Conditional Use

PROPERTY ADDRESS: 2111 South 1300 East
PARCEL ID: 16-20-230-003-0000 & 16-20-230-001-0000
MASTER PLAN: Sugar House Master Plan
ZONING DISTRICT: CB Community Business District
OVERLAY DISTRICT: 21a.34.060: Groundwater Source Protection Overlay District

REQUEST:
Nathan Abbott with Galloway US, representing the leasee Kum & Go, is requesting conditional use approval for a gas station that will be located at 2111 South 1300 East. The proposed project will consist of a 3,957 square foot convenience store to be located in the northwest corner of the property, three (two-sided) gas pumps located in the south area and underground fuel storage tanks placed along the eastern portion of the property. The subject property is approximately 0.83 acres combined (36,155 square feet) in size and is in the CB- Community Business Zoning District.

RECOMMENDATION:
Based on the findings listed in the staff report, it is the Planning Staff’s opinion overall, that the project does not meet the applicable standards or the intent of the Sugar House Master Plan, nor can it successfully mitigate adverse impacts to the adjoining property & water resource, Sugar House Park & Parley’s Creek, and therefore planning staff recommends the Planning Commission deny this Conditional Use request.

ATTACHMENT

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PROJECT DESCRIPTION

The applicant, representing the Kum & Go Company, is requesting approval to build a gas station and convenience store on the subject property at 2111 S. 1300 E, which is the southeast corner at the intersection of 2100 South and 1300 East.

The convenience store is proposed as a 3,957 square foot building. This building would be a convenience store that would sell snacks, drinks and quick household pick-up items. It will also have a “bistro” food area with an eating sitting area inside. The proposal would include three gas pumping stations that would be two-sided, with a canopy over the gas pumps that would be 18 feet tall (see Attachment C).
**Quick Facts:**

- **Building Height:** 21 feet (approximate), 1 story
- **Main Floor:** Convenience store, retail goods
- **Square footage of building:** 3,957 sq. ft.
- **Exterior Materials:** Colored Aluminum, Fiber Cement Panel, Metal Coping, Glass
- **Parking:** Proposed -10 parking spaces: one ADA parking, three electric vehicle charging station spaces, and six regular parking spaces.

The subject property is approximately 36,155 square feet (0.83 acres) in size and abuts Sugar House Park at the northwest corner. It is privately owned and is not part of the Sugar House Park property.

The proposed convenience store would be located in the most northwest corner of the parcel approximately 15.5 feet from the property line along 2100 South, and eight feet from the property line along 1300 East. Since the building facades face two public roads, there are two main entrances proposed one facing 2100 South and one facing 1300 East, in addition to the entrance located on the east side facing the parking area.

Currently, there are three vehicular access points to the property, two along 1300 East and one along 2100 South. The applicant is proposing two entrance points to the property. They will remove the more northerly existing entrance and keep the south entrance along 1300 East and keep the one along 2100 South. Both of these access points will be right in/right out only. The ingress/egress along 1300 East will also serve as the access point to the property for the fueling tanker trucks for deliveries to the site. The fueling trucks will enter from the south along 1300 East and enter the property following the southern property line to the east to fill the tanks which are proposed to be located along the eastern area of the property. Kum & Go Company owns the fuel transport company and therefore, will dictate the standard operating procedures and routing for the fuel tanker trucks. Since the fueling trucks need to deliver the fuel on the passenger side of the truck to the underground storage tanks (USTs), entrance from 2100 South would not be feasible and therefore, fueling tanker trucks will be entering from the 1300 East entrance and exiting out the 2100 South egress only.

Proposed entrances -circled in red
The Kum & Go Company is not the owner of the property, they are leasing the property. The applicant has not addressed whether they will be purchasing the land outright, or if they will continue to lease the property for an extended period of time. The property owner has provided the necessary consent to the applicant to submit the Conditional Use application.

KEY CONSIDERATIONS

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

1. Conditional Use Purpose Statement
2. Sugar House Park: Environmental Amenities
3. Environmental Concerns: Underground Storage Tanks (USTs)
4. Environmental Concerns: Surface Water Runoff
5. Traffic Concerns: Vehicular increase to the 2100 South/ 1300 East intersection
7. City plan policies
8. Landscaping buffer – for separation and storm drain filtration system

Consideration 1: Conditional Use Purpose Statement

Ordinance 21A.54.010 Purpose statement:

A. A conditional use is a land use which, because of its unique characteristics or potential impact on the municipality, surrounding neighbors or adjacent land uses, may not be compatible or may be compatible only if certain conditions are required that mitigate or eliminate the negative impacts. Conditional uses are allowed unless appropriate conditions cannot be applied which, in the judgment of the planning commission, or administrative hearing officer, would mitigate adverse impacts that may arise by introducing a conditional use on the particular site.

B. Approval of a conditional use requires review of its location, design, configuration, and impact to determine the desirability of allowing it on a site. Whether the use is appropriate requires weighing of public need and benefit against the local impact, taking into account the applicant’s proposals to mitigate adverse impacts through site planning, development techniques, and public improvements. (Ord. 14-12, 2012)
Although the applicant has proposed mitigation plans through development techniques and its proposed best management practices, this use is not appropriate for the location. The possibility of harmful and damaging effects from a potential gas tank leak (“release”) or contaminated surface water run-off could cause a significant detrimental impact -or “adverse impact” – therefore, harming the soil, water and air quality of Sugar House Park, Parley’s Creek and the community.

The State of Utah’s Property Rights Ombudsman notes “detrimental impacts identified for a conditional use should be related to negative impacts on legitimate government interests, or on the public welfare”. 1 The proposed gas station at this location creates negative effects to the government interest in Sugar House Park and the public welfare intended to be provided by regional parks, Parley’s Creek, and Hidden Hollow, which is downstream from Sugar House Park. Salt Lake City Municipality and Salt Lake County governments co-own Sugar House Park, which is the second largest government (county and municipality) collaboratively owned and maintained public parks in the Salt Lake Valley/County at 110 acres (second to the soon to be opened Bingham Creek Regional Park -160 acres- co-owned by South Jordan City and Salt Lake County).

Since the late 1950’s, Sugar House Park has been considered the “crown jewel” to the residents of Sugar House, Salt Lake City, and surrounding communities. The park is intended to be a designated area of open space under a trust conveyed in 1957 by Salt Lake City and Salt Lake County, to operate as a park for a period of 99 years, ending on December 31, 2055.

To the west of the subject property is the Hidden Hollow Natural Area, which is located in the heart of the Sugar House Business District. It was rededicated in 1999 as an urban natural area and an oasis for native plants and wildlife. The City placed a conservation easement over the property to protect its “natural, riparian, scenic, open space, historical, educational, aesthetic, and recreational values”. It is also at immediate risk by any contamination to the Parley’s Creek, since the creek runs through the middle of the area as an open creek. Surface run-off from the subject property that is not filtered properly will run into the storm drain and will eventually end up in Parley’s Creek downstream through Hidden Hollow. This creates a clear negative impact, that cannot be mitigated, to the government interests of both Sugar House Park and Hidden Hollow Natural Area.

1 https://propertyrights.utah.gov/find-the-law/legal-topics/conditional-uses/ -What are Detrimental Impacts?
The city standards for a conditional use (see Attachment G), state if the anticipated detrimental effects of a proposed conditional use cannot be substantially mitigated...the conditional use shall be denied by the Planning Commission.

The applicant has not provided information that demonstrates that the reasonably anticipated potential for soil, water and air contamination created by the proposed use can be substantially mitigated. Since any contamination to the park, specifically to the secondary recharge water source of the Parley’s Creek, and the surrounding community, would happen mostly through underground gas tank leakage (or “release”) and contaminated surface water run-off, even best management practices cannot guarantee that this will not happen. Evidence of the frequency of leaks and types of leaks can be found in Consideration 3. For the protection of Sugar House Park, Parley’s Creek, Hidden Hollow and the community, there is no mitigation effort that can reduce the risk to these government and public interests and therefore this application for a Conditional Use should be denied.

As noted by the Utah Court of Appeals, “a conditional use is rooted in the idea that some uses, due to ‘unique characteristics or potential impact[s]’ on ‘surrounding neighbor[s] or adjacent land uses, may not be compatible in some areas.” Staker v. Town of Springdale² (citing the definition of “conditional use” in Utah Code Section 10-9a-103).

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² Book 481 of the 3rd series of the Pacific Reporter beginning on page 1044.
Consideration 2: Sugar House Park: Environmental Amenities

Prior to the existence of Sugar House Park, the property to the east of the subject property was the site of the Utah State Prison “Territorial Penitentiary” (or Sugarhouse Prison), from January 1855 until March 12, 1951. The prison sat on the 10-acres closest to the subject property.

After the prison was moved from the property in 1951, the 110 acres was converted to Sugar House Park. Sugar House Park encompasses most of the area, with 30-acres to north being the site of Highland High School.

