



Staff Report

PLANNING DIVISION
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission

From: Lex Traughber
(801) 535-6184
lex.traughber@slcgov.com

Date: September 24, 2014

Re: PLNHLC2010-00224 – City Creek Canyon/Memory Grove Local Historic District Designation (Zoning Map Amendment)

Zoning Map Amendment

PROPERTY ADDRESS: The proposed City Creek Canyon/Memory Grove local historic district, is roughly all parts of City Creek Canyon between the entrance gate of Memory Grove on the south, and bordered on all other sides by Bonneville Boulevard

PARCEL ID: See list in Attachment F

MASTER PLAN: Avenues Master Plan – Parks & Open Space

ZONING DISTRICT: OS – Open Space

REQUEST: Mayor Ralph Becker is requesting that the Planning Commission make a recommendation to the Planning Commission and the City Council to amend the zoning map to add portions of City Creek Canyon, including Memory Grove, to the H Historic Preservation Overlay Zoning District.

The request is before the Planning Commission because the designation of a local historic district requires the approval of a Zoning Map amendment to apply the H Historic Preservation Overlay district. For this type of application the Planning Commission is required to hold a public hearing and forward a recommendation to the City Council.

RECOMMENDATION: Based on the findings in this staff report, it is the Planning Staff's opinion that the proposal generally meets the applicable standards and therefore recommends that the Planning Commission transmit a favorable recommendation to the City Council to apply the H Historic Preservation Overlay district to the proposed City Creek Canyon/Memory Grove local historic district.

ATTACHMENTS:

- A. Vicinity Map
- B. Analysis of Standards
- C. Public Process and Comments
- D. Motions
- E. Parcel ID numbers
- F. Additional Applicant Information

PROJECT DESCRIPTION:

City Creek Canyon is significant as a large open park area near the center of Salt Lake City. The first park in the City to take advantage of existing natural terrain, it is defined by the edges of the shallow canyon which separates the Capitol Hill area from the Avenues. The park documents the efforts of various groups in Salt Lake City devoted to the promotion of civic improvement and city planning. Part of City Creek Canyon includes Memory Grove, a memorial park created after World War I. Notable monuments and structures in Memory Grove include the Pagoda, the Harbor of Beauty, the Meditation Chapel, 145th Field Artillery Monument, the Stone Footbridge, and Memorial House.

The City Creek Canyon Historic District was established as a National Register District in 1980. This District is a long narrow site that includes Memory Grove, the City's collection of war and veterans monuments, and the Memorial House. It is located to the east and northeast of the State Capitol building along Canyon Road. City Creek Canyon is notable for its natural landscape combined with historic landscape architecture dating back to the years after World War I, along with its monuments of varying sizes, styles and periods. A creek runs through the middle of the park, with small falls and ponds along the way. Pedestrian bridges cross the creek at various points, and the park's road, sidewalks and trails serve as a popular location for hikes within the City and adjacent to downtown. Mature landscaping occupies the valley floor, with rolling hillsides rising steeply above.

The proposed local historic district follows the exact same boundaries as the National Register District, with the exception of the area on the south boundary of said District that has already been included in the Avenues and Capitol Hill Historic Districts. The residential areas south of the entrance gate to Memory Grove are included in the Avenues Historic District, and are thus currently subject to adopted City historic preservation standards as found in the Zoning Ordinance, as well as the Design Guidelines for Residential Historic Districts in Salt Lake City. The proposed local historic district area is roughly all parts of City Creek Canyon between the entrance gate of Memory Grove on the south, and bordered on all other sides by Bonneville Boulevard. Please see the attached Vicinity Map.

KEY ISSUES:

The key issue listed below has been identified through the analysis of the project, community input and department review comments.

- Issue 1: Policy Support:** Two primary Salt Lake City policy documents generally support historic preservation efforts. The Community Preservation Plan and the City Creek Master Plan specifically address preservation and the protection of architectural and character defining features found in City Creek Canyon/Memory Grove.

