

SALT LAKE CITY CONDITIONAL USE PERMIT APPLICATION



Property Address: 1875 South Redwood Road, Salt Lake City, Utah

Parcel Id. Number: 15-154-000-051

TABLE OF CONTENTS

1. Project Description.....	1
2. Conditional Use Information	1
3. Minimum Plan Requirements	2
4. Site Plan	2
21A.54.080: STANDARDS FOR CONDITIONAL USES	5
A. Approval Standards: A conditional use shall be approved unless the planning commission, or in the case of administrative conditional uses, the planning director or designee, concludes that the following standards cannot be met:	5
1. The use complies with applicable provisions of this title.....	5
2. The use is compatible, or with conditions of approval can be made compatible, with surrounding uses.	5
3. The use is consistent with applicable adopted city planning policies, documents, and master plans.	6
4. The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions.	7
1. This title specifically authorizes the use where it is located;.....	7
2. The use is consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps.....	7
3. The use is well suited to the character of the site, and adjacent uses as shown by an analysis of the intensity, size, and scale of the use compared to existing uses in the surrounding area.....	7
4. The mass, scale, style, design, and architectural detailing of the surrounding structures as they relate to the proposed have been considered.	8
5. Access points and driveways are designed to minimize grading of the natural topography, direct vehicular traffic onto major streets, and not impede traffic flows.....	8

6.	The internal circulation system is designed to mitigate adverse impacts on the adjacent property from motorized, nonmotorized, and pedestrian traffic.	8
8.	Access to the site does not unreasonably impact the service level of any abutting or adjacent street.	9
9.	The location and design of off-street parking complies with applicable standards of this code.	9
10.	Utility capacity is sufficient to support the use at normal service level.	9
11.	The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts.	9
12.	The use meets city sustainability plans, does not significantly impact the quality of surrounding air and water, encroach into a river or stream, or introduce any hazard or environmental damage to any adjacent property, including cigarette smoke.	10
13.	The hours of operation and delivery of the use are compatible with surrounding uses.	10
14.	Signs and lighting are compatible with, and do not negatively impact surrounding uses.	10
15.	The proposed use does not undermine the preservation of historic resources and structures.	10

1. Project Description

Volunteers of America, Utah (“VOA”) has been providing social model detoxification and withdrawal management services for over 35 years in Salt Lake City. Annually VOA provides hundreds of individuals with a safe and supportive trauma-informed environment as they withdraw from alcohol and/or drugs and address substance use and addiction issues. As clients start to physically stabilize and recover, accessing case management services to gain linkage to behavioral health and medicated assisted treatment services is critical. We are proud and grateful for our community partnerships and the service coordination in Salt Lake County that make it possible to connect clients to these resources and create pathways to healing and recovery.

VOA recently purchased property located at 1875 South Redwood Road, Salt Lake City, UT 84104, Tax Parcel No. 15-154-000-051 (the “Property”) from Zions Bank Corporation. The Property is located in the Commercial Corridor (“CC”) zoning district. Zions Bank will continue to operate their existing business out of the building located on the Property (the “Building”) until Summer or Fall of 2022, at which time VOA will begin renovating the building in preparation of relocating VOA’s administrative offices, prevention and counseling services, and social model detoxification and withdrawal management programs to the Building.

VOA is submitting this application (the “Application”) to request Conditional Use approval for a Clinically Monitored Social Model Detoxification and Withdrawal Management Program (the “Program”) that will operate out of the majority of the first floor of the Building. Social Model Detoxification refers to the primary phase of drug and alcohol withdrawal, in which the process of withdrawal from the relevant substance(s) is monitored, supervised, and managed. The services VOA would provide include 24-hour staff monitoring, targeting the management of acute intoxication, and aiding Program clients (“Clients”) to withdraw from alcohol and or drugs. Clients who qualify for medication-assisted treatment, other medical services, or additional behavioral health services can access those services through VOA programs or in coordination with partner agencies. As Clients start to physically feel better, they can meet with a case manager and/or peer support specialist to connect with substance use treatment programs and plan their next steps. The Clients will be monitored by experienced and well-trained staff. VOA provides non-medical, around-the-clock detoxification services in a clean and supportive environment.

