

Staff Report

PLANNING DIVISION COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission

From: Everett Joyce 801-535-7930

Date: December 10, 2014

Re: PLNPCM2014-00193, Ground Mounted Utility Boxes Text Amendment

Zoning Text Amendment

PROPERTY ADDRESS: Citywide PARCEL ID: Citywide MASTER PLAN: Citywide ZONING DISTRICT: Citywide – All Zoning Districts

REQUEST: Salt Lake City Mayor Ralph Becker is requesting a text amendment relating to regulating and processing of ground mounted utility boxes. The text amendment would be citywide. The amendment will affect various sections of the Zoning Ordinance (Title 21A). The Planning Commission is required to transmit a recommendation to the City Council for the Zoning Text Amendment request.

RECOMMENDATION/MOTION: Based on the information and findings in this staff report, public input and discussion I move to transmit a favorable recommendation to the City Council to adopt the proposed zoning text amendment relating to ground mounted utility boxes.

ATTACHMENTS:

- A. Existing Ordinance
- **B.** Proposed Regulation Changes
- C. Utility Box in Public Way Flow Chart
- **D.** Utility Box Analysis
- E. Analysis of Standards
- **F.** Public Process and Comments
 - Open House Comments
 - Open City Hall Comments
- G. Historic Landmark Commission Briefing
- H. Dept. Comments
- I. Motions

PROJECT DESCRIPTION:

Electrical and telecommunication systems use ground mounted utility boxes to provide services to residents, businesses and public facilities within the city. There will be increases in residential, commercial and industrial uses associated with future population growth. This growth will require upgrades and new equipment to provide the demand for electrical services. Ground mounted utility box demand will continue in response to future electrical service needs.

Advancements in telecommunication systems have changed the world immensely. People now have multiple ways to see and hear what is happening around the world in real time. As service providers

establish high tech network infrastructure or upgrade existing services, they are doing it by running lines along utility poles and/or in underground conduits that terminate in equipment boxes or cabinets throughout the city. These utility boxes are sites where lines can be serviced.

In July of 2010, Salt Lake City Council adopted amendments to the Zoning Ordinance, refining the regulations for the placement of ground mounted utility boxes on both private and public property. The regulations currently include design criteria, and establish a conditional use review process to approve such requests. The revisions in 2010 incentivized locating the boxes on private property rather than in park strips by creating an easier review process for boxes installed on private property.

The Planning Division has found that the conditional use review process has given the public the impression that their voice can have a major influence on whether the use is allowed when in fact utility boxes generally must be approved and the conditional use process allows the public to voice comments relating to location and design of the structures. Conditional uses can only be denied when it is found that reasonably anticipated detrimental effects cannot be mitigated.

The City's Land Use Hearing Officer has considered a few appeal cases regarding this type of conditional use application. The question is not whether the utility boxes should be allowed. The Hearing Officer has determined that they can be. The question is where they should be located and the design of the boxes. Based on this decision by the Appeals Hearing Officer, the city is now looking at how to regulate the installation of commercial or private utility boxes in the public way to see if additional regulations should be adopted.

The City is looking at how to establish a more predictable and consistent review process for the installation of ground mounted utility boxes. The new standards are intended to ensure the community has access to reliable utility services while ensuring installations are achieved in a manner that preserves the aesthetic quality of the City. The boxes might be more noticeable when they are first installed, but over time, their appearance may be seen as part of the urban environment.

The proposal also aims to encourage the installation of less visible boxes by streamlining the approval process for boxes located on private property or in alleys, and smaller boxes in park strips. The amendment will affect section 21A.02.050 Applicability, section 21A.40.160: Ground Mounted Utility Boxes, and section 21A.52.030: Special Exceptions of the zoning ordinance.

Summary of Changes Under Consideration

- Tiered Review Process:
 - Over-the-Counter permit for boxes located on private property and right of ways not adjacent to a public street.
 - Established Over-the-Counter permit for smaller boxes meeting specific standards within the public right of way.
 - Replaces conditional use review process with special exception review process for larger boxes in park strips and for multiple boxes along street frontages where they are more visible.
- Clarify existing language.
- Approvals for ground mounted utility boxes are conditioned on service providers ensuring the boxes are properly maintained.

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. Existing Conditional use process

The current zoning regulations require a conditional use review process that includes a public hearing to make a decision on such requests. The regulations incentivize locating boxes on private property rather than in park strips by creating an easier review process for boxes installed on private property. The Planning Division has found that in some cases, very few people comment on these types of projects. In addition, the conditional use process has given some people the impression that their voice can influence whether or not the use is allowed. However, State Law states that "conditional uses" generally must be approved if any detrimental effects can be mitigated. The City's Appeals Hearing Officer has made a determination that the utility boxes should be allowed, and the purpose of the review is to apply conditions to specific installations to mitigate impacts. In most cases the impacts are visual in nature or location dependant. The typical manner in which these impacts are addressed are by painting the boxes a neutral color or locating them where they do not create a hazard to pedestrians, bicyclists or drivers or where they are the least likely to impact the roots of street trees.

The proposed text amendment defines certain ground mounted utility boxes as permitted uses. Those utility boxes that do not meet criteria to be a permitted use shall require special exception approval rather than the conditional use process.

2. Obtrusive and unattractive

Comments received through Open City Hall stated that utility boxes should be located in the parking strip, as close as possible to the boundary between houses and be either underground or as small and unobtrusive as possible.

The proposed text requires utility boxes within the public way be of a limited size and located within fifteen feet of an interior lot line. Utility boxes that do not meet these standards must be processed as a special exception.

3. Minimize the size

Comments received identified that the utility boxes should be reduced in size.

The existing text requires conditional use approval however the text does not have any size limitations to for ground mounted utility boxes. The proposed text establishes that smaller utility boxes less than 3 feet in height with a footprint of 4 square feet or less than 2 feet in height with a footprint of 8 square feet should be permitted within the public way. This action incentivizes the use of smaller utility boxes within the public way.

4. Same neutral color

Utility boxes should all be the same neutral color for ease of graffiti removal

The proposed text states that utility boxes should be a neutral color, those typical of utility boxes and be coated with a graffiti resistant treatment. The proposed text also has a post-installation obligation for maintenance of utility boxes since they do not need to be approved through the special exception process.

DISCUSSION:

Utility infrastructure provides a service to the community. From previous text amendments for ground mounted utility boxes Staff found that a majority of the cities in the region rely on a franchise agreement with the utilities wherein a staff member from the engineering or public utility division will review plans to determine if the proposed box would impact other utilities or sight lines in the right-of-way. If a resident is troubled by the location of a box, it is generally a matter left between the utility provider and the property owner to resolve. Salt Lake City regulates ground mounted utility boxes through the zoning ordinance. Certain utility boxes are permitted and utility boxes in the public way require conditional use approval.

The proposed regulations for ground mounted utility boxes address three different aspects of how utility boxes are regulated. These are exempt utility boxes, those allowed as a permitted use and those allowed through the special exception process.

Exempt Utility Boxes

There are certain situations where a utility box shall be exempt from City zoning regulations. This exemption includes ground mounted utility boxes installed by a governmental entity in the public right of way for public safety and management purposes, such as traffic control devices, utility boxes for lighting and parking meters. All other ground mounted utility boxes are not exempt and are subject to section 21A.40.160, "Ground Mounted Utility Boxes".

The rationale for the exemption is that the location options for a public necessity such as a traffic control box are limited, and many times the health safety and welfare need for the box outweighs the visual impacts.

Allowed Utility Boxes

There are certain situations where a utility box shall be processed as a permitted use, meaning they would only need to receive a building permit as required by the International Building Code and or a public way permit. The following utility boxes are allowed:

On private property when:

- a) Below grade.
- b) Within the buildable area of a lot, rear yard or side yard.
- c) Behind required front and corner side yards or within five feet of a building when front and corner side yards are not required.
- d) Within a utility easement.
- e) Within a private right of way.

In the Public Right of Way when:

- a) Below grade.
- b) Less than three feet in height and a footprint of four square feet or less than two feet in height and a foot print eight square feet. If there are three or more boxes existing on the block face, then special exception approval is required.
- c) In a public alley.

The staff rationale for recommending that boxes meeting the above criteria be allowed as a permitted use is based on the following:

- The general purpose of this regulation is to support utility infrastructure that provides a service to the community. The regulations of this section are intended to allow for ground mounted utility boxes while reducing the negative impacts they may create.
- The location and size requirements help to mitigate the visual impact of the boxes on surrounding neighborhood.
- The visual impacts of subterranean boxes and boxes located within an enclosed building have been eliminated by virtue of their being enclosed.
- Boxes located within the buildable area should be allowed no differently than any other type of mechanical equipment such as an air conditioner or heating unit.
- The proposed a new standard limits the visual impact of the boxes. Staff is recommending using criteria that limits the number of ground mounted utility boxes per block face to three boxes.

