COUNCIL STAFF REPORT

CITY COUNCIL *of* SALT LAKE CITY

TO: City Council Members

FROM: Kate Werrett
Budget & Policy Analyst

DATE: October 13, 2026

Item Schedule:
Briefing: July 14, 2026
Follow-up Briefing: October 13, 2026
Set Date: July 21, 2026
Public Hearing: August 18, 2026
Potential Action: October 20, 2026

RE: **BALLPARK ZONING MAP AND TEXT AMENDMENT**
PLNPCM2025-01089

NEW INFORMATION

At the August 18, 2026 Public Hearing, the Council received public comments regarding the proposed rezone of the former Ballpark property to MU-11 (Mixed-Use 11). Constituents expressed caution regarding open space, the urban heat island effect, Richards Street, and density. After meeting with and reviewing the concerns of constituents, the October 13, 2026 follow-up briefing is to provide public awareness of the City Council's potential amendments to the Ballpark rezone ordinance. The Council-directed ordinance amendment includes the following updates:

WHEREAS, the City Council wishes to ensure the preservation of community accessible open space in portions of the parcels identified in Exhibit "A" ("Parcels"); and

WHEREAS, the Ballpark NEXT Community Design Plan defines open space as publicly accessible natural areas, waterways, multifunctional fields, linear parks, shaded areas, play areas, plazas, courtyards, festival streets, walkways, seating areas, gathering spaces, and other improvements or amenities that support recreation, circulation, community activities, or public use; and

WHEREAS, the City Council expects that a minimum of 5 acres of the Parcels will be open space with a preference for green gathering areas with trees and natural landscaping; and

WHEREAS, the City Council supports the Tree Protection and Preservation Policy and City Code Section 2.26.300 (Protection of Public Trees Near Construction Activities), which states, "any tree located on city property in the immediate vicinity of any excavation, demolition or construction site of any building, structure, street or utilities work, which has potential for injury, shall be protected from such injury."

WHEREAS, the City Council has a preference that, where possible, the existing street trees within the Parcels be preserved, especially along 1300 South, West Temple, Main Street, and Paxton Avenue; and

If the Council is in favor of amending the ordinance to include the above language, the Council may wish to consider a straw poll to provide guidance to Planning staff and the Attorney's Office. This straw poll language will be included on a separate straw poll sheet.

- Sample language:
  - *"I propose a straw poll to determine support for modifications to the Ballpark rezone ordinance as outlined in the New Information section of the Council staff report."*

The following information was provided for the July 14 Council Work Session. It is provided again for background purposes.

NEW INFORMATION

At their July 14th work session, City Council received a briefing about a proposal to amend zoning of multiple properties related to the former Ballpark property. During the July 14th work session, the Council did a straw poll to show support for rezoning all parcels proposed for MU-11 (Mixed-Use 11) to MU-8 (Mixed-Use 8). The revised proposal would amend the zoning of multiple properties related to the former Ballpark property as follows:

1. 55 West Paxton Avenue, 77 West 1300 South, 1355 and 1357 South West Temple, and 1356 South Main Street from PL (Public Lands) to MU-8 (Mixed-Use 8).
2. 1381 South West Temple from PL (Public Lands) and RMF-35 (Moderate Density Residential Multi-Family) to MU-8 (Mixed-Use 8) and MU-5 (Mixed-Use 5).
3. 1395 and 1397 South West Temple from RMF-35 (Moderate Density Residential Multi-Family) to MU-5 (Mixed Use 5).

The proposal includes a text amendment to remove Ballpark-specific sign requirements. The proposal would establish zoning regulations that align with the Ballpark NEXT Community Design Plan, which was adopted by the Community Reinvestment Agency Board in December 2025. Consideration may be given to rezoning the property to another zoning district with similar characteristics. The project is within Council District 5. The draft ordinances reflecting the Council's straw poll are attached.

The following information was provided for the July 14 Council Work Session. It is provided again for background purposes.