Parley’s Creek runs through the park, coming down from Parley’s Canyon to the east. The creek runs through the center of Sugar House Park and fills the pond at the west end. At 1300 East the creek is piped underground across 1300 East to Wilmington Avenue, it is then diverted (still piped) to the north to Hidden Hollow, which is an “urban natural area”. The creek is an open running creek through Hidden Hollow as it runs west until it is again piped just before it hits 1100 East.
Route of Parley’s Creek (in blue) from the Sugar House Park Pond to Hidden Hollow

The subject property and Sugar House Park are both located in a Secondary Recharge Area -protected by the Groundwater Source Protection Overlay District which serves “to protect, preserve, and maintain existing and potential public drinking groundwater sources in order to safeguard the public health, safety and welfare of customers and other users of the City’s public drinking water supply, distribution and delivery system.” 3. The Secondary Recharge Area provides the primary means of replenishing groundwater as a secondary drinking water source, which can be up to 10% of the city’s water supply4.

“Primary recharge areas are composed of rock and boulder without confining clay layers. Anything spilled on the surface of this area can easily make its way into the groundwater, without the time and natural soil filtration necessary to clean it. Compounds that easily mix with water and can be drawn down into the water supply are of particular concern. Secondary recharge areas are similar to primary recharge areas, but have sporadic clay layers, so that some surface contamination can be contained. However, these layers aren’t continuous, the level of safety is low. These two over-lay areas cover the foothills and the front facing mountain ranges.”5

Under the Groundwater Source Protection Overlay District, underground Storage Tanks are listed as “Restricted Uses” in the Secondary Recharge Area and therefore, represent a “potential contamination source” (See Appendix B of the Groundwater Source Protection Overlay District Ordinance -attached at the end of the staff report). Having a gas station use with underground fuel tanks within this overlay districts jeopardizes the purpose of the overlay district to protect the Secondary Recharge Area, as it is in conflict with city policies and environmental considerations.

3 Salt Lake City Ordinance 21A.34.060.B.
4 https://water.utah.edu/2018/05/10/drinking-water-and-the-wasatch-front/
5 Ground-water Source Protection Ordinance -September 4, 1998 attached at end of report.
Consideration 3: Environmental Concerns: Underground Storage Tanks (USTs)

There are many environmental concerns related to this proposal for a gas station. Particularly since it is being proposed on property abutting Sugar House Park and within 350 feet of the pond in the park. Parley’s Creek flows into and out of the park pond. The main environmental concern is soil, water and air contamination caused by a leak (or “release” -the technical term for a gas leak) of petroleum from the underground storage tanks (USTs).

Example of underground storage fuel tanks

There are over 769 gas stations in Utah as of 2019 with underground fuel storage tanks (UST).\(^6\) According to the Utah State Department of Environmental Quality -Environmental Response & Remediation, at the end of 2022, there were approximately 3,604 USTs in the state of Utah and of 768 facilities inspected there were 54 confirmed release (leaks) sites reported. As indicated in the following table 76% of USTs were complaint at the time of inspection., which means that 24% of the USTs were not in compliance. That amounts to 864 USTs, or one of every four, that were not compliant. It is reasonable to expect USTs that are not compliant at time of inspection, create an environmental impact that may only be discovered during required inspections.

\(^6\) 2019- U.S. Energy Information Administration (eia.gov)
Utah's Summary Information On Underground Storage Tanks (USTs)

General Information

Public Record Posted Date: 12/5/2022
Total Number Of UST Facilities:: 1309
Total Number Of USTs: 3604

Summary Information For On-Site Inspections

Number Of UST Facilities Inspected: 768
Inspection Period Dates: October 1, 2021 To September 30, 2022
Percent Compliance at Time of Inspection (Combined Measure): 76 %

Note: Tank, facility, and on-site inspection information is based on State of Utah site inspections, and file records. On-site inspections measure compliance with State and Federal UST regulations. Percent Compliance is based on the Technical Compliance Rate (TCR), which is a composite measure of compliance with spill prevention, overfill prevention, corrosion protection, and release detection requirements. The TCR and supporting measures are described in EPA's April 2018 guidance.

Summary Information For Releases

Number Of Confirmed UST Releases: 54
Release Reporting Period Dates: October 1, 2021 To September 30, 2022

Summary Information For Release Sources And Causes

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# = number, % = percent of total number

Note: Release, source and cause information is based on Federally Regulated Underground Storage Tanks and Federally Regulated Leaking Underground Storage Tanks. Source and cause data were collected using data provided to the State of Utah from Site Inspections and Closure Notices.

The public can obtain site-specific UST information on compliance and releases. In making a request to review files, please call (801) 536-4100, fax (801) 359-8853, or mail the GRAMA Coordinator at: P.O. Box 144840 (195 North 1950 West), Salt Lake City, Utah, 84114-4840. You will be notified when your files are ready to be reviewed. For additional information, please visit our web site at https://deq.utah.gov/ or our interactive map at https://enviro.deq.utah.gov/

The purpose of this report is to comply with the Public Record Provision Of The Energy Policy Act Of 2005
Utah obtains more than 10% of the population’s drinking water from groundwater. The Department of Environmental Quality has regulations in place to protect this valuable public resource. “When an UST leaks, it becomes a Leaky Underground Storage Tank (LUST) and poses a risk to human health and the environment. Currently, there are more than 3,000 LUST sites in Utah. These sites have resulted in contaminated ground water and in some cases, explosive situations.”

Although there are multiple layers that the tanks are contained in, and there are sensors that monitor “releases”, the potential for underground storage tanks to leak exists and is not rare and therefore, it is a reasonable anticipated detrimental effect. There is no monitoring system that is 100% reliable to detect releases (petroleum leaks) and there is no definitive way to keep leaks from happening. There is no evidence presented that indicates petroleum releases can be substantially mitigated. Statistics and proof from the Department of Environmental Quality show that releases of petroleum are a frequent occurrence. The detrimental environmental impact to Sugar House Park and Parley’s Creek would be tragic for the community and jeopardize the government interest in the park, creek and create negative impacts to the health and safety of the public.

**Consideration 4: Environmental Concerns: Surface Water Runoff**

A second environmental concern for having a gas station next to Sugar House Park, is the possibility of surface water runoff from the gas station, contaminating the soils and water sources of the park. “The sources of drinking water (both tap water and bottled water) include rivers, lakes, streams, ponds, reservoirs, springs and wells. As water travels over the surface of the land or through the ground, it dissolves naturally occurring minerals...organic chemical contaminants, including synthetic and volatile organic chemicals, which are by-products of industrial processes and petroleum production... can also come from gas stations”

Although gas stations with underground storage tanks (USTs) are required by the Utah Department of Environment Quality to have spill prevention equipment and containment sumps (for monitoring piping), overfilling of the UST from fuel trucks for product delivery, periodically happens. This means spilled petroleum could potentially get into and contaminate the soil and water within the park and Parley’s Creek by surface runoff. Leaking gas and oil from vehicles on the gas station grounds, can also create tainted surface water runoff that may not be properly captured on-site.

The City’s Public Utilities Department has stated in their review that stormwater and runoff from this site goes directly to Parley’s Creek by way of the storm drain along 1300 East. (See Attachment I). If there is any failure to the management, treatment or control of this runoff, contamination to the creek is imminent and could not be prevented. For example, this news article describes an incident where a gas pump was damaged when it was backed into by a gas station patron’s vehicle. The emergency shut off failed and gasoline flowed into the storm drain and a nearby creek. Residents were advised to stay indoors while the creek was monitored.

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Any failure of best management practices would cause risk of contamination to the Parley’s Creek through the storm drain connection. There are no best management plans that can mitigate the negative impact since spills are caused by human error and may lead to a potential failure.

**Consideration 5: Traffic Concerns: Vehicular increase to the 2100 South/ 1300 East Intersection**

The applicant provided a Traffic Impact Study (TIS) for the following specific areas to see if they would be affected by the proposed development:

- E 2100 S/S 1300 E
- S 1300 E/Site Access
- E 2100 S/Site Access

Here are excerpts from that TIS:

“The application proposes consolidating the two existing access points along S 1300 E, to a single right-in/right-out. Additionally, the site will continue to access via E 2100 S at the existing right-in/right-out. These two access points will facilitate access and circulation throughout the site.”

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11 TIS submitted by the applicant, pg 5 of 109.
“E 2100 S is a divided six-lane roadway east of S 1300 E and an undivided four-lane roadway west of S 1300 E. The posted speed limit is 30 mph in the vicinity of the subject site. The roadway is classified by the City of Salt Lake City as an arterial providing east-west connection through the region and access to a number of residential and commercial developments. The intersection with S 1300 E operates under signalized control.”

“S 1300 E is a divided six-lane roadway south of E 2100 S and an undivided two-lane roadway north of E 2100 S. The posted speed limit is 30 mph in the vicinity of the subject site. The roadway is classified by the City of Salt Lake City as an arterial and provides north-south connection through the region and access to a number of commercial and residential developments. The intersection with E 2100 S operates under signalized control.”