Special Exception

All utility boxes not allowed as permitted uses or that are exempt would be reviewed as a special exception. This may be an administrative process unless there is an appropriate issue from abutting property owners, in which case the special exception application would be processed through the Planning Commission with a public hearing.

The rationale for the special exception process was discussed previously in this staff report. The special exception process should establish a more predictable and consistent review process for qualifying utility box applications. Another rationale for the special exception process is that there is an administrative element which can help to streamline the approval process, particularly within industrial and business park areas where larger utility equipment serves individual properties and are more common.

Certificate of Appropriateness

An aspect of the existing ground mounted utility ordinance is the requirement of a Certificate of Appropriateness where applicable. This element will remain and is an additional requirement for properties subject to the Historic Preservation Overlay District (21A.34).

NEXT STEPS:

The Planning Commission action to recommend approval or denial of the proposed text amendment will be transmitted to the City Council for final action.

If approved by the City Council, applicants for ground mounted utility boxes that meet the standards for allowed utility boxes will need to obtain the appropriate permits and those applicants whose ground mounted utility box do not meet the standards for an allowed utility box will be required to obtain special exception approval based upon the special exception standards.

If denied by the City Council, applicants would need to meet the existing ordinance requirements. Those boxes that are processed as conditional uses will likely be required to be approved based upon the findings of the Salt Lake City Appeals Hearing Officer regarding ground mounted utility boxes.

ATTACHMENT A: EXISTING ORDINANCE

Chapter 21A.02 TITLE, AUTHORITY, PURPOSE AND APPLICABILITY

21A.02.050: APPLICABILITY:

- A. General Applicability: The provisions of this title shall apply to all of the land area within the corporate limits of Salt Lake City, as indicated on the zoning map as provided in chapter 21A.22 of this title. Except as expressly provided in this title, no development shall be undertaken without prior zoning approval pursuant to the provisions of this title.
- B. Exemptions: The following properties, uses and structures shall, to the extent provided by law, be exempt from the regulations of this title:
- 1. Properties Of The State Of Utah Or Federal Government: Properties owned and occupied by the state of Utah or the United States. Where laws applicable to such properties require the property owner to take reasonable steps to comply with local regulations, this exemption shall not be construed to abrogate that requirement.
- 2. Utility Installations: Wires, cables, conduits, vaults, laterals, pipes, mains, valves or other similar equipment for the distribution to consumers of telephone or other communications, electricity, gas or water, or the collection of sewage or stormwater when owned, operated and/or maintained by a governmental entity or a public utility. Such installations shall comply with federal communications commission and federal aviation administration rules and regulations and those of other authorities having jurisdiction. This exemption shall not apply to section <u>21A.40.160</u>, "Ground Mounted Utility Boxes", of this title.
- 3. Railroad Facilities: Railroad tracks, signals, bridges and similar facilities and equipment located on a railroad right of way, and maintenance and repair work on such facilities and equipment. (Ord. 21-08 § 1, 2008: Ord. 26-95 § 2(1-5), 1995)

21A.40.160: GROUND MOUNTED UTILITY BOXES:

- A. Compliance With Regulations Required: All ground mounted utility boxes shall be subject to the following regulations unless exempted within section <u>21A.02.050</u>, "Applicability", of this title or where limited by other provisions of this title.
- B. Definition: "Ground mounted utility boxes" shall mean such facilities, including pedestals, boxes, vaults, cabinets, meters or other ground mounted facilities and associated equipment used for the transmission or operation of underground public utilities.
- C. Allowed Use: Ground mounted utility boxes proposed as follows, shall be allowed in all zoning districts:
 - 1. Subterranean utility boxes located entirely on private property.
 - 2. Utility boxes located entirely within an enclosed building or structure.

- 3. Ground mounted equipment required to serve a single commercial customer located behind minimum setback or within five feet (5') of a building.
- 4. Utility boxes for essential public uses such as traffic control boxes, installed by or with permission of Salt Lake City Corporation.
- 5. Ground mounted utility boxes located within the front line public utility easement or on private property within a private easement which is mutually acceptable to both the property owner and the utility. The equipment shall not be located within two feet (2') of the sidewalk.
- D. Conditional Use: Conditional use review is required for all ground mounted utility boxes not specifically addressed in subsection C of this section. Applications shall be reviewed administratively by the planning director or an assigned designee subject to the following criteria:
 - 1. Location: Utility boxes shall be located and designed to reduce its visual and environmental impacts on the surrounding properties.
 - 2. Spacing: Utility boxes shall be spaced in such a manner as to limit the visual and environmental impact of the boxes on neighboring properties. The planning director may limit the number of boxes allowed on a specific site to meet this standard.
 - 3. Setbacks: The planning director may modify the setback of the utility box to reduce the visual and environmental impact of the box when viewed from the street or an adjacent property. The setback variation will be a function of the site constraints, the size of the proposed box and the setbacks of adjacent properties and structures.
 - 4. Screening: To the greatest extent possible, utility boxes shall be screened from view of adjacent properties and city rights of way. Utility boxes and their associated screening shall be integral to the design of the primary building on site and address crime prevention through environmental design (CPTED) principles by maintaining solid or opaque screening materials.
 - 5. Design: Utility box design shall reflect the urban character and pedestrian orientation of the area where it is located.
 - 6. View: The location shall not block views within sight distance angles of sidewalks, driveways and intersections, or hinder pedestrian or vehicular circulation on the site.
 - 7. Certificate Of Appropriateness: Any ground mounted utility box located within an area subject to section <u>21A.34.020</u>, "H Historic Preservation Overlay District", of this title shall require certificate of appropriateness review and approval with respect to location and screening materials. (Ord. 29-10, 2010)

ATTACHMENT B: PROPOSED REGULATION CHANGES

PROPOSED TEXT CHANGES - GROUND MOUNTED UTILITY BOXES

NOTE: Underlined text is new proposed text while strikethrough text is proposed to be deleted.

Title 21A – ZONING

21A.02.050: APPLICABILITY:

- A. General Applicability: The provisions of this title shall apply to all of the land area within the corporate limits of Salt Lake City, as indicated on the zoning map as provided in chapter <u>Chapter</u> 21A.22 of this title. Except as expressly provided in this title, no development shall be undertaken without prior zoning approval pursuant to the provisions of this title.
- B. Exemptions: The following properties, uses and structures shall, to the extent provided by law, be exempt from the regulations of this title:
 - 1. Properties Of of The State Of of Utah Or or Federal Government: Properties owned and occupied by the state State of Utah or the United States. Where laws applicable to such properties require the property owner to take reasonable steps to comply with local regulations, this exemption shall not be construed to abrogate that requirement.
 - 2. Utility Installations: Wires, cables, conduits, vaults, laterals, pipes, mains, valves or other similar equipment for the distribution to consumers of telephone or other communications, electricity, gas or water, or the collection of sewage or stormwater when owned, operated and/or maintained by a governmental entity or a public utility. Such installations shall comply with federal communications commission and federal aviation administration rules and regulations and those of other authorities having jurisdiction. This exemption <u>includes ground mounted utility boxes installed by a governmental entity in the public right of way for public safety and management purposes, such as traffic control devices, utility boxes for lighting and parking meters. All other ground mounted utility boxes shall not be exempt from the regulations <u>of this title shall not apply and are subject</u> to <u>section Section 21A.40.160</u>, "Ground Mounted Utility Boxes", <u>of this title</u>.</u>
 - 3. Railroad Facilities: Railroad tracks, signals, bridges and similar facilities and equipment located on a railroad right of way, and maintenance and repair work on such facilities and equipment.

21A.40.160: GROUND MOUNTED UTILITY BOXES:

- A. Purpose: Utility infrastructure provides a service to the community. The regulations of this section are intended to allow for ground mounted utility boxes while reducing the negative impacts they may create. Of concern are the location, size and concentration of ground mounted utility boxes. The placement of ground mounted utility boxes should consider the location priority order below:
 - 1. <u>In a location not readily visible from a street.</u>
 - 2. <u>In an alley located along the rear of adjacent properties.</u>
 - 3. <u>In a nonresidential location that may be visible from a street.</u>
 - 4. In the park strip of a nonresidential property.
 - 5. In the park strip of a residential property.
- <u>B.Compliance with Regulations Required: All ground mounted utility boxes shall be subject to</u> <u>the regulations of this section unless exempted within Section 21A.02.050 of this title</u>.
- C. Definition: "Ground mounted utility boxes" shall mean such equipment and facilities, including pedestals, boxes, vaults, cabinets, meters or other ground mounted facilities and associated equipment that extend over six inches above ground level used for the transmission or distribution of utilities.
- D. Location: Any ground mounted utility box shall not be located within one (1) foot of any sidewalk or eighteen (18) inches from the face of a control curb or obstruct any required sight distance triangles for driveways and intersections.
- <u>E. Allowed Ground Mounted Utility Boxes: Ground mounted utility boxes proposed as follows</u> shall be allowed in all zoning districts subject to subsection D of this section.
 - 1. <u>Private Property: On private property with permission of the property owner or</u> <u>representative at the following locations:</u>
 - a) <u>Below grade utility boxes that do not extend greater than six inches above ground level.</u>
 - b) Within the buildable area of a lot, rear yard or side yard.
 - c) <u>Behind required front and corner side yards or within five (5) feet of a building when</u> <u>front and corner side yards are not required.</u>
 - d) <u>Within a utility easement.</u>
 - e) Within a right of way when the location does not interfere with circulation functions of the right of way and subject to subsection E1c of this section.
 - 2. <u>Public Right of Way: The city engineer may issue a permit for the installation of a ground</u> <u>mounted utility box in the public right of way in accordance with standards set forth in</u> <u>this section and Chapter 14.32 of this code.</u>

