

## PLANNING COMMISSION STAFF REPORT

### Salt Lake City Regional Sports Complex Community Recreation Center Master Plan and Zoning Map Amendment Petition No. PLNPCM2010-00028 April 14, 2010



Planning Division  
Department of Community and  
Economic Development

**Applicant:** Mayor Becker

**Staff:** Everett Joyce, 801-535-7930,  
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**Parcel ID:** 08-15-351-002, 08-15-  
351-003, 08-15-351-004, 08-15-351-  
009

**Current Zoning:** AG-2 and OS

**Master Plan Designation:**  
Agriculture and Open Space

**Council District:** District 1:  
Carlton Christensen

**Community Councils:**  
Westpointe and Rose Park

**Applicable Land Use**

**Regulations:** Section 21A.50.050,  
Utah Code 10-9a-204 and 10-9a-404

**Notification:**

- Newspaper Notice Salt Lake Tribune on April 1, 2010
- Notice mailed on April 1, 2010
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites on April 1, 2010

**Attachments:**

- A. Rose Park Future Land Use Map
- B. Proposed Zoning Map Modifications
- C. Community Input
- D. Department Input
- E. Restricted Lands
- F. Floodplain Information
- G. Supplemental Documents

### ***Request***

This petition is a request to analyze amendment of the Rose Park Small Area Master Plan and the Northwest Community Zoning Map to allow a portion of a proposed community recreation center known as the Salt Lake City Regional Sports Complex.

### ***Master Plan Amendment***

Within the area of the proposed regional sports complex the Rose Park Small Area Master Plan depicts two future land uses, Open Space and Agricultural land uses. The petition is requesting that the certain properties designated for Agricultural and Open Space be modified to Public Lands and Open Space land uses.

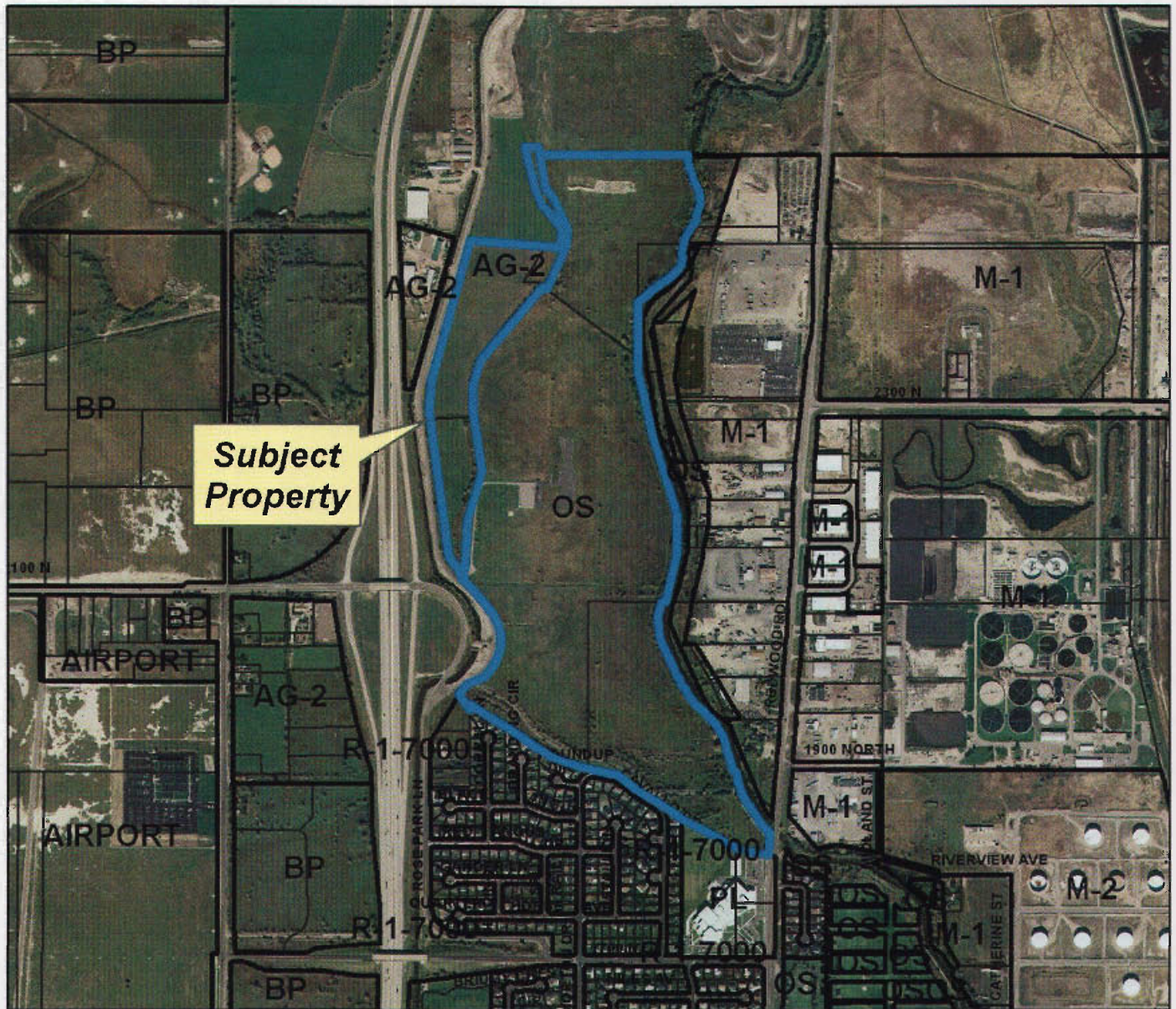
### ***Zoning Map Amendment***

This petition also requests to rezone existing Agriculture and Open Space zoning to Public Lands and Open Space. The public lands zoning would accommodate a specific element of the sports complex, a future field house. The balance of the sports complex, facilities are permitted uses in the Open Space Zoning District.

### ***Staff Recommendation***

Based on discussions and the findings in the staff report, it is the Planning Staff's opinion that the Planning Commission transmit a favorable recommendation to the City Council to amend the Rose Park Small Area Master Plan Future Land Use Map from Agriculture to an Open Space designation and as proposed rezone 17 acres of the SLC Regional Sports Complex site to Public Lands and the balance of the site to Open Space zoning classifications.





**Vicinity Map**

## **Background**

### **Project Description**

In 2003, Salt Lake City voters approved a general obligation bond for a Regional Sports, Recreation and Education Complex. The bond issuance was contingent upon receipt of matching funds. Since then, matching private sector funds have been contributed to Salt Lake City. The City has acquired over 160 acres for development of the sports complex located between the Jordan River and Interstate 215 at the 2100 North interchange.



The existing zoning of the site is AG-2 Agriculture and OS – Open Space. The AG-2 Zoning District does not allow community recreation centers. The proposed use is permitted within the Open Space Zoning District. However, one element of the proposed sports complex, a future field house is considered an arena. The arena land use category is not permitted in the Open Space Zoning District or the AG-2 Zoning District. The arena use is permitted as a conditional use in the Public Lands Zoning District.

<b>Table of Permitted and Conditional Uses in the Special Purpose Districts</b>				
	AG-2	OS	NOS	PL
Community and Recreation Centers	X	Permitted	X	Permitted
Arenas, Stadiums, Fairgrounds	X	X	X	Conditional Use

Land use policy regarding this area is contained within the Rose Park Small Area Master Plan. Master plan and zoning amendment is required to accommodate a portion of the proposed sports complex. The area requiring amendment is located on the western portion of the sports complex site at approximately 2223 – 2349 North Rose Park Lane. This petition was created so that Planning Staff could analyze and evaluate the appropriateness of amending the master plan Future Land Use Map and the Zoning Map to allow development for a portion of the proposed SLC Regional Sports Complex.

On March 10, 2010 the Planning staff discussed with the Planning Commission different approaches staff could evaluate in response to the petition request. These were: 1) apply both Open Space and Public Lands Zoning to the sports complex site or 2) rezone the entire property Open Space with future text modifications to allow arenas within the Open Space Zoning District and apply the Natural Open Space Zoning District to the 23 acre natural habitat area. Staff understood that the Commission direction was to consider the Open Space and Public Lands zoning approach.

### **Proposed Master Plan and Zoning Map Amendments**

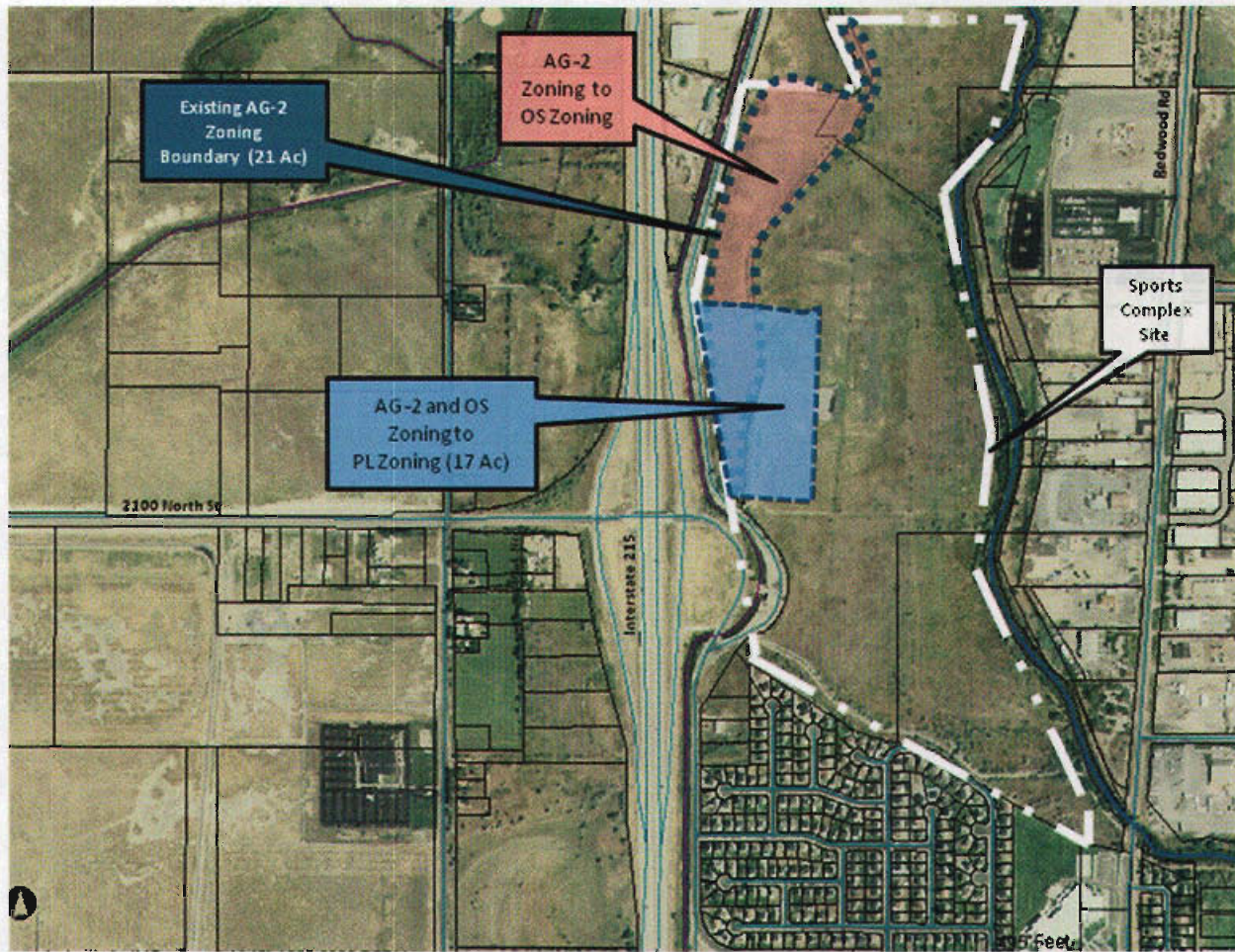
The proposed master plan changes are to the Rose Park Small Area Master Plan Future Land Use Map. The Zoning Map changes are to the Northwest Community Zoning Map. The proposed Regional Sports Complex is a community recreation center. The use is a permitted use in both the PL and OS Zoning Districts. The proposed future field house is a conditional use in the PL Zoning District. Attachment A shows the Rose Park Small Area Plan Future Land Use Map. Attachment B shows the proposed Zoning Map changes that would amend the Future Land Use Map and depicts the sports complex conceptual plan with existing and proposed zoning.

This petition requests land use and zoning actions for a portion of the Regional Sports Complex site. The majority of the site is zoned OS – Open Space which allows community recreation centers as a permitted use. The sports complex project site is currently zoned AG-2 – Agriculture (21 acres) and OS – Open Space (145 acres). The proposed changes would result with the following zoning acreages, PL - Public Lands (17 acres) and OS – Open Space (149 acres). The amount of Open Space zoning within the project area would increase by four acres. The areas of proposed zoning changes are shown below.

### **Additional Staff Report Information**

There are several documents referred to throughout this staff report, that due to the large size of the documents, they have been provided as a Supplemental Documents to the Staff Report. Documents within Supplement Documents Report are listed in Attachment G and are provided on the City website along with the Planning Commission staff report.





### ***Proposed Zoning Changes***

## **Comments**

### **Public Comments**

The conceptual Regional Sports Complex site plan was presented to the Westpointe Community Council on January 20, 2010. At this meeting the need to amend the master plan and zoning for the project was identified. The Community Council chair has submitted in writing the three most important issues related to the sports complex development. These comments are included in the community input attachment and summarized below:

1. Lack of buffer for residents. The landscape buffer area and existing berms located along the south end of the project site are adjacent to an existing residential subdivision. Of concern is that existing berms would be removed to accommodate soccer fields and eliminate the potential of flood protection.
2. Traffic impacts. The community is concerned about traffic impacts caused by the existing road access design from Interstate 215 to Rose Park Lane. They feel that these impacts will be significant unless the intersection is redesigned and that these improvements should be put in place before the complex is opened.
3. Light pollution. In the presentation made to the Community Council, City staff mentioned that it would be possible to not have lighting and curfews on the south fields adjacent to the residential area.

An Open House was held on February 18, 2010 in the City and County Building. The comments received at the open house and from the public are included in Attachment C - Community Input.



Numerous comments were received regarding whether a recreation center, the Regional Sports Complex should be located here. Please note that exclusive of the 21 acres of AG-2 zoned lands and one specific element, the field house, the majority of the proposed sports complex site is zoned Open Space and community recreation centers are a permitted use in the OS Zoning District.

The Jordan River Restoration Network submitted comments regarding the proposed rezoning necessary for the Regional Sports Complex. Ray Wheeler of the network submitted extensive comments which are provided in Attachment C - Community Input. Based on their comments submitted the Jordan River Restoration Network offered the following suggestions for recommendation of the Planning Commission regarding the rezoning of this site:

1. The City Planning Commission should recommend a "Natural Open Space" (NOS) zoning classification for the entire 160 acre site.
2. The proposed Regional Sports Complex be sited at one of four safer, less costly and less environmentally destructive sites that have been identified by Salt Lake City planners and other stakeholders.
3. If the Salt Lake City Council and Mayor proceed with the construction of a sports complex at 2200 North, Phase 1 of the project should be consolidated as far west as possible of the Jordan River, and...
4. ...all land situated between Phase 1 development area and the river should be zoned for "Natural Open Space".

Jordan River Restoration Network member Jeff Salt provided comments regarding the following documents. Please note that the Plans and Reports are large files and are not included within the staff report. These files have been made available in the Supplement Document to the staff report and are posted on the City website. The maps and photos are provided in Attachment C - Community Input.

#### 1. Plans & Reports

- a. 1971 Jordan River Parkway Plan. This historic document sets forth the foundation for the Jordan River Parkway as a dual purpose corridor. The primary function of the parkway was for flood control. The secondary purpose was to establish a corridor for outdoor recreation (boating, fishing, biking, hiking, etc.) and wildlife habitat. The parkway was supposed to become a "no-build" corridor to allow the river to flood naturally and reduce the cost of managing the river and property losses.
- b. 2000 Jordan River Natural Conservation Corridor Report. This document assessed the publicly owned open space lands along the Jordan River from Utah Lake to I-215 in northern Salt Lake County. The report made recommendations for the management and use of these lands. This report led to the creation of a river-wide stakeholder group called the Jordan River Natural Areas Forum. This group developed a strategic plan for the river corridor and recommended the sports complex site as a location for a nature education center and urban wildlife preserve.
- c. 2008 Blueprint Jordan River. This recent document collected information from the public about preferences and uses of the lands along the Jordan River. The Blueprint document identifies the sports complex site for preservation as natural open space.
- d. 2001 Rose Park Small Area Plan. This document describes the intended use of the sports complex site if it were annexed into the City at some future date. No sports complex was planned or intended at this time. The plan clearly demonstrates the public intention to keep the sports complex site as open space and agriculture, not developed into a sports complex. This would coincide more with a NOS zone today.

#### 2. Maps & Photos



- a. Map from the 1971 Jordan River Parkway Plan. This image shows the 1952 floodplain marked in blue hash marks, and the various open space lands for the parkway. The sports complex site was not identified for sports recreation. Also, this land is clearly in the natural 1952 floodplain.
- b. Aerial photo of sports complex site, 1987. This aerial photo taken in March 1987 shows the proposed sports complex site completely inundated by flood water from the Great Salt Lake (the dark areas). The land was flooded for approximately 19 months and had an estimated 2.5' – 3' of standing water at the peak of the flooding event in April 1987.
- c. Aerial map with survey data. This aerial photo has up-to-date survey data prepared by the Salt Lake County Surveyor's Office. The elevations are expressed in 1988 vertical datum. The data shows the average elevation of the land to be approximately 4,212' above sea level. The approximate elevation of the Great Salt Lake in 1987 would translate to 4,215' above sea level in 1988 vertical datum. This data shows the land is seriously prone to flooding by the Jordan River and Great Salt Lake.
- d. Map from Rose Park Small Area Plan. This map shows the intended zones for the sports complex site if it were annexed into the City. Since the land was owned by the State of Utah prior to the time of annexation, there is no clear understanding of the zoning the land had since it was acquired in the 1970s. The intended zoning was for open space, but in 2001, there wasn't a clear distinction between types of open space.

## **City Department Comments**

The comments received from pertinent City Departments / Divisions are attached to this staff report in Attachment D. The Planning Division has not received comments from the applicable City Departments / Divisions that cannot reasonably be fulfilled or that warrant denial of the petition.

As part of the preliminary reviews of the Sports Complex project, the Salt Lake City Transportation Division has requested a traffic impact report to evaluate the various requirements impacting the abutting roadways that need to be incorporated into the final approval process for the sports complex.

## ***Analysis and Findings***

### **Master Plan Amendment**

Utah State code identifies that the general plan is an advisory guide for land use decisions, the impact of which shall be determined by ordinance. Public uses need to conform to the general plan. The adopted master plan that guides development within this area is the Rose Park Small Area Master Plan. For any public use of Agriculture designated properties, State code requires the City to amend the Rose Park Small Area Master Plan by modifying the Future Land Use Map to include the agricultural lands to an Open Space designation.

Additional plans or studies related to the proposed regional sports complex are referred to through either City Council resolution or reference. These documents are not part of the general plan and do not require amendment if not conformed to. These documents are the Futures Commission Report and the Jordan River Blueprint document.



## **Rose Park Small Area Master Plan, 2001**

### **Rose Park Small Area Master Plan Northern Study Area**

The Rose Park Small area Plan states “*Jordan River Parkway* The State Parks’ Jordan River Parkway, in the Northern study area, consists of approximately 174 acres of land a majority of which is located in the area currently under the jurisdiction of Salt Lake County rather than in the corporate boundaries of Salt Lake City. Under State ownership, the development of this property is exempt from either City or County regulations and control. Existing facilities of the Parkway include a model plane airport facility and an off-highway-vehicle training center. The State Parks Department is in the process of developing a master plan for recreation uses on this property. The City supports the expansion of State recreation facilities in this area.” This master plan language is from the year 2001. Since that time, the City has obtained ownership of the parkway property from the State and therefore the State master plan element is not pertinent.

#### *Policy*

- Retain existing public recreation and open space lands.

### **Agricultural**

The plan states “Agricultural land uses make up approximately five percent of the land uses in the Northern study area. These uses are mainly in the unincorporated portion of the study area along Rose Park Lane (1800 West) and include riding stables, a horse breeding facility and pastures.” Since the adoption of the plan the State has purchased agricultural lands and has placed restrictive covenants on the land that limit uses to recreational uses and prohibits agricultural uses. If the future land use map is modified in response to this petition request changing certain agriculture properties to open space, the existing agriculture policy would still remain in effect for the balance of the agriculture properties that are not part of this petition.

