

# PLANNING COMMISSION STAFF REPORT

## Legislative Item

### SITLA Rezone at 1750 S 5600 West Zoning Map Amendment

Petition No. PLNPCM2013-00767

December 11, 2013



Planning Division  
Department of Community and  
Economic Development

**Applicant:** Natomas Meadows, LLC

**Staff:** Everett Joyce, 801-535-7930,  
[everett.joyce@slcgov.com](mailto:everett.joyce@slcgov.com)

**Parcel ID:** 14-14-200-002 and 14-14-400-002

**Current Zoning:** OS

**Master Plan Designation:** No adopted master plan

**Council District:** District 2: Kyle LaMalfa

**Community Councils:** Glendale

#### **Applicable Land Use**

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

#### **Notification:**

- Notice mailed on November 27, 2013
- Property Posted on November 27, 2013
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites on November 27, 2013

#### **Attachments:**

- A. Northwest Quadrant Zoning Map
- B. Proposed Zoning Map Modifications
- C. Department Input
- D. Supplemental Documents  
Mountain View Corridor Plan  
West Valley City Zoning Map  
Related Ordinance Purpose Statements

## **Request**

This petition is a request to rezone property located between 5600 West and the Mountain View Corridor right of way and between 1300 and 2100 South Streets. The proposal would change the zoning of the subject properties from OS-Open Space to M-1 Light Manufacturing. Attachment A shows the Northwest Quadrant Zoning Map and Attachment B shows the specific zoning changes requested.

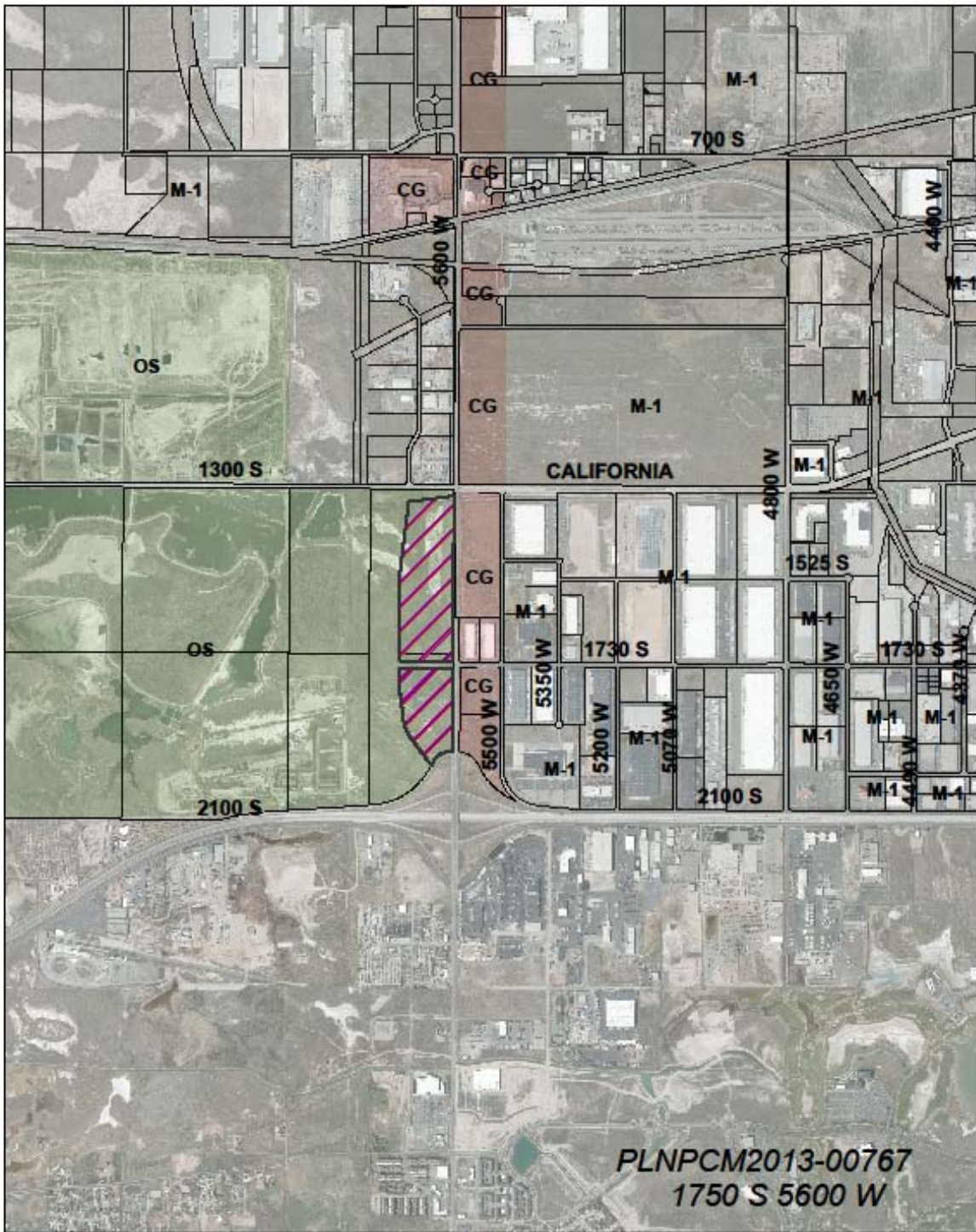
The UDOT Mountain View Corridor splits two existing 160 acre parcels of OS zoned land. Approximately 73 acres of land that lie between the Mountain View Corridor right of way and 5600 West Street are now isolated from the open space lands to the west.

