



COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY

TO: City Council Members

FROM: Nick Tarbet, Policy Analyst

DATE: October 6, 2020

**RE: Rezone & Text Amendment:
Fleet Block
PLNPCM2019- 00277**

PROJECT TIMELINE:

Briefing: October 6, 2020

Set Date: October 6, 2020

Public Hearing 1: Nov 10, 2020

Public Hearing 2: Nov 17, 2020

Potential Action: Nov 17, 2020

ISSUE AT-A-GLANCE

The Council will be briefed about a proposal to create a new zone titled Form-Based Urban Neighborhood 3 (FB-UN3) and rezone the 10-acre city block located between 300 and 400 West and between 800 and 900 South, also known as the Fleet Block. The area was previously used by Salt Lake City for a fleet maintenance facility that has since been relocated.

Form Based code focuses on the form and appearance of buildings and has more regulations that control those aspects of development than traditional zones. The Administration's proposal would create a new form-based zone that would apply regulations to the properties such as the building design, height, bulk, use, and other development standards and land uses to future development on the properties. The regulations are intended to support the block's redevelopment. The zoning map would also be changed from Public Land (PL) and General Commercial (CG) to FBUN3.

The Planning Commission forwarded a positive recommendation to the Council. Additionally, the Planning Commission recommended the Council consider a few changes to the proposed amendments. See "*Planning Commission Recommended Changes*" section below.

The Fleet Block has been an issue of interest for many years. Many City Departments and Divisions have done work related to the Fleet Block to some degree. To highlight much of the recent work the City has been working on pertaining to the Fleet Block, the Administration has agreed to have a more holistic discussion about it in conjunction with the Zoning amendments.

Additionally, this will help the Council to be able to focus their discussion on the zoning amendments for the first part of the briefing, and then raise other, related questions pertaining to Fleet block.

The outline for the briefing is as follows:

1. Rezone – Planning Staff – 30 Minutes

2. Other Departments / Divisions Overview – 30 minutes (5-7 minutes each)

- Community and Neighborhood
 - Capital Asset and Real Estate Services (CARES)
 - Update on design and feasibility study developed by Urban Design and Cascadia Partners
 - environmental contamination and other due diligence the City has completed or is planning
 - Transportation for long-range transit projects impacting the neighborhood such as a new streetcar line and/or reactivating UTA's rail line on 400 West
 - Available for questions
 - HAND
 - Engineering
- Economic Development
 - RDA Project coordination
- Public Services
 - Parks & Public Lands - Needs Assessment findings for green open space in the neighborhood

3. Questions & Answers – 30 minutes

Potential Policy Questions

- **Infrastructure Improvements:** The Council may wish to ask what infrastructure improvements around the Fleet Block are expected in coming years that could dovetail with redevelopment of the site. In recent years, the Council discussed nearby improvements such as completing the 9-Line Trail, 400 West streetscape improvements (currently railroad tracks run down the middle of the road), and a downtown streetcar.
 - ***The Council may wish to ask about the cost of future needed infrastructure.***
- **Open/Green Space:** The Council may wish to ask about demand for and existing amount of open space in the Granary District, and the feasibility of adding additional open space on or near the Fleet Block.
 - ***The Council may wish to ask about the cost of this, including any future maintenance costs.***

ADDITIONAL INFORMATION

Rezone the Fleet Block to FB-UN 3

The City owns the majority of the Fleet Block. However, the southwest corner is privately owned. The owner of that portion of the block asked to be included in the rezone.

Vicinity Map
(Page 2 Planning Commission Staff Report)



Text Amendment: Establish the Development Standards and Land Uses

The Planning Division drafted the development standards for the FB-UN 3 zoning district. FB-UN3 is meant to complement the existing FB-UN 1 and FB-UN2 zoning districts which are found mainly in the Central 9th neighborhood. According to Planning staff,

“The zone would have similar regulations to the FB-UN2 zone, which is mapped on the blocks around 900 South and 200 West and allows for four to five story tall mixed-use development.

The FB-UN3 zone would primarily differ in that it would include requirements for mid-block walkways, allow more intense commercial land uses, such as light manufacturing and industrial assembly, and allow for greater height.

