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# SALT LAKE CITY COUNCIL STAFF REPORT

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**DATE:** August 17, 2010

**SUBJECT:** Petition No. PLNPCM2010-00028 – A request by Mayor Becker to rezone property approximately 21 acres of land at approximately 2223-2349 North Rose Park Lane from Agricultural (AG-2) to Open Space (OS) and Public Lands (PL) Zoning, and to amend the Rose Park Small Area Plan (adopted 1995) to reflect the proposed residential zoning.

**AFFECTED COUNCIL DISTRICTS:** District 2

**STAFF REPORT BY:** Jennifer Bruno, Deputy Director

**ADMINISTRATIVE DEPT.  
AND CONTACT PERSON:** Planning Division, Everett Joyce, Senior Planner

**NOTICE REQUIREMENTS:** Newspaper advertisement and written notification to surrounding property owners 14 days prior to the Public Hearing.

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## KEY ELEMENTS:

1. Two ordinances have been prepared for Council consideration to:
  - a. Rezone properties located at approximately 2223 to 2349 North Rose Park Lane from Agricultural (AG-2) and Open Space (OS), to Public Lands (PL) and Opens Space (OS).
  - b. Amend the Rose Park Small Area Master Plan Future Land Use Map to be consistent with rezoning.
2. These ordinances have been prepared to facilitate development of the Regional Athletic Complex (RAC), approved by voters in 2003. The Administration indicates that this is a time-sensitive issue because if the GO Bonds for this project are not sold by November, the City could be in jeopardy of losing the \$7.5 million contribution for the project from Real Salt Lake. For details on the Regional Athletic Complex, see staff report for the Restoration Plan and Budget Amendment issue (also scheduled for a briefing on August 17<sup>th</sup>).
3. The overall property is 166 acres and is currently split between Agricultural (AG-2, 21 acres) and Open Space (OS, 145 acres) Zoning. In order to allow for the use of soccer fields, the property will have to be rezoned, as soccer fields are not a permitted use in the AG-2 zone. The Administration is recommending rezoning the property so that 151 acres are zoned Open Space (OS) and 15 acres are zoned Public Lands (PL), a net increase of 6 acres of Open Space. *See attached map for proposed boundaries of the zone change.*
  - a. The Public Lands (PL) Zoning District allows for slightly more intensive uses than the Open Space zone (see Key Element 7 below). The Administration's intent in requesting this zone is to allow for a championship soccer field to be used in tournaments. Because

- of the fixed seats proposed for this particular field (approximately 2,000), this would not be a permitted use in the open space zone.
- b. The Administration is also requesting the Public Lands designation for the area immediately adjacent to this field to allow for future flexibility in developing the complex. The Administration indicates that based on operation models of public facilities similar to the proposed RAC, discussions with local public and private soccer organizations, and the fact that there is a limited supply of year-round indoor facilities in the City, they feel that once the RAC is constructed and operating there is a high likelihood that there will be an opportunity to locate an indoor facility at the site. However, there is no funding source identified for this facility at this time.
  - c. The Council may wish to consider zoning only the area occupied by the Championship Field (approximately 5 acres) as Public Lands, and address a potential future indoor practice facility when the Administration has a specific proposal for how to construct this facility. Currently no private entity or funding is identified.
  - d. The minimum lot area for land (excluding school uses) in the PL zoning district is 20,000 square feet (.46 acres). Because both the Open Space and Public Lands zoning districts were advertised as potential future uses, the Council could adjust the boundaries between those two should they see fit.
  - e. The Council may wish to note that Arenas, Stadiums and Fairgrounds are conditional uses in the Public Lands zone. Therefore both the championship field and a potential indoor facility would go through a conditional use process.
4. The Administration is recommending keeping the existing Open Space (OS) designation for the remainder of the site, including the proposed Restoration Area (natural area/buffer between the complex and the River corridor). *Note: Plans for the Restoration Area will be covered in a separate briefing and staff report.*
    - a. The Open Space zoning district allows more uses as permitted uses than the Natural Open Space zoning district.
    - b. Planning Staff has determined that the Regional Athletic Complex as proposed fits the definition of a “community recreation center” as defined by the zoning ordinance. Community Recreation Centers are defined as a place or structure used to provide social or recreational programs generally open to the public and designed to accommodate and serve segments of the community.
    - c. If the Council desired to apply a Natural Open Space (NOS) designation to the Restoration Area, that request would be required to go through the full planning process.
    - d. Planning has indicated that they are pursuing a comprehensive study of all varieties of City open space. As a result of this study they may propose a new set of definitions for open space to further delineate between intensities and uses of the various types of open space. The Council may wish to express their intent to revisit the zoning on this property once these more specific definitions are available.
    - e. Conservation areas and trails are permitted uses in both the open space and natural open space zones.
    - f. Administrative staff is not opposed to the idea of zoning the area along the river corridor (the Restoration Area) in a more restrictive zone, although the exact boundary of the restoration area may shift a few feet either way in some areas as the restoration plans are finalized.

- g. The Army Corps of Engineers will likely require a restrictive easement for a buffer along the river as a condition of the 404 Wetlands Mitigation permit, although this easement may not cover the full width of the proposed restoration area.
- 5. The Rose Park Small Area Master Plan (2001) depicts two future land uses for this property (see attached future land use map). Although this property was not in Salt Lake City municipal boundaries at the time of the plan adoption, the plan recommended annexation and future zoning should the property be annexed. The majority of the subject property is recommended to be designated as open space. The western portion of the property is recommended to be designated as Agricultural. The subject property was annexed into the City in 2008. Therefore this petition includes an amendment to the future land use map to depict the land uses requested as outlined above – Public Lands and Open Space.
  - 6. The purpose of the open space (OS) district is to preserve and protect areas of public and private open space and exert a greater level of control over any potential redevelopment of existing open space areas. Permitted uses include recreation centers, cemeteries, country clubs, conservation areas, private recreational facilities, zoos, and various accessory uses.
  - 7. The purpose of the Public Lands (PL) district is to specifically delineate areas of public use and to control the potential redevelopment of public uses, lands and facilities.
    - a. The minimum lot area for land in the PL zoning district (excluding school uses) is 20,000 square feet (.46 acres).
    - b. Permitted uses include government offices, recreation centers, libraries, schools, museum. Arenas, stadiums and fairgrounds are allowed as conditional uses only.
  - 8. The purpose of the natural open space (NOS) district is to protect and ensure stewardship over important natural open land areas of citywide or regional importance.
  - 9. The zoning of the surrounding property is Single-Family Residential (to the south), the Jordan River to the East, and I-215 to the West. Davis County begins to the North, and the current use of the Davis County property is an All-Terrain Vehicle park.
  - 10. The Blueprint Jordan River plan is not technically an adopted City Master Plan, in the sense that it does not legally govern zoning and land use in Salt Lake City. However, the City Council adopted it by resolution as a guiding principles document in 2009.
    - a. The plan calls for the subject property to have a section along the river as a “Nature Preserve” and the property to the West of the Nature Preserve is identified as a Sports Complex use within the Open Space category (*see attached map – Salt Lake City Focus Area*).
    - b. The Administration indicates that the proposed restoration area – approximately 44 acres on both sides of the river (23 acres as a component of the Regional Athletic Complex on the West side), will follow the overall guiding principles in this plan (as well as the specific project siting), by increasing environmental educational opportunities, improving riparian habitats, and encouraging environmental stewardship and awareness.
    - c. The Administration therefore concludes that assertions that the proposed Athletic Complex and plans for the Restoration Area are not consistent with the Blueprint Jordan River plan are not entirely accurate.
    - d. The Restoration Area plans for the complex achieve the “silver level” preservation described in the plan (a buffer of 100 to 200 feet), with an average width of 223 feet between the River and the soccer complex. *For more information on details of the*

*Restoration Plan as proposed by the City's environmental consultants, please reference the other Council Staff report on this issue.*

11. Planning staff made the following findings to support the master plan amendment and rezoning petition:
  - a. The modifications are consistent with the development policies of the Rose Park Small Area Master Plan in that the plan calls for a mix of open space, recreation, business park and light industrial land uses
  - b. That the modifications meet the standards of the various purpose statements, and that it furthers the specific statements.
  - c. That the proposed amendments will not severely affect adjacent properties.
  - d. That the proposed amendment does not affect any overlay zoning districts (any development will comply with all applicable City overlay zone requirements).
12. On March 10, 2010, the Planning Commission held a discussion relating to the petition, and options for which zones are appropriate. Issues discussed included demand for soccer fields, allowed uses in Open Space Zones, allowed uses in Public Lands zones, development of the RAC, and location of the RAC. The Planning Commission provided feedback to planning staff as to which zones would be appropriate to consider as a part of the petition.
13. On April 14, 2010 the Planning Commission held a public hearing regarding the petition. The Commission voted (4-3) to transmit a favorable recommendation to amend the master plan and rezone the property. The Planning Commission noted that their favorable recommendation is based on the assumption that the City Council has decided that the RAC should be built at the subject location.
14. Various City departments and divisions reviewed the petition. Planning did not receive any comments that would recommend denial of the petition. Transportation did request that a routine traffic impact report be prepared to evaluate the various impacts on abutting roadways.
  - a. Transportation notes that this could be completed as a part of the project's final approval.
  - b. Public Utilities studied the site in great detail in the development of this project with regard to flooding issues raised by the community, and has determined that based on corroborated scientific evidence, that this site is not at significant risk for flooding. Based on historical data, the site has flooded twice in 167 years of history, and since 1987, pumping measures have been put in place to control the Great Salt Lake elevation and help keep it below the historic high water elevation.
15. The Westpointe Community Council discussed this project and the master plan/rezoning on January 20, 2010. The following are general issues raised by the community council:
  - a. *Buffer for residential areas* – the community council would like the City to ensure that berms on the southern end of the project are sufficient flood protection for the abutting residential area. *The Administration indicates the berms will be sufficient to address this concern.*
  - b. *Traffic* – Residents would like to see the intersection/interface between the I-215 exit and Rose Park Lane be redesigned to mitigate traffic concerns.
  - c. *Light pollution* – the community council is concerned about light pollution. *The Administration indicates that there would be minimal to no lighting on fields adjacent to residential areas, in addition to a potential curfew for these fields.*



16. The Planning Division held an open house on February 18, 2010. Numerous comments were received by the public, and are included in the administration's transmittal as Attachment C to the Planning Division Staff report to the Planning Commission.
  - a. Some comments questioned whether a series of sports fields is an appropriate use for the site. Planning staff notes in the transmittal that with the exception of the 21 westernmost acres (approximately 12% of the total site), the majority of the site is currently zoned open space. As such, soccer fields and recreation facilities are currently a permitted use on the site, and would be consistent with the applicable master plan.
  - b. The Jordan River Restoration Network (JRRN) supplied a significant amount of documents and maps. The JRRN urged the Planning Commission to recommend a Natural Open Space (NOS) zoning for the entire site and construct the fields at other areas in the City. The JRRN stated that if the City Council and Mayor proceed with constructing fields at this site, that the design consolidate the fields as far away from the Jordan River as possible, and that the balance of the land between the river and the soccer fields be zoned Natural Open Space.

## **MATTERS AT ISSUE/POTENTIAL QUESTIONS FOR ADMINISTRATION:**

- A. The Council may wish to consider the need for designating 15 acres as "Public Lands", or if the Council would rather designate a smaller area as Public Lands, given the evolution of the RAC design. Currently just under 5 acres is required for the championship field identified in Phase 1 of construction. Note: This would not require the petition to go back to the Planning Commission (**see Key Element 3**). *The Council may wish to consider the likelihood of future Councils rezoning from Open Space to Public Lands to allow for a potential indoor soccer facility.*
- B. The Council may wish to further discuss the appropriate zoning and/or protections for the land immediately adjacent to the river (see Key Element 4). Options include:
  1. Accept Planning's recommendation to keep the property zoned Open Space. Develop the Restoration Area as proposed by the Administration.
  2. Pursue a conservation easement with an outside entity for the full Restoration Area (this could be in addition to the easement required by the Army Corps of Engineers 404 Wetland Mitigation Permit).
  3. Adopt a legislative intent indicating support for zoning this property in a more restrictive fashion, once the Planning Division finishes their study and recommendations for further delineating intensities of Open Space.
  4. Initiate a petition to rezone this property Natural Open Space. *Note: Because this option was not advertised at the Planning Commission level, this change would have to go back to through the Planning Process.*
- C. A hearing has been advertised on this issue for August 17, 2010. The Council may wish to consider action the same evening or defer a decision until a later date.

## **MASTER PLAN & POLICY CONSIDERATIONS:**

1. The Rose Park Small Area Plan (2001) contains the following relevant statements to the subject property and project: If properties in the County are annexed into the City, retain the existing land use development by zoning the properties either Agricultural or Open Space.

2. The Northwest Community Plan (1990) identifies the portion of the subject property that was within Salt Lake City boundaries at the time (corridor along the river) as Parks/Open Space. The plan, which includes the Jordan River and Airport area Plans contains the following relevant statements to the subject property and project:
  - a. Relating to preservation of the Jordan River Environment (p. 14) – “...the Jordan River Corridor is reinforced as an open space connection and preservation area serving as a natural link between urban areas, and as a regional recreation resource. The Plan encourages preservation of wetlands and wildlife habitat in the area, and encourages planning for their protection.”
  - b. Implementation Steps –
    - Annex lands west and north toward the Great Salt Lake and zone appropriately according to future land uses identified in the Plan.
    - Designate and develop open space and parkway along the Jordan River;
    - Allow no industrial development which is hazardous or affects safety of residential neighborhoods.
3. The Salt Lake City Futures Commission Report identifies the following recommendations:
  - a. Acquire park land, playing fields, and open space to meet the 6.25 acres per 1000 population standard promoted by the national Recreation and Parks Association.
  - b. Identify and remedy recreation deficiencies using public and private resources.
  - c. Include open space areas in plans for developing large areas of vacant land.
4. The Council’s growth policy notes that growth in Salt Lake City will be deemed the most desirable if it meets the following criteria:
  - a. Is aesthetically pleasing;
  - b. Contributes to a livable community environment;
  - c. Yields no negative net fiscal impact unless an overriding public purpose is served;
  - d. Forestalls negative impacts associated with inactivity.
5. 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.

## CHRONOLOGY:

The following is a chronology of events relating to the proposed rezoning and master plan amendment. Please refer to the Administration’s chronology for details.

- January 10, 2010                      Petition delivered to Planning
- January 20, 2010                      Project presented to Westpointe Community Council
- February 18, 2010                      Planning Division Open House
- March 10, 2010                        Planning Commission Briefing
- April 1, 2010                            Notices mailed, newspaper and web notices published
- April 14, 2010                        Planning Commission Public Hearing
- June 30, 2010                        Petition Received in Council Office (processing held until information on Restoration Area was received)

cc:     David Everitt, Frank Gray, Ed Rutan, Lynn Pace, Wilf Sommerkorn, Everett Joyce, Rick Graham, Janice Jardine

File location: Community and Economic Development Dept., Planning Division, Rezoning and Master Plan Amendment, Regional Athletic Complex, 2223-2349 North Rose Park Lane





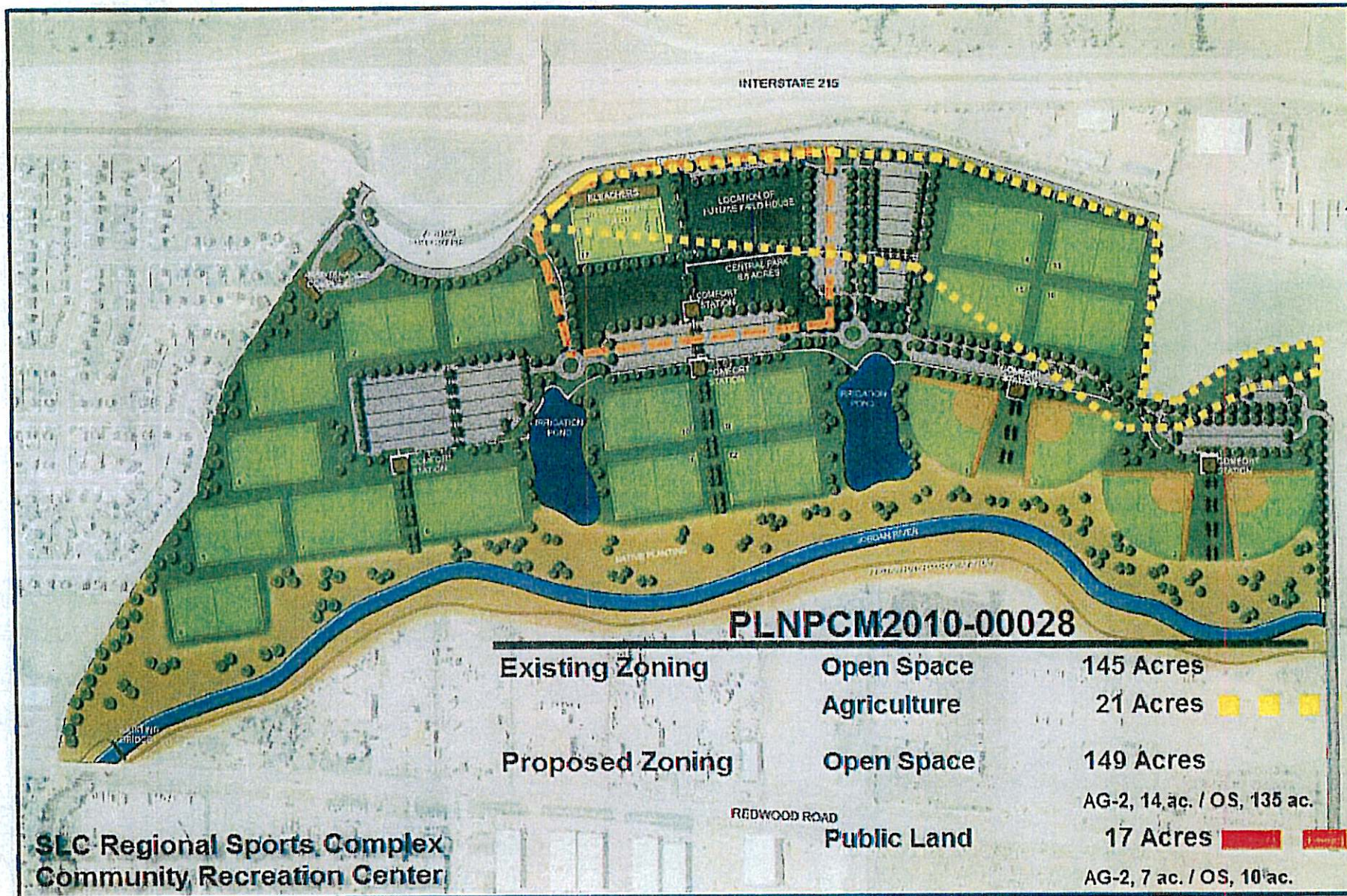
# Salt Lake Regional Athletic Complex

Proposition 5 Site Plan

August 17, 2010



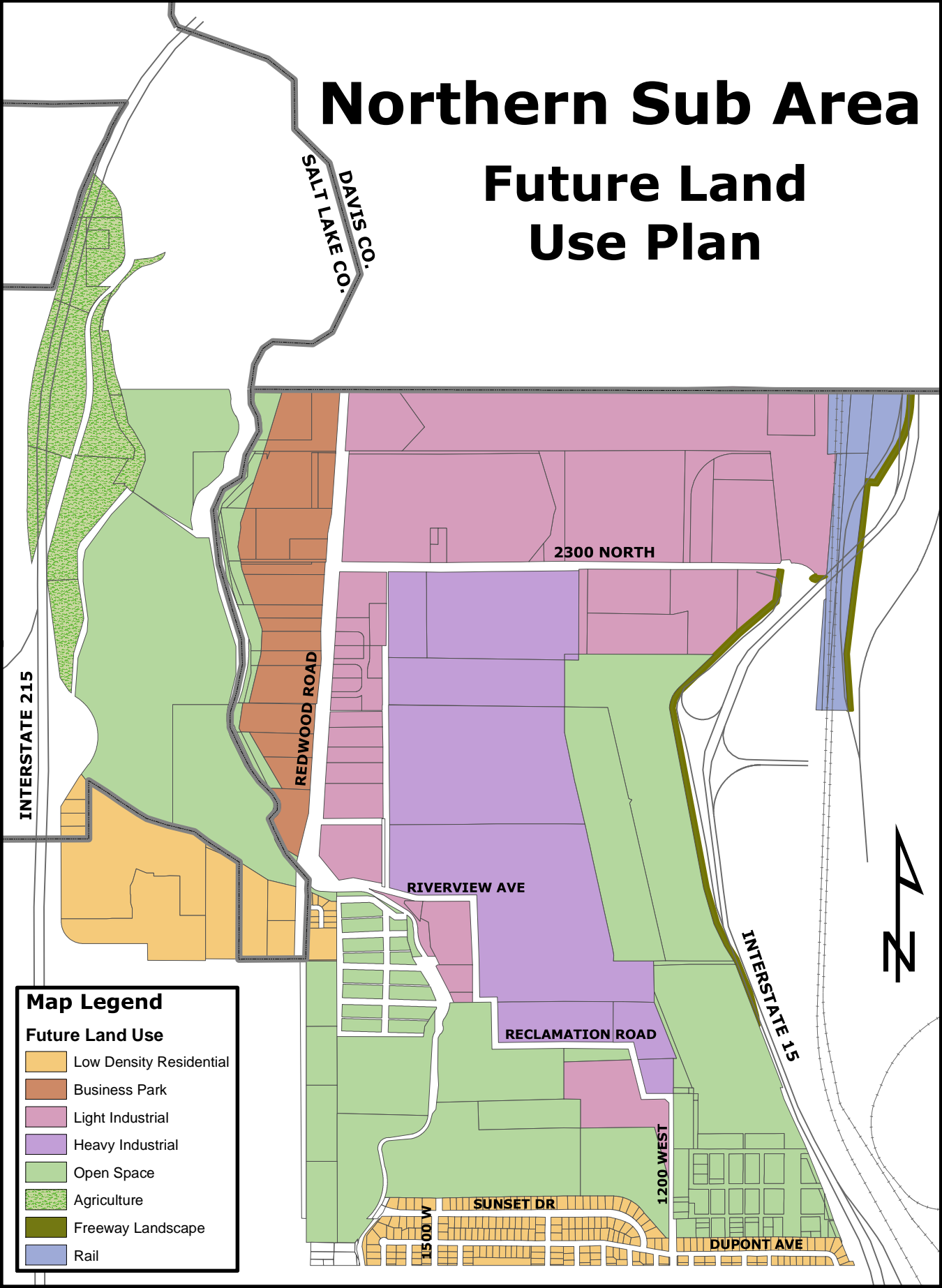






# Northern Sub Area

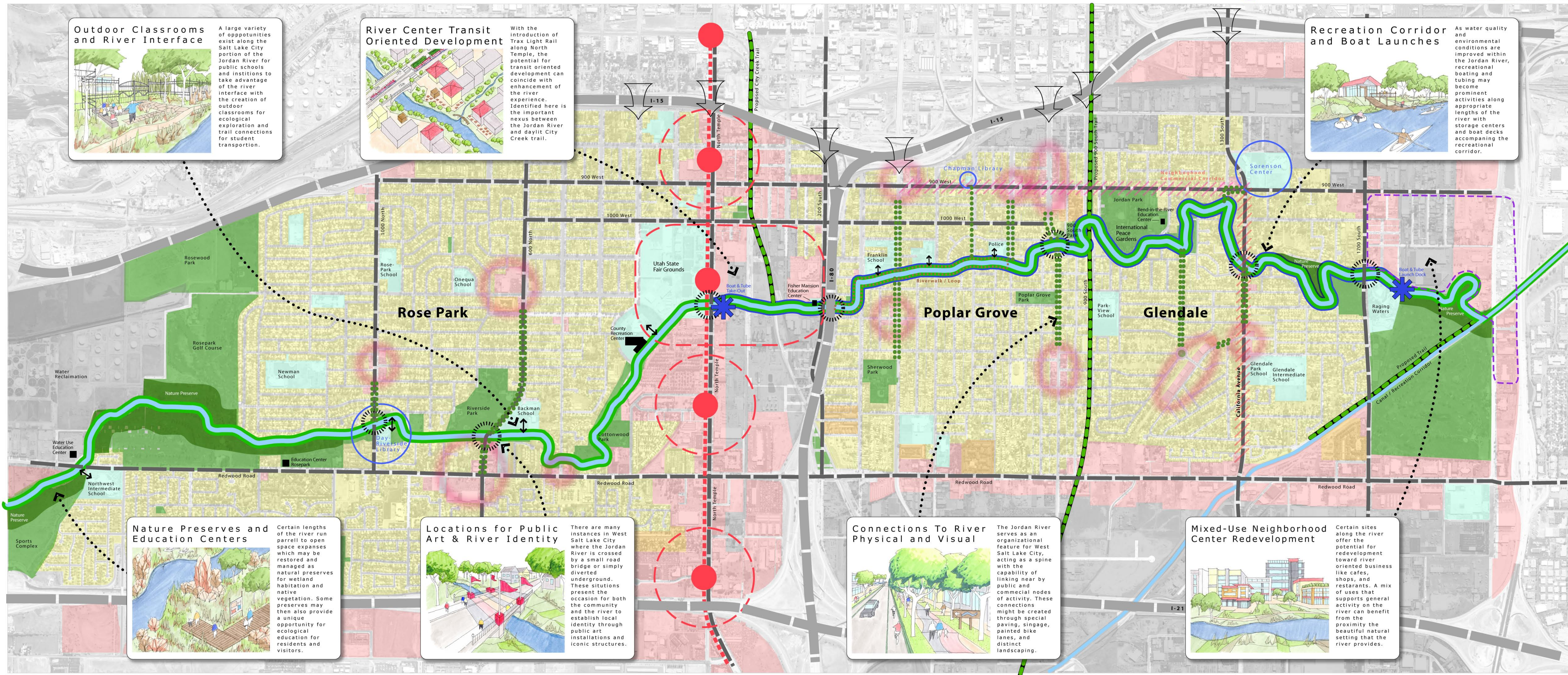
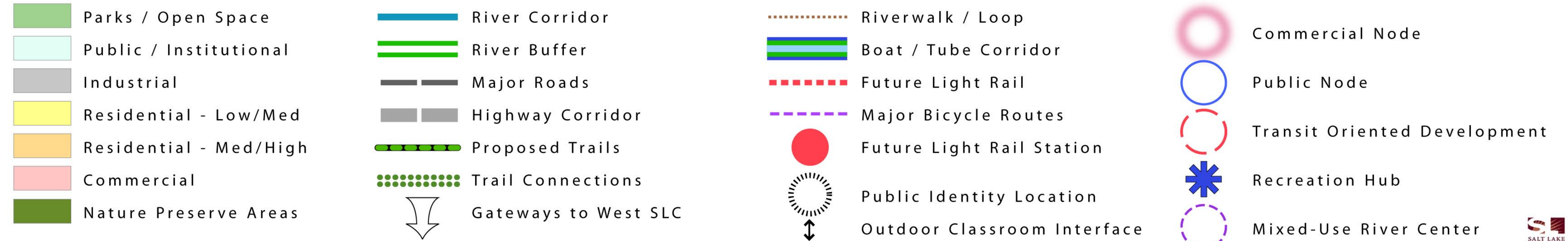
## Future Land Use Plan







# Jordan River - Salt Lake City Focus Area





FRANK B. GRAY  
DIRECTOR

MARY DE LA MARE-SCHAEFER  
DEPUTY DIRECTOR

ROBERT FARRINGTON, JR.  
DEPUTY DIRECTOR

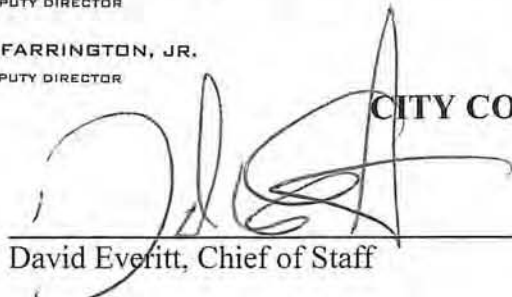
# SALT LAKE CITY CORPORATION

DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT  
OFFICE OF THE DIRECTOR

SCANNED TO: *Mayor*  
SCANNED BY: *Becker*  
DATE: *6/29/2010 2:25 pm*  
RALPH BECKER  
MAYOR



## CITY COUNCIL TRANSMITTAL

  
David Everitt, Chief of Staff

Date Received: 06/29/2010

Date Sent to City Council: 06/30/2010

**TO:** Salt Lake City Council  
JT Martin, Chair

**DATE:** June 29, 2010

**FROM:** Frank Gray, Community & Economic  
Development Department Director

**RE:** **Petition PLNPCM2010-00028:** Rose Park Small Area Master Plan Amendment and Northwest Community Zoning Map Amendment request by Mayor Becker relating to a portion of the proposed Salt Lake City Regional Sports Complex at approximately 2223 – 2349 North Rose Park Lane

**STAFF CONTACTS:** Everett Joyce, Senior Planner at 801-535-7930 or  
everett.joyce@slcgov.com

**RECOMMENDATION:** That the City Council hold a briefing and schedule a Public Hearing

**DOCUMENT TYPE:** Ordinance

**BUDGET IMPACT:** None

### DISCUSSION:

**Issue Origin:** Petition PLNPCM2010-00028, by Mayor Becker addresses amendment of the Rose Park Small Area Master Plan and the Northwest Community Zoning Map to allow for a portion of the proposed Salt Lake City Regional Sports Complex. Within the area of the proposed regional sports complex the Rose Park Small Area Master Plan depicts two future land uses: Open Space and Agricultural. This petition relates to certain properties designated for Agricultural and Open Space land use within the Future Land Use Map of the Rose Park Small Area Master Plan. The petition requests to modify these properties to Public Lands and Open Space land uses. This petition also requests to rezone existing Agriculture and Open Space zoning to Public Lands and Open Space zoning classifications. The public lands zoning would

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RECYCLED PAPER

accommodate a specific element of the Regional Sports Complex, a future field house. The balance of the Sports Complex facilities are permitted uses in the Open Space Zoning District.

**Analysis:** The subject property is located in the Northwest Community. The existing zoning of the site is AG-2 Agriculture and OS – Open Space. The AG-2 Zoning District does not allow community recreation centers. The proposed use is permitted within the Open Space Zoning District. However, one element of the proposed Regional Sports Complex, a future field house, is considered an arena. The arena land use category is not permitted in the Open Space Zoning District or the AG-2 Zoning District. The arena use is permitted as a conditional use in the Public Lands Zoning District. Another option the Planning Commission discussed was to amend the Open Space Zoning District to allow arenas.

<b>Table of Permitted and Conditional Uses in the Special Purpose Districts</b>			
	AG-2	OS	PL
Community and Recreation Centers	X	Permitted	Permitted
Arenas, Stadiums, Fairgrounds	X	X	Conditional Use

On March 10, 2010, a briefing was held with the Planning Commission to present the zoning options related to the future field house (arena) within the proposed Regional Sports Complex development. The options were to rezone the project site Open Space and Public Lands or to rezone the entire property Open Space, with future modifications to the Zoning Ordinance Text to allow arenas in the Open Space Zoning District. As part of the second option staff identified an option to consider Natural Open Space zoning for a proposed natural area along the Jordan River within the project site. The Planning Commission direction to staff was to pursue the option to rezone the project site Open Space and Public Lands for the future arena location.

The requested rezone also requires amendment to the Rose Park Small Area Master Plan Future Land Use Map. Land use policy regarding this area is contained within the Rose Park Small Area Master Plan adopted on September 20, 2001. Amendments to the Small Area Plan and the zoning map are required to accommodate a portion of the proposed Regional Sports Complex. The area requiring amendment is located on the western portion of the Regional Sports Complex site at approximately 2223 – 2349 North Rose Park Lane.

On April 14, 2010, the Planning Commission held a public hearing and voted four in favor and three opposed to transmit a favorable recommendation to amend the Rose Park Small Area Master Plan Future Land Use Map and to amend the Northwest Community Zoning Map related to the Salt Lake City Regional Sports Complex site. In summary, the Planning Commission's motion stated that with the presumption that the City Council has decided that the Regional Sports Complex will be built at the subject location, the Council should amend the Rose Park Small Area Master Plan Future Land Use Map from Agricultural to Open Space and rezone 17 acres of the Salt Lake City Regional Sports Complex site to public lands, with the balance of the site zoned Open Space. They further requested that the City Council consider the environmental evidence brought forth in the Planning Commission public hearing to determine whether the site set forth in the petition is the appropriate site for the soccer fields.



***Master Plan Considerations:*** Utah State Code identifies that the General Plan is an advisory guide for land use decisions, the impact of which shall be determined by ordinance. Public uses need to conform to the General Plan. The adopted master plan that guides development within this area is the Rose Park Small Area Master Plan. For any public use of Agriculture designated properties, State Code requires the City to amend the Rose Park Small Area Master Plan by modifying the Future Land Use Map to include the agricultural lands in an Open Space designation.

Restrictive Covenants on Sports Complex Lands. In the sale of the sports complex site, the State placed a restrictive covenant to maintain the property for the public and for the recreational use in accordance with the Land & Water Conservation Act of 1965. Of the 21 acres of AG-2 zoned property included in this petition, 15 acres have a restrictive covenant. All of the Open Space zoned lands include the restrictive covenant.

## **PUBLIC PROCESS:**

An Open House was held on February 18, 2010. Notice of the Open House was sent to community council chairs, business groups and those whose names are on the Planning Division listserve. Notice was also posted on the City's website.

The Planning Commission held a Public Hearing on April 14, 2010. The Planning Commission passed a motion with a 4/3 split vote to forward a favorable recommendation to the City Council.

## **RELEVANT ORDINANCES:**

Sections 10-9a-204 and 205 of the Utah Code Title 10, Chapter 9a, Municipal Land Use, Development and Management Act regulate the requirements for noticing a General Plan amendment and land use ordinance amendment. The petition notice for amendment of the Rose Park Small Area Master Plan and amendment of the Northwest Community Zoning Map was published in the newspaper on April 1, 2010, meeting State Code noticing requirements.

Amendments to the Zoning Ordinance and Maps are authorized under Section 21A.50 of the Salt Lake City Zoning Ordinance, as detailed in Section 21A.50.050: "A decision to amend the text of this title or the zoning map by general amendment is a matter committed to the legislative discretion of the City Council and is not controlled by any one standard." It does, however, list standards, which should be analyzed prior to rezoning property (Section 21A.50.050 A-E). The standards are discussed in detail starting on page 6 of the Planning Commission Staff Report.

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Petition PLNPCM2010-00028 Master Plan and Zoning Map Amendment

# **Exhibit 1**

## **Chronology**

# Chronology

January 25, 2010	Petition delivered to the Planning office
January, 28, 2010	Petition assigned to Everett Joyce
February 18, 2010	Open House
March 10, 2010	Planning Commission briefing
April 1, 2010	Mailed notices for Planning Commission public hearing
April 1, 2009	Newspaper notice published
April 1, 2010	Agenda posted on the Planning Division and Utah Public Meeting Notice websites
April 2, 2010	Posted public hearing notice on site
April 9, 2010	Staff report posted on web page
April 14, 2010	Planning Commission public hearing
April 19, 2010	Ordinance request sent to City Attorney
June 23, 2010	Planning Commission ratified minutes of April 14, 2010 meeting

# **Exhibit 2**

## **Ordinance**

**Exhibit 2a**  
**Master Plan Amendment**

SALT LAKE CITY ORDINANCE

No. \_\_\_\_\_ of 2010

(Amending the Rose Park Small Area Master Plan)

An ordinance amending the Rose Park Small Area Master Plan future land use map pursuant to Petition No. PLNPCM2010-00028.

WHEREAS, the Salt Lake City Planning Commission ("Planning Commission") held a public hearing on April 14, 2010 on an application submitted by Mayor Ralph Becker ("Applicant") to amend the Rose Park Small Area Master Plan future land use map (Petition No. PLNPCM2010-00028) to change the land use designation for property located at approximately 2223 to 2349 North Rose Park Lane (Tax ID Nos. 08-15-100-009, 08-15-301-004, 08-15-351-003, and a portion of 08-15-351-002) (the "Property") from Agriculture and Open Space designations to Public Lands and Open Space; and

WHEREAS, at its April 14, 2010 meeting, the Planning Commission voted in favor of forwarding a positive recommendation to the Salt Lake City Council ("City Council") on said application; and

WHEREAS, after a hearing before the City Council, the City Council has determined that the following ordinance is in the best interest of the City.

NOW, THEREFORE, be it ordained by the City Council of Salt Lake City, Utah:

SECTION 1. Amending the Rose Park Small Area Master Plan. The Future Land Use Map of the Rose Park Small Area Master Plan shall be and hereby is amended to change the designated appropriate land use for the Property located at approximately 2223 to 2349 North Rose Park Lane (Tax ID Nos. 08-15-100-009, 08-15-301-004, 08-15-351-003, and a portion of 08-15-351-002), and which is more particularly described in Exhibit "A" attached hereto, from Agriculture and Open Space to Public Lands and Open Space as described in Exhibit "A".

SECTION 2. Effective Date. This ordinance shall become effective on the date of its first publication.

Passed by the City Council of Salt Lake City, Utah, this \_\_\_\_\_ day of \_\_\_\_\_, 2010.

\_\_\_\_\_  
CHAIRPERSON

ATTEST AND COUNTERSIGN:

\_\_\_\_\_  
CITY RECORDER

Transmitted to Mayor on \_\_\_\_\_.

Mayor's Action: \_\_\_\_\_ Approved. \_\_\_\_\_ Vetoed.

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY RECORDER

(SEAL)

Bill No. \_\_\_\_\_ of 2010.  
Published: \_\_\_\_\_.

APPROVED AS TO FORM  
Salt Lake City Attorney's Office  
Date 5-13-10  
By [Signature]

HB\_ATT-#12692-v1-Ordinance\_amending\_Rose\_Park\_Small\_Area\_Master\_Plan.DOC



**Salt Lake City Regional Sports Complex**

**Master Plan Amendment**

**Petition No. PLNPCM2010-00028**

Rose Park Small Area Master Plan – Northern Sub Area

Future Land Use Map Amendment

The following amendments are made to the Future Land Use Map for the Rose Park Small Area Master Plan in response to Petition PLNPCM2010-00028.

**1. Agricultural and Open Space property designated as Public Lands**

Affected Parcels: 08-15-351-003 and portion of 08-15-351-002

Description: Public Lands Land Use Designation

Beginning at a point that is S88°38'36"E along the south line of Section 15 for 354.46 feet and N1°21'24"E 126.44 feet from the Southwest corner of Section 15, Township 1 North, Range 1 West, Salt Lake Base and Meridian, and running along the frontage road the next (3) courses; thence N51°53'57"W 30.89 feet; thence N32°44'36"W 166.11 feet; thence N6°41'34"W 1005.99 feet; thence N88°19'47"E 597.70 feet; thence S7°29'06"E 1027.80 feet; thence S72°38'24"W 523.80 feet to the point of beginning. Contains 15.19 acres more or less.

**2. Agricultural property designated Open Space**

Affected Parcels: 08-15-301-004 and 08-15-100-009

**Exhibit 2b**  
**Zoning Map Amendment**

SALT LAKE CITY ORDINANCE

No. \_\_\_\_\_ of 2010

(Amending the zoning map pertaining to property located at  
approximately 2223 to 2349 North Rose Park Lane)

An ordinance amending the zoning map to re-zone property located at approximately 2223 to 2349 North Rose Park Lane from AG-2 (Agriculture) and OS (Open Space) to PL (Public Lands) and OS (Open Space) pursuant to Petition No. PLNPCM2010-00028.

