



# Staff Report

PLANNING DIVISION  
COMMUNITY & NEIGHORHOOD DEVELOPMENT

**To:** Salt Lake City Planning Commission  
**From:** Krissy Gilmore, 801-535-7780, [kristina.gilmore@slcgov.com](mailto:kristina.gilmore@slcgov.com)  
**Date:** November 16, 2022  
**Re:** PLNPCM2022-00833 130 N 2100 W AFPP Zone B Map Amendment

## Zoning Map Amendment

**PROPERTY ADDRESS:** 130 N 2100 W  
**PARCEL ID:** 08-33-426-026-0000  
**MASTER PLAN:** North Temple Boulevard, Airport Master Plan  
**ZONING DISTRICT:** *Current* – Base zone of TSA-MUEC-C and Airport Flight Path Protection Zone B Overlay  
*Proposed* – Remove Airport Flight Path Protection Zone B Overlay, retain base zone of TSA-MUEC-C

**REQUEST:**  
ASSIST Inc., representing Friends of Switchpoint, the property owner, initiated a petition to amend the zoning map to remove the property at 130 N 2100 W from the Airport Flight Path Protection Influence Zone B, described under City Code 21A.34.040. The property is currently occupied by a hotel building and associated parking. The desired result is to allow the building to operate as transitional housing to advance the City’s overall goals related to homelessness.

**RECOMMENDATION:**  
Based on the analysis and findings of fact in this staff report, planning staff finds that the zoning map amendment petition meets the standards, objectives, and policy considerations of the city for a zoning map amendment and recommends that the Planning Commission forward a positive recommendation to the City Council with the following condition:

1. A development agreement shall be recorded on the property that requires any new development or substantial remodel of existing development to be constructed with air circulation systems of at least thirty (30) dBs of sound attenuation in sleeping areas and at least twenty five (25) dBs of sound attenuation elsewhere.

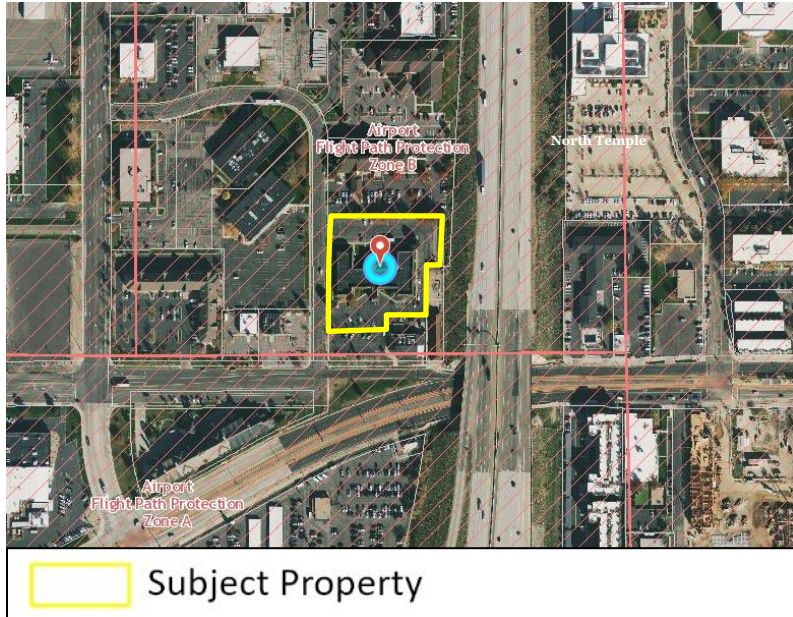
**ATTACHMENTS:**

- A. [ATTACHMENT A](#): ..... [Vicinity Zoning Map](#)
- B. [ATTACHMENT B](#): ..... [Applicant Materials](#)
- C. [ATTACHMENT C](#): ..... [Property & Vicinity Photographs](#)

- D. [ATTACHMENT D: .....Analysis of Standards – Zoning Map Amendment](#)
- E. [ATTACHMENT E: .....Public Process and Comments](#)
- F. [ATTACHMENT F: .....Department Review Comments](#)

**Petition Description**

The proposal includes a zoning map amendment to remove the property located at 130 N 2100 W from the Airport Flight Path Protection Influence Zone B, described under City Code 21A.34.040. Specifically, the applicant states that “the project will utilize, retrofit, remodel, and expand the existing hotel building to become a 94-unit, single-room occupancy residential facility for individuals transitioning out of homelessness. In addition to the 94 SRO units, the remodeled facility will provide community amenities (clubhouse, kitchen, laundry facilities, community room, lounge, community gardens, etc.), case management offices, and administration spaces for operational support.”



The current hotel/motel use is permitted in the TSA-MUEC-C zoning district and within the Airport Influence Zone B. The goal for the applicant is to be able to accept housing vouchers for transitional housing to provide a more predictable and stable option for those people transitioning out of homelessness. A hotel is not eligible to accept vouchers and the land use must be considered multi-family housing, which is a permitted use in the TSA-MUEC-C zoning district. It would also allow the applicant to offer supportive services that benefit the residents of the facility, which are also permitted uses in the TSA zoning district.

