

Staff Report

PLANNING DIVISION COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission

From: John Anderson; 801-535-7214

Date: April 27, 2016

Re: PLNPCM2016-00094, 00095, 00096 and PLNSUB2016-00114 Lincoln Elementary Expansion

ZONING AMENDMENT – MAP MASTER PLAN AMENDMENT ALLEY VACATION LOT CONSOLIDATION

PROPERTY ADDRESSES: 1069 S. 300 E.; 1064 S., 1070 S. 1063 S. and 1071 S. Roberta Street; and 1070 S. and 1110 S. 300 East

PARCEL ID: 16-07-328-007, 16-07-328-012, 16-07-328-013, 16-07-329-007, 16-07-329-008, 16-07-329-015 and 16-07-330-017.

MASTER PLAN: Central Community

ZONING DISTRICT: Existing school site is PL Public Lands and the adjacent properties are R-1/5000 Single Family Residential; Alley is currently public property and not in a zoning district.

REQUEST: The Salt Lake City School District has purchased 7 properties adjacent to Lincoln Elementary School and they desire to add the properties to the existing school site in order to accommodate the reconstruction of the school. Three of the residential properties have already been developed as parking for the school and the remaining four properties are currently vacant as a result of recent demolitions on the properties.

The applicant requests approval to amend the master plan designation on the subject properties from Low Density Residential to Institutional and the zoning on the same properties from the current R-1/5000 to PL Public Lands. Further the applicant is requesting to vacate a small portion of a north to south running alley that divides a block bounded by 300 East, Roberta Street and Herbert Avenue. The requested portion is between two properties already owned by the school district with the remaining portions of the alley continuing to be utilized by adjacent properties. Lastly, the applicant is requesting to consolidate all of the parcels in question into the larger existing school parcel.

The Planning Commission's role in the applications to amend the zoning, the master plan and to vacate a portion of the alley is to provide a recommendation to the City Council, who will make the final decision. The commission will be the deciding body for the Lot Consolidation.

RECOMMENDATION: Based on the information in this staff report, planning staff finds the proposals do adequately meet the standards, factors or objectives and recommends that the Planning Commission forward a positive recommendation to the City Council for the requests to amend the master plan and the zoning on the subject properties and to vacate a portion of an existing alley.

The following motion is provided in support of the recommendation: Based on the findings and analysis listed in the staff report and the testimony and plans presented, I move that the Planning Commission forward a positive recommendation to the City Council for the requested Master Plan Amendment PLNPCM2016-00095, the Zoning Map Amendment PLNPCM2016-00094 and Alley Vacation PLNPCM2016-00096. I further move that the Planning Commission approve the Lot Consolidation PLNSUB2016-00114 with the condition that the approval is null and void if the earlier stated requests are not approved by the City Council.

ATTACHMENTS:

- A. Vicinity Map
- **B.** Site Plan
- C. Building Elevations
- **D.** Site Photographs
- E. Additional applicant Information
- **F.** Existing Conditions
- **G.** Analysis of Standards
- H. Public Process and Comments
- I. Dept. Comments
- J. Motions

PROJECT DESCRIPTION:

1. Proposal Details

The Salt Lake School District has in the past 20 years worked to reconstruct the majority of their dated school buildings. Lincoln Elementary is the one of the last schools in the district to be updated. The applicant is seeking to build a new structure to the east of the existing structure facing 300 East on what is currently open space for the school. Once the new structure is constructed the original will be demolished and that area will be transformed into open space. The new school will be larger than the original and the school district has purchased 6 residential properties to the north of the school and one to the south in order to increase the size of the existing school site and provide additional open space. The proposal involves four separate requests:

- (1) Amend the Central Community Master Plan on the properties in question from Low Density Residential to Institutional.
- (2) Amend the zoning map designation for the subject parcels from R-1/5000 to PL.
- (3) Vacate a portion of an existing public alley adjacent to the existing school site.
- (4) Consolidate the properties in question with the larger existing school site.

Zoning Map Amendment

The Salt Lake City School District has purchased 7 properties that are adjacent to the existing Lincoln

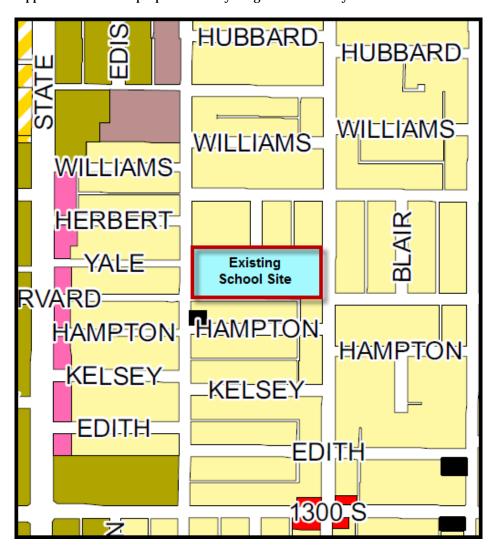


Elementary School. Three of these parcels have already been developed for additional parking: 1069 S. 200 E., 1064 S. Roberta Street and 1070 S. Roberta Street. The remaining parcels are vacant because the residential structures on those properties were recently demolished by the applicant. Currently all of the parcels in question are located in the R-1/5000 zoning district as shown in the map below. Schools are not a permitted use in the zone. The existing school site is located in the PL zoning district where schools are a

permitted use. The school is going to be rebuilt and expanded and the school district is seeking to expand the school site footprint onto the adjacent properties in question.

Master Plan Amendment

The Central Community Master Plan currently designates all of these properties as Low Density Residential and is designated as yellow in the map below. The master plan designates the school site as Institutional and is identified in blue in the map below. Because of the current designation, the master plan would not currently support the use of the properties as anything but low density residential.



Alley Vacation

The properties in question are a part of the platted South Carolina Subdivision. The portion of the alley that is proposed to be vacated is the south terminus of the existing alley between two properties owned by the applicant: 1071 S. ROberta St. and 1070 S. 300 E. If vacated the space would be consolidated with the larger school site, would be zoned as PL and designated on the master plan as Institutional.



Lot Consolidation

Lastly, in conjunction with the earlier discussed applications, the applicant has requested to consolidate all of their properties into one single parcel.

KEY ISSUES:

The key issue associated with this proposal are 1) Demolitions and Jurisdiction. The key issue is discussed further in the following paragraphs and was identified through the analysis of the project (*Attachment "F"*) and public comments.

Issue 1: Demolitions and Jurisdiction

The state of Utah does not grant municipalities authority regarding a local school district's ability to construct buildings. The school district is exempt from obtaining any building or demolition permits and the school district will hire their own building inspectors to inspect the project as it moves forward. The project will have to meet all International Building and Fire Codes as well as meet federal requirements such as ADA requirements, but these will not be verified by the city.

The construction of the new school has already begun on the site, and the applicant has already demolished all of the residential units on the properties in question. Although the preservation of the city's existing housing stock is a stated priority in community and city wide planning documents. The city could not have stopped the demolition of the residential structures. Because the school district is exempt from obtaining permits they are also exempt from the requirement to provide housing mitigation for the lost units.

DISCUSSION:

These 7 parcels of property are currently designated according to the master plan as Institutional and the zoning as R-1/5000. A school is not a permitted use in the R-1/5000 zoning district. However, state law says that a municipality may not impose regulations on the location of a public school unless it is necessary to avoid unreasonable risks to

health or safety. The applicant is seeking to amend the master plan and the zoning to be consistent with the existing school site.

