



# Staff Report

PLANNING DIVISION  
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission  
From: David J. Gellner, 801-535-6107, [david.gellner@slcgov.com](mailto:david.gellner@slcgov.com)  
Date: February 25, 2015  
Re: PLNPCM2014-00882/00881 – Forest Dale Golf Course /Sugar House Fire Station –Master Plan and Zoning Map Amendment

## Master Plan and Zoning Map Amendment

**PROPERTY ADDRESS:** Approximately 2425 South 900 East  
**PARCEL ID:** 16-20-328-001-0000  
**MASTER PLAN:** Sugar House  
**ZONING DISTRICT:** OS, Open Space

**REQUEST:** Mayor Ralph Becker, represented by James Rich, representing Salt Lake City Corporation, of the Housing and Neighborhood Development Division, is requesting that the City amend the Sugar House Master Plan future land use map and the zoning map for a portion of the Forest Dale Golf Course property located at approximately 2425 South 900 East. The property parcel (61.1 acres) and the applicant is requesting that a 0.86 acre portion of the parcel be rezoned in order to allow a proposed new Fire Station to be built on the property. The property is currently hard surfaced and being used for salt storage by the City. The property is not used for Golf Course operations. The fire station will replace the existing fire station located within the Sugar House Business District at 1085 East Simpson Avenue, adjacent to Fairmont Park. This type of project requires a Master Plan and Zoning Map amendment. The Planning Commission has the authority to send a recommendation to the City Council which makes the final decision.

- a. Master Plan Amendment- The associated future land use map in the Sugar House Master Plan currently designates the property as "Parks & Open Space." The petitioner is requesting to amend the future land use map so that the subject property is designated as "Institutional and Public Lands" (Case number PLNPCM2014-00882.)
- b. Zoning Map Amendment- The petitioner is requesting to amend the zoning map designation of the subject property from Open Space (OS) to Public Lands (PL-2). Fire Stations are allowed as a conditional use in the PL-2 zoning district. (Case number PLNPCM2014-00881.)

If the master plan and zoning amendments are approved by the City Council, a separate Conditional Use application will be required for approval of the fire station. Once received, that application will be heard separately at a future meeting of the Planning Commission.

**RECOMMENDATION:** Based on the analysis and findings of fact in this staff report, Planning Staff recommends that the Planning Commission forward a positive recommendation to the City Council for the proposed master plan and zoning map amendments.

The following motion is provided in support of the recommendation:

*Based on the findings listed in the staff report and the testimony and plans presented, I move that the Planning Commission transmit a positive recommendation to the City Council for the proposed master plan and zoning map amendments.*

**ATTACHMENTS:**

- A. [Vicinity Maps](#)
- B. [Property Photographs](#)
- C. [Additional Applicant Information](#)
- D. [Existing Conditions](#)
- E. [Analysis of Standards](#)
- F. [Public Process & Comments](#)
- G. [Department Review Comments](#)
- H. [Motions](#)

## **PROJECT DESCRIPTION:**

The intent of the proposed rezone and amendment to the Sugar House Community Master Plan is to allow a new Sugar House Fire Station to be built on a portion of the Forest Dale Golf Course property, a City owned property. The entire property parcel (61.1 acres) is currently zoned OS – Open Space. This proposal concerns a 0.86 acre portion of the property fronting on 900 E, located just south of the existing Forest Dale Golf Course Club House, a City Register Landmark Site that would be rezoned PL-2 – Public Lands. This represents about 1.4% of the total Forest Dale Golf Course property. The site is currently being used for salt storage by the City. A vicinity map, property photographs and parcel boundary configuration are included in the Attachments section of this report.

The purpose of the OS Open Space zoning 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. The purpose of the PL-2 Public Lands district is to specifically delineate areas of public use and to control the potential redevelopment of public uses, lands and facilities in an urban context.

The subject property is located within the Sugar House Community. The Sugar House Community Master Plan contains a future land use map that designates the desired type of land use that should occur on the property. The future land use map shows a future designation of the subject property as “Parks and Open Space”. Adjacent land uses are shown as Low and Medium Density Residential. This is consistent with how the area has been previously developed and indicates an anticipated continuation of that established development pattern. This request is to change the property to “Institutional and Public Lands” in order to allow a rezoning of the property to a district that will allow a fire station to be built on the subject property.

## **KEY ISSUES:**

The key issues listed below have been identified through the analysis of the project, neighbor and community input and department review comments.

1. Reasons for Moving the Fire Station and Selection of this Location
2. Changing the current “Parks & Open Space” future land use designation to “Public Lands”
3. Zoning Compatibility with Adjacent Properties
4. Compatibility with the Forest Dale Golf Course Club House, a City Landmark.
5. Removal of the Property from the City’s Open Space Inventory

### **Issue 1 – Reasons for Moving the Fire Station and Selection of this Location**

The current fire on Simpson Avenue is inadequately sized to accommodate the growth in the Sugar House area. It does not house a ladder truck, a critical piece of equipment to respond to fires in taller buildings, which is a feature in the Sugar House business district. The station site is too constrained to allow expansion. Numerous sites were considered, including the current site for a new fire station. This site has been chosen for several reasons including response ability in and around the Sugarhouse business district, long term viability considering the growth in the area, and lot size. Since there is not currently a City fire station south of Interstate 80, this station will fill that need and will function as a critical asset for emergency response in the event of a natural disaster.

### **Issue 2 - Current “Parks & Open Space” Designation**

The portion of land proposed for rezoning is identified on the future land use map of the *Sugar House Community Master Plan* (2001) as “Parks & Open Space.” The Master Plan designates the property as such because it is a golf course and golf courses are designated and zoned as Open Space. The subject portion of the golf course property is not needed or used for golf course operations. Through a thorough site selection analysis, it was determined that this was a desirable location for a new fire station. Since a fire station is not allowed in the Open Space zoning district, the property is being rezoned to a district that allows for the use. The proposed PL-2 Zoning District allows for “Municipal service uses including city utility uses and police and fire stations”. State Law requires consistency between general plan policies and zoning. Therefore, in order to rezone the property

the Master Plan also needs to be amended. The City has identified this property parcel as “surplus” with the desired intent to remove it from the City’s Open Space Inventory.