- a) <u>Below grade utility boxes that do not extend greater than six inches above ground level.</u>
- b) <u>A ground mounted utility box installed in a park strip or behind the sidewalk in the public way meeting the following criteria:</u>
 - i) <u>A ground mounted utility box not exceeding a height of three (3) feet and a</u> footprint of four (4) square feet, or a box not exceeding two (2) feet in height and a foot print of eight (8) square feet.
 - ii) The pad for a ground mounted utility box shall not extend more than six (6) inches beyond the footprint of the box.
 - iii) The ground mounted utility box is located within fifteen (15) feet of the interior lot line of an adjacent property.
 - iv) No more than three (3) ground mounted utility boxes, excluding exempt utility boxes, shall be allowed on any one block face as defined in Chapter 21A.62 of this title, unless approved as a special exception.
- c) <u>A ground mounted utility box installed in a public alley that does not interfere with the circulation function of the alley.</u>
- F. Special Exception: Proposed ground mounted utility boxes not specifically addressed in Section E of this chapter or that do not meet the standards of section E may be approved as a special exception pursuant to Chapter 21A.52 of this title and the following requirements.
 - 1. Application: A special exception application shall be made on a form prepared by the planning director or designee and submitted to the planning division, that includes required information and the following additional information:
 - a. Described plan of the proposed ground mounted utility box:
 - (1) Dimensions of box and footing/platform detail.
 - (2) Location of contact information on the box.
 - (3) Description of cabinet materials and finish treatment.
 - b. A location analysis which identifies other sites considered as alternatives within five hundred (500) feet of the proposed location. The applicant shall provide a written explanation why the alternatives considered were either unavailable, or technologically or reasonably infeasible.
 - 2. General Standards and Considerations for Special Exception Review of Ground Mounted Utility Boxes: No special exception application for a ground mounted utility box shall be approved unless the planning director or the planning director's designee determines that the ground mounted utility box satisfies the applicable standards related to size, spacing and/or location of the following criteria:
 - a) Evidence that the existing ground mounted utility box location and/or size are within a pattern that allowing an additional or larger ground mounted utility box will not create a significant impact of the character of the area.
 - b) Evidence submitted that shows another location is not practical to service the subject area.
 - c) <u>Sufficiently demonstrates the reason that the larger cabinet is necessary.</u>
 - d) <u>Demonstrates that the subject block face location is the only feasible location for the ground mounted utility box based on technical or physical constraints.</u>

- e) <u>Ground mounted utility boxes are spaced in such a manner as to limit the visual impact of the box when viewed from the street or an adjacent property.</u>
- f) <u>The location will not obstruct access to other installed utility facilities.</u>
- g) <u>The additional cabinet is compatible in design and size with the existing ground</u> <u>mounted utility boxes in the area.</u>
- <u>G. Materials: All ground mounted utility boxes shall consist of high quality material such as stainless steel or other durable painted or colored material. The finish shall be a neutral color such as dark or light green, beige or gray or color similar to utility boxes within the vicinity and coated with a graffiti resistant treatment.</u>
- H. Post-Installation Obligations: All ground mounted utility boxes and any related screening materials shall remain the service provider's responsibility to keep in a state of good visual quality and repair.
 - 1. Franchise Agreements: Permitted and installed ground mounted utility boxes shall also comply with all conditions as set forth in the service provider's/owner's franchise agreement with the city. If the terms of nay franchise agreement conflict with the provisions of the Title 21A, the ordinance regulations shall prevail and govern.
 - 2. Discontinued Use: If the service provider/owner of a ground mounted utility box in the public right-of-way discontinues the use or has no defined need for said box, it is that service provider/owner's sole responsibility to remove the box and all associated conduit and wiring at its own expense in compliance with all engineering division requirements.
 - 3. Required Contact Information: A service provider shall place a permanent notice on the box containing the service provider's name and telephone number for the purpose of notification in the event of graffiti or damages to the equipment.
 - 4. Maintenance: A service provider shall be solely responsible for maintaining ground mounted utility box sites in a clean and safe condition. A service provider shall repair any damage to a ground mounted utility box within 72 hours after discovering or being notified of such damage to a box.

I. Other City Permits: Additional city permits may be required.

- 1. No construction shall be undertaken without the applicable city permits and public way permits.
- 2. Certificate of Appropriateness: Any ground mounted utility box located within an area subject to Section 21A.34.020, "H Historic Preservation Overlay District", of this code must obtain a certificate of appropriateness before the box may be installed.

- A. Compliance With Regulations Required: All ground mounted utility boxes shall be subject to the following regulations unless exempted within section <u>21A.02.050</u>, "Applicability", of this title or where limited by other provisions of this title.
- B. Definition: "Ground mounted utility boxes" shall mean such facilities, including pedestals, boxes, vaults, cabinets, meters or other ground mounted facilities and associated equipment used for the transmission or operation of underground public utilities.
- C. Allowed Use: Ground mounted utility boxes proposed as follows, shall be allowed in all zoning districts:
- 1. Subterranean utility boxes located entirely on private property.
- 2. Utility boxes located entirely within an enclosed building or structure.
- 3. Ground mounted equipment required to serve a single commercial customer located behind minimum setback or within five feet (5') of a building.
- 4. Utility boxes for essential public uses such as traffic control boxes, installed by or with permission of Salt Lake City Corporation.
- 5. Ground mounted utility boxes located within the front line public utility easement or on private property within a private easement which is mutually acceptable to both the property owner and the utility. The equipment shall not be located within two feet (2') of the sidewalk.
 - D. Conditional Use: Conditional use review is required for all ground mounted utility boxes not specifically addressed in subsection C of this section. Applications shall be reviewed administratively by the planning director or an assigned designee subject to the following criteria:
- 1. Location: Utility boxes shall be located and designed to reduce its visual and environmental impacts on the surrounding properties.
- 2. Spacing: Utility boxes shall be spaced in such a manner as to limit the visual and environmental impact of the boxes on neighboring properties. The planning director may limit the number of boxes allowed on a specific site to meet this standard.
- 3. Setbacks: The planning director may modify the setback of the utility box to reduce the visual and environmental impact of the box when viewed from the street or an adjacent property. The setback variation will be a function of the site constraints, the size of the proposed box and the setbacks of adjacent properties and structures.
- 4. Screening: To the greatest extent possible, utility boxes shall be screened from view of adjacent properties and city rights of way. Utility boxes and their associated screening shall be integral to the design of the primary building on site and address crime prevention through environmental design (CPTED) principles by maintaining solid or opaque screening materials.
- 5. Design: Utility box design shall reflect the urban character and pedestrian orientation of the area where it is located.

- 6. View: The location shall not block views within sight distance angles of sidewalks, driveways and intersections, or hinder pedestrian or vehicular circulation on the site.
- 7. Certificate Of Appropriateness: Any ground mounted utility box located within an area subject to section <u>21A.34.020</u>, "H Historic Preservation Overlay District", of this title shall require certificate of appropriateness review and approval with respect to location and screening materials. (Ord. 29-10, 2010)

21A.52.030: SPECIAL EXCEPTIONS AUTHORIZED:

23. Ground mounted utility boxes may be approved subject to the regulations and standards of Section 21A.40.160 of this title.

ATTACHMENT C: Proposed Utility Box in the Public Way -

Flow Chart



ATTACHMENT D: UTILITY BOX ANALYSIS

The information provided below shows an example of existing utility boxes and compares them with the proposed standards for allowed utility boxes within the public right of way. Utility boxes that exceed the standards proposed under the new ordinance would require special exception approval.

Example – Ground Mounted Utility Box				Proposed Size Limitations for Allowed Utility Boxes in the Public Right of Way					
				Tall Box		Low Profile Box			
	Height	Width	Depth	Footprint	Height	Footprint	Height	Footprint	-
					36"	4 sq. ft.	24"	8 sq. ft.	Status
1	36"	28"	12"	2.3 sq. ft.	36"	4 sq. ft.			Complies
2	39"	32"	20"	4.6 sq. ft.	36"	4 sq. ft.			Exceeds Height & Footprint
3	40"	86"	22"	13 sq. ft.	36"	4 sq. ft.			Exceeds Height & Footprint
4a	22"	38"	21"	5.5 sq. ft.			24"	8 sq. ft.	Complies
4b	18'	30"	18"	3.75 sq. ft.			24"	8 sq. ft.	Complies
5	22"	39"	21"	5.7 sq. ft.			24"	8 sq. ft.	Complies
6	24"	34"	32"	7.6 sq. ft.			24"	8 sq. ft.	Complies



Tall Utility Box





2. Tall Utility Box



3 Tall Utility Box



4. *a/b* Low Profile

Low Profile

5.