2. Conditional Use Information

If applicable, what are the anticipated operating/delivery hours associated with the proposed use?

- a. The Program will be licensed by the State of Utah and will provide services for approximately 165 individuals 24 hours a day, 7 days a week. Clients will be able to stay in the Program between 14 to 30 days. Once admitted into the Program, Clients are not able to leave the Building during their stay unless on an approved pass. Clients can

decide to discharge at any time. Transportation to local Treatment Centers and Homeless Resource Centers will be provided for those who would like to access those services.

- b. The Program will be located on the first floor of the Building, which will be about 28,000 square feet or 70% of the first floor. We are planning to have dorm sleeping areas that accommodate 165 beds, restrooms, a commercial kitchen, group rooms, staff offices and an intake area.

What are the land uses adjacent to the property (abutting and across-the-street properties)?

Adjacent to the west of 1875 S Redwood Road is the Glendale Golf course which is in the Open Space zoning district. Across the street are businesses in the CC zone. A food establishment is located to the South and an office building to the North. More information concerning the uses of the adjacent properties and the Program's compatibility with the same are found on pg. 6 of this Application.

How many employees are expected to work on-site during the highest shift?

Our highest shift will be from 8:00 am to 4:30 pm. Staff during this shift will include recovery assistants, intake workers, case managers, food service, facility staff, transportation staff, as well as supervisors. We estimate 20 -25 staff members.

If applicable, how many seats will be provided as part of the conditional use?

Not applicable.

Have you discussed the project with nearby property owners? If so, what responses have you received?

In November 2021, VOA reached out to the chair of the Glendale Neighborhood Council to set up a meeting with their board and community members. VOA's CEO and Vice President of Program Operations participated in an online forum with Glendale community members to explain the planned use for the facility and answer questions from community members on December 9th, 2021. We are also planning to do outreach to the businesses in the surrounding area in January 2022. We plan to have an agency representative attend the monthly Glendale Neighborhood Council meetings to be available to talk about the project and to receive questions and concerns.

