



Staff Report

PLANNING DIVISION

DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission
From: Ailin Leon, Associate Planner
Ailin.leon@slc.gov, (801) 535-7768
Date: May 13, 2026 (meeting date); May 7, 2026 (publication)
Re: PLNPCM2026-00091, 10th East Senior Center Rezone

Zoning Map Amendment

PROPERTY ADDRESS: 237 & 239 S 1000 East

PARCEL ID: 16-05-254-026-0000, 16-05-254-027-0000

COMMUNITY PLAN: Central Community

ZONING DISTRICT (Existing): R-2 (Single- and Two-Family Residential District), SR-3 (Special Development Pattern Residential District), and PL (Public Lands District)

ZONING DISTRICT (Proposed): PL (Public Lands District)

REQUEST:

Mayor Erin Mendenhall has initiated a petition to rezone city-owned properties at approximately 237 S and 239 S 1000 East. Currently, the property has split zoning, with portions of the property zoned R-2 (Single- and Two-Family Residential District), SR-3 (Special Development Pattern Residential District), and PL (Public Lands District). The zoning amendment would amend the zoning for the property to be entirely PL (Public Lands District). The purpose of the amendment is to zone the property with a district that aligns with and supports the public uses on the property. Although the property is being proposed for the PL zoning district, consideration may be given to rezoning the property to another zoning district with similar characteristics.

RECOMMENDATION:

Staff recommends that the Planning Commission recommend approval of the zoning map amendment to the City Council without any conditions.

ATTACHMENTS:

- A. [ATTACHMENT A: Vicinity Map](#)
- B. [ATTACHMENT B: Petition Initiation](#)
- C. [ATTACHMENT C: Property Photographs](#)
- D. [ATTACHMENT D: PL Zoning Standards Comparison](#)
- E. [ATTACHMENT E: Zoning Map Amendment Standards](#)
- F. [ATTACHMENT F: Public Process & Comments](#)
- G. [ATTACHMENT G: Department Review Comments](#)

PROPOSAL DESCRIPTION



Quick Facts

Property Address: 237 and 239 S 1000 East

Existing Use: 10th East Senior Center, Victory Park

Property size: Approximately 2.77 Acres

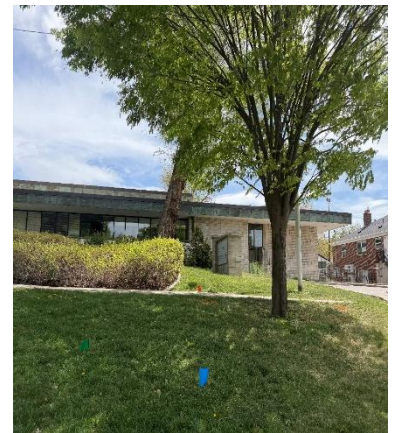
Existing Zoning: R-2 (Single- and Two-Family Residential), SR-3 (Special Development Pattern Residential District), PL (Public Lands District)

Proposed Zoning: PL (Public Lands)

Review Process & Standards: Zoning amendment

The subject property is highlighted in yellow. A large majority of the property is zoned Public Lands; however, parts of the parcel are zoned residential.

The parcels proposed for rezoning to PL (Public Lands) are located at 237 and 239 S 1000 East. They are currently occupied by public uses, including the 10th East Senior Center, Victory Park, and associated parking. The property is primarily zoned Public Lands, which is intended to “delineate areas of public use and to control the potential redevelopment of public uses, lands, and facilities.” However, the properties are split zoned, with about half of the Senior Center parcel zoned PL (Public Lands) on the south side of the property, and the north half zoned R-2 (Single and Two-Family Residential District.) The Victory Park property is also split-zoned, with most of the property zoned Public Lands, and a small portion zoned SR-3 (Special Development Residential District).



10th East Senior Center

The 10th East Senior Center property (237 S 1000 East) has been utilized for public services since approximately 1962, when the senior center was first constructed, according to City permit records. The 10th East Senior Center building is owned and operated by Salt Lake County Aging and Adult Services. The Senior Center provides services such as wellness programs, educational classes, exercise facilities, dining and social activities to those over the age of 60. Currently, the Senior Center is undergoing renovations and will be closed for approximately 18 months.



Victory Park

Victory Park occupies the south-eastern portion of the property (addressed as 239 S) and is composed of public tennis courts, a playground and open areas. A portion of the property on the north end (currently zoned SR-3) serves as a turnaround area for Norris Place and a parking area.

Zoning Amendment Purpose

The proposed zoning amendment is intended to support the long-term use of the property for public and community-serving purposes. The rezone would remove split zoning and apply a consistent Public Lands designation across the site, aligning the zoning designation with the existing uses of the property as a senior center and public park. No new development is proposed as part of this request.

Salt Lake County, which operates the senior center, is pursuing updates and improvements to the facility. They were recently issued a permit for these updates. The zoning amendment is not tied to a specific development proposal but is intended to eliminate regulatory barriers and allow for future improvements or adaptive reuse consistent with public-serving uses.

