
SALT LAKE CITY COUNCIL STAFF REPORT

DATE: April 6, 2004

SUBJECT: Petition 400-03-18 – Amendments to the Northwest Community Master Plan relating to the northeast area of 700 North and Redwood Road.

AFFECTED COUNCIL DISTRICTS: If the ordinance is adopted the Master Plan amendment will affect Council District 2

STAFF REPORT BY: Janice Jardine, Land Use Policy Analyst

ADMINISTRATIVE DEPT. AND CONTACT PERSON: Community Development Department, Planning Division
Cheri Coffey, Planning Programs Supervisor

KEY ELEMENTS:

- A. The proposed master plan amendments would identify the northeast area of 700 North and Redwood Road for low-intensity commercial uses (rather than low-density residential use) and establish guidelines for future commercial development in this area. An ordinance has been prepared for Council consideration. The proposed amendments are intended to guide future commercial zoning designations and facilitate rezoning the properties as appropriate commercial projects are proposed. (Please see Attachment 1 – Proposed Northwest Community Master Plan Amendments for details.) The Administration’s transmittal notes that the proposal only includes amending the master plan and not rezoning the properties.
- B. The properties are currently zoned Residential R-1/5,000. The Administration’s transmittal notes that any future commercial land use will require rezoning the property which may result in housing mitigation to offset the loss of housing units in this location.
- C. The affected area includes 10 parcels of property consisting of approximately 3.74 acres. Current land uses consist of vacant property, 4 single-family homes on Redwood Road and 4 single-family homes on 700 North. Four of the eight homes are owner-occupied. (Please see the attached map for reference.)
- D. The Common Cents (Exxon) convenience store and gas station is located on the northeast corner at 726 N. Redwood Road. (This property is not included in the proposal.) On May 2, 2000, the City Council approved a rezoning and master plan amendment for the property.
- E. Surrounding land uses include:
1. Multi-family and low density residential uses to the north.
 2. Commercial uses and Backman Elementary school to the south.
 3. Multi-family residential uses and Riverside Park to the east.
 4. Commercial uses to the west.
- F. Key points from the Administration’s transmittal are summarized below:
1. All of the other corners of the intersection of 700 North and Redwood Road are zoned commercial.
 2. Due to traffic volumes at this intersection, it is questionable as to whether this area is desirable for viable single-family residential uses.

3. Major employment centers, such as the State Office campus and aeronautic and technology industries have located in the area causing a change in traffic patterns.
 4. Access to the Interstate -15 and Interstate-215 freeways is along 600/700 North which also contributes to the high traffic volume in this area.
 5. 700 North and Redwood Road are both classified as arterial roads.
 6. The population in the Northwest Community has increased 38% since 1990. The number of housing units increased from 4,059 units in 1960 to 9,328 units in 2000. Most of the population increase has occurred on the west side of Redwood Road.
 7. There is a lack of vacancies in existing commercial areas in the Northwest Community.
 8. Realtors and developers have expressed interest in commercial development for the properties located in this area.
 9. The location of existing commercially zoned land in the community is not necessarily appropriate or conducive to service the needs of the community.
 10. Planning staff does not believe that creating the opportunity for new low-intensity commercial land uses in this area will compete with the proposal to attract a major community shopping center at the northwest corner of Redwood Road and North Temple.
 11. Planning staff notes that the types of commercial development proposed for the future shopping center and mixed use corridor on North Temple are large scale, accessed differently and draw from a larger market area than is envisioned for the 700 North Redwood Road area.
- G. The appropriate City Departments and Divisions have reviewed the request.
1. Future development proposals will be required to comply with City standards and demonstrate that there are adequate services to meet the needs of the project.
 2. The Transportation Division recommends that the area develop commercially as one development or with cooperation among developers/property owners in an effort to minimize the number of access points onto Redwood Road and 700 North.
 3. The Police Department noted that new residential development may not be appropriate due to safety issues and Redwood Road and 700 North being an extremely busy traffic area.
- H. The Salt Lake City School District reviewed this request and has no objection to the proposed master plan amendments.
- I. The public process included presentations to the Jordan Meadows, Rose Park and Westpointe Community Councils. The area is within the Rose Park Community Council boundaries and also within 600 feet of the boundaries of the Jordan Meadows and Westpointe Community Councils. Written notification of the proposed master plan amendments and the Planning Commission public hearing were mailed to the Community Council Chairs and property owners within 450 feet.
1. The Jordan Meadows Community Council voted to oppose the proposed amendments noting that the master plan should not be amended unless there is an actual development proposed for the area.
 2. The Rose Park Community Council voted to support the proposed amendments noting that the area should be comprehensively developed to ensure existing residential uses are not isolated between new commercial developments.
 3. The Westpointe Community Council voted to support the proposed amendments noting future commercial development should address potential impacts on the surrounding area such as the elementary school and park. The potential for increased property values and bringing more revenue to the City. There is not enough density in the Northwest Community to require new commercial development to be “walkable”. The nature of existing commercial development makes it difficult to walk in the area.
 4. Planning staff received comments from four property owners. One property owner supports the proposed amendments. One property owner opposes the proposed amendments or rezoning of the area. Two property owners noted that it may be more appropriate to consider a master plan amendment when a buyer is serious about constructing a development. The two property owners indicated that commercial development is more appropriate for the area because of the negative impacts from traffic and existing commercial developments they experience on their properties.

