

PLANNING COMMISSION STAFF REPORT  
Legislative Item



Planning Division  
Department of Community  
and Economic Development

**Manufacturing Districts Monument Sign Height  
Zoning Text Amendment  
PLNPCM2013-00197  
Citywide  
August 28, 2013**

**Applicant:** Yesco, Deanne  
Leatherman

**Staff:** Daniel Echeverria, 801-  
535-7165,  
Daniel.echeverria@slcgov.com

**Tax ID:** Citywide

**Council District:** Citywide

**Community Council:**  
Citywide

**Applicable Land Use  
Regulations:**

- 21A.46.100 Sign  
Regulations for  
Manufacturing Districts
- 21A.50 Amendments

**Attachments:**

- [Applicant Narrative](#)
- [Department Comments](#)
- [Regulation Illustrations](#)
- [Sign Examples](#)

***Request***

Yesco, represented by Deanne Leatherman, has initiated a request to amend the Salt Lake City Zoning Ordinance to allow increased monument sign height in both the M-1 Light Manufacturing Zoning District and M-2 Heavy Manufacturing Districts. The existing regulations limit monument sign height to a maximum of 10 feet. The applicant is requesting that this limit be modified to 20 feet of height. The Planning Commission is required to transmit a recommendation to the City Council for Zoning Text Amendment requests.

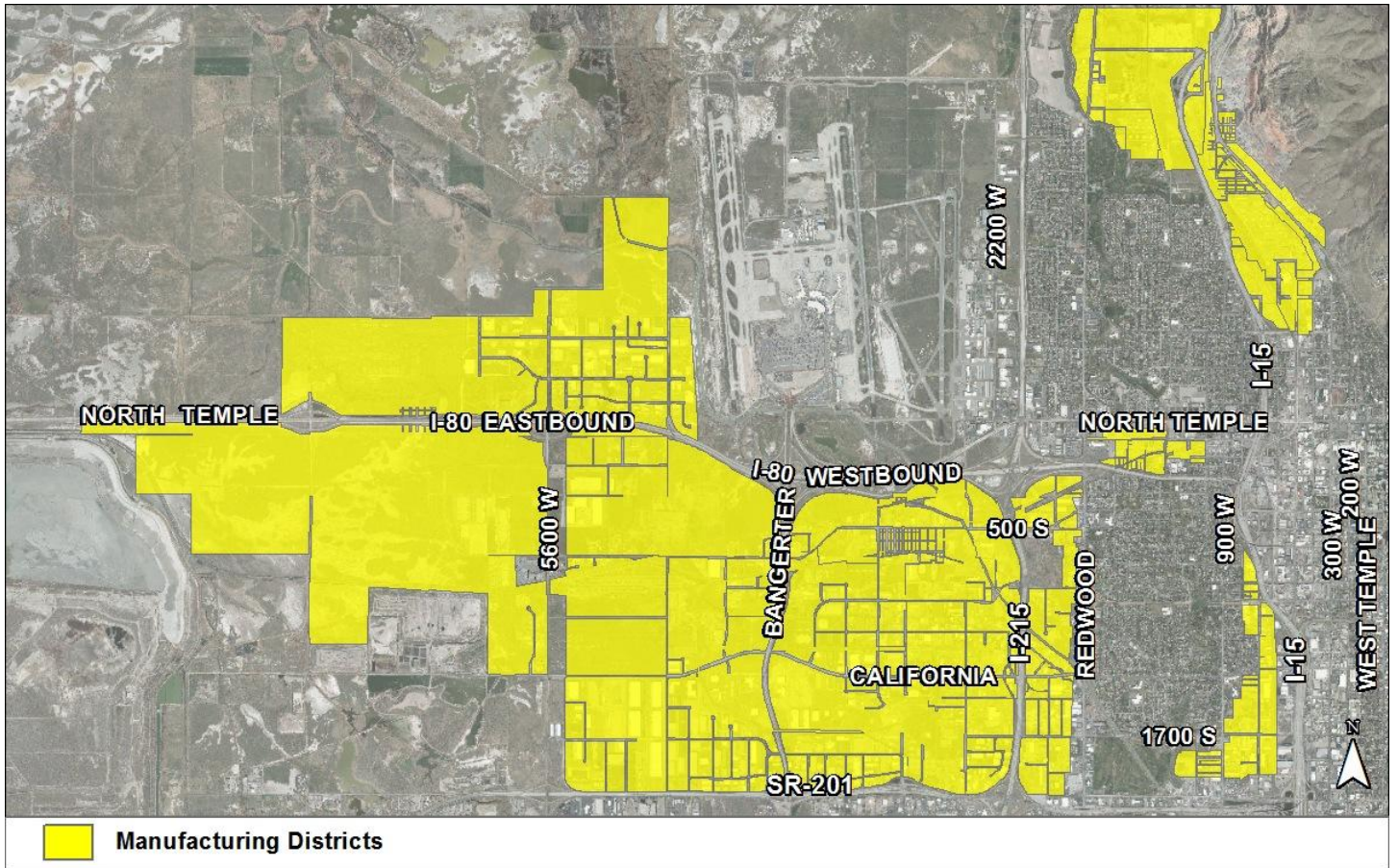
***Recommendation***

Based on the findings in the staff report, Planning Staff finds the proposed amendment does adequately meet the standards for general text amendments and therefore recommends the Planning Commission transmit a positive recommendation to the City Council to adopt the proposed zoning ordinance text amendments related to increased monument sign height in Manufacturing zoning districts.

**Recommended Motion**

**Consistent with Staff Recommendation:** Based on the findings listed in the staff report, testimony and plans presented, I move that the Planning Commission transmit a favorable recommendation to the City Council to adopt the proposed zoning ordinance text amendment to modify the monument sign regulations for the Manufacturing zoning districts.

## VICINITY MAP



### **Background**

#### **Project Description**

Yesco, represented by Deanne Leatherman, has initiated a request to amend the Salt Lake City Zoning Ordinance to allow increased monument sign height in both the M-1 Light Manufacturing Zoning District and M-2 Heavy Manufacturing Districts. The existing regulations limit monument sign height to a maximum of 10 feet. The applicant is requesting that this be modified to 20 feet.

The applicant has had discussions with businesses and developers that indicate 20' tall monument signs would be preferred to pole signs for many properties in the Manufacturing districts. As discussed in the applicant's original submittal, the applicant believes that pole signs do not reflect the business types that are locating to the Manufacturing districts, particularly those locating along California Avenue.

