



Staff Report

PLANNING DIVISION

DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission
From: Amanda Roman, Urban Designer
801-535-7660 or Amanda.Roman@slcgov.com
Date: May 8, 2024
Re: PLNPCM2022-01115 – Zoning Map Amendment
PLNPCM2023-00763 – Text Amendment
PLNPCM2023-00745 – Planned Development

Zoning Map Amendment // Text Amendment & Planned Development

PROPERTY ADDRESS: 455 E & 475 E 500 S
PARCEL SIZE: 1.25 acres & .23 acres (Approximately 1.47 acres or 64,000 square feet)
PARCEL ID: 16-06-407-039-0000 & 16-06-407-040-0000
GENERAL PLAN: [Central Community Plan](#)
ZONING DISTRICT: *Current* – [R-MU-45 Residential/Mixed Use](#)
Proposed – [RO Residential/Office](#)

REQUEST

Rick Magness, property owner representative for America First Credit Union, submitted a request for a zoning map amendment, text amendment and planned development that would facilitate the construction of a parking structure approximately 52 feet in height, used to serve the properties located at approximately 455 E & 475 E 500 S. The two lots are approximately 1.47 acres or 64,000 square feet.

- A. PLNPCM2022-01115 – Zoning Map Amendment: The applicant is requesting a zoning map amendment from R-MU-45 (Residential/Mixed Use) to RO (Residential/Office) to allow for additional building height. At this location, the RO zone has a maximum building height of 90 feet, while the current R-MU-45 zone has a maximum building height of 45 feet for residential uses and 20 feet for nonresidential uses.
- B. PLNPCM2023-00763 – Text Amendment: The applicant is proposing to add “Financial Institution, with Drive-Through Facility” as a Permitted use in the RO zone. A footnote would state the use is only applicable along 500 South and 600 South between 700 East and Interstate-15. The subject property has an existing drive-through associated with

the bank. The text amendment would establish the existing drive-through as a conforming use rather than a legal nonconforming use. Neither the R-MU-45 zone, nor the RO zone currently allow drive-through facilities.

- C. PLNPCM2023-00745 Planned Development: The applicant is requesting Planned Development approval, contingent on the approval of the rezone from R-MU-45 to RO, to rebuild the noncomplying parking structure with reduced rear, corner side yard, and interior side yard setbacks.

RECOMMENDATION

A. Zoning Map Amendment

Based on the analysis and findings of fact in this staff report, Planning staff finds that the zoning map amendment does not meet the standards, objectives, and policy considerations of the city for a zoning map amendment and therefore recommends that the Planning Commission forward a negative recommendation to the City Council.

B. Text Amendment

Based on the analysis and findings of fact in this staff report, Planning staff finds that the zoning text amendment does not meet the standards, objectives, and policy considerations of the city for a zoning map amendment and therefore recommends that the Planning Commission forward a negative recommendation to the City Council.

C. Planned Development

Based on the analysis and findings of fact in this staff report, Planning staff finds that the proposed Planning Development does not meet the objectives or standards in section 21A.55, and therefore recommends that the Planning Commission deny the petition. If the Planning Commission approves the petition, the approval shall be contingent upon the property being rezoned to the RO (Residential/Office) zoning district. Staff recommends the following condition if the Planned Development is approved:

- The property owner of 475 E 500 S shall close the easternmost curb cut along 500 South and restore the park strip with landscaping that meets the requirements of Chapter 21A.48.

ATTACHMENTS

[ATTACHMENT A: Vicinity & Zoning Maps](#)

[ATTACHMENT B: Applicant Materials](#)

[ATTACHMENT C: Property & Vicinity Photos](#)

[ATTACHMENT D: Comparison of R-MU-45 & RO Zoning Districts](#)

[ATTACHMENT E: Analysis of Standards – Standards for General Amendments](#)

[ATTACHMENT F: Planned Development Standards](#)

[ATTACHMENT G: Public Process & Comments](#)

[ATTACHMENT H: Department Review Comments](#)

PROJECT BACKGROUND

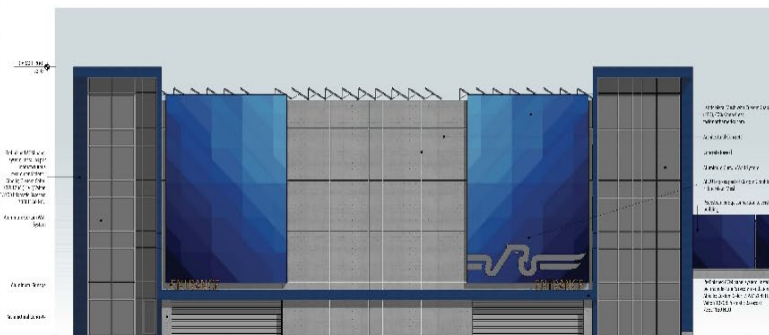
The applicant has filed three petitions associated with the properties at 455 E and 475 E 500 S, that if approved, would facilitate the construction of a new 52-foot-tall parking structure at 455 E 500 S, where an existing America First Credit Union (AFCU) branch has been in operation since 1985. The property at 475 E 500 S, which is under the same ownership, has an existing two-story office building and surface parking. The property owner does not plan to consolidate the two parcels and there is currently no proposed redevelopment of the second parcel. The two parcels are approximately 1.47 acres (64,000 SF) in size.

The applicant is requesting to rezone both properties from R-MU-45 (Residential/Mixed Use) to RO (Residential/Office). Additionally, a text amendment was submitted to add “Financial Institution, with Drive-Through Facility” in section 21A.33.020 the land use table for the RO zoning district. This text amendment is being requested to address the nonconforming drive through use associated with AFCU. The third petition, which is contingent on approval of the zoning map amendment, is for a Planned Development to reconstruct the parking structure with reduced rear yard, corner side yard, and interior side yard setbacks.

The applicant claims that the existing AFCU office building has surplus office space that remains unleased due to inadequate parking within the current garage. Moreover, the applicant states that structural safety concerns render the existing parking structure inoperable, exacerbating the property’s parking shortage. To alleviate these issues, the applicant proposes demolishing the existing three-level parking garage, which provides 147 parking stalls, and replacing it with a five-level structure with 197 parking stalls.



Front of the AFCU site viewed from 500 South



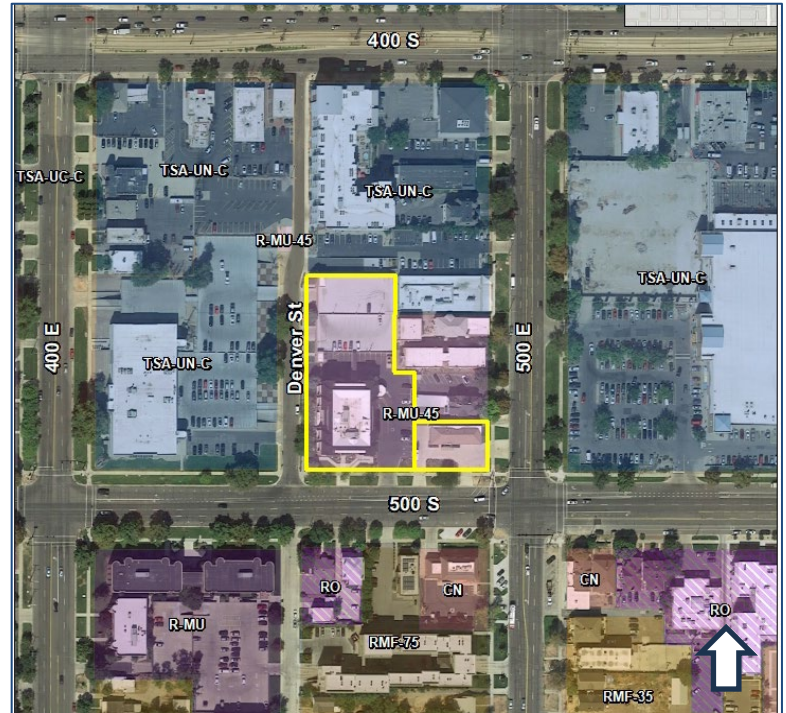
View of western elevation from Denver Street



Project Location

The two properties are located in the Central City neighborhood on the northwest corner of 500 East 500 South. The parcel at 455 E 500 S is 1.25 acres (54,500 SF) and has frontage on 500 South and Denver Street. The smaller parcel at 475 E 500 S is .23 acres (10,220 SF) with frontage on 500 East and 500 South.

The 10-acre block is divided by Denver Street, which can be accessed traveling east on 400 South or west on 500 South. The northern and western halves of the block are zoned TSA-UN-C (Transit Station Area – Urban Neighborhood – Core). The smaller parcel, 475 E 500 S, is surrounded by R-MU-45 zoning. The R-MU-45 parcels directly to the north are of a similar size and contain two-story brick buildings that have been converted for office uses.



Zoning Map

Smith’s Marketplace, zoned TSA-UN-C, is on the eastern side of 500 East. To the south of the subject properties, along 500 South, the zoning is more varied and includes CN (Neighborhood Commercial), RMF-75 (Multi-Family Residential), and RO (Residential/Office). The western half of the block face, which is also split east-west by Denver Street, is zoned R-MU (Mixed-Use Residential).

Existing Land Uses

The AFCU property at 455 E 500 S has an existing five-story office building with a three-level parking structure, which is attached to the primary structure via a breezeway on the second level. The property also has an existing drive-through facility with three teller lanes and an ATM lane. The existing parking structure contains 147 parking stalls, and the surface parking lot contains 23 surface stalls. Similarly, the corner property at 475 E 500 S features a two-story office building and 11 surface parking stalls. Both properties abut a Local Landmark Site at 466 S 500 E. The site is protected and is highly unlikely to be redeveloped due to its status.

Multi-family buildings are located to the north and northeast of the two properties (within the TSA zone). There are two surface parking lots located to the west of the subject property. AFCU currently leases parking stalls at this parking site for their employees to use. An UFirst Credit Union is located on the southern side of 500 South. The bank also has nonconforming drive-through teller lanes and operates alongside smaller brick office buildings. The parcel where the bank is located is zoned CN (Neighborhood Commercial).

PROJECT DESCRIPTION

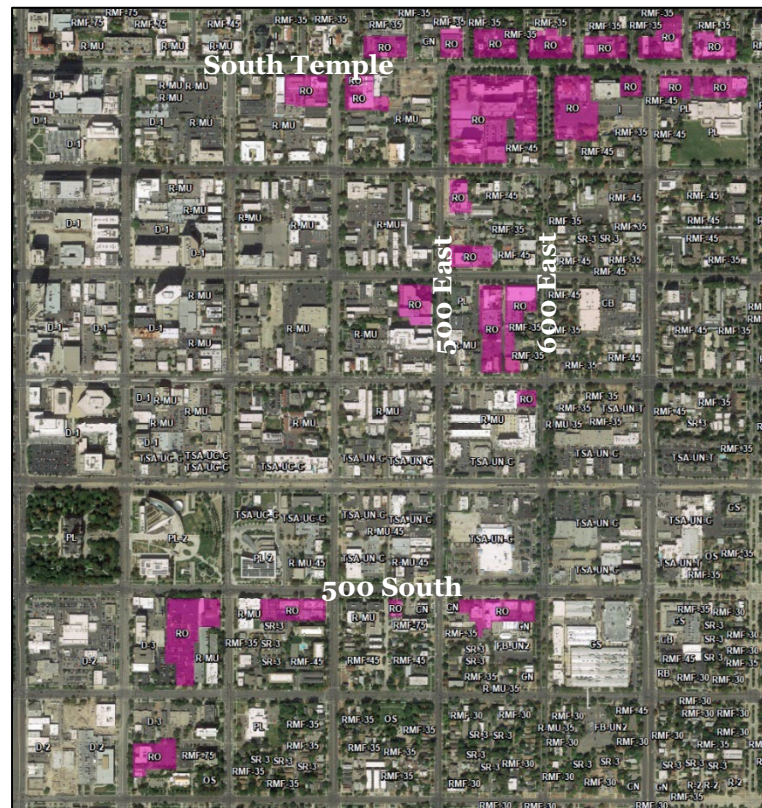
Petition 1: Zoning Map Amendment

The applicant is seeking to rezone the two properties from R-MU-45 (Residential/Mixed Use) to RO (Residential/Office). The RO district was identified because it allows for greater building height and is “intended to provide a suitable environment for a combination of residential dwellings and office use.” The subject properties do not contain residential uses and would continue to function as a financial institution with a drive-through, as well as with leasable office space for other businesses. The proposed amendment primarily aims to accommodate the construction of a new 52-foot-tall parking structure capable of providing 197 stalls, serving both properties.

The RO zone has a maximum building height of 60 feet; however, building heights up to 90 feet are permitted if the property is adjacent to a zoning district with a higher maximum height. The property at 455 E 500 S abuts the TSA-UN-C (Transit Station Area – Urban Neighborhood – Core) district, which has a maximum building height of 75 feet. Therefore, rezoning this property to RO would enable a maximum building height of 90 feet. The maximum building height would remain 60 feet for the property at 475 E 500 S because the abutting properties to the north are zoned R-MU-45, which has a maximum height of 45 feet for residential uses and 20 feet for nonresidential uses. Although the property at 475 E 500 S does not directly abut the TSA zone, its development potential would increase if the property owner decided to consolidate the two properties. At this time, there is no proposal to consolidate the two lots or redevelop the smaller parcel.

The current R-MU-45 zoning district would limit the new parking structure’s height to 20’. Additionally, the required setbacks in the R-MU-45 zone are more constrained than the RO zone. The R-MU-45 zone supports mixed-use development within residential neighborhoods containing retail, commercial services, and small-scale office uses. The standards of the district reinforce the mixed-use character of the Central City neighborhood and promote development that is pedestrian oriented.

The RO zone is intended to provide an environment for high-density mixed-use development, where the conversion of historic structures to office uses is encouraged for the purpose of preserving the structure and promoting new development that is compatible with the surrounding neighborhood. It is important to note upfront that there are no design standards within Chapter 21A.37 associated with the RO zoning district. The zone regulates height and bulk but does not provide standards related to ground floor activation, transparency, building materials, or building length.



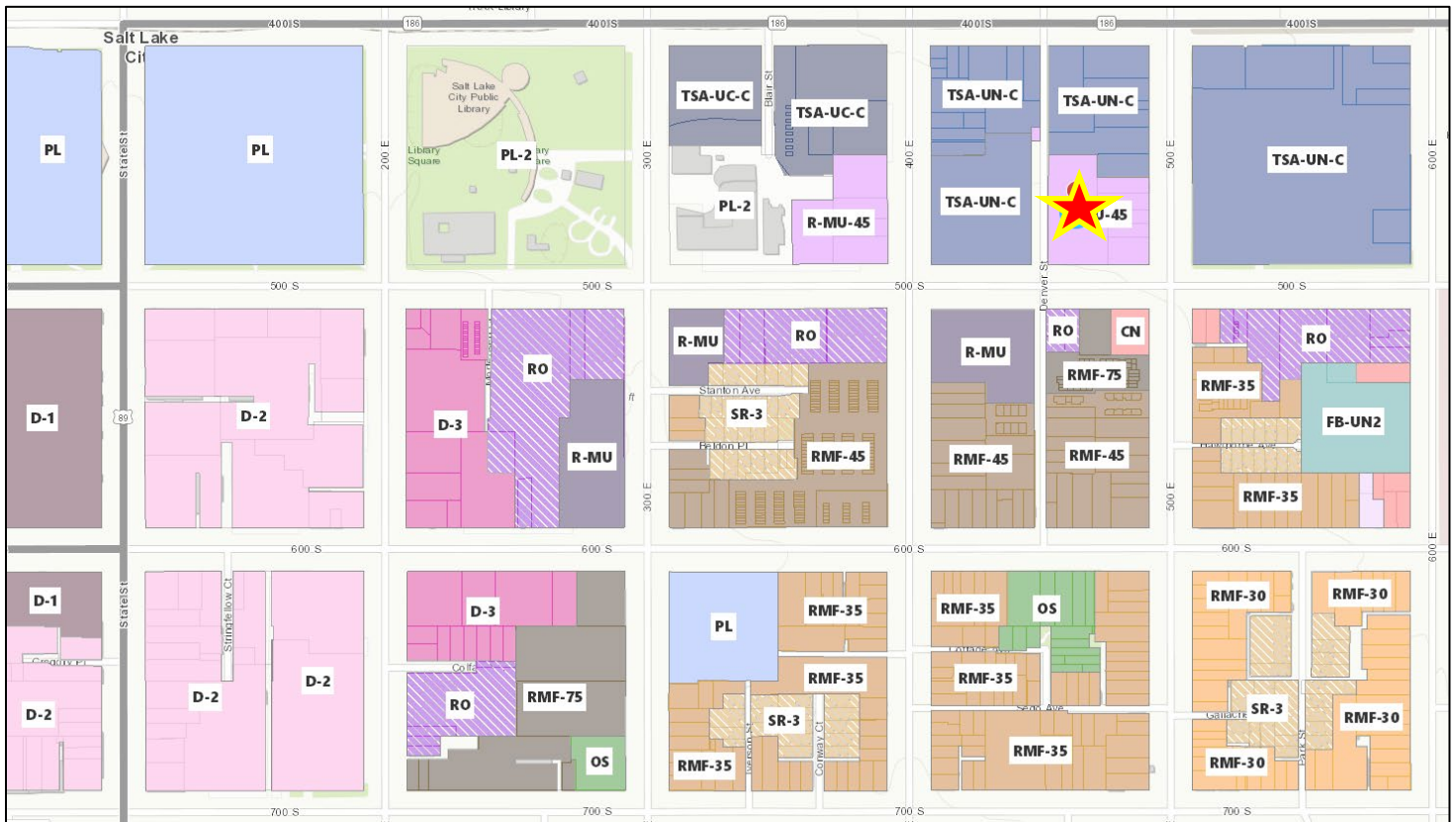
Map of all RO zoned properties, which are primarily along South Temple, 500/600 E and 500 S

Petition 2: Text Amendment

The AFCU building has an existing drive-through with three teller lanes and an ATM lane. The drive-through is a nonconforming use, as it was legally established prior to the properties being rezoned to the current R-MU-45 zone. Presuming the proposed zoning map amendment is approved and the land is rezoned to RO (Residential/Office), the applicant seeks to amend the RO Residential/Office land use table in section 21A.33.020 to add "Financial Institution, with Drive-Through Facility" as a permitted use in the zone with the following footnote: "Permitted within the RO District along 500 South & 600 South rights-of-way between 700 East right-of-way and Interstate 15."

At the time of the request, the only properties along 500 and 600 South with the RO zoning designation are located between 200 and 600 East. Of those, the subject property is the sole financial institution that would be impacted by the amendment. There are other existing financial institutions within the boundary that are not zoned RO, thus would not be permitted to add a drive-through component to serve their customers.

The applicant provided a project narrative explaining the rationale for the zoning map and text amendment request that can be found in [Attachment B](#) of this report. A map of RO zoned properties along 500 and 600 South that would be affected by the text amendment and the definitions for financial institutions and drive-throughs are provided on the following page for reference.



Zoning Map – properties with the RO zoning designation are located on the south side of 500 S

Definitions

FINANCIAL INSTITUTION, WITH DRIVE-THROUGH FACILITY: See definitions of Financial Institution and Drive-Through Facility.

FINANCIAL INSTITUTION: A building, property or activity, the principal use or purpose of which is the provision of financial services, including, but not limited to, banks, facilities for automated teller machines (ATMs), credit unions, savings and loan institutions, stock brokerages and mortgage companies. "Financial institution" shall not include any use or other type of institution which is otherwise listed in the table of permitted and conditional uses for each category of zoning district or districts under this title.

DRIVE-THROUGH FACILITY: A facility which by design, physical facilities, service or packaging procedures, encourages or permits customers to transact business, receive services or goods, or be entertained while remaining in their motor vehicles.

Proposed Text

21A.33.020: TABLE OF PERMITTED AND CONDITIONAL USES FOR RESIDENTIAL DISTRICTS:

Legend:	C =	Conditional	P =	Permitted
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Use	Permitted And Conditional Uses By District																		
	FR-1/ 43,560	FR-2/ 21,780	FR-3/ 12,000	R-1/ 12,000	R-1/ 7,000	R-1/ 5,000	SR- 1	SR- 2	SR- 3	R- 2	RMF- 30	MF- 35	RMF- 45	RMF- 75	RB	R- MU- 35	R- MU- 45	R- MU	RO
Financial institution																P	P	P	P ⁶
Financial institution, with drive through																			<u>P₂₂</u>

22. Permitted within the RO District along 500 South & 600 South rights-of-way between 700 East right-of-way and Interstate 15.

Petition 3: Planned Development

The consideration of the Planned Development petition is under the premise that the subject properties are rezoned from R-MU-45 (Residential/Mixed Use) to RO (Residential/Office). If the zoning map amendment is approved, and the properties are granted more building height, the applicant intends to demolish the existing three-level parking structure at 455 E 500 S and reconstruct it into a five-level structure that is 52 feet tall. The maximum building height in the RO zone, as it applies to 455 E 500 S location, is 90 feet. While no redevelopment is proposed at 475 E 500 S, the applicant is proposing to implement a shared parking agreement between the two properties.

The site currently has eight curb cuts, with one along 500 South blocked by bollards. While the proposal doesn't increase the number of driveways, it does alter the traffic flow on the site. The applicant is proposing to change the direction of the three drive-through teller lanes, which raises concerns about circulation. Presently, drivers enter the site from 500 South and exit onto Denver Street, allowing them to continue west on 500 South or east on 400 South. However, the proposal would have drivers enter via Denver Street and exit onto 500 South. This adjustment brings about two considerations. Firstly, car queues interfere with pedestrian access to the parking structure. Pedestrians not using the skybridge would have to cross the path of queued cars to enter the ground floor of the AFCU building. Secondly, there's concern about one of the two existing curbs cut along 500 East, which currently allows access through 475 E 500 S to the AFCU site. Vehicles using this access currently turn right (north) into the site to access the drive-through. However, if the direction is changed, they would only be able to turn left to access new surface parking stalls, as turning right would conflict with cars leaving the drive-through. While these conflicts exist, the plans were reviewed by Transportation Division, and may not be any more impactful than the existing circulation.

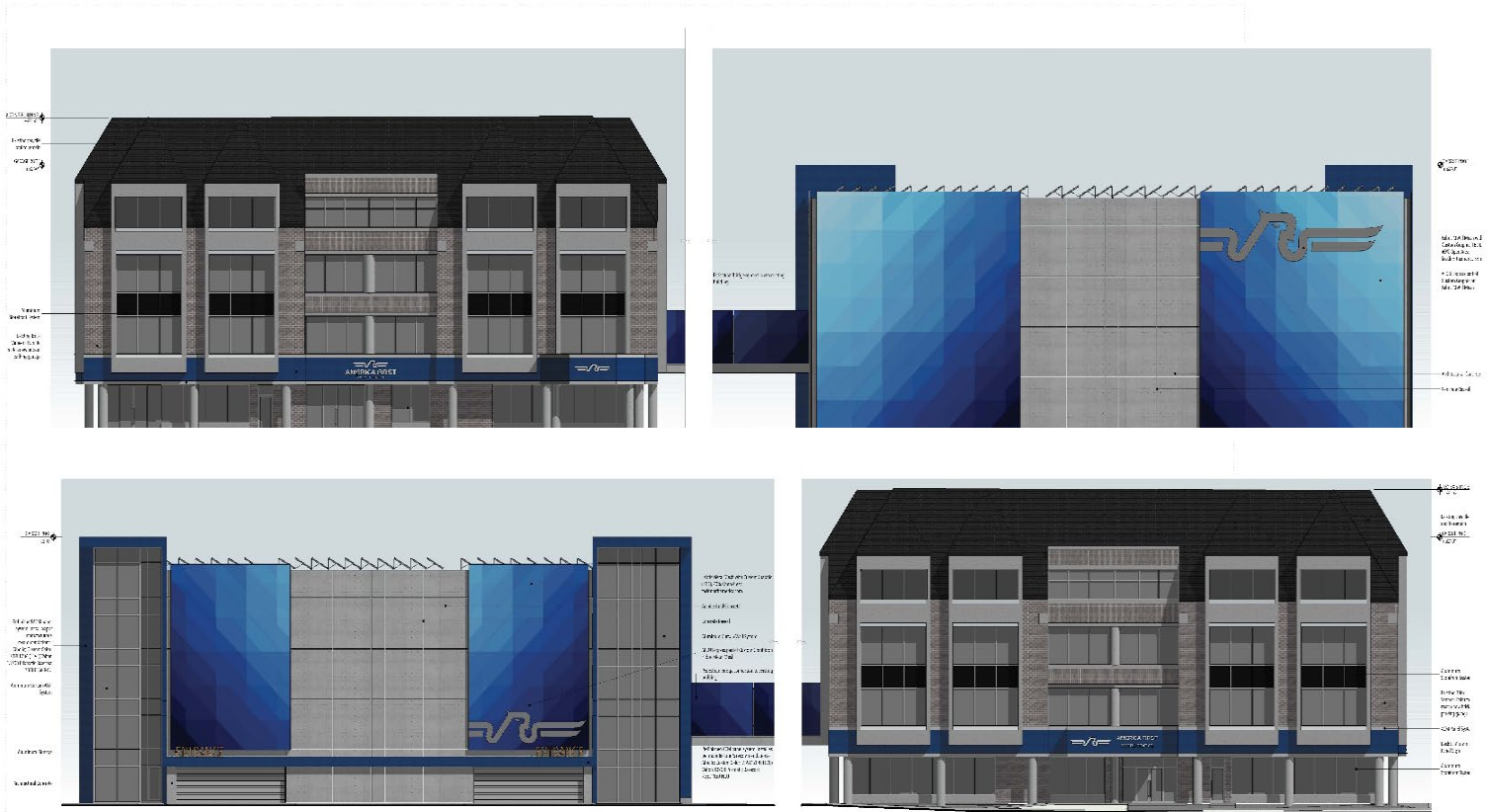
The existing noncomplying parking structure is 33 feet in height. It has a 4-foot rear yard and interior side yard setbacks and just under a 15-foot corner side yard setback from Denver Street. The existing structure does not meet the height or rear yard setback requirement of the current R-MU-45 zoning district, which has a maximum height of 20 feet for nonresidential structures and requires a 30-foot rear yard setback. The new structure would be constructed in nearly the same location, but with a larger rear yard and two additional levels of height.