## **Zoning Map Amendment**

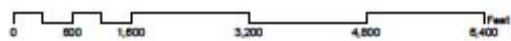
There is no specific master plan adopted for the Northwest Quadrant Community. The Northwest Quadrant Community Zoning Map adopted in 1995 as part of the citywide rewrite project amended all previously adopted master plans. Therefore the zoning map is the only adopted detailed land use document for the Northwest Quadrant Community. Other policy documents would be citywide general or specific element plans. The proposed zoning change is to the Northwest Quadrant Community Zoning Map. The zoning change would accommodate industrial and warehouse uses.

## **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 zoning of the subject property from OS - Open Space to M-1 - Light Industrial.



Rezone OS to M-1



**Vicinity Map**

## ***Background***

### **Project Description**

The State of Utah has eight parcels of approximately 160 acres each along 2100 South between 5600 West and 8800 West. The properties are zoned Open Space. Two of these parcels contain the subject property. These parcels front on 5600 West Street and have been recently split to accommodate the right of way for the Mountain View Corridor.

The action of placing the highway corridor through these properties has resulted in the eastern portion (approximately 73 acres of land) between the Mountain View Corridor right of way and 5600 West Street being isolated from the State's and SITLA's main portion of open space lands. As a result of the placement of the Mountain View Corridor the subject property is being considered for sale for development purposes by SITLA. The applicant, the potential buyer and developer has requested the City to rezone the property from OS – Open Space to M-1- Light Industrial. The rezoning action would accommodate proposed development for transportation and warehouse uses or other potential uses.

The existing zoning of the site is OS – Open Space which would not permit industrial uses. The M-1 Zoning District would accommodate light manufacturing land uses. Zoning map amendment is required to accommodate the desired development.

## ***Comments***

### **Public Comments**

The proposed rezone request was presented to the Glendale Community Council on October 16, 2013. At this meeting the need to amend the zoning map for the desired development was identified. There was discussion regarding the desires by community members to have additional retail uses for the community rather than additional industrial uses. After discussion the Community Council voted 8 to 1 in support of the proposed rezoning from OS to M-1.

### **City Department Comments**

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

## ***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. The adopted policies that guide development within this area would be the City's general plan elements such as the Transportation Master Plan, the Open Space Plan and the Urban Design Element. The Northwest Quadrant Community Zoning Map guides specific development uses and standards. For any industrial use of Open Space designated properties, State code requires the City to amend the master plan which since there is no adopted master plan would be basically a zoning map amendment to the Northwest Quadrant Community Zoning Map.

## **Northwest Quadrant Community Zoning Map, 1995**

The Northwest Quadrant Community Zoning Map depicts the subject property as Open Space. 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 regulation over any potential redevelopment of existing open space areas. This district is appropriate in areas of the city where the applicable master plans support this type of land use.