#### *Policy*

- Retain existing agricultural land uses along Rose Park Lane.

### **Zoning**

Most of the existing zoning is appropriate to implement the policies recommended in this plan. If and when existing properties in the County are annexed into the City they should be zoned for either agricultural or open space land uses to be compatible with the State recreational and open space land uses between Redwood Road and Interstate-215.

#### *Policy*

- If properties in the County are annexed into the City, retain the existing land use development by zoning the properties either Agricultural or Open Space.

### **Futures Commission Report**

The Salt Lake City Futures Commission Report identifies the following recommendations.

### **Recreation**

- Acquire park land, playing fields, and open space to meet the 6.25 acres per 1000 population standard promoted by the National Recreation and Parks Association.
- Provide recreation amenities and programming to all citizens of Salt Lake City.
- Provide recreation services to more residents by coordinating city and county efforts.
- Identify and remedy recreation deficiencies using public and private resources.
- Include open space areas in plans for developing large areas of vacant land.



## **Jordan River Blueprint**

The Jordan River Blueprint Plan was supported by the City Council through a resolution. The requested master plan and zoning amendments are not required to conform to the Jordan River Blueprint Plan. However, the Jordan River Blueprint plan includes within its Land Use and Development Policy Framework a Salt Lake City Focus Area that identifies a nature preserve area along the Jordan River at the Regional Sports Complex site and the sports complex use itself.

The location of the SLC Regional Sports Complex along the Jordan River presents opportunities for increased recreation, environmental stewardship and community access along the river corridor. The plans for the Complex facilitate the creation of a Nature Preserve along the Jordan River to increase stewardship and provide opportunities for education and recreation. The Nature Preserve component of the Complex will support a natural meandering corridor for the Jordan River through regraded banks that allow for natural and stable bank slopes. Created and maintained wetlands will provide water storage, filtration and habitat. The removal of invasive species and the planting of native trees, shrubs and grasses will promote a healthy riparian corridor and expands existing native riparian habitat. The Nature Preserve area of the Complex establishes a buffer, approximately 23 acres, averaging 223 feet in width between the river and the Complex. The Jordan River Blueprint has identified this area as a “silver level” preservation and restoration opportunity. The width of the Nature Preserve exceeds the recommendation of 100 – 200-foot buffer. The proposed master plan and zoning amendments related to the Regional Sports Complex adheres to the Jordan River Blueprint guiding principles.

## **Restrictive Covenants on Sports Complex Lands**

Of the 21 acres of AG-2 zoned lands included in this petition, 15 acres have a restrictive covenant that only allows recreational use on the property; the restrictive covenant prohibits agricultural uses except for grazing. These restrictions on the land use were set in place by the State of Utah as action related to the federal monies used is assistance of acquisition. These lands were acquired with assistance through the Land and Water Conservation Fund (LWCF) – State Assistance Program. This program restricts use of the land for agricultural uses and identifies the following recreational facilities as eligible for LWCF assistance. “Sports and playfields. LWCF assistance maybe available for fields, courts and other outdoor spaces used in competitive and individual sports. This includes fields for baseball, softball, soccer and football, tennis courts, playgrounds and tot lots, golf courses, rifle /pistol ranges, trap/skeet fields, archery ranges, rodeo arenas, inline hockey rinks, skate parks, running tracks, and other similar facilities.” (Source: Land & Water Conservation Fund - Federal Finance Assistance Manual, Volume 69, October 1, 2008.) See Attachment E- Lands Restricted to Recreational Uses

## **Agricultural Lands**

Salt Lake City’s major area designated for agricultural uses lies with boundaries of the Northpoint Small Area Master Plan. This plans’ Future Land Use Map designates over 400 acres of farm lands for future agricultural uses. Salt Lake City has very limited farm lands. The majority of farm lands are located in the Northpoint area. This area is located northwest of the subject site just west of Interstate 215.

## **Floodplain**

The National Flood Insurance Map identifies the Regional Sports Complex property as being located within Zone AH, the 100 Year Floodplain and Zone X, the 500 Year Floodplain. The AH 100 Floodplain designation includes areas of 100 year shallow flooding where depths are between one (1) and three (3) feet. The FEMA Flood Maps identify the Zone AH designated area at elevation 4213. The 500 Year Floodplain designation includes areas between limits of the 100-year flood and 500-year flood; or certain areas subject to 100-year flooding with average depths less than one (1) foot. See Attachment F – Floodplain Information.



The Public Utilities Department has provided a Floodplain Evaluation Report for the Sports Complex. Portions of the report are provided below. The full report is located in the Supplemental Information packet. The city has had detailed topography taken through the Light Detection And Ranging (LiDAR) method which is accurate to 0.05 meters (2.3 inches). Reviewing the LiDAR topography of the city shows the elevation of the proposed Sports Complex to be at an average elevation between 4213 and 4214-feet.

There is a difference in elevation datum related to the Great Salt Lake and land survey elevations. It is important to understand that there are two datums that have been used. The official datum that the USGS uses is NGVD29 to measure the lake elevation. The other datum, NAVD88, is the datum that the City uses for topography and is also the datum that FEMA uses in Salt Lake County for flood zones with a known water surface elevation. The difference between the two datums, as converted at the Saltair Boat Harbor gage station is 3.24-feet. For clarity, the discussion below will have added 3.24-foot conversion to the lake elevation data (which is given in NGVD29), so that the entire discussion is consistently made in NAVD88.

The Salt Lake City Public Utilities Department was able to obtain aerial photographs of the proposed Sports Complex for various years and then using the data obtained from the USGS, determine how the elevation of the lake corresponds to flooding within the proposed Sports Complex project boundary. The following table represents the months of the photographs obtained and the monthly mean lake elevations, provided in NAVD88, for those months. Aerial photos that depict the mean lake elevation for specific years are provided in Attachment F - Floodplain Information.

<b>Great Salt Lake Elevations</b>	
Month / Year	Elevation (ft, NAVD88)
June 1984	4212.04
April 1985	4212.74
March 1986	4213.09
March 1987	4214.59
March 1988	4212.34
April 1989	4209.34

With regards to the proposed Sports Complex, it would appear that neither the Jordan River nor local drainage contributes to any significant flooding of the site. Evidence suggests that the elevation of the lake has a direct relationship on the flooding at the proposed site. To have the elevation of the lake rising above the elevation of the proposed sport complex site is a rare event having occurred only twice in a 167-year history of records. Since the last high water event, mitigation measures with the West Desert Pumping project have been implemented to control the Great Salt Lake elevation and help keep it below the historic high water elevation.

## **Wildlife**

In 2003, a Final Report of Plant and Vertebrate Inventories of the Jordan River State Park was prepared by the Utah Division of Wildlife Resources for the Utah Division of Parks and Recreation for the subject sports complex site. Conclusions of this study identified, "the Park does continue to possess value for wildlife despite habitat alterations and the presence of some nonnative species. On the other hand, the Park is in a suburban setting, already surrounded by industrial and residential development, and, as the Salt Lake City metropolitan area continues to grow, the Park will become increasingly insular and isolated from natural habitats. As a result its fauna may become less diverse in the future. Also, no animal species that are federally listed or are candidates for listing under provisions of the Endangered Species Act and no animals on the state Sensitive Species List were found. Thus, it would be an exaggeration to claim that the Park holds great biological or ecological significance. It is more accurate to say that the Park has some favorable natural qualities and

favorable natural potential that could be encouraged through management for outdoor recreation such as hiking, birding, and general wildlife viewing.”

## **Options**

The following are options for the Planning Commission to consider when making a recommendation to the City Council:

### **Denial of the Petition**

If the petition is denied, the property will remain zoned Open Space and AG-2. Any use allowed in these zoning districts can be located on the property. The Open Space zoned lands (145 acres) could still be used for the sports complex, however, the configuration and amount of fields would need to be modified. The AG-2 zoned lands (21 acres) would not allow recreational uses and fifteen of the acres are restricted and do not allow agricultural uses.

### **Options for Approval**

#### **1. Rezone the Property as Requested**

The proposed request is to rezone the AG-2 lands to Public Land and Open Space and a portion of the Open Space lands to Public Lands zoning. This action accommodates the proposed conceptual design concept and would allow for the future field house on the Public Lands zoned property.

#### **2. Alternative Planning Commission Zoning Recommendations**

- a. Rezone the AG-2 zoned property to Open Space and recommend modification to the Open Space Zoning District Tables of Permitted Uses to include stadiums and arenas. This would allow the proposed conceptual sports complex plans but require additional ordinance text changes that would affect all Open Space zoned lands.
- b. Rezone the AG-2 zoned property Public Lands and leave the Open Space properties unchanged. This would accommodate the sports complex use but would require modification of the conceptual plans to ensure the future field house and its related parking is on the Public Lands zoned property.

#### **3. Nature Preserve Component**

The Planning Commission could recommend rezoning of the Open Space lands were the 23-acre nature preserve area is proposed to Natural Open Space Zoning. Presently the City is working on a Restoration Plan for the area. Rezoning this area to Natural Open Space should coincide with the area determined within the final Restoration Plan.

## **Findings**

### **Master Plan Amendment**

**Findings:** There are no specific standards in the Salt Lake City Zoning Ordinance for Master Plan Amendments. State Law, Section 10-9a-204, Notice of Public Hearings and Public Meetings to Consider General Plan or Modifications, outlines the criteria for amending a master plan relating to noticing requirements. A newspaper notice for the master plan amendment was published on April 2, 2010. The rationale for amending the Rose Park Small Area Master Plan is discussed above.



## Zoning Map Amendment

Section 21A.50.050 Standards for general amendments. 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.

### A. In making its 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;**

**Discussion:** The Rose Park Small Area Master Plan Future Land Use Map recognized the State parkway property as Open Space. However, the plan did not anticipate the State to expand the parkway into Agriculture designated properties. The State also placed restrictive covenants on the parkway lands limiting use for recreational purposes. In light of these changes the master plan Agriculture land use policy is inappropriate. The implementation zoning policy of the master plan is that the City should retain existing land use development by rezoning properties either Agriculture or Open Space.

**Finding:** The Public Lands and Open Space Zoning District modifications are consistent with the future development policies of the Northern Study Area of the Rose Park Small Area Master Plan in that the plan calls for a mix of open space / recreation, business park and light industrial land uses. (Rose Park Small Area Plan – page 18)

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

**Discussion:** The Zoning Ordinance contains the following general purpose and intent statements:

- **Chapter 21A.02 Title, Authority, Purpose And Applicability:** Purpose And Intent: The purpose of this title 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 to carry out the purposes of the municipal land use development and management act, title 10, chapter 9, of the Utah Code Annotated or its successor, and other relevant statutes.
- **Chapter 21A.32 Special Purpose Districts:** Statement Of Intent: Certain geographic areas of the city contain land uses or platting patterns that do not fit traditional zoning classifications (e.g., residential, commercial, industrial) or uniform bulk regulations. These areas currently contain special land uses (e.g., airports or medical centers) which have a unique character, or contain mixed land uses which are difficult to regulate using uniform bulk and density standards. Because these areas have unique land uses, platting patterns and resources, special districts are needed to respond to these conditions. These special purpose districts are further intended to maintain the integrity of these areas, allow for greater flexibility in site design, and achieve the specialized goals for these areas.
- **Chapter 21A.32.070 PL Public Lands District:** Purpose Statement: The purpose of the PL public lands district is to specifically delineate areas of public use and to control the potential redevelopment of public uses, lands and facilities.
- **Chapter 21A.32.100 OS Open Space District:** Purpose Statement: The purpose of the OS open space district is to preserve and protect areas of public and private open space and exert a greater level of control over any potential redevelopment of existing open space areas.

- **Chapter 21A.34.040 AFPP Airport Flight Path Protection Overlay District:** Purpose Statement: It is determined that a hazard to the operation of the airport endangers the lives and property of users of the Salt Lake City International Airport, and the health, safety and welfare of property or occupants of land in its vicinity. If the hazard is an obstruction or incompatible use, such hazard effectively reduces the size of the area available for landing, takeoff and maneuvering of aircraft, thus tending to destroy or impair the utility of the Salt Lake City International Airport and the public investment. Accordingly, it is declared:
  1. That the creation or establishment of an airport hazard is a public nuisance and an injury to the region served by the Salt Lake City International Airport;
  2. That it is necessary in the interest of the public health, public safety, and general welfare that the creation or establishment of airport hazards be prevented; and
  3. That the prevention of these hazards should be accomplished, to the extent legally possible, by the exercise of the police power without compensation.
- **Chapter 21A.34.060: Ground Water Source Protection Overlay District:** Purpose And Intent: The purpose of this section is to protect, preserve, and maintain existing and potential public drinking ground water sources in order to safeguard the public health, safety and welfare of customers and other users of the city's public drinking water supply, distribution and delivery system. The intent of this section is to establish and designate drinking water source protection zones and ground water recharge areas for all underground sources of public drinking water which enter the city's culinary drinking water supply, distribution and delivery system, whether such sources are located within, or outside of, the city's corporate boundaries.
- **Chapter 21C.34.130: RCO Riparian Corridor Overlay District:** Purpose Statement: The purpose of the RCO riparian corridor overlay district is to minimize erosion and stabilize stream banks, improve water quality, preserve fish and wildlife habitat, moderate stream temperatures, reduce potential for flood damage, as well as preserve the natural aesthetic value of streams and wetland areas of the city. This overlay district is intended to provide protection for the following aboveground streams, stream corridors and associated wetlands east of the Interstate 215 Highway: City Creek, Red Butte Creek, Emigration Creek, Parleys Creek, and Jordan River. Where these streams flow through areas already developed on the effective date of this section (January 15, 2008), the RCO is intended to achieve a reasonable balance between the dual nature of these areas: natural streams and developed land uses.

**Finding:** The proposed text amendment meets this standard in that it furthers the specific purpose and intent statements of the Zoning Ordinance. Community recreation centers that serve as a regional recreation service such as the sports complex are typically located in larger urban areas. Rezoning the AG-2 properties and OS properties of the sports complex site to Public Lands and Open Space provides adequate area to accommodate the proposed recreational use which is permitted within both the Public Lands and Open Space Zoning Districts. Rezoning of the AG-2 property is also consistent with the restrictive covenants places on the land by the State of Utah.

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

**Discussion:** The proposed map amendment area affects the northwest corner of the proposed sports complex site. The adjacent properties within this area are other Agricultural land uses. There are two adjacent land uses, horse stables and ranching according to Salt Lake County Assessor records. The adjacent properties are zoned agriculture. The southern portion of the AG-2 area is adjacent to Rose Park Lane and Interstate 215.



**Finding:** The specific area proposed for map amendment is adjacent to Interstate 215 and other Agriculture zoned lands. The Open Space and Public Lands Zoning Districts contain the appropriate setbacks and buffer requirements to minimize effects the adjacent properties. The proposed map amendment will not severely affect adjacent properties. As previously identified the Transportation Division is requiring a Traffic Impact Analysis of the proposed Regional Sports Complex development. Any mitigation actions recommended by this analysis can be required to be made as part of the permitted use process. Such improvements can include project redesign and public infrastructure improvements on and off site such as improvements to Rose Park Lane and the Interstate off ramp intersection design.

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

**Finding:** The proposed map amendment does not affect any overlay zoning districts. Any specific development proposal would have to comply with applicable Overlay Zone requirements.

**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.**

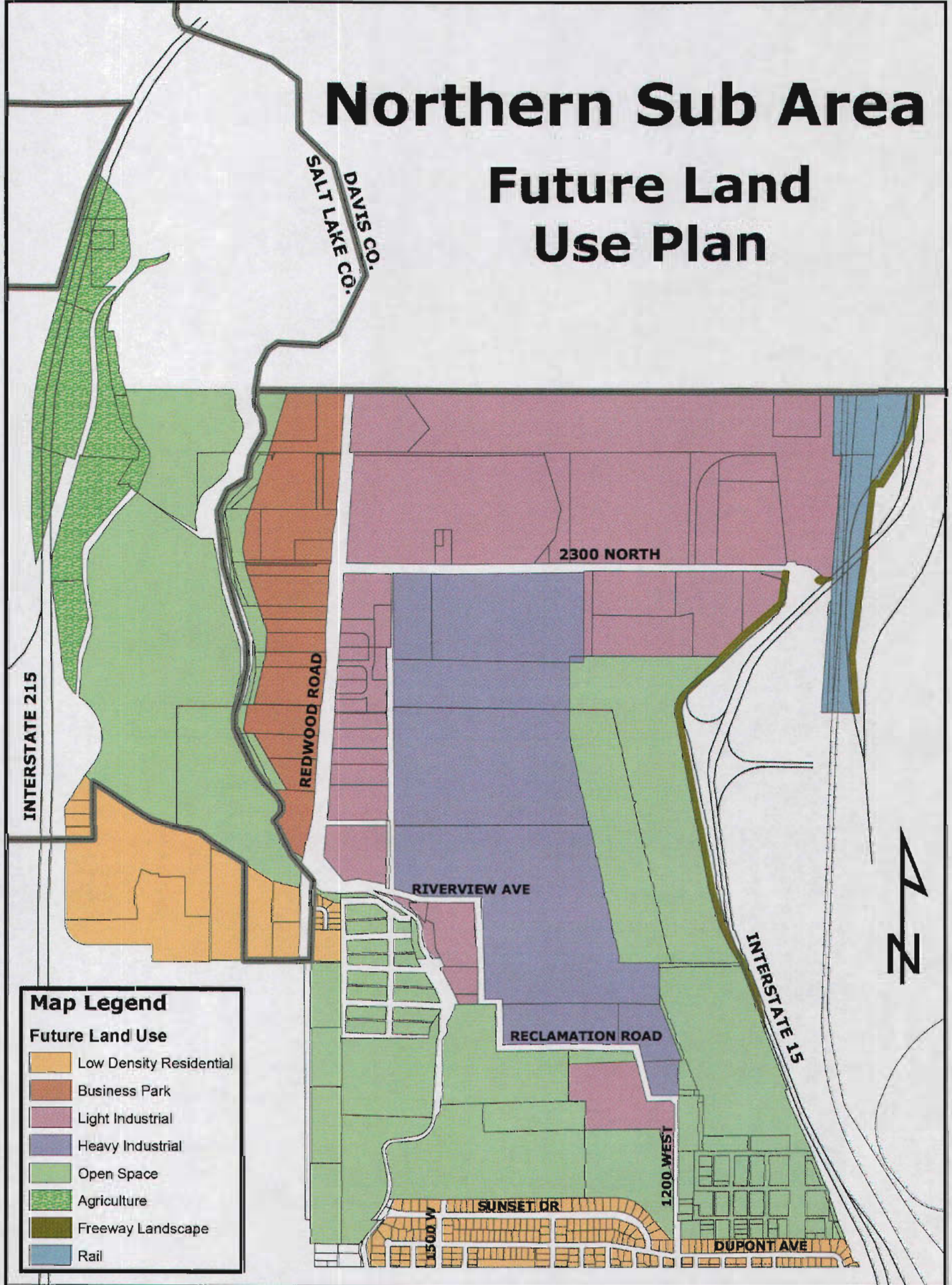
**Finding:** The subject property is located within a built environment where public facilities and services already exist. Comments were received from the Transportation Department will require a Traffic Impact Analysis prior to permitting the proposed Regional Sport Complex. Other departments have not indicated that public facilities and services are inadequate to serve the subject property.