The result would allow the applicant to accommodate stays greater than 30 days as transitional housing. The zoning code does not include a land use that directly matches this kind of supportive housing, whether permanent, short-term, or any time frame in between those two. Under City Code, units/rooms that are available for rental or lease for periods of less than one month are considered a hotel/motel, while dwellings that are rented for periods of longer than one month generally fall into a residential land use and would prohibit operating this model of transitional housing if under the Airport Influence Zone B. While most residential uses are prohibited in Zone B, other similar uses with sound attenuation requirements are allowed, such as rest homes. With the recommended condition of approval to ensure sound attenuation requirements are still in place, the impact should be similar to that of other permitted uses.

## Applicable Review Processes and Standards

### Review Processes: Zoning Map Amendment

Zoning map amendment proposals are reviewed against a set of considerations from the Zoning Code. The considerations are listed in [Attachment E](#). 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 consider how a zoning map amendment will affect adjacent properties. However, ultimately, a decision to amend the zoning map is up to the discretion of the City Council.

### KEY CONSIDERATIONS:

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

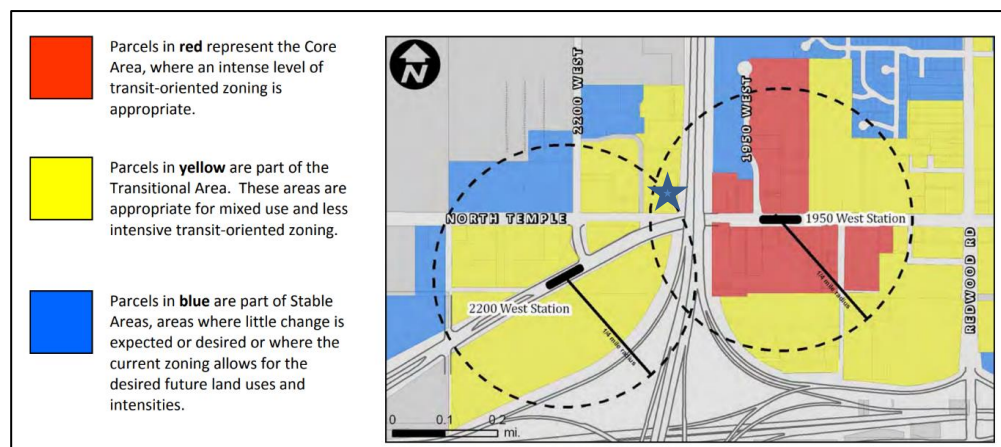
1. [Neighborhood and Citywide Master Plan Considerations](#)
2. [Equity Considerations](#)
3. [Development Potential](#)
4. [Compatibility with Adjacent Properties](#)

### Consideration 1: Neighborhood and Citywide Master Plan Considerations

#### North Temple Boulevard Master Plan (2010)

The subject area falls within the area discussed in the North Temple Boulevard Plan. The North Temple Boulevard Plan recognizes a need to encourage growth, redevelopment, and reinvestment along the North Temple corridor in order for the Boulevard to create “active and interesting community gathering places that lead to safer communities, diverse populations, a healthy business community.”

The subject property is part of the 2200 and 1950 West Station Area Transitional Area. The Plan generally supports the addition of long-term housing to support the goal of creating a mix of uses around the station core where they can take full



advantage of the light rail. According to the plan, intensifying the mix of uses includes eliminating zoning regulations that may hinder transit-oriented development, and minimizing land use conflicts, by prohibiting auto-dependent uses and those uses that may hinder future development in the area. The plan does make it clear that pedestrian connections and streetscape improvements should be implemented for the comfort of residential users, however long-term residential rather than hotel/motel uses would support the mix of use necessary for a successful station area.

While the plan does mention that new residential development should be compatible with the Airport Flight Protection Path Overlay Zone, it is Staff's position that the proposed change is not in conflict with the Plan. Statements in the Plan indicate that it was anticipated that change would take place in this area, and the suggested condition of approval regarding sound attenuation should mitigate the concern regarding long-term residential in proximity to the airport.

### **Plan Salt Lake Elements and Considerations**

Plan Salt Lake (December 2015) outlines an overall vision of sustainable growth and development in the city. This includes the development of a diverse mix of uses which is essential to accommodate responsible growth. At the same time, compatibility, which is how new development fits into the scale and character of existing neighborhoods is an important consideration. New development should be sensitive to the context of surrounding development while also providing opportunities for new growth.

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

- 1) *Neighborhoods that provide a safe environment, opportunities for social interaction, and services needed for the wellbeing of the community therein.*
- 3) *Access to a wide variety of housing types for all income levels throughout the City, providing the basic human need for safety and responding to changing demographics.*
- 11) *Ensure access to all City amenities for all citizens while treating everyone equitably with fairness, justice and respect.*

The Housing chapter of Plan Salt Lake includes several initiatives intended to help implement the Plan. The initiative to "Support homeless services" is specifically identified. The Plan also references "collaboration with community partners..." in terms of access and equity to City services and amenities.