The Salt Lake City Community Preservation Plan (October 23, 2012) outlines specific policies and actions related to historic landscapes. Policy 6.2a reads, "Preserve city-owned historic landscapes including parks, medians, open space areas, and cemeteries." Policy 6.2b goes on to state, "The City will work to ensure that historic features of all its historic landscapes remain for future generations through responsible stewardship and careful maintenance practices." Action item 2 under Policy 6.2b is particularly relevant and notes that the City should identify additional historic parks, landscapes and cemeteries for survey and, if appropriate, nominate them as a landmark site or include them within local historic districts.

The City Creek Master Plan specifically states as policy related to the Canyon Road-Memory Grove area, "to maintain and enhance the existing features and characteristics, and to create a link between the canyon and the Central Business District." Specifically, to implement this policy several "Goals" are outlined including maintaining and enhancing Memory Grove Park as it presently exists, and maintaining and upgrading existing facilities rather than providing additional amenities. This plan also states the desire to preserve the undeveloped canyon and hillsides as natural open space.

DISCUSSION:

As noted above, the Mayor submitted a request to designate City Creek Canyon/Memory Grove local historic district to provide additional protection for the historic architecture and features of the proposed area. This request was considered by the Historic Landmark Commission on September 4, 2014. The Historic Landmark Commission found that the proposal met the local historic district designation criteria (21A.34.020.C.10) and recommended that the City Council approve the request (click this link for the [Historic Landmark Commission Staff Report](#)).

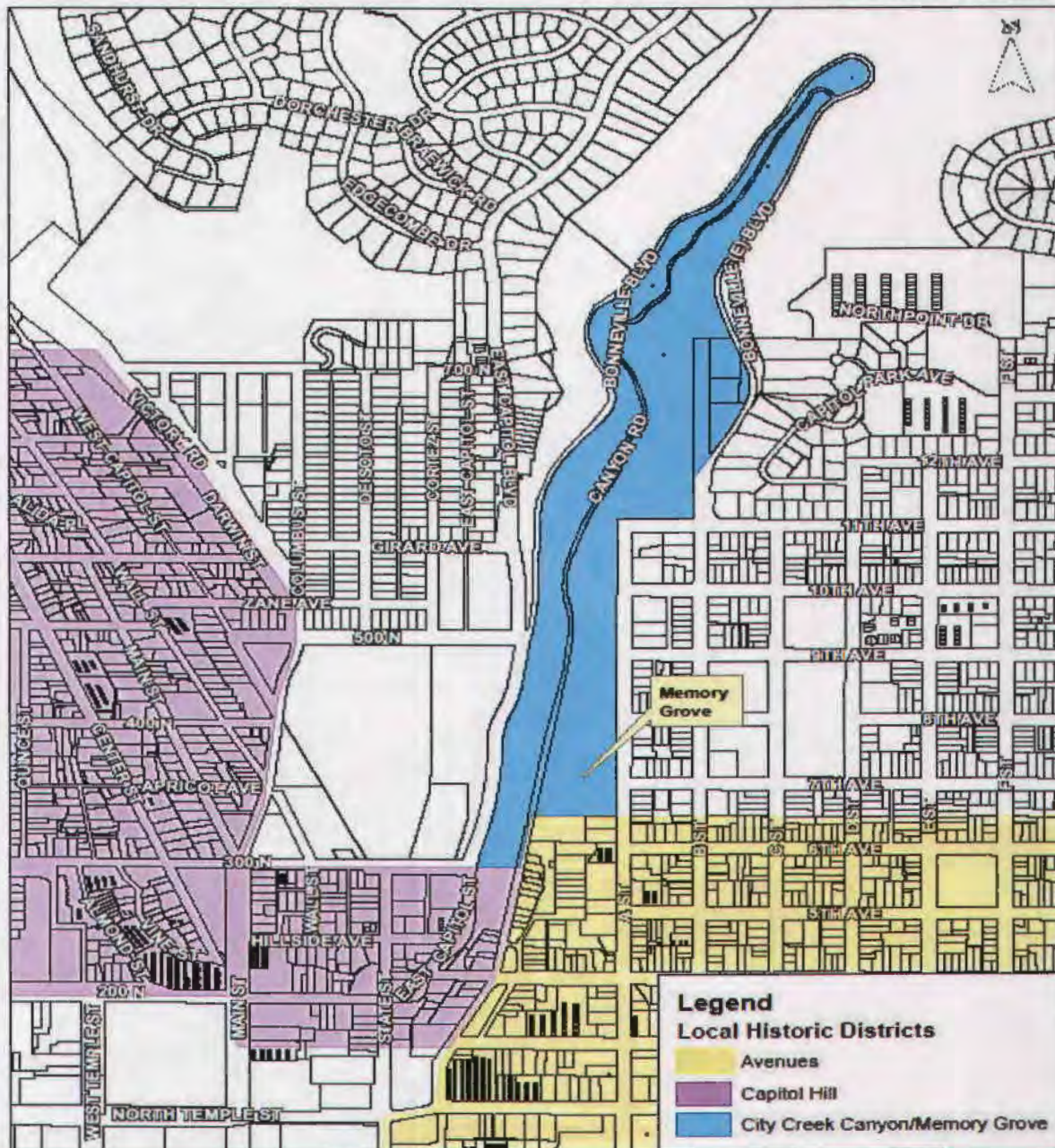
Because creating a local historic district requires that the Zoning Map be amended by adding the H Historic Preservation Overlay District, the Planning Commission must hold a public hearing and make a recommendation to the City Council. Based on the analysis of the Zoning Map amendment standards (see Attachment C), Planning Staff recommends that the Planning Commission forward a positive recommendation of approval of the proposed Zoning Map amendment to the City Council.

