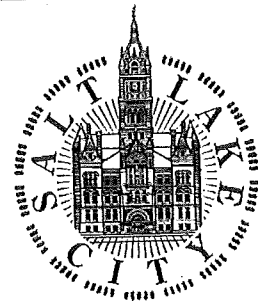


PLANNING COMMISSION STAFF REPORT

Union Pacific Railroad Rezoning Between 700 West and 800 West on 900 South Petition # PLNPCM2010-00071 Zoning Map Amendment May 12, 2010



Planning and Zoning Division
Department of Community and
Economic Development

Applicant:

Mayor Ralph Becker

Staff:

Bill Peperone
bill.peperone@slcgov.com
(801) 535-7214

Current Zone:

Open Space (OS)

Master Plan Designation:

West Salt Lake Comm. Master
Plan - Industrial

Council District

2 - Van Turner

Community Council

Glendale & Poplar Grove

Review Standards

21A.50.050

Notification

- Notice mailed on April 30, 2010
- Published in Deseret News April 30, 2010
- Posted on City & State Websites April 30, 2010

Attachments

- A. Petition Initiation
- B. Photograph of Site
- C. Public Comment
- D. Department Comments

Request

Mayor Becker has initiated a petition to rezone 1.385 acres of land located on the south side of 900 South between 700 West and 800 West from Open Space (OS) to Light Manufacturing (M-1) zoning. This request is to rezone only the south half of the subject parcel, which would extend from the north property line of Utah Paper Box property to the middle of the subject parcel. This will allow the City to retain sufficient land for a future trail corridor that may include a streetcar line.

Options

The following options are available to the Planning Commission:

- Forward findings of approval for the proposed zoning map amendment to the City Council as proposed in this staff report.
- Modify the proposed rezoning and forward a recommendation of approval to the City Council.
- Forward findings of denial for the proposed zoning map amendment to the City Council.

Recommendation

Staff recommends that the Planning Commission review the proposed zoning map amendment for the area between 700 West and 800 West on 900 South, take public comment, and forward a positive recommendation to the City Council.

W 800 S

CB

W GENESEE AVE

R-1-5000

S 800 W

M-1

Subject Property

W 900 S

OS

W MONTAGUE AVE

Area to be Rezoned

R-1-5000

M-1

S 900 W

S 1000 W

N

Case PLNPCM2010-00071 900 South Rezone

Project Information

This is a request to rezone the south half of a parcel of land located between 700 West and 800 West along the south side of 900 South. The property is currently owned by the Union Pacific Railroad Company, but will soon be deeded to the City. The area to be rezoned includes 1.386 acres. The Parcel is currently zoned Open Space and the proposed zone is Light Industrial.

This property will come back before the Planning Commission at a future date for action as a surplus property.

Background Information

The building that is now occupied by Utah Paper Box (962 S. 700 W.) was previously used by a tire recycling company. Utah Paper Box, having fewer impacts on the neighborhood than tire recycling, has generally been viewed by the surrounding residents as a positive change.

In October 2007, the City, under the direction of Lyn Creswell, Chief Administrative Officer at the time, agreed to work with the Utah Paper Box Company to consolidate its operations to 800 West and 900 South, which would allow the company to stay within the corporate limits of Salt Lake City while allowing for the relocation of a tire recycling company from the area to a more appropriate industrial location. In order to facilitate this, the City committed to sell a portion of the Union Pacific property located between 700 and 800 West at 900 South to the Utah Paper Box Company, once the City obtains the property from Union Pacific.

Consequently, Mayor Becker initiated a rezoning petition and a petition for surplus property and subdivision. Only the rezoning request is being heard by the Planning Commission at this time.

Issue Analysis

The proposed zoning map amendment is based upon recommendations, goals and policies adopted in the West Salt Lake Community Master Plan (the Master Plan). The Future Land Use Map of the Master Plan designates the subject property as Industrial. Although the property is currently zoned as Open Space, the Master Plan was never amended to reflect the Open Space zoning.

