



# SANDY CITY COMMUNITY DEVELOPMENT

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## Staff Report Memorandum December 4, 2025

To: Planning Commission  
From: Community Development Department  
Subject: Middle Mile Infrastructure Preliminary Site Plan Review & Conditional  
Use Permit - Public Utility Station  
10935 S. 700 E.  
[Community #12]

SPR08072025-007014  
CUP08052025-007012  
SD(PO-Silver Sage) Zone  
0.24 Acres, 2 Fiber Optic  
Booster Station Bldgs.

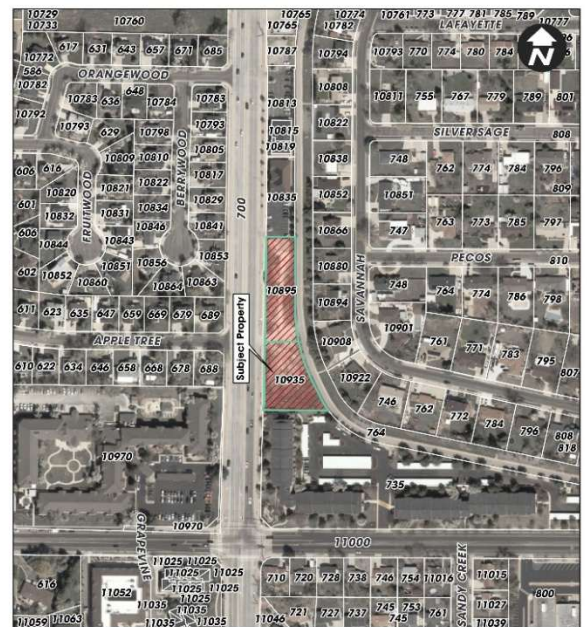
**Public Meeting Notice:** This item has been noticed to property owners within 500 feet of the subject area, on public websites, at public locations, and a sign posted on site.

### Request

The applicants, Christina Lewis of AE-COM is representing Middle Mile Infrastructure, and Scott Bunnell of Navigate Private Wealth, LLC (owner of the property), are requesting preliminary commercial site plan review and a conditional use permit for a public utility station for a fiber optic booster station on the property located at 10935 S. 700 E. The site is proposed as a public utility station installation for fiber optic infrastructure support, through a conditional use permit in the SD (PO-Silver Sage) zoning district. (Please see the attached Exhibit "A", applicant's safety letters and Exhibit "B", site plan set).

### Background

The property is part of a Special Development Zone known as SD(PO-Silver Sage), which has been applied to these narrow parcels along this portion 700 East. The subject property consists of two subdivided commercial lots that have been vacant and never developed. The abandoned Sandy Irrigation Canal abuts the property on the east and has now been converted to a public use trail. Sandy City owns this property. To the east of the canal trail are single-family homes zoned R-1-8. To the north of the property are two medical office buildings also zoned SD(PO-Silver Sage). To the south of this property is age-restricted multi-family housing complex zoned SD(H). West, across 700 E. are more single-family homes zoned R-1-8.



