



# SANDY CITY COMMUNITY DEVELOPMENT

JAMES SORENSEN  
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## Staff Report Memorandum July 17, 2025

To: Planning Commission  
From: Community Development Department  
Subject: EmpoweringU Rezone  
11339 S. 700 E.  
[Community #13, Alta High]

REZ05192025-006970  
CvC to PO Zone  
2.1 Acres

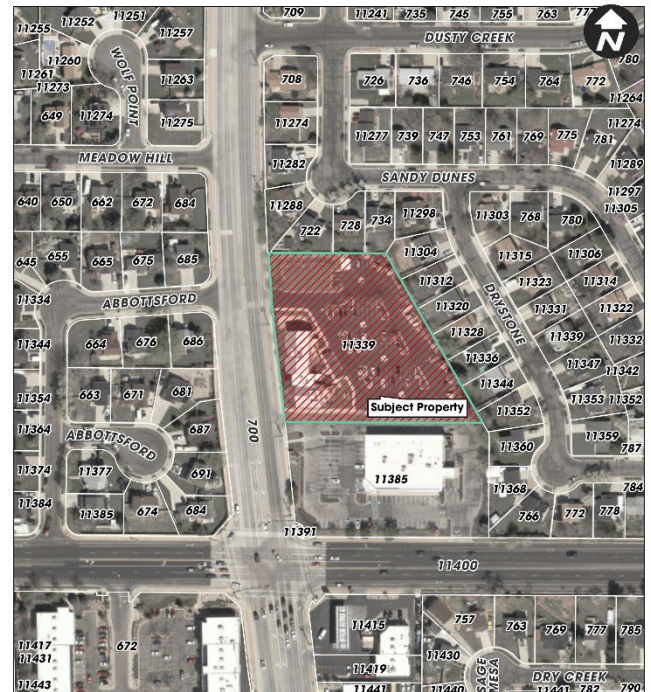
**Public Hearing Notice:** This item has been noticed to property owners within 500 feet of the subject area, on public websites, at public locations, and a sign posted on site.

### Request

Winslow Burton, on behalf of Empowering U (applicant), is requesting a change of zone district on property located at 11339 S. 700 E. The request is to rezone the property from the CvC (Planned Center-Convenience District) Zone to the PO (Professional Office District) Zone (see Exhibit “A” for Application Materials).

### Background

The subject property, addressed as 11339 S. 700 E., is approximately 2.1 acres in area. The property includes an existing building that was developed as a commercial school. The applicant is not pursuing any site or building improvements associated with the rezone application. The applicant intends to lease a portion of the building for “an adult day program for developmentally disabled adults.” The City’s Land Use Matrix lists “Day care, adult” as a conditional use in the PO Zone. It is not an allowed land use in the CvC Zone.



EmpoweringU Rezone  
11339 S 700 E  
REZ05192025-006970

Sandy City, UT  
Community Development Department

Property Case History	
Case Number	Case Summary
S98-41	Sandy Rite-Aid Subdivision (2/9/1999)
SPR 06-21	Francois D. Hair Design Academy Site Plan

The application is requesting a zone change to the PO Zone (Professional Office District). The zoning designation (and existing land use) of the surrounding properties are as follows (see also Exhibit “C” for an area zoning map):

North: R-1-6 (single-family residential)

East: R-1-6 (single-family residential)

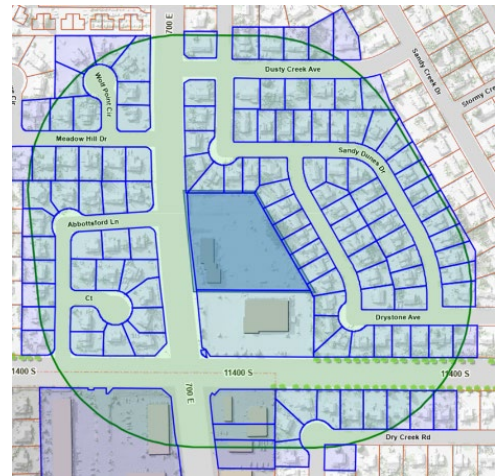
South: CvC (pharmacy)