**Attachment A**  
**Rose Park Small Area Plan**  
**Future Land Use Map**



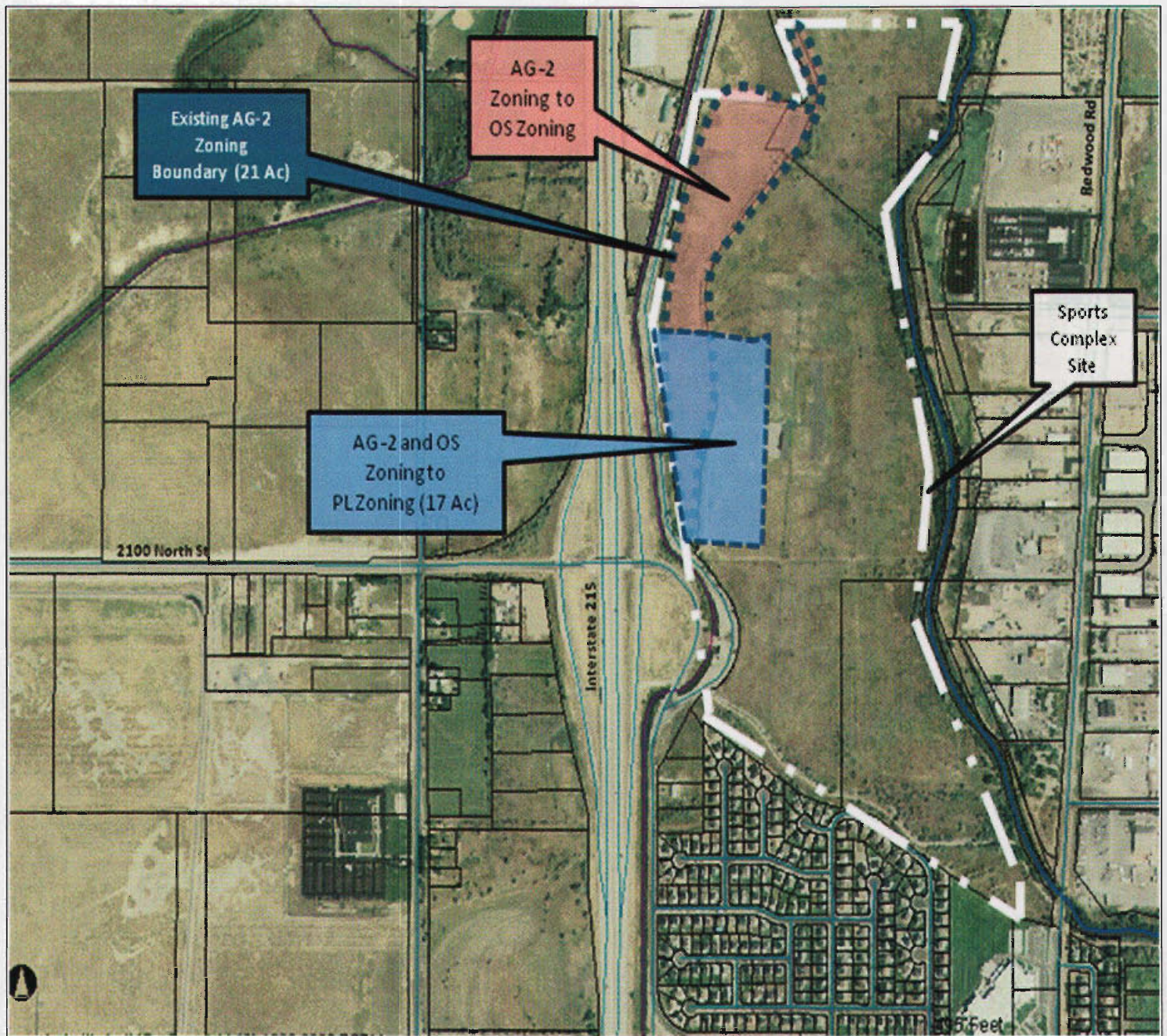
# Northern Sub Area

## Future Land Use Plan









**PLNPCM2010-00028**

**Areas of Proposed Zoning Change**



INTERSTATE 215



## PLNPCM2010-00028

Existing Zoning	Open Space	145 Acres
Proposed Zoning	Agriculture	21 Acres
Open Space	149 Acres	
Public Land	17 Acres	

SLC Regional Sports Complex  
Community Recreation Center





## Westpointe Community

Terry

From: "Terry Thomas" <tthomas@xmission.com>  
 To: "Kelly Thomas" <kthomas@xmission.com>; "Connie & Wayne Stewart" <wsscaw@aol.com>; "bill davis" <gbrover@aol.com>; "Carlton Christensen" <carlton.christensen@comcast.net>; "cindy cromer" <3cinslc@live.com>; "Erin Youngberg" <erin@nwlarchitects.com>; <estherehunter@hotmail.com>; "Howell, Orin A." <Orin.Howell@va.gov>; "Jay Frost" <dj.frost@comcast.net>; "Kent Moore" <kentwmoore@gmail.com>; "Leslie/ Rob Bennis" <Drieslie99@aol.com>; "Liz Tabish" <tabishdan@hotmail.com>; "Steve & Connie Christopher" <steve@souvenirstop.com>; "Tham Soekotjo" <thams@nwsaltlake.org>; "Ty Harrison" <tyju@xmission.com>; "Virginia Simmons" <v.simmons@mac.com>; "Sue, Eric, Hanna Harvey" <teamharvey@netzero.com>  
 Sent: Wednesday, February 17, 2010 5:25 PM  
 Subject: Planning Commission submittal comments from WPCC concerning the proposed Regional Sports Complex  
 February 18, 2010  
 To: SLC Planning Commission  
 re: Proposed Regional Sports Complex  
 From: Terry Thomas Westpointe Community Council Chair

I am submitting these comments representing the residents of Westpointe Community Council concerning PLNPCM2010-00028: Master Plan Amendment and Zoning Map Amendment Item on the agenda for the SLC Planning Commission Open House regarding rezoning of land for the sports complex. February 18, 2010

Record

Please add this document and these comments as part of the packet for the sports complex.

I would like to share some of our concerns from West Point Community Council about the proposed regional sports complex.

Our issues are many but the most important issues are:

1) Lack of buffer for residents. The designers are very concerned about a buffer for the river while leaving no buffer for the residential area. The overlay map is alarming. The 4 south soccer fields are shown abutting right up to the sidewalk/curb of the road in the residential area. These fields at this location would necessitate removing a flood burm which Ivory Homes was required to build for flood protection in order to develop the adjacent residential area (Westpointe Farms).

When you click on the map and look at it, notice the trail that runs along the top of the burm and runs behind the residences to the west and next to West Cavallo Dr.

I hope the links work) click to see the map

<http://maps.google.com/maps?hl=en&geocode=&q=1840+stallion+ln+84116&sl=40.807678,-111.942948&sspn=0.006277,0.006856&ie=UTF8&hq=&hnear=1840+Stallion+Ln.+Salt+Lake+City&ll=111.943216&spn=0.006277,0.006856&t=h&z=17>

Please cut and paste if google maps does not come up when you click on the link.

If you open the attachment and notice where the flood burm would be on the overlay, (you will need to use your imagination) (the burm would be going right though the SW corner of each of the 4 south fields) you will see that the field are laid out across where the flood bur is and goes right up next to the residential property lines and the road (Cavallo Dr).

I would certainly hope that we can negotiate the realigning of the soccer fields to create a reasonable buffer and move them to the other side of the flood burm and existing trail. Hopefully this is just a simple oversight and is easily remedied.

2) Traffic problems caused by bad road design for the existing entrance to the complex from 2100 North and Rose Park Ln.

<http://maps.google.com/maps?hl=en&geocode=&q=1840+stallion+ln+84116&sl=40.807678,-111.942948&sspn=0.006277,0.006856&g=1840+stallion+ln+84116&ie=UTF8&hq=&hnear=1840+Stallion+Ln.+Salt+Lake+City&ll=111.947615&spn=0.006277,0.006856&t=h&z=17>

There will be significant traffic problems unless the intersection is redesigned and realigned. This should be done before the complex is opened.

3) Light pollution. During our January Community Council meetings, Dell Cook presented the project to us. He mentioned that it would be very possible that the 4 south fields will not have lights and that a possible game time curfew may be imposed on the extreme south field. We love to get this in writing.

These are just the 3 issues of most concern for the West Point CC members and residents that live along the boarder of the proposed regional sports complex. We will submit more of our concerns as they are discussed in the future.

Respectfully  
 Terry Thomas  
 Westpointe Community Council Chair



# OPEN HOUSE

## Petition PLNPCM2010-00028, Master Plan /Zoning Map Amendment Salt Lake Regional Sports Complex

The Planning Division is reviewing a petition, regarding zoning for a proposed community recreation center known as the Regional Sports Complex to provide the appropriate zoning to allow the proposed facility. The rezoning includes Agriculture and Open Space zoned lands to be rezoned to Public Lands and Open Space.

### ATTENDANCE ROLL

February 18, 2010

PRINT NAME <u>Kirk Goulding</u> ADDRESS <u>2355 N Rosepark Lane</u> ZIP CODE <u>84116</u>	PRINT NAME <u>JEN COLBY</u> ADDRESS <u>160 LINCOLN ST, SLC</u> ZIP CODE <u>84102</u>
PRINT NAME <u>Dan Potts</u> ADDRESS <u>415 S. 1000 W SLC</u> ZIP CODE <u>84104</u>	PRINT NAME <u>Eric Harvey</u> ADDRESS <u>1801 W. Cavallo Dr</u> ZIP CODE <u>84116</u>
PRINT NAME <u>Richard Bowden</u> ADDRESS <u>2355 N Rose Park Lx</u> ZIP CODE <u>84116</u>	PRINT NAME <u>Allan Phelps / Paul Phelps</u> ADDRESS <u>1860 Roundup Circle</u> ZIP CODE <u>84116</u>
PRINT NAME <u>Cindy Cromer</u> ADDRESS <u>816 E 100 S</u> ZIP CODE <u>84102 3cinslc@live.com</u>	PRINT NAME <u>TIM CHAMBLESS</u> ADDRESS <u>1977 SCENIC DRIVE</u> ZIP CODE <u>SLC, UT 84108</u>
PRINT NAME <u>Jeff Salt</u> ADDRESS <u>P.O. Box 52220</u> ZIP CODE <u>SLC, UT 84152</u>	PRINT NAME <u>Mike Christensen</u> ADDRESS <u>475 N Redwood Rd Unit 50</u> ZIP CODE <u>84116</u>



# OPEN HOUSE

## Petition PLNPCM2010-00028, Master Plan /Zoning Map Amendment Salt Lake Regional Sports Complex

The Planning Division is reviewing a petition, regarding zoning for a proposed community recreation center known as the Regional Sports Complex to provide the appropriate zoning to allow the proposed facility. The rezoning includes Agriculture and Open Space zoned lands to be rezoned to Public Lands and Open Space.

### ATTENDANCE ROLL

February 18, 2010

PRINT NAME <u>Benjamin Rivkind</u>	PRINT NAME <u>Victoria Orme</u>
ADDRESS <u>333 Goshen St.</u>	ADDRESS <u>159 N 1320 W SLC UT</u>
ZIP CODE <u>84104</u>	ZIP CODE <u>84116</u>
PRINT NAME <u>Nancy Saxton</u>	PRINT NAME <u>Jenny Craigmiles</u>
ADDRESS <u>732 E 200 South</u>	ADDRESS <u>149 N 128 W SLC UT</u>
ZIP CODE <u>SLC 84102</u>	ZIP CODE <u>84116</u>
PRINT NAME <u>Esther Hunter</u>	PRINT NAME _____
ADDRESS <u>1049 Morris Place</u>	ADDRESS _____
ZIP CODE <u>SLC 84102</u>	ZIP CODE _____
<u>Esther.hunter@hotmail.com</u>	
PRINT NAME <u>Anne Cannon</u>	PRINT NAME _____
ADDRESS <u>1647 Kensington Ave.</u>	ADDRESS _____
ZIP CODE <u>S.L. UT. 84105</u>	ZIP CODE _____
PRINT NAME _____	PRINT NAME _____
ADDRESS _____	ADDRESS _____
ZIP CODE _____	ZIP CODE _____



# Regional Sports Complex Master Plan and Zoning Map Amendment

## COMMENT SHEET

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name TERRY THOMAS WESTPORT COMMUNITY COUNCIL CHAIRPERSON

Address) 1840 STALLION LN.

SLC, UT 84116

(include zip code)

Phone 801.718.4409

Email thomas@xmission.com

### Written Comments:

PLEASE ADD THE COMMENTS IN THE ATTACHMENT TO THE PACKET  
FOR THE PLANNING COMMISSION. ALSO FOR YOUR CONSIDERATION  
PLEASE POST ONLINE & DISTRIBUTE TO THE PLANNING COMMISSION  
THIS WAS REVIEWED IN OUR OVERSIGHT COMMITTEE MEETING.  
ON FEB 17TH FOLLOWING OUR REGULAR MEETING. IT WAS A  
UNANIMOUS VOTE THAT THESE ARE OUR COMMUNITY'S 3 TOP ISSUES.  
PLEASE CONTACT ME WITH ANY QUESTIONS ETC. THERE WERE NO DISSENTING OPINIONS

TERRY THOMAS  
WESTPORT COMMUNITY COUNCIL  
CHAIR  
thomas@xmission.com  
801.718.4409

# Regional Sports Complex Master Plan and Zoning Map Amendment

## COMMENT SHEET

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name Michael Budig

Address) 1111 Mead Ave  
SLC, UT 84102

(include zip code)

Phone 801-328-4512

Email MBUDIG@mail.com

### Written Comments:

Zoning part of the property as public land creates some serious potential ambiguity and unacceptable potential alternatives, including a possible prison site if the proposed soccer complex falls through. I oppose this change.



**Regional Sports Complex  
Master Plan and Zoning Map Amendment**

**COMMENT SHEET**

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name Nancy Saxton

Address) 732 E 200 South  
SLC 84102

(include zip code)

Phone 801 533 8164

Email \_\_\_\_\_

**Written Comments:**

THIS AREA NEEDS TO BE ZONED "NOS" FOR THE FULL  
ANNEXED PLOT. THE NOS IS COMPARABLE WITH THE ROCK  
PART SMALL AREA MASTER PLAN 2001. I THINK  
THAT GENERALLY THE PUBLIC BELIEVES THAT OPEN SPACE  
MEANS VALUABLE, UNDEVELOPED OPEN, NATURAL SPACE  
FOR WILD LIFE & ENJOYING NATURE; NOT BY LIGHTS,  
FERTILIZER, PARKING LOTS & CONTRIVED ENVIRONMENT.

PLEASE RECONSIDER YOUR INTENT ~~ON~~ TO PLACE THE ZONE  
HERE ON THE RIVER. PLEASE LOOK SERIOUSLY AT OTHER  
SUGGESTED LOCATIONS OF SAVE & NATURE & NATURAL  
OPEN SPACE ALONG THE RIVER!



# Regional Sports Complex Master Plan and Zoning Map Amendment

## COMMENT SHEET

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name Anne Cannon

Address) 1647 Kensington Ave  
S.L.C. UT 84105

(include zip code)

Phone 801-467-1074

Email \_\_\_\_\_

### Written Comments:

- Open space along the Jordan River needs to be the maximum possible to allow the natural riparian habit to flourish as a natural sanctuary for birds, and human interaction, learning and preservation. This is for the future well-being of our city, state. Easements need to secure the area for perpetuity.
- What are the specific mitigations that are addressing residential neighborhoods adjacent to this project. (traffic, noise, lighting etc.)
- Why is this project so important now when the city, county have soccer fields that exist that could use the money to upgrade them to accomodate current existing needs?



**Regional Sports Complex  
Master Plan and Zoning Map Amendment**

**COMMENT SHEET**

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name Allan Phelps Allan Phelps

Address) 1860 Roundup Circle  
SLC, UT 84116

(include zip code)

Phone 801-608-2667

Email allanphelps@aim.com

Written Comments:

**AGAINST**

- 1) Wildlife habitat destroyed; not improved.
  - a) small deer herd, foxes, redtail hawks, occasional bald eagles
- 2) Obliteration of needed flood plain
- 3) More mosquitos
- 4) .44 million already way over budget; not included in 2003 vote. Additional road enlargements / bridge ~~are~~ ~~are~~ not part of 44 million?
- 5) Too much impact (lighting, noise, vehicle congestion) to neighbors
- 6) When major flood happens, investment is lost.
- 7) Are there hidden costs beyond the 44 mil?
  - Does this include reconstruction of dikes if entire level area raised 2-3 ft?
- 8) Is building soccer fields on other site more cost effective?
- 9) Revitalize West Jordan site?
- 10) Areas just north of I-80?
- 11) Option for RC Flyers very limited in air space (talked with them)

**Regional Sports Complex  
Master Plan and Zoning Map Amendment**

**COMMENT SHEET**

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name \_\_\_\_\_

Address) \_\_\_\_\_  
\_\_\_\_\_

(include zip code) \_\_\_\_\_

Phone \_\_\_\_\_

Email \_\_\_\_\_

**Written Comments:**

*Traffic Mgt During construction*



# Regional Sports Complex Master Plan and Zoning Map Amendment

## COMMENT SHEET

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name Hannah Harvey

Address) 1801 West Carallo Dr (84116)  
Salt Lake City, UT

(include zip code)

Phone 801-684-4840

Email None

### Written Comments:

I Disagree with this I deq there are tons of wild life foxes, Deer, cats, pheasants, ducks, skunks, Halks and a lot more at the north west middle school took out 20% of the Halk population alone. So I'm totally against this issue. I ~~don't want~~ A soccer complex!!!



**Regional Sports Complex  
Master Plan and Zoning Map Amendment**

**COMMENT SHEET**

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name Eric Harvey

Address) 1801 W. Covatto  
SLC UT 84116

(include zip code)

Phone (801) 598-8903

Email harvbeeski@hotmail.com

**Written Comments:**

I would rather see this complex located elsewhere: The area may provide an increasingly rare patch of faunal diversity, and its open and free access would be a tragedy to lose.

Since the public will be fenced out of what was once a state park; It seems a land grab and service to only a few; Perhaps the view is hoped to inspire and increase revenue of central interests.

An existing complex in West Jordan is being ignored, ~~in fact~~ this may not line Salt Lake City coffers but would be for the greater good should its ~~pot~~ potential be developed.

Presented plans for the State Park conversion are vague and appear to infringe on existing neighborhoods. The city had to own this land in order to justify their overness; it has not been thoroughly planned or even measured, it is reckless and ill considered.

*W. Perry*



# Regional Sports Complex Master Plan and Zoning Map Amendment

## COMMENT SHEET

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name Mike Christensen  
Address) 475 N Redwood Rd Unit 50  
Salt Lake City UT 84116

(include zip code)

Phone 801-792-1521

Email mrc@casca.depeak.com

### Written Comments:

I am in favor of the sports complex therefore I support the zoning change. I serve on the homeowners board of the condos where I live and our board has discussed the impact of the sports complex and feels that it would be a great addition to the neighborhood.

**Regional Sports Complex  
Master Plan and Zoning Map Amendment**

**COMMENT SHEET**

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name Paul Phelps  
Address) 1860 ROUNDUP CIR.  
SALT LAKE CITY UTAH  
84116  
(include zip code)  
Phone 801-364-3207  
Email ALLANPHELPS@AIM.COM

**Written Comments:**

I am highly against this project. I ride my bike, & walk my dog, I go out there to read sometimes, and a number of other things. I say either move it or forget it all together so rather move it and save millions of dollars or save all your money and don't build it at all!

**NO SOCCER  
FIELD!!**



# Regional Sports Complex Master Plan and Zoning Map Amendment

## COMMENT SHEET

Petition PLNPCM2010-00028

If we may contact you for further discussion about your comments, please provide us with contact information:

Name Victoria Orme

Address) 159 N 1320 W  
SLC UT 84116

(include zip code)

Phone 801 706-8691

Email vickyorme@gmail.com

### Written Comments:

As manager of the SHC KOA, interested in business vitality  
+ the tourism that RVers bring to the city, I hope  
that traffic mitigation during construction will be  
thoroughly conducive to keeping those businesses open  
+ in encouraging tourists to continue commuting  
between the hotels + campground on the West side of  
I-15 + the downtown area. (Remember the RVs - make it easy as possible)  
Maybe special tourist coupons for downtown  
attractions could be made available during  
the construction phase.

Signage and ease of entrance/exit onto business lots  
will be essential.



## Joyce, Everett

---

**From:** Hansen, Tami  
**Sent:** Wednesday, March 10, 2010 10:31 AM  
**To:** Joyce, Everett  
**Subject:** FW: Questions about and Commnets on the proposed rezoning of City Property on the Jordan River at 2200 North  
**Attachments:** Questions For City Administrative Staff About Proposed Rezoning For Sports Complex.pdf; RecommendationToSaltLakeCityPlanningCommission\_2010\_03\_10.pdf  
**Categories:** Other

---

**From:** Ray Wheeler [mailto:ray.wheeler@earthlink.net]  
**Sent:** Wednesday, March 10, 2010 10:03 AM  
**To:** Planning Web Site Comments  
**Subject:** Questions about and Commnets on the proposed rezoning of City Property on the Jordan River at 2200 North



Salt Lake City Planning Commission  
451 South State Street  
Salt Lake City, UT 84101

March 10, 2010, 10:00 am

Attached please find questions about and recommendations filed on behalf of the Jordan River Restoration Network regarding the proposed rezoning lands within the flood plain of the Jordan River at approximately 2200 North, to accommodate the construction of a proposed Regional Sports Complex.