### Open Space Master Plan

The subject property lies within the Valley Land Form Area of the Open Space Master Plan. Policy for this area is to connect the neighborhoods and mitigate the barriers by developing a pedestrian / bicycle urban trail system which transcends the barriers. To implement this policy the plan calls for the Bailey's Lake Trail to connect 2100 South Street to Interstate 80 and then further north to Bailey's Lake. This corridor is conceptually called out to be located near 5600 West Street (pages4-5). The rezoning proposal would not affect the ability to implement the trail corridor.

### Pedestrian Bicycle Plan

The Salt Lake City Pedestrian and Bicycle Plan calls for a bicycle trail along 5600 West Street. The proposed rezone would not negatively affect the Open Space Master Plan. The rezoning proposal would not affect the ability to implement the trail corridor.

### Transportation Master Plan

The Salt Lake City Major Streets Plan identifies 5600 West as a State Route - Arterial. There is a proposed collector street connecting the 2100 South frontage and 1300 South at approximately 5700 West. The location of the Mountain View Corridor may negate the need for this collector street. However, this determination relates to proposed development and State access controls on 5600 West Street. These actions are not specific to the rezoning of the subject property. The proposed rezoning will not require any modification to the Major Street Plan and would not negatively affect the transportation master plan.

### Urban Design Element

The Urban Design Element (pages 7-8) recognizes the general land use for the subject area as industrial use and that industrial uses should have a character of regional orientation, low rise, low intensity with expansive open space. Policy concepts of the plan are to emphasize Salt Lake City's unique urban form. Stress the importance of the city's scale of development, its hierarchy of land uses and other urban form features. The plans strategies are to use zoning patterns and land use regulations to strengthen the city's urban form. Land use intensities and building heights should reflect the district's relationship to its surrounding community and its role in the land use pattern of the city. Rezoning the subject property to light industrial zoning would positively affect the Urban Design Element and it's recognition of industrial land use as the general land use for this area.

## **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 within the Open Space zoning classification. The property is no longer recognized as part of the public lands it was previously a part of and is slated for transfer from public to private property. Any use allowed in the Open Space Zoning District can be located on the property. Examples of uses would be community recreation centers and golf courses. It is of the staff's opinion that the size, layout and location of the subject property and the fact that it is transferring from public ownership to private ownership that potential development under the OS Zoning District is limited. The property is

surrounded by industrial and general commercial land uses and the property will be separated from the major wildlife management open space lands to the west by the Mountain View Corridor. Open space of this size and being in this location will require all users to drive a long distance to any facility that may be located here. The size of the remnant property is not large enough to function as a regional scale open space use.

## **Approval of the Petition**

The proposed request is to rezone the remnant land adjacent to 5600 West Street due to the placement of the Mountain View Corridor right of way from Open Space land to Light Manufacturing. This action accommodates for the development of industrial uses that would be similar land uses as the surrounding uses along 5600 West Street between 1300 and 2100 South Streets.

## **Findings**

### **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:** Since there is no adopted master plan for this area the staff must rely upon related citywide policy and the zoning map. The Urban Design Element recognizes the general land use for the subject area as industrial use and that industrial uses should have a character of regional orientation, low rise, low intensity with expansive open space.

The Northwest Quadrant Zoning Map classifies the property as Open Space. However, the mapping of the open space zoning did not anticipate the placement of the Mountain View Corridor into these Open Space designated properties. In light of these changes the Open Space zoning is inappropriate, in that the isolated remnant property is significantly separated from the remaining Open Space zoned lands to the west of the Mountain View Corridor. The subject properties physical relationship to adjacent properties along the 5600 West Street area would lend to supporting the M-1 rezone change to have the land develop in a consistent pattern within surrounding properties.

In light of the placement of the Mountain View Corridor the Open Space zoning modifications are consistent with the future development policies of the immediate area in that the existing Northwest Quadrant Community Zoning Map calls for a mix of commercial and light industrial land uses within the 5600 West area. Placing the subject remnant property into light industrial land use classification would have a positive impact in that it would provide consistency with land use policy for the entire industrial area located between major transportation corridors (Mountain View Corridor, Interstate 80, Bangerter Highway and the 2100 South State Road)

**Finding:** The proposed map amendment is consistent with the policies of the City as stated through its various adopted planning documents.

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

**Discussion:** The Zoning Ordinance contains several general purpose and intent statements that relate to this petition. The specific statements are provided in Attachment D Supplemental Information. The zoning ordinance general purpose and intent statement 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.