WHEREAS, the Salt Lake City Planning Commission ("Planning Commission") held a public hearing on April 14, 2010 on an application submitted by Mayor Ralph Becker ("Applicant") to amend the City's zoning map (Petition No. PLNPCM2010-00028) to re-zone property located at approximately 2223 to 2349 North Rose Park Lane (Tax ID Nos. 08-15-100-009, 08-15-301-004, 08-15-351-003, and a portion of 08-15-351-002) from AG-2 (Agriculture) and OS (Open Space) to PL (Public Lands) and OS (Open Space); and

WHEREAS, at its April 14, 2010 meeting, the Planning Commission voted in favor of forwarding a positive recommendation to the Salt Lake City Council ("City Council") on said application; and

WHEREAS, after a hearing before the City Council, the City Council has determined that the following ordinance is in the best interest of the City.

NOW, THEREFORE, be it ordained by the City Council of Salt Lake City, Utah:

SECTION 1. Amending the Zoning Map. The Salt Lake City zoning map, as adopted by the Salt Lake City Code, relating to the fixing of boundaries and zoning districts, shall be and hereby is amended to reflect that the Property located at approximately 2223 to 2349 North Rose Park Lane (Tax ID Nos. 08-15-100-009, 08-15-301-004, 08-15-351-003, and a portion of 08-15-351-002), and which is more particularly described in Exhibit "A" attached hereto, shall be and hereby is re-zoned from AG-2

(Agriculture) and OS (Open Space) to PL (Public Lands) and OS (Open Space) as described in Exhibit "A".

SECTION 2. Effective Date. This ordinance shall become effective on the date of its first publication.

Passed by the City Council of Salt Lake City, Utah, this \_\_\_\_\_ day of \_\_\_\_\_, 2010.

\_\_\_\_\_  
CHAIRPERSON

ATTEST AND COUNTERSIGN:

\_\_\_\_\_  
CITY RECORDER

Transmitted to Mayor on \_\_\_\_\_.

Mayor's Action: \_\_\_\_\_ Approved. \_\_\_\_\_ Vetoed.

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY RECORDER

(SEAL)

Bill No. \_\_\_\_\_ of 2010.  
Published: \_\_\_\_\_.

APPROVED AS TO FORM  
Salt Lake City Attorney's Office  
Date 5-13-10  
By [Signature]

**Salt Lake City Regional Sports Complex  
Zoning Map Amendment  
Petition No. PLNPCM2010-00028**

**1. Agricultural 2, AG-2 and Open Space, OS properties rezoned to PL – Public Lands**

Affected Parcels: 08-15-351-003 and portion of 08-15-351-002

Legal Description: PL- Public Lands Zoning for the Regional Athletic Complex

Beginning at a point that is S88°38'36"E along the south line of Section 15 for 354.46 feet and N1°21'24"E 126.44 feet from the Southwest corner of Section 15, Township 1 North, Range 1 West, Salt Lake Base and Meridian, and running along the frontage road the next (3) courses; thence N51°53'57"W 30.89 feet; thence N32°44'36"W 166.11 feet; thence N6°41'34"W 1005.99 feet; thence N88°19'47"E 597.70 feet; thence S7°29'06"E 1027.80 feet; thence S72°38'24"W 523.80 feet to the point of beginning. Contains 15.19 acres more or less.

**2. Agricultural 2, AG-2 properties rezoned to Open Space, OS**

Affected Parcels: 08-15-301-004 and 08-15-100-009

**Exhibit 3**  
**City Council Notice**  
**and Mailing List**

**Exhibit 3a.**  
**City Council Hearing Notice**

## **NOTICE OF PUBLIC HEARING**

The Salt Lake City Council will review **Petition No. PLNPCM2010-00028** requested by Mayor Becker to amend the Rose Park Small Area Master Plan and the Salt Lake City Zoning Map, regarding the Salt Lake City Regional Sports Complex community recreation center. This petition relates to the western portion of the project site. The property is zoned Agriculture - AG-2 and Open Space – OS and is located at approximately 2223 – 2349 North Rose Park Lane. The purpose of the request is to amend the Future Land Use Map of the Rose Park Small Area Plan from Agriculture to Open Space. The petition also includes amending the zoning map from Agriculture and Open Space to Public Lands and Open Space to allow for the property to be incorporated into the overall proposed sport complex facility. A field house is proposed for the portion of land proposed for Public Lands zoning.

As part of this request the City Council is holding an advertised public hearing to receive comments regarding this petition. During this hearing, the Planning staff may present information on the petition and anyone desiring to address the City Council concerning this issue will be given an opportunity to speak. The hearing will be held:

**DATE:**

**TIME:** 7:00 P.M.

**PLACE:** City Council Chambers  
Room 415  
City and County Building  
451 South State Street  
Salt Lake City

If you have any questions relating to this proposal, please attend the meeting or call Everett L. Joyce at 801-535-7930, between the hours of 8:30 a.m. and 5:30 p.m. Monday through Friday.

People with disabilities may make requests for reasonable accommodation no later than 48 hours in advance in order to attend this City Council meeting. Accommodations may include alternate formats, interpreters, and other auxiliary aids. This is an accessible facility. For questions, requests, or additional information, please contact Everett Joyce at 535-7930; TDD 535-6220.



**Exhibit 3b**  
**City Council Mailing List**

**Exhibit 4e**  
**Planning Commission Minutes**  
**April 14, 2010**

landscaping to the Planning Director based on the Historic Landmark Commissions petition approval. The project will also comply with all other applicable City codes and master plans.

Commissioner McHugh seconded the motion.

Commissioner Dean suggested an amendment to add a requirement of a pedestrian way between 500 and 600 East.

Commissioner Woodhead accepted the amendment.

Commissioner McHugh seconded the amendment.

Commissioners Gallegos, Fife, Hill, McHugh, Dean, Woodhead, Chambless, and Algarin voted, "Aye". The motion passed.

Chair De Lay announced a short break at 7:00 p.m.

Chair De Lay reconvened the meeting at 7:11 p.m.

**PLNPCM2010-00028; Regional Sports Complex Master Plan Amendment and Zoning Map Amendment**—a request by Mayor Ralph Becker to accommodate the future construction of a field house and the construction of additional sport play fields as part of the Regional Sports Complex at approximately 2223-2349 North Rose Park Lane. The subject property is located in Council District 1, represented by Carlton Christensen.

- a. **Master Plan Amendment**—a request to amend the Rose Park Small Area Master Plan future land use map to identify the property as Open Space rather than Agriculture. The proposal is to acknowledge the City's purchase of this property for the purpose of incorporating the land into the Regional Sports Complex facility.
- b. **Zoning Map Amendment**—a request to rezone the property from Agriculture (AG-2) to Open Space (OS) and Public Lands (PL) zoning. The request also includes rezoning a portion of the OS zoning to Public Lands (PL) in order to accommodate a future field house at the Regional Sports Complex.

Chair De Lay stated numerous emails were received regarding this petition and she wanted to disclose that she received an email from former Councilmember Nancy Saxton who called to ask how the agenda order was determined and how members of the public could testify, and she was told emails in advance were helpful, but all other questions should be directed to the Planning Director Wilford Sommerkorn.

Commission Woodhead stated she was on Jeff Salt's email list; however, when she saw the emails were about the soccer stadium she did not read them.

Chair De Lay stated she had receive a call from a gentleman that lives in the area and was approached to sale his property and she told him she was not a commercial realtor and he should get an appraisal.

Chair De Lay recognized Everett Joyce as staff representative.

Mr. Joyce stated this petition was for the Rose Park Small Area Master Plan future land use map (Rose Park Plan) amendment and the northwest community zoning map amendment. He stated the Rose Park plan was adopted in 2001 and identified future land use goals and objectives for this area that at the time were located in the unincorporated county. He stated in 2008 the subject area was annexed into the City and the zoning was put into place. He stated the request of this petition was to amend the future land use map of the Rose Park Plan and the zoning amendment to the map.

Mr. Joyce stated in the future land use map Agriculture and Open Space are designated as the two zones that will be applied to the subject area. He noted in the policies of the Rose Park plan it discussed the recreation open space and the Jordan River Parkway. There were existing facilities at the model plan airport and off the Highway Vehicle Training Center. In the master plan it identified the State's Parks Department would process a master plan for recreation uses and the City supported expansion of the State recreation facilities in the area, and the policy was to retain existing public recreation open space lands. He stated as far as agriculture policies around the Rose Park lane area the properties were identified as agricultural and the policy was to retain those agricultural land uses.

Mr. Joyce stated when looking at this project the sports complex and its recreational uses did meet the definition for the City's zoning ordinance as a community recreation center, a place or structure used to provided social or recreational programs generally open to the public and designed to accommodate and serve segments of the community. He stated under the existing zoning this complex is allowed in the open space and public land zoning and there was a proposed future field house on this project site, which is considered an arena and permitted as a conditional use in the public lands zoning.

Mr. Joyce stated the staff report included some floodplain information gathered from FEMA maps, which included 100 and 500 year flood areas. He stated the City's Public Utilities Department provided a photograph from 1987 where the area was flooded. He stated there are restrictions regarding land uses for recreational uses that are not privately owned. The blueprint Jordan River Plan supports strong natural uses only along the Jordan River, but in a segment of that plan under the City focus it showed a nature area across from the sports complex which is the current subject area.

Mr. Joyce stated there is currently 21 acres of agriculture zoned land and approximately 145 acres of open space zoned land and after the proposed zoning change it would be approximately 149 acres of open space and 17 acres of public land.

He stated the staff recommendation was based on the findings and discussions presented in the staff report and it was the Planning staff's opinion that the Planning Commission should transmit a favorable recommendation to the City Council.

Commissioner Woodhead inquired about the scope of the Planning Commission's jurisdiction. She stated her understanding was that the Commission could vote for or against this but there were a number of recommendations from the public for the Commission to zone the entire acreage of the area and not just the 17 acres in the petition, or that the zoning be natural open space which is not requested in the petition. She stated there might be some due process issues with the Commission making decisions on some of these suggestions but she wanted to ask staff.

Commissioner Dean stated on Page 10 of the staff report it did list several options for approval from staff.

Mr. Joyce stated it identified alternative recommendations that could not be acted upon at this point it would have to come back through the process for further study. He stated to the boundaries of the area rezone were not finalized yet either.

Mr. Nielson stated he was concerned with discussing anything that was not advertised on the agenda because a notice regarding a public hearing on alternative proposals had not occurred. He stated as far as alternative uses, that is something the applicant could put on the table and certainly the public could make certain suggestions, but the Commission could not make a decision on those tonight. He stated City ordinance indicated there were a limited number of people who could actually suggest or apply for rezoning on a parcel which included the Mayor, Planning Commission, City Council, and the property owner. He stated there may be useful ideas, but the Commission needed to make sure to corral the appropriate subject matter at this hearing and limit discussion to what is actually on the agenda.

Chair De Lay stated that is true for the public as well when giving testimony the Commission, the purpose of the meeting was to discuss very specific issues.

Mr. Sommerkorn stated this was a specific petition for a certain amount of acreage and the rezone of that area. He stated if after the discussion and hearing tonight the Commission felt something else should be proposed, say rezoning other portions of the land or doing something different outside of the boundaries of this petition then Commission members would have the ability to initiate petitions and the noticing and hearing process could then be handled for that new petition. He stated this petition deserved action even if it was modified to an extent and if the Commission felt they needed to go out of those boundaries that was when he would encourage a new petition initiation.

Chair De Lay invited Rick Graham the applicant to the table.

Mr. Graham stated he was the Director of Public Services for Salt Lake City and he was representing the City administration as the applicant for this project. He stated the City had worked on this project since 2003 as a result of a voter authorized general bond that the City was granted approval to bond for 15.3 million dollars contingent upon the City raising 7.5 million dollars, a total of 22.8 million dollars, for the construction of this Regional Sports Complex.

He stated during the last seven years the City acquired the land from the State of Utah and developed a concept plan and the City Council had authorized 2 million dollars for design of the plan, which was currently underway. He stated the preferred course of action was to fully build out the entire site, but they were short funds to do that by almost half. He stated the City was working on finding additional funds to accomplish this and now planned on building the project in two stages. The first stage would be built within the 22.5 million dollar budget and the second stage could be added appropriately as the City secured those additional funds.

Mr. Graham stated the City was beginning an Army Core of Engineer wetland mitigation process and anticipated having the application to them by the first of May to be taken through that process. He stated the ideal plan was to work through all of these issues and to have the site ready for construction

in the Fall of 2010 and completion of the project in the Fall of 2011. He stated the City supported the recommendation by the Planning Staff.

## Public Hearing

Chair De Lay opened the public hearing.

The following people spoke or submitted cards in *opposition* to the petition: **Jeff Salt** (723 East 3120 South), Executive Director of Spirit of Utah Wilderness, which is an umbrella nonprofit organization for Great Salt Lake Keeper and a coalition of citizens and other nonprofits called Jordan River Restoration Network, stated he submitted written comments to the Commission as well.

Chair De Lay stated the Commissioners did receive and read those comments and noted they did not need anything repetitive of that information.

Mr. Salt stated when thinking about the subject property it was important to think of the Jordan River's history as well as Salt Lake City's place within the river community and what we are doing to the Jordan River collectively as communities. He stated the people on the frontline who are making decisions that affect the Jordan River Parkway and floodplain are Planning Commissioner and City Councilmembers. He stated the public indicated they wanted the Jordan River to again look like it did at the time of settlement in this City. He stated Salt Lake City started a process to protect this floodplain back in the 1940s.

Mr. Salt stated this was not the same project voters voted for back in 2003 by any means. There were a variety of issues of concern including the flood issue. If the City was going to invest millions of dollars on a facility and then put it in an active floodplain the public would argue that is insanity. He stated at the time of the vote of the bond the public did not understand all for the nuances, problems, and risk factors. He stated they paid for a survey of the property and found that the County surveyor's data, which is official, differed from the data the City's Public Utilities Department provided for this staff report and to the City Council. He stated the difference is approximately 2 feet. He stated the survey they did showed the land was approximately 4,212 feet and the administration claims the property averages 4,213-4,214 feet. When the lake reached its high point it was 4,215 feet that is a 3 foot difference. He stated in elevations there were two data sets which can make it confusing. There is a 1929 dataset and a 1988 dataset and there was a difference of technique in measuring elevations. He stated the difference between the two datasets was 3.24 feet and what the administration did in public meetings was they mixed and matched the datasets and gave false comparison of numbers.

Mr. Salt stated in 1986 the subject property was under 3 feet of water, which can be verified with ariel photography. Those photos show the 1986 FEMA data was not correct. In 1987 the ariel photos show the property completely underwater because the property is the old river channel and the river migrates back and forth naturally. He stated the canal in the area also created a vector for salt water to inundate the property and the property needed to be filled six to eight feet for any type of development to be protected.

He stated the staff report did not list alternatives. The Army Core of Engineers permit would require an alternative analysis. He stated his group and those citizens involved have found four viable

alternative sites that the City refused to acknowledge and two of those sites are previous sites where the City had characterized and had plans to build the sports complex on originally. He stated he did not know why those sites were still not viable today. The West Jordan soccer complex is another interesting aspect of these alternatives because the City owned that property and there was already a sports complex in the valley that was not functioning and needed to be fixed. He inquired why Salt Lake City was spending 40 million dollars to build new when there was an existing facility that could be fixed for cheaper somewhere else.

He stated the Mayor in his inaugural speech stated he was committed to preserving and turning the Jordan River into a jewel, but this project completely conflicts with that statement. He stated they were also concerned about the master plan and the information provided in the staff report. He stated the northwest community master plan specifically addresses this property and preserving open space and wetlands and protecting and keeping development out of the floodplain, so did the Rose Park plan and both plans identified this site as the wetland park project and identified the City as one of the initiators.

Mr. Salt stated these master plans were outdated and did not provide specific language regarding how to protect these valuable resources and how to go about guiding development in a responsible manner. He stated they disagreed with the City's definition and characterization of this sports complex as fitting the community recreation center definition. If you think about the use of this facility it would be used for an elite tournament facility with spectators, a soccer academy facility, a place for soccer camps, and a facility for Real Salt Lake's team training. He stated all of those uses were very different from a community recreation center and this sports complex had a unique definition that was not covered by any of the zones and not included on the table of permitted uses; therefore, it should not even be allowed in the OS zone or any of the other categories.

Mr. Salt stated they disagreed with all of the findings presented in the staff report; City staff had not done a thorough examination of the standards and did not look at all of the zones, overlaid districts, or the master plan. Staff picked and chose the elements they wanted to give a favorable recommendation. The sports complex in the rezoning application definitely conflicts with the northern studying of the Rose Park plan and with the Northwest Community Master Plan that suggests there be no build below the contour of 4,217 feet and the property is well below that level.

Mr. Salt stated they would like the Planning Commission to table this petition because it is not time to vote on this. There are so many problems, risk factors, and unanswered questions regarding this project that it would be inappropriate and arbitrary for the Commission to vote at this time. He stated the Commission should consider imposing a moratorium on any land use or zoning petitions in this area until a review of all of the City's zones, overlay districts, and master plans for this area could be studied, updated, and revised because they were so out of date and ineffective. He stated for example the Riparian Corridor Overlay District, which was recently adopted by the City, did not reflect the true nature of the Jordan River or the floodplain of this property. The RCO only covered up to 100 feet, which barely touched the boundaries of the property. He stated the RCO was actually designed for urban waterways, so when more land is annexed into the City going toward the lake more issues were going to arise concerning this. He stated the more appropriate overlay district for this property would be the Lowland Conservancy Overlay (LCO) but staff had not even considered this in their analysis.

Mr. Salt stated they would like the Planning Commission to also review the consistency of the sports complex with the OS zone, because the definition of a community recreation center did not match the use intended for this facility. The Commission should also consider denying this petition and require that staff provide more specific and complete information regarding this complex and its plan. He stated they had heard that the RSL was going to be a partner of this project and they would be bringing in a soccer academy and were planning on using this facility for the RSL team training which would affect the use, which in turn affects the zoning. He suggested the City hosts a public engagement process to allow the community to get to the bottom of all of these issues to come up with more meaningful ordinances and zones.

**Nancy Saxton** (732 East 200 South) stated she had been working with this organization and this area was important because it was the largest piece of property Salt Lake City owned on the Jordan River that was natural open space. She stated the City was willing to spend taxpayer's money to build on an area that had flooded significantly three times since the 1920s. She stated there were other options and NOS should be reevaluated and considered since it was not available as an option at the time of the open space zoning. She stated the staff report stated that Planning staff and the City had not gone to every department and that may very well derail this petition. She stated this was appalling if anybody should be above and beyond reproach it is the City. She noted the Commission should consider that this may be a very good use in the wrong place and other options should be looked at with taxpayer dollars.

Chair De Lay stated the Planning Commission does want to look at open space designations and find subdesignations for them and they were going to try to create those studies.

Ms. Saxton stated the open space zoning should be relooked at to determine what is allowed now and what should be added etc.

Mr. Salt stated there was a point in time when he was the chairman of the Mayor's open space advisory committee during the Rocky Anderson administration and when this project was developed it was the reason he resigned. He stated in the early 2000s the City had discussed this same issue and recognized that the open space zone of the City was not specific and did not differentiate between recreational, natural, or cultural open space. He stated part of the dialogue of this project discussion back in 2000-2001 was to put in a nature center but the Mayor was doing something completely different at that time.

Chair De Lay stated the Planning Commission agreed the open space zoning was not well defined.

Commissioner Woodhead stated within the last few months the City Council voted to go ahead with this project at this location, not in the zoning context but in another context. She was wondered of the information that was presented tonight what did the Council not know when they decided to go ahead with this project.

Mr. Salt stated they had been lobbying the City Council for several months and tried to bring this information to light with some difficulty and they had never been allowed a full presentation. He stated documents were submitted and meetings were set up as well for those who would meet and listen.



Ms. Saxton stated it is generally disarming when a City comes with a project because it would be assumed they have all of the information, but since staff admitted to not going to all of the departments it was very disarming.

Commissioner Chambless inquired if there were any facts regarding the floods of 1986 and 1987 as far as how much the taxpayers of the City paid due to that damage.

Ms. Saxton stated she did not have figures regarding that, but public utilities had taken considerable measures since then as far as some basins to help prevent flooding. She stated even those holding ponds would not contain the water if there were flood threats. She stated if the project included flood protection all that did was narrow the corridor. What flooded in the 1980s was salt water, so if the natural places that normally filter the flood are changed the flooding would be even more dramatic.

Mr. Salt stated the 100 year floodplain obviously did not mean anything; the City is due for another flood.

**Dave Iltis** (1124 4<sup>th</sup> Avenue) stated he agreed with Mr. Salt's presentation.

**Shirley McLaughlan** (160 West Clinton Avenue) inquired why she only received one notice for this meeting. She inquired if the Capitol Hill Community Council was notified of this project.

Mr. Sommerkorn stated staff notified property owners within a 300 foot radius of the proposed rezoning and then the rest of the noticing was done by general noticing in the newspapers and on the City website.

Chair De Lay stated the Westpoint community council was notified because the subject property is located within that community.

Ms. McLaughlan stated this sports complex is fabulous, but it should be built for the public on Indiana Avenue.

**Barbara Rufenacht** (444 Goshen Street) stated she agreed with Mr. Salt's presentation.

**Ray Wheeler** (1115 Mead Avenue) thanked Mr. Salt for a thorough and concise summary of the issues and he wholeheartedly supported his recommendations. He wanted to emphasize a couple of things from the perspective of someone that lives on the Jordan River and has been intimately involved in the planning effort for the entire Jordan River corridor for two years. He stated this project is setting a precedent in countless ways. Did Salt Lake City have the will post Hurricane Katrina not to build in a floodplain at taxpayer expense. He stated the Planning Commission had an obligation to speak and act on behalf of the public based on that principle. He had studied other soccer sports complexes around the nation and they were one third the cost of this one per sports field because of the cost of building in a floodplain, which included bringing in millions of cubic feet of fill to artificially levitate the entire site to keep it out of the water. He inquired what happens when the site floods with saline water from the Great Salt Lake, as it repeatedly has in recorded history, for periods of up to two years at depths up to three feet. He inquired what happens to turf that has to be babied to be kept alive and sufficient to meet regulations for tournament play when it is under two feet of saline water for two years. He stated this location was not in the best interest of the public on land that is clearly a prize ecologically. What precedent is set by allowing this site to be used commercially at this cost with public dollars funding it and what price will be paid long-term to

restore this site after it floods again, which it inevitably will. He stated he felt a profound sense of betrayal because of the Mayor's decision to support this project.

**Jen Colby** (160 Lincoln Street) stated the City attorney told the City Council they had no choice but to move forward with the project and there was alternative legal opinion that stated that may not be the case. She stated the match agreement funding was tied specifically to the location of this. The match agreement recited the agreement of the bond and it was fallaciously recited because it did not name a specific site. She stated any contract could be renegotiated and if the City went back to Real Salt Lake to renegotiate the site location for a lower cost they would probably reconsider. She stated the bond was issued by the City Council to go ahead with the design of the project and not the entire project. She stated the agricultural zone had actual value and the County is working on an urban farming initiative so in the meantime this area is perfectly fine and has habitat and agricultural value.

Commissioner Chambless stated the need for the stadium is apparent so what alternative would she offer.

Ms. Colby stated there were several good alternatives in the staff report and this should be tabled to review those. There are large land owners on the Westside that would be interested in doing a TDR swap or the RDA has a lot of land that could be used.

**Michael Budig** (1111 Mead Avenue) stated the staff report inaccurately characterized the nature corridor as land that presents increased opportunities for environmental stewardship, recreation opportunities, and public access to the river. He stated the nature corridor that was provided is insufficient in providing any meaningful ecological benefits. The strip of land was simply too narrow to sustain multiple uses and the entire sports complex would be fenced off to become an elite pay-to-play facility and would not provide for education.

**Jan Bartlett** (732 East 200 South) stated the public was going to be upset to find out that their proposition entitled them to 33 soccer fields and at best even after both phases they were only going to get about 17.

**Keith Johnson** (1234 Sherman Avenue) stated opposition.

**Sherry McLaughlin** (455 South 1000 West) stated opposition.

**Danny Potts** (415 South 1000 West) stated opposition.

**Sara Solaimania** (4525 South Park Hill Drive) stated opposition.

**Karen Potts** (415 South 1000 West) stated opposition.

**Christine Vickers** (1865 West Independence Blvd. # I) stated opposition.

**Valerie Stewart** (1026 West 200 South) stated opposition.

Chair De Lay closed the public hearing.

Chair De Lay inquired why all of the City departments were not contacted.

Mr. Joyce stated the departments were contacted but comments staff received back applied to the design of the soccer stadium and not the rezone.

Commissioner Woodhead inquired of Mr. Graham if it would be helpful for the Commission to table this issue for one meeting to organize answers to some of the public comment that was heard.

Mr. Graham stated he was prepared to answer any questions.

Commissioner Gallegos stated most of the issues raised regarded the floodplain and flood control issues and he inquired if the City Engineering department had given any information regarding this.

Mr. Graham stated those reports were prepared and referenced in the staff report from the Public Utilities Division and clearly the City's analysis was a bit different then what was heard in the public hearing. He stated Public Utilities went through a great deal of study and analysis based on scientific and appropriate engineering analysis and the staff report stated this area had flooded twice in the last 167 years. He stated the City knows this area is in a floodplain but this is a reasonable risk to take.

Commissioner Dean stated there were a lot of issues raised that were compelling and concerning but this was the first time Mr. Graham and Mr. Joyce had seen Mr. Salt's presentation, so was there anything brought to light that they felt needed further study before this petition was approved.

Mr. Graham stated no. There had been more than one public hearing regarding this with the City Council, but clearly Mr. Salt's information had mostly been shared with the City and in public meetings. He stated there was some new information, but nothing that would prompt a delay in a decision.

Commissioner McHugh inquired about the report of from the Army Core of Engineers and when dealing with the UNEV Pipeline she was told that one did not really need to have that, but in the staff report it states the City is waiting for that report. She inquired if it is necessary than why is it not necessary to make this decision.

Mr. Graham stated there are wetlands on the site and the City would be filing the proper application with the Core to do that, but the Core's issue is dealing with wetlands and mitigation and the issue tonight was zoning. The Core will come up with some decision on whether they accept the City's mitigation plan or not and if they do they may come back with conditions. He stated the site is predominantly zoned for open space and the sports complex is a permitted use under that zone so the City could go ahead without this zoning tonight and do some things on that site.

Mr. Sommerkorn stated the Army Core of Engineers report is usually something done in the course of development.

Commissioner McHugh stated she felt it could so drastically change the project.

Mr. Sommerkorn stated it potentially could.

Mr. Graham stated yes there were wetlands on site and the definitions of those were still being looked at but the amount of wetlands on that 160 acres is a very, very small portion of those acres.

Commissioner Hill stated the information received tonight was compelling and alarming and she wondered why the City had proposed to build a facility on a floodplain when other sites were available.

Mr. Graham stated the City had looked at sites throughout the City and they were trying to maximize the greatest potential in building the largest and most economical, as well as most viable, site for the City. He stated there would be a fee to play, but that is no different than City-owned tennis or golf courses and fees were currently even paid to use the soccer fields in every neighborhood of the City.

Commissioner Woodhead stated these soccer fields were going to need to be groomed and may use some level of pesticides, she inquired if Mr. Graham felt this site was configured in the best possible way to make sure no pesticides ended up in the Jordan River.

Mr. Graham stated that is the City's commitment to the project, to design and grade this project so that whatever chemicals used for the maintenance of the site are contained onsite and do not drain or flow into the river. He stated this facility would have a high level of maintenance because of the investment and because of the economic opportunities that keeping the fields well groomed would yield for the City. He stated this is a facility that would cost money to operate and a balance would need to be found to keep the costs as low as possible.

Commissioner Woodhead inquired about the results of the community council votes.

Mr. Joyce stated there was a presentation to the Westpoint community council and they did provide a response e-mail that was attached to the staff report. They had some concerns regarding how this facility would be used.

Commissioner Dean stated she was disturbed to hear the City was spending 2 million dollars on a site that is not yet buildable.

**Motion:**

~~Commissioner Dean made a motion regarding Petition PLNPCM2010-00028, that the Planning Commission table this petition for further study and form a subcommittee to look at the issues brought forth in the public hearing as far as looking at alternative sites in a serious way and to not make the assumption that this is the only end all.~~

Commissioner Woodhead inquired if the Planning Commission had a legal obligation to make a decision in a certain period of time.

Mr. Nielson stated not in a prescribed period of time unless the applicant were to demand a decision within 45 days.

Chair De Lay stated these were two different issues and Commissioner Dean needed to make a motion to table the petition and then a motion to form a subcommittee.

**Motion:**

**Commissioner Dean made a motion regarding Petition PLNPCM2010-00028 to table the petition.**

**Commissioner Hill seconded the motion.**

**Commissioners Gallegos, Woodhead, Wirthlin, and Algarin voted, "No". Commissioners Dean, Hill, McHugh, Chambless voted, "Aye". Chair De Lay voted, "Aye". The motion passed.**

**Motion:**

~~Commissioner Dean made a motion to form a subcommittee regarding Petition PLNPCM2010-00028 to evaluate the issues brought forth at the public hearing in a more through manner as well as looking at reasonable alternative sites.~~

Mr. Nielson stated this petition was dealing with a rezone and not the placement of a sports complex. He stated it would be way outside a subcommittee's jurisdiction to start talking about where to put a soccer complex.

Commissioner Dean stated the subcommittee should still evaluate the best development options for the site.

Chair De Lay stated maybe as staff and the Commission received new information a subcommittee could be used later after Mr. Sommerkorn and Mr. Joyce came up with a proposal regarding what information was needed and how it would be gathered.

Commissioner Woodhead stated the petition was related to 17 acres and another little segment, so was that the information it was pertaining to or is the Commission deciding to give themselves control over the whole parcel.

Commissioner Algarin inquired what tabling this petition accomplished since the Commission would not be designing the soccer field.

Commissioner McHugh stated she personally felt a floodplain site should not be considered for this project.

Commissioner Wirthlin stated then a motion should be made on whether to approve or deny this petition because tabling this petition is not going to allow for any new information.

Commissioner Woodhead stated she felt the motion to table was filibustering, it was not to get more information it was really a vote no with the result of in sending it into some unknown time period.

Commissioner Dean stated she was hoping by tabling there would be a process to work with Mr. Graham to minimize any possible detriments.

Commissioner Algarin stated that is not part of the Planning Commission's purview.

Commissioner Hill inquired if the Commission denied this petition could they make a recommendation that said given this disturbing information that has come forward and pages of unanswered questions that say a public facility should not be built on a floodplain, could the

Commission send a negative recommendation and then request this property be zoned natural open space.

Commissioner Woodhead stated she would vote for a motion to table for say a month to give the City a chance to respond more completely to what was heard in the public hearing.

Commissioner Algarin stated it had to be more specific. Mr. Graham was pretty clear that the City did not want more time, what they have given you was their case.

Mr. Graham stated a petition to rezone was presented and if the Commissioners felt the staff report was short in terms of what was heard tonight and if additional questions could be articulated for the administration, he would be happy to respond to those. He stated the City believed the information needed to evaluate and make a decision on this petition had been presented. He stated more than one site was looked at through this process and that information was presented to the City Council and the reasons why this site was picked over other sites.

Commissioner Hill inquired if there was any openness at all to look at TDRs and other sites.

Mr. Sommerkorn stated that was a question for the City Council because as Mr. Graham has indicated that was a decision the Council had already made.

**Motion:**

**Commissioner Algarin made a motion to bring the prior decision to table this petition back to the table.**

**Commissioner Woodhead seconded the motion.**

**Commissioners Gallegos, Dean, Hill, McHugh, Woodhead, Wirthlin, Chambless, Algarin voted, "Aye".**

**Motion:**

~~**Commissioner Dean made a motion regarding Petition PLNPCM2010-00028 that the Planning Commission forward a negative recommendation to the City Council.**~~

~~**Commissioner Hill seconded the motion.**~~

Commissioner Woodhead asked to propose a substitute motion.

**Motion:**

**Commissioner Woodhead made a motion regarding Petition PLNPCM2010-00028 presuming that the City Council had made a decision to place the soccer fields at the location set forth in the petition, the Planning Commission submits a positive recommendation to the City Council that the appropriate zoning category for the areas under consideration are to amend the Rose Park Small Area Master Plan Future Land Use Map from Agricultural (AG-2) to an Open Space (OS) designation, and as proposed rezone 17 acres of the Salt Lake City Regional Sports Complex site to Public Lands (PL) and the balance of the site to Open Space (OS) zoning classifications. The Planning**

**Commission asks that the City Council considers the environmental evidence brought forth in the Planning Commission public hearing to consider whether the site set forth in the petition is the appropriate site for the soccer fields.**

**Commissioner Algarin seconded the motion.**

**Commissioners Gallegos, McHugh, Woodhead, Wirthlin, and Algarin voted, "Aye". Commissioners Dean, Hill, and Chambless voted, "No". The motion passed.**

*Chair De Lay adjourned the meeting at 9:13 p.m.*

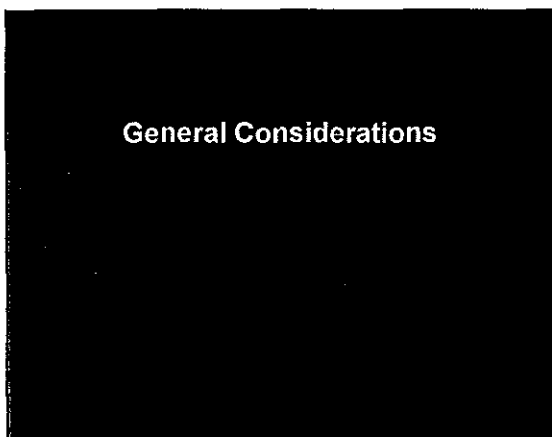
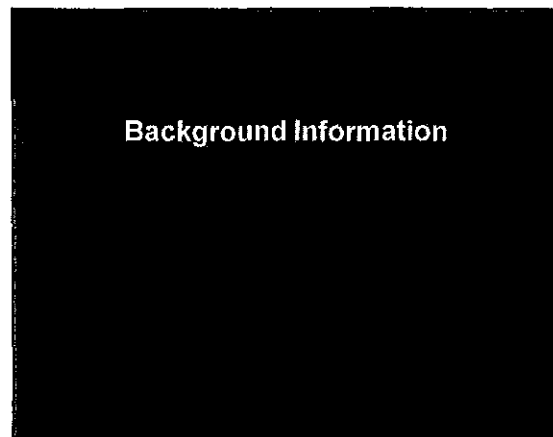
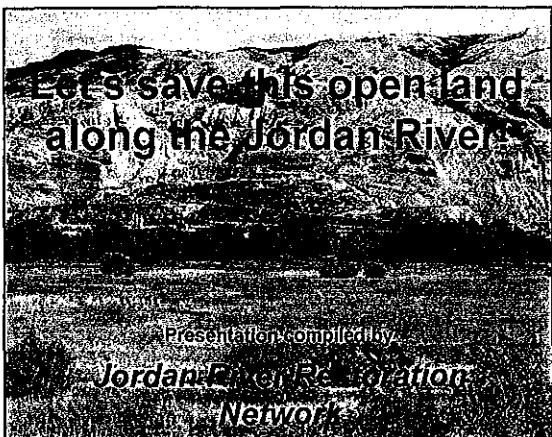
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Tami Hansen

**Exhibit 4f**  
**Additional Comments**  
**Not in the Staff Report**

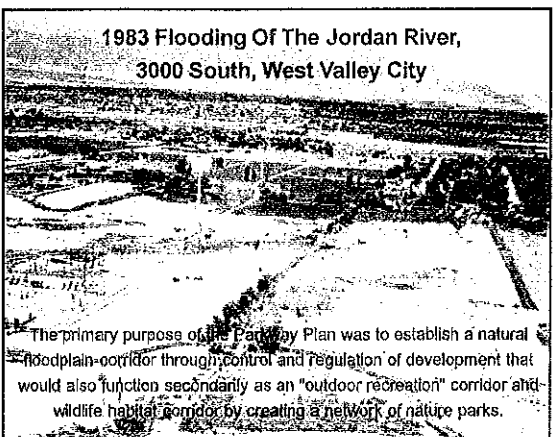
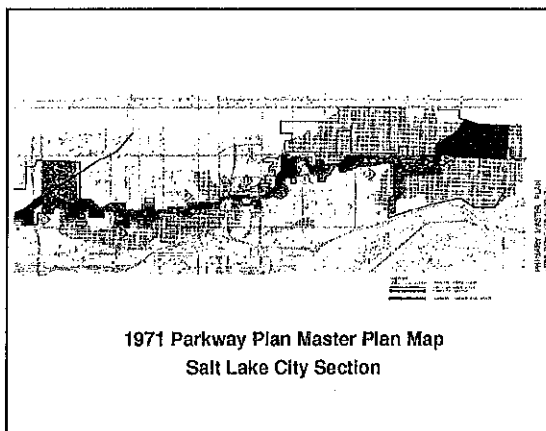


**Exhibit 4h**  
**Jordan River Network presented**  
**Power Point Presentation**

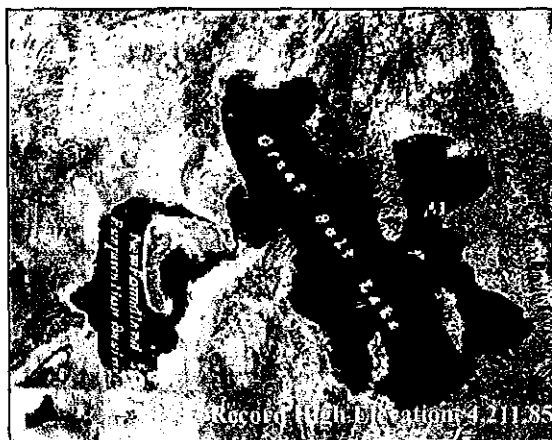
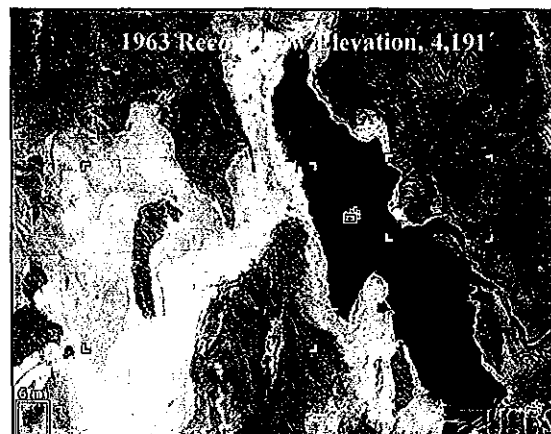
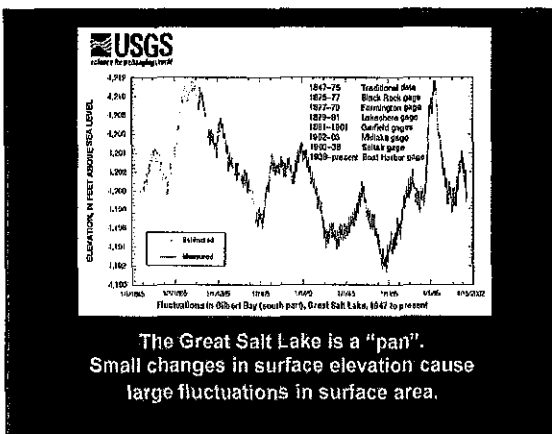




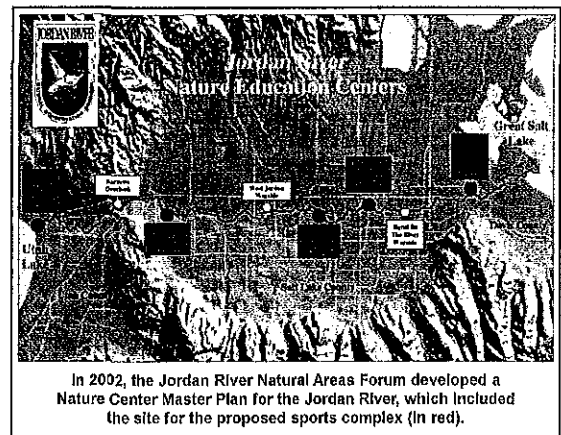
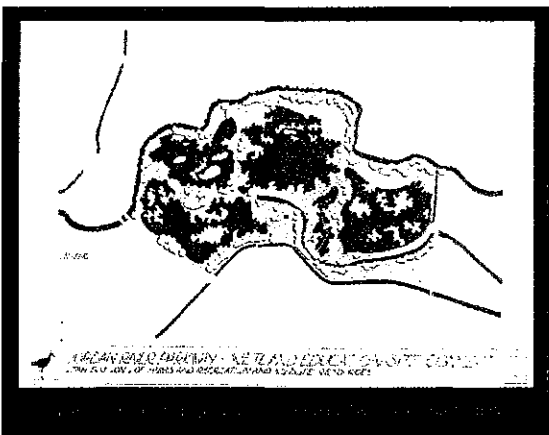
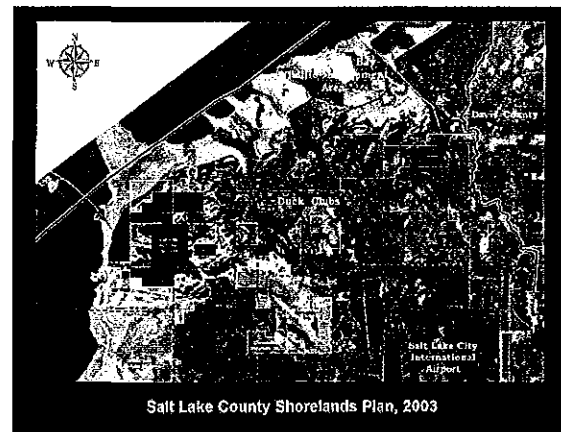
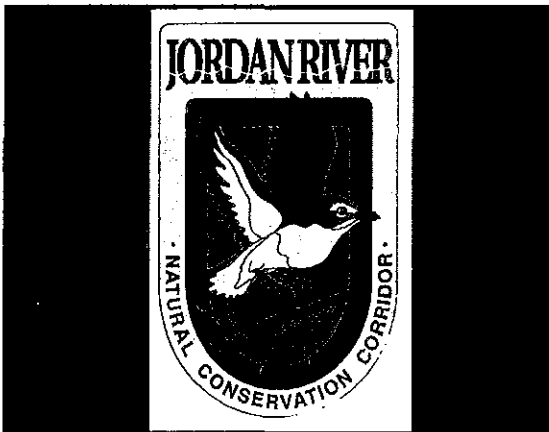
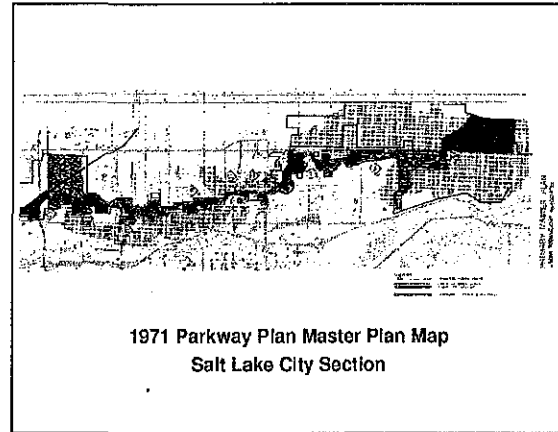
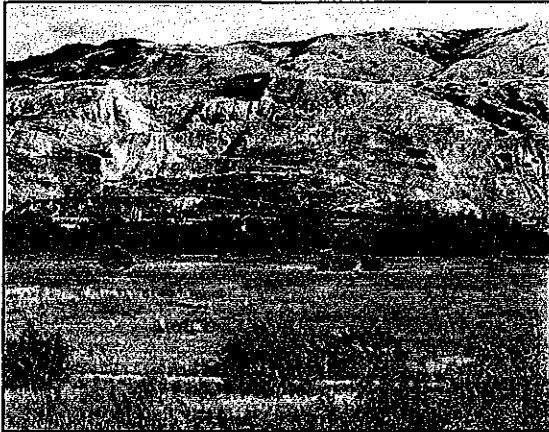
## 1971 Parkway Plan

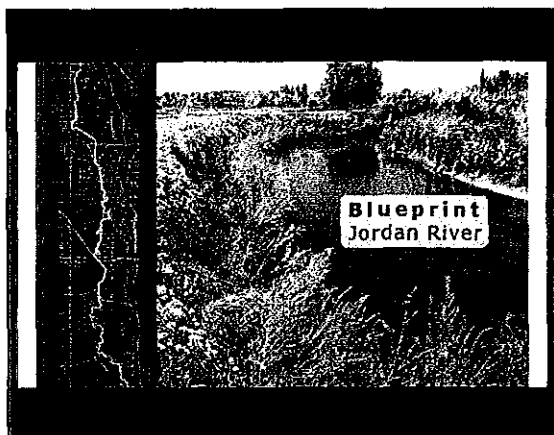


# Great Salt Lake Flooding



# Planning Efforts





## Blueprint Jordan River Policies

**Policy 1:** All undeveloped land within the floodplain and land that has wetland or habitat restoration, creation, or preservation potential should be preserved as open space.