6. Low Profile

Morton Meadows - Westpointe Subdivisions - 700N - 1700 N and 1700 W-2200 W



Areas within Salt Lake City that developed with underground utilities have more ground mounted utility boxes than those areas developed with a mix of aerial utility services and ground mounted utilities. There are numerous electrical service boxes as well as telecommunication boxes. It is these subdivisions built with underground utilities that brought forward the consideration of allowing utility box spacing of up to three per block face for those that can be approved through the permit process.

ATTACHMENT E: ANALYSIS OF STANDARDS

ZONING TEXT 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 concerning a proposed text amendment, the City Council should consider the following:

Factor	Finding	Rationale
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;	Complies	While no adopted master plans for Salt Lake City specifically refer to ground mounted utility installations, some of them, such as the Capitol Hill Master Plan and the Central Community Master Plan, call for well- maintained and adequate public utilities, buildings and facilities that are compatible with the surrounding area. In residential and other potentially high-impact districts, the proposed text amendment is structured so that all high impact utility boxes are reviewed for their compatibility and impact on the surrounding area.
2. Whether a proposed text amendment furthers the specific purpose statements of the zoning ordinance;	Complies	The proposed changes to the ordinance will further the purpose statements of the Zoning Ordinance by clarifying the requirements necessary for approval of a utility box. By making certain boxes allowed and others a special exception, the amendments provide decision makers with an opportunity to mitigate any impacts that the uses may have on specific neighbors or properties, while providing utility providers with a streamlined and more efficient permitting process. These modifications create standards and factors for consideration that will facilitate mitigation of adverse impacts on neighboring property owners.
3. Whether a proposed text amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards;	Complies	The proposed text amendment is not site specific, and is not associated directly with any overlay zoning districts. Where a particular installation is within an overlay zoning district, any applicable regulations of the overlay district must be met.
 4. The extent to which a proposed text amendment implements best current, professional practices of urban planning and design. 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. 	Complies Not Applicable	Most local governments manage utility boxes through the local franchise agreement. Some entities provide additional zoning standards to regulate the placement of utility boxes. The proposed text amendment is citywide and does not apply directly to the development of any specific property.

ATTACHMENT F: PUBLIC PROCESS AND COMMENTS

Open House Comments The Planning Division held an Open House on July 17, 2014 to receive input on the proposed text changes. The following comments were received through the Open House process.

OPEN HOUSE

Utility Boxes

ATTENDANCE ROLL July 17, 2014

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From: Phil Carroll To: Lew, Janice; Greater Avenues CC Chair; Penfold, Stan Subject: PLNPCM2014-00193 Date: Thursday, July 10, 2014 3:11:26 PM Attachments: IMG_2879.JPG IMG_2880.JPG

Janice,

The above referenced Case Number pertains to "Text Amendments Relating to Ground Mounted Utility Boxes". I will not be able to attend the open house on July 17 so I went to the city web site but was unable to find any details. Could you send me the specific changes so I can comment.

Avenues residents have become increasingly concerned about the placement of utility boxes in parking strips. The appeal pending at 511 E. First Avenue is a prime example. I have attached two pictures of a recently installed Century Link utility box at the Washington Elementary School, 200 West 400 South. You will notice that this Century link site while only a few months old has already been damaged. It is also incredibly intrusive. I think you would agree that placing this "box" in front of virtually any city residents home would be met with a strong protest.

This amendment process should provide provisions to minimize the impact of these boxes. Century link and others need to do a better job. Required to do a better job if they are not going to be responsible community partners.

I will appreciate any help in obtaining the specific of these amendments.

Phil Carroll

From: Lynn Schwarz [mailto:lsbx101@gmail.com]
Sent: Tuesday, July 29, 2014 9:15 AM
To: Planning Web Site Comments
Subject: Open House Fact Sheet: Ground Mounted Utility Boxes:PLNPCM2014-00193

To Whom It May Concern: I would like to make some comments about the information in the fact sheet.

- 1. It is hard to have an opinion when certain major parts are missing, i.e., on page 2, 14.55.030,part A: no dimensions are given.
- 2. I like that on page 3, 14.55.040, part B, sec. 3, requires that the boxes have a graffiti-proof coating, as these boxes are graffiti magnets.
- 3. I would like to see some way of encouraging the use of artistic wraps, as I have seen a few, and they are quite nice.

Thank you for your time. Lynn Schwarz July 17, 2014

To whom it may concern;

We are not happy with any changes that stream line approvals for private utilities boxes. Such approvals and permits should remain a conditional use. The public and especially the owners of private property should not have their property rights eliminated. Private utility boxes should not be considered the same as traffic semi-four boxes. Owners of private property should be protected from laws that take away their input.

More public input should be encouraged not less when it comes to special overlay zones such as Avenues Historic Landmarks. People who own property in these areas are extra sensitive to proposed utility boxes and their appearance and upkeep. We do understand that utility boxes are necessary but they should be more uniform and maintained. Do not take away our rights to question the appearance of utility boxes and other uses on public right- of- way which affect the private owners property.

Sincerely,

Michael & Patricia Lawrence PO Box 11645 SLC, UT 84147



NOTE:

GRAFFITI

SOD AROUND ALL UNITS NEVER GREW BACK OR WAS NOT REPLACED

UNITS NOT UNIFORM

ALL BUT ONE LOOKS AS IF IT HAS BEEN PAINTED A NUMBER OF TIMES

UGLY

UNSIGHTLY

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53 WEST 300 NORTH - GARNER







30 K STREET



20 N Q STREET

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Open City Hall flyer posted June through October 2014

Introduction

Advancements in telecommunication systems have changed the world immensely. People now have multiple ways to see and hear what is happening around the world in real time. As service providers establish high tech network infrastructure or upgrade existing services, they are doing it by running lines along utility poles and/or in underground conduits that terminate in equipment boxes or cabinets throughout the city. These utility boxes are sites where lines can be serviced.

In July of 2010, Salt Lake City Council adopted amendments to the Zoning Ordinance, refining the regulations for the placement of ground mounted utility boxes on both private and public property. The regulations currently include design criteria, and establish a conditional use review process to approve such requests. The revisions in 2010 incentivized locating the boxes on private property rather than in park strips by creating an easier review process for boxes installed on private property. This resulted in fewer private service providers requesting to locate equipment boxes in park strips. The effect of the changes to the ordinance was that in 2013, the city received only five (5) requests to install boxes in public rights-of-way (park strips). The Planning Division has found that the conditional use review process has given the public the impression that their voice can have a major influence on whether the use is allowed when in fact utility boxes generally must be approved and the conditional use process allows the public to voice comments relating to location and design of the structures. Conditional uses can only be denied when it is found that reasonably anticipated detrimental effects cannot be mitigated.

The City's Land Use Hearing Officer has considered a few appeal cases regarding this type of conditional use application. The question is not whether the utility boxes should be allowed. The Hearing Officer has determined that they can be. The question is where they should be located and the design of the boxes. Based on this decision by the Appeals Hearing Officer, the city is now looking at how to regulate the installation of commercial or private utility boxes in the public way to see if additional regulations should be adopted. We intend to establish a more predictable and consistent review process for qualifying utility box applications.

The Planning Division is seeking comments and suggestions regarding these needed changes to the City Code.

Please consider the following questions:

- Have you noticed utility boxes in park strips and do you think they create a problem?
- Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?
- If a ground mounted utility box is located in the public way, what types of regulations should it have to meet?
- If the equipment boxes need to be in a residential neighborhood where should they be located?
- Should there be increased design criteria for residential vs. nonresidential locations?
- What type of mitigation measures would enhance the appearance of an installation site?





The following report includes the comments received through the Open City Hall questions regarding ground mounted utility boxes.

Ground Mounted Utility Boxes

What are your thoughts about private utility boxes in park strips and other public way locations?

All On Forum Responses sorted chronologically - As of October 20, 2014, 1:39 PM



As with any public comment process, participation in Open City Hall is voluntary. The responses in this record are not necessarily representative of the whole population, nor do they reflect the opinions of any government agency or elected officials.

Ground Mounted Utility Boxes

What are your thoughts about private utility boxes in park strips and other public way locations?

As of October 20, 2014, 1:39 PM, this forum had:

Attendees: 169 On Forum Responses: 21 All Responses: 26 Hours of Public Comment: 1.3

Have you noticed utility boxes in park strips and do you think they create a problem?