The proposed change is in concert with the general principles and strategies identified in Plan Salt Lake.

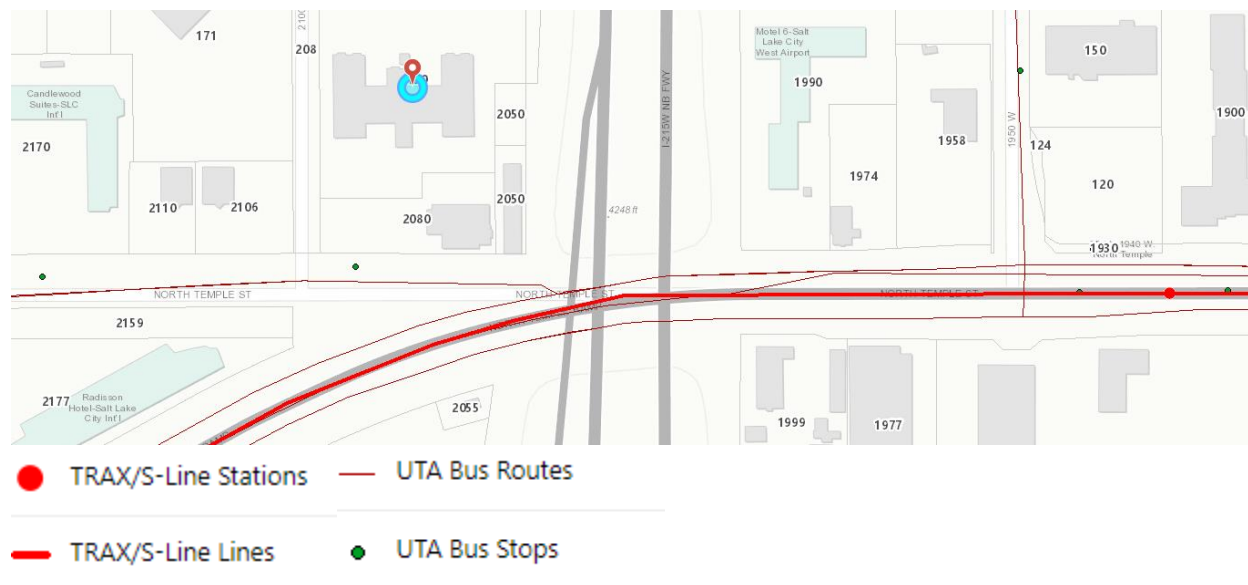
### **Growing SLC: A Five Year Housing Plan – 2018-2022 (2017)**

Growing SLC: A Five Year Housing Plan – 2018-2022 (aka – the Salt Lake City Housing Plan) was adopted in late 2017 as the City's first housing plan since 2000. The Housing Plan is intended to advance the vision that Salt Lake City is a place for a growing diverse population to find housing opportunities that are safe, secure, and enrich lives and communities. A big focus of the Plan is the protection and development of affordable housing opportunities throughout the City as identified in Goal 2: Affordable Housing. The plan describes the linkages and interaction between a lack of affordable housing and very low-income renters and the City's most vulnerable citizens. This lack of affordable housing can push some citizens into homelessness as they are priced out of the market.

The Housing Plan was developed using existing housing policy, primarily Plan Salt Lake and the Salt Lake City Comprehensive Housing Policy. The guiding principles of Plan Salt Lake are incorporated by reference including the initiative to "Support homeless services". The proposed change is in concert with the principles and strategies identified in Growing SLC.

## Consideration 2: Equity Considerations

Staff had initial concerns regarding the proposal and the present of supporting the zoning map amendment to allow housing for vulnerable populations in an area where housing of other types is not allowed. Generally, Planning Staff does not support concentrating low-income housing in undesirable areas. In this context, the proximity to the airport and I-215 were cause for concern. In response to those concerns, the applicant provided a noise study taken from the subject property. The noise study, included in Attachment C, shows that the noise generated from the airport is lower than anticipated (similar to that of an office building) and the noise from the freeway was the largest contributor to noise pollution at the site. Pollution levels and pedestrian safety are still a concern, but Salt Lake City zoning does permit multi-family, market-rate housing on the opposite side of the freeway, which has the same impacts described above. Additionally, the site is below the freeway, which helps mitigate some sound and visual disturbance. The site is also within walking distance to bus stops (green dots below) and within .25 miles of a TRAX stop (red dot below).



Staff also reviewed and considered broader City goals while analyzing the petition. Thriving In Place, the City's recent anti-gentrification and displacement study, showed that Salt Lake City is severely lacking deeply affordable housing and that production of those units should be a primary consideration moving forward. While equity concerns regarding the location impacts are a concern, with the noise report and the fact that permitted housing is allowed with similar conditions on the other side of the freeway, Planning Staff believes that these concerns are mitigated by the recommended condition and unique location of the property.

