

NORTHPOINT SMALL AREA PLAN



INTRODUCTION

The Northpoint area is located in the northwest section of Salt Lake City within the Northwest Community. The study area is generally located between 1900 North and the north City limits (approximately 3500 North) and between I-215 and 3400 West. Most of the land in the study area is either vacant or used for agricultural purposes. However, because of its proximity to the Salt Lake International Airport and the 2200 North interchange of I-215, development pressures for new types of uses are increasing and will continue in the future. In addition, over half of the property in Northpoint is under the jurisdiction of Salt Lake County.

In January 1992 the Salt Lake City Council adopted the Jordan River/ Airport Area Master Plan which called for the long-range transition of the existing agricultural uses to industrial uses in this area. These decisions were based on proximity to the Airport and major transportation corridors, assumptions relating to proposed highway and railroad routes, similar type industrial uses in adjacent communities in southern Davis County and a lack of infrastructure. As part of the 1995 Zoning Re-

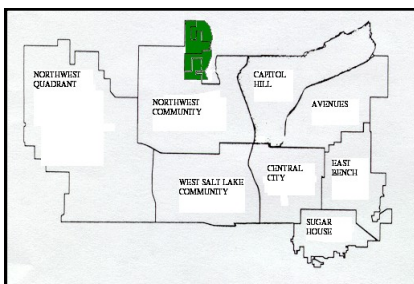


write Project, the City took initial steps to implement this policy by rezoning various properties in Northpoint for business park development.

As developers have begun to propose business park developments along 2200 West, residents of the area are becoming increasingly concerned that they are being pushed out for business park development. They believe their rural lifestyle will be jeopardized by the eventual encroachment of business park uses. In response, in 1999, the City Council adopted a six-month moratorium to allow for the creation of a small area plan for Northpoint. This moratorium decision was based on the fact that many of the assumptions made in the Jordan River/Airport Area Plan would probably never materialize and the desire to try to preserve the agricultural lifestyle in the area.

GOAL

The purpose of the Northpoint Small Area Plan is to eliminate potential land use conflicts with the Salt Lake International Airport while preserving and enhancing the existing agricultural lifestyle.



LAND USE ISSUES

The Northpoint area consists of approximately 1,544 acres of land. Of this, twenty-five percent (approximately 387 acres) is developed for agricultural uses with accessory residential dwellings. The other seventy-five percent (approximately 1,157 acres) is either vacant land or land used for agricultural grazing or crops. Because of its proximity to the Salt Lake International Airport and easy access to I-215 at 2200 North, this area has a high potential for redevelopment, especially for uses that are dependent on, or can benefit from locating near these major transportation networks.

Agricultural

The established agricultural uses have been present in the Northpoint area since as early as 1924. According to a questionnaire of area residents, many of the residents in Northpoint are related to each other and have lived in the area for 20 years or more. Most of the current residents would not be willing to move from the area if given the opportunity.

There are approximately fifty-nine residential structures in Northpoint. Most of the residents live there because of the agricultural lifestyle. In fact, rather than just a typical suburban “ranchette” subdivision, the majority of residents own a variety of livestock types. The majority of the housing is accessory to the primary agricultural use although there has been a pattern of subdividing small lots for family members from larger agricultural lots. This diversity in livestock types and length of residency

indicate the commitment of the residents to this agricultural lifestyle. According to the State Soil Conservation Service, the Northpoint area contains some prime farmland located north of 2800 North on the eastern side of 2200 West. This fact, coupled with the residents’ commitment to an agricultural lifestyle supports a policy of agricultural uses in this area.

