



# Staff Report

PLANNING DIVISION  
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission

From: John Anderson, 801-535-7214, [john.anderson@slcgov.com](mailto:john.anderson@slcgov.com)

Date: March 22, 2017

Re: PLNPCM2017-00063 John Glenn Road Zoning Map Amendments

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## Zoning Map Amendments

**PROPERTY ADDRESS:** 695 N. John Glenn Rd.

**PARCEL ID:** 07-26-400-002-4001

**MASTER PLAN:** Northwest Quadrant

**ZONING DISTRICT:** AG Agriculture and Lowland Conservancy Overlay District

**REQUEST:** Seefried Development, representing the property owner Suburban Land Reserve Inc., is requesting to amend the zoning map on a property located at 695 N. John Glenn Road. The property is currently zoned AG Agriculture and is also located within the boundaries of the Lowland Conservancy Overlay District. The request is to change the zoning on the property to M-1 Light Manufacturing and to remove the property from the boundaries of the overlay district. The purpose of the amendment is to facilitate the future construction of a warehouse development on the property.

**RECOMMENDATION:** Based on the information in this staff report, Planning Staff recommends that the Planning Commission forward a positive recommendation to the City Council for the proposed zoning map amendments.

**ATTACHMENTS:**

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

**PROJECT DESCRIPTION:**

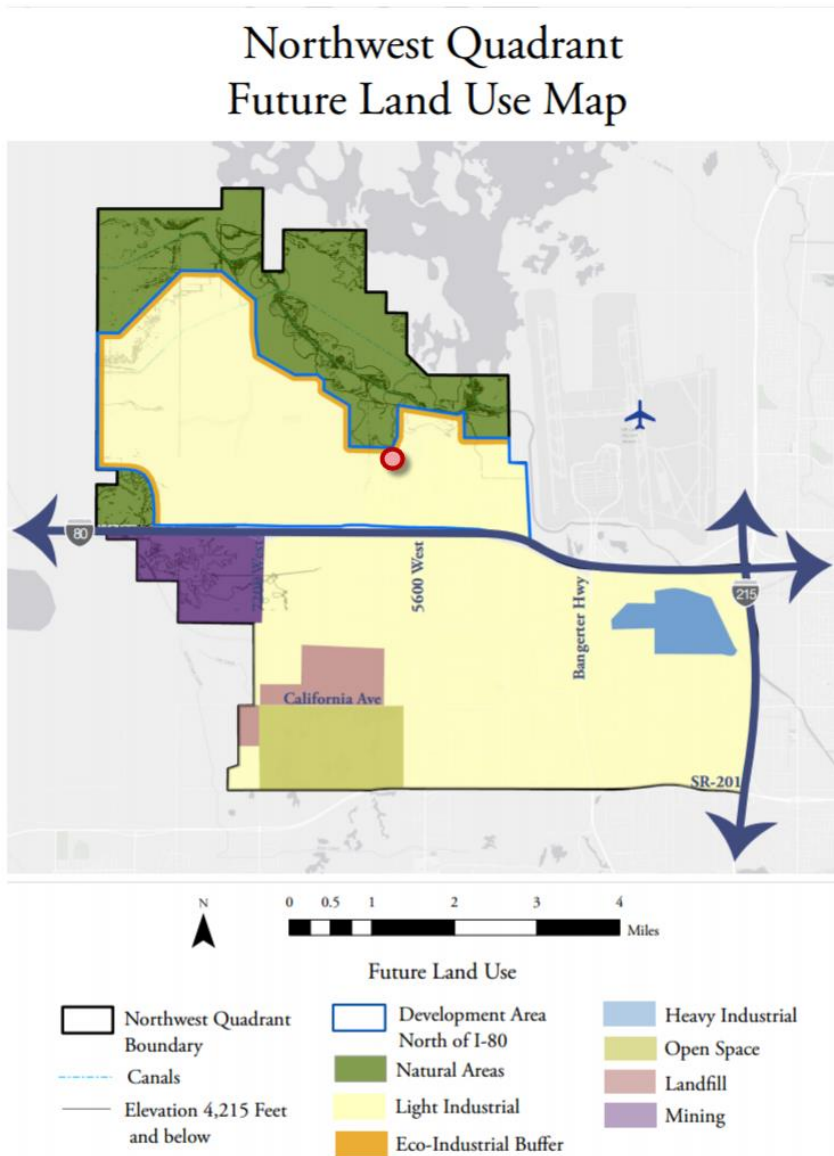
The property owner is requesting to amend the zoning on a property in order to build a future industrial development at the site. The property is currently zoned AG Agriculture which does not allow for any industrial or commercial development. Permitted uses in the district are limited to agricultural and low density residential uses (a separate proposal, unrelated to this application, would remove residential uses from the AG zone). The applicant is further requesting to adjust the boundary of the