3. Minimum Plan Requirements. See Exhibit B.

4. Site Plan. See Exhibit B.

Exhibit A – Aerial Site Plan

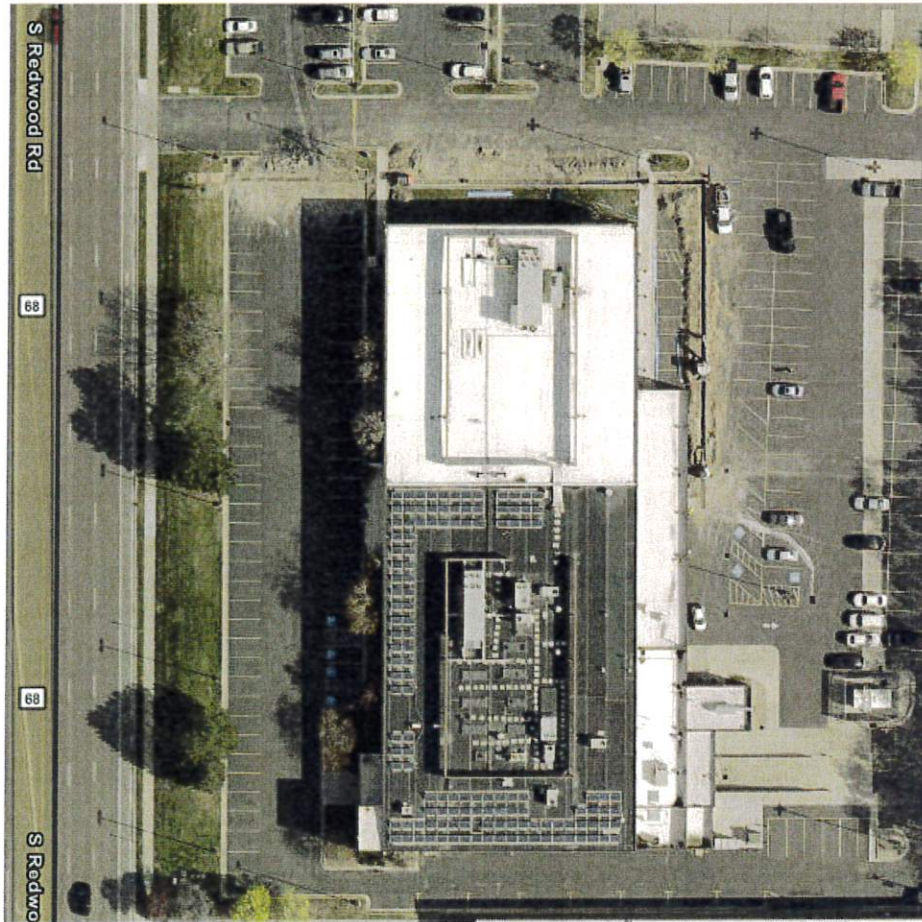


Exhibit B – Site Plan and Drawings

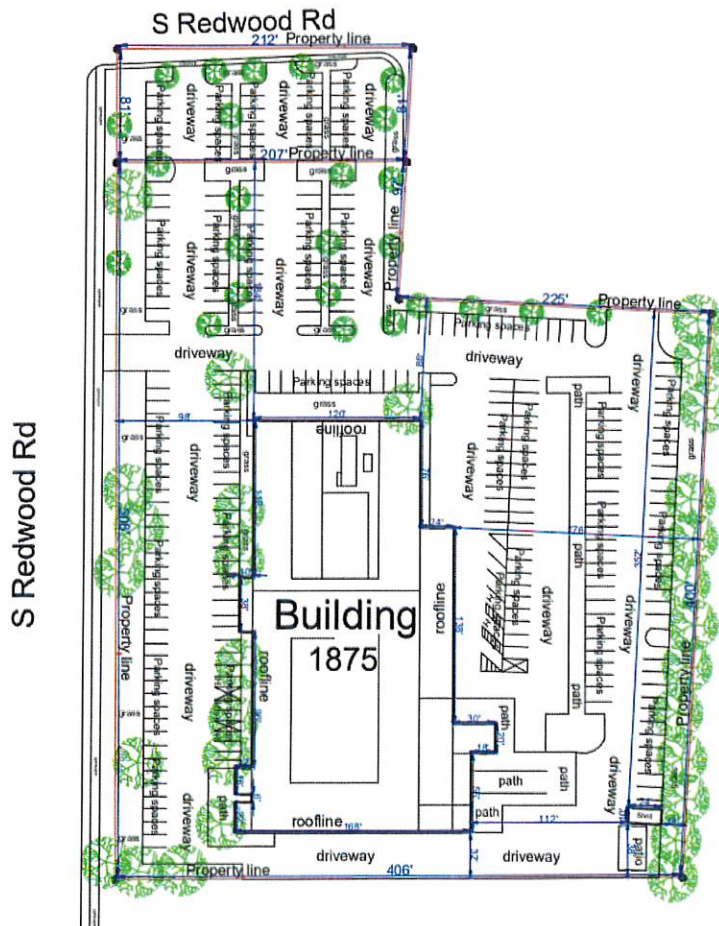
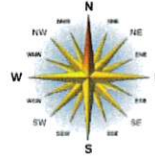
SITE PLAN

Address: 1875 S Redwood Rd

City, State, ZIP: Salt Lake City, UT 84104

Country: USA

Scale 1"=60'



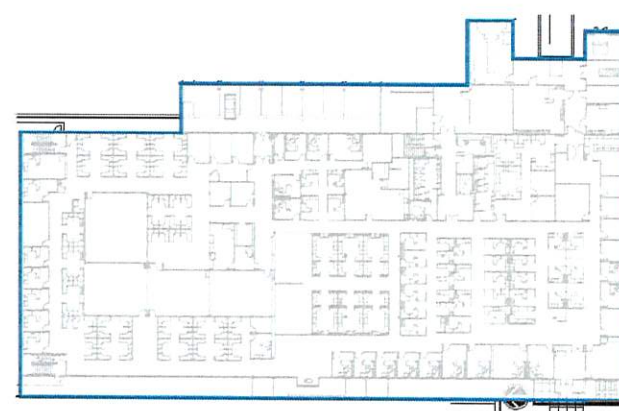
1875 S REDWOOD ROAD SALT LAKE CITY, UTAH

1875 Redwood Road is an office/call center featuring 75,284 square feet of office space with frontage and access along Redwood Road - one of Salt Lake Valley's primary arterial access roads. The building features excellent 201-Freeway and I-215 access, and is located within minutes of the TRAX mass transit/light rail station, approximately 15 minutes from the Salt Lake City International airport. The building offers a functional, efficient floor plate, with multiple fiber optic providers and enhanced security infrastructure. Area amenities include an adjacent golf course, nearby hotels, restaurants, and electric charging stations.