The study was conducted last year when the Sizzler was inoperable and there were no counts taken from the subject property because there were no cars entering or exiting the property. The traffic impact study cannot be reasonably relied upon to provide meaningful understanding of the potential impacts.

The applicant’s TIS states that the 2028 future level of service for the study area will operate at an “overall LOS “E” or better during the AM and PM peak hours, generally consistent with existing conditions. Minor increases in delay are forecasted due to growth along the arterials within the study area.” LOS stands for “level of service” and at an “E” this is not an acceptable service level for many residents and community.

<table>
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<th>Levels of service</th>
<th>Vehicle flow states</th>
<th>Average vehicle speed</th>
<th>V/C</th>
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<td>Driving smoothly</td>
<td>&gt;48km/h</td>
<td>0 = V/C&lt;60%</td>
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<td>Level B</td>
<td>Stable vehicle flow</td>
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<td>Level C</td>
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<td>Unstable vehicle flow</td>
<td>=24km/h</td>
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<td>Level F</td>
<td>Traffic congestion</td>
<td>&lt;24km/h</td>
<td>≥ 100%</td>
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LOS= Level of service  V/C= Volume to Capacity ratio

The applicant’s TIS also stats on a comparison table between a high-turnover sit-down restaurant use and the proposed gas station w/convenience store, the site trip generation will be approximately 364 more trips per day for the proposed gas station.

Just because the roadway can physically handle the increase in traffic, does not mean the community can. This becomes a concern for the public health, safety and welfare for the community, “this is not a capacity issue, it is a livability issue”. The difference in trip generation negatively impacts people

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12 Ibid pg 12/109
13 Ibid pg 13/109
14 Ibid pg 21/109
using the sidewalks and cyclists who travel past the property. It should be noted that the city is planning a redesign of 1300 East and 2100 South with the intent of making the streets safer for people on the sidewalk, on bikes, or other human powered transportation modes. The plans include a shared bicycle path along 1300 East and separated bike lanes on 2100 South along the subject property. This is part of the “Local Link” that was recently adopted by the City Council: Sugar House Park Loop Priority Project.

The conclusion and recommendation stated in the TIS came to this summary:

“Conclusions based on the results of this traffic impact study; the following may be concluded:

• Under existing traffic conditions, the signalized intersections within the study area currently operate at overall acceptable levels of service (LOS)”D” or better during the weekday AM and PM peak hours.

• Under background future traffic conditions, without the development of the subject site, delays would increase slightly at study intersections due to regional traffic growth. The signalized intersections would operate at LOS “E” or better.

• The proposed site development would generate, upon completion and full occupancy, 64 net new weekday AM and 60 net new weekday PM peak hour vehicle trips as well as 679 net new weekday daily trips.

• Compared to the existing use, the proposed use would generate 17 more net new weekday AM, 34 more net new weekday PM, and 364 more net new average daily trips.

• Under total future traffic conditions, all study intersections, including proposed site connections would operate at levels of service consistent with background conditions.

• The proposed use would not substantially impact the surrounding network and would improve safety to the network by consolidating existing access points.

Recommendations
• It is recommended that the proposed development provide access consistent with the attached plan.”17

The proposed use is too vehicular intense for the site, in regard to the additional traffic that it will contribute to the traffic at the 2100 South/1300 East intersection and to the immediate area and community and the number of anticipated trips generated by the use jeopardizes the city’s future plans for pedestrian and bicycle improvements on 1300 East and 2100 South. The number of trips cannot be reasonably mitigated since gas stations are not destination spots. Most patrons stop at gas stations and convenience stores on their way from other targeted stops, and trips tend to be higher than what is reasonably anticipated within the CB zoning district. There is no condition that can be applied and reasonably enforced to limit the number of trips anticipated by the applicant’s provided information.

Consideration 6: Traffic Concerns: Fuel truck route after leaving subject property.

Planning Staff has concerns about the route that the fuel trucks will take after they leave the subject property. Because both ingress/egress locations are directionally right-in right-out, the fuel trucks will come into the subject property from the south, entering at the 1300 East entrance, and then exit the 2100 South exit heading east of the subject property. Delivery trucks will not be entering the subject property at the ingress at 2100 South. This is a choice by Kum & Go to have the fueling trucks enter the subject site from 1300 East and existing to the east out the 2100 South exit. Only regular vehicles will use the ingress from 2100 South.

Truck route for goods and fuel deliveries -designated by the Kum & Go Company

The neighborhood to the east of the subject property is primarily residential single-family dwellings on the north side of 2100 South, and the park on the south side, followed by more residential single-family dwellings further to the east.

Along 2100 South, from 1300 East to 1700 East there are three lanes directional to the east. After 1700 East, there are only two lanes directional to the east. There is a future transportation plan

(2024-25), to decrease the number of lanes to two lanes from 1300 East to 1700 East and to one lane each direction, from 1700 East eastward to the I-80/1-215 connection just past Parley’s way.

Depending on the time of day that the fuel trucks come (since the proposal is for a 24-hour operation), the fuel trucks could be a disturbing factor to the residence that live along 2100 South. 2100 South is designated as a “Collector” street, with speed limits of 25 mph between 1300 East and 1600 East, and 20 mph between 1600 East and 2060 East, and again at 25 mph between 2060 East up through Parley’s Way to the 1-215 freeway entrance.

Since the fueling trucks will be directed to leave the proposed gas station site east along 2100 South, this may cause disturbance for the residents that live along 2100 South – east of 1300 East. In addition, it could cause safety issues for the residents/pedestrians and school children along 2100 South, since this is not a typical route for large tanker trucks.

If the proposal is approved by the Planning Commission, limited hours for delivery times to the site, should be considered as a condition of that approval to minimize scheduled disturbance to the neighborhoods along 2100 South.
Consideration 7: City plan policies

The Master Plan labels this subject property as Low Intensity Mixed Use.

**Sugar House Master Plan:**
Low-Intensity Mixed Use allows an integration of residential with small business uses, typically at ground floor levels. Height limits generally include one- and two-story structures. The intent is to support more walkable community development patterns located near transit lines and stops. Proposed developments and land uses within the Low-Intensity Mixed Use area must be compatible with the land uses and architectural features surrounding each site.

The Sugar House Community Development Objectives are as follows:

**Policies**
- Develop the Sugar House Community to be a sustainable, attractive, harmonious and pedestrian oriented community.
- Strengthen and support existing neighborhoods with appropriate adjacent land uses and design guidelines to preserve the character of the area.
- Create visually interesting pedestrian-friendly street networks that directly connect local destinations.
- Improve all modes of mobility including street and trail networks, transit, pedestrian and bicycle movement opportunities, and off-street cooperative parking facilities.
- Support small locally owned neighborhood businesses to operate harmoniously within residential areas.

Stated in the Sugar House Master Plan:
Small commercial centers located within or immediately adjacent to neighborhoods provide a necessary service to Sugar House residents. Historically, however, the demand for neighborhood convenience stores has been varied, particularly with the emergence of regional shopping centers and easy access to transportation facilities.

Today, there is a renewed recognition of the value of having neighborhood businesses that residents can walk to instead of having to drive to. In addition, neighborhood businesses are frequently locally owned so more of the profits stay in the area. Neighborhood Commercial areas may consist of four corner sites or isolated parcels. The businesses range from grocery stores to restaurants.

Changes that are recommended:
- Eliminating incompatible automobile-oriented uses where allowed;
- Requiring windows on the first floor of new buildings with entrances facing the street and parking located in the rear;
- Providing a pedestrian circulation component in every development approved;
- Requiring multiple public entrances in new larger buildings;
- Requiring design review or site design standards; and
- Requiring signage to be at the pedestrian level.
Plan Salt Lake:
Air quality has been identified as one of the most important issues for Salt Lake City residents and is one of the most frequently discussed topics in the region. This is especially true during the winter months when the Wasatch Front is plagued by pollutant trapping inversions and deteriorating air quality. The inversions create more than just a health hazard and negative impact on the natural environment, they affect overall quality of life for residents and create negative perceptions for visitors and investors. Poor air quality is directly related to pollutants caused by vehicle and industry emissions.

Plan Salt Lake expresses the need for cycling and walking to have the necessary infrastructure in our city to ensure that they are not just recreational activities but convenience, safe, and viable transportation options, although the primary form of transportation is still private automobile use. The automobile dependency increases air pollution, traffic, and encourages development that is designed for cars, not people.

Initiatives of Plan Salt Lake encourage transit-oriented development, likewise, the Sugar House Master Plan states that Sugar House will be an area of Salt Lake City where people can circulate without dependence on the private automobile (2001).

Accommodating the pedestrian and bicyclist reduces reliance upon the automobile and provides better linkage for neighborhoods.

It is critical that alternatives to the automobile be considered in all decisions made by the City, including capital improvement projects, transportation, planning and zoning. In the past, too little attention was given to provisions of pedestrian access in new development, bicycle routes, trail systems and transit options. The automobile has typically been given priority over other modes of mobility, thus relegating the pedestrian and cyclist to be given secondary or worse yet, no consideration when designing access routes.