West: R-1-8 (700 E., single-family residential)

### **Public Notice and Outreach**

This item was noticed to all property owners within 500 feet of the proposal (see Exhibit “B”) and posted to the property (see Exhibit “D”). The city also issued notice of the public hearing for the proposed rezone on public websites, mailed notice to affected entities and posted in three public locations at least 10 days prior to the Planning Commission public hearing in accordance with the Land Development Code Sec. 21-36-1 and the Utah State Code § 10-9a-205.

Staff held a virtual neighborhood meeting via Zoom on June 12, 2025. Residents within 500 feet of the proposed site were notified by mail. Other than staff and the applicant team, four people attended the meeting.



### **Facts and Findings**

- The subject property is located on 700 E., and is adjacent to a pharmacy and a residential neighborhood.
- The zoning designation on the property is currently the Convenience Commercial District (CvC). The application is requesting the Professional Office District (PO). The Development Code states that, for the PO Zone, “Developments adjacent to commercial zones shall act to buffer less dense residential developments or districts.” (Section 21-4-11(12))
- General Plan (Pace of Progress: Sandy City General Plan 2050) analysis:
  - The future land use map designates the subject property as Light Commerce. “Light Commerce (LC) areas are the backbone of Sandy’s local economy, offering small-scale retail and office spaces intended to serve the residents of the surrounding neighborhoods. This type of use enhances the quality of life by providing access to specialized goods, restaurants, and job centers. The proximity of amenities to residents fosters social overlap while conveniently meeting the community’s commercial needs.” (page T23)
  - The subject property is located near the edge of the Crescent View Station Area Plan, however it is not identified as an opportunity area (area of change).
  - Applicable goals, objectives, policies, and recommendations include:
    - Economic Stability
      - Goal: Sandy is an area of opportunity for people at each phase of their lives and careers.

- Objective: Sandy's commercial areas provide opportunities for employment of a variety of types and skill levels.
- Goal: Sandy's economic base continues to provide support and opportunities for community priorities.
- Objective: Sandy's policies and programs foster small businesses and entrepreneurship.

#### Land Use

- Objective: Sandy's Future Land Use Map includes areas for non-residential development to ensure a diverse economic base.
- Policy: Commercial development areas provide opportunities for shopping, civic activities and employment for Sandy's diverse population.
- Policy: Employment, service, and shopping areas are easily accessible from Sandy's existing and new neighborhoods.

### **Conclusions**

- Both the existing zone district and the requested zone district are consistent with General Plan policies and the Future Land Use Map.
- A zone change is a legislative item that requires the Planning Commission to make a recommendation to the City Council, after having held a public hearing, with the City Council making the final decision.

Planner:



Jake Warner  
Long Range Planning Manager

File Name: S:\USERS\PLN\STAFFRPT\2025\REZ05192025-006970 EMPOWERINGU\PLANNING COMMISSION\PC REPORT-EMPU REZONE (7.7.2025).PDF

Exhibit "A"  
Application Materials



SANDY CITY COMMUNITY DEVELOPMENT

**GENERAL DEVELOPMENT APPLICATION**

Revised April 2022

**Project Information**

Name of Proposed Project: EmpoweringU Rezoning Date Submitted: 05/15/2025  
Parcel Tax I.D. Number(s): 28-20-152-028 Address: 11399 S 700 East Ste 150

**Type of Request** (mark all that apply)

<input type="checkbox"/>	Annexation
<input type="checkbox"/>	Code Amendment
<input type="checkbox"/>	Conditional Use Permit
<input type="checkbox"/>	General Plan Amendment
<input checked="" type="checkbox"/>	Rezoning of Property
<input type="checkbox"/>	Sign Review
<input type="checkbox"/>	Site Plan Review