ISSUE AT A GLANCE

The Council will receive a briefing about a proposal that would amend the zoning of multiple properties related to the former Ballpark property as follows:

- 55 West Paxton Avenue, 77 West 1300 South, 1355 and 1357 South West Temple, and 1356 South Main Street from PL (Public Lands) to MU-11 (Mixed-Use 11).
- 1381 South West Temple from PL (Public Lands) and RMF-35 (Moderate Density Residential Multi-Family) to MU-11 (Mixed-Use 11) and MU-5 (Mixed-Use 5).
- 1395 and 1397 South West Temple from RMF-35 (Moderate Density Residential Multi-Family) to MU-5 (Mixed Use 5).

The proposal includes a text amendment to the MU-11 standards relating to this site and the removal of the Ballpark-specific sign requirements. The proposal would establish zoning regulations aligned with the Ballpark NEXT Community Design Plan, adopted by the Community Reinvestment Agency (CRA) Board in December 2025. Consideration may be given to rezoning the property to another zoning district with similar characteristics. The project is within Council District 5.

The Planning Commission reviewed the proposed zoning and text amendments during its March 11, 2026 meeting and held a public hearing at which seven people spoke, sharing the following concerns:

- Desire for more public green space
- Public safety concerns
- Concerns regarding the hotel

Planning staff recommended approval of the rezone, MU-11 text amendment related to this site, and the removal of the Ballpark-specific sign requirements. The Planning Commission voted 5:2 to recommend City Council approval. Commissioners who were opposed to the rezone had concerns with the potential height allowed in the MU-11 zone, not enough public space, and premature in the process to rezone.

Goal of the briefing: *Review the proposed zoning map amendments, and determine if the Council supports moving forward with the proposal.*

POLICY QUESTIONS

2. The Council may wish to discuss the differences between MU-11 and MU-8 and which zone best meets the needs of the Ballpark community. Public comment has expressed concern regarding MU-11 and a strong preference for MU-8, citing concerns that MU-11 allows too much height for the area and that allowing MU-11 in these parcels may set a precedent and lead to additional MU-11 requests outside the Ballpark NEXT Plan area but within the neighborhood. Comments have stated that MU-8 will allow the development of mixed-use areas while facilitating an appropriate transition to the surrounding neighborhoods, preserving flexibility, encouraging homeownership opportunities, and providing green space. If the Council is in favor of modifying all proposed MU-11 zones to be MU-8, the Council may wish to consider a straw poll to provide guidance to Planning staff. This language will be included on a separate straw poll sheet.
    - Sample language:
    - "I move that a straw poll be conducted to determine support for rezoning all parcels currently proposed for MU-11 to MU-8."

ADDITIONAL INFORMATION

On December 9, 2025, the City Council, acting as the Community Reinvestment Agency (CRA) Board, adopted the Ballpark NEXT Community Design Plan (Ballpark NEXT Plan). To advance the plans of the Ballpark NEXT Plan and the Ballpark Station Area Plan, CRA staff applied for this proposed rezone and text amendments.