### **Issue 3 - Zoning Compatibility with Adjacent Properties**

Concern has been raised about traffic impacts, noise, visual disturbance and the impact on property values that may result from the proposed fire station. Concerns generally focused on station operations such as siren noise, flashing lights, and traffic impacts as equipment and personnel leaving the station at unpredictable intervals given the nature of station operations. The Fire Department deals with these operational concerns at all neighborhood-based stations and is very sensitive to the issue of impacting neighboring property owners and strives to be a “good neighbor”. Fire Department staff is advised to use caution when employing lights and sirens during after hours response. Equipment testing is also timed to minimize the overall impact on neighbors. A flashing traffic signal is used at some stations to give driver’s additional warning of equipment leaving the station. This may also lessen the need for lights and sirens to be employed at times. The Fire Department believes that a traffic signal would serve both the citizens and FD in regard to safety and service.

The Sugar House Community Master Plan sets a goal for strengthening and supporting existing neighborhoods through the identification and establishment of needed capital improvements. This proposed use would meet the intent of that goal, providing a necessary public safety facility that is currently lacking in the community.

Through the Conditional Use process, mitigation measures would be considered by the Planning Commission to ensure compatibility with adjacent properties and lessen the impacts of ongoing operations from the proposed fire station.

### **Issue 4 – Compatibility with the Forest Dale Golf Course Club House, a City Landmark**

City policies recognize and support Historic Preservation. The adjacent Forest Dale Golf Course Club House is designated as a Local Landmark Site and is subject to the H Historic Preservation Overlay District. This means that alterations to the Club House must be reviewed according to the standards in the zoning ordinance.

The portion of the golf course property proposed for the rezone and master plan amendment is not within the Historic Preservation Overlay Zone and therefore, is not required to follow those standards. However, one of the conditional use standards, is consistency with adopted master plans. The Community Preservation Plan (2012) requires that City Projects should avoid, minimize or mitigate adverse effects on historic properties on the City or National Register. In order to accomplish this policy, the Planning Director and the Planning Commission, through the Conditional Use process, will have the authority to ensure that the design of the new fire station will be sympathetic to the adjacent Club House so as to not visually overpower that site. The Engineering Department currently has an RFQ out for professional design work on the station by qualified designers, and has included this requirement in the design criteria.

The State Historic Preservation Office (SHPO) has recently received a proposal to place the Forest Dale Club House and Golf Course on the National Register of Historic Places. The National Register of Historic Places is the Federal Government’s official list of historic properties worthy of preservation. Listing of a property provides recognition of its historic significance and assures protective review of federal projects and/ or any project receiving federal or state funds that might adversely affect the character of the historic property. Listing in the National Register does not place limitations on the property by the federal or state government.

The property owner and the Historic Landmark Commission will have an opportunity to comment on the National Register nomination at their March 5, 2015 meeting and will forward a recommendation to the Board of State History. The Board of State History will then forward the application to the National Park Service (NPS) for their final review and decision. If the designation is accepted by the NPS, it is considered an honorary designation.

This is a matter outside of the purview of the Planning Commission, but is mentioned here for the benefit of the Commission and the public.

## **Issue 5 - Removal of the Property from the City's Open Space Inventory**

Section 2.90.120 of City Code outlines the process for removal of property from the City's Open Space Inventory. This process requires a hearing with City Council. While it is a separate issue outside of the purview of the Planning Commission, this item is being included for additional process clarification for both the Commission and public. Removal of the property from the Inventory will be discussed by the City Council as a separate matter, but in conjunction with the rezone and master plan amendment petitions.

### **DISCUSSION:**

#### ***Applicable Master Plan Policies***

The *Sugar House Master Plan* includes some general goals and policies about neighborhoods and residential areas applicable to this rezone and master plan amendment request.

The *Sugar House Community Master Plan* sets a goal for strengthening and supporting existing neighborhoods by a variety of means including:

- Identifying needed capital improvements.

A new fire station to replace the current fire station designated as Fire Station 3 on Simpson Avenue has long been identified as a pressing need by the Fire Department in the Sugar House Community. The current fire station is inadequately sized to accommodate the growth in the Sugar House area. The station does not have a ladder truck and the site is too constrained to allow expansion, especially with the street car line in proximity to the existing Fire Station. Fire Station 3's primary service area will be 1700 East to 500 East, and 1700 South to the southern Salt Lake City limit. In 2013, the station had a total of 2104 responses, of which 444 were for fire and 1660 were for medical calls. As many as 10 different sites were considered, including the current site for a new fire station. This site has been chosen for several reasons including response ability (allows apparatus quick response in and around the Sugarhouse business district), long term viability considering the growth in the area and ability to serve the citizens within the four (4) minute response criteria, and lot size (available for Branch Operations in disaster situations). In addition, this will be the only City fire station located south of I-80 which and will be a critical asset in the event of a natural disaster for emergency response in the event of a natural disaster.

The Plan addresses "low-density" residential land uses in the following manner:

- Prohibit the expansion of non-residential land uses into areas of primarily low-density dwelling units.

Staff believes that the term "non-residential" in the context of the Master Plan primarily assumed a shift into commercial or other more intensive non-residential land uses. In this case, the proposed use, while not residential by definition would fall into the category of public uses with the City ultimately retaining ownership of the property. This is a distinction worth noting as this would not be shifting open space into commercial or other uses, but rather providing an essential public facility that supports the surrounding residential community in which it will be located.

The general public and surrounding residents were given the opportunity to weigh in on the proposal at a regular meeting of the Sugar House Community Council and a special Neighborhood Meeting aimed at adjacent property owners. Details of these meetings and public outreach activities are included in Attachment F of this report.

### **NEXT STEPS:**

With a recommendation of approval or denial for the master plan and zoning map amendments, the proposals will be sent to the City Council for a final decision by that body.