## Consideration 3: Development Potential

The primary development potential difference is that the map amendment would allow for any permitted use in the Transit Service Area Mixed Employment Center Core (TSA-MUEC-C) zoning district. Under current AFPP Influence Zone B, most residential uses are incompatible and prohibited. While the intent of the map amendment is not to allow any other type of residential use other than the transitional housing described earlier in this report, removing the influence zone would allow the prohibited uses from the list below. Of note, single-family detached residential is not permitted in the TSA-MUEC-C zoning district. Besides residential PLNPCM2022-00833

uses, most other uses are permitted in AFPP Zone B as long as they meet sound attenuation standards. The Department of Airports indicated that if the AFPP overlay zone is removed from the property then a condition of approval should be added to ensure sound attenuation standards are met.

### ***Airport Flight Path Protection Influence Zone B Prohibited Uses***

*Airport Influence Zone B: The following uses are incompatible in this zone and are prohibited:*

- a. Residential uses, except residences in agricultural zones with air circulation systems and at least twenty five (25) dBs of sound attenuation;*
- b. Institutional uses such as schools, hospitals, churches and rest homes, except those constructed with air circulation systems and at least twenty five (25) dBs of sound attenuation;*
- c. Hotels and motels except those constructed with air circulation systems, and at least twenty five (25) dBs of sound attenuation, in sleeping areas.*

No other zoning code changes, such as setbacks or lot coverage, would be impacted by the removal of Influence Zone B. The base zone standards of the TSA-MUEC-C zoning district would still apply.

### **Consideration 4: Compatibility with Adjacent Properties**

As part of a zoning amendment request, staff is directed to analyze how adjacent properties may be affected by a change in zoning to the property. In this case, the property is directly adjacent to properties zoned TSA-MUEC-C (Transit Service Area Mixed Employment Center Station Core) to the north, west, and south. All adjacent properties are within the Airport Influence Zone A or B. Airport Influence Zone C, which does allow residential uses, is located to the east of the site across I-215.

The overall development pattern of the area is dominated by commercial uses, primarily hotels, as well as the airport. The site is bordered by I-215 to the east, a small restaurant to the south and then North Temple, and hotels/motels to the east and north.

No new buildings are planned for the site and the existing building is proposed to be remodeled. Therefore, there should be minimal impact to the surrounding properties. Additionally, other permitted uses would be compatible given the development potential of the site and condition of approval for sound attenuation.

### **DISCUSSION:**

The proposal has been reviewed against the Zoning Amendment consideration criteria in [Attachment E](#), including criteria regarding the proposed zoning's impact and compatibility on adjacent properties, and compatibility with the associated master plan.

The applicant has proposed a map amendment to the property to remove the Airport Flight Path Protection Influence Zone B. It is staff's opinion that the change in zoning would not negatively impact the character of the area. As such, staff finds that the requested zone change is