## Existing Regulations

Types Of Signs Permitted	Maximum Area Per Sign Face	Maximum Height Of Freestanding Signs <sup>1</sup>	Minimum Setback <sup>2</sup>	Number Of Signs Permitted Per Sign Type	Limit On Combined Number Of Signs <sup>3</sup>
<b>Monument sign<sup>5</sup></b>	1 square foot per linear foot of street frontage	5 feet 10 feet	5 feet 10 feet	1 per street frontage	1 sign per street frontage
<b>Pole sign<sup>5</sup></b>	1 square foot per linear foot of street frontage; 200 square feet maximum for a single business, 300 square feet maximum for multiple businesses	25 feet	15 feet	1 per street frontage	

The existing regulations for monument signs in the Manufacturing districts require 5' setback for a sign that is 5' in height and 10' of setback for a sign that is 10' in height. Any sign that is setback between 5' and 10' can only extend to 5' in height. A 10' tall monument sign can be placed anywhere as long as it is setback from the front or corner side property lines by 10 feet. An illustration of the existing regulations for monument signs in the Manufacturing districts is located below. Building and pole sign height, as well as setback regulations are included for context. The monument signs illustrated below reflect a 50 square foot sign face area, but according to the current ordinance a property with 300 feet of frontage could build a monument sign with a 300 square foot sign face area, as there is no maximum limitation. Properties must have at least 100 feet of street frontage to have a pole or monument sign.

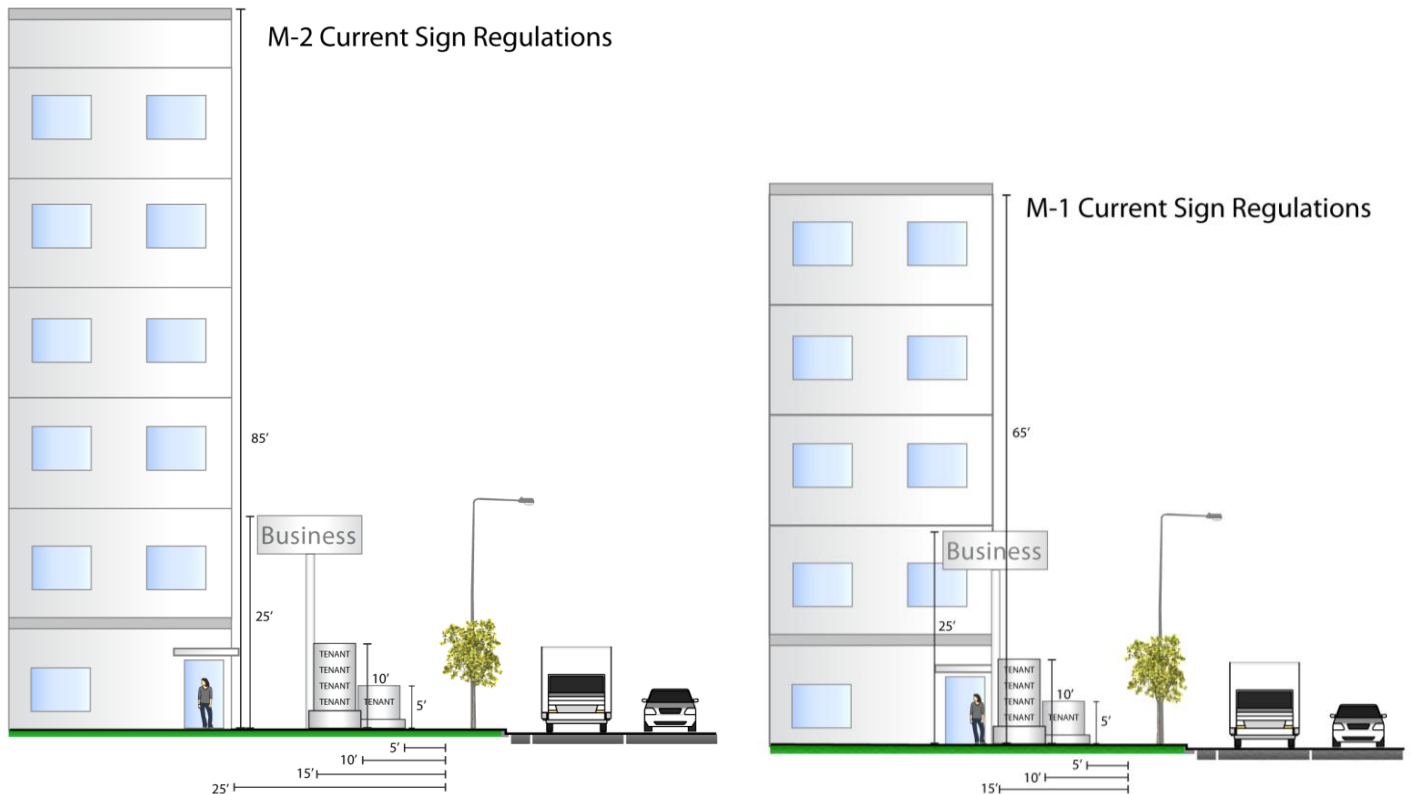


Figure 1 Illustration of Existing Regulations

## Proposal Considerations

The applicant requested a change to the sign regulations for signs in the Manufacturing Districts in order to build monument signs up to 20 feet, but did not specify a particular preferred setback. Staff considered a variety of options in order to develop a proposal appropriate for the Manufacturing districts.

The applicant's submission suggested that the monument sign standards in the Manufacturing Districts should more closely match the allowances in the General Commercial (CG), Downtown (D-1, D-2, & D-4) and Sugar House Business (CSHBD) districts. These commercial districts have generally similar rules for monument signs. As an example, the General Commercial (CG) District allows for monument signs up to 20' in height at a 4' setback from the front property line. However, the development pattern in the CG District is fundamentally different than patterns in the Manufacturing Districts. Whereas buildings in the CG District are often built as close to the front property line as permitted, usually 10 feet for new construction, in the Manufacturing Districts new development is usually setback significantly more than the minimum required front yard setback line of 15 feet. This is often done to incorporate at least two rows of parking between the front property line and the building. Due to the type of development and businesses in the Manufacturing Districts, paved areas behind and to the side of buildings are frequently kept clear for semitrailer loading and unloading areas. Though not always the case when development is on a large lot, in the CG or other commercial districts, car parking lots are generally provided to the rear or side of the building, rather than in front of the building.

The difference in typical building setbacks means that CG properties have a small area in front of the building to place a monument sign, whereas in Manufacturing Districts there is often 60 feet or more of setback area where a monument sign could be placed. Development intensity thus scales gradually from the street in the Manufacturing Districts, but scales more rapidly in the CG District. Other commercial districts, such as the D-1, D-2, D-4 and CSHBD districts have height allowances similar to the CG District for monument signs due to their development intensity being located right at the street front with little to no required setback from the front property line. This being the case, a tall monument sign next to the street would not necessarily fit with the development pattern in the Manufacturing Districts, despite being permitted in many other commercial districts. Likewise, the existence of sign regulations that allow for tall monument signs in certain districts does not necessarily mean that the allowed height is always appropriate for development in these districts, and some of these regulations could be changed in the future to reflect new development and urban design expectations.