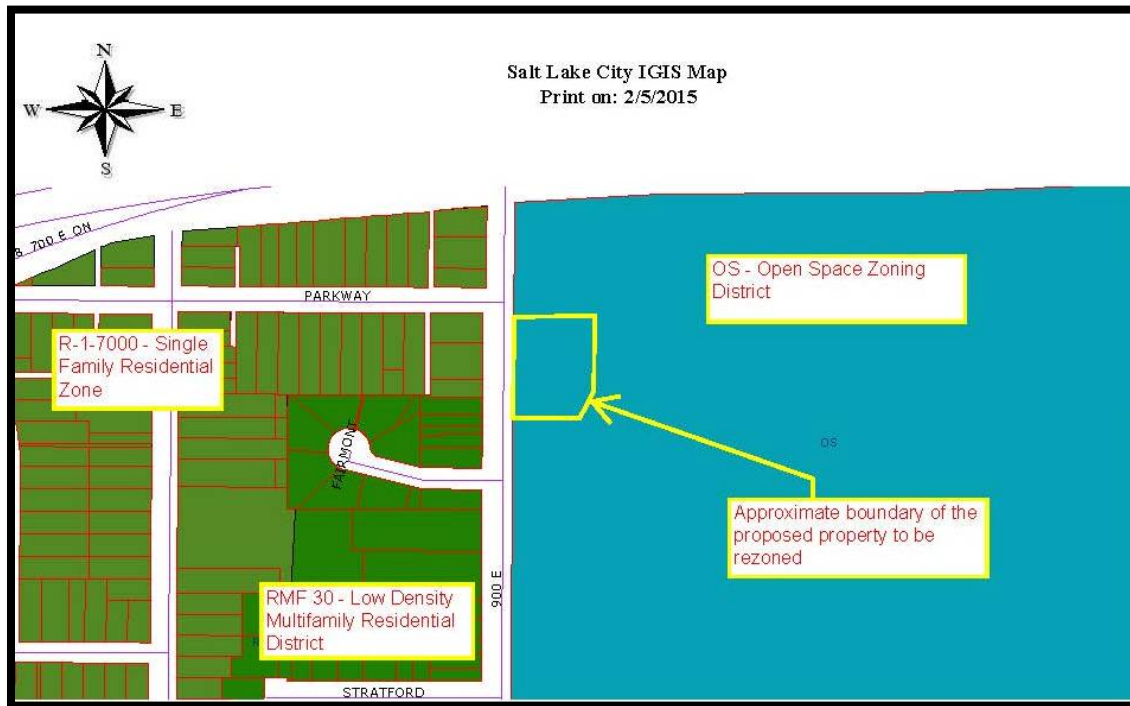
If the master plan and zoning map amendments are approved and the Council also approves removal of the subject property from the Open Space Lands Inventory, the City will be able to pursue a subdivision approval and conditional use approval for a fire station on the property. If the master plan and zoning map amendments are denied, the property will not be able to be used for a fire station.

## ATTACHMENT A: VICINITY MAPS

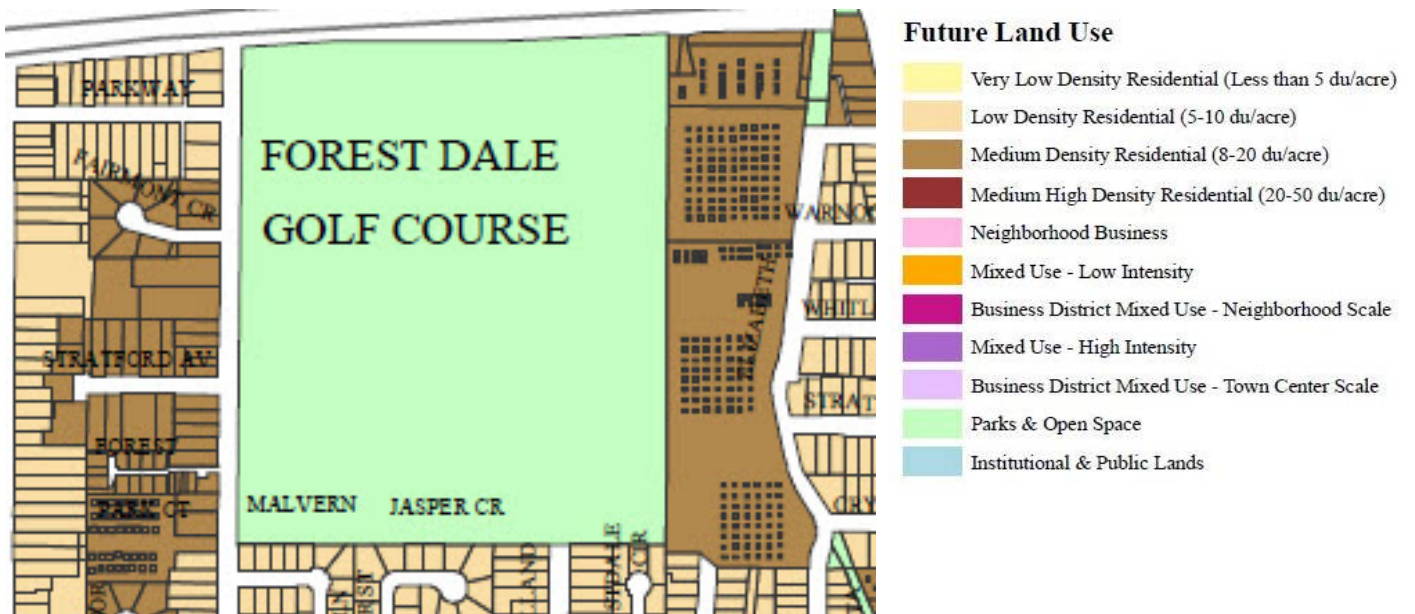
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Aerial view of the property showing the location of the proposed fire station site and surrounding land use and existing development. This is a visual approximation of the site boundary. The actual surveyed boundary of the proposed fire station site is included as Attachment C.



Zoning map of the area showing the approximate location of the subject property and proposed fire station site. The actual surveyed boundary of the subject property is included as Attachment C.



Extract of the Future Land Use Map from the Sugar House Master Plan showing adjacent residential development designated as Low and Medium Density Residential and the Forest Dale Golf Course designated as Parks and Open Space.

## **ATTACHMENT B: PROPERTY PHOTOGRAPHS**

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Looking east from 900 East toward the proposed site currently being used for salt storage.



Looking south from the parking lot of the Forest Dale Golf Course Club House toward the proposed site.





The historic Forest Dale Golf Course Club House built in 1909. A Salt Lake City Landmark Site .



Surveyed boundary of the proposed “fire station” site encompassing 0.86 acres total area. (Provided by Salt Lake City Engineering)

**ATTACHMENT C: ADDITIONAL APPLICANT INFORMATION**

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# ATTACHMENT D: EXISTING CONDITIONS

## Uses in the Immediate Vicinity of the Property

To the immediate north, south and east of the subject property the land is zoned OS – Open Space and is used for the Forest Dale Golf Course and associated operations. To the immediate north is the Forest Dale Golf Course Club House, a City Landmark site and the associated parking for that use. To the south, the property contains Neptune Divers, a local business. This business is located on City property that is leased to the operator of the site. To the east of the proposed fire station site lies the golf course itself. Directly east of the site, the closest development does not start until past the eastern boundary of the golf course. Existing residential development in this area is located off of Elizabeth Street and lies in excess of 1,200 feet from the edge of the proposed subject property.

To the west of the subject property, on the west side of 900 East, the property is zoned a mix of R-1-7000 – Single-Family Residential and RMF-30 – Low Density Multi-Family Residential. The land has been developed for single-family houses as well as some apartment units and smaller multi-family residential uses.