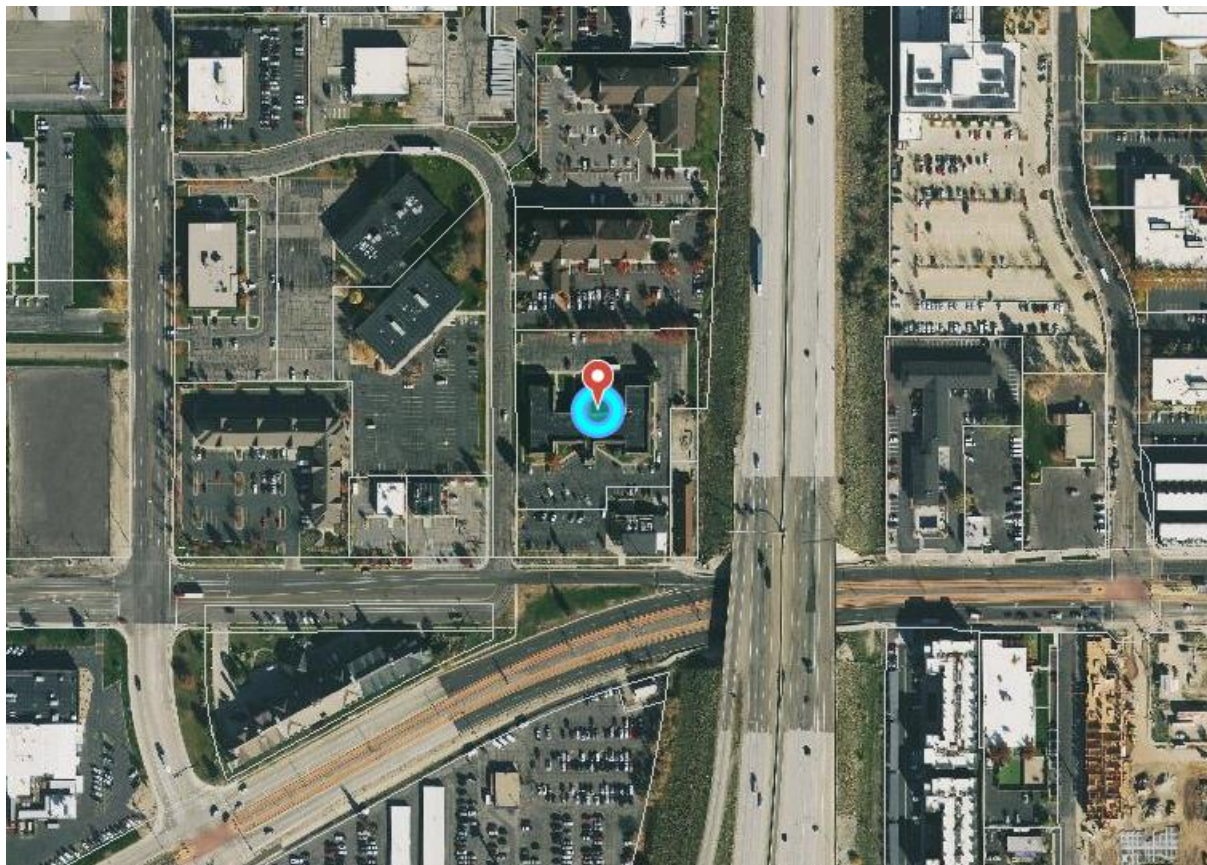
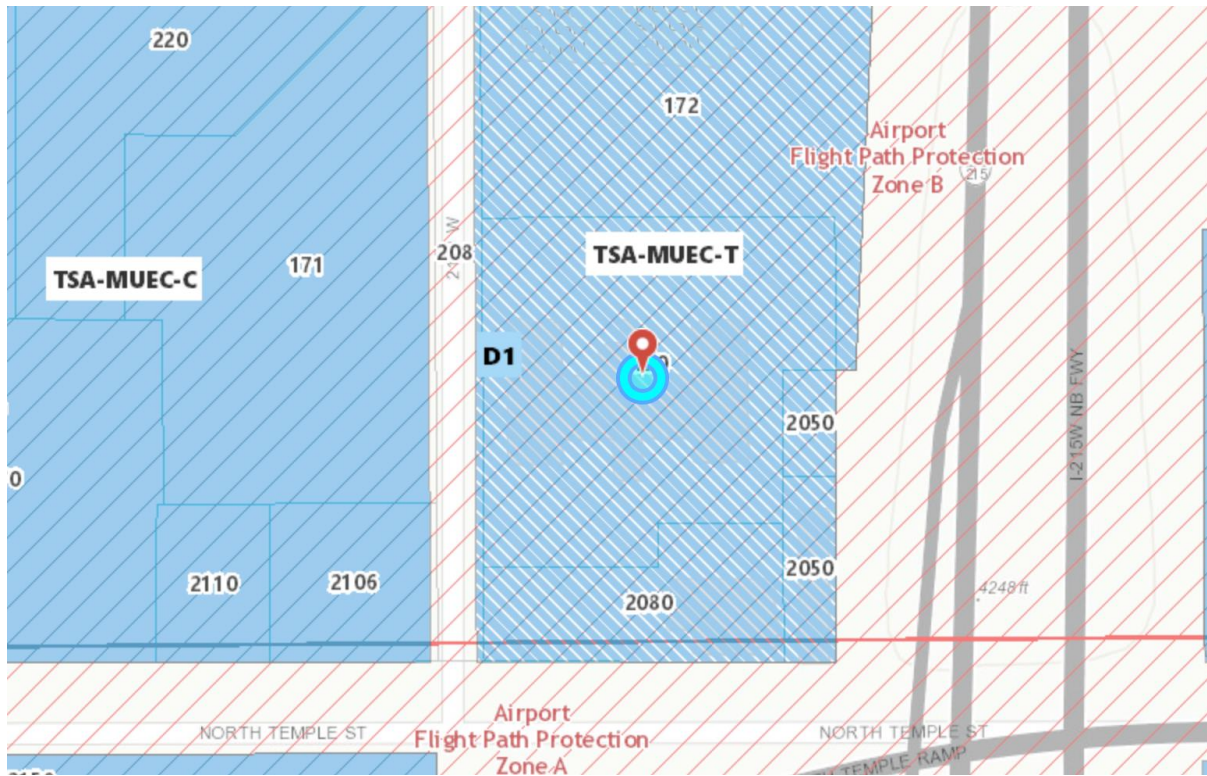
appropriate when considered in the context of the area and is recommending that the Planning Commission forward a positive recommendation to the City Council.

#### **NEXT STEPS:**

The Planning Commission can provide a positive or negative recommendation for the proposed map amendment. The recommendation will be sent to the City Council, who will hold a briefing and additional public hearing on the proposed zoning map amendment. The City Council may make modifications to the proposal and approve or decline to approve the proposed zoning map amendment.

If the zoning map amendment is approved by the City Council, the property owner could propose development and/or land uses that meet the standards of the TSA-MUEC-C zoning for the entire property. If denied, the property owner could continue to operate as a hotel but would be prohibited from accepting housing vouchers. The property could also develop in a manner that meets the existing zoning standards and Influence Zone B.