A generalized table of existing regulations for monument signs across a sampling of commercial and manufacturing districts in Salt Lake City is located below.

District	Maximum Building Height	Minimum Building Setback	Maximum Sign Height	Minimum Sign Setback	Area Allowed
<b>M-1/M-2</b>	65'/85'	15'/25'	5'; 10'	5' for 5'; 10' for 10'	1 sq ft per linear foot of street frontage
<b>CG</b>	60'	10'	8'; 20'	0' for 8'; 4' for 20'	1 sq ft per linear foot of street frontage
<b>CC</b>	30'	15'	6; 12'; 20' (1 acre minimum)	0' for 6'; 5' for 12' or 20'	100 sq ft
<b>D-1/D-4</b>	75'-375'	0'	20'	0'	1 sq ft per linear foot of street frontage
<b>D-2</b>	65'	0'	20'	0'	1 sq ft per linear foot of street frontage



D-3	75'	0'	12'	0'	100 sq ft
TSA	90'	0-15'	12'	0'	100 sq ft
CSHBD	105'	0'	20'	0'	100 sq ft
RP/BP	45'/60'	30'	5'	10'	60 sq ft

## Proposed Regulations

Staff developed the below proposal to allow for flexibility in monument sign size and placement, while still maintaining conformance with existing development regulations, and general City urban design expectations for areas zoned as Manufacturing.

### 21A.46.100.A.3 Sign Type, Size And Height Standards: Standards for the M-1 and M-2 Districts

Types of Permitted Signs	Maximum Area Per Sign Face	Maximum Height of Freestanding Signs <sup>1</sup>	Minimum Setback <sup>2</sup>	Number of Signs Permitted Per Sign Type	Limit on Combined Number of Signs <sup>3</sup>
<b>Monument sign<sup>5</sup></b>	150 square feet	5 feet at the minimum setback and increases 1 foot for each additional 1 foot of setback for a maximum of 20 feet	5 feet	1 sign per street frontage	1 sign per street frontage
<b>Pole sign<sup>5</sup></b>	1 square foot per linear foot of street frontage; 200 square feet maximum for a single business, 300 square feet maximum for multiple businesses	25 feet	15 feet	1 per street frontage	

The changes are highlighted in red above. This proposal will allow for a 5 foot sign at a setback of 5 feet from the property line. The height allowance increases one foot with each additional foot of setback for a maximum sign height of 20 feet. This differs from the existing regulation in that it allows for a more gradual increase in monument sign height as the sign gets further from the street, as opposed to the current 5' step in the height increase. As the current regulation allows for 1 square foot of signage for every linear foot of street frontage, an increase in the height allowance opens up the potential for a 20' tall wall. As such, the above proposal limits the area of the sign to 150 square feet. This will allow for a 20' sign that is 7'6" wide. The monument sign example submitted by the applicant is approximately 125 square feet in area. This proposal allows for up to a 15' tall sign at the minimum building setback in the M-1 District, and a 20' foot tall monument sign at the minimum building setback in the M-2 District.

The existing standards regulate the number of large signs by limiting properties to either one monument sign or one pole sign per street frontage and also limit monument signs to properties with at least 100' of street frontage. These limitations are not proposed to be changed.

To provide some perspective, examples of tall monument signs in the Salt Lake metropolitan area, including some that would be permitted under the proposed regulations, are included in Attachment D. A rendering of a possible 20' sign in the M-1 District is also located in this attachment. An illustration of the proposed regulations is located below.

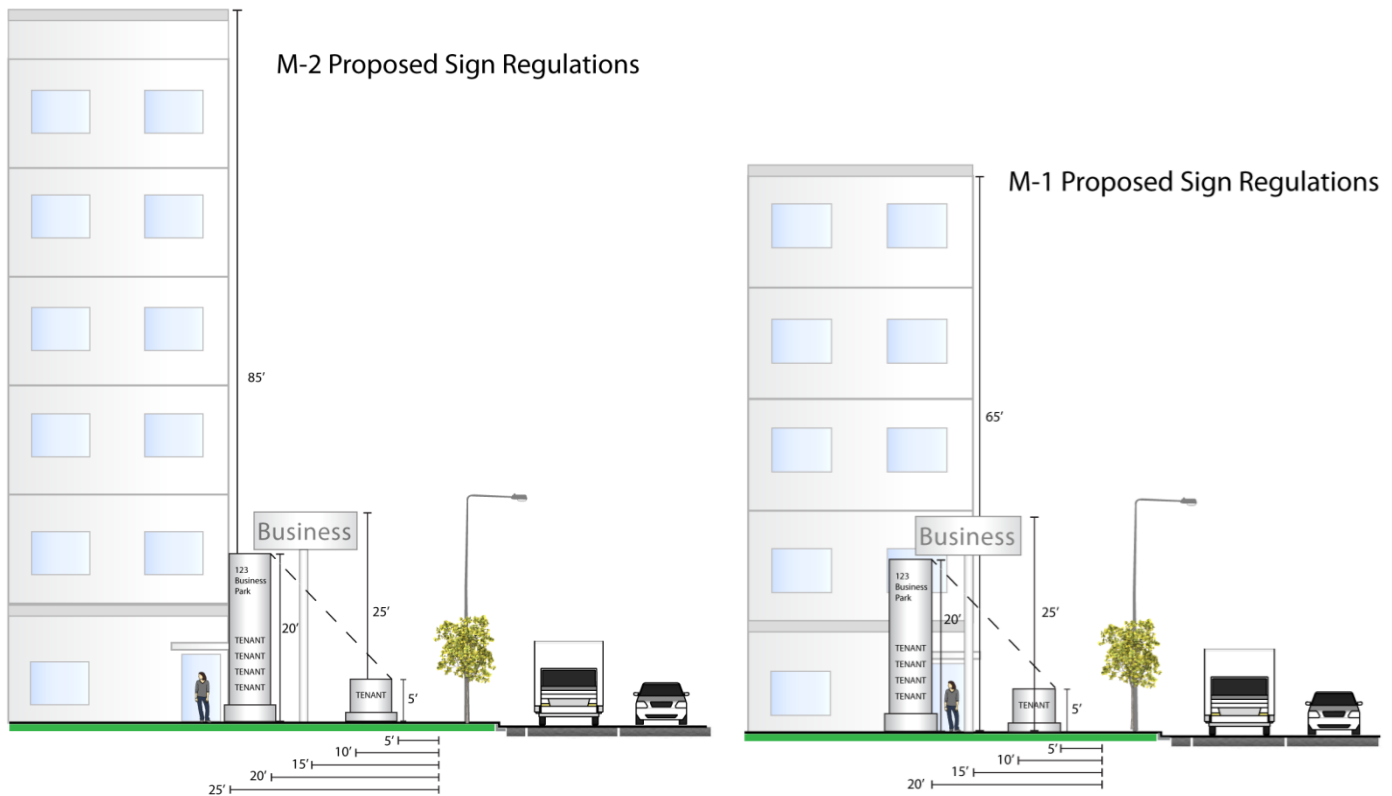


Figure 2 Illustration of Proposed Regulations

## Public Notice, Meetings and Comments

The following is a list of public meetings that have been held related to the proposed project:

- Open House held on June 20<sup>th</sup>, 2013. Community Councils were notified of the open house and the proposed changes. No comments were received.