APPROVAL PROCESS AND COMMISSION AUTHORITY

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

KEY CONSIDERATIONS

1. Compatibility with Adopted City Plans
2. Compatibility with Adjacent Properties
3. Parking Area Adjacent to Norris Place

Consideration 1: Compatibility with Adopted City Plans

Key Takeaways:

- Rezone to Public Lands zone reflects public use of the site and supports that use long term
- Applicable community plans also split-designate the property as residential and institutional, not reflecting current or intended use
- General City plan policies support retaining and supporting community serving public uses, like the Senior Center and Victory Park

One major consideration for a zoning amendment is whether the amendment is consistent with adopted City plans and policies, such as policies regarding institutional and public uses throughout the City and considerations noted for those in area specific plans. The proposed amendment to rezone the property from R-2, SR-3, and Public Lands to entirely Public Lands is intended to support the long-term use of the site for public purposes. Split zoning can create barriers and complicate making adjustments or improvements to a property, such as building additions, parking modifications, use changes, or signage updates, due to having to apply two different sets of zoning regulations to the building or site. The property is currently occupied by the 10th East Senior Center, and the existing split zoning may limit future building modifications or long-term changes that could better support evolving community needs and uses.

With that intent in mind, Staff reviewed adopted City plans and policies related to this property and to community-serving public uses more broadly. The property is located both within the [East Central Neighborhood Plan \(1984\)](#) and the [Central Community Plan \(2005\)](#). Each of these plans include a future land use map (see [Attachment E](#)) that designate part of the property for institutional use and some of the property residential use, like the existing zoning map, despite

the existing Senior Center and Victory Park uses being located in the “residential” use areas. Despite that split-designation of the property, several other general policies in the two plans, as well as policies in the City’s citywide plan, [Plan Salt Lake \(2015\)](#), emphasize the importance of preserving and supporting community-serving public facilities in neighborhoods, including within walking distance of residents. The policies are listed and analyzed in more detail in [Attachment E](#). In general, these policies support applying a zoning designation that ensures the long term continued use of the property for public purposes.

Future Land Use Map Amendment Need

Generally, Staff supports changes to the future land use map of an associated community plan when a zoning amendment does not match its designation in that future land use map, such as this case. However, the Planning Division is beginning the process of updating the entire *Central Community Plan* and intends to update the future land use map as part of that process. Because of that, the City has not initiated a separate amendment to update the future land use map for the subject property, anticipating that this will be done through that plan update process.

Consideration 2: Compatibility with Adjacent Properties

Key Takeaways:

- PL zone would allow taller buildings than existing residential zone, but includes larger setbacks and buffers to reduce scale and use impacts
- PL zone will slightly expand the allowed and permitted uses of the property

One key consideration for zoning map amendment is how the new zone may affect adjacent properties due to the development potential and uses allowed by the proposed zone. This is standard 3 for a zoning map amendment (see the full standards of consideration in [Attachment E](#)). An important factor to note is that there is no development proposed for the property and the proposed rezone is intended to support the continued use of both the 10th East Senior Center and Victory Park. However, the rezone to PL will allow for a wider range of uses and development options, primarily impacting the potential for use changes or additions to the 10th East Senior Center property that is split by R-2 zoning.

A table comparing the regulations of the zones is located in [Attachment D](#). Some key differences between the R-2, SR-3, and Public Lands zones include:

- Setback minimums
 - R-2 and SR-3 side setbacks are generally low (4'/4' or 4'/10')
 - PL zone side setbacks are 20' and include a 10' landscaped buffer next to residential zones
- Building height maximums
 - R-2 and SR-3 maximum heights are lower at 20' to 28' depending on roof type
 - PL maximums are higher, ranging from 35' to 75' for government uses, such as a publicly owned senior center
- Uses
 - R-2/SR-3 zones allows for single/two-family residential uses. Examples of other allowed uses include municipal uses (conditional) and parks.
 - PL zone does not allow single/two-family residential uses, but allows a slightly wider selection of uses. Examples include municipal uses (conditional) government uses (conditional), library (permitted), recreation (permitted), parks (permitted). (See [Attachment E](#) for other uses)

In general, the PL zone will increase the potential scale of development of the site, but will also include larger setbacks and buffers to help mitigate those impacts if larger scale redevelopment or additions to the site ever occur in the long term. The PL zone also supports a slightly wider list of allowed uses, such as libraries and recreation uses in general, that will provide flexibility for future public use of the property.

Consideration 3: Parking Area Adjacent to Norris Place

Staff informally received questions and concerns from residents on Norris Place regarding the future use of a turnaround and parking area at the end of their private street. The area is a part of the overall Victory Park property. The parking area itself was deeded to the City in 1933. This parking area is and has generally used for parking stalls and as a vehicle turnaround area for Norris Place since that time.

Currently, there are no plans to change the use of the property. Further, if rezoned to PL, the required 20' setbacks would leave only a small 40' wide area available for any potential buildings, reducing the potential for any future development in this area, versus the more limited 4' setbacks of the current SR-3 zone.



The parking and turnaround area located on the west end of Norris Place and proposed for rezoning to PL. The area is part of the Victory Park property.

In conversations with Staff, residents also noted concerns with the general public using their private street and the parking area to access the park. If residents of Norris Place wish to restrict access or the use of this area, they will need to work with the City's Real Estate Services Division and Public Lands Department that manage this City property. The rezone to PL will not impact the existing and continued use of the property for parking and is not intended to support development of that area of the property.

STAFF RECOMMENDATION

Based on the information in this staff report, Planning Staff recommends that the Planning Commission forward a recommendation of approval to the City Council for the proposed zoning amendment. The rezone will unify the zoning of the property to a zone specifically intended for public uses, delineating the intended use of the property long term, and better support the continued public use of the associated City owned properties.

NEXT STEPS

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

Approval of the Request

If approved by the City Council, the changes would be adopted and incorporated into the City's Zoning Map.

