

PLANNING COMMISSION STAFF REPORT



Planning and Zoning Division
Department of Community &
Economic Development

Central City Recreation Center Zoning Amendment
Petition PLNPCM2008-00347
615 South 300 East
Hearing date: December 10, 2008

Applicant:

Salt Lake County

Staff:

Casey Stewart 535-6260
casey.stewart@slcgov.com

Tax ID:

16-06-386-001

Current Zone:

PL (Public Lands)
RMF-35 (Moderate Density Multi-Family Residential)

Master Plan Designation:

Central Community Master Plan:
Institutional

Council District:

District 4 – Luke Garrott

Lot size: ≈ 2.52 acres

Current Use:

Central City Recreation Center

Applicable Land Use Regulations:

- 21A.32.070 PL District
- 21A.50 Amendments
- 21A.02.040 - Effect Of Adopted Master Plans Or General Plans

Notification

- Notice mailed November 25, 2008
- Sign posted November 25, 2008
- Posted to Planning Dept and Utah State Public Meeting websites December 4, 2008.

Attachments:

- A. Future Land Use Map
- B. Photographs
- C. Applicant's parking proposal

Request

Lana Bryner, representing Salt Lake County, is requesting approval to amend the zoning of a portion of the property located at 615 South 300 East from RMF-35 (Moderate Density Multi-Family Residential) to PL (Public Lands) to match the rest of the property. The requested amendment would allow an expansion to the existing parking lot along the east property line.

The Future Land Use Map in the Central Community Master Plan identifies the property as "Institutional". The requested amendment would not require an amendment to the existing master plan.

Petitions to amend the zoning map of the City require review by the Salt Lake City Planning Commission in a public hearing. Upon review, the Planning Commission will forward a recommendation to the Salt Lake City Council. The City Council is the final decision making authority for amendments to the Zoning Map.

Staff opinion

Based on the findings listed in the staff report, it is the Planning staff's opinion that the proposal adequately meets the applicable standards and therefore recommends the Planning Commission transmit a positive recommendation to the City Council.

VICINITY MAP

615 South 300 East



Background

Project Description

The subject property located at 615 South 300 East, is owned by Salt Lake County and houses the Central City Recreation Center and an outdoor swimming pool that has not been used since 1998. The parcel is split by a zoning boundary between PL (Public Lands) and RMF-35 (Moderate Density Multi-Family Residential) zoning districts. The zoning boundary separates the building and parking lot on the west from the outdoor swimming pool and parking lot on the east. The building and west parking lot are zoned PL; the swimming pool and east parking lot are zoned RMF-35. The remainder of the properties toward the east along 600 South are zoned RMF-35.

The existing building was constructed about 1968 and has been used as a community center since then. According to the draft zoning maps used in preparation for the 1995 Zoning Ordinance, this entire parcel was to be zoned PL (Public Lands). An RMF-35 district was to be just east of this. In the end, according to recollection of current employees who were involved in the creation of the 1995 Zoning Ordinance, the zoning boundary line was drawn through the County's property, not along the property boundary as it was intended. Since then the City had intended to correct that error however it has not occurred yet. In preparation for expanding the east parking lot, the County has requested the zoning amendment so the entire property is subject to only one zoning district, not two.

Vehicles access the existing parking areas from 300 East or 600 South. Existing parking lots provide parking stalls for up to 35 vehicles. The County seeks to add more parking area to the east parking lot, bringing the total on site parking stalls to 49. Based on the uses currently operating on the site, the total number of required parking stalls is 74. The proposal increases the total parking stalls, which will bring the parking closer to compliance, but does not yet meet the City parking requirement. The City does not have the ability to require compliance with the off-street parking regulations through a zoning amendment application. However, a fair number of the recreation center users arrive and depart using bus or are dropped off by parents. Therefore the required number of parking stalls may be more than necessary to sufficiently serve the use.