Zoning

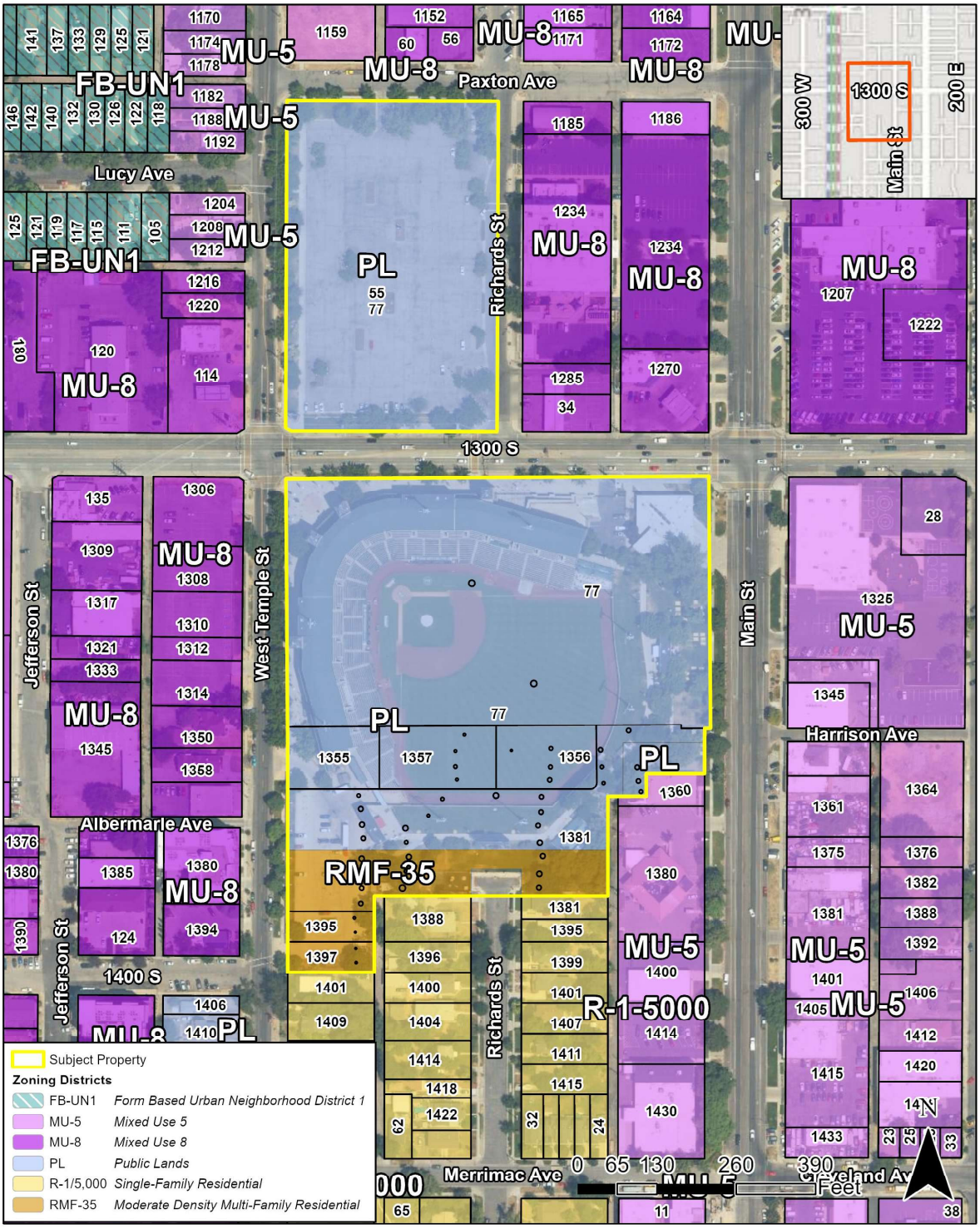
Approximately 14.8 acres surrounding and including the former Smith's Ballpark (Ballpark) are proposed to be rezoned. As shown in the existing area zoning map below, existing zoning includes PL (Public Lands), RMF-35 (Moderate Density Residential Multi-Family). To align with the Ballpark NEXT Plan, the designated parcels are proposed to be rezoned to MU-11 (Mixed-Use 11) and MU-5 (Mixed-Use 5) as shown in the proposed area zoning map.

The proposed zoning changes for individual addresses include:

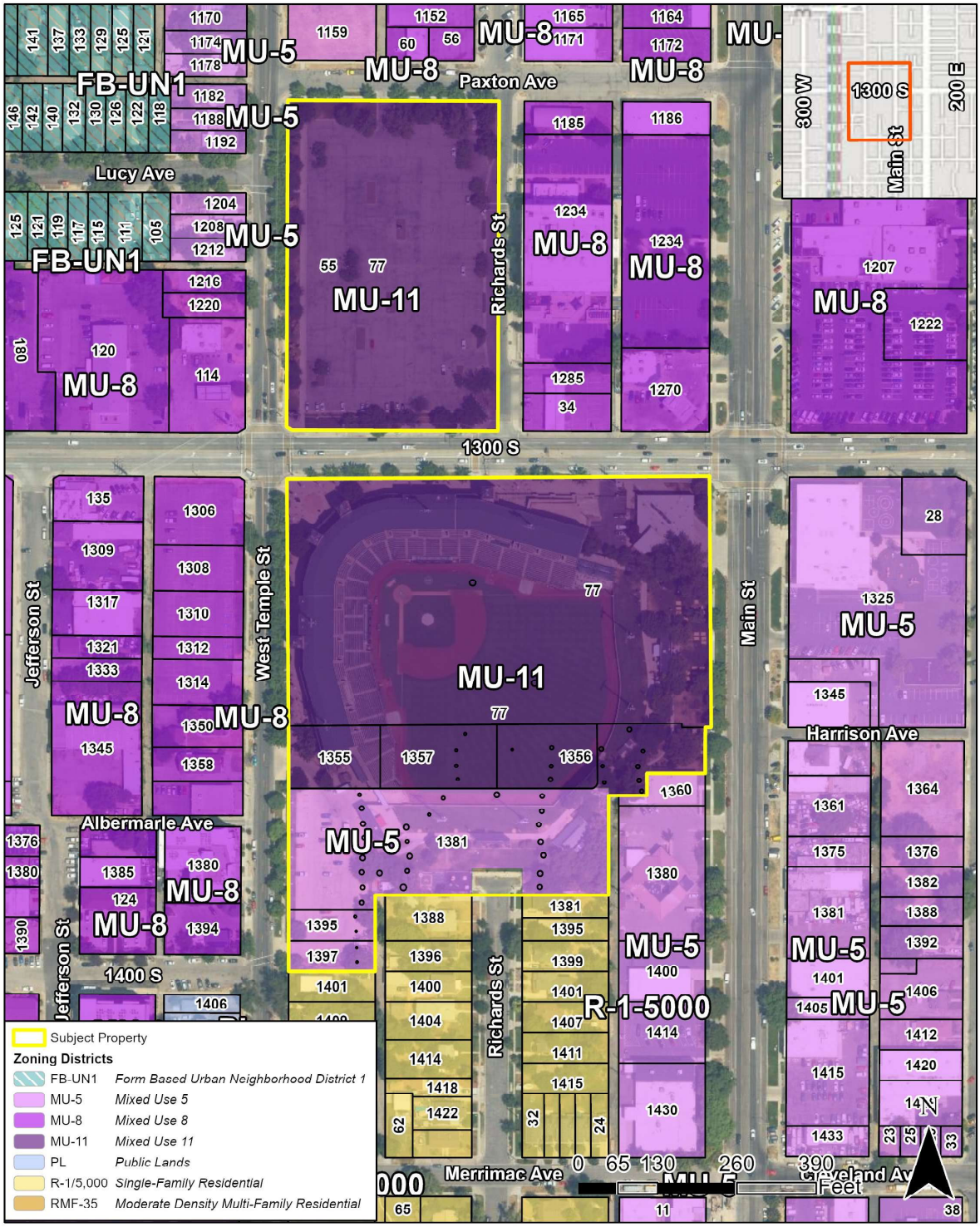
- 55 West Paxton Avenue, 77 West 1300 South, 1355 and 1357 South West Temple, and 1356 South Main Street from PL (Public Lands) to MU-11 (Mixed-Use 11).
- 1381 South West Temple from PL (Public Lands) and RMF-35 (Moderate Density Residential Multi-Family) to MU-11 (Mixed-Use 11) and MU-5 (Mixed-Use 5).
- 1395 and 1397 South West Temple from RMF-35 (Moderate Density Residential Multi-Family) to MU-5 (Mixed Use 5).

The surrounding zoning is a mixture of MU-8 to the west and north of the proposed rezone, to the east parcels are zoned MU-5, and to the south parcels are zoned R-1/5000. Land uses include residential – both single-family and multi-family – and commercial.

The current PL and RMF-35 zoning limit development potential. As the existing ballpark and its surface parking area are zoned PL, the area is limited to public uses. This rezone will allow additional land uses to the area as described in Attachment E of the Planning Commission staff report. The maximum building height in MU-5 is 55 feet, while the maximum building height in MU-11 is 125 feet, with a proposed additional height allowance on the southern block face of 1300 south to 150 feet. See the Text Amendment section below for additional details.



