

# PLANNING COMMISSION STAFF REPORT

## Driggs Avenue Closure at 1300 East

Petition 400-08-02

September 24, 2008



Planning and Zoning Division  
Department of Community &  
Economic Development

**Applicant:**

Utah Department of Transportation

**Staff:**

Lex Traugher, Principal Planner  
535-6184

[lex.traugher@slcgov.com](mailto:lex.traugher@slcgov.com)

**Tax ID:**

16-20-279-016, 017, 018

**Surrounding Zoning:**

R-1-5,000 (Single Family  
Residential) and borders I-80

**Council District:**

District 7, Council Member  
Simonsen

**Surrounding Land Uses:**

Residential and I-80

**Applicable Land Use Regulations:**

- Salt Lake City Code - Chapter 2.58 regulates the disposition of surplus City-owned real property.
- Utah Code - 10-9a-609.5 - Vacating or altering a street or alley.
- Sugar House Community Master Plan
- Salt Lake City Transportation Master Plan or Major Street Plan

**Exhibits:**

- A. Department/Division Comments
- B. Sugar House Community Council Letter

**REQUEST**

The Utah Department of Transportation (UDOT) is requesting to close a portion of Driggs Avenue (approximately 2370 South) just west of 1300 East. The purpose of this street closure is to accommodate the reconfiguration of the east bound I-80 off ramp at 1300 East.

**STAFF RECOMMENDATION**

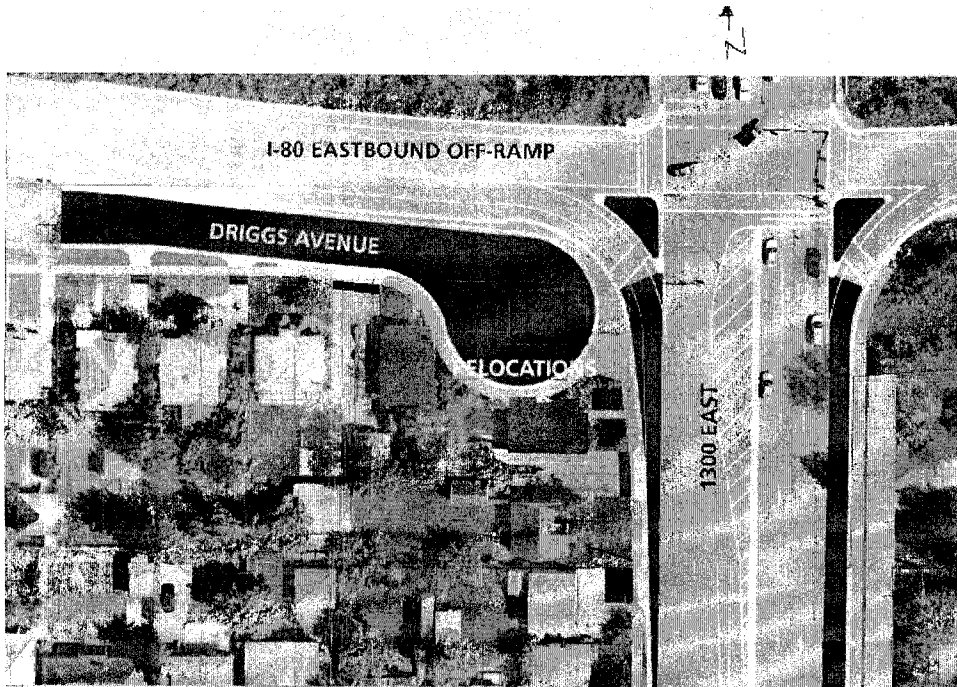
Staff recommends that the Planning Commission declare the subject property surplus and transmit a favorable recommendation to the City Council to close the subject street. The recommendation is subject to the following conditions:

1. Compliance with the City Department/Division comments as attached to this staff report as Exhibit A.
2. Compliance with City Code 2.58 which regulates the disposition of City owned real property.