• Total Sq. Ft.:	75,284	• Parking Stalls:	300 +/-
• Typical Floor:	35,990 SF	• Electric Charging Stations:	6
• Class:	C	• Year Built:	1984 / 1996



FLOOR 1

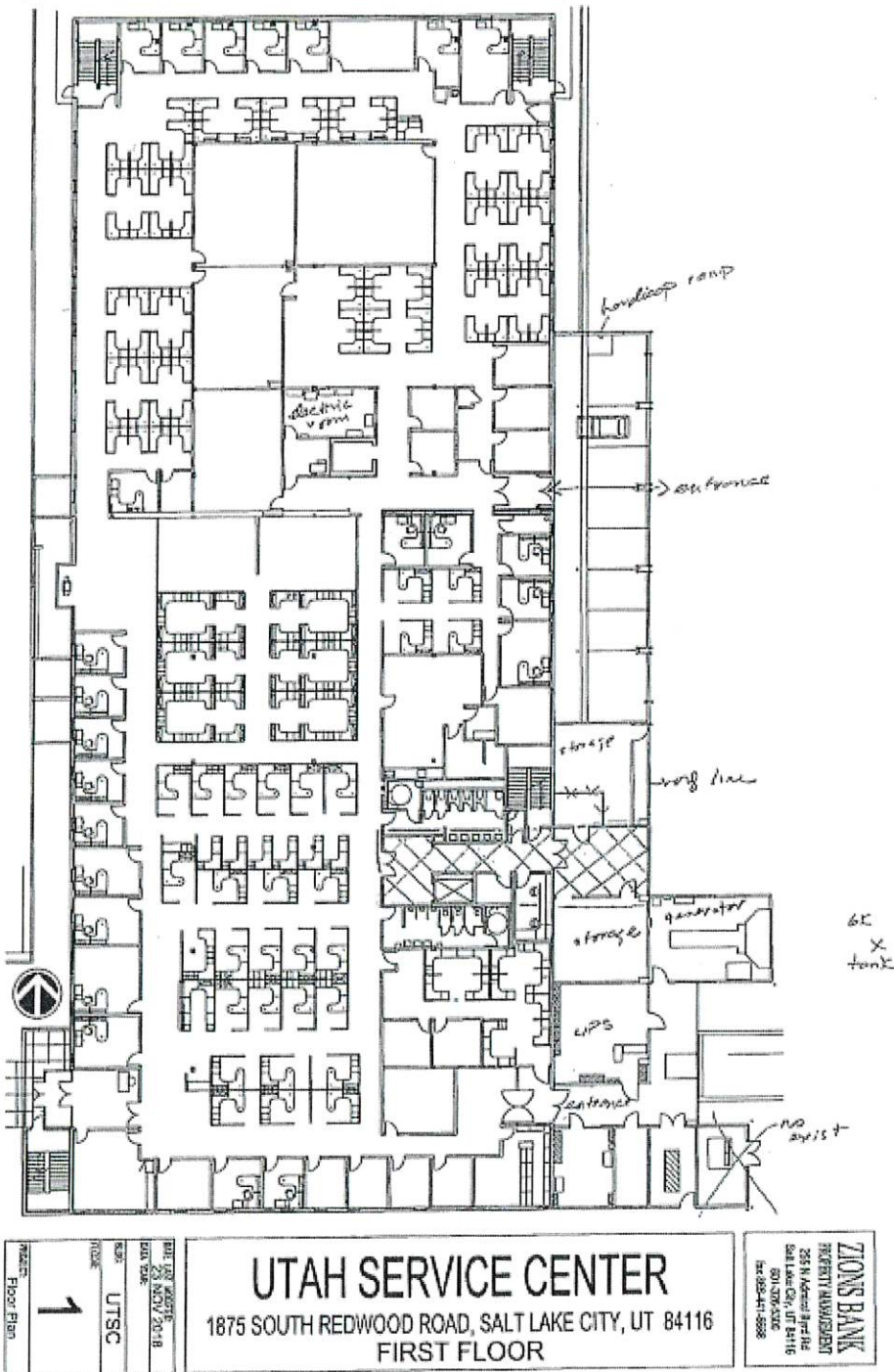


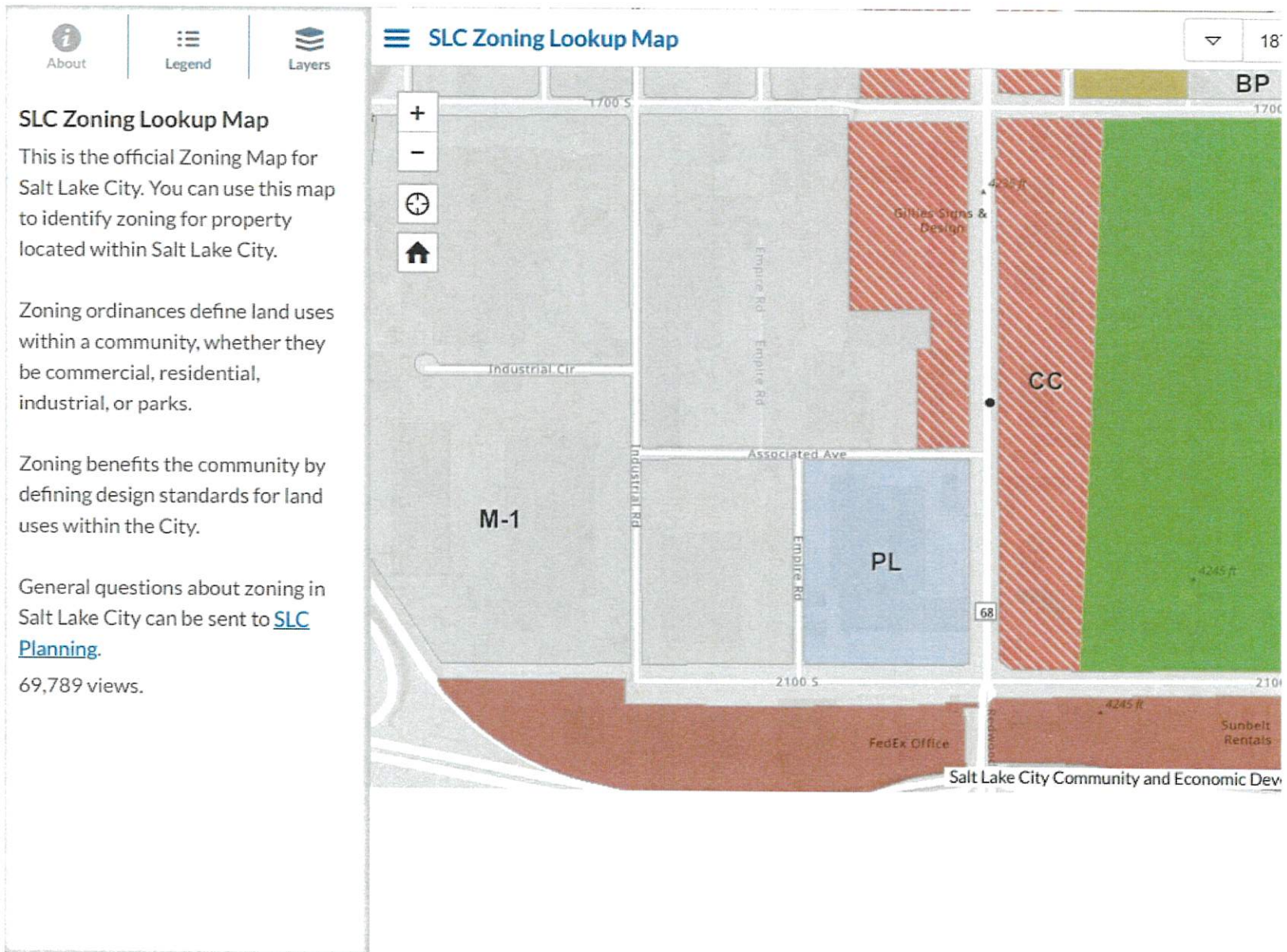
FLOOR 2



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[Standards for Conditional Uses on Following Pages]

