



COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY

TO: City Council Members

FROM: Brian Fullmer
Policy Analyst

DATE: May 20, 2025

**RE: Zoning Map Amendment at Approximately 128 North N Street
PLNPCM2024-01079**

Item Schedule:

Briefing: May 20, 2025

Set Date: June 3, 2025

Public Hearing: July 1, 2025

Potential Action: July 8, 2025

ISSUE AT A GLANCE

The Council will be briefed about a proposal to amend the zoning map for the parcel at 128 North N Street in City Council District Three from its current SR-1A (Special Pattern Residential District) zoning to RMF-30 (Low Density Multi-Family Residential District). The property is in the Avenues Local Historic District (LHD).

The applicant's stated objective is to demolish four existing non-contributing detached garages and construct three new two-bedroom rental units with attached garages behind an existing historic four-plex on the property. The four-plex, a contributing structure in the LHD, would not be altered as part of the proposal, and no tenants would be displaced. The applicant's draft plan also includes retaining two existing garages on the property's southeast corner.

The Planning and Historic Landmark Commissions reviewed the proposal at their respective January 22, and February 6, 2025 meetings and held public hearings at which a total of five people commented or had their comments read. Four were opposed citing concerns with parking, construction, project cost, affordable housing, piecemeal zoning, and community benefits. The commenter who was supportive of the proposal noted additional housing that would be provided. **Planning staff recommended and both Commissions voted unanimously to forward positive recommendations to the City Council with a condition that the developer enter into a development agreement with the City ensuring each new dwelling unit includes a minimum of two bedrooms.**



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

POLICY QUESTION

1. The Council may wish to discuss the Planning and Historic Landmark Commission recommendation for a development agreement requiring new housing units on the property to include a minimum of two bedrooms.

ADDITIONAL INFORMATION

The approximately one quarter-acre lot is located one parcel south of the southeast corner of 3rd Avenue and N Street. As shown in the area zoning map below, surrounding zoning is dominated by SR-1A, while the adjacent property to the north is zoned R-MU-35 (Residential/Mixed Use). The neighborhood development pattern consists primarily of single- and two-story homes. Some small-scale multi-family buildings are found in the area, including condominium buildings on adjacent parcels to the north and south of the subject site.



*Area zoning map with subject parcel outlined in red.
Image courtesy of Salt Lake City Planning Division.*

Current SR-1A zoning does not allow new multi-family dwellings unless they are part of an adaptive reuse of eligible existing buildings. Maximum height within the zone is 23 feet for pitched roofs and 16 feet for flat roofs. These limitations would not allow for the proposed dwellings to be constructed above the garage units.

Proposed RMF-30 zoning allows a maximum building height of 30 feet which is sufficient height for the planned residential units and would allow slightly increased density while maintaining the neighborhood character. A table comparing the existing and proposed districts is found later in this report.

Because the existing four-plex is being preserved, the property qualifies for building preservation incentives, including a reduction of required off-street parking. A total of four parking spaces is required for the seven units (0.5 space per dwelling unit). With three attached garages for the new units, and two existing garages, the applicant is proposing a total of five off-street parking spaces.