The community supports a number of solutions to remedy this situation, such as providing safe, comfortable and convenient pedestrian and bicycle path connections that may encourage walking, biking, and transit use. Additionally, reducing travel distances encourages safer and increased levels of bicycling and walking.

The subject proposal is a vehicular focused development that would generate more traffic than a high-volume sit-down restaurant and is not consistent with the policies of the Sugar House Master Plan. This proposal does not adequately address a connection to Sugar House Park, the pedestrians or bicyclists that may pass in front of the property and jeopardizes the city’s future plans for improving the safety of 1300 East and 2100 South. The proposal motivation is for the sale of gasoline to vehicular traffic. The overall impacts that will negatively impact the immediate vicinity are environmental impacts such as air quality and quality of life reduction by way of increased traffic.

Consideration 8: Landscaping buffer – for separation and storm drain filtration system
Because of the incompatibility of the gas station proposal use and the Sugar House Park, Planning Staff believes having a significantly upgraded landscaping buffer between the two should be considered if this proposal is approved. This would increase the separation between the two incompatible uses naturally, while allowing a connection between the two for the patrons of both. The applicant is showing a connection point in the southeast corner, where patrons of the park could come up into the Kum & Go
subject property to patronize the convenience store. Staff believes a better location, may be in the northeast area of the property, in order to provide a safer connection for pedestrians, since the proposed location would have pedestrians walking through the vehicular gas filling stacking area.

In addition to the upgraded landscaping being used to naturally separate the gas station and the park, the Public Utilities Deputy Chief Engineer is requiring a green infrastructure (landscaping and detention area) to serve as a secondary treatment and containment area. This would be an additional natural filtration system, or buffer, for storm water treatment for surface runoff from the property.

Some examples of a secondary treatment and containment area that the Public Utilities Deputy Chief Engineer is requiring would be as such:
DECISION:
The Planning Staff is recommending denial of this application to the Planning Commission. However, should the Planning Commission decide to approve this application, the Planning Staff recommends adding the following list of conditions. These conditions may lessen some of the significant detrimental impacts but cannot fully or adequately mitigate all potential contaminating effects to the groundwater systems, creek, or soils contained in or downstream of the park.

1. Monitoring sensors to be placed with the petroleum tanks for detecting a release of any level. This should be inspected by the Salt Lake City Fire to confirm that the sensors are in place.
2. The landscaping along the east and south property lines should be upgraded to give an appropriate buffer between the gas station and the park.
3. USTs should have over fill prevention valves to protect, prevent and detect, any overfilling of fuels to the USTs.
4. Fiberglass tanks should be used for the underground storage fuel tanks, to ensure a greater durability and lifespan for the site.
5. Building entrances facing 2100 South and 1300 East must remain open 100% of the time during business hours for customer access, since they are the main entrances for the building.
6. No fencing shall be permitted along the east or south property lines, which would create a delineated separation between the subject property and Sugar House Park.
7. Work with the planning staff to create a safer park connection from the subject property for pedestrian traffic in the northeast area of the subject property, rather than the southeast corner connection near the gas pumps and more vehicular traffic.*
8. Work with the transportation engineers on a trail connection to Sugar House Park.*
9. Work with the transportation engineers on a bike connection along the frontage sidewalk along 1300 East.*
10. For stormwater quality- because of the proximity to Parley’s Creek and the Sugar House Park Detention Pond, supplemental stormwater quality treatment is required on-site. The treatment must include both mechanical best management practices and green infrastructure (landscaping) as a secondary treatment and containment (detention basin) on-site prior to leaving the subject property and must be approved by the Public Utilities Department.*
11. Applicant must provide annual reports of inspections from the DEQ (Department of Environmental Quality) and/or reports regarding any leaks from their USTs or spills on-site.
12. The Salt Lake City Planning Division is to be notified within 24 hours of any leaks or spills that have occurred on the subject property, in addition to those agencies noted in Ordinance 21A.34.060.G.1.d. (21A.34.060).
13. Deliveries to the subject property for goods and fuel be limited to the hours of 07:00 am-10:00 am and 06:00 pm-10:00 pm.
14. The applicant should be accountable for any cleanup and remediation of the subject property, Sugar House Park property, and any City property downstream of the site, should a leak or surface-runoff contamination occur.
15. Proposed stamped internal-colored concrete shown -across the ingress/egress points along 1300 East and 2100 South -on the site plan being considered for the Planning Commission’s review, to remain.

*The applicant had initially agreed to collaborate with City Agencies on these conditions.
**NEXT STEPS:**

**Conditional Use Approval:**
If the Conditional Use is approved, the applicant will need to comply with the conditions of approval, including any of the conditions required by City departments and the Planning Commission. The applicant will be able to submit plans for building permits for the development and the plans will need to meet any conditions of approval. Final certificates of occupancy for the buildings will only be issued once all conditions of approval are met.

Per Ordinance 21A.34.060, if approved, all management strategies (BMP’s) should be submitted, showing that requirements will be complied with, prior to development permits being issued.

**Conditional Use Denial:**
If the Conditional Use is denied, the applicant would not have city approval for development of a gas station on the subject property. If the applicant can meet all requirements, a retail goods establishment could be built on the subject property without gasoline sales or storage, as a permitted land use. Applicant would be required to submit an application and plans for the building permit process.
Kum & Go #2506
2111 S 1300 E
CONDITIONAL USE PERMIT APPROVAL STANDARDS

Per Section 21A.54.080: Standards for Conditional Uses, a conditional use shall be approved if reasonable conditions are proposed, or can be imposed, to mitigate the reasonably anticipated detrimental effects of the proposed use in accordance with applicable standards set forth in this section. If the reasonably anticipated detrimental effects of a proposed conditional use cannot be substantially mitigated by the proposal or the imposition of reasonable conditions to achieve compliance with applicable standards, the conditional use shall be denied.

A. Approval Standards: A conditional use shall be approved unless the planning commission, or in the case of administrative conditional uses, the planning director or designee, concludes that the following standards cannot be met:

1. The use complies with applicable provisions of this title.
   Response: This property is located within the Community Business District (CB). The CB District is intended to provide for the close integration of moderately sized commercial areas with adjacent residential neighborhoods. The design guidelines are intended to facilitate retail that is pedestrian in its orientation and scale, while also acknowledging the importance of transit and automobile access to the site. Retail Goods and Service Establishments (Convenience Store) are permitted uses in the CB Zone District. A Gas Station is a Conditional Use category in the CB Zone District.

2. The use is compatible, or with conditions of approval can be made compatible, with surrounding uses.
   Response: The proposed use is compatible with the existing uses on this corner. This project is located at the southeast corner of 2100 S and 1300 E. All four corners of this intersection have auto-centric, commercial uses. There is a fast-food drive-thru restaurant on the northeast corner, zoned CB. A CVS Pharmacy occupies the northwest corner and is zoned Sugar House Business District 2 (CSHBD2). Directly adjacent to the west, across 1300 E, is an Extra Mart convenience store with eight (8) fueling stations and is zoned Sugar House Business District 1 (CSHBD1). The rear and side yards to the east and south are park land and zoned Open Space (OS). Landscape buffering and screening are provided along the east and south property edges in order to soften the transition to the park and provide screening between the park and the proposed development.
3. The use is consistent with applicable adopted city planning policies, documents, and master plans; and  
Response: The subject property is zoned Community Business (CB) in the City Code of Salt Lake City, UT. Retail Goods and Service Establishments (Convenience Store) are permitted uses in the CB Zone District. A Gas Station is a Conditional Use category in the CB Zone District.

The Guiding Principle for Growth in Plan Salt Lake is “(g)rowing responsibly, while providing people with choices about where they live, how they live, and how they get around”. The proposed development provides a choice related to how people get around and the method of transportation they choose to do so. Initiatives for Growth within Plan Salt Lake include locating new development in areas with existing infrastructure and amenities, such as transit and transportation corridors and promoting infill and redevelopment of underutilized land. The subject property is currently a vacant restaurant with existing infrastructure and amenities at the intersection of transit and transportation corridors.

The Sugar House Community Master Plan designates Future Land Use for the subject site as Mixed Use – Low Intensity. Low-Intensity Mixed Use allows an integration of residential with small business uses, typically at ground floor levels. Height limits generally include one- and two-story structures. The intent is to support more walkable community development patterns located near transit lines and stops. Proposed development and land uses within the Low-Intensity Mixed Use area must be compatible with the land uses and architectural features surrounding each site. The proposed convenience store and fuel station is limited to one-story structures. Additionally, the building is pulled up to the street edges in order to create a more inviting and pedestrian-friendly access into the building and is reflective of a pedestrian-oriented development pattern. The proposed project is compatible with the surrounding land uses, with architectural design standards that meet or exceed the Commercial Design Standards (21A.37) and the CB Zoning Standards (21A.26.030).

