increase in density utilizes the land to a more efficient degree than would otherwise be found in the area.

The housing options are consistent with the goals found in the citywide plan: *Plan Salt Lake*, with the second initiative of the *Plan Salt Lake* housing section being to “Increase the number of medium density housing types and options.”

Not only does the proposed zone change and development meet the criteria of the SR-3 zone, but it is important to note the surrounding amenities that include, Bachman Elementary, a regional park, shopping, banking, the Jordan River trail system, five minutes from Salt Lake International Airport, 2 minutes from employment hubs such as L3, the State of Utah, and much more.

Thank you for your consideration.

Sincerely,

Wendy Racine  
Urban Solutions LLC

Attachments:  
Notarized authorization

**Describe the proposed master plan amendment.**

The Northwest Master Plan 1992, has not been updated in 30 years. The demographics and housing needs in Northwest Salt Lake City have greatly changed over the last 30 years.

The proposed Master Plan Amendment will allow medium-density residential to be built, whereas currently, it allows for low-density residential.

**A statement declaring the purpose for the amendment.**

The proposed Master Plan Amendment allows medium-density residential housing to be built where currently, low-density residential housing is allowed. This change in density better reflects current housing needs, and better use of land, and allows the utilization of appropriate zoning options.

**Declare why the present master plan requires amending.**

The Northwest Master Plan 1992 has not been updated in 30 years. It does not reflect nor allow wise land use, especially inner block, to accommodate current housing needs

**Is the request amending the Land Use Map? Yes**

**If so, please list the parcel numbers to be changed.**

**08342300230000  
08342300250000  
08342300260000  
08342300040000  
08342300030000**

**Is the request amending the text of the master plan? No**

**If so, please include exact language to be changed.**



# ATTACHMENT C – Photos



1522 W 500 N



1520 W 500 N



*1516 W 500 N*



*1500 W 500 N*



*552 N 1500 W*

# **ATTACHMENT D – Housing Loss Mitigation Plan**

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# Housing Loss Mitigation Report

PLANNING DIVISION  
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

## Riverside Cottages Zoning Map Amendment 1500, 1516, 1520, & 1522 W 500 North, and 552 N 1500 West Petitions PLNPCM2021-01075 & PLNPCM2021-01203