Notice of the public hearing for the proposal includes:

- Public hearing notice posted in newspaper on August 17, 2013.
- Public hearing notice posted on City and State websites on August 15, 2013.
- Public hearing notice emailed to the Planning Division listserv on August 15, 2013.

## City Department Comments

The comments received from pertinent City Departments / Divisions are attached to this staff report in Attachment B. 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.

## Analysis and Findings

### Findings

#### 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 concerning a proposed text amendment, the city council should consider the following factors:**

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

**Analysis:** The Salt Lake City Urban Design Element outlines policies and associated strategies to strengthen the city’s urban form. This document specifically addressed the condition of Salt Lake City’s industrial areas and recommended urban design policies to create a more pleasing environment. With regard to signs in the industrial areas of the city, the document suggests that “signage throughout the commercial/industrial areas need not be overpowering. Patrons to such establishments are coming to the area to do business at a particular establishment; consequently, the signs do not have to compete with other establishment signs.” Further, the document also includes a section specifically about signs that discusses the desire to prevent signs from being a dominant feature of the landscape along the city’s major boulevards and gateways. This section also includes the following relevant policies:

- *Provide ample opportunities for business to advertise products and service without having a detrimental effect on the community.*
- *Consider sign design and location as an integral part of all development, not as an afterthought.*

In conformance with the above policies, the proposed amendment will allow for ample sign area and height for properties and businesses in the Manufacturing districts, while limiting the ability to create an overpowering, distracting visual environment along street frontages. The proposal has been designed to limit the size and location of the monument signs to be compatible with the desired development of the Manufacturing districts of the city, preventing signs from being the dominant feature of development.

The West Salt Lake Master Plan from 1995 refers to the above referenced Urban Design Element document in regard to sign policies for the industrial areas within the West Salt Lake planning community. The Capitol Hill Master Plan discusses the potential for attractive redevelopment of the existing Manufacturing zoned industrial areas in the north industrial area of the City, but does not address sign regulations directly.

**Finding:** The proposed text change is consistent with adopted policy documents.

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

**Analysis:** The purpose of the regulations in 21.46 “Signs” is as follows:

1. *Eliminate potential hazards to motorists and pedestrians by requiring that signs are designed, constructed, installed and maintained in a manner that promotes the public health, safety and general welfare of the citizens of Salt Lake City;*
2. *Encourage signs which, by their good design, are integrated with and harmonious to the buildings and sites, including landscaping, which they occupy;*
3. *Encourage sign legibility through the elimination of excessive and confusing sign displays;*
4. *Preserve and improve the appearance of the city as a place in which to live and to work, and create an attraction to nonresidents to come to visit or trade;*
5. *Allow each individual business to clearly identify itself and the nature of its business in such a manner as to become the hallmark of the business which will create a distinctive appearance and also enhance the city’s character;*

6. Safeguard and enhance property values;
7. Protect public and private investment in buildings and open space; and
8. Permit on premises signs as provided by the specific zoning district sign regulations included in this chapter. (Ord. 13-04 § 22, 2004; Ord. 88-95 § 1 (Exh. A), 1995)

The proposed amendment generally furthers the above purposes by allowing for appropriately scaled monument signs that balance the need and desires of businesses for identification with the overall purpose of maintaining the City as an attractive place in which to live and work.

Specifically, the proposed amendment regulates the size and location of monument signs in order to be harmonious with the buildings and expected landscaping in the Manufacturing districts and furthers the second purpose statement of the sign ordinance. These same regulations will further purpose 4 by allowing appropriately sized signs that will maintain and help positively shape the appearance of the industrial areas of the City.

The current regulations limit the size and scale of monument signs to the extent that business in the industrial areas of the City may choose to implement up to 25' tall pole signs rather than more ground level oriented signs such as monument signs. Allowing for larger monument signs may encourage businesses to implement monument signs, rather than pole signs, reducing the potential for an excess of pole signs, furthering purpose 3 of the sign ordinance. Monument signs generally allow for a variety of design elements at the ground level that are able to visually integrate with property landscaping and address both pedestrian and automobile traffic. Pole signs do not usually address both pedestrian and automobile traffic by nature of being located on top of a tall pole and usually do not have any design elements at the ground level that would integrate with landscaping. Increasing the permitted monument sign size can better allow businesses to give their signs a more distinctive appearance that can integrate with landscaping at the ground level, while still accommodating the need for visibility and clear identification of businesses to automobile traffic. This would further both purposes 2 and 5 which address attractive business identification and landscaping integrating.

The purpose of the Manufacturing District sign regulations of 21A.46.100 is as follows:

*Sign regulations for the M-1 and M-2 districts are intended to provide for appropriate identification of industrial and manufacturing uses. Signage should enhance the aesthetics of the districts, rather than clutter the area. Supportive commercial signage should be in scale with industrial signage.*

In compliance with the purpose, this proposal aims to limit cluttering of signs along street frontages and maintain an appropriate scale of signs for this district, while still allowing for the necessary identification of businesses in the district.

The general purpose statements for the M-1 and M-2 districts, as well as the overall purpose statement for the Manufacturing districts found in 21A.28.010 speak to the desire of the City to “improve the design quality of industrial areas” while providing for economic development in the districts. The monument sign proposal furthers the purposes by allowing for businesses to appropriately identify themselves in the district while maintaining a compliance with urban design standards.

**Finding:** The proposed text amendment furthers the purposes of the sign and manufacturing district ordinances by encouraging a sign type that can better promote the ordinance purposes through improved visual integration with the development of the Manufacturing district built environment.



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

**Analysis:** The proposed text amendments are for the M-1 and M-2 districts city-wide and as such will affect properties within the Airport Flight Path Protection Overlay District (AFPP) that are zoned M-1 or M-2. The AFPP overlay prevents development over certain heights that would negatively impact airplane flight paths. The limited height of the monument sign proposal means that it is not impacted by the additional height restrictions of the AFPP overlay.

**Finding:** The proposed text amendment is consistent with additional standards imposed by applicable overlay zoning districts and meets this standard.