4. The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions.
Response:  
Anticipated detrimental effects of the proposed use and mitigating factors are outlined as follows:

- Traffic:  
A Traffic Impact Study was prepared and submitted as part of the review process that included an analysis of existing and future intersections that would be affected by the proposed development. The application proposes to consolidate the two existing access
points along S 1300 to a single right-in/right-out. Additionally, the site will continue to access via E 2100 S at the existing right-in/right-out. These two access points will facilitate access and circulation throughout the site. The consolidation of the two existing access points along S 1300 to a single right-in/right out access point will reduce the points of potential conflict along S 1300.

In addition to the safety improvements provided by consolidating the existing entrances the new use may provide additional safety and operational benefits to the network. It has been noted that a number of vehicles will make a northbound U-turn to access the existing Chevron gas station. Users would have the opportunity to utilize the proposed Kum & Go and not have to make potentially unsafe U-turn movements.

The proposed Kum & Go would attract a majority of its traffic from existing users of the network. These are referred to as pass-by trips. As an example, getting gas on the way home from work. This phenomenon results in the majority of traffic already being on the network and creating minimal new traffic. In comparison to the current restaurant use where the majority of trips would not already be on the network and are considered primary trips. A gas station use draws from traffic already existing and would be a less impactful use than many others.

- **Lighting:**
  Based on community feedback, the lighting levels under the fueling canopy have been reduced from 23,000 lumens to 13,000 lumens in order to reduce the average footcandles from 55 FC to 34 FC. Additionally, we also added a 6” rear shield to all the parking lot fixtures that already have the internal sharp cut-off louvers in order to reduce off-site light spill.

- **Drainage:**
  Currently, all stormwater on site is being released undetained and untreated. We are proposing to attenuate flows to reduce downstream impacts and improve water quality for downstream receiving waters.

- **Environmental:**
  Kum & Go utilizes a state of the art fueling system that is compliant with all local and State requirements.
B. Detrimental Effects Determination: In analyzing the anticipated detrimental effects of a proposed use, the planning commission, or in the case of administrative conditional uses, the planning director or designee, shall determine compliance with each of the following:

1. This title specifically authorizes the use where it is located.
   
   **Response:** Retail Goods and Service Establishments (Convenience Store) are permitted uses in the CB Zone District. A Gas Station is a Conditional Use in the CB Zone District (21A.33.030).

2. The use is consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps.
   
   **Response:** The proposed project provides a mix of uses that will serve as an amenity to the surrounding neighborhoods. The 3,957± square foot convenience store will incorporate Kum & Go’s newest store concept with a high-quality product offerings and fresh food choices such as made-to-order pizzas, sandwiches, wraps, and bakery items cooked on-site. This “bistro” concept will have indoor seating for 12, to include ADA seating. Five (5) employees are expected to work on-site during the highest shift. In addition to clean and convenient fueling offerings, there will also be various seasonal outdoor sales items and a propane tank exchange along the front facade of the building.

3. The use is well suited to the character of the site, and adjacent uses as shown by an analysis of the intensity, size, and scale of the use compared to existing uses in the surrounding area.

   **Response:** The use is compatible in intensity, size and scale to the existing commercial uses in the area. The maximum height in the CB zone district is 30’, the proposed convenience store height is 21’ and the fueling canopy height is 17'-6”. The maximum setback in the CB zone district is 15’. The proposed convenience store is oriented to both 2100 S and 1300 E and meets the setback requirements.

4. The mass, scale, style, design, and architectural detailing of the surrounding structures as they relate to the proposed have been considered.

   **Response:** The scale of this proposed development is compatible with surrounding structures. There is an existing gas station and convenience store immediately to the west, across 1300 E. The maximum height of the proposed convenience store is 21’ and the fueling canopy is 17'-6”, both of which are below the maximum allowable building height of 30’.

5. Access points and driveways are designed to minimize grading of natural topography, direct vehicular traffic onto major streets, and not impede traffic flows.

   **Response:** We are proposing to eliminate one existing access point along 1300 E with this development. Currently, there are three access points into
the site; one along 2100 S and two along 1300 E. The northerly access point along 1300 E, closest to 2100 S, will be abandoned and replaced with curb and gutter and landscaping. The proposed, future access to the project will be at the approximate location of the existing access points along 2100 S and 1300 E. and will not impede traffic flows.

6. The internal circulation system is designed to mitigate adverse impacts on adjacent property from motorized, nonmotorized, and pedestrian traffic.
Response: There are two, right-in/right-out, access points proposed – one from 1300 E and a second from 2100 S. The placement of these access points will provide efficient circulation throughout the site. The elimination of one of the access points along 1300 E will mitigate adverse impacts to 1300 E. Pedestrian circulation is accommodated by sidewalk connections to the convenience store from the adjacent public sidewalks.

7. The site is designed to enable access and circulation for pedestrian and bicycles.
Response: Pedestrian and bicycle access into the site will be provided by existing and proposed concrete sidewalks. In addition, a textured and colored pedestrian crosswalk is proposed at both entry points to the site. An on-site bicycle rack will be provided.

8. Access to the site does not unreasonably impact the service level of any abutting or adjacent street.
Response: The proposed project would not unreasonably impact the level of service of the existing street network due to the nature of the redevelopment. The existing use is a primary trip or destination for traffic. The proposed use draws the majority of its trips as pass-by trips, or said differently, trips that are already present on the network that stop at the proposed use on the way to their primary destination. The proposed change in use would not create a substantial difference in levels of service to the surrounding network. Additionally, the project proposes a consolidation of access points that will improve safety for the existing network.

9. The location and design of off-street parking complies with applicable standards of this code.
Response: The location and design of off-street parking meets requirements of the zoning ordinance. The City has classified the use for parking purposes as a retail store. The minimum requirement for that use is 2 stalls per 1,000 sq ft of retail space. The maximum number of permissible parking stalls is 125% of the minimum – 2.5 stalls per 1,000
sq ft. A total of 10 parking stalls are allowed. Ten (10) stalls are proposed, to include 1 ADA accessible stall.

10. Utility capacity is sufficient to support the use at normal service levels.
Response: The site is within a developed area with all utility infrastructure in place. The site currently has both water and sewer service, which may need to be upgraded to serve the proposed development.

Galloway & Company, Inc.
Kum & Go
CUP Approval Standards
November 1, 2022

11. The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts.
Response: This project will abide by the required buffers and setbacks. The trash receptacle shall be enclosed by an opaque wall, with architectural treatments of a similar style to the convenience store and fuel canopy. Special attention has been paid to the south and east property lines. Evergreen trees have been planted along the southern and eastern boundaries to serve as screening elements from the park to the east.

12. The use meets city sustainability plans, does not significantly impact the quality of surrounding air and water, encroach into a river or stream, or introduce any hazard or environmental damage to any adjacent property, including cigarette smoke.
Response: Kum & Go provides alternative fuel options at many of their sites in the form of electric charging stations. As part of this commitment to consumer choices, Kum & Go is proposing two (2) “EV-ready” parking spaces, or 20% of the proposed 10 on-site parking stalls. The proposed EV-ready parking spaces shall have electrical conduit and sufficient electrical capacity for the future use of a minimum 200-volt electric vehicle charging station. This proposal is in line with the City’s EV Readiness Policy as part of the City’s Sustainability program.

Kum & Go takes pride in their development and operations of their facilities. The safeguards used as a standard of practice for Kum & Go include tanks, piping and associated dispensing equipment all manufactured and installed according to UL and industry standards as listed in PEI RP100. Delivery spill protection is accomplished with double wall spill containment at each fill connection and testable overfill prevention valves set at 95% of the tank capacity.

Fuel dispensers are UL labeled and are mechanically anchored to the surrounding concrete drive. Each dispenser is protected by a minimum of (4) 4” steel pipe bollards. Emergency fire/shear valves (Franklin Fueling) are located on the product lines at each dispenser connection and have both a shear section and fusible link to provide vehicle impact
and fire protection. If the valve is sheared off, the poppet of the valve closes and stops the flow of fuel. If the fusible link is melted, the poppet of the valve closes and stops the flow of fuel.

Dispensing hoses are protected with break-away valves to provide protection against drive-offs (nozzle/hose left in tank after fueling) and dispensing nozzles are automatic shut-off, pressure sensitive and are only activated when the dispenser has been authorized and pumping system energized.

Leak detection and regulatory compliance are provided by an automatic tank gauge system (ATG). Functions/components are as follows:
- In-tank leak detection and water detection – capable of continuous statistical leak detection and .1 gph precision leak testing
- Continuous electronic pressure leak detection on product lines – positive shut down if leak condition is detected
- Continuous electronic monitoring of piping containments (liquid sensors in each containment)
- Continuous electronic monitoring of tank interstitial space (liquid sensors)
- Inventory level monitoring of tanks

Regulatory monitoring and reporting done by Seneca Environmental Services (SES) on behalf of Kum & Go. All Kum & Go sites are remotely accessed and monitored daily. Any alarm conditions are identified and repairs and/or emergency response is coordinated with Kum & Go Facilities group and service provider.

Emergency shut-off switches (Estop) are located at a minimum of (3) locations at each site, (1) inside at the sales counter (accessible to store employees) and (2) on the outside of the building on either side of the front door.