**Please make a printed copy of both the list of questions and of our comments available to every member of the Salt Lake City Planning Commission prior to the March 10 work session in which this proposal will be reviewed.**

The Jordan River Restoration Network is a coalition of individuals and organizations which supports the preservation and restoration of natural areas, restoration of ecosystem process, and reintroduction of native plant and animal species wherever possible throughout the Jordan River Corridor. Our statements of mission, vision, and first principles are visible at the following web address: <http://www.jrrn.org/topics/view/28389/>. We are a new organization and do not as yet have a formal membership program, but our online petition in support of an alternative site for the Sports Complex, visible at— <http://www.petitiononline.com/jrsp0001/> -- now has over 400 signatures, with an additional 100+ signatures on a hard copy version of the online petition, and well over 100 Salt Lake Valley residents have attended recent Salt Lake City Council meetings and/or communicated with Mayor Becker and the Salt Lake City council by email, regular mail, and/or by phone, to support our position regarding alternative siting of the Sports Complex.

The list of questions should be considered a formal request for information to city planning staff and we respectfully request that answers to these questions be provided by return email to [ray.wheeler@earthlink.net](mailto:ray.wheeler@earthlink.net).

Thank you for this opportunity to comment and provide information.



Ray Wheeler  
Co-founder, Jordan River Restoration Network  
Director, Earth Restoration Network , Jordan River Restoration Project  
1115 Mead Avenue, Salt Lake City  
ray.wheeler@earthlink.net  
801-355-6236

## **Questions for Salt Lake City administrative staff regarding the proposal to rezone city property at 2200 North for a Regional Sports Complex**

**March 9, 2010**

### Flood Hazard on the proposed site for the Regional Sports Complex site at 2200 North

- Is this site within a known flood plain?
- Has this site ever been flooded ever before, and if so, when?
- How many times during recorded history has the site flooded?
- What are the highest, lowest, and average elevations of the site?
- What was the highest recorded level of the Great Salt Lake during its recorded history?
- Is it possible that at higher levels the Great Salt Lake may flood up from the mouth of the Jordan River bringing saline lake water onto this site?
- What natural processes govern the level of the Great Salt Lake?
- What is the probability that the site will flood again?
- Will the city undertake measures to prevent or mitigate flooding on the site?
  - If so, what measures are planned?
  - What is the total estimated cost of such measures?
  - Does the City plan to build dikes along the river or anywhere on the site to protect its facilities from flooding
  - According to a Salt Lake County Flood Control presentation, the new FEMA standard for levee construction is a 12-foot high, 50 to 75 foot-wide vegetation free dike. If dikes or levees are used to protect the Sports Complex site, describe the dike design standard that will be used.
  - Does the city plan to elevate portions of the site by bringing in fill? If so, how much of the site will be elevated with fill and what will be the elevation change?

### Unique costs of building in a river flood plain

- In the city's construction cost estimate of \$39 million—
  - What is the estimated cost of the new bridge and road providing access/egress to/from the Sports Complex site to the east (Redwood Rd.)?
  - What is the estimated cost of fill to artificially change the elevation of part or all of the site?
  - What is the cost of fortifying building foundations, floors, electrical systems, lighting systems and/or unique construction costs for parking and roads to protect against flood damage?
  - What is the estimated cost of any other flood control/flood mitigation measures not mentioned above?



- Have city planners and Sports Complex project managers calculated the total unique costs of building in a river flood plain? If not, why not?

#### Potential Costs of Site Damage from Flooding and Flood Damage Mitigation

- Have City planners studied the potential for future flooding and if so, what were their findings?
- Have City planners estimated the potential cost of mitigating flood water damage to buildings, electrical, grounds, roads, parking lots and all other facilities on the site, in the event that the site again floods as it has in the past, to depths of several feet and for periods of several years?
- Have city planners estimated the potential cost of recovering the Sports Complex—particularly the turf and play fields—from inundation by saline water backing up from a rising Great Salt Lake? If so, what is the estimated cost? (Please identify the line item costs.)
- If project managers have not estimated the potential cost of flooding, why have they not done so? Should not the City Planning Commission, City Council, Mayor and public all be fully informed as to the potential costs of the flood hazard?

#### Access and Egress issues

- Upon the completion of Phase I of the Sports Complex Project how many points of access will there be for vehicles entering or exiting from the Sports Complex and adjacent commercial motocross facilities?
- Will the proposed new bridge and road to provide access and emergency egress from/to the east (Redwood road) be built as part of Phase I of the proposed build-out, or Phase 2?
- Will there be sufficient funding in the Phase I budget for the proposed new bridge and road to provide access to the Sports Complex site from the east?
- If the new bridge and access road on the east is not built as part of Phase I, is there a chance that it will never be built in the event that funding is never identified for Phase II?

#### Ecological Value of the site

- Has Salt Lake City administrative staff or consultants fully assessed the ecological value of this site?
- Please make available to all City Planning Commission members a summary of the ecological value of this site.
- Is it true that the lowlands riparian ecosystem of this river flood plain property is unusually valuable both for wildlife habitat, for plant and animal species diversity, for restoration of stream function, native plants and animals, for wildlife viewing and environmental education?
- What is the value of this particular site to provide habitat and shelter for migrating birds on the Central and Western migratory bird flyways?
- How many other sites of similar wildlife habitat potential presently exist in Salt Lake City?
- Is this the largest block of publicly owned, open lowlands riparian habitat in Salt Lake City?

Existence of safer, less costly and less environmentally destructive alternative sites for the Sports Complex.

- Did Sports Complex planners study alternative sites? If so, how many sites were studied?
- Did Sports Complex planners study the parcel of state-owned land between California Avenue on the north and I-80 on the south, along the west side of 5600 West? Is it true that the new Mountain View corridor freeway and a new TRAX line to be installed down the middle of 5600 West will both run along the east side of this block of land and that access to this site will be far superior to that of the 2200 North site on the Jordan River?
- Did Sports Complex planners identify the potential costs of alternative sites and prepare a comparative evaluation of site development costs and the relative merits of the various sites over and above development costs?
- Is it true that Salt Lake City owns the land upon which the West Jordan Sports Complex was built, and that the city of West Jordan has recently hired consultants to evaluate the potential for upgrading the quality of play fields in that facility to a standard sufficient for tournament play? If so, should Salt Lake City consider partnering with West Valley City to upgrade the site as an alternative to building a tournament facility on the Jordan River?
- Please provide to the City Planning Commission a full evaluation of all identified alternative sites, their respective advantages or disadvantages with respect to cost, access, flooding or other environmental hazards.

Consistency with previous planning initiatives and with the public will.

- Is it true that these lands were originally purchased with funding from the federal Land and Water Conservation fund specifically for the purpose of flood water banking and compatible uses? If so, does Salt Lake City and/or the State of Utah have an obligation either to fulfill the original intended use or to provide comparable flood water banking and parkway facilities within the immediate vicinity?
- If the proposed rezoning of this site is not in accordance with the existing relevant city masterplan(s), should not those master plans be revised rather than having their intent altered by this zoning variance?
- Have previous planning initiatives, including the 1971 Jordan River Parkway Alternative, the 2003 Jordan River Natural Areas Forum, the 2003 Great Salt Lake Shoreline Plan, and the 2008 Blueprint Jordan River report specifically identified this particular site as recommended for flood water banking, natural open space, parkway extension, nature preserve, nature education center, and/or native plant and wildlife restoration?
- Given that surveys and workshops conducted by Envision Utah as part of the "Blueprint Jordan River" planning initiative found that the surveyed public preferred preservation of the river corridor as a "Natural Area" to commercial development by ratios of 10 or 11 to 1—and favored "Natural Areas for Wildlife" to "Sports Fields" by a ratio of 34 to 1—why is the city recommending commercialization rather than preservation of this site?



- If previous plans have recommended that this site be reserved for flood water banking and as natural open space, why did the city not study alternative sites for the Sports Complex, and what is the argument that the work of four previous stakeholder-driven planning initiatives should be overturned now?

*"Without a Big Picture plan for preserving and acquiring our precious open spaces, our green spaces will "suffer death by a thousand cuts" as they are slowly nibbled away. A long-range plan for both retaining our current open spaces and for acquiring additional ones is critical to our health and quality of life from both a recreational and an ecological standpoint."*

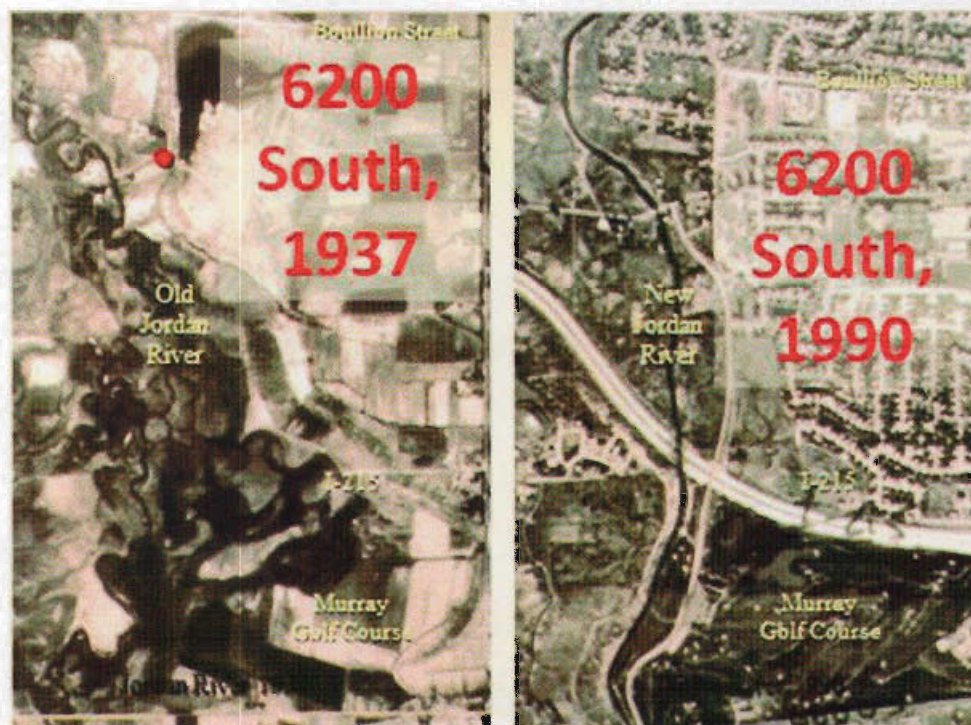
*"I will begin a comprehensive open-space planning effort for Salt Lake City. This plan will include proposals to create green infrastructure with interconnected natural and urbanized open spaces that are protected places for people as well as for wildlife."*

*"I will develop a strong open-space acquisition program. This will use conservation easements and other conservation techniques to fund greenways and open-space connections between the Great Salt Lake, downtown, neighborhoods, business districts, and the foothills"*

**--Mayoral Candidate Ralph Becker, [Blueprint for a Green City, 2007](#)**

*"I will ramp up action on...restoration of the river corridor...We need to think long-term about making the Jordan River watershed a model for ecological restoration...volunteers have flooded my office and I'm excited to leverage our City resources with actions by other communities along the Jordan River..."*

**--Mayor Ralph Becker, State of the City Address, December 2008**



***Channelization of Jordan River and loss of streamside wetlands at 6200 South***



A banner image showing a sunset over a river with the text "Jordan River Restoration Network" in a serif font.

## Jordan River Restoration Network

Salt Lake City Planning Commission  
451 South State Street  
Salt Lake City, UT 84101

March 9, 2010

Following are comments filed on behalf of the Jordan River Restoration Network regarding the proposed rezoning necessary for the siting of a Regional Sports Complex on the Jordan River at approximately 2200 North, within lands recently annexed by Salt Lake City, which were formerly within the Jordan River State Park.

The Jordan River Restoration Network is a coalition of individuals and organizations which supports the preservation and restoration of natural areas, restoration of ecosystem process, and reintroduction of native plant and animal species wherever possible throughout the Jordan River Corridor. Our statements of mission, vision, and first principles are visible at the following web address: <http://www.jrrn.org/topics/view/28389/>. We are a new organization and do not as yet have a formal membership program, but our online petition in support of an alternative site for the Sports Complex, visible at— <http://www.petitiononline.com/jrsp0001/> -- now has over 400 signatures, with an additional 100+ signatures on a hard copy version of the online petition, and well over 100 Salt Lake Valley residents have attended recent Salt Lake City Council meetings and/or communicated with Mayor Becker and the Salt Lake City council by email, regular mail, and/or by phone, to support our position regarding alternative siting of the Sports Complex.

Local environmental groups that support our open space preservation positions (which include Tree Utah, the Sierra Club, the Audubon Society, the Utah Native Plant Society, the Salt Lake County Fish and Game Association), have Salt Lake Valley memberships numbering in the thousands.

For reasons articulated below, we offer the following suggestions for recommendations of the Planning Commission regarding the rezoning of this site:

- 1.) The City Planning Commission should recommend a "Natural Open Space" (NOS) zoning classification for the entire 160 acre site.
- 2.) The proposed Regional Sports Complex be sited at one of four safer, less costly and less environmentally destructive sites that have been identified by Salt Lake City planners and other stakeholders.

- 3.) IF the Salt Lake City Council and Mayor proceed with the construction of a sports complex at 2200 North, Phase 1 of the project should be consolidated as far as possible west of the Jordan River, and...
- 4.) ...all land situated between the Phase 1 development area and the river should be zoned for "Natural Open Space".

## Information and logic to support these recommendations

- 1.) Ecological importance of 2200 North site -- for preservation and restoration of native plants, animals, and ecosystem integrity and for outdoor recreation, especially including bird watching and wildlife viewing.

**At 160 acres the remaining undeveloped portion of the former Jordan River State Park at 2200 North is the largest block of undeveloped, unprotected public land on the Jordan River, and by far the largest remaining block of undeveloped riparian habitat in Salt Lake City.**

Ecologists universally agree that in the arid intermountain west region riparian ecosystems are by far the richest in plant and animal biodiversity—especially along the Jordan River, whose remaining parcels of wetlands and wildlife habitat form a crucial link in a transcontinental flyway for migratory birds traveling annually between Canada and Mexico.

Biological surveys show that Lowland Riparian habitat is unquestionably the habitat used by more of Utah's breeding songbird species than any other habitat type in our state. According to a Utah Department of Wildlife Resources Publication 02-27, although "Lowland Riparian" habitat makes up less than 1% of Utah's land mass, it provides habitat for at least 42% of all breeding bird species found in Utah.

There has been a catastrophic, cumulative loss of wildlife habitat throughout Salt Lake Valley—some 90 percent of the valley's grasslands have been consumed by industrial, commercial and/or residential development.

Hundreds of thousands of migratory birds, following segments of the Central and Pacific Migratory Bird Flyways, feed, nest and migrate along the Jordan River corridor each spring and fall. This wildlife resource is crucial to the sports of hunting and wildlife viewing, which together generate over \$1 billion annually in the Utah economy.

The few islands of undeveloped land that remain—especially wetlands and lowlands riparian habitat along the Jordan River—are our community's precious natural heritage—our link in a chain of life running from the Arctic to Central and South America.

Says ecologist Vaughn Lovejoy, an ecological restoration coordinator for Tree Utah: "We have reached a threshold both globally and locally where if we continue with our economical and political agendas in a business as usual manner we will push the ecological life support systems on which we and the vast majority of other beings depend on into collapse. If we wish to have the beauty of migratory song birds in our valley in the future we have to protect and restore every remaining undeveloped area of the Jordan River floodplain. This soccer complex can be built on other sites in our valley; the critical habitat along the Jordan River floodplain can only be protected and restored where nature put it."



2.) Consistency with previous public stakeholder-based planning initiatives recommending reservation of the site for flood water banking and natural area preservation.

Long before any proposal to build a sports complex on this site—going back at least four decades, previous stakeholder-based planning initiatives have previously recommended that this site be reserved from commercial development, preserved in a natural condition, and/or that it become a nature preserve and/or nature education center.

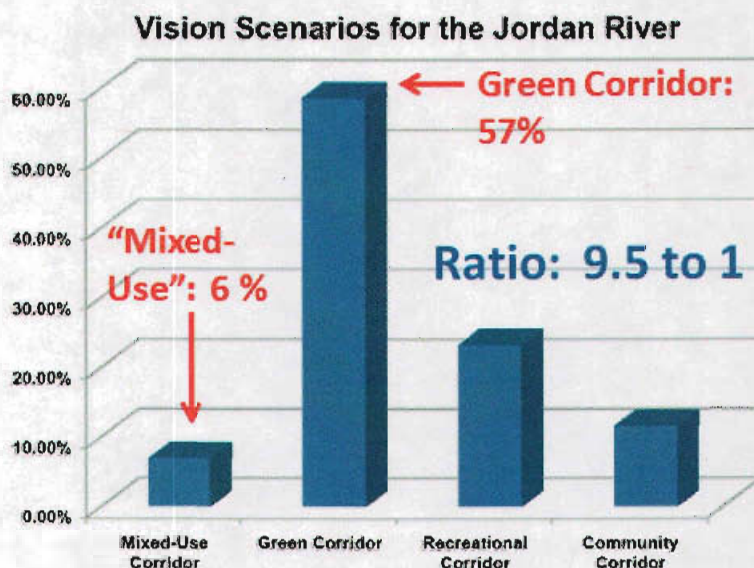
**In no less than four open public planning processes—the Jordan River State Park Resource Area Management Plan (2002), the Great Salt Lake Shoreline Plan (2003), the Jordan River Natural Areas Forum Strategic Plan (2003), and the recent [Blueprint Jordan River corridor vision document \(2008\)](#)—stakeholder groups including city, state and federal agencies and environmental groups repeatedly identified this particular piece of ground as a potential native plant restoration area, urban wildlife reserve, nature park and/or nature education center.**

In 1995 the Salt Lake County Fish and Game Association spent about \$14,000 to develop a vision document for nature center on the site, and between 1997 and 2002 Tree Utah volunteers planted no less than 18,000 native trees and shrubs on the site. In 1990, the Utah State Division of Parks and Recreation and the Utah Division of Wildlife Resources, jointly developed concept plans for a nature center on the site.

The most recent river corridor planning initiative—Blueprint Jordan River—extensively surveyed the public to identify a consensus “vision” for its future.

Over 3,000 Wasatch Front residents participated in 6 workshops, dozens of smaller community meetings and focus groups, and by means of an online survey. The results of an exhaustive 48-question survey demonstrated that the public overwhelmingly supports preservation of open space and restoration of wildlife habitat, wetlands, water quality and stream function throughout the entire river corridor.

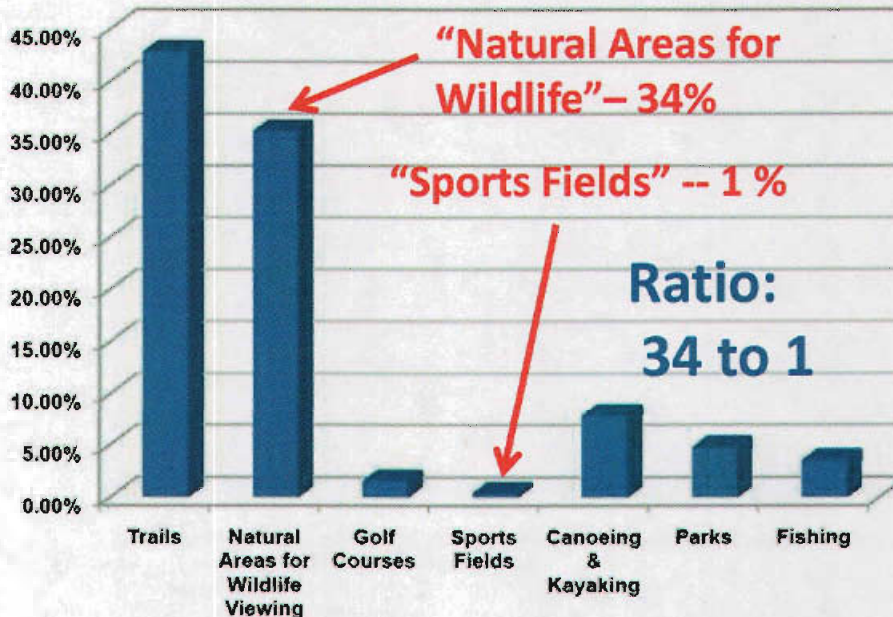
Asked to identify their “top concern for the Jordan River”, residents selected either “water quality” or “ecosystem health”, as compared to “Planning and Development”, by a ratio of over 5 to 1. Asked to describe their “vision scenario for the Jordan River”, respondents favored “Green Corridor with wildlife habitat and open space” over “Recreation Corridor”, “Community Corridor”, or “Developed Corridor”, by margins ranging from 2.5 to 1 up to 11 to 1.