4. **The extent to which a proposed text amendment implements best current, professional practices of urban planning and design.**

**Analysis:** Sign regulations vary depending on local and regional preferences. Staff found no consistent standard for monument sign regulations for industrial areas across a wide sampling of different municipalities; however, all sampled municipal zoning ordinances regulated monument signs through a combination of overall square footage, height, and setback requirements. Current professional planning practice recognizes that opinions on sign regulations can vary and that different interest groups, including businesses and residents, may have conflicting preferences. The proposed monument sign regulations attempt to balance the need for business visibility and preference for monument signage type, while maintaining compliance with general urban design policies and practices that aim to encourage visually pleasing industrial development. The evolving business and land use mix in the industrial areas of the City, which is generally shifting away from intensive industrial uses, may no longer be as well served with the current monument sign limitation as they were in previous years and an increase in the monument sign height will provide businesses and property owners other options for large identification signs besides pole signs.

**Finding:** The proposed text amendment implements common practices in urban planning and design.

## **Alternatives**

The Planning Commission can consider alternatives to the proposal, including increased or reduced monument sign setback, height, or sign area limitations. For example, the Planning Commission may find that allowing for a 20' tall monument sign closer to the front property line than the recommended proposal is appropriate for the Manufacturing districts and more closely meets the applicable standards for this proposed text amendment. Alternatively, the Planning Commission may find that a 20' tall monument signs should be set further back from the front property line than the current proposal and more closely meets the standards.

## **Commission Options**

The Planning Commission can:

- Recommend denial of the proposed text amendment.
- Recommend the text amendment be approved as proposed.
- Recommend modifications to the proposed text amendment, including increased or reduced monument sign setback, heights, or sign area limitations. Substantial changes may require the application to be re-noticed. The Planning Commission should focus on the request before them and should seek buy in from the applicant on any modifications.

The Planning Commission is a recommending body for the matter and this text amendment will be sent to the City Council following the Planning Commission recommendation. The City Council can choose to agree with the Planning Commission recommendation, modify the recommendation, or disagree with the recommendation.

### **Potential Motions**

The motion recommended by the Planning Division is located on the cover page of this staff report. The recommendation is based on the above analysis. Below is a motion that may be used in cases where the Planning Commission determines that the text amendment should not be approved.

**Not Consistent with Staff Recommendation:** Based on the testimony, plans presented and the following findings, I move that the Planning Commission transmit a negative recommendation to the City Council regarding the proposed zoning ordinance text amendment to modify the monument sign regulations for the Manufacturing zoning districts.

# **Attachment A**

## **Applicant Narrative**



1605 South Gramercy Road  
P.O. Box 25728  
Salt Lake City, Utah 84125-0728

801-487-8481 or 801-486-1351 Telephone  
801-467-3447 Fax

UT Contractors License No. 7232280-5551

Salt Lake City

Planning and Zoning

Under Salt Lake City, Utah City Code 21A.46.100 M-1 & M-2 Zones the allowed height of a monument sign is 10'.

In CSHBD, CG, D-1, D-4, Delta Center and D-2 Zones the height allowed for a monument sign is 20'. In a CC and CB Zones a 20' height is allowed for properties with a minimum property area of 1 acre.

This request is to amend 21A.46.100 to allow monument signs to also be 20' in height. In the Manufacturing Zones there are very few small lots or small buildings and allowing 20' monument signs would be appropriate for this zone.

Price Realty recently adopted a Corporate Identity Sign Plan. They feel that a pylon style (basically a tall monument) sign has a professional and classical look that is not found on a pole sign. A pylon sign is the type of sign that they would like on to reflex their image. Their Corporate Identity Sign Plan is centered in this belief.

Price Realty is currently developing properties on California Ave. These developments with identical architecturally designed buildings will be the home to tenants that will need their identification on the development's sign. An allowed 10' high monument sign would not give these developments the height needed give their tenants proper identification.

Salt Lake City Ordinance 21A.46.100 allows pole signs to be 25' in height. Although a pole sign would not be within their Corporate Identity and would be less attractive it would be the only option to give them the visibility that they and their tenants need.



1605 South Gramercy Road  
P.O. Box 25728  
Salt Lake City, Utah 84125-0728

801-487-8481 or 801-486-1351 Telephone  
801-467-3447 Fax

UT Contractors License No. 7232280-5551

Manufacturing Zones have in the past been typically large businesses that simply wanted a large tall sign that boldly stated their name. Technology has created new types of businesses with different manufacturing, shipping and etc. needs. Many of these businesses share buildings in Manufacturing Zones. They often pick buildings that meet their functional requirements and that are architecturally pleasing, without the typical warehouse look. These businesses want this type of image in their building and in the sign that their name will be on. It only seems reasonable these businesses would be welcome along with traditional businesses and be allowed signage that will reflect their image.

Therefore we respectfully request a Zoning Amendment change to 21A.46.100 to allow monument signs to be the 20' in height as they are allowed in the CC, CB, CSHBD, D-1, D-4, Delta Center and D-2 Zones.

Sincerely,

A handwritten signature in cursive script that reads 'Deanne Leatherman'.

YESCO

Deanne Leatherman

Permits and Government Relations





**YESCO**<sup>®</sup>

Salt Lake City

1605 South Gramercy Road  
Salt Lake City, UT 84104  
801-487-8481

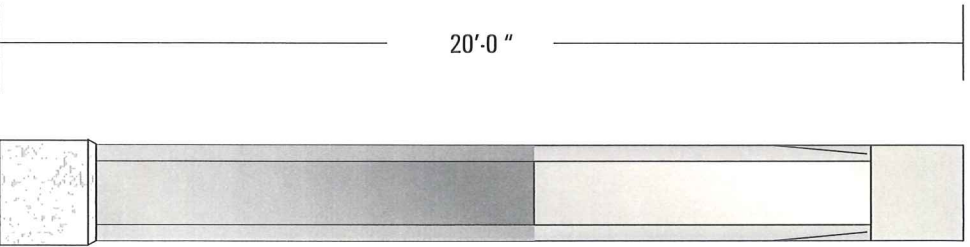
This drawing was created to assist you in visualizing our proposal. The original ideas herein are the property of YESCO. Permission to copy or revise this drawing can only be obtained thru a written agreement with YESCO.