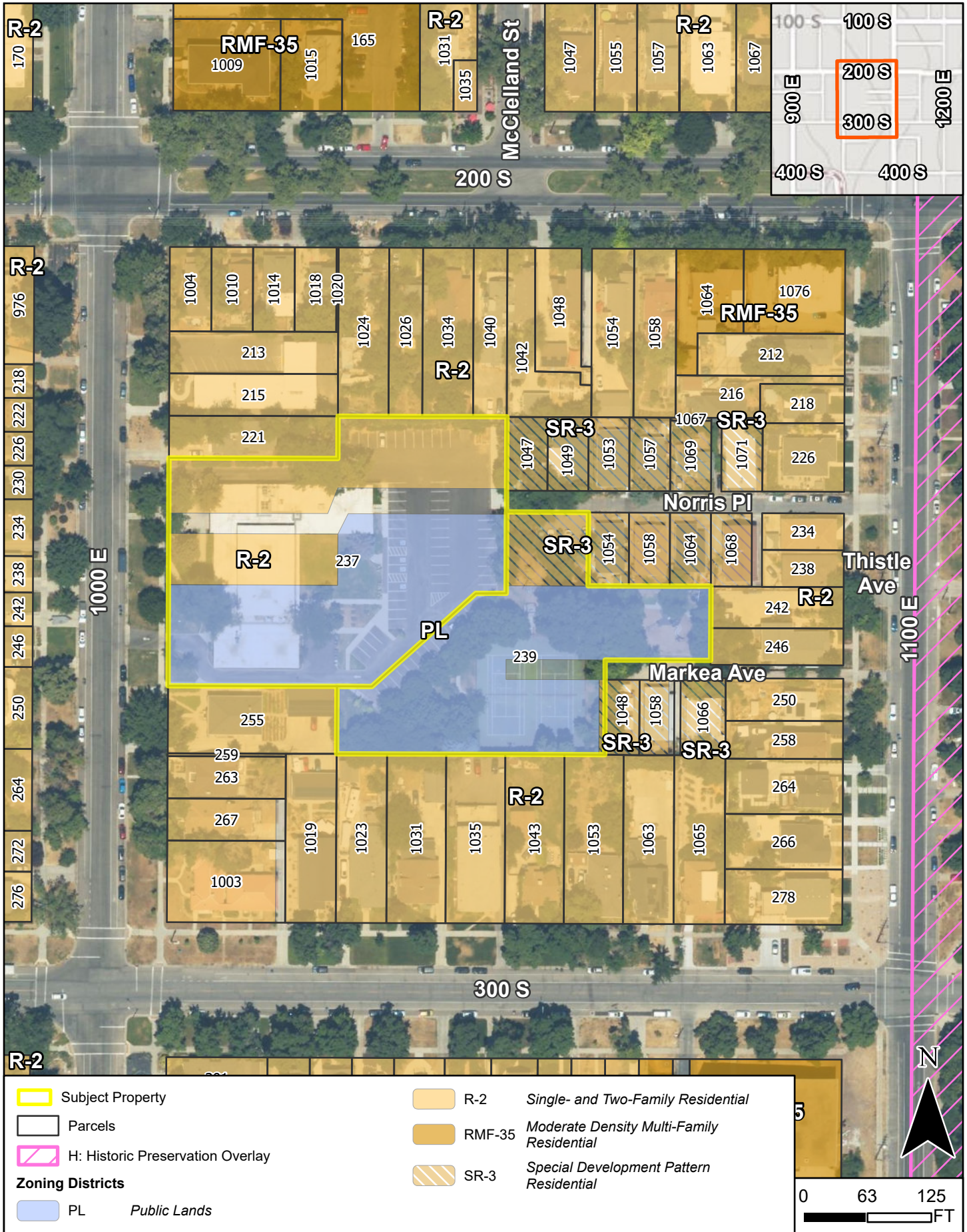
Denial of the Request

If ultimately denied by the City Council, the two properties would remain with the current zoning and would not be entirely zoned Public Lands. The Senior Center could remain as-is with current split zoning, but would be subject to the R-2 zoning regulations for any future additions or changes in that

area of the property. The Victory Park property would also remain split zoned with part of the property subject to SR-3 zoning regulations.

ATTACHMENT A: Vicinity Map

Vicinity Map



ATTACHMENT B: Petition Initiation



MEMORANDUM

PLANNING DIVISION
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Mayor Erin Mendenhall

Cc: Rachel Otto, Chief of Staff; Tammy Hunsaker, Department of Community and Neighborhoods Director; Michaela Oktay, Deputy Planning Director; Mark Kittrell, City Attorney.

From: Nick Norris, Planning Director

Date: January 28, 2026

Re: Initiation of a zoning map amendment for the 10th East Senior Center to rezone portions of the site from R-2 and SR-3 to match the PL zoning designation of most of the site.

The Planning Division is requesting that you initiate a map amendment for the 10th East Senior Center property to zone the entire property PL Public Lands. Correcting split-zoned parcels represents a best practice in land use planning, helping to eliminate regulatory conflicts, improve consistency in code application, and enhances long-term land use efficiency.

The property consists of two parcels of land, both of which are split zoned. The one split zoned piece of land has frontage on 1000 East and has portions zoned R-2, this appears to be the remnant of the zoning prior to 1995, when the site consisted of multiple lots. The other split zoned piece has frontage on Norris Place and is zoned SR-3. This piece contains the public park portion of the site where there are tennis courts.

The map below shows the two city owned parcels (highlighted in yellow) that the 10th East Senior Center sits on and the zoning of the property. This amendment is intended to clean up the zoning district designations on the property that came to light when the property was recently highlighted in the news. This does not impact the existing uses of the property, both of which are allowed land uses in the PL zone, nor the ongoing renovation efforts of the building.