<input type="checkbox"/>	Special Exception
<input type="checkbox"/>	Special Use Permit
<input type="checkbox"/>	Street Vacation / Closure / Street Renaming
<input type="checkbox"/>	Subdivision
<input type="checkbox"/>	Telecommunications
<input type="checkbox"/>	Temporary Use
<input type="checkbox"/>	Other (Please Specify)

Provide a brief summary of the proposed action/request:

Requesting zone change from CVC to  
PO Zone

**Applicant/Project Contact**

By signing this application, you certify that you own the subject property or are authorized to act on behalf of the property owner to make the above referenced land use application(s). You also certify that the application information provided and submitted through the Cityworks Portal constitutes a complete submittal in compliance with Sandy City Code and Administrative Procedures to the best of your knowledge. You do also acknowledge that you have read and consent to the disclosure shown at the bottom of the page.

Signature: Winslow Burton Date: 05/15/2025  
Name: Winslow Burton Company: EmpoweringU

**Property Owner** (if property owner is different than applicant)

By signing this application, you certify that the applicant listed above is authorized to act in your behalf regarding the above referenced land use application.

Signature: Randall Bunnell Date: 5/15/2025  
Name: Randall Bunnell Company: AMTB

**Disclosure:** The Planning Commission typically meets on the first and third Thursdays of the month. Applicants will be notified of changes in meetings and meetings times. The Planning Division will not officially accept a submittal until the conditions and necessary parts of each application procedure are completed.

Records provided to Sandy City are subject to the Utah Government Records Access and Management Act, Utah Code Ann. §63G-2-101 et seq., which may require Sandy City to produce a copy, including in its original form, to any person upon that person's request. Please consult legal counsel prior to submitting or presenting any record (book, letter, document, paper, map, plan, photograph, film, card, tape, recording, electronic data, or other documentary material regardless of physical form or characteristics) to any officer, official, employee, volunteer or agent of Sandy City for any reason including without limitation, in support of an application or for presentation or display in a meeting. Information that is not provided to Sandy City will not be considered when making decisions.

By signing this application, the property owner is allowing Sandy City staff access over and through the property close to the right-of-way to post legal notice requirements and to take photographs and/or drone footage.

10000 Centennial Parkway | Sandy, Utah 84070 | p: 801.568.7250 | f: 801.568.7278 | sandy.utah.gov



Exhibit "A"  
Application Materials (cont.)

Sandy City Planning and Zoning Department  
10000 S Centennial Pkwy  
Sandy, UT 84070

Date: May 13, 2025

Subject: Rezoning Request for 11399 S 700 E STE 150, Sandy, UT 84070 from CC to SD-2

Dear Sandy City Planning and Zoning Commission,

I, Winslow Burton, on behalf of EmpoweringU, am writing to request a rezoning of the property at 11399 S 700 E STE 150, Sandy, UT 84070, from its current Convenience Commercial (CVC) designation to PO Zone, which permits community service operations such as an adult day program for developmentally disabled adults. This proposed use supports Sandy City's commitment to inclusive, community-oriented services while preserving the character of the surrounding area.

EmpoweringU's adult day program will offer vital care, socialization, and skill-development opportunities for developmentally disabled adults, promoting their independence and community integration. The property's location is ideally suited for this purpose due to its accessibility, proximity to public transit and amenities, and compatibility with the surrounding commercial and service-oriented environment. Existing infrastructure at the site supports safe and efficient operations, including designated areas for drop-off and pick-up.

The program will have negligible traffic impact. EmpoweringU staff will transport clients in dedicated vehicles, with only one daily pick-up and one daily drop-off, eliminating client-driven trips and minimizing parking demands. This single round trip ensures minimal disruption to traffic flow in the Commercial Corridor, preserving the area's functionality.

This initiative aligns with Sandy City's values of diversity, accessibility, and community well-being. By providing a safe, engaging environment, EmpoweringU will empower developmentally disabled adults to thrive, fostering inclusivity and enriching the community. The service addresses a growing need in Sandy, complementing existing community resources.