	R-MU-45 Standards	Existing Structure	RO Standards	Proposed Structure
Building Height	45 ft (residential) 20 ft (nonresidential)	33 ft	90 ft	52 ft
Rear Yard	30 ft	4 ft	30 ft	15 ft
Interior Side Yard	No setback required unless abutting a Single- or Two-Family Residential District.	4 ft	15 ft	5 ft
Corner Side Yard	Minimum of 5 ft, maximum of 15 ft	15 ft	25 ft	15 ft

While the proposed garage height of 52 feet is permitted in the RO zoning district, the applicant is requesting relief from the setback standards via the Planned Development process. Specifically, the proposed parking structure would have reduced rear yard, corner side yard, and interior side yard setbacks. The front yard setback, established by the existing AFCU building, would remain unaltered. The RO zone has a rear yard setback of 25% of the lot depth, or no more than 30 feet. The corner side yard is 25 feet, and the interior side yard is 15 feet. The proposed parking structure would have a 15-foot rear yard setback (where 30 feet would be required based on 325-foot lot depth), a 15-foot corner side yard setback (from Denver Street), and a 5-foot interior side yard setback.

The new structure would include 197 stalls, with an additional 30 surface parking stalls provided on site. As discussed, the applicant has provided reasoning that the existing 147 stall structure is in disrepair and does not provide enough parking to serve the bank and offices, which limits the property owner’s ability to lease the additional office space. The total number of parking stalls between structured and surface parking would increase by 20%, from 181 to 227 stalls across both properties.

The proposed planned development is contingent on approval of the zoning map amendment. Without the zoning amendment, the applicants would be strictly limited to modifications of a noncomplying structure.



Proposed east (facing 500 East) and west (frontage on Denver St) building elevations

Parking Requirements under Chapter 21A.44

The purpose of the parking chapter is to provide parking in proportion to the use and location.

Existing R-MU-45 Zone – Neighborhood Parking Context

The R-MU-45 (Residential/Mixed Use) zone is within the “neighborhood parking context”. This category includes zoning districts with pedestrian-scale development patterns, building forms, and amenities. The context requires a minimum of 2 stalls per 1,000 square feet for both financial institutions and office uses. Based on the square footage of the two existing structures, the site requires a minimum of 122 parking spaces: 112 to serve the AFCU building and 10 to serve the office building at 475 E 500 S. Prior to the parking structure being deemed unusable, there was 181 stalls provided across both properties. The AFCU site has 170 parking spaces – 147 within the garage and 23 surface stalls – and the property at 475 E 500 S has 11 existing surface stalls. The maximum number of parking spaces allowed within the context is 183.

Proposed RO Zone – General Parking Context

The RO (Residential/Office) zone is within the “general parking context”. General context districts tend to be more auto-dependent and/or suburban in scale and parking needs. Per 1,000 square feet of building area, the general parking context requires a minimum of 2 spaces for financial institutions and 3 spaces for office uses. The context has a maximum parking allowance of 4 stalls per 1,000 square feet of area.

If the properties are rezoned to RO, the minimum number of stalls required to serve both properties is 177 and the maximum number of stalls is 224. The proposal is to provide 227 total parking spaces. The AFCU site would provide 197 stalls within the new structure and 19 surface stalls. The property at 475 E 500 S is not proposed to be altered and will continue to provide 11 surface stalls.

	R-MU-45 (Existing)	RO (Proposed)
Provided Parking	181	227
Minimum # of Stalls	122	177
Maximum # of Stalls	183	244



Vicinity map showing approximate distance between the subject properties and the Trolley TRAX Station on 400 South. Both parcels measure just under one quarter mile away.

Discussion: While the above numbers are a reference point for what may be appropriate at this location, the maximum parking limit does not apply to parking provided in parking garages, stacked or racked parking structures, or to off-site parking that complies with all other requirements of title 21A.44. Shared parking between two or more uses is encouraged if there is a parking structure or surface lot on one of the properties requiring parking. The size (height and bulk) of the parking structure ultimately dictates how many stalls are provided so while the proposed parking structure has 197 stalls and the on-site surface parking includes 30 stalls, the 227 stalls do not surpass the maximum allowed.

APPROVAL PROCESS AND COMMISSION AUTHORITY

Zoning Map and Text Amendments

Zoning map and text amendments proposals are reviewed against a set of considerations from the Zoning Ordinance. The considerations are listed in Attachment D. Planning Staff is required by ordinance to analyze proposed zoning map amendments against existing adopted City policies and other related adopted City regulations, as well as how a zoning map amendment will affect adjacent properties. The decision is ultimately up to the discretion of the City Council.

Planned Development

Per section [21A.55.030](#) of the Zoning Ordinance, the Planning Commission may approve a Planned Development as proposed, if it finds that the proposal complies with the purpose statement of the zoning district the project is located in, and meets the standards and objectives of a Planned Development as stated in [21A.55](#). The Planning Commission may also impose conditions as necessary or appropriate for the Planned Development to comply with the applicable standards. The Planning Commission may deny an application for a Planned Development if it finds that the proposal does not meet the intent of the base zoning district (RO Residential/Office), does not meet the purpose of a Planned Development, or is not consistent with the standards and factors as set forth in section [21A.55](#).

Please note, Planned Development approval is contingent on the proposed zoning map amendment being adopted by the City Council.

KEY CONSIDERATIONS

The below considerations were identified through the analysis of the proposal and the zoning amendment consideration standards:

1. [How the Proposal Helps Implement City Goals & Policies Identified in Adopted Plans](#)
2. [Other Policy Considerations](#)
3. [Existing Property Limitations](#)
4. [Impacts of the Proposed Zoning Amendments on Adjacent Properties](#)
5. [Requested Planned Development Modifications](#)

Consideration 1: How the Proposal Helps Implement City Goals and Policies Identified in Adopted Plans

Plan Salt Lake Elements and Considerations

Plan Salt Lake (2015) outlines an overall vision of sustainable growth and development in the city. The plan includes initiatives and goals focused on sustainability and livability as the city prepares for additional growth. New development should be sensitive to the context of surrounding development while also providing opportunities for new growth. As the city experiences additional growth, decision makers are focusing on placemaking, connectivity and circulation, providing a diverse mix of uses, compatibility, maximizing public investments, and green building. The plan includes 13 guiding principles to help the City realize its collective vision.

Guiding Principles outlined in Plan Salt Lake that would relate to the proposal include the following:

1) Neighborhoods / *Neighborhoods that provide a safe environment, opportunities for social interaction, and services needed for the wellbeing of the community therein.*

- Maintain neighborhood stability and character.
- Support neighborhoods and districts in carrying out the City's collective vision.
- Create a safe and convenient place for people to carry out their daily lives.
- Promote accessible neighborhood services and amenities.

4) Transportation / *A transportation and mobility network that is safe, accessible, reliable, affordable, and sustainable, providing real choices and connecting people with places.*

- Prioritize connecting residents to neighborhood, community, regional and recreational nodes by improved routes for walking biking and transit.
- Reduce automobile dependency and single occupancy vehicle trips.
- Make walking and cycling viable, safe, and convenient transportation options in all areas of the City.
- Prioritize maintenance of existing infrastructure (enhancing quality of life, safety, sustainability, and mobility).
- Encourage transit-oriented development (TOD)
- Incorporate pedestrian oriented elements, including street trees, pedestrian scale lighting, signage, and embedded art, into our rights-of-way and transportation networks.

5) Air Quality / *Air that is healthy and clean.*

- Reduce greenhouse gas emissions.
- Reduce individual and citywide energy consumption. Increase mode-share for public transit, cycling, walking, and carpooling. Minimize impact of car emissions.

8) Beautiful City / *A beautiful city that is people focused.*

- Reinforce downtown as the visually dominant center of the City through the use of design standards and guidelines.
- Identify and establish standards for key gateways into the City.

- Support and encourage architecture, development, and infrastructure that:
 - Is people-focused;
 - Responds to its surrounding context and enhances the public realm;
 - Reflects our diverse cultural, ethnic, and religious heritage; and
 - Is sustainable, using high quality materials and building standards.
- Promote increased connectivity through mid-block connections.
- Reinforce the development of a connected green network of urban open spaces and forest that accommodates active transportation and provides contact with nature.

12) Economy/ *A balanced economy that produces quality jobs and fosters an environment for commerce, local business, and industry to thrive.*

- Maintain and grow Salt Lake City as the economic center of the region.
- Support the growth of small businesses, entrepreneurship and neighborhood business nodes.
- Recruit corporate headquarters and major employers to locate in the City.

Discussion: The initiatives in Plan Salt Lake support neighborhood business districts, as they provide essential services and amenities to residents. Equitable and stable neighborhoods should provide accessible everyday services to residents such as grocery stores, banking, and retail and ideally, those amenities are easily accessed by public transit, bicycle, or foot. Because financial institutions provide a necessary service, the use is supported throughout the city. While financial institutions are recognized as necessary services, drive-through facilities on the other hand, have more of an impact on neighborhoods and run contrary to many of the sustainability, placemaking, pedestrian-oriented initiatives and plans within the city. Furthermore, the Planned Development proposal to intensify the parking uses on the site, is not supported by Plan Salt Lake, is not compatible with the surrounding zoning and TOD corridor and does not meet the purpose of the Planned Development process.

1) Neighborhoods

The RO (Residential/Office) zoning district in and of itself may support some of the guiding principles within Plan Salt Lake, but the proposed location of the district is not compatible with the adjacent zoning or land uses.

The RO district encourages the conversion of historic structures to office uses while preserving their character, thus maintaining the neighborhood's historic fabric. By encouraging mixed-use development, the zone supports the integration of office spaces with residential areas, potentially increasing access to services and amenities within walking distance. The potential for mixed use development aligns with the city's long-term vision of creating accessible, well connected, appropriately scaled development. The concerns with the RO zone are that it allows for substantial height at this location, but the zoning district does not have any design standards that support or encourage people focused architecture and does not respond to the surrounding transit-oriented context or enhance the public realm.

The subject properties were rezoned from RO to the current mixed use zoning district, which was done to support the transit-oriented development along 400 South. Reverting back to the RO district is not supported by new policies or a desired change of the neighborhoods development pattern. Additionally, drive-through facilities prioritize vehicle convenience over pedestrian friendly urban design, which goes against the plans vision of creating walkable and vibrant neighborhoods.

4) Transportation

A guiding principle of the citywide plan, [Plan Salt Lake](#), is “a transportation and mobility network that is safe, accessible, reliable, affordable, and sustainable, providing real choices and connecting people with places.” The plan states that “automobile dependency increases air pollution and traffic, and encourages development that is designed for cars, not people” and one of the Transportation & Mobility initiatives is to “reduce automobile dependency and single occupancy vehicle trips.” The plan prioritizes reducing automobile dependency and single-occupancy vehicle trips to create a safe, accessible, and sustainable transportation network. Permitting more automobile-dependent uses, such as drive-through facilities and large parking structures that support more drivers, contradicts these objectives, and contributes to increased air pollution and traffic congestion.

5) Air Quality

Another relevant guiding principle of the plan is “air that is healthy and clean,” along with the initiatives to “reduce greenhouse gas emissions” and “minimize impact of car emissions.” By permitting more automobile-dependent uses in the district, the proposal would add to the air pollution and vehicle traffic on roadways that are already heavily used for east-west travel.

8) Beautiful City

Plan Salt Lake also envisions “a beautiful city that is people focused,” with an initiative to “support and encourage architecture, development, and infrastructure that is people-focused.” A beautiful, people-oriented city is designed to enhance residents’ quality of life. Amending the ordinance to prioritize convenient use of vehicles does not encourage development that is people-focused. Rezoning to a district without design standards and amending the code to permit drive-throughs does not support the continued development of Downtown and Central City as walkable urban neighborhoods.

12) Economy

Plan Salt Lake’s economic guiding principle is “a balanced economy that produces quality jobs and fosters an environment for commerce, local business, and industry to thrive.” The City’s economic vision supports the growth of all business types, from small neighborhood businesses to major employers and corporate headquarters. Walkable neighborhoods have been shown to increase tax revenue, provide more goods and services, and decrease maintenance costs when compared to drivable suburban areas. While the subject properties are not zoned TSA, they are surrounded by the zoning district, which is designed to support high-density residential developments that are conveniently located near public transportation. Recommending denial of new drive-through facilities along 500 and 600 South is not expected to have an adverse impact on the current operations of existing businesses, where drive-throughs may continue to operate as nonconforming uses. The existing parking structure could be rebuilt under the noncomplying structure standards and would provide more parking than required in the existing or proposed zoning districts.

Central Community Plan

The subject properties in the Central City neighborhood are designated for residential/office mixed-use development according to the future land use map. The proposed zoning map amendment aligns with this designation and nearby zoning. However, it fails to adequately address the community plan's goals of creating livable neighborhoods, sustainable commerce, and active public spaces, while conflicting with pedestrian mobility objectives.

Access and Mobility policy considerations include:

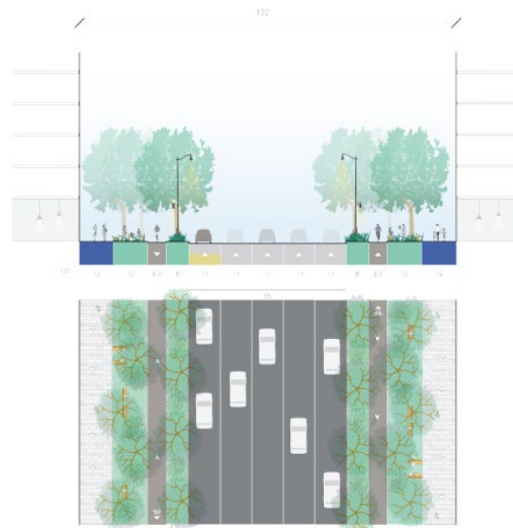
- Improve vehicle and pedestrian circulation through coordination of transportation and land use planning.
- Improve vehicle circulation through street design and traffic signal synchronization.
- Relate right-of-way designs to land use patterns.
- Ensure pedestrian mobility and safety.
- Address parking concerns.

The Central Community plan lists streets and circulation as the main issue within the Central City neighborhood, where the subject properties are located. The plan aims to, “*Encourage residents’ ability to minimize the use of private automobiles by providing services for residents within walking distance of their homes*” and sets to “*Plant a double line of trees on both sides of 500 and 600 South to minimize the major transportation conflicts between residential uses and high volume traffic on these streets.*”

Additionally, the subject properties are in proximity to the Trolley Station Area, where development efforts include infill projects and the revitalization of underutilized spaces, such as surface parking lots. Development goals in this area prioritize enhancing bicycle routes and promoting connectivity between different parts of the neighborhood. The plan also seeks to balance housing development with limited commercial expansion, particularly along specific stretches of 500 South and 400 East.

While not an adopted plan, Salt Lake City’s Transportation Division created a street typologies guide that assigns 17 new street typologies and designs to 8,400 public street segments in Salt Lake. 500 South and 600 South are designated as the “Grand Boulevards” of the city, which are one-way thoroughfares, “*introducing people to the City while accommodating regional traffic.*”

At the intersection of 500 E 500 S, the one-way turns into a two-way thoroughfare, “*where foot traffic and retail activity is prioritized over regional traffic.*” The two-way designation also begins at the 600 E 600 S intersection. The guide places equal importance on pedestrian and vehicle mobility, as well as the greening of the streets. Placemaking along 500 and 600 South has the highest importance, as the streets are entries to the City. The guide additionally states that while UDOT prefers five traffic lanes, the City prioritizes narrower streets.



Grand Boulevard Street Section

Discussion: While acknowledging the financial institution's value to the community, the proposal to expand the parking garage, the request for a rezone and text amendment for the purpose of the garage expansion, drive-through and parking is in direct conflict with adopted city plans. There's a clear prioritization in the Central Community plan towards enhancing pedestrian mobility and safety through effective urban design strategies. This includes protecting vulnerable demographic groups such as children, seniors, and individuals with disabilities from vehicular hazards while traveling to various destinations. The plan also advocates for traffic calming measures to minimize conflicts between vehicles and pedestrians and to facilitate improved pedestrian movement along major roadways.

In summary, while the proposal aligns with certain aspects of the community plan, it falls short in adequately addressing critical mobility and pedestrian safety concerns outlined in the plan's objectives for the Central City neighborhood. Although the concept of a shared parking structure is endorsed, the methods proposed (rezoning the property, introducing drive-throughs as permitted uses, and seeking modifications to zoning standards) does not align with the plans overall vision of a mixed-use, pedestrian friendly neighborhood.

Consideration 2: Other Policy Considerations

The Planning Division has been working with America First Credit Union on the above proposals since fall of 2022. While the proposed zoning map and text amendments are vested under the code that was in place at the time of submittal, there have been substantial changes to city policy that the Planning Commission and City Council may want to consider.

Adoption of the Community Benefit Policy

To implement the recommendations of Thriving in Place, the City Council recently adopted a new policy that is applicable to any petition for a general plan amendment, zoning map amendment, or text amendment. Petitioners who seek an upzone to their property are required to provide a community benefit that would not otherwise be available without the proposed amendment. Benefits should be roughly proportionate to the potential increase in development rights if the proposed amendment were adopted.

Proposed Consolidation of Commercial Zoning Districts

The Planning Division is currently working on amendments to the zoning ordinance that would consolidate 28 commercial zoning districts into six form-based zones that support mixed-use development at a variety of scales. Both the R-MU-45 (Residential/Mixed Use) and the RO (Residential/Office) zone will be consolidated into new zones as part of the amendment.

Consideration 3: Existing Property Limitations

The AFCU bank and its associated offices have operated since 1985. Initially, 455 E 500 S was zoned as "Multiple Family Limited Office" and 475 E 500 S as "Limited Business and Neighborhood Shopping." In 1995, a code rewrite changed their zoning to "Residential/Office" and "Neighborhood Commercial", which remained until a rezone to R-MU-45 (Residential/Mixed Use) in 2012.

Changes to the zoning map have rendered the parking structure noncompliant and the drive-through teller lanes nonconforming. While the city aims to minimize noncompliance during rezoning, it does occur, restricting redevelopment potential. Chapter 21A.38 of the zoning ordinance addresses noncomplying structures and nonconforming uses. In summary, the parking structure could be rebuilt, and the drive-through use could continue without amending zoning or requiring Planned Development approval, but modifications would be subject to the regulations in Chapter 21A.38.

The parking structure could be rebuilt under section 21A.38.0050, which addresses noncomplying setbacks and height. Because the structure has deteriorated, and the applicant claims it is inhabitable, further analysis by the City's Building Official would be required to determine the status of the structure.

Drive-throughs are not permitted in the RO or R-MU-45 zoning districts making the existing drive through a nonconforming use. Under section 21A.38.040, nonconforming uses can continue until abandoned or voluntarily removed. Code also allows some minor modifications. Under the current R-MU-45 zoning, the drive-through use is already nonconforming, therefore, if the proposed rezoning and text amendment are denied, the use could continue as is.



Nonconforming drive-through along the east side of the AFCU building, accessed from 500 S



Noncomplying parking structure with skybridge to the existing AFCU building, garage access is off Denver Street

Consideration 4: Impacts of the Proposed Zoning Amendments on Adjacent Properties

As part of zoning amendment requests, staff are directed to analyze how adjacent properties may be affected by a change in zoning or land use regulations for the property.

Zoning Map Amendment

The proposed RO (Residential/Office) zone supports high-density mixed-use development with a combination of office and residential uses. The purpose statement of the zone states:

“The RO Residential/Office District is intended to provide a suitable environment for a combination of residential dwellings and office use. This district is appropriate in areas of the City where the applicable Master Plans support high density mixed use development. The standards encourage the conversion of historic structures to office uses for the purpose of preserving the structure and promote new development that is appropriately scaled and compatible with the surrounding neighborhood.”

The two properties were rezoned from RO to R-MU-45 in 2012, to promote true mixed-use development, supported by the light-rail along 400 South. Rezoning back to RO would allow for increased building heights, which could be supported at this location if the height was accompanied by design standards. The RO zone does not have any associated design standards as detailed in Chapter 21A.37. The lack of design standards is not compatible with the surrounding TSA zoning district, where standards address elements such as ground floor use, building materials, glazing, building length, and building entrances. Design standards are in place to reflect the City’s general plan policies and promote walkable environments, foster placemaking, protect property values, and assist in maintaining the established character of the City.

The proposed amendment to rezone the property from R-MU-45 to RO is an upzone that would grant the property owner more development rights than currently exist without the assurance that future development aligns with the transit-oriented neighborhood. While the current owners intend to maintain existing office buildings, future redevelopment under the RO zone could significantly alter the neighborhood’s character. Rezoning to accommodate a larger parking structure primarily benefits a private business without offering public benefits. The proposal does not align with the purpose of the zoning map amendment process or policy goals and poses potential negative impacts on adjacent properties.

Zoning Text Amendment

The proposed text amendment to section 21A.33.020 to add “Financial Institution, with Drive-Through Facility” as a permitted use in the zone would only apply to RO zoned properties along 500 and 600 South between 700 East and I-15. While the number of properties currently zoned RO is low, at this time, the subject property is the only financial institution within the proposed boundary that would benefit from the text amendment. The UFirst Credit Union bank on the south side of 500 South also has drive-through teller lanes but the property is zoned CN (Neighborhood Commercial). Their drive-through use would remain nonconforming even though the use and context is the same as the AFCU properties. Staff also acknowledges that there are existing financial institutions with drive-throughs along the 400 South corridor, but they also nonconforming uses, as they are located within the TSA zoning district.

While drive-through facilities may promote equity by providing service accessibility, they do not align with the transit-oriented development prominent in the area and do not lend themselves to walkable and pedestrian-friendly environment as encouraged by Plan Salt Lake. The text amendment would grant property rights solely to the subject property at 455 E 500 S, which is not the purpose of the amendment process.

Consideration 5: Requested Planned Development Modifications

The Planned Development process is intended to encourage efficient use of land and resources and support City goals identified in adopted plans that provide an overall benefit to the community. Projects seeking Planned Development approval must demonstrate that relief from a zoning standard will result in a better product than what could be built under strict application of the ordinance. The applicant has determined that the proposal meets the Master Plan Implementation Objective and is consistent with the East Downtown Neighborhood Plan – Institutional District goals and policies. The applicant states that the proposal implements the Transportation and Economic Development initiative of the East Downtown Neighborhood Plan.

The proposal seeks to reduce setbacks for a five-level, 52-foot-high parking structure linked to an existing five-story, 62-foot-high AFCU office building via a pedestrian skybridge on the second level. The applicant has requested three zoning modifications to the RO (Residential/Office) zoning standards in [section 21A.24.180](#) through the Planned Development process:

1. Reduction of the rear yard setback from 30' to 15'
2. Reduction of the corner side yard setback from 25' to 15'
3. Reduction of the interior side yard setback from 15' to 5'

The existing noncomplying parking structure has approximately 4-foot rear yard and interior side yard setbacks and just under a 15-foot corner side yard setback. The R-MU-45 zone requires a minimum corner side yard setback of 5 feet, no more than 15 feet. Because the property does not abut a single- or two-family residential district there is no interior side yard requirement. The rear yard setback is the same as the RO zone; 25% of lot depth, no greater than 30 feet.

While the RO zone permits taller buildings, it also imposes larger setbacks compared to the R-MU-45 zone. The RO zone has a rear yard setback of 25% of the lot depth, or no more than 30 feet. The corner side yard is 25 feet, and the interior side yard is 15 feet.

The proposed parking structure would have a 15-foot rear yard setback (where 30 feet would be required based on lot depth), a 15-foot corner side yard setback (from Denver Street), and a 5-foot interior side yard setback.

The parking structure will be built primarily within the existing structure's footprint and will not increase the overall building coverage on the lot, which is approximately 51%. The second parcel at 475 E 500 S is not being redeveloped, and the existing lot coverage is approximately 27%.

The applicant has not demonstrated why modifications to the zoning regulations are necessary to meet the purpose statement for a planned development. The setbacks of the RO zone are intended to provide relief for high-density mixed-use developments. While staff is sympathetic to the applicant's need to supply parking for the buildings tenants, the proposed parking structure does not result in a better product than what could be built under the base RO zone and does not meet the Planned Development objective "Master Plan Implementation" as detailed in Consideration 1.