The proposal will go through the typical public engagement process, with a minimum of 45-days public input period with notice to all recognized organizations and the division's email distribution list. It is anticipated that the planning commission will hold a public hearing in late summer, and the item will then be transmitted to the City Council for a decision.

This memo includes a signature block to initiate the petition if that is the decided course of action. If the decided course of action is not to initiate the application, the signature block can remain blank. Please notify the Planning Division when the memo is signed or if the decision is made to not initiate the petition.

Please contact me at 801-535-6173 or nick.norris@slcgov.com if you have any questions. Thank you.

Concurrence to initiate the zoning text amendment petition as noted above.


Erin Mendenhall (Jan 28, 2026 12:19:20 MST)
Erin Mendenhall, Mayor

01/28/2026

Date

ATTACHMENT C: Property Photographs



View of subject property from southwest 1000 East



View of subject property from 1000 East



View of West side of property from 1000 East



View of property from South Side exit ramp



Entry ramp on North Side of property



Parking area located on North side of subject property



Parking area located on North side of subject property



Senior Center parking lot on East side of property



Senior Center parking lot on East side of property



Senior Center parking lot on East side of property



View of entire parking lot



Victory Park tennis courts



Victory Park tennis courts



View of Subject property from Norris Place



Norris Place, visible from East side of subject property



Parking area on Norris Place



Signage for existing parking area located on Norris Place



Birds eye view of subject property from the south



Birds eye view of subject property from the East



Birds eye view of subject property from the North



Birds eye view of subject property from the West

ATTACHMENT D: PL Zoning Standards Comparison

The table below summarizes the main zoning regulations of the current and proposed zones.

REGULATION	R-2 (Current)	SR-3 (Current)	PL (Current and Proposed)
Minimum Lot Area and Lot Width	<p>The minimum lot area varies depending on the use.</p> <ul style="list-style-type: none"> - The area of the lot can vary between 4,000 sq ft. and 12,000 sq ft. <p>The minimum lot width varies depending on the use.</p> <ul style="list-style-type: none"> - The width of the lot can vary between 25 feet and 80 feet. 	<p>The minimum lot Area and Lot Width varies depending on the use.</p> <ul style="list-style-type: none"> - The area of the lot can vary between 1,500 sq ft and 5,000 sq ft. <p>The minimum lot width varies depending on the use.</p> <ul style="list-style-type: none"> - The width of the lot can vary between 22 feet and 50 feet. The setbacks will vary if the lot is an interior or corner lot. 	<p>The minimum lot area shall be as follows:</p> <ol style="list-style-type: none"> 1. Public Schools; <ol style="list-style-type: none"> a. Minimum Lot Area – 5 Acres b. Minimum Lot Width – 150 feet 2. Other permitted uses: <ol style="list-style-type: none"> a. Minimum Lot Area – 20,000 square feet b. Minimum Lot Width – 75 feet
Building Height (max.)	<p>The maximum building height with Pitched roofs:</p> <ol style="list-style-type: none"> a. Twenty eight feet (28') measured to the ridge of the roof; or b. The average height of other principal buildings on the block face <p>2. The maximum height of a flat roof building shall be twenty feet (20').</p>	<p>The maximum height of buildings with pitched roofs, as measured from the established grade, shall be:</p> <ol style="list-style-type: none"> a. Twenty-eight feet (28') measured to the ridge of the roof; or b. The average height of other principal buildings on the block face. <p>2. The maximum height of a flat roof building, as measured from the established grade, shall be twenty feet (20').</p>	<ul style="list-style-type: none"> • Local government facilities, prison or jail, government offices, arenas, stadiums, fairgrounds and exhibition halls: 75 feet; provided, that where abutting a zoning district allowing greater height, the height standard of the abutting district shall apply. • Schools, K-12 Public: 125 feet • Other uses: 35 feet
Additional Principal Building Height	Allowed through Historic Preservation Overlay provisions if in a Historic District.	Allowed through Historic Preservation Overlay provisions if in a Historic District.	N/A

Building Coverage (max.)	The building coverage of all principal and accessory buildings shall not exceed: - forty five percent (45%) of the lot for single-family and two-family uses.	The surface coverage of all principal and accessory buildings shall not exceed: - Sixty percent (60%) of the lot area for detached dwellings and seventy percent (70%) for attached dwellings.	N/A
Front yard Setback (min.)	The average setback on the block face or 20' feet.	The average setback on the block face or 10' feet.	30'
Corner Side Yard Setback (min.)	10'	10'	30'
Interior Side Yard Setback (min.)	4' on one side, 10' on the other side	- Single-family detached dwellings: Four feet (4'). - Single-family attached and twin home dwellings: When abutting a single-family dwelling: a. A four foot (4') yard is required, otherwise no interior yard is required. b. Where a yard is provided, it shall be not less than four feet (4').	20', except 30' to 50' for school buildings
Rear Yard Setback (Min.)	Twenty five percent (25%) of the lot depth, but not less than fifteen feet (15') and need not exceed twenty five feet (25').	Twenty percent (20%) of the lot depth but not less than fifteen feet (15') and need not exceed thirty feet (30').	30'
Buffer Requirements next to Low Scale Residential Zones	None	None	10', includes landscaping, trees every 30' and minimum 6' fence

ALLOWED USES IN EACH ZONE:

Land use tables for each zone are below for reference.