### Jordan River Utilization for Long-Term Economic Development



### Important Recreational Activities



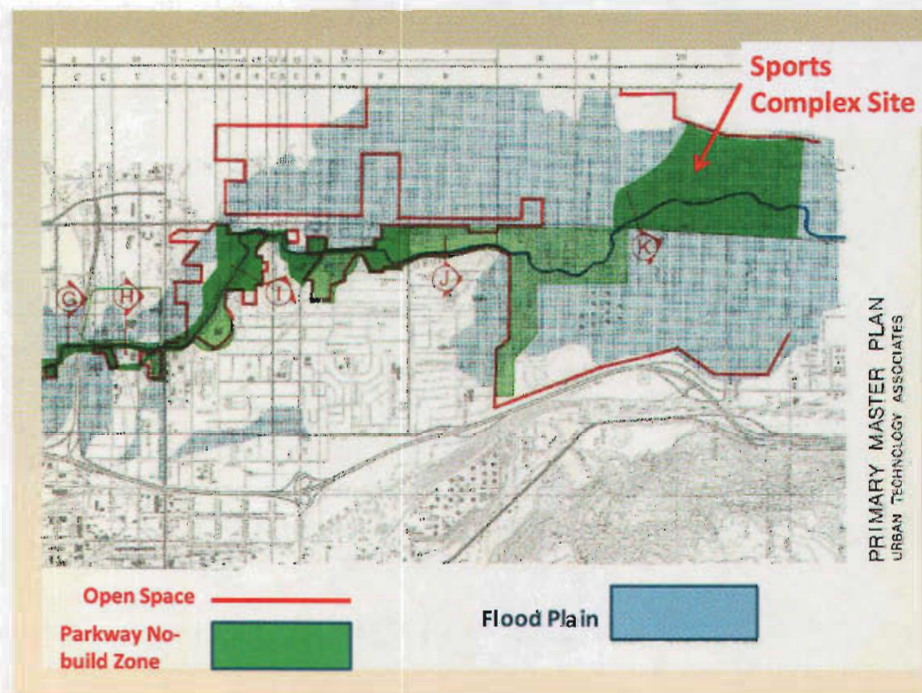
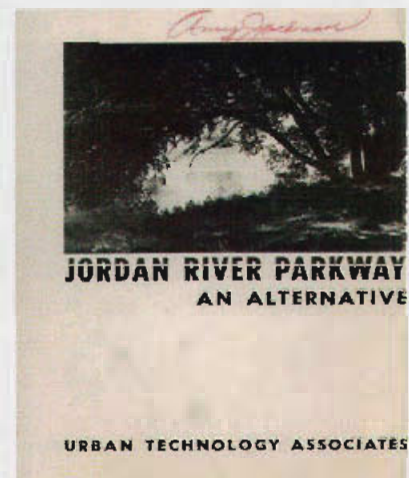
### 3.) Flood Risk

The former Jordan River State Park lands at 2200 North is within a known flood plain, and indeed is not only within the flood plain of the Jordan River, but also within the flood plain of the Great Salt Lake, which at recent historic high levels **has repeatedly flooded the site with up to 2 feet of water for periods of up to 2 years.** (Since arrival of Mormon Pioneers in 1847 the level of the Great Salt Lake has fluctuated by at least 20 feet; because the lake is extremely shallow, at sufficiently high water levels its shoreline migrates by up to 20 miles in places, and



parts of North Salt Lake and Salt Lake City have been repeatedly flooded as the rising waters of the Great Salt Lake move upstream from the mouth of the river all the way into the northern end of Salt Lake City.)

For precisely this reason, a block of about 300 acres of farmland on the west bank of the Jordan River at 2200 North was purchased in the 1980's with federal Land and Water Conservation Fund money so that it might be reserved for flood water banking, and secondarily to provide opportunities for outdoor recreation in a natural setting, in accordance with the recommendations of a study called "Jordan River Parkway—An Alternative", published in 1971. That study specifically identified the open space along the west bank of the Jordan River between about 1800 and 2300 North to be protected within a "no build" zone which would be identified as the "Jordan River Parkway" and preserved as open space. These recommendations later became law with the enactment of the "Provo Jordan River Parkway" authorization act by the Utah State Legislature in 1973. About a decade later, however, in a cost-cutting measure, the Utah State Legislature directed the State Park System to sell off certain of its holdings, and subsequently a block of 160 acres within the southern end of the Jordan River State Park was sold to Salt Lake City.



**Flooding at 2200 North Site, 1986**

**Site Plan, Proposed Regional Sports Complex at 2200 North**

- 23 Sports Fields
- 9 Buildings
- Championship Field/Bleachers
- Field House
- Parking for 1300 Cars
- 2 Reservoirs
- 3 New Roads
- New Bridge

The aerial photo at left, made during the 1986-1987 flood event, when the elevation of the Great Salt Lake was several feet above that of the 2200 North site, clearly shows flood waters (dark brown or black) covering most of the site. The flood water apparently entered the site both from the Jordan River to the east and from a canal running along the west side of the site near I-215.

4.) Extraordinary cost of building in a flood plain.

As shown in the chart below, the construction cost of this project has now nearly doubled over original estimates presented to the voters at the time of the 2003 bonding initiative to approve taxpayer funding for the Sports Complex—even as the scope of the project has been cut in half. In 2003 voters were told that they would get 46 sports fields (33 soccer and 16 baseball fields) for \$22.8 million (\$15.3 million bond plus \$7.5 million match from Real Salt Lake Soccer team.) Recent city staff reports, however, reveal that the current construction cost estimate is \$39 million—a 71% increase in cost—for just 23 sports fields (17 soccer and 6 baseball fields)—a 100 percent reduction in capacity.

Year	No. of Sports fields	Estimated Construction Cost	Scope Reduction	Cost Increase	Cost per field
2003 Bond Ballot initiative	46 sports fields (33 soccer, 16 baseball)	\$22.8 million			\$495,652



2009	23 sports fields (17 soccer, 6 baseball)	\$39 million	-100%	71%	\$1,695,652
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Why has construction cost doubled even as the scope of work has been cut in half? And why is it so ridiculously high? **At \$1.7 million per sports field, the budget for the Salt Lake City Sports Complex is well over three times the cost per play field of comparable facilities around the country.**

Part of the explanation is construction cost escalation between 2003 and 2006. But we believe **that a big part of the cost of construction on this site is the intrinsically high cost of building on a flood plain**, which in this case will include the following costs that would not be incurred on different site:

- An inefficient, irregularly shaped site along a meandering river—rectilinear soccer fields do not fit efficiently into a site that winds sinuously following the curves of the river.
- Fortification of 9 buildings and all electrical utility lines to withstand flooding
- Artificial levitation of the site with millions of cubic feet of fill
- Costs of mitigation of existing Section 404 wetlands on the site
- Cost of a new bridge to provide access across the river from Redwood Road on the east side
- Future costs to fortify the entire site from flooding, such as construction of several miles of dikes to the new FEMA standard (50 to 75 feet wide and 12 feet high, vegetation free, or installation of a 12 foot high steel wall below into the soil.)

In addition to construction costs being higher on this site, operational costs will ultimately be far higher if we factor in the immense costs of mitigation after flooding of the site by saline water from the Great Salt Lake, to depths of 1 or 2 feet, for periods of several years. Such flooding would not only kill all turf but would also saturate the soil with saline water. The costs of cleaning and restoring the buildings and grounds would be immense. Flood insurance costs will also be immense on this site, thus adding to the cost side of the operational budget.

***Which is exactly why, of course, previous planning initiatives have with monotonous regularity recommended prohibition of commercial development on this site, a no-build status, and use as a flood water banking area.***

##### 5.) Poor public access and site egress.

At present the former Jordan River State Park Site is landlocked between I-215, which curves around it on the west and north, and the Jordan River, and is therefore accessible to motor vehicles including emergency vehicles from only one point of access off of Rose Park Lane on the southwest.

**There is no vehicular or public transportation access from the east.** Although a new bridge over the river is proposed for Phase II, the Phase I budget is not sufficient to cover the construction costs for such a bridge; therefore after construction of Phase I the Sports Complex will accommodate up to 2,065 cars while the commercial motocross facility to the north will accommodate another 1,000 to 2,000 cars. With no second access this site is highly vulnerable in the event of an emergency such as a fire on the access road.

**All other identified alternative sites have far better public access and emergency egress.**

For example, an alternative site between California Avenue and SR 201 at 5600 West, will eventually have two freeways and a TRAX line running adjacent to it.

6.) Availability of safer, less costly, less environmentally destructive, and far more accessible alternative sites

Both Salt Lake City itself, consultants working for the city and our organization have all identified alternative sites.

**There are at least four such identified alternative sites**, and all of them are—

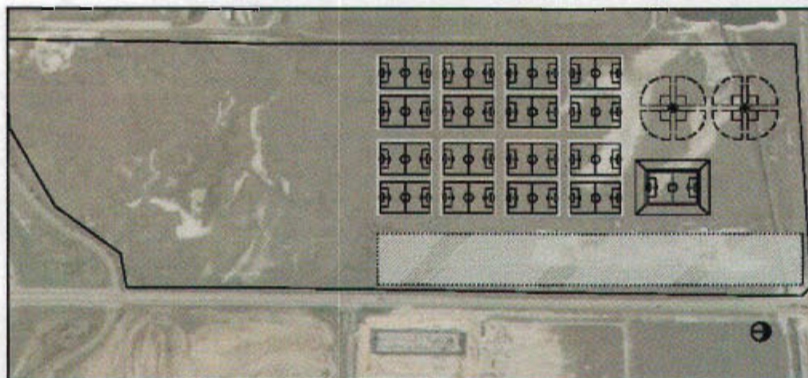
- Invulnerable to flood hazard because not in a flood plain
- **Far less expensive because not in a flood plain**
- Far less valuable either for ecosystem preservation/restoration or for outdoor recreation
- Closer to the demographic center of Salt Lake City
- Closer to the demographic center of Salt Lake Valley
- Far more accessible via existing (and proposed) public transit lines, including TRAX in one case
- Safer with respect to emergency egress and emergency vehicle access.

Location	Land ownership	Soccer Fields	Baseball Diamonds	Championship field	Parking
<b>Proposed Site</b>					
<b>2200 N</b>	<b>Salt Lake City</b>	<b>17</b>	<b>4</b>	<b>Yes</b>	<b>2,065</b>
<b>Identified Alternative Sites</b>					
<b>5600 W, 1300 S</b>	<b>State</b>	<b>32</b>	<b>8</b>	<b>Yes</b>	<b>5,000</b>
<b>4000 W 7900 S (existing W. Jordan soccer complex)</b>	<b>Salt Lake City</b>	<b>21</b>	<b>--</b>	<b>Yes</b>	<b>700</b>
<b>2000 W. Indiana Ave</b>	<b>Salt Lake City</b>	<b>14</b>	<b>8</b>	<b>Yes</b>	<b>?</b>
<b>Rosewood Park (1200 North)</b>	<b>public/private</b>	<b>17</b>	<b>8</b>	<b>Yes</b>	<b>?</b>





JRRN Alternative Site #1: Lee Kay Center, 5600 West

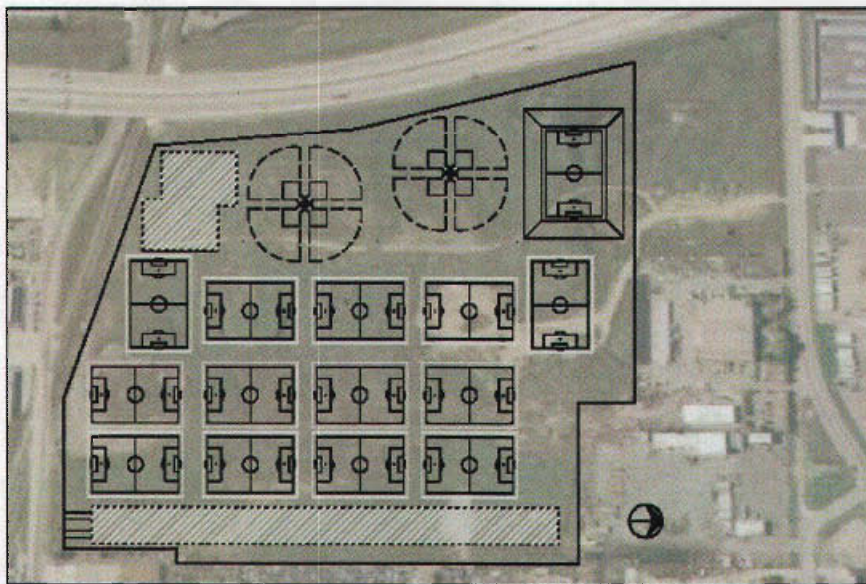


### Alternative Site #1, 5600 W., 1300 to 2100 S.

- 170 acres, state-owned land
- Up to 32 soccer play fields
- 8 Baseball diamonds
- Championship field

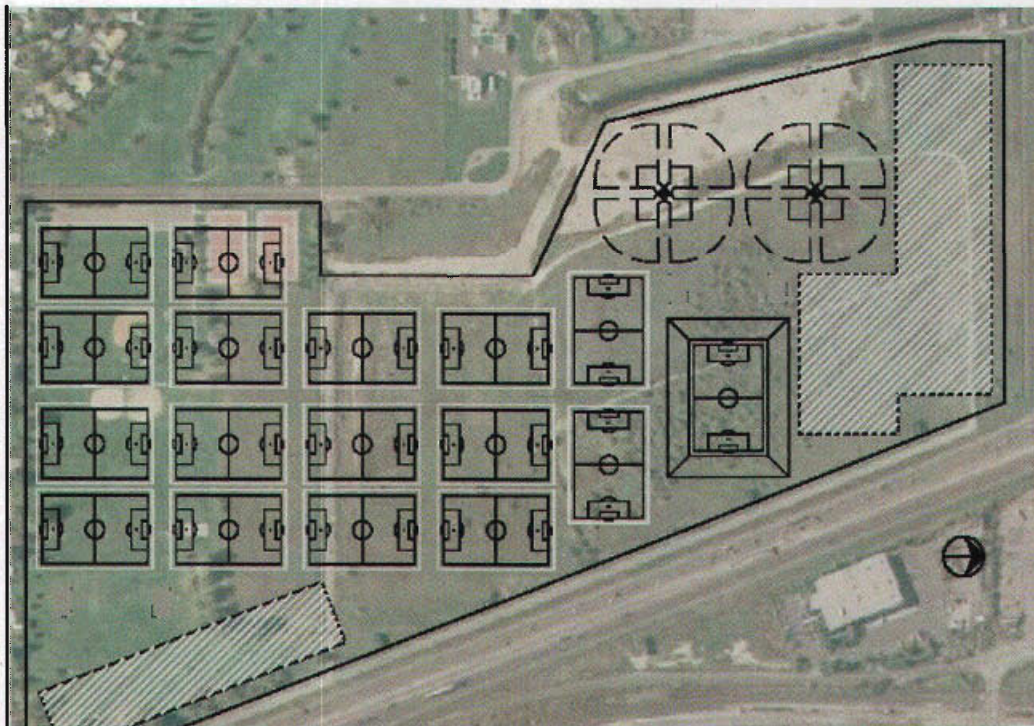
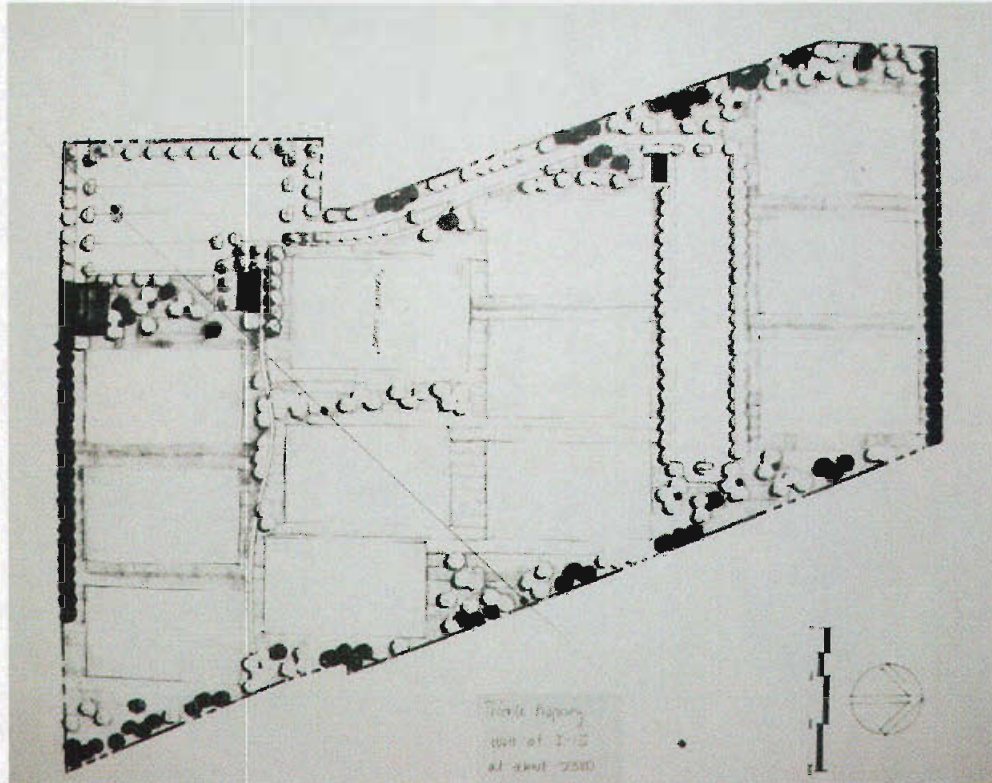


and 1300S



between 500 S. and Indiang Ave.





**ALTERNATIVE SITE #3**  
1000 N. and I-15



- 117 acres – Salt Lake City owns land
- 21 soccer play fields
- Over \$13 million (original est. \$4 million)
- Play fields require upgrade for tournament play
- Very few tournaments

The existing West Jordan Soccer Complex is smaller than the proposed site at 2200 North but already has more soccer fields than will ever be built on the 2200 North site (21 as compared to 17). It is situated on airport clear space—a common use of airport clear space in other cities. The fields are not of sufficient quality for tournament play, but could easily and at relatively small expense be upgraded to suitable condition for tournament play. This solution would save a huge amount of money, allowing Salt Lake City to take the savings and use it to build play fields for local players where they are really needed—within the various communities of Salt Lake City. In this way both the need for a regional tournament hosting facility and for additional play fields conveniently located within city communities could BOTH be met.

***And this land is actually owned by Salt Lake City; therefore there should be no problem with spending Salt Lake City taxpayer dollars to refurbish it.***

7.) Cost and Scope Changes due to Site Selection are a Violation of the Public Trust and of the City's obligation to voters.

To intentionally site the largest city-funded public works project in city history within a known floodplain—and in doing so, to run the project budget through the roof due to the extraordinary construction and operational costs



of such a site—is a profound violation of the public trust and of the fiduciary duty of the mayor, city council, and administrative staff.

The 2003 bond approval ballot language made no mention of a specific site for the sports complex. The vote was very close and if the public had understood the project to be site-specific, the bond initiative would surely have failed. **Mention of a possible site in the voter's guide, which is merely an independent analysis of pros and cons for any ballot item—was in no way legally binding upon the city. And that is why, according to Ralph Becker himself, no mention of a specific site was placed on the ballot itself—precisely to insure that the city could put the Sports Complex at another site in the event that any serious problem arose with any particular site.** A bond vote cannot be both site-non-specific, and site-specific. To be site-specific the ballot language itself must specify a site. It did not. The bond was NOT “site specific.”

While the city has studied alternative sites it has NEVER shared this information with the general public. To withhold such vital information from the public is a profound violation of the public trust and of the duty of any public official.

Former City Council member Nancy Saxton, who was a member of the City Council during and after the 2003 bond vote, has stated repeatedly for the record in recent meetings of the Salt Lake City Council that when she attempted to review alternative sites, she was stonewalled by city officials.

The following critical information has been withheld by city administrative staff from both city council members and from the public:

- Detailed, itemized cost estimates either for the proposed 2200 North site or for alternative sites, that would allow the public to evaluate the relative costs of alternative sites
- Assessment of the site-unique costs of the 2200 North floodplain site.
- Assessment of potential flood control costs at the 2200 North site
- Assessment of potential flood control mitigation costs at the 2200 North site
- Comparative comprehensive, itemized cost estimates for alternative sites.
- Comparative assessment of public transportation accessibility of the proposed and alternative sites
- Comparative assessment of emergency egress and emergency vehicle access on the proposed and alternative sites

- 8.) Social justice. The proposed facility is being designed and will be reserved primarily for the hosting of regional soccer tournaments—NOT for use by local players, except if their teams qualify for tournament play. It will be strictly off-limits for “practice” and will be available ONLY on a “pay for play” basis, meaning that poor kids in the neighborhood will never be able to use the fields unless they can afford to pay field rental fees of \$50 per hour or more (city officials have never revealed what the fee will be, but \$50 per hour is typical elsewhere and may be a conservative estimate.)