## VICINITY MAP



## PROPOSED RECONFIGURATION



Driggs Avenue Closure  
Petition 400-08-02 Street Closure

## **PROJECT DESCRIPTION**

The Utah Department of Transportation (UDOT) is requesting to permanently close the access from Driggs Avenue to 1300 East. The closure of Driggs Avenue is critical to the realignment of the eastbound off-ramp of I-80 for both public safety and public traffic management. The realignment of the eastbound off-ramp will provide additional storage on the ramp and prevent traffic stopping on the I-80 mainline. Driggs Avenue currently connects to 1300 East within ten feet (10') of the eastbound off-ramp, resulting in traffic conflicts between the right turning movements from the ramp and local traffic entering and exiting Driggs Avenue. The proposed solution is to provide a cul-de-sac at the east end of Driggs Avenue that allows for a turn-around area. The cul-de-sac would displace three single family homes as shown on the above map. The homes are owned by UDOT.

## **COMMENTS**

### **City Department/Division Comments**

City comments are attached to this staff report. Please see Exhibit A.

### **Public Comments**

No written comments were received from the public.

### **Community Council Comments**

UDOT met with the Sugar House Community Council on several occasions to discuss the I-80 reconstruction project, including the closure of Driggs Avenue. While Community Council review of street closures is not required by the Zoning Ordinance, the Sugar House Community Council did send a letter regarding the closure. The letter indicated that the cul-de-sac and the removal of the access to 1300 East was not of issue. They did indicate that the sound walls proposed were their primary objection. Please refer to the attached letter (Exhibit B).

## **PUBLIC NOTICE**

A notice of public hearing was mailed to all property owners within 450 feet of the subject property on September 9, 2008, which meets the 14 day notification requirement. Community Council Chairs, Business Groups, and others interested parties were also notified through the Planning Division's listserv, and the agenda was posted on the Planning Division's website.

## **MASTER PLAN DISCUSSION**

### **Sugar House Community Master Plan (2005)**

The subject street is located adjacent to Very Low Density Residential Land Use and I-80. The Sugar House Community Master Plan addresses the reconstruction of I-80, however a specific discussion of the reconfiguration of Driggs Avenue is not included in the Plan, nor are there any policies specifically outlined addressing the closure of Driggs Avenue.

**Salt Lake City Transportation Master Plan or Major Street Plan, adopted in 2006**

The subject street is identified as a “local” street in the Transportation Master Plan. Local streets provide direct access to and from abutting property. Local streets are usually one lane in each direction meant to carry traffic over short distances at low speed.

**ANALYSIS AND FINDINGS**

The Planning Commission will need to review the street closure request and make findings based on the following Salt Lake City Council Policy Guidelines for Street Closures:

- 1. It is the policy of the City Council to close public streets and sell the underlying property. The Council does not close streets when the action would deny all access to other property.**

**Analysis:** Access to properties would not be affected by the proposed closure, as Driggs Avenue would simply terminate in a cul-de-sac. Property Management has not commented to date on compensation for City property. Chapter 2.58 of the Salt Lake City Code regulates the disposition of City owned real property.

**Finding:** Closing the subject street will not deny access to the adjacent properties. If City property is affected as a result of the proposed street closure, the applicant will be required to work with Property Management to determine if, and for what amount, compensation is required, in conformance with Chapter 2.58 of the Salt Lake City Code.

- 2. The general policy when closing a street is to obtain fair market value for the land, whether the abutting property is residential, commercial, or industrial.**

**Finding:** If City property is affected as a result of the proposed street closure, the applicant will be required to work with Property Management to determine if, and for what amount, compensation is required.

- 3. There should be sufficient public policy reasons that justify the sale and/or closure of a public street, and it should be sufficiently demonstrated by the applicant that the sale and/or closure of the street will accomplish the stated public policy reasons.**

**Analysis:** UDOT states that closing Driggs Avenue is necessary for improved traffic flow and safety as noted previously in the project description.

**Finding:** By closing off Driggs Avenue, traffic flow and traffic safety will be significantly improved at the junction of the I-80 eastbound off-ramp at 1300 East.