13. The hours of operation and delivery of the use are compatible with surrounding uses.
Response: The hours of operation and deliveries are compatible with surrounding uses, consistent with typical convenience stores and gas station hours of operation and will adhere to City ordinances.

14. Signs and lighting are compatible with, and do not negatively impact surrounding uses; and
Response: Any signs and lighting will be confined to that necessary to provide safety on the site including for adequate security. All exterior lighting shall be shielded and directed down to minimize light trespass onto adjacent properties.

15. The proposed use does not undermine preservation of historic resources and structures.
Response: The property is not located within a Local Historic District and the proposal does not involve removal or any historic resources or structures.

Sincerely,
Nathan Abbott, Sr. Development Services PM
303-770-8884
ATTACHMENT C: RENDERINGS, BUILDING PLANS & SITE PLAN

Rendering – looking from northeast direction

Rendering – looking from the southwest direction
Rendering - looking from the northwest direction

Rendering - looking from the southeast direction
ATTACHMENT D: PROPERTY & VICINITY PHOTOS

Subject Property – View looking East

View of subject property from the East in Sugar House Park

View of subject property from the Southeast corner of the property looking North
View of subject property from Northwest looking East

View of subject property from Northeast corner looking Southeast
View of Sugar House Park from the East property line of subject property

View of subject property from the south -at the Sugar House Park Sego Lily sculpture- looking North
View of subject property looking from the North to the South

Westminster University Student Housing Building across from the subject property to the West
CVS store located at the Northwest corner of 2100 S. and 1300 E.

Chevron Gas Station and Convenience store located on the Southwest corner of 2100 S. 1300 E.

KFC/A & W located on the Northeast corner of 2100 S. 1300 E.
Sugar House Master Plan Discussion
The proposal is located within the Sugar House Master Plan area. The Future Land Use map in the master plan designates the property as “Mixed Use- Low Intensity” and the property has been zoned CB (Community Business) District. The CB (Community Business) District is intended to provide for the close integration of moderately sized commercial areas with adjacent residential neighborhoods. The design guidelines are intended to facilitate retail that is pedestrian in its orientation and scale, while also acknowledging the importance of transit and automobile access to the site.

The plan includes the following general policies related to the request:

- Low-Intensity Mixed Use allows an integration of residential with small business uses, typically at ground floor levels. Height limits generally include one and two-story structures. The intent is to support more walkable community development patterns located near transit lines and stops. Proposed developments and land use within the Low-Intensity Mixed Use area must be compatible with the land uses and architectural features surrounding each site.

The Sugar House Community Development Objectives are as follows:

Policies
- Develop the Sugar House Community to be a sustainable, attractive, harmonious, and pedestrian oriented community.
- Maintain, protect, and upgrade Sugar House as a residential community with a vital supporting commercial core.
- Strengthen and support existing neighborhoods with appropriate adjacent land uses and design guidelines to preserve the character of the area.
- Provide a mix of housing types, densities, and costs to allow residents to work and live in the same community. Locate higher density housing on or near public transportation routes to afford residents the ability to reduce their reliance on the automobile.
- Provide the needed infrastructure improvements through public, as well as public/private partnerships.
- Create visually interesting pedestrian-friendly street networks that directly connect local destinations.
- Improve all modes of mobility including street and trail networks, transit, pedestrian and bicycle movement opportunities, and off-street cooperative parking facilities.
- Provide pedestrian-scale activities in the Sugar House Business District by providing open space corridors and useful streetscape amenities.
- Direct a mixed-land use development pattern within the Sugar House Business District to include medium- and high-density housing and necessary neighborhood amenities and facilities. These developments will be compatibly arranged, taking full advantage of future transit stations, Sugar House Park, Fairmont Park, and the proximity to the retail core.
- Encourage increased intensity, greater diversity of land use, and locally owned businesses in the Sugar House Business District.
- Support small locally owned neighborhood businesses to operate harmoniously within residential areas.
**Staff Discussion:**

The Sugar House Master Plan is implemented through the zoning regulations for the CB (Community Business) District and through application of the Conditional Use review standards. These specific standards are meant to implement the broader policies located within the plan. The proposed development is required by zoning to include setbacks and buffer areas to prevent negative effects to surrounding uses. The policies for this area in the master plan are to ensure that development engages the street and pedestrian level.

**CB (COMMUNITY BUSINESS) STANDARDS:**

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Standard</th>
<th>Development Proposal</th>
<th>Compliance/Impact on Development</th>
</tr>
</thead>
</table>
| **Front/Corner Side Yard**   | No minimum yard is required. If a front yard is provided, it shall comply with all provisions of this title applicable to front or corner side yards, including landscaping, fencing, and obstructions. | 15’ setback along 2100 South  
~8’ along 1300 East                  | Complies                                                                        |
| **Side/ Rear Yard**          | None required                                                            | Complies                                                                           | Complies                                                                        |
| **Buffer Yard**              | Any lot abutting a lot in a Residential District shall conform to the buffer yard requirements of chapter 21A.48 of this title. | n/a                                                                                | n/a                                                                             |
| **Lot Area**                 | No Minimum or Maximum                                                     | ~36,155 square feet                                                                 | Complies                                                                        |
| **Lot Width**                | No Minimum                                                              | ~173'8" feet                                                                      | Complies                                                                        |
| **Maximum Height**           | 30’                                                                      | 21’ - Complies                                                                     | Complies                                                                        |
| **Maximum Setback**          | A maximum setback is required for at least seventy five percent (75%) of the building facade. The maximum setback is fifteen feet (15’). Exceptions to this requirement may be authorized through | At 15’ along 2100 South.  
Closest point along 1300 East is about 8’                     | Complies                                                                        |
the design review process, subject to the requirements of chapter 21A.59 of this title, and the review and approval of the Planning Commission.

| Ground Floor Glass       | 40% (minimum) transparent and non-reflective glass | North Face: ~40%  
West Face: ~70% | Complies |
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<tbody>
<tr>
<td>Landscaping Yard Requirements</td>
<td>If a front or corner side yard is provided, such yard shall be maintained as a landscape yard.</td>
<td>Complies</td>
<td>Complies</td>
</tr>
<tr>
<td>Blank Wall - Maximum length</td>
<td>15 feet</td>
<td>Complies</td>
<td>Complies</td>
</tr>
</tbody>
</table>
Conditional Use Standards

An application for a conditional use is required by city code 21A.54 and Utah Code 10-9a-507 to be approved if the proposal complies with the adopted standards of review and if any reasonably anticipated detrimental impact can be mitigated. Under Utah Code 10-9a-507, the standards must be objective and mitigating any reasonably anticipated detrimental impact is required to be interpreted to mean reduce, not eliminate, the impact. The Finding for each standard is the recommendation of the Planning Division based on the facts associated with the proposal, the discussion that follows, and the input received during the engagement process. Input received after the staff report is published has not been considered in this report.

<table>
<thead>
<tr>
<th>21A.54.080.A: Approval Standards</th>
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<tbody>
<tr>
<td><strong>Standard 1:</strong> The use complies with applicable provisions of this title;</td>
</tr>
<tr>
<td><strong>Finding:</strong> Complies With Conditions</td>
</tr>
<tr>
<td><strong>Discussion:</strong> Gas station use is listed as a Conditional Use in the CB (Commercial Business) zoning district. It is permitted with Planning Commission approval.</td>
</tr>
<tr>
<td><strong>Condition(s):</strong> Application must receive approval from the Planning Commission for the proposed land use.</td>
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</table>

| **Standard 2:** The use is compatible, or with conditions of approval can be made compatible, with surrounding uses |
| **Finding:** Does Not Comply |
| **Discussion:** The proposal is for a gas station to be located next to a City park with an active creek (Parley’s Creek) which serves as a secondary drinking water source. The two uses are not compatible for environmental reasons, since any air, water or soil contamination from the gas station could be very detrimental to the park and the residential community in the area. |
| **Condition(s):** n/a |

| **Standard 3:** The use is consistent with applicable adopted city planning policies, documents, and master plans; and |
| **Finding:** Does Not Comply |
| **Discussion:** The Sugar House Master Plan calls for the subject property to be a low intensity use. A gas station produces a considerable amount of vehicular daily trips, and the proposal is for a 24/7 operation. A gas station use is high intensity and staff does not believe this meets the intent of the Sugar House Master Plan. |
| **Condition(s):** n/a |
**Standard 4: The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions**

**Finding: Does Not Comply**

**Discussion:** Although the applicant is planning to implement development techniques and best management practices as mitigation of gas tank releases, there is no guarantee that a gas tank leak and/or surface water runoff will not infiltrate the park’s soil, water or storm drain, which would cause significant and negative environmental impacts to the secondary drinking source – Parley’s Creek, Sugar House Park’s water, air, or soil.