10895 S 700 E  
10935 S 700 E  
SPR07232025-007003  
SUB08252025-007024  
SPR08072025-007014  
CUP08052025-007012

## Property Case History

SUB 98-12	Silver Sage Business Park Subdivision, 5 lots, 12.7 Acres. Final Approval 6-20-2000.
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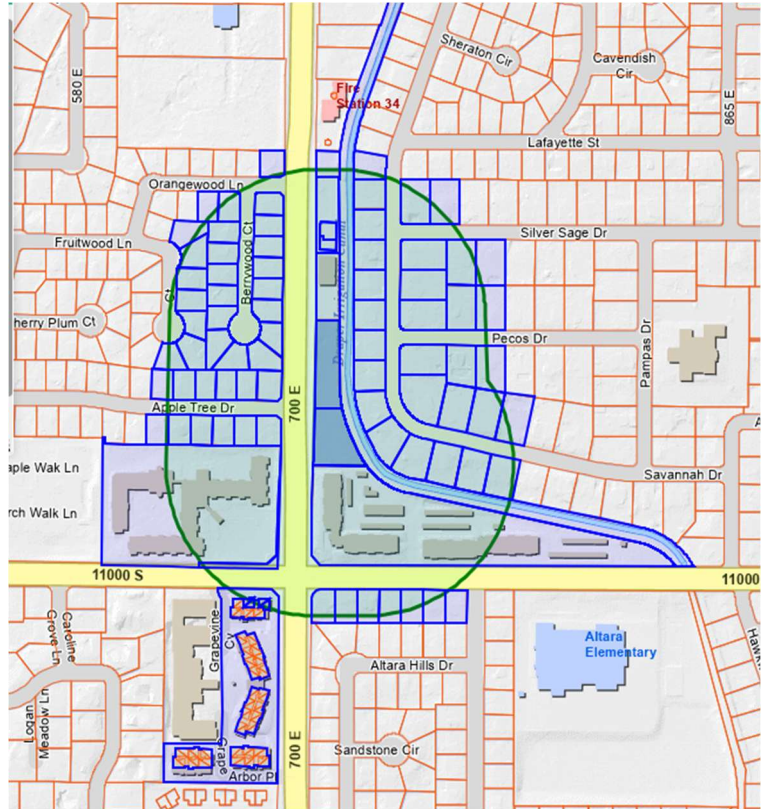
### Public Notice and Outreach

Notices of this public meeting were mailed to property owners within 500 feet of the building site property. This item has been posted on required public notice websites as well as notice posting in required public places as required for commercial site plan review by the planning commission. A sign was also posted on the site with the notice information.

### Neighborhood Meeting

A virtual neighborhood meeting was held on this item on Wednesday, October 1, 2025. Two abutting residents participated in the meeting. After the staff presented the proposed projects to the participants and showed the initial plans, the questions and concerns raised centered on the following issues relative to the Public Utility Station use only:

1. Potential health and safety issues from the electrical equipment and possible chemical or flammable liquids that might be contained in the equipment huts.
2. That this location does not have a highway noise barrier wall installed at the back of the sidewalk, which exists where the single-family homes rear on the street and the resultant noise from the 700 E. St. traffic penetrates the neighbor's back yards and homes.



### Analysis

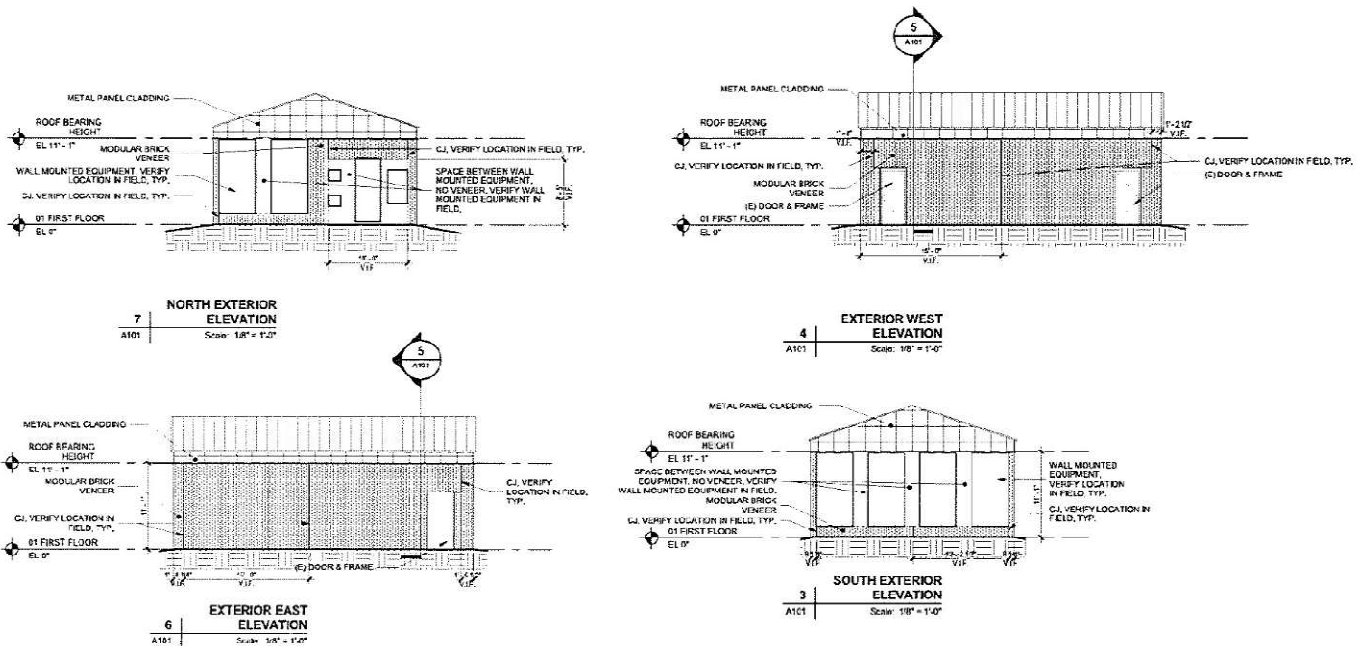
The subject property has existed as a subdivided and vacant property since 2000. The street frontage along 700 E. St., a UDOT arterial street, was previously improved with curb, gutter, hard surfaced park strip, and an 8-foot-wide sidewalk and pre-located driveway approaches, intended to be shared between the various lots. The related Silver Sage Business Park site plan and subdivision amendment applications are creating a long-term lease site for the proposed Middle Mile Infrastructure's public utility station (see related staff report SPR07232025-007003 & SUB08252025-007024). This office site plan includes the landscape area surrounding the Middle Mile lease site, so that the Navigate site development installs and maintains the landscaping area surrounding the public utility site as a buffer, as the landlord to the utility lease area.