- 4. The City Council should determine whether the stated public policy reasons outweigh alternatives to the closure of the street.**

**Finding:** Staff finds the following reasons outweigh alternatives to the closure of the street:

1. Closing and selling the surplus property will provide the applicant with the means for a improved public traffic flow and public safety;
2. The closure of this street has no negative impact on property access.

**EXHIBIT A –**  
City Department/Division Comments

# PROPERTY MANAGEMENT

**Traughber, Lex**

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**From:** Spencer, John  
**Sent:** Tuesday, March 18, 2008 2:05 PM  
**To:** Traughber, Lex  
**Subject:** FW: Petition 490-08-04  
**Categories:** Program/Policy

Sorry Lex,

I inadvertently sent this to Michael instead of you. My apologies.

John

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**From:** Spencer, John  
**Sent:** Tuesday, March 18, 2008 8:54 AM  
**To:** Maloy, Michael  
**Subject:** Petition 490-08-04

Michael,

Property Management has reviewed the referenced petition and supports this action. While two residences will be demolished, this solution remedies a dangerous situation which exists at this location.

John P. Spencer  
Property Management

3/19/2008

# TRANSPORTATION

**Traughber, Lex**

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**From:** Walsh, Barry  
**Sent:** Tuesday, March 18, 2008 5:52 PM  
**To:** Traughber, Lex  
**Cc:** Young, Kevin; Weiler, Scott; Smith, Craig; Itchon, Edward; Garcia, Peggy; Butcher, Larry; Spencer, John  
**Subject:** Driggs Closure  
**Categories:** Program/Policy

March 18, 2008

Lex Traughber, Planning

Re: Driggs Avenue (2370 So.) Street closure at 1300 East.

The division of transportation review comments and recommendations are as follows:

Driggs Avenue is a residential local class roadway with two way traffic from Highland Dr. east to @ 1252 East and continuing east bound as a one way to 1300 East abutting the south side of I-80 between Highland Dr. and 1300 East.

The proposed closure is to create a culdesac terminus at the 1300 East intersection.

We require that the new roadway design provide for two way traffic the full length of Driggs Avenue per city design standards for road width, edge definition and drainage control with curb & gutter, sidewalk, etc. The culdesac needs to comply with minimum turning radii for fire and emergency vehicle requirements.

Access driveways are to be provided for on site parking to remaining residential parcels per zoning regulations to legal parking areas. The residential driveways for 2412 South and 2420 South 1300 East within the off ramp merge lane, need to be reviewed for access visibility, as well as the 1285 East Parkway Avenue driveway, fronting 1300 East.

Sincerely,

Barry Walsh

Cc Kevin Young, P.E.  
Craig Smith, Engineering  
Scott Weiler, P.E.  
Ted Itchon, Fire  
Peggy Garcia, Public Utilities  
Larry Butcher, Permits  
John Spencer, Property Management  
File

3/19/2008



# PUBLIC UTILITIES

**Traughber, Lex**

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**From:** Garcia, Peggy  
**Sent:** Thursday, March 13, 2008 5:05 PM  
**To:** Traughber, Lex  
**Subject:** Driggs Avenue Street Closure at 1300 East  
**Categories:** Program/Policy

Salt Lake City Public Utilities has reviewed the above-mentioned project and offers the following comments:

We have existing water, sewer and storm drainage in Driggs Avenue. Our engineering representative, Bernard Mo has been working directly with UDOT to try to resolve the conflicts that exist with our utilities. The sewer and water shall be rerouted with new easements out of the UDOT right-of-way. Water and sewer service laterals will be required to be permitted through the regular permit process.

There is no storm drainage pipe on the street presently. The street needs to drain to the west by pipe or surface means.

If you have any further questions please contact Bernard Mo at 483-6235.

Thank you,

Peggy Garcia

IF PART OF DRIGGS ROW IS SOLD TO UDOT CITY/PU NEEDS  
TO RETAIN EASEMENT FOR WATER & SEWER.

WILL NEED DRAWINGS.