NEXT STEPS:

After the Planning Commission makes a recommendation to the City Council, the local historic district designation provisions require that a "Public Support Ballot" be sent to all property owners within the proposed local historic district. Salt Lake City Corporation owns four of the five subject parcels. Property owners have thirty days to submit their ballot to the City to help determine what level of support exists for creating the new local historic district. Once the ballots are counted, the Planning Staff will transmit to the City Council the recommendations of the Historic Landmark and Planning Commissions and the results of the public support vote. If a majority of property owners who submitted ballots are in favor of the proposed designation, the City Council may approve the new local historic district with a majority vote (4 of 7 Council members voting in favor). If a majority of the property owners who submitted ballots are against the designation, the City Council can only approve the new local historic district if a super-majority of Council members (5 members) vote in favor of creating the new local historic district.

ATTACHMENT A: VICINITY MAP

Proposed City Creek Canyon/Memory Grove Local Historic District



ATTACHMENT B: ANALYSIS OF STANDARDS

21A.50.050 Standards for General Amendments

Approval Standards: A decision to amend 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 standards:

1. Whether the proposed amendment is consistent with the purposes, goals, objectives, and policies of the City as stated through its various adopted planning documents;

Analysis: The Salt Lake City Community Preservation Plan (October 23, 2012) outlines specific policies and actions related to historic landscapes. Policy 6.2a reads, "Preserve city-owned historic landscapes including parks, medians, open space areas, and cemeteries." Policy 6.2b goes on to state, "The City will work to ensure that historic features of all its historic landscapes remain for future generations through responsible stewardship and careful maintenance practices." Action item 2 under Policy 6.2b is particularly relevant and notes that the City should identify additional historic parks, landscapes and cemeteries for survey and, if appropriate, nominate them as a landmark site or include them within local historic districts.

The City Creek Master Plan specifically states as policy related to the Canyon Road-Memory Grove area, "to maintain and enhance the existing features and characteristics, and to create a link between the canyon and the Central Business District." Specifically, to implement this policy several "Goals" are outlined including maintaining and enhancing Memory Grove Park as it presently exists, and maintaining and upgrading existing facilities rather than providing additional amenities. This plan also states the desire to preserve the undeveloped canyon and hillsides as natural open space.

Finding: The proposed map amendment, the designation of City Creek Canyon/Memory Grove as an H Historic Preservation Overlay District, is consistent with the purposes, goals, objectives, and policies of the City as stated through the Salt Lake Community Preservation Plan and the City Creek Master Plan.

2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.