Airport Issues

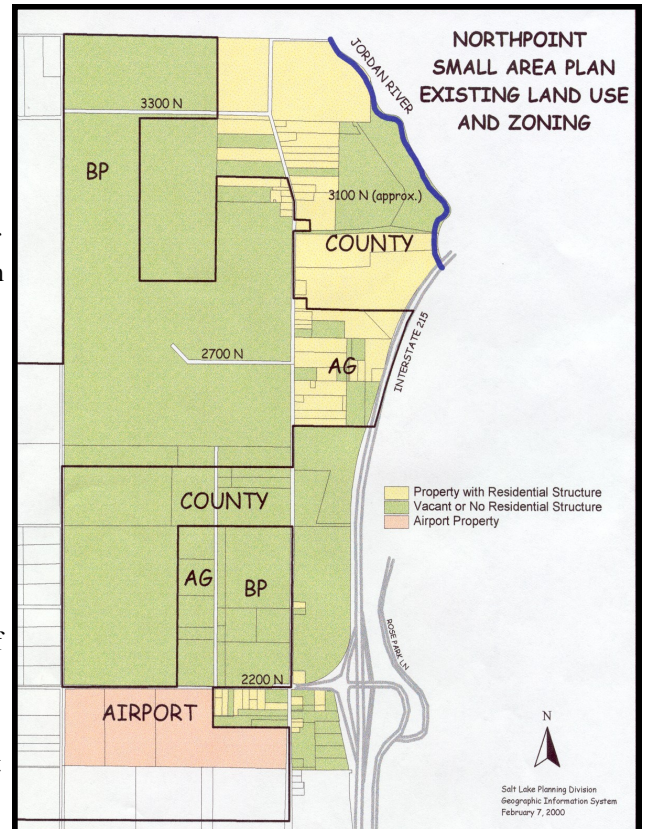
The Salt Lake International Airport developed in 1945 as a major land use just south and west of the study area. Due to the high volume of noise and the potential for airplane crashes, the Airport is very aware of its neighbors and how it negatively impacts surrounding land uses. The City has tried to protect surrounding uses from the Airport since as early as 1971 when zoning ordinances were adopted to limit the types of development adjacent to the Airport. In 1983, the City Council adopted regulations which prohibit the development of incompatible land uses in Northpoint (especially residential uses) to protect these uses from high levels of noise from the Airport and to prevent future land use conflicts with airport activity.

Consequences of Aircraft Overflights.

The proximity of the Airport to the existing residential uses results in negative impacts relating to noise and the

potential of airplane crashes. Therefore, the Department of Airports recommends limiting the number of residences in Northpoint.

Noise: Airport Influence Zone A/B Boundary.



Aircraft noise can interfere with daily living activities including sleep, conversations and listening to televisions and radios. Although the vast majority of survey respondents in Northpoint stated that noise from Aircraft never or seldom is a concern for them, the Airport receives many complaints from residents who live in the flight path of the Airport (such as residents in West Valley City and other jurisdictions south of the Airport.) Because of problems associated with noise, the Federal Aviation Administration requires that each airport study the noise impacts and create a Noise Compatibility Program associated with alleviating noise issues.

The Department of Airports submitted such a study in February 1998 which identifies where the noise contours are located and a program to deal with land use incompatibility issues. The noise exposure maps included in the study show the computer generated noise contours for 1998 and forecasts for 2003. The contours on these maps indicate a Day-Night Average sound level (DNL) for sound levels between 60 and 75 DNLs. The FAA does not allow residential development within any contour of 65 DNLs or



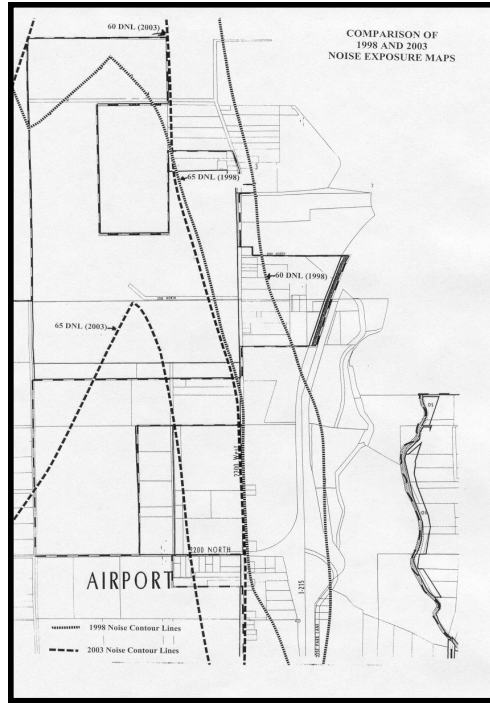
greater. Other types of development, such as institutional and hotels/motels are only allowed if they are constructed with an air-circulation system and sound attenuation features.