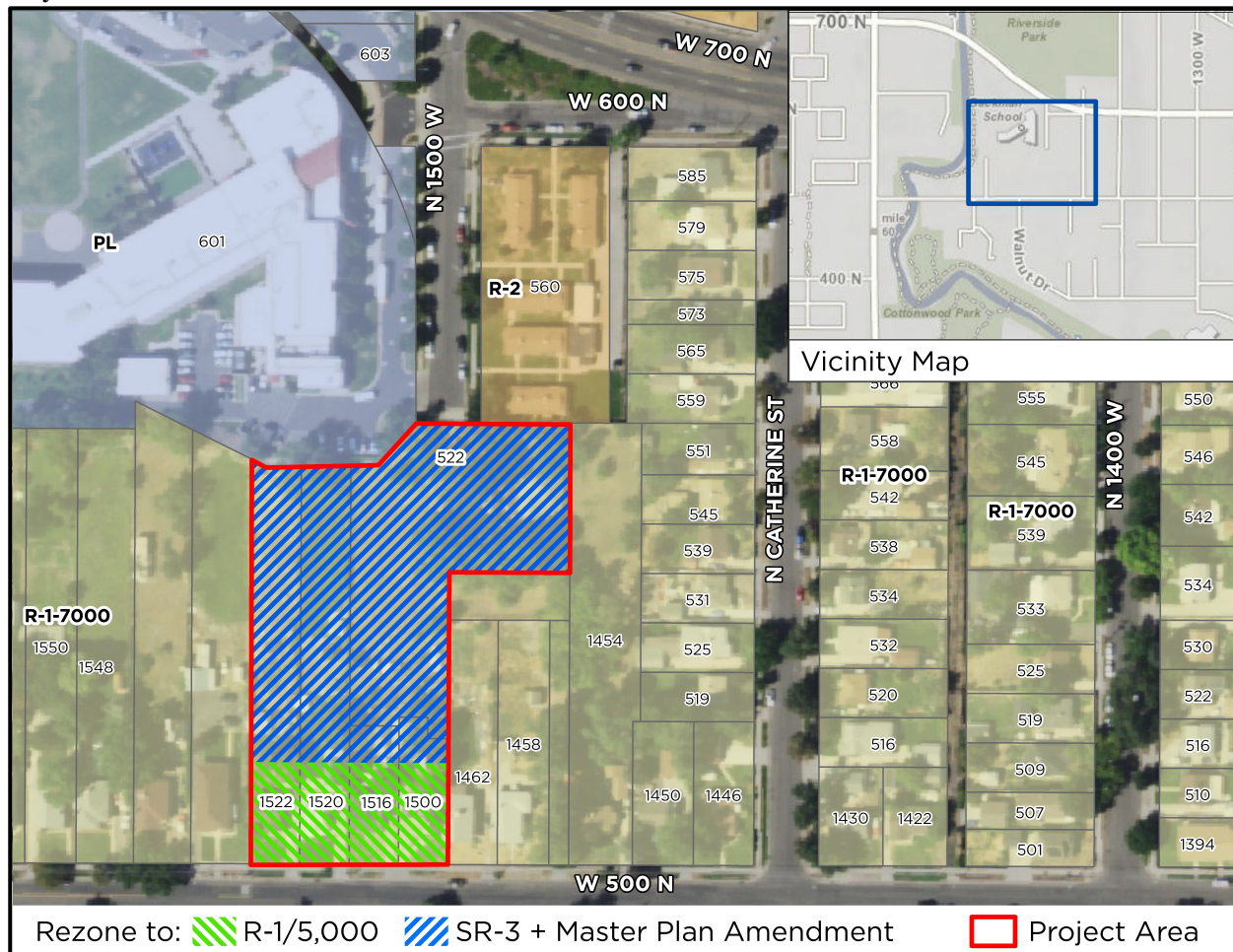
### PROJECT DESCRIPTION

#### Existing Conditions

Bert Holland, representing Urban Solutions LLC and the property owners, is requesting to amend the zoning map designation of the properties located at 1500, 1516, 1520, & 1522 W 500 North, and 552 N 1500 West. Currently, the subject properties are located within the R-1/7,000 Single Family Residential Zoning District. The applicant's zoning amendment requests for the properties are as follows:

- 1500, 1516, 1520, & 1522 W 500 North (PLNPCM2021-01075)
  - **R-1/7,000 to R-1/5,000 Single Family Residential District**
- 552 N 500 W (PLNPCM2021-01203)
  - **R-1/7,000 to SR-3 Special Development Pattern Residential District**

Each of the subject properties contain a single-family dwelling. The applicant plans to renovate the houses addressed along 500 North. If the zoning map amendment request is approved, the applicant intends to replace the house at 552 N 1500 West with new dwelling units and construct additional units behind the single-family houses along 500 N. The site design of the new dwelling units is to be determined and submitted to the City on a later date.





The subject properties vary in shape and size, but their combined area is around 2.33 acres (~101,500 square feet). Except for the apartments to the north and Backman Elementary School, all surrounding property is zoned R-1/7,000. The neighborhood consists of primarily single-family dwellings. Properties along 500 North are deep (most are more than 200 feet deep) and relatively narrow (averaging 50 feet). Most lots are much larger than the district's 7,000 square-foot minimum.

### Proposed Zoning Map Amendment

Nearly all of the City's zoning districts allow some type of nonresidential uses, including the SR-3 and R-1/5,000 districts. Because these applications are "petition(s) for a zoning change that would permit a nonresidential use of land," a Housing Loss Mitigation Plan is required. Housing Loss Mitigation Plans are reviewed by the city's Planning Director and the Director of Community and Neighborhoods. The plan includes a housing impact statement and a method for mitigating residential loss. To address section 18.97 of the Zoning Ordinance, the applicant intends to build *replacement housing* as their mitigation plan for rezoning the property. As a condition of approval, the applicant will either enter into a development agreement with the City or submit a land use application to develop the property that includes the replacement of the lost unit. If the applicant chooses to submit a land use application, the effective date of the associated zoning amendment ordinance would be triggered by the approval of that development application or building permit to build the replacement dwelling.

### Attachments

A. Site Photos

## HOUSING IMPACT STATEMENT (Applicant and Staff narrative)

### Introduction

The applicant's planned Riverside Cottages development properties currently contain one single-family dwelling at 552 North 1500 West and four single-family houses on four parcels, located at 1500, 1516, 1520, & 1522 W 500 North.