**Condition(s):** n/a

**21A.54.080.B: Detrimental Effects Determination**

1. **This title specifically authorizes the use where it is located;**

**Finding: Detrimental Impact Cannot Be Mitigated**

**Discussion:** Conditional uses are permitted uses listed in allowable zones, if the adverse impacts can be mitigated through conditions of approval. Staff finds that the environmental adverse impacts to the park that could potential be caused by the proposed gas station are not able to be sufficiently mitigated. Being that Sugar House Park is a City park, owned and maintained by Salt Lake City and Salt Lake County, the detrimental effects identified would have impacts on a legitimate government interest and on the public welfare.

**Condition(s):** n/a

2. **The use is consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps;**

**Finding: Detrimental Impact Cannot Be Mitigated**

**Discussion:** The Sugar House Master Plan calls for the subject property to be a low intensity use. A gas station produces a considerable amount of vehicular daily trips, and the proposal is for a 24/7 operation. A gas station use is high intensity and staff does not believe this meets the intent of the Sugar House Master Plan. The proposal is also vehicle focused, whereas the Sugar House Master Plan calls for Sugar House to be a walkable community and focused on pedestrian scale and orientation.

**Condition(s):** n/a

3. **The use is well suited to the character of the site, and adjacent uses as shown by an analysis of the intensity, size, and scale of the use compared to existing uses in the surrounding area;**

**Finding: No Detrimental Impact**

**Discussion:** The size and scale of the proposal is compatible with the existing uses in the area, however, because the proposal is abutting Sugar House Park the intensity and use compatibility are not suitable to each other. The park promotes walkability and the proposed gas station is focused on vehicular traffic and increases the traffic intensity to the site.
<table>
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<th>Condition(s): n/a</th>
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### 4. The mass, scale, style, design, and architectural detailing of the surrounding structures as they relate to the proposed have been considered;  
**Finding:** No Detrimental Impact  
**Discussion:** Like the current proposal, the surrounding structures in the surrounding area, were required to comply with zoning setbacks and design standards.

### 5. Access points and driveways are designed to minimize grading of natural topography, direct vehicular traffic onto major streets, and not impede traffic flows;  
**Finding:** Detrimental Impact Mitigated With Conditions  
**Discussion:** The access points to this site are designed to minimize grading of natural topography and direct vehicular traffic onto major streets. However, according to the applicant’s Traffic Impact Study (TIS), the proposed use increases the daily trips to the site and increases traffic levels to an “E” rating, this does impede traffic flow in the right turn line along 1300 East, and overall traffic flow within the 1300 E/2100 S intersection. Access points to the subject property have been reduced from three current ingress/egress points to two, which would be right in/right out for both.

**Condition(s):** Access points are right in/right out for both. Textured pedestrian crosswalks are proposed for both entrances of subject property to slow vehicular traffic entering and leaving the subject property. There is a proposed reduction in the number of entrances to the subject site to two. The applicant are proposing to remove the northern most entrance along 1300 East.

### 6. The internal circulation system is designed to mitigate adverse impacts on adjacent property from motorized, nonmotorized, and pedestrian traffic;  
**Finding:** Detrimental Impact Mitigated With Conditions  
**Discussion:** The internal circulation system is designed to mitigate adverse impacts on adjacent property from motorized traffic. There is no roadway connection to the adjacent park and therefore traffic is directed through the site and then out to the main roads. However, the proposed pedestrian connection to park from the gas station is proposed in the southeast corner of the subject property. This connection causes pedestrians to walk through the gas pump area to access the convenience store. Since the gas pump area may be heavily occupied with vehicular traffic, an unsafe setting may be caused for pedestrians.

**Condition(s):** Having a safer connection location to the park from the gas station in the northeast area of the subject property, rather than in the southeast corner near the gas pumps where there is a heavier concentration of vehicular traffic.

### 7. The site is designed to enable access and circulation for pedestrian and bicycles;
### Finding: Detrimental Impact Mitigated With Conditions

**Discussion:** The internal circulation system is designed to mitigate adverse impacts on adjacent property from motorized traffic. There is no roadway connection to the adjacent park and therefore traffic is directed through the site and then out to the main roads. However, the proposed pedestrian connection to park from the gas station is proposed in the southeast corner of the subject property. This connection causes pedestrians to walk through the gas pump area to access the convenience store. Since the gas pump area may be heavily occupied with vehicular traffic, an unsafe setting may be caused for pedestrians.

In addition, having textured/cobbling sidewalk across the ingresses/egresses would allow cars to slow down as they enter or exit the subject property. This would also be beneficial to pedestrians crossing those ingress/egress points, so that they are visible to vehicular traffic.

The building proposal is meeting the front setbacks by being located close to the sidewalks for increased visual interest and pedestrian activity.

**Condition(s):**
Having a safer connection location to the park from the gas station in the northeast area of the subject property, rather than in the southeast corner near the gas pumps where there is a heavier concentration of vehicular traffic.

In addition, having a textured/cobbling sidewalk across the ingresses/egresses would allow cars to slow down as they enter or exit the subject property. This would also be beneficial to pedestrians crossing those ingress/egress points, so that they are visible to vehicular traffic.

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### Finding: Detrimental Impact Cannot Be Mitigated

**Discussion:** Based on the applicant’s Traffic Impact Study (TIS) submitted, the proposal would add a significant increase in the number of daily trips taken in and out of this subject site. The intersection currently operates at a Level D, which is labeled as “Less stable vehicle flow”. The proposal would cause a decrease in the intersection mobility causing the intersection to run at a Level E, which is labeled as “Unstable vehicle flow”. The proposal creates approximately 364 more trips to the location than the previous use of a restaurant.

**Condition(s):** N/A

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### Finding: No Detrimental Impact

**Discussion:** The parking proposal for this site is ten parking spaces. The applicant is providing one ADA space, three Electric Vehicle (EV) charging spaces and six unmarked vehicle spaces.

**Condition(s):** n/a
10. Utility capacity is sufficient to support the use at normal service levels;

Finding: Detrimental Impact Mitigated With Conditions

Discussion: Public Utilities has reviewed this proposal and has given requirements for meeting the normal service levels at this location.

Condition(s): Public Utilities has given a list of requirements that the applicant must meet in order to mitigate any possible contamination to the Park, through surface run-off or underground gas tank leaks (See Attachment I). In addition to the requirements, a Floodplain Development Permit is required, since the subject property is in the Special Flood Hazard Area and has an increased flood risk. Public Utilities Department is also requiring that the applicant add a second natural filtration system in the form of a landscaped retention basin at the south end of the subject property.

11. The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts;

Finding: Detrimental Impact Mitigated With Conditions

Discussion: Because of the incompatibility of the gas station proposal use and the Sugar House Park, Planning Staff believes having a significantly upgraded landscaping buffer between the two should be considered if this proposal is approved. This would increase the separation between the two incompatible uses naturally, while allowing a connection between the two for the patrons of both. The applicant is showing a connection point in the southeast corner, where patrons of the park could come up into the Kum & Go subject property to patronize the convenience store. The location of that connection should be reconsidered for better pedestrian safety.

Condition(s): A significantly upgraded landscaping buffer between the two should be considered if this proposal is approved, to increase the separation between the two incompatible uses naturally, while allowing a connection between the two for the patrons of both. Staff believes a better location for a connection to the Park would be safer for pedestrians, since the proposed location would have pedestrians walking through the vehicular gas filling stacking area. The applicant has agreed to work with the Transportation Engineer to establish a safe and natural connection to the Park.

12. The use meets city sustainability plans, does not significantly impact the quality of surrounding air and water, encroach into a river or stream, or introduce any hazard or environmental damage to any adjacent property, including cigarette smoke;

Finding: Detrimental Impact Cannot Be Mitigated

Discussion: The proposal has a high potential ability of significantly impacting the quality of the air, soil and water of Sugar House Park. Because fuel tank releases (leaks) are quite high in occurrence, even a small leak has the potential to cause contamination to the air, soil and water of the Park and Parley’s Creek which flows through the park and connects to the storm drain downstream of this subject property. Any surface run-off of contaminates like fuel or oil, that runs into the storm drain will eventually flow into Parley’s Creek. If this happens a possible contamination of the water that serves as a secondary water source to Salt Lake City could occur. This impact cannot be totally mitigated to prevent fuel leaks.
<table>
<thead>
<tr>
<th><strong>13.</strong> The hours of operation and delivery of the use are compatible with surrounding uses;</th>
<th><strong>Finding:</strong> Detrimental Impact Mitigated With Conditions</th>
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<tbody>
<tr>
<td><strong>Discussion:</strong> The applicant is proposing a 24-hour business operation. Other businesses on the other corners have limited hours. KFC- 10:30 am-10 pm, CVS- 8 am – 10 pm and Chevron gas station- 5 am to 12 am. Staff does not believe a 24-hour operation will disturb or negatively impact surrounding/abutting properties, however, gas delivery to the site may cause a negative impact to the community. Fuel tanker trucks will have to leave the site, going east on 2100 South, which is a primarily residential area. Evening or nighttime deliveries could negatively impact the neighborhood/community. (See Consideration #3, page 14)</td>
<td><strong>Condition(s):</strong> Restriction of delivery times to early morning or early evening hours.</td>
</tr>
<tr>
<td><strong>14.</strong> Signs and lighting are compatible with, and do not negatively impact surrounding uses;</td>
<td><strong>Finding:</strong> No Detrimental Impact</td>
</tr>
<tr>
<td><strong>Discussion:</strong> If the Conditional Use application is approved, the applicant will have to apply for a sign package permit during the building permit process. The proposed on-site lighting will be directed to the subject property and should not impact the surrounding uses and properties.</td>
<td><strong>Condition(s):</strong> N/A</td>
</tr>
<tr>
<td><strong>15.</strong> The proposed use does not undermine preservation of historic resources and structures.</td>
<td><strong>Finding:</strong> No Detrimental Impact</td>
</tr>
<tr>
<td><strong>Discussion:</strong> The subject property is not in a historic district and does not impact or undermine any historic resources or structures in the immediate vicinity.</td>
<td><strong>Condition(s):</strong> N/A</td>
</tr>
</tbody>
</table>