I respectfully urge the Planning and Zoning Commission to approve this rezoning request to enable EmpoweringU to operate this valuable service at 11399 S 700 E STE 150. I am eager to provide additional details, participate in public hearings, or collaborate to address any concerns. Thank you for your consideration and commitment to Sandy City's vibrant future.

Sincerely,  
Winslow Burton  
EmpoweringU  
5397 W Moorfield Dr., Herriman, UT 84096  
801-891-8305 | wburton29q@gmail.com

Exhibit "A"  
Application Materials (cont.)

## Concept Plan for Rezoning Request

**Property:** 11399 S 700 E STE 150, Sandy, UT 84070

**Applicant:** Winslow Burton, EmpoweringU

**Date:** May 13, 2025

**Request:** Rezone from Convenience Commercial (CVC) to Professional Office (PO)

### 1. Project Overview

EmpoweringU proposes to rezone the property at 11399 S 700 E STE 150, Sandy, UT 84070, from Convenience Commercial (CVC) to Professional Office (PO) to operate an adult day program for developmentally disabled adults. The program will provide care, socialization, and skill-development opportunities, promoting independence and community integration for its clients. This use aligns with the PO zoning designation, which permits professional and community service operations, and supports Sandy City's goals of inclusivity, accessibility, and community well-being as outlined in the forthcoming Sandy Pace of Progress General Plan.

The program will operate within the existing building at the site, requiring no structural modifications. It will serve a small group of clients, with staff-managed transportation ensuring minimal traffic impact. The property's location in a commercial corridor provides excellent accessibility via public transit and proximity to amenities, making it ideal for this community-oriented service.

### 2. Site Description and Layout

**Location:** The property is located at 11399 S 700 E STE 150, within a commercial office building in Sandy City's commercial corridor. The site is surrounded by commercial and service-oriented businesses, with residential areas nearby.

**Existing Conditions:**

- The property is a leased suite of 2,750 square feet within a multi-tenant commercial building.
- The building includes existing parking facilities, pedestrian walkways, and vehicular access points from 700 East.
- The site is fully developed with utilities (water, sewer, electricity) and stormwater management in place.
- A designated drop-off and pick-up zone already exists in the parking lot near the suite's entrance.

**Proposed Layout:**

## Exhibit "A"

### Application Materials (cont.)

- **Interior Use:** The 2,750-square-foot suite is already configured for the adult day program, with activity rooms, a lounge area, restrooms, and staff offices. The layout complies with accessibility standards (ADA) for developmentally disabled adults.
- **Exterior Use:**
  - The existing designated drop-off and pick-up zone in the parking lot, located near the suite's entrance, will be utilized for safe client transfers, occupying 2-3 parking spaces.
  - Existing pedestrian walkways will provide safe access from the drop-off and pick-up zone to the suite.
  - No additional parking is required, as clients will not drive, and staff parking needs are minimal (estimated 3-5 spaces for staff).
- **Landscaping and Signage:** Existing landscaping will be maintained. A small sign identifying "EmpoweringU Adult Day Program" will be placed at the suite entrance, complying with Sandy City's signage regulations.

#### Conceptual Site Layout Description:

The site layout leverages the existing commercial building's infrastructure. The designated drop-off and pick-up zone is located in the parking lot directly adjacent to the suite's entrance on the east side of the building, accessible via the primary driveway from 700 East. The zone is marked with signage and striping to ensure safety and visibility. Pedestrian walkways connect the drop-off and pick-up zone to the suite, with no modifications to existing pavement or landscaping required.

### 3. Proposed Land Use

#### Use Description:

The adult day program will provide daytime care, socialization, and skill-development activities for developmentally disabled adults. Services include:

- Social and recreational activities (e.g., arts, music, games).
- Life skills training (e.g., communication, self-care).
- Health monitoring and support by trained staff.