Landscaping will be required as a buffer between the parking lot and the existing residential uses to the east of the property. This includes a 10-foot landscaped buffer. At least 5% of the interior of the parking lot must consist of landscaping, but the Central City Community Council recommended that requirement be relieved to allow easier snow removal during the winter and to avoid having plant areas in the middle of heat-intensifying parking lots in the summer. The zoning amendment process cannot waive individual ordinance requirements so this issue is not part of the decision.

Comments

Public Comments

The Central City Community Council discussed the project at their November 5, 2008 meeting. At the meeting, the council was generally supportive of the zoning amendment. Questions arose about the zoning and ownership history of the property in response to the notion that this parcel was mistakenly split by a zoning boundary line. Suggestions were offered by the community that the City not enforce interior parking lot landscaping requirements for the proposed parking lot expansion. Landscaped areas within parking lots create difficulty for snow removal in the winter and cause stress to the plants because of the intensified heat from the adjacent pavement. No other citizen comments were received.

City Department Comments

Comments were received from the following City departments and are included below. In general, the departments had no objections or concerns with the proposed development. The departments provided specific improvements required according to their respective oversight.

- **Public Utilities:** No comments.
- **Engineering:** No comments.
- **Transportation (Barry Walsh):** “The 600 South roadway is a special Arterial class roadway (one way east bound). The revision from the past 35 stalls to the new proposal of 49 stalls is still sub-standard for the 74 total required, But it is a up grade of 19% of the required parking and will benefit the existing on street parking demand”
- **Fire:** No comments.
- **Building Services (Tom Barlow):** “It appears that there are no issues with the proposed application. The zone change would bring the associated land use into compliance with the PL zoning district.”

Project Review

• Internal Project Review

Staff reviewed the draft zoning maps that were used in preparation of the 1995 Zoning Ordinance re-write project. The maps show the entire subject property being zoned PL, with the RMF-35 district beginning on the lot adjacent to the east. It appears that these maps were somehow misinterpreted when the final zoning map was produced, thereby drawing the PL/RMF-35 boundary through the property rather than along the east property line as shown by the preliminary maps. Aerial photos and other property records show the entire parcel being used in conjunction with the existing recreation center. Staff can find no reason as to why the subject property would have been divided by a zoning district boundary.

Analysis and Findings

Standards for General Amendments; 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. However, in making its decision concerning a proposed amendment, the city council should consider the following factors:

A. *Whether the proposed amendment is consistent with the purposes, goals, objectives, and policies of the adopted general plan of Salt Lake City.*

Analysis: The subject property is located with the Central Community Master Plan area, and therein depicted as “Institutional” for the entire parcel. Amending the RMF-35 portion of the property to PL would be consistent with the objective of the adopted Central Community Master Plan. The Central Community Master Plan provides the following direction regarding the proposal:

Traffic and parking impacts

“A majority of institutional land uses attract populations from outside the neighborhood and community, creating traffic and parking impacts. Some of these impacts are caused from poor site and vehicle circulation design. In other cases, the institution outgrows its physical capacity. The owners of these properties or their property managers must address the traffic and parking problems they create. Parking has a significant impact on residential neighborhoods. When clients and employees of institutional uses cannot find off-street parking, they park on local

residential streets. Controlling or eliminating this on-street parking is important to the livability of the neighborhood.” (Page 12)

The applicant’s purpose in requesting the zoning amendment is in preparation for a parking lot expansion on the east side. This expansion will increase the parking capacity from 35 stalls to 49 stalls. This increase will improve the on-site parking situation, thereby reducing the impacts of parking on local streets.

Finding: The proposal satisfies this standard.

- B. *Whether the proposed amendment is harmonious with the overall character of existing development in the immediate vicinity of the subject property.*

Analysis: The proposed amendment rectifies what appears to be an error in the zoning map and conforms to the current and past use of the property as a recreation center. The entire parcel will be zoned PL rather than part PL and part RMF-35. The amendment would comply with the Central Community Future Land Use Map which shows the entire property as “Institutional” and would reflect the current use and development of the parcel. The splitting of this property by a zoning boundary is not logical and the property has been a single parcel as far back as accessible property records show.