Use	R-2	SR-3	PL
Accessory use , except those that are specifically regulated elsewhere in this title	P	P	P
Adaptive reuse	C3	C3	C2
Affordable Housing incentives development	P	P	
Antenna, communication tower			P
Art gallery			P
Botanical garden			P
Community Garden	C	C	P
Daycare center, adult			P
Daycare center, child	P	P	P
Dwelling:			
Dwelling Accessory unit (ADU)	P	P	
Dwelling assisted living facility (large)			
Dwelling, assisted living facility (limited capacity)	C		
Dwelling congregate care facility (small)	C	C	
Dwelling, group home (small)	P	P	
Living quarters for caretaker or security guard			P
Dwelling manufactured home	P	P	
Dwelling multi-family	P3	P3	P2
Dwelling single-family (attached)		P	
Dwelling single-family (detached)	P	P	
Dwelling twin home	P2	P	
Dwelling two-family	P2	P	
Exhibition hall			C
Fairground			C
Golf course			P24
Government Facility	C	C	C
Home occupation	P1	P1	P17
Jail			C
Library			P
Municipal service use, including City utility use and police and fire station	C	C	C
Museum			P
Office			P
Open space			P
Open space on lots less than 4 acres in size	P	P	
Park	P	P	P
Parking:			
Off site			P

Use	R-2	SR-3	PL
Park and ride lot			C25
Parking, park and ride lot shared with existing use	P6	P6	P25
Pharmacy			P20
Place of worship on lots less than 4 acres in size	C	C	
Reception center			C
Recreation (indoor, outdoor)			P
Restaurant			P
Retail (goods or services)			P20
School:			
K – 12 private			P
K – 12 public			P
School, seminary and religious institutes	C	C	
Solar array			P24
Stadium			C
Theater, live performance			C15
Urban farm	P	P	P
Utility, building or structure	P5	P5	P1

Qualifying provisions:

R-2 and SR-3:

- 1) Subject to Section [21A.36.030](#).
- 2) Provided that no more than 2 two-family buildings are located adjacent to one another and no more than 3 such dwellings are located along the same block face (within subdivisions approved after April 12, 1995).
- 3) Subject to conformance with the provisions of Subsection [21A.52.060.A](#).
- 4) Subject to conformance with the provisions of Section [21A.36.150](#).
- 5) Subject to conformance with the provisions of Section [21A.36.150](#).
- 6) Subject to conformance with the provisions of Section [21A.36.150](#).

PL:1) Subject to conformance to the provisions in Subsection [21A.02.050.B](#) of this title.2) Subject to conformance with the provisions of Subsection [21A.52.060.A](#)

- 15) Prohibited on lots located within 1,000 feet of Residential Districts ([Chapter 21A.24](#)).
- 17) Allowed only within legal conforming single-family, duplex, and multi-family dwellings and subject to Section [21A.36.030](#) of this title.
- 20) When accessory to the principal use and located within the principal building if the principal use is associated with a building..
- 24) Consult the water use and/or consumption limitations of Subsection [21A.33.010.D.1](#).
- 25) Subject to Section [21A.36.370](#) Regulations for Gas Stations and Facilities with Underground and Above-Ground Fuel Storage Tanks.

ATTACHMENT E: Zoning Map Amendment Standards

21A.50.050.B: 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:

- Whether a proposed map amendment is consistent with and helps implement the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;**

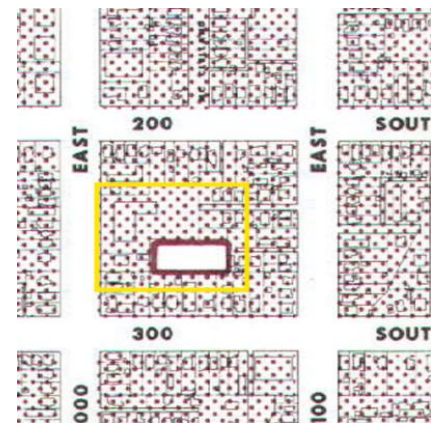
Finding: The proposal is generally consistent with the purpose, goals, etc. of the associated adopted City planning documents, which support retaining and supporting neighborhood serving institutional and public uses long term.

Discussion: The zoning map amendment proposes to unify the zoning to be located entirely in the Public Lands (PL) zoning district. As discussed in Consideration 1, the proposed rezone is generally consistent with and helps implement adopted City plans and policies by supporting the long-term continuation of a community-serving public facility and aligning zoning with the existing and intended use of the property. The applicable community plans and their associated future land uses maps, as well policies related to institutional and park uses from those plans and the citywide plan, *Plan Salt Lake*, are discussed in more detail below.

East Central Neighborhood Plan (1984)

The subject property is located within the [East Central Neighborhood Plan](#), adopted in 1984. This plan generally extends from 700 East to 1300 East and South Temple to 600 South. While an older plan, the most recent plan for this area, the *Central Community Plan (2005)*, notes that this plan and others “will continue to be administered.” The *East Central* plan includes a future land use map showing general future land use designations for properties within the plan area. An excerpt of that map is shown here. The plan shows most of the property designated as “Low/Medium Density Residential” with a small portion, generally the Victory Park area, designated as “Institutional/Public Lands.”

The plan doesn’t include any specific guidance for the 10th East Senior Center property’s future zoning, except for the future land use map designation. The plan also doesn’t include any specific policies regarding public or institutional uses, like community or senior center uses. It does however note that the popular tennis facilities of Victory Park, are an “important element of the city’s park system.”



Generalized Future Land Use

-  Low/Medium Density Residential
10–20 UNITS PER NET ACRE
-  Medium Density Residential
20–50 UNITS PER NET ACRE
-  Business / Commercial
-  Public / Semi-Public
-  Medical Services

East Central Neighborhood Plan Future Land Use Map, with the general location of the property highlighted in yellow.