# BUILDING PERMITS

**Traughber, Lex**

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**From:** Walkingshaw, Nole  
**Sent:** Thursday, March 13, 2008 7:36 AM  
**To:** Traughber, Lex  
**Cc:** Butcher, Larry  
**Subject:** Driggs Ave. Street Closure at 1300 East. Building Service Comments  
**Categories:** Program/Policy

Lex,

I have the following comments on the proposed Driggs Ave. Street Closure at 1300 East:

- The proposal requires the demolition of at least one single family dwelling and may include more. Demolition of residential dwellings requires an approved re-use plan and/or may require mitigation. The issue of housing loss should be addressed.
- The photo overlay provided shows the possible creation of non-complying yard areas with respect to the abutting properties. A site plan showing the proposed cul-de-sac, and site plans of the affected properties showing the new set backs is required to determine the impacts of the proposal.

Thanks,

Nole

Nole Walkingshaw  
Salt Lake City Planning and Zoning  
Senior Planner/Zoning Administration  
801-535-7128

3/17/2008

Traughber, Lex

FIRE COMMENTS

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**From:** Itchon, Edward  
**Sent:** Monday, May 12, 2008 12:33 PM  
**To:** Traughber, Lex  
**Subject:** RE: Driggs Ave Street Closure at 1300 East- Cul de sac

Lex,

This adjustment to the street will require the minimum width of 20' with no parking on both sides of the street. When a fire hydrant is provided then a minimum of 26' width for 20' on both sides of the fire hydrant. The clear height is 13' 6". The minimum radius of 45' is also required when the road is a dead end of 150' and greater.

Ted

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**From:** Traughber, Lex  
**Sent:** Monday, May 12, 2008 9:28 AM  
**To:** Itchon, Edward  
**Subject:** Driggs Ave Street Closure at 1300 East- Cul de sac

Ted,

The project that I need comments on is referenced above.

Thanks,

Lex Traughber  
Principal Planner  
Salt Lake City Planning Division

[lex.traughber@slcgov.com](mailto:lex.traughber@slcgov.com) or (801) 535-6184

5/12/2008

**EXHIBIT B –**  
Sugar House Community Council Letter



## **Sugar House Community Council Board of Trustees Report**

UDOT Plans for Sound Walls on Driggs Avenue from Highland Drive to 1300 East

**Objective:** Speak with residents on Driggs Avenue from Highland Drive to 1300 East concerning the UDOT contractors in the I-80 reconstruction who have brought their plans to cul-de-sac the street and add sound walls to the Salt Lake City Council and the Transportation Department.

**Observations:** This portion of Driggs Avenue runs from Highland Drive near the old Utah Light And Railway substation Building up to 1300 East adjacent and south of I-80.

The geography of the street impacts the opinions of the residents since the west end of the block is at a lower elevation and is below the freeway level while the east end of the street rises to the same level of the exit ramp at the point where the freeway has dropped and goes underneath the 1300 East bridge.

I believe this geography is unique to these residents along I-80 and may not exist in any other location along the construction corridor. Further, the west end of the block currently has more green space with shrubs and trees than likely after the new construction. The east end of Driggs has had little to no green space.