Existing Ballpark NEXT Area Zoning Map with Subject Properties Outlined in Yellow courtesy of the Salt Lake City Planning Division



Proposed Ballpark NEXT Area Zoning Map with Subject Properties Outlined in Yellow courtesy of the Salt Lake City Planning Division

Text Amendments

Ballpark Sign Regulation Removal

Section 21A.46.120.E.4 currently includes signage requirements for the former Smith's Ballpark. This text amendment removes those requirements related to the previous land use. Eliminating this requirement aligns with the future land use plans outlined in the Ballpark NEXT Plan. Under the proposed amendment, existing

signage may be repurposed, while any new signs must comply with the zoning requirements applicable to their location.

MU-11 Modifications
The proposed text amendments include two modifications to the MU-11 zoning ordinance. These changes include:

- **Enhanced Active Use required on 1300 East from Main Street to West Temple**: These uses are outlined in 21A.37.050.A.2, and include retail, restaurants, bars, art studios, civic spaces, and other similar uses.
- **Additional heights allowance for up to three buildings along the southern block face of 1300 East from Main Street to West Temple**: This allowance would allow, through design review, up to three buildings on 1300 East to be up to 150 feet tall.

Additional details are located within Attachment C (pages 25-26) of the Planning Commission staff report.

KEY CONSIDERATIONS
Planning staff identified three key considerations related to the proposal which are found on pages 5-11 of the Planning Commission staff report. The considerations are summarized below. For the complete analysis, please see the staff report.

Consideration 1: General Plan Compatibility
Planning staff reviewed the proposed zoning map amendment and its compliance with the policies and objectives set forth in *Plan Salt Lake, the Ballpark Station Area Plan, and Thriving in Place*. These are summarized below. Planning staff determined that the proposal is compatible with the previous noted general and area plans. A detailed discussion is found on pages 5-9 of the Planning Commission staff report.

Planning found that many *Plan Salt Lake* initiatives can be accomplished through this rezone. Initiatives addressed with this rezone, and the Ballpark NEXT Plan include: growth, cultural element inclusion, neighborhood scale amenities, open space, housing options, infill development, transportation infrastructure, and city beautification.

The *Ballpark Station Area* and *Ballpark NEXT Plans*, promotes a large portion of the proposed rezone area as the "Heart of the Neighborhood". Elements encouraged by these area plans that this rezone will promote include: High-density mixed-use development, a community amenity anchor, a dense urban environment, inclusion of a festival street, development of the large surface parking areas, and increased housing accessibility and affordability.

Planning staff noted that the rezone supports two strategic priorities from *Thriving in Place***.** These include:

- Strategic Priority 3C: creation of diverse housing
- Strategic Priority 3D: Publicly owned property for affordable and equitable development.

Consideration 2: Ballpark NEXT
Planning staff reviewed the CRA Board adopted 2025 *Ballpark NEXT Community Design Plan* which outlines future development at the former Smith's Ballpark. This plan is the guiding document for the CRA to move forward with site development and the proposed rezone is a significant step towards readying the area for requests for proposals and development. The Ballpark NEXT Plan identifies the 1300 South corridor as the area for most density, transitioning to lesser levels near the southern single-family adjacent homes. Planning staff confirms that the zoning and text amendments comply with the Ballpark NEXT Plan.

Consideration 3: Nearby Property Compatibility

The surrounding zoning is a mixture of MU-8 to the west and north of the proposed rezone, to the east parcels are zoned MU-5, and to the south parcels are zoned R-1/5000. Adjacent land uses include residential – both single-family and multi-family – and commercial.

In 2024, an application initiated by Mayor Mendenhall rezoned many adjacent properties to FB-UN1 and FB-UN2. This rezone was completed to support the height, density, and land uses proposed in the *Ballpark Station Area Plan*. The 2025 citywide mix-used zoning consolidation transitioned these parcels to MU-5, a district with similar land use and height requirements. The MU-5 zone allows for heights up to 55 feet.

