



COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY

TO: City Council Members

FROM: Brian Fullmer
Policy Analyst

DATE: August 27, 2024

RE: Zoning Text Amendment to Allow Single-Family Attached Dwellings in Commercial Zones
PLNPCM2023-00894

Item Schedule:

Briefing: July 9, 2024

Set Date: July 9, 2024

Public Hearing: August 13, 2024

Potential Action: August 27, 2024

PUBLIC HEARING UPDATE

No one commented at the August 13, 2024 public hearing. The Council closed the hearing and deferred action to a future meeting.

The following information was provided for the July 9, 2024 Council briefing. It is included again for background purposes.

BRIEFING UPDATE

This item was converted to a written briefing. There have not been any Council Member questions to date.

The Council will be briefed about a proposal from TAG SLC to allow single-family attached dwellings as permitted uses in commercial zones that currently allow multifamily buildings, which are typically apartment buildings. Townhomes and row houses are common terms for single-family attached homes. The petitioner stated their desire is to increase housing and home ownership options in the city.

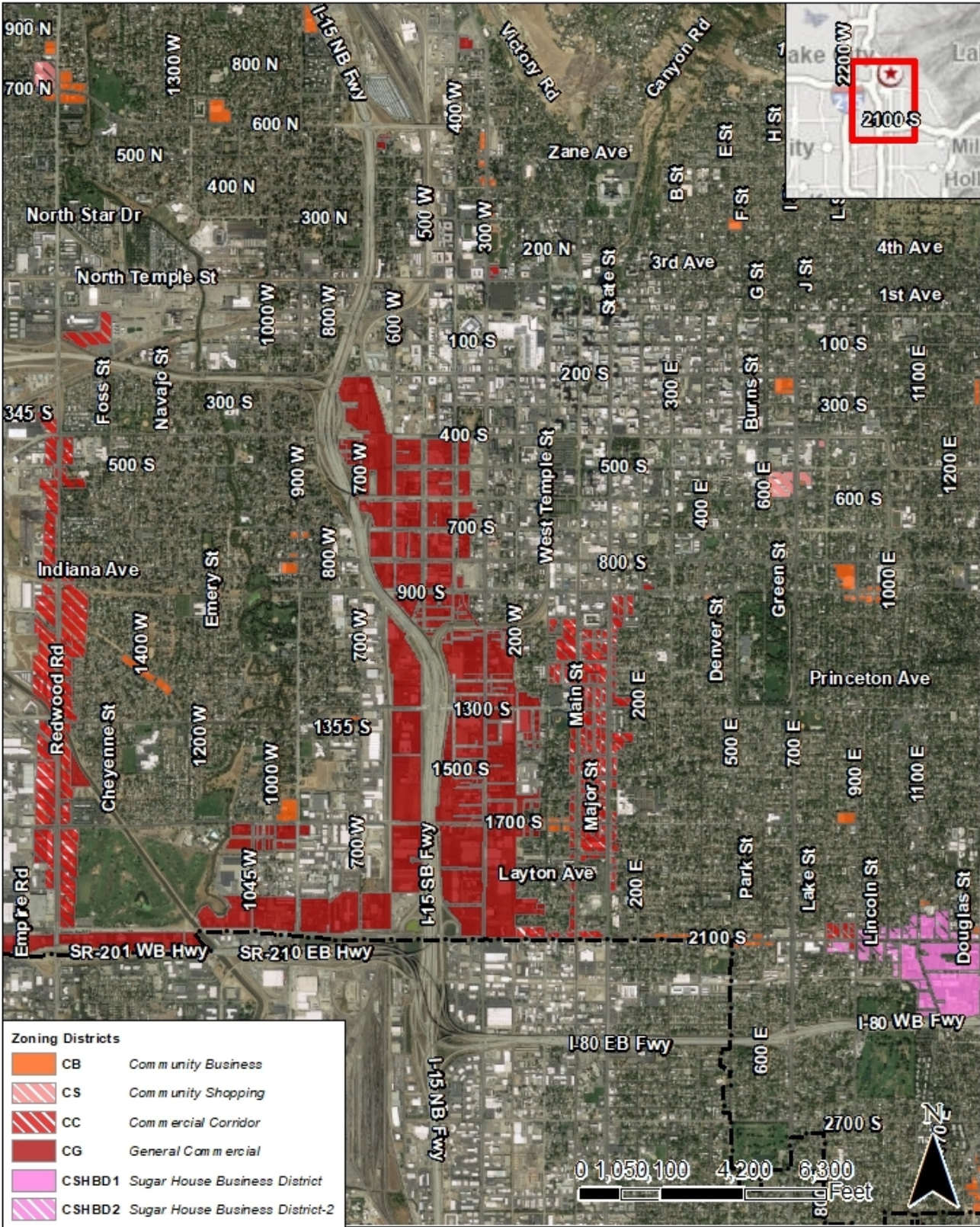
The following zoning districts allow multifamily dwellings but not single-family attached homes:

- Community Business (CB)
- Community Shopping (CS)
- Commercial Corridor (CC)
- General Commercial (GC)
- Sugar House Business Districts (CSHBD 1 & 2)



A map showing the various affected zoning districts is below.