Studies show that noise interferes with indoor conversations when the DNL reaches between 55-65 DNL. Furthermore, when the outdoor DNL exceeds 55 DNL, it causes sleep disruption. Although five percent of the population is highly annoyed by noise interference at 55 DNLs, the percentage increases more rapidly as the noise increases above 65 DNLs. When background noise is also high, such as with noise generated from vehicular traffic, the aircraft noise is not as disturbing.

To mitigate incompatibility issues, Salt Lake City adopted Airport Influence Zones in 1983 which relate to both noise and height issues. These zones establish what types of land uses are prohibited within the specific influence zones as well as require aviation easements for development to allow for aircraft overflights. These influence zones are contained in the City's Zoning Ordinance and are part of the Airport Flight Path Protection Overlay Zone. The Northpoint area includes both Influence Zones A and B.

Airport Influence Zone A relates to areas exposed to very high levels of aircraft noise. In this influence zone, residential development is prohibited. Commercial, institutional and hotel/motel uses are allowed where they have air-circulation systems and are built with sound attenuation features. This zone is located on Airport property and on the west side of 2200 West between 2200 North and approximately 3300 North.

Airport Influence Zone B relates to areas with high levels of aircraft noise. In this zone, residential development is only allowed in agricultural zones and with required air-circulation systems and sound attenuation. Institutional uses and hotels/motels are only allowed when they have air-circulation systems and are built with sound attenuation features. This influence zone is located on the east side of 2200 West between North Temple and 3300 North.



Airport Influence Zone A closely relates to the 65 DNL noise contour level from 1998. The DNL contour lines are computer generated to show the average decibel readings over a twenty-four hour period. These levels can shift due to variables such as wind direction, etc. Therefore, they are not a precise measurement. In an effort to mitigate noise impacts, the Airport has rerouted flights to the west and requires most aircraft to use the center and western runways. This coupled with quieter aircraft has shifted the 65 DNL noise contour line to the west. Even so, the increased number of aircraft in the future may reverse this shift.

The existing boundary line between Influence Zones A and B is located at 2200 West. In the Northpoint area there are currently 16 residential structures located in Influence Zone A (four of these are south of 2200 North) and 43 structures in Influence Zone B.

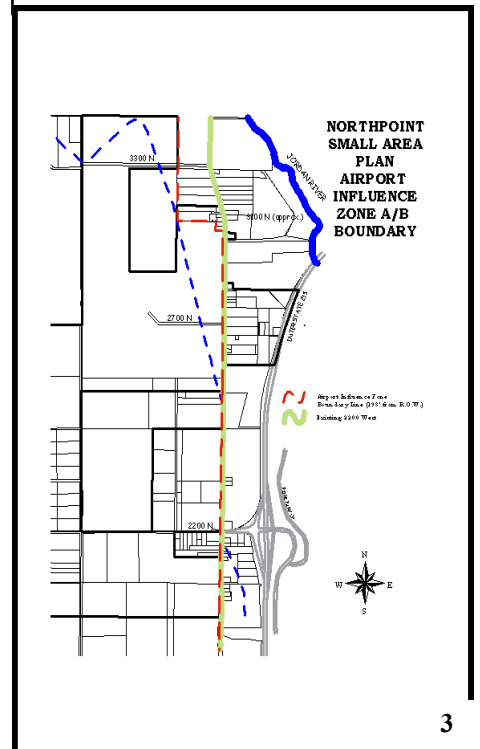
One way of preserving and enhancing the agricultural lifestyle in Northpoint, as well as providing an adequate buffer between residential uses and business park development is to allow residential land uses on the west side of 2200 West outside of the 1998 65 DNL noise contour line. This can be accomplished by shifting the Airport Influence Zone A/B boundary line to the west at ap-

proximately 3100 North, to allow new residential development on the west side of 2200 West.

Crash Potential. The Federal Housing and Urban Development Department (HUD) does not provide any assistance, subsidy or insurance (including Federal Housing Administration loans) for projects and actions located in Runway Clear Zones, Clear Zones and Accident Potential Zones. All of these zones are located on existing Airport property. Of the residential property owners who responded to the survey, 86% said they never or seldom have concerns about the possibility of an airplane crashing in the area.