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# PRICE DEVELOPMENT VARIOUS SLC LOCATIONS STANDARD 20' PYLON SIGN

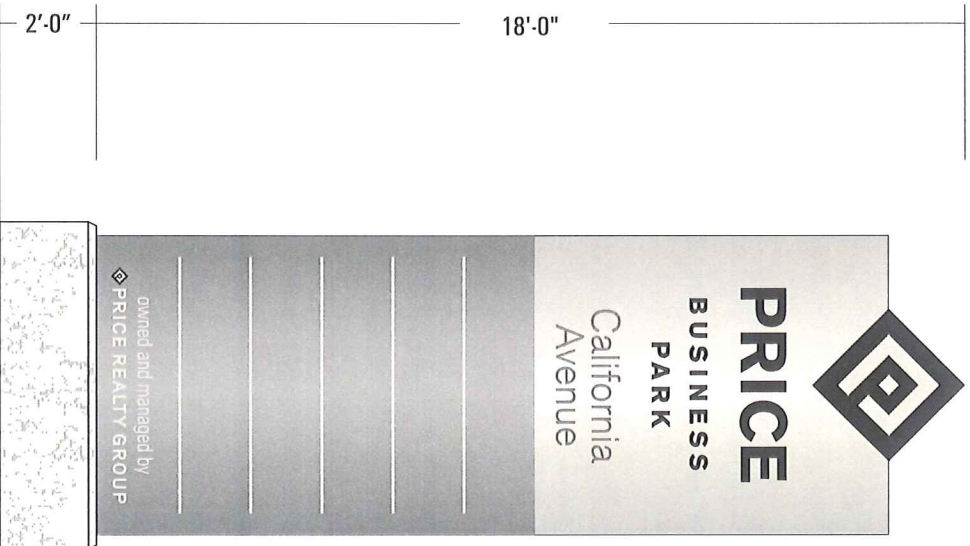
2'-0"

6'-3"



20'-0"

SIDE ELEVATION



18'-0"

2'-0"

owned and managed by  
PRICE REALTY GROUP

1

20' - NON ILLUM. PYLON SIGN

SCALE: 3/8" = 1'

**Attachment B**  
**Department Comments**

**Department Comments**

PLNPCM2013-00197

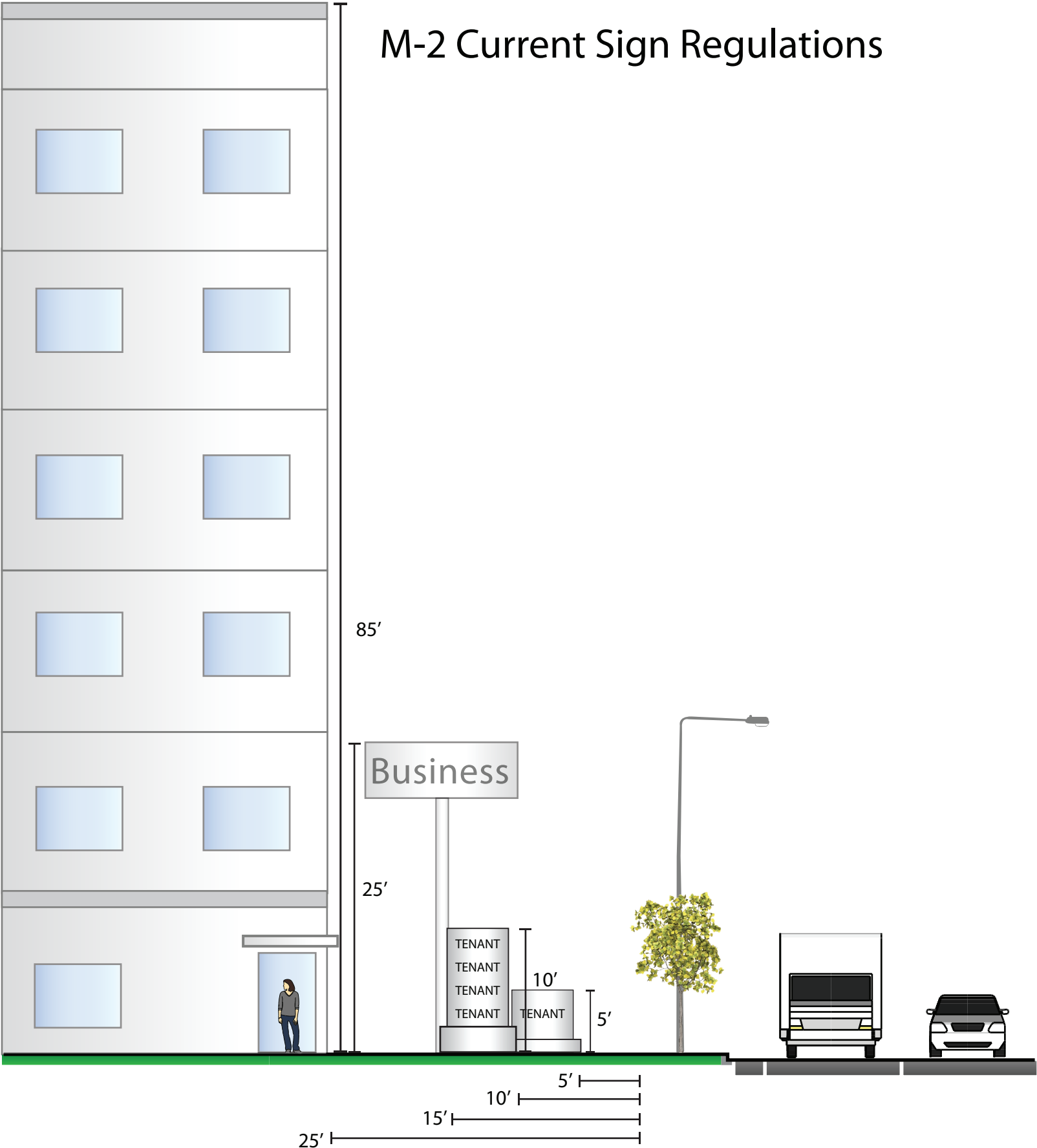
**Transportation**

The proposed height change from 10 feet to 20 feet height does not change the impact to the public transportation corridor. All signs are subject to location review for possible conflict where located in required visibility restriction for the Clear Sight Zones etc.