Vicinity Map



Map showing properties potentially affected by proposed text amendment.
Image courtesy of Salt Lake City Planning Division

Planning staff is generally supportive of the proposal, except for including single-family attached dwellings in the CSHBD and CB zoning districts. There is concern that the less dense townhome-style of buildings that are typical of single-family attached housing might impact the Sugar House Business District, which is quite dense. Additionally, Planning staff felt smaller scale neighborhood commercial nodes in the CB zones adjacent to residential areas could be negatively affected. It is Planning's opinion that development pressure in these areas could drive out the small businesses that contribute to a neighborhood's character and help make them walkable with access to amenities and community spaces.

Examples of CB zoning districts include 9th & 9th, Glendale Drive near Navajo Circle, 300 West in the Marmalade District, and Highland Drive near the border with Millcreek City.

Planning also recommended requiring primary entries are street facing for units adjacent to public streets. In addition, Planning staff recommended requiring porches, exterior lighting, walkways leading to public sidewalks for single-family attached residential developments within the commercial districts.

The Planning Commission reviewed the proposal at its February 14, 2024 meeting and held a public hearing at which no one spoke. **The Commission voted 6-1 to forward a positive recommendation to the City Council including Planning staff's recommended changes.** The Commissioner who voted against the motion felt the proposed changes should apply only to the CG zoning district.

Goal of the briefing: Review the proposed text amendment and determine if the Council supports moving forward with the proposal.

POLICY QUESTION

1. The Council may wish to ask the Administration if and how this text amendment would be impacted by the proposed commercial and mixed-use zones consolidation.
2. The Council may wish to discuss whether to exclude Sugar House Business District and Community Business zoning districts from the proposed text amendment.

ADDITIONAL INFORMATION

As the term indicates, single-family attached dwellings are connected by one or both side walls, also referred to as "party walls." They are built in groups of three or more units. Each unit sits on its own lot (known as "fee-simple" ownership) and often includes a yard and garage or parking area. Each unit may be leased or sold individually, along with the land on which it sits. (There are some exceptions such as community land trusts where the property on which the units within a development are owned by a single entity. This helps make home ownership attainable to a larger group of people since only the structure is owned by the property owner.)

While they are classified as multi-family dwellings, condominiums are not part of the proposed text amendment. The following is for information purposes. Condominiums are classified as multi-family dwellings by the Planning Division and have a central ownership or management structure. Individual living spaces are sold or leased and the land on which they sit, and common spaces are generally collectively owned by the condominium owners.

KEY CONSIDERATIONS

Planning staff identified two key considerations related to the proposal, found on pages 8-9 of the Planning Commission staff report, and summarized below. For the complete analysis, please see the Planning staff report.

Consideration 1 – Alignment with Adopted Plans and Policies

Planning staff found that the proposed amendment aligns with principles in *Plan Salt Lake* and *Housing SLC* related to increasing housing options, including home ownership, throughout the city.

After reviewing the Neighborhoods, and Economy guiding principles initiatives within *Plan Salt Lake*, Planning believes the proposal should be modified to exclude the Community Business, and Sugar House Business Districts as discussed above.

Consideration 2 – Public Input

Planning staff received comments related to the proposed text amendment from several developers, along with some residents and community councils. Developers’ comments were supportive of the proposal, noting opportunities to expand housing types throughout the city. Resident and community council comments noted the replacement of some neighborhood commercial nodes by multifamily developments in recent years, and a concern that additional nodes could be affected in the future.

As discussed above, Planning noted the potential for new housing options in smaller commercial nodes could increase development pressure resulting in the loss of neighborhood amenities. Again, Planning staff and the Planning Commission recommend removing CB and CSHBD from the list of zoning districts to potentially allow single-family attached dwellings.

ANALYSIS OF STANDARDS

Attachment D (pages 23-27) of the Planning Commission staff report outlines zoning text 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 text amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents. | <i>Complies if CB and CSHBD districts removed.</i> |
| Whether a proposed text amendment furthers the specific purpose statements of the zoning ordinance. | <i>Complies if CB and CSHBD districts removed.</i> |
| Whether a proposed text amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards. | <i>Complies provided development conforms with requirements of overlays.</i> |
| The extent to which a proposed text amendment implements best current, professional practices of urban planning and design. | <i>Complies</i> |

PROJECT CHRONOLOGY

- November 2, 2023 – Application received by Salt Lake City Planning Division.
- November 9, 2023 – Petition assigned to Cassie Younger, Senior Planner.

- November 15, 2023 – Early notification to all recognized community councils. 45-day comment period begins.
- November 20, 2023 – Proposal posted for online open house.
- December 30, 2023 – 45-day recognized community organization notice period ends.
- February 1, 2024 –
 - Agenda posted to Planning Commission website and State of Utah public notice webpage.
 - Public hearing notice sign with project information and Planning Commission public hearing notice posted at various libraries throughout the city.
- February 14, 2024 – Planning Commission briefing and public hearing. The Commission forwards a positive recommendation to the City Council.
- March 1, 2024 – Planning Division requests ordinance from the City Attorney’s Office.
- April 6, 2024 – Ordinance from Attorney’s Office received by Planning Division.
- April 24, 2024 – Transmittal received in City Council Office.