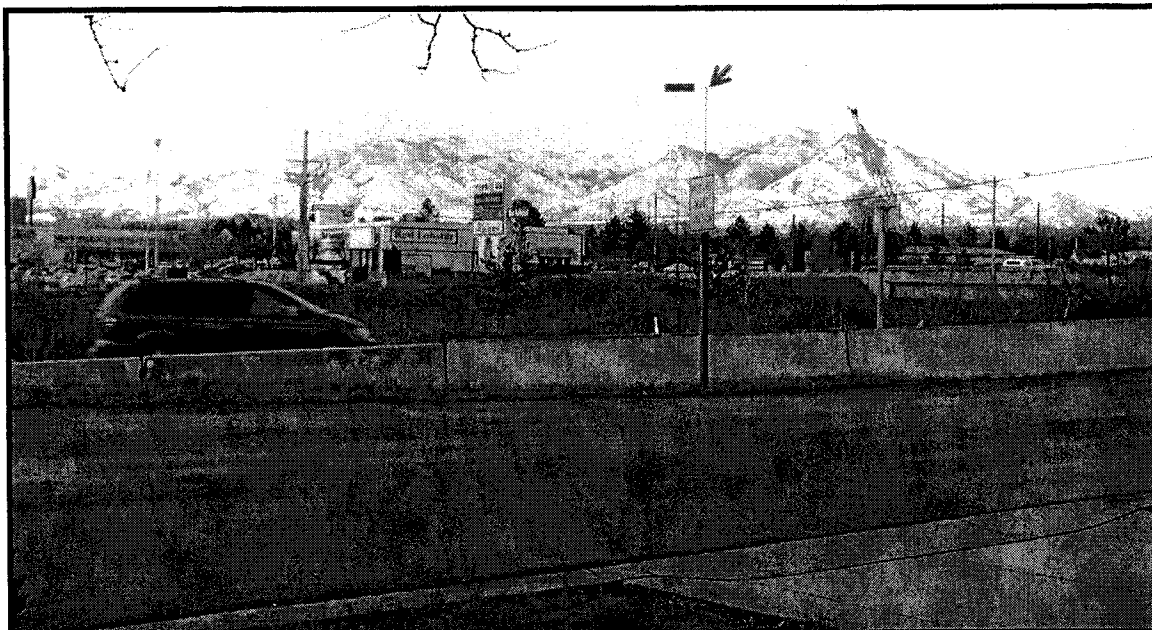


**Looking east up Driggs from Highland Drive towards 1300 East**

**Synopsis:** I attempted to speak with the residents of the 16 remaining houses or businesses on Driggs Avenue over the course of three evenings. I did speak with 10, Grace Sperry spoke with 1, and I failed to contact 5 including the last two homes at the east end of the block (These may now be owned by UDOT).

All the owners I contacted were in favor of the cul-de-sac.

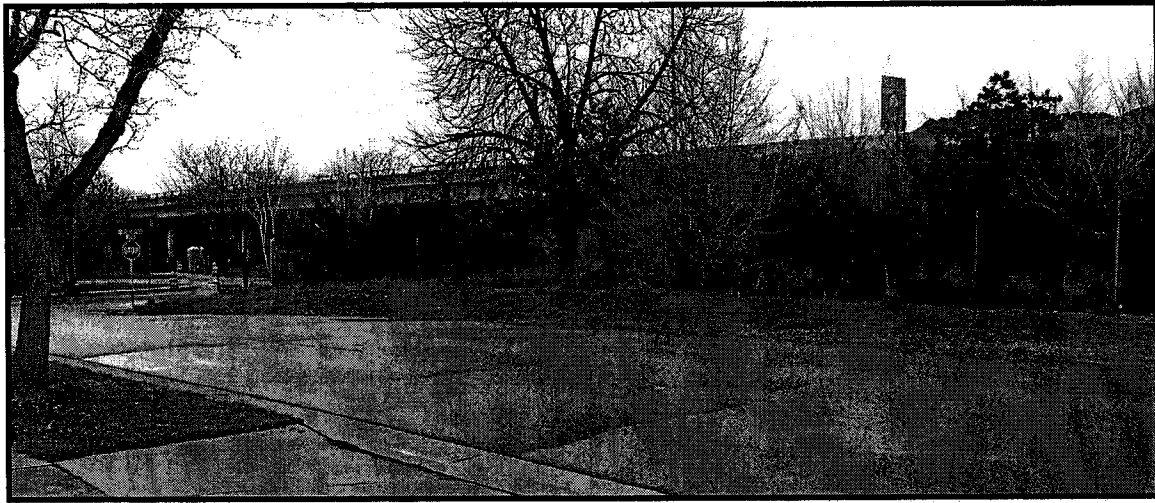
The sound walls presented a problem. Whereas all of the lower than grade residents from the west end of the block were in favor of sound walls, the residents located at the east end at freeway exit grade were opposed. My findings for sound walls were 8 in favor and 3 opposed.