The proposed zoning map amendment supports the general purpose and intent statement of the zoning title contained in Chapter 21A.02 to promote the convenience, order, prosperity and welfare of the present and future inhabitants of Salt Lake City. The Mountain View Corridor will separate the subject property from the main open space lands located west of the corridor that extend to 7200 West Street. With the location of the Mountain View Corridor the entire area east of the corridor will be more suitable for light manufacturing uses. Rezoning the Open Space zoned lands to a zoning classification similar to the surrounding area supports the order and consistency of zoning designations within the immediate area. The proposed map amendment and related development support the purpose of the M-1 light manufacturing district in providing an environment for light industrial uses that produce no appreciable impact on adjacent properties.

**Finding:** The proposed text amendment meets this standard and the proposal positively furthers the specific purpose and intent statements of the Zoning Ordinance and the purpose statement of the M-1 Zoning District.

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

**Discussion:** The specific area proposed for map amendment is adjacent to 2100 South and 5600 West and it is adjacent to other Industrial and Commercial zoned lands. The adjacent properties to the east are zoned CG – General Commercial. Properties to the north are zoned M-1 – Light Industrial. To the west is the right of way for the future Mountain View Corridor highway. Properties to the south are located in West Valley City and are zoned M - Manufacturing. The M-1 Light Manufacturing Zoning District contains the appropriate setbacks and buffer requirements to minimize effects on the adjacent properties. As previously identified there may be a need for a collector street to minimize development impact upon 5600 West and adjacent intersection at 1300 South and 2100 South. Any mitigation actions would be identified and made as part of the permitted use process in response to specific development of the subject property. Such improvements can include the development of a collector street.

**Finding:** The proposed map amendment will not severely affect 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**

**Analysis:** The subject property is within the AFPP Airport Flight Path Protection Overlay District. Development activity on the property will require the placement of an aviation easement to protect future Airport operations.

**Finding:** The proposed map amendment does not negatively 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.**

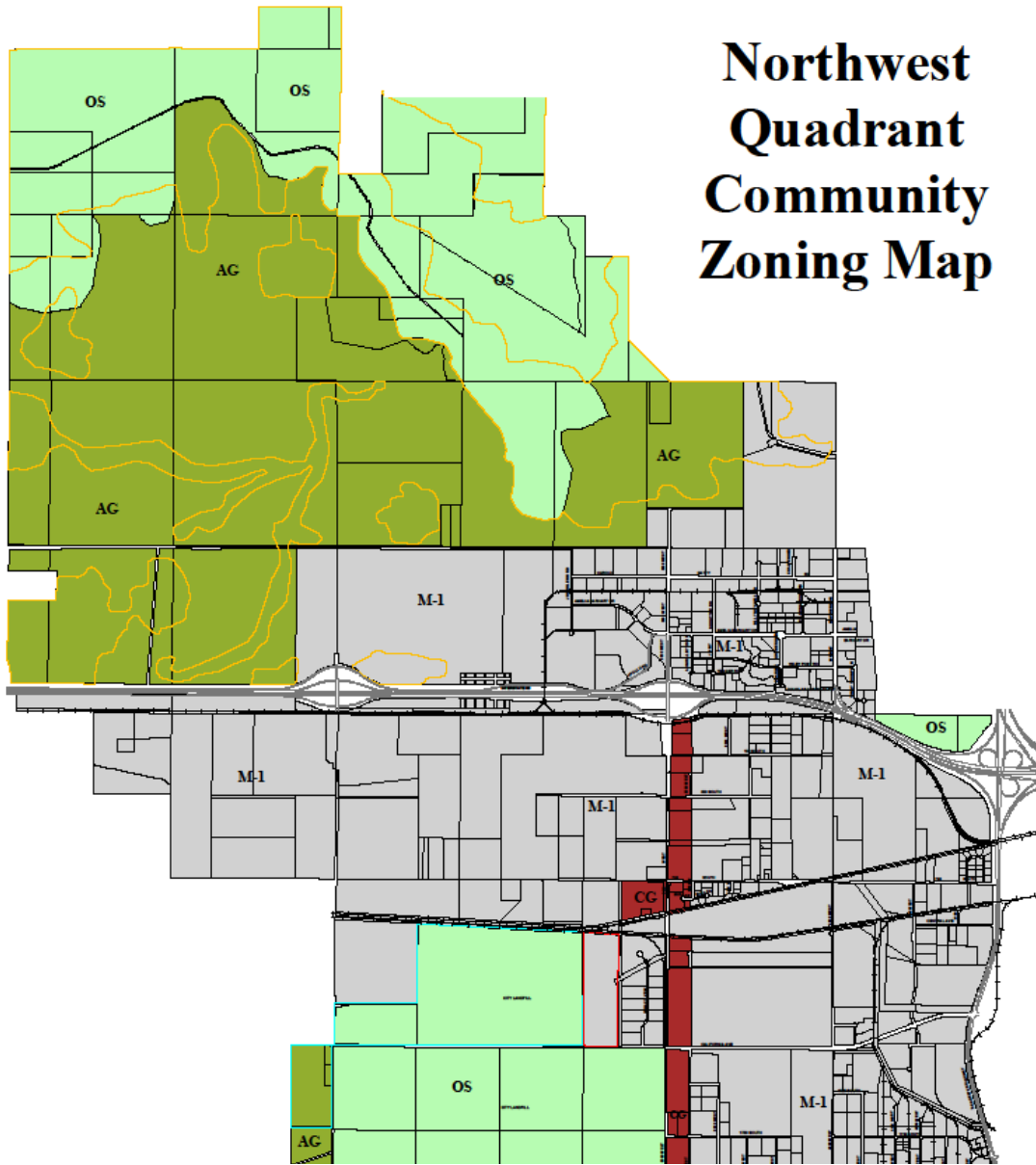
**Analysis:** It has been noted through department comments that there are several utility corridors through this area, such as underground gas lines, drainage channels and two overhead high voltage power lines. These elements would need to be addressed through specific development processes for the subject property. It is recognized that there are adequate resources available to serve the proposed development concept. Additional local roadways may be required upon specific review of any future development proposal. This issue is not significant and would affect site plan design but does not impact the rezoning action.