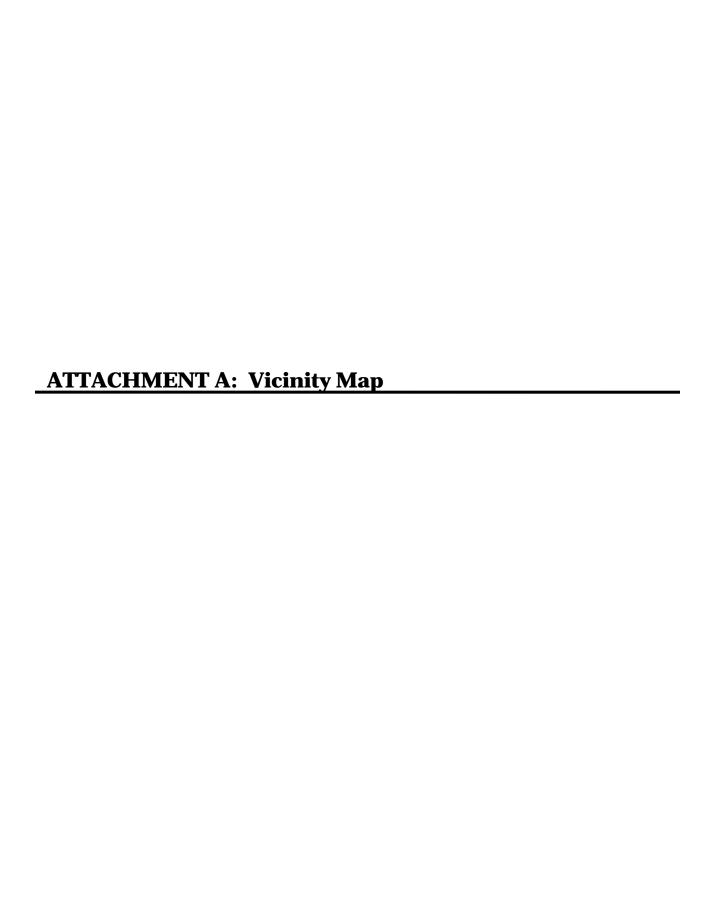
The existing school serves the Liberty and portions of the Central City neighborhoods. This area of the city is a very diverse neighborhood with a student minority rate of 81% and a very high poverty rate with over 93% of students receiving free lunch. To help serve these populations the school also has a Community Learning Center and Clinic (CLC) which provides medical, dental and job instruction services. The existing CLC is not large enough to accommodate the needs of the community. In the newly rebuilt Lincoln Elementary they will be able to provide a much larger space and provide an increased number of services to the community.

Construction has already begun on the site and all of the residential units have been demolished. Although the city encourages the preservation of the city's housing stock, the residential units have already been demolished. Staff believes that is important that the use of the property should be reflected in the master plan and the zoning designation of the property even if the city does not have the ability to enforce zoning or building standards related to the project. Further, there is support for the retention of neighborhood schools throughout the city in master planning documents. These policies will be discussed further in this report in the "Existing Conditions" section.

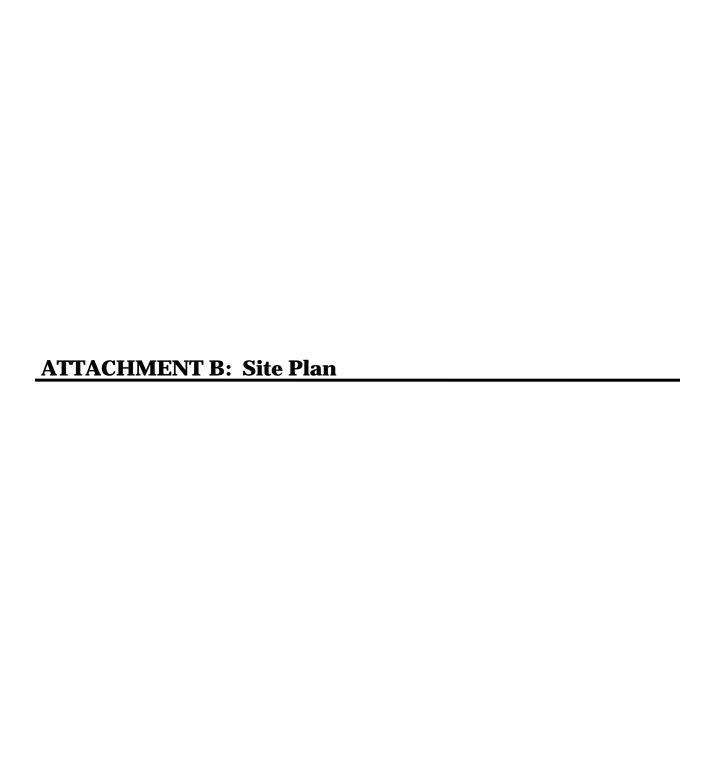
NEXT STEPS:

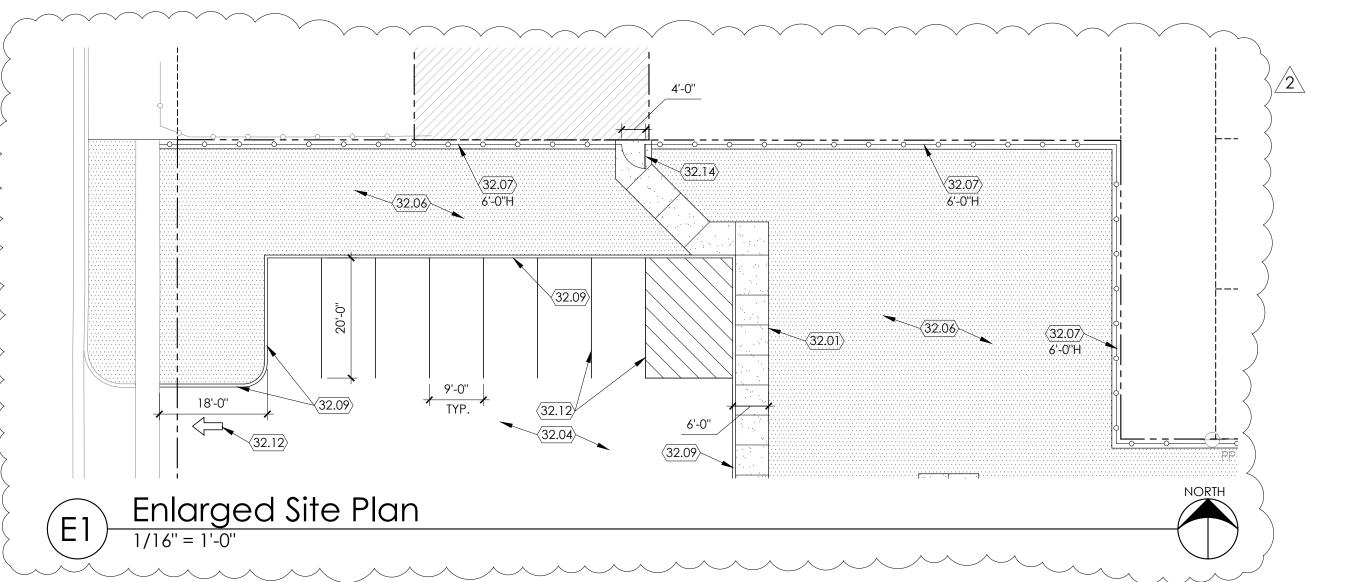
The Planning Commission's recommendations regarding the master plan amendment, zoning map amendment and the alley vacation will be forwarded to the City Council for their consideration as part of their final decision. The commission would make a final decision regarding the lot consolidation. If all petitions are ultimately approved, the applicant may proceed with the development of the project, subject to any conditions.

If ultimately denied, the applicant would still be eligible to develop the properties as proposed except for the alley portion of the property, which is owned by the city. As discussed in the issues section, the school district is exempt from obtaining permits and other city approvals that are required for private developers.









KEYED NOTES

- 32.01 CONCRETE SIDEWALK, SEE DETAIL A3/A021. SIDEWALKS LOCATED IN THE RIGHT-OF-WAY SHALL BE CONSTRUCTED PER THE APWA STANDARDS SHOWN IN THE CIVIL DRAWINGS.
- 32.04 LIGHT ASPHALT PAVING. SEE DETAIL C4/A021.
 32.06 NEW LANDSCAPED AREA WITH GRASS, PLANTING BED, ROCK MULCH, ETC. SEE LANDSCAPE DRAWINGS FOR THE EXTENT OF NEW WORK IN THIS AREA.
 32.07 CHAIN LINK FENCE, BLACK VINYL COATED, ON CONCRETE MOW STRIP. SEE TYPICAL DETAIL B3/A021. FENCE HEIGHT SHALL BE AS NOTED ON PLAN.

