
SALT LAKE CITY COUNCIL STAFF REPORT

DATE: January 18, 2005

SUBJECT: Petition No. 400-04-38 – A request by Capital Park Penthouses and Karen S. Wright to rezone the property located at approximately 635 North F Street (the former Veteran’s Administration Hospital), from Foothills Residential District (FR-3/12,000) to Moderate Density Multi-Family Residential (RMF-35), and to amend the Avenues Community Master Plan.

AFFECTED COUNCIL DISTRICTS: District 3

STAFF REPORT BY: Jennifer Bruno, Policy Analyst

ADMINISTRATIVE DEPT. AND CONTACT PERSON: Planning Division, Wayne Mills, Principal Planner

NOTICE REQUIREMENTS: Newspaper advertisement and written notification to surrounding property owners 14 days prior to the Public Hearing

KEY ELEMENTS:

- A. An ordinance has been prepared for Council consideration to:
1. Rezone the property located at approximately 635 North F Street from Foothill Residential (FR-3), to Moderate Density Multi-Family Residential (RMF-35).
 2. Amend the Avenues Community Master Plan to be consistent with the rezoned residential density.
 3. Subject to the following conditions:
 - i. The property owners sign a development agreement to be recorded on the property stating that the total number of dwelling units within the rezone area may not exceed thirty-six (36).
 - ii. The VA Hospital building and annex must be reused for residential development. The three-story corridor connecting the two buildings may be demolished if it is required under the subdivision process.
 - iii. If the VA Hospital building and annex are developed under separate ownership, subdivision approval shall be obtained conforming with Salt Lake City and State of Utah laws, ordinances and policies.
 - iv. Condominium approval must be obtained in conformance with City and State laws, ordinances and policies.
- B. This action would facilitate development of the former Veteran’s Administration hospital building and annex for condominiums.
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- C. In addition to the re-zoning of the property, three subsequent steps are necessary to implement the proposed development:
1. Subdivision approval to legalize the north-south property line, separating the main building from the annex.
 2. Special exception approval by the Board of Adjustment for an in-line addition to the existing main building (to allow the height of the north, east, and west wings to be brought “in-line” with the south wing, which currently exceeds height restrictions set forth by the RMF-35 zoning classification).
 3. Condominium approval
- D. Key points from the administration’s transmittal and Planning staff report are summarized below:
1. The intent behind the current proposal is to utilize the existing historic buildings, while keeping in mind the base zoning (residential). In order to fully re-use these historic buildings, a density increase is necessary.
 2. A subdivision approval would be necessary should the two buildings (currently owned by separate entities) be developed separately.
 3. In addressing the Planning Commission, the project architect stated that the historic nature of this site will be preserved. However, the smoke stack will be demolished.
 4. According to documentation provided by the project architect, the project details would be as follows:
 - i. East building: 29 units (includes caretaker unit) and 58 parking stalls
 - ii. West building (annex): 7 units and 14 parking stalls.
 - iii. Total units: 36
 - iv. Total parking stalls: 72.
 - v. Unit size: between 1,420 and 4,780 square feet, with an average of just over 2,800 square feet.
 - vi. Price: the high \$500,000 range (according to the applicant in the Planning Commission hearing).
 5. Currently the building ranges in height from 51 to 76 feet. The proposed design calls for the north, east and west wings to be raised to the height of the south wing (76 feet). Should the property be re-zoned to RMF-35, the height adjustment would exceed the limits of the zone. Therefore, an in-line addition, approved by the Board of Adjustment, would be necessary.
 6. The condition on the approval forwarded by the Planning Commission, prevents the entire development from exceeding 36 units. At 5.1 acres, the overall density would therefore be approximately 7 dwelling units per acre. The Avenues Community Master Plan classifies “low-density” as 4 - 8 dwelling units per acre. Currently, the property is zoned “Very Low Density” (1-4 units per acre) according to the Avenues Community Future Land Use Plan.
 7. The maximum density allowed by RMF-35 zoning is 29 dwelling units per acre, which would mean that for the 5.1 acre site, a maximum of 148 units could be built. However, a condition in the zoning ordinance, set forth by the Planning Division and agreed upon by the applicant, would allow no more than 36 units.
 8. The original structures were built in the 1930’s. Between 1931 and the 1990’s the site was used as the V.A. Hospital, BYU extension campus, and Intermountain Health Care offices. The ownership of the two buildings was subsequently split.

- E. The purpose of the Foothills Residential District FR – 3/12,000 is to promote environmentally sensitive and visually compatible development of lots not less than twelve thousand (12,000) square feet in size. This zoning district is intended to minimize environmental hazards (flooding, erosion, etc.), to protect the natural scenic character of foothill areas not suitable for development, and to promote the safety and well being of present and future residents of foothill areas.
- F. The purpose of the Moderate Density Multi-Family Residential (RMF-35) zoning district is to provide an environment suitable for a variety of moderate density housing types, including multi-family dwellings.
- G. On November 17, 2004, the Planning Commission held a public hearing regarding the proposed rezoning and development. Questions raised in the hearing regarding the proposed development were fire access, preservation of the existing smoke stack, traffic, and marketability and price of the condominiums. The Planning Commission unanimously forwarded a favorable recommendation to the City Council regarding this request, subject to the conditions previously noted.
- H. Engineering, Public Utilities, Transportation, Fire, and Police all approved of the rezoning request, provided that all final plans conform to city codes and regulations. The Police Department noted the finished product would be an asset to the area and security concerns during the construction phase could be addressed with a security fence.
- I. The proposal was presented to the Greater Avenues Community Council on two occasions, July 7, 2004, and October 6, 2004. During the October 6th meeting a motion to support the project passed unanimously.