Finding: The proposal satisfies this standard.

- C. *The extent to which the proposed amendment will adversely affect adjacent properties.*

Analysis: No adverse effects to adjacent properties are likely to occur with this amendment since the property has been operating with the same use since 1968. The amendment will properly align the zoning districts with the current and past uses of the subject property and the adjacent property to the east.

Finding: The proposal satisfies this standard.

- D. *Whether the proposed amendment is consistent with the provisions of any applicable overlay zoning districts which may impose additional standards.*

Analysis: The subject property is not subject to any overlay zoning districts, and thus not contrary to any overlay district provisions.

Finding: The proposal satisfies this standard.

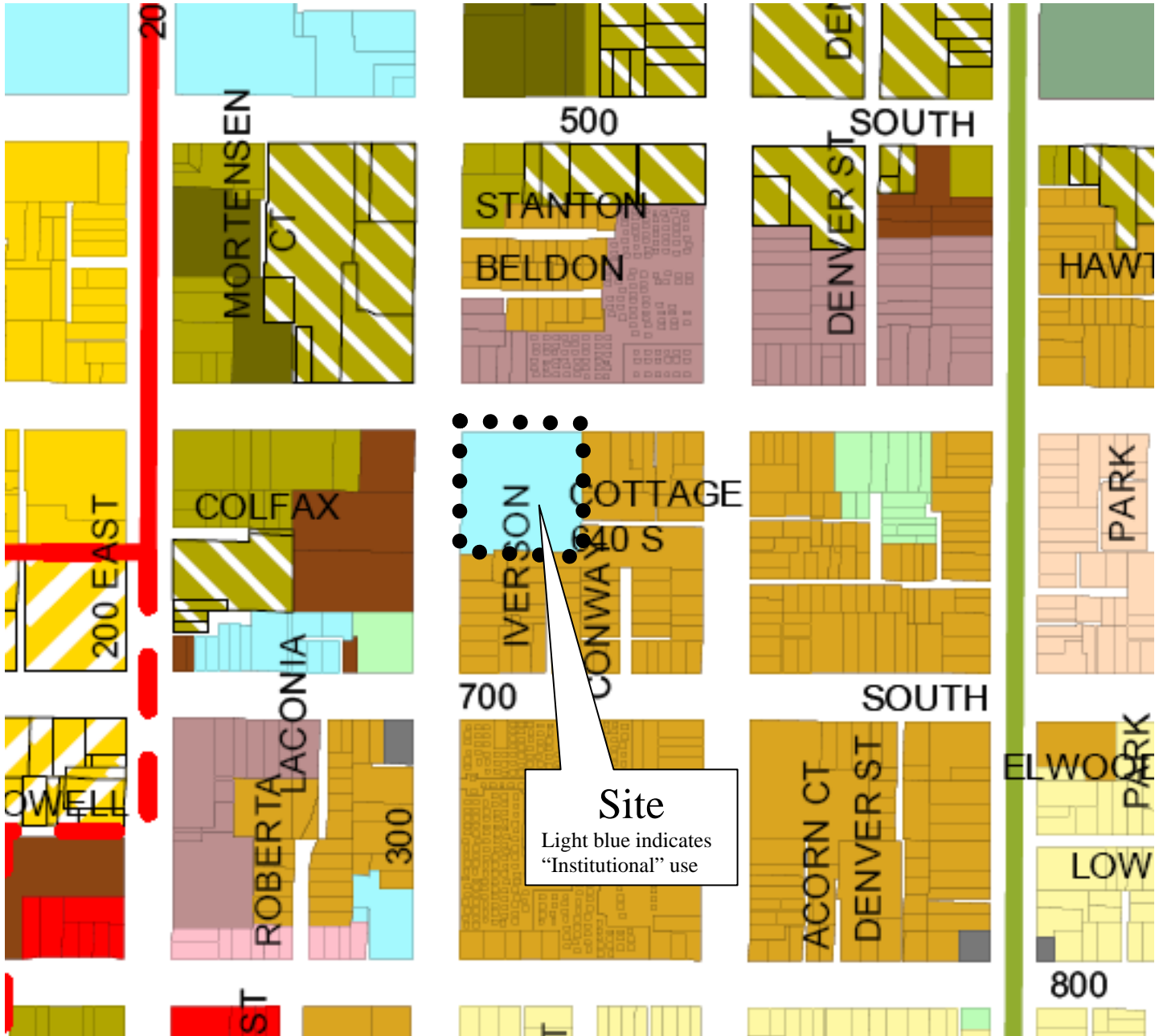
- E. *The adequacy of public facilities and services intended to serve the subject property, including but not limited to roadways, parks and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.*