PROVIDE GATES AT THE LOCATIONS SHOWN. GATE HEIGHT SHALL MATCH

32.09 CONCRETE CURB OR CURB AND GUTTER SYSTEM, SEE CIVIL DETAILS. WHERE CONCRETE CURB IS ADJACENT TO SIDEWALK, POUR SIDEWALK & CURB AS ONE UNIT. CURB AND GUTTER LOCATED IN THE RIGHT OF WAY SHALL BE CONSTRUCTED PER THE APWA STANDARDS SHOWN IN THE CIVIL DRAWINGS.

FENCE HEIGHT.

- 32.12 PAINT ON ASPHALT MARKINGS FOR PARKING STALLS, DIRECTIONAL ARROWS, TEXT, SYMBOLS, ETC., AS INDICATED.

 32.14 CATE 6'-0" HIGH X WIDTH SHOW BLACK VINYL COATED CHAIN LINK
- 32.14 GATE, 6'-0" HIGH X WIDTH SHOW, BLACK VINYL COATED CHAIN LINK CONSTRUCTION TO ADJACENT MATCH FENCE.

BOLLARD FENCE LINE (CHAIN LINK) FENCE LINE (ORNAMENTAL) PROPERTY LINE CONCRETE SIDEWALK OR PAVING WITH CONTROL JOINTS

LIGHT POLE

FIRE HYDRANT

LANDSCAPE AREA - SEE

LANDSCAPE DRAWINGS

GENERAL NOTES FOR SITE PLANS

- A. NOT ALL TREES AND VEGETATION ARE SHOWN ON ARCHITECTURAL SITE PLANS.
 SEE LANDSCAPE PLANS FOR ALL NEW VEGETATION REQUIRED.
 B. SEE CIVIL DRAWINGS FOR CONTOUR LINES AND SPOT ELEVATIONS FOR CURBS,
 ASPHALT, LANDSCAPED AREAS, ETC.
- C. SLOPE SIDEWALKS 1/4" PER FOOT AWAY FROM BUILDING ENTRANCES, MIN.
 D. EXISTING CHAIN LINK FENCING WITHIN THE PROJECT AREA THAT IS NOT

REPLACED (ALONG PROPERTY LINE) SHALL BE PROTECTED FROM DAMAGE

DURING CONSTRUCTION. ANY DAMAGE THAT OCCURS WILL BE FIXED AT THE

E. USE ARCHITECTURAL RELEASE FORMS FOR A SMOOTH FINISH ON ALL CONCRETE RETAINING AND FOUNDATION WALLS THAT ARE VISIBLE OR EXPOSED. SPACE FORM TIES AND REVEALS EVENLY.

CONTRACTOR'S EXPENSE.

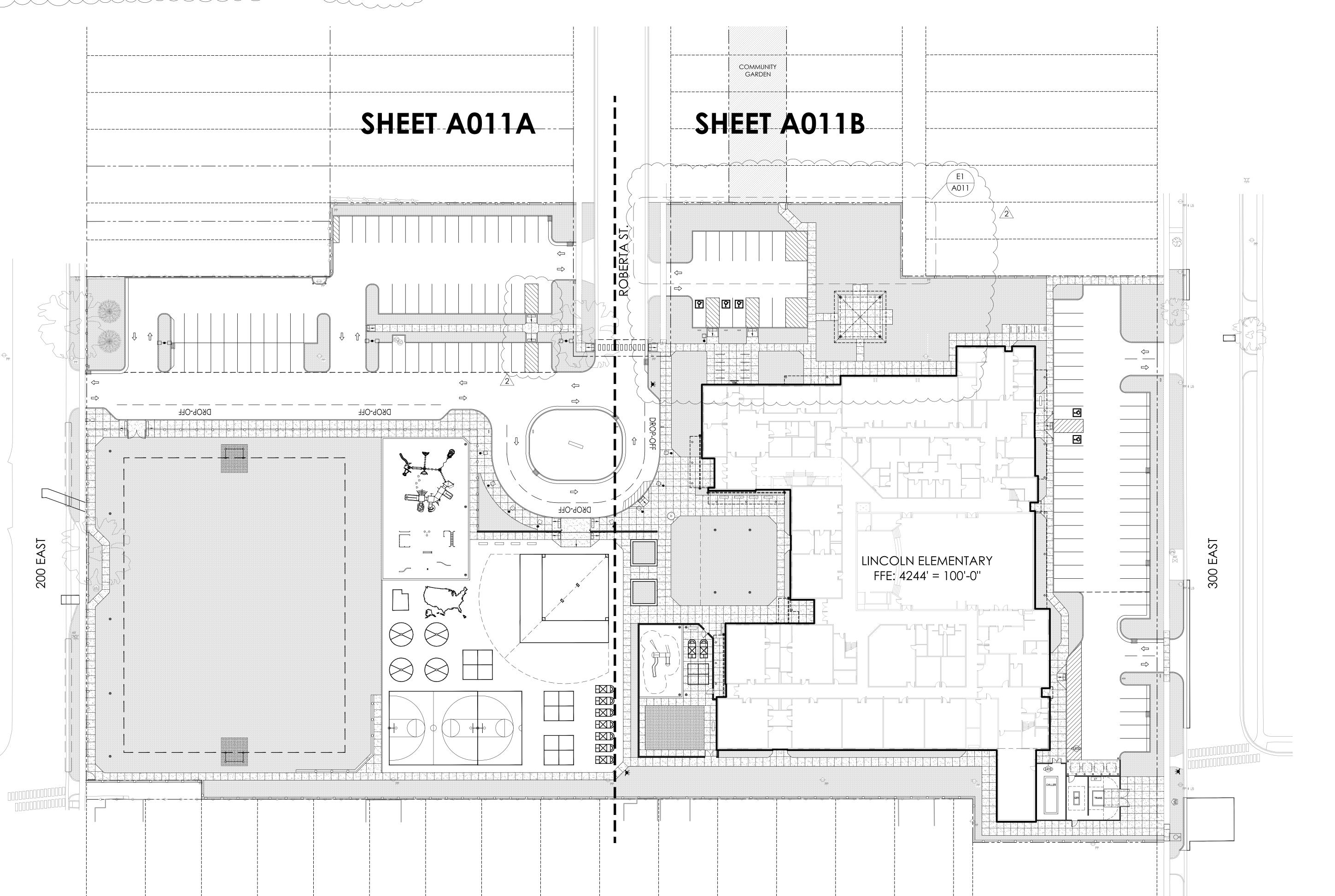
ALL CONCRETE SIDEWALKS AND OTHER CONCRETE FLATWORK SHALL BE SEALED. SEE "PAINTING" SPECIFICATION IN THE PROJECT MANUAL.



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R. Silvan





Jan 5, 2016

NJRA Project #

2 Addendum #2

0 Bid Set

Site Plan -Overall

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I, MICHAEL W. NADEAU, DO HEREBY CERTIFY THAT I AM A PROFESSIONAL LAND SURVEYOR, HOLDING CERTIFICATE NUMBER 4938744, AS PRESCRIBED BY THE LAWS OF THE STATE OF UTAH. I FURTHER CERTIFY THAT I HAVE DIRECTLY SUPERVISED A SURVEY OF THE PARCEL(S) OF LAND REPRESENTED HEREON AND HAVE HAD STAKED ON THE GROUND THE BOUNDARY CORNERS AS SHOWN ON THIS

LOTS 18 AND 19, BLOCK 2, SOUTH CAROLINA SUBDIVISION, ACCORDING TO THE OFFICIAL PLAT THEREOF, RECORDED IN THE OFFICE OF

LOTS 2 AND 3. BLOCK 2. SOUTH CAROLINA SUBDIVISION, ACCORDING TO THE OFFICIAL PLAT THEREOF ON FILE AND OF RECORD IN THE

LOTS 1 AND 20, BLOCK 2, SOUTH CAROLINA SUBDIVISION, ACCORDING TO THE OFFICIAL PLAT THEREOF ON FILE AND OF RECORD IN

LOTS 1 AND 20, BLOCK 1, SOUTH CAROLINA SUBDIVISION, ACCORDING TO THE OFFICIAL PLAT THEREOF, FILED IN BOOK "D" OF PLATS, AT PAGE 26, ON FILE AND OF RECORD IN THE OFFICE OF THE SALT LAKE COUNTY RECORDER.