**East end of Driggs showing mountain view, freeway exit at grade and freeway itself is now below grade level. Note: arrow indicates pole placed by resident to see sound wall height.**

**Comments & Concerns:** With regard to sound walls, these comments were heard:

- Since the freeway will be relocated closer to homes, sound walls are desirable. But residents suggested that the sound wall be tapered and lowered at Highland Drive and Driggs Avenue and also when reaching the eastern area where residents oppose it and the grade level has changed. (Note the arrow in the photo above over the pole installed by residents to show the height of the sound wall) A tapered wall seem to be a win-win compromise.
- The cul-de-sac raised the questions of losing more green space and trees, and impeding of pedestrian flow. Will the sidewalk still go from Highland Drive up to 1300 East? The residents want to have the sidewalk exist "as is", reaching 1300 East. They also desire to keep or enhance trees and shrubs and not lose any trees due to the cul-de-sac design.
- The east residents wish to keep their view of the mountains as the photo above indicates. The continued ease of crossing the new I-80 exit ramp at 1300 East is also a concern for residents. Will there be a safe way to cross the exit ramp and head north on 1300 East? If no, the only way to reach the businesses facing 1300 East and Sugar House Park will be to go west to Highland Drive and walk north under the overpass to the business district and then back east to cross 1300 East either at Wilmington Avenue or 2100 South in order to go to Sugar House Park.
- There was little concern for losing the use of Driggs Ave to reach 1300 East with a vehicle since most stated that they seldom use it and rather enter and exit from Highland Drive. (Note: Driggs Avenue currently only allows vehicles to head south on 1300 East).
- Another important concern regarded the narrowed frontage between the freeway & the street and homes. Will the parked vehicles be safe on Driggs Avenue when snowplows are clearing I-80? It was stated that the very large plows currently kick snow and debris quite far into the existing green space which will be lost in reconstruction. Cars do park on both sides of Driggs Avenue.
- Finally : comments of residents on the next street south – Parkway Avenue- need to be addressed. They are very concerned with the new I-80, 1300 East exit design. That design allows for a free flow right turn from the exit ramp and will bring additional traffic down Parkway from 1300 East for vehicles not wanting to get into the middle or left lane exiting I-80, and sit through the long 3-way light to reach the Sugar House Business District. Currently Parkway, although posted for no trucks, gets plenty of delivery trucks using it to access the Business District. Parkway it is also heavily used by I-80 traffic which comes east from Highland Drive to 1300 East, waits in stop and go traffic to cross 6 lanes of 1300 East traffic to the far right lane going north so as to turn east or west onto I-80. Parkway Avenue is the east boundary of historic Highland Park and is (hopefully soon) planned to be part of the Salt Lake City Highland Park Historic District.



**East area of Driggs Avenue showing trees, shrubs and green space. Highland Drive bridge is seen in the left area. Note that the street is much lower than the freeway in this portion of Driggs Ave.**

**Contacts:**

<b><u>Building</u></b>	<b><u>Contacted</u></b>	<b><u>Sound Walls</u></b>	<b><u>Cul-de-sac</u></b>
Driggs Ave			
ITS	Alan Stallings, Mgr.	No	Neutral
Integrated Title Services			
1200 East	Randall Peterson	Yes	Yes
1208	Joel Phelps	Yes	Yes
1212	Danielle	Yes	Yes
1216	Stephanie Shelton	Yes	Yes
1220	Valerie Kreipl	Yes	Yes
1224	Chelsea & Lyndy	Yes	Yes
1232	Celia Diver	Yes	Yes
1238	Failed To Contact	-	-
1246	Failed To Contact	-	-
1252	Chris Sanchez	Yes	Yes
1258	Lance	No	Yes
1266	Failed To Contact	-	-
1270	Beth Procter	No	Yes
12?? No address on building	Failed To Contact	-	-
12?? Corner house at 1300 E	Failed To Contact	-	-

**Additional notes:** Let it be known that I was not involved with the sound wall meetings. I believe UDOT contacted property owners and some that I spoke with on Driggs Ave are renters. Also, the voting involved property owners within a certain distance so that it is possible that residents immediately adjacent to Driggs Avenue but not located on Driggs Avenue might have been involved.

Emil Kmet-

Retiring Chair of the Sugar House Community Council Parks and Open Space Committee  
April 16<sup>th</sup>, 2008