*Please refer to the site plan
on the following page*

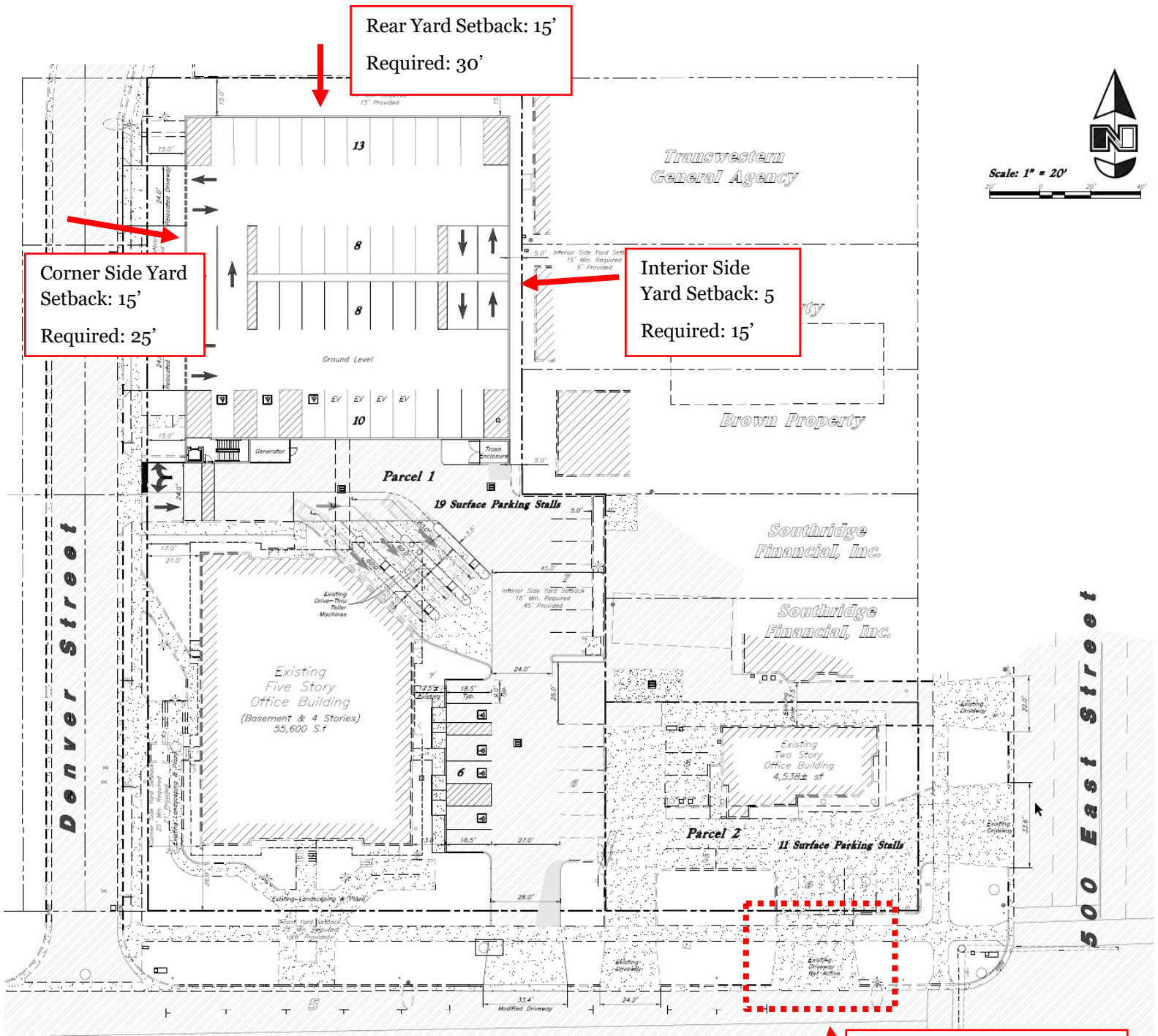
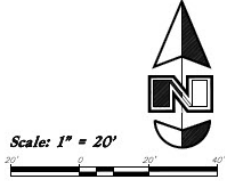


Proposed parking structure from Denver Street

Rear Yard Setback: 15'
Required: 30'

Corner Side Yard Setback: 15'
Required: 25'

Interior Side Yard Setback: 5'
Required: 15'



If the PD is approved,
Planning staff recommends
closing this blocked curb cut.

DISCUSSION

The proposed zoning map amendment to rezone 455 E and 475 E 500 S from R-MU-45 (Residential/Mixed Use) to RO (Residential/Office) would increase the properties development potential, which in theory is appropriate given the surrounding density and development pattern. The by-right height of 60 feet, would also be appropriate given the location, and would act as a buffer between 400 South and the lower density mixed use zoning to the south. However, the RO zone allows up to 90 feet when adjacent to a district with a higher maximum than 60 feet. The lack of design standards in the RO district further conflicts with the goal of creating a walkable, transit-dependent environment, especially given the nearby TSA zoning.

The proposed zoning text amendment would add “Financial Institutions, with Drive-Through Facilities” as a Permitted use to the RO land use table in section 21A.33.020. The applicant is also proposing to add a footnote to the land use table that states, “*Permitted within the RO District along 500 South & 600 South rights-of-way between 700 East right-of-way and Interstate 15.*”

As stated in purpose statement of section 21A.50.010, “*The amendment process is not intended to relieve particular hardships nor to confer special privileges or rights upon any person, but only to make adjustments necessary in light of changed conditions or changes in public policy.*” If the zone change is adopted, the proposed text amendment would only benefit the subject property at 455 E 500 S, as it would be the only RO (Residential/Office) zoned property within the proposed boundary that contains a financial institution. The proposed amendment conflicts with the policies in Plan Salt Lake and the Central Community Plan. Permitting drive-through uses also conflicts with ongoing efforts to reduce single passenger vehicle use in location a block from the Trolley TRAX Station and surrounded by Transit Station Area zoning, where walkability, and a mix of uses can support the continuing increases in density.

Lastly, the Planned Development petition to reduce setbacks to facilitate the construction of a five-level parking structure does not fulfill a Planned Development Objective, which is required for approval. While the applicant claims it meets the "Master Plan Implementation" objective, staff analysis finds it inconsistent with Plan Salt Lake and the Central Community Plan. The parking structure would result in a 20% increase in parking and would provide more parking than the general parking context supports. The subject property's proximity to the Trolley TRAX Station and to Downtown does not support the claim that additional parking is necessary to accommodate the financial institution and office uses. Staff acknowledges the property owners concerns with providing the buildings employees with parking amenities; however, when reviewing amendments and development proposals, current market conditions do not hold precedence over the long-term goals and direction the City seeks. Overall, these requests do not align with the area's development goals and should be denied.

NEXT STEPS

The Planning Commission can provide a positive or negative recommendation for the proposed zoning map and text amendments. The recommendation will be sent to the City Council, who will hold a briefing and additional public hearing on the proposed amendment prior to making a decision on whether to adopt the zoning map amendment.

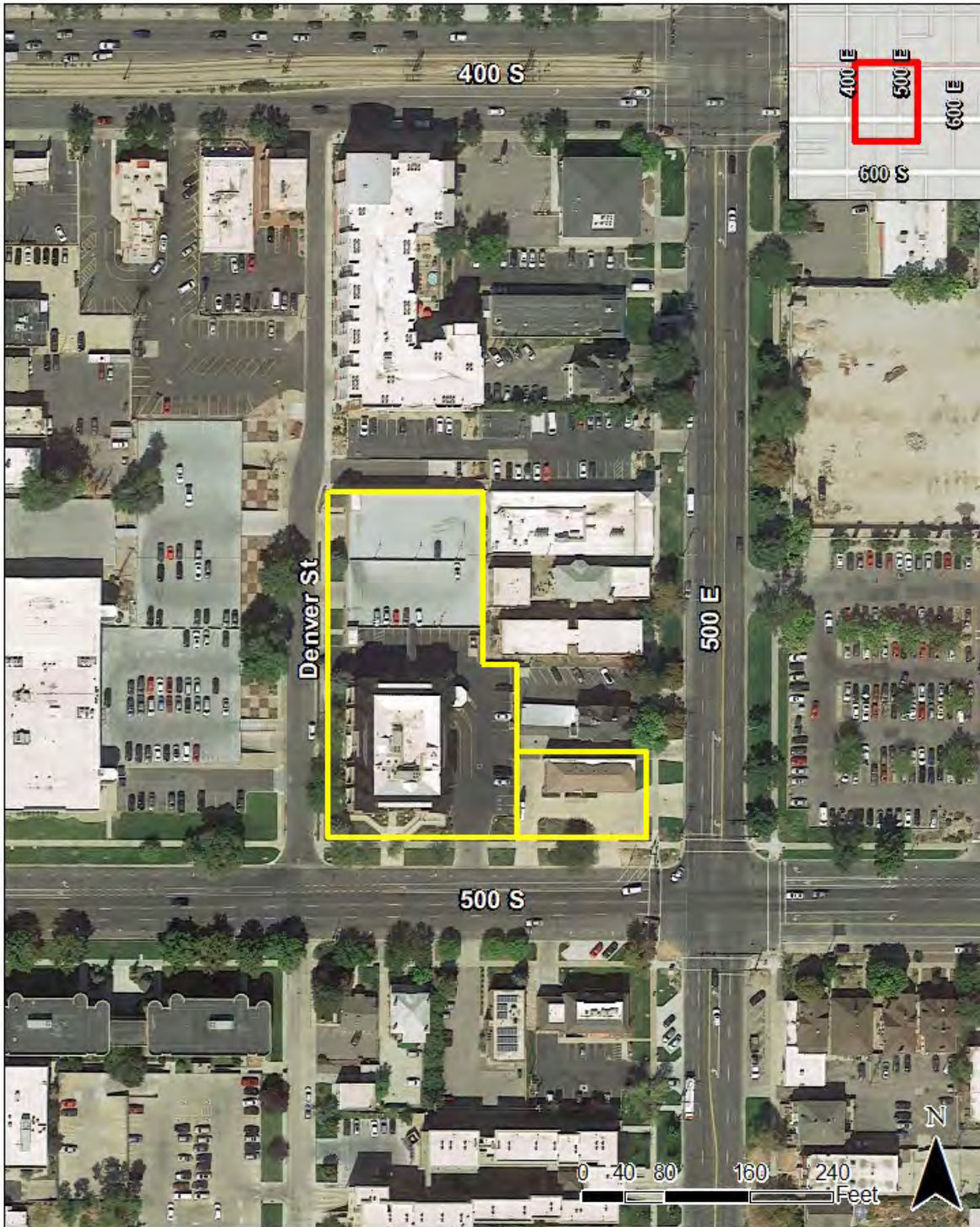
The Commission may recommend approval or denial of the rezone and text amendment but deny the Planned Development if they find the Planned Development proposal does not meet the standards in 21A.55. In this instance, if the proposed rezone and text amendment were adopted by the City Council, the applicant's redevelopment proposal would be required to comply with the underlying RO zoning standards.

The second alternative is recommending approval of all three petitions, with the contingency that the Planned Development may only move forward if the City Council accepts the positive recommendations and adopts the rezone and text amendments. If the zoning amendment is approved by the City Council, the properties could be developed with any use allowed in the RO zoning district.

If the zoning amendments are denied by the City Council, the properties located 455 E and 475 E 500 S would remain R-MU-45. With this zoning, the applicant could rebuild the existing parking structure if the construction met the noncomplying structure standards in section 21A.38.050. If the text amendment is denied, the existing drive-through associated with the financial institution may continue, so long as the use is not expanded or abandoned.

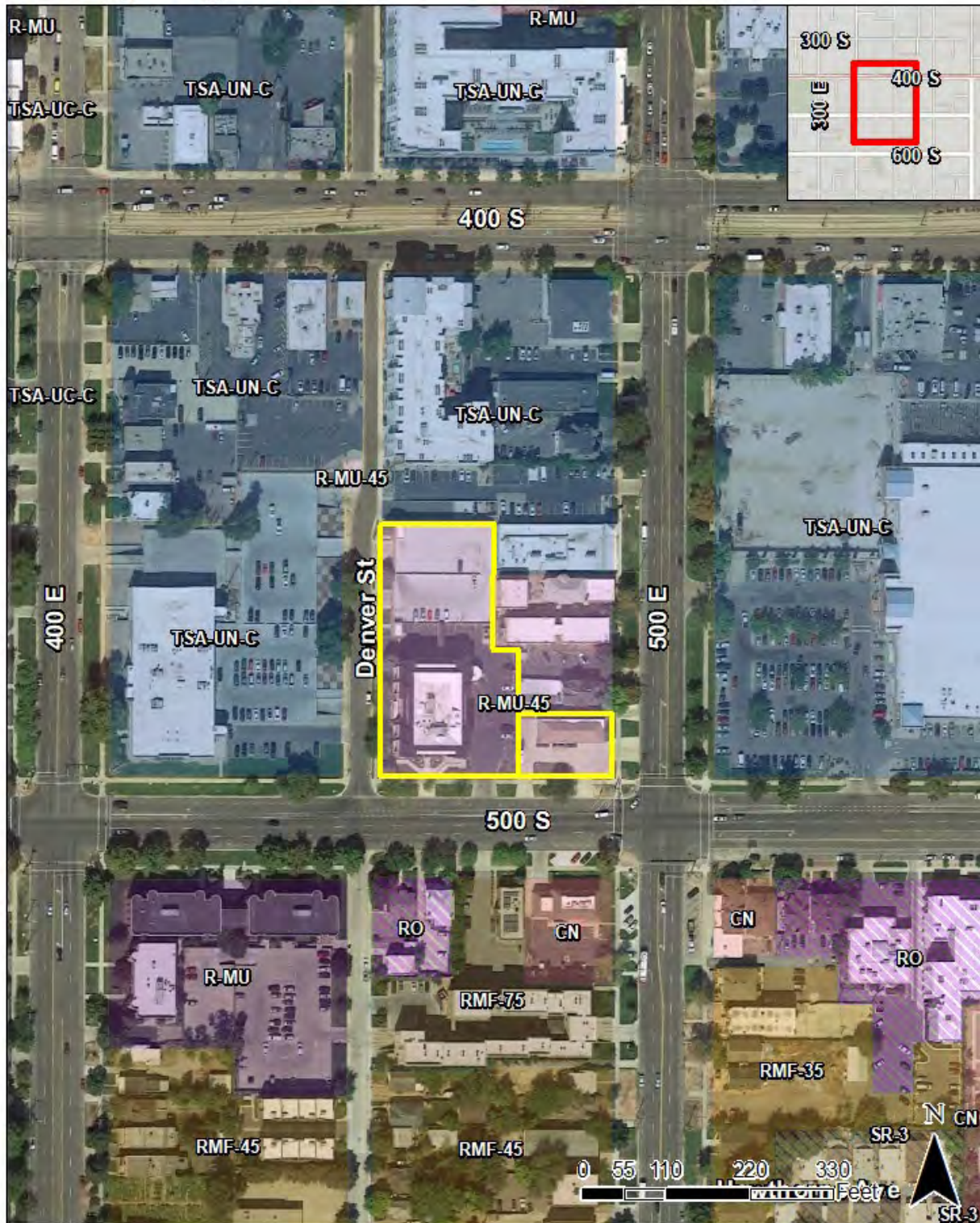
ATTACHMENT A: Vicinity & Zoning Maps

Vicinity Map



Salt Lake City Planning Division 2/21/2024

Zoning Map



Salt Lake City Planning Division 2/21/2024

ATTACHMENT B: **Applicant Materials**

September 15, 2023

Salt Lake City
Planning Division
451 S State Street, Room 406
Salt Lake City, UT 84114

RE: Amend the Text of the Zoning Ordinance and Zone Change to allow a financial institution to have a drive-through within an R-O (Residential/Office) District.

America First Credit Union (AFCU) is requesting a **zone change** from R-MU-45 to R-O, as well as **amend the text of the zoning ordinance within the R-O District** to allow a financial institution to have a drive-through.

Background/ Existing Conditions

- **America First Credit Union purchased this property for over \$8 million in October 2012**
- **America First Credit Union has had a branch at this location since 1985**
- **Currently 23,518 members use this branch at least once a year**
- **11,907 members consistently use this branch**
- **This branch averages 10,620 transactions per month**
- **The five-story office building is attached to the existing parking garage. Unfortunately, the parking garage is not structurally safe and currently is not operable. This failure to provide adequate parking limits the ability to lease the entire office space.**
- **Parcel 1 does not meet the minimum parking requirements of 163 stalls (3/1000 sf)**
 - **Currently 23 surface parking stalls (4% of minimum required parking)**
 - **If parking structure was removed and surface parking installed: 61 stalls (37% of minimum required parking)**
- **The property is located on 500 South, one of the main vehicular arterial streets in the City**

AFCU currently owns the properties located at 475 E & 500 S and 455 E & 500 S.

- 475 E. 500 S. (NW corner 500 S 500 E)
Parcel # 16-06-407-040
Existing two-story office building
- 455 E. 500 S. (NE corner Denver St. 500 S)
Parcel # 16-06-407-039
Existing four-story office building with a three-level parking structure

The current zoning code Residential Mixed-Use (R-MU-45) does not allow for a drive-through teller machines.

Proposed Site Plan

Existing Primary Office Building will remain with minor revisions to elevation color and materials. Drive-thru teller machines will remain at existing locations, internal to the site. Drive-thru vehicular queuing will reverse in direction, ingress access from Denver Street to not conflict with the parking along the east side of the building. Minimum vehicular stacking lengths of 60 ft. are provided for each ATM lane.

Parking Structure

The proposed parking structure will replace the existing parking garage which is structurally unsafe and not in use.

The proposed parking structure is substantially connected to the primary building by a connective walkway between structures. The parking structure complies with 21A.37.050 regarding materials, screening, circulation, and access.

The proposed parking structure footprint is within the existing parking garage footprint.

The proposed parking structure height is 52 ft., less than the maximum height of 75 ft.

The parking structure roof will have photovoltaic panels and a system that will reduce yearly CO2 emissions of 184 tons, provide approximately 65% of energy savings. The original cost is approximately \$300k.

Reasons for Zone Change to Residential / Office (R-O) District

1. The purpose statement of the RO Residential/Office District is “intended to provide a suitable environment for a combination of residential dwellings and office use”. The existing financial institution with drive-through and parking structure maintains the purpose of the goals, objectives, and policies, as well as the surrounding zoning and uses in the Central City area.
2. The proposed parking structure and primary building are considered to be substantially connected via the existing skybridge element.
3. Within the proposed R-O zoning district, a parking structure maximum height of 75 ft. is allowed. The proposed five level parking structure height is 52 ft.

Text amendment to the R-O (Residential/Office) District would add “*Use: Financial Institution, with Drive-through facility*” as a permitted use within the following code sections:

21A.24.180 RO Residential/Office District

21A.33.020 Table of Permitted and Conditional Uses for Residential Districts

Add footnote language would state, “*Permitted within the RO District along 500 South & 600 South rights-of-way between 700 East right-of-way and Interstate 15.*”

Reasons supporting the Text Amendment:

1. The purpose statement of the RO Residential/Office District is “intended to provide a suitable environment for a combination of residential dwellings and office use”. The existing financial institution with drive-through and parking structure maintains the purpose of the goals, objectives, and policies, as well as the surrounding zoning and uses in the Central City area.

2. This America First Credit Union branch has served the community at this location for almost 40 years.
3. The proposed zoning is consistent with other R-O zoned uses on the 500 South corridor.
4. 500 South is classified as a One-Way Thoroughfare (Grand Boulevard) on the City's Street Typologies Map. The nature of this right-of-way is autocentric and supports the existing financial office building with existing parking structure and drive-through.
5. The drive-through location remains where currently located internal to the site. Vehicular direction is reversed to provide better vehicular flow and queuing off of Denver Street.

The existing financial office building and drive-through complement the other existing uses along the 500 South corridor. This AFCU serves the area with financial services and support.

The two-story office building at the corner of 500 East and 500 South will also provide necessary office space and parking within the proposed R-O zoned district.

Because this is an existing development, no roadways, utilities, sidewalks or police and fire protection will be affected.

Thanks in advance for your consideration and approval of this project.

Please contact me if you have any questions or comments.

Regards,

Rick Magness

Rick Magness, AICP
Entitlement Manager / Land Planner
rickm@awaeng.com

September 15th, 2023

Salt Lake City
Planning Division
451 S State Street, Room 406
Salt Lake City, UT 84114

RE: **Request a Planned Development for modifications** to allow an existing financial institution and office structure to have a drive-through, reduced building setbacks and increased parking structure height within a proposed R-O (Residential/Office) District (zoning amendment and text amendment application submitted 6/30/23; revision resubmitted 2/28/2024).

America First Credit Union (AFCU) is requesting a Planned Development to allow an existing financial institution, a drive-through and parking structure within a proposed R-O zone.

Background/ Existing Conditions

- **America First Credit Union purchased this property for over \$8 million in October 2012**
- **America First Credit Union has had a branch at this location since 1985**
- **Currently 23,518 members use this branch at least once a year**
- **11,907 members consistently use this branch**
- **This branch averages 10,620 transactions per month**
- **The five-story office building is attached to the existing parking garage. Unfortunately, the parking garage is not structurally safe and currently is not operable. This failure to provide adequate parking limits the ability to lease the entire office space.**
- **Parcel 1 does not meet the minimum parking requirements of 163 stalls (3/1000 sf)**
 - **Currently 23 surface parking stalls (4% of minimum required parking)**
 - **If parking structure was removed and surface parking installed: 61 stalls (37% of minimum required parking)**
- **The property is located on 500 South, one of the main vehicular arterial streets in the City**

AFCU currently owns the properties located at 475 E & 500 S and 455 E & 500 S.

- 475 E. 500 S. (NW corner 500 S 500 E)
Parcel # 16-06-407-040
Existing two-story office building
- 455 E. 500 S. (NE corner Denver St. 500 S)
Parcel # 16-06-407-039
Existing five-story office building with a three-level parking structure

A request for Residential / Office (R-O) zoning with a Planned Development will allow:

- The existing five-story office building, drive-through and reconstructed parking structure to remain and function as a financial institution.
- The existing two-story building to remain and function as an office building.

This Planned Development request meets the following objectives of Chapter 21A.55 Planned Developments/Purpose Statement:

Efficient use of the existing land use and resources and supports greater efficiency in existing public and utility services.

This development utilizes existing structures and utilities, maintaining the established community character and complimenting similar uses.

The parking structure roof will have photovoltaic panels and system that will reduce yearly CO2 emissions of 184 tons, provide approximately 65% of energy savings. Original cost is approximately \$300k.

F. Master Plan Implementation: A project that helps implement portions of an adopted Master Plan in instances where the Master Plan provides specific guidance on the character of the immediate vicinity of the proposal:

1. A project that is consistent with the guidance of the Master Plan related to building scale, building orientation, site payout, or other similar character defining features (Ord. 8-18, 2018)

This development is within the **East Downtown Neighborhood Plan Institutional District** and implements the following portions of the adopted plan:

Transportation

A key transportation issue that is identified is *Maintain traffic flow on streets essential to through traffic to the CBD*. Access to the proposed parking structure and drive through teller machines is internal to the site and “off” the 500 South corridor, further allowing traffic to flow on 500 South.

Economic Development

A core policy is *the availability of jobs and easy access to affordable shopping* is a particularly essential element of East Downtown’s mixed use urban neighborhood. AFCU’s existing five-story office provides essential job workspace and is located within walking distance of Smith’s Marketplace. Additionally, *a key economic development issue is job creation*. As the CBD continues to grow, AFCU continues to provide employment opportunities at this location to support the local business and residential community.

Additional reasons supporting the Planned Development:

This request supports the following Economic Component Initiatives of Plan Salt Lake / Salt Lake City / City Wide Vision dated December 1, 2015:

- Support the Growth of Small Businesses and Neighborhood Business nodes by providing financial services within the existing Central City corridor.
- Improve Existing Relationships with Economic Development Partners. AFCU continues to strengthen business and community development by partnering with the local economy within the city.
- The Plan Development amendment request is consistent with other R-O zoned uses on the 500 South corridor.

- 500 South is classified as a One-Way Thoroughfare (Grand Boulevard) on the City’s Street Typologies Map. The nature of this right-of-way is autocentric and supports the existing financial office building with existing parking structure and drive-through.

21A.55.050: STANDARDS FOR PLANNED DEVELOPMENTS:

Per 21A.55.050, Planned Development Objectives, this proposed planned development request achieves at least one of the objectives as stated above as demonstrated in this request. Modifications to the zoning regulations are necessary to meet the purpose statement for this planned development. This request will result in a more enhanced product than would be achievable through strict application of the land use regulations.

B. Master Plan Compatibility: The proposed planned development is generally consistent with adopted policies set forth in the Citywide, community, and/or small area Master Plan that is applicable to the site where the planned development will be located. **This has been demonstrated with the Economic Component Initiatives of Plan Salt Lake/Salt Lake City/ City Wide Vision as well as components of the East Downtown Neighborhood Plan Institutional District.**

C. Design And Compatibility: The proposed planned development is compatible with the area the planned development will be located and is designed to achieve a more enhanced product than would be achievable through strict application of land use regulations. In determining design and compatibility, the Planning Commission should consider:

1. Whether the scale, mass, and intensity of the proposed planned development is compatible with the neighborhood where the planned development will be located and/or the policies stated in an applicable Master Plan related to building and site design; These office buildings, and parking garage are equal to the scale and mass of adjacent developments. The building has a larger than average setback from 500 South, providing proportionate scale, design and office uses.

2. Whether the building orientation and building materials in the proposed planned development are compatible with the neighborhood where the planned development will be located and/or the policies stated in an applicable Master Plan related to building and site design; Office building and parking garage are situated with large setbacks to streets. The building and site design are timeless, having been in operation for over 40 years.

3. Whether building setbacks along the perimeter of the development: Building setbacks are equal to existing buildings. No office building setbacks have changed since original construction in 1980’s. The new parking structure proposes a 15 ft. setback at the north property line, where 5 ft. currently exists.

a. Maintain the visual character of the neighborhood or the character described in the applicable Master Plan. Visual character has been maintained through the many years with a brick construction and well maintained landscaping.

b. Provide sufficient space for private amenities. These amenities include covered parking, safe, well lit areas, and inviting work spaces.

c. Provide sufficient open space buffering between the proposed development and neighboring properties to minimize impacts related to privacy and noise. The parking structure’s north side is 15 ft. from property line. No further encroachment will occur with the new parking garage design. Access to the parking garage is from the side street (Denver Street), minimizing vehicular impacts.

d. Provide adequate sight lines to streets, driveways and sidewalks. Existing and proposed improvements will utilize existing site accesses with ample site visibility.

e. Provide sufficient space for maintenance. Drive isles, surface parking and parking structure provides ample areas for maintenance and general deliveries.

4. Whether building facades offer ground floor transparency, access, and architectural detailing to facilitate pedestrian interest and interaction; Main floor, ceiling to ground window fenestration, with

existing walkways and landscaping provide pedestrian interaction. A second floor pedestrian walkway between the primary building and parking structure provides safety and reduces pedestrian interaction with vehicles on the ground parking lot and building.

5. Whether lighting is designed for safety and visual interest while minimizing impacts on surrounding property; Parking lot lighting, as well as sidewalk and building lighting add interest and safety.

6. Whether dumpsters, loading docks and/or service areas are appropriately screened YES

7. Whether parking areas are appropriately buffered from adjacent uses Buffering with ample landscaping as well as proposed graphic screening of each parking lot level.