As part of the Riverside Planned Development, the four homes on 500 North will remain but will be renovated. The single-family home at 552 North will be demolished. New homes will be built on the property addressed at 552 N 1500 W and the in the rear of the those facing 500 North.

No commercial development is proposed.



552 N 1500 West

### Housing Mitigation Ordinance Compliance

The Housing Mitigation Ordinance requires a housing impact statement which includes the following:

- 1. Identify the essential adverse impacts on the residential character of the area subject of the petition;**  
*There are no adverse impacts on the area's residential character because it will remain residential. One old home will be demolished, but several new single-family homes will be built on the subject property.*
- 2. Identify by address any dwelling units targeted for demolition, following the granting of the petition;**  
*The existing single-family home located at 552 North 1500 West will be demolished.*
- 3. Separately for each dwelling unit targeted for demolition, state its current fair market value, if that unit were in a reasonable state of repair and met all applicable building, fire, and health codes;**  
*The existing home is not in good condition, and we are anxious to demolish it. We have received a Notice of Violation from the City, and we look forward to tearing down the house. The home is located on a large parcel that is vacant, other than the subject home that is slated for demolition. It would be challenging to determine an accurate value due to its dilapidated condition, but the Salt Lake County Assessor's office has the home valued at \$50,900.00.*

4. **State the number of square feet of land zoned for residential use that would be rezoned or conditionally permitted to be used for purposes sought in the petition, other than residential housing and appurtenant uses; and**

*The proposed zoning map amendment would encompass approximately 101,500 square feet of land. The SR-3 and R-1/5,000 districts do allow some nonresidential uses, but the petitioner does not intend to use the property for a use other than residential. The zone permits single-family and two-family dwelling units. The petitioner wants to construct additional dwelling units in the near future through the planned development process. At the time of publishing this report, the applicant has not submitted plans or an application.*

5. **Specify a mitigation plan to address the loss of residentially zoned land, residential units, or residential character.**

*Section 18.97.130 outlines three options for the mitigation of housing loss. These options are:*

- A. Replacement housing,*
- B. Fee based on the difference between housing value and replacement costs,*
- C. Flat mitigation fee.*

*The petitioner chose option A, which addresses the change in zoning by providing replacement housing. While one single-family dwelling will be demolished, the applicant intends to build additional housing if the zoning map amendment is approved. Either a development agreement or approval of a land use or building permit application (that replaces the demolished unit) will be required as a condition of zoning amendment approval. Any proposed development agreement would be reviewed by the Salt Lake City Attorney's Office and the City Council.*

## **FINDINGS**

The petition to rezone the properties at 1500, 1516, 1520, & 1522 W 500 North and 552 N 1500 to R-1/5,000 and SR-3 is not anticipated to have a negative impact on the City's existing housing stock. While the petitioner has proposed demolishing the house at 552 N 1500 West, they plan to add additional housing units to the property. The petitioner will be legally required to replace the demolished unit either through a development agreement or through approval of land use or building permit application.

## **DETERMINATION OF MITIGATION**

Based on the findings outlined in this report, the Director of Community and Neighborhoods has determined the applicant will have complied in a satisfactory manner with the Housing Loss Mitigation standards outlined by Title 18.97



Blake Thomas  
Director of Community and Neighborhoods

Date: May 17, 2022



***Subject Property – 1522 W 500 North***



***Subject Property – 1520 W 500 North***



***Subject Property – 1516 W 500 North***



***Subject Property – 1500 W 500 North***



***Subject Property – 552 N 1500 W***



***Rear yards of subject properties along 500 North***



***Rear yards 1520 & 1522 W 500 North***



***Rear yards of 1500 & 1516 W 500 North***

# ATTACHMENT E – Zoning District Comparison

## R-1/7,000 – Single Family Residential District

Purpose Statement: The purpose of the R-1/7,000 Single-Family Residential District is to provide for conventional single-family residential neighborhoods with lots not less than seven thousand (7,000) square feet in size. This district is appropriate in areas of the City as identified in the applicable community Master Plan. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

## R-1/5,000 – Single-Family Residential

Purpose Statement: The purpose of the R-1/5,000 Single-Family Residential District is to provide for conventional single-family residential neighborhoods on lots not less than five thousand (5,000) square feet in size. This district is appropriate in areas of the City as identified in the applicable community Master Plan. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

## SR-3 – Special Development Pattern Residential District

Purpose Statement: The purpose of the SR-3 special development pattern residential district is to provide lot, bulk and use regulations, including a variety of housing types, in scale with the character of development located within the interior portions of city blocks. Uses are intended to be compatible with the existing scale, density and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood. This is a medium density zoning district. Off site parking facilities in this district to supply required parking for new development may be approved as part of the conditional use process.