The Master Plan includes goals and policies for Parks, Recreation and Open Space. Within this section of the Master Plan, there is a sub-section on Bicycle Paths and Urban Trails. The long-term goals for Bicycle Paths and Urban Trails are as follows:

1. Develop a continuous bikeway system for inter- and intra-city travel;
2. Make bicycling safer in the city; and
3. Encourage the use of bicycles as an alternative form of transportation.

The north half of the Union Pacific property, that is not proposed for rezoning, will be preserved for an Urban Trail that will include a bicycle pathway. The length of the eventual Urban Trail that will be built

on Union Pacific property is envisioned to extend from 100 West to the Surplus Canal, along the 900 South corridor.

Public Participation

Community Council / Public Open House

Because the subject property is within the Glendale Community Council, but is also close to the border of the Poplar Grove Community Council, both Community Councils were sent notice of this proposed rezoning and sale of surplus property on March 31, 2010. The only action that is being requested by the Planning Commission, at this time, is rezoning of the south half of the subject parcel. This property will come back before the Planning Commission as a property surplus request.

The Glendale Community Council did not consider this application in the April meeting. However, they did provide verbal comments to the Planning Division. The concerns of the Glendale Community Council were regarding truck access to 800 West and potential emissions from the expanded building. Generally, however, the Glendale Community Council is pleased to have Utah Paper Box on the property in place of the previous use located at this site.

The Poplar Grove Community Council heard this request on April 28, 2010, in their regularly scheduled community meeting. In this meeting, the Community Council voted unanimously to support the zone change request. Written comments from the Poplar Grove Community Council are attached to this staff report as Attachment "C". The Community Council has requested that the money raised from the sale of the property be used "to further the planning and implementation of the *Rails to Trails* master plan and the West Salt Lake Master Plan."

STANDARDS FOR GENERAL AMENDMENTS

A decision to amend the text of the Zoning Ordinance 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. However, in making its decision concerning a proposed amendment, the City Council should consider the following factors found in the Zoning Ordinance under Section 21A.50.50.13 for Zoning Amendments:

In making a decision to amend the zoning map, the city council should consider the following:

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

Analysis: The proposed map amendment is consistent with the West Salt Lake Community Master Plan because the property proposed for rezoning from Open Space to M-1 Light Industrial is designated as "Industrial" on the Master Plan's Land Use Map. Additionally, reserving half of the subject property for a future Urban Trail fulfills stated goals within the West Salt Lake Community Master Plan for Bicycles, Paths and Urban Trails.

Additionally, the Salt Lake City Open Space Plan Map 11(Transvalley Corridor, Urban Section) illustrates the Union Pacific property as part of a larger, overall trail system. One of the stated goals for Map 11, within the Open Space plan is to “acquire railroad corridor when it is abandoned.”

Finding: Staff finds that the proposed amendment to the Zoning Map is consistent with the purposes goals, objectives and policies of the various adopted planning documents.

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

Analysis: The Statement of Intent for the Manufacturing Zoning Districts, which includes the M-1 Industrial Zone, reads as follows:

The manufacturing districts are intended to provide appropriate locations for manufacturing, fabrication, processing, packaging, distribution, storage, shipping and other transportation activities contributing to the economic base of the city; to enhance employment opportunities; to encourage the efficient use of land. . .

The Utah Paper Box Company has been an employer in Salt Lake City for over 20 years. By allowing the Company to expand onto the rezoned property, the Company will be able to consolidate its operation and remain in Salt Lake City as a manufacturer and employer. UPB has built a strong reputation in the local community because of providing jobs that include high wages and full-benefits. They have also been responsive to the local community regarding potential impacts of their business on surrounding residents. Manufacturing and assembly processes at Utah Paper Box take place within an enclosed building.

Finding: Staff finds that the proposed change to the Zoning Map is consistent with the purpose statement of Manufacturing Districts Zone, which includes the M-1 Light Manufacturing Zone.

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

Analysis: Currently, Utah Paper Box has a vehicular access point off of 800 West, in close proximity to residential housing that is located off of Montague Ave. This access point services a small parking lot on the north side of the existing building. The proposed zone change will facilitate expansion of the Utah Paper Box building to the north. The proposed expansion will extend over this parking lot. In the future, all access to the site will be from 700 West, which is more industrial, by use, than 800 West. Due to the location of the building expansion and fencing, the building addition will reduce the vehicular impact of Utah Paper Box to the residential housing closest to the subject property.