D. Landscaping: The proposed planned development preserves, maintains or provides native landscaping where appropriate. YES In determining the landscaping for the proposed planned development, the Planning Commission should consider:

1. Whether mature native trees located along the periphery of the property and along the street are preserved and maintained; The existing landscaping incorporates mature trees.

2. Whether existing landscaping that provides additional buffering to the abutting properties is maintained and preserved; Landscaping has been maintained for almost 40 years.

3. Whether proposed landscaping is designed to lessen potential impacts created by the proposed planned development; Landscaping exists and is designed to minimize impacts to 500 South vehicular traffic.

4. Whether proposed landscaping is appropriate for the scale of the development. (YES)

E. Mobility: The proposed planned development supports Citywide transportation goals and promotes safe and efficient circulation within the site and surrounding neighborhood. (YES) In determining mobility, the Planning Commission should consider:

1. Whether drive access to local streets will negatively impact the safety, purpose and character of the street; All existing driveway accesses will be maintained and have been in place approximately 40 years.

2. Whether the site design considers safe circulation for a range of transportation options (YES) including:

a. Safe and accommodating pedestrian environment and pedestrian oriented design; Wide perimeter sidewalks and landscape areas exist along Denver Street, 500 South and 500 East. On-site pedestrian bridge from the office building to the parking garage, and interesting "plaza" at front entrance all combine to provide safe and interesting pedestrian opportunities.

b. Bicycle facilities and connections where appropriate, and orientation to transit where available; Multi-use sidewalks and bike racks adjacent to the building and within the parking garage provide connectivity to customers and neighbors; and

c. Minimizing conflicts between different transportation modes; The walkways, location and direction of drive through teller machines, accessibility parking, EV stations all are designed to encourage multi modes of transportation and minimize conflicts based on location and design

3. Whether the site design of the proposed development promotes or enables access to adjacent uses and amenities; Perimeter walkways and existing streets provide connectivity that has existed over 40 years for the neighborhood.

4. Whether the proposed design provides adequate emergency vehicle access; YES, with wide driveway isles and 360 degree building accessibility; and

5. Whether loading access and service areas are adequate for the site and minimize impacts to the surrounding area and public rights-of-way. Drive isles, surface parking and parking structure provides ample areas for maintenance and general deliveries.

F. Existing Site Features: The proposed planned development preserves natural and built features that significantly contribute to the character of the neighborhood and/or environment. Site

preservation of landscaping, architecture, neighborhood connectivity and providing financial services for almost 40 years have been a solid financial service for the neighborhood.

G. Utilities: Existing and/or planned utilities will adequately serve the development and not have a detrimental effect on the surrounding area. Existing utilities will not be impacted, except for a decrease to electrical power usage for the proposed photovoltaic panels and solar system. (Ord. 8-18, 2018)

Setbacks

Parcel 1

(Existing Five Story Office Building)

- Front: 25 ft. required / 26 ft. provided
- Corner Side Yard: 25 ft. required / 20 ft. provided
- Interior Side Yard: 15 ft. required / 76 ft. provided
- Rear Yard: 30 ft. / 38 ft. provided

Building Height: 90 ft. allowed (adjacent to TSA-UN-C) / 62 ft. provided

(Proposed Parking Structure)

- Front: 25 ft. required / 170 ft. or 26 ft. if considering attached to office building
- Corner Side Yard: 25 ft. required / 15 ft. provided
- Interior Side Yard: 15 ft. required / 15 ft. provided
- Rear Yard: 30 ft. required / 5 ft. provided

Building Height: 90 ft. allowed (adjacent to TSA-UN-C) / 52 ft. proposed

Parcel 2

(Existing Two-Story Office Building)

- Front: 25 ft. required / 36 ft. provided
- Corner Side Yard: 25 ft. required / 15 ft. provided
- Interior Side Yard: 15 ft. required / 9 ft. provided
- Rear Yard: 30 ft. required / 23 ft. provided

Building Height: 60 ft. allowed / 32 ft. provided

The existing financial office building and drive-through, as well as improvements to the parking structure, complement the other similar uses along the 500 South corridor within the *Central City East Plan*.

Because this is an existing development, no roadways, utilities, or police and fire protection will be affected. Sidewalks along Denver Street will be modified to accommodate the parking garage “shift” of approximately ten feet to create a 15 ft. setback.

Thanks in advance for your consideration and approval of this project.

Please contact me if you have any questions or comments.

Regards,

Rick Magness

Rick Magness, AICP

Entitlement Manager / Land Planner

rickm@awaeng.com

AFCU - SLC METRO SITE STUDY

SALT LAKE CITY, UT



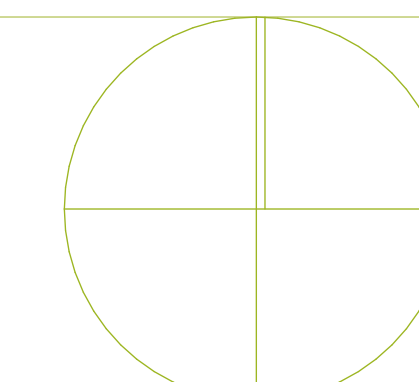
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333 24TH STREET
OGDEN, UT 84401
801.394.3033

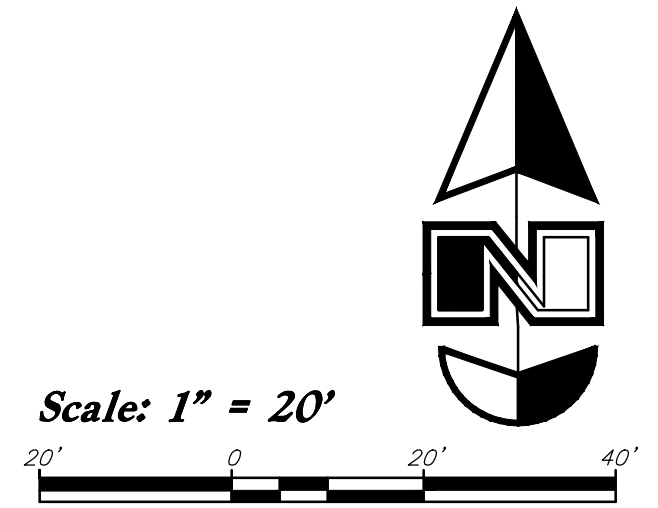
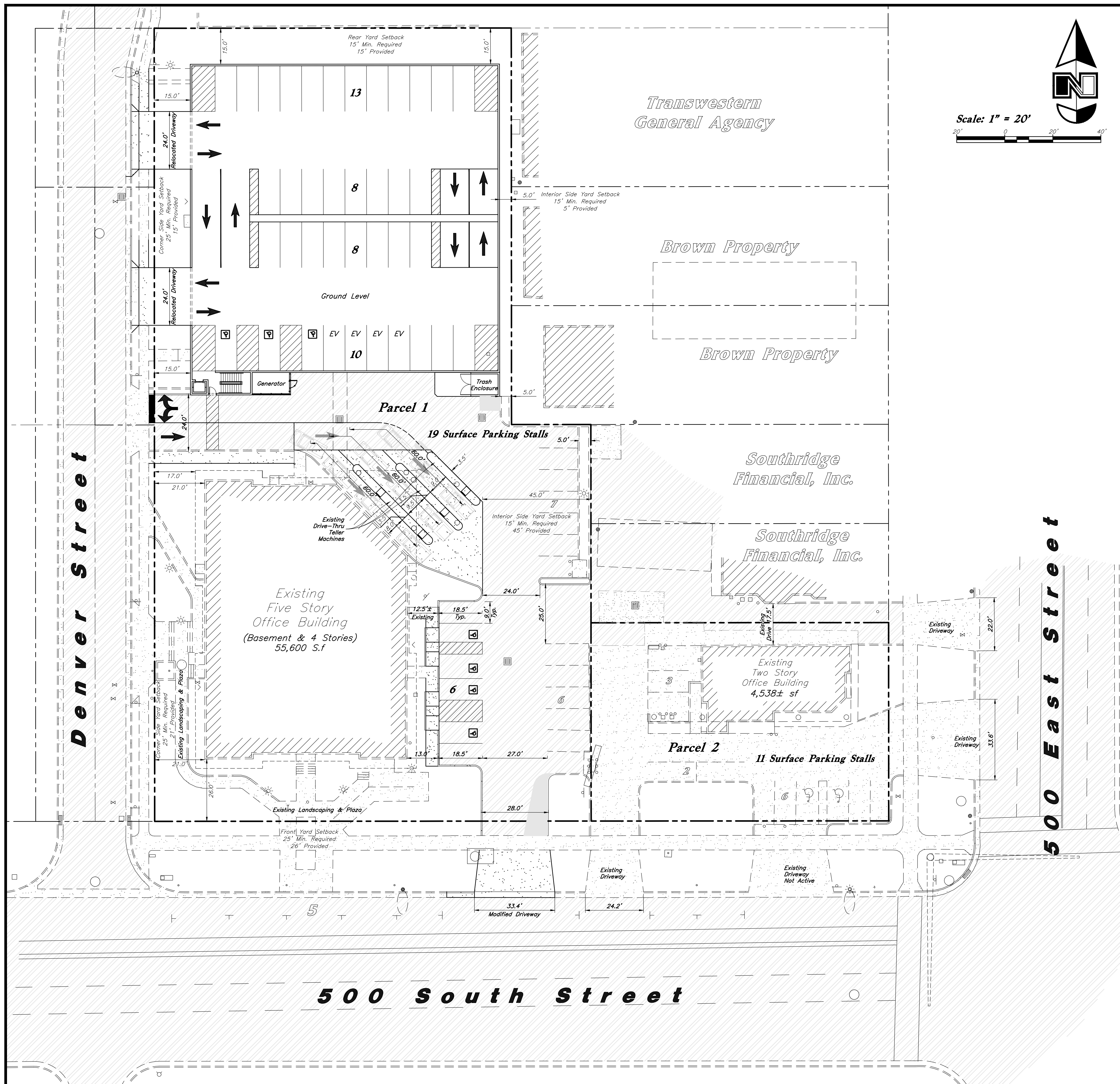
AFCU - SLC METRO SITE STUDY
5TH SOUTH, SALT LAKE CITY, UT

NOT FOR CONSTRUCTION

NO.	DATE	DESCRIPTION

CONCEPTUAL DESIGN
DATE: 01.15.24
PROJECT NUMBER: 2314
SCALE: 1:2.67





Site Data:

Parcel 1:
 Current Zoning: R-MU-45 (Residential Mixed Use)
 Proposed Zoning: RO (Residential/Office)
 Site Area = 54,505 s.f. (1.25 ac.)
 Five Story Office Building Area = 55,600 s.f.
 Landscape Area Provided = 8,010 s.f.

Parcel 2:
 Current Zoning: R-MU-45 (Residential Mixed Use)
 Proposed Zoning: RO (Residential/Office)
 Site Area = 10,220 s.f. (0.23 ac.)
 Two Story Office Building Area = 4,538 s.f.
 Landscape Area Provided = 2,444 s.f.

Lot Coverage:

	Existing	Proposed
Parcel 1:		
AFCU Office Building Coverage:	11,011 s.f. (20.2%)	11,011 s.f. (20.2%)
Parking Structure Coverage:	16,908 s.f. (31.0%)	16,751 s.f. (30.7%)
Parcel 2:		
Office Building Coverage:	2,740 s.f. (26.8%)	2,740 s.f. (26.8%)

Parking Analysis:

Parcel 1: Building 55,600 s.f.

Proposed Building Use	Min. (2/1,000 s.f.)	Max. (3/1,000 s.f.)
Parking Per Code:	Financial	Financial
1st Floor:	(3/1,000 s.f.) Office	(4/1,000 s.f.) Office
• 1/2 Financial Institution	12	17
• 1/2 Office	17	23
Basement/2nd-5th Floors:		
• Office	134	178
Total Parking per Code =	163	218

Existing Parking = 170 stalls

- Parking Structure = 147 stalls
- Surface Parking = 23 stalls
- Accessible Stalls per Code = 7 stalls
- Electronic Vehicle Spaces = 0 stalls

Proposed Parking Provided = 216 stalls

- Parking Structure = 197 stalls (38 stalls ground level; 42 stalls per level typ.)
- Surface Parking 19 stalls
- Accessible Spaces Provided = 7 stalls
- Electronic Vehicle Spaces Provided = 4 stalls

Parcel 2: Building = 4,538 s.f.

	Min. (3/1,000 s.f.)	Max. (4/1,000 s.f.)
Parking per Code =	Office	Office
	14 stalls	19 stalls
Accessible Parking per Code = 2 stalls		

Parking Provided = 11 stalls

- Accessible Parking Provided = 2 stalls
- Shared parking agreement will provide the additional 2 stalls needed to meet code requirement.

Designed by: JR/RM
 Drafted by: DC
 Client Name: AFCU
 13-094 CSP 0

AMVA
 2010 North Redwood Road, Salt Lake City, Utah 84116
 (801) 527-8629 - AMVAengineering.net

Conceptual Site Plan
AFCU Metro
 455 East 500 South
 Salt Lake City, UT

5 Apr, 2024
 SHEET NO. **O-G**

400 South Street

Narrative

This Survey was requested by America First Federal Credit Union to reveal as-built conditions of this property.

A line between monuments found along 500 South Street at 400 East Street and 500 East Street was assigned the Salt Lake City Atlas Plat bearing of N 89°57'40" East as the Basis of Bearings.

Cardinal directions called within the deed descriptions were held to the Salt Lake City standard of being parallel to the controlling lot lines.

Overages found both ways within this block have been prorated into the deed dimensions.

Ambiguous call in Parcel 4 to and along the West Line of Lots 1 and 8 must be ignored to match all other deed intentions.

No Property Corners were placed with this Survey.

Title Information

This survey was completed using Title Report Order No. 544115-A dated July 23, 2012 from First American Title Insurance Company.

The following survey related items circled from Schedule B - Section 2 of the title report are plotted on the survey:

The following survey related items not circled from Schedule B - Section 2 of the title report could not be plotted:

#11 Easement of undisclosed size and location to Mountain Fuel Supply Company recorded September 27, 1949 as Entry No. 1172345 in Book 709 at Page 279 of Official Records.

#12 6 ft. wide easement to Mountain States Telephone and Telegraph Company recorded January 10, 1984 as Entry No. 3890881 in Book 5522 at Page 294 of Official Records.

#13 Abstract of Findings and Order recorded May 14, 1984 as Entry No. 3940864 in Book 5555 at Page 1067 of Official Records grants a variance for the parking structure but contains nothing to plot.

#14 Declaration of Restrictions and Grant of Easements recorded May 16, 1985 as Entry No. 4086962 in Book 5655 at Page 30 of Official Records covers this site but contains nothing to plot.

#15 Abstract of Findings and Order recorded June 26, 1985 as Entry No. 4102895 in Book 5666 at Page 153 of Official Records covers parcel 4 but contains nothing to plot.

#16 Abstract of Findings and Order recorded October 7, 1985 as Entry No. 4174755 in Book 5697 at Page 2722 of Official Records and Modification of Abstract of Findings and Order recorded December 18, 1985 as Entry No. 4177879 in Book 5719 at Page 121 of Official Records concerning a sign on Parcel 4 but contains nothing to plot.

#21 Salt Lake City Ordinance No. 70 of 2005 recorded November 22, 2005 as Entry No. 9560336 in Book 9220 at Page 4101 of Official Records blankets this site along with more land but contains nothing to plot.

Record Descriptions

Parcel 1: Beginning at a point on the South Line of Lot 1, Block 34, Plat "B", Salt Lake City Survey, said point being 123.75 feet South 89°57'40" West from the Southeast Corner of said Lot 1, and running thence South 89°57'40" West 181.50 feet along the South Line of said Lot 1; thence North 00°01'50" West 330.00 feet to the North Line of Lot 8 said Block 34; thence North 89°57'40" East 148.50 feet along the North Line of said Lot 8; thence South 00°01'50" East 165.00 feet to the North Line of said Lot 1; thence South 89°57'40" East 33.00 feet along the North Line of said Lot 1; thence South 00°01'50" East 165.00 feet to the point of beginning.

Parcel 1 APN: 16-06-407-039 Contains 54,505 sq. ft. or 1.251 acres

Parcel 2: A non-exclusive right of way appurtenant to Parcel 1, as disclosed by Quit Claim Deed recorded September 15, 1994 as Entry No. 5921920 in Book 7019 at Page 416 of Official Records, and being more particularly described as follows: Commencing 1.5 rods West of the Southwest Corner of Lot 1, Block 34, Plat "B", Salt Lake City Survey and running thence North 16 rods; thence East 3 rods; thence South 16 rods; thence West 3 rods to the point of commencement.

Parcel 3: A non-exclusive right of way appurtenant to Parcel 1, as disclosed by Quit Claim Deed recorded September 15, 1994 as Entry No. 5921920 in Book 7019 at Page 416 of Official Records, and being more particularly described as follows: Commencing at the Southeast Corner of Lot 2, Block 34, Plat "B", Salt Lake City Survey and running thence West 1-1/2 rods; North 20 rods; thence East 3 rods; thence South 4 rods; thence West 1-1/2 rods; thence South 6 rods; thence East 1-1/2 rods; thence South 10 rods; thence West 1-1/2 rods to the place of commencement.

Parcel 4: Beginning at the Southeast Corner of Lot 1, Block 34, Plat "B", Salt Lake City Survey and running thence South 89°57'40" West 305.25 feet along the South Line of said Lot 1 to the Southwest Corner of said Lot 1, thence North 00°01'50" West 330.00 feet along the West Line of said Lot 1 and Lot 8, said Block 34, to the Northwest Corner of said Lot 8; thence North 89°57'40" East 148.50 feet along the North Line of said Lot 8; thence South 00°01'50" East 165.00 feet to the North Line of said Lot 1; thence North 89°57'40" East 33.00 feet along the North Line of said Lot 1; thence South 00°01'50" East 82.50 feet; thence North 89°57'40" East 123.75 feet to the East Line of said Lot 1; thence South 00°01'50" East 82.50 feet to the point of beginning.

Less and Excepting that part described as follows: Beginning at a point on the South Line of Lot 1, Block 34, Plat "B", Salt Lake City Survey, said point being 123.75 feet South 89°57'40" West from the Southeast Corner of said Lot 1, and running thence South 89°57'40" West 181.50 feet along the South Line of said Lot 1; thence North 00°01'50" West 330.00 feet to the North Line of Lot 8 said Block 34; thence North 89°57'40" East 148.50 feet along the North Line of said Lot 8; thence South 00°01'50" East 165.00 feet to the North Line of said Lot 1; thence North 89°57'40" East 33.00 feet along the North Line of said Lot 1; thence South 00°01'50" East 165.00 feet to the point of beginning.

Parcel 4 APN: 16-06-407-040 Contains 10,220 sq. ft. or 0.235 acre

Certification

To America First Federal Credit Union, Hermes Associates, Ltd., Hermes Building Annex LLC, and First American Title Insurance Company:

This is to certify that this map or plat and the survey on which it is based were made in accordance with the 2011 Minimum Standard Detail Requirements for ALTA/ACSM Land Title Surveys, jointly established and adopted by ALTA and NSPS, and includes Items 2, 3, 4, 6(b), 7(a), 8, 9, 11(b), 13, 16 and 17 of Table A thereof. The field work was completed on September 17, 2012.

Date:

PRELIMINARY Bruce D. Pimper Utah PLS No. 362256

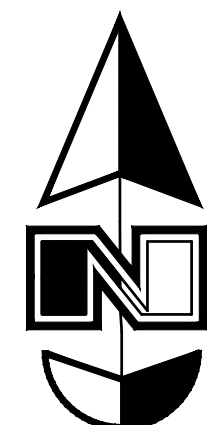
Flood Plain Data This property lies entirely within Flood Zone X as designated on FEMA Flood Insurance Rate Map for Salt Lake County, Utah and Incorporated Areas Map Number 49035C0144 H dated August 2, 2012. Flood Zone X is defined as "Areas determined to be outside the 0.2% annual chance floodplain." (no shading)

Zoning Information

Zone = RO (Residential/Office District) Building Setback Requirements = 25' Front yard = 25% of Lot depth not to exceed 30' Back yard = 15' (interior) 25' (corner) Side yard = 60' Height Restrictions = 60' Coverage = 60%

Transwestern General Agency

Scale: 1" = 30'



Notes

The location and/or elevation of existing utilities shown on these plans is based on records of the various utility companies and, where possible, measurements taken in the field. No underground explorations were performed.

According to ALTA standards, the surveyor cannot certify a survey based upon an interpretation. The surveyor is not authorized to interpret zoning codes, nor can the surveyor determine whether certain improvements are burdening or actually benefiting the property.

ALTA requirements do not mention trees or vegetation. The Surveyor has shown significant observation of trees under Table A Item Number 8. Trees from Adjoining Parcels may canopy over the property which may not show on this survey.

Pertaining to ALTA requirement No. 9: there are 189 parking stalls on this site, of which 4 are designated for handicap parking and access, and 8 are within the Street right-of-way.

Pertaining to ALTA requirement No. 16: there is no observable evidence of earth moving work, building construction or building additions within recent months.

Pertaining to ALTA requirement No. 17: there is no observable evidence of recent street or sidewalk construction and no evidence of street right-of-way changes from controlling jurisdiction.

Legend

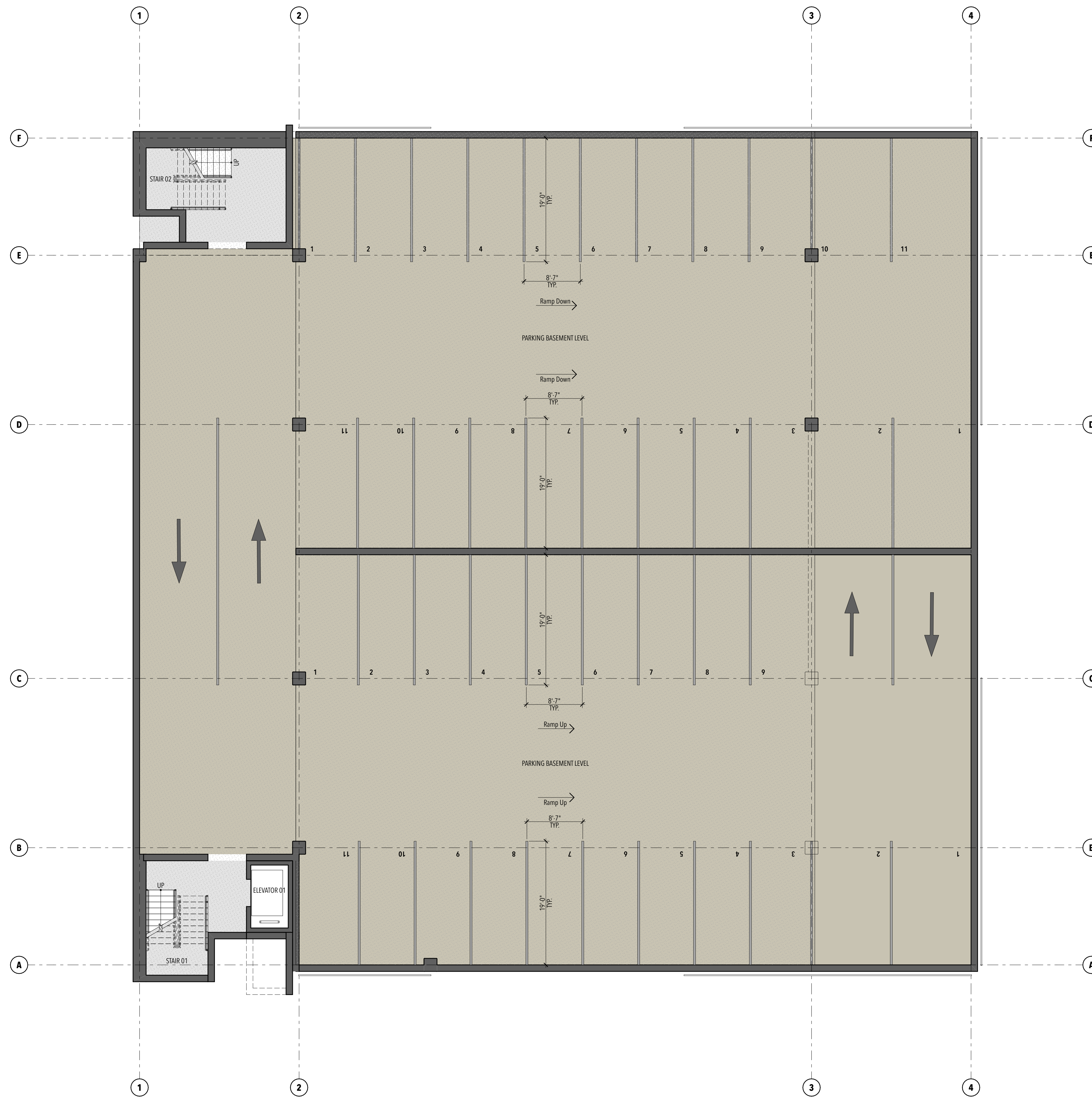
- Manhole, Gas Meter, Fire Hydrant, Water Valve, Buried Phone Cable, Sanitary Sewer Line, Culinary Water Line, Gas Line, Storm Drain Line, Centerline, Buried Power Line, Sign, Power Pole, Traffic Signal Pole, Power Pole w/Guy, Fence, Overhead Power, Telephone & Cable TV Line, Irrigation Control Box, Bollard, Telephone Box, Electrical Box, Post, Electrical Cabinet, Light Pole, Street Light, Asphalt, Concrete, Existing Building, Inlet Box, Catch Basin, Power Meter, Deciduous Tree, Coniferous Tree

500 South Street

500 East Street

400 East Street

Project information including: Client Name (AFCU), Date (12-9-3AS), Designer (kh), Client Name (AFCU), Project Name (ALTA / ACSM Land Title Survey), Surveyor (GREAT BASIN ENGINEERING - SOUTH CONSULTING ENGINEERS and LAND SURVEYORS), Address (2010 North Redwood Road, P.O. Box 16747, Salt Lake City, Utah 84116), Phone (801)581-8529, Fax (801)581-8551, and SHEET NO. 1.