ZONING COMPARISON
Attachment E (page 36) of the Planning Commission staff report includes two tables comparing the current and proposed zoning districts. The information below compares the current PL and RMF-35 and the proposed MU-11 and MU-5 zoning districts.

Parameter	*PL (Existing)*	*RMF-35[1] (Existing)*
Lot Area/Width	Non-school Permitted Uses: Minimum lot area is 20,000 square feet & minimum lot width is 75 feet.	Multi-Family Residential: Lot area: Minimum 750 ft per unit; 20 unit maximum Lot width: No minimum width, maximum width of 110 feet.
Maximum Building Height	Local government facilities, prison or jail, government offices, arenas, stadiums, fairgrounds & exhibition halls: 75 feet; provided, that when abutting a zoning district allowing greater height, the height standard of the abutting district shall apply.	Maximum height: 35’
Yards/Setbacks	Non-school Uses: Front and corner side yard: 30’ Interior side yard: 20’ Rear yard: 30’	Multi-Family Residential: Front yard & Corner side yard: 10’ Interior side yard: 4’ Rear yard: 10’ * When abutting an R-1, R-2, FR, or SR zoning district the side yard is 10’ & the rear yard is 10’
Landscape Buffers	When abutting a lot in a single-family or two family residential district, landscape requirements in chapter 21A.48 shall be required.	When abutting a lot in a single-family or two family residential district, landscape requirements in chapter 21A.48 shall be required.
Maximum Building Coverage	No Maximum	No Maximum

[1] Planning Staff Note: This only represents the regulations for multi-family residential within the district, there are standards for other uses within 21A.24.130.
These are the RMF-35 regulations adopted 1/23/2026 and as of the date of the report are not yet codified.

Parameter	*MU-11[3] (Proposed Zoning)*	*MU-5 (Proposed Zoning)*
Lot Area/Width	No Minimum or Maximum	No Minimum or Maximum
Maximum Building Height	Multi-family residential/Storefront/Vertical Mixed Use: Maximum height of 125'. Buildings in excess of 85' require design review in accordance with Chapter 21A.59. Additional Height: ***Additional height up to 150' for buildings with frontage on the south side of 1300 S is proposed with the text amendment.**	Multi-family Residential/Storefront/Vertical Mixed Use: Maximum height of 55'. Row House: Maximum height of 45'.
Front and Corner Side Yards:	Multi-family Residential/Storefront/Vertical Mixed Use: No minimum, maximum of 20'	Residential/Storefront/Vertical Mixed Use: Front and corner side yard: Ground floor occupied by residential units: Minimum of 10' & maximum of 20'. Ground floor occupied by nonresidential units: No Minimum, maximum of 10'. Row House: Minimum of 10', maximum of 20'.
Interior Side Yard	None, except when interior side yard abuts an R-1, R-2, FR, SR, FB-UN1, RMF-30, RMF-35, MU-2, or MU-3 zone, the minimum is 10'.	Multi-family, etc.: None, when the interior side yard abuts an R-1, R-2, FR, SR, FB-UN1, RMF-30, MU-2 or MU-3 zone, the minimum is 10'. Row house: 4'
Rear Yard	None, except when the rear yard abuts an R-1, R-2, FR, SR, FB-UN1, RMF-30, MF-35, MU-2, or MU-3 zone, the minimum is 20'.	Multi-family, etc: 10', when the year yard abuts an R-1, R-2, FR, SR, FB-UN1, RMF-30, MU-2, or MU-3 zone along the rear lot line, the minimum is 20'. Row house: Minimum of 10', except when the rear yard abuts an R-1, R-2, FR, SR, FB-UN1, RMF-30, MU-2, or MU-3 zone along the rear lot line, the minimum is 20'
Open Space Area	Shall comply with open space requirements in 21A.25.010.D. A minimum of 10% of the lot area shall be provided as open space.	Shall comply with open space requirements in 21A.25.010.D. A minimum of 10% of the lot area shall be provided as open space.

