



# COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY

**TO:** City Council Members

**FROM:** Nick Tarbet, Policy Analyst

**DATE:** February 4, 2025

**RE:** Mixed-Use Zoning Consolidation  
PLNPCM2024-00707

## PROJECT TIMELINE:

Briefing: February 4, 2025

Set Date: February 18, 2025

Public Hearing: March 4, 2025

Potential Action: TBD

## ISSUE AT-A-GLANCE

The Council will receive a briefing on a proposal to update the City's zoning ordinance and zoning map by consolidating up to 27 existing commercial, form-based, and mixed-use zoning districts into six new mixed-use (MU) districts. The goal of these amendments is to simplify zoning regulations, improve clarity of language, and incorporate missing design standards. The new mixed-use districts will be similar to the current districts but will have changes to setbacks, building height, lot coverage, and permitted land uses.

**Goal of the briefing:** Review the proposal, including Policy Questions (p. 4), and information provided following the planning commission discussion. Evaluate whether additional feedback needs to be provided prior to the Council's public hearing on March 4.

## OVERVIEW OF CHANGES

The Planning transmittal includes many attachments that succinctly summarize and visualize the draft ordinance. Council staff included them as an attachment to this memo for quick access.

- Attachment A – Zoning Standards / Illustrations for the MU Zones
- Attachment B – Overlay Summary for CG M1
- Attachment C – Parking Regulations for MU zones
- Attachment D – Neighborhood Level Maps of MU Zones

Planning staff also developed a [project page](#) that provides extensive information on the project. It is a helpful tool for anyone looking to get a deeper understanding of the proposed zoning amendments. Additionally, they developed an [interactive map](#) showing the new MU zones' locations throughout the city.

The Planning Commission held ten briefings on the MU consolidation project. Two public hearings were held, and a positive recommendation was ultimately forwarded to the City Council.

Since this item was forwarded to the Council, some unrelated zoning petitions that impact a few of the properties identified in this zoning petition were approved. The planning staff is updating the ordinance and zoning maps to reflect those changes. Policy question #3 below provides additional background.

**MORE DETAILED VIEW OF KEY CHANGES**

According to the transmittal letter (page 3), “consolidating these zoning districts will change the regulations that apply to thousands of properties within the city (approximately 6,300 directly affected properties).”

Pages 6-11 of the Transmittal Letter include a summary of each zone, Their purpose, and general zoning regulations. Below is a general outline of the key changes. See the Transmittal Letter and attachments for more in-depth information on the various zones.

1. Land Use Tables
  - Several amendments will be made to the Land Use tables. Many of the minor amendments to the existing tables include consolidated definitions, the removal of zoning districts being consolidated into the new land use table, and the removal of some land uses.
2. Creates 6 new zoning districts and rezones properties to the new zoning districts.

Attachment A is a fact sheet outlining the zoning standards for each new district, such as height, setbacks, building size, and design standards. The [interactive map](#) also shows the new MU zones' locations throughout the city.

MU-2	MU-3	MU-5
Consolidated Zones <ul style="list-style-type: none"><li>Residential Business (RB),</li><li>Small Neighborhood Business (SNB)</li><li>Neighborhood Commercial (CN)</li></ul>	Consolidated Zones <ul style="list-style-type: none"><li>Community Business (CB)</li><li>R-MU-35 (Residential Mixed Use - 35)</li></ul>	Consolidated Zones <ul style="list-style-type: none"><li>Form-Based Urban Neighborhood 2 (FB-UN2),</li><li>Corridor Commercial (CC),</li><li>Community Shopping (CS),</li><li>Form-Based Special Purpose Corridor Edge (FB-SE),</li><li>Residential Mixed Use 45 (R-MU-45)</li><li>Transit Station Area Transitional (TSA-UN-T)</li><li>Mixed Use (MU)</li><li>South State Street Corridor Overlay (SSSC)</li></ul>

<b>MU-6</b>	<b>MU-8</b>	<b>MU-11</b>
<p>Consolidated Zones</p> <ul style="list-style-type: none"> <li>○ Form-Based Urban Neighborhood 2 (FB-UN2)</li> <li>○ Form Based Special Purpose Corridor (FB-SE)</li> <li>○ Sugar House Business District 2 (CSHBD-2)</li> <li>○ Residential Office (RO)</li> <li>○ Transit Station Area - Urban Core Transition (TSA-UC-T)</li> <li>○ Special Purpose Transition (TSA-SP-T)</li> <li>○ Mixed Use Employment Center Transition (TSA-MUEC-T)</li> </ul>	<p>Consolidated Zones</p> <ul style="list-style-type: none"> <li>○ Residential Mixed Use (RMU)</li> <li>○ Transit Station Area - Mixed Use Employment Center Core (TSA-MUEC-C)</li> <li>○ Special Purpose Core (TSA-SP-C)</li> <li>○ Urban Neighborhood Core (TSA-UN-C)</li> </ul>	<p>Consolidated Zones</p> <ul style="list-style-type: none"> <li>○ CG (General Commercial),</li> <li>○ FBMU-11 (Form-Based Mixed-Use 11)</li> <li>○ TSAUC- C (Transit Station Area Urban Center Core)</li> <li>○ CSHBD-1 (Sugar House Business District)</li> </ul>