# ATTACHMENT A: Vicinity Zoning Map





# ATTACHMENT B: **Applicant Materials**

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August 22, 2022

Salt Lake City Corporation  
451 South State Street  
Salt Lake City, UT 84111

To Whom It May Concern:

Switchpoint Community Resource Center is proposing to redevelop an existing hotel building to provide affordable housing units on a property parcel located at 130 North 2100 West in Salt Lake City. Specifically, the project will utilize, retrofit, remodel, and expand the existing hotel building to become a 94-unit, single-room occupancy residential facility for individuals transitioning out of homelessness. In addition to the 94 SRO units, the remodeled facility will provide community amenities (clubhouse, kitchen, laundry facilities, community room, lounge, community gardens, etc.), case management offices, and administration spaces for operational support.

The indicated property is currently zoned as a Transit Station Area-Mixed Use Employment Center zone (TSA-MUEC). In addition, the property is included in the Airport Influence Zone B within the AFPP Airport Flight Path Protection Overlay District. As allowed by current zoning, the property is currently being used as an extended stay hotel. However, the Airport Overlay District designation unnecessarily prohibits the property from being used as a multi-family residential building and therefore limits the possibility of an affordable housing project as described above. The designation also directly conflicts with the desired outcomes for the underlying TSA-MUEC zone.

The property owner, Switchpoint Community Resource Center, believes the property will better serve the community as a deeply affordable housing project rather than its current use as a hotel. The following are reasons why the subject property should be excluded from the AFPP Airport Flight Path Protection Overlay District:

1. The AFPP Airport Flight Path Protection Overlay District requirements directly conflict with the desired outcomes for the underlying TSA-MUEC zone by discouraging residential uses as part of any development.
2. The subject property is located on the eastern-most boundary of the airport overlay district and sees minimal impact from airport operations. Flight paths do not cross the property and therefore aircraft noise exposure is minimal on the property.
3. The property is adjacent to a variety of newly developed multi-family residential projects along North Temple and a new residential project would bolster the emerging neighborhood.
4. The property is also within a 1000 ft radius from that UTA Trax stop, giving residents of the proposed facility excellent access to employment and other services around the greater Salt Lake City area.

For this property to be used as a residential building and serve as a better resource to the community, the zoning map will need to be modified to exclude the property from the AFPP Airport Flight Path Protection Overlay District. Because the property is located along the eastern boundary of the overlay district, the eastern boundary can be adjusted to exclude the subject property without disrupting the

rest of the Overlay District. This Airport Overlay District boundary adjustment would allow the subject property to better fulfill the purpose of the underlying TSA-MUEC zone and therefore better serving the Salt Lake City community.

Please don't hesitate to reach out if you have any additional questions.

Sincerely,



Jason Wheeler, AIA  
Executive Director  
801.355.7085

**Property Details**

Parcel Number:

08-33-426-026-0000

Street Address:

130 North 2100 West, Salt Lake City, UT 84116

Property Legal Description:

Beg on N line of N Temple St at a pt N 89°58'30" E 1959.03 Ft & N 0°00'35" W 804 Ft Fr S 1/4 Cor Sec 33, T1n, R1w, S1b & M, Sd Pt Being N 89°58'38" E 676.32 Ft & N 0°00'35" W 155.28 Ft Fr Salt Lake City Mon At Intersection Of 2200 W & N Temple St; N 0°00'35" W 331.12 Ft; N 89°59'25" E 343.34 Ft; S 0°00'35" E 145.55 Ft; S 89°54'56" W 50 Ft; S 0°07'27" W 144.25 Ft; W 119.25 Ft; S 41.30 Ft; W 173.75 Ft To Beg.

Current Zoning Designation:

Transit Station Area- Mixed Use Employment Center  
AFPP Airport Flight Path Protection Overlay District (Airport Influence Zone B)

Proposed Zoning Amendment:

Adjust zoning map so subject property is excluded from the AFPP Airport Flight Path Protection Overlay District (Airport Influence Zone B)

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15

A  
B  
C  
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**DEVELOPMENT SUMMARY**