Analysis: The current use of the property has existed since 1968. The public facilities that serve the site are adequate as deemed by the review of various City departments who maintain those public services.

Finding: The proposal satisfies this standard.

Attachment 'A'
Future Land Use Map (Central Community)

Central City Future Land Use Map (portion)



Attachment 'B'
Photographs



Looking southeast at south end of recreation center property



Looking south at pool and residential lots beyond.



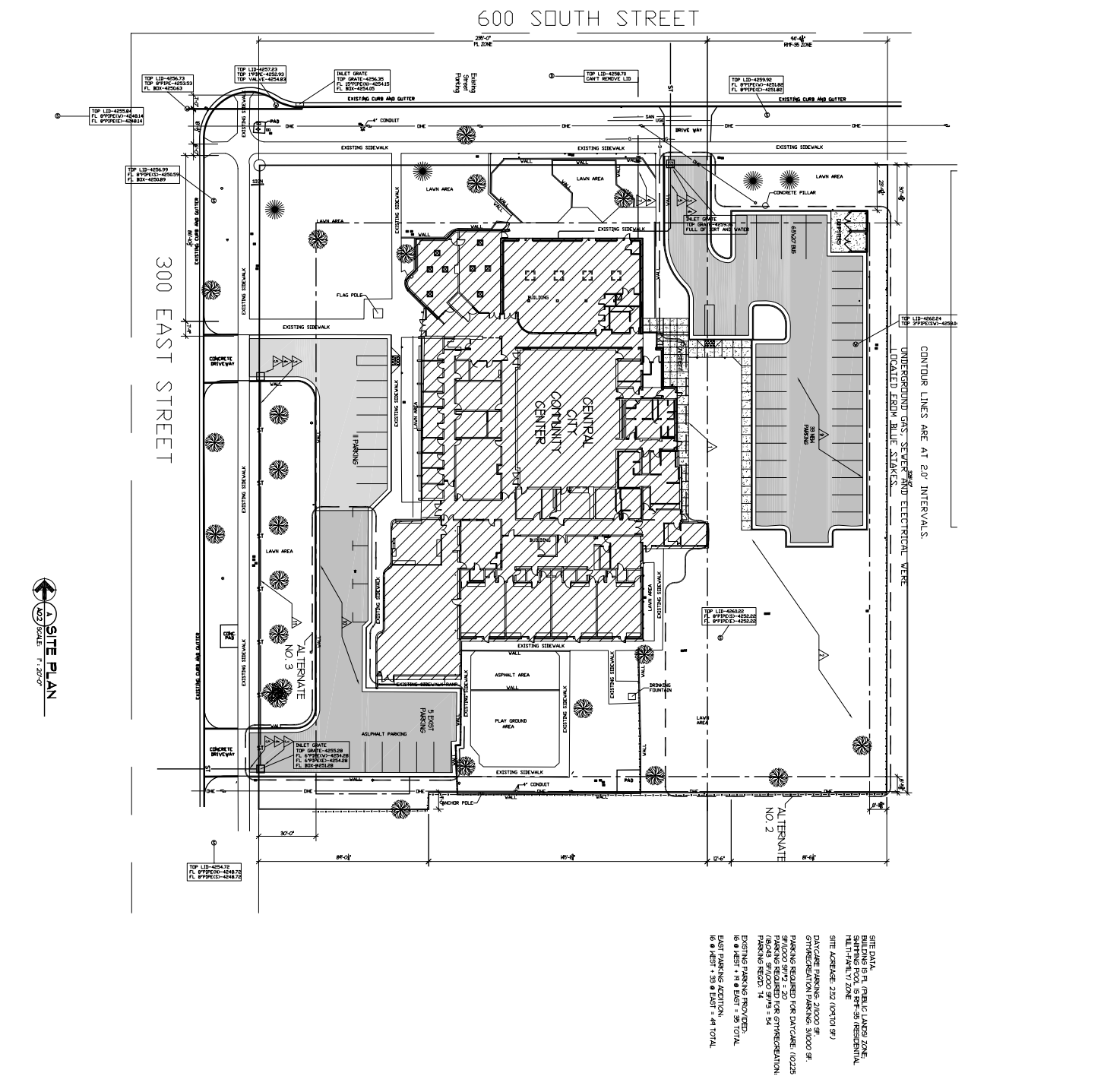
Looking east at front of recreation center and 300 East