**Zoning District Comparison Table – R-1/7,000 versus proposed R-1/5,000 and SR-3**

Parameter	R-1/7,000 – Existing	R-1/5,000 – Proposed	SR-3 – Proposed
<b>Maximum Building Height</b>	28 feet to ridge for pitched roofs or 20 feet for flat-roofed buildings.	28 feet to ridge for pitched roofs or 20 feet for flat-roofed buildings.	28 feet to ridge for pitched roofs or 20 feet for flat-roofed buildings.
<b>Front Setback</b>	Average of the front yards of existing buildings within the block face.  20 ft where there are no existing buildings within the block face. Where the minimum front yard is specified in the recorded subdivision plat, the requirement specified on the plat shall prevail.	Average of the front yards of existing buildings within the block face.  20 ft where there are no existing buildings within the block face. Where the minimum front yard is specified in the recorded subdivision plat, the requirement specified on the plat shall prevail.	Average of the front yards of existing buildings within the block face.  <b>10 ft</b> where there are no existing buildings within the block face. Where the minimum front yard is specified in the recorded subdivision plat, the requirement specified on the plat shall prevail.
<b>Side setback</b>	<u>Corner side yard:</u> 10 ft <u>Interior:</u> 6 ft on one side, 10 ft on the other	<u>Corner side yard:</u> 10 ft <u>Interior:</u> <b>4 ft</b> on one side, 10 ft on the other	<u>Corner side yard:</u> <b>10 ft</b> <u>Interior:</u> <b>4 ft</b> (Single-family detached & duplexes) <u>Single-family attached and twin homes:</u> <b>No setback</b> unless next to a single-family dwelling, then <b>4 ft</b> required
<b>Rear setback</b>	25 feet	<b>25%</b> of lot depth or <b>20 ft</b> , whichever is less	<b>20%</b> of lot depth – <b>not less than 15 ft not more than 30 ft</b>

<b>Lot Size</b>	<u>Single-family detached: 7,000 SF</u>	<u>Single-family detached: 5,000 SF</u>	<u>Single-family detached: 2,000 SF</u> <u>Single-family attached: 1,500 SF per unit</u> <u>Two-family: 3,000 SF</u>
<b>Minimum Lot Width</b>	50 feet	50 feet	<u>Single-family detached: 30 feet</u> (interior lot) <u>40 feet</u> (corner lot) <u>Single-family attached: 22 feet</u> (interior lot) <u>32 feet</u> (corner lot) <u>Two-family: 44 feet</u> (interior lot) <u>54 feet</u> (corner lot)

### COMPARISON OF ALLOWED USES PER ZONE

Land use tables for each zone are below for reference.

<b>Permitted and Conditional Uses by District</b>				
<b>Use</b>	<b>R-1/7,000</b>	<b>R-1/5,000</b>	<b>SR-3</b>	
Accessory use, except those that are otherwise specifically regulated elsewhere	P	P	P	
Adaptive reuse of a landmark site	C <sup>8</sup>	C <sup>8</sup>	C <sup>8</sup>	
Community Garden	C	C	C	
Daycare center, child	C <sup>22</sup>	C <sup>22</sup>	C <sup>22</sup>	
Daycare, nonregistered home daycare	P <sup>22</sup>	P <sup>22</sup>	P <sup>22</sup>	
Daycare, registered home daycare or preschool	P <sup>22</sup>	P <sup>22</sup>	P <sup>22</sup>	
Dwelling, accessory unit	C	C	C	
<b>Dwelling, assisted living facility (limited capacity)</b>	<b>C</b>	<b>C</b>		
Dwelling, congregate care facility (small)	C	C	C	
<b>Dwelling; dormitory, fraternity, sorority</b>		<b>P<sup>12</sup></b>		
Dwelling, group home (small) <sup>15</sup>	P	P	P	
Dwelling, manufactured home	P	P	P	
Dwelling, single-family (detached)	P	P	P	
<b>Dwelling, single-family (attached)</b>			<b>P</b>	
<b>Dwelling, twin home and two-family</b>			<b>P</b>	
Eleemosynary facility	C	C	C	
Governmental facility	C	C	C	
Home occupation	P <sup>24</sup>	P <sup>24</sup>	P <sup>24</sup>	
Municipal service use, including City utility use and police and fire station	C	C	C	
Open space on lots less than 4 acres in size	P	P	P	
Park	P	P	P	
Parking, park and ride lot shared with existing use	P	P	P	
Place of worship on lots less than 4 acres in size	C	C	C	
School, seminary and religious institute	C	C	C	
Temporary use of closed schools and churches	C <sup>23</sup>	C <sup>23</sup>	C <sup>23</sup>	
Urban farm	P	P	P	
Utility, building or structure	P <sup>5</sup>	P <sup>5</sup>	P <sup>5</sup>	
Utility, transmission wire, line, pipe or pole	P <sup>5</sup>	P <sup>5</sup>	P <sup>5</sup>	