The differences are intended to reflect the broad mix of land uses expected with the block and the surrounding "Granary" area and various Downtown Plan policies for the area that support a mix of housing choices and clean industries.” (Planning Commission staff report, page 3)

The following summary of the key form-based concepts for the proposed the FB-UN3 zoning district is taken from pages 3-6 of the Planning Commission staff report. It is provided here for ease of access.

Additionally, Planning staff created a graphical summary of the proposed FB-UN3 regulations. See Attachment B to view that summary.

Building Form Types

- Row house (townhome)
- Storefront (a commercial building - retail, office, etc.)
- Vertical Mixed-Use (a building with ground floor commercial and residential above)
- Multi-family (an apartment or condominium building)

General Building Standards

- Height Limits
 - 40' for rowhouse and 85' for vertical mixed-use/multi-family/storefront (125' through Design Review.)
- Front Setback Limits and Build-To Lines
 - Requires that buildings are located close to the sidewalk
- Open Space Requirements
 - 10% of lot area and can be yards, plazas, rooftop decks, similar
 - 25% of unit footprint for row houses
- Ground Floor Use Minimums
 - 75% of the width of ground floor facade must be an active use (not parking) and have a minimum depth of 25' - meant to ensure activity occurs next to pedestrians along ground floor facades
 - Exception for rowhomes- use space must have 10' depth
 - Along 900 South, the required ground floor space is limited to the following uses: retail goods establishments, retail service establishments, public service portions of businesses, restaurants, taverns/brewpubs, bar establishments, art galleries, theaters, or performing art facilities.
 - Exception for row houses, must be live/work and have 25' depth
- Minimum Ground Floor Heights
 - Min. 14' to ensure flexible, viable active spaces in the long-term
- Mid-block Walkway Installation
 - Required where mapped in the Downtown Master Plan, generally through the middle of blocks. Meant to increase pedestrian accessibility through additional walking routes on large City blocks.
- Entry Features for Dwellings
 - Every ground floor dwelling unit adjacent to a street must include an entry feature, such as a porch, stoop, shopfront, terrace, etc.
 - For row houses, each dwelling unit must include an entry feature even if the unit is not street facing
- Rowhome Frontage
 - Rowhome lots without frontage along a street allowed with a final plat that documents access easements for lots and includes a shared infrastructure reserve study disclosure
 - Rowhomes adjacent to the street must incorporate a street facing entry feature

Design Standards

- Entryway Installation
 - Facade must include an entry feature- porch, stoop, shopfront, terrace, etc.
 - One entry required for every 75' of facade
- Glass/Window Minimums
 - 60% of ground floor facade and 15% of upper floor facade must be glass.
- Blank Wall Limits
 - No blank wall that is uninterrupted by doors, windows, or other projections, over 30' in length.
- High Quality Exterior Building Material Minimums
 - Min. 70% of facade must be quality, durable material- brick, fiber-cement, textured concrete, etc.
- Balcony Requirements for Dwellings Units
 - Dwelling units on upper levels facing a street must have a balcony
- Upper Floor Step-back Requirement and Balcony Inclusion Alternative
 - Floors above the 30' height level facing a public street must be stepped back 15' or include balconies
- Parking Structure Design Requirements
 - Includes variety of requirements for the facade and ground level activation
- Build-to Line Alternatives
 - Allows for plazas, arcades, outdoor dining to count toward meeting minimum build-to line requirements (the setback that a minimum percentage of the building must be built to), allowing buildings to be set-back behind these features

Parking and Driveway Regulations

The zone includes limits on driveways and parking to limit their impact on the pedestrian experience:

- Driveway number and location limits - 1 driveway per street face
- Parking limited to behind/ side of buildings
- No minimum parking requirement due to proximity to transit (same requirement as neighboring FB-UN1 and FB-UN2 zones)

Streetscape Requirements

Every building form must comply with general streetscape improvement requirements. These include regulations on:

- Street trees (min. 1 every 30 feet)
- Sidewalk widths (min. 8')
- Streetlights (required where identified in City streetlight plans)

Land Uses

The proposed allowed land uses are broad and are intended to reflect the Downtown master plan's call for an integration of "urban family living" and "clean industry" uses. Staff believes the design controls of the form-based code allow for a larger assortment of uses without generally having the same level of concern for compatibility and conflicts there would be under a traditional code. Outdoor manufacturing and outdoor equipment storage uses would not be allowed to avoid noise and visual conflicts. Storage/warehouse uses, which have limited human activity, would not be allowed on the ground floor next to the sidewalk.