Please see the vicinity and zoning maps in Attachment A for reference.

## Proposed PL2 Zoning Standards

The City is proposing to rezone the subject property to PL2 – Public Lands. A list of permitted and conditional uses in the PL2 Zone is included below:

Public Lands (PL2) Permitted and Conditional Uses (21A.33.070)		
USE	PERMITTED	CONDITIONAL
Accessory use	P	
Amphitheatre		C
Antenna, communication tower		C
Antenna, communication tower, exceeding the maximum building height in the zone.	Permitted - Maximum of 1 monopole per property and when it is government owned & operated for public safety purposes.)	
Art Gallery	P	
Botanical Garden	P	
Community Garden	P	
Daycare Center – Adult	P	
Daycare Center – Child	P	
Eleemosynary facilities	P	
Exhibition hall	P	
Government facility		C

Government office	P	
Heliport	P	
Library	P	
Municipal service uses including city utility uses and police and fire stations.		C
Museum	P	
Office	P	
Open space	P	
Park	P	
Parking – Off Site	P	
Philanthropic use	P	
Radio, television station	P	
Reception Center	P	
Recreation (indoor)	P	
Research and development		
Retail goods establishment	P	
Retail, sales and service accessory use when located within a principal building	P	
Retail, sales and service accessory use when located within a principal building and operated primarily for the convenience of employees	P	
School – College or university	P	
School K-12 private	P	
School K-12 public	P	
Theatre – live performance	Conditional - Prohibited within 1,000 feet of a single- or two-family zoning district	
Theatre - movie		C
Urban farm	P	
Utility, building or structure	Permitted - Subject to conformance to the provisions in subsection 21A.02.050B of this title.	
Utility, transmission wire, line, pipe or pole	Permitted - Subject to conformance to the provisions in subsection 21A.02.050B of this title.	

# **ATTACHMENT E: ANALYSIS OF STANDARDS**

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## **MASTER PLAN AMENDMENTS.**

State Law, Utah Code Annotated, Title 10 Chapter 9a, requires that all municipalities have a master plan. However, there is no specific criteria relating to master plan amendments. The City does not have specific criteria relating to master plan amendments. However, City Code Section 21A.02.040 – Effect of Adopted Master Plans or General Plans addresses this issue in the following way:

All master plans or general plans adopted by the planning commission and city council for the city, or for an area of the city, shall serve as an advisory guide for land use decisions. Amendments to the text of this title or zoning map should be consistent with the purposes, goals, objectives and policies of the applicable adopted master plan or general plan of Salt Lake City. (Ord. 26-95 § 2(1-4), 1995)

In this case, the master plan is being amended in order to provide consistency between the Sugar House Master Plan and the zoning designation of the subject property. This request will allow a rezoning of the property to a district that will allow a fire station to be built on the subject property.

State Law does include a required process in relation to a public hearing and recommendation from the Planning Commission in relation to a master plan amendment. The required process and noticing requirements have been met.

## ZONING MAP AMENDMENTS

**21A.50.050:** 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. In making a decision to amend the zoning map, the City Council should consider the following:

Factor	Finding	Rationale
<p><b>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;</b></p>	<p><b>Consistent with general goals and policies, but requires amendment to the future land use map of the <i>Sugar House Master Plan</i>, which is part of this proposal.</b></p>	<p>See the “Discussion” section regarding applicable Master Plan policies. As discussed, staff finds that the zoning amendment is consistent with the general policies of the <i>Sugarhouse Master Plan</i>. The land use change will support needed community capital improvements and provide enhanced public safety for City residents. Currently the Fire Department has no stations south of Interstate 80 to serve City residents in that area. The current station (Station 3 on Simpson Ave.) does not meet the needs of the FD to adequately protect the public.</p> <p>Under the Public Facilities section of the Sugar House Master Plan, expansion or relocation of Station 3 on Simpson Avenue is discussed. The plan states “If total relocation of the station was ever to take place, the community strongly supports retaining the station within the Business District.” While this proposal would move the station from the core of the business district, the purpose is to better serve the needs of that area. In addition, sites in the business district were considered, but the lack of available land and other constraints eliminated this option for relocating Station 3. in</p>
<p><b>2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.</b></p>	<p><b>Complies</b></p>	<p>The purpose statement of the zoning ordinance, Chapter 21A is defined in 21A.02.030 as such:  <i>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</i></p>

		<p><i>relevant statutes. This title is, in addition, intended to:</i></p> <p><i>B. Secure safety from fire and other dangers;</i></p> <p><i>E. Protect the tax base;</i></p> <p><i>F. Secure economy in governmental</i></p> <p>The purpose statement of the PL-2 zone is as follows:  <i>The purpose of the PL-2 public lands district is to specifically delineate areas of public use and to control the potential redevelopment of public uses, lands and facilities in an urban context.</i></p> <p>The proposed rezone and master plan amendment would be in compliance with the stated purposes of the overall Zoning Ordinance as well as the specific stated purpose of the proposed PL2 zoning district.</p>
<b>3. The extent to which a proposed map amendment will affect adjacent properties;</b>	<b>Some noise and view impacts may occur with new development, but mitigation measures can be addressed through the conditional use process to minimize any negative impacts.</b>	<p>As discussed in the Key Issues section of the staff report (Issue 3 – Zoning Compatibility with Adjacent Properties) the amendment could result in some potential impacts to adjacent properties resulting from development.</p> <p>The Planning Commission, Sugar House Community Council and residents will have the opportunity to provide input toward the actual design as well as identification of impacts that should be mitigated if a proposed fire station is approved through the Conditional Use review process.</p>
<b>4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards</b>	<b>Complies</b>	The property is not located within an overlay zoning district that imposes additional standards.
<b>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</b>	<b>Complies</b>	<p>The subject property is located within a built environment where public facilities and services exist with regard to development of the property.</p> <p>A new fire station is the purpose for the proposal and is intended to provide a necessary public facility and adequate fire protection service that has currently been identified as a need in</p>

<b>systems, water supplies, and wastewater and refuse collection.</b>		the community.  The current Sugar House Fire Station located adjacent to Fairmont Park on Simpson Avenue is inadequate to serve community needs and growth, and the site is too constrained to allow expansion. The proposed site provides the best location to provide services out of numerous sites considered.
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## **ATTACHMENT F: PUBLIC PROCESS & COMMENTS**

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### **Public Notice, Meetings, Comments:**

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project:

### **Notice of Application:**

A notice of application was mailed to the Sugar House Community Council chairperson. The Community Council was given 45 days to respond with any concerns.