LOT 105, JACKSON SQUARE, ACCORDING TO THE OFFICIAL PLAT THEREOF ON FILE AND OF RECORD IN THE OFFICE OF THE SALT LAKE

IT IS THE INTENT OF THIS PLAT AND THE SURVEY ON WHICH IT IS BASED TO CORRECTLY REPRESENT THE BOUNDARY LINES AND PROPERTY CORNERS OF THE SURVEYED PARCELS AND TO COMBINE THE EXISTING FOUR LEGAL DESCRIPTIONS INTO ONE COMPOSITE DESCRIPTION (SHOWN BELOW). THE BASIS OF BEARING FOR THIS SURVEY IS NOOO1'32"W BETWEEN TWO EXISTING STREET MONUMENTS IN 200 EAST STREET AT HAMPTON AVE (1130 SOUTH) AND HERBERT AVE (1035 SOUTH), FOUND AS SHOWN HEREON. THE LOTS AND BLOCKS SHOWN HEREON ARE CONTROLLED BY FOUND AND MEASURED MONUMENTATION AROUND THE SURVEYED AREA. USING THESE MEASUREMENTS COUPLED WITH RECORD LOT AND BLOCK DISTANCES, THE SURVEYOR HAS HELD THE RECORD STREET WIDTHS AND PRORATED THE EXCESS MEASUREMENTS INTO THE LOTS. THE FINAL LOCATION OF THE SURVEYED LINES, USING THIS METHOD HAS ALL DEED LINES, LOT LINES, BLOCK LINES AND OCCUPATION LINES IN HARMONY THROUGHOUT THE SURVEYED BLOCK SHOWN HEREON. THE

AS PART OF THIS SURVEY, MERIDIAN HAS CONDUCTED FIELD SEARCHES FOR EVIDENCE AND MONUMENTATION. FOUND EVIDENCE AND MONUMENTATION IS REPRESENTED HEREON. EVERY DOCUMENT OF RECORD REVIEWED AND CONSIDERED AS PART OF THIS SURVEY IS NOTED BELOW. THERE MAY EXIST OTHER EVIDENCE, MONUMENTATION AND DOCUMENTS THAT COULD AFFECT THIS SURVEY. ANY NEW EVIDENCE, MONUMENTATION OR DOCUMENTS CONTRADICTORY TO THIS SURVEY SHOULD BE PRESENTED TO THE SURVEYOR FOR HIS

A PARCEL OF LAND SITUATE IN THE SW 1/4 OF SECTION 7, TOWNSHIP 1 SOUTH, RANGE 1 EAST, SALT LAKE BASE AND MERIDIAN, SAID PARCEL IS ALSO SITUATE IN BLOCK 21, 5 ACRE PLAT A, BIG FIELD SURVEY, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

BEGINNING AT A POINT 168.28 FEET NOO°01'32"W ALONG THE MONUMENT LINE AND 30.31 FEET EAST FROM THE BRASS CAP MONUMENT AT THE INTERSECTION OF 200 EAST AND HAMPTON AVE. (1130 SOUTH) (NOTE: BASIS OF BEARING IS NOO*01'32"W BETWEEN THE MONUMENT AT 200 EAST HAMPTON AVE. AND THE MONUMENT AT 200 EAST HERBERT AVE.), SAID POINT IS ALSO THE SOUTHWEST

CORNER OF LOT 17, BLOCK 21, 5 ACRE PLAT A, BIG FIELD SURVEY, AND RUNNING THENCE NO0°01'52"E 341.73 FEET ALONG THE WESTERLY BLOCK LINE OF SAID BLOCK 21; THENCE N89°56'57"E 165.05 FEET; THENCE N00°01'46"E 50.02 FEET; THENCE N89°56'52"E 165.05 FEET TO THE WESTERLY RIGHT OF WAY OF ROBERTA STREET; THENCE S00°01'40"W 104.36 FEET ALONG SAID WESTERLY RIGHT OF WAY LINE: THENCE N89°57'02"E 66.00 FEET TO THE EASTERLY RIGHT OF WAY OF ROBERTA STREET: THENCE N00°01'40"E. 104.36 FEET ALONG SAID EASTERLY RIGHT OF WAY TO THE NORTHWEST LOT CORNER OF LOT 16, BLOCK 1, SOUTH CAROLINA SUBDIVISION; THENCE N89°56'52"E. 157.05 FEET ALONG THE NORTH LOT LINE OF SAID LOT 16 TO THE NORTHEAST CORNER OF LOT 16, BLOCK 1 SOUTH CAROLINA SUBDIVISION; THENCE S00°01'35"W 50.03 FEET TO THE SOUTHEAST CORNER OF LOT 17, BLOCK 1, SOUTH CAROLINA SUBDIVISION; THENCE N89°56'57"E 173.05 FEET TO THE WESTERLY RIGHT OF WAY LINE OF 300 EAST STREET; THENCE S00°01'33"W 384.46 FEET ALONG SAID WESTERLY RIGHT OF WAY LINE TO THE SOUTHEAST CORNER OF LOT 105 OF JACKSON SQUARE SUBDIVISION THENCE S89°57'30"W 125.00 FEET ALONG THE SOUTHERLY LOT LINE TO THE SOUTHWEST CORNER OF SAID LOT 105; THENCE ALONG THE WESTERLY LOT LINE OF SAID LOT 105 NO0°03'25"E 42.63 FEET TO THE SOUTHERLY LOT LINE OF SAID LOT 17; THENCE

THE ABOVE DESCRIBED PARCEL OF LAND CONTAINS 248,799 SQ. FT IN AREA OR 5.712 ACRES MORE OR LESS.

EXCEPT AS SPECIFICALLY STATED OR SHOWN ON THIS PLAT, THIS SURVEY DOES NOT PURPORT TO REFLECT ANY OF THE FOLLOWING WHICH MAY BE APPLICABLE TO THE SUBJECT REAL ESTATE: EASEMENTS, BUILDING SETBACK LINES OR LIMITS; RESTRICTIVE COVENANTS; SUBDIVISION RESTRICTIONS; PERMITTING ISSUES, ZONING OR OTHER LAND USE REGULATIONS; AND ANY

> THIS PLAT AND THE SURVEY ON WHICH IT IS BASED IS VALID ONLY IF THE SURVEYOR'S SEAL AND SIGNATURE IS PRESENT. THE

▶ THIS SURVEY DISCLOSES BOUNDARY LINES AND PROPERTY CORNER LOCATIONS ONLY. OTHER THAN SHOWN ON THIS PLAT, NO ATTEMPT HAS BEEN MADE AS PART OF THIS SURVEY TO SHOW THE EXISTENCE OF ANY BUILDING, STRUCTURE, DRIVE, WALK,

ASPHALT, CONCRETE, FENCING OR ANY OTHER SURFACE OR SUBSURFACE STRUCTURE OR IMPROVEMENT. > LAND USE REGULATIONS AND CURRENT ZONING REQUIREMENTS OR RESTRICTIONS HAVE NOT BEEN DETERMINED AND ARE NOT A

> THIS PLAT AND THE SURVEY ON WHICH IT IS BASED, IS MADE FOR THE ORIGINAL PURCHASER AND NAMED PARTIES OF THIS SURVEY. IT IS NOT TRANSFERABLE TO ADDITIONAL INSTITUTIONS OR SUBSEQUENT OWNERS.