Looking south from 600 South at pool area and east parking area.



Attachment 'C'
Applicant's parking proposal



CONTOUR LINES ARE AT 2.0' INTERVALS.

UNDERGROUND GAS, SEWER, AND ELECTRICAL WERE LOCATED FROM AS-BUILT SURVEY.

SITE DATA
 BUILDING IS IN PUBLIC LAWN ZONE
 1751 S. 300 E. SALT LAKE CITY, UT 84115
 SITE COVERAGE: 25% (TOTAL 91)
 DRIVEWAY PARKING: 20000 SF
 OVERPAVEMENT PARKING: 3000 SF
 PARKING REQUIRED FOR DRIVEWAY: 10225
 PARKING REQUIRED FOR OVERPAVEMENT:
 (FOR 57000 SF) 154
 PARKING REQ'D: 11
 EXISTING PARKING PROVIDED:
 642 (SEE NOTES)
 257 TOTAL
 642 - 11 = 631
 631 - 11 = 620
 620 - 23 = 597
 597 - 11 = 586
 586 - 11 = 575
 575 - 11 = 564
 564 - 11 = 553
 553 - 11 = 542
 542 - 11 = 531
 531 - 11 = 520
 520 - 11 = 509
 509 - 11 = 498
 498 - 11 = 487
 487 - 11 = 476
 476 - 11 = 465
 465 - 11 = 454
 454 - 11 = 443
 443 - 11 = 432
 432 - 11 = 421
 421 - 11 = 410
 410 - 11 = 399
 399 - 11 = 388
 388 - 11 = 377
 377 - 11 = 366
 366 - 11 = 355
 355 - 11 = 344
 344 - 11 = 333
 333 - 11 = 322
 322 - 11 = 311
 311 - 11 = 300
 300 - 11 = 289
 289 - 11 = 278
 278 - 11 = 267
 267 - 11 = 256
 256 - 11 = 245
 245 - 11 = 234
 234 - 11 = 223
 223 - 11 = 212
 212 - 11 = 201
 201 - 11 = 190
 190 - 11 = 179
 179 - 11 = 168
 168 - 11 = 157
 157 - 11 = 146
 146 - 11 = 135
 135 - 11 = 124
 124 - 11 = 113
 113 - 11 = 102
 102 - 11 = 91
 91 - 11 = 80
 80 - 11 = 69
 69 - 11 = 58
 58 - 11 = 47
 47 - 11 = 36
 36 - 11 = 25
 25 - 11 = 14
 14 - 11 = 3
 3 - 11 = 111