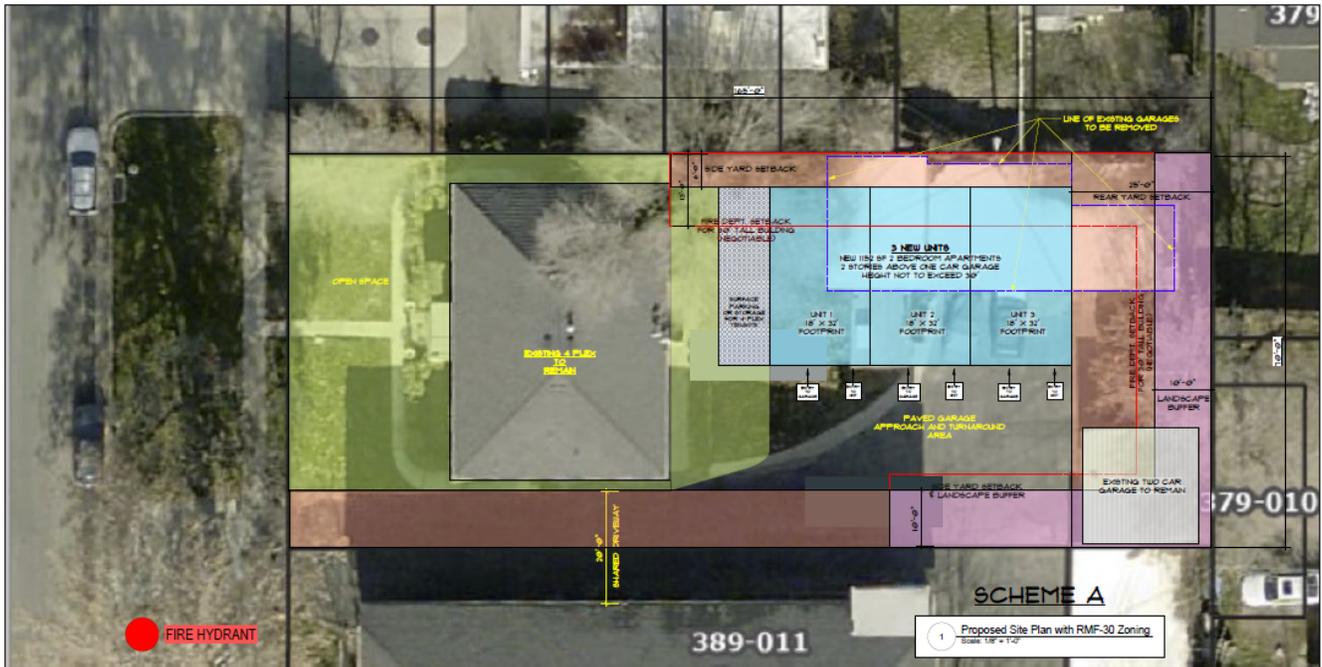
The original proposal was to rezone the property to R-MU-35 and construct five one-bedroom units, one of which would be affordable at 80% AMI as a community benefit. Following public feedback and Planning staff recommendations, the applicant changed their request to RMF-30 to better match the neighborhood development pattern and proposed four one-bedroom units, one of which would be affordable at 80% AMI. A calculation error was then discovered which limits the number of residential units to three based on lot size. The applicant increased the unit sizes from previous plans to include two bedrooms in each, but noted it was no longer feasible to offer one of the units at an affordable rate. The proposal's progression is shown in the table below with changes between proposals in red.

	Original	Intermediate	Current
Zone Requested	R-MU-35: Residential Mixed Use	RMF-30: Low Density Multi-Family Residential	RMF-30: Low Density Multi-Family Residential
Infill Units	Five one bedroom	Four one bedroom	Three two bedrooms
Maximum Height	35 feet	30 feet	30 feet
Side Yard Setbacks	Zero setback	10 feet for Multi-Family Residential	10 feet for Multi-Family Residential
Community Benefit	One affordable unit at 80% AMI	One affordable unit at 80% AMI	Family-sized Market Rate Units (Two bedrooms)

Planning staff found the proposed additional housing is consistent with needs outlined in citywide plans as a community benefit included in chapter 19.06.070.C.1 of *Salt Lake City Code*.

A draft site plan is included below. It is important to note this is conceptual and may change if the zoning amendment is approved and the project proceeds. The Council is only being asked to consider rezoning the property. Because zoning of a property can outlast the life of a building, any rezoning application should be considered on the merits of changing the zoning of that property, not simply based on a potential project.

If the zoning map amendment is adopted by the City Council, the applicant would go back to the Historic Landmark Commission for approval of new construction because the property is within the Avenues LHD.



Applicant's current draft site plan with proposed dwelling units in blue.

KEY CONSIDERATIONS

Planning staff identified two key considerations related to the proposal which are found on pages 6-9 of the Historic Landmark Commission staff report and summarized below. For the complete analysis, please see the staff report.

It is worth noting a third key consideration was included in the Planning Commission staff report related to zoning incentives and parking reductions. Because the applicant will go through a separate process for new construction in a historic district that includes building preservation incentives and parking reductions, Planning staff removed this consideration for the Historic Landmark Commission to review as part of the rezone request. As discussed above, the Council is only reviewing the appropriateness of the proposed zoning and not concept plans that may change if the property is ultimately developed.

Consideration 1 – General Plan Compatibility

Planning staff reviewed the proposed zoning map amendment and how it meets the goals found in *Plan Salt Lake*, the *Avenues Plan*, *Thriving in Place*, and *Housing SLC*. They found the proposal aligns well with several policy statements in the plans.

Consideration 2 – Neighborhood Concerns

Planning staff received several comments from area residents about the proposed additional dwelling units. Some were supportive but the majority were not. Concerns cited were primarily focused on the adjacent townhome development north of the subject site, and parking.

Negative impacts from the townhome development include construction noise, a lack of maintenance and upkeep of the property, and unaffordability of the for-sale units. As of the writing of this report the development is largely vacant.