> UNLESS OTHERWISE SHOWN, THE OWNERSHIP OF ROADS IS NOT KNOWN TO THE SURVEYOR. > THE WORDS "CERTIFY" AND "CERTIFICATE" AS SHOWN AND USED HEREON MEANS AN EXPRESSION OF PROFESSIONAL OPINION

REGARDING THE FACTS DISCLOSED TO THE SURVEYOR OR INFORMATION IN POSSESSION OF THE SURVEYOR AND DOES NOT CONSTITUTE A WARRANTY OR GUARANTEE OF LEGAL OWNERSHIP, EXPRESSED OR IMPLIED.

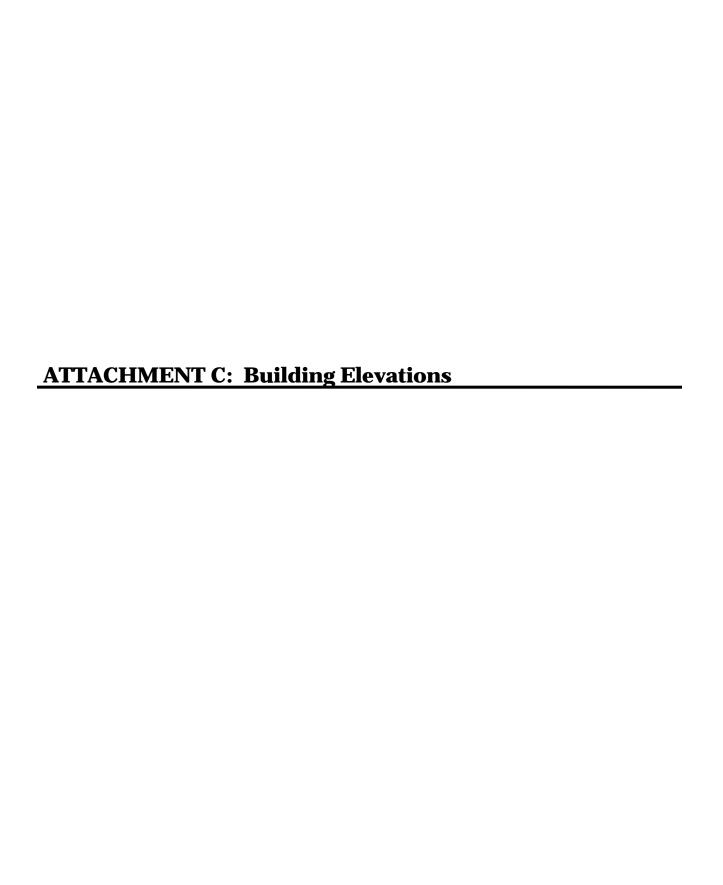
(C) BEARING AND DISTANCE DATA CALCULATED USING THE SALT LAKE CITY ATLAS PLAT, BLOCK 21, 5-ACRE PLAT A, BIG FIELD SURVEY, COUPLED WITH ACTUAL FIELD MEASUREMENTS.

COMP. FILE 15024_Boundar

PROJECT NO

15024

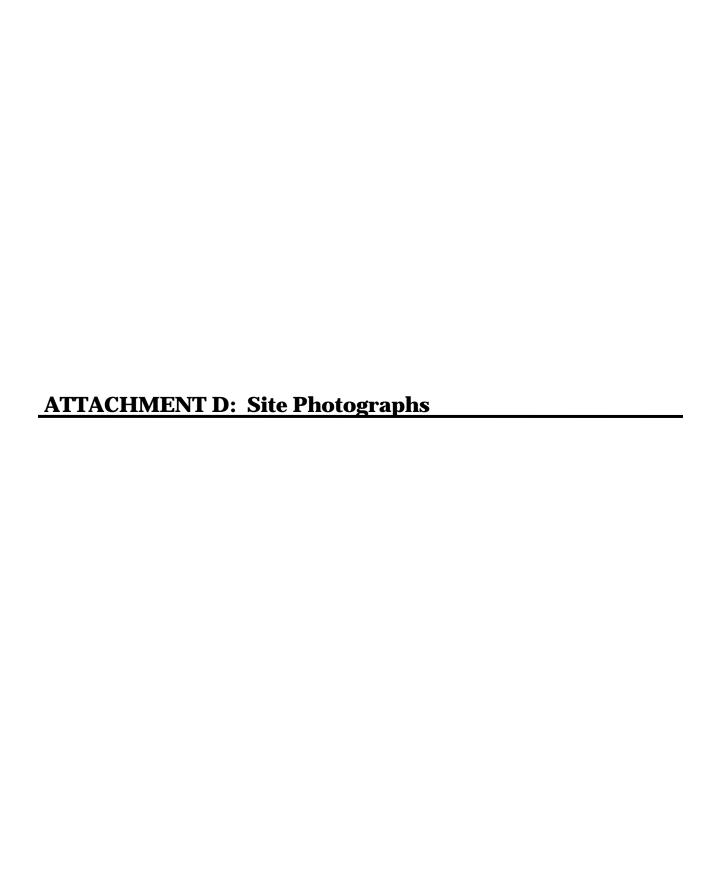
SHEET NO.













This photograph is looking east at a former residential property that has been developed as a parking lot along 200 East. The school can be seen on the right side of the photograph.



This is a photograph looking west at a former residential property that has been developed as a separate parking lot along Roberta Street.



This photograph is looking south from Roberta Street at the current entrance to Lincoln Elementary School.



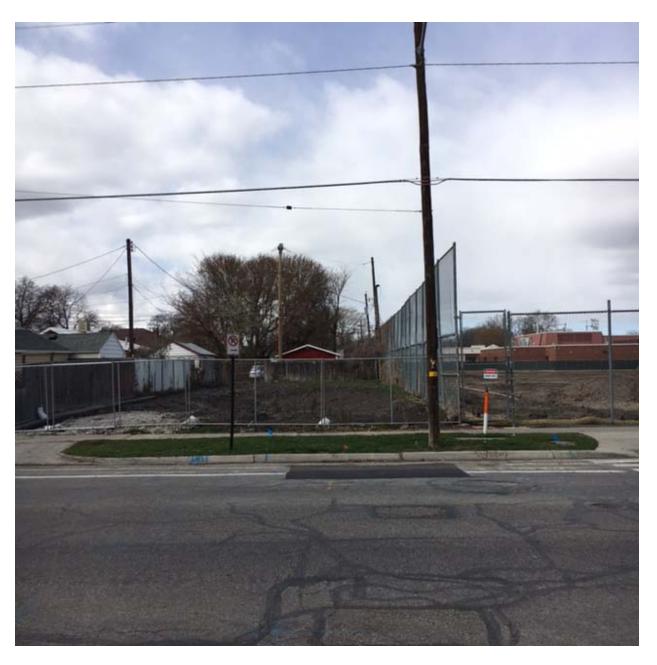
This photograph is looking east on Roberta Street at 2 existing duplexes that are being prepared for demolition. The structures have been demolished since this photograph was taken.



This photograph is looking west from 300 East. One residential structure was demolished where the concrete piping is being stored. Construction on the school can be seen on the left side of the photograph.



This photograph is looking west from 300 East. Construction of the new school is clearly evident in this photograph.



This is a photograph looking west from 300 East. A single family residential structure was recently demolished in the fenced in area. This home was located south of the existing school and weass the only property in question located in that area.



This is a photograph looking south from Herbert Avenue down the existing alley. It is clear in this photograph that the alley is in use by current adjacent property owners.



This is a photograph looking north along the existing alley.



Master Plan Amendment

Proposed Master Plan Amendment

The Salt Lake City School District ("District") is proposing amending the Central Community Master Plan ("Plan"), specifically the Liberty Neighborhood map, to modify the designation of seven parcels from Low Density Residential to Institutional. These seven parcels were recently purchased by the District, and are adjacent to the already designated Institutional lands on which the District's Lincoln Elementary School is located.