21A.54.080: STANDARDS FOR CONDITIONAL USES

A. Approval Standards: A conditional use shall be approved unless the planning commission, or in the case of administrative conditional uses, the planning director or designee, concludes that the following standards cannot be met:

1. The use complies with applicable provisions of this title.

The Property is zoned as Corridor Commercial (“CC”). Pursuant to the table included in Section 21A.33.030 of the Salt Lake City Code (the “Code”), a “Dwelling: Group home (large)” is a use that is conditionally permitted in the CC zone.

Under Section 21A.62.040 of the Code, a “Dwelling: Group home (large)” is defined as follows:

DWELLING, GROUP HOME (LARGE): A residential treatment facility, occupied by seven (7) or more individuals, licensed by the State of Utah under title 62A, chapter 2 of the Utah Code or its successor that provides a twenty four (24) hour group living environment for individuals unrelated to the owner or provider that offers room or board and specialized treatment, behavior modification, rehabilitation, discipline, emotional growth, or habilitation services for persons with emotional, psychological, developmental, or behavioral dysfunctions, impairments, or chemical dependencies. A group home dwelling includes a recovery residence but does not include a boarding school or foster home as defined in title 62A, chapter 2 of the Utah Code or its successor, or a residential support dwelling as defined in this chapter.

The Program meets the Code’s definition of a “Dwelling: Group home (large).” The Program (i) will be a residential treatment facility that will be occupied by more than seven individuals, (ii) will be licensed by the State of Utah under Title 62A, Chapter 2 of the Utah Code, and (iii) will provide a 24-hour group living environment for people detoxing or withdrawing from various substances/chemical dependencies.

2. The use is compatible, or with conditions of approval can be made compatible, with surrounding uses.

Using the Property for the Program (the “*Requested Use*”) is compatible with the uses of the surrounding properties. Adjacent parcels to the North and South of the Property are zoned as CC and include an office building, warehouse and food establishment; adjacent parcels to the West of the Property are used for a golf course and zoned as Open Space; and adjacent property to the East of the Property (on the other side of Redwood Road) is also zoned as CC. There are no residential homes or neighborhoods in or near the vicinity of the Property, and the commercial businesses that surround the Property to the North and East (the “*Neighboring Commercial Businesses*”) are not customer-facing or retail businesses.

The Program will be completely self-contained inside the Building, Clients will be monitored on a 24-7 basis by the Program Staff (“*Staff*”), and security procedures will be

implemented to ensure that the Program Clients do not leave the Building without proper supervision or staff approval. Clients will not be allowed to loiter outside the Building. From the exterior, the Building and the Program will look like and operate in a manner similar to the Neighboring Commercial Businesses on Redwood Road.

The Requested Use will also not impede local traffic flow. There is more than adequate parking behind and in front of the Building for Staff (estimated to be 20-25 people at peak times), and the persons dropping off or picking up Clients. Clients will stay in the Program for 14 to 30 days; consequently, there will not be a significant amount of daily vehicle activity relating to Client arrivals and departures. The current facility operated by VOA has an average of just 10 admissions (drop offs) per day.

Finally, the Property is separated from the golf course to the West of the Property by a fence and a line of trees that block the Property and Building from view. The majority of the adjacent portion of the golf course is the far end of a driving range that may not be physically occupied by many golf course patrons.

3. The use is consistent with applicable adopted city planning policies, documents, and master plans.

The Salt Lake City Master Plan

First, the Salt Lake City Master Plan (the “*Salt Lake MP*”) includes the charge to provide “services needed for the wellbeing of the community.” See Salt Lake MP at pg. 17. By allowing VOA to operate the Program on the Property, Salt Lake City (“*SLC*”) will be providing its residents with a badly needed and fundamental resource for those persons recovering from substance abuse addictions. If SLC residents have access to a safe and secure place to detox from harmful and addictive substances, then the mental, physical, and emotional wellbeing of those residents (and the SLC population as a whole) is likely to increase.