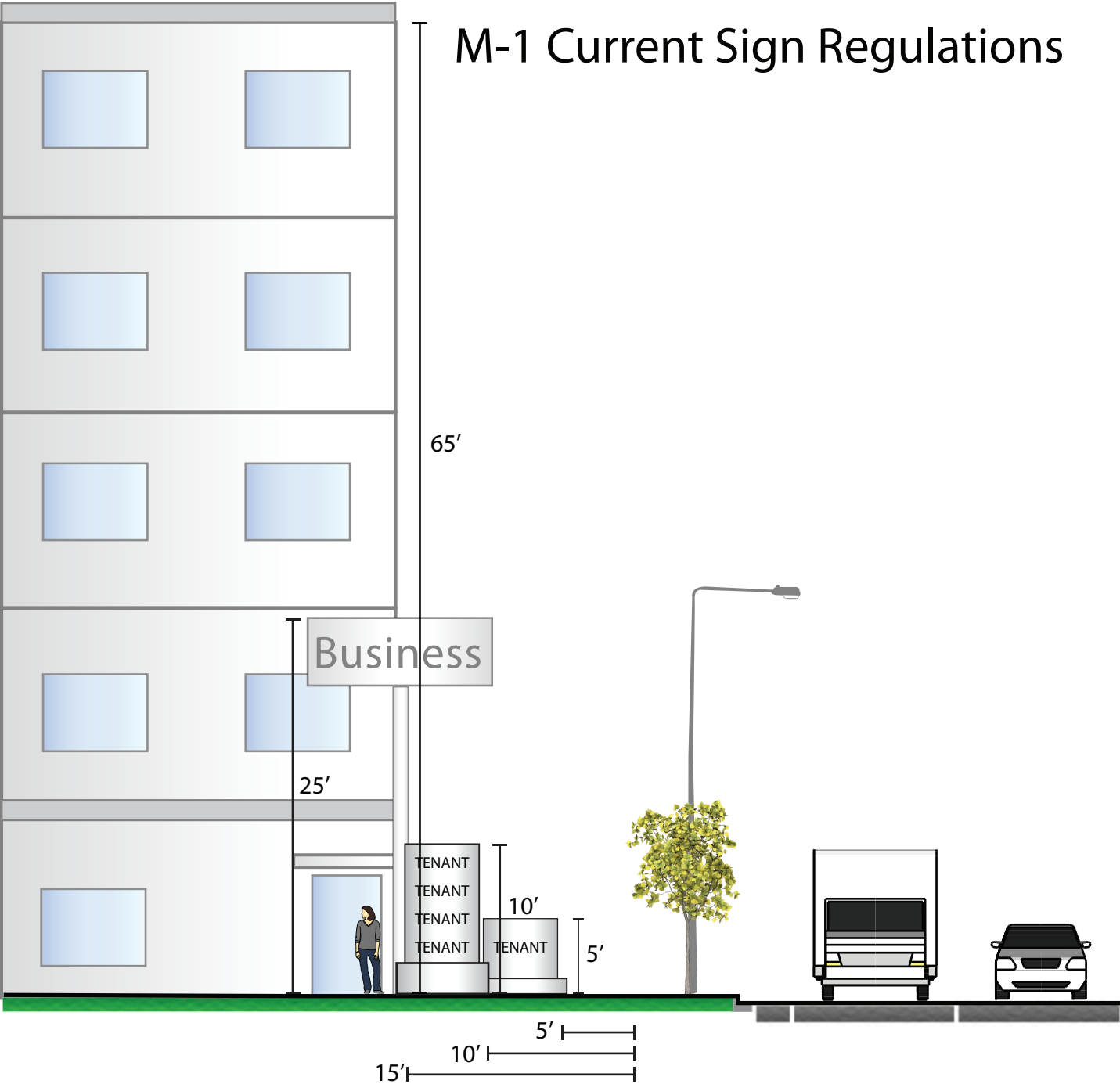
# **Attachment C**

## **Regulation Illustrations**

# M-2 Current Sign Regulations

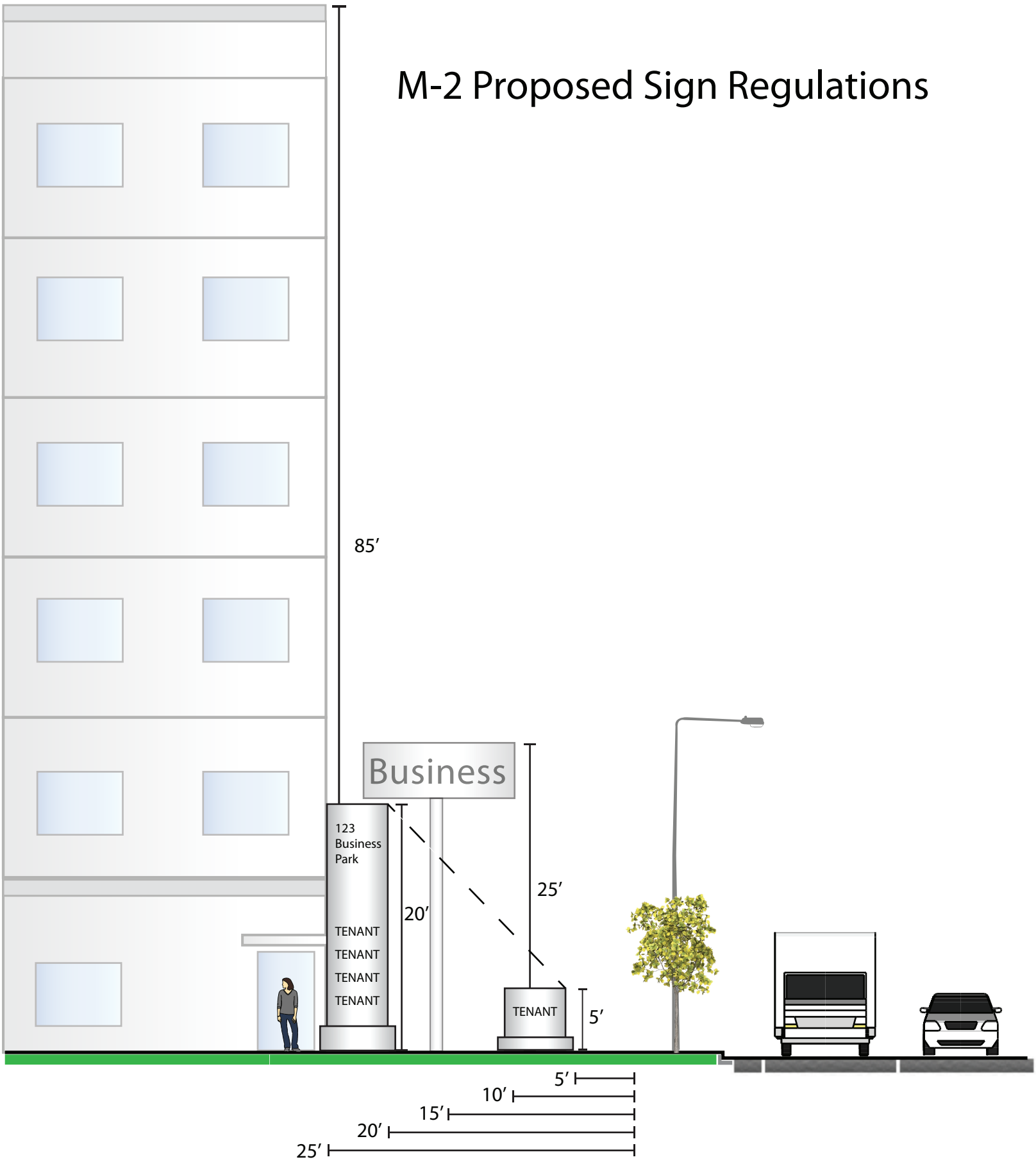


# M-1 Current Sign Regulations

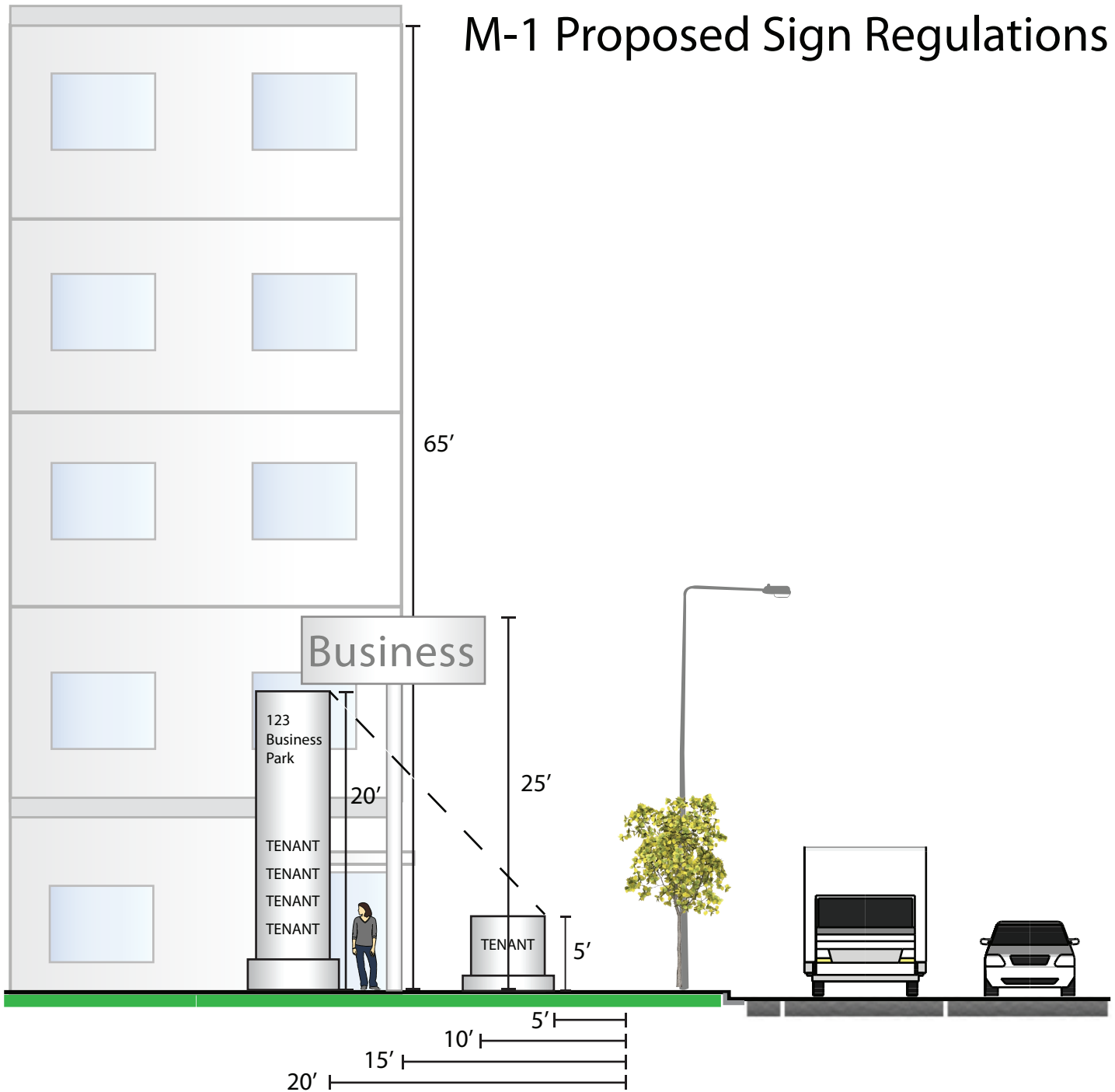




# M-2 Proposed Sign Regulations



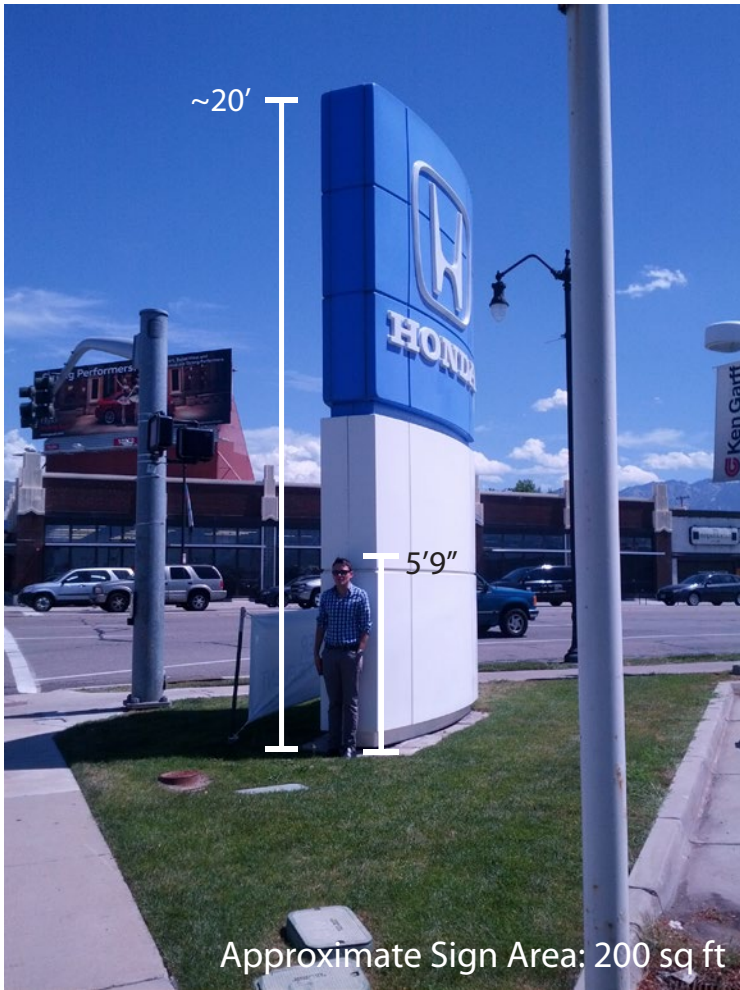
# M-1 Proposed Sign Regulations



# **Attachment D**

## **Sign Examples**

# Monument Sign Examples



Approximate Sign Area: 200 sq ft

900 South & State Street



Approximate Sign Area: 150 sq ft

4700 S Bangerter (Taylorville)



Approximate Sign Area: 90 sq ft

900 South & Main Street



Approximate Sign Area: 70 sq ft

720 S Gladiola St



# Monument Sign Examples



Approximate Sign Area: 70 sq ft

979 S State



Streetscape View



Approximate Sign Area: 90 sq ft

150 E 500 South



Streetscape View



# 20' Monument Sign Rendering



20' sign is shown with a setback slightly over 20'

3450 W California Avenue