- J. The Planning Commission voted to recommend to the City Council amendments to the text and Future Land use Map of the Northwest Community Master Plan. No members from the public spoke at the public hearing. Issues discussed at the Planning Commission meeting included:
1. The effect that retail at this location may have on the shopping center property at Redwood Road. Staff noted that the issue at that location is the need to find an anchor tenant. The proposal at 700 North is intended for low-intensity commercial uses.
 2. Use of the concept of conditional rezoning (rezoning properties subject to specific conditions) cited in the Plan as a tool for future zoning requests. (The Plan notes that conditional rezoning is not allowed under State statutes and the City should make a concerted effort to amend State codes to allow conditional rezoning.) Planning staff indicated that the City Attorney's office recommends deleting the language from the Plan noting that courts have allowed cities to rezone properties subject to conditions as long as the conditions promote a public benefit and are voluntary by the applicant. (Deletion of this language from the Plan has been included as part of the proposed amendment.)
 3. Whether the Commission should include a housing mitigation requirement to the proposed text amendment. Planning Director Zunguze noted that housing mitigation is a City Council decision, is not strictly a land use issue and may not be a concern to be raised in the Master Plan.

MATTERS AT ISSUE /POTENTIAL QUESTIONS FOR THE ADMINISTRATION:

- A. The Council may wish to discuss with the Administration how the proposed master plan amendments and potential future commercial development of this area fits within the Administration's overall economic development plan for the west side of the City.

MASTER PLAN AND POLICY CONSIDERATIONS:

- A. The Administration's transmittal notes:
1. The Northwest Community Master Plan, the City Vision and Strategic Plan and the Community Housing Plan all include policies for retaining existing housing stock in the City.
 2. The Northwest Community Master Plan states that there is enough existing commercially property to meet the projected demand for the community through the year 2005.
 3. The Plan also states that the location of commercially zoned land should be appropriate to service future development patterns and demand.
- B. The Planning staff report provides a comprehensive analysis of the commercial and residential policies identified in applicable master plans and the Housing Mitigation Ordinance. Findings relating to the individual Plans and Ordinance are summarized below. (Please refer to the Planning staff report, pgs. 7-12, for specific analysis and details.)
1. Northwest Community Master Plan:
 - The location of some existing commercially zoned property in the community is not necessarily conducive to providing viable commercial development. Many of these areas were developed decades ago on local or connector streets adjacent to residential dwellings. The layout and site design of the developments are marginal based on today's commercial development standards.
 - Providing commercial land uses in the area of 700 North and Redwood Road is more appropriate than low-density residential uses.