City Staff from various departments attended the general meeting of the Sugar House Community Council on January 7, 2015. The Staff made a presentation and conducted a Question and Answer session for the Community Council and public in attendance.

The City Planning Division hosted a Neighborhood Meeting and Open House at the Forest Dale Golf Course Club House on January 29, 2015. In addition to Planning Staff, all other City departments involved in the project were represented, including Fire, Public Services, Real Estate Services, HAND and Golf. An extended mailing and invitation to the meeting was sent out to neighboring property owners adjacent to the proposed site. The Sugar House Community Council also sent notice and information about the meeting to their mailing list on January 21, 2015. At the meeting, City Staff made a presentation and conducted a Question and Answer session for approximately 20 members from the public in attendance.

Formal comments and a recommendation have been received from the Sugar House Community Council in relation to the applications under consideration. The SHCC recommends approval of the proposed Master Plan and Zoning Map amendment. A copy of a letter dated February 19, 2015 from the Sugar House CC is included with this report. Minutes from the SHCC meeting of January 7, 2015 and additional public comments received by the SHCC are also attached.

### **Notice of the public hearing for the proposal included:**

- Public hearing notice mailed on February 12, 2015
- Public hearing notice posted on the property on February 12, 2015
- Public notice posted on City and State websites and send via the Planning Division list serve on February 12, 2015

### **Public Input:**

Public comments received by staff include the following:

A resident who could not attend the neighborhood meeting on January 29<sup>th</sup> expressed concern that this was not an appropriate location for the proposed fire station and that it would be disruptive within this residential area.

General comments have been received by staff in relation to concerns about noise, potential traffic impacts, visual disturbance and the impact on property values of the proposed fire station. Concerns generally have been made regarding station operations such as siren noise, flashing lights, and traffic impacts as equipment and personnel leave the station at unpredictable times.

February 19, 2015

TO: Salt Lake City Planning Commission

FROM: Judi Short, Land Use Chair and First Vice Chair  
Sugar House Community Council

RE: Forest Dale Golf Course Rezone and Master Plan Amendment  
2425 South 900 East



The Sugar House Community Council (SHCC) has no objection to the request to amend the zoning map and future land use map for a portion of the Forest Dale Golf Course property located at 2425 South 900 East. The parcel is currently zoned Open Space, and we also concur that a .86 acre portion be rezoned to PL-2 (Public Lands) in order to allow a new Sugar House Fire Station #3 to be built on the property. We expect there will be a separate Conditional Use approval at a later date to allow for the parcel to be used for a Fire Station. We know that this parcel would also have to be removed from the Open Space Inventory and then nothing could be done on the parcel for six months, and funding needs to be approved. We urge you to approve this tonight so the project can go forward into the design phase. This is one step in a long process, and many more eyes will look at this before it becomes final.

We began this evaluation of the location by outlining the process on our website ([Sugarhousecouncil.org](http://Sugarhousecouncil.org)) on December 14, with a link for the public to provide feedback to us. We can tell that many people read the article, but only two provided any feedback to us. On January 7, 2015, many members of Salt Lake City staff from various departments presented the issues regarding the relocation of the Fire Station. On January 29, 2015, Salt Lake City Corporation held an Open House at the Forest Dale Golf Course Club House. Prior to that date, our Outreach Committee put approximately 200 flyers (attached) in the neighborhood around the parcel in question, to notify residents of both of these meetings where they could get more detailed information. Some of those neighbors attended one or both of those meetings. Some members of the SHCC attended the Open House as well. I have included the portion of the minutes from the SHCC January 7 meeting at the end of this letter.

In addition, we held a joint meeting of the SHCC Land Use and Zoning Committee, Transportation Committee, and Open Space Committee and discussed the Fire Station issues once again.

Some of the questions we received related to what other sites were considered in Sugar House, and why they didn't work. Everyone agrees that we need to have a fire station that provides service to our new developments, which means we need a ladder truck on site. And, we feel it is important to meet the 4-minute response time. And, this will be the only fire station located south of I-80. We also agree that traffic in the core of Sugar House is pretty bad most times of day, and when the streetcar is extended to Highland Drive, and perhaps the Sugarmont/Wilmington connection will be made, Highland Drive could be very difficult for a large apparatus to navigate during an emergency. We also like the idea of having more than one truck available to our neighborhoods. We realize that most of the time, the smaller truck will be used, along with an ambulance, and that will be satisfactory. However, we like the security of having the ladder truck close at hand. Other sites considered were more expensive, or not large enough, or not for sale. There are not very many parcels left in Sugar House that are large enough to accommodate this large building, so it was hard to even find sites to consider.

One of the questions raised by citizens had to do with the noise level of the trucks, particularly at night. It was explained that there were ways to mitigate the noise. A traffic light, similar to a Hawk Light, can be used, to alert traffic and have it stop before the truck gets out to the street, so the truck doesn't need the siren. We confirmed that with Robin Hutcheson, Salt Lake City's Director of Transportation. She said those lights work great. But, she said having a system where the truck could control the signals as they travel through the area is very expensive, and would also conflict with the way the signals are now programmed to work together. We also reached out to someone who lives within a few houses of a fire station and asked about her experience with the noise. She said she was rarely aware of the trucks. Her comments are attached. One of the fire chiefs explained that they don't need to have the sirens blaring the whole time they are driving. They can wind it up at intersections, and wind it down other times. In the middle of the night with little traffic, it doesn't always have to be used.

The SHCC is very much in favor of having the Forest Dale Golf Course remain open. This is the oldest golf course in Utah built in 1906. We were worried that this station would take up parking slots currently used by golf patrons. Currently, most of the year there is a big salt pile on the parking lot where the station would go. We learned that this design will actually add 7 parking stalls to the Forest Dale parking lot. In addition, many of us put considerable time and effort into securing funding to have the Forest Dale Club House restored to its original glory about 15 year ago. I believe it is on the Historical Register. We have made it known to the architect, and ask that you reinforce that request, that we want the design of the new fire station to be informed by the design of the Forest Dale Club House. It is a beautiful building, and the two buildings should look compatible.

There are some neighbors who are against the fire station. We can understand their concerns, but think once the station is operational, those concerns will go away. The actual noise will be much less than they anticipate. There were also concerns about if there were an earthquake; the trucks would not be able to get north of the freeway. Everyone has concerns that their building would be at risk. The old DI building is frequently mentioned as a potential site, but because of the future streetcar and Wilmington/Sugarmont connection, that site is not feasible.

We recommend approval.