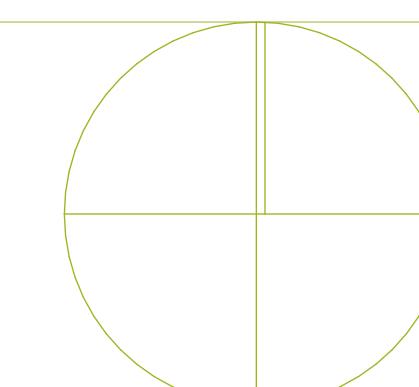
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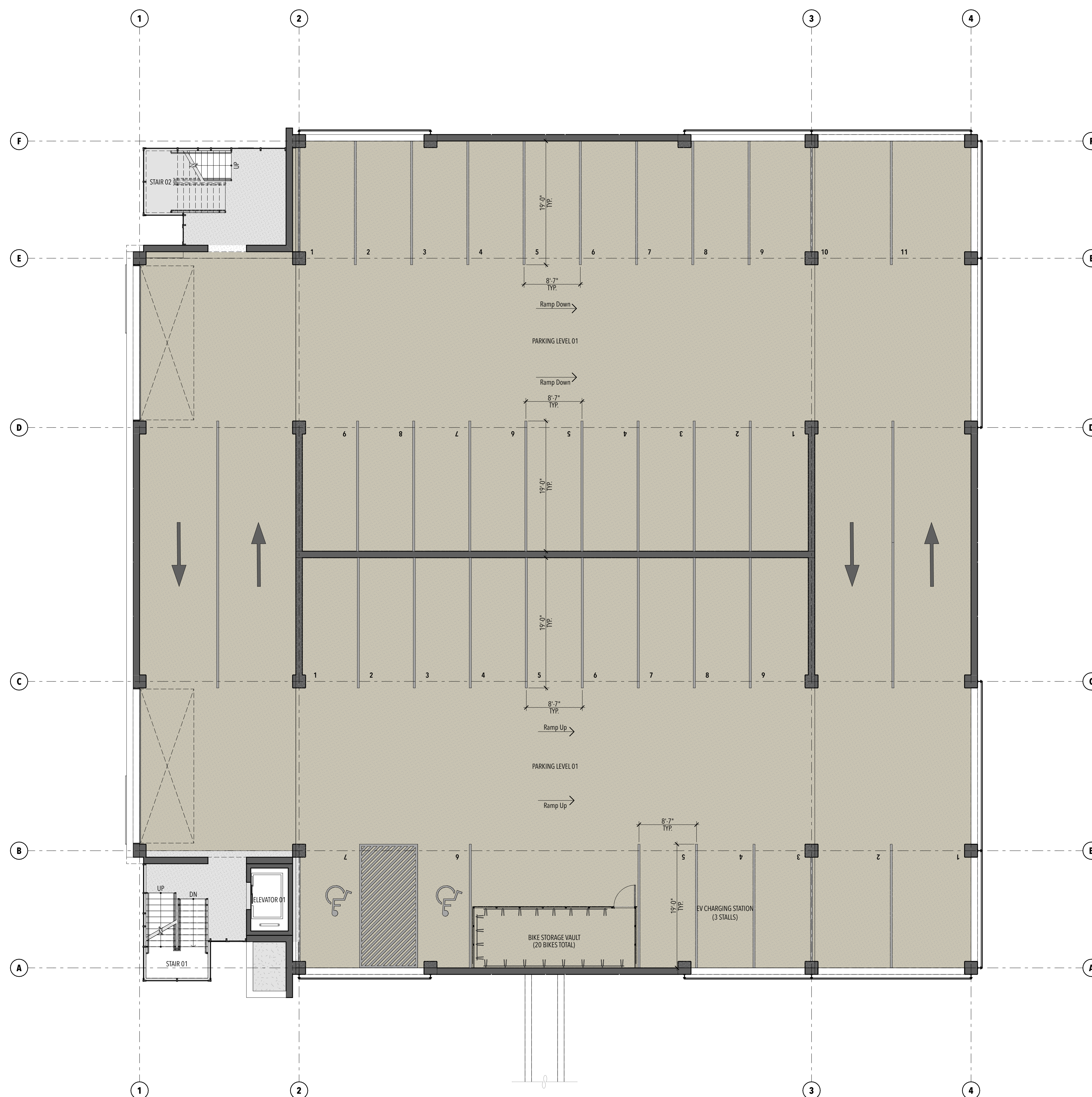
LEVEL	GROSS AREA	NET LEASABLE AREA
BASEMENT	9,215 SF	
MAIN FLOOR	9,190 SF	
2ND FLOOR	11,282 SF	
3RD FLOOR	11,282 SF	
4TH FLOOR	10,971 SF	(BASED ON 80% GROSS AREA)
TOTAL	42,725 SF	34,180 SF

PARKING STALL SUMMARY:

LEVEL	AREA	STALL COUNT
BASEMENT	16,170 SF	42
LEVEL 01	16,170 SF	36 Stalls (2 Accessible; 3 EV Charging Stations)
LEVEL 02	16,170 SF	39 Stalls
LEVEL 03	16,170 SF	40 Stalls
LEVEL 04	16,170 SF	40 Stalls
TOTAL	66,650 SF	197 Stalls

NO.	DATE	DESCRIPTION





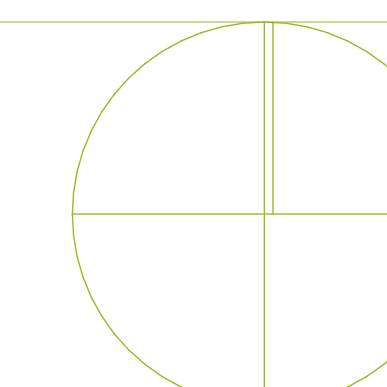
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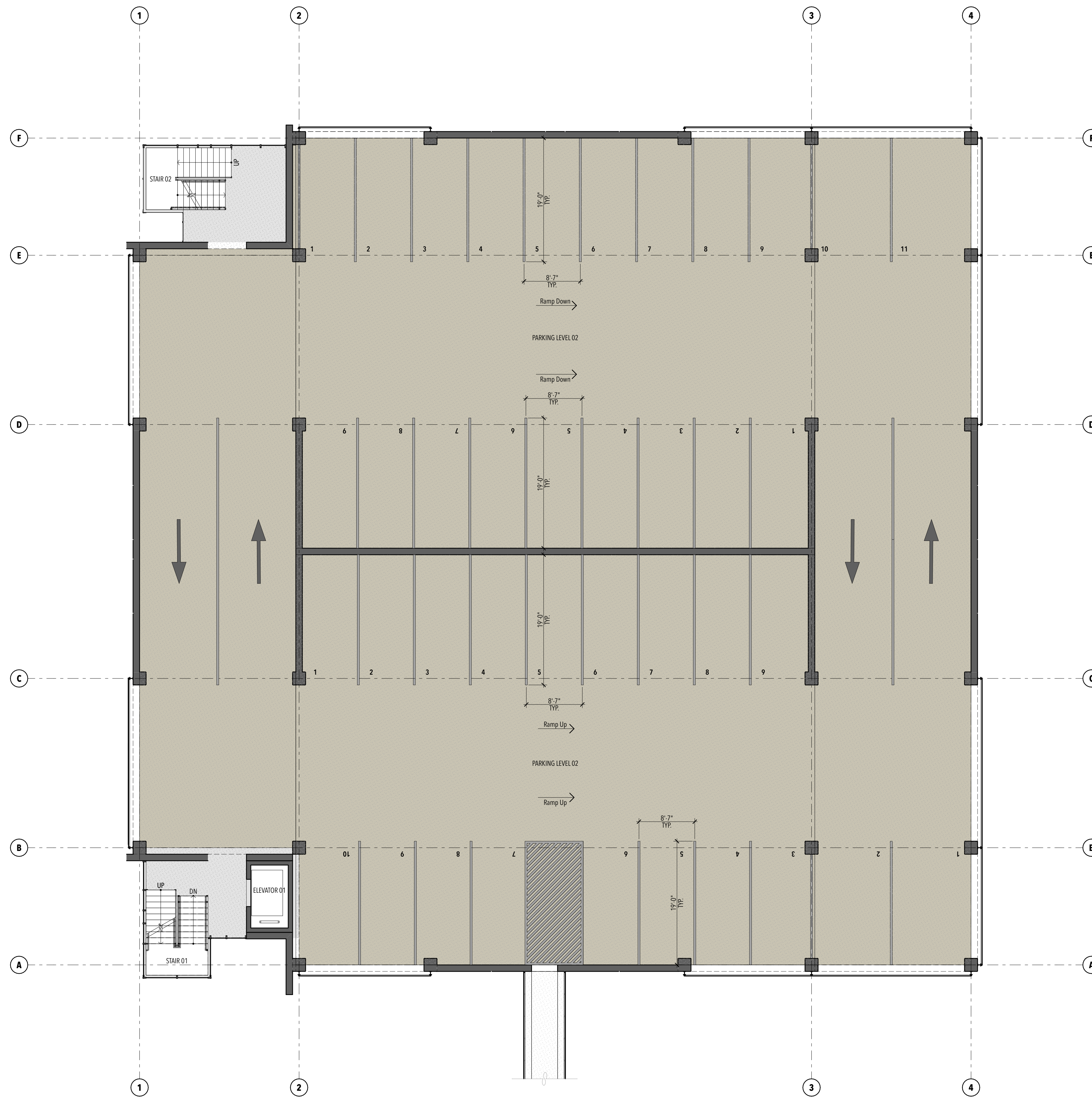
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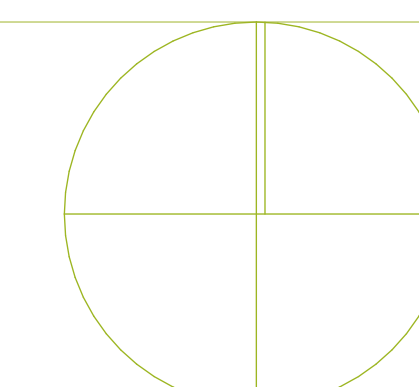
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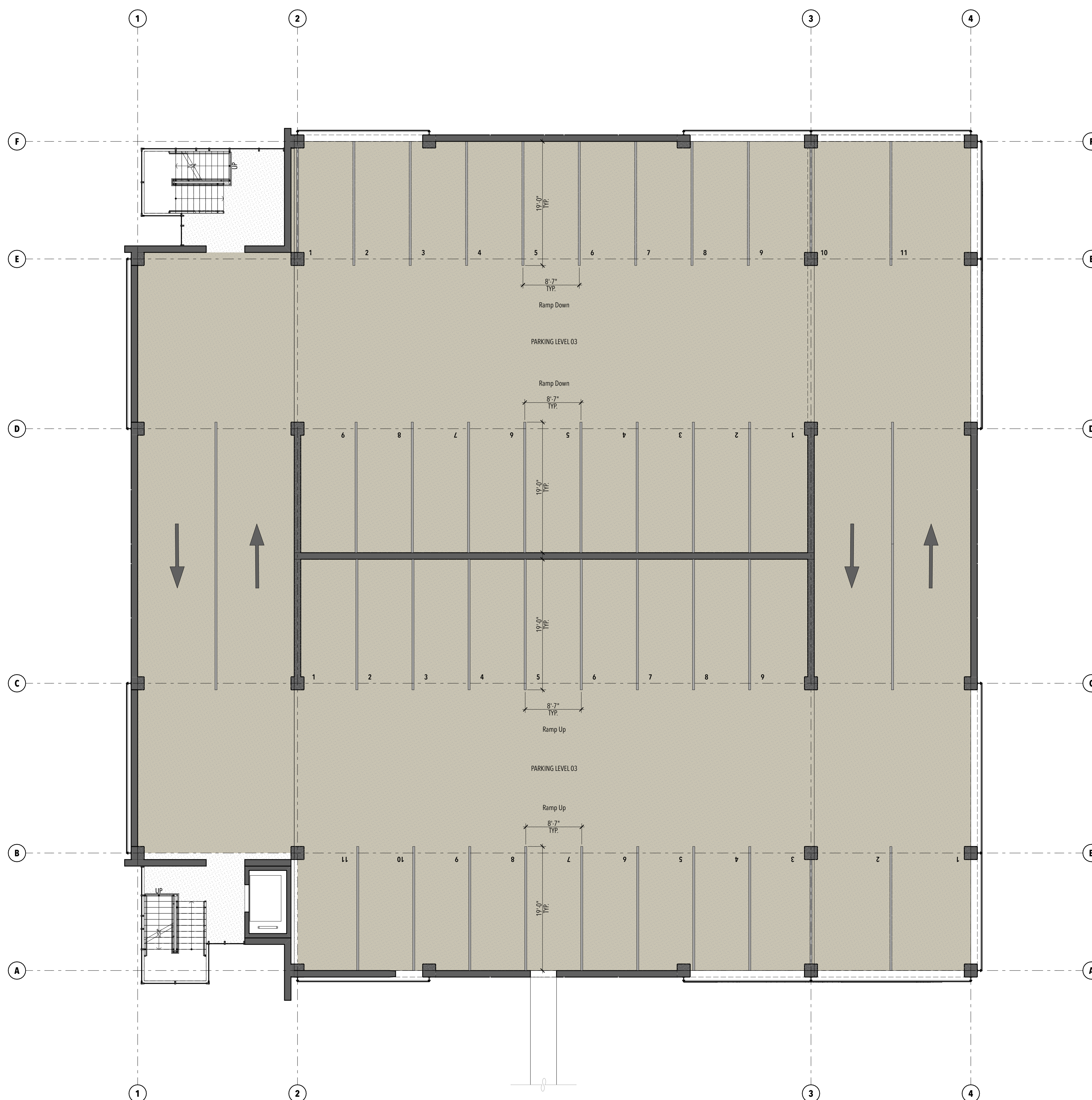
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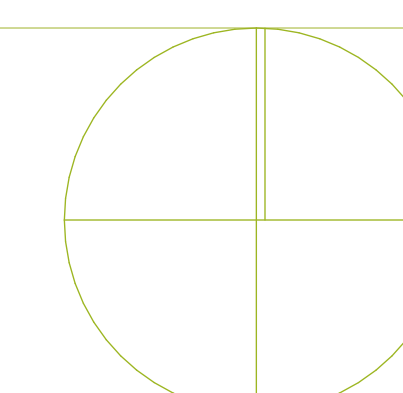
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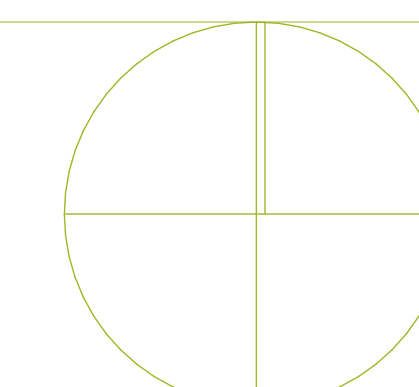
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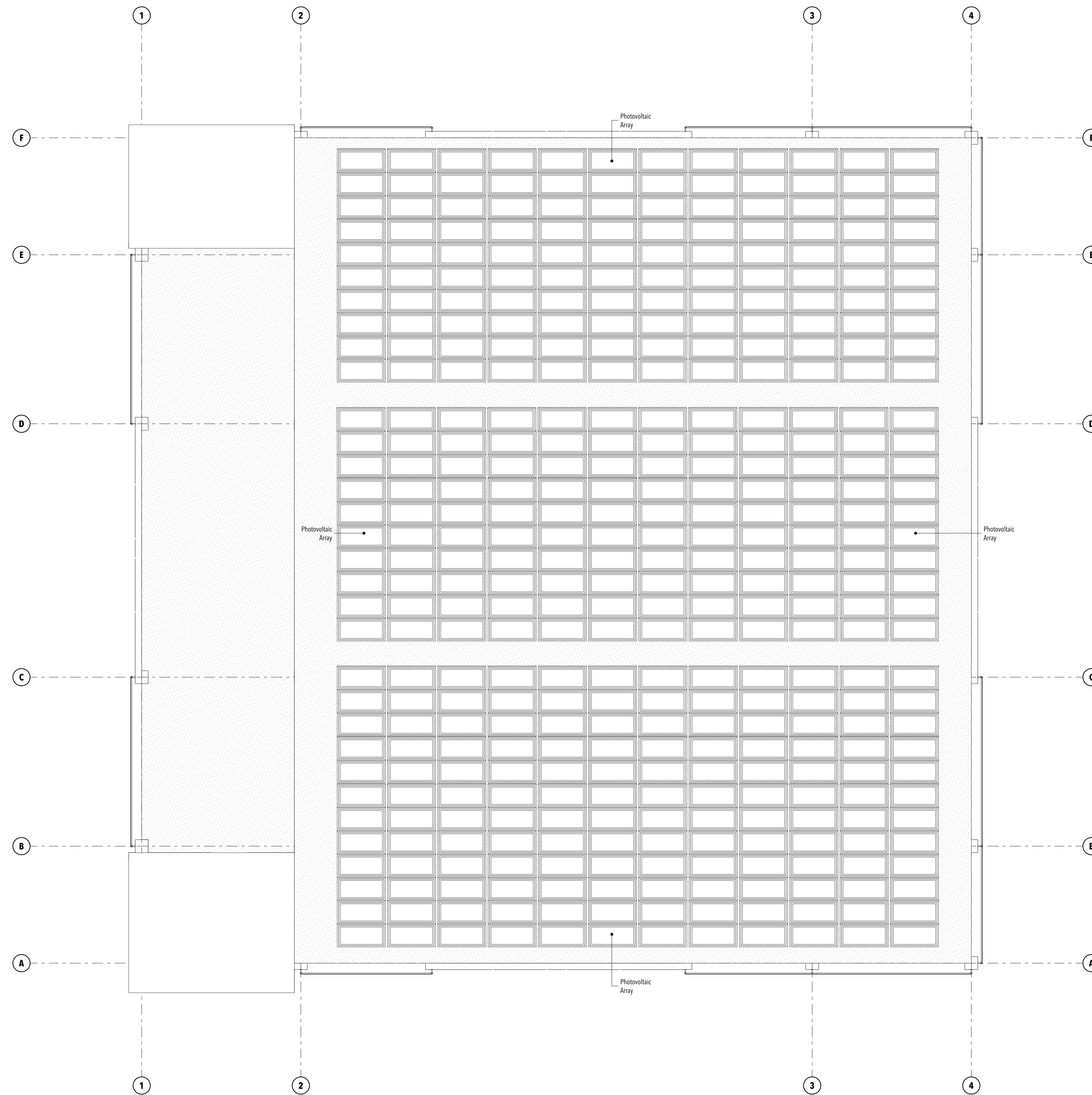
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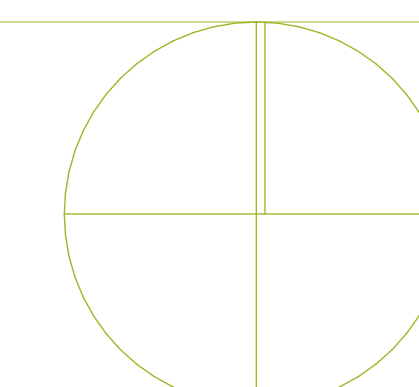
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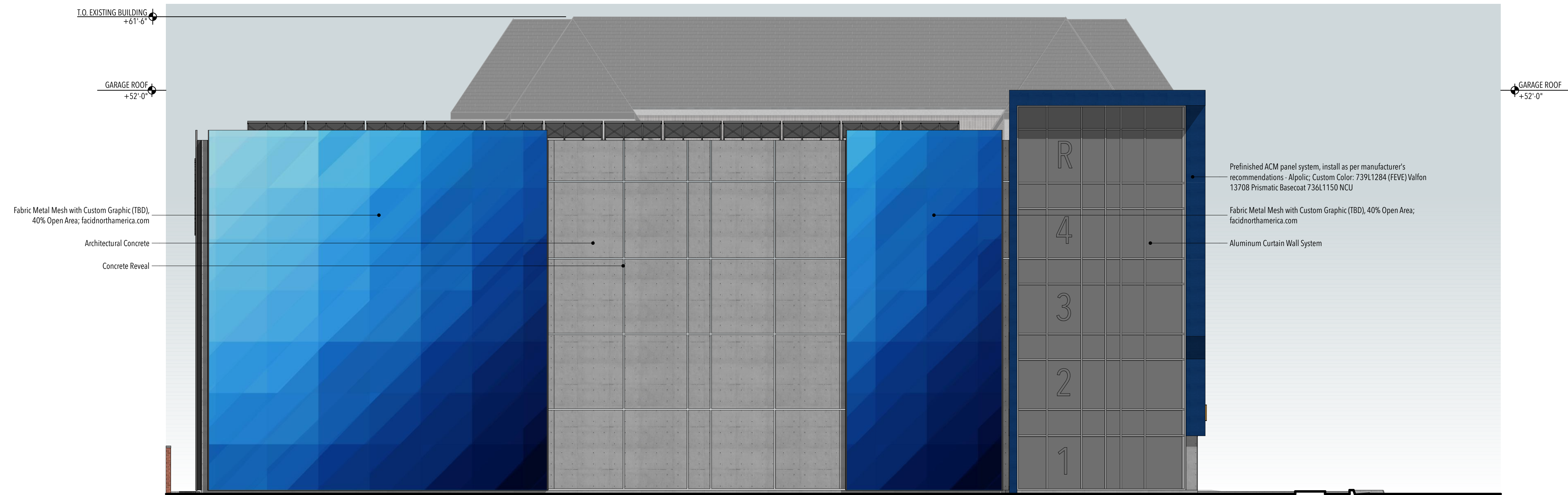
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NORTH ELEVATION

A 1/8" = 1'-0"



NORTH ELEVATION

B 1/8" = 1'-0"

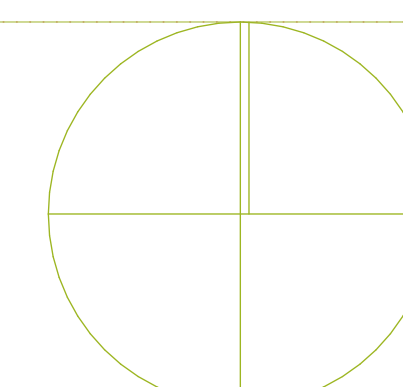
STUDIO 333 ARCHITECTS
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5TH SOUTH, SALT LAKE CITY, UT

NOT FOR CONSTRUCTION

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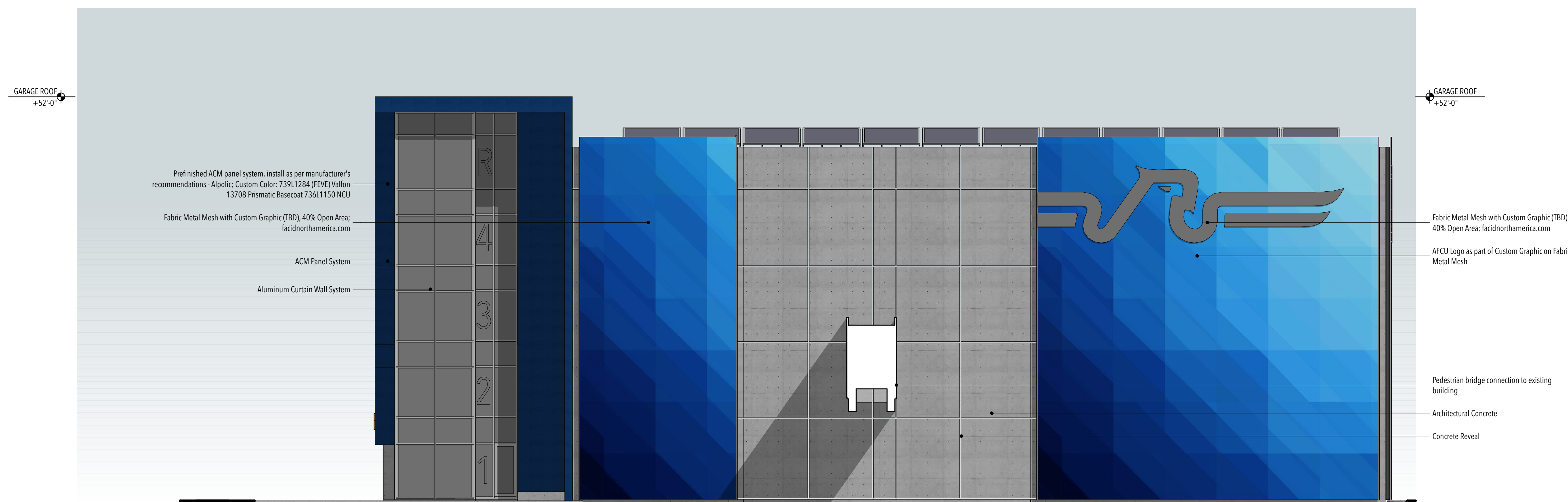
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DATE: 01.15.24
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SOUTH ELEVATION

A 1/8" = 1'-0"



SOUTH ELEVATION

B 1/8" = 1'-0"

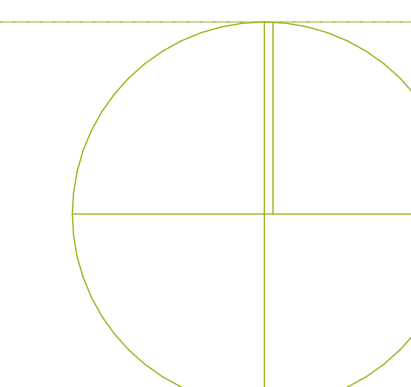
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AFCL - SLC METRO SITE STUDY
5TH SOUTH, SALT LAKE CITY, UT