Purpose of Amendment

The purpose of the proposed amendment is to update the Central Community Master Plan, specifically the map related to the Liberty Neighborhood, to allow the seven parcels recently purchased by the District to be designated Institutional in order to: (1) allow all property comprising the Lincoln Elementary School campus to receive the protections afforded by an Institutional designation, and (2) allow the District increased flexibility in rebuilding Lincoln Elementary School and an expanded Community Learning Center and Clinic (CLC). Upon completion, the amendment will allow the land use to better meet the goals and scope of the Central Community Master Plan by bringing community residents necessary services within walking distance, beautifying the neighborhood by removing blight, and increasing the amount of green space.

Reasons Why the Present Master Plan Requires Amending

In the short term, the requested amendment will allow the District the flexibility necessary to rebuild the school and upgrade the CLC while continuing to provide uninterrupted services to the children and the community. In the long term, the amendment helps advance certain policies and goals outlined in the Central Community Master Plan where the current Liberty Neighborhood is located. For example:

- 1. The Plan encourages new medical facilities in underserved areas of the community where appropriate and supported by residents.
 - The existing CLC space has been embraced by the community, but is unable to meet the increased demands of the community for necessary health-related services. The requested amendment will allow the CLC to expand and provide community residents with:
 - a. A 1,500 square foot full service dental clinic, a four chair operatory, panoramic x-ray, lab, and reception area.
 - b. A new full service medical clinic with three exam rooms, a restroom, and administrative and medical assistant work areas.
 - c. An optometry provider.

- d. Offices housing mental health services provided by Valley Mental Health and Intermountain Health Care.
- e. A Division of Workforce Services office to assist residents with Medicaid issues. Importantly, the amendment will allow residents of the Liberty Neighborhood to obtain all these services within walking distance.
- 2. The Plan recognizes the necessity of providing and protecting open green space. The requested amendment will allow the District to utilize over 50% of the seven affected parcels as open green space. If the amendment is approved, parcels which were previously a blight on the neighborhood will not only provide community residents with improved access to additional green space, but will also beautify the neighborhood.
- 3. The Plan encourages community use of existing school district facilities and supports preservation of school ground recreational fields and playgrounds for public use. This amendment will allow the District to preserve and improve the amount of school ground recreational fields and playgrounds while expanding the school and CLC to better meet the needs of the community. As stated in the Plan, Lincoln Elementary serves as a vital anchor for the community, and the requested amendment will enhance the stated goal of providing expanded services to neighborhood residents of all ages.
- 4. The Plan highlights that Institutional land uses will attract community and regional populations.
 - The new and improved school and CLC supported by this amendment will undoubtedly attract new populations to the community. One of the main questions relocating families investigate is the proximity of an excellent public school, necessary services, and green space. In the long term, this amendment will beautify not only the school buildings, but also expand the green spaces and recreational fields on the District's property. These improvements will further revitalize the community, and ensure the sustainability and viability of the neighborhood.
- 5. The Plan's vision for its neighborhoods is that they: be individual, family, elderly and youth oriented; promote public safety; be crime and drug free; be well maintained; meet the needs of current and future residents; have close and easy access to open space; and have adequate off-street parking.
 - The proposed amendment will promote the Plan's stated vision. The school and CLC are oriented toward providing services for families, elderly residents and youth. While schools are obviously youth-oriented, the expanded CLC will provide greater programs, classes and services designed to address the needs and interests of a diverse community. Moreover, given the special restrictions that surround public schools, school property, by state law, must be crime and drug free; thus promoting the Plan's public safety goal. The amendment will also allow the District greater flexibility in providing community residents with close and easy access to improved and greater open space. Finally, the amendment will further the Plan's goal of having adequate

off-street parking. A critical aspect of the District's proposed amendment is that it will direct CLC traffic patterns away from small narrow residential streets, and provide easier and safer access to off-street parking. Pedestrian safety will also be increased insofar as general pedestrians, including students walking to and from school, will have less exposure to traffic on the residential side street that leads to the school property.

The proposed amendment will protect additional lands with an Institutional designation. An Institutional designation mandates that such lands must be used for educational, cultural and entertainment, government, medical, religious, and social purposes. Increasing the amount of land carrying this designation ensures that the neighborhood will remain free of commercial encroachment. This amendment will maintain, protect and upgrade the Liberty Neighborhood, will strengthen and support the greater Central Community, and will preserve the character of the area.

Parcels to Be Amended

Lot 105 Jackson Square Subdivision

Lot 1 South Carolina Subdivision

Lot 20 South Carolina Subdivision

Lot 16 South Carolina Subdivision

Lot 17 South Carolina Subdivision

Lot 18 South Carolina Subdivision

Lot 19 South Carolina Subdivision

Zoning Amendment

Purpose for the Plan Amendment

The Salt Lake City School District ("District") is proposing changing the zoning designation on seven parcels adjacent to the current Lincoln Elementary School from R-1-5000 to Public Lands, in order to enhance the Central Community Master Plan ("Plan") and meet the needs of the Liberty Neighborhood.

Description of the Proposed Use of the Property

The District plans to rebuild Lincoln Elementary School, and to integrate an expanded Community Learning Center and Clinic ("CLC") into the building. The new building will fit within the parameters set forth in the E Occupancy requirements. The new school will provide improved educational services to the families of the Liberty Neighborhood, and the CLC will provide expanded health and wellness services for the entire community. The amendment will allow community members to access all such services within walking distance, and assist the District in beautifying the neighborhood.

The plans for the new school and CLC will increase the amount of green space and playing fields, and will allow the District to utilize approximately 50% of the seven affected parcels as open green space.

Parking for the CLC will be moved to 300 East between Herbert Avenue and Hampton Avenue, with a dedicated entrance on the east side of the building for community members seeking services. The change in available off-street parking will increase the safety for community members and children walking to school on Roberta Street.

Reasons Why Present Zoning is Inadequate

The current R-1-5000 zoning does not allow the District the short-term flexibility necessary to rebuild the school and upgrade the CLC while continuing to provide uninterrupted services to the children and the community. Approval of the proposed amendment will ensure the services provided by the current school and CLC are uninterrupted. In the long term, the amendment will allow the District to enhance the building and school grounds, as envisioned in the Liberty Neighborhood portion of the Plan. Some of the long term Plan policies that will be achieved by the proposed rezone include:

- 1. The Plan states schools are an anchor to the community, and the amendment will allow the school and CLC to continue to provide needed services to the community during construction without interruption.
 - Due to the acquisition of the seven parcels, the District can begin construction of the new larger building (increasing the building size from 72,000 square feet to 94,000 square feet) before demolition of the old building, ensuring there will be no interruption in services.
- 2. The Plan encourages new medical facilities in underserved areas of the community where appropriate and supported by residents. The existing CLC space has been embraced by the community, but is unable to meet the increased demands of the community for necessary health-related services. The requested amendment will allow the CLC to expand to 14,000 square feet within the school building, and will provide community residents with:
 - a. A full service dental clinic with a four chair operatory, panoramic x-ray, lab, and reception area.
 - b. A new full service medical clinic with three exam rooms, a restroom, and administrative and medical assistant work areas.
 - c. An optometry provider.
 - d. Offices housing mental health services provided by Valley Mental Health and Intermountain Health Care.
 - e. A Division of Workforce Services office for assistance with Medicaid. Importantly, the amendment will allow residents of the Liberty Neighborhood to obtain all these services within walking distance.
- 3. The Plan recognizes the necessity of providing and protecting open green space. The requested amendment will allow the District to utilize approximately 50% of the seven affected parcels as open green space. If the amendment is approved, parcels which were previously a blight on the neighborhood will not only provide community residents with improved access to additional green space, but will also beautify the neighborhood.
- 4. The Plan encourages community use of existing school district facilities and supports preservation of school ground recreational fields and playgrounds for public use. This amendment will allow the District to preserve and improve the amount of school recreational fields and playgrounds while expanding the school and CLC to better meet the needs of the community. As stated in the Plan, Lincoln Elementary serves as a vital anchor for the community, and the requested amendment will enhance the stated goal of providing expanded services to neighborhood residents of all ages.