Qualifying Provisions:

5. See subsection [21A.02.050B](#) of this title for utility regulations.
8. Subject to conformance with the provisions of subsection [21A.24.010S](#) of this title.
12. Subject to conformance with the provisions of section [21A.36.150](#) of this title
22. Subject to section [21A.36.130](#) of this title.
23. Subject to section [21A.36.170](#) of this title.
24. Subject to section [21A.36.030](#) of this title.

# ATTACHMENT F – Analysis of Relevant 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 also does not have specific criteria relating to master plan amendments. However, City Code Section 21A.02.040 – Effect of Adopted Master Plans or General Plans addresses this issue in the following way:

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

While a Master Plan Amendment petition is not required as part of a Zoning Amendment Application. This petition has been submitted to maintain consistency “with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents.” Specifically, the proposed SR-3 zoning district is considered a *Medium Density Residential* district by the Northwest Community Master Plan and is not consistent with the project area’s current land use designation of *Low Density Residential*.

## Northwest Community Master Plan and Future Land Use Map (Updated 1992)

The Northwest Community Master Plan was adopted in 1980 and was updated in 1992. The update focused mainly on specific areas of concern in the community such as the airport and the state office complex along North Temple Street. As these documents have not been recently adopted or updated, changes in the community and in city policies since that time should be taken into consideration.

During the 1995 Zoning Code Update, the existing zoning map was adopted as the Northwest Community Master Plan’s Future Land Use Map. Low-, medium-, and high-densities are explicitly defined by the plan as follows: low-density is 2 to 8 units per acre, medium-density is 10 to 20 units per acre, and high-density is anything over 20 units per acre. The master plan states that since major density changes are not anticipated, the land use map generally reflects present land use, densities, and zoning.

There has been significant growth across the city since 1992 but this portion of the Fairpark Community has generally remained low-density residential. When discussing residential land uses the master plan states that the city should, “encourage families to establish in the Northwest Community to stabilize the community population.” As the community no longer has large tracts of developable property, infill development is generally the only tool available to accomplish that goal. While the plan acknowledges the need for infill development, it recommends that future land use arrangement should be encouraged that minimizes land use conflicts.

The Northwest Community Master Plan Update discusses higher-density housing in the community. It states that there is a concern about increases in density and that additional density should minimize the impact on the existing single-family character of the community. Permitted uses within medium-density residential zoning districts may have an impact on the neighborhood’s character. The designation of medium-density residential would imply that an area may be appropriate for a variety of housing types ranging from single-family development on small lots, duplexes, townhomes (sometimes called single-family attached dwellings), and smaller apartments or condos. Preserving existing single-family neighborhoods is emphasized throughout the Northwest Master Plan.

The development pattern of single-family detached dwellings is the largest land use in the Northwest Community and that is reflected in the master plan as well. Those areas that were labeled as medium density or high density were generally only used for existing developments with higher density located along Redwood Road in existing apartment complexes. The master plan raises concerns about those higher-density developments and expresses reservations about further expansion of them.

## Growing SLC- Citywide Housing Plan (2018)

**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.

- 1.1.2 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.

As indicated by [its purpose statement in 21A.24.100.A](#), the SR-3 zoning district is a medium-density zoning district. However, it is also a district designed for development within the interior of a block, where infill development is common. The plan’s discussion regarding this objective notes that “allowing land owners to subdivide their large, underutilized lots creates a path to building more single-family homes in a city that has limited space left for them under its current land-use regulations.” The lots in question have space that could be considered “underutilized.” In this case, the City’s housing plan points to the redevelopment of the subject properties and the proposed amendments will help accomplish that goal.