**Policy 2:** Areas that are planned for development that conflict with Policy 1 should be priority areas for land acquisition and protection.

**The proposed Regional Sports Complex is inconsistent with the public's vision for the Jordan River.**



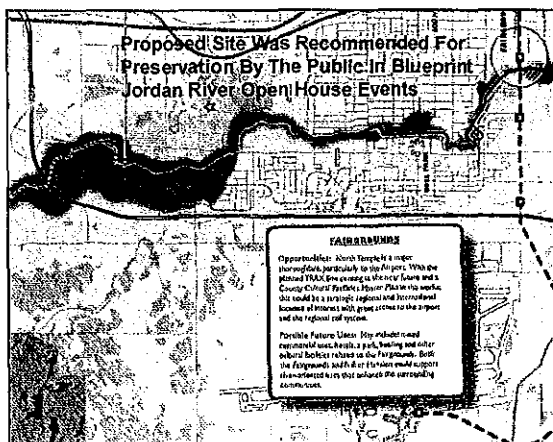
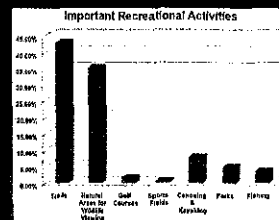
Public vision for the Jordan River, natural floodplain and nature parks



Site plan for Regional Sports Complex

## Jordan River Recreation Activities And Public Preferences

Public overwhelmingly preferred nature-based, outdoor recreation such as hiking, bicycling, bird watching, boating, fishing, etc., (91%) to traditional organized sports fields and recreation facilities (3%).



## Sports Complex History

### City Proposition Number 5

#### (Regional Sports, Recreation, and Education Complex)

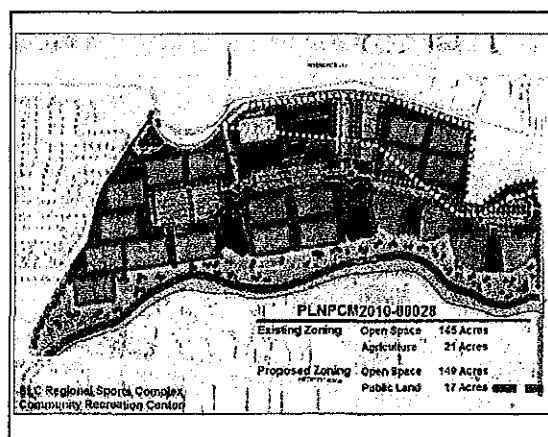
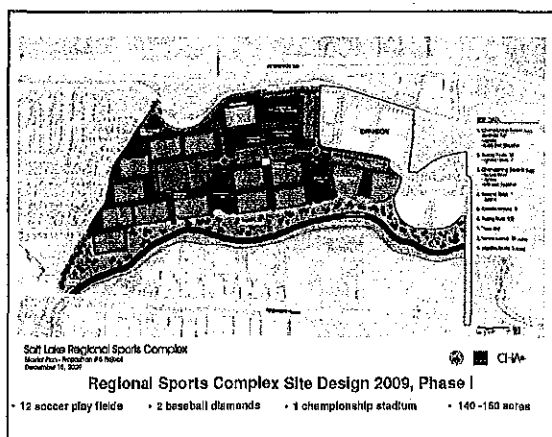
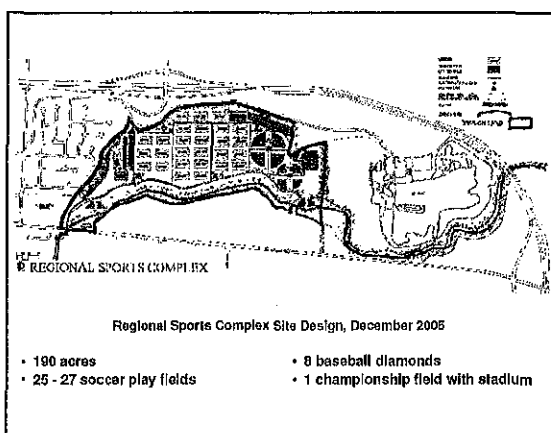
Shall Salt Lake City, Utah, be authorized to issue and sell general obligations bonds of the City in an amount not to exceed Fifteen Million Three Hundred Thousand Dollars (\$15,300,000) and to be due and payable in not to exceed twenty (20) years from the date or dates of the bonds for the purpose of paying the costs of acquiring, constructing, furnishing and equipping a multi-purpose sports, recreation and education complex and related roads, parking and improvements?

FOR THE ISSUANCE OF BONDS 281 →

AGAINST THE ISSUANCE OF BONDS 282 →

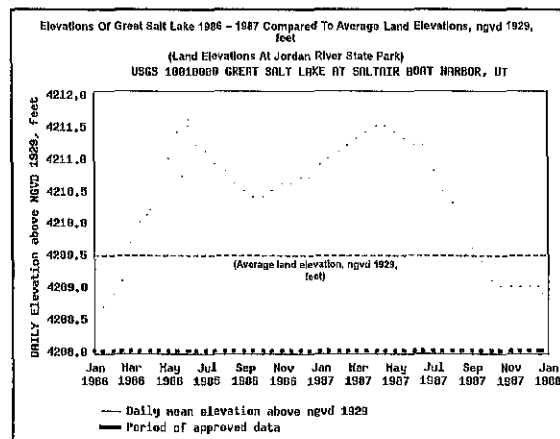
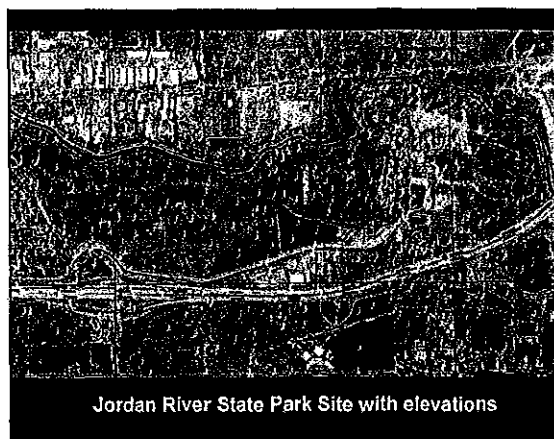
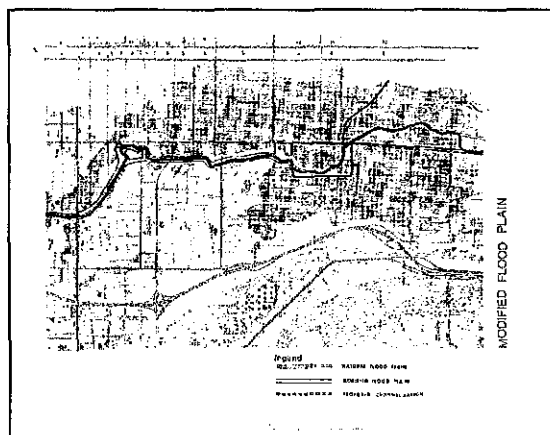
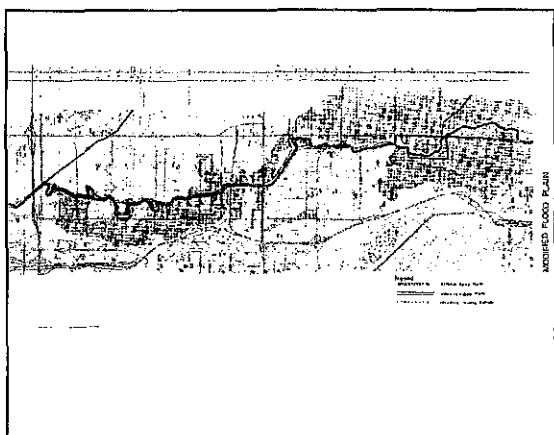
### Regional Sports Complex Scope & Cost Changes

- In July 2003, the Administration first announced plans for the Regional Sports Complex.
- Since July 2003, the scope of work and costs associated with the sports complex have changed dramatically.
  - 33 play fields down to 12 play fields
  - 8 baseball diamonds down to 4 baseball diamonds
- The Administration claims the changes in scope and cost are due to underestimation of costs in 2003.

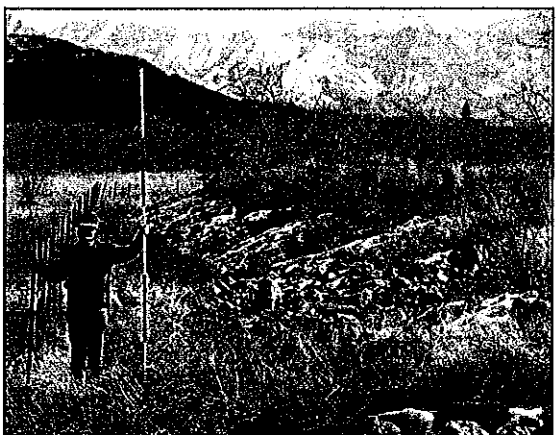


## ISSUES OF CONCERN

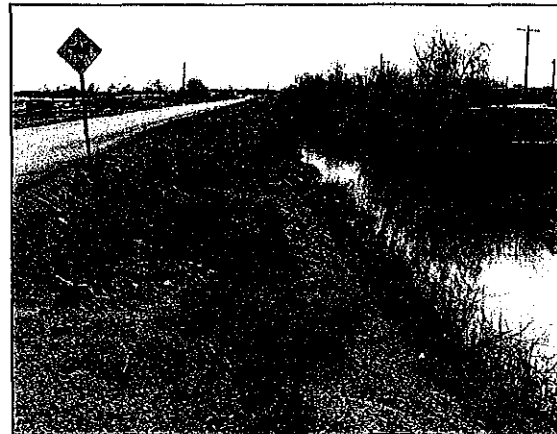
## Floodplain Issues





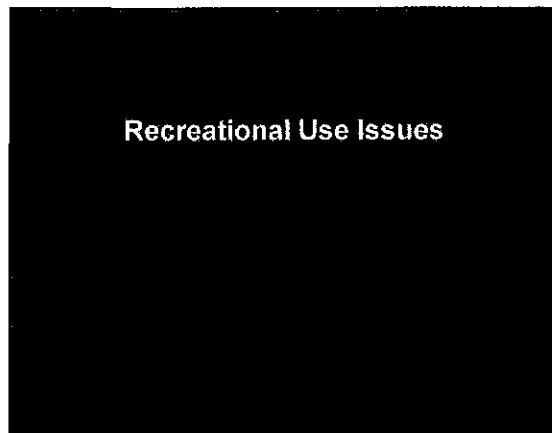
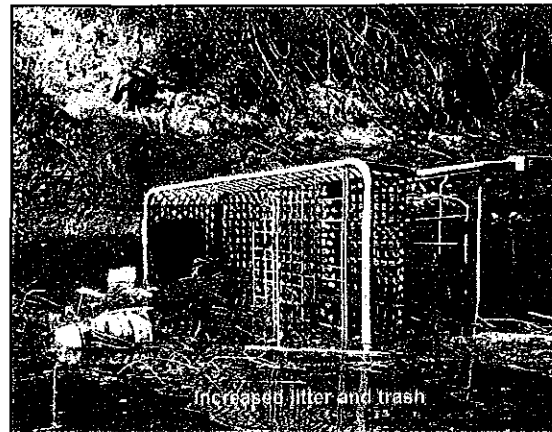


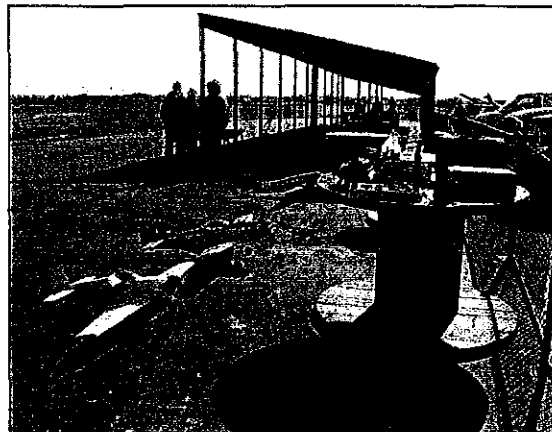
## Infrastructure Issues



## Environmental Issues

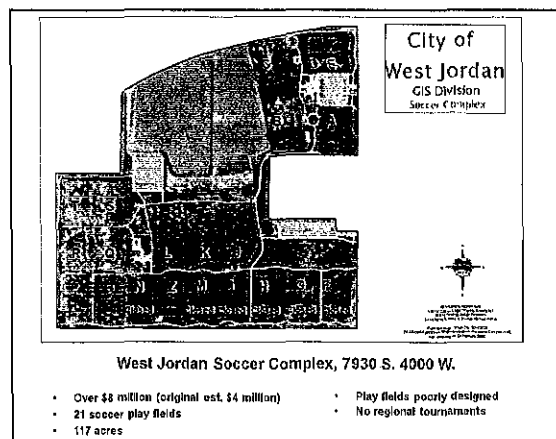
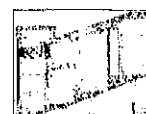
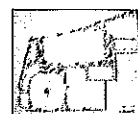






## Alternatives

Alternative sites that can accommodate a large sports complex



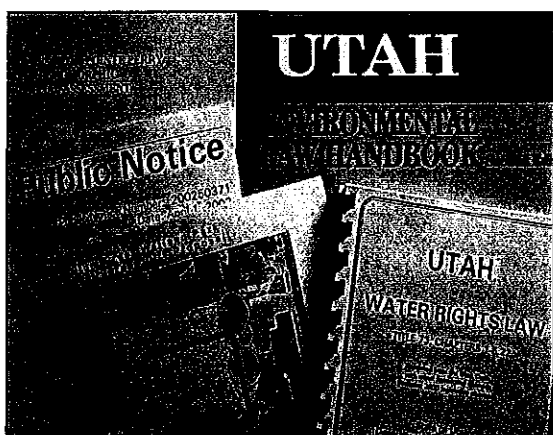
## Policy Conflicts

**Mayor Ralph Becker,  
State of the City Address, January 15,  
2008**

*"I will ramp up action on the Jordan River: parkway completion, a trail the length of the river in Salt Lake City, and restoration of the river corridor. The valley-wide effort needs our full participation, and we need to think long-term about making the Jordan River watershed a model for ecological restoration and a pleasing amenity for our residents and visitors."*



## 404 Permit Process



## Master Plan Issues

- Current master plans are outdated and need to be updated to better reflect understanding of the resources and guide development.
- NWC MP
- Rose Park SAMP
- NP SAP

## Zoning Issues

- Disagree with Administration's definition of "community recreation center". Main purpose of sports complex is a tournament facility.
- Site is not suitable for development, especially a large public assemblage, below 4,217'.
- Current zones and overlay districts don't adequately reflect nature of river, floodplain, or delta region or protect these areas.
- Need to revise the zoning ordinances and overlay districts, combine elements.

## Zoning Map Standards

*The the rezone petition violates the standard for consistency with the purpose, goals, and objectives of the City's General Plan (Section A)*

- Conflicts with Northern Study Area of RPSAMP
  - entire site as open space
- Conflicts with NWC MP
  - preservation of wetlands
  - establishment of wetlands nature park
  - no build below 4,217

### Zoning Map Standards

*The rezone petition violates the standard for harmony with overall character of existing development in the immediate surrounding area (Section B).*

- Project will significantly change character of area, which has been open space.

### Zoning Map Standards

*The rezone petition violates the standard regarding impact to adjacent properties (Section C).*

- Horse riders, stables

### Zoning Map Standards

*The rezone petition fails to meet the standard for consistency with applicable overlay zoning districts (Section D)*

- Lowland Conservancy Overlay District (LCO) (21A.34.050)
- Riparian Corridor Overlay District (RCO)(21A.34.130)
- Natural Open Space District (NOS) (21A.32.105)

### Zoning Map Standards

*The rezone petition fails to meet the standard for sufficient infrastructure to support the intended zones and uses (Section E).*

- Access roads for traffic flow
- Access roads for public safety
- Sewer, water

### Staff Report Analysis

- Disagree with Administration's characterization of sports complex as "community recreation center". Project should not be allowed in OS zone.
- Administration has withheld information regarding the full extent of the sports complex project, the stadium, arena, athletic field house, soccer academy.
- Planning staff failed to provide full range of options for the Planning Commission to consider.
- Staff did not receive comments from departments that could warrant denial of petition

### Staff Report Analysis

- Don't know the scope and status of the Transportation study. What does it entail?
- Staff failed to fully describe relationship with City, State Parks, and the National Park Service and the LWCF and the land restrictions.
- Staff failed to review or provide information regarding the annexation in 2008. Why did the City approve the current zones if it knew it was going to rezone these parcels?

### Staff Report Analysis

- The proposed "nature corridor" will not provide ecological benefits claimed by the Administration. The restoration plan has not been seen or reviewed. No money for restoration.
- Jordan River Blueprint "Silver Level" is meaningless. This is just a national standard developed by landscape architects, it has not relevance to the Jordan River, the proposed site, or the Great Salt Lake.
- Elevation data from Salt Lake County Surveyor's Office differs from the data supplied by Public Utilities. At least 2 foot difference.

### Staff Report Analysis

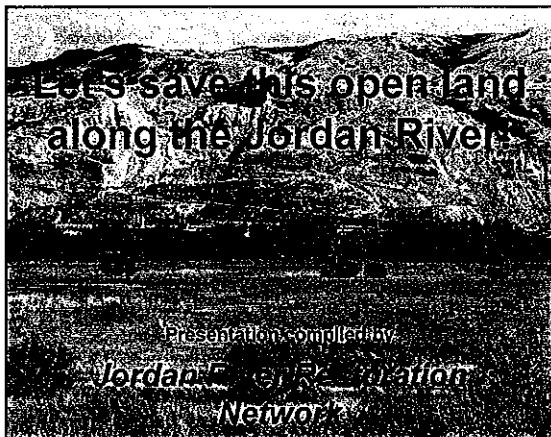
- The FEMA maps do not accurately reflect the way the property actually flooded in 1986 – 1987.
- Jordan River has more flood influence on site than Administration has alluded to.
- PU has downplayed and misled the public regarding the flood hazard risk at this site.
- The 2003 DWR wildlife study is woefully inadequate and does not reflect the true ecological value of the site.
- Staff did not provide information regarding viable alternatives for the sports complex. This project was called out in RPSAMP.

### Staff Report Analysis

- The sports complex violates the basic purposes of the City's General Plan to protect the health and safety and welfare of the public.

### Conclusions

- The PC to hold up the petition to study all of the City's zones, overlay districts, and revise them.
- PC to impose moratorium on land use and zoning petitions until this review is done.
- PC to review the consistency of the sports complex with the OS zone.
- Deny the petition.
- Require Administration to provide more specific and complete information regarding the sports complex plan.
- PC to host a public engagement process to study these issues.
- Keep public hearing open to receive more information.



**Exhibit 5**  
**Regional Sports Complex**  
**Supplemental Documents**



## **Regional Sports Complex Supplemental Documents**

- i. Rose Park Small area Master Plan
- ii. Northwest Community Zoning Map
- iii. Blueprint Jordan River
- iv. Jordan River Natural Conservation Corridor Report
- v. Floodplain Evaluation – Jordan River Sports Complex
- vi. Plant and Vertebrate Inventories of Jordan River State Park
- vii. Environmental Stewardship of the SLC Regional Athletic Complex

These documents were provided electronically as part of the Planning Commission Staff Report for the April 14, 2010 Planning Commission public hearing. The above documents are available on the City's website at:

<http://www.slcgov.com/boards/plancom/2010/April/Supplemental%20Documents.pdf>

**Exhibit 6**  
**Original Petition**



# Zoning Amendment

☐ Amend the text of the Zoning Ordinance by amending Section:

☐ Amend the Zoning Map by reclassifying the above property from a zone to a zone. (attach map or legal description)

PLN PCM 2010-00028

OFFICE USE ONLY	
Petition No.	
Date Received:	1/25/10
Reviewed By:	Thomas Irons

Address of Subject Property: 2100 NORTH ROSE PARK LANE

Name of Applicant: SALT LAKE CITY PUBLIC SERVICES Phone: 801-535-6378

Address of Applicant: 90 DEN COOK 349 SO. 200E, S.L.C., UT.

E-mail Address of Applicant: dellcook@slc.gov Cell/Fax: 801-381-4760

Applicant's Interest in Subject Property: PROJECT MAR (SPORTS COMPLEX)

Name of Property Owner: SALT LAKE CITY CORP. Phone:

E-mail Address of Property Owner: Cell/Fax:

County Tax ("Sidwell #"): 08-15-351-003-0000 Zoning: PL/OS

Legal Description (if different than tax parcel number): SEE ATTACHED (OVERALL & HILL Pk)

	Existing Property Use	Proposed Property Use

## Please include with the application:

- ✓ 1. A statement of the text amendment or map amendment describing the purpose for the amendment and the exact language, boundaries and zoning district.
- ✓ 2. A complete description of the proposed use of the property where appropriate.
- ✓ 3. Reasons why the present zoning may not be appropriate for the area.
- ✓ 4. Printed address labels for all property owners within 450 feet of the subject property. The address and Sidwell number of each property owner must be typed or clearly printed on gummed mailing label. Please include yourself and the appropriate Community Council Chair(s). Address labels are available at the address listed below. The cost of first class postage for each address is due at time of application. Please do not provide postage stamps.
- ✓ 5. Legal description of the property.
- ✓ 6. Six (6) copies of site plans drawn to scale and one (1) 11 x 17 inch reduced copy of each plan and elevation drawing.
7. If applicable, a signed, notarized statement of consent from property owner authorizing applicant to act as agent
8. Filing fee of \$885.92, plus \$110.74 for each acre over one acre and the cost of first class postage is due at time of application.  
 $\$885.92 + 21.14 \text{ AC} \times \$110.74 = \$3226.96 + 122 \times .44 \text{ POSTAGE} = 53.68 =$   
Applications must be reviewed prior to submission. Please call 535-7700 for an appointment to review your application.  
 $\$3280.64$

Notice: Additional information may be required by the project planner to ensure adequate information is provided for staff analysis.

All information submitted as part of the application may be copied and made public including professional architectural or engineering drawings which will be made available to decision makers, public and any interested party.

RECEIVED  
JAN 26 2010  
BY: [Signature]

Master Plan - Proposition #5 Project  
December 15, 2009





Item #1 The purpose of this zoning amendment is to designate the three parcels (see attached property descriptions) from their current Agricultural designation to OS Zone Designation in order to make the overall Regional Sports Park Site consistent. The balance of the site intended for the use of development of a Sports Park is currently zoned OS (Open Space) and this request will allow us to develop the sports park facilities that are intended to complete this project. The Master Plan calls for Soccer Fields, Base Ball Fields, some of the fields to be Lighted, the Championship Soccer Field to be Synthetic Turf and have 2000 Bleacher Seating, Comfort Stations/Concessions Buildings, Parking for approx 970 cars, 2 Irrigation and drainage ponds, 23 acres Natural Habitat, and 452 trees.

These parcels of property along with that purchased from the State of Utah were annexed into the city for the stated purpose and exist in the North West Area of the City.

Item #2 These parcels and the one purchased from the State of Utah are to be developed into the Regional Salt Lake City Sports Complex (see attached Master Plan).

Item #3 The Agricultural Zone existing for these parcels of property is in consistent with the overall parcels that will make up the Regional Sports Complex site. The development of the intended uses require that we rezone these 3 parcels to OS (Open Space). Co

**Remarks:**

Petition No: **PLNPCM2010-00028**

By: **Salt Lake City Public Services**

Zoning Amendment

Date Filed: January 25, 2010

Address: **2100 N Rose Park Lane**

[08-22-157-010-0000]  
JIMENEZ, SANTOS J; ET AL  
466 BELL ST  
E PALO ALTO, CA 94303

[08-22-100-006-0000]  
ANDERSON, WILLARD S.; TR  
305 REED BLVD  
MILL VALLEY, CA 94941

[08-22-157-016-0000]  
TRAN, MICHAEL & KRISSY; JT  
15394 WARWICK RD  
SAN JOSE, CA 95124-5553

[08-22-100-003-0000]  
HOUSTON ASSOCIATES  
2780 SKYPARK DR #240  
TORRANCE, CA 90505-5397

[08-15-376-008-0000]  
BRUMBACK PROPERTIES LLC  
14975 S 1800 W  
BLUFFDALE, UT 84065-3754

Dave Iltis  
1124 4th Ave  
Salt Lake City, UT 84103

[08-16-400-002-0000]  
LEONE FAMILY, LLC  
5425 S BREAK WATER DR  
TAYLORSVILLE, UT 84123

[08-21-226-006-0000]  
SUGDEN, RICHARD T & LEAH B  
PO BOX 96  
HEBER CITY, UT 84032-0096

[08-22-101-011-0000]  
SANTOS, ADA R  
544 N FOXBORO DR  
NORTH SALT LAKE, UT 84054

[08-22-100-014-0000]  
GILLMOR, FLORENCE  
1235 E 200 S #503  
SALT LAKE CITY, UT 84102-1964

[08-22-176-013-0000]  
JIMENEZ, STEVEN A & JILL M; JT  
1849 N STALLION LN  
SALT LAKE CITY, UT 84116-1174

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GILLMOR, EDWARD L  
3819 S 2000 E  
SALT LAKE CITY, UT 84109-3319

[08-21-226-020-0000]  
FLINT, STEVEN R & JONI D; TRS  
2066 N 2200 W  
SALT LAKE CITY, UT 84116-1100

[08-22-157-005-0000]  
GOMEZ, RIGOBERTO & MERCEDES; JT  
1884 W ROUNDUP CIR  
SALT LAKE CITY, UT 84116

[08-22-157-001-0000]  
HOUSER, MICHAEL J  
1878 W ROUNDUP CIR  
SALT LAKE CITY, UT 84116

[08-22-157-019-0000]  
LEDEZMA, ARTURO  
1872 W BLACK ANGUS DR  
SALT LAKE CITY, UT 84116

[08-22-157-018-0000]  
MAI, KHANH DUY & BUI, LINH K; JT  
1884 W BLACK ANGUS DR  
SALT LAKE CITY, UT 84116

[08-22-157-017-0000]  
JESUS, ERNESTO F D & ESPINOZA, SOFIA; TC  
1892 W BLACK ANGUS DR  
SALT LAKE CITY, UT 84116

[08-22-101-025-0000]  
DULER, PREDRAG & KATA; JT  
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SALT LAKE CITY, UT 84116

[08-22-157-015-0000]  
LOZANO, RICHARD F & BENEDITA; TC  
1894 N BRANDING CIR  
SALT LAKE CITY, UT 84116

[08-22-101-024-0000]  
CHENG, HENG-DA & HAO, XIAOHONG; JT  
1901 N BRANDING CIR  
SALT LAKE CITY, UT 84116

[08-22-157-014-0000]  
WILLIAMS, IAN S & ALANNA M; JT  
1904 N BRANDING CIR  
SALT LAKE CITY, UT 84116

[08-22-101-023-0000]  
LIANES, GEORGE & TANYA; JT  
1911 N BRANDING CIR  
SALT LAKE CITY, UT 84116

[08-22-157-013-0000]  
LOVE, MICHELLE A & BRANDON K; JT  
1912 N BRANDING CIR  
SALT LAKE CITY, UT 84116

[08-22-101-022-0000]  
LOPEZ, PENNY J  
1919 N BRANDING CIR  
SALT LAKE CITY, UT 84116

[08-22-157-012-0000]  
VEGA, GEORGE  
1920 N BRANDING CIR  
SALT LAKE CITY, UT 84116

[08-22-101-021-0000]  
CORTEZ, GUADALUPE & ARROYO, MIRIAM; JT  
1927 W CAVALLLO DR  
SALT LAKE CITY, UT 84116

[08-22-157-011-0000]  
ARAGON, CHRISTOPHER D & ELIZABETH L; JT  
1928 N BRANDING CIR  
SALT LAKE CITY, UT 84116

[08-22-176-012-0000]  
PENNINGTON, GREGORY J  
1815 W CAVALLLO DR  
SALT LAKE CITY, UT 84116-1173

[08-22-176-011-0000]  
MOEAKI, SIONE  
1823 W CAVALLLO DR  
SALT LAKE CITY, UT 84116-1173

[08-15-376-014-0000] Residents 2151 N REDWOOD RD Salt Lake City, Utah 84116-1240	[08-22-176-009-0000] TAN, JUANITO & ARAMELLE; JT 1837 W CAVALLO DR SALT LAKE CITY, UT 84116-1173	[08-22-176-003-0000] NAVARRO, ROLANDO & JENNIFER; TRS (N FAM TR) 1845 W CAVALLO DR SALT LAKE CITY, UT 84116-1173
Dan Potts 415 S. 1000 W. Salt Lake City, UT 84104	[08-22-101-017-0000] GARIBAY, ENRIQUE O & ESTEVEZ, ZENaida; JT 1912 N CORRAL LN SALT LAKE CITY, UT 84116	[08-22-101-010-0000] CAMPOS, DANIEL A 1915 N CORRAL LN SALT LAKE CITY, UT 84116
Valarie Stewart 1026 W 200 S Salt Lake City, UT 84104	[08-22-101-009-0000] WILLIAM, SANTINO & SANTINO, LILLY; JT 1923 N CORRAL LN SALT LAKE CITY, UT 84116	[08-22-101-015-0000] ASKINS, JASON & SALLY; JT 1928 N CORRAL LN SALT LAKE CITY, UT 84116
Cindy Cromer 816 E 100 S Salt Lake City, UT 84102	[08-22-101-007-0000] PENALOSA, ROSIE M 1937 N CORRAL LN SALT LAKE CITY, UT 84116	[08-22-101-014-0000] DAVIS, GREGORY L & LANE, DEBBIE; JT 1938 N CORRAL LN SALT LAKE CITY, UT 84116
Jeff Salt P.O. Box 52220 Salt Lake City, UT 84152	[08-22-101-013-0000] SANCHEZ, JOSE M 1946 N CORRAL LN SALT LAKE CITY, UT 84116	[08-15-376-004-0000] PARK ACRES CONSTRUCTION CO 695 W EVERETT AVE SALT LAKE CITY, UT 84116-1366
Jen Colby 160 Lincoln St Salt Lake City, UT 84102	[08-22-176-005-0000] RIVERA, EMMA & GONZALEZ, RAMON; TC 1872 N MORTON DR SALT LAKE CITY, UT 84116-4125	[08-22-176-004-0000] NYAWELO, TINO S & RIAK, ACHOL G; JT 1882 N MORTON DR SALT LAKE CITY, UT 84116-4125
Emil Harvey 1801 W. Cavaloo Dr Salt Lake City, UT 84116	[08-15-100-010-0000] PROVO-JORDAN RIVER PARKWAY AUTHORITY PO BOX 146001 SALT LAKE CITY, UT 84114-6001	[08-15-301-004-0000] UTAH DIVISION OF PARKS AND RECREATION PO BOX 146001 SALT LAKE CITY, UT 84114-6001
Shirley McLaughlan 160 W Clinton Ave Salt Lake City, UT 84103	[08-15-327-015-0000] LUCKY LAKE, LLC PO BOX 16185 SALT LAKE CITY, UT 84116-0185	[08-22-100-007-0000] PINWHEEL LLC PO BOX 16448 SALT LAKE CITY, UT 84116-0448
Mike Christensen 475 N Redwood Rd Unit 50 Salt Lake City, UT 84116	[08-21-226-016-0000] EDWARD LINCOLN AND BESSIE BOYCE GILLMOR FOUNDATION PO BOX 45898 SALT LAKE CITY, UT 84145-0898	[08-15-376-015-0000] BILLINGS, DAVID 2223 N REDWOOD RD SALT LAKE CITY, UT 84116-1241
Benjamin Rivkind 333 Goshen St Salt Lake City, UT 84104	[08-15-301-003-0000] BOWDEN, RICHARD 2350 N ROSE PARK LN SALT LAKE CITY, UT 84116-1112	[08-22-157-004-0000] PHELPS, ROBERT A & DARLENE K; JT 1860 W ROUNDUP CIR SALT LAKE CITY, UT 84116



Nancy Saxton  
732 E 200 South  
Salt Lake City, UT 84102

[08-22-157-003-0000]  
JONES, SHELLI E  
1866 W ROUNDUP CIR  
SALT LAKE CITY, UT 84116

[08-22-157-008-0000]  
WANBERG, JOHN G & GENEVE C; JT  
1869 W ROUNDUP CIR  
SALT LAKE CITY, UT 84116

Esther Hunter  
1049 Norris Place  
Salt Lake City, UT 84102

[08-22-157-007-0000]  
ESPINOZA, MELISSA & RUBEN & EDY; JT  
1875 W ROUNDUP CIR  
SALT LAKE CITY, UT 84116

[08-15-376-013-0000]  
Residents  
2175 N REDWOOD RD  
Salt Lake City, Utah 84116-1240

Anne Cannon  
1647 Kensington Ave  
Salt Lake City, UT 84105

[08-22-100-007-0000]  
Residents  
2045 N REDWOOD RD  
Salt Lake City, Utah 84116

[08-22-100-007-0000]  
Residents  
2021 N REDWOOD RD  
Salt Lake City, Utah 84116-1239

Victoria Orme  
159 N 1320 W  
Salt Lake City, UT 84116

[08-22-157-016-0000]  
Residents  
1882 N BRANDING CIR  
Salt Lake City, Utah 84116

[08-22-157-010-0000]  
Residents  
1871 N MORTON DR  
Salt Lake City, Utah 84116

Jenny Craigmiles  
149 N 128 W  
Salt Lake city, UT 84116

[08-15-376-008-0000]  
Residents  
2125 N REDWOOD RD  
Salt Lake City, Utah 84116-1240

[08-22-100-003-0000]  
Residents  
2101 N REDWOOD RD  
Salt Lake City, Utah 84116-1240

Kirk Goulding  
2355 N Rosepark Lane  
Salt Lake city, UT 841116

[08-22-100-006-0000]  
Residents  
2051 N REDWOOD RD  
Salt Lake City, Utah 84116-1239

Ray Wheeler  
1115 Mead Ave  
Salt Lake City, UT 84104

Everett Joyce  
P.O. Box 145480  
Salt Lake City, UT 84114-5480

Barbara Rufenacht  
444 Goshen St  
Salt Lake City, UT 84104

Michael Budig  
1111 Mead Ave  
Salt Lake City, UT 84104

Christine Vickers  
1865 W Independence Blvd #1  
Salt Lake City, UT 84116

Sara Solaimania  
4525 S Park Hill Drive  
Salt Lake City, UT 84124

Kieth Johnson  
1234 Sherman Ave  
Salt Lake City, UT 84105

Jan Bartlett  
732 E 200 S  
Salt Lake City, UT 84102

Sherry McLaughlin  
455 S 1000 W  
Salt Lake City, UT 84104

Rose Park Community Council  
Ron Jarrett  
1441 West Sunset Dr.  
Salt Lake City, UT.84116

Westpointe Community Council  
Terry Thomas  
1848 Stallion Lane  
Salt Lake City, Utah 84116

Petition PLNPCM2010-00028  
Sports Complex

# **Exhibit 4**

## **Planning Commission**

**Exhibit 4a**  
**Public Hearing Notice/Postmark/Agenda**

# PLANNING COMMISSION AGENDA

MAILED FROM ZIP CODE 84116

0004277022 APR 01 2010

\$ 00.44

UNITED STATES POSTAL SERVICE

PERMIT NO. 1000 SALT LAKE CITY, UT



FIRST CLASS

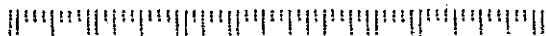
STATE MAIL SVC 05/17/2010 01:31 PM

Salt Lake City Planning Division  
PO Box 145480  
Salt Lake City UT 84114

## Planning Commission Public Hearing Procedures

1. Fill out registration card and indicate if you wish to speak, and which agenda item you will address.
2. After staff and petitioners presentations, hearings will be opened for public comment. Recognized Community Councils will present their comments at the beginning of the public hearing.
3. Speakers will be called by the Chair.
4. Please state your name and your affiliation to the petition, or whom you represent at the beginning of your comments.
5. Speakers should address their comments to the Chair. PC members may have questions for the speaker. Speakers may not debate with other meeting attendees.
6. Speakers should focus their comments on the agenda item. Extraneous and repetitive comments should be avoided.
7. After those registered have spoken, the Chair will invite other comments. Prior speakers maybe allowed to supplement their previous comments at this time.
8. After the Hearing is closed the discussion will be limited among the Planning Commissioners and staff. Under unique circumstances, the PC may choose to reopen the hearing to obtain additional information.
9. The Salt Lake City Corporation complies with all ADA guidelines. People with disabilities may make special requests for reasonable accommodation no later than 48 hours in advance, in order to attend this meeting. Accommodations may include alternate formats, interpreters, and other auxiliary aids. This is an accessible facility. For questions, requests, or additional information, please contact the Planning Offices at 801-535-7757 or TDD at 801-535-6220.
10. Public comments are limited to two (2) minutes per person, per item. Written comments are welcome and will be provided to the Planning Commission in advance of the meeting if they are submitted to the Planning Division prior to noon the day before the meeting. Written comments should be sent to:

Salt Lake City Planning Commission  
PO Box 145480  
Salt Lake City, UT 84114



841145480 8900

Salt Lake City, UT 84114-5480

P.O. Box 145480  
Everett Joyce

**SALT LAKE CITY PLANNING COMMISSION MEETING AGENDA**  
**In Room 326 of the City & County Building at 451 South State Street**  
**Wednesday, April 14, 2010 at 5:45 p.m.**

The field trip is scheduled to leave at 4:00 p.m. Dinner will be served to the Planning Commissioners and Staff at 5:00p.m., in Room 126. **Work Session**—The Planning Commission may discuss project updates and minor administrative matter. This portion of the meeting is open to the public for observation.