MATTERS AT ISSUE /POTENTIAL QUESTIONS FOR ADMINISTRATION:

If the Council chooses to schedule a public hearing, the Council could set the date and advertise on February 1st for a hearing on February 15th. This would expedite the process and allow Council action to take place in February rather than March.

MASTER PLAN & POLICY CONSIDERATIONS :

- A. On April 5, 1995, as part of the city-wide Zoning Re-write project, the property was zoned Foothill Residential FR-3 intending the area to be single-family residential.
- B. The Avenues Community Master Plan, adopted 1987, provides the following guidelines for redevelopment or new use of existing structures, with respect to the Primary Children’s Hospital, on an adjacent property to the proposed site. Although these guidelines were not written specifically for the former VA Hospital re-use, they could be considered applicable, as it is a similar situation:
 - a. Intensity of any new use, whether redevelopment or new construction, must be less intensive than present use levels with regards to the number of persons occupying the site, parking needs, and estimated traffic generation.
 - b. Sufficient parking to meet realistic needs must be provided on site, without encroaching into required yard areas.
 - c. Parking lots should be designed to encourage parking in the lot rather than on streets, and should include appropriate fencing, lighting, and landscaping. Landscaping should be used to “break up” parking lots.
 - d. Signage should be minimal and compatible with the residential setting.

- C. Although the VA Hospital is registered on the National Register of Historic Places, it is not within the Avenues Historic District, or listed on the Salt Lake City Register of Cultural Resources. The Avenues Community Master Plan notes that the City Historic Landmark Committee indicates that the buildings on this site may be worthy of preservation. The plan suggests that alternative uses for the existing buildings be pursued before a decision is made to demolish and redevelop the site.
- D. The Avenues Community Master Plan Future Land Use Plan, identifies the property for “Very Low Density,” or 1-4 dwelling units per gross acre. The surrounding properties (except to the north and west) are identified for “Low Density,” or 4-8 dwelling units per acre. The proposed plan would be 7 dwelling units per acre.
- E. The City’s Comprehensive Housing Plan policy statements address a variety of housing issues including quality design, public and neighborhood participation and interaction, transit-oriented development, encouraging mixed-use developments, housing preservation, rehabilitation and replacement, zoning policies and programs that preserve housing opportunities as well as business opportunities.
- F. The Council’s growth policy notes that growth in Salt Lake City will be deemed the most desirable if it meets the following criteria:
 - a. Is aesthetically pleasing;
 - b. Contributes to a livable community environment;
 - c. Yields no negative net fiscal impact unless an overriding public purpose is served; and
 - d. Forestalls negative impacts associated with inactivity.
- G. The City’s 1990 Urban Design Element includes statements that emphasize preserving the City’s image, neighborhood character and maintaining livability while being sensitive to social and economic realities.

CHRONOLOGY:

The following is a chronology of events relating to the proposed rezoning and master plan amendment. Please refer to the Administration’s chronology for details.

- September 14, 2004 Petition assigned.
- July 7 and October 6, 2004 Presentation of current plan to Greater Avenues Community Council.
- November 17, 2004 Planning Commission Hearing.
- November 18, 2004 Ordinance requested from the City Attorney.
- December 20, 2004 City Council transmittal completed by the project Planner.
- December 30, 2004 Ordinance received from the City Attorney.

cc: Sam Guevara, Rocky Fluhart, DJ Baxter, Ed Rutan, Lynn Pace, David Dobbins, Louis Zunguze, Brent Wilde, Doug Wheelwright, Janice Jardine, Wayne Mills, Marge Harvey, Sylvia Jones, Jan Aramaki, Lehua Weaver

File Location: Community Development Dept., Planning Division, Rezoning and Master Plan Amendment, Capital Park Penthouses, LLC and Karen S. Wright, approx. 635 North F Street

K. Eric Jergensen
Council Member-District Three

SALT LAKE CITY CORPORATION
OFFICE OF THE CITY COUNCIL

January 14, 2005

Salt Lake City Council Members
541 South State Street, Room 304
Salt Lake City, Utah 84111

Dear Council Members:

I regret that I will be out of town for the January 18 City Council meeting when a briefing will be presented that requests a rezone of the former Veteran's Hospital property at 635 F Street, from Foothills Residential (FR-3/12,000) to Residential Multi-Family (RMF-35). This rezone will facilitate the development of the Capital Park Penthouses condominium project. I am hoping you will support the rezone.

The Capital Park Penthouses condominium development will be a welcome addition to the adjoining neighborhood whose residents have been negatively impacted by illegal activity and a lack of maintenance during the years that the property has remained vacant. They are pleased not only with the quality of the proposed project, but are also appreciative of the developer who has worked hard to include the neighborhood in the planning process. Careful attention has been paid to their concerns, such as increased traffic, as the plans for the development have been formulated.

I would appreciate your support for the request to rezone this property so the project can move forward.

Sincerely,



Eric Jergensen
Salt Lake City Council Member
District Three

EJ/mh