**SUGAR HOUSE COMMUNITY COUNCIL MINUTES JANUARY 7, 2015**  
**(only the portion related to the Fire Station)**

**Relocation Fire Station #3**

**Mike Akerlow - Director of Housing and Neighborhood Development SLC**

**James Rich - Capital Asset Development Manager SLC**

**Ryan McFarland - Property Manager for SLC**

**Rick Graham - Public Services Department Director SLC**

**Dave Gellner - Public Planning SLC**

**Brian Dale - SLC Fire Department**

**Rusty McLincoln - SLC Fire Department**

This is a proposal to move Fire Station #3 from its current location on Simpson Ave to the salt storage parking lot, just south of the main Forest Dale Golf Course parking lot, which is currently owned by the city.

James Rich lead the discussion by showing photographs of the existing parcel that is owned by the city and is considered surplus property. This parcel would have to be rezoned from "open space" to "public lands". They need .85 acres to build a 12,000-14,000 square foot fire station.

David Gellner, who will be the planner for the project, stated that this is the start of a long robust discussion regarding this proposal. It will require the following steps:

1. rezone from open space to public lands which does allow for a governmental facility
2. master plan amendment to the 2005 Sugar House Master Plan
3. subdivision of the parcel to carve out the .85 acre from the total 61.1 acre parcel
4. conditional use site design review process (public process)
5. city council action required by city ordinance to remove the parcel from the open space inventory

There is a six month waiting period required for public input regarding removing the property from the open space inventory. The six month period starts at the time the city council holds the first public hearing. Because of the required waiting period, the city wants to get it before the city council as soon as possible while they work simultaneously on the other parts of the process.

James explained that the reason they are looking for a new location is that the old fire station is obsolete and too small for modern fire fighting vehicles such as the ladder trucks which are 60 ft long. Station #3 is the second oldest station in SLC and was built in 1974. If they can acquire the site, the new station will be the only fire station that the city has located south of I-80.

Brian spoke of the need for larger equipment to protect the new high density buildings being built in Sugar House. The current location will not accommodate a larger station.

- Amy asked for clarification regarding staffing and response time. The SLC Fire Department staffs every truck with four fire fighters. Currently Station #3 can only hold one truck and four staff members, and is termed a single company house. Those stations with multiple vehicles are called dual company stations like Station 5 at 9th South and 9th East. He went on to explain that the department has a 4 minute response circle set down by the National Fire Protection Agency. This means that they can have a water equipped apparatus to the site of a fire within four minutes of getting a call. Because Station #3 is located to the south, they sometimes work in conjunction with UFA and South Salt Lake fire departments. The boundaries for Station #3 is 17th South to the south city limits (3000 South) and 5th East to 17th East.
- Deb asked about traffic congestion in regards to the fire station location. The current location is less than desirable now that the S-Line and some high density housing have been added to the area. It is challenging to get the large equipment in and out of the area. Most of their calls are to the north or east of the station. The new location has better egress, which would lower response times to most areas. It is located .6 miles from the old location.
- Topher asked if the transfer of funds by moving the property from open space to public facilities would be a financial gain for the golf course fund. James stated that the funds would go from the general fund into the enterprise fund (the golf fund) which would help Forest Dale.
- Amy noted that there were 2000 fire department call outs last year. There were 1645 medical calls and 455 fire calls for an average of one call every 4 hrs, 5.6 runs per day.
- David Read asked how those involved with the enterprise fund, Forest Dale Golf Course in particular, feel about the transfer of the property. James stated that they are in favor of the property being used for this purpose and

the transfer of funds to the golf fund. Rick Graham stated that money going to the golf fund would be a good way for them to recapture some badly needed funds.

- Benny expressed concerns about losing overflow parking for the golf course and inquired about public parking at the proposed fire station. Rick said that the .85 acres will mostly be taken by the footprint of the building but they anticipate being able to carve out a few spaces for public parking on the north edge adjacent to the existing Forest Dale parking lot.
- Amy asked Rick if this parcel was included in the group of parcels that are located on or near golf courses and determined to be surplus property. The city council is looking at having them purchased by the general fund to help the golf fund. This parcel is on the list of surplus property. If the city council approves the purchase by the general fund, it will be sold regardless of whether the fire station is moved there. If it is determined to not be the appropriate site for a fire station, the city council would have to make a decision on how to best utilize the property.
- Topher noted that the Neptune Divers shop has been signing a year-to-year lease with the city which makes them hesitant to expand or make improvements to their facility. Rick confirmed that if the fire station is relocated to this parcel, it will not leave room for expansion of their building. It would not however, prevent them from making improvements. For the time being, the city intends to continue the relationship with Neptune utilizing year-to-year leases.
- Rawlins commented that the Forest Dale Club House is historic landmark and that the fire station could take away from the historic nature of the building.
- A member of the audience who lives directly across the street from the parcel is concerned about the disruption to the area during construction and the increase operational noise of having a fire station across the street. She also feels that a fire station would detract from the golf course. She wanted to know why they don't use the old DI property to expand. Mike Akerlow responded that the DI property is owned by the RDA and they have plans for it's development. The future alignment of the streetcar will also likely impact that parcel. Brian addressed the noise issue stating that Station #3 is a leader in the state for the nonuse of their lights and sirens. In 2014 Station #3 used their lights and sirens only 50% of the time. Half of the fire stations in SL are located in neighborhoods with houses next door. Because of that, the fire department is very sensitive to the noise they make. They only turn on their lights/sirens after leaving the station. They would ask the city to install traffic control lights, allowing them to leave the station without turning on lights/sirens. They have an excellent safety record of never having an injury occur while they are leaving the station. During the night time, their lights are very effective for warning people they are responding to an emergency. But during the daytime people don't always see the lights, so they must use the sirens.
- An audience member asked if any other sites were considered. Ryan McFarland showed a map of the various parcels that were considered. They have been looking for about 18 months and considered 10-12 parcels. This one seems to have the most opportunities for the department. Sugar House is very built out so there are not a lot of available spaces. They do not want to have to relocate a business or private homes. This parcel is the right size, undeveloped, and would provide much needed money to the golf enterprise fund.
- Another audience member asked why they didn't consider the old tennis court property. The tennis court parcel was determined to be too narrow to house the large equipment.
- An audience member asked what equipment would be located in the larger station. They anticipate having two heavy vehicles such as engines or ladder trucks, and one light vehicle such as an ambulance. Those may not be placed immediately, but as Sugar House grows they predict more calls and the need for more equipment and staff.