I always notice them because they're so obtrusive and very unattractive.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

Only if they are located underground. And, what do you mean by "encourage?" Verbally encourage? Financially encourage? please define. I'm bothered by internet and telephone low hanging cables that run from a pole to my house and more cables from same pole to a neighbor's house which cut accross my property because the hookups are "centrally located.". Utilities always do what is easiet for them and it's difficult to get companies to make them look decent. Case in point: a looped length of cable about 15 feet wide that intrudes on my view of nearby trees. Rocky Mountain Power butchers the trees because they cut them so they don't have to do it again for several years. What has been done to our neighborhood trees to accomodate utilities is depressing

If the equipment boxes need to be in a residential neighborhood where should they be located?

Underground. If any other option is chosen, I will fight it.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet?

They should not be located in the public way. This isn't necessary. Utility companies may say that's what they need to do, based on a cheaper installation, however companies always choose the cheaper route.

Should there be increased design criteria for residential vs. nonresidential locations?

The design criteria should be: 1. underground 2. designed for safety concerns 3. engineered for easy access.

What type of mitigation measures would enhance the appearance of an installation site?

Place it underground.

Other Comments

How about specific background. Is there a (or multiple?) company requesting this? City government doesn't seem transparent when communicating about issues. City government frequently talks about making the city attractive. Getting rid of ugly poles and wires and preserving the beauty of our trees would help immensely.

Name not shown inside Council District 7 July 30, 2014, 3:42 PM

Have you noticed utility boxes in park strips and do you think they create a problem?

Obtrusive and uniformaly ugly and unnecessary. First poles and two wires followed by the addition of phone lines. Now we have all of this plus more "cable" wires which are now enhanced by the power company's pruning. We seem to be at the mercy of big business which will spare no expense (ours) to make money.

location or implement spacing requirements?

Underground

If the equipment boxes need to be in a residential neighborhood where should they be located? Underground

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? Underground

Should there be increased design criteria for residential vs. nonresidential locations? Underground

What type of mitigation measures would enhance the appearance of an installation site? Underground

Other Comments

Not only should all new installations be required to put underground but the existing lines should be phased out by requiring underground installation and subsequent pole removal. The power company and all of the associated companies should be required to use a portion of the money spent destroying the city's trees for this purpose. And don't give me the certified arborist story, these guys are a joke.

Richard Middleton inside Council District 3 July 17, 2014, 12:37 PM

Have you noticed utility boxes in park strips and do you think they create a problem?

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No Response

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

No Response

If the equipment boxes need to be in a residential neighborhood where should they be located? No Response

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? No Response

Should there be increased design criteria for residential vs. nonresidential locations? No Response

What type of mitigation measures would enhance the appearance of an installation site? No Response

Other Comments

I was on a Civic Association board in Maryland that had to contend with this problem. Our boxes were in the park strip. We found that the utilities never coordinated, so boxes could be poorly located or obnoxiously clustered on one owner's strip, or interfere with trees and other landscaping. Some boxes used by the power company were both bulky and noisy, and greatly resented. We also found that residents did not appreciate their park strips being torn up whenever the utilities wanted to do maintenance. Overall, we got some relief from the visual clutter of multiple overhead lines, but not many service improvements, as the lines were above ground immediately outside our subdivision and so were still subject to outages during storms, damage from vehicle collisions, etc.. We ended up very much in two minds whether this really represented progress.

Randolph Holladay inside Council District 5 July 10, 2014, 7:10 PM

Have you noticed utility boxes in park strips and do you think they create a problem?

Yes, and I do not like the placement or profiles. In some locations they have been vandalized by people who are offended by their placement in prominent locations.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

Neither, they should be in utility rights of way which are administered by the planners and NOT by the Transportation Dept.

If the equipment boxes need to be in a residential neighborhood where should they be located? In the rear utility rights of way. This is where the utility poles and lines were supposed to be wherever possible.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? They should be unobtrusive, perhaps shielded by shrubbery and silent with no generators or gas motors inside.

Should there be increased design criteria for residential vs. nonresidential locations? Yes!

What type of mitigation measures would enhance the appearance of an installation site? See above

Other Comments

I reiterate: In residential neighborhoods where there are utility rights-of-way, all poles, cables and electric lines should be placed there. Quit paying the cable and power companies to destroy our urban forest! are alleys (utility rights-of-way)

Sabrina Scott inside Council District 5 July 8, 2014, 7:55 PM

Have you noticed utility boxes in park strips and do you think they create a problem?

Yes, I've noticed and none that I've seen appear to create a problem visually or otherwise.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

Yes. They play together on the poles, they can play nice together in the boxes too.

If the equipment boxes need to be in a residential neighborhood where should they be located?

Where a utility easement exists at the rear of adjoining properties, at the base of the utility poles. Where no such easements exist and front entry is necessary, a low profile box with anti-grafitti properties seems the next best compromise. The best (which seems to always be deemed too expensive) would be in street pull boxes/manholes of sufficient size for telecomm workers to do their jobs.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? Low, unobtrusive as possible. Safety enhancements where needed, such as posts or barriers surrounding boxes in parks and similar areas.

Should there be increased design criteria for residential vs. nonresidential locations?

Certainly residential criteria must account for visual, noise, and nuisance asthetics in residential areas. Nonresidential should not interfere with the permitted business use of the property.

What type of mitigation measures would enhance the appearance of an installation site?

Artfully disguised to fit in with its surroundings and if off-street (rear easement), professional, secure, and quiet. Generally as non-intrusive as is practical.

Other Comments

Why not ask for citizens to volunteer to accept placement of such boxes on their property? Some of us are extremely frustrated by the slow pace of broadband improvement and choice for residential users. You might find that crowd-sourcing some of our needs may remove more barriers than you think. What could it hurt?

Name not shown inside Council District 5 July 1, 2014, 5:09 PM

Have you noticed utility boxes in park strips and do you think they create a problem? If they are not on public space they would be on private space. They have to go someplace. I read SLC is allowing a new one on 1st Ave.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

A fiber cable and conduit was put under the park strip on 900 east. SLC has no record of who did it and what it was for, or for that matter when it was done. Nice going.

If the equipment boxes need to be in a residential neighborhood where should they be located? You just allowed one on 1st Ave, under protest.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? Way to late for this question. Boxes have been around for years and years and years.

Should there be increased design criteria for residential vs. nonresidential locations? I think this is a really silly question.

What type of mitigation measures would enhance the appearance of an installation site? I don't understand the question.

Other Comments

It appears this is a run up to Google Fiber. Now are you not sneaky.

Judi Short inside Council District 5 June 22, 2014, 2:01 PM

Have you noticed utility boxes in park strips and do you think they create a problem? Yes, they are very noticeable and create a problem

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

Providers should share boxes. One box per block face if underground is not feasible.

If the equipment boxes need to be in a residential neighborhood where should they be located?

On utility poles

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet?

They should all be the same color, so it is easy for the graffiti crew to paint them. The company that owns the box should be required to remove graffiti within 24 hours.

Should there be increased design criteria for residential vs. nonresidential locations?

Nonresidential it is easier to put the boxes in the rear, like a parking lot. Residential should have size requirements. Owners should be told what their responsibility is - like to call the grafitti team or maybe the company, there should be a regular process.

What type of mitigation measures would enhance the appearance of an installation site?

Neutral colors. People don't take care of their park strip now (you should be enforcin) so why do you think adding bushes to hide the boxes would make a difference.

Other Comments

Companies who need boxes should have work standards for employees, such as no parking in a pedestrian walkway while making repairs, pick up all nails, screws, wires, and other detritus before you leave the scene, do not leave your lunch sacks and pop cans on site, remove all of that and take it with you. Be respectful of the property.

Robert Barth inside Council District 5 June 19, 2014, 11:33 PM

Have you noticed utility boxes in park strips and do you think they create a problem? Yes I have noticed them and yes they create a problem. Please see below.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

Multiple providers sharing boxes will only create bigger, more unsightly boxes.

If the equipment boxes need to be in a residential neighborhood where should they be located? Entirely underground at the street edge of the parking strip or in the street itself.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet?

The City should never allow ground mounted boxes in residential areas. The City forgets that we must maintain the parking strips at our own expense. This includes installing sprinkler systems and regular mowing or maintaining of plantings and hardscape. Having to mow around another object in the parking strip, simply because a utility provider finds it easier to use above ground boxes, seems unjust and unfair. Has the City forgotten that these installations are profit centers for some corporation and not a "public utility" in any sense of the term. These boxes provide a service to the public but are a functional part of a private enterprise. The City should think long and hard before imposing another esthetically disrupting and maintenance-interfering object in our neighborhoods. As these things stand now, they look like cheap radiators pathetically "disguised" with livid green paint. We can do better than this!

Should there be increased design criteria for residential vs. nonresidential locations?

The "increased design criteria" should be a requirement that these installations be entirely underground. Period. Decorating them is so condescending.

What type of mitigation measures would enhance the appearance of an installation site?