Analysis: The purpose of the H Historic Preservation Overlay district is to:

1. Provide the means to protect and preserve areas of the city and individual structures and sites having historic, architectural or cultural significance;
2. Encourage new development, redevelopment and the subdivision of lots in historic districts that is compatible with the character of existing development of historic districts or individual landmarks;
3. Abate the destruction and demolition of historic structures;
4. Implement adopted plans of the city related to historic preservation;
5. Foster civic pride in the history of Salt Lake City;
6. Protect and enhance the attraction of the city's historic landmarks and districts for tourists and visitors;
7. Foster economic development consistent with historic preservation; and
8. Encourage social, economic and environmental sustainability.

Local historic district designation generally requires that all exterior modifications to buildings, new construction and demolition to be consistent with the provisions of the Historic Preservation Overlay standards. This type of design review ensures that future changes to structures within local historic districts

will not detract from the historic integrity of the district. Designation of the proposed local historic district is consistent with the stated purpose of the Historic Preservation Overlay district.

Finding: Designating the proposed City Creek Canyon/Memory Grove local historic district by applying the Historic Preservation Overlay district helps to ensure the preservation of the area, and thus furthers the purpose statements of the zoning ordinance.

3. The extent to which a proposed map amendment will affect adjacent properties.

Analysis: Approving the proposed Zoning Map amendment will have no direct impact on adjacent property. The Historic Preservation Overlay district does not change the type of land use allowed by the underlying OS – Open Space zoning district. The proposed local historic district will remain a park and open space, but exterior alteration of the monuments and other structures will be subject to the additional standards of the Historic Preservation Overlay district.

Finding: The proposed Zoning Map amendment will not have any additional effect on 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; and

Finding: There are no other overlay zoning districts that are applicable for the subject property, and therefore there are no additional standards that apply.

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.

Finding: All public facilities and services are available.

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;	Complies	The proposal is consistent with the stated purposes, goals, objectives, and policies of the City as identified in the Community Preservation Plan and the City Creek Master Plan.
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.	Complies	The Zoning Map amendment is consistent with the purposes of the H Historic Preservation Overlay district.
3. The extent to which a proposed map amendment will affect adjacent properties;	Complies	The proposed Zoning Map amendment will not have any additional effects on the adjacent properties.
4. Whether a proposed map amendment is consistent with the purposes and provisions of any	Complies	There are no other applicable overlay districts.

<p>applicable overlay zoning districts which may impose additional standards</p>		
<p>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.</p>	<p>Complies</p>	<p>The proposed amendment has all utility and public services necessary to serve the properties and is consistent with this standard.</p>

ATTACHMENT C: PUBLIC PROCESS AND COMMENTS

Public Comments

- **Correspondence:** Staff received no correspondence regarding the proposed local historic district as of the time of the staff report preparation and distribution.
- **Open House:** The subject property is within 600 feet of the Avenues Community Council area and the Capitol Hill Community Council area and therefore an Open House was held on June 17, 2010. Planning Staff provided information concerning the proposal as well as a map of the area to interested members of the public. No written comments were received. Verbal comments indicated support for the proposal.
- **Open House:** On August 21, 2014, the Planning Division held an Open House at the City & County Building to discuss the proposed designation petition. No members from the public attended regarding this proposal, nor was any written comment received.
- **Historic Landmark Commission Meeting:** The Historic Landmark Commission held a public hearing to consider the designation of the proposed City Creek Canyon/Memory Grove local historic district on September 4, 2014. The Commission voted unanimously to recommend that the City Council adopt an ordinance to create the proposed historic district. Draft minutes of the September 4, 2014 Historic Landmark Commission meeting are found below.

Historic Landmark Commission

Draft Minutes

September 4, 2014

City Creek/Memory Grove Local Historic District - A request by Mayor Ralph Becker to create a new local historic district for City Creek Park including Memory Grove through the zoning map amendment process. The subject property is generally located along Bonneville Blvd and Canyon Rd in City Creek Canyon. The property is zoned OS (Open Space) and is located in Council District 3 represented by Stan Penfold. (Staff Contact: Lex Traughber at (801) 535-6184 or lex.traughber@slgov.com.) Case number PLNHLC2010-00224

Mr. Lex Traughber, Senior Planner, gave an overview of the proposal as outlined in the Staff Report (located in the case file). He stated Staff was recommending that the Historic Landmark Commission forward a favorable recommendation to the City Council regarding the petition.