**Finding:** The subject property is located within a built environment where public facilities and services already exist. City departments have not indicated that public facilities and services are inadequate to serve the subject property.

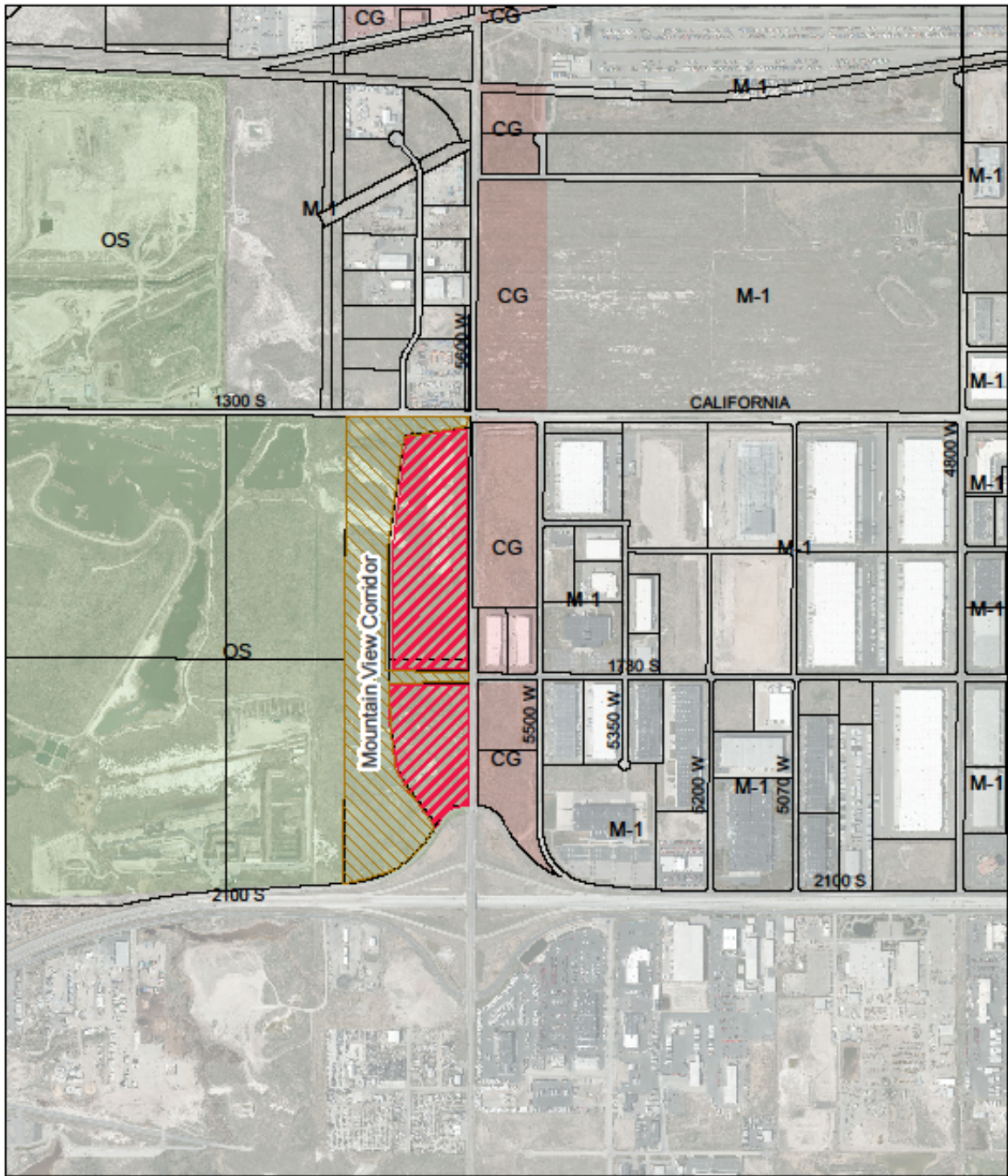
**Attachment A**  
**Northwest Quadrant Community Zoning Map**