Parking concerns from neighbors include additional demand for on-street parking from the new dwelling units without a commensurate increase in off-street parking. Current tenants worry they will lose garage

access for parking and storage.

Zoning Comparison

Attachment D (page 22) of the Historic Landmark Commission staff report includes the following table comparing the current and proposed zoning districts. It is replicated here for convenience.

<i>Parameter</i>	<i>SR-1A (Existing)</i>	<i>RMF-30 (Proposed)</i>
Building Height	23 feet (pitched roof) or 16 feet (flat roof).	30 feet
Minimum Front Setback	Equal to the average of the front yards of existing buildings within the block face.	20 feet or the average of the block face.
Maximum Front Setback	Equal to the average of the front yards of existing buildings within the block face.	20 feet or the average of the block face.
Corner Side Setback	10 feet	10 feet
Interior Side Setback	4 feet on one side, 10 feet on the other.	10 feet for multi-family residential.
Rear Setback	25% of the lot depth, but not less than 15 feet and need not exceed 30 feet	Minimum of 20% lot depth, need not exceed 25 feet.
Minimum Lot Width	None, as multi-family dwellings are not permitted.	No minimum.
Maximum Lot Width	None, as multi-family dwellings are not permitted.	110 feet
Minimum Lot Size	None, as multi-family dwellings are not permitted.	2,000 square feet per dwelling unit.
Open Space, Landscape Yards, and Landscape Buffers	None required.	10 feet when abutting single or two-family, or special development district.

Analysis of Standards

Attachment F (pages 29-32) 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.	<i>Complies</i>
Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.	<i>Complies</i>
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.	<i>May affect abutting properties due to change in development potential.</i>
Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards.	<i>Applicable. Any new development will be subject to Historic Landmark Commission review.</i>
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.	<i>Public utility infrastructure may need to be upgraded at the property owner's expense. All other public facilities are adequate to support the zoning change.</i>
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.	<i>Proposed changes won't impact future transportation improvements.</i>
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.	<i>Some amenities are within walking distance and a frequent bus route, though most residents use personal vehicles to access others.</i>
The potential impacts to public safety resources created by the increase in development potential that may result from the proposed amendment.	<i>No anticipated impacts to public safety.</i>
The potential for displacement of people who reside in any housing that is within the boundary of the proposed amendment and the plan offered by the petitioner to mitigate displacement.	<i>No residents would be displaced.</i>

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.	<i>Not applicable</i>
The community benefits that would result from the proposed map amendment.	<i>Provides housing that aligns with current or future needs of the community.</i>

City Department Review

As discussed in the table above, Public Utilities noted some infrastructure may need to be upgraded at the property owner’s expense. In addition, the Fire Department included requirements that must be met if the property is developed. No other responding departments or divisions expressed concerns with the proposal.

PROJECT CHRONOLOGY

- September 19 2024 – Petition for zoning map amendment received by Planning Division.
- October 8, 2024 –
 - Petition assigned to Alicia Seeley, Principal Planner
 - Information about the proposal was sent to the Greater Avenues Community Council to solicit public comments and start the 45-day recognized organization input and comment period.
 - 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.
- October 2024-February 2025 – Online open house.
- November 2024-January 2025 – Planning staff worked with the applicant to improve the quality of their application material, including revising the requested zone to better fit the neighborhood context, reviewing options for meeting the community benefit requirements, and addressing concerns brought up by the community.
- January 7, 2025 – Planning staff posted notices on City and State websites and sent notices via the Planning listserv for the January 22, 2025 Planning Commission meeting. Public hearing notice mailed.
- January 8, 2025 – Applicant adjusted their application and proposed a zoning district based on concerns brought up through public comments and staff feedback.
- January 10, 2025 – Planning staff posted a public hearing notice sign with project information and notice on the property of the Planning Commission public hearing.
- January 22, 2025 –
 - The Planning Commission held a public hearing for the request and voted unanimously to forward a positive recommendation to the City Council for the proposed zoning map amendment.
 - Planning staff posted notices on City and State websites and sent notices via the Planning listserv for the Historic Landmark Commission meeting on February 6, 2025. Public hearing notice mailed.

- January 25, 2025 – Planning staff posted a public hearing notice on the property with project information and notice of the Historic Landmark Commission public hearing.
- February 6, 2025 – The Historic Landmark Commission held a public hearing for the request and voted unanimously to forward a positive recommendation to the City Council for the proposed zoning map amendment.
- April 15, 2025 – Ordinance requested from City Attorney’s Office.
- April 21, 2025 – Planning received signed ordinance from the Attorney’s Office.
- April 29, 2025 – Transmittal received in City Council Office.