**3. Establishes the general provisions that apply to all MU zones**

*See Attachment A*

- MU Building Types
  - Cottage, Urban House, Two-Family
  - Row House
  - Storefront, Vertical Mixed-Use, Multi Family Residential
- Heights
  - The number in the title of each district generally identifies the number of building stories allowed by that zone. (some flexibility is granted for enhanced ground floor uses)
- Setbacks
  - Make consistent across the various zoning designations,
  - Require larger buffers and setbacks when next to a low-scale single-family/two-family
- Landscape buffers
  - A 10-foot landscape buffer is required when any of the MU zones abut single-family, two-family zones, and multifamily zones
  - step-back requirements between higher-scale MU zones and zones under 35 feet in height, including MU-2 and MU-3 zones,
- Lots/Buildings Without Public Street Frontage
  - Allow lots without public street frontage. Helps with deep lot configuration
- Open Space
  - In addition to the basic yard setback requirement, a general standard of 10% of the lot area will be required for open space
  - Minimum dimension of 15' x 15' to ensure useability
- Mid-block Walkways
  - All zones are proposed to require the implementation of a mid-block walkway on a property if one has been identified in an adopted City plan.

4. Create a Transitional Overlay for M-1 and CG properties

*See Attachment B for details*

- The zoning amendments would create a significant number of nonconforming uses.
- A proposed “Transitional Overlay” would generally allow a selection of more intensive commercial and light industrial uses in these areas, allowing for reduced design standards while including buffer and landscaping requirements. (Click on the [interactive map link](#) to see the transitional overlay boundaries)

## POLICY QUESTIONS

1. Effective Date—In the past, when the Council adopted significant zoning amendments that impacted many different zones and properties, a delayed effective date was included so that projects that may be caught up in the amendments, could either finish under the current zoning standards or use the new ordinance. Council staff received one request for the Council to consider delayed implementation for this petition.

***Does the Council support including a delayed effective date for the MU zoning consolidation?***

2. Drive-through concerns – a constituent reached out to the City about the impacts the proposed amendment would have on a project they are working on that includes an existing drive-through.

Planning staff provided the following options to address the request for consideration:

- a. Modify the land use table language to allow for financial institutions to have drive-throughs in the MU11 zone.
- b. Allow the drive-through use at that location as approved through a development agreement
  - It would have to go to the Planning Commission and the City Council for approval.

***The Council may wish to discuss these options with Planning staff and, if either option is supported, request that staff make the change in the final ordinance.***

3. Post Planning Commission updates.

After the planning commission forwarded a positive recommendation, staff noted some technical and substantive changes that needed to be made to the draft ordinance. The planning staff is seeking Council direction on the following items, outlined on pages 15- 16 of the Transmittal Letter. The Council will be asked to conduct straw polls to determine if these changes are included in the final ordinance.

- a. Add “Contractor’s Yard/Office (Indoor)” use to the Transitional Overlay as a Conditional Use.
  - i. *Staff recommends including this use.*
- b. Richard Street was unintentionally included as an area requiring a high activity use due to a code provision in the recently adopted MU-8 code.
  - i. *Staff recommends removing “Richard Street, from Harvard Avenue to Kelsey Avenue” as an area requiring an “Enhanced Active Ground Floor Use.”*

- c. Delete the requirement for a 6' walkway between multiple buildings that are over 75' in façade length.
  - i. *Staff recommends deleting this requirement*
- d. Add a prohibition on mature coverage counting toward the required park strip vegetation coverage of 33% in MU-8 and MU-11.
  - i. *Staff recommends applying the requirement to other high-intensity MU zones, the MU-8 and MU-11*
- e. Add a transition period to the MU zone adoption (see policy question #2 above)
  - i. *Staff recommends that the City Council include a transition period of 9 to 12 months where developers could still utilize the prior regulations.*
- f. Modify the height limit for "private directional signs" from 4' to 8'.
  - i. *Staff recommends increasing the height so that private parking related signs can be at eye level.*
- g. Include the proposed mapping changes on pages 16-20
  - Staff recommends including the following changes in the final draft.*
    - i. FB-UN2 Corners to MU-6 in Central 9<sup>th</sup>
    - ii. Residential/Office (RO) Zone to MU-8 East Downtown and West Temple
    - iii. Green Street/2100 South
    - iv. Federal Property at 2100 S/Redwood Road

## **PUBLIC ENGAGEMENT**

1. Pages 20-23 of the Transmittal Letter outlines the public process. Starting in April 2024, the public outreach included eight walking tours in various neighborhoods around the city, open houses, various community events such as town halls, presentations to recognized community organizations, and 10 briefings before the planning commission, along with 2 public hearings.