Central Community Plan (2005)

The most recently adopted plan for the area is the [Central Community Plan](#), which was adopted in September 2005. The plan includes a future land use map that designates the future land uses supported for properties within the plan boundaries.

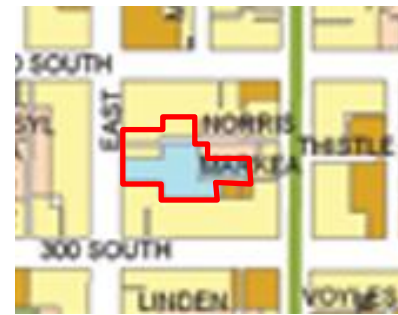
The subject property is designated partially “Low Density Residential” and partially “Institutional” use. Public lands are generally categorized as institutional land uses.

Although the future land use map differs from the proposed zoning map amendment, Staff believes the designation may have been an unintentional mapping error that simply reflected the existing zoning. Much of the future land use map from the 2005 *Central Community Plan* aligns with the zoning in place at the time. Further, the subject property has been used for a community center since 1962, and there are no specific policies in the plan supporting a change of use for this property from a community use to a residential use.

The plan has few policies directed specifically at “government facility” type institutional uses, like the senior center. However, the plan includes the following policies regarding institutional land uses related to the proposed request:

- INSLU - 1.0
 - Mitigate the impacts of Institutional land uses on surrounding residential neighborhoods.
- INSLU – 1.1
 - Ensure that transportation and vehicle circulation impacts are mitigated when expansion or intensification of an institutional land use occurs.
- INSLU – 2.0
 - Encourage the availability of cultural and entertainment resources in the Central Community.
- INSLU – 2.1
 - Encourage existing cultural and entertainment facilities and organizations to remain in the Central Community and expand where appropriately zoned and consistent with the City’s adopted plans.
- INSLU - 4.0
 - Provide government facilities accessible to the public that meet the needs of the community.

The *Central Community Plan* emphasizes the role of institutional uses, such as cultural facilities, social services, and government functions, in serving both local neighborhoods and the broader city. These uses are intended to be strategically distributed, with larger-scale



The Central Community Future Land Use Map designates the property for residential and institutional land uses. Approximate property boundary is shown in red.

institutions concentrated in areas that can support them through transit access and infrastructure. At the same time, the plan recognizes that institutional uses within residential areas can create impacts related to traffic, parking, and activity levels. The policies in the plan focus on minimizing negative effects, carefully managing expansion, and preserving neighborhood character while still supporting essential community-serving functions.

The proposed rezone is consistent with these policies because it does not intensify or alter the existing institutional use but simply aligns zoning across the property. Although the facility is currently undergoing renovations, there are no current plans for expansion or redevelopment. The rezone supports policies encouraging the retention and maintenance of community-serving institutional uses while ensuring accessibility and long-term viability.

Plan Salt Lake

- **1/ Neighborhoods:**

- *GUIDING PRINCIPLE/Neighborhoods that provide a safe environment, opportunity for social interaction, and services needed for the wellbeing of the community therein.*
- *2040 TARGETS: Community amenities (parks, natural lands, libraries, schools, recreation centers) located within 1/4 mile walking distance of every household.*
- *Initiatives:*
 - *Promote accessible neighborhood services and amenities, including parks, natural lands, and schools.*
 - *Provide opportunities for and promotion of social interaction.*
- *Policy statement: Our neighborhoods must provide access to community gathering spaces, including parks and recreation facilities, within walking distance in all neighborhoods in our City.*

- **2/Growth:**

- *GUIDING PRINCIPLE/ Growing responsibly while providing people with choices about where they live, how they live, and how they get around.*
- *2040 TARGET: Increase Salt Lake City's Share of the population along the Wasatch front*
- *Initiatives:*
 - *Provide access to opportunities for a healthy lifestyle (including parks, trails, recreation and healthy food)*
- *Policy statement: It will be important to consider not only proximity to amenities and services, including parks and recreational facilities, but also quantity and quality of these services and amenities to ensure they meet the demands of future users and residents.*

- **7/ Parks and Recreation**

- *Guiding Principle/ Protecting the natural environment while providing access and opportunities to recreate and enjoy nature.*
- *2040 TARGETS: Increase park space, Parks or open space within walking distance of every household, Increase miles of trails*
- *Initiatives:*

- *Provide accessible parks and recreation spaces within 1/2 mile of all residents.*
 - *Protect and enhance existing parks, recreational facilities, and trails allowing for modifications to enhance usability and promote activity.*
- **11/ Equity**
 - *GUIDING PRINCIPLE: Ensure access to all City amenities for all citizens while treating everyone equitably with fairness, justice, and respect.*
 - *2040 TARGETS: Decrease combined cost of housing and transportation, Improve our opportunity index score in all areas of the city*
 - *Initiatives:*
 - *Ensure access to all City amenities and services.*
 - *Pursue equitable access to privately provided services and amenities across the City.*
 - *Be among the most inclusive, welcoming, and dynamic cities.*
 - *Policy Statement: Salt Lake City is a place for opportunity. Using the Opportunity Index as a measure of our success overtime, we will strive to provide our citizens with ample opportunity to improve their quality of life through access to quality education, employment, housing, and community resources.*

Plan Salt Lake generally emphasizes the importance of providing a diverse mix of uses throughout neighborhoods to support livability, access to services, and long-term sustainability. The plan recognizes that public facilities, such as community centers, parks, civic buildings, and other institutional uses, are essential components of complete communities and must be accommodated and located across the city. Additionally, it notes that these facilities are necessary to serve residents citywide and should be integrated into neighborhoods to support quality of life, connectivity, and access to services.