**Approval of Minutes from Wednesday, March 24, 2010**

**Report of the Chair and Vice Chair**

**Report of the Director**

**Public Hearing**

1. **PLNPCM2009-00510; North Temple Boulevard Station Area Plans**—a master plan amendment regarding the North Temple Viaduct Station Area Plan, a section of the North Temple Boulevard Station Area Plans. A public draft of the plan can be viewed on the project website at **www.northtempleboulevard.com**. Located in Council District 3 represented by Stan Penfold and District 4 represented by Luke Garrett (Staff: Nick Norris at 801.535.6173 or **nick.norris@slcgov.com**).
2. **Eastside Apartments Development Project**—a request by Peg Development LLC to develop multi-family housing on the properties at approximately 556 East 300 South and approximately 350 South 600 East. The property is located within Council District 4 represented by Luke Garrett (Staff contact: Doug Dansie at 801.535.6182 or **doug.dansie@slcgov.com**).
  - a. **PLNPCM2009-01347; Rezoning**- a request for a zoning map amendment to change the zoning on the property at approximately 556 East 300 South from Residential Office (RO) to Residential Mixed Use (RMU) and to change the zoning on the property at approximately 350 South 600 East from Residential Multi-Family -35 (RMF-35) to Residential Mixed Use (RMU).
  - b. **PLNPCM2009-01348; Planned Development / Conditional Use**- a request for Planned Development/Conditional Use approval to construct two a multi-family apartment buildings one of which be built at approximately 556 East 300 South and one of which will be built at approximately 350 South 600 East. The applicant is requesting the Planning Commission modify the rear yard setback requirements in the RMU zoning district to accommodate access to the shared underground parking garage in the middle of the block and to allow for cross access between the properties. The applicant is also requesting modification to design regulations of the Conditional Building and Site Design Review regulations in order to ensure consistency with the H Historic Preservation Overlay Zoning District regulations.
3. **PLNPCM2010-00028; Regional Sports Complex Master Plan Amendment and Zoning Map Amendment**—a request by Mayor Ralph Becker to accommodate the future construction of a field house and the construction of additional sport play fields as part of the Regional Sports Complex at approximately 2223 -2349 North Rose Park Lane. The subject property is located in Council District 1, represented by Carlton Christensen (Staff contact: Everett Joyce at 801.535.7930 or **everett.joyce@slcgov.com**).
  - a. **Master Plan Amendment**-a request to amend the Rose Park Small Area Master Plan future land use map to identify the property as Open Space rather than Agriculture. The proposal is to acknowledge the City's purchase of this property for the purpose of incorporating the land into the Regional Sports Complex facility.
  - b. **Zoning Map Amendment**- a request to rezone the property from AG-2, Agriculture to OS – Open Space and PL – Public Lands zoning. The request also includes rezoning a portion of the OS – Open Space zoning to PL – Public Lands in order to accommodate a future field house at the Regional Sports Complex.

Visit the Planning Division's website at [www.slcgov.com/CED/planning](http://www.slcgov.com/CED/planning) for copies of the Planning Commission agendas, staff reports, and minutes. Staff Reports will be posted the Friday prior to the meeting and minutes will be posted two days after they are ratified, which usually occurs at the next regularly scheduled meeting of the Planning Commission. Planning Commission Meetings may be watched live on SLCTV Channel 17; past meetings are recorded and archived, and may be viewed at [www.slctv.com](http://www.slctv.com)

**Exhibit 4b**  
**Newspaper Ad**

PROOF OF PUBLICATION

CUSTOMER'S  
COPY

CUSTOMER NAME AND ADDRESS		ACCOUNT NUMBER	
PLANNING DIVISION P.O. BOX 145480 451 SOUTH STATE STREET, RM 406 SALT LAKE CITY UT 84114-5480		1001472101	
ACCOUNT NAME			
PLANNING DIVISION			
TELEPHONE		AD ORDER# / INVOICE NUMBER	
8015357930		0000562558 /	
SCHEDULE			
4/1/2010	Start	4/1/2010	End
CUST. REF. NO.			
CAPTION			
SALT LAKE CITY PLANNING COMMISSION MASTER PLAN			
SIZE			
51	Lines	1.00	Columns
TIMES		RATE	
4			
MISC. CHARGES		AD CHARGES	
		TOTAL COST	
		336.50	

SALT LAKE CITY  
PLANNING COMMISSION  
MASTER PLAN / ZONING  
MAP AMENDMENT  
PUBLIC HEARING

On Wednesday April 14,  
2010 at 5:45 P.M.,  
the Salt Lake City  
Planning Commission  
will hold a hearing to  
take comment on petition  
PLNPGM2010-00028  
related to the SLC  
Regional Sports Complex  
to amend the Rose Park  
Small Area Master Plan  
and the Salt Lake City  
zoning map to support  
a proposed community  
recreation center. This  
petition relates to the  
western portion of the  
project site. The property  
is zoned Agriculture  
AG-2 and Open Space -  
OS and is located at  
approximately 2223  
2349 North Rose  
Park Lane.


All persons interested and  
present will be given an  
opportunity to be heard.  
The hearing will be held  
in Room 326 of the Salt  
Lake City and County  
Building, 451 South  
State Street. Accessible  
parking and entrance is  
located on the east side  
of the building. Hearing  
impaired individuals who  
wish to attend this meeting  
should contact our  
TOD service number,  
801-535-6220, four days  
in advance. For further  
information regarding this  
hearing, call Everett Joyce  
at 801-535-7930.

AFFIDAVIT OF PUBLICATION

AS NEWSPAPER AGENCY CORPORATION LEGAL BOOKER, I CERTIFY THAT THE ATTACHED ADVERTISEMENT OF  
SALT LAKE CITY PLANNING COMMISSION MASTER PLAN FOR PLANNING DIVISION WAS PUBLISHED  
BY THE NEWSPAPER AGENCY CORPORATION, AGENT FOR THE SALT LAKE TRIBUNE AND DESERET NEWS, DAILY NEWSPAPERS  
PRINTED IN THE ENGLISH LANGUAGE WITH GENERAL CIRCULATION IN UTAH, AND PUBLISHED IN SALT LAKE CITY, SALT LAKE COUNTY  
IN THE STATE OF UTAH. NOTICE IS ALSO PUBLISHED ON UTAHLEGALS.COM ON THE SAME DAY AS THE FIRST NEWSPAPER  
PUBLICATION DATE AND REMAINS ON UTAHLEGALS.COM INDEFINITELY.

PUBLISHED ON 4/1/2010  
SIGNATURE *Kevin J. Stoen*  
DATE 4/1/2010

THIS IS NOT A STATEMENT BUT A "PROOF OF PUBLICATION"  
PLEASE PAY FROM BILLING STATEMENT

 VIRGINIA CRAFT  
Notary Public, State of Utah  
Commission # 581469  
My Commission Expires  
January 12, 2014

*Virginia Craft*

**Exhibit 4c**  
**Briefing Memo and Minutes**  
**May 10, 2010**





# Communication to Planning Commission

Community & Economic Development  
Planning Division

**To:** Planning Commission Members

**From:** Everett L. Joyce, AICP, Senior Planner

**Date:** March 3, 2010

**CC:** Wilf Sommerkorn, Planning Director  
Pat Comarell, Assistant Planning Director  
Cheri Coffey, Planning Manager

**Re:** Salt Lake City Regional Sports Complex - Briefing  
Petition PLNPCM2010-00028

---

## Background

The Planning Division is reviewing a petition request by the Mayor to amend the Rose Park Small Area Master Plan and the Salt Lake City Zoning Map to support a proposed community recreation center (regional sports complex). The proposed regional sports complex property is located in both Open Space and Agriculture Zoning Districts. This rezone petition relates to a 21 acre portion of the regional sports complex site that is zoned Agriculture AG-2. The agriculture parcels are located at 2223 – 2349 North Rose Park Lane. The purpose of this briefing is to get direction from the Planning Commission on the most appropriate zoning approach for the current and future needs of the regional sports complex.

The proposed development includes a future field house, an indoor soccer facility or arena. An arena is defined as an enclosed area used for public entertainment or a building containing an arena. The Open Space Zone is part of the City's Special Purpose Zoning Chapter. Within the Table of Permitted and Conditional Uses for the Special Purpose Chapter, there is a specific use listed for stadiums and arenas. The table lists these uses as a conditional use within the Public Lands Zoning District and does not list them as a use within the Open Space Zoning District. Staff has proposed that a portion of the sports complex site be zoned Public Lands to permit the future arena (field house). Attachment "A" depicts the existing Agricultural Zoning and the proposed Public Lands Zoning.

The Public Land Zoning District allows more intensive land uses than are allowed in the Open Space Zoning District, such as convention center with hotel, exhibition hall, library, school,



prison or jail. Therefore staff is not certain if this is the best option for this specific site. Clearly, the Agricultural zoning would need be rezoned to accommodate the sports complex. The sports complex is classified as a community recreation center, which is allowed as a permitted use in the Open Space Zoning District.

The proposal as presented would zone approximately 17 acres to Public Lands and the balance of the sports complex to Open Space. The amount of Public Lands Zoning is greater than actually needed for the field house; because the specific location of the field house has not yet been determined. Therefore, additional land was proposed for Public Lands zoning to accommodate flexibility in future design of the sports complex.

The zoning for the sports complex site is currently regulated by the AG-2 and OS Zoning Districts and the AFPP Airport Flight Path Protection, the Ground Water Source Protection and the Riparian Corridor Overlay Districts. There are no actions being considered to modify any of the zoning overlay districts.

### **Potential Options**

In 2006, Salt Lake City had a Critical Open Lands inventory and assessment developed. This assessment recommended multiple open space categories to adequately address the variety of open space land uses within the City. This assessment included a recommendation to reclassify various types of open space relating to their specific purpose. Open space categories identified were Developed, Public Use, Watershed Protection, Natural and Sensitive Lands. Along with the multiple open space land use categories there would likely be a restructuring of the existing Open Space Zoning Districts to better reflect a variety of open space categories and what each could be used for.

Staff would like to discuss with the Planning Commission options for specific action related to the current Regional Sports Complex petition. Potential actions could include:

1. Continue with the proposed Open Space and Public Lands Zoning as proposed;
2. Rezone the entire property Open Space with potential future modifications:
  - a. Modify the Open Space text to allow arenas; and
  - b. Once the design and boundaries of the natural area along the Jordan River are completed consider Natural Open Space Zoning for this area.

At this time staff recommends Option 2, to rezone the entire sports complex property Open Space. Under this action, the future field house proposed in the regional sports complex project would be addressed through the modification of existing use tables within the Special Purpose Districts. Once the natural area designs are complete then rezone the area as Natural Open Space or defer action until the re-evaluation of the Open Space Zoning Districts occurs as discussed below.

In addition the staff recommends that the Planning Commission request the Planning staff to work with the Public Services Department and the Open Space Lands Program Manager to review open space categories and evaluate city-wide the potential for developing more appropriately defined open space districts as recommended in the Critical Lands Inventory and Assessment study conducted by Landmark Design. This action would also assist in the implementation of the City's Open Space Lands Program.



**Attachment A**  
**Proposed Zoning Map Amendment**



INTERSTATE 215

PLNPCM2010-00028

**SLC Regional Sports Complex  
Community Recreation Center**

**Existing Zoning**

**Open Space**

**145 Acres**

**Agriculture**

**21 Acres**

**Proposed Zoning**

**Open Space**

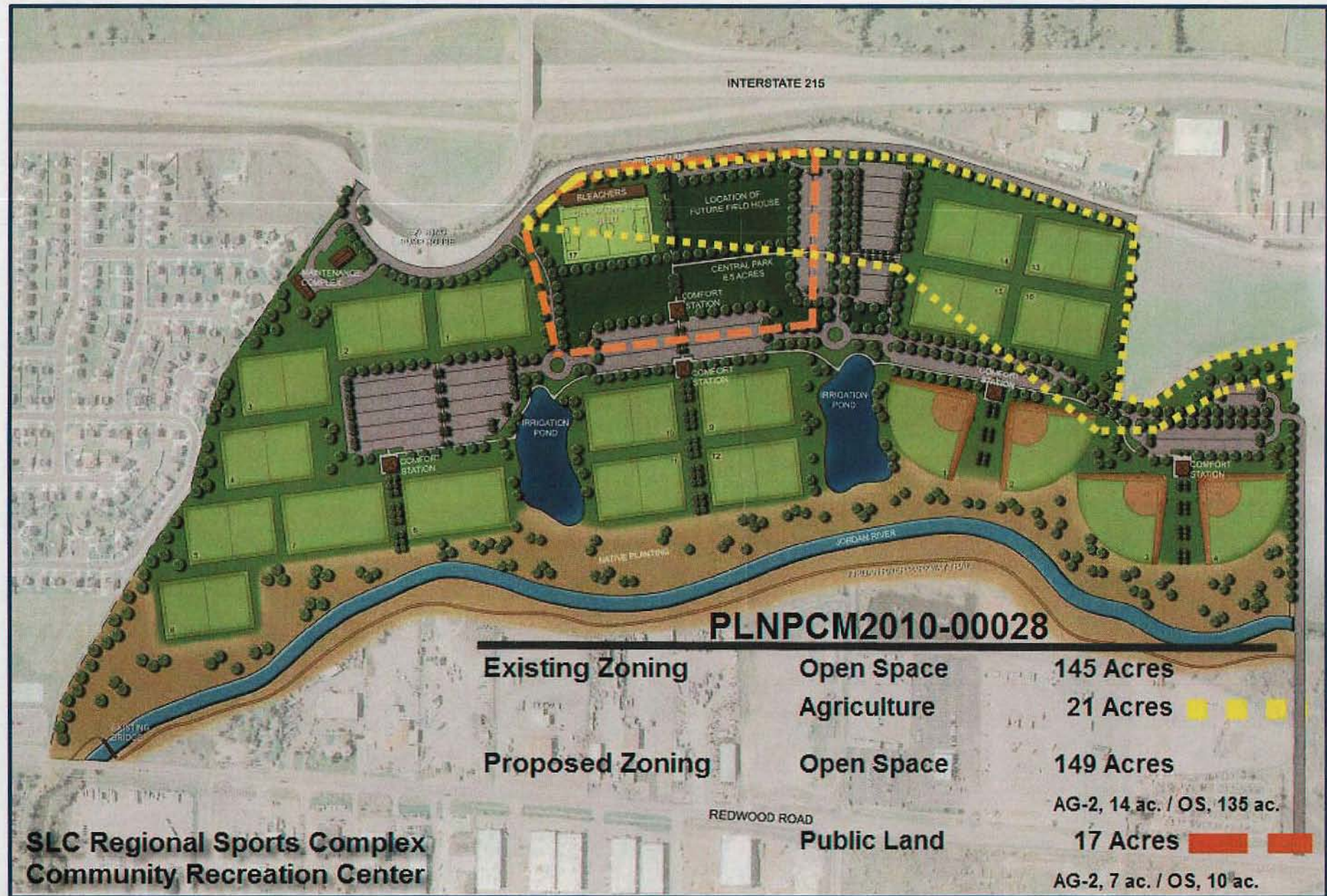
**149 Acres**

AG-2, 14 ac. / OS, 135 ac.

**Public Land**

**17 Acres**

AG-2, 7 ac. / OS, 10 ac.



## **Public Hearing**

Chair De Lay opened the public hearing portion of the petition; she noted there was no one present to speak. Chair De Lay closed the public hearing.

## **Motion**

**Commissioner Gallegos made a motion regarding Petition PLNPCM2010-00072, based on the analysis and findings in the staff report, the Planning Commission forwarded a positive recommendation to the City Council.**

**Commissioner McHugh seconded the motion.**

**Commissioners McHugh, Fife, Dean, Gallegos, Chambless, Woodhead, Wirthlin, and Algarin voted, "Aye". The motion passed unanimously.**

## **Briefings**

**Proposed Regional Sports Complex.** The Planning Commission will receive a briefing and discuss with staff various zoning issues relating to the proposed community recreation center (regional sports complex) to be located at approximately 2223 North Rose Park Lane.

Chair De Lay recognized Everett Joyce as staff representative.

Mr. Joyce stated the sports complex was permitted as a community and recreation center in the open space zoning; however, the 21 acres of agricultural zoning would need to be rezoned. He stated the new zone would be a mix of public and open space land to accommodate this complex. He stated future plans of this complex included a field house, which was an enclosed arena and could not be a conditional use under the open space zone. He noted staff opted to change the zone to public land where that field house would be built. He stated there was also 125 acres of open space zoned land and after these changes there would be 149 acres of open space zoned land and 17 acres of public land. He stated if all the acres were rezoned open space, staff could do a text amendment to allow arenas in an open space zone. He stated he would like the Planning Commission's input on which direction to take, or both options could be analyzed in the staff report as well.

Commissioner Fife inquired if the second option was to create a new natural open space zone.

Mr. Joyce stated because the project was in the design process, open space could be created along the river, but it was a restrictive zone because it allowed for trails and corridors, but did not allow parking at the trail heads. He stated until there was a better idea of how that would work with the soccer field complex itself, it was premature to zone that boundary open space.

Mr. Sommerkorn stated Emy Storheim managed the open space areas of the City and her open space inventory, along with the regulations which related were for any city owned property zoned open space. Which included all city parks, golf courses, and cemeteries, along with a number of spaces that people would be surprised were included as open space areas, because they were thinking natural open space. He Stated Ms. Storheim stated these different types of uses should be reviewed and redefined.

Chair De Lay inquired what the indoor arena was for, and why there needed to be 16 soccer fields.

Mr. Joyce stated Rick Graham, Public Services Director could answer those questions.

Mr. Graham stated the funding for this project was coming from two sources; first, a voter authorized 15.3 million dollars, which bonds could not be sold until the City match of 7.5 million dollars, which they had done. The City Council had authorized the sale of the bonds and the process still needed to be done. Second, the City needed to develop a restoration plan for the property that bordered the Jordan River, which had been estimated at 23 acres. A draft of that restoration was nearing completion and then the City would authorize the rest of the bonds.

Commissioner Gallegos inquired if the site plan was definite.

Mr. Graham stated the project was still being designed, but this site plan was the model they wanted to build as well as the model which modifications would be stemmed from.

Commissioner Gallegos inquired if the location of the field house would be the final location.

Mr. Graham stated in terms of location and cost, that location seemed to be the best place. He stated the 160 acres came from the State and was zoned open space and agricultural.

Commissioner Chambless inquired if the area of Salt Lake City with the fastest growth in the future was the Northwest Quadrant? He inquired if the intention here was to anticipate growth and meet those needs, while preserving land that had always been zoned open space.

Mr. Joyce stated the term open space was sometimes thought of as land that would never be developed, but major facilities are allowed in the open space zone.

Ms. Coffey stated this area was not close to the development of the Northwest Quadrant of the city, because the airport and the International Center were in between this area.

Commissioner Chambless stated in two to three decades this entire area would be filled in.

Mr. Joyce stated on the other side of the freeway the land would be zoned agricultural and business park development, but not housing.

Commissioner Chambless stated in terms of supply and demand baseball fields around the city were empty, but soccer fields were being used, so there was a need.

Mr. Graham stated the heaviest need was in the area of soccer, but there was also a need for baseball facilities and there were currently plans for up to six or eight baseball/softball diamonds at this site as well.

Commissioner Woodhead inquired if the City Council already agreed on using this space for soccer fields.

Mr. Joyce stated it was bonded and the use was allowed.

Commissioner Woodhead stated it would make sense to work on having better open space definitions, because it did not make sense to amend the definition to allow arenas, it seemed inconsistent. She stated if there was a way to move this forward as a type of open space she would feel more comfortable.



Commissioner Wirthlin stated currently an arena could be built under public lands designation as a conditional use, and then the rest would be zoned open space.

Commissioner Algarin stated the City needed a lot more recreational facilities. He stated he agreed with Commissioner Wirthlin, the zones should be kept as open space and public land.

Commissioner McHugh stated earlier Chair De Lay had inquired why 16 soccer fields were being built; she wondered if it was due to Real Salt Lake's 7.5 million match.

Mr. Graham stated there was no connection between the number of fields and the match from Real Salt Lake. He stated when this project was envisioned in 2003 as a large athletic complex and taken to the voters; multiple soccer and baseball fields were included. He stated there was a great need for soccer fields in Salt Lake City, as well as for football, lacrosse, and a variety of other activities. He stated over the years the community would find other uses for this type of athletic space and currently facilities were being placed in parks that increased traffic and public use, so this was one solution to those increases. He stated this would allow a lot of the activities to be taken out of public parks and reopened for the community at a location that could be accessed by the residents of the valley. He stated there was an amassing of athletic fields, both soccer and baseball, which allowed opportunities for public recreation and would produce an economic engine to help support the cost of maintaining a field like this.

Chair De Lay inquired if the Planning Commission could change the design at the public hearing, as far as the number of fields.

Commissioner Woodhead stated this was a zoning change so the Commission did not have the authority to do that.

Mr. Sommerkorn stated the soccer fields were a use by right, which did not come before the Commission for review. He stated the arena portion of the project would be reviewed through the conditional use process.

Commissioner Woodhead inquired what the community recreation element of this petition was.

Mr. Graham stated that was how the arena was defined.

Commissioner Woodhead stated there was a dearth of recreation on the Westside of the city, so if this was a recreation place for the residences of the Westside neighborhoods that would be great.

Mr. Graham stated it would be an indoor facility and would have a different type of character than a regular recreation center. It would operate year-round and provide spaces for more athletic and field types of uses, more of an open facility with artificial surfaces and locker rooms, but it would not have gymnasiums, climbing walls, or a swimming pool.

Commissioner Dean inquired if there were any existing or future planned transit stops close to the facility.

Mr. Joyce stated there was no transit service; however, there was freeway access off of I-215.

Commissioner Dean stated people might not want to have to drive across town to access this facility, so the heavy soccer use going on in the parks might be lost. She inquired if the City would be better served dispersing this amount of money to purchase and build more neighbor based fields to serve communities and help break the scale of this project up. She inquired if this was about tournaments or helping the communities.

Mr. Graham stated the option of building 16 individual fields had not been looked at due to economic and public recreation reasons. He stated there were economics that needed to be considered due to maintaining a facility of this magnitude, which was still easier than managing 16 different sites. He stated the idea was to leave public recreation in the neighborhoods, but would ease the demand at sites like Sunnyside park, where only soccer is able to be played there instead of using the space for multiple activities.

Chair De Lay stated this was a policy decision from the City as well.

Commissioner Dean stated every proposal the Commission saw involving agricultural land was about developing that type of land, and it would be nice to know how much was remaining in the community, and also if the City wanted to maintain any of it, maybe a type of master plan tied to the open space survey on how agricultural land fit into the future land use maps. She inquired if the City should start protecting these small slivers of land.

Mr. Joyce stated he would review that and bring that information to the Commission.

Commissioner Fife noted since he made a comment online about this proposal, so when at the public hearing on this item he would be recues himself.

**Civic Campus / Public Safety Building and Emergency Operation Center**—The Planning Commission will receive a briefing and discuss with staff various aspects of the proposed Civic Campus area including the proposed Public Safety Building and Emergency Operation Center to be located at approximately between 400 South and 500 South and 50 East and 350 East (former Barnes Bank building and adjacent lots to the south).

Chair De Lay recognized Casey Stewart as staff representative.

Mr. Stewart stated voters approved a bond for the public safety building in November 2009, prior to that the administration was reviewing ten possible sites for this building close to the City & County building. He stated Mayor Becker narrowed it down to the Barnes Bank Building block, located at approximately 300 East 400 South.

Mr. Stewart stated the master plan needed to be updated because it did not currently allow institutional uses. Mayor Becker had initiated a request to amend the Central Community Master plan to adopt the civic campus plan, which would designate a corridor for civic uses, most of which were existing and include: the courthouse, City & County building, SLC library, and the soon to be Leonardo Science Center. He stated the half block on the east side of 300 East would be designated for public safety, mixed-use, and some transit-oriented development along 400 South.

Mr. Stewart stated the concept of a civic campus plan originated in 1943 and was called, *The City Plan*. He stated that plan is not currently in effect, but it does show this idea was contemplated for some time. He noted some text amendments would also need to be made to the document to address the civic corridor from 450 South extending to approximately 400 East, which would allow for these types of congregated uses. He stated for ease of access, light rail down 400 South, as well as bus routes would factor into this site.

Mr. Stewart stated the design of this site was being headed up by a design team, which the Commission would review in the future, so the issue before them would be to update the master plan with the civic campus map and specifically designate it for civic uses.



## Joyce, Everett

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**From:** Rhonda Devereaux [l.devereaux@comcast.net]  
**Sent:** Tuesday, April 13, 2010 12:56 PM  
**To:** Joyce, Everett  
**Subject:** PLNPCM2010-00028 Regional Sports Complex

**Categories:** Other

Dear Commissioners,

I am writing to you today to voice my opposition on amending the Northwest Community Zoning Map and the Rose Park Small Area Master Plan as requested by the Administration along with the rezoning of the sports complex site. I am a land owner directly adjacent to the proposed Complex (Happy Horse Ranch, LLC, 2575N Rose Park Lane). I am also a Salt Lake City Tax payor and a parent of children who play/played soccer and lacrosse. When this project was in it's initial phase, I was invited to and did attend two meetings regarding the development of the project. (several years ago when Rocky Anderson was Mayor). Although the thought of additional playing fields for our children was a most definite positive, I was unhappy with one of the proposed locations (the one at issue here). I was present when it was made clear that there were several location options and the bond we would subsequently vote on was **NOT TIED TO A PARTICULAR LOCATION**. When I spoke out in opposition of the NSL location option and I was no longer invited to any subsequent meetings. What I see happening is shameful.

It is black and white that this is a really nice big undeveloped piece of land. It is the last relatively large, publicly owned property along the Jordan River with habitat that isn't protected from development. It's location makes it regionally significant for migratory and resident wildlife, especially birds. It's convenient location so close to Salt Lake City screams of significant potential for watchable wildlife recreation and education. This area has already been designated natural open space. You can't just re-create this anywhere. It has to exist. It's a complex list of ingredients that nature designed to support a natural habitat. A recreation complex can be created anywhere there is a space for it. Grass can be grown virtually anywhere. This area has been designated open space for a reason. The riparian habitat that borders the Jordan River supports an abundant amount of wildlife. The trees have raptors in them, most commonly seen are the Red-Tailed Hawks; but I have seen many other types of Hawks (Swainson's, Ferruginous, Harris's, Cooper's and Sharp-Shinned to name just those that I can identify); as well as Falcons (Prairie, Peregrine, Merlins and Kestrels); Owls, Turkey Vultures and the occasional Bald Eagle. These birds are dependent on large areas to forage for their meals which consist mainly of rodents. Then there are the shore birds. Some of them use this area as a rest stop during migration. The land is rich with protein filled delicacies that are supported by the high water table. Other birds use this area as a seasonal home. The flood irrigation system provides a smorgasbord for certain groups of shore birds and in between the flooding, the drier ground accommodates a feast for a whole other group of birds. Although I am not a very experienced birder, I can tell you that some of the most incredible birds I have seen out there are the flocks of Cranes and Ibis. In addition to the multitude of birds, there are deer, fox, skunk and raccoons all living on this ground. Quite frankly, it wouldn't break my heart to get rid of all of those guys as the fox and raccoons kill my chickens, the skunks steal their eggs and stink up the place and the deer feast on my fruit trees. But this isn't about just me now, is it? The fact that this land lies adjacent to the Jordan River is the reining reason to save it as natural open space. This corridor is already narrow by wildlife standards. Reducing the size will permanently and negatively affect the wildlife in the area.

The water table is very high in this area, as I am sure you are aware of. The combination of a high water table, the Salt Lake Drainage Canal and the Jordan River have collectively made a very inviting habitat for the mosquito population. Even with all the spraying done by the mosquito abatement crews, it is unbearable to be

out there at certain times of the day during the summer. Several horses on Rose Park Lane have contracted West Nile Virus and there is confirmation of at least one horse death due to the West Nile Virus. Then you have the large populations of no see'ums and flies that both bite. Is this what you want to try to tame? Add to this mix the stench from the drainage canal that periodically rears it's ugly head and the noise/dust from the motorcycle park. Of course, if this isn't enough to give you pause, you may want to consider the fact that this area is a floodplain. Yes, it was under water for many months sometime back in 86/87; but that won't happen every year. However, like I already mentioned, this area has a very high water table. That means that it takes more time to absorb what moisture we do get on a regular basis. A small rain storm can reek havoc on a grass field for days until it "dries out". How can you effectively plan games around that?

The obvious facts are that the proposed sports complex is a commercial sports facility. It will have a chain link fence around it. This is not harmonious with the surrounding area. Great strides are being made to re-establish the small regional farms allowing for locally produced goods. By introducing a big commercial venture across the street from an agricultural area, you squash the opportunity for our farms to thrive. We already have to "dance" with the freeways, the pipelines, the trespassers, the mosquitos and the hungry wildlife that dines on the chickens and in the orchards. Trying to tame this naturally wild area will attract more commercial endeavors, effectively putting us out of business.

Don't dig your heels in the sand about the obvious downsides (of which I have just mentioned a few) of using this piece of land for a Sports Complex. Come on! It is obvious that this location is being pushed by private entities that like the convenient access from the freeway and airport. They want to capitalize on their profit margins by luring teams here for tournaments, with space for further capitol development. Any "soccer mom" will tell you that the convenience to a freeway or airport is not going to deter them from getting their child to a game or tournament. As taxpayers and the major financial backers of this project, we won't be getting what the bond promises for our money. You will be spending our money on trying to fight back nature into submissiveness and cooperation. It's a losing battle.

Why try to "tame" a naturally green area alongside the Jordan River corridor at an outrageous cost and risk when there are other more sensible options out there?

The ballot vote for this bond was NOT tied to this location. The complex is not locked in to this location.

PLEASE, you have the power to turn this into a win/win situation by allowing the Open Space AND settling on a more responsible location for our children to play and compete.

Thanks you for your consideration,

Respectfully,

Rhonda Devereaux  
Happy Horse Ranch  
c/o  
88 Edgcombe Dr  
SLC, UT 84103  
801 232-9616  
[l.devereaux@comcast.net](mailto:l.devereaux@comcast.net)

To Members of the Planning Commission  
From Cindy Cromer  
Re PLNPCM2010-00028,  
Plan amendment and rezoning: Sports Complex  
April 12, 2010

I will not be able to attend your hearing on April 14 regarding the proposals to amend the Rose Park Small Area Plan and rezone property at the site of the proposed Sports Complex.

The request before you has two shortcomings, both of them related to incomplete information.

The first shortcoming is that the proposal involves rezoning more land into the PL classification than is necessary because the City does not yet know the footprint of the future field house. If the City had more information, a smaller parcel of PL zoning would be adequate. **I URGE YOU TO SAY SOMETHING TO THAT EFFECT IN YOUR MOTION**, that the PL zoning could be reduced at some future point and the OS zoning increased.

Secondly, the draft of the consultants' work along the River is apparently completed but has not be circulated to the public yet. That work when finalized would indicate the area along the River which should be zoned NOS to protect the public investment in rehabilitating it. **I URGE YOU TO SAY SOMETHING TO THAT EFFECT IN YOUR MOTION**, that the NOS zone could be applied along the River once the width of the protected corridor is finalized.

In short, my view is that your work on zoning the site is not over after your vote on April 14. We do not need to provide a larger area than necessary for the field house and we need to protect the investments in restoration that will be made along the River. The Riparian Corridor ordinance will not do that adequately. The NOS zone is a better tool.

## Joyce, Everett

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**From:** Mallory Millington [malmillington@gmail.com]  
**Sent:** Tuesday, April 13, 2010 9:37 AM  
**To:** Joyce, Everett  
**Subject:** Public Comment: Petition PLNPCM2010-00028 SLC Regional Sports Complex

**Categories:** Other

Tuesday, April 13, 2010

Mallory Millington  
720 South 1200 East  
Salt Lake City, UT 84102

Salt Lake Planning Commission  
Salt Lake City and County Building  
451 South State St.  
Salt Lake City, Utah

Dear Commissioners:

I am writing to provide public comment regarding the Administration's petition to rezone a portion of the Regional Sport complex property and amend the City's General Plan. I am opposed to rezoning the sports complex property and amending the General Plan as requested by the applicant, and further recommend that the Planning Commission impose a six month moratorium on any land use or zoning applications to allow time for the City to amend its Zoning Ordinances and update the General Plan.

I oppose rezoning the sports complex site, and amending the Northwest Community Zoning Map and the Rose Park Small Area Master Plan as requested by the Administration. The proposed sports complex site is a citywide and regionally significant natural open space. The site is not suited for construction of a sports complex, stadiums, arenas or athletic field houses. The site is located in a known flood hazard zone and area of high liquefaction risk. The property is critical lowland, riparian open space, with a high water table that is better suited for preservation as natural open space, wildlife habitat, and outdoor recreation than a team sports facility.

The current zoning for the proposed sports complex site combines Agricultural, Ag-2, and Open Space, OS. According to the City's Table of Permitted Uses, these zones do not allow for arenas, stadiums or sports complexes. The Administration has only recently called the sports complex a "community recreation center", which it is not; community recreation centers function in a completely different manner. The best zone for the proposed sports complex site is Natural Open Space, NOS, which aims "to protect and ensure stewardship over important natural open land areas of citywide and regional importance" (City Statute 21A.32.105(A)).

The proposed site is the last, relatively large, publicly owned property remaining along the Jordan River with natural values and habitat potential that isn't protected from development. Its strategic location within the delta interface of the Jordan River and Great Salt Lake makes it regionally significant for migratory and resident wildlife species, especially birds. The site is also the only riparian open space in Salt Lake City with significant ecological potential for wildlife habitat and watchable wildlife recreation opportunities.

The rezone petition fails to meet the standards for amending the City's Master Plan and Zoning Map (City Ordinance 21A.50.050(Sections A-E)).

First, the rezone petition fails to meet the standard for sufficient infrastructure to support the intended zones and uses (Section E). The site has only one narrow and dangerous dead end access road into the proposed facility. Currently, this access road is less than 20 feet wide, and does not comply with the International fire Code; meaning the access road will require reconstruction. The administration has no plans or budget to modify or upgrade this road for the proposed sports complex. In addition, the proposed sports complex will require construction of additional access roads to handle traffic flow and provide legal access for emergency vehicles. The Administration has no plans or budget to construct these necessary roads. The site also lacks sufficient wastewater pipelines or water lines to service a large public assemblage.

Second, the rezone petition fails to meet the standard for consistency with applicable overlay zoning districts (Section D). The rezone application is not consistent with provisions found in the city's Lowland Conservancy Overlay District (LCO) (21A.34.050), Riparian Corridor Overlay District (RCO)(21A.34.130), and Natural Open Space District (NOS) (21A.32.105). The proposed sports complex site was flooded in 1986 -1987 by rising waters from the Great Salt Lake. The property was also flooded numerous times in the past by major flood events, in particular, the flood events of 1862, 1909, 1917, 1922, 1945, and 1952. In 1986 -1987 the land was covered by 2.5 - 3 feet of water for a period of nearly 19 months. The site also has a very high water table and unstable soils because of its floodplain location, which contributes to its high liquefaction potential in an earthquake. The administration has no plans to construct flood control measures or fill the site sufficiently to protect the proposed sports complex from flood damage. Because of its flood hazard and liquefaction hazard, the site is unsuitable for construction of public assemblages such as stadiums, arenas, or athletic field houses.

The proposed sports complex site should be protected by the combined application of the LCO, RCO, and NOS Districts. Construction of a sports complex, with stadiums, arenas, athletic field houses, parking lots, comfort stations, concession buildings, and nighttime lighting would violate the purpose and standards for these districts.

Third, the rezone petition violates the standard regarding impact to adjacent properties (Section C). Rezoning the proposed sports complex properties and allowing construction of stadiums, arenas, and athletic field houses will adversely affect the properties along Rose Park Lane, especially the commercial horse stables. The intended uses will eliminate existing recreational horse riding in the area, forcing horse owners to move their horses to other boarding facilities in Herriman, Tooele, Grantsville and Park City, forcing the commercial stables out of business.

Fourth, the rezone petition violates the standard for harmony with overall character of existing development in the immediate surrounding area (Section B). The proposed sports complex is a commercial sports facility, and is not conducive with the current agricultural development and open space character in the immediate surrounding area. The proposed sports complex will introduce a significant change to the area and attract more commercial development.

Fifth, the rezone petition violates the standard for consistency with the purpose, goals, and objectives of the City's General Plan (Section A). The proposed sports complex will violate the City's General Plan by developing critical open space and degrading the quality of life for Salt Lake City residents. The proposed sports complex will also undermine the purpose of the City's General Plan to protect critical natural resources and open spaces.

Based on these factors, I oppose the Administration's petition to rezone the sports complex properties, and request the Planning Commission to deny or pass this petition onto the City Council with an unfavorable recommendation.