Business Park Development

The location of the Airport and the I-215 interchange at 2200 North makes the Northpoint area attractive to new types of development. There are currently no business park developments in Northpoint. However, approximately 545 acres of property are currently zoned Business Park. These properties were annexed into the City in 1974 and in 1982 and were zoned C-3A (commercial) at the time of annexation. As part of the 1995 Zoning Rewrite project, these properties were rezoned Business Park which was consistent with the existing zoning and the



policies of the adopted 1992 Jordan River/Airport Area master plan.

Environmental Issues

Lake Level. The presence of wetland environments adjacent to the Jordan River Delta and at the edge of the Great Salt Lake is the most pertinent environmental issue in the area. The current historic high water elevation for the Great Salt Lake is 4212. In response to the unpredictability of the Lake, most planning agencies identify contour 4217 as the limit of safe and beneficial development. New development must meet existing regulations to meet a minimum elevation of 4217.

Soil Stability. The types of soil in the area affect the feasibility of development. According to the Soil Conservation Service there are a variety of soil types in the Northpoint area. Most of these soils are subject to frost action and have a water table depth which varies between 0-50 inches. This affects drainage and compressibility. In addition, most of the soil types cause severe problems with filter fields of septic tanks. Except for single-family residences and accessory structures, proposals for new development in the Northpoint area should include a geotechnical report to investigate wetlands, water tables, flooding, soil problems and seismic related issues.

Sewer Canal. In the 1920's a canal was built for the conveyance of sewage in the Northpoint area. The canal currently contains storm drain water, industrial drainage and treated wastewater from the wastewater treatment plan near the Rose Park Golf Course. This canal is under review by the Environmental Protection Agency for potential listing as a Superfund site. Developers interested in new discharges to the canal could become a responsible party and be held liable for a part of the clean up costs should the canal be listed as a Superfund site. Clean up costs have not been established but will likely be substantial.

INFRASTRUCTURE

Streets

The Major Street Plan identifies developing arterial roads around each quarter

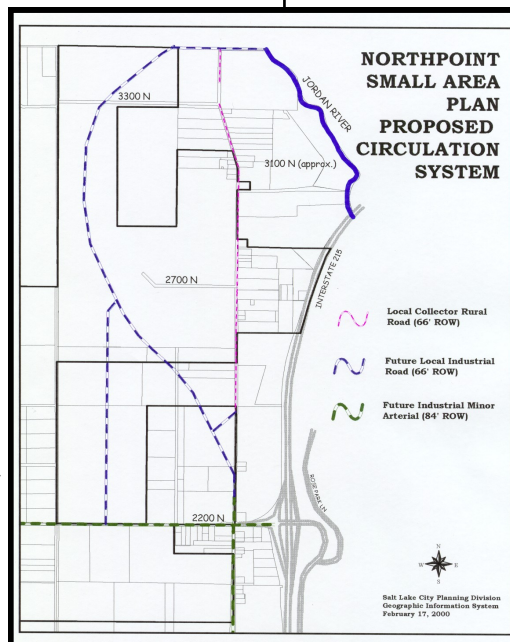
section of the Township and Range "block." Both 2200 West and 2200 North are main arterial roads in the Northpoint area and 2200 West is one of the few roads which directly connects to Davis County. The Major Street Plan identifies 2200 West and 2200 North as minor arterials with a proposed improved width of 84 feet including two lanes in each direction with a center turn lane. The plan identifies 2200 North to extend from Redwood Road to 4000 West and the City has widened this street between 2200 West and 4000 West. The Plan also identifies 2200 West to extend from North Temple to the north City limits. The City has widened 2200 West between North Temple and 700 North. However, there are no Capitol Improvement Projects pending to widen the road north of 2200 North.

The business park developments that have been approved south of 2200 North have been required to submit bonds for the widening of 2200 West along these developments' frontage. As business park developments are completed, there is concern that those commuters who select an alternative route to I-215 will use 2200 West, north of 2200 North, for their commuting route to and from Davis County. Widening of this portion of 2200 West will encourage more commuter and non-local traffic on this two lane rural road which in turn will decrease the quality of life for the residents in this agricultural area. As commuter traffic and business park development increases, the negative impacts on the agricultural and residential land uses will increase. Therefore, the City should amend the Major Street Plan to identify another route for this Davis County connection road north of

2200 North. This alternative route should be located west of 2200 West to accommodate future business park development. (see proposed map). Once this new road is complete, the City should create a cul-de-sac at the northern end of 2200 West to eliminate through traffic.