LC Lowland Conservancy Overlay District. Currently the boundary of the overlay district extends into this property affecting the north and northwest portions of the property. The overlay district does not allow for significant development in those affected areas.

**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. Amending the Zoning Map from AG Agriculture to M-1 Light Manufacturing
2. Adjusting the Boundary of the LC Lowland Conservancy Overlay District



**Issue 1 –Amending the Zoning Map from AG Agriculture to M-1 Light Manufacturing**

The current zoning of the property is AG Agriculture and has been since the property was annexed into the city as was much of the Northwest Quadrant. The zone only allows for limited low density residential development and agricultural uses. The AG District has been used by the city as a “holding zone”, waiting for a master plan to dictate the future development of the area.

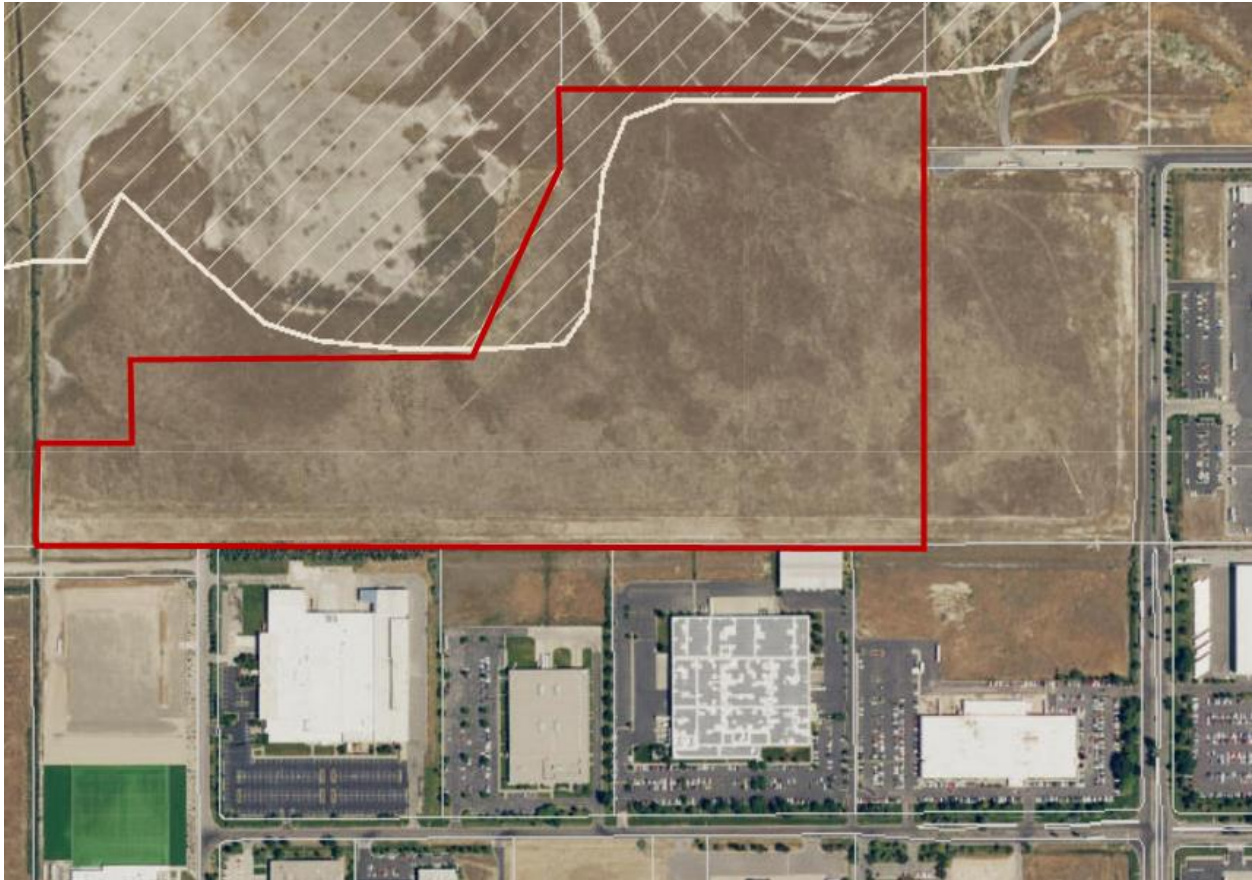
In 2016, the Northwest Quadrant Master Plan was adopted by the City Council. The image to the left is the future land use map for the Northwest Quadrant. The red circle indicates the approximate location of the property in question. As you can see the property is located in the area designated for Light Industrial uses. It is near the boundary of the Natural Area but does not extend into that area.