Finding: The proposed change will have a minimal effect on adjacent properties.

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

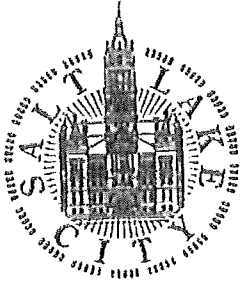
Finding: There is no overlay zoning district that applies to the subject property.

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, storm water drainage systems, water supplies, and wastewater and refuse collection.

Analysis: The proposed rezone area is fronted by 900 South on the north, 800 West on the west and 700 West on the east. Because this is an expansion of an existing industrial use, it is not anticipated that this zone change will result in an increased impact to local school, parks or recreational facilities. Generally, the existing public utilities are adequate to service the proposed addition. However, storm-water facilities and culinary water may have to be upgraded by Utah Paper Box Company (see Attachment "D" for department comments). The existing streets have sufficient capacity to absorb additional impacts from the proposed building addition.

Finding: The proposed rezone area has sufficient public facilities and services, or public facilities will be upgraded as needed by Utah Paper Box, to provide for the proposed building addition.

Attachment A
Petition Initiation



Petition Initiation Request

Planning Division
Community & Economic Development Department

To: Mayor Becker

From: Wilf Sommerkorn, Planning Director *WS*

Date: February 16, 2010

CC: Frank Gray, Community and Economic Development Director; Mary De La Mare-Schaefer, Community & Economic Development Department Deputy Director; Pat Comarell, Assistant Planning Director; Cheri Coffey, Planning Manager; file

Re: Initiate Petition to relating to the consolidation of the Utah Paper Box Company to approximately 800 West and 900 South

This memo is to request that you initiate petitions relating to the consolidation of the Utah Paper Box operations at approximation 900 South and 800 West. In October of 2007, the City, under the direction of Lyn Creswell, Chief Administrative Officer at the time, agreed to work with the Utah Paper Box Company to consolidate its operations to 900 South and 800 West which would afford the company to stay within the corporate limits of Salt Lake City while allowing for the relocation of a tire recycling company from the area to a more appropriate industrial location. In order to do this, the City committed to sell a portion of the rail road right-of-way located between 700 and 800 West at 900 South to the Utah Paper Box Company as per the attached letter.

With the Commitment of the Union Pacific Railroad Company to transfer ownership of the railroad property along 900 South to Salt Lake City in the near future, the Planning Division would like to begin the various approval processes relating to this property. The processes include the following:

- Amending the West Salt Lake Zoning Map to identify a portion of the former railroad property which is currently zoned Open Space (OS) as Light Industrial (M-1). This

RECEIVED

FEB 12 2010

Salt Lake City Mayor

SCANNED TO: *4/16/2010*

SCANNED BY: *Paul*

DATE: *2/12/2010*

is consistent with the West Salt Lake Community Master Plan's future land use map which identifies the property as industrial.

- Processing a subdivision to incorporate a portion of the railroad land to the Utah Paperbox Company; and
- Proposing to declare and sell the portion of property as surplus property

As part of the process, the Planning Division will follow the City adoption processes including citizen input and public hearings with the Planning Commission and City Council where applicable.

If you have any questions, please contact me.

Thank you.

Concurrence to initiate the zoning text amendment petition as noted above.