Second, the Salt Lake MP encourages initiatives that support “safe neighborhoods” and a “reduction in crime.” See Salt Lake MP at pg. 17. If the Program is permitted to operate on the Property, then a likely result will be a reduction of crime throughout SLC. Many crimes in SLC are substance abuse/addiction related crimes. Consequently, if more SLC residents can successfully detox/withdraw from harmful and addictive substances, the likely result will be less crime in the community.

Third, the Salt Lake MP includes an initiative to “provide access to opportunities for a healthy lifestyle.” See Salt Lake MP at pg. 19. The Program will provide SLC residents with a place and an opportunity to detox from addictive substances, which will likely result in a healthier lifestyle for those residents.

Fourth, the Salt Lake MP includes an initiative to “support west side business nodes.” See Salt Lake MP at pg. 17. The Property is located on the west side of SLC and will provide job opportunities to dozens of persons (including addiction specialists, security personnel, administrators, building maintenance personnel, etc.). If the Requested Use is approved, the

persons working at the Program will be frequenting the west side of SLC, which will have a corollary effect of improving the neighboring economy (because such Program employees will be more likely to live, shop, and frequent the west side of SLC).

Finally, the Salt Lake MP calls for SLC to “recognize and advocate for the rights of all residents and visitors.” *See* Salt Lake MP at pg. 37. By supporting the operation of the Program on the Property, SLC will be advocating for the right and opportunity for persons to recover from their addictions and become happier, healthier, and more productive members of the community.

The Westside Master Plan

The Westside Master Plan (“WMP”) indicates that residents want Redwood Road to transition from an area that has largely been dedicated to heavy industrial uses to an area that supports “more commercial options” and “office buildings” amongst other goals. *See* WMP at pg. 52 and 53. The Program will be run as an office building and will not involve any industrial uses or have an industrial appearance. The Program will also have the benefit of increasing the number of persons that frequent Redwood Road, which will in turn help support retail businesses in the Redwood Road area.

4. The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions.

To date, no detrimental effects have been specifically identified by the Glendale Neighborhood Council or SLC planning staff. However, in an effort to preemptively respond to potential detrimental effects identified by SLC planning staff, if any, see VOA’s responses below. In the event a detrimental effect is identified by SLC planning staff that is not addressed by the responses below, VOA will supplement this Application.

a. Detrimental Effects Determination: In analyzing the anticipated detrimental effects of a proposed use, the planning commission, or in the case of administrative conditional uses, the planning director or designee, shall determine compliance with each of the following:

1. This title specifically authorizes the use where it is located;

Yes. See answer to 21A.54.080(A)(1) above.

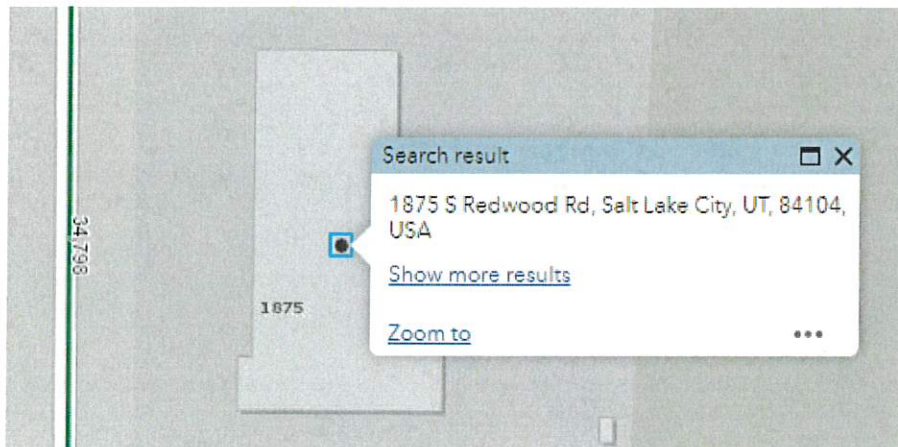
2. The use is consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps.

Yes. See answer to 21A.54.080(A)(3) above.

3. The use is well suited to the character of the site, and adjacent uses as shown by an analysis of the intensity, size, and scale of the use compared to existing uses in the surrounding area.