[3] Planning Staff Note: This only represents the regulations for a multi-family dwelling within the district, there is full set of standards for other uses within 21A.24.130.

Analysis of Standards
Attachment F (pages 48-51) of the Planning Commission staff report outlines zoning map amendment standards that should be considered as the Council reviews this proposal. The standards and findings are summarized below. Please see the Planning Commission staff report for additional information.

Factor	Finding
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.	*Complies*
Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.	*Complies*
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.	*Complies*
Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards.	*Complies*
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.	*Complies*
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.	*Complies*
The proximity of necessary amenities such as parks, open space, schools, fresh food, entertainment, cultural facilities, and the ability of current and future residents to access these amenities without having to rely on a personal vehicle.	*Complies*
The potential impacts to public safety resources created by the increase in development potential that may result from the proposed amendment.	*Complies*
The potential for displacement of people who reside in any housing that is within the boundary of the	*Complies*

proposed amendment and the plan offered by the petitioner to mitigate displacement.	
The potential for displacement of any business that is located within the boundary of the proposed amendment and the plan offered by the petitioner to mitigate displacement.	*Complies*
The community benefits that would result from the proposed map amendment.	*Complies*

CITY DEPARTMENT REVIEW

Attachment I (pages 83-84) of the Planning Commission staff report provides a compilation of feedback from city departments and UDOT on the rezone and text amendment request. The feedback is summarized below. Please see the Planning Commission staff report for additional information.

- Public Utilities: The increased density caused by the rezone may require offsite utility improvements to water, sewer, and storm drain systems. Improvement costs will be the responsibility of the property owner and developers.
- UDOT: 1300 South is a regional connector and its functionality must be considered. UDOT requested that Lynn Jacobs, the Transportation Division Director, be kept aware of any proposed "pedestrian enhancements along 1300 South".

PROJECT CHRONOLOGY

- November 5, 2025 –
  - Petition for zoning map and text amendment received by Planning Division.
  - Petition assigned to Sara Javoronok, Senior Planner

- December 18, 2025 –
  - Information about the proposal was sent to the Ballpark Community Council to solicit public comments and start the 45-day recognized organization input and comment period.
  - Applicant posted signage on subject properties.
  - Planning staff sent an early notification announcement of the project to all residents and property owners living within 300 feet of the project site, providing information about the proposal and how to give public input on the project.

- December 23, 2025 – Online open house posted.

- February 5, 2026 – Planning staff presented the rezone proposal to the Ballpark Community Council.

- February 24, 2026 – Public hearing notices mailed.

- February 26, 2026 –
  - Planning staff posted notices on City and State websites and sent notices via the Planning listserv for the March 11, 2026 Planning Commission meeting.
  - Public hearing notice sign on the property with project information and notice of the Planning Commission public hearing.

- March 11, 2026 – The Planning Commission held a public hearing for the request and voted 5-2 to forward a positive recommendation to the City Council for the proposed zoning map amendment.

- April 6, 2026 – Planning staff requested ordinance from the Attorney's Office.

- May 15, 2026 – Planning staff received signed ordinance from the Attorney's Office.

- May 26, 2026 – Transmittal received in City Council Office.

ATTACHMENTS

1. Administrative Transmittal: Ordinance: Ballpark Zoning Map and Text Amendment
2. Related Existing Documents:
    a. Salt Lake City Zoning Map
    b. Ballpark NEXT Community Design Plan
    a. Ballpark Station Area Plan
    b. Sign Chapter, Public Lands Section 21A.46.120.E.4
    c. Plan Salt Lake
    d. Thriving in Place
3. Planning Commission Items
    a. Planning Commission Staff Report
    b. March 11, 2026 Planning Commission Meeting
    c. March 11, 2026 Planning Commission Minutes
4. Draft ordinances reflecting the Council's July 14 straw poll
    a. 2026.07.16.CAN.Planning.Amending Ballpark Development Standards.Legis
    b. 2026.07.16.CAN.Planning.Ordinance Rezoning CRA Parcels in Ballpark.Clean