Furthermore, because the City is considering modification of the Northwest Community Zoning Map and the Rose Park Small Area Master Plan, I recommend that the Planning Commission impose a 6 month moratorium on all land use and zoning applications for the Northwest Community to allow time to update the City's General Plan, and more specifically, all elements of the Northwest Community Master Plan, including the Northpoint Small Area Master Plan, Rose Park Small Area Master Plan, Northwest Community Zoning Map, and applicable Future Land Use Maps, and also update and amend the City's Zoning Ordinance and Table of Permitted and Conditional Uses to more clearly define Open Space Zones, Riparian Overlay District, and the Lowland Conservancy District. These updates and amendments are needed to better reflect and protect the ecology of the Jordan River, and its associated floodplain, and the Great Salt Lake.

Respectfully,

Mallory Millington

**Joyce, Everett**

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**From:** Bob Brister [bbrister@greens.org]  
**Sent:** Tuesday, April 13, 2010 6:30 AM  
**To:** Joyce, Everett  
**Subject:** Jordan River

**Categories:** Other

Dear Commissioners,

I am writing to oppose the Administration's petition to rezone a portion of the Regional Sport complex property and amend the City's General Plan. I am opposed to rezoning the sports complex property and amending the General Plan as requested by the applicant, and further recommend that the Planning Commission impose a six month moratorium on any land use or zoning application.

The proposed sports complex site is a citywide and regionally significant natural open space. The site is not suited for construction of a sports complex, stadiums, arenas or athletic field houses. The site is located in a known flood hazard zone and area of high liquefaction risk. The property is critical lowland, riparian open space, with a high water table that is better suited for preservation as natural open space, wildlife habitat, and outdoor recreation than a team sports facility.

Thank you for considering my comments.

Sincerely,  
Bob Brister  
1102 S 800 E #A  
Salt Lake City, UT 84105

April 12, 2010

Tagge and Sara Solaimanian  
4525 South Park hill Drive  
Salt Lake City, Utah 84124

Salt Lake Planning Commission

Salt Lake City and County Building

451 South State St.

Salt Lake City, Utah

Public Comment: Petition PLNPCM2010-00028 SLC Regional Sports Complex

Dear Commissioners:

We are writing to provide public comment regarding the Administration's petition to rezone a portion of the Regional Sport complex property and amend the City's General Plan. We are opposed to rezoning the sports complex property and amending the General Plan as requested by the applicant, and further recommend that the Planning Commission impose a six month moratorium on any land use or zoning applications to allow time for the City to amend its Zoning Ordinances and update the General Plan.

**We oppose rezoning the sports complex site, and amending the Northwest Community Zoning Map and the Rose Park Small Area Master Plan as requested by the Administration.** The proposed sports complex site is a citywide and regionally significant natural open space. The site is not suited for construction of a sports complex, stadiums, arenas or athletic field houses. The site is located in a known flood hazard zone and area of high liquefaction risk. The property is



critical lowland, riparian open space, with a high water table that is better suited for preservation as natural open space, wildlife habitat, and outdoor recreation than a team sports facility.

The current zoning for the proposed sports complex site combines Agricultural, Ag-2, and Open Space, OS. According to the City's Table of Permitted Uses, these zones do not allow for arenas, stadiums or sports complexes. The Administration has only recently called the sports complex a "community recreation center", which it is not; community recreation centers function in a completely different manner. The best zone for the proposed sports complex site is Natural Open Space, NOS, which aims "to protect and ensure stewardship over important natural open land areas of citywide and regional importance" (City Statute 21A.32.105(A)).

The proposed site is the last, relatively large, publicly owned property remaining along the Jordan River with natural values and habitat potential that isn't protected from development. Its strategic location within the delta interface of the Jordan River and Great Salt Lake makes it regionally significant for migratory and resident wildlife species, especially birds. The site is also the only riparian open space in Salt Lake City with significant ecological potential for wildlife habitat and watchable wildlife recreation opportunities.

**The rezone petition fails to meet the standards for amending the City's Master Plan and Zoning Map (City Ordinance 21A.50.050(Sections A-E)).**

*First, the rezone petition fails to meet the standard for sufficient infrastructure to support the intended zones and uses (Section E).* The site has only one narrow and dangerous dead end access road into the proposed facility. Currently, this access road is less than 20 feet wide, and

does not comply with the International fire Code; meaning the access road will require reconstruction. The administration has no plans or budget to modify or upgrade this road for the proposed sports complex. In addition, the proposed sports complex will require construction of additional access roads to handle traffic flow and provide legal access for emergency vehicles. The Administration has no plans or budget to construct these necessary roads. The site also lacks sufficient wastewater pipelines or water lines to service a large public assemblage.

*Second, the rezone petition fails to meet the standard for consistency with applicable overlay zoning districts (Section D).* The rezone application is not consistent with provisions found in the city's Lowland Conservancy Overlay District (LCO) (21A.34.050), Riparian Corridor Overlay District (RCO)(21A.34.130), and Natural Open Space District (NOS) (21A.32.105). The proposed sports complex site was flooded in 1986 –1987 by rising waters from the Great Salt Lake. The property was also flooded numerous times in the past by major flood events, in particular, the flood events of 1862, 1909, 1917, 1922, 1945, and 1952. In 1986 –1987 the land was covered by 2.5 – 3 feet of water for a period of nearly 19 months. The site also has a very high water table and unstable soils because of its floodplain location, which contributes to its high liquefaction potential in an earthquake. The administration has no plans to construct flood control measures or fill the site sufficiently to protect the proposed sports complex from flood damage. Because of its flood hazard and liquefaction hazard, the site is unsuitable for construction of public assemblages such as stadiums, arenas, or athletic field houses.

The proposed sports complex site should be protected by the combined application of the LCO, RCO, and NOS Districts. Construction of a sports complex, with stadiums, arenas, athletic field houses, parking lots,

comfort stations, concession buildings, and nighttime lighting would violate the purpose and standards for these districts.

*Third, the rezone petition violates the standard regarding impact to adjacent properties (Section C).* Rezoning the proposed sports complex properties and allowing construction of stadiums, arenas, and athletic field houses will adversely affect the properties along Rose Park Lane, especially the commercial horse stables. The intended uses will eliminate existing recreational horse riding in the area, forcing horse owners to move their horses to other boarding facilities in Herriman, Tooele, Grantsville and Park City, forcing the commercial stables out of business.

*Fourth, the rezone petition violates the standard for harmony with overall character of existing development in the immediate surrounding area (Section B).* The proposed sports complex is a commercial sports facility, and is not conducive with the current agricultural development and open space character in the immediate surrounding area. The proposed sports complex will introduce a significant change to the area and attract more commercial development.

*Fifth, the rezone petition violates the standard for consistency with the purpose, goals, and objectives of the City's General Plan (Section A).* The proposed sports complex will violate the City's General Plan by developing critical open space and degrading the quality of life for Salt Lake City residents. The proposed sports complex will also undermine the purpose of the City's General Plan to protect critical natural resources and open spaces.

***<add additional points regarding the incompatibility of the rezone and the sports complex with City Ordinances, or other applicable statutes and regulations. Remember to tie comments to laws and regulations, that's what the Planning Commission does.>***

Based on these factors, I oppose the Administration's petition to rezone the sports complex properties, and request the Planning Commission to deny or pass this petition onto the City Council with an unfavorable recommendation.

Furthermore, because the City is considering modification of the Northwest Community Zoning Map and the Rose Park Small Area Master Plan, we recommend that the Planning Commission impose a 6 month moratorium on all land use and zoning applications for the Northwest Community to allow time to update the City's General Plan, and more specifically, all elements of the Northwest Community Master Plan, including the Northpoint Small Area Master Plan, Rose Park Small Area Master Plan, Northwest Community Zoning Map, and applicable Future Land Use Maps, and also update and amend the City's Zoning Ordinance and Table of Permitted and Conditional Uses to more clearly define Open Space Zones, Riparian Overlay District, and the Lowland Conservancy District. These updates and amendments are needed to better reflect and protect the ecology of the Jordan River, and its associated floodplain, and the Great Salt Lake.

Respectfully,

Tagge Solaimanian

Sara Solaimanian

April 13, 2010

*Jordan River Restoration Network*

P.O. Box 522220

Salt Lake City, Utah 84152

801-485-2550

Salt Lake Planning Commission

Salt Lake City and County Building

451 South State St.

Salt Lake City, Utah

**Public Comment: Petition PLNPCM2010-00028 SLC Regional Sports Complex**

Dear Commissioners:

I am writing on behalf of the Jordan River Restoration Network to provide public comment regarding the Administration's petition to rezone a portion of the Regional Sport complex property and amend the City's General Plan. The Jordan River Restoration Network is a coalition of concerned citizens and nonprofit organizations who advocate for the Jordan River ecosystem. The Jordan River Restoration Network is a program sponsored by the Spirit of Utah Wilderness, Inc, a tax-exempt, nonprofit environmental organization incorporated in the State of Utah. These comments are the only authorized public comments by Jordan River Restoration Network regarding the above-mentioned petition.

Jeff Salt, Director

## **Introduction**

### **Planning Commission Powers and Duties**

The Salt Lake City Planning Commission adopts and acts on any changes to the City's master plans, redevelopment plans, special studies, zoning ordinances, and use district maps. The Commission also approves planned unit developments, conditional uses and certain subdivisions.

When reviewing a petition to amend the City's General Plan or Zoning Ordinance Map, it is appropriate for the Planning Commission to consider all relevant information regarding the subject property and proposed uses, including, but not limited to: 1) the City's General Plan, Community Master Plans, and Small Area Master Plans; 2) the City's Zoning Ordinances; 3) the City's Land Use Districts; 4) the City's Land Use and Zoning Maps; 5) Special Studies; 6) Regional Plans; 7) Federal, State, and County Statutes and Regulations; and 8) Public Comment.

### **Argument and Position**

Current zoning for the proposed Regional Sports Complex site includes properties zoned Agricultural, Ag-2, and Open Space, OS. All permitted and conditional uses allowed within the City's designated land use zones, are determined by the Table of Permitted Uses. The Administration has only recently identified the Regional Sports Complex as a "Community Recreation Center", which is a permitted use in the Open Space Zone, OS, and the Public Land Zone, PL, but not allowed in any Agricultural Zones. The proposed Regional Sports Complex does not fit the description of a "Community Recreation Center" because of its highly specialized purpose and primary intended use as 1) a commercial tournament facility for organized soccer league matches with large spectator audiences; 2) an elite, tuition-based soccer academy for year round soccer training and seasonal soccer camps and workshops; and, 3) a training center for the REAL

Salt Lake professional soccer team. Therefore, the Regional Sports Complex should not be allowed in the OS Zone.

The proposed location for the Regional Sports Complex is unsuitable for a commercial sports facility, because of significant floodplain hazards, transportation problems, environmental impacts, and other issues of concern. Therefore, the proposed site should not be rezoned to accommodate the Regional Sports Complex.

At various stages of the planning process, the Administration has alluded to the inclusion of several structural facilities in the concept plan for the Regional Sports Complex, including: 1) an open-air championship soccer stadium; 2) an open-air championship baseball stadium; 3) an enclosed, all-weather soccer competition arena; and, 4) an enclosed, all-weather athletic training center or athletic field house. According to the Table of Permitted Uses, none of these anticipated structural facilities are allowed in the current land use zones for the proposed sports complex site, but are allowed as conditional uses under the Public Land Zone, PL. The Administration has not provided consistent or detailed information about the plans for these structural facilities. Therefore, the properties should not be rezoned to accommodate these undefined structural facilities.

At this time, we believe the Administration's petition to amend the Rose Park Small Area Master Plan and the Northwest Community Zoning Map for the Regional Sports Complex is inappropriate. We therefore recommend that the Planning Commission deny the Administration's petition to amend the aforementioned documents.



As a result of the Administration's petition, we have come to the realization that the Northwest Community Master Plan and many of the City's Zoning Ordinances are seriously outdated and inadequate to guide development in the planning area and protect the floodplains and delta interface of the Jordan River and Great Salt Lake. To correct this situation, we further recommend that the Planning Commission impose a moratorium on all petitions for annexations, land use and zoning changes, and Master Plan amendments within the Northwest Community Planning Area to allow sufficient time to update and amend the Northwest Community Master Plan and the City's Zoning Ordinances to adequately protect the floodplains and delta interface of the Jordan River and Great Salt Lake.

## **Background Information**

### **General Considerations**

Prior to, and during, the early years of settlement in the Salt Lake Valley, the lowland open spaces and wetlands along the Jordan River and surrounding much of the Great Salt Lake were some of the region's richest avian resources. These lowland open spaces and wetlands provide critical habitat for wildlife and are an important breeding, wintering, and migrating area for numerous bird species. They also provide natural flood protection, improve water quality, assist in storm water management, and allow for numerous outdoor recreation activities. Because much of the Jordan River floodplain has been modified, many wetlands have been dried up, filled and developed, resulting in the loss of a significant portion of the river's original functions and wildlife habitat.

While the Jordan River Basin was first being settled, little thought was given to the health of the ecosystems surrounding the Jordan River or Great Salt Lake. Prior to settlement, the Jordan River

was largely a shallow, highly braided desert stream that meandered over a wide floodplain and flooded frequently. The pre-settlement floodplain ranged from one-half to one mile wide throughout its roughly 44-mile length. Early efforts to control the river focused mainly on the need to maximize agricultural production, support manufacturing and economic development, and protect property. Channelization projects straightened the river, obliterating natural oxbows and wetlands and altering instream flows, which facilitated development within the floodplain and diminished the river's ability to support robust wildlife populations and various outdoor recreation activities.

At the time these projects were constructed, environmental values associated with riparian ecosystems were not well understood. Since then, however, the arena in which resource managers and planners operate has undergone enormous change. Environmental issues are now better understood and there is an effort throughout the country and within the Jordan River Basin to improve quality of life by protecting the environment from unnecessary degradation and mitigating or restoring areas impacted from past actions. Local planners and governing bodies throughout the Jordan River Basin are integrating environmental policies and strategies into their municipal plans to provide balanced and comprehensive solutions to problems facing their communities and growing populations. However, current zoning ordinances are not adequate to protect the ecosystems of the Jordan River or Great Salt Lake. The process of improving local zoning ordinances, and regulating development, will continue to be important to the success of any future long-range efforts to protect the Jordan River and Great Salt Lake as valuable community assets.

## **Flooding Along The Jordan River**

The past clearly illustrates the need for meaningful planning for flood control and appropriate zoning and land use ordinances to protect the floodplains and delta interface of the Jordan River and Great Salt Lake. Since settlement, the Jordan River has flooded frequently and extensively. Major flood events occurred along the Jordan River in 1862, 1909, 1917, 1922, 1945, 1952, and 1983. The 1909 flood inundated hundreds of acres from the confluence with Big Cottonwood Creek (4100 South) all the way to Great Salt Lake. The flood of 1945 was the result of a sudden microburst that caused 3"-4" of precipitation to fall in the course of 30 minutes in Perry's Hollow. The 1952 flood, the worst flood event ever recorded in the Salt Lake Valley, and the 1983 flood were both the result of unusually rapid snow melt events from the Wasatch Mountains.

## **Flooding From the Great Salt Lake**

In response to high precipitation, large instream flows, and cyclical weather patterns from 1982 – 1984, the level of Great Salt Lake rose and reached its historic elevation of approximately 4,212 ngvd<sup>29</sup> in 1987. Because the Great Salt Lake is a terminal basin, and very shallow, it functions like a desert "pan"; such that, small increases in surface elevation result in large increases in surface area and extensive flooding of the margins and delta interfaces of the lake and its tributaries. The extent of flooding and inundation around the shores of Great Salt Lake is further influenced by groundwater saturation of the margins and by wind, which can shift the shoreline by as much as one-half to one mile beyond its static boundary. Local planners and regulators generally agree that development below the contour level of 4,217 ngvd<sup>29</sup> should be discouraged and prohibited because of the flooding potential and unique dynamics of Great Salt Lake. Additional lands should also be

preserved and protected beyond the margins and the delta floodplains to provide adequate buffering for development and “rebound habitat” for wildlife during the lake’s high water cycles.

### **The Parkway Concept: An Alternative Approach To Floodplain Protection**

In 1971, local officials adopted the Jordan River Parkway Plan. This plan established a regulated natural floodplain and outdoor recreation corridor as an alternative approach to conventional flood control methods employed by the U.S. Army Corps of Engineers. The Parkway Concept was based on the recognition that engineered flood control methods, which cost more to implement and sustain, destabilized the Jordan River ecosystem and degraded the river’s natural values, making the river less desirable for humans and wildlife. The plan established a regulatory floodplain boundary corresponding to the high water level of the 1952 flood where development would be controlled, wildlife habitat preserved and outdoor recreational activities promoted. The natural floodplain/parkway would serve multiple purposes at reduced cost to government by simultaneously providing flood control, creating quality public recreation opportunities, and preserving wildlife habitat.

The 1971 Parkway Plan was later expanded and codified by the Utah Legislature in 1973, when it designated the Provo-Jordan River Parkway, and established the Parkway Authority, a governing body with regulatory authority, and appropriated funds for land acquisition. The Parkway Authority acquired several hundred acres for the Parkway and established a regulatory framework for controlling development within the floodplain. In 1981, the Utah Legislature abolished The Parkway Authority and transferred all rights, duties, powers, obligations, and assets associated with the

Parkway to the Utah Division of State Parks. The Division is still responsible by statute for managing the Parkway and regulating development within the river floodplain.

### **History of Jordan River State Park Property**

The Jordan River State Park property was originally purchased by the Parkway Authority in the middle 1970s primarily for flood control and secondarily for outdoor recreation and wildlife habitat. In the early 1980s, the Utah Division of State Parks permitted the construction of a model airplane facility at the southern end of the property, and later permitted development of an Off Highway Vehicle Training Center and Motocross Track at the site's north end. The property was completely inundated by floodwaters from the rising Great Salt Lake during the years 1986 – 1987. Standing water covered the site for nearly 19 months, reaching a maximum depth of approximately 2.5 to 3 feet in April 1987. In 1990, in response to the 1986 – 1987 flood, the Division of State Parks and Division of Wildlife Resources commissioned a plan for an urban wildlife refuge and nature education center to be developed at the site. The nature center project was identified in the 1990 Northwest Community Master Plan Update. In 2000, the Division initiated a long-range management and recreational use plan for the entire property. In 2002, faced with a large budget deficit, the Division of State Parks was ordered to close and liquidate the southern two thirds of the park property. In 2002, the Division and Salt Lake City entered into discussions regarding the sale and transfer of 212 acres of park property. In December 2005, the City and the Division concluded an M.O.U. outlining terms for acquisition of the park property. In December 2008, the City annexed approximately 140 acres of the park property and some adjacent private lands. In 2009, the City took title to 142 acres of the state park property, and purchased an additional 6 acres of adjacent private land along Rose Park Lane for the sports complex. Upon annexation, the Planning Commission and

the City Council approved the current Ag-2 and OS zones for the proposed sports complex properties.

### **Regional Planning For The Jordan River and Great Salt Lake**

There have been many regional planning efforts for the Jordan River Parkway, including, but not limited to:

- 1) 1969, Floodplain Information: Jordan River Complex (Army Corps of Engineers)
- 2) 1971, Jordan River Parkway Plan
- 3) 1978, Salt Lake County Areawide Water Quality Management Plan
- 4) 1992, Salt Lake City Open Space Master Plan
- 5) 2000, Jordan River Natural Conservation Corridor Report
- 6) 2002, Jordan River Nature Center Plan, Jordan River Natural Areas Forum
- 7) 2002, Jordan River Shared Use Area Management Plan
- 8) Salt Lake County Recreation Master Plan
- 9) Salt Lake County, Jordan River Trail Master Plan
- 10) 2003, Salt Lake County Shorelands Plan
- 11) 2008, Jordan River Water Quality Stewardship Plan
- 12) 2008, Blueprint Jordan River
- 13) Salt Lake County Open Space Master Plan

Within many of these plans and reports, the Jordan River property is identified and discussed. The earliest reference to the proposed site is found in the 1971 Jordan River Parkway Plan. The site is clearly identified as being in the 1952 floodplain, and a location for traditional outdoor recreation

such as hiking, camping, fishing, and picnicking. The 2002 Jordan River Natural Conservation Corridor Report describes the wildlife potential of the property and identifies the site for preservation as natural open space. The 2002 Jordan River Nature Center Plan identified the site as a key nature center location for the Salt Lake School District and potential hub for a regional network of nature centers located throughout northern Utah. The 2002 Jordan River Shared Use Area Management Plan identified a nature center as the preferred use if recreational uses were to change at the site. The 2003 Salt Lake County Shorelands Plan identified the site as a location for nature education and compatible outdoor recreation activities. The 2008 Blueprint Jordan River identified the site specifically for preservation as natural open space. The Blueprint also recommended that all remaining open lands along the Jordan River, roughly 7,300 acres, be preserved as open space, and that any lands in that total that were zoned for development should be acquired and preserved as open space.

### **History Of Regional Sports Complex Project**

In July 2003 Mayor Rocky Anderson unveiled his plans for the Regional Sports Complex. The plan for the massive sports complex was developed by the Administration in conjunction with the Utah Youth Soccer Association without additional public involvement. No hearings or public meetings were ever held to study alternative locations or determine the location for the sports complex project. During the fall of 2003, the Administration lobbied to have the sports complex project included in the November special bond election. In November 2003, voters narrowly approved the \$15.3 million bond measure, which did not specify a location for the sports complex.

Since November 2003, the scope of work for the original Prop 5 Facility has been reduced by approximately 65%, from 33 play fields and 8 baseball diamonds down to 12 play fields and 2 baseball diamonds, and the land area reduced by approximately 30%, from 212 acres down to 148 acres. In addition, the Administration has phased the sports complex to provide 4 additional play fields, 2 baseball diamonds, and access roads not covered by the \$22.8 million Prop 5 Facility budget. The second phase of the sports complex is not funded, and no reliable future funding sources are foreseen due to the lingering recession and declining tax revenues, leaving the Prop 5 Facility without adequate access roads for traffic flow management or emergency vehicle access.

In December 2005, the Administration signed an M.O.U. with the Utah Division of State Parks for the acquisition of land for the sports complex. In August 2006, the REAL SL stadium deal was approved that included obligations for the team owners to provide \$7.5 million in matching funds for the sports complex required by the Prop 5 Bond. In June 2007, the Administration received a Letter of Credit from RSL for the matching contribution, and later executed a “gift agreement” contract with RSL outlining the terms of the matching contribution; neither instrument was site specific. Since June 2007, RSL has drawn three Letters of Credit for the Prop 5 Facility, none of which are site specific.

In December 2008, the City annexed the properties for the sports complex and approved the current Agricultural and Open Space Zones. In October 2009, the City took possession of 142 acres from State Parks for the sports complex. In January 2010, the City Council approved a Budget Amendment Ordinance authorizing the expenditure of general funds to pay for construction of the sports complex, to be repaid by the Prop 5 Bond. In February 2010, the Council adopted a Bond



Parameters Resolution to move forward with issuance of the Prop 5 Bond. The Administration is currently seeking approval to rezone the proposed sports complex properties annexed into the City in 2008. The Administration is also planning to apply for an Individual 404 Wetland Fill Permit from the U.S. Army Corps of Engineers for the proposed sports complex.

Since 2003, there has been continued and persistent public opposition to the proposed location of the sports complex along the Jordan River.

## **Issues Of Concern**

### **Floodplain**

The proposed sports complex property lies within a known flood hazard area. The site is prone to frequent flooding due to its location within the delta interface of the Jordan River and Great Salt Lake. The site's flood potential is influenced by seasonal and periodic high instream flows, high water table, poor drainage, relatively flat topography, seismic activity, severe storms and weather, and rapid snow melt events. The property has several low points that are oriented mostly along a north-south axis corresponding to previous alignments of the historic river channel. During the years of 1986 to 1987, despite the existence of flood control levees surrounding most of the site, the sports complex property was flooded by rising water from the Great Salt Lake. From interpolation of aerial photography and survey data, the maximum depth of floodwaters covering the sports complex site in 1987 was approximately 2.5 to 3 feet. According to survey data provided by the Salt Lake County Surveyor's Office, the average elevation of the sports complex site is approximately 4,212 navd88. The level of Great Salt Lake in April 1987 reached 4,211.85 ngvd29, which translates to roughly 4,215 navd88. The difference between land elevation and GSL level supports the interpolated depth

of 2.5 to 3 feet. The property accumulated standing water for approximately 19 months during the years 1986 to 1987.

The Administration has downplayed the flood hazard potential of the property and the risk to the sports complex facility. According to Rick Graham, Director of Public Services, the Administration does not plan to construct any additional flood control structures to protect the sports complex. In addition, the Administration plans to allow the sports complex site to flood and then repair any damage caused by floodwaters. The Administration also believes that Little Dell Reservoir and the West Desert Pumps will reduce and mitigate the flood potential from the Jordan River and Great Salt Lake. Finally, the Administration plans to fill the entire property with an average of one foot of specialized fill material, at an estimated cost of \$2 million per foot, mainly for base to establish the soccer field turf. It is estimated that the sports complex site will require 5 to 6 feet of fill material to provide minimal protection of the sports complex from flood damage, adding another \$10 to \$12 million to the construction budget. The Administration has failed to consider the effect of the high water table at the site and how that influences the accumulation of water, frost dynamics, and uneven settling of the sports complex play fields.

### **Transportation, Traffic Flow, Emergency Access**

The proposed sports complex location has serious problems with respect to access roads and traffic flow. The site is currently accessed by a single, lengthy dead end road that fails to meet the minimum width requirement of 20 feet established by the International Fire Code of 2006. The current access road is built on top of a flood control levee, approximately 7 feet above the property, with no shoulders, and is situated adjacent to a canal. The access road is especially dangerous

because many visitors drive large vehicles and pull wide trailers with animals or OHVs, increasing their width on the narrow, nonconforming road. The access road has only one point of entry, which forms a particularly dangerous intersection angle with 2100 North as it drops down from the overpass over I-215. The intersection is not controlled by traffic signals. The access road has no turnouts or turn around areas for emergency response vehicles. The access road also severely restricts traffic flow, which will cause congestion and hinder emergency vehicle access with increased traffic volume. The Administration has not indicated any plans to widen Rose Park lane or address emergency vehicle access problems and has not included this essential project in the sports complex budget. The Administration has identified two access roads in the sports complex concept plans, but these projects have been moved to Phase II, which has no reasonable hope of funding in the near future. The Administration has provided budget information for only one of the future access road projects, that being Sports Complex Boulevard, which crosses the Jordan River from Redwood Road at 2500 North. The estimated cost of this short connector road and bridge crossing is currently \$6 million. The other access road project identified by the Administration in earlier site plans calls for the modification and reconstruction of the I-215 off ramp at 2100 North. This project will be very complex and costly because of the existence of a canal between the current access road and the freeway, and because of International Fire Code requirements regulating the minimum clearance over the existing access road and slope requirements for the run-out as the new access road drops down into the sports complex area.

The Transportation Department has requested a traffic impact study for the sports complex site.

## **Public Health**

The proposed sports complex site is a known West Nile Virus hot spot. Mosquito populations at the proposed sports complex site are extremely dense, especially during the soccer seasons of spring, summer and fall. Since 2004, the Salt Lake Mosquito Abatement District has detected West Nile Virus in samples collected at the site each year. This presents a known health risk for soccer enthusiasts and spectators. The health risk to humans will increase at the proposed site with use of nighttime lighting and scheduling of events during morning and evening hours.

## **Environmental**

The proposed sports complex site is the last, relatively large, undeveloped publicly owned parcel remaining along the Jordan River. In addition, the site is the only open land along the Jordan River within Salt Lake City limits with the potential for preservation as natural open space and restoration of wildlife habitat. Furthermore, the site is lowland riparian habitat, which is the most important habitat type in the state, especially for avian wildlife. As such, this property is irreplaceable, and should be protected and restored as natural open space. It's proximity to the Legacy Nature Preserve, Farmington Bay Wildlife Management Area and the margins of the Great Salt Lake increases this property's potential value for wildlife habitat and connectivity with other riparian habitat islands to the south.

This particular location is also essential for providing required environmental education opportunities for school children in the Salt Lake School District, especially fourth and ninth grade students. Salt Lake City has no other location with sufficient size and restoration potential that could provide this essential community education opportunity. The only designated watchable wildlife

viewing area in Salt Lake City where school children can fulfill environmental education objectives is located at the City landfill, which is completely inadequate to serve the number of students in the Salt Lake School District. This site is also strategically located at the center of a regional network of nature education centers that extends from Logan to Santaquin, and from the Great Salt Lake to Jordanelle Reservoir.

The state park site is also strategically located along the Jordan River to provide opportunities for structural modifications to the river system that could help improve water quality. Currently, the Jordan River has impaired water quality. Some of the river's pollution problems may be improved through structural modifications of the river channel, creation of wetlands, and restoration of riverine plant communities, which require large areas of land to implement. The Administration's environmental stewardship program and restoration plan for the sports complex is not serious or realistic and will not improve environmental conditions for the river. The 23-acre "nature corridor" proposed by the Administration is woefully inadequate to provide wildlife habitat, bank stability, erosion control, water quality improvements, outdoor recreation or environmental education. This postage stamp area is simply too small to have any real ecological benefits. The Administration's restoration plan for this strip of land will not promote wildlife diversity or abundance, provide nesting and shelter opportunities, or support active public recreation; the area is too small to do all of this. If the property were preserved and restored in its entirety, there would be sufficient space to establish functional wetlands, create sustainable channel meanders, create sustainable shelter and nesting areas, and create buffers to mitigate for public recreational activities. Restored wetlands would further create opportunities to redirect the river channel and filter pollutants impacting the Jordan River.

The sports complex will also cause significant negative environmental impacts to the river system. Chemicals used to fertilize the manicured soccer play fields will further contaminate and lower water quality in the Jordan River. Intense irrigation of the site will saturate the soils, raising the water table and destabilizing the soils further. The facility's planned nighttime lighting will force the remaining avian wildlife populations to leave the area. The groomed play fields will eliminate a large area where wildlife currently forage and hunt. The sports complex would essentially become a wildlife sink, and contribute to cumulative degradation of the Jordan River ecosystem. The Administration also plans to construct an access road across the Jordan River through the "nature corridor". This road will nullify any buffering or ecological benefits the City hopes to achieve with the 23-acre scrap of land. The Administration also plans to erect a fence between the "nature corridor" and the play fields, which will hinder wildlife movement, and block visitor access to the river. Intense human use at soccer tournaments will also increase the amount of fugitive litter and trash that will find its way into the river.

The Administration is planning to use secondary wastewater from the nearby sewer treatment plant to irrigate the soccer play fields. This water will have some residual contaminants and treatment byproducts. The water will need to be blended to lower the concentration of residual compounds that will harm the manicured turf. Also, the City is planning to deliver secondary water to the OHV/Motocross facility for dust control, which is a huge waste of secondary water that is intended to help bolster the City's conservation program.

The administration plans to create a 23-acre “nature corridor” along the west bank of the Jordan River. The City Council required the Administration to complete a restoration plan for the “nature corridor” before it could receive the bulk of the funding for construction of the sports complex. However, the City has no budget for implementing the restoration of the “nature corridor”, which means they will simply draw up a plan and not implement it.

### **Alternatives**

The Administration claims there are no viable alternatives to building the sports complex along the Jordan River location as planned. Before 2003, the Administration developed plans for a modest sports complex and identified two viable locations. Since 2003, the sports complex design has been scaled back by roughly 65%, which reduces the scope of work down to the point where the sports complex could be located at several other locations. Opponents of the sports complex have identified four viable alternative locations for the sports complex as currently planned. These locations include:

- 1) Lee Kay Center property, 5600 West & California Av
- 2) City Landfill site, 2000 West & Indiana Av
- 3) Rosewood Park, 1300 North & 1200 West
- 4) West Jordan Soccer Complex, 7800 South 4000 West (this property is owned by SLC as part of Airport #2)

The Administration also claims the sports complex must be located at the proposed site for a variety of unsubstantiated reasons, which include:

- 1) Other sites are too small, too far away, and simply don’t work.
- 2) The sports complex must be located near the SL International Airport.

- 3) The Jordan River location is the most convenient for SLC and valley residents.
- 4) The proposed location is closest site to downtown, hotels, restaurants, and stores.

Upon closer scrutiny, it has been determined the proposed site is equidistant or farther from downtown than other alternative sites. The proposed site is located at the extreme northern end of Salt Lake Valley and the County, making it the least convenient location for City or valley residents. Some alternative sites are actually closer to hotels, restaurants and stores than the proposed location. In addition, soccer tournaments attract visiting teams that drive to matches, not fly. The scaled down sports complex plan fits at all other viable alternative locations.

Alternative sites do not have the same constraints and conflicts as the proposed site, and may end up costing less to construct. For example, the proposed site will require an additional \$10 - \$12 million for fill material to help protect the play fields from flood damage. The proposed site will require construction and modification of access roads, which may cost more than \$20 million. Alternative locations would not incur the same costs for improving vehicle access.

## **Wildlife**

The proposed soccer complex location is extremely important for wildlife because of its lowland riparian habitat opportunities and strategic location within the delta interface of the Jordan River and Great Salt Lake. Due to increased development along the Jordan River, large open lands are becoming increasingly important to wildlife as biological islands. In order for these remaining islands to support wildlife, they need to remain as large as possible, and restored to provide nesting opportunities, food sources, and resting areas. These islands also become important as wintering habitat for many wildlife species. This site is the only large open land along the Jordan River within



Salt Lake City boundaries that has any potential for supporting wildlife. It is imperative to keep this site open and restore the habitat.

The wildlife study referenced by the Administration for the proposed sports complex site is woefully inadequate, and does not reflect the full ecological value of the property. While the number of bird species observed or anticipated at the site is of some interest, the study did not capture the full range of avian wildlife that utilizes, or could possibly utilize the area. The study was not a thorough study because it did not cover the full range of seasonal uses and visits by wildlife. Also, the study failed to study the migratory and passerine populations, which are extremely important for the Jordan River and Great Salt Lake.

### **Recreational Uses**

The Jordan River Parkway was created in part to provide outdoor recreation opportunities for the public. Outdoor recreation is generally considered to include activities such as boating, fishing, cycling, hiking and walking, birdwatching, etc. The soccer complex is an organized team sport facility, which is not considered outdoor recreation. This facility will displace many outdoor recreational uses, such as horse riding, birdwatching, walking, fishing, cycling, and jogging. These activities have been going on at this location for decades. The City has no plan to provide alternative land with the same outdoor recreational use opportunities to mitigate these lost opportunities. The sports complex site was originally purchased using federal money from the Land and Water Conservation Fund. This fund requires the National Park Service, which administers the fund and maintains a perpetual partnership relationship with the landowners and managers of the property, to approve all changes in use. The LWCF also requires mitigation of recreational uses that are lost by

way of sale or transfer of ownership of lands purchased with fund money. Neither State Parks nor the Administration has conducted any public meetings to develop mitigation plans for the loss of historic uses at the site. Also, in the recent Blueprint Jordan River Vision, the public indicated their preferences for recreational activities along the Jordan River. Sports complexes ranked dead last with only 1% response, while more traditional outdoor recreation activities totaled 97%.

## **Master Plans**

The proposed sports complex site is currently located within the Northwest Community Planning Area of Salt Lake City. Before 2008, the site was located outside the City boundaries in unincorporated Salt Lake County. The property was controlled by the Utah Department of Natural Resources, in partnership with the National Park Service, from the mid 1970s until title was transferred to Salt Lake City in 2009. The property is now under the control of Salt Lake City and the National Park Service. Until very recently, the property was not under the jurisdiction of Salt Lake City or subject to the City's Zoning Ordinances or General Plan. The property is now subject to the provisions of the Northwest Community Master Plan and the Rose Park Small Area Master Plan.

The Northwest Community Master Plan was adopted in 1980, and later updated in 1990. In 1992, the Jordan River/Airport Master Plan was adopted, which was superseded by the Northpoint Small Area Plan in 2000. These plans covered the area north of the airport and north of I-215 along the Jordan River to the Great Salt Lake. The Jordan River/Airport Area Plan contained many protections for the Jordan River floodplain and Great Salt Lake wetlands that were removed in the Northpoint Small Area Plan. The Rose Park Small Area Master Plan was adopted in 2001. This plan covers the area between I-215 and I-15 to the Davis County line and includes the proposed sports complex site.

Given recent growth and development in the planning area and increased understanding and appreciation for the wetlands, open lands and wildlife habitat of the delta region, these plans are now mostly out of date, and ineffective as tools for guiding sustainable development and protecting the floodplains and delta interface of the Jordan River and Great Salt Lake.

### *Northwest Community Master Plan*

The Northwest Community Master Plan is outdated and needs to be updated. However, the plan does recognize many important environmental characteristics of the area. The plan recommends that significant wetlands should be protected from development and be maintained as open space. The plan also identifies significant constraints, limitations and risks associated with development in the area, such as high water table, poor drainage, unstable soils, high liquefaction hazard, and flood hazard potential. The plan also mentions development of the Jordan River Parkway as an alternative approach to engineered flood control measures, a concept that dates back to the early 1940s when the City first endorsed the idea that the river environment should be preserved in a park-like setting as natural open space for the dual purpose of flood control and outdoor recreation. The plan recommended that the success of the Parkway model depended on preventing development from encroaching upon the river. The plan also identifies the wetland preserve and nature education center project anticipated by State Parks at the proposed sports complex site, and further identifies the City as a potential initiator of the project. The plan also identifies a road connecting 2100 North and 2300 North between I-15 and I-215 across the proposed sports complex. The Northwest Community Future Land Use Map fails to fully describe land use for the proposed sports complex site, and merely indicates a narrow strip of land along the west bank of the Jordan River as parks and open space. The majority of the proposed sports complex site is left blank with no land use indicated.

### *Rose Park Small Area Master Plan*

The Rose Park Small Area Master Plan includes the area between I-215 and I-15, and 600 North to the southern Davis County line. At the time of the plan, the proposed sports complex area was under the jurisdiction of Salt Lake County. The proposed sports complex site lies within the Northern Study Area. Within the Northern Study Area, recreational and open space land uses make up the largest percentage of land, roughly 30%. Rosewood Park was identified in the plan as the site for expanded recreational sports fields because of its proximity to I-15 and the planned 1800 North interchange. The policy recommendation for recreation and open space was to retain existing public recreation and open space lands. The plan identified two action items relative to Rosewood Park, first, to acquire land from UDOT at the north end of Rosewood Park to provide expanded recreational sports fields, and second, to redesign Rosewood Park to accommodate expanded recreational sports facilities. Agricultural land made up approximately 5% of the Northern Study Area. The policy statement for agricultural land was to retain existing agricultural land uses. The plan provides valuable comments regarding wetlands and wildlife habitat. The plan recognizes the need for more “urban refuges” and points out that the Rose Park area has additional opportunities to provide more urban refuges. The plan goes on to recommend that the Jordan River and associated wetlands should be preserved for passive public uses. The plan references the National Wetland Inventory Map, 1981, that identified riparian wetlands within the Northern Study Area along the Jordan River. Another policy statement contained in the plan called for the protection of existing wetlands from development.

Overall, the master plans governing land use for the proposed sports complex site support preservation of the Jordan River corridor, open space and wetlands and protection of these resources from development. The plan lacks sufficient detail however to adequately guide preservation and restoration activities.