Ralph Becker, Mayor

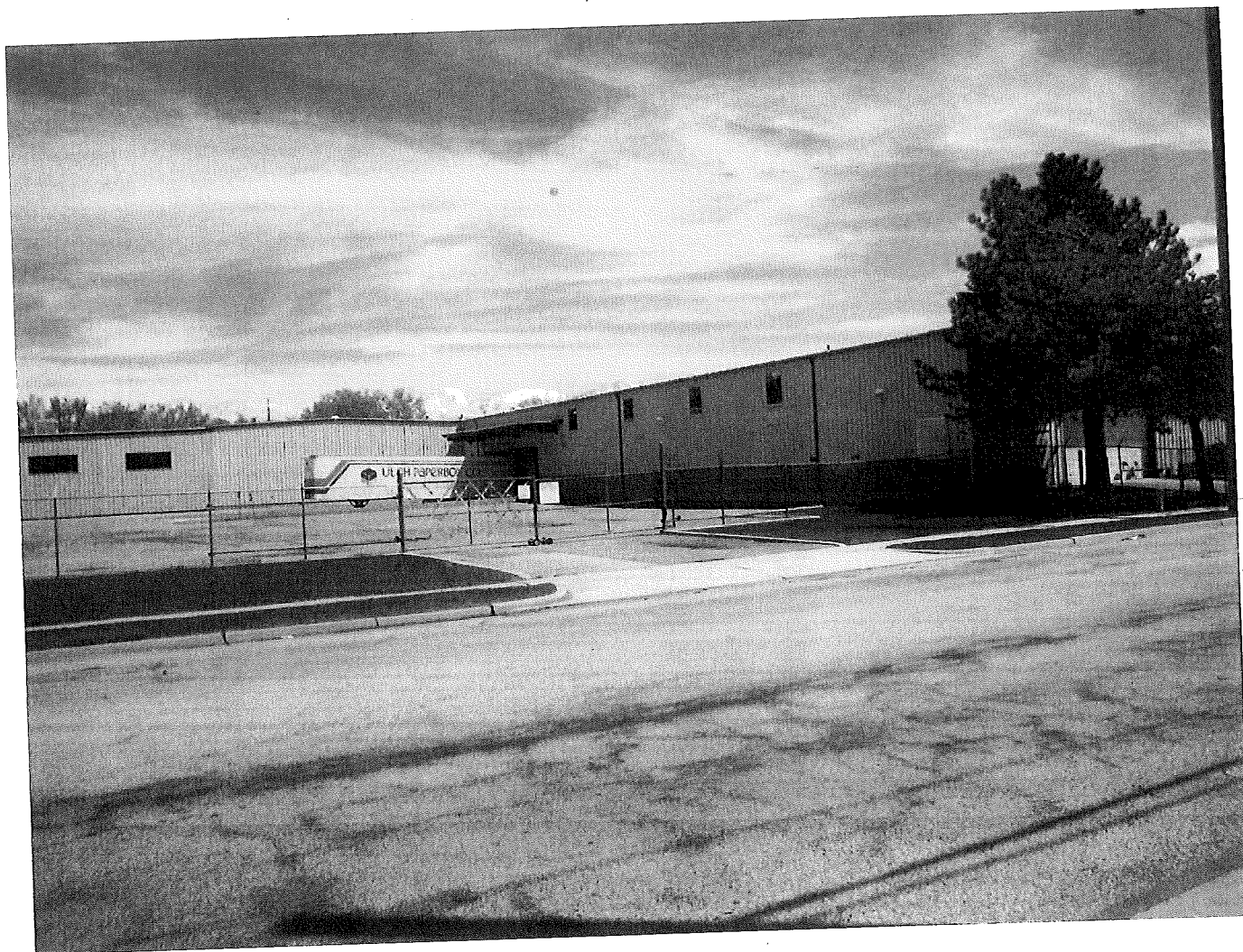
10/16/10

Date

Attachment B
Photograph of the site



Union Pacific Property
800 West Street, looking east



Utah Paper Box Company
Access off of 800 East



Union Pacific northwest parking lot
The proposed addition will be located on this parking lot.



Poplar Grove Community Council

April 30, 2010

To Whom It May Concern,

I am writing in regards to a request by Utah Paper Box Company to purchase property that may be declared surplus in the railroad right of way that Salt Lake City will be acquiring from Union Pacific. This issue was discussed at the April 28, 2010 meeting of the Poplar Grove Community Council as well as the issue of rezoning this property to M-1 to enable them to utilize this property to enhance their operation. The Community Council passed a resolution of support for the sale of this property to Utah Paper Box Company, and to support the rezone from Open Space to M-1. The motion also calls on the City to consider using the funds from the sale of this property to further the planning and implementation of the *Rails to Trails* master plan and the West Salt Lake Master Plan which both call for this former rail line to become a linear park.