The master plan states in the vision that this area should be, “an economic engine for the City, region and State.” To achieve the vision the plan states a number of goals including, “Encourage a resilient and diversified economy” and, “Support quality jobs that including non-polluting and

environmentally-conscious high-tech and manufacturing sectors.” The master plan discusses that development should be conscious of the sensitive lands in the area and the protection of those areas located in the Natural Area.

The M-1 District will allow the property owners to develop their property in a manner that has been determined as the appropriate use by the master plan. Staff are currently developing zoning standards for the M-1 zoned properties in the Northwest Quadrant to ensure that all new development is done in a manner that protects those sensitive and natural lands outlined in the plan. This may affect design features of future structures such as fencing and window placement and/or reflectivity.

## **Issue 2 – Adjusting the Boundary of the LC Lowland Conservancy Overlay District**



*The property in question is outlined in red. The LC Lowland Conservancy Overlay District is the hatched area. If the proposal is approved the boundary would follow the existing north property lines and would not intrude onto the property in question.*

The applicant is also seeking to adjust the boundary of the LC Lowland Conservancy Overlay District. As shown in the image above it currently occupies areas along the north and northwest boundaries of the property. The proposal would be to remove the overlay entirely from the property in question.

The purpose statement of the LC is:

*It is the purpose of this district to promote the public health, safety and general welfare of the present and future residents of the city and downstream drainage areas by providing for the protection, preservation, proper maintenance, and use of the city's watercourses, lakes,*



*ponds, floodplain and wetland areas. The requirements of this district shall supplement other applicable codes and regulations, including state and federal regulations and the Salt Lake City floodplain ordinance.*

The overlay district is intended to protect natural waterways and the plant and animal species that utilize them by limiting development in those areas. The overlay district generally allows for no development except limited activity related to agriculture and recreation. It was placed in this area of the Northwest Quadrant when the area was annexed into Salt Lake City. The city's Public Utilities Department has indicated that they are unsure as to the exact reason that the boundaries were placed in their current position, but it is clear that the boundary does not follow a specific elevation line and that it does include areas that do not fit the description of properties that the purpose statement outlines should be preserved.

The Northwest Quadrant provides important habitat for migrating birds and other animal species. However, there are no ponds or other bodies of water on the property in question, the area is not located in the floodplain and there have been no wetland areas discovered in the area. Future development of the parcel would have to follow all federal and state regulations related to designated wetlands if identified in the future to determine the level of development that could occur on the entirety of the property.