# Northwest Quadrant Community Zoning Map



**Attachment B**  
**Proposed Zoning Map Modifications**

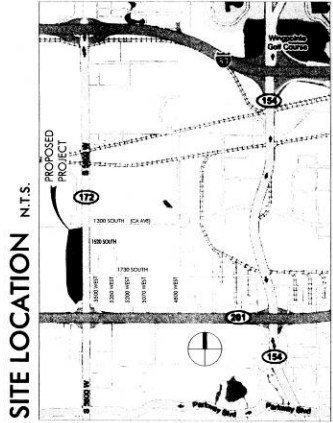


-  Rezone OS Open Space to M-1 Light Industrial
-  Mountain View Corridor Right of Way



**Petition PLNPCM2013-00767**

**Attachment C**  
**Proposed Development Concept**



**SITE LOCATION** N.T.S.

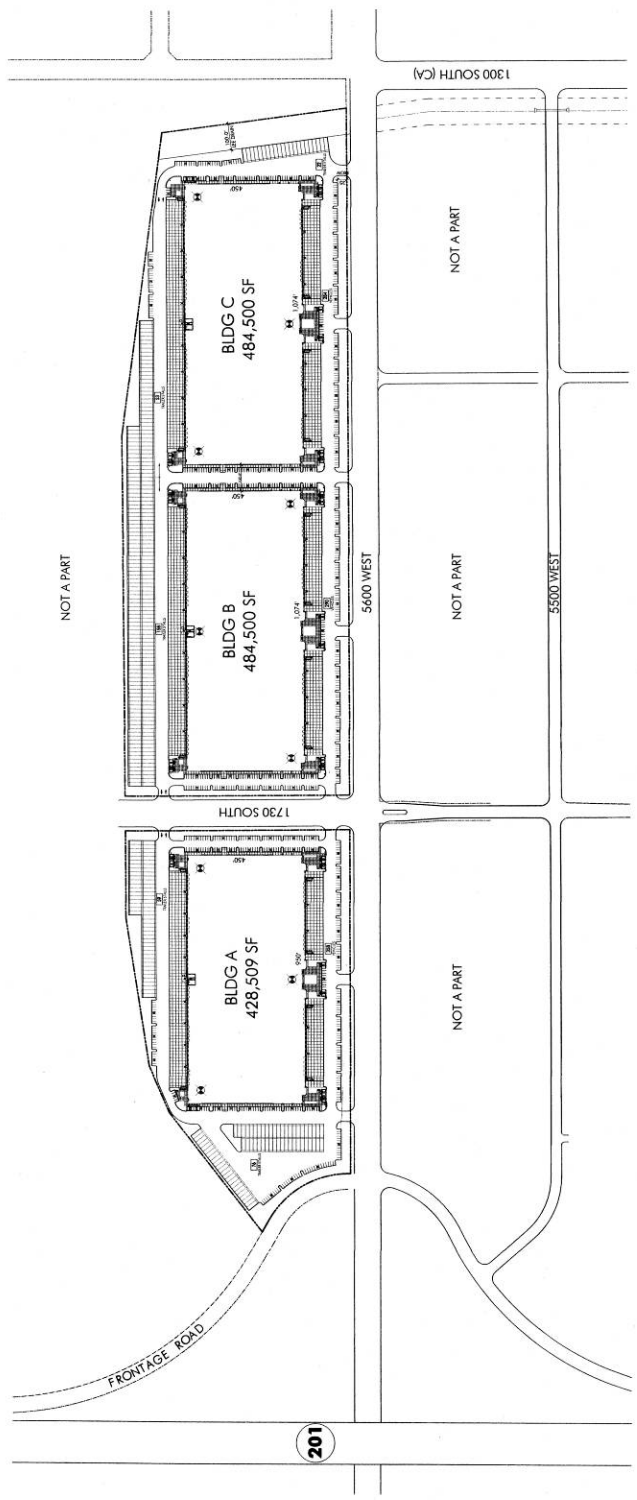
**SITE DEVELOPMENT SUMMARY**

MASTER PLAN AREA = ± 73.43 ACRES

BUILDINGS	AREA	VEHICLE PARKING	TRAILER PARKING	TRUCK DOCKS
BUILDING A	428,509 SF	358 STALLS	135 STALLS	71
BUILDING B	484,500 SF	290 STALLS	158 STALLS	85
BUILDING C	484,500 SF	284 STALLS	75 STALLS	85
TOTAL	1,397,509 SF	932 STALLS	368 STALLS	241

BUILDING COVERAGE RATIO ..... 43.69 %

H SOIL SAMPLE DRILL LOCATION



**DIAGRAMMATIC MASTER PLAN**

**Attachment D**  
**City Department Input**

## **Public Utilities Department**

There are a number of utility easements in the area. Specifically a storm drain easement and canal along the north edge of the subject rezone, along with a sewer easement on the west side of 5600 West. It also appears that there may be electrical easements in the area. The applicant would need to follow up with Rocky Mountain Power regarding the power line easements. Any development would need to abide by the conditions of the encumbrances already located on the property. Details regarding the specific design and development of the parcel will be addressed as conceptual and detailed designs emerge.

With regards to the rezone application specifically, we have no comments. There are adequate water and sewer services available in the area to serve development.

**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)

## **Transportation Department**

Transportation review comments are as follows:

The proposed zoning change to M-1 traffic impact is in keeping with the transportation system abutting this area, with the Major Arterial 5600 West, a UDOT corridor and the 1300 South Salt Lake City Major Arterial as well as the 1700 South Arterial.

The concept plan attached, of how the property would be used, Warehouse trucking is an M-1 function. The concept shown has many transportation conflicts per former discussions for access and development of those transportation corridors.

All development and driveway access to the 5600 West corridor needs to be reviewed and approved by UDOT. Salt Lake City has an interest for future development as a multi-transit corridor in maintaining the proposed Master Plan right of way width.

The extension of 1730 South and the revision of the 201 service road needs to be incorporated into the proposed development of this area.

Specific site development as it impacts the public roadways will address driveway designation and function as well as locations, buffers from intersections, spacing between drives, and width of driveways.

We look forward to actual design review and coordination in the development of this area.