At a recent City Council hearing city consultants and Youth Soccer Association lobbyists revealed for the first time that a primary financial driver of the project is to provide facilities for a proposed Youth Soccer

Academy /Charter School to be co-located within or near the site. Taxpayers were never told about this secret plan. According to Sports Complex consultants and lobbyists tuition for such a school would be \$20,000 to \$40,000 per student per year. We taxpayers will subsidize a Cadillac soccer experience for rich kids at the expense of poor kids who may never be able to use the facility at all. Consider it an object lesson for the poor families in the American tradition of fierce competition and survival of the fittest.

9.) **Economic value of open space and outdoor recreation.** According to the [Outdoor Industry Association](#) and the U.S. Fish and Game Service, wildlife viewing:

- a. Is currently enjoyed by an estimated 562,000 participants in Utah annually
- b. Contributes \$5.8 billion annually to the state economy
- c. Supports 65,000 jobs across the state
- d. Generates nearly \$300 million in annual state tax revenues
- e. Produces nearly \$4 billion annually in retail sales and services across Utah, accounting for almost 5% of gross state product
- f. The biannual Outdoor Retailer Association trade show pumps some \$40 million into the economy of Salt Lake City annually—far more than regional soccer tournaments have in any year since the construction of the existing Regional Soccer Tournament Facility in West Jordan.

10.) **Poor planning and zoning precedent for the future.** Flood plains are subject to unique planning and zoning regulations for a very good reason. To backpedal on that principle sets a terrible precedent for the future. If the City itself sets this principle, the public and industry will follow it.

This zoning decision will also serve as an object lesson for all other such lands throughout the Jordan River corridor.

No less than 18 huge commercial centers have been proposed for future construction within the flood plain of the river—most of them bringing 3-5 story buildings right down to water's edge, or with nothing more than a thin strip of green between shopping centers, office buildings and condo blocks and the river.

**If we proceed with floodplain zoning for commercial development one of the finest natural resources of our city—and others throughout the valley--will be lost forever to commercial development.** The alternative is the one first proposed over 40 years ago in 1971: zone for preservation on the Jordan River Corridor of one of the largest urban riparian greenways in the United States to serve both as a spiritual and an economic resource for the future of our city.

Ray Wheeler

Co-founder, [Jordan River Restoration Network](#)

Director, [Earth Restoration Network](#)

1115 Mead Avenue, Salt Lake City

[ray.wheeler@earthlink.net](mailto:ray.wheeler@earthlink.net)



## Planning Commission Documents

From: Jordan River Restoration Network

Contact: Jeff Salt, 801-485-2550, [jeffsalt@greatsaltlakekeeper.org](mailto:jeffsalt@greatsaltlakekeeper.org)

Please see attached documents:

### 1. Plans & Reports

- a. **1971 Jordan River Parkway Plan.** This historic document sets forth the foundation for the Jordan River Parkway as a dual purpose corridor. The primary function of the parkway was for flood control. The secondary purpose was to establish a corridor for outdoor recreation (boating, fishing, biking, hiking, etc.) and wildlife habitat. The parkway was supposed to become a “no-build” corridor to allow the river to flood naturally and reduce the cost of managing the river and property losses.
- b. **2000 Jordan River Natural Conservation Corridor Report.** This document assessed the publicly owned open space lands along the Jordan River from Utah Lake to I-215 in northern Salt Lake County. The report made recommendations for the management and use of these lands. This report led to the creation of a river-wide stakeholder group called the Jordan River Natural Areas Forum. This group developed a strategic plan for the river corridor and recommended the sports complex site as a location for a nature education center and urban wildlife preserve.
- c. **2008 Blueprint Jordan River.** This recent document collected information from the public about preferences and uses of the lands along the Jordan River. The Blueprint document identifies the sports complex site for preservation as natural open space.
- d. **2001 Rose Park Small Area Plan.** This document describes the intended use of the sports complex site if it were annexed into the City at some future date. No sports complex was planned or intended at this time. The plan clearly demonstrates the public intention to keep the sports complex site as open space and agriculture, not developed into a sports complex. This would coincide more with a NOS zone today.

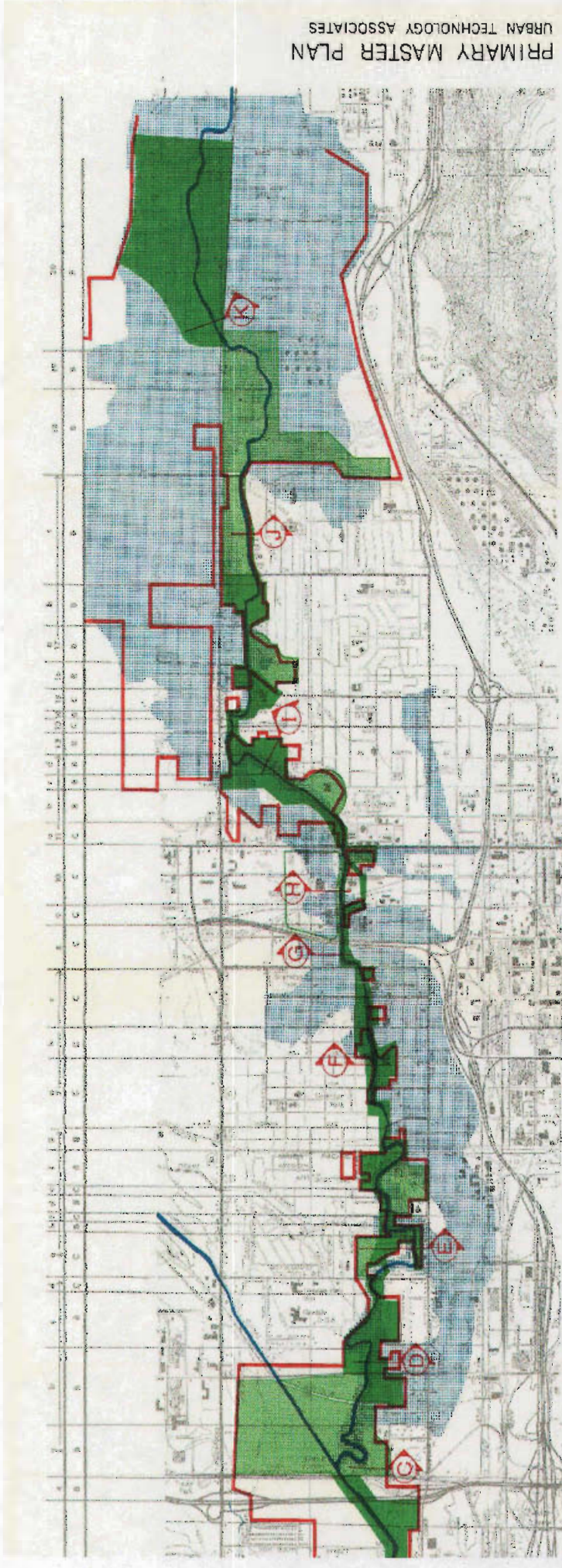
### 2. Maps & Photos

- a. **Map from the 1971 Jordan River Parkway Plan.** This image shows the 1952 floodplain marked in blue hash marks, and the various open space lands for the parkway. The sports complex site was not identified for sports recreation. Also, this land is clearly in the natural 1952 floodplain.
- b. **Aerial photo of sports complex site, 1987.** This aerial photo taken in March 1987 shows the proposed sports complex site completely inundated by flood water from the Great Salt Lake (the dark areas). The land was

flooded for approximately 19 months and had an estimated 2.5' – 3' of standing water at the peak of the flooding event in April 1987.

- c. **Aerial map with survey data.** This aerial photo has up-to-date survey data prepared by the Salt Lake County Surveyor's Office. The elevations are expressed in 1988 vertical datum. The data shows the average elevation of the land to be approximately 4,212' above sea level. The approximate elevation of the Great Salt Lake in 1987 would translate to 4,215' above sea level in 1988 vertical datum. This data shows the land is seriously prone to flooding by the Jordan River and Great Salt Lake.
- d. **Map from Rose Park Small Area Plan.** This map shows the intended zones for the sports complex site if it were annexed into the City. Since the land was owned by the State of Utah prior to the time of annexation, there is no clear understanding of the zoning the land had since it was acquired in the 1970s. The intended zoning was for open space, but in 2001, there wasn't a clear distinction between types of open space.





## 1971 Parkway Plan Master Plan Map

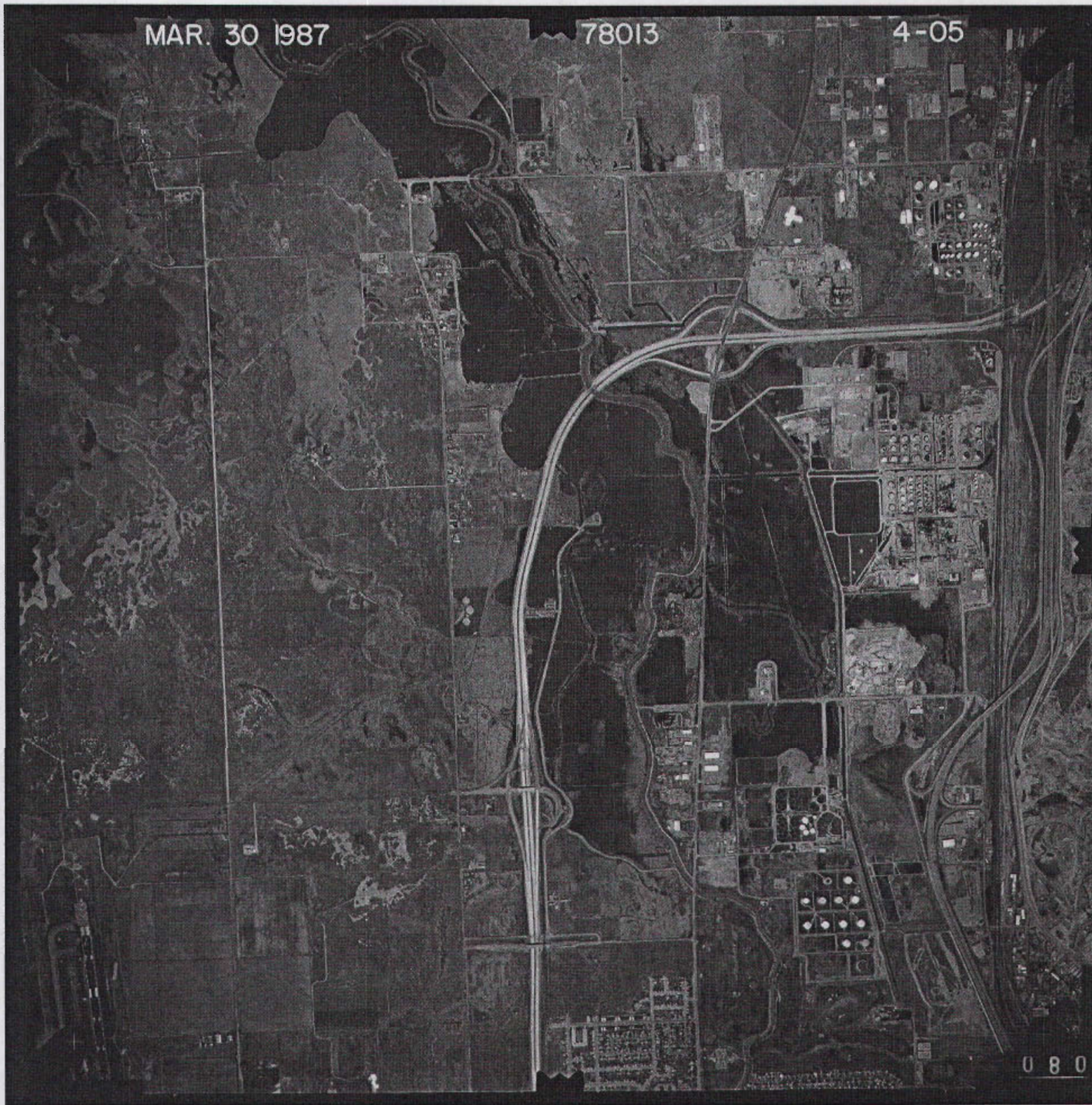
### Salt Lake City Section



MAR. 30 1987

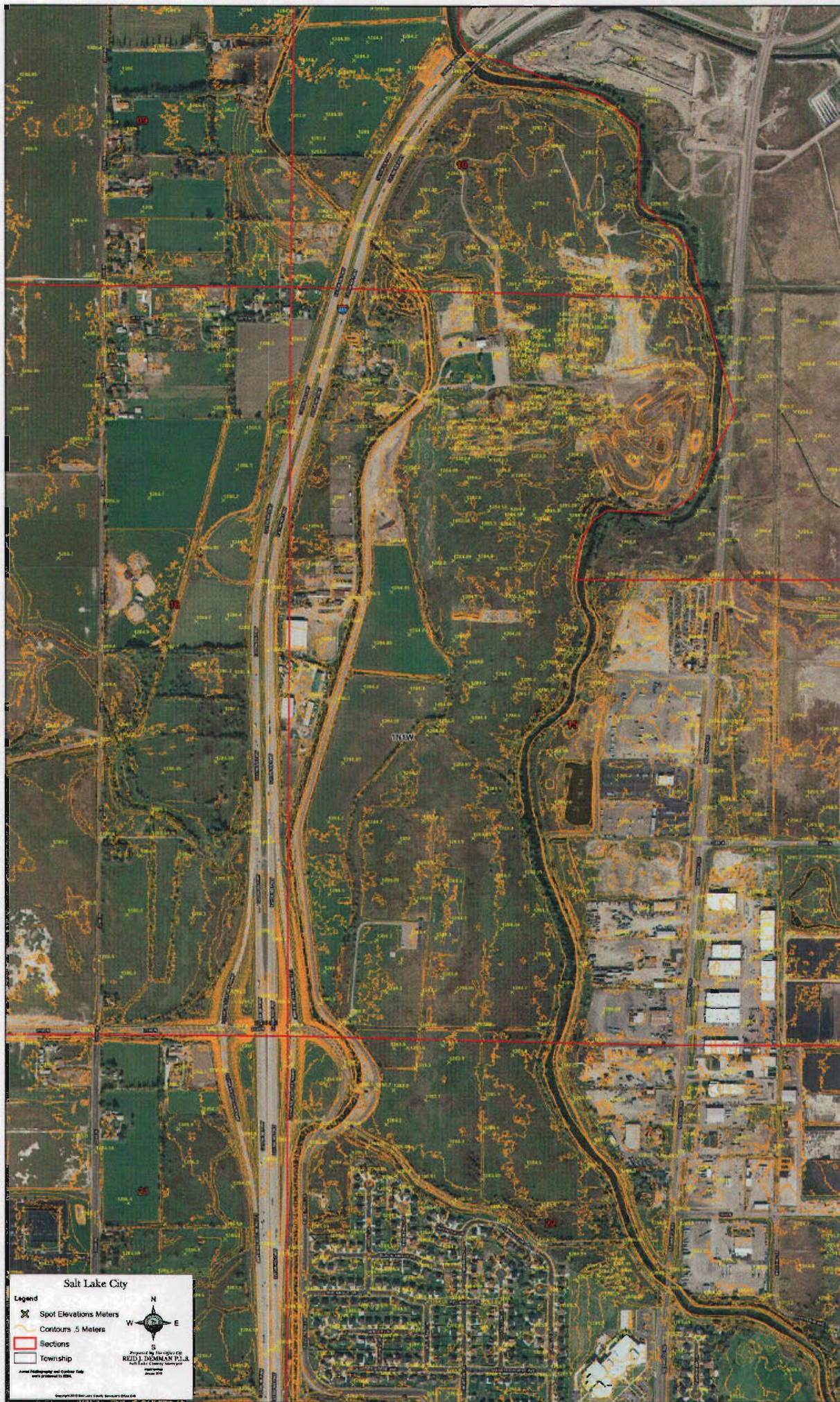
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**Salt Lake City**

**Legend**

- Spot Elevations Meters
- Contours 5 Meters
- Sections
- Township

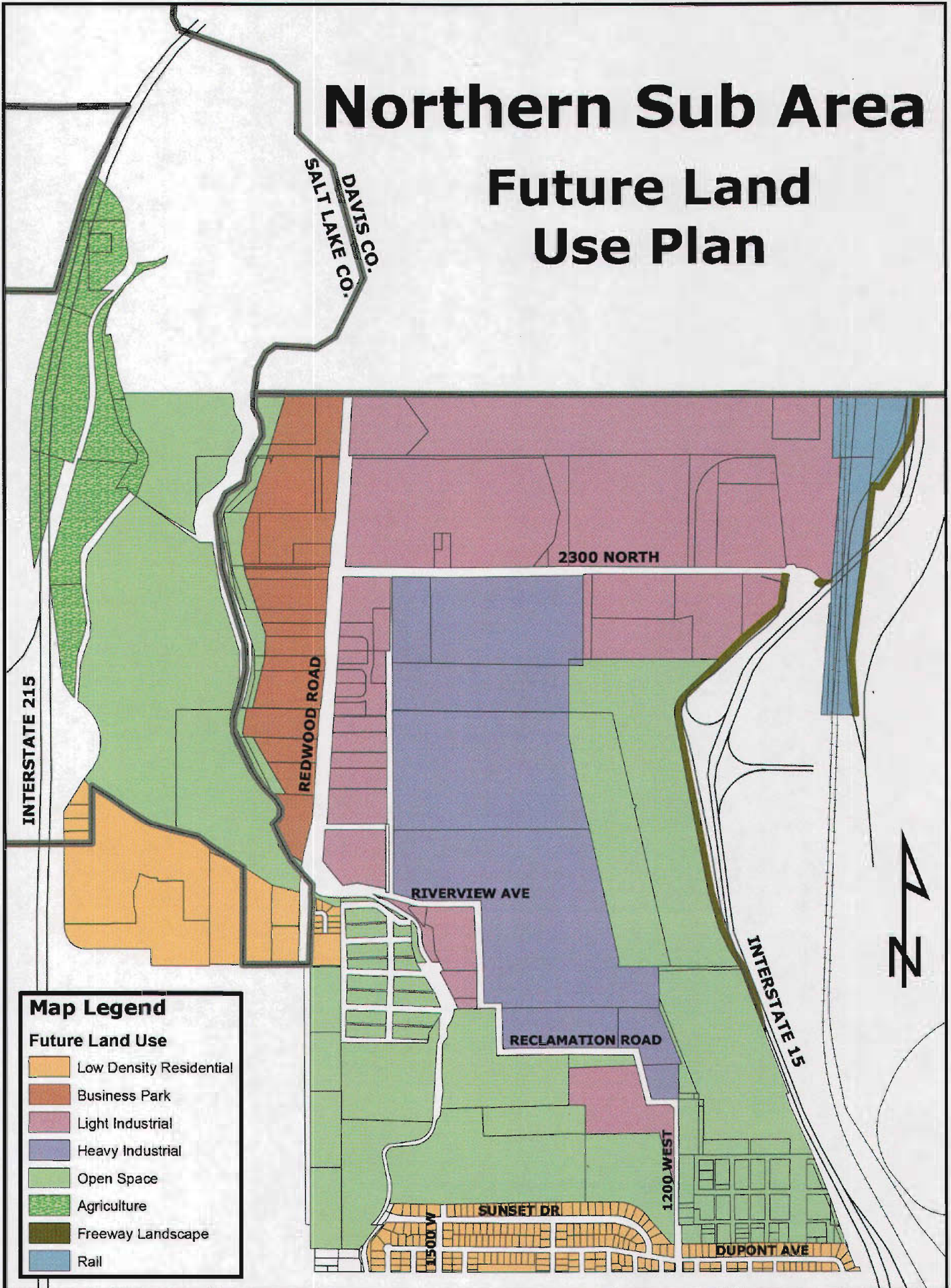
Prepared by the Office of  
Regional Planning  
Utah Department of Transportation  
June 2010

Source: 2010 Salt Lake County Census Data



# Northern Sub Area

## Future Land Use Plan





## Joyce, Everett

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**From:** Hansen, Tami  
**Sent:** Tuesday, March 16, 2010 9:19 AM  
**To:** Joyce, Everett  
**Subject:** FW: Jordan river

**Categories:** Other

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**From:** suezzz6@aol.com [mailto:suezzz6@aol.com]  
**Sent:** Monday, March 15, 2010 7:46 PM  
**To:** Planning Web Site Comments  
**Subject:** Fwd: Jordan river

I support a nature walk/open space along the jordan river and vote for a relocation of the sports facility to a differenc location other than the Jordan river

sue king

-----Original Message-----

From: suezzz6@aol.com  
To: planning@slcgov.com  
Sent: Mon, Mar 15, 2010 7:42 pm  
Subject: Jordan river

## Joyce, Everett

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**From:** Hansen, Tami  
**Sent:** Thursday, March 11, 2010 9:12 AM  
**To:** Joyce, Everett  
**Subject:** FW: regional soccer sports complex

**Categories:** Other

---

**From:** Naomi Franklin [mailto:franklin@biology.utah.edu]  
**Sent:** Wednesday, March 10, 2010 10:35 PM  
**To:** Planning Web Site Comments  
**Subject:** regional soccer sports complex

To SLC Planning Commission:

Please reconsider your current plan to build a Soccer Sports Complex at 2200 North.