NOT FOR CONSTRUCTION

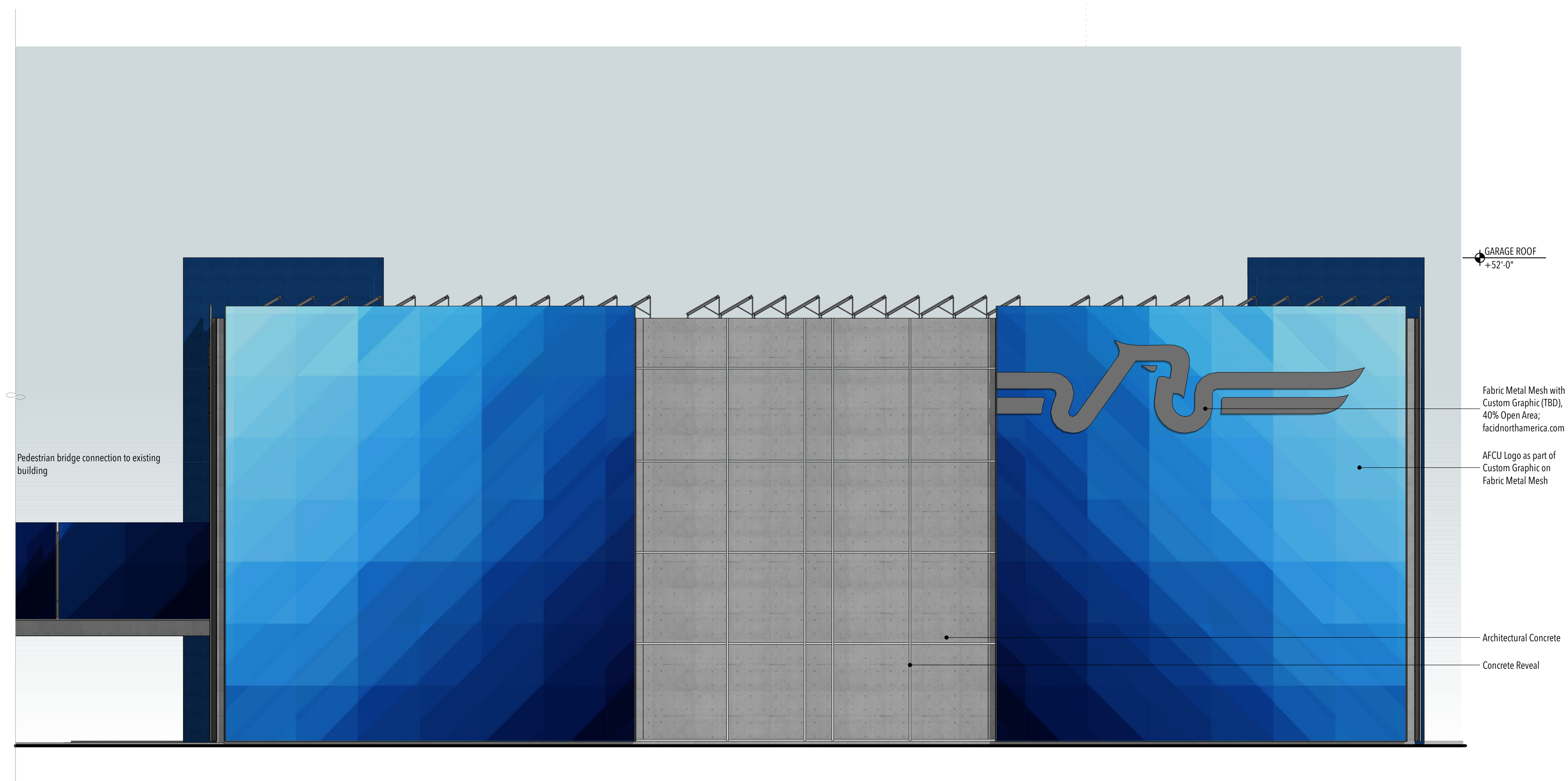
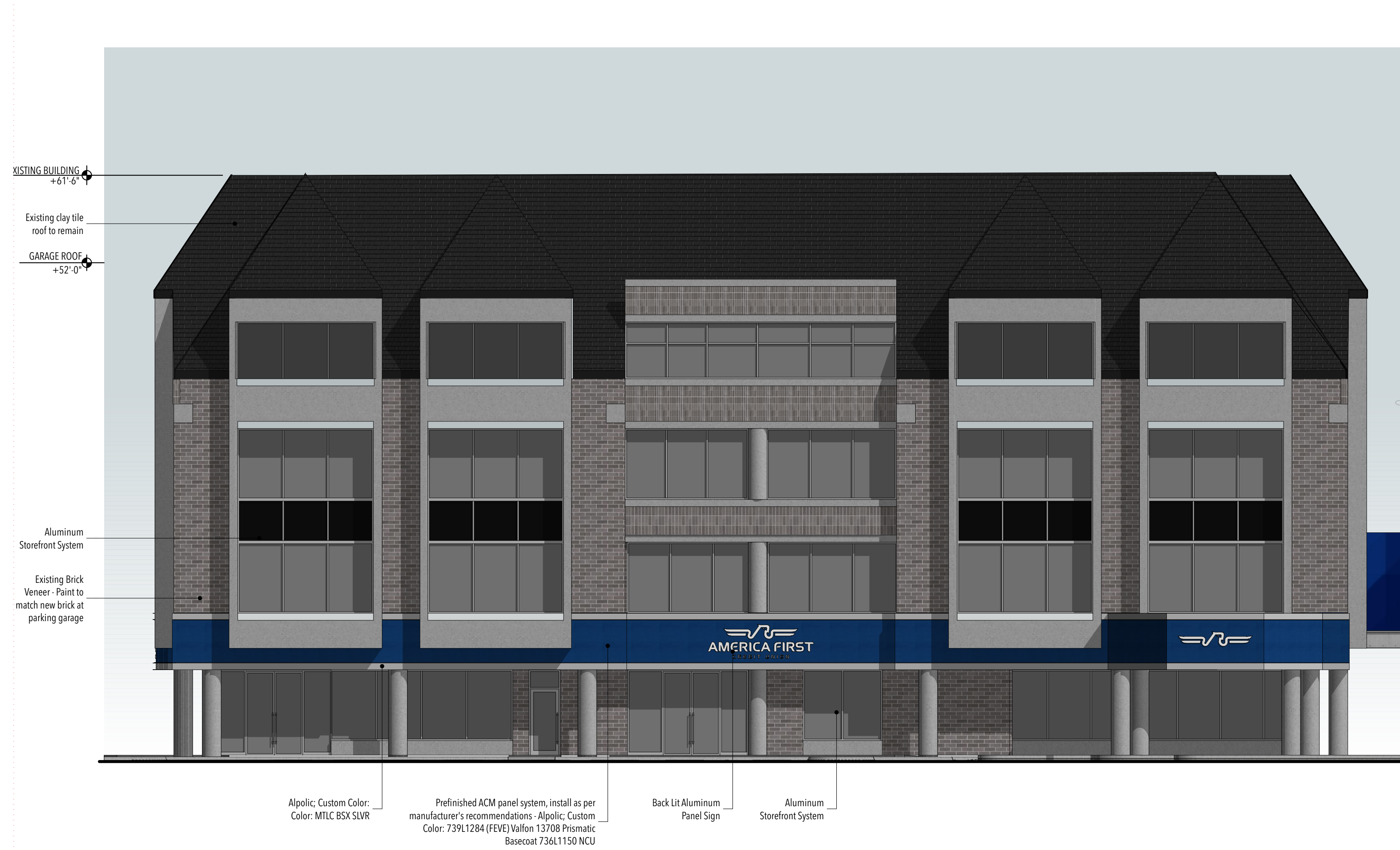
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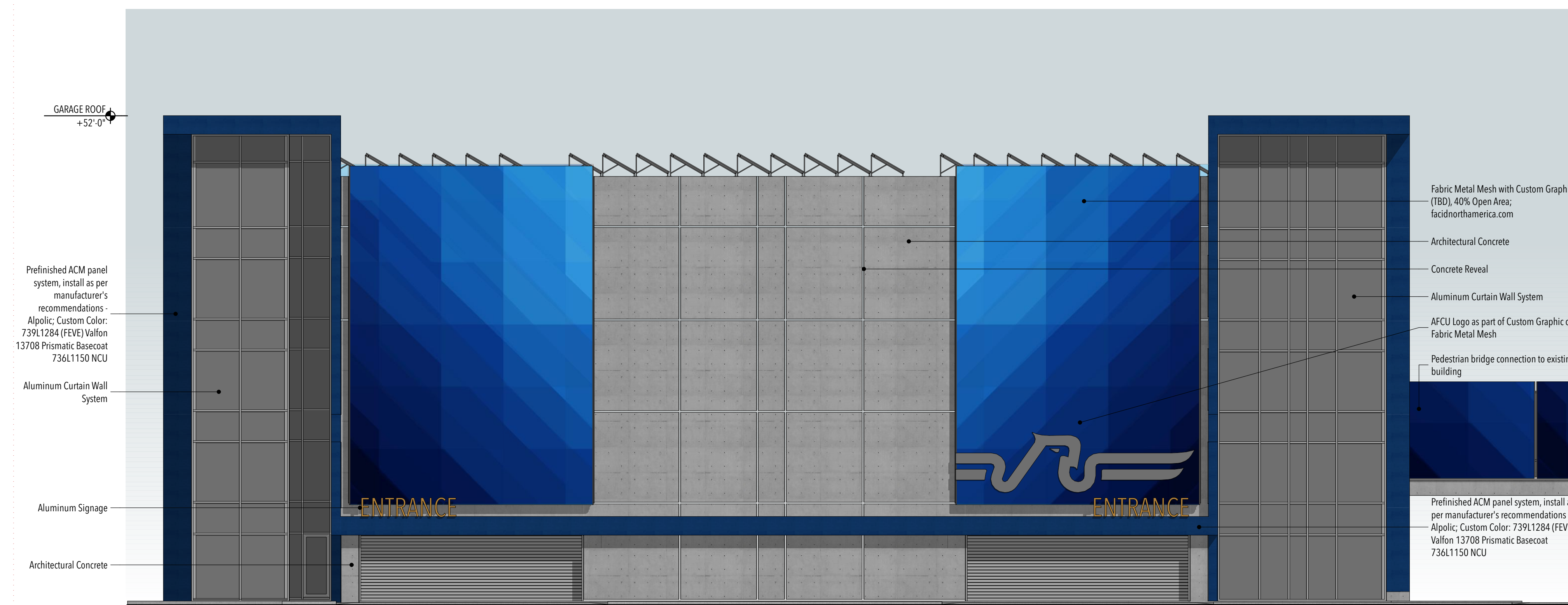
ELEVATIONS

A10



EAST ELEVATION

A 1/8" = 1'-0"



WEST ELEVATION

B 1/8" = 1'-0"

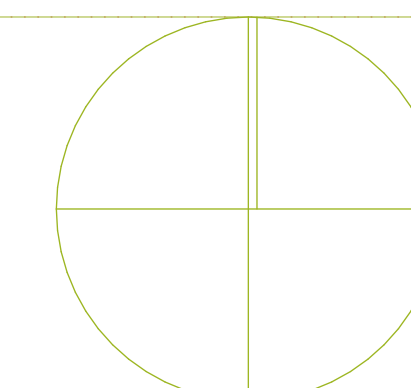
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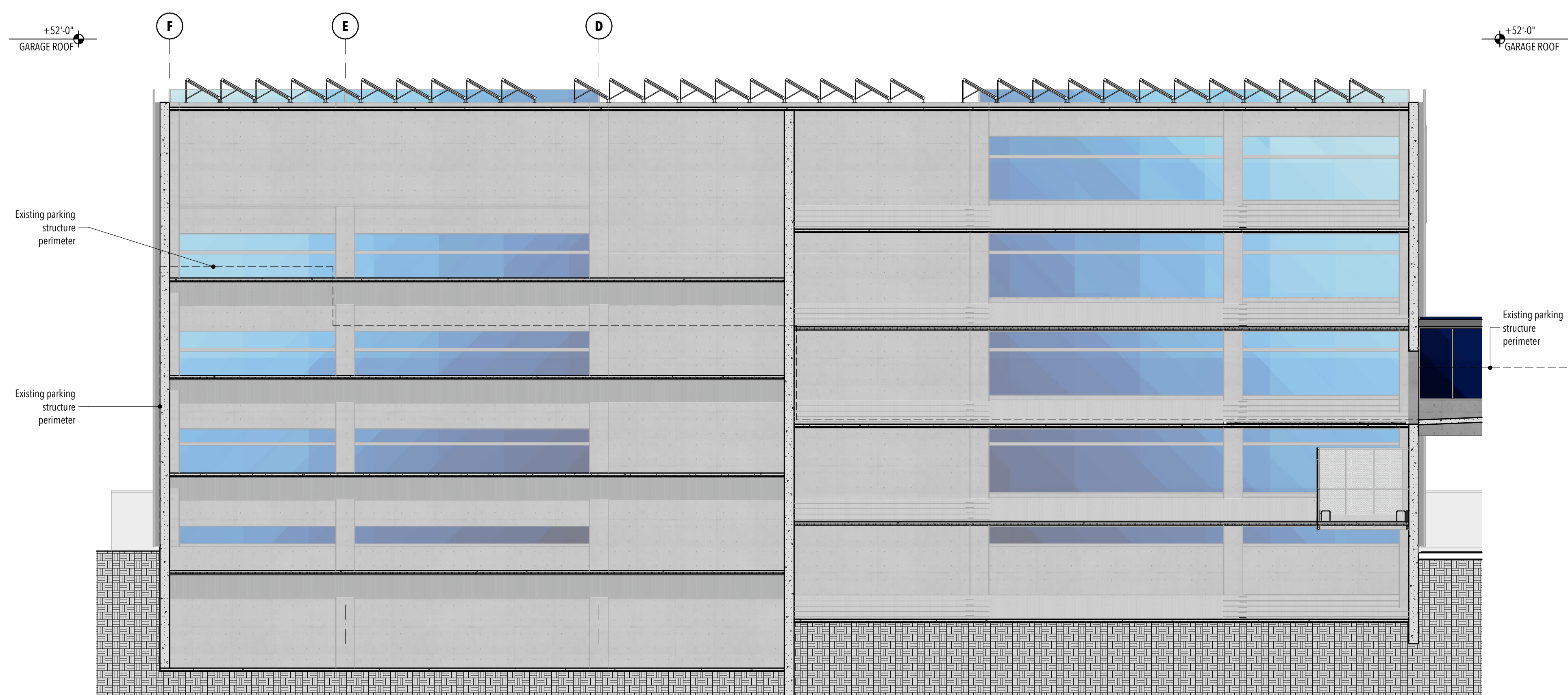
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ELEVATIONS

A11

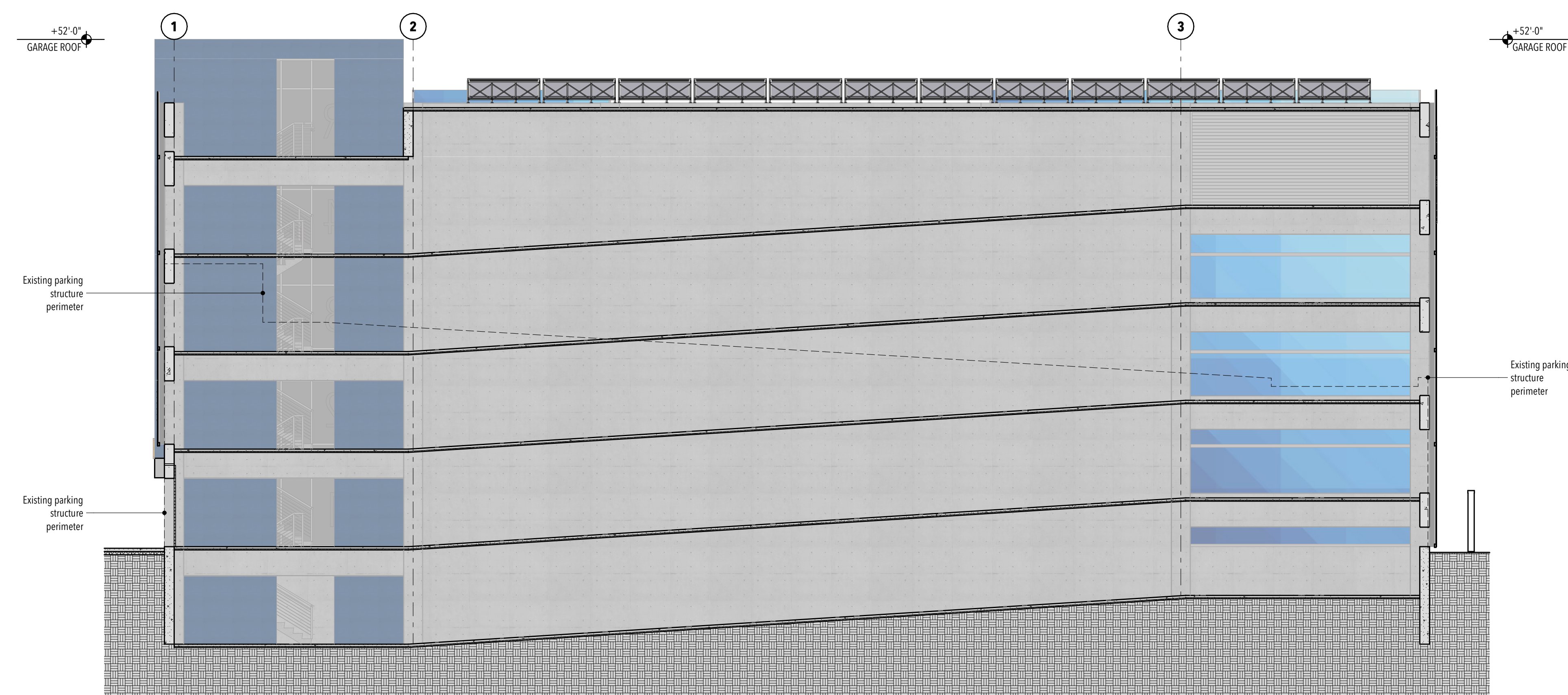
KEYED NOTES:



BUILDING SECTION 01

01

1/8" = 1'-0"



BUILDING SECTION 02

02

1/8" = 1'-0"

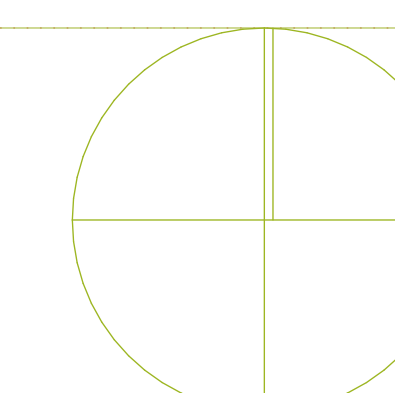
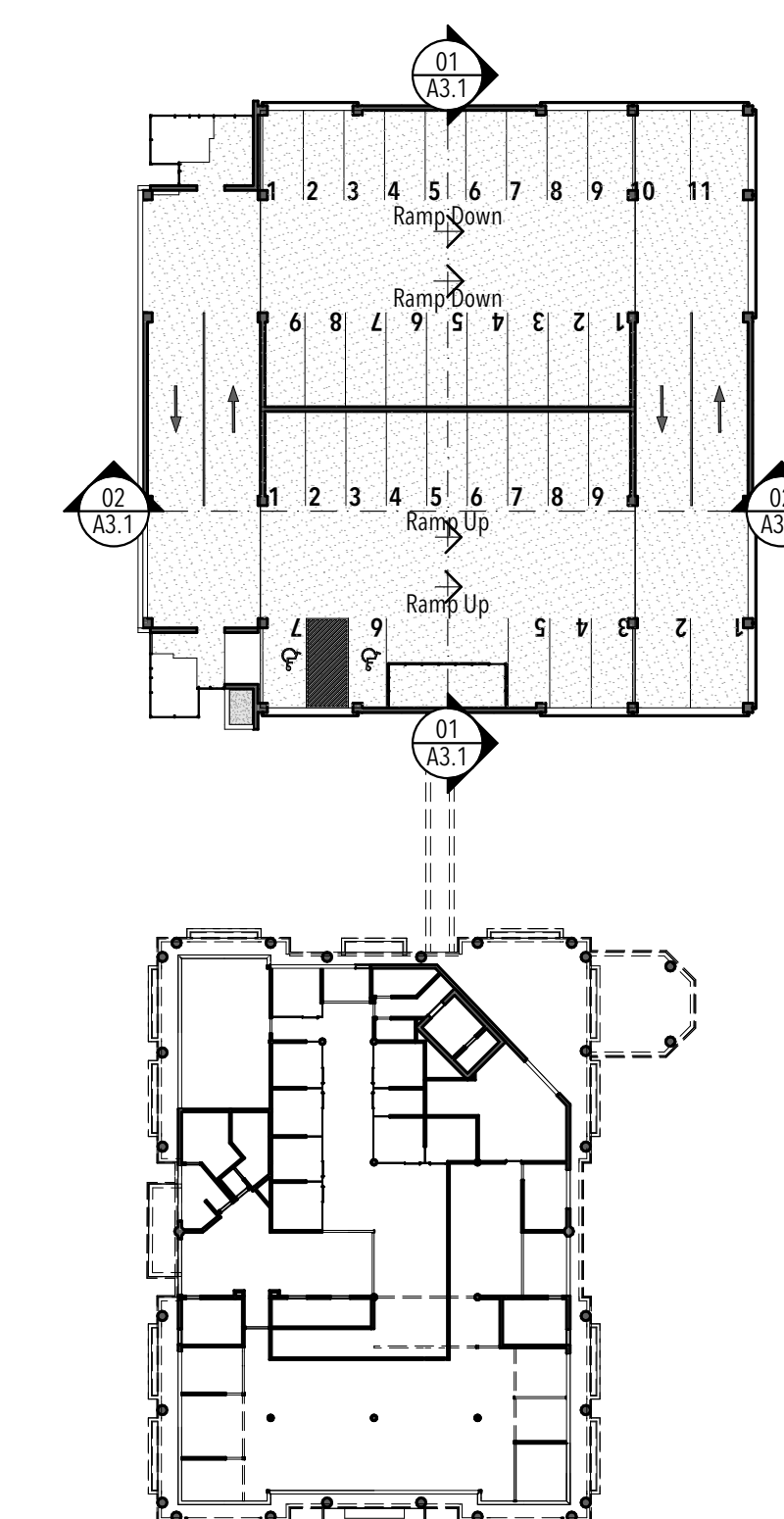
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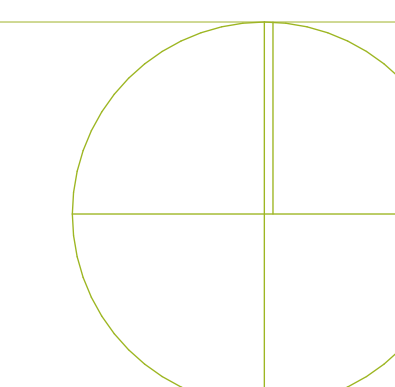
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 SCALE: 1:2.67



RENDERING A13



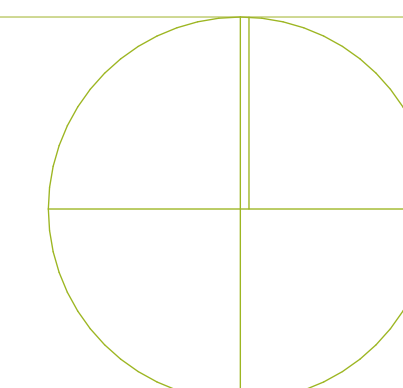
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 5TH SOUTH, SALT LAKE CITY, UT

NOT FOR CONSTRUCTION

NO.	DATE	DESCRIPTION

CONCEPTUAL DESIGN
 DATE: 01.15.24
 PROJECT NUMBER: 2314
 SCALE: 1:2.67



RENDERING

A14



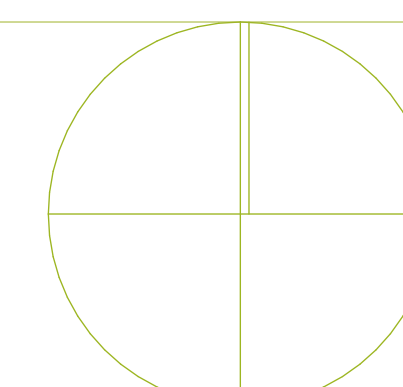
STUDIO 333 ARCHITECTS
 333 24TH STREET
 OGDEN, UT 84401
 801.394.3033

AFCU - SLC METRO SITE STUDY
 5TH SOUTH, SALT LAKE CITY, UT

NOT FOR CONSTRUCTION

NO.	DATE	DESCRIPTION

CONCEPTUAL DESIGN
 DATE: 01.15.24
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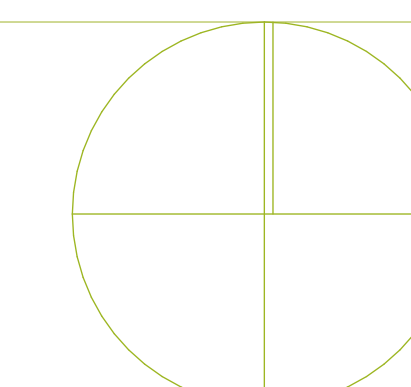
STUDIO 333 ARCHITECTS
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RENDERING



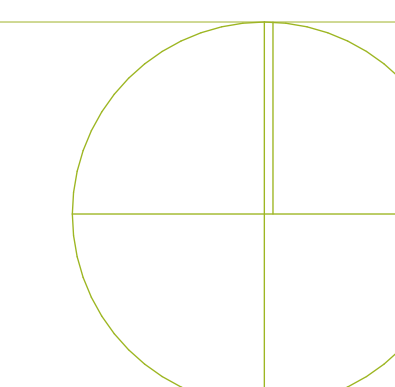
STUDIO 333 ARCHITECTS
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NO.	DATE	DESCRIPTION

CONCEPTUAL DESIGN
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 PROJECT NUMBER: 2314
 SCALE: 1:2.67