To understand the relationship of the new office building and site (Navigate Private Wealth, LLC.) and the long-term lease to the Middle Mile Infrastructure site, staff has used the illustration of a donut and a donut hole. Silver Sage Business Park II office's site plan includes its proposed building and parking lots and the proposed landscaped buffer area (the donut) surrounding the long-term lease site for the middle mile infrastructure's public Utility Station site (the donut hole). This staff report is limited to the Middle Mile Infrastructure's site plan and the conditional use permit for the public utility station.





Building Setbacks. All other building setbacks are being met or exceeded.



Building Architectural Design, Materials and Colors. The proposed “equipment huts” are prefabricated concrete boxes which will be moved to the site and placed upon at grade concrete slabs. The emergency generators will be self-contained and placed upon concrete slabs and connected underground to the natural gas main located in the street. In order to meet the zoning requirements and the architectural design requirements, the huts will be modified on site with a brick veneer and the addition of a pitched roof truss system, added to the top of the huts to attain compliance and to help blend the site buildings with the residential neighborhoods.

Site Fencing and Buffering In working with planning staff during the past months, the security fencing originally proposed has been modified at staff suggestion to help address the street noise transmission issue identified during the neighborhood meeting. An eight-foot-high masonry fence is proposed for the northeast, east and south sides of the utility site. This will provide both security for the station and help block noise from the site and the street from penetrating deep into the residential neighborhood. On the northwest side of the lease compound will be an eight-foot tall wrought-iron type fence with masonry columns. The tops of the fence shafts will be curved and pointed to increase security but still allow viewing of the compound to allow for natural observation. Additional trees will be planted between the sidewalk and the leased area compound to help buffer the utility site and buildings from street view and help with noise transmission reduction. Please see the development plans for details on the proposed fencing.

Safety Concerns. The second issue of concern from the neighborhood meeting was concern about the possible health and safety impacts of the utility station operations. Specifically, there was concerns based upon the nature of the electronic and electrical equipment, electric power levels, batteries, and any chemicals or compounds that might be located within the proposed “equipment huts” on the lease site. To address those concerns, the applicant provided two letters to address the regulations and safety standards that have been put in place for this type of operation on a national level. (Please see attached Exhibit A for a detailed response to these concerns). In summary, these types of operations are safe and are regulated on a national level and have industry standards that must be met.