Requiring these boxes to be entirely underground and accessed by some kind of flat hatch, just like the City's sprinkler control valves and water meters are now. Why on earth would Salt Lake City's leaders allow a private company to impose an ugly nuisance of a "box" throughout neighborhoods that it hopes to enhance and beautify? This makes absolutely no sense to me.

Other Comments

Please don't let another private corporation disgrace the esthetics of our neighborhoods with ugly equipment simply for their convenience. Please don't let that same corporation attempt to convince the City that above ground green vinyl boxes are "necessary" in order to provide the public a service. And, last but not least, please don't let another private corporation bully and abuse our city the way Rocky Mountain Power does.

Name not shown inside Council District 5 June 19, 2014, 10:24 PM

Have you noticed utility boxes in park strips and do you think they create a problem? yes GRAFFITI magnets

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements? make it pleasing

If the equipment boxes need to be in a residential neighborhood where should they be located? hidden

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? low, blended color Antigraffiti models

Should there be increased design criteria for residential vs. nonresidential locations? yes yes for residential

What type of mitigation measures would enhance the appearance of an installation site? color, blend, antigraffiti model

Other Comments

No Response

Name not shown inside Council District 7 June 19, 2014, 8:24 PM

Have you noticed utility boxes in park strips and do you think they create a problem? yes they are bothersome visually and detract from our street experience

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

spacing requirements, and required art such as the photo example you have given

If the equipment boxes need to be in a residential neighborhood where should they be located? artist painting commissioned by utility owner, and approved by art committee

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? height and color treatment to be made visually pleasant

Should there be increased design criteria for residential vs. nonresidential locations? there should be increased criteria for any pedestrian environment. - commercial or residential -

What type of mitigation measures would enhance the appearance of an installation site?

artist commissioned to adorn the cabinets - one artist proposal for all cabinets in district or neighborhood - several cabinets can create unified artistic or theme

Other Comments

No Response

Robert A Jones inside Council District 7 June 19, 2014, 7:44 PM

Have you noticed utility boxes in park strips and do you think they create a problem? If they're too tall, they are ugly and a nuisance.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements? Yes.

If the equipment boxes need to be in a residential neighborhood where should they be located?

They should be located in the ground in the parking strip, as close as possible to the boundary between houses and be either underground or as small and unobtrusive as possible.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? Underground, or small, no tall, narrow boxes.

Should there be increased design criteria for residential vs. nonresidential locations? Yes, residential boxes ought to be as unobtrusive as possible.

What type of mitigation measures would enhance the appearance of an installation site?

Underground or partially underground with only a few inches sticking up so providers can find the boxes.

Other Comments

No Response

Name not shown inside Council District 1 June 19, 2014, 4:44 PM

Have you noticed utility boxes in park strips and do you think they create a problem? Yes, and yes. Some are placed where they interfere with non-motorized traffic, some are just plain ugly, and some are moderated by other elements.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

I'm not sure competitors should be required to share a facility. I have experience that proves it unwise. Even noncompeting users often compete for available space.

If the equipment boxes need to be in a residential neighborhood where should they be located?

In the ground! I was part of a cable TV company which distributed across and to some locations in Forest Service land. We were required to be in the ground without exception. The technology existed 30 years ago and has only improved since.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? As inobtrusive as possible - manhole, or handhole for a service drop, is possible and will have greater reliability when compared to the cheap (but not inexpensive) pedistals. Grafitti and defacing, intended and unintended, would be all but eliminated.

Should there be increased design criteria for residential vs. nonresidential locations?

I would expect the requirements to vary with zoning. Agricultural zoning - I don't think the cows care. An automobile recycling center may not be detracted by today's standard equipment - pedistals, lockers, etc. standing out front, but would detract from my home.

What type of mitigation measures would enhance the appearance of an installation site?

There are new finishes out now, based on nano-technology, which absolutely repel paint, marker, etc.. Any place where there is a visible element, if it were required to have such a coating, the grafitti problem associated with these boxes would go away.

Other Comments

In a conversation with the director of service for one of the cable companies in this area, I questioned him about the big green boxes they use, and about underground installations. His reply was honest, but quite telling; the big boxes are mostly empty so they don't need to be so big, but it is easier for his techs to find the larger size items. This saves him labor at the expense of the customers yards appearance. On the underground issue; he finally agreed that the technology, to do completely underground systems, does exist and is required in much of the market his company serves, but he would incur more labor costs - both through additional training for his techs, and in labor to effect the sealed system. Again he is choosing to forego the added reliability of a sealed system to save a little on labor - maybe insuring the need to return and service the equipment again.

Mark Vlasic inside Council District 5 June 19, 2014, 3:34 PM

Have you noticed utility boxes in park strips and do you think they create a problem?

I notice them every day throughout the city. They are an eyesore on par with overhead power poles and lines.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

A single location is preferred if it is big enough and screened from view; unfortunately that is rarely the case.

If the equipment boxes need to be in a residential neighborhood where should they be located?

underground whenever possible. Unfortunately this is usually ruled out in the name of cost, technical challenges such as flooding, etc. However, these can be overcome if the desire is strong enough.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet?

Minimal size, consistent surface treatment/material, etc. SLC should develop a comprehensive utility box master plan/guidelines document to address these issues head on.

Should there be increased design criteria for residential vs. nonresidential locations?

The criteria should be equal throughout the city - residential neighborhoods are not more or less important than commercial, mixed-use, open space and other districts in the city.

What type of mitigation measures would enhance the appearance of an installation site?

Consistent treatments that minimize the visual impact; screening where possible; placement underground or within buildings whenever possible, etc.

Other Comments

Review approaches other cities have used and analyze the results - this is not a unique problem to SLC.

Thomas Tischner inside Council District 5 June 19, 2014, 3:02 PM

Have you noticed utility boxes in park strips and do you think they create a problem?

Yes. Some may pose minor problems

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

Spacing allows providers more reasonable access

If the equipment boxes need to be in a residential neighborhood where should they be located? Park strips or on poles. Individuals property should not be breached. Also there can be locked gates, dogs, or many other hazards and difficulties for the providers.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? Not overly large or intrusive. Should not create blind spots for cars, pedestrians, etc. or people backing out of driveways.

Should there be increased design criteria for residential vs. nonresidential locations?

Subdued colors or polished aluminum and smooth surfaces for easy cleaning or graffiti removal.

What type of mitigation measures would enhance the appearance of an installation site?

Just use some common sense and keep it as neat as possible. Also, if manholes are feasible that would be fine but in many cases it would prove very problematic.

Other Comments

People could be proactive and clean most graffiti quite easily, a little lacquer thinner works well on most.

Name not shown inside Council District 6 June 19, 2014, 1:20 PM

Have you noticed utility boxes in park strips and do you think they create a problem?

I have noticed. They are uniformly visually unattractive, often marred with graffiti, and vary in size and color.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

Multiple providers should all use the same location, in the same "box", if absolutely necessary to have these above ground. It strikes me that for business locations, there is no reason that they cannot be housed in a building, rather than in a parking strip. This preserves the visual landscape, reduces the effect of human intervention (graffiti and the like), and minimizes the impact of weather.

If the equipment boxes need to be in a residential neighborhood where should they be located?

The boxes are an impediment to a visually attractive neighborhood and streetscape. It is inappropriate to ask any resident to "house" such a box on behalf of neighbors -- whether in the parking strip or the yard. If utility poles remain in a neighborhood, such equipment could be "housed" at the base of the pole. Otherwise, there has to be a mechanism to locate these in subterranrean areas, with suitable access for maintenance.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet?

If it is absolutely necessary to have such a utility box, it should be as unobtrusive as possible, and should be evaluated no less often than weekly for graffiti and any other damage, with restoration/replacement within 24 hours. There is also the issue of damage to the box, particularly during winter months, which would require addressing any damage promptly.

Should there be increased design criteria for residential vs. nonresidential locations?

In non-residential locations, if placement within a building is not possible, boxes should be situated in such fashion that they could be "under benches" or other public good appurtenances.

What type of mitigation measures would enhance the appearance of an installation site?

While vegetation might be desirable in summer months, it is unlikely that it would be suitable for winter months. The best solution would be to bury said boxes, place them in other underground locations, or at the base of – or on -- existing utility poles.

Other Comments

Above-ground boxes can be an invitation to any element bent on creating disruption of service, since most are not immune to destruction by car, sledge-hammer, or the like.

William Littig inside Council District 3 June 19, 2014, 11:31 AM

Have you noticed utility boxes in park strips and do you think they create a problem?

Define Utility, gas, electric? Cable ,cell phone, internet? These are personal extras where the technology is always changing

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

The city should be limiting these eye soars . Underground is better

If the equipment boxes need to be in a residential neighborhood where should they be located? Invisible underground

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? Pay serious fees, remove when tech changes.