New business park development should not negatively impact the agricultural land uses in the area. Access to business park development should be from a future industrial road built to serve the property. Access to business park developments should be prohibited from 2200 West near agricultural/residential land uses. In addition, adequate buffers should be required to mitigate land use conflicts between new business park development and agricultural land uses. These buffers should include a 100 foot landscaped buffer



between business park development and agricultural uses and mitigation of lighting and parking issues. Site review of each development should be required for business park development in Northpoint to ensure negative impacts are mitigated.

Public Utilities

The Northpoint area has limited water service and no sewer services. Development of water and sewer services in this area will require major investments. Storm drainage for the area will be challenging because of the low elevation, flatness of the terrain and the high ground water. Ground water de-watering systems will be needed for construction below the existing surface elevation. Pumping will likely be required for both storm drainage and underdrains systems that would service the area.

Water. There is an existing six-inch culinary water line on 2200 West north of 2200 North and another six-inch water line on 3400 North. However, these lines will not be able to support new growth in the area. Of particular concern are adequate pressure and flow rates for fire protection. There are also operational concerns when long lines have low usage and do not loop back into the distribution system. The Salt Lake City Public Utilities Department recommends a 12 inch looped line for the area. This type and size of line would ensure adequate flow for fire protection and decrease the number of people inconvenienced if the line breaks.

Sewer. Residents in Northpoint rely on septic tanks to provide sewage services. According to the Salt Lake County Health Department, each request is individually analyzed and septic tanks are permitted where the owner has demonstrated compliance with the regulations for septic tanks. However, because of the high water table in the area, allowing additional septic tanks in the Northpoint area is questionable. The Airport recently completed the installation of a sewer line along 2200 North. This line is used for de-icing chemicals. Therefore, other users are not allowed to connect into this sewer line. Future

business park development will need to provide trunk line sewer utilities.

The City's sewer system relies on gravitational flow. Because of the long distances and minimal slopes, pumping will be required. One pumping station costs approximately \$250,000 and several pumping stations may be required to service this area.

Large industrial users would not be allowed to use septic systems and would be required to construct new sewer lines. New residential construction would be required to connect to a sanitary sewer system if the residential use is within 300 feet of a public sewer. Existing residential property owners may want to abandon their septic systems and connect to the new sewer lines. There would be an expense to the owners for this connection.

PUBLIC SAFETY

Due to its remoteness, emergency service providers have concerns with future development in the Northpoint area. Whether development includes agricultural or business park, adequate infrastructure and appropriate design must be ensured prior to approval of any new development. In the future, there may be a need to provide a joint Fire / Police Station to service the Northpoint Area.

Fire

The Salt Lake City Fire Department provides fire protection services to the Northpoint area. The Fire Department has concerns with a lack of water pressure flow as well as response time. The most likely station to respond to an emergency is Fire Station 11, located near the Air National Guard Station at 581 North 2360 West.

Police

The Salt Lake City Police Department responds to public safety calls in the Northpoint area. The distance of the Northpoint area from other developed areas creates a problem for providing adequate police protection. Requiring new uses to be designed in a way to reduce crime could help ensure crime does not increase in the area. Large