RENDERING

A17

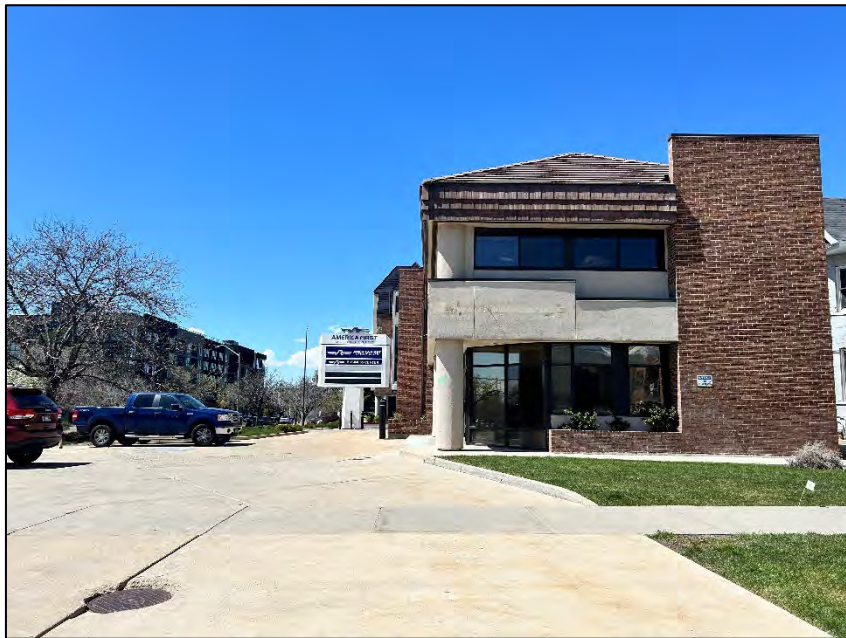
ATTACHMENT C: **Property & Vicinity Photographs**



Subject Property 1 – AFCU building at 455 E 500 S



Subject Property 2 – Office building at 475 E 500 S – driveway access #1



Office building at 475 E 500 S – driveway access #2



Driveway #3, which is closed and blocked with bollards



Local Landmark Site – 466 S 500 E – R-MU-45 zoning



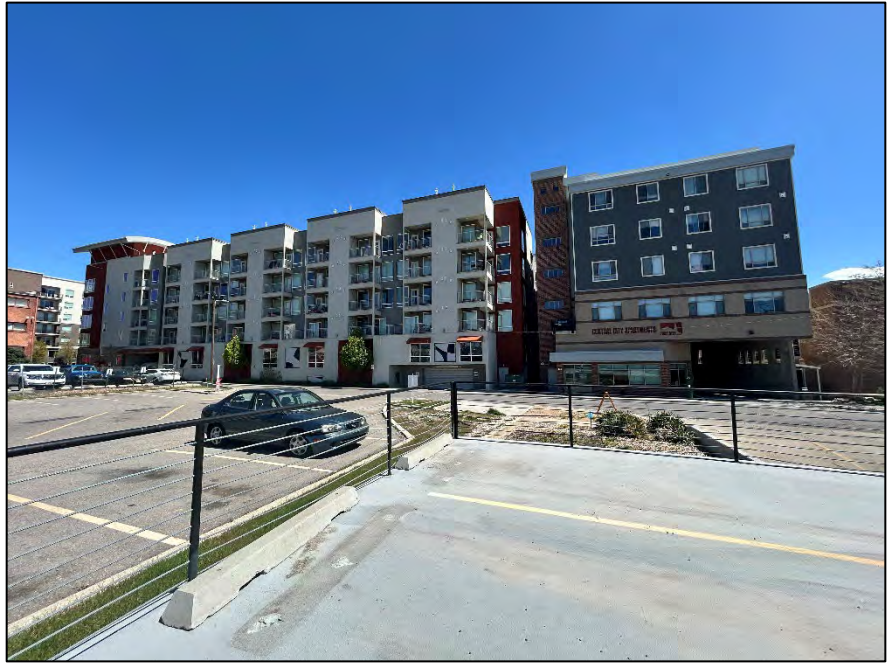
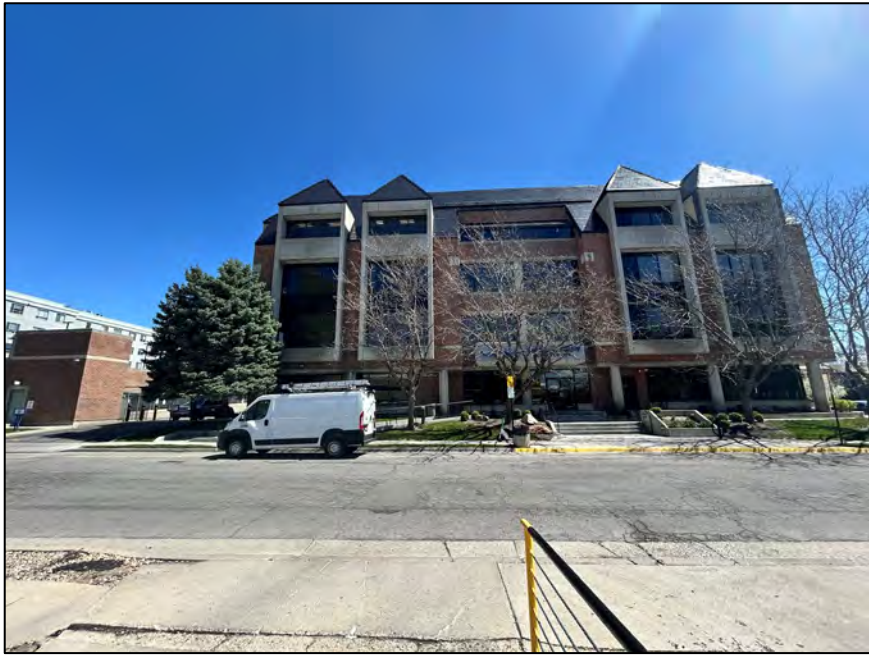
Buildings on west side of 500 East – R-MU-45 and TSA-UN-C zoning (grey structure in background)



Buildings on south side of 500 South – CN, RMF-75 and RO zoning



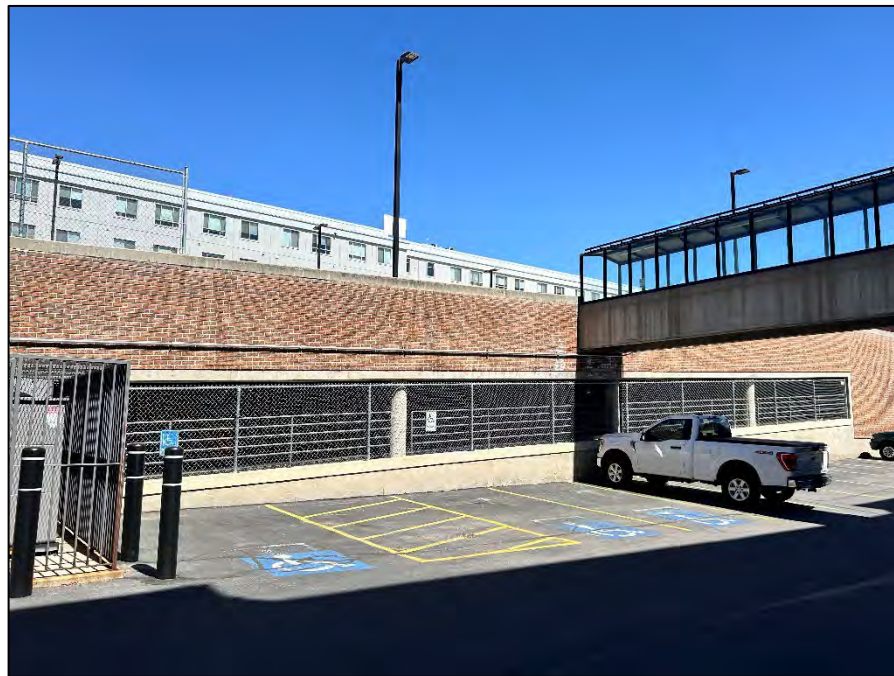
AFCU site from 500 South – driveway access #4 and #5



AFCU site from Denver Street – the two properties to the north are zoned TSA-UN-C



Partially underground surface parking on the west side of Denver Street – photos taken at 1 PM



Parking structure and sky bridge across to second level of AFCU building – driveway access #6-8

ATTACHMENT D: Comparison of R-MU-45 and RO Districts

The applicant is proposing to change the zoning of this property from R-MU-45 (Residential/Mixed Use) to RO (Residential/Office).

Purpose statement of the R-MU-45 (Residential/Mixed Use) District:

The purpose of the R-MU-45 Residential/Mixed Use District is to provide areas within the City for mixed use development that promotes residential urban neighborhoods containing residential, retail, service commercial and small scale office uses. The standards for the district reinforce the mixed use character of the area and promote appropriately scaled development that is pedestrian oriented.

Purpose statement of the RO (Residential/Office) District:

The RO Residential/Office District is intended to provide a suitable environment for a combination of residential dwellings and office use. This district is appropriate in areas of the City where the applicable Master Plans support high density mixed use development. The standards encourage the conversion of historic structures to office uses for the purpose of preserving the structure and promote new development that is appropriately scaled and compatible with the surrounding neighborhood.

REGULATION	EXISTING ZONING (RMU-45)	PROPOSED ZONING (RO)
Lot Area/Width	<p><u>Multi-Family Dwellings:</u> 5,000 sq ft for new lots. No minimum for existing lots. 50 ft. lot width</p> <p><u>Nonresidential Uses:</u> No minimum lot area or lot width</p> <p><i>*See table in 21A.24.168.C for additional uses</i></p>	<p><u>Offices:</u> 20,000 sq ft. 100 ft lot width</p> <p><u>Offices in Existing Buildings on Lots Less than 20,000 sq ft:</u> 5,000-20,000 sq ft. 50 ft lot width</p> <p><u>Multi-Family Dwellings:</u> No minimum. 100 ft. lot width</p> <p><u>Single-Family Residences:</u> 5,000 sq ft. 50 ft lot width</p> <p><u>Two-Family Dwellings:</u> 8,000 sq ft. 50 ft lot width</p>
Yards/Setbacks	<p><u>Nonresidential, Multifamily, and Mixed Use:</u></p> <p><u>Front/Corner side yard:</u> Minimum 5', Maximum 15'</p> <p><u>Interior side yard:</u> No setback required</p> <p><u>Rear yard:</u> 25% of lot depth, but need not exceed 30'</p>	<p><u>Multifamily, and Offices on Lots Greater than 20,000 sq ft:</u></p> <p><u>Front/Corner side yard:</u> 25'</p> <p><u>Interior side yard:</u> 15'</p> <p><u>Rear yard:</u> 25% of lot depth, but need not exceed 30'</p> <p><u>Single- and Two-Family, and Offices on Lots Less than 20,000 sq ft:</u></p> <p><u>Front/Corner side yard:</u> 20' and 10'</p> <p><u>Interior side yard:</u> Corner lots 10' and interior lots 4' on one side and 10' on the other</p> <p><u>Rear yard:</u> 25% of lot depth, but need not exceed 30'</p>
Building Coverage	NA	60%

Maximum Building Height	45', except that nonresidential buildings are limited to 20' and nonresidential uses are only permitted on the ground floor. Buildings up to a maximum of 55', may be authorized through the design review process.	60', except single- and two-family dwellings are limited to 30' and if the property abuts a zoning district with a greater maximum building height, then the maximum height is 90'
Minimum Open Space	For residential uses and mixed uses containing residential uses, not less than twenty percent (20%) of the lot area shall be maintained as an open space area. This open space area may take the form of landscaped yards or plazas and courtyards, subject to site plan review approval.	NA
Landscape Buffers	Not required unless abutting a single- or two-family residential district.	Not required unless abutting a single- or two-family residential district.
Parking Structures/Circulation	Parking structures not attached to the principal building shall maintain a 45' minimum setback from a front or corner side yard property line or be located behind the primary structure.	The maximum parking limit does not apply to parking provided in parking garages, stacked or racked parking structures, or to off-site parking that complies with all other requirements of this title. Parking garages must meet requirements in 21A.44.060.15 . Drive-Through Facilities must meet requirements in 21A.44.080
Parking	<u>Financial Institution</u> : 2 spaces per 1,000 sq ft <u>Offices</u> : 2 spaces per 1,000 <u>Maximum</u> : 3 spaces per 1,000 <i>*See Table 21A.44.040-A for additional uses</i>	<u>Financial Institution</u> : 2 spaces per 1,000 sq ft <u>Offices</u> : 3 spaces per 1,000 <u>Maximum</u> : 4 spaces per 1,000 <i>*See Table 21A.44.040-A for additional uses</i>

Permitted and Conditional Uses by District	RMU-45	RO
Accessory use, except those that are otherwise specifically regulated elsewhere in this title	P	P
Adaptive reuse of a landmark site	P	P ⁶
Affordable housing incentives development	P	P
Alcohol, bar establishment (2,500 square feet or less in floor area)	C ⁹	
Alcohol, brewpub (2,500 square feet or less in floor area)	C ⁹	
Animal, veterinary office	C	P ⁶
Art gallery	P	P
Artisan food production (2,500 square feet or less in floor area)	P ³	P
Bed and breakfast inn	P	P
Clinic (medical, dental)	P	P ⁶
Commercial food preparation	P ²¹	P ²¹
Community garden	P	P
Crematorium	C	
Daycare center, adult	P	P
Daycare center, child	P	P
Daycare, nonregistered home daycare	P ¹⁸	P ¹⁸
Daycare, registered home daycare or preschool	P ¹⁸	P ¹⁸
Dwelling, accessory unit	P	P
Dwelling, assisted living facility (large)	P	
Dwelling, assisted living facility (limited capacity)	P	P
Dwelling, assisted living facility (small)	P	
Dwelling, congregate care facility (large)	C	C
Dwelling, congregate care facility (small)	P	P
Dwelling, group home (large)	C	C ¹⁴
Dwelling, group home (small)	P	P ¹⁵
Dwelling, manufactured home	P	
Dwelling, multi- family	P	P
Dwelling, residential support (large)	C	C ¹⁶
Dwelling, residential support (small)	C	P ¹⁷
Dwelling, rooming (boarding) house	C	P

Dwelling, single- family (attached)	P	P
Dwelling, single- family (detached)	P	P
Dwelling, twin home and two- family	P	P
Financial institution	P	P ⁶
Funeral home	P	P
Governmental facility	C	C ⁶
Home occupation	P ²⁰	P ²⁰
Laboratory, medical related	P ²¹	P ²¹
Library	C	C
Mixed use development	P	P
Mobile food business (operation on private property)	P	
Municipal service use, including City utility use and police and fire station	C	C
Museum	P	P
Nursing care facility	P	
Office, excluding medical and dental clinic and office	P	P ⁶
Open space on lots less than 4 acres in size	P	P
Park	P	P
Parking, off site (to support nonconforming uses in a residential zone or uses in the CN or CB Zones)	C	C
Parking, park and ride lot shared with existing use	P	P
Place of worship on lots less than 4 acres in size	C	C
Reception center	P	
Recreation (indoor)	P	P
Research and development facility		P ²¹
Restaurant	P	P
Retail goods establishment	P	
Retail goods establishment, plant and garden shop with outdoor retail sales area	P	
Retail service establishment	P	
School, music conservatory	C	
School, professional and vocational	C	P ⁶
School, seminary and religious institute	C	C
Seasonal farm stand	P	P

Shared housing	P	
Studio, art	P	P
Technology facility	P ²¹	P ²¹
Temporary use of closed schools and churches	C ¹⁹	
Theater, live performance	C ¹³	C ¹³
Theater, movie	C	C
Urban farm	P	P
Utility, building or structure	P ⁵	P ^{5, 7}
Utility, transmission wire, line, pipe or pole	P ⁵	P ⁵

Qualifying provisions:

1. A single apartment unit may be located above first floor retail/office.
2. Provided that no more than 2 two-family buildings are located adjacent to one another and no more than 3 such dwellings are located along the same block face (within subdivisions approved after April 12, 1995).
3. Must contain retail component for on-site food sales.
4. Reserved.
5. See subsection [21A.02.050B](#) of this title for utility regulations.
6. Building additions on lots less than 20,000 square feet for office uses may not exceed 50 percent of the building's footprint. Building additions greater than 50 percent of the building's footprint or new office building construction are subject to a design review.
7. Subject to conformance to the provisions in section [21A.02.050](#) of this title.
8. Subject to conformance with the provisions of subsection [21A.24.010S](#) of this title.
9. Subject to conformance with the provisions in section [21A.36.300](#), "Alcohol Related Establishments", of this title.
10. In the RB Zoning District, the total square footage, including patio space, shall not exceed 2,200 square feet in total. Total square footage will include a maximum 1,750 square feet of floor space within a business and a maximum of 450 square feet in an outdoor patio area.
11. Accessory guest or servant's quarters must be located within the buildable area on the lot.
12. Subject to conformance with the provisions of section [21A.36.150](#) of this title.
13. Prohibited within 1,000 feet of a Single- or Two-Family Zoning District.
14. Large group homes established in the RB and RO Districts shall be located above the ground floor.
15. Small group homes established in the RB and RO Districts shall be located above the ground floor.
16. Large residential support established in RO Districts shall be located above the ground floor.
17. Small residential support established in RO Districts shall be located above the ground floor.
18. Subject to section [21A.36.130](#) of this title.
19. Subject to section [21A.36.170](#) of this title.
20. Subject to section [21A.36.030](#) of this title.
21. Consult the water use and/or consumption limitations of Subsection [21A.33.010.D](#).

ATTACHMENT E: Analysis of Standards – Standards for General Amendments

ZONING MAP AMENDMENT

21A.50.050: A decision to amend the text of this title or the zoning map by general amendment is a matter committed to the legislative discretion of the city council and is not controlled by any one standard. In making a decision to amend the zoning map, the City Council should consider the following:

1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;

The rezone from R-MU-45 would facilitate the construction of a parking structure that provides more parking than the RO zone requires, which is inconsistent with the goals and policies of citywide plans. This is further articulated and discussed in the Key Considerations section of this report.

Plan Salt Lake

Specifically, the subject property is located in an area specifically designated as appropriate for transit oriented development that supports high-density, mixed use, walkable development. While the rezone would allow for more density, the RO zoning district does not have associated design standards that ensure new development is pedestrian-oriented and compatible with existing and anticipated development patterns.

The proposed text amendment to permit drive-through's associated with financial institutions conflicts with the sustainability, placemaking, and pedestrian-oriented initiatives and plans within the city.

Central Community Plan

The subject properties in the Central City neighborhood are designated for residential/office mixed-use development according to the future land use map. The proposed zoning map amendment aligns with this designation and nearby zoning. However, it fails to adequately address the community plan's goals of creating livable neighborhoods, sustainable commerce, and active public spaces, while conflicting with pedestrian mobility objectives.

While providing enough parking to serve a property's uses is acceptable, the methods proposed (rezoning the property, introducing drive-throughs as permitted uses, and seeking modifications to zoning standards) does not align with the plans overall vision of a mixed-use, pedestrian friendly neighborhood.

2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.

The purpose of the Zoning Ordinance is to promote the health, safety, morals, convenience, order, prosperity and welfare of the present and future inhabitants of Salt Lake City, to implement the adopted plans of the city, and, in addition:

- A. Lessen congestion in the streets or roads;
- B. Secure safety from fire and other dangers;
- C. Provide adequate light and air;
- D. Classify land uses and distribute land development and utilization;
- E. Protect the tax base;
- F. Secure economy in governmental expenditures;
- G. Foster the city's industrial, business and residential development; and
- H. Protect the environment.

Zoning District Purpose

The standards of the RO district “encourage the conversion of historic structures to office uses for the purpose of preserving the structure and promote new development that is appropriately scaled and compatible with the surrounding neighborhood.” The proposed rezone is being requested to increase the development potential of the property. This is acceptable and the City supports the RO zone’s high-density mixed-use purpose, but the proposed development does not provide a mix of uses and is only being requested to increase parking capacity of the site. Additionally, the RO zone lacks appropriate design standards to support a pedestrian oriented streetscape.

21A.50.010 Purpose Statement

This amendment process is not intended to relieve particular hardships nor to confer special privileges or rights upon any person, but only to make adjustments necessary in light of changed conditions or changes in public policy. The subject properties were rezoned from RO to R-MU-45 in 2012. Since that time, there have not been policy changes to warrant rezoning back to the RO district. The R-MU district is appropriate and supports the existing development and surrounding uses.

3. The extent to which a proposed map amendment will affect adjacent properties;

While the proposed RO zone would allow for similar land uses to the R-MU-45 district, the zone would introduce higher-density development that could impact adjacent properties, potentially altering the neighborhood's character. This could lead to concerns about compatibility with existing transit-oriented development patterns and the surrounding environment, particularly if future development lacks pedestrian-scaled design elements due to the RO zone not having design standards.

4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards;

N/A – The properties do abut a Local Landmark Site at 466 S 500 E. The site is protected and is highly unlikely to be redeveloped due to its status.

5. 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.

The proposal was reviewed by all applicable city departments and no concerns were raised. Full review comments are in Attachment G.

ZONING TEXT AMENDMENT

21A.50.050: A decision to amend the text of this title or the zoning map by general amendment is a matter committed to the legislative discretion of the city council and is not controlled by any one standard. In making a decision to amend the zoning map, the City Council should consider the following:

1. 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;

Similar to the zoning map amendment, allowing drive-through facilities contradicts the goals of Plan Salt Lake and the Central Community Plan. These documents emphasize creating walkable, pedestrian-friendly environments and reducing automobile dependence. Introducing drive-through facilities would encourage autocratic development, undermining the principles of sustainability and placemaking outlined in the planning documents.

2. Whether a proposed text amendment furthers the specific purpose statements of the zoning ordinance.

21A.02.030 Purpose and Intent

Permitting additional drive-through facilities along the 500 and 600 South corridors does not “lessen congestion in the streets or roads”. Denying the amendment would not impact the use of the property and the existing drive-through facility would remain a nonconforming use.

Zoning District Purpose

The RO district is designed to support high-density mixed-use development, combining residential and office uses. The standards of the RO district aim to promote development that is appropriately scaled and compatible with the surrounding neighborhood. Drive-through facilities, with their emphasis on vehicular access and circulation, do not align with the pedestrian-friendly and community-oriented character desired in mixed-use environments.

21A.50.010 Purpose Statement

Presuming the proposed zoning map amendment is approved and the land is rezoned to RO (Residential/Office), the applicant seeks to amend the RO Residential/Office land use table in section 21A.33.020 to add “Financial Institution, with Drive-Through Facility” as a permitted use in the zone with the following footnote: “Allow for a financial institution with drive-through facilities within an RO District along 500 South & 600 South Rights-of-way between 700 East Right-of-way and Interstate 15.”

At the time of the request, the only properties along 500 and 600 South with the RO zoning designation are located between 200 and 600 East. Of those, the subject property is the sole financial institution that would be impacted by the amendment. There are other existing financial institutions within the boundary that are not zoned RO, thus would not be permitted to add a drive-through component to serve their customers. The amendment process is not intended to relieve particular hardships nor to confer special privileges or rights upon any person, but only to make adjustments necessary in light of changed conditions or changes in public policy. There have not been changes in public policy that support the amendment.

4. Whether a proposed text amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards;

The properties are not within an overlay zone. The text amendment would allow drive-through uses through the Central City local historic district which begins on the east side of 500 East.

5. The extent to which a proposed text amendment implements best current, professional practices of urban planning and design.

Sustainability

Sustainable urban planning emphasizes reducing reliance on automobiles, promoting walkability, and minimizing environmental impacts, none of which are advanced by facilitating drive-through facilities.

Equity

The applicant's narrative explains that drive-through access promotes equity by providing service accessibility for residents living elsewhere or those opting for convenience, especially if they cannot physically enter the bank. Plan Salt Lake also stresses the importance of equity with an initiative to "pursue equitable access to privately provided services and amenities across the City." Planning staff recognizes that drive-through facilities provide business access for individuals with disabilities or others who may have difficulty leaving their vehicles to access services. While this is acknowledged, the subject properties are in a location where transit-oriented development is prominent and not compatible with new drive-through uses. Additionally, the existing drive-through would be allowed to remain as a non-conforming use.

Growth

The text amendment does not align with the City's goals of creating vibrant, mixed-use, and transit-oriented developments. The subject properties in particular are adjacent to a TOD corridor where public transportation is easily accessible and within one-quarter mile of the property.

Opportunity

The text amendment would change the existing conforming drive-through facility to a permitted use. It would also allow for new financial institutions to relocate within the boundaries to be allowed the same uses. While it does offer specific opportunities for these types of businesses, its overall compatibility with the anticipated direction of the City's growth is lacking.

ATTACHMENT F: **Planned Development Standards**

21A.55.050: Standards for Planned Developments: The planning commission may approve, approve with conditions, or deny a planned development based upon written findings of fact according to each of the following standards. It is the responsibility of the applicant to provide written and graphic evidence demonstrating compliance with the following standards.

The Finding for each standard is the recommendation of the Planning Division based on the facts associated with the proposal, the discussion that follows, and the input received during the engagement process. Input received after the staff report is published has not been considered in this report.

A. Planned Development Objectives: The planned development shall meet the purpose statement for a planned development (section 21A.55.010 of this chapter) and will achieve at least one of the objectives stated in said section. To determine if a planned development objective has been achieved, the applicant shall demonstrate that at least one of the strategies associated with the objective are included in the proposed planned development. The applicant shall also demonstrate why modifications to the zoning regulations are necessary to meet the purpose statement for a planned development. The Planning Commission should consider the relationship between the proposed modifications to the zoning regulations and the purpose of a planned development, and determine if the project will result in a more enhanced product than would be achievable through strict application of the land use regulations.

Planned Development Purpose Statement: A planned development is intended to encourage the efficient use of land and resources, promoting greater efficiency in public and utility services and encouraging innovation in the planning and building of all types of development. Further, a planned development implements the purpose statement of the zoning district in which the project is located, utilizing an alternative approach to the design of the property and related physical facilities. A planned development incorporates special development characteristics that help to achieve City goals identified in adopted Master Plans and that provide an overall benefit to the community as determined by the planned development objectives. A planned development will result in a more enhanced product than would be achievable through strict application of land use regulations, while enabling the development to be compatible with adjacent and nearby land developments.