#### Operational Details:

- **Hours:** Monday–Friday, 9:00 AM–3:00 PM.
- **Capacity:** Approximately 10–15 clients daily, supported by 3–5 staff members.
- **Transportation:** EmpoweringU staff will transport clients in dedicated vehicles, with one daily pick-up (8:00–9:00 AM) and one daily drop-off (3:00–4:00 PM) per client. Clients will not drive, eliminating client-related parking demand.
- **Compliance with PO Zoning:** The PO zoning designation permits professional and community service operations, including adult day programs. The proposed use meets all PO standards, including low-impact operations and compatibility with surrounding commercial uses.

Exhibit "A"  
Application Materials (cont.)

## 4. Infrastructure and Access

### Existing Infrastructure:

- The property is served by existing utilities (water, sewer, electricity) and stormwater management systems, requiring no upgrades.
- The commercial building includes a well-maintained parking lot with sufficient spaces for staff and visitors (shared with other tenants).
- The site is accessible via 700 East, a major arterial road, with signalized intersections ensuring safe ingress and egress.

### Access Details:

- **Vehicular Access:** EmpoweringU vehicles will enter and exit via the existing driveway on 700 East, utilizing the designated drop-off and pick-up zone. The single daily round trip (pick-up and drop-off) ensures negligible traffic impact.
- **Pedestrian Access:** Clients will use existing walkways from the drop-off and pick-up zone to the suite, which are ADA-compliant and well-lit.
- **Public Transit:** The property is near UTA bus stops on 700 East, enhancing accessibility for staff and visitors.

## 5. Community and Environmental Impact

### Community Benefits:

- **Inclusivity:** The program promotes independence and community integration for developmentally disabled adults, aligning with Sandy City's values of diversity and accessibility.
- **Service Gap:** The adult day program addresses a growing need in Sandy for specialized services, complementing existing community resources.
- **Economic Contribution:** The program creates jobs for staff and supports local businesses through staff and visitor patronage.

### Compatibility with Surrounding Area:

- The property is located in a commercial corridor with office, retail, and service uses, making the low-impact adult day program highly compatible.
- The program's operations are contained within the suite, with no noise generation, ensuring no disruption to nearby businesses or residences.

### Environmental Impact:

- No modifications to the site's landscaping, drainage, or natural features are proposed.
- The minimal vehicle trips reduce emissions compared to typical commercial uses.



Exhibit "A"  
Application Materials (cont.)

- The program complies with Sandy City's sustainability goals by leveraging existing infrastructure efficiently.

## 6. Alignment with Sandy City Goals

The proposed rezoning and adult day program align with Sandy City's planning objectives, as outlined in the Sandy Pace of Progress General Plan (in development, expected 2024):

- **Community Well-Being:** The program fosters inclusivity and supports vulnerable populations, enhancing quality of life.
- **Economic Development:** By addressing a service gap, the program contributes to a diverse, resilient local economy.
- **Sustainability:** The low-impact use minimizes environmental and traffic impacts, supporting sustainable growth.
- **Zoning Compatibility:** The PO designation is designed for professional and community service operations, making it the appropriate zoning for this use, unlike the CVC zone, which prioritizes retail and convenience commercial uses.

## 7. Conclusion

EmpoweringU respectfully requests the rezoning of 11399 S 700 E STE 150 from CVC to PO to enable the operation of an adult day program for developmentally disabled adults. This Concept Plan demonstrates the project's minimal impact, compatibility with the surrounding area, and alignment with Sandy City's commitment to inclusivity and community well-being. We are committed to working with the Planning and Zoning Commission, staff, and community to address any concerns and ensure a successful outcome.