KEY NOTES

- ▲ 6" THICK CONCRETE PAVEMENT OVER 8% COMPACTED ROAD BASE, 11% REFER TO DETAIL W/11X
- ▲ ALTERNATE NO. 2 - LANDSCAPE
- ▲ PATCH AND REPAIR EXISTING CONCRETE SURFACE. CONCRETE PAVEMENT FROM THE STREET DRAIN LINE IS IN PLACE
- ▲ 6" CPV STORM DRAIN LINE # 036
- ▲ CATCH BASIN
- ▲ PATCH AND REPAIR EXISTING LANDSCAPE EXISTING CONCRETE SURFACE AND OVERLAP AFTER THE WATER LINE IS IN PLACE
- ▲ 6" FIRE LINE
- ▲ STAGING AREA
- ▲ ALTERNATE NO. 2 - REPAIR THE EXIST PARKING INCLUDES LANDSCAPE, PAVEMENT, AND EXISTING DRIVEWAYS. PARKING SIGNAGE OVER EXISTING PAVEMENT IS IN PLACE, AND CONCRETE SURFACE IS REPAIRED.
- ▲ ALTERNATE NO. 3 - REPAIR THE EXIST PARKING INCLUDES CONCRETE PAVEMENT, AND EXISTING DRIVEWAYS. PARKING SIGNAGE IS IN PLACE.
- ▲ PATCH AND REPAIR EXISTING CONCRETE SURFACE AND OVERLAP AFTER THE STREET DRAIN LINE IS IN PLACE

GENERAL NOTES

- 1. ALL PAVEMENT AROUND BUILDING IS 1.0' DRAIN FROM BUILDING IS IN PLACE.
- 2. INSTALL 1" EXPANSION JOINT FILLER BETWEEN THE TWO BUILDING FOUNDATION WALLS.
- 3. PATCH & REPAIR CONCRETE PAVEMENT, 3" MIN. ASPHALT PAVEMENT, AND 2" MIN. SAND/GRIT SURFACE FINISHES BY THE NEW CONSTRUCTION.
- 4. INSTALL CONCRETE LONGITUDINAL, TRANSVERSE, AND CORNER CONTROL JOINTS @ 20' MAX. SPACING. CONTROL JOINTS @ 20' MAX. SPACING SHALL BE VERIFIED BY THE NEW CONSTRUCTION.
- 5. CONSTRUCTION SHALL VERIFY ALL EXISTING ELEVATIONS PRIOR TO CONSTRUCTION. FIELD ADJUSTMENTS MAY BE REQUIRED TO PROVIDE PROPER FINISHES.
- 6. ALL SITE UTILITIES SHALL BE INDICATED BY SURVEY DATA FROM TO BACK FILL.

BID ALTERNATIVES

- ALTERNATE NO. 1 - REMOVE EXISTING SWIMMING POOL, POOL DECK, POOL SURROUND, FILING CABINETS, INLET VOLET AND LANDSCAPE AS INDICATED ON A01 AND A02
- ALTERNATE NO. 2 - REPLACE THE EXIST ASPHALT AS INDICATED ON A01 AND A02
- ALTERNATE NO. 3 - REPAIR THE EXIST PARKING AS INDICATED ON A01 AND A02
- ALTERNATE NO. 4 - REPAIR ASPHALT/CONCRETE PAVEMENT AS INDICATED ON A01 AND A02
- ALTERNATE NO. 5 - REPAIR THE EXIST DRIVEWAYS AS INDICATED ON A01 AND A02

Scale
 (Drawing Scale) 1" = 20'-0"



CENTRAL CITY COMMUNITY CENTER REMODEL
 615 SOUTH 300 EAST, SALT LAKE CITY, UTAH 84111

PARKS REC
 Salt Lake County Parks & Recreation

Date: OCT. 22, 2008
 Drawn: NNH
 Checkd: -
 Scale: 1" = 20'-0"
 Layers Used
 File No. A20100001
 Drawing Description
 SITE PLAN
 BID ALTERNATIVE
 A01.ALT
 Drawing No. A02.ALT