Yes. See answer to 21A.54.080(A)(2) above. Additionally, see the bulleted information below:

- VOA will maintain a secure location and all Program Clients will be monitored by staff on a 24/7 basis. Program Clients remain inside during both day and night unless on an approved pass, discharging or entering for admission.
- Visitors are limited and monitored inside the facility or on its grounds.
- There will be a commercial kitchen in our facility that will serve 3 meals a day to Program Clients, eliminating any need for travel outside the facility. There are no walk-in meals provided.
- Redwood Road is a major north/south artery with 2019 Average Daily Traffic measured at 34,798. This facility will not have a material impact on this traffic.



Existing Uses in Surrounding Neighborhood:

4. **The mass, scale, style, design, and architectural detailing of the surrounding structures as they relate to the proposed have been considered.**

Property and structure are existing. Architectural modifications will be primarily interior and completed according to code. Exterior modifications may occur to accommodate code requirements associated with the change of use.

5. **Access points and driveways are designed to minimize grading of the natural topography, direct vehicular traffic onto major streets, and not impede traffic flows.**

Property and access are existing. See aerial site plan – Exhibit A.

6. **The internal circulation system is designed to mitigate adverse impacts on the adjacent property from motorized, nonmotorized, and pedestrian traffic.**

Property and internal circulation are existing. See aerial site plan – Exhibit A.

7. **The site is designed to enable access and circulation for pedestrians and bicycles.**

Property and access are existing. See aerial site plan – Exhibit A.

8. Access to the site does not unreasonably impact the service level of any abutting or adjacent street.

Property access is on Redwood Road with no access via abutting or adjacent streets. See aerial site plan – Exhibit A.

9. The location and design of off-street parking complies with applicable standards of this code.

There are approximately 280 open parking spaces and 8 handicapped spaces on the Property. Table 21A.44.040 of the Code requires that a Group Home in the CC zone provide a minimum of “1 space per 4 persons design capacity.” See Chapter 21A.44: *Off Street Parking, Mobility and Loading*, at pg. 7. At maximum, the Program will have approximately 165 Clients. The required number of parking spaces for the Clients is consequently 42 spaces ($165/4 = 41.25$). The off-street parking on the Property more than meets the required number of spaces for the operation of the Program.

The remainder of the Building will be used as office space. Table 21A.44.040 of the Code requires an office building in the CC zone to provide 3 spaces per 1,000 square feet. See Chapter 21A.44: *Off Street Parking, Mobility and Loading*, at pg. 12. The total square footage of the Building is approximately 75,284 square feet. Approximately 28,000 of the Building’s square feet will be dedicated to the Program.

Thus, 142 parking spaces are required for that portion of the Building that will be used as office space is ($75,284$ total square feet – $28,000$ square feet dedicated to the Program = $47,284$ square feet; $47,284$ square feet/ $1,000$ square feet = 47.284 ; 47.284×3 parking stalls = 141.852 parking stalls).

In total, the use of the Building for a Group Home and Office Space require a total of 184 parking spaces. The total off-street parking facilities of the Property (approximately 288 spaces in total) more than satisfy the requirements of the Code.

10. Utility capacity is sufficient to support the use at normal service level.

Any adjustments required per code for the change of use will be accommodated in the remodel.

11. The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts.

See aerial site plan – Exhibit A and Section B above.

- 12. The use meets city sustainability plans, does not significantly impact the quality of surrounding air and water, encroach into a river or stream, or introduce any hazard or environmental damage to any adjacent property, including cigarette smoke.**

The use will meet city sustainability plans and gated smoking areas will be established to minimize impact.

- 13. The hours of operation and delivery of the use are compatible with surrounding uses.**

Standard Office Hours and deliveries occur between 8 a.m. to 5 p.m. Monday through Friday. Admission times vary, but on average the current facility was doing about 10 admissions a day that were spread out through the day and evening.

- 14. Signs and lighting are compatible with, and do not negatively impact surrounding uses.**

Any new signage and lighting that might be added for safety, access and internal circulation will comply with the SLC Code and any guidance given by the planning committee.

- 15. The proposed use does not undermine the preservation of historic resources and structures.**

The proposed use would not undermine the preservation of any historic resource or structure.