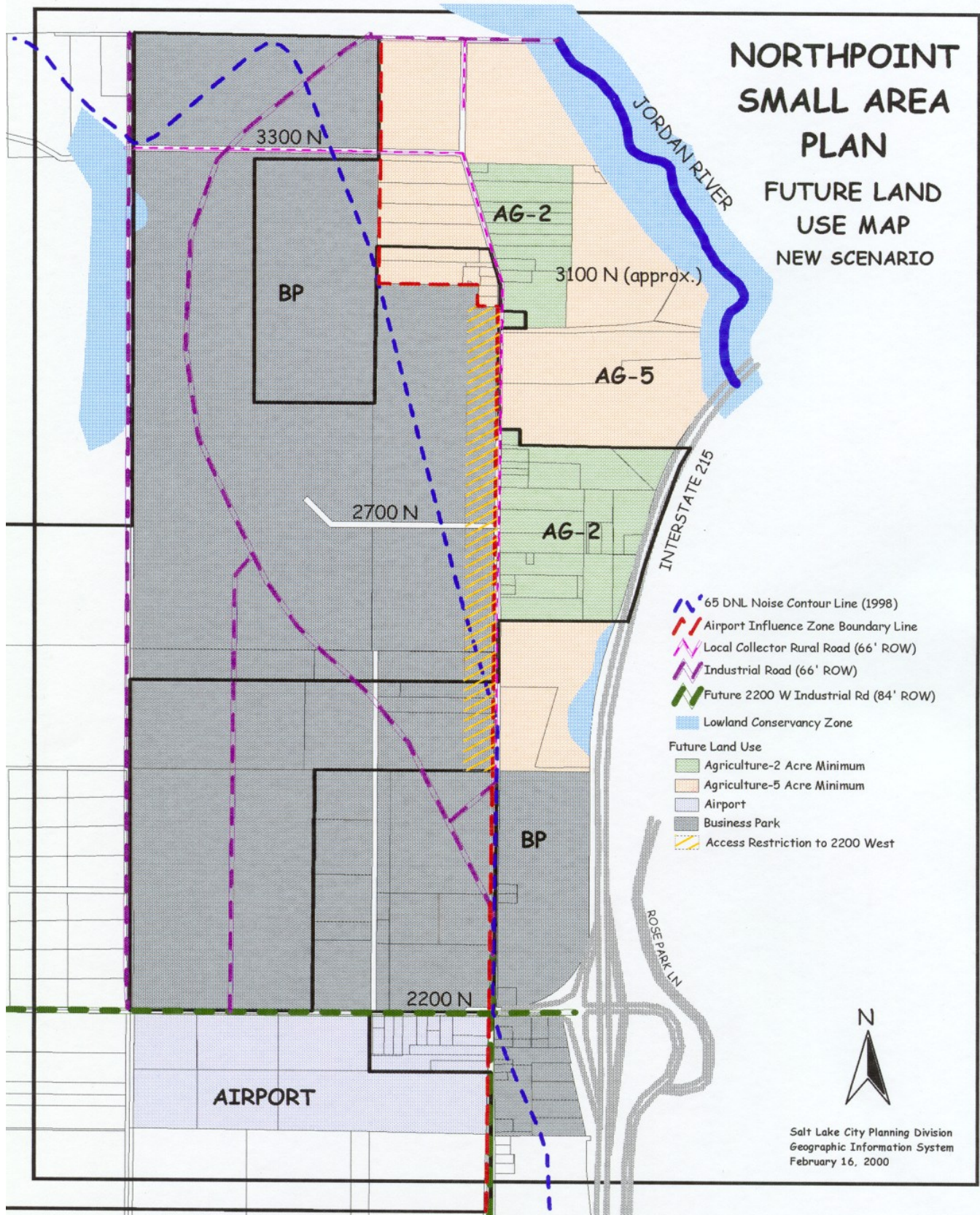
industrial and business parks currently have problems with car prowls because the parking areas are not readily visible from the streets. Requiring developers to incorporate Crime Prevention Through Environmental Design (CPTED) principals in the design of new developments will help prevent crime and make surveillance of the area easier for law enforcement officers. In addition, the Police Department recommends promoting land uses which operate at various hours to provide some natural surveillance around the clock. Private security services could also address the needs in this area for business park development.

As the growth of this area will probably be gradual and predictable, police services would not have to increase all at once. This would allow the Police Department to do the planning and analysis necessary to address the future expansion and growth.



NORTHPOINT SMALL AREA PLAN

FUTURE LAND USE MAP NEW SCENARIO



FUTURE LAND USE PLAN AND RECOMMENDED ZONING

The future land use plan identifies most of the vacant land in the Northpoint area as business park development. It also identifies preserving and enhancing agricultural land uses established along 2200 West north of approximately 2600 North.