### **Plan Salt Lake (2015)**

The proposed amendments adhere to the initiatives within Plan Salt Lake, a citywide plan that outlines the City’s overall vision for sustainable growth and development. This includes the development of a diverse mix of uses and housing options, which are essential to accommodate the growing population in a responsible manner. The compatibility of new development and how it fits into the scale and character of existing neighborhoods is also an important consideration. Applicable initiatives that the proposed zoning map amendment would help implement are below.

#### **Neighborhoods:**

- *Maintain neighborhood stability and character.*
- *Support neighborhoods and districts in carrying out the City’s collective Vision.*
- *Support neighborhood identity and diversity.*

#### **Growth:**

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

#### **Housing:**

- *Increase the number of medium density housing types and options.*
- *Direct new growth toward areas with existing infrastructure and services that have the potential to be people-oriented.*
- *Enable moderate density increases within existing neighborhoods where appropriate.*
- *Promote energy efficient housing and rehabilitation of existing housing stock.*

### **Findings**

Because the SR-3 zoning district falls under a different land use designation than the R-1/7,000 district, the Planning Commission and the City Council should consider this Master Plan Amendment request in tandem with the Zoning Amendment petition. The applicant has made this master plan amendment request in order to maintain consistency between the *Northwest Community Master Plan* and the City’s adopted zoning map. Policies found in the *Northwest Community Master Plan* do not entirely align with related policies found in *Plan Salt Lake* and the City’s housing plan, *Growing SLC* (2018). Both *Plan Salt Lake* and *Growing SLC* promote infill development and medium-density housing opportunities—especially when located within the interior of a block. The *Northwest Community Master Plan*, however, recommends maintaining single-family neighborhoods and raises concerns about new development interfering with neighborhood character.

If the proposal was for a zoning district that allowed higher density or relatively more intense uses (such as multi-family residential), then staff would have greater concern over potential negative impacts on the surrounding neighborhood. However, since the proposed SR-3 zoning district’s development standards and permitted uses are intended to promote infill that is compatible with existing residential neighborhoods, Planning staff is confident that the proposed change in zoning fulfills the intended outcomes of policies within Plan Salt Lake, Growing SLC and the Northwest Community Master Plan.



## Zoning Map Amendment

**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;**

Issues and considerations regarding this standard have been discussed under the “Master Plan Amendment” section of this attachment. Planning staff is confident that the proposal is consistent with the purposes, goals, objectives, and policies found within relevant planning documents.

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

#### 21A.02.030 Purpose and Intent

*The purpose of [the zoning ordinance] is to promote the health, safety, morals, convenience, order, prosperity and welfare of the present and future inhabitants of Salt Lake City, to implement the adopted plans of the City, and 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; and*
- H. *Protect the environment.*

The proposed amendment to the zoning map will not negatively impact the health, safety, morals, convenience, order, prosperity and welfare of the present and future inhabitants of Salt Lake City. Allowing this additional density as infill will provide housing opportunities for current and future residents of the city without the additional burden on the tax base that comes from new public facilities required for new development on undeveloped land.

#### Zoning District Purpose Statements

##### **R-1/7,000 – Single Family Residential District**

*Purpose Statement: The purpose of the R-1/7,000 Single-Family Residential District is to provide for conventional single-family residential neighborhoods with lots not less than seven thousand (7,000) square feet in size. This district is appropriate in areas of the City as identified in the applicable community Master Plan. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.*

##### **R-1/5,000 – Single-Family Residential**

*Purpose Statement: The purpose of the R-1/5,000 Single-Family Residential District is to provide for conventional single-family residential neighborhoods on lots not less than five thousand (5,000) square feet in size. This district is appropriate in areas of the City as identified in the applicable community Master Plan. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.*

##### **SR-3 – Special Development Pattern Residential District**

*Purpose Statement: The purpose of the SR-3 special development pattern residential district is to provide lot, bulk and use regulations, including a variety of housing types, in scale with the character of development located within the interior portions of city blocks. Uses are intended to be compatible with the existing scale, density and intensity of the neighborhood. The standards for the district are intended*

*to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood. This is a medium density zoning district. Off site parking facilities in this district to supply required parking for new development may be approved as part of the conditional use process.*

The SR-3 zoning district is specifically designed for infill development “located within the interior portions of city blocks.” The district, like the R-1/7,000 and R-1/5,000 districts, is “intended to provide for safe and comfortable places to live and play.” However, it should also provide “a variety of housing types.” Keeping the SR-3 district within the interior of the block will maintain the character of the neighborhood *and* allow for additional housing types.