The proposed rezone to Public Lands directly supports these policies by ensuring the continued viability and adaptability of an existing community-serving use. By removing split zoning and aligning the zoning of the property with one specifically intended for public uses, the rezone enables the property to function as a long-term public asset that can evolve with community needs. This aligns with *Plan Salt Lake's* direction to accommodate necessary public facilities throughout the city and to support a mix of uses that enhance neighborhood function and livability. Additionally, the rezone reduces regulatory barriers that could otherwise hinder reinvestment, expansion, or adaptive reuse of the site for other public or institutional purposes, ensuring the property remains responsive to changing community needs over time.

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

Finding: The proposal furthers the specific purpose statements of the zoning ordinance.

Discussion: The applicable purpose statements and analysis regarding how the proposal aligns with those are below.

General Purpose and Intent of the Salt Lake City Zoning Ordinance

The purpose of the zoning ordinance is to promote the health, safety, morals, convenience, order, prosperity, and welfare of the present and future inhabitants of Salt Lake City, to implement the adopted plans of the city, and, in addition:

- 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 supports the welfare of the inhabitants of the City by supporting the long term use of the site for public serving uses.

Proposed Zoning District Purpose Statement

PL (Public Lands)

Purpose Statement: The purpose of the PL Public Lands District is to specifically delineate areas of public use and to control the potential redevelopment of public uses, lands and facilities. This district is appropriate in areas of the City where the applicable master plans support this type of land use.

The proposed rezone to Public Lands will better delineate an existing area of public use and will control any future changes to the property, supporting the use of the property specifically for public uses. By removing split zoning and eliminating residential designations that can limit institutional uses, the rezone enables the property to function as a long-term public asset that can evolve with community needs. Additionally, the rezone reduces regulatory barriers that could otherwise hinder reinvestment, expansion, or adaptive reuse of the site for other public or institutional purposes, ensuring the property remains responsive to changing community needs over time.

General Purpose of the Zoning Amendments Process

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 proposed rezone to be entirely Public Lands is not intended to confer a special privilege or relieve a site-specific hardship but rather to align the zoning with current and intended public use supporting the preservation and adaptability of institutional/public lands properties.

3. The extent to which a proposed map amendment will affect adjacent and nearby properties due to the change in development potential and allowed uses that do not currently apply to the property;

Finding: The proposed map amendment will allow for larger scale development on the site but includes greater setback requirements and buffers to mitigate that height. The PL zone slightly expands the allowed and permitted uses on the property.

Discussion:

The north half of the 10th East Senior Center property is zoned R-2, with the south half zoned PL. A small area of the Victory Park property is zoned SR-3. The development regulations of each zone are listed in [Attachment D](#) for comparison. Some key differences include:

- The R-2/SR-3 zone has a lower height limit (28') versus the PL zone (35' to 75').
- The R-2/SR-3 zone has a lower side yard requirement of 4' versus 20' in the PL zone.
- The R-2/SR-3 does not have a landscape buffer requirement. The PL zone requires a 10' landscaped yard (including trees, shrubs, and 6' fence) next to residential property.
- The R-2/SR-3 zone does not allow for certain uses that are allowed in the PL zone, such as antennas, art galleries, botanical gardens, and off-site parking. Similarly, the PL zone doesn't allow single and two-family uses that are allowed in the R-2 zone. The PL zone permits libraries and recreation uses, whereas the R-2/SR-3 zones do not. More uses can be found under [attachment D](#).

The existing residential zoning includes lower height limits and smaller setbacks, and can limit facility upgrades, reconfiguration of parking, signage, or other functional improvements. In contrast, the Public Lands (PL) zone is designed to accommodate public and institutional uses and provides greater flexibility in height, setbacks, and site design, allowing public facilities to expand or adapt over time. Allowed uses in the PL zone include libraries, parks, recreation facilities, municipal services uses, such as community centers and other public-serving uses, supporting the long-term adaptability of the site as a community asset.

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

Finding: The zone is consistent with any other applicable overlays.

Discussion: The properties are located within the [Groundwater Source Protection Primary Zone Overlay](#). This overlay is intended to protect and preserve existing and potential public drinking water sources to safeguard public health, safety, and welfare. It establishes drinking water source protection zones and groundwater recharge areas and regulates the storage, handling, and use of hazardous waste, petroleum products, and other regulated substances within areas that could affect groundwater. The standards generally prohibit uses that could be a potential ground water contamination source, such as industrial uses, from certain areas of the City where the risk to the City's drinking water sources or systems is high. The type of uses allowed by the Public Lands zone would generally not be prohibited by the overlay and so is compatible with it.

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.

Finding: City services adequately serve the site and will continue to be provided to the site. No changes are anticipated to the site under the proposed zoning that would significantly impact the existing public facilities and services provided to the property.

Discussion: The subject property is located within a built environment where public facilities and services already exist. No concerns were received from other City departments regarding the map amendment and the adequacy of the public facilities that support the site. The amendment will support the existing public use of the property long term and allow the property to be used for public facilities and services that support the community's needs.

If the site is ever redeveloped, utility capacities for stormwater, water, and wastewater would be analyzed and upgrades could be required if necessary to serve the use.

6. The status of existing transportation facilities, any planned changes to the transportation facilities, and the impact that the proposed amendment may have on the city's ability, need, and timing of future transportation improvements;

Finding: The proposal will have little to no impact on existing transportation facilities.