LOT AREA: (2.32 AC) 100899 SF

FOOTPRINT/GROUND LEVEL AREA: 20261 SF  
 SECOND LEVEL AREA: 19526 SF  
 TOTAL GROSS BUILDING AREA: 39787 SF

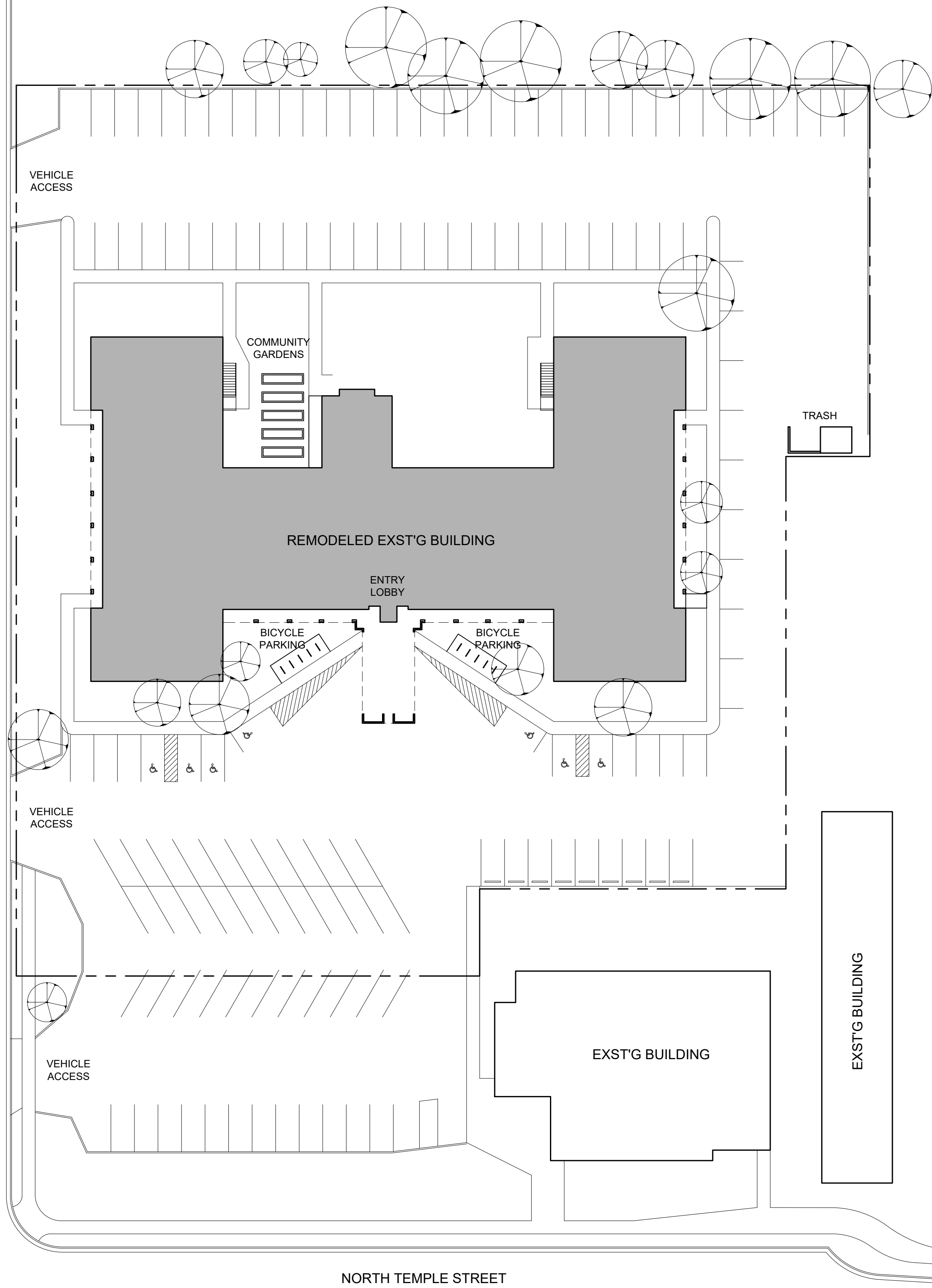
TOTAL RESIDENTIAL UNIT COUNT: 94 UNITS  
 (ALL STUDIO UNITS)

STANDARD PARKING STALLS: 106 STALLS  
 ADA PARKING STALLS: 7 STALLS  
 TOTAL PARKING STALLS: 113 STALLS

**PROPERTY DETAILS**

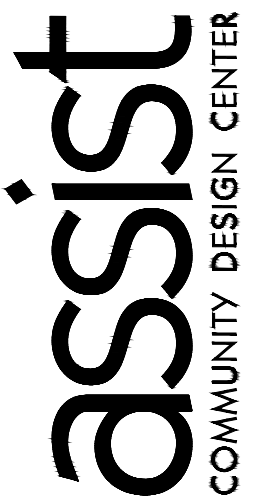
STREET ADDRESS:  
 130 NORTH 2100 WEST  
 SALT LAKE CITY, UT 84116

PROPERTY LEGAL DESCRIPTION:  
 BEG ON N LINE OF N TEMPLE ST AT A PT N  
 89°58'30" E 1959.03 FT & N 0°00'35" W 804 FT FR S  
 1/4 COR SEC 33, T1N, R1W, SLB & M, SD PT  
 BEING N 89°58'38" E 676.32 FT & N 0°00'35" W  
 155.28 FT FR SALT LAKE CITY MON AT  
 INTERSECTION OF 2200 W & N TEMPLE ST; N  
 0°00'35" W 331.12 FT, N 89°59'25" E 343.34 FT; S  
 0°00'35" E 145.55 FT; S 89°54'56" W 50 FT; S  
 0°07'27" W 144.25 FT; W 119.25 FT; S 41.30 FT; W  
 173.75 FT TO BEG. 2.28 AC M OR L. 4879-0966  
 7325-1939 7348-1522,1524 8804-89869206-5127  
 9465-271 9487-3173 10243-7377



**The Point  
Fairpark**

SWITCHPOINT COMMUNITY  
 RESOURCE CENTER  
 948 NORTH 1300 WEST  
 ST GEORGE, UT 84770



Tel: 801.355.7085 | TTY: 711  
 218 East 500 South | Salt Lake City, UT 84111 | www.assistutah.org