If you need further information, please feel free to contact me.

Sincerely,

Mike Harman
Council Chair

Attachment D
Department Comments

Address: 959 South 800 West
Project Name: Utah Paper Box
Contact: Alex Protasevich 801 671-5686
Date Reviewed: January 5, 2010
Zone: M-1

The Development Review Team (DRT) is designed to provide **PRELIMINARY** review to assist in the design of the complete site plan. A complete review of the site plan will take place upon submittal of the completed site plan to the Permits Counter.

Project Description: 62,000 s/f addition for manufacturing paper boxes.

Ken Brown/Zoning:

Will need to get the property line issues worked out to determine the site layout. Discussed upgrading the entire site to meet park strip, front yard/corner side yard, and parking lot landscaping. Plans need to be modified to comply. Need to update the parking calculations.

Barry Walsh/Transportation:

Coordinate with RDA/RR right of way parcel to north. Building addition and parking lot with new access off 700 West at 920 South. 700 West is a dedicated truck route. New driveway access on 700 West with impact to existing (former Rrwing median) to be removed or limited to right in, right out only south bound travel. Provide parking calculations of new use to document parking provisions to comply with ADA requirement and 5% required bike parking stalls. Remove dead driveways on 800 West.

Ted Itchon/Fire:

Fire hydrants within 400' of all exterior walls. Building requires fire sprinkler. This is interconnected to remote station. Printing ink, Hazmat info.

Brad Stewart/Public Utilities:

(Combining lots). See previous notes. Need drainage plans. May need to update industrial waste discharge permit. Need to upsize water main if 6" or smaller. Going for LEED certified. Want to capture rain water for irrigation, will need water right from State. Need civil site plans (P.E. stamped), and interior plumbing plans. Will need to properly abandon un-needed water & sewer connections.

Randy Drummond/Engineering:

At the time of application for approval, an inventory of the condition of the existing street and/or access-way improvements will occur. The condition of said improvements will be determined, and any sub-standard improvements (curb, gutter, sidewalk, drive approach, etc.) will be required to be either repaired or replaced as a condition of approval of the project. Public Way Permit is required for project completion. Licensed, bonded and insured Contractor to obtain permit to install or repair required street improvements. (For deteriorated street improvements or new drive approaches only). Site plan required.

5012211

985 South 800 West

Contact Person Alan Frisby

Project Description "Utah Paperbox"-Demo existing, build new commercial structure.

Project Notes 2/21/2008

Ken Brown Zoning

4 parcels have been combined into one. Will demo 3 buildings and a new addition will be added. Expansion or intensification greater than 50% will require the site to be brought up to current landscaping requirements. Parking calculations for each of the uses prior to April 12, 1995 will need to be submitted and compared to the parking requirements for this proposal to determine percentage of intensification. The square footage of each structure prior to April 12, 1995 will need to be submitted and compared to the square footages for this proposal to determine percentage of intensification. If greater than 50% intensification, a landscape buffer will be required where this property abuts the residential zoning district. New parking lots to be landscaped per 21A.48 and be set back 15' from any front property line. Gave Alan Frisby a copy of the M-1 zoning requirements.

Brad Stewart Public Utilities

May need to upsize 6" water main in 800 W. from 900 S. to 12". Discussed several options for fire connections. 7 fps max. Velocity at peak fire flow. Need demo permits, abandon un-needed services. Need civil site plans showing utilities and drainage. Detention required, BMP's, and SWPPP's. Need interior plumbing plans.

Randy Drummond Engineering

(4 parcels becoming one). At time of site plan submittal, inventory inspection will be made of all existing street improvements on both 700 W. & 800 W. streets. Any sub-standard street improvements (curb, gutter, sidewalk, drive approaches), or asphalt must be replaced as a condition of plan approval & OP issuance. Permit for public way work must be obtained for all street improvements, repair, and/or replacement.

Barry Walsh Transportation

Combined 4 parcels into one & recorded. Revise driveways on 800 W. (remove 4 & install 1 new). Need new parking calculations for all (4) lots with ADA, and 2%. Truck access off 700 West. Parking lot landscaping.