Discussion: The proposed zoning map amendment will not change the status of existing transportation facilities and the proposal will generally not impact the City's ability, need, and timing of future transportation improvements.

The proposal will support the existing uses on the site. No development is proposed for the site as part of this zoning amendment. If the property were to be redeveloped in the future, future allowed public uses on the site are unlikely to significantly change the traffic use on adjacent public streets.

ATTACHMENT F: 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:

- March 2, 2026
 - The East Central Community Council was sent the 45 day required notice for recognized community organizations. The ECCC requested that Staff attend their March 5th meeting.
- March 3, 2026
 - Property owners and residents within 300 feet of the development were provided early notification of the proposal.
- March 3, 2026
 - The project was posted to the Online Open House webpage.
- March 5, 2026:
 - Staff attended the East Central Community Council meeting and presented the proposal. Staff answered questions from the audience related to the impact on property values, potential development potential under the PL zone including uses and size/scale/buffers, and the location of the property boundaries and old rights of way.

Notice of the public hearing for the proposal included:

- April 28, 2026
 - Public hearing notice mailed
 - Public notice posted on City and State websites and Planning Division listserv
- April 29, 2026
 - Public hearing notice sign posted on the property

Public Input:

Staff received 6 written comments and they are attached on the following page. The comments were generally in support of the proposal. Staff received no formal comments via phone regarding the proposal.

From: [Robin Flinchbaugh](#)
To: [Leon, Ailin](#)
Subject: (EXTERNAL) 10th East Senior Center at 237 S 1000 E - Zoning Amendment Public Input
Date: Sunday, March 8, 2026 1:53:27 PM
Attachments: [Outlook-q222llq4.png](#)

You don't often get email from [REDACTED]. [Learn why this is important](#)

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To who it may concern.

I am highly in favor of the proposed zoning amendment to change the zoning of the 10th East Senior Center entirely to PL (Public Land District). This will greatly benefit our community by ensuring that property continues to be dedicated to serving local residents.

I would also like to support Salt Lake City financially assisting Salt Lake County in renovating the facility so that it may reopen as scheduled next year.

Thanks for your consideration.

Robin Flinchbaugh



[#AdoptDon'tShop](#)

From: [JM Montgomery](#)
To: [Leon, Ailin](#)
Subject: (EXTERNAL) 10th east senior center zoning
Date: Tuesday, March 10, 2026 8:25:00 PM

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Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Hello, Ailin!

I live at [REDACTED] within 300 feet of the Senior Center at 237 s 1000 east.

I support the amendment to the zoning that supports public use of the property and preserves Victory Park.

I look forward to the center reopening.

Warmly,

Jessica Montgomery

From: [joy and patrick emory watson](#)
To: [Leon, Ailin](#)
Subject: (EXTERNAL) 10th East Senior Center
Date: Monday, March 9, 2026 2:05:40 PM

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Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Ailin, regarding 10th East Senior Center Public Notice, my only comment (as the resident of [REDACTED] is this: i am in favor of the zoning change as long as Zone PL will allow necessary future upgrades to the Senior Center and will allow the tennis court to remain. Apparently this zoning designation caused some problems for West High upgrades recently and it had to be temporarily modified.

Thanks,

Joy Emory

Sent from my iPhone

From: [Ian Quigley](#)
To: [Leon, Ailin](#)
Subject: (EXTERNAL) 10th East Senior Center
Date: Saturday, March 7, 2026 3:48:22 PM

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I live at [REDACTED], and am happy to support the zone change for the senior center to public lands district. The whole thing is central to our community and designating it as such makes sense to me.

Thanks for your work,
i

From: [Victor Wu](#)
To: [Leon, Ailin](#)
Subject: (EXTERNAL) PLNPCM2026-00091
Date: Thursday, April 2, 2026 7:10:38 AM

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Hi, my name is Victor Wu, owner of the property on [REDACTED] I support the plan.
Respectfully,
Victo Wu

From: [Trevor Martens](#)
To: [Leon, Ailin](#)
Subject: (EXTERNAL) Zone amendment map comments for 10th East Senior center
Date: Monday, March 16, 2026 8:21:49 AM

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Good morning,

Just wanted to reach out in support of keeping the tenth easy senior center zoned as public land. It was disappointing enough to hear of the closure. As a younger person in the community I always enjoyed seeing our seniors out and about which provided a good sense of community. Once I heard it was closed I assumed it was going to be re zoned and sold off to a developer to create "affordable housing" for u of u students due to it's location. Myself and a lot of folks in the neighborhood use the park all year round. It provides shade in the hotter parks of the summer and it's a great third space.

Cheers,
Trevor Martens

ATTACHMENT G: Department Review Comments

This proposal was reviewed by the following departments.

Transportation (Jena.carver@slc.gov or 801-535-7164):

No comments.

Fire (Seth.hutchinson@slc.gov or 801-535-7164):

No Comments.

Urban Forestry (Rick.nelson@slc.gov or 801-972-7818):

No comments.

Sustainability (Christopher.bell@slc.gov or 801-535-6952):

No comments.

Police (Andrew.cluff@slc.gov or 801-799-3805):

No comments.

Public Services (Jorge.Chamorro@slc.gov or 801-604-0056):

No comments.

Public Utilities (Kristeen.beitel@slc.gov or 801-483-6733):

No comments.

Public Lands (Kim.Shelley@slc.gov or 801-972-7845):

No comments.

Real Estate Services (Trevor.ovenden@slc.gov or 801-535-7168):

Real Estate Services confirmed they had no concerns with the rezone.