Amy clarified the next steps in the public process will include more public meetings. There will be an open house for the neighborhood. Written comments should be forwarded to Dave Gellner in the Public Planning Department. There is a comment form on the SHCC website which can be filled out online. Emails can be sent to Judi Short [judi.short@gmail.com](mailto:judi.short@gmail.com) who will forward them to planning. Amy invited those with questions to get them to us so that they can be forwarded to the proper department.

Deb, Benny, and Christopher (Forest Dale Trustees) and Amy (Westminster Trustee) distributed flyers throughout the area to inform the neighborhood about tonight's meeting. Comments posted on the SHCC website will be forwarded to the SLC Administration and the SLC Council.

# Sugar House Community Council

## Proposed New Sugar House Fire Station

The Salt Lake City Mayor's office and Salt Lake City Fire Department are recommending a new fire station be built in the southern parking lot area of Forest Dale golf course. Currently the section used to store salt for the winter.

The Sugar House Community Council wants to make sure you know where to get accurate information on this proposal and learn how you can participate in the process. This proposal is at the very beginning of the public engagement process.

City representatives will be at the **January 7, 2015** SHCC meeting. We meet at Sprague Library 7-9pm.

The following information was provided by Salt Lake City. This is not an endorsement by the SHCC.



Station #3 serves the area of Sugar House from 500 E—1700 E and 1700 S to city limits.

In 2013 station #3 responded to 2,104 calls. Of those 444 were for a fire and 1,660 were medical.

Current station is not big enough for a ladder truck. Houses 1 truck and 4 fire fighters.

The city looked at as many as 10 locations for a new station (including the current site). The Forest Dale site was chosen for several reasons.

- Long term viability
- Access
- 4 minute response time criteria
- Lot size

Lights and sirens are utilized on fire dispatch and advanced life support dispatch only.

Fire department has requested research to implement a traffic control signal such as the one used on Parley's Way to minimize use of sirens and enhance traffic safety.

Currently Fire stations 2,4,5,6, 7 and 13 are located within residential neighborhoods. Protocols for noise advise caution for audible devices for after hours response.

**Please visit our website for more information.  
Sign up for our newsletter using the "join" button to receive updates.**

[www.sugarhousecouncil.org](http://www.sugarhousecouncil.org)  
[sugarhousecouncil@yahoo.com](mailto:sugarhousecouncil@yahoo.com)

**COMMENTS RECEIVED VIA WEBSITE AND EMAILS REGARDING SUGAR HOUSE FIRE STATION ON 900 EAST**

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

Subject: Fire Station Relocation  
From: Pat Rowe <[donotreply@wordpress.com](mailto:donotreply@wordpress.com)>  
Sent: 7:28pm, Monday, January 12, 2015  
To: [sugarhousecouncil@yahoo.com](mailto:sugarhousecouncil@yahoo.com)  
CC: Name: Pat Rowe  
Email: [patparkway@yahoo.com](mailto:patparkway@yahoo.com)

Comment: Golf course site for new fire station

very good	concern
1-amount of space	1-traffic
2-sound interference to residents	Residential street 900 East is/has been strained to handle current traffic.
3-central location	Could single lane existing 900 traffic even clear an emergency lane for an engine?
Can	

Needed increased size (and age) station also now has a greater pool from which to pull from for financing this high priority facility.

Neighborhood: Sugar House

Time: January 13, 2015 at 2:28 am

Hello David-

Thank you for the meeting last night and all the extended outreach you did to notify residents.

Judi Short is the chair of our Land Use and Zoning committee and is a regular attendee to the planning commission when a Sugar House item is on the agenda and will be going to the Feb 25th meeting. What is the deadline for the SHCC to submit a report and the comments we've collected to be included in the planning commission report?

Additionally, I am a member of the PNUT board and the question of whether they recommend disposition from the open space fund has not been brought before them. I mentioned this to Rick Graham last night in the parking lot, but wanted to bring it up with you as well. The PNUT board meets February 19th and it seems prudent to get their input prior to the planning commission meeting.

I believe we've done a good amount of outreach. The SHCC distributed about 200 flyers on people's doorsteps prior to the January meeting you attended and we've had the issue on our website for over a month. I'm sure Judi will include all this in her report as well.

Thank you for your efforts on this project. Amy Barry

Sorry we didn't get to debrief about the meeting last night. Leslie said after we left the meeting got better with an older lady that was sitting near you stated she supported it. She has required medical and liked that they would be closer.

I thought it hit bottom with we need a curtain fund comment. It felt like those 2 and George were just manufacturing arguments at that point.

Anyway, I haven't been seeing any comments from our website on this issue, but the site statistics are showing people have been accessing the page.

I was surprised to hear about the planning commission meeting so at the February meeting will you announce that and ask for any comments to come to you? I think we've done plenty of outreach. I've attached the flyer that we distributed to all the nearby houses. I think it was around 200 flyers. We hit all the houses on 900 E between the freeway and 2700 S and all the little side streets to 800 E (such as Parkway) and the houses on the east side at the south end of the golf course. Amy Barry

This person lives 4 houses from Parley's Way Station, we asked for her comments:  
**maryann@betterutah.org** 2:49 PM (8 minutes ago)

(Livesto amybarry, me

Amy,

We love our fire station neighbors! We live four houses away and we have had nothing but positive experiences. They have even occasionally shoveled us out when plows have filled the driveways. (not that snow seems to be a problem this year).

We rarely hear the noise, they don't turn the sirens on until they are already underway--probably because they'd be deaf if they turned them only halfway out of the station. That was something I was initially worried about when I moved there and it has never been a problem. We have dogs too and they don't overreact because it never feels like its on top of us. Occasionally you have to wait about 30 seconds while they are backing the fire truck back into the station but seriously, they are fast.

I've never noticed lights either. The only way I would think that might ever be a problem is if you lived directly across from them as they open the door and pull out. If they build it so they pull out where one of those side streets is, that would be completely alleviated (if it is even a real problem which I doubt).

A few years ago there was a big crash on our corner with a car on fire--guess what, fire was put out quickly, injured people were saved, disaster averted, etc. Seriously--way worse things than having first responders down the street.

And as far as property values go, I actually got a discount on my home owners insurance because I have a fire station so close.

They really go out of their way to be good neighbors. Anyone opposing it for those concerns is totally misinformed. Plus, the hunky trainee fire fighters workout and run up and down the neighborhood street--that isn't a bad view. (Maryann Martindale)

Fire station... The new proposed location seems like an appropriate location.. I like them in the current location.. But if they feel the traffic issues and proposed street realignment cause issues.. Let them go to 9th east. Maggie Shaw

FROM GEORGE CHAPMAN NOVEMBER 3, 2014 via email

I urge you to discuss and consider a position against the Mayor's proposal to sell off parts of SLC golf courses. In the case of Forest Dale, the Mayor wants to put a fire station on the south side of the parking lot next to the dive shop. The adjacent/across the street neighbors are against it because their peace and quiet would be destroyed. Due to the fast tracking of this proposal, which is one of the most important issues in the last year in Sugar House, I urge you to take a stand on this proposal. The SLC Council work session the day before your meeting will discuss it and a public hearing will be



held later in November.