Should there be increased design criteria for residential vs. nonresidential locations? Invisible everywhere

What type of mitigation measures would enhance the appearance of an installation site? Trees

Other Comments

Work on removing low utility lines and restore trees

Bruce Hamilton inside Council District 1 June 19, 2014, 10:58 AM

Have you noticed utility boxes in park strips and do you think they create a problem? I'd rather see shared boxes in park strips than individual boxes back on private property.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

Yes, in a single location.

If the equipment boxes need to be in a residential neighborhood where should they be located? On the park strip.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? There is no excuse for above-ground boxes. Make them be down in manholes.

Should there be increased design criteria for residential vs. nonresidential locations? No, they should be down in manholes everywhere, if they are not mounted up utility poles.

What type of mitigation measures would enhance the appearance of an installation site? Graffiti-proof paint should be required for any above-ground boxes, and the utility companies should be billed for any graffiti cleanup.

Other Comments

Above-ground boxes are a nuisance for (a) graffiti and (b) mowing/ trimming/ tripping. There is no good reason not to require utility access to be at or below ground level. Flat ground-level boxes can be designed to pop up for maintenance.

Name not shown inside Council District 5 June 19, 2014, 10:50 AM

Have you noticed utility boxes in park strips and do you think they create a problem? I have noticed them in Liberty Park. Once last winter one was making a noise I thought it was having a problem. besides that, no.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements? Single location

If the equipment boxes need to be in a residential neighborhood where should they be located? In the strip between the sidewalk and the street, so they don't become a resident's problem/responsibility/liability to maintain or to keep.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? Not to be an eye sore, but at the same time, bikers and pedestrians should be able to easily spot them at night. An appropriate design, so it doesn't house wild life (bees or pigeons nests). Located in a place it doesn't eliminate trees, plants or flowers.

Should there be increased design criteria for residential vs. nonresidential locations? It should, maybe they can have artistic designs (as long as the cost is not passed on to us, the residents)

What type of mitigation measures would enhance the appearance of an installation site? Art on them.

Other Comments

No Response

Name not shown inside Council District 1 June 19, 2014, 10:41 AM

Have you noticed utility boxes in park strips and do you think they create a problem? Yes, I have noticed them, and if not too large and ugly they are not noticed.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

Yes, provide multiple service provider equipment in one box... unless the box becomes large and obtrusive in its location.

If the equipment boxes need to be in a residential neighborhood where should they be located? in the front corner of the property when access is easily obtained.

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? Keep away from busy intersections where the possibility of car accidents will impact the box.

Should there be increased design criteria for residential vs. nonresidential locations? Yes, the residential locations should be non-intrusive in size, color and design height / width.

What type of mitigation measures would enhance the appearance of an installation site? Vegetation on residential property; to allow the box to hidden, but also allow access to the box.

Other Comments

Moved from Sandy and utility boxes are designed into newer developments. These can be implimented to be unobtrusive on residential property. The parkway implementation would not be choice I would like to see in front of my house, nor would I say other people like to see in front of theirs.

Name not shown inside Council District 6 June 19, 2014, 10:35 AM

Have you noticed utility boxes in park strips and do you think they create a problem? Yes. They do not create a problem if they are not ugly and uniform in color and size.

Should the City encourage the installation of multiple service provider equipment boxes in a single location or implement spacing requirements?

Yes, into a single box.

If the equipment boxes need to be in a residential neighborhood where should they be located? Backyard if possible (out of sight).

If a ground mounted utility box is located in the public way, what types of regulations should it have to meet? Color, Height (not too tall) and square foot print. Should there be increased design criteria for residential vs. nonresidential locations? Yes

What type of mitigation measures would enhance the appearance of an installation site? No Response

Other Comments

Concern is with Graffiti on these boxes. Who cleans the graffiti and how quickly. Also can these be buried in the ground with a door / hatch to access?

ATTACHMENT G: Historic Landmark Commission Briefing



Memorandum

Planning Division Community & Economic Development Department

To: Historic Landmark Commission

From: Janice Lew, Senior Planner

Date: August 28, 2014

Re: Briefing on Ground Mounted Utility Boxes Text Amendment Petition PLNPCM2014-00193

Purpose

The purpose of the briefing is to allow the Historic Landmark Commission an opportunity to provide direction to Planning Staff about utility box installations located in the City's historic districts or affecting landmark sites. More specifically, staff is seeking comments and suggestions regarding design and location. Most applications for a certificate of appropriateness are approved administratively subject to the applicable standards outlined in Section 21A.34.20 H Historic Preservation Overlay District of the Zoning Ordinance.

The City is looking at how to establish a more predictable and consistent review process for the installation of ground mounted utility boxes. The new standards are intended to ensure the community has access to reliable utility services while ensuring installations are achieved in a manner that preserves the aesthetic quality of the City. The boxes might be more noticeable when they are first installed, but over time, their appearance may be seen as part of the urban environment by some individuals.

The Planning Division hopes to encourage the installation of less visible boxes by streamlining the approval process for boxes located on private property or in alleys, and smaller boxes in park strips. The amendment will affect various sections of the Zoning Ordinance (Title 21A) as well as changes to Title 14 of the City Code relating to Streets, Sidewalks and Public Places. No changes to Section 21A.34.20 H Historic Preservation Overlay District are proposed.

Any comments or direction the Commission Members have regarding this topic are greatly appreciated.

Issues

The current zoning ordinance regulations include design criteria, and establish a conditional use review process that includes a public hearing to make a decision on such requests. The regulations incentivize locating boxes on private property rather than in park strips by creating an easier review process for boxes installed on private property. The Planning Division has found that in some cases, very few in the public comment on these types of projects. In addition, the conditional use process has given some people the impression that their voice can influence whether or not the use is allowed. However, State Law states that "conditional uses" generally must be approved if any detrimental effects can be mitigated. The City's Appeals Hearing Officer has made a determination that the utility boxes should be allowed, and the purpose of the review is to apply conditions to specific installations to mitigate impacts.

Summary of Changes Under Consideration

- Tiered Review Process:
 - Establishes a streamlined review process for qualifying private above ground utility boxes in the public way under the purview of the Engineering Division.
 - Over-the-Counter permit for boxes located on private property.
 - Replaces conditional use review process with Planning Division review process for larger boxes in park strips and along street frontages where they are more visible.



- Clarify existing language.
- Application approvals conditioned on service providers ensuring the boxes are properly maintained.
- Provide opportunities for public art.



Please Consider the Following Questions

- Should the City encourage the installation of multiple service provider boxes in groupings or implement spacing requirements.
- If a ground mounted utility box is located in a highly visible public right-of-way such as a park strip, what types of regulations should it have to meet?
- If the equipment boxes need to be in a residential neighborhood where should they be located?
- What types of mitigation measures would enhance the appearance of an installation?
- · Do art wraps detract from the historic character of overlay districts?



Next Steps

The Planning Commission will hold a public hearing on the petition and recommend approval or denial of the proposed amendments to the City Council, the decision making body on text amendments.

Attachments

A. Existing Section 21A.40.160 of the Zoning Ordinance

Attachment A

21A.40.160: GROUND MOUNTED UTILITY BOXES:

- A. Compliance With Regulations Required: All ground mounted utility boxes shall be subject to the following regulations unless exempted within section <u>21A.02.050</u>, "Applicability", of this title or where limited by other provisions of this title.
- B. Definition: "Ground mounted utility boxes" shall mean such facilities, including pedestals, boxes, vaults, cabinets, meters or other ground mounted facilities and associated equipment used for the transmission or operation of underground public utilities.
- C. Allowed Use: Ground mounted utility boxes proposed as follows, shall be allowed in all zoning districts:
 - 1. Subterranean utility boxes located entirely on private property.
 - 2. Utility boxes located entirely within an enclosed building or structure.
 - 3. Ground mounted equipment required to serve a single commercial customer located behind minimum setback or within five feet (5') of a building.
 - 4. Utility boxes for essential public uses such as traffic control boxes, installed by or with permission of Salt Lake City Corporation.
 - 5. Ground mounted utility boxes located within the front line public utility easement or on private property within a private easement which is mutually acceptable to both the property owner and the utility. The equipment shall not be located within two feet (2') of the sidewalk.
- D. Conditional Use: Conditional use review is required for all ground mounted utility boxes not specifically addressed in subsection C of this section. Applications shall be reviewed administratively by the planning director or an assigned designee subject to the following criteria:
 - 1. Location: Utility boxes shall be located and designed to reduce its visual and environmental impacts on the surrounding properties.
 - 2. Spacing: Utility boxes shall be spaced in such a manner as to limit the visual and environmental impact of the boxes on neighboring properties. The planning director may limit the number of boxes allowed on a specific site to meet this standard.
 - 3. Setbacks: The planning director may modify the setback of the utility box to reduce the visual and environmental impact of the box when viewed from the street or an adjacent property. The setback variation will be a function of the site constraints, the size of the proposed box and the setbacks of adjacent properties and structures.
 - 4. Screening: To the greatest extent possible, utility boxes shall be screened from view of adjacent properties and city rights of way. Utility boxes and their associated screening shall be integral to the design of the primary building on site and address crime prevention through environmental design (CPTED) principles by maintaining solid or opaque screening materials.
 - 5. Design: Utility box design shall reflect the urban character and pedestrian orientation of the area where it is located.
 - 6. View: The location shall not block views within sight distance angles of sidewalks, driveways and intersections, or hinder pedestrian or vehicular circulation on the site.
 - 7. Certificate Of Appropriateness: Any ground mounted utility box located within an area subject to section <u>21A.34.020</u>, "H Historic Preservation Overlay District", of this title shall require certificate of appropriateness review and approval with respect to location and screening materials.