- Broad variety of allowed uses (from townhomes up to light manufacturing)

Please see Attachment A to view the proposed land use table.

Signs

Sign regulations are also being proposed for this zone and generally match the FB-UN2 zoning allowances, with some exceptions, taking into consideration the proposed higher scale of development in the FB-UN3. This includes some additional sign types, such as monument signs, marquee signs and building oriented flat signs (generally a major tenant or name of building).

Other Related Amendments

As part of this proposal, staff is also including additions and clarifications to some general regulations for development under the Form Based Code chapter. This includes:

- Clarifying the list of allowed exterior building materials
- Allowing modifications to design requirements through the "Design Review" chapter, which has standards related to such modifications. Currently, modification requests must go through the Planned Development process which does not address design specifically, unlike the Design Review chapter.

Planning Commission Recommended Changes

Pages 3-4 of the transmittal letter outlines four recommendations the Planning Commission flagged and requested the Council consider including in the final ordinance. If the Council supports the concepts raised by the Planning Commission and outlined below, the Administration can prepare draft language to be considered for inclusion in the final ordinance.

1. Limit lot sizes

The Commission was concerned there may be very large developments on the Fleet Block and recommended there should be lot size limits to encourage small buildings and more building variety.

- Generally, the City zoning code does not have maximum lot sizes, except within residential districts.
- In certain zoning districts, the scale of development is regulated by limiting building width and the length of blank walls and those regulations are included in the proposed FB-UN3 zone.
- If the maximum lot size limitation were applied, such a limit would only be applicable to new subdivided lots, and existing lots could be developed of any size.
- Through the selling process, the City can divide up the Fleet Block into smaller lots without changes to the zoning.

Does the Council want to request the Administration draft regulations for consideration that would limit the potential size of lots on the fleet block?

2. Require that lots have frontage on rights-of-way or streets

- The Planning Commission expressed concern regarding row houses (townhomes) where some of the units are oriented to the side yard.
- They requested the City Council consider regulations that would require all units in a row house project to be located along a public street or other public right-of-way.
- The proposed ordinance presented to the Planning Commission requires every "building" to have public street frontage and the portion of the building along the street must address the street with limited setbacks, high quality building materials, glass minimums, and significant entrance features.

- The proposed zoning also includes an allowance for a rowhouse building to have some units that don't face the street and are accessed from private sidewalks interior to a site.

Does the Council want to request the Administration draft regulations for consideration that would require all units to front a public street?

3. Limit the size of parking lots with a maximum lot size

- The Planning Commission was concerned there could be large surface parking lots in the middle of blocks, like those in the Sugar House Business District, located behind or to the side of buildings.
- In the FB-UN3 zone, there is a maximum parking stall number limit that should generally limit the potential for large surface parking lots.
- The City doesn't currently have limits on parking lot sizes in any zone, except regarding the number of stalls allowed.
- If a surface parking lot size limit was imposed, there would need to be analysis regarding its impact on the ability of potential businesses in this area to provide reasonable parking within the dimensions.

Does the Council want to request the Administration draft regulations for consideration that would limit surface parking lot size in the FB-UN3 zone?

4. Require the midblock walkways but allow them to be flexible in their location

- The Planning Commission wanted to ensure there would be flexibility in the final location of mid-block walkways shown in the Downtown Plan for the Fleet Block, rather than requiring walkways to cross the block through the exact center of the block.
- The zoning proposal includes language used in other City zones that has provided flexibility in exact walkway location, but additional language could be added to emphasize the flexibility.
- Although no consideration was added to their recommendation, the Commission discussed how the Fleet Block property would be sold to a private developer, including if and how the property would be broken up with new mid-block streets, and if any public plaza/park property would be kept.
- The Commission expressed a desire in seeing the block being broken up for smaller developments with mid-block streets as opposed to one large, single development for the whole block. Staff informed the Commission that the City could break up the block through the City's property sale process and as part of that could require new streets through the block.

Does the Council want to request the Administration draft regulations for consideration that would ensure there is flexibility in locating mid-block walkways on the Fleet Block?