According to Zoning Code Section 21A.54.080.C, the Planning Commission may impose conditions related to the standards and detrimental impacts listed above if a condition is necessary for compliance with the standards of approval or any applicable zoning regulation and to reduce any reasonably anticipated detrimental impact. Conditions may be related to:

1. Conditions on the scope of the use; its character, location, hours and methods of operation, architecture, signage, construction, landscaping, access, loading and parking, sanitation, drainage and utilities, fencing and screening, and setbacks; and

2. Conditions needed to mitigate any natural hazards; assure public safety; address environmental impacts; and mitigate dust, fumes, smoke, odor, noise, vibrations; chemicals, toxins, pathogens, gases, heat, light, and radiation.
After a public hearing is held, planning staff can help the commission identify and determine if information provided warrants further discussion on any potential non-compliance or detrimental impact that may require a condition of approval.
ATTACHMENT G: PUBLIC PROCESS AND COMMENTS

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:

- Sugar House Community Council Land Use Committee -February 14, 2022
- Sugar House Community Council Land Use Committee -September 19, 2022

Notice of the public hearing for the proposal included:
Public hearing notice mailed on March 31, 2023
Public hearing notice posted on property on March 30, 2023
Public notice posted on City and State websites and Planning Division list serve on April 7, 2023

Public Input:
The project was presented to the Sugar House Land Use Community Council general meeting and the following topics and concerns were discussed:

- Contamination to Parley’s Creek - which is a Secondary Recharge Area for the City.
- Contamination to the soil, air and water of Sugar House Park.
- Compatibility between the proposal and Sugar House Park (Open Space).
- Traffic concerns; more traffic in the area, safety of cars vs pedestrians/bikers.
- No need for a second gas station at this intersection.
- Environmental impacts to the park, residents, and park visitors.
- Aesthetic look of a gas station vs that of the nature of Sugarhouse Park.
- High-intensity use of a gas station vs a lower-intensity use (like a restaurant) for traffic, noise, smells and environmental concerns (gas leakage, surface runoff of oil and gas).
- Negative effects to the businesses in the area, possibly drawing customers away from other retail businesses.

Staff has received approximately 584 emails in opposition to the project, one email that reflected no concern for the project (good or bad), and one email in favor of the project.

Sugar House Community Council:
The Sugar House Community Council has submitted a letter recommending denial of the application. It is attached to this staff report.

Sugar House Park Authority:
The Sugar House Park Authority Chair has submitted a letter in opposition to the proposal, which is attached to the end of this staff report.

Ø There is also a letter from Rebecca Brown, PG, Senior Hydrogeologist, hired by the Sugar House Park Authority, for an analysis of the environmental concerns related to the application. This letter is also attached to the end of this report.
Comments regarding construction or building requirements will be addressed with submission of construction documents. There will need to be a fire hydrant located on your side of the street within 400-feet of all ground level exterior walls. There appears to be one located on 1300 east, but the drawings were not very clear.

No objections to the conditional use. Prior to performing work in the public way, a Permit to Work in the Public Way must be obtained from SLC Engineering.

- Please specify 8” thick concrete per APWA Std. Plan 225 for the proposed drive approaches on 1300 East and 2100 South. APWA Std. Plan 225 also requires that the public sidewalk crossing each drive approach must be designed with a cross slope no steeper than 2%.
- Please specify the 2012 edition of APWA Std. Plan 255 for the restoration of the asphalt above utility trenches in 1300 East.

The following comments do not provide official project review or approval. Conditional Use approval does not provide building or utility permit approval. Comments are provided to assist in design and development by providing guidance for project requirements.

- Public Utility permit, connection, survey, and inspection fees will apply.
- Site stormwater must be collected on site and routed to the public storm drain system. Stormwater cannot discharge across property lines or public sidewalks.
- Stormwater Retention is required. Retention of the 80th percentile storm is required. Stormwater detention is required for this project. The allowable release rate is 0.2 cfs per acre. Detention must be sized using the 100-year 3-hour design storm using the farmer Fletcher rainfall distribution. Provide a complete Technical Drainage Study including all calculations, figures, model output, certification, summary and discussion.
- The stormwater and runoff from this site goes directly to Parleys' Creek. Additional Stormwater management, treatment and controls will be required.
- Water, Sewer, Street Light and Storm Drain infrastructure will be required for this proposed development. All improvements will be the responsibility of the developers.
- All utility design and construction must comply with APWA Standards and SLCPU Standard Practices.
- All utilities must meet horizontal and vertical clearance requirements. Water and sewer lines require 10 ft minimum horizontal separation and 18” minimum vertical separation. Sewer must maintain 5 ft minimum horizontal separation and 12” vertical separation from...
any non-water utilities. Water must maintain 3 ft minimum horizontal separation and 12” vertical separation from any non-sewer utilities.

- Unused utility connections must be capped at the main.

- Contact SLCPU Street Light Program Manager, Dave Pearson (801-483-6738), for information regarding streetlights.
- Utilities cannot cross property lines without appropriate easements and agreements between property owners.

- Site utility and grading plans will be required for building permit review. Other plans such as erosion control plans and plumbing plans may also be required, depending on the scope of work. Submit supporting documents and calculations along with the plans.

- One culinary water meter is permitted per parcel. If the parcel is larger than 0.5 acres, a separate irrigation meter is also permitted. Fire lines will be permitted, as necessary. Each service must have a separate tap to the main.

- Because of the sensitive location of this project, a Stormwater Pollution Prevention Plan (SWPPP) and Technical Drainage Study will be required to be submitted for review.

- Additional requirements will be provided in building permit review if the conditional use is accepted.

- Property is located in the Special Flood Hazard Area or an area with increased flood risk and will require a Floodplain Development Permit. Floodplain permit application must be supplemented with the FIRM panel or FIRMette of the area showing the base flood elevation (obtained via FEMA). The subject property must also be clearly shown and labelled on the FIRM or FIRMette. Floodplain permit application must also be supplemented with a grading plan of the project clearly showing floodplain extents, base flood elevation, and finished floor elevation of the proposed building. Additional information may be requested after the initial review of the floodplain permit application. Plans will not be approved until the Floodplain Development Permit is approved.

**Transportation:** Michael Barry / michael.barry@slcgov.com / 801-535-7147

1. The driveway approaches should be constructed per APWA Standards. A note should be provided on the plans.

2. Per 21A.40.060.D.1.a., “a. Gasoline Pumps: A minimum of thirty-six feet (36’) of stacking lane is required between a curb cut and the nearest gasoline pump;” The distance from the nearest pump to the curb cut on 1300 E should be shown on the plan.

3. The plans should show how delivery trucks will enter/drop-off using turning templates if necessary. Also, what is the exit route?

4. There is a potential for congestion at the driveway on 1300 E which may cause queueing on the street. Therefore, additional measures such as prohibiting certain vehicle movements must be taken to ensure that customer vehicles don’t spill out onto the street.

5. Lynn wanted to make sure that no encroachments are allowed on 1300 E in anticipation of a potential new multi-purpose path (taking the place of the sidewalk).
Urban Forestry: Rick Nelson / rick.nelson@slcgov.com / 801-972-7818

There are no street trees proposed for every 30’ of street frontage as is required by city code. The park strip is small at this location but is sufficient to grow small species trees. There is a list of recommended small species available on our Urban Forestry web page [http://www.slcdocs.com/parks/Forestry/Small%20Salt%20Lake%20City%20Street%20Tree%20Species1.pdf](http://www.slcdocs.com/parks/Forestry/Small%20Salt%20Lake%20City%20Street%20Tree%20Species1.pdf). My very quick and rough estimate is five or six trees along 1300 E and three or four along 2100 S.

The concerns of the developer about planting the required street trees every 30’ should not be a problem as we have recommended the use of small species trees which root depth is minimal and would not get deep enough to conflict with most utilities. The one potential exception are fiber optic lines, but they should be located adjacent to the curb and not centered in the park strip thus allowing trees to be planted in the park strip where they belong and can offer the buffer between auto and pedestrians. We believe that the trees should be installed as code requires.