5. The Plan highlights that Institutional Land uses will attract community and regional populations.

The new and improved school and CLC supported by this amendment will undoubtedly attract new populations to the community. One of the main questions relocating families investigate is the proximity of an excellent public school, necessary services, and green space. In the long term, this amendment will assist the District in beautifying not only the school buildings, but also expanding the green spaces and recreational fields on the District's property. These improvements will further revitalize the community, and ensure the sustainability and viability of the neighborhood as new residents move into low-density housing in the area.

6. The Plan's vision for its neighborhoods is that they: be individual, family, elderly and youth oriented; promote public safety; be crime and drug free; be well maintained; meet the needs of current and future residents; have close and easy access to open space; and have adequate off-street parking.

The proposed amendment will promote the Plan's stated vision. The school and CLC are oriented toward providing services for families, elderly residents and youth. While schools are obviously youth-oriented, the expanded CLC will provide greater programs, classes and services designed to address the needs and interests of a diverse community. Moreover, given the special restrictions that surround public schools, school property, by state law, must be crime and drug free; thus promoting the Plan's public safety goal. The amendment will also allow the District greater flexibility in providing community residents with close and easy access to improved and greater open space. Finally, the amendment will further the Plan's goal of having adequate off-street parking while maintaining green space. A critical aspect of the District's proposed amendment is that it will direct CLC traffic patterns away from small narrow residential streets, and provide easier and safer access to off-street parking. Pedestrian safety will also be increased insofar as general pedestrians, including students walking to and from school, will have less exposure to traffic on the residential side street that leads to the school property. Students will also be provided with a new sidewalk leading to the community gardens where they are participants.



SUPERINTENDENT'S OFFICE

440 East 100 South Salt Lake City, Utah 84111

> p 801.578.8348 f 801.578.8685

February 3, 2016

Salt Lake City Planning Department 451 South State Street, Room 215 Salt Lake City, Utah 84114

RE: Request to Vacate Alley

Dear Salt Lake City Council and Planning Officials:

The Salt Lake City School District ("District") is requesting a portion of the Meridian North Alley be vacated by Salt Lake City, and ownership of that portion revert to the adjacent property owner. The alley is located between 300 East and Roberta Street, and runs south from Herbert Avenue (1035 South). The legal description of the alley is as follows:

A parcel of land situated in the southwest quarter of section 7, Township 1 South, Range 1 East, Salt Lake base and meridian, said parcel is also situated in South Carolina subdivision, lot 16, block 21, 5 acre plat A, big field survey recorded in Book D at page 26. The boundaries of which are described as follows:

Beginning at a point which is 510.50 feet N.00°01'32"W. Along the monument line and 583.80 feet east from the brass cap monument at the intersection of 200 East and Hampton Avenue (1130 South) (note: basis of bearing for this survey is N.00°01'32"W. Between the monument at 200 East Hampton Avenue and the monument at 200 East Herbert Avenue), said point is also the northeast corner of lot 18 of said South Carolina subdivision, and running thence N.89°56'57"E. 16.00 feet to the northwest corner of lot 1 of said South Carolina subdivision; thence S.00°01'35"W. 54.34 feet to the southerly boundary line of South Carolina subdivision, said point is also the southwest corner of lot 20 of said subdivision; thence along said southerly boundary line S.89°57'02W. 16.00 feet to the southeast corner of lot 19 of said South Carolina subdivision; thence W.00°01'35"E. 54.34 feet to the point of beginning.

The above described parcel of land contains 869 square feet or 0.020 acre in area, more or less.

Please refer to the attached Sidwell map which indicates the portion of the alley that the District is requesting be vacated.

The District puts forth the following reasons in support of its request:

The District has purchased South Carolina subdivision lots 1, 16, 17, 18, 19, and 20, and after demolition of the residences on these lots, this portion will no longer be necessary as a means of access to those residences.

The lots referenced above will be incorporated into the Lincoln Elementary School campus.

This portion of the alley is currently in disrepair, and should this request be approved, maintenance will be assumed by the District.

This portion will be repurposed as green space. A fence will be built at the edge of the Lincoln Elementary School campus.

The transition from alley to green space, as well as the erection of the fence, will prevent vehicles from gaining access to the Lincoln Elementary School grounds. This will ensure the safety of children on this portion of the campus.

Lincoln Elementary will be rebuilt on its current site, after which no further development is planned in the area around the alley.

Ownership of the alley by the District benefits the rebuilt school and surrounding campus, as well as the citizens of the Lincoln Neighborhood.

The District is the only property owner with lands abutting the affected portion of the alley, and as such fully supports this request for vacation. (Titles for lots 16, 17, 18, and 19 will transfer on March 1, 2016.)

Salt Lake City School District

McKell Withers, Superintendent

mckell.withers@slcschools.org, 801-578-8349

Heather Bennett, Board President

heather.bennett@slcschools.org, 801-809-9542

Thank you for your consideration.

McKell Withers, Superintendent Salt Lake City School District

Heather Bennett, President

Salt Lake City School District Board of Education

ATTACHMENT F: Existing Conditions

Existing Conditions:

The existing school site is approximately 4.8 acres in size. The site is bordered on the west by 200 East and the east by 300 East. The north and south sides of the site are bordered by low density residential neighborhoods. All surrounding properties are zoned R-1/5000. From the north the school site also has access from Roberta Street.

The specific properties in question for this project include 3 properties on 200 East and the west side of Roberta Street that once had single-family dwellings but have since been converted into parking areas for the school. The remaining 4 parcels on 300 East and the east side of Roberta Street include 2 duplexes and 2 single family dwellings but these structures have been demolished and are currently vacant awaiting future school construction on those sites.

SPECIFIC ZONING DISTRICT PURPOSE STATEMENTS

21A.24.070 R-1/5000 Single Family Residential District

The purpose of the R-1/5,000 single-family residential district is to provide for conventional single-family residential neighborhoods on lots not less than five thousand (5,000) square feet in size. This district is appropriate in areas of the city as identified in the applicable community master plan. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

21A.32.070 PL Public Lands District

The purpose of the PL public lands district is to specifically delineate areas of public use and to control the potential redevelopment of public uses, lands and facilities. This district is appropriate in areas of the city where the applicable master plans support this type of land use.

RELATED MASTER PLAN ITEMS

The Central Community Master Plan views school as important elements to a community, stating on page 3 that they, "bring balance and variety to the community". Further on page 12 the plan states, "Schools are an important part of the community fabric and an essential component of viable and sustainable neighborhoods. Schools should be kept within neighborhoods as a community anchor and serve as a resource for residents of all ages." By allowing the school to rebuild and expand at its existing site it would help to achieve these stated goals.

In contrast the plan also discusses potential negative impacts from institutional uses. The Central Community has many different institutional uses and although many of the stated negative impacts in the master plan were more related to higher education and medical uses all institutional uses do have an impact on the surrounding neighborhood. There is consistently a general concern about adequate parking and traffic in and around institutional uses. Currently the main entrance to the school is on Roberta Street with a secondary entrance on 200 East. The new proposed layout would have a separate parking facility on 300 East and a newly created turn around allowing for drop off traffic through Roberta Street and 200 East. These improvements should allow for an improved traffic pattern in and around the facility.

It is also a stated policy in this plan and a general city policy to preserve the housing stock of all city neighborhoods. Preservation of the housing stock is an integral part of maintaining neighborhood character. Specifically the plan states, "When existing institutional land uses outgrow their facilities, they often seek to acquire adjacent residential property to expand their facilities. Certain institutional land uses should not be allowed to expand beyond their existing properties unless the neighborhood and community support the institutional use expansion." The school district has already purchased all of the properties in question and has demolished all of the residential structures. It should also be noted that the community has generally vocalized support for the proposed expansion of the school site.

As was mentioned in the issues section of this report, the school district is exempt from obtaining building permits including demolition permits. Although it is important to retain as much housing as possible there are positive elements to the updated school. This school will have an expanded Community Learning Center which cannot currently accommodate the increased demand for their services. An enlarged school site would allow for that and will also provide for increased open space, which is a stated goal in the master plan. A new, improved school may also attract students from the surrounding neighborhood that currently attend other schools in the district rather than Lincoln Elementary.