Permitting the development of business park uses on most of the land directly north of the Salt Lake City International Airport will protect the Airport from incompatible land uses and will allow for the development of land uses which are dependent on the proximity to the Airport or Interchange. Business park development will be required to provide necessary infrastructure improvements such as roads, water and sewer to serve the new industrial area. Any business park development with frontage on 2200 West should provide a buffer of at least 100 feet from the property line to a structure and at least

50 feet from a parking area and the property line. The buffer should be a minimum of fifty feet, with mature landscaping and a minimum five foot berm to visually screen the business park development from the agricultural land uses. In addition, vehicular access to 2200 West from these business parks should be prohibited. Prohibiting access for business park and industrial traffic onto 2200 West will allow the northern portion of 2200 West to service local and agricultural traffic.

The Future Land Use Plan also identifies agricultural land uses on the west side of 2200 West beginning at approximately 3100 North. Agricultural uses are already allowed in this area. However, shifting the Airport Influence Zone A/B boundary to the west will allow new residential dwellings in this area.

Due to the long range time frame for business park development to occur, agricultural uses, such as grazing, should be allowed to continue and expand on properties which are proposed for future business park development. Therefore, the zoning ordinance should be amended to allow agricultural uses on land zoned Business Park.

Under this future land use plan approximately 442 acres of existing agriculturally zoned land is recommended for business park or airport zoning. The future development pattern of Northpoint will consist of approximately 63% business park or airport uses and 37% agricultural uses.

IMPLEMENTATION

Zoning and annexation are the two main strategies for implementing the Northpoint Small Area Plan. Because of the cost of infrastructure in this area, unless the City Council agrees to allocate money for improving water and sewer infrastructure, these costs will not be met until a large business park development occurs. Since the market will play the major role of when business park development takes place, rezoning the properties now, along with amending sections of the Zoning Ordinance, will ensure the master plan policies are implemented. Promoting annexation into the City will also ensure that the regulations for all properties in the Northpoint area are consistent.

ZONING

Agricultural District

Purpose Statement. One of the main goals of this small area master plan is to ensure the preservation and enhancement of agricultural uses as an appropriate use in the Northpoint area. The

existing purpose statement of the Agricultural zoning district identifies this zone as a “holding zone.” This holding zone status conflicts with the overall goal of preserving and enhancing these agricultural uses. Therefore, the words “*until these lands can be developed for the most appropriate use*” should be eliminated from the zoning ordinance text.

Minimum Lot Size. Agricultural uses are the most appropriate use for the properties zoned agricultural in the Northpoint area. Any new residential use should be accessory to the main agricultural use. Under the existing zoning regulations, single-family dwellings can be developed on lots of 10,000 square feet whereas agricultural uses require five acres. Therefore, the minimum lot size for single-family and small group homes (which are required by law to be allowed anywhere single-family dwellings are allowed) should be increased to be consistent with the minimum lot size for agricultural uses. This provision will remove the implied penalty for agricultural uses and make

it clear that agricultural uses should be the primary use in these zones.

The current minimum lot size for a residential dwelling in an agricultural zone in Salt Lake City is 10,000 square feet. In Salt Lake County the minimum lot size is one acre. Of the existing lots with developed agricultural and residential accessory uses, the vast majority is located on the east side of 2200 West. With the exception of major agricultural uses, the majority of lots are 5 acres or less. In an effort to minimize the number of new residential dwellings in the high Airport noise zone areas, maintain the agricultural development pattern and preserve open space and agricultural areas, the minimum lot size of properties in the Agricultural zoning district should be increased.

Maximum Building Coverage. In an effort to maintain an appropriate distance between residential land uses and the 1998 65 DNL noise contour line, to provide easier access for utilities and emergency services and to maintain a compatible development

character, residential land uses should be developed near streets or rights-of-way. In addition, zoning must establish that the residential land use is secondary to the agricultural use. Therefore, the agricultural zones should have a maximum building coverage for residential uses. This maximum building coverage should not include any non-residential buildings associated with the agricultural use.

Create New Agriculture Zones. Taking into consideration the standard minimum lot size for all uses allowed in the zone (except for public and private utilities which are a conditional use), overall minimum lot sizes of five acres and two acres and the maximum building coverage for residential uses, two new agricultural zoning districts should be created for the Northpoint area. Agricultural properties as shown on the future land use map should be zoned either AG-5 or AG-2.