Another important item on the SLC Council agenda that is on a fast track is the extension of the SH RDA. The area's residents are tired of the rezoning and big box buildings that seem to destroy the neighborhood character. A better area for RDA efforts would seem to be the North Temple/TRAX area. But the SHCC should discuss and have their position considered during discussion at the City Council.

Other items on the SLC Council work session agenda are bus stop amenities that may be intrusive in single-family areas (fare pay stations, bike racks) and the car sharing discussion.

George Chapman [801 867 7071](tel:8018677071)

The applicable part of the budget amendment that argues for selling off parts of the golf courses for other uses are:

A-16: Golf Operating Fund Land Transfer (\$975,218 – CIP; \$283,340 – Storm Water; \$114,240 - Sewer)

The Administration is proposing sales of small pieces of Golf Land to the General Fund and Public Utilities.

Maps of these parcels are included at the end of the Administration's transmittal. These are pieces of land that are not needed for Golf operations at these courses, can enhance the watershed/riparian management in some cases, and in the case of property next to the sewer treatment plant near Rose Park Golf Course, can serve as an increased buffer. Property management has valued each of these properties as Open Space, with the exception of a .85 acre parcel on the West side of Forest Dale Golf Course, which has been valued at "Public Lands" value.

The Administration is proposing that the Council follow the open space disposition process and re-zone this piece of Forest Dale Golf Course to accommodate a relocated Sugar House Fire Station at this site (the Administration anticipates these processes could run concurrently and will be providing more information about this request in advance of the Council's Tuesday briefing).

→ Does the Council wish to discuss the Forest Dale parcel in a more in-depth dedicated briefing prior to allocating funds for this purchase?

Selling these pieces of land will preserve their existence as open space, and will provide the Golf Fund with necessary cash (\$1,372,798) to address their deficit from FY 2014.

Page | 6

The attached chart was prepared by the Administration and illustrates the acreage, land sale value, potential future use, and estimated annual maintenance cost for the general fund. The total amount from the surplus land account (general fund) is \$975,218. The total amount from Public Utilities is \$397,580 (\$283,340 stormwater/\$114,240 sewer). It should be noted that the estimated maintenance cost does not contemplate maintenance of future uses, but rather maintenance of status quo. It also does not estimate the cost of installing any proposed future use.

→ The Council may wish to schedule a more in-depth discussion on the potential future uses of these properties, including costs to install any improvements and maintain.

→ Should the Council consider a more in-depth discussion of future uses of these properties, the Council may wish to consider dog off-leash areas in one or more of these pieces of property, since the Council has expressed expanding these uses as a priority.

The Administration has provided the following information in addition to the transmittal:

Regarding the use of Forest Dale property as a location for a Fire Station:

→ Real Estate Services evaluated several fire station sites that could meet the needs of the Fire Department and are within the Sugar House service area. We considered a variety of factors, including the scarcity of available property, the high cost of land, relocation of business owners or displacement of residential home owners, traffic considerations and demolition costs, access to the entirety of the fire service area, as well as the proximity of the location to the Sugarhouse central business district and concluded that the best property for Fire Station #3 is the property at the Forest Dale Golf Course. Last week, Mike Akerlow and Deputy Chief Dale reported to the Council that this is the preferred site for the Sugarhouse Fire Station. A more detailed description and analysis of all sites can be provided if the Council would like. The golf land sale proposal is recommended because of the Administration's belief that the site meets the criteria for the fire station relocation. The land was valued at a Public Lands designation because it will be used for a fire station, and a fire station is not a permitted use in an Open Space zone. Should the Council chose a different site for the fire station the Administration would work with the Council on deciding the proper zoning, whether it remain as OS or is upzoned. Initially, the overflow parking lot site was considered a good site to relocate the Fairmont Park tennis courts. However, the site is not large enough to support both a fire station and tennis court development.

→ Over the last two years, the Fire Department has considered no less than ten sites for our sugarhouse fire station. Our evaluation included variables such as; expected growth around the station, changes to traffic patterns and street alignments which could affect station access, and our NFPA mandated four-minute response zones. In addition, we wanted to look at our City's potential growth and/or the possibility and the possibility for expanded services. The current site provides us with the best opportunity to meet our needs, and be better prepared in the future to meet expanding needs for the in the southeast side of our city. In case of an earthquake the proposed site does have additional benefits in that it provides at least one heavy apparatus to cover the south end of the city even if there are

bridge failures. Additional technology might also facilitate movement of fire department apparatus through the core of Sugarhouse, and the Fire Department will work closely with the Transportation Division as we prepare for relocation.

Regarding proposed changes to the open space ordinance that are in process: The Parks and Public Lands Program is finalizing its proposed amendments to the current Open Space ordinance. The first package of recommended changes will be transmitted next week. The changes relate to standardizing park use rules for all types of park land development including open space, and how to add parks to the City's official inventory. The current code does not establish a full range of use rules on open space lands. A second package of ordinance amendments is being prepared, but will only be prepared in Draft form by the November 18th Council meeting. Public Service Department staff can be prepared to discuss the draft amendment by that meeting date. This package of recommendations deals with changes to property disposition as currently defined by Chapters 2.58 (City Owned Real Property and 2.90 (Open Space Lands Program).

George Chapman 801 867 7071

## **ATTACHMENT G: DEPARTMENT REVIEW COMMENTS**

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The proposal was routed to applicable City Departments on February 3, 2015. No specific department review comments in relation to the rezone and master plan amendment were received. Comments have been received in relation to the actual site and building design. Those comments will be included in any future Conditional Use application reviewed by the Planning Commission for the proposed fire station at this location.

# ATTACHMENT H: MOTIONS

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## Potential Motions

### **Staff Recommendation:**

*Based on the findings listed in the staff report and the testimony and plans presented, I move that the Planning Commission transmit a positive recommendation to the City Council for the proposed master plan and zoning map amendments.*

### **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 for the proposed master plan and zoning map amendments.*

(The Planning Commission shall make findings that the Master Plan Amendment is not appropriate and on the Zoning Amendment standards and specifically state which standard or standards are not being complied with. Please see Attachment E for applicable standards.)