Historic Landmark Commission – BREIFING - Minutes

Ground Mounted Utility Boxes Text Amendments – Staff will update the Historic Landmark Commission about a text amendment requested by Mayor Becker to amend the City Code relating to ground mounted utility boxes. The amendment incentivizes the installation of less visible boxes and establishes a more predictable and consistent review process. (Staff Contact: Janice Lew at (801) 535-7625 or janice.lew@slcgov.com.) Case number PLNPCM2014-00193

Ms. Janice Lew, Senior Planner, gave an overview of the proposal as outlined in the Staff Report (located in the case file). She asked the Commission for input and comments.

The Commission and Staff discussed the following:

- What utilities were being addressed in the proposal. o - Private providers as essential utilities are exempt such as traffic and water.
- The approval process for utility boxes.
- If there are maximum sizes for the boxes and could they be minimized.
- If the boxes are certain size they should be required to go underground. o - Issues with water table and cost for underground boxes.
- Dictate the color of the boxes such as a dark green.
- Did encouraging these boxes to be placed on private property mean they are being moved out of the park strip to the other side of the sidewalk.
 - o Planning would prefer them to be in the rear or side yard.
- Staff will continue to look at more mitigating factors to help address the boxes.
- Have the company installing the boxes pay rent for the use of the public property.
- Give incentives if the boxes are installed below ground.
- Require master plans from the service providers to address how utilities are addressed in Historic Districts.
- If there was an annual review or something that required companies to show which boxes are in use.
 - o There is not a review but there is language that will require removal of unused boxes.

Ms. Alene Bentley, Rocky Mountain Power, reviewed the equipment they use for power services. She explained the underground costs and the different sizes of the boxes.

The Commission and Ms. Bentley discussed development in historic districts and the location of utility boxes for these areas. They discussed requiring the utilities to be reviewed as part of the development process.

The Commission and Staff discussed if there was flexibility in the setbacks for the utilities and if the pad the boxes are placed on is a standard pad or could the pad be smaller. They discussed allowing maintainable landscape areas around the boxes and making it part of the development process.

Ms. Bentley stated the utility provider was bound by national safety codes that dictate the distance around the boxes, the pad the box sits on and where the boxes could be located.

Staff asked the Commission to send additional suggestions and comments.

Historic Landmark Commission Minutes: September 4, 2014

ATTACHMENT H: DEPARTMENT REVIEW COMMENTS

Oktay, Michaela

From: Sent:	Jarman, Lynn Wednesday, September 10, 2014 11:41 AM
To:	Lew, Janice
Cc:	Weiler, Scott; Coyle, John
Subject:	Above Ground Utility Boxes

Hi Janice,

I got your voicemail about where the above ground utility box application process should start.

I could probably be convinced otherwise, but I think the best place to start the process would be with Engineering. My reasoning is that if the application is for a very basic installation that does not exceed a certain size or number of boxes on a block face, Engineering could just handle the permit. In situations where the box is larger than a set size and/or the number of boxes exceeds the maximum allowable on a block face, Engineering would then refer the applicant to planning. Also, we would refer to Planning any permit applications that involve special aesthetic treatments of the boxes or other proposals that are beyond the norm.

Does that make sense or am I oversimplifying the situation?

Lynn

LYNN **B.** JARMAN Capital Projects Planning, Budgeting, Programming Manager

ENGINEERING DIVISION COMMUNITY and ECONOMIC DEVELOPMENT SALT LAKE CITY CORPORATION

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WWW.SLCGOV.COM/ENGINEERING

Lew, Janice

From: Sent:	Weiler, Scott Wednesday, September 17, 2014 1:06 PM
To:	Lew, Janice, Coffey, Cheri
Cc:	Ott, George
Subject:	Ground Mounted Private Utility Boxes

Janice and Cheri,

I've drafted some language (below) as we discussed yesterday. Before getting to that though, I'm still a little unsure that the revisions we are working on to Title 21 A will have the intended consequence of incentivizing utility companies to downsize their boxes. Could you answer the following questions please?

Will the revisions we are making to this ordinance do away with the requirement for a conditional use for ground mounted private utility boxes, regardless if the box is in the public way or on private property?

A significant number of existing boxes that are flush with the ground have a bigger footprint than 4 square feet. Have you considered larger dimensions for boxes that are flush with the ground that would not require the Special Exception process? What was the feedback you received from Rocky Mountain Power, CenturyLink and other utility companies on the box dimensions they can meet?

For instances where a ground mounted utility box is proposed on private property, Engineering should only review the portion of the project that is in the public way because Engineering has no jurisdiction on private property. Who will ensure that the box meets the conditions of 21A.40.160 C.3, 5. or 6. before it is installed? I think paragraph 5. should be revised to include a private utility easement. For example, an easement specific for Rocky Mountain Power's use could exist in a front yard even though there is no public utility easement.

The language I propose for addition to 21A.40.160 7.a. is in green below:

a. A utility box installed in a park strip or behind sidewalk within the public way is no more than 36 inches in height with a foot print of less than 2 square feet in area, and a pad footprint of less than 4 square feet. There shall be no more than a total of three (3) above ground utility boxes on any one block face as defined in chapter 21A.62 of this title. If three (3) boxes already exist on a block face and another is proposed, it will be reviewed as a Special Exception (see below). In choosing the location of a utility box, every effort should be made to locate the box in the least obtrusive spot, such as on the extension of side lot lines or next to an existing object, so as to minimize the negative impact to the abutting property owner(s).

The last sentence would also be beneficial in 21A.40.160 C.5. for boxes in a property owner's front yard.

Let's discuss this further at your earliest convenience. Thanks,

SCOTT WEILER, P.E. Development Engineer

ENGINEERING DIVISION COMMUNITY and ECONOMIC DEVELOPMENT SALT LAKE CITY CORPORATION

TEL 801-535-6159 CELL 801-381-4654 Joyce, Everett

From:Barry, MichaelSent:Monday, October 27, 2014 11:23 AMTo:Joyce, EverettCc:Vaterlaus, ScottSubject:RE: Utility Box Ordinance - text amendmentsAttachments:Ground Mounted Utility Boxes Text Changes _DRAFT 10-14-14.docx

Everett,

Section D.2.e (see attached, highlighted area, page 4) which addresses sight distance obstructions and pedestrian/vehicle circulation hindrance has been deleted. We need to have these requirements unless they are addressed elsewhere, which I did not see. Also, the boxes need to be located at least 18 inches behind the back of curb so that they don't interfere with the opening of car doors. That is all I have for now. -Mike

MICHAEL BARRY, P.E. Transportation Engineer

TRANSPORTATION DIVISION COMMUNITY and ECONOMIC DEVELOPMENT SALT LAKE CITY CORPORATION

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www.SLCGOV.com www.SLCTRANS.com

From: Joyce, Everett Sent: Monday, October 27, 2014 10:32 AM To: Barry, Michael Cc: Vaterlaus, Scott Subject: Utility Box Ordinance - text amendments

Michael,

Attached is the latest revisions to the proposed ground box utility ordinance.

The project has been re-assigned to me. There was a review meeting on October 20th, however your name was not on the list of attendees that the notice was sent to.

Would please review the proposed draft and provide any comments that you may have.

If you have any questions please contact me.

Thank you

EVERETT JOYCE SENIOR PLANNER **Consistent with Staff Recommendation**: Based on the findings in the staff report, public input and discussion, I move to transmit a favorable recommendation to the City Council to adopt the proposed zoning text amendments to Section 21A.02.050 Applicability, Section 21A.40.160: Ground Mounted Utility Boxes, and Section 21A.52.030: Special Exceptions related to ground mounted utility boxes.

Not Consistent with Staff Recommendation: Based on the staff report information, public input and discussion and the following finding(s), I move that the Planning Commission transmit a negative recommendation to the City Council relating to the request to amend Section 21A.02.050 Applicability, Section 21A.40.160: Ground Mounted Utility Boxes, and Section 21A.52.030: Special Exceptions related to ground mounted utility boxes.

The Planning Commission shall make findings on the Zoning Text Amendment standards as listed below:

- 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;
- 2. Whether a proposed text amendment furthers the specific purpose statements of the zoning ordinance;
- 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
- 4. The extent to which a proposed text amendment implements best current, professional practices of urban planning and design.
- 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.