## **Zoning**

Current zoning for the proposed Regional Sports Complex site includes properties zoned Agricultural, Ag-2, and Open Space, OS. All permitted and conditional uses allowed within the City's designated land use zones, are determined by the Table of Permitted Uses. The Administration has only recently identified the Regional Sports Complex as a "Community Recreation Center", which is a permitted use in the Open Space Zone, OS, and the Public Land Zone, PL, but not allowed in any Agricultural Zones. The proposed Regional Sports Complex does not fit the description of a "Community Recreation Center" because of its highly specialized purpose and primary intended use as 1) a commercial tournament facility for organized soccer league matches with large spectator audiences; 2) an elite, tuition-based soccer academy for year round soccer training and seasonal soccer camps and workshops; and, 3) a training center for the REAL Salt Lake professional soccer team. The sports complex will not be generally open to the public, it will be fenced and gated and managed as a commercial pay-to-play facility, much like a golf course. As planned, the facility will be closed approximately 25% - 40% of the year for seasonal and maintenance reasons.

The proposed location for the Regional Sports Complex is unsuitable for a commercial sports facility, because of significant floodplain hazards, transportation problems, environmental impacts,

and other issues of concern. The site is located in a known flood hazard zone, and a high liquefaction hazard zone. The land has a very high water table and unstable soils. The land has poor drainage capabilities because it is generally lower than other surrounding properties, and has very little elevation change. The site has flooded many times since settlement. In 1987, the entire property was inundated by 2.5 to 3 feet of water from the Great Salt Lake. Standing water was observed on the site for approximately 19 months during the 1986 – 1987 period. The average elevation of the site is 4,212 navd88. The historic high elevation of Great Salt Lake peaked at 4,215 navd88 in 1987. The average elevation of the land is well below the elevation contour of 4,217 ngvd29, which planners agree is the lowest allowable elevation for development in the area.

Because of these factors, the entire property should be classified as a combination of different zones and overlay districts, especially Lowland Conservancy Overlay District, LCO, Riparian Corridor Overlay District, RCO, and Natural Open Space, NOS. Individually, none of these zones adequately reflects the true characteristics of this unique property or protects it from development.

The Rose Park Small Area Master Plan Future Land Use Map identifies the property as Ag-2 and OS Zones. The Master Plan recommends retaining the existing zones for both publicly and privately owned lands proposed for the sports complex.

### **City Policies Regarding The Jordan River**

The Regional Sports Complex conflicts with several of the City's policies regarding the environment. In 1971, Salt Lake City adopted the Jordan River Parkway Plan. In 1972, the City adopted an ordinance to regulate development within the Jordan River floodplain establishing a 150-

foot setback. In 1973, the City adopted Resolution 27, supporting the creation of the Jordan River Parkway and recognizing the Parkway Authority as the floodplain regulatory entity. In the early 2000s, the Mayor's Open Space Advisory Committee recommended preserving the proposed sports complex site in anticipation of the site becoming incorporated into the City limits and developed into a nature park and nature education center. In 2002 –2003, Salt Lake City participated in the development of a Nature Education Center Master Plan for the Jordan River, which identified the proposed sports complex site as the Salt Lake School District Center. In 2001 -2003, Salt Lake City participated in the Salt Lake County Shorelands Plan, which included the Jordan River site in the study area and recommended its use for nature education and compatible outdoor recreation. In 2009, the City adopted Resolution 13, endorsing the principles of the Blueprint Jordan River.

The rezone petition and the proposed sports complex all contradict these previous historic policies and actions by Salt Lake City.

### **Public Process**

To date, the public process for the Regional Sports Complex has engaged the public in a meaningful way and has not been transparent. The enlarged Regional Sports Complex was originally conceived behind closed doors without public involvement regarding the proposed location along the Jordan River. Since 2003, the Administration has withheld information regarding the actual plans for the facility and provided misleading information in public meetings. To date, the Administration has never conducted a public meeting or workshop to analyze alternative locations for the sports complex. The Administration has not provided the public with an economic analysis or needs analysis for the project. The Administration has requested funding for the project through budget

amendments making it difficult for the public to follow progress on the project. The Administration has not consulted with leading advocates and stakeholders who work on the Jordan River. Information regarding the sports complex plans have been provided in bits and pieces, making it difficult for the public to understand what is happening, and who is involved. To date, the Administration has not fully disclosed the relationship with RSL on this project, and what facilities are going to become part of the sports complex. It is important to know this information to determine permitted uses, proper zoning, finances, etc. The Administration has alluded to the construction of a professional soccer team training center and elite soccer academy as part of the Regional Sports Complex, but hasn't divulged the details of these plans. Also, information has been provided with little or no time to properly respond before public hearings and critical votes and actions. For example, the staff report for the rezone petition was not available to the public until Friday afternoon, April 9, 2010, making it difficult to study the report, digest the information, develop response, and submit those comments to the Planning Commission in a timely manner. In this fashion, the Administration has not only kept the public confused and at bay, they have also withheld information from decision-makers and negatively impacted the decision-making process. One example of this problem was the planning division's open house for the sports complex, which had no presentation, and only a zoning map for a handout. The net result is that decision-makers are forced to make decisions and grant approvals for the project without having complete or reliable information, making the process arbitrary, and a questionable final product.

#### **404 Permit and State Stream Alteration**

The City will be required to apply for a Wetlands Fill Permit (404 Permit) and a State Stream Alteration Permit to construct the sports complex. The 404 Permit is administered by the U.S. Army



Corps of Engineers. The specific permit required by the Corps is an Individual Permit, which is more detailed and restrictive. The Individual Permit will require the Administration to provide several studies, including: 1) Needs analysis; 2) Alternatives Analysis; 3) Cumulative Impacts Analysis; 4) Wildlife Study; and, 5) Mitigation Plan. The Administration has admitted that they have not conducted many of these studies. The Corps could deny the permit for a variety of reasons stemming from these studies. The 404 Permit process requires public input and is also appealable.

The Administration is also required to apply for a stream alteration permit to construct the new access road over the Jordan River or for any other part of the facility that impacts the Jordan River. The Administration has indicated that it needs to construct the new access road over the Jordan River, but doesn't have the funds to construct the road. The Administration has deferred this project to phase II, without any hopes of future funding. The Administration should be required to secure the stream alteration permit in advance, so that the state will not be pressured into approving the permit later simply because the facility is already established and needs the road. The road should be considered early on in the planning stage to determine whether or not it qualifies for a permit based on the need for a new road across the Jordan River. At this time, there are more than 85 bridge crossings over the Jordan River, which is nearly one every one-half mile. Bridges are extremely harmful to natural river systems because they lock the river in place, and increase instream velocities and soil erosion. At this time, there is not sufficient demand or need for a new road crossing over the Jordan River in this area.

## **Analysis Of Petition**

### **Planning Staff Report and Project Information**

1. We challenge the Administration's classification of the Regional Sports Complex as a "Community Recreation Center" and a permitted use in the Open Space Zone. The intended purpose and function of the sports complex is vastly different than a community recreation center.
2. The Administration has withheld critical information regarding the proposed stadiums (soccer and baseball), arena and athletic field house, which is important in evaluating the appropriateness of the PL Zone. The staff report only mentions the stadium once, at the end of the report. Also, the Administration has not provided details about the proposed arena and athletic field house facilities. The Administration has admitted in public meetings they do not intend to build the arena or the field house. If the Administration is not planning to construct these facilities, then what is the justification for these facilities, and who is behind them?
3. The Planning Division failed to provide a complete set of options for zoning the proposed sports complex. The planning staff failed to provide an option to deny the petition and preserve the entire property as natural open space by means of the Natural Open Space Zone, the Lowland Conservancy Overlay District, or the Riparian Corridor Overlay District. The Planning staff also failed to develop the option for holding the petition and reclassifying the City's Open Space Districts. Instead, the Planning Staff presented only two options for the Planning Commission to consider, when there are obviously more available. In addition, the staff report provided insufficient information regarding the importance of the proposed site as

open space and flood hazard protection to aid the Planning Commission in its decision to choose option #1.

4. Staff report is amazingly short on information regarding the history of the proposed site and the years of community planning to preserve the site as open space. The Staff report also failed to provide information regarding alternative sites. The Staff report also contains incorrect and misleading information regarding the property, regional plans, and the flood hazard risk factor. For instance, the Blueprint Jordan River document clearly identified the proposed site for preservation as natural open space, and did not identify the sports complex. The Administration never provided information about the sports complex during the public process for Blueprint Jordan River. The staff report did not include comments from Departments that warranted denial of the petition. Why weren't these comments received or included in the staff report?
5. What is the scope of the traffic impact study requested by the Transportation Department? Does this study include an analysis of traffic flow, emergency access roads, or compliance with the International Fire Code? Does the traffic analysis consider the use and impact of the OHV/Motocross Facility? Roads for traffic flow? Reconstruction of Rose Park Lane? The staff report is deficient with respect to the traffic study.
6. The Staff Report failed to accurately describe the ongoing relationship involving the National Park Service, State Parks, and the City with respect to the LWCF and restrictive covenants and recreational use of the property. The Staff Report failed to indicate that the LWCF program allows funds to be used for conservation, not just recreation. Also, recreation can

include traditional outdoor recreation such as birdwatching, hiking, horse riding, etc, not just soccer fields.

7. We challenge the Staff Report claim that the Jordan River Shared Use Area Management Plan isn't relevant any more.
8. The Staff Report provided incorrect and misleading information regarding the ownership of the agricultural lands. Those lands were purchased by UDOT for the Legacy Highway project, and then transferred to State Parks. The Staff Report should have included the documents detailing the restrictive covenants for the agricultural lands. Also, the Staff Report should have included the LWCF contracts and use restrictions. There is no information to verify the agricultural lands were purchased with LWCF funds, or that these lands have restrictive covenants. The Agricultural land is currently being used for public recreation, horse riding, and has been for several years. Also, State Parks has been leasing the agricultural lands for hay, which is agricultural use. There are no more state owned agricultural lands that would remain Agriculture and not part of petition. The property to the north is privately owned. The City is pressuring the landowner, a City employee, to sell his land for the sports complex.
9. The Staff Report failed to provide information regarding the annexation that took place in 2008. Why did the city annex these lands and assign Ag-2 zone if they knew the properties would require rezoning? Previous site plans indicate the Administration's intention to build structural facilities in roughly the same location as the current plan.
10. The Staff Report inaccurately characterized the nature corridor as land that presents increased opportunities for environmental stewardship, recreational opportunities and public access to

river. The “nature corridor” is insufficient to provide any meaningful ecological benefits. The strip of land is simply too narrow to sustain multiple uses. Also, the entire sports complex will be fenced off because the facility is planned as an elite, pay-to-play facility, blocking public access to and from the river. Nature corridor will not provide for wildlife habitat and recreation and education. The nature corridor will not support a meandering river channel either. The Administration claims it is not going to touch the banks, but also states its intention to grade and restore the riverbanks. The Administration claims the project will create wetlands, which are actually reservoirs to store irrigation water. The Administration claims it is going to remove invasive species and replant the nature corridor with native species, but they don’t have a budget for the restoration project. The nature corridor will not provide a buffering for wildlife, especially with respect to nighttime lighting and traffic driving into the facility from Redwood Road.

11. The Staff Report failed to include the restoration plan, which is a condition for receiving construction funds.
12. Jordan River Blueprint “silver level” is meaningless, and arbitrary with respect to the Jordan River and the property. The various levels of stewardship, distances from the river, outlined in the Blueprint document are preset numbers that were derived from a national standard created by landscape architects, and do not have any relevancy to the Jordan River system or the floodplain. The entire property is floodplain, not just the first 100 feet from the river.
13. The elevation generated by the County surveyor differs from the elevation data produced by Public Utilities. The County Surveyor data suggests the average elevation of the land is 4,212

feet navd88. The elevation data from Public utilities is reported at 4,213 – 4,214 feet navd88. This discrepancy is crucial.

14. The FEMA data provided by Public Utilities does not seem accurate and may be misleading.

By interpolating the elevation data from the County Surveyor's data set and the aerial photo of the site in 1987, the estimated depth of standing floodwater would be 2.5 – 3 feet at the deepest points.

15. Historic information suggests that Jordan River does have more influence on flooding than the information provided by Public Utilities. In 1945, a severe microburst in Perry's Hollow caused extensive flooding along the Jordan River that could not be controlled by Little Dell Reservoir today.

16. Public Utilities downplayed some of the other important flood hazard risk factors associated with the proposed site in their report. The historical record suggests that this site floods often, due to a variety of circumstances. The lack of adequate drainage from the property contributes to the accumulation of water and flooding at site. Lake levels do have direct effect on flooding at site, even if the lake is not flooding the property directly. There is no guarantee that the West Desert Pumps will prevent or mitigate flooding at the site. The 1971 Parkway Plan shows the natural floodplain of area corresponding to the 1952 floods. The Public Utilities report fails to take into consideration the effects of climate change into the future.

17. The 2003 DWR Wildlife study for the site is woefully inadequate. Private landowners and the Division of State Parks have mismanaged the property for several decades, which would

cause the property to lose ecological potential. It is not an exaggeration to state the property has great biological significance.

18. The Staff Report did not outline viable alternative sites for the sports complex. The Rose Park Small Area Master Plan identified the sports complex in two action items. The Administration has subsequently robbed the budget for Rosewood Park and used it to pay for design work and land acquisition for the sports complex site along the Jordan River. .
19. Disagree with analysis of item 1, that the state restrictions are for recreation only. The PC needs to know that the National Park Service determines what the use should be. The original intent of the property was for flood control, and secondarily for outdoor recreation, not sports complex, not OHV, not airplanes either. City recognized private land as AG, and intended to keep it that way. Any covenants can be modified. Disagree with policy recommendation to rezone Ag to OS and PL. Disagree with finding 1, that PL is consistent with future development policies of northern study area in RPSAMP. Disagree with zones approved at time of annexation for BP. Area was always considered to be lowland with high environmental limitations.
20. 2 disagree with discussion points. Sports complex would violate purpose of ordinances to protect property and public health, flood risk and West Nile Virus. Also, complex violates purpose of special purpose districts to protect open space, floodplains, rivers, etc. Need to redefine districts and open space zone.
21. The Staff Report failed to explain how some of the special zoning districts affected the rezone application, especially the Airport Protection Zone, and the Groundwater Protection District.

22. Sports complex and the rezone fail to meet the most of the purposes of the RCO.
23. We disagree with the findings of the Staff Report for Standard #1. The proposed amendments are not consistent with the future development policies of the Northern Study Area of the Rose Park Small Area Master Plan because the master plan identified the area proposed for PL zone as Ag-2. The master plan also states the policy is to retain existing land use designations. The Rose Park Small Area Master Plan actually intended the entire property to remain as natural open space. The plan also supported the preservation of riparian wetlands along the Jordan River and the creation of the wetlands park. The proposed modifications also contradict the NW Community Master Plan, which clearly supported preservation of the Jordan River floodplain and the creation of the wetland park. The NW Community Master Plan also spoke in favor of protecting the floodplain from development.
24. We disagree with the Staff findings for standard #2. The proposed amendments fail to further the purpose of the RCO because they do not protect wildlife habitat, reduce potential for flood damage, or preserve natural aesthetic values of streams and wetlands. The proposed modifications also fail to further the purpose of the NOS because they do not protect or ensure the stewardship of important natural open land of citywide or regional importance. The Staff analysis also failed to include the Lowland Conservancy Overlay District in its analysis. This overlay district has more relevancy to the proposed site than any other zoning district. The proposed modifications fail to protect, preserve, or maintain the City's waterways, floodplains and wetlands. Finally, the Staff Report failed to include an analysis of the City's Floodplain Ordinance. The proposed modifications fail to meet the purpose of this ordinance because they do not protect the natural floodplain, prevent flood damage or reduce flood hazard, or protect property.



25. We disagree with the Staff findings for standard #3. The proposed modifications do cause an adverse effect on adjacent properties. The rezone from Agriculture to PL will eliminate a place for horse owners to ride, which they are currently doing and have for many years. In turn, the horse owners will be forced to relocate their horses to other out of town boarding facilities, which will force the horse stables and training center to go out of business. Also, the proposed sports complex is a commercial sports facility, and is not conducive with the current agricultural development and open space character in the immediate surrounding area. The proposed sports complex will introduce a significant change to the area and attract more commercial development.
26. We disagree with the Staff findings for standard #4. The rezone application is not consistent with provisions found in the city's Lowland Conservancy Overlay District (LCO) (21A.34.050), Riparian Corridor Overlay District (RCO)(21A.34.130), and Natural Open Space District (NOS) (21A.32.105). The proposed sports complex site was flooded in 1986 – 1987 by rising waters from the Great Salt Lake. The property was also flooded numerous times in the past by major flood events, in particular, the flood events of 1862, 1909, 1917, 1922, 1945, and 1952. In 1986 – 1987 the land was covered by 2.5 – 3 feet of water for a period of nearly 19 months. The site also has a very high water table and unstable soils because of its floodplain location, which contributes to its high liquefaction potential in an earthquake. The administration has no plans to construct flood control measures or fill the site sufficiently to protect the proposed sports complex from flood damage. Because of its flood hazard and liquefaction hazard, the site is unsuitable for construction of public assemblages such as stadiums, arenas, or athletic field houses.

27. We disagree with the Staff findings for standard #5. The site has only one narrow and dangerous dead end access road into the proposed facility. Currently, this access road is less than 20 feet wide, and does not comply with the International fire Code; meaning the access road will require reconstruction. The administration has no plans or budget to modify or upgrade this road for the proposed sports complex. In addition, the proposed sports complex will require construction of additional access roads to handle traffic flow and provide legal access for emergency vehicles. The Administration has no plans or budget to construct these necessary roads. The site also lacks sufficient wastewater pipelines or water lines to service a large public assemblage.

To: Members of the Salt Lake City Planning Commission  
Re: PLNPCM2010-00028, Plan amendment and rezoning: Sports Complex  
Date: April 12, 2010  
From: Jen Colby, 160 Lincoln Street, Salt Lake City, UT 84102

Dear Members of the Planning Commission,

Please accept and consider these comments regarding the Salt Lake City Corporation Administration's proposal to amend the Rose Park Master Plan and Zoning Map for the recently acquired Salt Lake City properties at approximately 2223-2349 North Rose Park Lane. These are my personal comments as a concerned resident of Salt Lake City and are not meant in any way to represent the positions (if any) of my employer or any civic organization of which I may be a part.

My comments address several pressing concerns regarding this matter: due diligence and informed decision-making; process; ecological values, and compatibility with Land and Water Conservation Funding terms and intent as regards the previously state-owned portion of the property..

First, I thank you for your volunteer public service to the city and residents of Salt Lake. I recognize that you have a difficult and demanding role, and that you do your best to stay abreast of all of the numerous proposals and actions on which you are asked to vote.

#### Due Diligence and Informed Decision-Making

That said, I was rather stunned by the Commission's apparent lack of preparation or background research on the topic of appropriate zoning designations and highest and best uses for the parcel in question at the meeting last month at which you were briefed by Everett Joyce and Rick Graham. First, you were given a lopsided, limited, and thoroughly inadequate staff presentation. In the ensuing Q&A period, the Commissioners in attendance only lobbed softballs at staff, which they handily dispatched. No counter position was presented. This may be standard practice, but it is poor public policy making.

The only Commissioner that asked reasonably pointed and relevant questions was Angela Dean, and even then, her concerns were largely limited to transportation issues. These are important but a small piece of the overall problems with the site and the proposal. Every other member in attendance seemed completely uninformed about the issues at hand. I basically heard "kids good!" "soccer and baseball good!" "city needs fields!" "we like kids!" "sports good!" "apple pie!"—to paraphrase the level of discourse. None of that was slightly relevant to the proposal, given the numerous other potential sites that exist for this facility. You didn't even bother to ask about how the proposal came to be, and no one seemed to have read the lengthy City Council staff report prepared by the very able Jennifer Bruno (attached for your review – please read in its entirety and call Jennifer to report to you at a future meeting.)

Worse, the Commission seemed completely unaware of the 40+ years of planning for the Jordan River corridor and for this site in particular, including other options such as nature park/preserve developed by Utah State Parks, to the tune of about \$2M in investment at the time of that planning effort. The recent Blueprint Jordan River process produced a very clear public mandate to conserve as natural open space to the greatest extent possible any remaining undeveloped parcels. No one noted that the Rose Park Master Plan was developed before the Natural Open Space zoning category was promulgated and formalized. No one asked about the agricultural value (broadly taken) of the land under cultivation now that was acquired by the City

along the west edge of the former State Parks parcel, especially in the context of the county's initiative to make many county-owned open space lands available for urban farming. No one asked about how we will feed ourselves in the looming era of peak oil, climate change, and water constraints, and where parcels like this might fit in our future food security needs.

No one asked about what current residents (wildlife) occupy the property, and where they could move if displaced. Most egregiously, no one seemed aware of the flood risk, the fact that the parcel was under water little more than two decades ago for a substantial amount of time. If the parcel were not available as a flood bank (due to diking to attempt to protect the proposed sports complex), how much worse the flooding might be for built areas such as Westpointe (that should never have been permitted in the first place, but that is another story). See the Nature Conservancy article I also enclose to give you some idea of the value of floodbanking to private property owners. You did not question the likelihood of catastrophic flooding and potential total loss of new capital facilities if the riverbank is not re-diked, and the folly of such development with public funds. Floodbanking is the kind of vital public service that the City should prioritize above potential competing uses.

I expect more of my commissioners. In the past, you have proven yourselves very capable of independence and standing up to powerful interests. Please step back up to the plate (to use a shopworn sports metaphor).

It is clear that you have not adequately studied this issue, and the city administration is spinning its version of the proposal to put it in the best light. Please table any vote on this proposal to a future meeting in order to complete your in-depth review and full due diligence. The City Council has changed its procedures so that votes are no longer taken at the same meeting as the public hearing so that comments can be carefully considered. The Planning Commission should adopt the same practice. Please also review the Jordan River Restoration Network's comments (attached). Ask the Planning staff to do its own independent review and report on the planning history of the Jordan River Corridor for the past 5 decades, and to issue a full report on the compatibility of this proposal with previous and current efforts.

### Process

I am particularly disturbed that the Commission seemed unconcerned that the City appears to be violating the very planning processes that many have worked hard to establish regarding requests for changes to land use plans. Namely, landowners should FIRST make their case for rezoning, THEN undertake detailed design and pre-construction investments if so approved. Instead, the City itself seems to be trying to force your hand by arguing that this project is so far along already that it can't be questioned or stopped. First off, that is just wrong. You can help the City stop throwing good money after bad by rejecting this proposal because of its fundamental incompatibility with open space, risk management, and planning goals. The sports complex bond proposal and election were held several years BEFORE the City acquired the parcel from the state, and subsequently purchased the private land sliver to the west. Therefore, the City could NOT have committed the Sports Complex to a site they did not own or control at the time, despite the fact that they are now claiming that "it has always been known that this was the location."

Secondly, if you allow this to go forward, every developer will be able to make the case that the City is hypocritical and does not follow its own rules. You will be undermining your own authority. The project deserves the same – or higher – scrutiny because the "developer" is the Salt Lake City Corporation itself.

## Ecological Values

I have been following this issue closely as a long-time advocate for open space preservation and restoration, especially along the much-maligned, degraded, and heavily impacted Jordan River corridor. The Jordan River serves as a vital linkage in the greater Provo River/Great Salt Lake watershed. It is a regional, and indeed international, resource in which I have as much stake as residents of Rose Park and their formal representatives.

As the snow melted a few weeks ago, on a sunny late winter day, I drove over to the parcel for a walk and to cross-check my observations with the rhetoric on all sides surrounding this proposal. As I walked around the perimeter of the fallow fields (the rezoning area in question), many birds were active in the remnant willows and shrubs. As I walked toward the river, a juvenile bald eagle lifted off the ground and flew towards the river. Model airplane enthusiasts flew their craft; the mechanical “birds” did not seem to bother the eagle, but they had nothing on it by a long shot. I understand that a family of foxes raises its young every year on the site. Yes, the site is degraded and the river channelized, but it has natural open space values disproportionate to its size and current condition. It can and should be restored. The amazing thing with wetlands is that “you just add water” and they come back quickly. In the meantime, it can wait patiently as-is. Contrary to the claims of some, the site had very little litter, though I did pick up a can or two and a few fugitive plastic shopping bags. The riverbanks are a different issue entirely, and for another discussion.

The Jordan River is also classified as an impaired water body under the Clean Water Act. Last I checked, this was for dissolved oxygen (inadequate) and turbidity, both the result of land disturbance and development, and the resulting runoff laced with fertilizers and soil. It is also the result of decades of planning decisions by bodies such as yours that relentlessly destroyed the native riparian wetlands that serve as natural water filters. What line in the sand do we ever draw ahead of total system collapse? A 100-foot (on average) buffer is not the same thing, especially along a dike. The original river corridor was apparently 1/2 mile wide, meandering, choked with willow and cottonwood.

The remnants of undeveloped river corridor – even in their often channelized and impaired current form – provide an eco-type that is extremely limited in Utah, and specifically in the developed Wasatch Front. This riparian and associated upland ecotype serves a very specific and irreplaceable function for water quality, infiltration, habitat, and floodplain. Industrial recreation facilities are entirely incompatible with these functions. Manicured turf provides no habitat. Recent research shows that turfgrass in arid lands has substantial greenhouse gas emissions impacts (see attached). We need less, not more, of it. Especially here.

Here is the biggest rub: the sports complex would be a perfect brownfield or grayfield redevelopment project at another location. Sports fields only require relatively flat land, reasonable drainage, good road access, and water availability. The topography, meandering and curvilinear boundaries, and environmental constraints at the Rose

Park Lane parcel meet none of these criteria. This is part of what is driving up costs of the project.

### Compatibility with Land and Water Conservation Funding Terms

The former State Parks portion of the contiguous parcel, from what I understand, was specifically purchased by the State of Utah with federal Land and Water Conservation funds for the purpose of both public outdoor recreation [emphasis added – see <http://www.nps.gov/nrc/programs/lwcf/history.html>] and floodbanking. See Public Law 88- 578, 16 U.S.C. 460l-4, the Land and Water Conservation Fund Act of 1965.

I quote from the website:

“The third legacy, and the one with the greatest impact on long-term protection of recreation resources, is the provision of Section 6(f)(3) of the Act that requires all property acquired or developed with LWCF assistance be maintained perpetually in public outdoor recreation use. Consistent enforcement over the years has ensured permanency of LWCF's contributions to the national recreation estate. The most tangible evidence of the program in future years will be the tens of thousands of recreation sites across the country that remain available for our children and our grandchildren.”

Although it appears that the majority of the rezoning is from AG2 to PL and OS on the formerly private parcel on the west edge is for the future (and entirely unfunded) indoor arena, it also appears that the City is requesting you to rezone a portion of the currently zoned OS – which may be on LWCA-funded lands – to PL for the express purpose of a future “field house”. This does not sound like “outdoor recreation”, much as I expect that the LWCA terms do allow for some auxiliary structures ancillary to the provisioning of “outdoor recreation”. Please ask staff to certify that this would meet the terms and intent of the LWCA before you vote on this zoning map amendment request.

The river corridor was channelized to its current location several decades ago, causing innumerable ecological changes and overall degradation. That said, creative civil engineers are discovering that restoration is possible and often invaluable for restoring river function and for flood mitigation. For the purposes of your zoning decisions, you should really consider the former river channel as a key feature, not just the current river location. Rivers move, and people move them. They can be moved again, with engineering or by geological forces.

### Transportation Issues, Impacts to Adjacent Properties, and Harmonization with Overall Character of Area

The Sports Complex as currently proposed (which is 2x over budget at half the initially advertised field facilities, by the way), will be a massive generator of traffic. Existing roadways are completely undersized and under capacity to deal with this, as I readily noted on my site visit. The access from I-215 puts drivers on narrow, deteriorating frontage roads with very limited egress and ingress capacity. Worse, if you drive on out to Redwood Road along 1700 N, the suburban design simply cannot accommodate the proposed traffic loads, despite the relatively wide and fairly new street infrastructure of 1700 N. Specifically, the 3-way T intersection at Redwood Road and 1700 N is controlled by a STOP sign (eastbound traffic only), which will be completely inadequate. Likewise, entry onto 1700 N from the frontage road (Rose Park Lane) is not adequate for a facility of this scale and will cause deleterious impacts to nearby residents from the standpoint of congestion, safety, noise, and air quality. There is no funding to improve these conditions in the already vastly bloated and half-unfunded Sports Complex proposed budget. I suggest a field trip if you haven't already been there.

In conclusion, you are being asked to pave the way for a poorly conceived project that is a legacy of the last administration – and wildly over budget and under-whelming in design, in a particularly difficult economic climate for at least the near term. The bond initiative was a very thinly veiled appeal to gain support from west side residents (and soccer moms and dads) by the last administration and RSL. Despite claims to the contrary, the complex is not tied to the site by the matching funds agreement, according to independent legal review. The one thing that **was** legally binding in the bond was the maximum project capital cost – this one legally binding promise is not being kept, however. Please carefully review the Phase II component and the business plan (see City Council staff report). The costs of developing this site are one major reason for vast cost overruns. Poor projections at the outset are another.

Other sites – including dispersed facilities or TDR swaps with RDA parcels - within the legally mandated \$22.8 million dollar bond initiative must be considered immediately; there are still several years left on the bonding authority. You are being asked to consider the appropriateness of this facility at this site based on planning and zoning standards and principles only, not the overall feasibility of the Complex, which is not your problem.

Please don't just bunt this on to the Council. Table this proposal for now pending further review, and then vote No on the proposal as currently drafted.

#### Children and Adults Alike need more Natural Open Space Opportunities in Salt Lake City

Numerous studies have shown that modern children are over-scheduled, over-stimulated, and severely lack unstructured play time, especially in natural areas. One writer has coined the syndrome as “nature deficit disorder.” We live in a state blessed with amazing and spectacular natural areas, including the Wasatch Mountains in our backyard, and all of the national parks, Forest Service and BLM lands. But that does not provide natural open space in people's literal back yards, unless you live high on one of the benches. Lower-income residents are particularly likely to lack these amenities within walking or biking distance. The Rose Park Lane parcel is ultimately vastly more valuable to the neighborhoods, to our children, and to future generations as a natural open space public park, not as a high-end, pay-for-play, fenced, gated enclave for RSL development teams and local clubs.

**Exhibit 4d**  
**Planning Commission Staff Report**  
**April 14, 2010**



## PLANNING COMMISSION STAFF REPORT

### Salt Lake City Regional Sports Complex Community Recreation Center Master Plan and Zoning Map Amendment Petition No. PLNPCM2010-00028 April 14, 2010



Planning Division  
Department of Community and  
Economic Development

**Applicant:** Mayor Becker

**Staff:** Everett Joyce, 801-535-7930,  
[everett.joyce@slcgov.com](mailto:everett.joyce@slcgov.com)

**Parcel ID:** 08-15-351-002, 08-15-  
351-003, 08-15-351-004, 08-15-351-  
009

**Current Zoning:** AG-2 and OS

**Master Plan Designation:**  
Agriculture and Open Space

**Council District:** District 1:  
Carlton Christensen

**Community Councils:**  
Westpointe and Rose Park

**Applicable Land Use**  
**Regulations:** Section 21A.50.050,  
Utah Code 10-9a-204 and 10-9a-404

**Notification:**

- Newspaper Notice Salt Lake Tribune on April 1, 2010
- Notice mailed on April 1, 2010
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites on April 1, 2010

**Attachments:**

- A. Rose Park Future Land Use Map
- B. Proposed Zoning Map Modifications
- C. Community Input
- D. Department Input
- E. Restricted Lands
- F. Floodplain Information
- G. Supplemental Documents

### ***Request***

This petition is a request to analyze amendment of the Rose Park Small Area Master Plan and the Northwest Community Zoning Map to allow a portion of a proposed community recreation center known as the Salt Lake City Regional Sports Complex.

### **Master Plan Amendment**

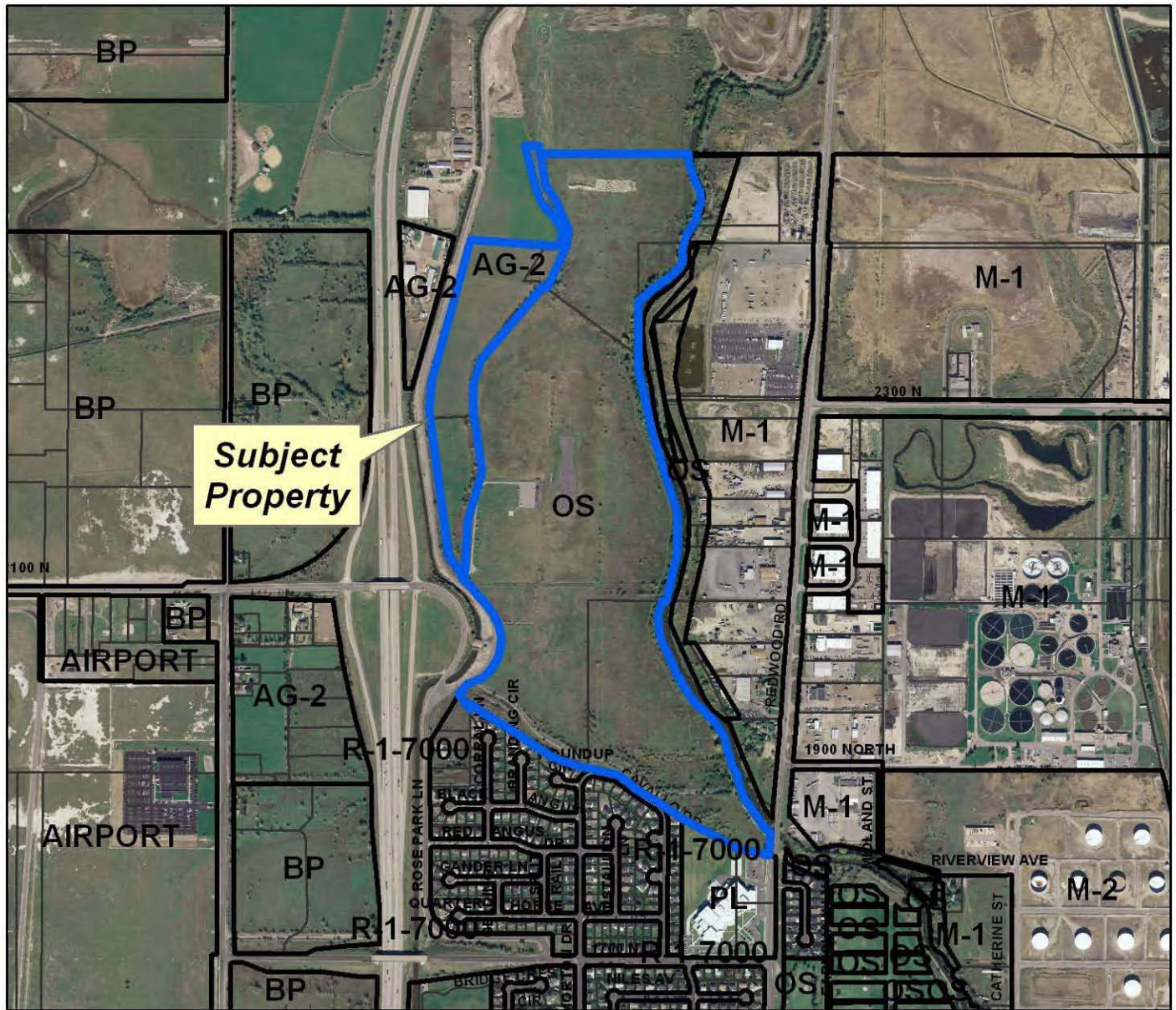
Within the area of the proposed regional sports complex the Rose Park Small Area Master Plan depicts two future land uses, Open Space and Agricultural land uses. The petition is requesting that the certain properties designated for Agricultural and Open Space be modified to Public Lands and Open Space land uses.

### **Zoning Map Amendment**

This petition also requests to rezone existing Agriculture and Open Space zoning to Public Lands and Open Space. The public lands zoning would accommodate a specific element of the sports complex, a future field house. The balance of the sports complex, facilities are permitted uses in the Open Space Zoning District.

### ***Staff Recommendation***

Based on discussions and the findings in the staff report, it is the Planning Staff's opinion that the Planning Commission transmit a favorable recommendation to the City Council to amend the Rose Park Small Area Master Plan Future Land Use Map from Agriculture to an Open Space designation and as proposed rezone 17 acres of the SLC Regional Sports Complex site to Public Lands and the balance of the site to Open Space zoning classifications.



**Vicinity Map**

## **Background**

### **Project Description**

In 2003, Salt Lake City voters approved a general obligation bond for a Regional Sports, Recreation and Education Complex. The bond issuance was contingent upon receipt of matching funds. Since then, matching private sector funds have been contributed to Salt Lake City. The City has acquired over 160 acres for development of the sports complex located between the Jordan River and Interstate 215 at the 2100 North interchange.

The existing zoning of the site is AG-2 Agriculture and OS – Open Space. The AG-2 Zoning District does not allow community recreation centers. The proposed use is permitted within the Open Space Zoning District. However, one element of the proposed sports complex, a future field house is considered an arena. The arena land use category is not permitted in the Open Space Zoning District or the AG-2 Zoning District. The arena use is permitted as a conditional use in the Public Lands Zoning District.

<b>Table of Permitted and Conditional Uses in the Special Purpose Districts</b>				
	AG-2	OS	NOS	PL
Community and Recreation Centers	X	Permitted	X	Permitted
Arenas, Stadiums, Fairgrounds	X	X	X	Conditional Use

Land use policy regarding this area is contained within the Rose Park Small Area Master Plan. Master plan and zoning amendment is required to accommodate a portion of the proposed sports complex. The area requiring amendment is located on the western portion of the sports complex site at approximately 2223 – 2349 North Rose Park Lane. This petition was created so that Planning Staff could analyze and evaluate the appropriateness of amending the master plan Future Land Use Map and the Zoning Map to allow development for a portion of the proposed SLC Regional Sports Complex.

On March 10, 2010 the Planning staff discussed with the Planning Commission different approaches staff could evaluate in response to the petition request. These were: 1) apply both Open Space and Public Lands Zoning to the sports complex site or 2) rezone the entire property Open Space with future text modifications to allow arenas within the Open Space Zoning District and apply the Natural Open Space Zoning District to the 23 acre natural habitat area. Staff understood that the Commission direction was to consider the Open Space and Public Lands zoning approach.