Discussion: The proposal to reduce the required setbacks of the RO (Residential/Office) zoning district to construct a large parking structure does not meet the purpose of Planned Developments by providing a more enhanced product than what would be required if the property was developed under the base RO (Residential/Office) zoning district. The project does not encourage efficient land and resource use or promote greater efficiency in public and utility services. While it aims to address parking needs, it does not demonstrate innovative or alternative approaches to property design. Additionally, the increased parking does not provide an overall benefit to the community as outlined in the planned development objectives. Instead of enhancing the development beyond what is achievable through strict

land use regulations, the focus is primarily on accommodating individual needs without considering broader community benefits. Furthermore, the proposal relies on the property being rezoned to RO (Residential/Office), which does not ensure compatibility with adjacent and nearby land developments, particularly regarding pedestrian-oriented design, as the RO zone does not have design standards. Therefore, it does not meet the purpose statement or objectives to qualify for a planned development.

Additionally, the modifications do not result in a more enhanced product than would be achievable through strict application of the RO (Residential/Office) standards. The applicant's narrative states that the project achieves the Master Plan Implementation objective by supporting the Transportation and Economic Development portions of the Central Community Plan. Evidence has not been provided that demonstrates the proposed modifications are necessary to meet the purpose of a Planned Development, or necessary to utilize the property as intended in the RO (Residential/Office) zoning district.

Finding: Meets Purpose Statement Does Not Meet Purpose Statement

A. Open Space And Natural Lands: Preserving, protecting or creating open space and natural lands:

1. Inclusion of community gathering places or public recreational opportunities, such as new trails or trails that connect to existing or planned trail systems, playgrounds or other similar types of facilities.
2. Preservation of critical lands, watershed areas, riparian corridors and/or the urban forest.
3. Development of connected greenways and/or wildlife corridors.
4. Daylighting of creeks/water bodies.
5. Inclusion of local food production areas, such as community gardens.
6. Clustering of development to preserve open spaces.

Discussion: The applicant is not intending to meet this objective. Only one Planned Development objective must be fulfilled.

Finding: Objective Satisfied Objective Not Satisfied

B. Historic Preservation:

1. Preservation, restoration, or adaptive reuse of buildings or structures that contribute to the character of the City either architecturally and/or historically, and that contribute to the general welfare of the residents of the City.
2. Preservation of, or enhancement to, historically significant landscapes that contribute to the character of the City and contribute to the general welfare of the City's residents.

Discussion: The applicant is not intending to meet this objective. Only one Planned Development objective must be fulfilled.

<p>Finding: <input type="checkbox"/> Objective Satisfied <input checked="" type="checkbox"/> Objective Not Satisfied</p>
<p>C. Housing: Providing affordable housing or types of housing that helps achieve the City's housing goals and policies:</p> <ol style="list-style-type: none"> 1. At least twenty percent (20%) of the housing must be for those with incomes that are at or below eighty percent (80%) of the area median income. 2. The proposal includes housing types that are not commonly found in the existing neighborhood but are of a scale that is typical to the neighborhood.
<p>Discussion: The applicant is not intending to meet this objective. Only one Planned Development objective must be fulfilled.</p>
<p>Finding: <input type="checkbox"/> Objective Satisfied <input checked="" type="checkbox"/> Objective Not Satisfied</p>
<p>D. Mobility: Enhances accessibility and mobility:</p> <ol style="list-style-type: none"> 1. Creating new interior block walkway connections that connect through a block or improve connectivity to transit or the bicycle network. 2. Improvements that encourage transportation options other than just the automobile.
<p>Discussion: The applicant is not intending to meet this objective. Only one Planned Development objective must be fulfilled.</p>
<p>Finding: <input type="checkbox"/> Objective Satisfied <input checked="" type="checkbox"/> Objective Not Satisfied</p>
<p>E. Sustainability: Creation of a project that achieves exceptional performance with regards to resource consumption and impact on natural systems:</p> <ol style="list-style-type: none"> 1. Energy Use And Generation: Design of the building, its systems, and/or site that allow for a significant reduction in energy usage as compared with other buildings of similar type and/or the generation of energy from an on-site renewable resource. 2. Reuse Of Priority Site: Locate on a brownfield where soil or groundwater contamination has been identified, and where the local, State, or national authority (whichever has jurisdiction) requires its remediation. Perform remediation to the satisfaction of that authority.
<p>Discussion: The applicant is not intending to meet this objective. Only one Planned Development objective must be fulfilled.</p>
<p>Finding: <input type="checkbox"/> Objective Satisfied <input checked="" type="checkbox"/> Objective Not Satisfied</p>
<p>F. Master Plan Implementation: A project that helps implement portions of an adopted Master Plan in instances where the Master Plan provides specific guidance on the character of the immediate vicinity of the proposal:</p>

1. A project that is consistent with the guidance of the Master Plan related to building scale, building orientation, site layout, or other similar character-defining features. (Ord. 8-18, 2018)

Discussion: The applicant also provided reasoning from Plan Salt Lake that the project supports the growth of small businesses and neighborhood business nodes by providing financial services within Central City and improves the existing relationships with economic development partners, as AFCU strengthens business and community development in the City. Staff agrees with the importance of these nodes, but the proposal does not address specific guidance within the plan related to building scale, orientation, site layout, or other similar character-defining features. While the financial institution supports the economic initiatives, the Planned Development proposal is related to reduced building setbacks for the new parking garage. The existing structure and surface stalls provide more than the required number of stalls to serve the two office buildings under the RO (Residential/Office) zoning district and expanding the parking uses does not help implement additional plan elements that have not already been addressed.

Planning staff finds that the proposal to construct a parking structure with reduced setbacks does not meet the Master Plan Implementation objective.

Finding: Objective Satisfied Objective Not Satisfied

B. Master Plan Compatibility: The proposed planned development is generally consistent with adopted policies set forth in the Citywide, community, and/or small area Master Plan that is applicable to the site where the planned development will be located.

Finding: Does Not Comply

The subject properties are within the Central Community neighborhood, governed by the Central Community Plan (2005), which designates them as "Residential/Office Mixed Use." The applicant explains that their proposal aligns with the plan's objectives by maintaining traffic flow and providing job opportunities and accessible shopping. The plan explicitly identifies streets and circulation as primary concerns within the neighborhood and advocates for initiatives aimed at minimizing private automobile use by providing essential services within walking distance of residential areas. The plan emphasizes promoting walkability, reducing street widths, and enhancing pedestrian amenities, which is not supported by the proposal.

Similarly, the East Downtown Neighborhood Plan (1990) outlines goals to preserve the area's residential character and support medium- to high-density mixed-use development. While the proposal maintains traffic flow, it does not fully align with the plan's vision for a vibrant, mixed-use urban neighborhood. The purpose of the plan is to:

1. Stop the erosion of the residential character of the area of East Downtown Neighborhood.
2. Preserve and enhance the neighborhood's unique character and viability.

3. Suggest several courses of action that will develop the neighborhood and create a vibrant, strong, integrated mixed use urban neighborhood or village, with a blend of residential and economic, or employment needs, and components.

The applicant stated the proposal meets the plans Transportation policy (p.6) by “maintain[ing] traffic flow on streets essential to through traffic to the CBD”, which is accurate. The proposal will not impede traffic, but it does not further the overall purpose of the small area plan, which envisions a medium- to high-density mixed-use neighborhood with a blend of residential and economic components.

Furthermore, the applicant’s reference to "theme areas" and the "Institutional District" is unclear. Other than describing the boundary of the “Institutional District” as between South Temple and 600 South and 200 East and 700 East, the plan does not provide guidance on this aspect, which makes it challenging to review the proposal's alignment with intent of the district.

The proposal to construct a parking structure, with more parking than required in the RO zone, does not adhere to the plan's broader objectives of promoting walkability, preserving neighborhood character, and fostering vibrant mixed-use communities. Overall, the requested zoning modifications are not consistent with the adopted policies set forth in the Central Community Plan or Plan Salt Lake, as detailed in Consideration 1.

Condition(s):

C. Design And Compatibility: The proposed planned development is compatible with the area the planned development will be located and is designed to achieve a more enhanced product than would be achievable through strict application of land use regulations. In determining design and compatibility, the Planning Commission should consider:

1. Whether the scale, mass, and intensity of the proposed planned development is compatible with the neighborhood where the planned development will be located and/or the policies stated in an applicable Master Plan related to building and site design;

Finding: Does Not Comply

Discussion:

The scale of the existing development (five-story AFCU building and the two-story offices within a historic structure) is compatible with the surrounding development pattern of the neighborhood, which varies in nature throughout Central City.

Other than the subject properties and existing historic structures that abut the property and have been converted to office uses, the surrounding zoning is intended for higher density, mixed-use development. The proposed parking structure is not compatible with the desired development pattern of the neighborhood, specifically along the northern portion of 500 South, which is zoned for transit station development, where pedestrian oriented

development and walkability are the pillars of zoning district. The reduced setbacks do not achieve a more enhanced product than what would be achievable through strict application of the RO zoning standards.

Condition(s):

2. Whether the building orientation and building materials in the proposed planned development are compatible with the neighborhood where the planned development will be located and/or the policies stated in an applicable Master Plan related to building and site design;

Finding: Complies

Discussion:

The primary structure fronts 500 South, with the parking structure located to the rear of the property. The existing buildings are constructed with brick and the proposed parking structure consists of concrete and ACM (aluminum composite material) paneling.

Condition(s):

3. Whether building setbacks along the perimeter of the development:
- a. Maintain the visual character of the neighborhood or the character described in the applicable Master Plan.
 - b. Provide sufficient space for private amenities.
 - c. Provide sufficient open space buffering between the proposed development and neighboring properties to minimize impacts related to privacy and noise.
 - d. Provide adequate sight lines to streets, driveways and sidewalks.
 - e. Provide sufficient space for maintenance.

Finding: Complies

Discussion:

- a. The request to reduce the rear yard, corner side yard, and interior side yard setbacks does not result in a development that maintains the visual character of the neighborhood or the character as described in Plan Salt Lake. While 500 South is a vehicular corridor, it is adjacent to one of the City's primary transit streets, 400 South. That being said, the proposed corner side yard setback of the parking structure aligns with the existing multi-family residential structure to the north of the site.
- b. Private amenities are not provided as part of the proposal.
- c. The proposed parking structure abuts a residential development that has units located within 15 feet of the structure.
- d. Site lines to streets, driveways, and sidewalks have not been identified as a concern from Transportation.
- e. Staff has not identified concerns related to maintenance.

Condition(s):
4. Whether building facades offer ground floor transparency, access, and architectural detailing to facilitate pedestrian interest and interaction;
Finding: Does Not Comply
<p>Discussion: The proposed parking structure is inherently not designed to facilitate pedestrian interest or interaction. There are two pedestrian entrances to the structure’s stair towers, located on the north and south side of the western building elevation. One is on the southwest corner of the structure, facing Denver Street. The second entrance is on the southern elevation and faces the back of the bank. Pedestrians must walk in front of two garage doors or cross the parking lot and teller lanes to access the entrance to the bank.</p> <p>The structure has a pedestrian skybridge on level two, which reduces pedestrian/vehicular conflicts, as the teller lanes fall between the parking structure and primary building. The stair tower is proposed to be constructed with an aluminum curtain wall system and the garage elevations will consist of concrete or fabric metal mesh with 40% open area. If the parking structure is approved, the design will have to meet the standards in section 21A.44.060.16 Parking Location and Design. The concrete wall facing Denver Street is 38 feet across, which is just under the 40-foot maximum allowed for blank walls.</p>
Condition(s):
5. Whether lighting is designed for safety and visual interest while minimizing impacts on surrounding property;
Finding: Complies
<p>Discussion: The two stair towers will be fully illuminated, aiding in safety.</p>
Condition(s):
6. Whether dumpsters, loading docks and/or service areas are appropriately screened;
Finding: Not Applicable
<p>Discussion: The existing dumpster is screened and there are no proposed loading docks or service areas.</p>
Condition(s):
7. Whether parking areas are appropriately buffered from adjacent uses.
Finding: Complies

Discussion:

Other than the existing building, the rest of the site consists of either surface parking or parking within the parking structure. The parking structure will be located mid-block away from 400 and 500 South or 500 East. Surface parking is on the interior of the site, which provides a buffer between the parking lot and residential building to the north.

Condition(s):

D. Landscaping: The proposed planned development preserves, maintains or provides native landscaping where appropriate. In determining the landscaping for the proposed planned development, the Planning Commission should consider:

1. Whether mature native trees located along the periphery of the property and along the street are preserved and maintained;

Finding: Does Not Comply

Discussion:

The landscaping along Denver Street, in front of the existing parking structure (including trees) would be removed at the time of the existing parking structures demolition. New landscaping would be installed after construction.

Existing landscaping along 500 South would not be altered.

Condition(s):

2. Whether existing landscaping that provides additional buffering to the abutting properties is maintained and preserved;

Finding: Complies

Discussion:

The development has existing landscaping that is not being altered. No additional landscaping is being provided.

Condition(s):

3. Whether proposed landscaping is designed to lessen potential impacts created by the proposed planned development;

Finding: Does Not Comply

Discussion:

No additional landscaping is being proposed to help buffer the parking structure from adjacent residential uses.

Condition(s):
4. Whether proposed landscaping is appropriate for the scale of the development.
Finding: Does Not Comply
Discussion: Additional landscaping is warranted to help reduce the scale of the parking structure as it is perceived from the street. The structure will be visible from 500 E, 500 S, and Denver Street.
Condition(s):

E. Mobility: The proposed planned development supports Citywide transportation goals and promotes safe and efficient circulation within the site and surrounding neighborhood. In determining mobility, the Planning Commission should consider:
1. Whether drive access to local streets will negatively impact the safety, purpose and character of the street;
Finding: Complies
Vehicle access to the site has been reviewed by both the Transportation and Fire Departments and the proposed access to the parking structure meets the department standards.
Condition(s):
2. Whether the site design considers safe circulation for a range of transportation options including: <ul style="list-style-type: none"> a. Safe and accommodating pedestrian environment and pedestrian oriented design; b. Bicycle facilities and connections where appropriate, and orientation to transit where available; and c. Minimizing conflicts between different transportation modes;
Finding: Does Not Comply
Discussion: The site is designed to accommodate vehicles over pedestrians. The proposed rezone, text amendment, and Planned Development are all being requested to facilitate the construction of a parking structure.
Condition(s):
3. Whether the site design of the proposed development promotes or enables access to adjacent uses and amenities;

Finding: Does Not Comply

Discussion:

The site design does not promote access to adjacent uses or amenities. The site itself provides a service, but it is isolated to the property.

Condition(s):

4. Whether the proposed design provides adequate emergency vehicle access;

Finding: Complies

Discussion:

No concerns related to emergency vehicle access were brought up during the review process.

Condition(s):

5. Whether loading access and service areas are adequate for the site and minimize impacts to the surrounding area and public rights-of-way.

Finding: Not Applicable

Discussion:

There are no proposed loading or service areas on site.

Condition(s):

F. Existing Site Features: The proposed planned development preserves natural and built features that significantly contribute to the character of the neighborhood and/or environment.

Finding: Not Applicable

Discussion:

The site is developed and does not include any natural or built features that significantly contribute to the character of the neighborhood or environment.

Condition(s):

G. Utilities: Existing and/or planned utilities will adequately serve the development and not have a detrimental effect on the surrounding area.

Finding: Complies

Discussion:

There are no additional utilities proposed as part of the project. The existing utilities are sufficient and do not have a detrimental effect on the surrounding area.

ATTACHMENT G: Public Process & Comments

Public Notice, Meetings, Comments

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project:

- Early notification notices mailed out March 7, 2024.
 - Notices were mailed to property owners/residents within ~300 feet of the proposal.
- The Planning Division provided a 45-day comment period (March 5, 2024 – April 22 2024) notice to the Central City, Central 9th, East Central, and Downtown Community Councils and the Granary District Alliance.
 - The subject property is within the Central City Community Council boundary. The additional community councils were sent the text amendment proposal because the boundary proposed for the “Financial Institution, with Drive-Through Facilities” use abuts each of the districts.
 - None of the Councils provided comments regarding the three petitions.
- An online open house was posted to the Planning Division’s webpage on March 11, 2024.

Notice of the public hearing for the proposal included:

- Public hearing notice mailed on April 26, 2024
- Public hearing notice posted on April 24, 2024
- Public notice posted on City and State websites and Planning Division list serve on April 26, 2024

Public Input

At the time of the staff report being published, Planning staff received six public comments related to the proposal. Five of the public comments were in opposition to the proposed rezone and one is in support. Public comments regarding the project are included in the staff report.

From: [Aaron B](#)
To: [Roman, Amanda](#)
Subject: (EXTERNAL) 455 E and 475 E Zoning Map Amendment
Date: Tuesday, March 19, 2024 12:47:03 PM

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Salt Lake Planning Commission,

I'm a resident of Salt Lake City (district 6) and my office is downtown. I don't see any reason to change the current restrictions with respect to drive-throughs in the RO and R-MU-45 zones. Removing drive-throughs in our prime urban land is important for improving the walkability and livability of our city cores, and that goal shouldn't be superseded by the needs of a credit union.

Thank you,

Aaron Benson
2226 E. Downington Ave, SLC

From: [Lucy Gelb](#)
To: [Roman, Amanda](#)
Subject: (EXTERNAL) comment on 455 E & 475 E 500 S – Zoning Map Amendment
Date: Tuesday, March 19, 2024 3:47:38 PM

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Amanda Roman,

I would like to object to the proposed zoning change for 455 E & 475 E 500 S to allow for a drive through in an area that would otherwise forbid it. I bike and walk in this city on a daily basis and these types of businesses are dangerous for people around them and detract from the quality of the street. Salt Lake City has been making some great changes to city zoning but those will not mean anything if we let anyone change them the second a property owner is inconvenienced. Please do not allow this change.

Thank you,
Lucy Gelb
62 East Coatsville
SLC, UT 84115

From: [Alek Konkol](#)
To: [Roman, Amanda](#)
Subject: (EXTERNAL) 455 E & 475 E 500 S rezone feedback
Date: Wednesday, March 20, 2024 8:46:57 AM

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Hello Amanda,

Thank you for taking the time to read my email. I am emailing in regards to the potential rezoning and development of a parking structure by 5th and 5th. My stance is clear, we do not need another car-based facility in this neighborhood.

The developer is attempting to build another parking structure in an area that is already cratered by massive parking facilities. The smiths lots, street parking and another garage/lots on the same block host many parking stalls. These parking stalls do not add character to the neighborhood. They do not generate revenue. They are blight. We do not need more.

The developer is very close to a trax stop and frequent service bus stops - routes 4 and 205. They should not be allowed to build more parking. The result of yet another parking facility will be more pollution, traffic, and potential for accidents in an area with increasing pedestrians. We should stop catering to car traffic at every turn. This area does not need another facility for cars when there is already so. much. parking.

Thank you for reading and I hope you take my feedback into consideration.

Alek Konkol
Resident of downtown

From: [Elizabeth White](#)
To: [Roman, Amanda](#)
Subject: (EXTERNAL) America First Metro Building
Date: Wednesday, March 20, 2024 1:54:11 PM

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Hi Amanda,

As a current employee in the America First Credit Union's building at 455 East 500 South, I wanted to let you know about the challenges caused by the current parking situation in our area. While I do not work directly for the credit union, the ramifications of inadequate parking facilities directly impact our ability to host crucial training and networking events for our clients.

The limitation imposed by the insufficient parking has severely constrained our capacity to serve our clients effectively. Despite our efforts to convene individuals from various points along the Wasatch Front, spanning from Logan to Payson, reliance on public transportation alone is impractical. Our public transit system falls short of meeting the needs of our attendees, particularly those with mobility impairments.

Also, the credit union branch serves a substantial portion of this neighborhood's residents. The possibility of closure due to the parking and drive-through issues is concerning for the individuals who rely on the credit union as their primary banking option.

I would like to ask you to consider approving America First Credit Union's proposed parking and drive-through improvement plans.

Thank you,

Liz White

From: [Seth](#)
To: [Roman, Amanda](#)
Subject: (EXTERNAL) Public comment on 455 E & 475 E 500 S – Zoning Map Amendment, Zoning Text Amendment & Planned Development
Date: Wednesday, March 20, 2024 4:53:37 AM

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Hi Amanda,

I'm an SLC voter in downtown 225 S 300 E, 84111 and I'd like to express my strong opposition to allowing this rezone and development of a multistory parking lot in the middle of our neighborhood.

The rezone and proposed development are completely counter to the vision of growing Salt Lake City into a place that's more livable and safe for everyone, even if we walk or bike. I would gently remind the planning department that we already suffer from being a town jam-packed full of parking lots. The city center's total area itself is around 30% parking lots!! <https://parkingreform.org/parking-lot-map/#parking-reform-map=salt-lake-city-ut>

The proposed structure would also sit just across the street from Smith's with its own massive wrap around the entire block parking lot... The applicant's request for rezone also offers nothing to the community in return for legalizing their existing non-conforming structure or for building a parking structure that will encourage trip diversion away from UTA services or other modes.

Pedestrian deaths have been increasing nationally, and Utah is not immune to this trend. In October last year, we had 11 deaths in just one month! <https://www.abc4.com/news/top-stories/string-of-recent-fatal-pedestrian-crashes-have-officials-urging-utah-drivers-to-be-more-careful/>. This alarming statistic underscores the urgent need for safety-focused zoning and development.

As the capital city, we need to lead with forward-thinking policy and not set a precedent of kowtowing to every misguided request for an exception to our rules and values.

By the way, I personally use banking services and that applicant's current facility and from my experience, this area already doesn't feel safe with massive SUVs moving in and out of the drive-thru, and the high speed traffic on 500 S.

I appreciate your consideration in rejecting this application.

Regards,
Seth Wright

From: [Olivia Bennett](#)
To: [Roman, Amanda](#)
Subject: (EXTERNAL) 455 E & 475 E 500 S – Zoning Map Amendment, Zoning Text Amendment & Planned Development
Date: Tuesday, April 9, 2024 4:37:14 PM

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Hello,

I am writing as a downtown Salt Lake City resident urging the Planning Commission to deny the petitions filed by America First Credit Union that would facilitate the construction of a new parking structure at 455 E & 475 E 500 S. Building more space for vehicle parking incentivizes the use of single passenger vehicle trips into downtown, which increases traffic congestion and creates more opportunity for conflict between cars and pedestrians/cyclists. Furthermore, this location is well connected to public transit with a Trax stop about two blocks away (Trolley Station) and a bus stop on the corner of 500 E 500 S as well as bicycle infrastructure throughout downtown and right on 500 S. In other words, there are several alternate modes of transportation to this location other than driving a private vehicle. It is in the community's best interest to minimize the amount of cars downtown and deny applications of this nature that prioritize single passenger vehicle use over walkability, pedestrian/cyclist safety, and overall community wellbeing.

Thank you for your careful consideration,
Olivia Bennett

ATTACHMENT H: Department Review Comments

This proposal was reviewed by the following departments. Any requirement identified by a City Department is required to be complied with.

Building: Comments provided by Heather Gilcrease on 3/7/23

No Building Code comments for this phase of the development process.

Engineering: Comments provided by Scott Weiler on 3/24/23

No objections.

Police: Comments provided by Douglas Bateman on 3/13/23

No fire code comments related to the Zoning Map Amendment. Additional comments may arise with building permit submittal and construction document review for code compliance.

Police: Comments provided by LT Andrew Cluff on 3/16/23

No comments.

Transportation: Comments provided by Jean Carver on 3/24/23

Approval recommended.

Public Utilities: Comments provided by Kristeen Beitel on 3/21/23

Public Utilities has no issues with the proposed rezoning. Additional comments have been provided to assist the applicant in obtaining a building permit.

Additional comments have been provided to assist in the future development of the property. The following comments are provided for information only and do not provide official project review or approval. Comments are provided to assist in design and development by providing guidance for project requirements.

- Public Utility permit, connection, survey, and inspection fees will apply.
- All utility design and construction must comply with APWA Standards and SLCPU Standard Practices.
- All utilities must meet horizontal and vertical clearance requirements. Water and sewer lines require 10 ft minimum horizontal separation and 18” minimum vertical separation. Sewer must maintain 5 ft minimum horizontal separation and 12” vertical separation from any non-water utilities. Water must maintain 3 ft minimum horizontal separation and 12” vertical separation from any non-sewer utilities.
- Utilities cannot cross property lines without appropriate easements and agreements between property owners.
- Parcels must be consolidated prior to permitting.

- Site utility and grading plans will be required for building permit review. Site utility plans should include all existing and proposed utilities, including water, irrigation, fire, sewer, stormwater, street lighting, power, gas, and communications. Grading plans should include arrows directing stormwater away from neighboring property. Please refer to APWA, SLCDPU Standard Practices, and the SLC Design Process Guide for utility design requirements. Other plans such as erosion control plans and plumbing plans may also be required, depending on the scope of work. Submit supporting documents and calculations along with the plans.
- Applicant must provide fire flow, culinary water, and sewer demand calculations to SLCDPU for review. The public sewer and water system will be modeled with these demands. If the demand is not adequately delivered or if one or more reaches of the sewer system reach capacity as a result of the development, a water/sewer main upsizing will be required at the property owner's expense. Required improvements on the public water and sewer system will be determined by the Development Review Engineer and may be downstream of the project.
- One culinary water meter is permitted per parcel and fire services, as required, will be permitted for this property. If the parcel is larger than 0.5 acres, a separate irrigation meter is also permitted. Each service must have a separate tap to the main.
- Site stormwater must be collected on site and routed to the public storm drain system. Stormwater cannot discharge across property lines or public sidewalks.
- Stormwater treatment is required prior to discharge to the public storm drain. Utilize stormwater Best Management Practices (BMP's) to remove solids and oils. Green Infrastructure should be used whenever possible. Green Infrastructure and LID treatment of stormwater is a design requirement and required by the Salt Lake City UPDES permit for Municipal Separate Storm Sewer System (MS4).