**NOT FOR  
CONSTRUCTION**

Revision Date

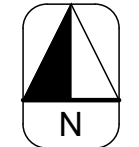
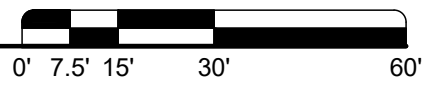
Project No: 22003  
 Date: 08.18.2022  
 COPYRIGHT 2022  
 ASSIST Community Design Center

Site Plan

C1.1

**K1** Proposed Site Plan

C1.1 1" = 30'-0"



1 2 3 4 5 6 7 8 9 10 11 12 13 14 15

# ATTACHMENT C: Property & Vicinity Photographs



Site photos (from Google Earth)



Photo of site to the left and adjacent property looking from North Temple



*Photo from site showing freeway*



*Adjacent property south of site*

# ATTACHMENT D: Analysis of Standards – Zoning Map Amendment

## 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:

FACTOR	FINDING	RATIONALE
<p><b>1.</b> 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;</p>	<p>The proposed amendment is generally consistent with the goals and policies of the applicable master plans.</p>	<p>Various purposes, goals, objectives, and policies identified in City documents including Plan Salt Lake and Growing SLC are consistent with the proposed changes.</p> <p>This is further articulated and discussed in the Key Considerations section of this report.</p>
<p><b>2.</b> Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.</p>	<p>The proposal generally furthers the specific purpose statements of the zoning ordinance.</p>	<p>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:</p> <ul style="list-style-type: none"> <li>A. Lessen congestion in the streets or roads;</li> <li>B. Secure safety from fire and other dangers;</li> <li>C. Provide adequate light and air;</li> <li>D. Classify land uses and distribute land development and utilization;</li> <li>E. Protect the tax base;</li> <li>F. Secure economy in governmental expenditures;</li> <li>G. Foster the city's industrial, business and residential development; and</li> <li>H. Protect the environment. (Ord. 26-95 § 2(1-3), 1995)</li> </ul> <p>The proposed map amendment to remove the Airport Flight Path Protection Influence Zone B from the subject property would support the</p>

		<p>purposes of the zoning ordinance found in Chapter 21A.02.0303: Purpose and Intent as outlined above. It would promote the health, safety and welfare of some of the City’s most vulnerable residents, those experiencing homelessness. Staff is recommending a condition to ensure sound attenuation for any redevelopment for the health and safety of potential tenants.</p> <p>It would also help support the purpose statement of the proposed TSA-MEUC-C zoning district.</p>
<p><b>3.</b> The extent to which a proposed map amendment will affect adjacent properties;</p>	<p>The change in zoning is not anticipated to create any substantial new negative impacts that wouldn’t be anticipated with the current zoning.</p>	<p>The proposed adjustment to the Airport Flight Path Protection Influence Zone B would allow the existing building to operate as transitional housing which is not currently allowed by the overlay zone. The overall scale and allowed uses in the proposed zone would not be out of scale with the surrounding TSA zoning. The proposal is not anticipated to create new negative impacts on neighboring properties.</p>
<p><b>4.</b> Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards</p>	<p>There is no applicable overlay district that imposes additional development standards on this property.</p>	<p>Removing the property from the Airport Flight Path Protection Influence Zone B is the intent of the map amendment. The Airport has been involved in the map amendment process and this project creates no observed impacts to airport operations.</p> <p>The subject property is also located within the Inland Port Overlay Zone. The impacts of the proposed change are minimal, as hotel and motel stays are already allowed, and should not conflict with the Inland Port Overlay Zone.</p>
<p><b>5.</b> 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</p>	<p>The proposal does not increase the need for improvements beyond that required by existing zoning allowances.</p>	<p>The proposal was reviewed by the various city departments tasked with administering public facilities and services. The use change of the property will have minimal impacts, as the change from a hotel to housing is not significant in terms of service capacity. The impact to city utilities and services is not anticipated to change.</p>



systems, water supplies, and wastewater and refuse collection.		
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# ATTACHMENT E: **Public Process and 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 September 21, 2022
  - Notices were mailed to property owners/residents within ~300 feet of the proposal
- The Planning Division provided a 45-day comment period notice to the associated community councils for the property, Poplar Grove and Jordan Meadows.
  - No letter or other input was received from the Poplar Grove or Jordan Meadows Community Council.
- An online open house was held on the proposal from September 26<sup>th</sup> to November 30<sup>th</sup>. No comments were received.

Notice of the public hearing for the proposal included:

- Public hearing notice mailed on November 4, 2022
- Public hearing notice posted on November 4, 2022
- Public notice posted on City and State websites and Planning Division list serve on November 4, 2022

# ATTACHMENT F: **Department Review Comments**

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**Planning Staff Note:** As this map amendment does not substantially change the development potential of the site, City departments, including the Airport, Building Services, Engineering, Transportation, and Public Utilities did not provide any concerns with the map amendment.