### **Proposed Master Plan and Zoning Map Amendments**

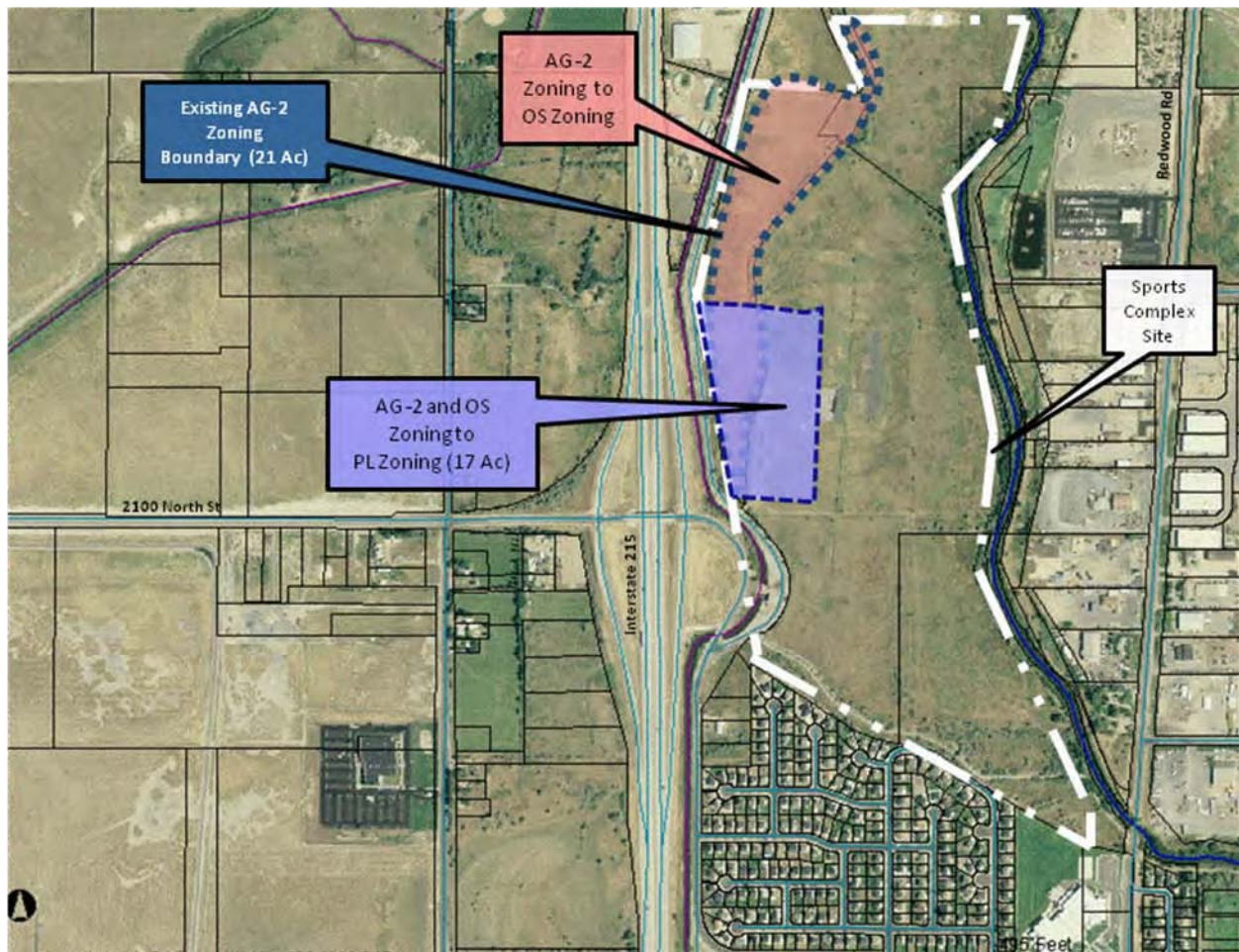
The proposed master plan changes are to the Rose Park Small Area Master Plan Future Land Use Map. The Zoning Map changes are to the Northwest Community Zoning Map. The proposed Regional Sports Complex is a community recreation center. The use is a permitted use in both the PL and OS Zoning Districts. The proposed future field house is a conditional use in the PL Zoning District. Attachment A shows the Rose Park Small Area Plan Future Land Use Map. Attachment B shows the proposed Zoning Map changes that would amend the Future Land Use Map and depicts the sports complex conceptual plan with existing and proposed zoning.

This petition requests land use and zoning actions for a portion of the Regional Sports Complex site. The majority of the site is zoned OS – Open Space which allows community recreation centers as a permitted use. The sports complex project site is currently zoned AG-2 – Agriculture (21 acres) and OS – Open Space (145 acres). The proposed changes would result with the following zoning acreages, PL - Public Lands (17 acres) and OS – Open Space (149 acres). The amount of Open Space zoning within the project area would increase by four acres. The areas of proposed zoning changes are shown below.

### **Additional Staff Report Information**

There are several documents referred to throughout this staff report, that due to the large size of the documents, they have been provided as a Supplemental Documents to the Staff Report. Documents within Supplement Documents Report are listed in Attachment G and are provided on the City website along with the Planning Commission staff report.





### ***Proposed Zoning Changes***

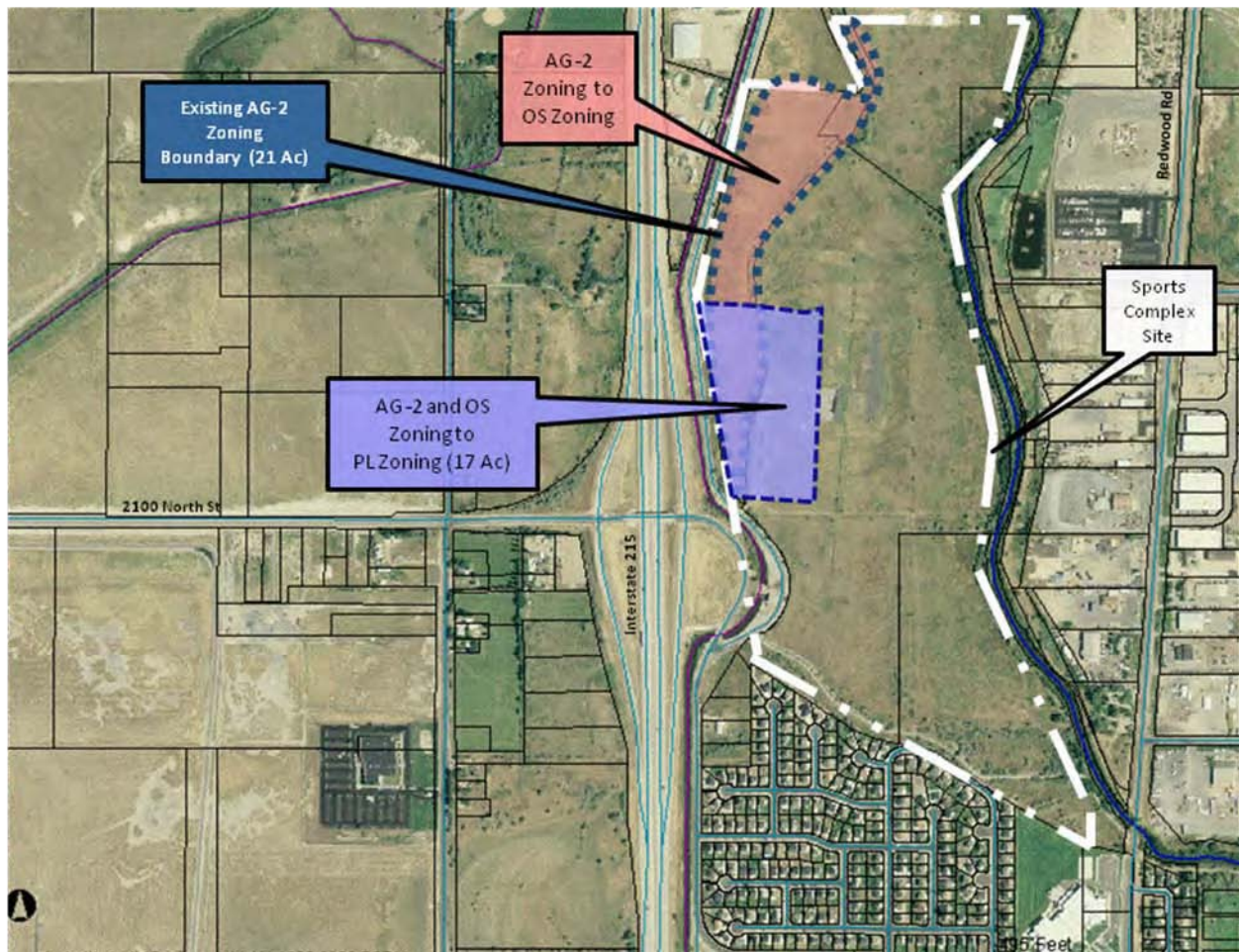
## **Comments**

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The conceptual Regional Sports Complex site plan was presented to the Westpointe Community Council on January 20, 2010. At this meeting the need to amend the master plan and zoning for the project was identified. The Community Council chair has submitted in writing the three most important issues related to the sports complex development. These comments are included in the community input attachment and summarized below:

1. Lack of buffer for residents. The landscape buffer area and existing berms located along the south end of the project site are adjacent to an existing residential subdivision. Of concern is that existing berms would be removed to accommodate soccer fields and eliminate the potential of flood protection.
2. Traffic impacts. The community is concerned about traffic impacts caused by the existing road access design from Interstate 215 to Rose Park Lane. They feel that these impacts will be significant unless the intersection is redesigned and that these improvements should be put in place before the complex is opened.
3. Light pollution. In the presentation made to the Community Council, City staff mentioned that it would be possible to not have lighting and curfews on the south fields adjacent to the residential area.

An Open House was held on February 18, 2010 in the City and County Building. The comments received at the open house and from the public are included in Attachment C - Community Input.



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Numerous comments were received regarding whether a recreation center, the Regional Sports Complex should be located here. Please note that exclusive of the 21 acres of AG-2 zoned lands and one specific element, the field house, the majority of the proposed sports complex site is zoned Open Space and community recreation centers are a permitted use in the OS Zoning District.

The Jordan River Restoration Network submitted comments regarding the proposed rezoning necessary for the Regional Sports Complex. Ray Wheeler of the network submitted extensive comments which are provided in Attachment C - Community Input. Based on their comments submitted the Jordan River Restoration Network offered the following suggestions for recommendation of the Planning Commission regarding the rezoning of this site:

1. The City Planning Commission should recommend a “Natural Open Space” (NOS) zoning classification for the entire 160 acre site.
2. The proposed Regional Sports Complex be sited at one of four safer, less costly and less environmentally destructive sites that have been identified by Salt Lake City planners and other stakeholders.
3. If the Salt Lake City Council and Mayor proceed with the construction of a sports complex at 2200 North, Phase 1 of the project should be consolidated as far west as possible of the Jordan River, and...
4. ...all land situated between Phase 1 development area and the river should be zoned for “Natural Open Space”.

Jordan River Restoration Network member Jeff Salt provided comments regarding the following documents. Please note that the Plans and Reports are large files and are not included within the staff report. These files have been made available in the Supplement Document to the staff report and are posted on the City website. The maps and photos are provided in Attachment C - Community Input.

## 1. Plans & Reports

- a. 1971 Jordan River Parkway Plan. This historic document sets forth the foundation for the Jordan River Parkway as a dual purpose corridor. The primary function of the parkway was for flood control. The secondary purpose was to establish a corridor for outdoor recreation (boating, fishing, biking, hiking, etc.) and wildlife habitat. The parkway was supposed to become a “no-build” corridor to allow the river to flood naturally and reduce the cost of managing the river and property losses.
- b. 2000 Jordan River Natural Conservation Corridor Report. This document assessed the publicly owned open space lands along the Jordan River from Utah Lake to I-215 in northern Salt Lake County. The report made recommendations for the management and use of these lands. This report led to the creation of a river-wide stakeholder group called the Jordan River Natural Areas Forum. This group developed a strategic plan for the river corridor and recommended the sports complex site as a location for a nature education center and urban wildlife preserve.
- c. 2008 Blueprint Jordan River. This recent document collected information from the public about preferences and uses of the lands along the Jordan River. The Blueprint document identifies the sports complex site for preservation as natural open space.
- d. 2001 Rose Park Small Area Plan. This document describes the intended use of the sports complex site if it were annexed into the City at some future date. No sports complex was planned or intended at this time. The plan clearly demonstrates the public intention to keep the sports complex site as open space and agriculture, not developed into a sports complex. This would coincide more with a NOS zone today.

## 2. Maps & Photos

- a. Map from the 1971 Jordan River Parkway Plan. This image shows the 1952 floodplain marked in blue hash marks, and the various open space lands for the parkway. The sports complex site was not identified for sports recreation. Also, this land is clearly in the natural 1952 floodplain.
- b. Aerial photo of sports complex site, 1987. This aerial photo taken in March 1987 shows the proposed sports complex site completely inundated by flood water from the Great Salt Lake (the dark areas). The land was flooded for approximately 19 months and had an estimated 2.5' – 3' of standing water at the peak of the flooding event in April 1987.
- c. Aerial map with survey data. This aerial photo has up-to-date survey data prepared by the Salt Lake County Surveyor's Office. The elevations are expressed in 1988 vertical datum. The data shows the average elevation of the land to be approximately 4,212' above sea level. The approximate elevation of the Great Salt Lake in 1987 would translate to 4,215' above sea level in 1988 vertical datum. This data shows the land is seriously prone to flooding by the Jordan River and Great Salt Lake.
- d. Map from Rose Park Small Area Plan. This map shows the intended zones for the sports complex site if it were annexed into the City. Since the land was owned by the State of Utah prior to the time of annexation, there is no clear understanding of the zoning the land had since it was acquired in the 1970s. The intended zoning was for open space, but in 2001, there wasn't a clear distinction between types of open space.

## **City Department Comments**

The comments received from pertinent City Departments / Divisions are attached to this staff report in Attachment D. The Planning Division has not received comments from the applicable City Departments / Divisions that cannot reasonably be fulfilled or that warrant denial of the petition.

As part of the preliminary reviews of the Sports Complex project, the Salt Lake City Transportation Division has requested a traffic impact report to evaluate the various requirements impacting the abutting roadways that need to be incorporated into the final approval process for the sports complex.

## ***Analysis and Findings***

### **Master Plan Amendment**

Utah State code identifies that the general plan is an advisory guide for land use decisions, the impact of which shall be determined by ordinance. Public uses need to conform to the general plan. The adopted master plan that guides development within this area is the Rose Park Small Area Master Plan. For any public use of Agriculture designated properties, State code requires the City to amend the Rose Park Small Area Master Plan by modifying the Future Land Use Map to include the agricultural lands to an Open Space designation.

Additional plans or studies related to the proposed regional sports complex are referred to through either City Council resolution or reference. These documents are not part of the general plan and do not require amendment if not conformed to. These documents are the Futures Commission Report and the Jordan River Blueprint document.

## **Rose Park Small Area Master Plan, 2001**

### **Rose Park Small Area Master Plan Northern Study Area**

The Rose Park Small area Plan states “*Jordan River Parkway* The State Parks’ Jordan River Parkway, in the Northern study area, consists of approximately 174 acres of land a majority of which is located in the area currently under the jurisdiction of Salt Lake County rather than in the corporate boundaries of Salt Lake City. Under State ownership, the development of this property is exempt from either City or County regulations and control. Existing facilities of the Parkway include a model plane airport facility and an off-highway-vehicle training center. The State Parks Department is in the process of developing a master plan for recreation uses on this property. The City supports the expansion of State recreation facilities in this area.” This master plan language is from the year 2001. Since that time, the City has obtained ownership of the parkway property from the State and therefore the State master plan element is not pertinent.

#### *Policy*

- Retain existing public recreation and open space lands.

### **Agricultural**

The plan states “Agricultural land uses make up approximately five percent of the land uses in the Northern study area. These uses are mainly in the unincorporated portion of the study area along Rose Park Lane (1800 West) and include riding stables, a horse breeding facility and pastures.” Since the adoption of the plan the State has purchased agricultural lands and has placed restrictive covenants on the land that limit uses to recreational uses and prohibits agricultural uses. If the future land use map is modified in response to this petition request changing certain agriculture properties to open space, the existing agriculture policy would still remain in effect for the balance of the agriculture properties that are not part of this petition.

#### *Policy*

- Retain existing agricultural land uses along Rose Park Lane.

### **Zoning**

Most of the existing zoning is appropriate to implement the policies recommended in this plan. If and when existing properties in the County are annexed into the City they should be zoned for either agricultural or open space land uses to be compatible with the State recreational and open space land uses between Redwood Road and Interstate-215.

#### *Policy*

- If properties in the County are annexed into the City, retain the existing land use development by zoning the properties either Agricultural or Open Space.

## **Futures Commission Report**

The Salt Lake City Futures Commission Report identifies the following recommendations.

### **Recreation**

- Acquire park land, playing fields, and open space to meet the 6.25 acres per 1000 population standard promoted by the National Recreation and Parks Association.
- Provide recreation amenities and programming to all citizens of Salt Lake City.
- Provide recreation services to more residents by coordinating city and county efforts.
- Identify and remedy recreation deficiencies using public and private resources.
- Include open space areas in plans for developing large areas of vacant land.



## **Jordan River Blueprint**

The Jordan River Blueprint Plan was supported by the City Council through a resolution. The requested master plan and zoning amendments are not required to conform to the Jordan River Blueprint Plan. However, the Jordan River Blueprint plan includes within its Land Use and Development Policy Framework a Salt Lake City Focus Area that identifies a nature preserve area along the Jordan River at the Regional Sports Complex site and the sports complex use itself.

The location of the SLC Regional Sports Complex along the Jordan River presents opportunities for increased recreation, environmental stewardship and community access along the river corridor. The plans for the Complex facilitate the creation of a Nature Preserve along the Jordan River to increase stewardship and provide opportunities for education and recreation. The Nature Preserve component of the Complex will support a natural meandering corridor for the Jordan River through regraded banks that allow for natural and stable bank slopes. Created and maintained wetlands will provide water storage, filtration and habitat. The removal of invasive species and the planting of native trees, shrubs and grasses will promote a healthy riparian corridor and expands existing native riparian habitat. The Nature Preserve area of the Complex establishes a buffer, approximately 23 acres, averaging 223 feet in width between the river and the Complex. The Jordan River Blueprint has identified this area as a “silver level” preservation and restoration opportunity. The width of the Nature Preserve exceeds the recommendation of 100 – 200-foot buffer. The proposed master plan and zoning amendments related to the Regional Sports Complex adheres to the Jordan River Blueprint guiding principles.

## **Restrictive Covenants on Sports Complex Lands**

Of the 21 acres of AG-2 zoned lands included in this petition, 15 acres have a restrictive covenant that only allows recreational use on the property; the restrictive covenant prohibits agricultural uses except for grazing. These restrictions on the land use were set in place by the State of Utah as action related to the federal monies used is assistance of acquisition. These lands were acquired with assistance through the Land and Water Conservation Fund (LWCF) – State Assistance Program. This program restricts use of the land for agricultural uses and identifies the following recreational facilities as eligible for LWCF assistance. “Sports and playfields. LWCF assistance maybe available for fields, courts and other outdoor spaces used in competitive and individual sports. This includes fields for baseball, softball, soccer and football, tennis courts, playgrounds and tot lots, golf courses, rifle /pistol ranges, trap/skeet fields, archery ranges, rodeo arenas, inline hockey rinks, skate parks, running tracks, and other similar facilities.” (Source: Land & Water Conservation Fund - Federal Finance Assistance Manual, Volume 69, October 1, 2008.) See Attachment E- Lands Restricted to Recreational Uses

## **Agricultural Lands**

Salt Lake City’s major area designated for agricultural uses lies with boundaries of the Northpoint Small Area Master Plan. This plans’ Future Land Use Map designates over 400 acres of farm lands for future agricultural uses. Salt Lake City has very limited farm lands. The majority of farm lands are located in the Northpoint area. This area is located northwest of the subject site just west of Interstate 215.

## **Floodplain**

The National Flood Insurance Map identifies the Regional Sports Complex property as being located within Zone AH, the 100 Year Floodplain and Zone X, the 500 Year Floodplain. The AH 100 Floodplain designation includes areas of 100 year shallow flooding where depths are between one (1) and three (3) feet. The FEMA Flood Maps identify the Zone AH designated area at elevation 4213. The 500 Year Floodplain designation includes areas between limits of the 100-year flood and 500-year flood; or certain areas subject to 100-year flooding with average depths less than one (1) foot. See Attachment F – Floodplain Information.

The Public Utilities Department has provided a Floodplain Evaluation Report for the Sports Complex. Portions of the report are provided below. The full report is located in the Supplemental Information packet. The city has had detailed topography taken through the Light Detection And Ranging (LiDAR) method which is accurate to 0.05 meters (2.3 inches). Reviewing the LiDAR topography of the city shows the elevation of the proposed Sports Complex to be at an average elevation between 4213 and 4214-feet.

There is a difference in elevation datum related to the Great Salt Lake and land survey elevations. It is important to understand that there are two datums that have been used. The official datum that the USGS uses is NGVD29 to measure the lake elevation. The other datum, NAVD88, is the datum that the City uses for topography and is also the datum that FEMA uses in Salt Lake County for flood zones with a known water surface elevation. The difference between the two datums, as converted at the Saltair Boat Harbor gage station is 3.24-feet. For clarity, the discussion below will have added 3.24-foot conversion to the lake elevation data (which is given in NGVD29), so that the entire discussion is consistently made in NAVD88.

The Salt Lake City Public Utilities Department was able to obtain aerial photographs of the proposed Sports Complex for various years and then using the data obtained from the USGS, determine how the elevation of the lake corresponds to flooding within the proposed Sports Complex project boundary. The following table represents the months of the photographs obtained and the monthly mean lake elevations, provided in NAVD88, for those months. Aerial photos that depict the mean lake elevation for specific years are provided in Attachment F - Floodplain Information.

<b>Great Salt Lake Elevations</b>	
Month / Year	Elevation (ft, NAVD88)
June 1984	4212.04
April 1985	4212.74
March 1986	4213.09
March 1987	4214.59
March 1988	4212.34
April 1989	4209.34

With regards to the proposed Sports Complex, it would appear that neither the Jordan River nor local drainage contributes to any significant flooding of the site. Evidence suggests that the elevation of the lake has a direct relationship on the flooding at the proposed site. To have the elevation of the lake rising above the elevation of the proposed sport complex site is a rare event having occurred only twice in a 167-year history of records. Since the last high water event, mitigation measures with the West Desert Pumping project have been implemented to control the Great Salt Lake elevation and help keep it below the historic high water elevation.

## **Wildlife**

In 2003, a Final Report of Plant and Vertebrate Inventories of the Jordan River State Park was prepared by the Utah Division of Wildlife Resources for the Utah Division of Parks and Recreation for the subject sports complex site. Conclusions of this study identified, “the Park does continue to possess value for wildlife despite habitat alterations and the presence of some nonnative species. On the other hand, the Park is in a suburban setting, already surrounded by industrial and residential development, and, as the Salt Lake City metropolitan area continues to grow, the Park will become increasingly insular and isolated from natural habitats. As a result its fauna may become less diverse in the future. Also, no animal species that are federally listed or are candidates for listing under provisions of the Endangered Species Act and no animals on the state Sensitive Species List were found. Thus, it would be an exaggeration to claim that the Park holds great biological or ecological significance. It is more accurate to say that the Park has some favorable natural qualities and

favorable natural potential that could be encouraged through management for outdoor recreation such as hiking, birding, and general wildlife viewing.”

## **Options**

The following are options for the Planning Commission to consider when making a recommendation to the City Council:

### **Denial of the Petition**

If the petition is denied, the property will remain zoned Open Space and AG-2. Any use allowed in these zoning districts can be located on the property. The Open Space zoned lands (145 acres) could still be used for the sports complex, however, the configuration and amount of fields would need to be modified. The AG-2 zoned lands (21 acres) would not allow recreational uses and fifteen of the acres are restricted and do not allow agricultural uses.

## **Options for Approval**

### **1. Rezone the Property as Requested**

The proposed request is to rezone the AG-2 lands to Public Land and Open Space and a portion of the Open Space lands to Public Lands zoning. This action accommodates the proposed conceptual design concept and would allow for the future field house on the Public Lands zoned property.

### **2. Alternative Planning Commission Zoning Recommendations**

- a. Rezone the AG-2 zoned property to Open Space and recommend modification to the Open Space Zoning District Tables of Permitted Uses to include stadiums and arenas. This would allow the proposed conceptual sports complex plans but require additional ordinance text changes that would affect all Open Space zoned lands.
- b. Rezone the AG-2 zoned property Public Lands and leave the Open Space properties unchanged. This would accommodate the sports complex use but would require modification of the conceptual plans to ensure the future field house and its related parking is on the Public Lands zoned property.

### **3. Nature Preserve Component**

The Planning Commission could recommend rezoning of the Open Space lands were the 23-acre nature preserve area is proposed to Natural Open Space Zoning. Presently the City is working on a Restoration Plan for the area. Rezoning this area to Natural Open Space should coincide with the area determined within the final Restoration Plan.

## **Findings**

### **Master Plan Amendment**

**Findings:** There are no specific standards in the Salt Lake City Zoning Ordinance for Master Plan Amendments. State Law, Section 10-9a-204, Notice of Public Hearings and Public Meetings to Consider General Plan or Modifications, outlines the criteria for amending a master plan relating to noticing requirements. A newspaper notice for the master plan amendment was published on April 2, 2010. The rationale for amending the Rose Park Small Area Master Plan is discussed above.

## Zoning Map Amendment

Section 21A.50.050 Standards for general amendments. A decision to amend the text of this title or the zoning map by general amendment is a matter committed to the legislative discretion of the city council and is not controlled by any one standard.

### A. In making its decision to amend the zoning map, the city council should consider the following:

#### 1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the City as stated through its various adopted planning documents;

**Discussion:** The Rose Park Small Area Master Plan Future Land Use Map recognized the State parkway property as Open Space. However, the plan did not anticipate the State to expand the parkway into Agriculture designated properties. The State also placed restrictive covenants on the parkway lands limiting use for recreational purposes. In light of these changes the master plan Agriculture land use policy is inappropriate. The implementation zoning policy of the master plan is that the City should retain existing land use development by rezoning properties either Agriculture or Open Space.

**Finding:** The Public Lands and Open Space Zoning District modifications are consistent with the future development policies of the Northern Study Area of the Rose Park Small Area Master Plan in that the plan calls for a mix of open space / recreation, business park and light industrial land uses. (Rose Park Small Area Plan – page 18)

#### 2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance;

**Discussion:** The Zoning Ordinance contains the following general purpose and intent statements:

- **Chapter 21A.02 Title, Authority, Purpose And Applicability:** Purpose And Intent: The purpose of this title is to promote the health, safety, morals, convenience, order, prosperity and welfare of the present and future inhabitants of Salt Lake City, to implement the adopted plans of the city, and to carry out the purposes of the municipal land use development and management act, title 10, chapter 9, of the Utah Code Annotated or its successor, and other relevant statutes.
- **Chapter 21A.32 Special Purpose Districts:** Statement Of Intent: Certain geographic areas of the city contain land uses or platting patterns that do not fit traditional zoning classifications (e.g., residential, commercial, industrial) or uniform bulk regulations. These areas currently contain special land uses (e.g., airports or medical centers) which have a unique character, or contain mixed land uses which are difficult to regulate using uniform bulk and density standards. Because these areas have unique land uses, platting patterns and resources, special districts are needed to respond to these conditions. These special purpose districts are further intended to maintain the integrity of these areas, allow for greater flexibility in site design, and achieve the specialized goals for these areas.
- **Chapter 21A.32.070 PL Public Lands District:** Purpose Statement: The purpose of the PL public lands district is to specifically delineate areas of public use and to control the potential redevelopment of public uses, lands and facilities.
- **Chapter 21A.32.100 OS Open Space District:** Purpose Statement: The purpose of the OS open space district is to preserve and protect areas of public and private open space and exert a greater level of control over any potential redevelopment of existing open space areas.

- **Chapter 21A.34.040 AFPP Airport Flight Path Protection Overlay District:** Purpose Statement: It is determined that a hazard to the operation of the airport endangers the lives and property of users of the Salt Lake City International Airport, and the health, safety and welfare of property or occupants of land in its vicinity. If the hazard is an obstruction or incompatible use, such hazard effectively reduces the size of the area available for landing, takeoff and maneuvering of aircraft, thus tending to destroy or impair the utility of the Salt Lake City International Airport and the public investment. Accordingly, it is declared:
  1. That the creation or establishment of an airport hazard is a public nuisance and an injury to the region served by the Salt Lake City International Airport;
  2. That it is necessary in the interest of the public health, public safety, and general welfare that the creation or establishment of airport hazards be prevented; and
  3. That the prevention of these hazards should be accomplished, to the extent legally possible, by the exercise of the police power without compensation.
- **Chapter 21A.34.060: Ground Water Source Protection Overlay District:** Purpose And Intent: The purpose of this section is to protect, preserve, and maintain existing and potential public drinking ground water 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. The intent of this section is to establish and designate drinking water source protection zones and ground water recharge areas for all underground sources of public drinking water which enter the city's culinary drinking water supply, distribution and delivery system, whether such sources are located within, or outside of, the city's corporate boundaries.
- **Chapter 21C.34.130: RCO Riparian Corridor Overlay District:** Purpose Statement: The purpose of the RCO riparian corridor overlay district is to minimize erosion and stabilize stream banks, improve water quality, preserve fish and wildlife habitat, moderate stream temperatures, reduce potential for flood damage, as well as preserve the natural aesthetic value of streams and wetland areas of the city. This overlay district is intended to provide protection for the following aboveground streams, stream corridors and associated wetlands east of the Interstate 215 Highway: City Creek, Red Butte Creek, Emigration Creek, Parleys Creek, and Jordan River. Where these streams flow through areas already developed on the effective date of this section (January 15, 2008), the RCO is intended to achieve a reasonable balance between the dual nature of these areas: natural streams and developed land uses.

**Finding:** The proposed text amendment meets this standard in that it furthers the specific purpose and intent statements of the Zoning Ordinance. Community recreation centers that serve as a regional recreation service such as the sports complex are typically located in larger urban areas. Rezoning the AG-2 properties and OS properties of the sports complex site to Public Lands and Open Space provides adequate area to accommodate the proposed recreational use which is permitted within both the Public Lands and Open Space Zoning Districts. Rezoning of the AG-2 property is also consistent with the restrictive covenants places on the land by the State of Utah.

### **3. The extent to which a proposed map amendment will affect adjacent properties;**

**Discussion:** The proposed map amendment area affects the northwest corner of the proposed sports complex site. The adjacent properties within this area are other Agricultural land uses. There are two adjacent land uses, horse stables and ranching according to Salt Lake County Assessor records. The adjacent properties are zoned agriculture. The southern portion of the AG-2 area is adjacent to Rose Park Lane and Interstate 215.

**Finding:** The specific area proposed for map amendment is adjacent to Interstate 215 and other Agriculture zoned lands. The Open Space and Public Lands Zoning Districts contain the appropriate setbacks and buffer requirements to minimize effects the adjacent properties. The proposed map amendment will not severely affect adjacent properties. As previously identified the Transportation Division is requiring a Traffic Impact Analysis of the proposed Regional Sports Complex development. Any mitigation actions recommended by this analysis can be required to be made as part of the permitted use process. Such improvements can include project redesign and public infrastructure improvements on and off site such as improvements to Rose Park Lane and the Interstate off ramp intersection design.

**4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards; and**

**Finding:** The proposed map amendment does not affect any overlay zoning districts. Any specific development proposal would have to comply with applicable Overlay Zone requirements.

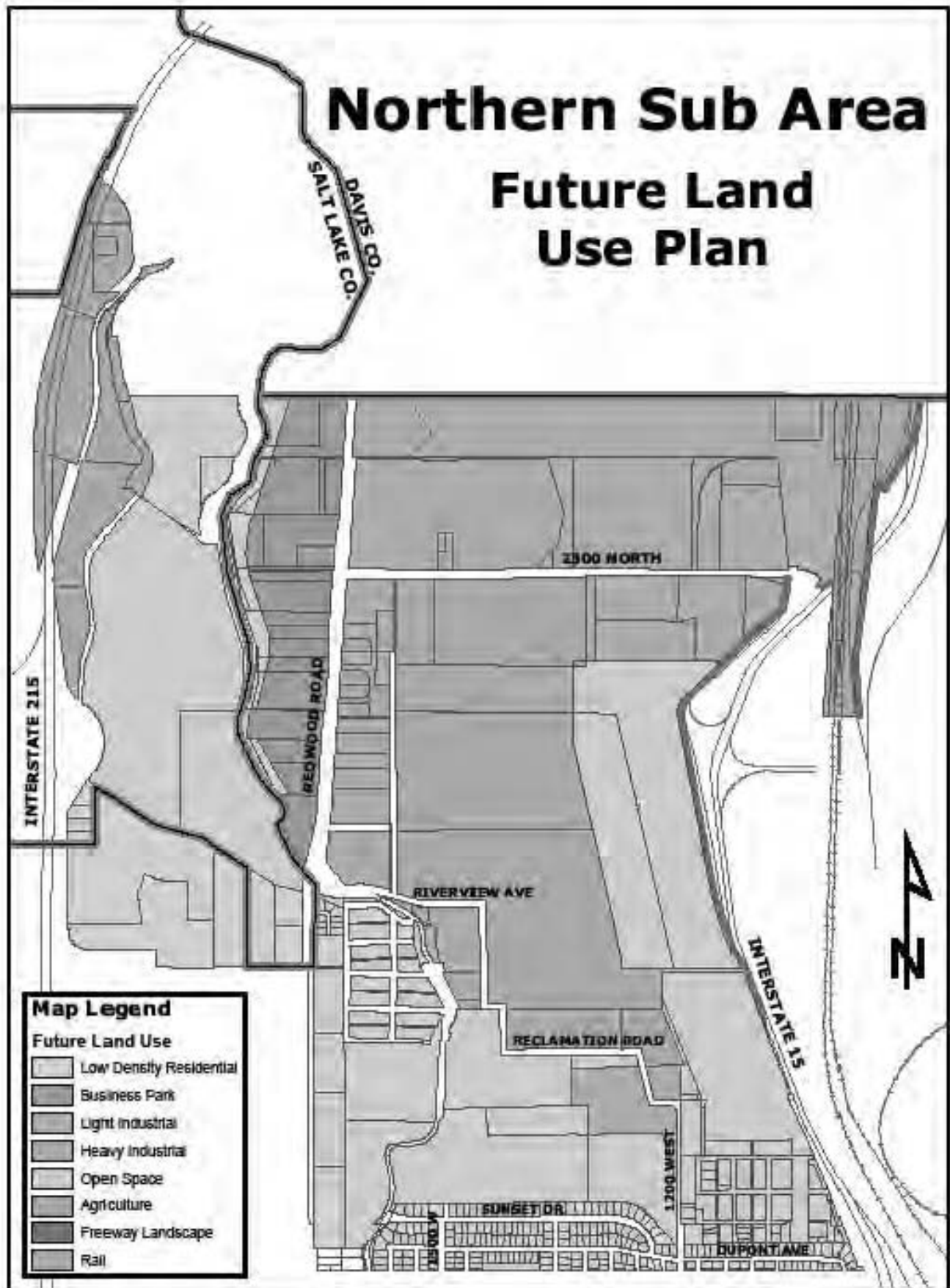
**5. The adequacy of public facilities and services intended to serve the subject property, including but not limited to roadways, parks and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.**

**Finding:** The subject property is located within a built environment where public facilities and services already exist. Comments were received from the Transportation Department will require a Traffic Impact Analysis prior to permitting the proposed Regional Sport Complex. Other departments have not indicated that public facilities and services are inadequate to serve the subject property.

**Attachment A**  
**Rose Park Small Area Plan**  
**Future Land Use Map**

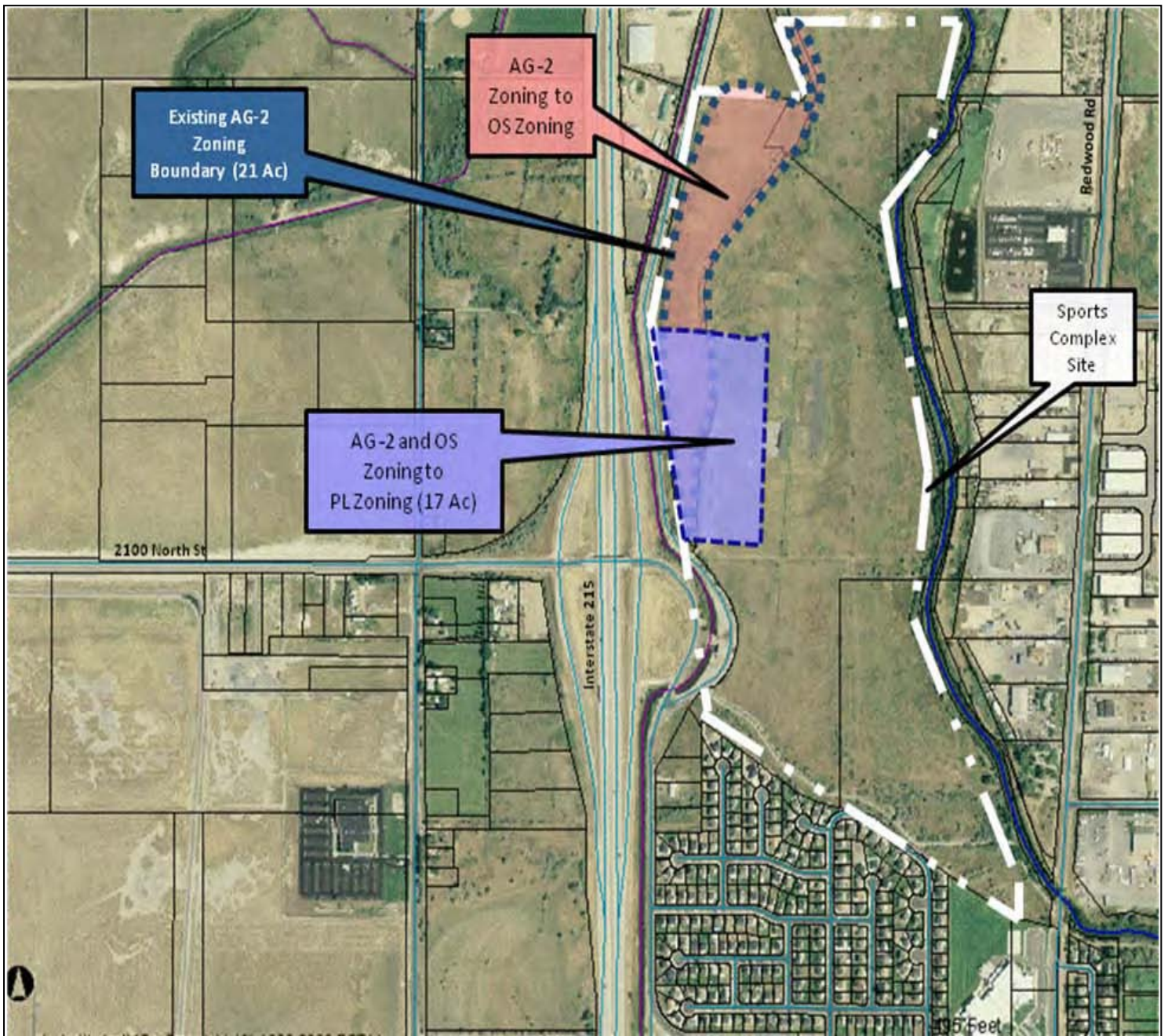
# Northern Sub Area

## Future Land Use Plan





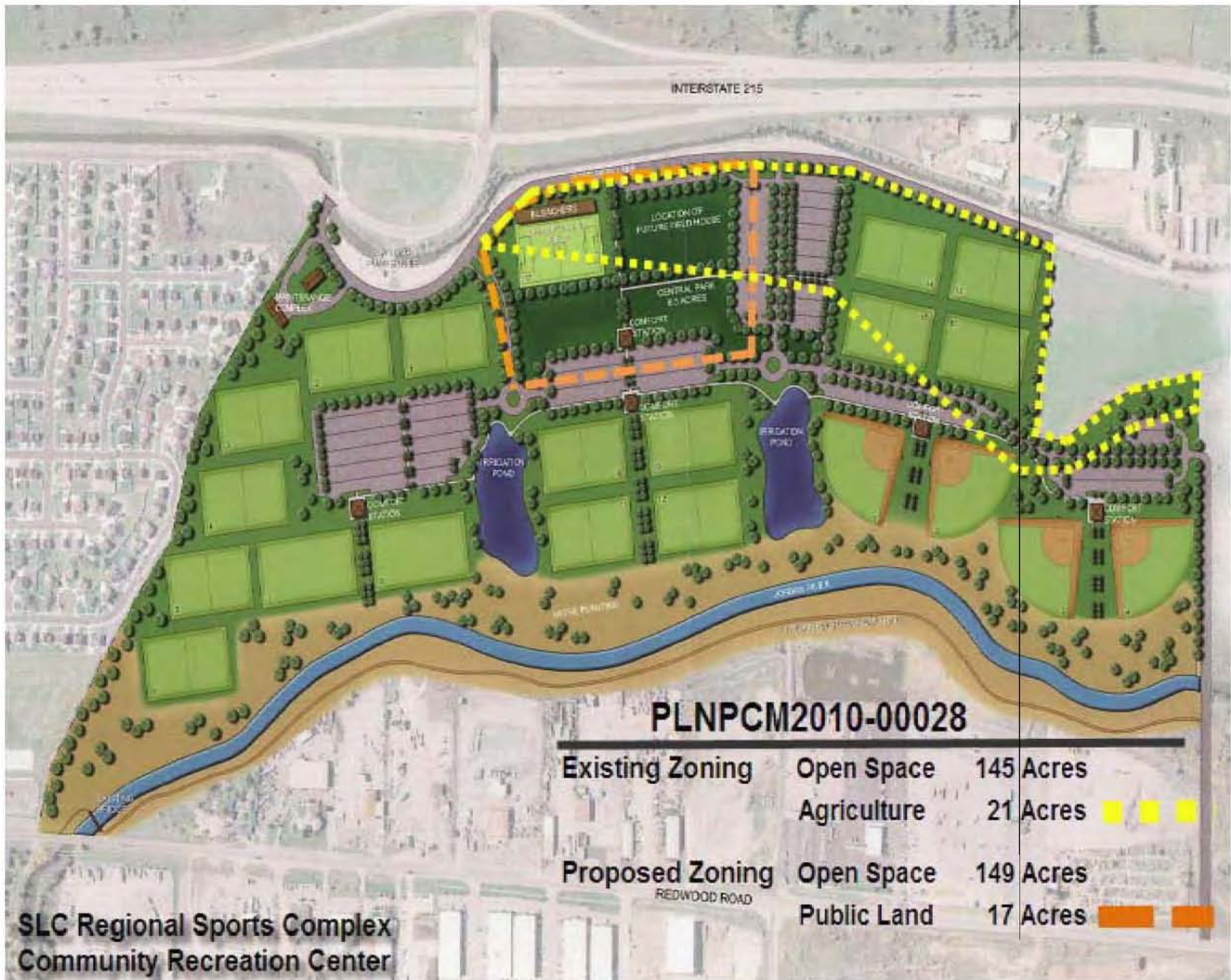




**PLNPCM2010-00028**

**Areas of Proposed Zoning Change**

















# **Supplemental Documents to the Planning Commission Staff Report**

## **Petition PLNPCM2010-00028 – Salt Lake City Regional Sports Complex Master Plan Amendment and Zoning Map Amendment**

This staff report references several large size documents. Due to the size of these documents, they have been provided in a separate PDF format and are available for viewing on the City's website at: <http://www.slcgov.com/boards/plancom/plancom.htm>. This document file is titled "PLNPCM2010-00028 Regional Sports Complex – Supplemental Documents".