*The map above shows the nearest area of the Great Salt Lake's floodplain outlined in blue. The property in question is noted in red. This property is clearly not located in or near the floodplain.*

**DISCUSSION:**

The proposed zone change would facilitate a future industrial development on the property. The master plan's general policies and objectives for this area do support light industrial uses on the

property. Further, the LC overlay district is meant to protect specific natural areas which are not found on this property. As such, staff does recommend changing the zoning and modifying the boundary of the overlay district.

**NEXT STEPS:**

With a recommendation of approval or denial for the zoning amendment, the amendment proposal will be sent to the City Council for a final decision by that body.

If the zoning amendment is approved, the property could be developed for any use allowed in the M-1 District on the property. Any development would need to be designed in accordance with all city standards.

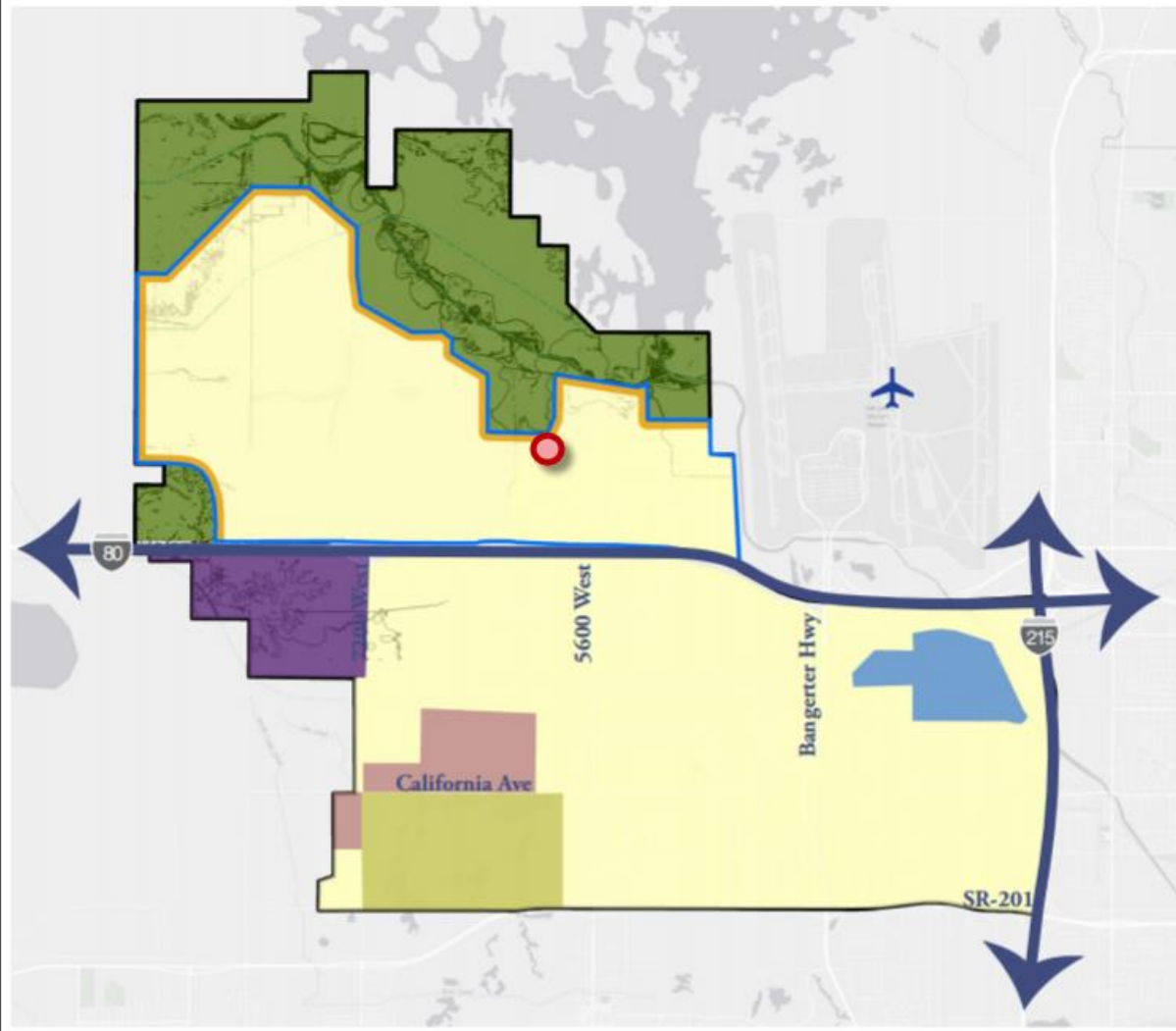
If the zoning amendment is denied, the property will remain zoned AG. With this zoning, the property could be developed as low density residential uses or be utilized as agricultural property.