- Amending the Future Land Use Map and including criteria in the text of the Plan will help to ensure future commercial development is comprehensive in nature, appropriate for the area and compatible with surrounding land uses.
2. Community Housing Plan:
 - Due to traffic volumes on 700 North and Redwood Road and impacts from existing commercial developments (such as lighting, deliveries and 24-hour operation) this area may not be appropriate for viable single-family residential uses.
 - This is the only area in the immediate vicinity that does not contain commercial land uses or commercial zoning. (The four corners of the intersection of 700 North and Redwood Road contain existing commercial businesses and commercial zoning.)
 - Any future commercial land use will require a rezoning which may result in housing mitigation to offset the loss of housing units in this location.
 3. City Vision and Strategic Plan:
 - The proposed amendment is the first step in attracting additional neighborhood-oriented commercial development to serve residents and employees in the Northwest Community.
 - Due to the existing commercial environment, this area may not be appropriate to provide an attractive, friendly, and safe low-density residential neighborhood.
- C. The Council's growth policy notes that growth in Salt Lake City will be deemed the most desirable if it meets the following criteria:
1. Is aesthetically pleasing;
 2. Contributes to a livable community environment;
 3. Yields no negative net fiscal impact unless an overriding public purpose is served; and
 4. Forestalls negative impacts associated with inactivity.
- D. The Community Housing Plan contains the Council's adopted housing policy statements that support creating a wide variety of housing types citywide. The policy statements address a variety of issues including quality design, public and neighborhood participation and interaction, transit-oriented development, encouraging mixed-use developments, housing preservation, rehabilitation and replacement, zoning policies and programs that preserve housing opportunities as well as business opportunities.
- E. The City's Strategic Plan and the Futures Commission Report express concepts such as maintaining a prominent sustainable city, ensuring the City is designed to the highest aesthetic standards and is pedestrian friendly, convenient, and inviting, but not at the expense of minimizing environmental stewardship or neighborhood vitality. The Plans emphasize placing a high priority on maintaining and developing new affordable residential housing in attractive, friendly, safe environments and creating attractive conditions for business expansion including retention and attraction of large and small businesses.
- F. The City's 1990 Urban Design Element includes statements that emphasize preserving the City's image, neighborhood character and maintaining livability while being sensitive to social and economic realities. Applicable policy concepts include:
1. Allow individual districts to develop in response to their unique characteristics within the overall urban design scheme for the city.
 2. Ensure that land uses make a positive contribution to neighborhood improvement and stability.
 3. Ensure that building restoration and new construction enhance district character.
 4. Require private development efforts to be compatible with urban design policies of the city regardless of whether city financial assistance is provided.
 5. Treat building height, scale and character as significant features of a district's image.
 6. Ensure that features of building design such as color, detail, materials and scale are responsive to district character, neighboring buildings, and the pedestrian.

CHRONOLOGY:

The Administration's transmittal provides a chronology of events relating to the proposed master plan amendments. Key dates are listed below. Please refer to the Administration's chronology for details.

- November 18, 1999 Planning Commission request to analyze amending the master plan to address future land uses in this area.
- February 2003 Council Member Christensen reiterated the request to analyze amending the master plan to address future land uses in this area.
- July 2003 Letters sent to property owners to determine support of a master plan amendment
- August 20, 2003 Westpointe Community Council meeting
- September 3, 2003 Rose Park Community Council meeting
- September 10, 2003 Jordan Meadows Community Council meeting
- September 29, 2003 Letter to School District
- October 22, 2003 Planning Commission hearing

cc: Sam Guevara, Rocky Fluhart, DJ Baxter, Ed Rutan, Lynn Pace, Lee Martinez, David Dobbins, Louis Zunguze, Brent Wilde, Doug Wheelwright, Cheri Coffey, Marge Harvey, Barry Esham

File Location: Community Development Dept., Planning Division, Master Plan amendments, northeast area of 700 North and Redwood Road