Plan Salt Lake also supports and promotes schools as an important neighborhood service and community gathering places. The plan states that these services should be within walking distance of all neighborhoods in the city which is defined as ¼ mile walking distance. There are no other public schools in the Liberty neighborhood. By allowing the expansion of Lincoln Elementary, the valuable community services they provide will be retained in the neighborhood.

ATTACHMENT G: ANALYSIS OF STANDARDS

ZONING MAP AMENDMENTS

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. In making a decision to amend the zoning map, the City Council should consider the following:

Factor	Finding	Rationale
1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;	As proposed the request meets the policies of the city as stated in the Central Community Master Plan and Plan Salt Lake.	As was discussed earlier in this report, the Central Community Master Plan and Plan Salt Lake recognize the importance of Institutional uses in the neighborhood with an emphasis on the retention of neighborhood elementary schools and the associated open space. However, the expansion of this school site has required the demolition of seven residential structures. The preservation of the city's housing stock is a community and city wide policy. The structures have already been demolished and as was earlier discussed, the school district is exempt from many of the city's ordinance and the requirement to obtain building or demolition permits. The school district is going to move forward with their project and staff believes that it's important that the use of the property should be reflected in the zoning of the property. The project has generally had public support as well which is indicated in the master plan as an important reason to allow the expansion of institutional uses. Staff believes that the support and services the school provides to the community is greater than the loss of the residential structures located on the properties in question.
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.	The proposed map amendme nt will further the purpose statement by ensuring that the school does not become a nonconfor ming use.	The purpose of the PL Public Lands district is: The purpose of the PL public lands district is to specifically delineate areas of public use and to control the potential redevelopment of public uses, lands and facilities. This district is appropriate in areas of the city where the applicable master plans support this type of land use. A public school is an appropriate use in the zoning district and although the master plan does not support the loss of housing, it does support maintaining neighborhood schools. The requested amendment would allow the existing school to expand, provide additional community services and increase the amount of open space at the site.
3. The extent to which a proposed map amendment will affect adjacent properties;	As proposed the design of the new school site should alleviate some existing negative impacts to adjacent properties	The school district is in need of a larger building and has acquired adjacent properties to allow for that. A school has existed at this site for decades and although a larger facility may have different or impacts to adjacent properties, the facility will be better designed and will function better than the existing facility. Because the school district has secured adjacent properties, it will allow for the school district to construct a larger building and to also preserve open space. The school district has stated that at least 50% of all of the properties in question will be landscaped rather than covered with structures. By acquiring these properties, it does provide an open space buffer to adjacent residential properties. The newly designed site will also improve traffic in and around the school which is a benefit to adjacent properties.

4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards	N/A	There are no applicable overlay zoning districts applied to the properties in question.
5. 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.	Complies	The proposed subsequent development of the subject properties was reviewed by the various city departments tasked with administering public facilities and services, and no issues or concerns were raised.
NOTES:		

ALLEY VACATION

14.52.020: POLICY CONSIDERATIONS FOR CLOSURE, VACATION OR ABANDONMENT OF CITY OWNED ALLEYS: The city will not consider disposing of its interest in an alley, in whole or in part, unless it receives a petition in writing which demonstrates that the disposition satisfies at least one of the following policy considerations:

Factor	Finding	Rationale
A. Lack Of Use: The city's legal interest in the property appears of record or is reflected on an applicable plat; however, it is evident from an on site inspection that the alley does not physically exist or has been materially blocked in a way that renders it unusable as a public right of way;	Does not comply	The subject alley is part of a dedicated plat, approved by the city, that documents the city's interest in the alley. An on-site inspection confirms that the alley physically exists and is utilized by surrounding property owners. It has not been blocked or rendered otherwise unusable as a public right of way.
B. Public Safety: The existence of the alley is substantially contributing to crime, unlawful activity, unsafe conditions, public health problems, or blight in the surrounding area;	Does not comply	The subject alley has an open view from surrounding properties (not blocked by fences) and is utilized frequently during the day for access to adjacent properties. There is no evidence of crime, unsafe conditions, public health problems, or blight resulting from the alley.
C. Urban Design: The continuation of the alley does not serve as a positive urban design element; or	Complies	The applicant is requesting to vacate a small portion of the existing alley. The area proposed to be vacated is between two properties that the school district currently owns. It is 54.34 feet in length and 16 feet in width which equates to approximately 869 square feet. The remaining portions of the alley would continue to be open for use. Alleys can be opportunities for providing access to the interior blocks for both vehicles and pedestrians. In this case, due to security risks, the school district is not utilizing this alley for access to their properties. Further, if the alley is not vacated the school district would develop the properties on either side of the alley leaving a small area of the alley that is not utilized and not developed. By

		allowing the applicant to vacate that small portion of the alley, it will become a landscaped addition to the property.
D. Community Purpose: The petitioners are proposing to restrict the general public from use of the alley in favor of a community use, such as a neighborhood play area or garden. (Ord. 24-02 § 1, 2002)	Complies	The proposal to vacate the alley would serve a greater community purpose over the current general public access. The portion of the alley to be vacated would be incorporated into open space surrounding the school site and would help to create a buffer between the use and the adjacent low density residential uses.
NOTES:		

LOT LINE ADJUSTMENT

 $\textbf{20.24.025: STANDARDS OF REVIEW:} \ \text{Applications processed pursuant to this chapter shall meet the following standards.}$

Factor	Finding	Rationale
A. The proposed lot line adjustment(s) comply with all applicable zoning requirements, or reduce the amount of noncompliance	Complies	If the zoning map amendment is approved changing the zoning on the properties in questions from R-1/5000 to PL, the property will be compliant with all zoning requirements.
B. Not yield two (2) principal buildings on one lot, unless permitted in the zoning district or by an approved planned development.	Complies	All of the residential structures on the properties in question have been demolished. The only remaining building on the property will be the actual school structure.
C. Not affect any street right of way.	Complies	The proposed lot line adjustment would not affect any street right of way.
D. Not create any new lots. (Ord. 7-14, 2014)	Complies	The proposed lot line adjustment would combine the 7 properties in question with the existing school site creating one large lot.
NOTES:		

ATTACHMENT H: Public Process and Comments

Public Notice, Meetings, Comments

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project:

Notice of the public hearing for the proposal included:

Public hearing notice mailed on April 18, 2016.

Public hearing notice posted on April 18, 2016.

Public notice posted on City and State websites and Planning Division list serve: April 18, 2016.

Public Comments

The properties in question are located in an area of the city where two community council's boundaries overlap one another. The Liberty Wells and the Central City Community Councils were both contacted to inform them that because of the overlap the project would be placed on the agenda for the Planning Division monthly open house. There were several in attendance and most questions were related to the design of the proposed structure and the layout of the site. One resident in attendance expressed concerns with the loss of residential units that were required for the expansion of the school site and the fact that the school district is not required to provide housing mitigation for the loss in housing. Staff communicated with both community council chairs and neither expressed any concerns regarding the proposed expansion of the Lincoln Elementary School site.

ATTACHMENT I: Department Comments

CITY DEPARTMENT COMMENTS

Public Utilities (Jason Draper): No comments.

Engineering (Scott Weiler): No objections.

Transportation (Michael Barry): No comments.

Zoning (Gregory Mikolash): No comments or objections.

<u>Fire</u> (Ed Itchon): No comments or objections.

ATTACHMENT J: Motions

Potential Motions

Not Consistent with Staff Recommendation:

Based on the findings and analysis listed in the staff report and the testimony and plans presented, I move that the Planning Commission not forward a positive recommendation for the requested Lincoln School Master Plan Amendment PLNPCM2016-00095, Zoning Map Amendment PLNPCM2016-00094, Alley Vacation PLNPCM2015-00097 and deny the requested Lot Consolidation PLNSUB2016-00114.

The Planning Commission shall make findings on the zoning map amendment standards and specifically state which standard or standards are not being complied with, and; shall make findings on which factors the alley vacation and lot consolidation requests did not satisfy.