City Department Reviews. All reviewing city departments and divisions recommend approval of the preliminary site plan, subject to the normal refinement and revisions during final site plan review with staff.

#### Conditional Use Permit Review

A Public Utility Station is a conditional use with footnote 14 in all zoning districts in Sandy City. Any site plan review approval is contingent upon the approval of a conditional use permit analysis and determination. The following is the staff analysis of this public utility station application.

#### Conditional Use Standards

The City may impose conditions on a conditional use, based on certain standards of review found in section 21-33-04 of Sandy City Land Development Code. The following items from that list are applicable to this request and merit discussion or additional consideration by the Planning Commission (staff analysis is found below each standard, shown in *italics*):

#### **Sec. 21-33-4. Conditions.**

In order to achieve compliance with the standards set forth herein, the City may impose conditions that address:

- (1) Size, configuration and location of the site and the proposed site plan layout.

*The proposed long-term lease site is adequate for the proposed use. Site landscape buffering is provided surrounding this utility site.*

- (2) Proposed site ingress and egress to existing and proposed roads and streets.

*Site access is via an easement across the ownership's property and will be adequate for initial construction and continued maintenance of the site.*

- (3) The adequacy, provision, relocation, or protection of public facilities and amenities, including roads and streets, culinary water, secondary water, sanitary sewer, storm drainage, public safety and fire protections, and other utilities.

*This standard does not apply. All utilities are present in the abutting street.*

- (4) Design, location and amount of off-street parking, loading areas and solid waste disposal and collection areas.

*This standard is not applicable. There is no water or sewer connection, or needs on site.*

- (5) Site circulation patterns for vehicular, pedestrian and other traffic.

*This standard does not apply.*

- (6) Mass, size, number, location, design, exterior features, materials, and colors of buildings, structures and other facilities.

*The equipment huts will meet the design materials and colors required by the sandy architectural design requirements and the design requirements of the SD zoning district and the footnote # 14, requirements in the land use matrix table.*

- (7) The location and design of all site features, including proposed signage, lighting, and refuse collection.

*This standard does not apply.*

- (8) The provision of useable open space, public features, and recreational amenities.

*This standard does not apply.*

- (9) Fencing, screening and landscape treatments, and other features designed to increase the attractiveness and safety of the site and protect adjoining property owners from noise, visual, and other impacts.

*This project fully complies with site improvements designed to decrease any negative impacts to the surrounding neighbors.*

- (10) Measures directed at minimizing or eliminating possible nuisance factors, including, but not limited to, noise, vibrations, smoke, dust, dirt, debris, plant materials, odors, gases, noxious matter, heat, glare, electromagnetic disturbances, and radiation.

*This proposed development will not include any nuisance factors listed above except light, minimal noise and minimal electromagnetic disturbances or radiation. The proposed wall and the concrete hut design will minimize noise from this site operation. Any noise will be much less than the existing street traffic noise levels. Light levels will be sufficient for the safety of the site, but directed downward and at zero on the residential property lines.*

- (11) Measures designed to protect the natural features of the site, including wetlands and drainage ways, ground water protection, soils, wildlife, and plant life.

*This standard does not apply.*

- (12) The regulation of operating hours for activities affecting normal schedules and functions.

*This standard does not apply. Scheduled maintenance visits will be during normal business hours. Emergency generators will be automatically triggered and will only continue during an electric power grid failure.*

- (13) Identifying a time for regular review and monitoring, as determined necessary, to ensure the use continues to operate in compliance with all conditions and requirements of approval.

*All conditional use permits are reviewable by the City planning commission upon inspection or complaint and additional mitigating measures can be imposed upon the use.*

- (14) Measures to assure compliance with all conditions and requirements of approval, including, but not limited to, bonds, letters of credit, improvement agreements, agreements to conditions, road maintenance funds, and restrictive covenants.

*City requirements will be bonded and subject to inspection for completion before occupancy.*

- (15) Such other conditions determined reasonable and necessary by the City to allow the operation of the proposed conditional use, at the proposed location in compliance with the requirements of this title.

*None identified at this time.*

### **Staff Concerns**

The staff does not have any further concerns with this site plan or the operations proposed under a conditional use permit.