If the zoning on the property is changed but the overlay district is not removed from the property then future industrial development would only be allowed on those portions of the property that are not located in the overlay district.

# **ATTACHMENT A: ZONING AND FUTURE LAND USE MAPS**

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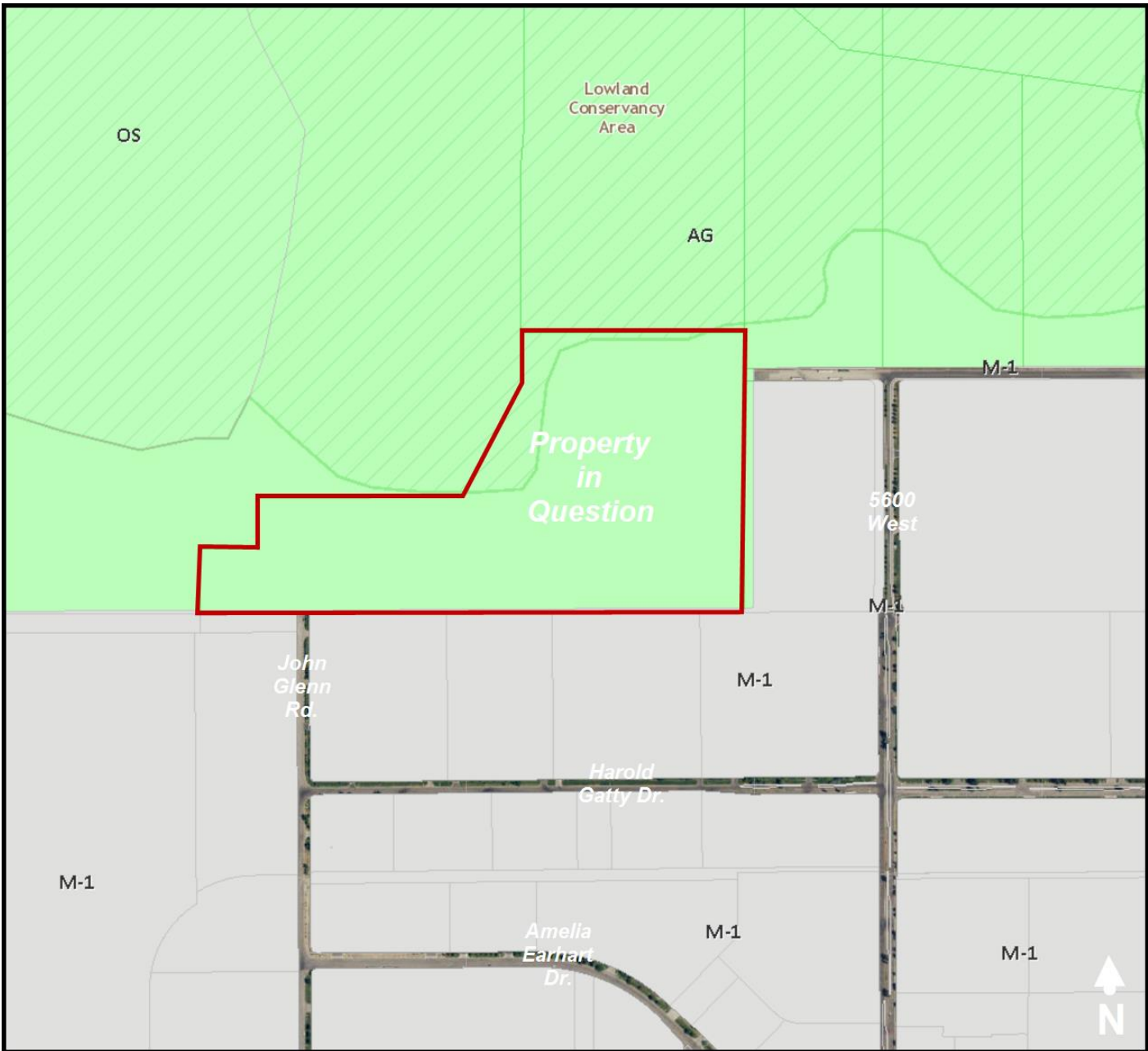
# Northwest Quadrant Future Land Use Map