**Contact Information:**

Winslow Burton, EmpoweringU  
5397 W Moorfield Dr., Herriman, UT 84096  
801-891-8305 | wburton29q@gmail.com

## Exhibit "B"

### Planning Commission Notice



## SANDY CITY COMMUNITY DEVELOPMENT

JAMES SORENSEN  
COMMUNITY DEVELOPMENT  
DIRECTOR

MONICA ZOLTANSKI  
MAYOR

SHANE E. PACE  
CHIEF ADMINISTRATIVE  
OFFICER

### Notice of Public Hearing

NOTICE IS HEREBY GIVEN that on **July 17, 2025** at approximately **6:15 p.m.**, the **Sandy City Planning Commission** will hold a public hearing regarding a rezone application submitted by Winslow Burton on behalf of Empowering U for property located at approximately 11339 S. 700 E. The request is to rezone approximately 2.1 acres from the CvC (Planned Center-Convenience) Zone to the PO (Professional Office) Zone. The applicant is seeking to lease a portion of the building for a land use ("Day care, adult") that is allowed in the PO Zone, but is not permitted in the CvC Zone. All application materials and a full staff report for this item can be found at <https://sandyutah.legistar.com> when the agenda is published (typically the Friday preceding the meeting date).

This Planning Commission meeting will be conducted both in-person (in the Sandy City Council Chambers at City Hall, 10000 S. Centennial Pkwy.), and via Zoom Webinar (see details below). Interested parties may attend and participate in the meeting either in-person or by accessing the meeting using the Zoom webinar link below. Attendees wishing to comment who are participating virtually must have a microphone connected to their device (smartphone, laptop, desktop, etc.), otherwise you'll only be able to view the proceedings. A listen-only option is also available by telephone using the phone numbers provided below.

This notice is being sent to known property owners within 500 feet of this proposal. Please forward this information on to others who may be interested. Interested parties may provide comments prior to the meeting (no later than 3 p.m.) to Jake Warner, **Long Range Planning Manager**, at 801-568-7262 or by email at: [jwarner@sandy.utah.gov](mailto:jwarner@sandy.utah.gov).

#### How to join Zoom Webinar General Instructions:

- Join on via laptop, desktop or mobile device
- Go to [www.zoom.us](https://www.zoom.us)
- Click 'join a meeting', in the top right-hand corner
- Enter Meeting ID: 843 1653 0993 and click "Join."
- Enter Meeting Password: 533391
- A download should start automatically in a few seconds. If not, click "download here."
- Open download, meeting should begin at 6:15 p.m.
- To make a comment: Select "Participants" in the lower center of the screen. In the Participant Window, select "Raise A Hand" at the lower left to indicate that you would like to make a comment.

#### You can also join directly through this URL:

<https://us02web.zoom.us/j/84316530993>

#### Or join by phone (choose based on your current location):

US: +1 669 900 6833 or +1 719 359 4580 or +1 253 205 0468

Webinar ID: 843 1653 0993

Or find your local number: <https://us02web.zoom.us/j/kcTunDFAhk>



10000 Centennial Parkway | Sandy, Utah 84070 | p: 801.568.7250 | f: 801.568.7278 | [sandy.utah.gov](https://sandy.utah.gov)





Exhibit "D"  
Neighborhood Meeting Summary



## SANDY CITY COMMUNITY DEVELOPMENT

JAMES SORENSEN COMMUNITY  
DEVELOPMENT DIRECTOR

MONICA ZOLTANSKI  
MAYOR

SHANE E. PACE  
CHIEF ADMINISTRATIVE OFFICER

### Neighborhood Meeting Summary

**Date:** 6/12/2025

**Project Name:** EmpoweringU Rezone

**Applicant:** Winslow Burton (EmpoweringU)

**Location:** Zoom Webinar

**Number of Attendees:** 4

**Number of Invitees:** 123

**Project Description:**

The application proposes to rezone one parcel with an existing office building, approximately 2.1 acres, located at approximately 11339 S. 700 E. from the CvC Zone to the PO Zone. The applicant intends to lease space in the existing building to an adult daycare program.

**Summary of Attendee Comments:**

Other than Planning staff and the project team, four people attended. Attendees asked questions and commented on the operation and nature of the intended adult daycare program. Attendees expressed interest in involving the community in support of individuals in the potential program.



Exhibit "E"  
Posted Sign Picture