The agricultural uses on the west side of 2200 West should be a minimum of 5 acres. In addition, any subdivision of existing large agricultural parcels on the east side of 2200 West should also be a minimum of 5 acres. Areas of agricultural/residential uses on the east side of 2200 West which are either in the existing City limits or which have frontage along 2200 West should have a minimum lot size of 2 acres. These new zoning regulations will create nine non-complying lots on the west side of 2200 West (proposed AG-5 zone) and nineteen non-complying lots on the east side of 2200 West (proposed AG-2 zone). These new requirements would non-comply approximately 50% of existing lots. However, under current zoning regulations all lots which were legally existing prior to April 12, 1995 are considered legal complying lots.

Business Park

The existing Business Park zoning regulations limit retail and services to accessory uses when located within the principal building and operated primarily for the convenience of employees. However, with the future increase of employees to the area, these types of services will be more in demand. The proposed text changes allow for stand alone retail and services as part of a

minimum of ten acres planned development business park. This change will allow more flexibility in the size and location of retail and services, while providing a public process to ensure appropriate design and site layout of the project.

Airport Flight Path Protection Overlay District (AFPP)

Airport Influence Zone Map. The current boundary between the Airport Influence Zones A and B is 2200 West. However, the most restrictive of the Noise Exposure Maps (1998) shows the 65 DNL noise contour line west of 2200 West at a point at approximately 2600 North. In an effort to help preserve and enhance the agricultural lifestyle, agricultural land uses (including accessory residential dwellings) should be allowed on both sides of the rural two-lane road. This agricultural land would also provide a buffer between residential and future business park developments further west. To accomplish this the boundary between the Airport Influence Zones A and B should be shifted west of 2200 West at approximately 3100 North and extend north to the end of Influence Zone A. (please see map on page 3.)

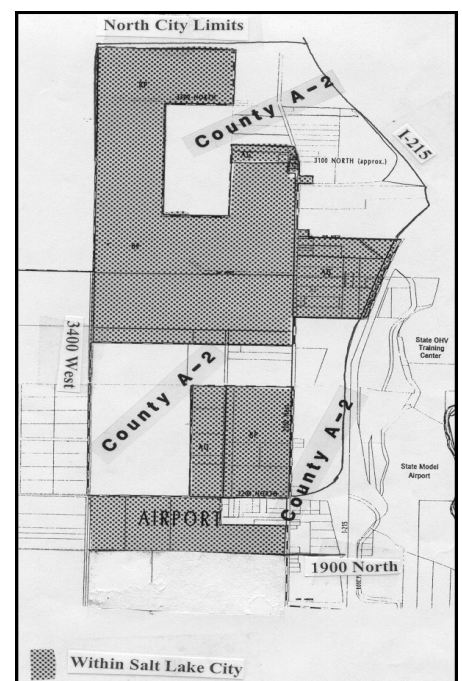
There are currently 12 homes west of 2200 West in the Airport Influence Zone A, north of 2200 North. All were built prior to 1983 when the Airport Influence Zones were adopted. Moving the boundary line to the west and adopting agricultural zoning with a five acre lot minimum on properties west of 2200 West would allow nine new homes to be constructed. Therefore, 21 homes would be the maximum number of homes on the west side of 2200 West.

Amendments to the Northwest Community Zoning Map. The timeframe for development in the Northpoint area is contingent on market trends. Therefore, zoning will be the major tool used to implement the policies of this small area plan. The zoning recommendations as outlined in the Future Land Use Map should be adopted concurrently with the master plan to ensure the policies of the plan are implemented.

ANNEXATION

Approximately 854 acres of property in the Northpoint study area are within the jurisdiction of Salt Lake County. Approximately 412 acres of this property is either vacant or is used for the grazing of livestock. All of the property in the County is zoned Agricultural A-2.

Although Salt Lake County has adopted Airport Flight Path Protection Overlay Zones similar to Salt Lake City's, the agricultural zoning regulations are different than the City's and allow for more intensive agricultural uses. In addition, Salt Lake City provides public safety, sanitation and snow removal to the residents in this area. In an effort to ensure the policies of this small area plan are implemented and to prevent the development of non-compatible land uses, the City should proactively apply for annexation of all properties in the Northpoint area.



ACKNOWLEDGMENTS
NORTHPOINT SMALL AREA PLAN

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