The documents listed below are included in this supplemental document.

### **Master Plan and Zoning**

- Rose Park Small Area Master Plan, 2001
- Northwest Community Zoning Map

### **Related Plans and Documents**

- Blueprint Jordan River, 2008
- Jordan River Parkway - An Alternative, 1971
- Jordan River Natural Conservation Corridor Report, 2000

### **Site Specific Studies, Reports and Analysis**

- Floodplain Evaluation – Jordan River Sports Complex, 2010
- Plant and Vertebrate Inventory of Jordan River State Park, 2003
- Environmental Stewardship Fact Sheet



# Salt Lake City Regional Sports Complex Flood Map





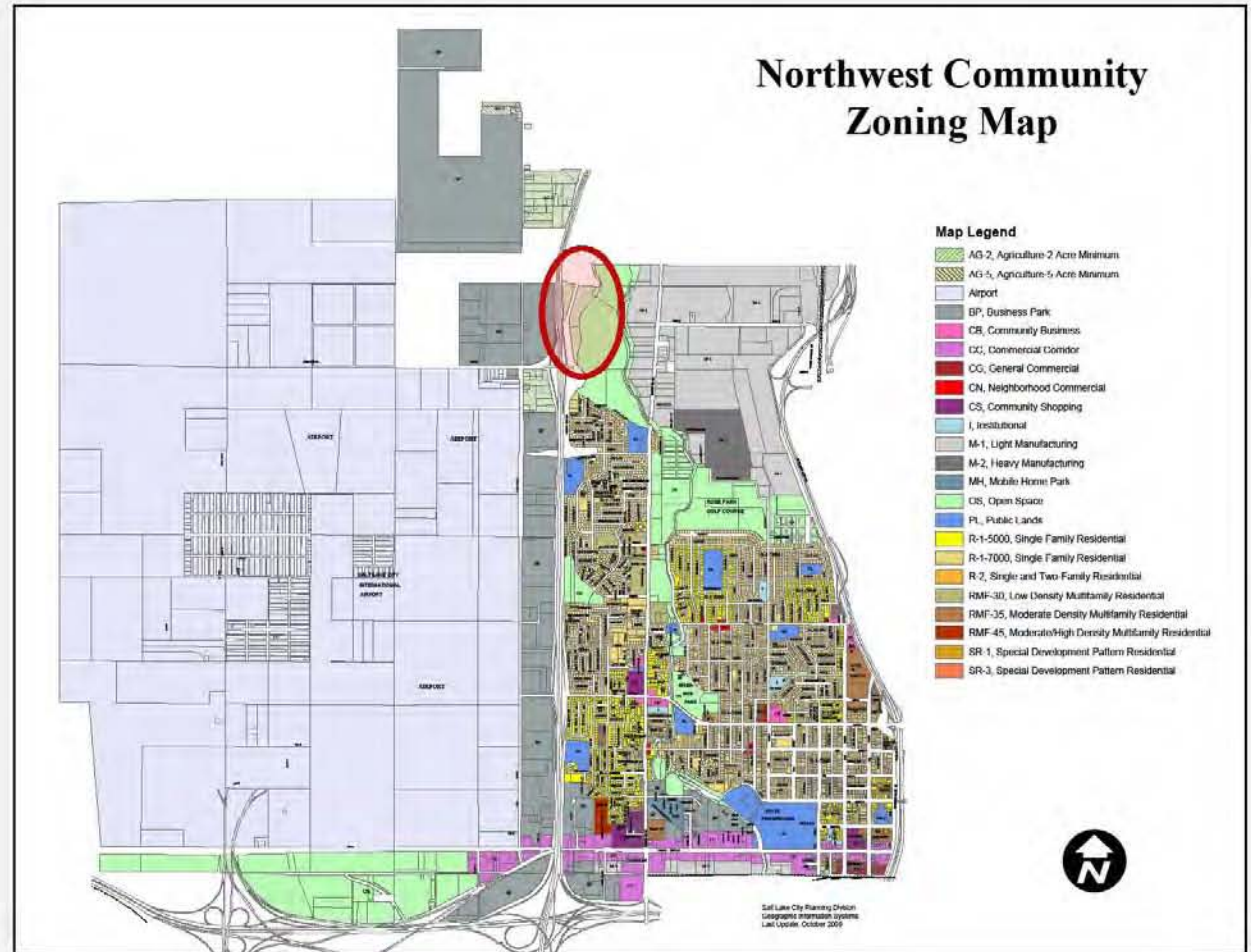
**Exhibit 4g**  
**Staff presented Power Point**  
**presentation**

# Petition PLNPCM2010-00028

## Rose Park Small Area Master Plan Amendment and Northwest Community Zoning Map Amendment



Adopted September 20, 2001



# Petition PLNPCM2010-00028

## Rose Park Small Area Master Plan

### Future Land Use Map Amendment and

### Northwest Community Zoning Map Amendment

#### Request

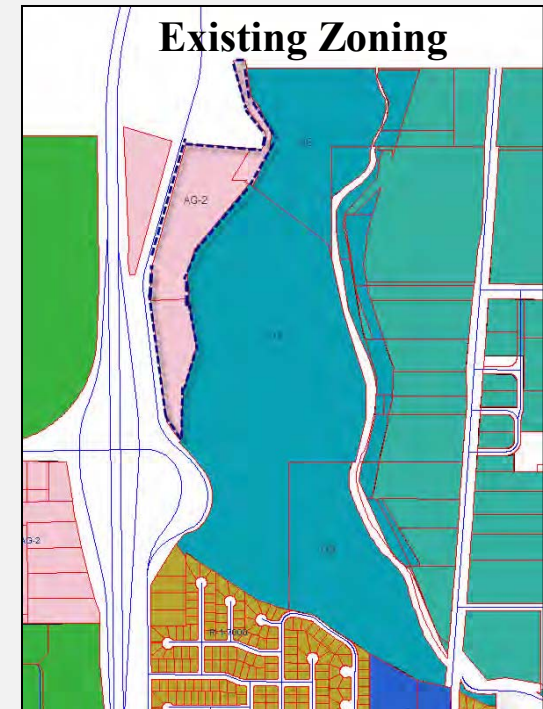
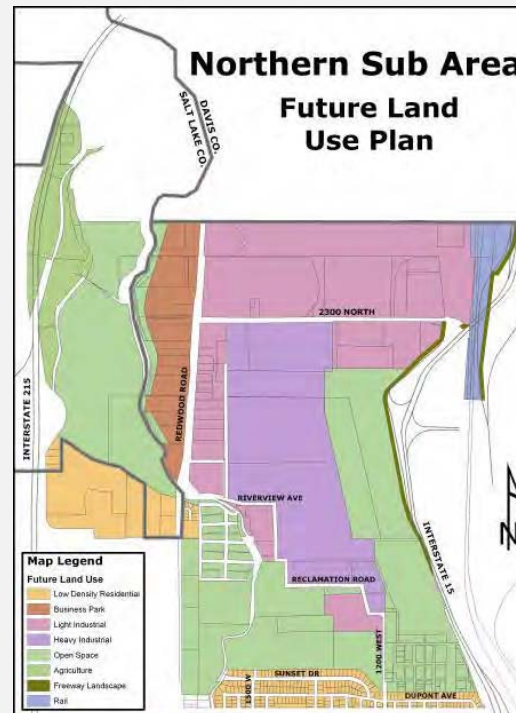
Amendment of the Rose Park Small Area Master Plan and the Northwest Community Zoning Map to allow a portion of a proposed community recreation center known as the Salt Lake City Regional Sports Complex.

#### Master Plan Amendment

This petition requests that the certain properties designated for Agricultural and Open Space be modified to Public Lands and Open Space land uses.

#### Zoning Map Amendment

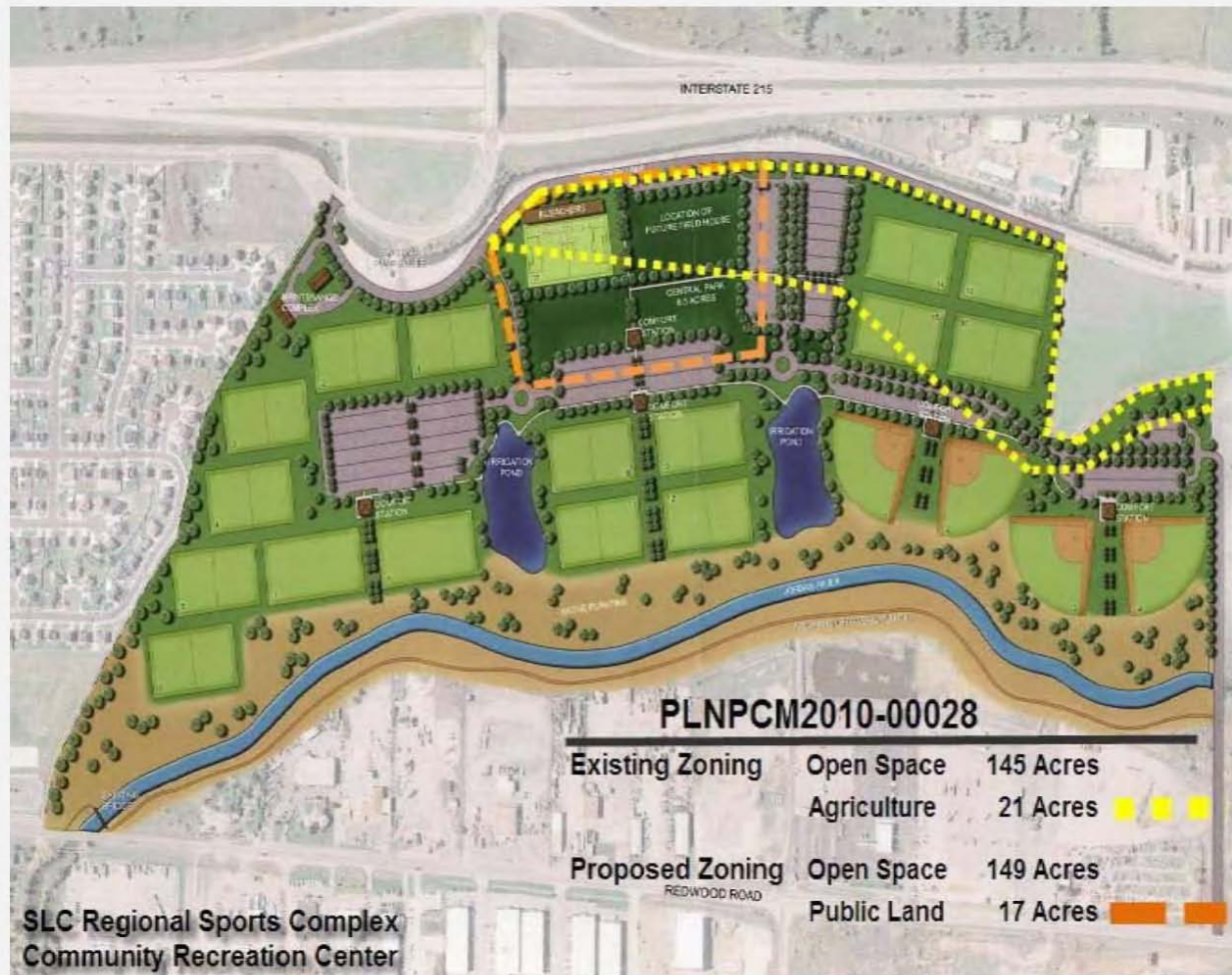
This petition also requests to rezone existing Agriculture and Open Space zoning to Public Lands and Open Space. The public lands zoning would accommodate a future field house of the sports complex. The balance of the sports complex, facilities are permitted uses in the Open Space Zoning District.





# Petition PLNPCM2010-00028

## Proposed Zoning Changes



# Rose Park Small Area Plan

## Future Land Use Plan

### Recreation and Open Space

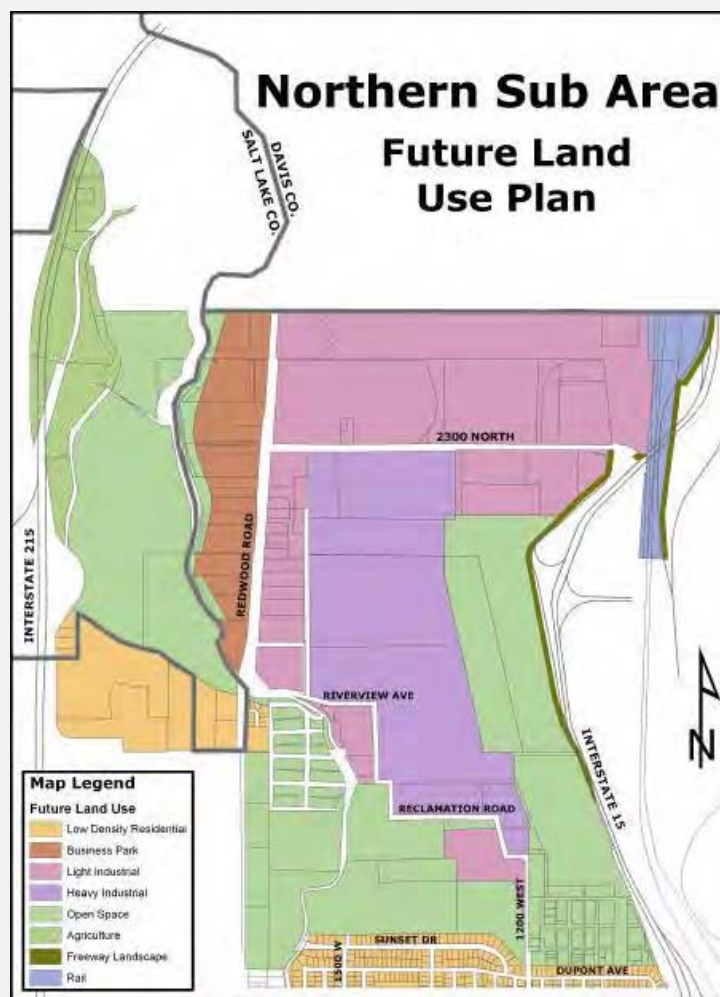
#### *Jordan River Parkway*

The State Parks' Jordan River Parkway, in the Northern study area, consists of approximately 174 acres of land.

Existing facilities of the Parkway include a model plane airport facility and an off-highway-vehicle training center. The State Parks Department is in the process of developing a master plan for recreation uses on this property. The City supports the expansion of State recreation facilities in this area.

#### *Policy*

Retain existing public recreation and open space lands.



# Rose Park Small Area Plan

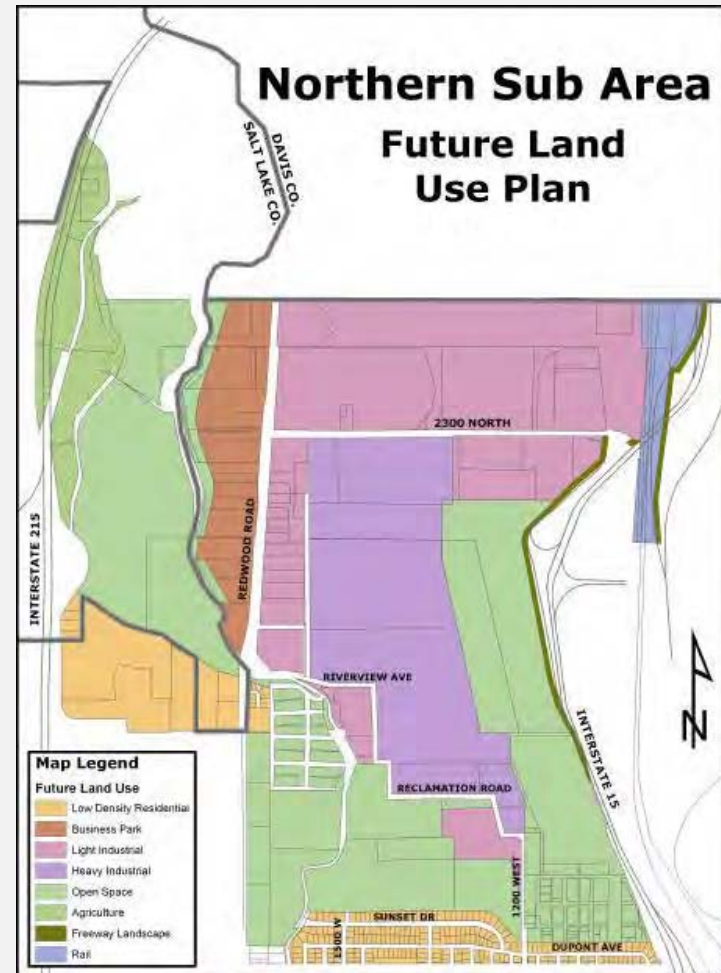
## Future Land Use Plan

### Agriculture

Agricultural land uses make up approximately five percent of the land uses in the Northern study area. These uses are mainly in the unincorporated portion of the study area along Rose Park Lane (1800 West) and include riding stables, a horse breeding facility and pastures.

#### *Policy*

Retain existing agricultural land uses along Rose Park Lane



# Rose Park Small Area Plan

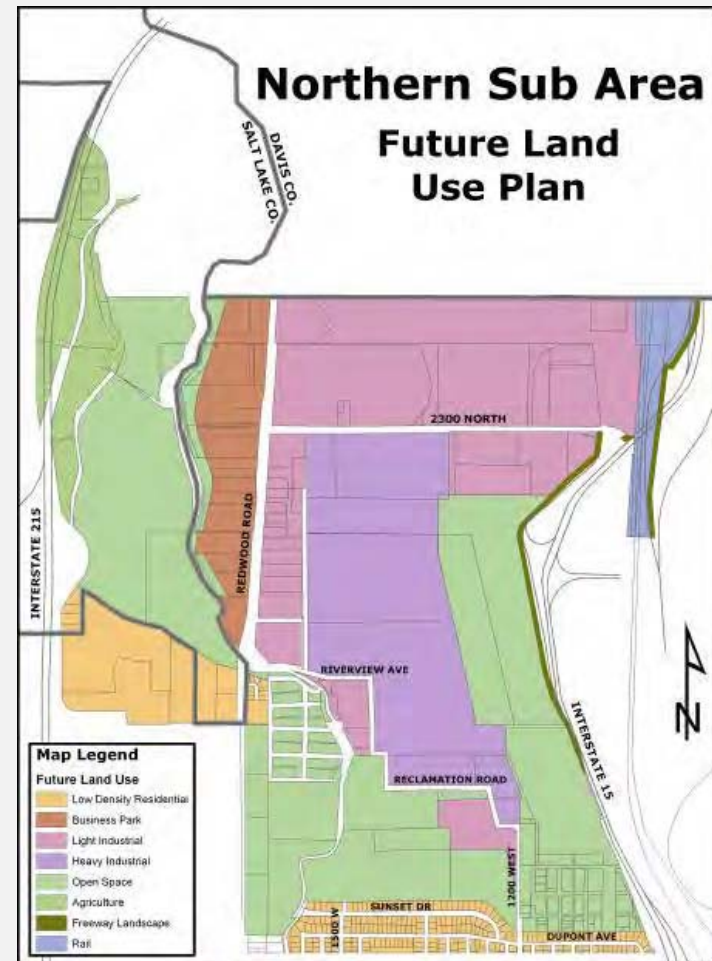
## Future Land Use Plan

### Zoning

Most of the existing zoning is appropriate to implement the policies recommended in this plan. If and when existing properties in the County are annexed into the City they should be zoned for either agricultural or open space land uses to be compatible with the State recreational and open space land uses between Redwood Road and Interstate-215.

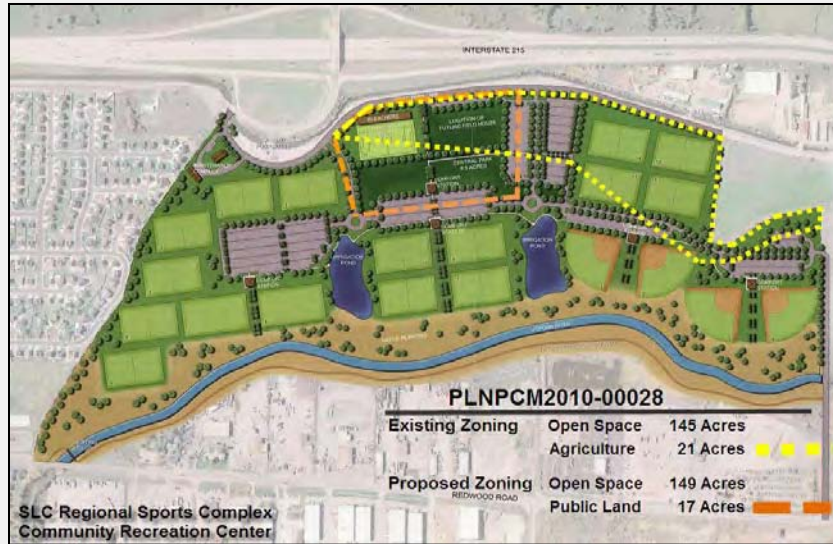
### Policy

If properties in the County are annexed into the City, retain the existing land use development by zoning the properties either Agricultural or Open Space.





# Salt Lake City Regional Sports Complex Zoning



## Chapter 21A.62 DEFINITIONS

### Community Recreation Center:

A place, structure, area, or other facility used for and providing social or recreational programs generally open to the public and designed to accommodate and serve segments of the community.

## TABLE OF PERMITTED AND CONDITIONAL USES SPECIAL PURPOSE DISTRICTS

	AG-2	OS	NOS	PL
Community and Recreation Centers	X	Permitted	X	Permitted
Arenas, Stadiums, Fairgrounds	X	X	X	Conditional Use

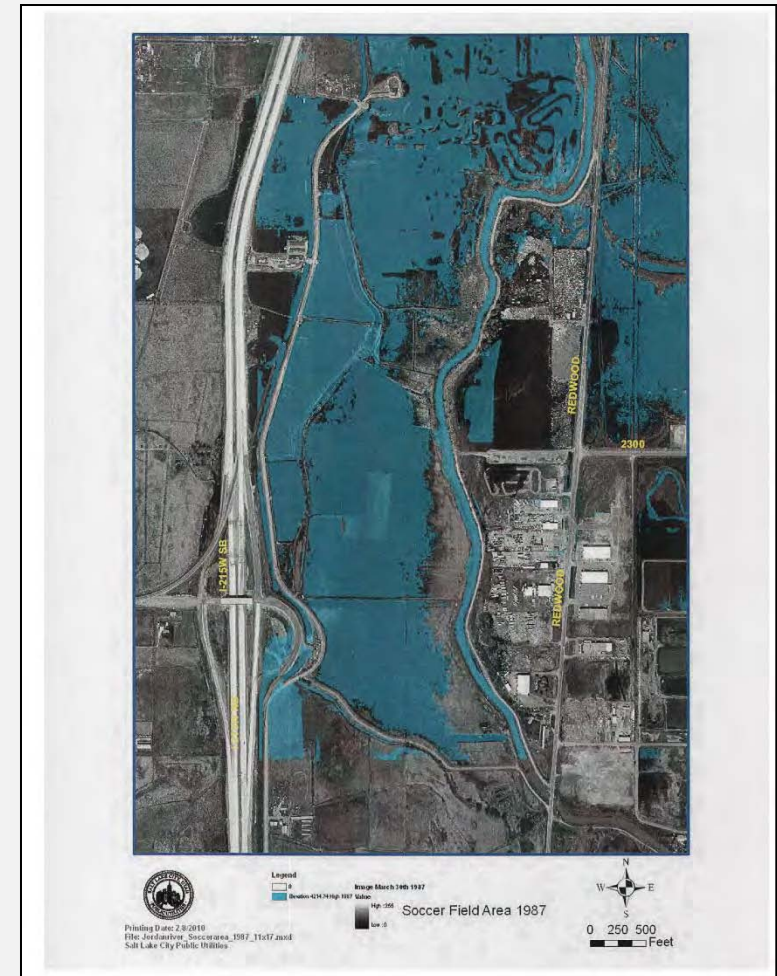


# Petition PLNPCM2010-00028

## Floodplain Information



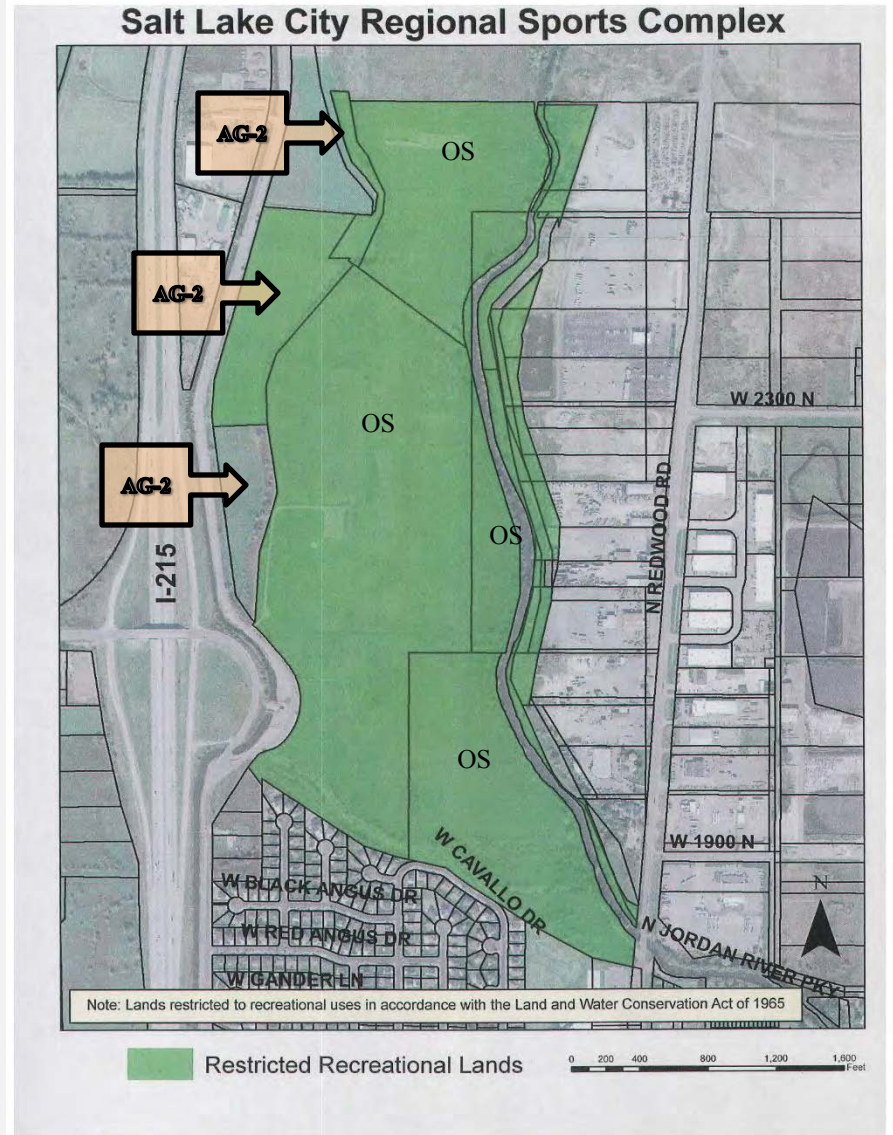
Evidence suggests that the elevation of the lake has a direct relationship on the flooding at the proposed site. To have the elevation of the lake rising above the elevation of the proposed sport complex site is a rare event having occurred only twice in a 167-year history of records. Since the last high water event, mitigation measures with the West Desert Pumping project have been implemented to control the Great Salt Lake elevation and help keep it below the historic high water elevation.



# Petition PLNPCM2010-00028

## Lands Restricted to Recreational Uses

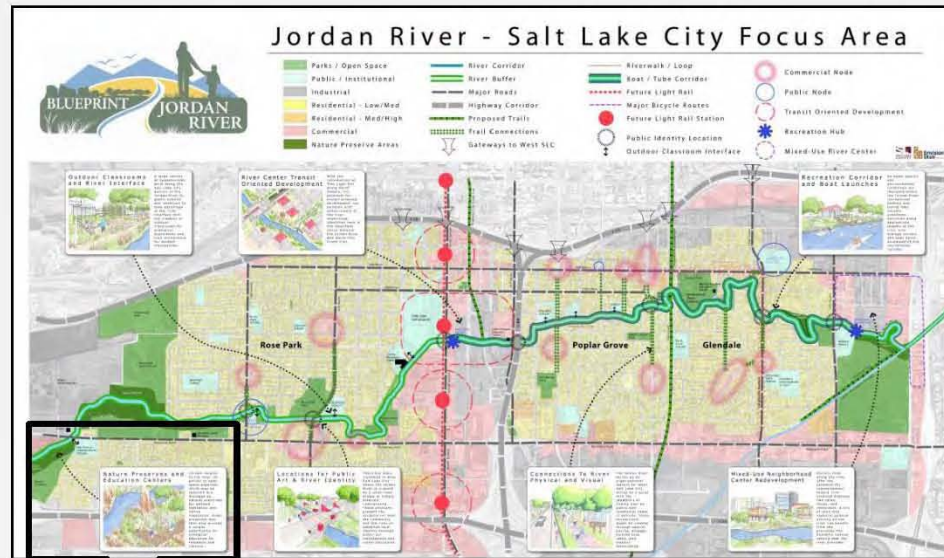
Of the 21 acres of Agricultural land, 15 acres are restricted to recreational uses.





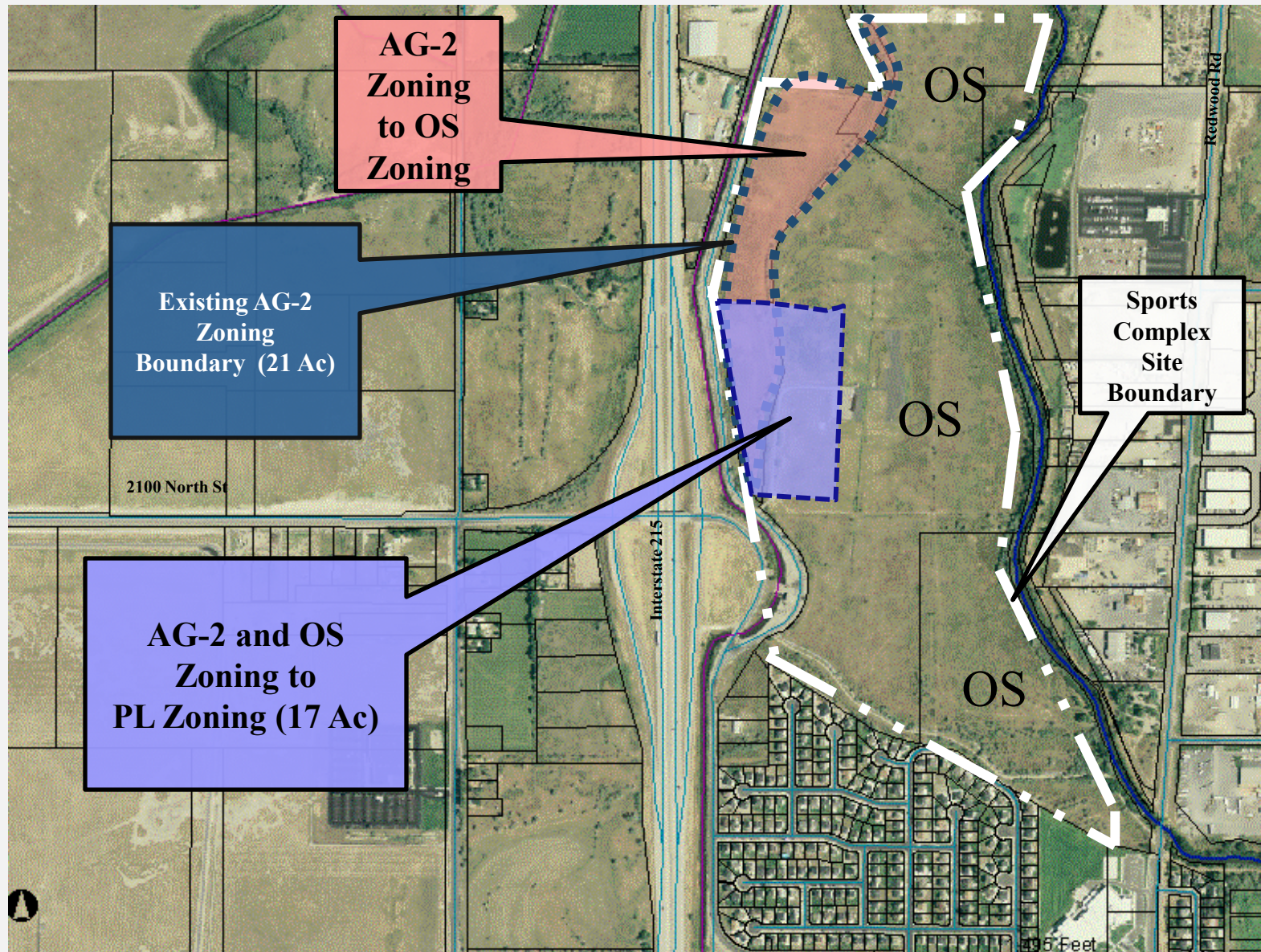
# Petition PLNPCM2010-00028

## Blueprint Jordan River

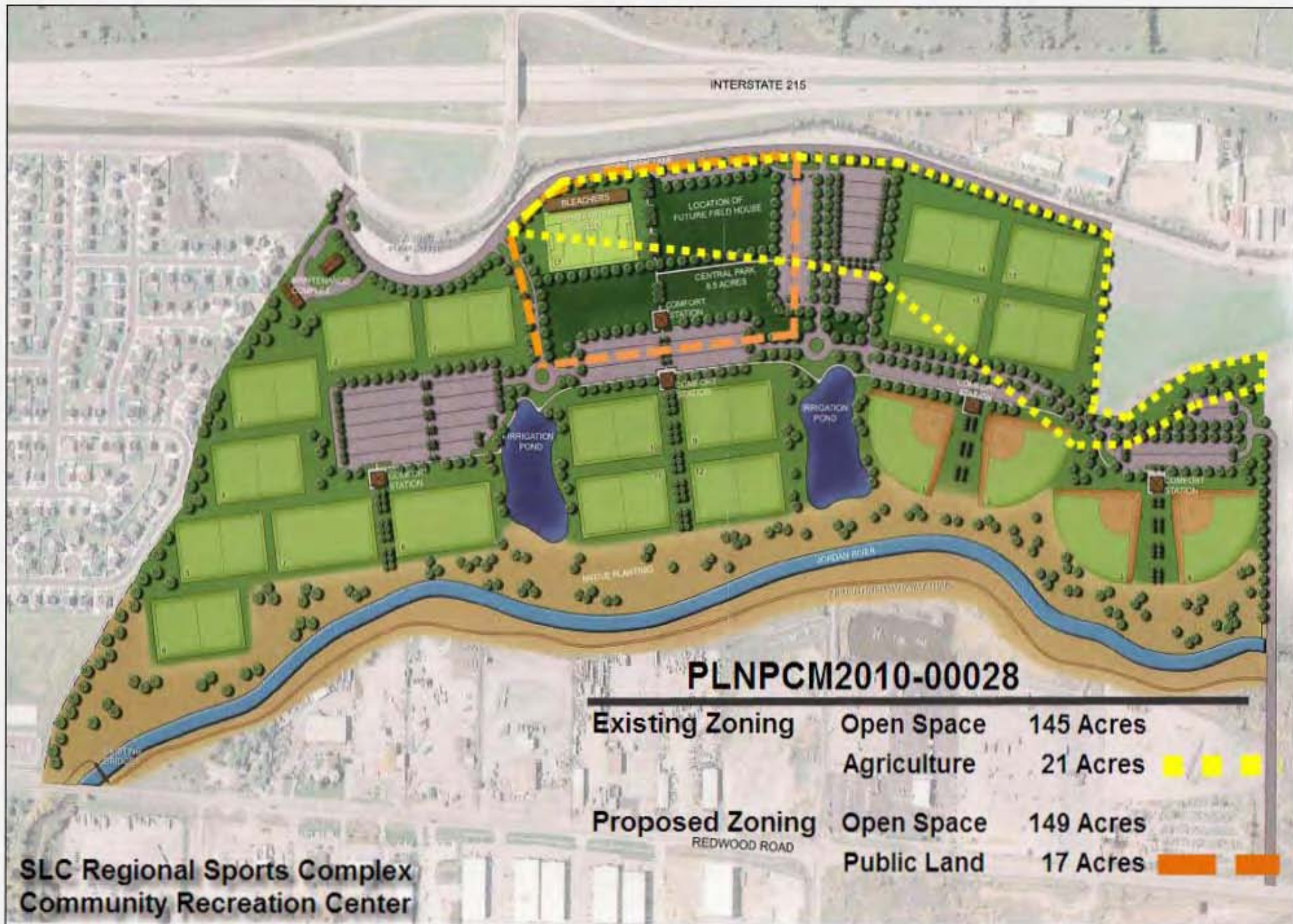




# Petition PLNPCM2010-00028 – Proposed Zoning Changes









# **Petition PLNPCM2010-00028**

## **SLC Regional Sports Complex**

### **Staff Recommendation**

Based on discussions and the findings in the staff report, it is the Planning Staff's opinion, that the Planning Commission transmit a favorable recommendation to the City Council to:

1. Amend the Rose Park Small Area Master Plan Future Land Use Map from Agriculture to an Open Space designation to Public Lands and Open Space.
2. Amend the Northwest Community Zoning Map - Rezone 17 acres of the Sports Complex site to Public Lands and the balance of the site to Open Space.