### Future Land Use

- |                                |                                |                  |
|--------------------------------|--------------------------------|------------------|
| Northwest Quadrant Boundary    | Development Area North of I-80 | Heavy Industrial |
| Canals                         | Natural Areas                  | Open Space       |
| Elevation 4,215 Feet and below | Light Industrial               | Landfill         |
|                                | Eco-Industrial Buffer          | Mining           |

The red circle indicates the property in question.



**The property in question is outlined in red. The current zoning on the property is AG Agriculture. Properties to the south and east are zoned as M-1 Light Manufacturing. The current boundaries of the LC Lowland Conservancy Overlay District are shown in hatching.**



## **ATTACHMENT B: PROPERTY PHOTOGRAPHS**



**Photograph of the property looking towards the north.**





**Photograph of the property looking towards the northwest.**



**Photograph of the property looking towards the southwest.**

## **ATTACHMENT C: APPLICANT'S NARRATIVE**



**Zoning Amendment Application  
Seefried Development Management, Inc.**

**1. Project Description**

**a. A statement declaring the purpose for the amendment.**

Applicant proposes to amend the Zoning Map for the parcel located at 695 North John Glenn Road ("Parcel 1"). Applicant proposes to develop Parcel 1 in conjunction with the parcel located at 775 North 5600 West ("Parcel 2") (collectively, the "Parcels"). Parcel 1 is currently located in the City's Agricultural Zoning District (AG) ("AG District"). Parcel 2, on the other hand, is located in the City's Light Manufacturing District (M-1) ("M-1 District"). The zoning for the Parcels is shown on Exhibit A. The purpose of this Application is to amend the Zoning Map to include Parcel 1 in the M-1 District. The amendment is necessary to allow Applicant's proposed use of the Parcels, which is described below. The Application also proposes to amend the boundary of the Lowland Conservancy Overlay District ("Overlay District"), to the extent necessary, so that the Overlay District does not apply to the Parcels. Amendment of the Overlay District will allow applicant to pursue its development plan.

**b. A description of the proposed use of the property being rezoned.**

Applicant proposes to construct a warehouse on the Parcels. A site plan for the Parcels is attached as Exhibit A.

**c. List the reasons why the present zoning may not be appropriate for the area.**

Parcel 2 is located at the edge of the M-1 District. Parcel 1 is located in the AG District. A warehouse is a permitted use in the M-1 District, but it is a prohibited use in the AG District. The present zoning prevents Applicant from developing the proposed warehouse on the Parcels. The areas to the east and south of the Parcels are located in the M-1 District. Properties in these areas are largely developed and occupied by industrial facilities. Applicant's proposed warehouse will be similar to the existing facilities in the area. To the extent that the Overlay District was intended to extend to the Parcels, it may limit development of the proposed warehouse. For these reasons, Applicant requests that Parcel 1 be rezoned to the M-1 District and that the Overlay District be adjusted, to the extent necessary, so that it does not apply to the Parcels.

**d. Is the request amending the Zoning Map? If so, please list the parcel numbers to be changed.**

This Application proposes to amend the Zoning Map for Parcel 1. Applicant proposes to develop Parcel 2 in conjunction with Parcel 1. Information for the Parcels is provided below.