Sincerely,

Barry Walsh

**Attachment E**  
**Supplemental Documents**

Mountain View Corridor

West Valley City Zoning Map

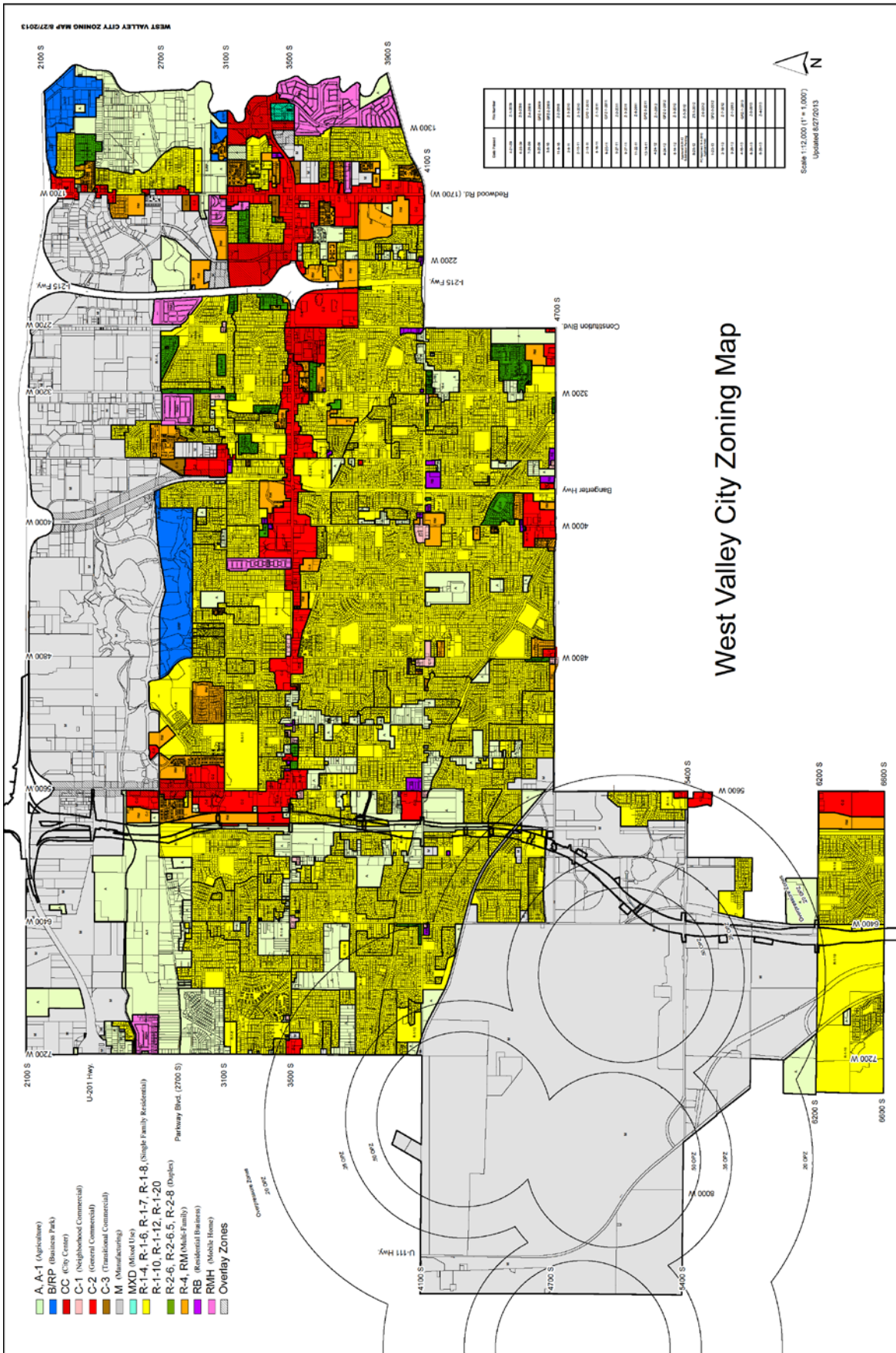
Related Zoning Ordinance Purpose and Intent Statements



# Mountain View Corridor - Initial Construction



September 26, 2013



## Related Zoning Ordinance 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.28 Manufacturing Districts Statement Of Intent:** 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; to enhance property values and the tax base; to improve the design quality of industrial areas; and to help implement adopted plans.
- **Section 21A.28.020.A M-1 Light Manufacturing District Purpose Statement.** The purpose of the M-1 light manufacturing district is to provide an environment for light industrial uses that produce no appreciable impact on adjacent properties and desire a clean attractive industrial setting. This zone is appropriate in locations that are supported by the applicable master plan policies adopted by the city. This district is intended to provide areas in the city that generate employment opportunities and to promote economic development. The uses include other types of land uses that support and provide service to manufacturing and industrial uses. Safe, convenient and inviting connections that provide access to businesses from public sidewalks, bike paths and streets are necessary and to be provided in an equal way. Certain land uses are prohibited in order to preserve land for manufacturing uses.
- **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.32.100 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.