### **Staff Recommendation**

#### **Motion #1, Site Plan Review**

Staff recommends that the Planning Commission approve the proposed Middle Mile Infrastructure preliminary site plan review, located at 10935 S. 700 E., as described in this staff report and based on the following findings and subject to the following conditions:

#### **Findings:**

1. Approval of this site plan will help put this vacant site to valuable use at this location and complete the development along 700 E. St.
2. The site plan meets or will meet all applicable city ordinances and requirement for site plan review in this SD zoning district.
3. This booster utility is needed as various telecommunications systems continue to increase in speed and customers.

**Conditions:**

1. That the development will comply with all Building & Safety, Fire and Life Safety Codes applicable to this type of use.
2. That the developer proceeds through the final site plan review process with staff. The final site plan shall be in compliance with all Development Code requirements, staff red lines, and those modifications as accepted by the Planning Commission.
3. That the developer be responsible to meet all provisions of the SD (PO-Silver Sage) zoning district.
4. That the requirements and conditions of the various city departments and divisions be met and details finalized during the final site plan review process with staff.
5. That all future signage be reviewed and approved under a separate permit application and the existing or amended sign theme approval for the project area and be in conformance with city code.

**Motion #2, Conditional Use Permit**

Staff recommends that the Planning Commission approve a conditional use permit for a public utility station for a fiber optic booster station as described in the staff report for the property located at 10935 S. 700 E., based on the following findings and subject to the following conditions:

**Findings:**

1. This public utility station for a fiber optic network booster station is needed along this telecommunication infrastructure main line of existing 700 E. St.
2. This public utility station will be well buffered from the street and the abutting trail and the residential neighbors.
3. This long-term lease site will complement the irregular shaped lot and use excess lot space that is not needed for the new business office use.

**Conditions:**

1. That the fencing as shown in the application materials be installed to provide adequate mitigation of sound and security for this site.
2. Full site development of the related Silver Sage Business Park site plan be installed as proposed by the lease site owner (Navigate).
3. Site and safety completion inspection by the necessary city staff, before operations can begin.

Planner:



Douglas L. Wheelwright  
Development Services Manager

File Name: S:\USERS\PLN\STAFFRPT\SPR08052025-007012\cup08052025-007012

## Exhibit “A”

Middle Mile Infrastructure (MMI) understands that safety and transparency are important to everyone in the community, and we appreciate the opportunity to provide more information.

This facility is held to the same building and fire safety codes as any other structure in the City of Sandy. There are no special exemptions or separate standards—it must meet all local requirements just like any other facility.

Before any construction or operation can begin, the building must be reviewed and approved by the appropriate city departments, including fire safety officials. It has been confirmed that the building meets all applicable codes. If there are specific questions about fire safety, the **City Fire Marshal’s office** is the best resource, as they oversee and enforce these standards.

**Regulatory Oversight and Safety Standards**

All construction and operations must comply with:

- **Sandy City Building & Safety Division** requirements
- **International Building Code (IBC)** is a model code that provides minimum requirements for building systems to ensure public health, safety, and welfare. Inline fiber huts must comply with IBC provisions related to structural integrity, occupancy classification, fire resistance, and accessibility.
- **Sandy City Fire Code**, which adopts the **International Fire Code (IFC)** with local amendments
- National fire codes (NFPA 70 and NFPA 90A) and applicable state/local building codes.
- **Utah State Construction and Fire Codes Act (Title 15A)**
- **National Electrical Code (NEC)**, published by the National Fire Protection Association (NFPA), provides detailed requirements for the installation of fiber optic cables and related equipment. Article 770 of the NEC specifically addresses optical fiber cables, including fire resistance ratings, conduit use, and protection from physical damage. Installations must conform to NEC standards to ensure safety and reliability.

The **Sandy City Fire Marshal’s Office** is responsible for fire safety inspections and enforcement.

To clarify, the building **does not store hazardous chemicals**. It houses **backup batteries** designed to provide power during outages. These systems are commonly used in commercial and public infrastructure and are installed under strict safety protocols.



Exhibit "B"