Parcel No.	Address	Legal Description	Acres
Parcel 1 07264000024001	695 North John Glenn Road	BEG AT S 1/4 COR OF SEC 26, T1N, R2W, SLB & M; S 89°58'51" W 490.35 FT; S 0°02'54" W 99 FT; S 89°58'51" W 481.02 FT; N 0°10'25" W 438.93 FT; N 89°58'51" E 303.02 FT; N 0°01'09" E 269.61 FT; N 89°58'51" E 1088.96 FT; N 27°08'42" E 677.39 FT; N 0°04'59" E 261.20 FT; S 89°55'01" E 1181.59 FT; S 0°04'59" W 186.87 FT; S 0°06'15" W 1284.23 FT; S 89°58'28" W 1907.52 FT TO BEG. LESS THAT PORTION INSIDE MAGNA MOSQUITO ABATEMENT DIST. 63.97 Acres more or less.	65.05
Parcel 2 07264000010000	775 North 5600 West	Lot 1, Watkins Industrial Park Subdivision	19.15

# **ATTACHMENT D: EXISTING CONDITIONS & ZONING STANDARDS**

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## **Uses in the Immediate Vicinity of the Property**

**East:** Property is currently vacant/undeveloped and is located in the M-1 Light Manufacturing District.

**West:** Property is currently vacant/undeveloped and is located in the AG Agriculture District.

**North:** Property is currently vacant/undeveloped and is located in the AG Agriculture District.

**South:** Property has been developed as light manufacturing.

# ATTACHMENT E: ANALYSIS OF STANDARDS

## ZONING MAP AMENDMENTS

**21A.50.050:** A decision to amend the text of this title or the zoning map by general amendment is a matter committed to the legislative discretion of the city council and is not controlled by any one standard. In making a decision to amend the zoning map, the City Council should consider the following:

Factor	Finding	Rationale
<p><b>1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;</b></p>	<p><b>Complies</b></p>	<p>Please see the discussion under Issues 1 and 2 regarding applicable master plan policies. As discussed, staff finds that the zoning amendment is consistent with objectives and policies of the <i>Northwest Quadrant Master Plan</i> and with the associated Future Land Use map.</p>
<p><b>2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.</b></p>	<p><b>Complies</b></p>	<p>The M-1 purpose statement is as follows:</p> <p><i>The purpose of the M-1 light manufacturing district is to provide an environment for light industrial uses that produce no appreciable impact on adjacent properties and desire a clean attractive industrial setting. This zone is appropriate in locations that are supported by the applicable master plan policies adopted by the city. This district is intended to provide areas in the city that generate employment opportunities and to promote economic development. The uses include other types of land uses that support and provide service to manufacturing and industrial uses. Safe, convenient and inviting connections that provide access to businesses from public sidewalks, bike paths and streets are necessary and to be provided in an equal way. Certain land uses are prohibited in order to preserve land for manufacturing uses.</i></p> <p>The master plan has stated that this area of the city should be developed as</p>

		a light industrial use. As such, the location of the proposed zoning district does not conflict with the purpose statement of the zone.
<b>3. The extent to which a proposed map amendment will affect adjacent properties;</b>	<b>No anticipated negative impacts due to the proposed map amendment if future development is designed correctly</b>	<p>Properties to the south and east are currently developed as light industrial or vacant but zoned for the same uses. Properties to the west are designated in the master plan for light industrial uses as well. There should be no negative impacts to those properties as they could be developed in a similar fashion and light industrial uses should not produce negative impacts as noted in the purpose of the M-1 zoning district.</p> <p>The properties to the north are currently zoned as AG and the master plan has designated them to remain as a natural area. Light industrial uses generally have fewer negative impacts than other uses such as residential but it's important that any development in the future on the property takes the unique and sensitive nature of these natural areas into consideration. The master plan indicates the importance of protecting these natural areas and provides guidance on how that can be accomplished. Future development should take that guidance into consideration when designing their site and any future structures. Amendments to the M-1 zoning district which would codify those guiding principles is currently underway by staff.</p>
<b>4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards</b>	<b>Complies</b>	<p>Portions of the north and northwest areas of the property are located in the Lowland Conservancy Overlay District. The purpose statement of that overlay district is:</p> <p><i>It is the purpose of this district to promote the public health, safety and general welfare of the present and future residents of the city and downstream drainage areas by</i></p>