There are a few differences between the R-1/5,000 and R-1/7,000 zoning districts (see [Attachment E](#)), however, their general purpose is the same: “to provide for conventional single-family residential neighborhoods.” From the street, the four properties facing 500 N will appear unchanged. The lots will not be as big, nor as deep as they once were, but their function and impact on the neighborhood will remain the same. The proposed zoning changes to R-1/5,000 along 500 N are compatible with the purpose statement of both the R-1/7,000 and R-1/5,000 zoning districts.

#### 21A.50.010 Purpose Statement

*The purpose of [the zoning amendment process] 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*

While the proposed Master Plan and Zoning Amendments were submitted by the applicant with the intent to develop the subject properties, the proposed change is in line with the adopted policies within *Plan Salt Lake and Growing SLC*. Public policy has changed since the subject properties were zoned R-1/7,000 back in 1995. Since that time, housing opportunities have become more scarce, policies have changed, and the region has taken on substantial population growth. Infill development proposals like this also help to limit the amount of new public infrastructure needed to accommodate anticipated population growth.

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

The neighborhood has an established character that primarily consists of single-family houses on deep lots that tend to be larger than 7,000 square feet. There are also duplexes located on the property immediately north of the project area. Even though they are located within the R-2 Single- and Two-family zoning district (and therefore considered a Low Density Residential district), the duplexes show that additional density towards the interior of the block may not be entirely incompatible with the neighborhood’s character.

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

There are no overlay zoning districts related to this request.

### **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.**

The subject property is located within a built environment where most public facilities and services already exist. Specific public infrastructure issues are discussed below:

#### Roadways

The transportation division noted that there could be additional traffic from the proposed rezone to SR-3. However, they noted that the existing roads should have the capacity for the anticipated traffic.

#### Parks and Recreation Facilities

Riverside Park is within ¼ of a mile from the subject properties and would provide adequate outdoor recreation opportunities for any future residents.

#### Police and Fire Protection

Planning staff did not receive comments regarding this request from the Police Department. Fire code reviewers indicated that additional review would be required when a development design has been submitted.

Schools

Backman Elementary school is immediately adjacent to the subject site.

Stormwater, Water Supply, Wastewater & other public facilities/services

Public utilities had no comments regarding this request. They did indicate, however, that any new development will need to be reviewed by their department

Refuse Collection

The applicant will need to provide adequate waste-removal facilities with any development application.

# ATTACHMENT G – 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:

- April 25, 2021 – Staff sent the 45 day required notice for recognized community organizations to the Fairpark and Rose Park Community Councils. No comments were received.
- April 25, 2021 - Property owners and residents within 300 feet of the development were provided early notification of the proposal.
- December 21, 2021 – The project was posted to the Online Open House webpage, and updated to reflect some changes on April 25, 2022
- July 29, 2022- Staff sent a courtesy update to property owners and residents within 300 feet of the development.

Notice of the public hearing for the proposal included:

- September 16, 2022
  - Public hearing notice sign posted on the property
- September 14, 2022
  - Public hearing notice mailed
  - Public notice posted on City and State websites and Planning Division list serve

## Public Input:

Staff did not receive any written comments regarding this request. They did receive a number of phone calls from a nearby property owner that was concerned about the possibility of new townhomes at the subject site.

# ATTACHMENT H – Department Review Comments

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

**Engineering (Scott Weiler):**

Because this request does not include any improvements within the public right of way, Engineering does not have any comments.

**Fire (Douglas Bateman):**

No comments on rezoning; however, additional comments will be made when a development design has been provided. Items may include fire department access, water supplies, aerial apparatus access, etc

**Building (Heather Gilcrease):**

No comments for this phase of the development process.

**Transportation (Michael Barry):**

I don't have any objections to this Zoning Amendment. The most significant change from a Transportation perspective is that the SR-3 has a minimum parking requirement of 1 parking space (instead of 2) per dwelling unit. The increase in traffic due to the new development should not cause significant traffic problems. Please let me know if you have any questions.

**Public Utilities (Jason Draper):**

No comments at this time. There will likely be comments when a development application is submitted.