I have read the analysis (below) of the Jordan River Restoration Complex, and see no flaws in their arguments AGAINST the 2200 North location for this complex. The current plan seems to be over-scale, over expensive, in too remote a location, on an inappropriate quality of land.

Conversely, I have not heard meaningful responses to these complaints from the SLC government. Why have you ruled out the suggested alternative locations???

Sincerely,  
Naomi Franklin  
1411 Utah Sy #4  
SLC UT 84104

Statement of Jordan River Restoration Network:

We respectfully offer the following suggestions:

- 1.) The City Planning Commission should recommend a "Natural Open Space" (NOS) zoning classification for the entire 160 acre site.
- 2.) The proposed Regional Sports Complex be sited at one of four safer, less costly and less environmentally destructive sites that have been identified by Salt Lake City planners and other stakeholders.
- 3.) IF the Salt Lake City Council and Mayor proceed with the construction of a sports complex at 2200 North, Phase 1 of the project should be consolidated as far as possible west of the Jordan River, and—
- 4.) All land situated between the Phase 1 development area and the river should be zoned for "Natural Open Space".

Following are some of the reasons for this proposal:

- Ecological and recreational value of the site.

This 160-acre parcel on the West bank of the Jordan River at 2200 North is the largest remaining block of publicly owned, undeveloped and as yet unprotected riparian open space on the Jordan River. During one lifetime there has



been a catastrophic cumulative loss of open space and wildlife habitat in Salt Lake Valley. This is scarce and ecologically valuable lowlands riparian habitat with huge potential for restoration of natural stream function, native plants and animals. The Jordan River corridor is directly along the flight path of migratory birds traveling on overlapping segments of two transcontinental migratory bird flyways. A huge variety of animal and bird life has been reported by residents who use the area for outdoor recreation, including deer, red tail fox, coyote, Canadian Geese, 14 species of ducks, snowy egrets, sandhill cranes, pheasant, turkey, quail, blue and black-crowned night herons, 14 species of shore birds, 13 species of raptors (bald eagles have nested here in the past), and a variety of song-birds, some threatened or endangered species.

#### **Consistency with previous stakeholder-based public planning initiatives and with the public will.**

No less than four stakeholder-based public planning initiatives over the past 40 years have repeatedly recommended that the highest and best use of this particular site is for flood water banking and compatible uses including natural open space, outdoor recreation, wildlife viewing, establishment of a nature preserve and nature education center, and restoration of stream function (flooding/wetlands replenishment, native plant communities and wildlife).

These planning initiatives were: Jordan River Parkway: An Alternative (1971), Jordan River Natural Areas Forum (1996), Great Salt Lake Shoreline Plan (1982), Blueprint Jordan River (2008).

The 2007-2008 Blueprint Jordan River study, funded with \$300,000 of county and city taxpayer money, extensively surveyed the public, receiving input from over 3,000 residents and stakeholder groups. This survey showed that by margins of 10 to 1 up to 30 to 1, depending upon how the question is asked, the public overwhelmingly wants the river corridor to remain green and natural. Asked specifically about what forms of recreation the public would prefer within the river corridor, the public favored "Natural Areas for Wildlife Viewing" over "Sports Fields" by a ratio of 34 to 1. The final Blueprint Jordan River Report, published in December 2008, gave as its foremost recommendation that: ALL existing open space within the river corridor—both public and private lands—should be preserved: "As much open space as possible should be conserved by ensuring that the land designated as open space remains that way, and that land slated for development is protected." **And the Blueprint report included "vision" maps specifically identifying that the former Jordan River State Park lands at 2200 North (proposed sports complex site) should be reserved as open space and protected from commercial development.**

- **Flood risk.** This site is within the flood plain both of the Jordan River and the Great Salt Lake, which at high lake levels has repeatedly backed up water onto this property to depths of several feet for periods of up to 2 years. It will flood again. The epitome of wise zoning is NOT to build commercial facilities within flood plains.
- **Extraordinary site development costs to the public.** Because building on a river floodplain is far more expensive than building elsewhere, flood fortification and mitigation costs, flood insurance, and future flooding bailout costs have driven estimated project construction through the roof and will also drive future operational costs through the roof.

The publicly funded Regional Sports Complex project is now 71 percent (\$17 million) over budget. And even if taxpayers pony up an additional \$17 million, as Mayor Becker proposes—more than doubling the initial taxpayer obligation—they will STILL get 30% less play field capacity than they were promised when they voted to allocate just \$15.3 million for this project in 2003. While comparable soccer fields in sports complexes around the country currently cost about \$500,000 per field, on this site they will cost over \$1.2 million per field.

- **Availability of alternative sites.** At least four safer, less expensive, and less environmentally destructive alternative sites for the proposed sports complex have been identified either by city planners or by environmental groups—and at least two of these have been extensively studied by the city itself. Sports Complexes can be anywhere, but in any urban area, rivers are hemmed in by residential and industrial

development, and lowlands riparian habitat can exist right where it is and nowhere else. Once obliterated it's gone forever.

A superb alternative would be to upgrade an existing sports complex on Salt Lake City-owned land in West Jordan. It was built at taxpayer expense in 1994 with the promise that it would be the largest soccer complex in the region and that as such it would host all major regional tournaments, thus serving as a huge economic engine for our entire region. There is no reason why the existing soccer complex could not be upgraded to serve its original purpose at a fraction of the cost of building a new one. The savings could then be used to build new soccer fields—or indoor soccer bubbles over existing fields—exactly where they are needed most—throughout Salt Lake City neighborhoods.

- **Social justice.** The proposed facility is being designed and will be reserved primarily for the hosting of regional soccer tournaments—NOT for use by local players, except if their teams qualify for tournament play. It will be strictly off-limits for “practice” and will be available ONLY on a “pay for play” basis, meaning that poor kids in the neighborhood will never be able to use the fields unless they can afford to pay field rental fees of \$50 per hour or more (city officials have never revealed what the fee will be, but \$50 per hour is typical elsewhere and may be a conservative estimate.)

At a recent City Council hearing city consultants and Youth Soccer Association lobbyists revealed for the first time that a primary financial driver of the project is to provide facilities for a proposed Youth Soccer Academy /Charter School to be co-located within or near the site. Taxpayers were never told about this secret plan. According to Sports Complex consultants and lobbyists tuition for such a school would be \$20,000 to \$40,000 per student per year. We taxpayers will subsidize a Cadillac soccer experience for rich kids at the expense of poor kids who may never be able to use the facility at all. Consider it an object lesson for the poor families in the American tradition of fierce competition and survival of the fittest.

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  - Is currently enjoyed by an estimated 562,000 participants in Utah annually
  - Contributes \$5.8 billion annually to the state economy
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- The biannual Outdoor Retailer Association trade show pumps some \$40 million into the economy of Salt Lake City annually—far more than regional soccer tournaments have in any year since the construction of the existing Regional Soccer Tournament Facility in West Jordan.
- **Poor planning and zoning precedent for the future.** Flood plains are subject to unique planning and zoning regulations for a very good reason. To backpedal on that principle sets a terrible precedent for the future. If the City itself sets this principle, the public and industry will follow it.

This zoning decision will also serve as an object lesson for all other such lands throughout the Jordan River corridor. No less than 18 huge commercial centers have been proposed for future construction within the flood plain of the river—most of them bringing 3-5 story buildings right down to water's edge, or with nothing more than a thin strip of green between shopping centers, office buildings and condo blocks and the river.

If we proceed with floodplain zoning for commercial development one of the finest natural resources of our city—and others throughout the valley--will be lost forever to commercial development. The alternative is the one first proposed over 40 years ago in 1971: zone for preservation on the Jordan River Corridor of one of the largest urban riparian greenways in the United States to serve as a spiritual and recreational resource for all Salt Lake Valley residents, and as a magnet for commercial and residential development along the perimeter of the protected corridor.





## Joyce, Everett

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**From:** Hansen, Tami  
**Sent:** Wednesday, March 10, 2010 2:52 PM  
**To:** Joyce, Everett  
**Subject:** FW: Sports Complex

**Categories:** Other

-----Original Message-----

**From:** Christine Vickers [mailto:Christine.Vickers@hsc.utah.edu]  
**Sent:** Wednesday, March 10, 2010 2:17 PM  
**To:** Planning Web Site Comments  
**Cc:** Mayor; Council Comments; Christensen, Carlton; Turner, Van; Penfold, Stan; Garrott, Luke; Love, Jill; Simonsen, Soren  
**Subject:** Sports Complex

I am writing in objection of the planned Sports Complex for the Jordan River site. I believe that in today's economic crisis, it is grossly irresponsible for this site to even be considered for such a massive development that will cost \$20 million more than originally planned. I am truly disgusted that this FLOODPLAIN is even being considered. I am baffled that noone in the city council is listening to the valid arguments made by so many citizens that can see what a huge mistake this is. You are intelligent, educated people. You know what you are doing is wrong!

I am writing in support of the recommendations of the Jordan River Restoration Network regarding the proposed rezoning of lands within the Jordan River flood plain at 2200 North, to accommodate a taxpayer-funded, \$43 million regional sports complex  
We respectfully offer the following suggestions:

- 1.) The City Planning Commission should recommend a "Natural Open Space" (NOS) zoning classification for the entire 160 acre site.
- 2.) The proposed Regional Sports Complex be sited at one of four safer, LESS costly and LESS environmentally destructive sites that have been identified by Salt Lake City planners and other stakeholders.
- 3.) IF the Salt Lake City Council and Mayor proceed with the construction of a sports complex at 2200 North, Phase 1 of the project should be consolidated as far as possible west of the Jordan River, and-
- 4.) All land situated between the Phase 1 development area and the river should be zoned for "Natural Open Space".



Following are some of the reasons for this proposal:

- Ecological and recreational value of the site.

This 160-acre parcel on the West bank of the Jordan River at 2200 North is the largest remaining block of publicly owned, undeveloped and as yet unprotected riparian open space on the Jordan River. During one lifetime there has been a catastrophic cumulative loss of open space and wildlife habitat in Salt Lake Valley. This is scarce and ecologically valuable lowlands riparian habitat with huge potential for restoration of natural stream function, native plants and animals. The Jordan River corridor is directly along the flight path of migratory birds traveling on overlapping segments of two transcontinental migratory bird flyways. A huge variety of animal and bird life has been reported by residents who use the area for outdoor recreation, including deer, red tail fox, coyote, Canadian Geese, 14 species of ducks, snowy egrets, sandhill cranes, pheasant, turkey, quail, blue and black-crowned night herons, 14 species of shore birds, 13 species of raptors (bald eagles have nested here in the past), and a variety of song-birds, some threatened or endangered species.

Consistency with previous stakeholder-based public planning initiatives and with the public will.

No less than four stakeholder-based public planning initiatives over the past 40 years have repeatedly recommended that the highest and best use of this particular site is for flood water banking and compatible uses including natural open space, outdoor recreation, wildlife viewing, establishment of a nature preserve and nature education center, and restoration of stream function (flooding/wetlands replenishment, native plant communities and wildlife.

These planning initiatives were: Jordan River Parkway: An Alternative (1971), Jordan River Natural Areas Forum (1996), Great Salt Lake Shoreline Plan (1982), Blueprint Jordan River (2008).

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. Extraordinary site development costs to the public. Because building on a river floodplain is far more expensive than building elsewhere, flood fortification and mitigation costs, flood insurance, and future flooding bailout costs have driven estimated project construction through the roof and will also drive future operational costs through the roof.

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. Social justice. The proposed facility is being designed and will be reserved primarily for the hosting of regional soccer tournaments--NOT for use by local players, except if their teams qualify for tournament play. It will be strictly off-limits for "practice" and will be available ONLY on a "pay for play" basis, meaning that poor kids in the neighborhood will never be able to use the fields unless they can afford to pay field rental fees of \$50 per hour or more (city officials have never revealed what the fee will be, but \$50 per hour is typical elsewhere and may be a conservative estimate.)

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object lesson for the poor families in the American tradition of fierce competition and survival of the fittest.

• Economic value of open space and outdoor recreation. According to the Outdoor Industry Association and the U.S. Fish and Game Service, wildlife viewing:

Is currently enjoyed by an estimated 562,000 participants in Utah annually

Contributes \$5.8 billion annually to the state economy

Supports 65,000 jobs across the state

Generates nearly \$300 million in annual state tax revenues

Produces nearly \$4 billion annually in retail sales and services across Utah, accounting for almost 5% of gross state product

o The biannual Outdoor Retailer Association trade show pumps some \$40 million into the economy of Salt Lake City annually—far more than regional soccer tournaments have in any year since the construction of the existing Regional Soccer Tournament Facility in West Jordan.

• Poor planning and zoning precedent for the future. Flood plains are subject to unique planning and zoning regulations for a very good reason. To backpedal on that principle sets a terrible precedent for the future. If the City itself sets this principle, the public and industry will follow it.

This zoning decision will also serve as an object lesson for all other such lands throughout the Jordan River corridor.

No less than 18 huge commercial centers have been proposed for future construction within the flood plain of the river—most of them bringing 3-5 story buildings right down to water's edge, or with nothing more than a thin strip of green between shopping centers, office buildings and condo blocks and the river.

If we proceed with floodplain zoning for commercial development one of the finest natural resources of our city—and others throughout the valley--will be lost forever to commercial development. The alternative is the one first proposed over 40 years ago in 1971: zone for preservation on the Jordan River Corridor of one of the largest urban riparian greenways in the United States to serve as a spiritual and recreational resource for all Salt Lake Valley residents, and as a magnet for commercial and residential development along the perimeter of the protected corridor.

Sincerely,  
Christine Vickers  
1865 W Independence Blvd # I  
Salt Lake City, UT 84116

- Please consider the environment before printing this email.

## Joyce, Everett

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**From:** Hansen, Tami  
**Sent:** Wednesday, March 10, 2010 10:31 AM  
**To:** Joyce, Everett  
**Subject:** FW: SLC Planning Commission Hearing on Sports Complex Rezoning

**Categories:** Other

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**From:** Amy O'Connor [mailto:amyoconnor@earthlink.net]  
**Sent:** Wednesday, March 10, 2010 10:21 AM  
**To:** Planning Web Site Comments  
**Cc:** Council Comments; Christensen, Carlton; Turner, Van; Penfold, Stan; Garrott, Luke; Love, Jill; Simonsen, Soren  
**Subject:** SLC Planning Commission Hearing on Sports Complex Rezoning

Dear Salt Lake City Planning Commission:

For some time now, I have been a citizen advocate for moving the proposed sports complex from the Jordan River location to another site. While there are a number of options, I strongly favor rehabilitating the existing West Jordan facility and creating local, smaller fields (where there is no charge to play) within reach of our city's youth. Unfortunately, my voice, and that of many other citizens, has not been heeded. That is why I ask that the Salt Lake Planning Commission deny the city's rezoning request and ensure that the entire 160 acres of the Jordan River site be put into the "natural open space" designation so that it can be kept and improved as wildlife habitat and enjoyed by all who wish to visit – for recreation, wildlife viewing opportunities, and the simple chance to enjoy an undeveloped, natural area.

I wholeheartedly endorse the rational, well thought out recommendations made by the Jordan River Restoration Network, regarding the proposed rezoning of lands within the Jordan River flood plain at 2200 North, to accommodate a taxpayer-funded, \$43 million regional sports complex. Specifically, the recommendations that I endorse are as follows:

- 1.) The City Planning Commission should recommend a "Natural Open Space" (NOS) zoning classification for the entire 160 acre site.
- 2.) The proposed Regional Sports Complex be sited at one of four safer, less costly and less environmentally destructive sites that have been identified by Salt Lake City planners and other stakeholders.
- 3.) IF the Salt Lake City Council and Mayor proceed with the construction of a sports complex at 2200 North, Phase 1 of the project should be consolidated as far as possible west of the Jordan River, and—
- 4.) All land situated between the Phase 1 development area and the river should be zoned for "Natural Open Space".

Following are some of the reasons for this proposal:

- Ecological and recreational value of the site.

This 160-acre parcel on the West bank of the Jordan River at 2200 North is the largest remaining block of publicly owned, undeveloped and as yet unprotected riparian open space on the Jordan River. During one lifetime there has been a catastrophic cumulative loss of open space and wildlife habitat in Salt Lake Valley. This is scarce and ecologically valuable lowlands riparian habitat with huge potential for restoration of natural stream function, native plants and animals. The Jordan River corridor is directly along the flight path of



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- Consistency with previous stakeholder-based public planning initiatives and with the public will.

No less than four stakeholder-based public planning initiatives over the past 40 years have repeatedly recommended that the highest and best use of this particular site is for flood water banking and compatible uses including natural open space, outdoor recreation, wildlife viewing, establishment of a nature preserve and nature education center, and restoration of stream function (flooding/wetlands replenishment, native plant communities and wildlife).

These planning initiatives were: Jordan River Parkway: An Alternative (1971), Jordan River Natural Areas Forum (1996), Great Salt Lake Shoreline Plan (1982), Blueprint Jordan River (2008).

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- Flood risk. This site is within the flood plain both of the Jordan River and the Great Salt Lake, which at high lake levels has repeatedly backed up water onto this property to depths of several feet for periods of up to 2 years. It will flood again. The epitome of wise zoning is NOT to build commercial facilities within flood plains.
- Extraordinary site development costs to the public. Because building on a river floodplain is far more expensive than building elsewhere, flood fortification and mitigation costs, flood insurance, and future flooding bailout costs have driven estimated project construction through the roof and will also drive future operational costs through the roof.

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- Availability of safer, less costly, less environmentally destructive alternative sites. At least four viable alternative sites for the proposed sports complex have been identified by environmental groups—and at least two of these have been extensively studied by the city itself. Sports Complexes can be anywhere, but in any urban area, rivers are hemmed in by residential and industrial development, and lowlands riparian habitat can exist right where it is and nowhere else. Once obliterated it's gone forever.

A superb alternative would be to upgrade an existing sports complex on Salt Lake City-owned land in West Jordan. It was built at taxpayer expense in 1994 with the promise that it would be the largest soccer complex in the region and that as such it would host all major regional tournaments, thus serving as a huge economic engine for our entire region. There is no reason why the existing soccer complex could not be upgraded to serve its original purpose at a fraction of the cost of building a new one. The savings could then be used to build new soccer fields—or indoor soccer bubbles over existing fields—exactly where they are needed most—throughout Salt Lake City neighborhoods.

- **Social justice.** The proposed facility is being designed and will be reserved primarily for the hosting of regional soccer tournaments—NOT for use by local players, except if their teams qualify for tournament play. It will be strictly off-limits for “practice” and will be available ONLY on a “pay for play” basis, meaning that poor kids in the neighborhood will never be able to use the fields unless they can afford to pay field rental fees of \$50 per hour or more (city officials have never revealed what the fee will be, but \$50 per hour is typical elsewhere and may be a conservative estimate.)

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  - Is currently enjoyed by an estimated 562,000 participants in Utah annually
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Sincerely,

Amy O'Connor  
Resident of Glendale

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Amy O'Connor, MS  
[www.integrated-development.biz](http://www.integrated-development.biz)  
Integrated Development Consulting, Inc.

**Empowering people  
to build successful organizations**  
1115 Mead Ave  
Salt Lake City, UT 84104  
801-738-3809

## Joyce, Everett

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**From:** Hansen, Tami  
**Sent:** Tuesday, March 09, 2010 2:46 PM  
**To:** Joyce, Everett  
**Subject:** FW: Rezoning of the regional sports complex

**Categories:** Other

-----Original Message-----

**From:** Mallory Millington [mailto:malmillington@gmail.com]  
**Sent:** Tuesday, March 09, 2010 2:33 PM  
**To:** Planning Web Site Comments  
**Subject:** Rezoning of the regional sports complex

Dear Salt Lake City Planning Commisson,

I am writing in support of the recommendations of the Jordan River Restoration Network regarding the proposed rezoning of lands within the Jordan River flood plain at 2200 North, to accommodate a taxpayer-funded, \$43 million regional sports complex

We respectfully offer the following suggestions:

- 1.) The City Planning Commission should recommend a "Natural Open Space" (NOS) zoning classification for the entire 160 acre site.
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- 4.) All land situated between the Phase 1 development area and the river should be zoned for "Natural Open Space".