		<p><i>providing for the protection, preservation, proper maintenance, and use of the city's watercourses, lakes, ponds, floodplain and wetland areas. The requirements of this district shall supplement other applicable codes and regulations, including state and federal regulations and the Salt Lake City floodplain ordinance.</i></p> <p>The primary goal of the overlay district is to protect existing watercourses and other sensitive lands. As there are no existing watercourses or wetlands on the property in questions staff believes that it is appropriate to adjust the boundary of the overlay district off of the property in question. This was discussed further in Issue 2 located on page 3 of this report. If the overlay district is removed from the property the proposal complies with this standard.</p>
<p><b>5. The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.</b></p>	<p><b>Complies</b></p>	<p>The subject property is located on the edge of a built environment where public facilities and services already exist. Future development may require upgrading or extending utilities and drainage systems. However, such upgrades or extensions would be required through the building permit process when a specific development is proposed.</p> <p>No concerns were received from other City departments regarding the zoning map amendments.</p>
<p><b>NOTES:</b></p>		

## **ATTACHMENT F: PUBLIC PROCESS & COMMENTS**

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

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

#### **Notice of Application:**

A notice of application was mailed to the chairs of the West Pointe and Jordan Meadows Community Councils as the project is located near the boundary between each group. The Community Council was given 45 days to respond with any concerns. No comments were received from either community council.

**Open House:** Because the property is located west of 2200 West the applicant was not required to attend a community council meeting. An open house was held on February 16, 2017 at the 10<sup>th</sup> East Senior Center. Staff spoke with 2 nearby landowners about the proposal. Both supported the proposed zoning change and adjusting the boundary of the overlay district.

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

Public hearing notice mailed on March 10, 2017

Public hearing notice posted on March 10, 2017

Public notice posted on City and State websites and Planning Division list serve on March 10, 2017

#### **Public Input:**

There have been no public comments received as of staff report publication.

# **ATTACHMENT G: DEPARTMENT REVIEW COMMENTS**

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## **Department Review Comments**

**Engineering** – Scott Weiler ([scott.weiler@slcgov.com](mailto:scott.weiler@slcgov.com) or 801-535-6159)  
No objection to the proposed zoning amendment.

**Zoning** – Greg Mikolash ([greg.mikolash@slcgov.com](mailto:greg.mikolash@slcgov.com) or 801-535-6181)  
No zoning issues related to the proposed rezoning or the reconfiguration of the lowland conservancy district.

**Transportation** – Michael Barry ([michael.barry@slcgov.com](mailto:michael.barry@slcgov.com) or 801-535-7102)  
No comments received.

**Public Utilities** – Brad Stewart ([brad.stewart@slcgov.com](mailto:brad.stewart@slcgov.com) or 801-483-6751)  
I've attached a map for reference showing the Husky property, Lowland Conservancy Overlay District, and elevation 4220 (NAVD88). To Public Utilities the 4220 (NAVD88) line is more important than the LLCO line. The preliminary designs for the NW Quadrant are being centered on the 4220 (NAVD88) as the minimum elevation necessary to minimize lake flooding and backwater effects. From the Husky drawings that we have seen it appears that Corbin Bennion, the Dominion Design Engineer, is designing the building, parking and maneuvering areas to all be above that elevation.

It does somewhat appear that the original LLCO line was an approximation of the contours. My representation of the 4220 (NAVD88) line is from GIS 2 foot Lidar data.

Public Utilities would support using the 4220 (NAVD88) line in lieu of the LLCO line for the Husky project. We also would not be opposed to minimal areas of fill to “square-off” the developable area for the project.

**Fire** – Ted Itchon ([ted.itchon@slcgov.com](mailto:ted.itchon@slcgov.com) or 801-535-6636)  
No comments.