Following are some of the reasons for this proposal:



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- o Generates nearly \$300 million in annual state tax revenues
- o Produces nearly \$4 billion annually in retail sales and services across Utah, accounting for almost 5% of gross state product

o The biannual Outdoor Retailer Association trade show pumps some \$40 million into the economy of Salt Lake City annually--far more than regional soccer tournaments have in any year since the construction of the existing Regional Soccer Tournament Facility in West Jordan.

. Poor planning and zoning precedent for the future. Flood plains are subject to unique planning and zoning regulations for a very good reason. To backpedal on that principle sets a terrible precedent for the future. If the City itself sets this principle, the public and industry will follow it.

This zoning decision will also serve as an object lesson for all other such lands throughout the Jordan River corridor.

No less than 18 huge commercial centers have been proposed for future construction within the flood plain of the river--most of them bringing 3-5 story buildings right down to water's edge, or with nothing more than a thin strip of green between shopping centers, office buildings and condo blocks and the river.

If we proceed with floodplain zoning for commercial development one of the finest natural resources of our city--and others throughout the valley--will be lost forever to commercial development. The alternative is the one first proposed over 40 years ago in 1971: zone for preservation on the Jordan River Corridor of one of the largest urban riparian greenways in the United States to serve as a spiritual and recreational resource for all Salt Lake Valley residents, and as a magnet for commercial and residential development along the perimeter of the protected corridor.

Sincerely,

Mallory R. Millington



## Joyce, Everett

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**From:** Hansen, Tami  
**Sent:** Tuesday, March 09, 2010 2:46 PM  
**To:** Joyce, Everett  
**Subject:** FW: Soccer site along Jordan River

**Categories:** Other

-----Original Message-----

**From:** Edie Trimmer [mailto:edieann@xmission.com]  
**Sent:** Tuesday, March 09, 2010 2:32 PM  
**To:** Planning Web Site Comments  
**Cc:** Mayor; Council Comments; City Council Liaisons; Ray.Wheeler@earthlink.net  
**Subject:** Soccer site along Jordan River

Dear Planning Commission members and staff

I urge you to designate as Natural Open Space as much of the Jordan River lands at 2200 North as possible and to keep the structures, parking lots, turf areas and roads as far away from the river corridor as possible. I would prefer this soccer site be moved to another area but we appear to have lost that battle.

I am also very disappointed that his project seems to be much larger in scale than originally presented and that the argument that it would serve westside neighborhoods for informal soccer and recreational activities is not the case. It appears to have a high cost and limited opportunities for its use. This user cost is in addition to the high costs of construction and loss of habitat.

Thank you

Edie Trimmer  
246 S 1300 West  
Salt Lake City UT 84104

--

Edie Trimmer  
246 S 1300 West  
Salt Lake City UT 84104

801-597-2104

## Joyce, Everett

---

**From:** Hansen, Tami  
**Sent:** Tuesday, March 09, 2010 9:13 AM  
**To:** Joyce, Everett  
**Subject:** FW: A question for all of you.

**Categories:** Other

---

**From:** Jim Catano [mailto:jimcatano@gmail.com]  
**Sent:** Tuesday, March 09, 2010 2:41 AM  
**To:** Planning Web Site Comments; Council Comments; Christensen, Carlton; Turner, Van; Penfold, Stan; Garrott, Luke; Love, Jill; Simonsen, Soren; Peter Corroon  
**Cc:** Ray Wheeler; Jeff Salt  
**Subject:** A question for all of you.

Why is the sports complex development at 2200 North and the Jordan River being driven through when there is so much concern about placing it in such an environmentally sensitive area and where it's so inconveniently located in respect to most of the city's and county's population?



**Joyce, Everett**

---

**From:** Hansen, Tami  
**Sent:** Tuesday, March 09, 2010 9:12 AM  
**To:** Joyce, Everett  
**Subject:** FW: Jordan River

**Categories:** Other

-----Original Message-----

**From:** Bob Brister [mailto:bbrister@greens.org]  
**Sent:** Monday, March 08, 2010 6:02 PM  
**To:** Planning Web Site Comments  
**Cc:** Mayor; Love, Jill  
**Subject:** Jordan River

Salt Lake City Planning Commission

Dear Planning Commission,

I am writing in support of the recommendations of the Jordan River Restoration Network regarding the proposed rezoning of lands within the Jordan River flood plain at 2200 North, to accommodate a taxpayer-funded, \$43 million regional sports complex

The City Planning Commission should recommend a "Natural Open Space" (NOS) zoning classification for the entire 160 acre site.

This type of natural open space is very valuable as it is. The proposed Regional Sports Complex be sited at one of four safer, less costly and less environmentally destructive sites that have been identified by Salt Lake City planners and other stakeholders.

Sincerely,

Bob Brister  
1102 S 800 E #A  
Salt Lake City, UT 84105

## Joyce, Everett

---

**From:** Benjamin Rivkind [bananac@gmail.com]  
**Sent:** Monday, March 08, 2010 6:11 PM  
**To:** Joyce, Everett  
**Subject:** Regional Athletic Complex.

**Categories:** Other

Mr. Joyce,

I attended the open house on the Regional Athletic Complex a short while ago and have this question: What is the purpose of amending a master plan to include a site-specific development? My understanding of a master plan's purpose is to proactively guide development, not be reactive to developments that are inconsistent with that plan.

Thanks,  
Benjamin J. Rivkind





Joyce, Everett

**From:** Drummond, Randy  
**Sent:** Tuesday, March 09, 2010 7:28 AM  
**To:** Joyce, Everett  
**Cc:** Weiler, Scott  
**Subject:** RE: Petition PLNPCM2010-00028 SLC Regional Sports Complex

**Categories:** Other

The Engineering Division has no objections to this proposed amendment.  
Randy Drummond, PE  
Project Engineer

---

**From:** Joyce, Everett  
**Sent:** Friday, March 05, 2010 3:48 PM  
**To:** Walsh, Barry; Drummond, Randy; Garcia, Peggy; Itchon, Edward; Butcher, Larry; Brede, Richard; McCandless, Allen  
**Cc:** Harpst, Tim; Peterson, Max; Niermeyer, Jeff; Cook, Kurt; Goff, Orion; Burbank, Chris; Riley, Maureen  
**Subject:** Petition PLNPCM2010-00028 SLC Regional Sports Complex

The Planning Division is reviewing a petition request by Mayor Becker, PLNPCM2010-00028: Master Plan Amendment and Zoning Map Amendment, to amend the Rose Park Small Area Master Plan and the Salt Lake City zoning map to support a proposed community recreation center (regional sports complex).

The attached information requests department comments and provide additional background information in the Planning Commission briefing document. If you have any questions or need additional information please contact me.

Thank you for your assistance.

Everett L. Joyce, AICP  
Senior Planner  
801-535-7930  
Salt Lake City Planning Division  
451 South State Street, Rm 406  
PO Box 145480  
Salt Lake City, UT 84114-5480



**Joyce, Everett**

*Transportation*

**From:** Walsh, Barry  
**Sent:** Tuesday, March 09, 2010 10:27 AM  
**To:** Joyce, Everett  
**Cc:** Young, Kevin; Drummond, Randy; Garcia, Peggy; Itchon, Edward; Butcher, Larry  
**Subject:** PLNPCM2010-00028 Regional Sports Complex

**Categories:** Other

March 9, 2010

Everett Joyce, Planning

**Re:** Petition PLNPCM2010-00028 Regional Sports Complex to Amend the Master Plan and Zoning Map.  
Agriculture Zone AG-2, Open Space OS, and Public Lands PL, zones.

The division of transportation review comment and recommendations are as follows:

The proposed amendment from AG to OS or portions to PL will ultimately impact the public transportation corridors proposed for this area. We are presently waiting for the revised and up dated Sports Complex Traffic Impact Report, to evaluate the various requirements impacting the abutting roadways that need to be incorporated into the final approval process.

Sincerely,

Barry Walsh

**Cc** Kevin Young, P.E.  
Randy Drummond, P.E.  
Peggy Garcia, Public Utilities  
Ted Itchon, Fire  
Larry Butcher, Permits  
File

Joyce, Everett

Public Utilities

**From:** Stoker, Justin  
**Sent:** Friday, March 12, 2010 10:58 AM  
**To:** Joyce, Everett  
**Cc:** Garcia, Peggy  
**Subject:** FW: Petition PLNPCM2010-00028 SLC Regional Sports Complex  
**Attachments:** Request for Comments.doc; Briefing SLC Regional Sports Complex.pdf; SL Regional Athletic Complex.pdf

**Importance:** High

**Categories:** Other

Everett,

We have reviewed the enclosed information. In general, Master Plan Amendments and Zoning Map Amendments have little applicability to this department. After reviewing the information we have found that there is nothing that would make this project an exception to that general rule. We are looking forward to site plan review where we are more involved.

Justin

**Justin D. Stoker, PE, LEED® AP, CFM**  
**Salt Lake City Public Utilities**  
1530 S. West Temple, SLC, UT 84115  
ph. (801) 483-6786 - [justin.stoker@slcgov.com](mailto:justin.stoker@slcgov.com)



Please consider the environment before printing this e-mail

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**From:** Joyce, Everett  
**Sent:** Friday, March 05, 2010 3:48 PM  
**To:** Walsh, Barry; Drummond, Randy; Garcia, Peggy; Itchon, Edward; Butcher, Larry; Brede, Richard; McCandless, Allen  
**Cc:** Harpst, Tim; Peterson, Max; Niermeyer, Jeff; Cook, Kurt; Goff, Orion; Burbank, Chris; Riley, Maureen  
**Subject:** Petition PLNPCM2010-00028 SLC Regional Sports Complex

The Planning Division is reviewing a petition request by Mayor Becker, PLNPCM2010-00028: Master Plan Amendment and Zoning Map Amendment, to amend the Rose Park Small Area Master Plan and the Salt Lake City zoning map to support a proposed community recreation center (regional sports complex).

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Thank you for your assistance.

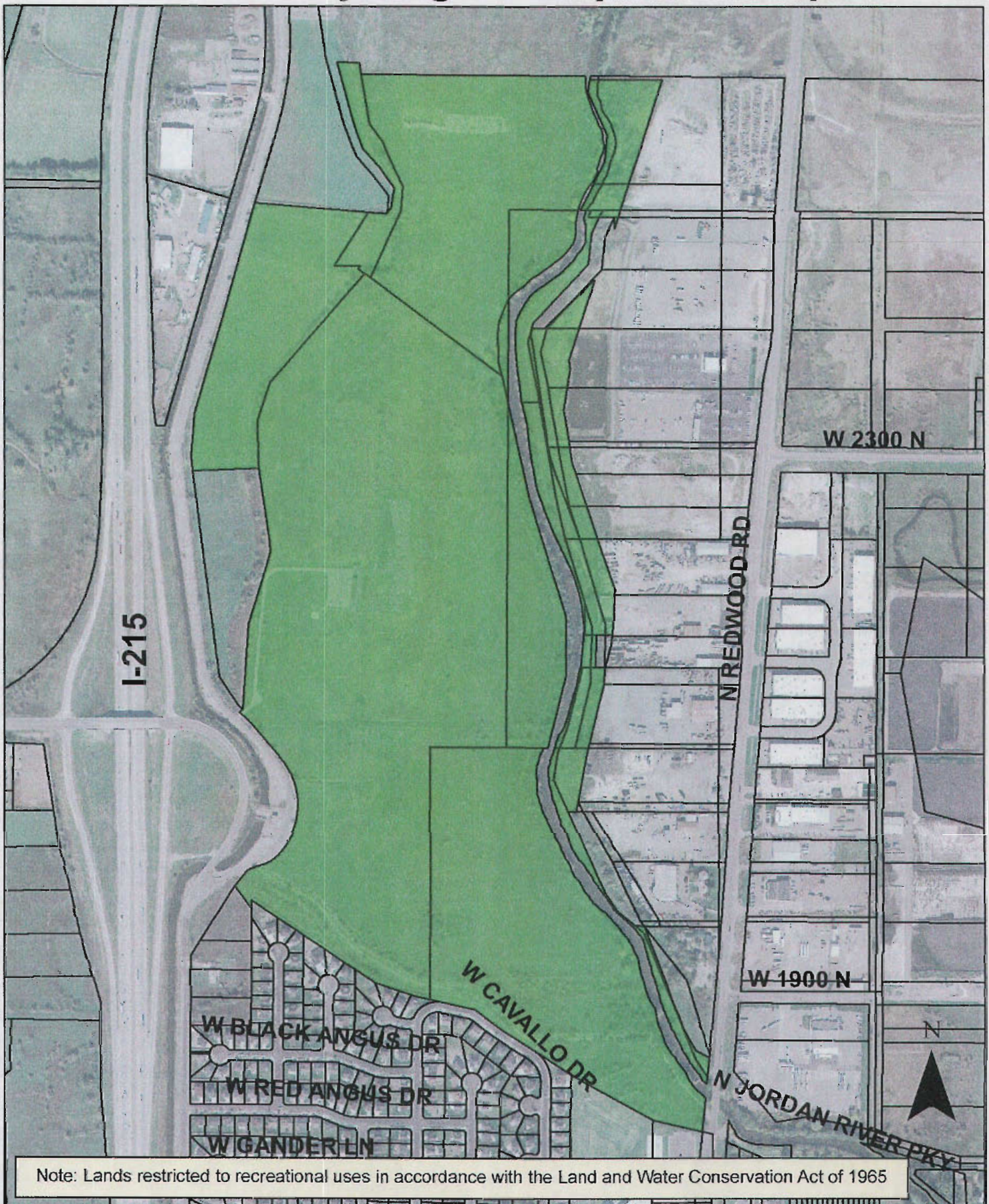
**Everett L. Joyce, AICP**  
Senior Planner  
801-535-7930  
Salt Lake City Planning Division  
451 South State Street, Rm 406  
PO Box 145480



**Attachment E**  
**Lands Restricted to Recreational Use**



# Salt Lake City Regional Sports Complex



Restricted Recreational Lands

0 200 400 800 1,200 1,600 Feet

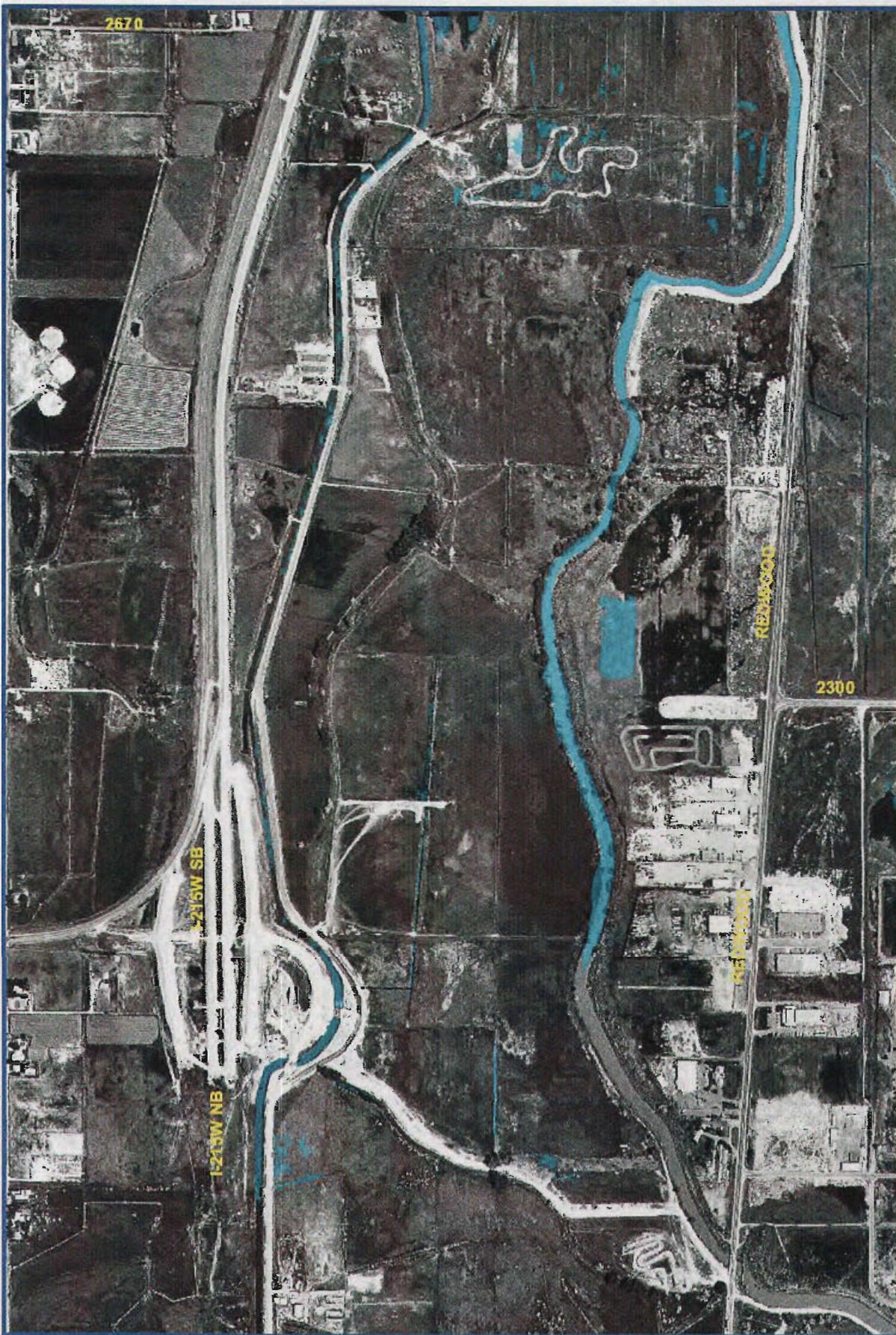


**Attachment F**  
**Floodplain Map**

# Salt Lake City Regional Sports Complex Flood Map







Printing Date: 2/3/2010  
 File: Jordriver\_Soccerarea\_1984\_11x17.juss  
 Salt Lake City Public Utilities

Legend



Image June 14th 1984

Values



Soccer Field Area 1984



0 250 500  
 Feet





Printing Date: 2/8/2010  
 File: Jordanriver\_Soccerarea\_1985\_11x17.mxd  
 Salt Lake City Public Utilities

Legend



Image April 5th 1985

Value  
 High :255  
 Low :0

Soccer Field Area 1985



0 250 500  
 Feet





Printing Date: 2/8/2010  
 File: Jordaulver\_Soccerarea\_1986\_11x17.mxd  
 Salt Lake City Public Utilities

Legend

- D
- Elevation 4214.63 High 1988

Image March 31 1986

Value

High : 255

Low : 0

Soccer Field Area 1986



0 250 500  
 Feet





Printing Date: 2/8/2010  
 File: Jordanriver\_Soccerarea\_1987\_11x17.inxd  
 Salt Lake City Public Utilities

Legend

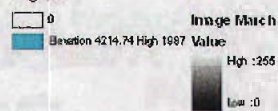


Image March 30th 1987

Soccer Field Area 1987



0 250 500  
 Feet





Printing Date: 2/8/2010  
 File: Jordanriver\_Soccerarea\_1988\_11x17.mxd  
 Salt Lake City Public Utilities

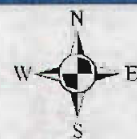
#### Legend

- 0
- Elevation 4212.34 High 1988

Image March 16th 1988



Soccer Field Area 1988



0 250 500  
 Feet





Printing Date: 2/8/2010  
 File: Jordanriver\_Soccerarea\_1989\_11x17.mxd  
 Salt Lake City Public Utilities

Legend

0  
 Elevation 4200.34 High 1989 Value

High : 255  
 Low : 0

Image April 6th 1989

Soccer Field Area 1989



0 250 500  
 Feet





## **Supplemental Documents to the Planning Commission Staff Report**

### **Petition PLNPCM2010-00028 – Salt Lake City Regional Sports Complex Master Plan Amendment and Zoning Map Amendment**

This staff report references several large size documents. Due to the size of these documents, they have been provided in a separate PDF format and are available for viewing on the City's website at: <http://www.slcgov.com/boards/plancom/plancom.htm>. This document file is titled "PLNPCM2010-00028 Regional Sports Complex – Supplemental Documents".

The documents listed below are included in this supplemental document.

#### **Master Plan and Zoning**

- Rose Park Small Area Master Plan, 2001
- Northwest Community Zoning Map

#### **Related Plans and Documents**

- Blueprint Jordan River, 2008
- Jordan River Parkway - An Alternative, 1971
- Jordan River Natural Conservation Corridor Report, 2000

#### **Site Specific Studies, Reports and Analysis**

- Floodplain Evaluation – Jordan River Sports Complex, 2010
- Plant and Vertebrate Inventory of Jordan River State Park, 2003
- Environmental Stewardship Fact Sheet