The Commission and Staff discussed the following:

- If the boundaries for the local district were the same for the national district.
 - Staff outlined the boundaries for both districts.
- The buildings, features and structures included in the proposal.

PUBLIC HEARING 6:59:18 PM

Acting Chairperson Brennan opened the Public Hearing.

The following individual spoke to the petition: Ms. Cindy Cromer.

The following comments were made:

- People have treated this as a historic district for a long time and it was great to finally have it properly designated.
- This particular open space shows the challenges and reasons for creating guidelines for historic landscaping.
- Support for the proposal.

Acting Chairperson Brennan closed the Public Hearing.

MOTION 7:01:29 PM

Commissioner Richardson stated regarding PLNHLC2010-00224, based on the findings listed in the Staff Report, testimony and information presented, he moved to forward a positive recommendation to the City Council to designate a local historic district for the lower portion of City Creek Canyon, including Memory Grove, as proposed. Commissioner McClintic seconded the motion. The motion passed unanimously.

ATTACHMENT D: MOTIONS

Recommended Motion:

Based on the analysis and findings listed in the staff report, testimony, and information presented, I move that the Planning Commission transmit a favorable recommendation to the City Council to amend the Zoning Map by adding the H Historic Preservation Overlay district to the proposed City Creek Canyon/Memory Grove local historic district area.

Not Consistent with Staff Recommendation:

Based on the testimony and the following findings, I move that the Planning Commission forward to the City Council a negative recommendation for the requested Zoning Map amendment to add the H Historic Preservation Overlay district to the proposed City Creek Canyon/Memory Grove local historic district area. The proposal does not meet the minimum standards necessary for a Zoning Map Amendment.

The Planning Commission shall make findings on the Zoning Map amendment standards as listed below:

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;
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance;
3. The extent to which a proposed map amendment will affect 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; and
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.

ATTACHMENT E: PARCEL ID NUMBERS

09-30-402-002

09-30-453-013

09-30-453-011

09-31-201-001

09-30-454-016 (Portion of parcel located to the west of Bonneville Blvd (East) only)

The shaded portion of the "Vicinity Map" (Attachment A) of the staff report notes the above referenced parcels.

***ATTACHMENT F: ADDITIONAL APPLICANT
INFORMATION***



Petition Initiation Request

Planning Division
Community & Economic Development Department

To: Mayor Becker

From: Wilf Sommerkorn, Planning Director *WS*

Date: March 30, 2010

CC: Frank Gray, Community & Economic Development Director; Mary De La Mare-Schaefer, Community & Economic Development Department Deputy Director; Pat Comarell, Assistant Planning Director; Cheri Coffey, Planning Manager; file

Re: Initiate Petition to amend the Salt Lake City Zoning Map by adding Memory Grove to the H Historic Preservation Overlay Zoning District.

This memo is to request that you initiate a petition requesting the Planning Division to analyze the appropriateness of adding Memory Grove to the H Historic Preservation Overlay Zoning District. Memory Grove is located at the mouth of City Creek Canyon. The attached map indicates the area in question.

This request is being made for the following reasons:

- Portions of Memory Grove are currently within the H Historic Preservation Overlay District boundary;
- The area in question is currently located within the City Creek National Historic District. The proposed boundary would follow the boundary lines of the City Creek National Historic District;
- The area was surveyed as part of the nomination for the National Registry;
- Several structures, including the Memorial House and the Meditation Chapel are significant and qualify for local designation;
- The park and the open spaces that define it are significant to the history of the City and qualify for local designation.

RECEIVED

APR 15 2010

Salt Lake City Mayor

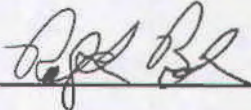
SCANNED TO: *May 4 00*
SCANNED BY: *Julie*
DATE: *4-15-10*

The Planning Division will follow the City adoption process for zoning map amendments which includes citizen input and public hearings with the Historic Landmark Commission, Planning Commission and City Council.

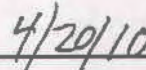
If you have any questions, please contact me.

Thank you.

Concurrence to initiate the rezoning petition as noted above.

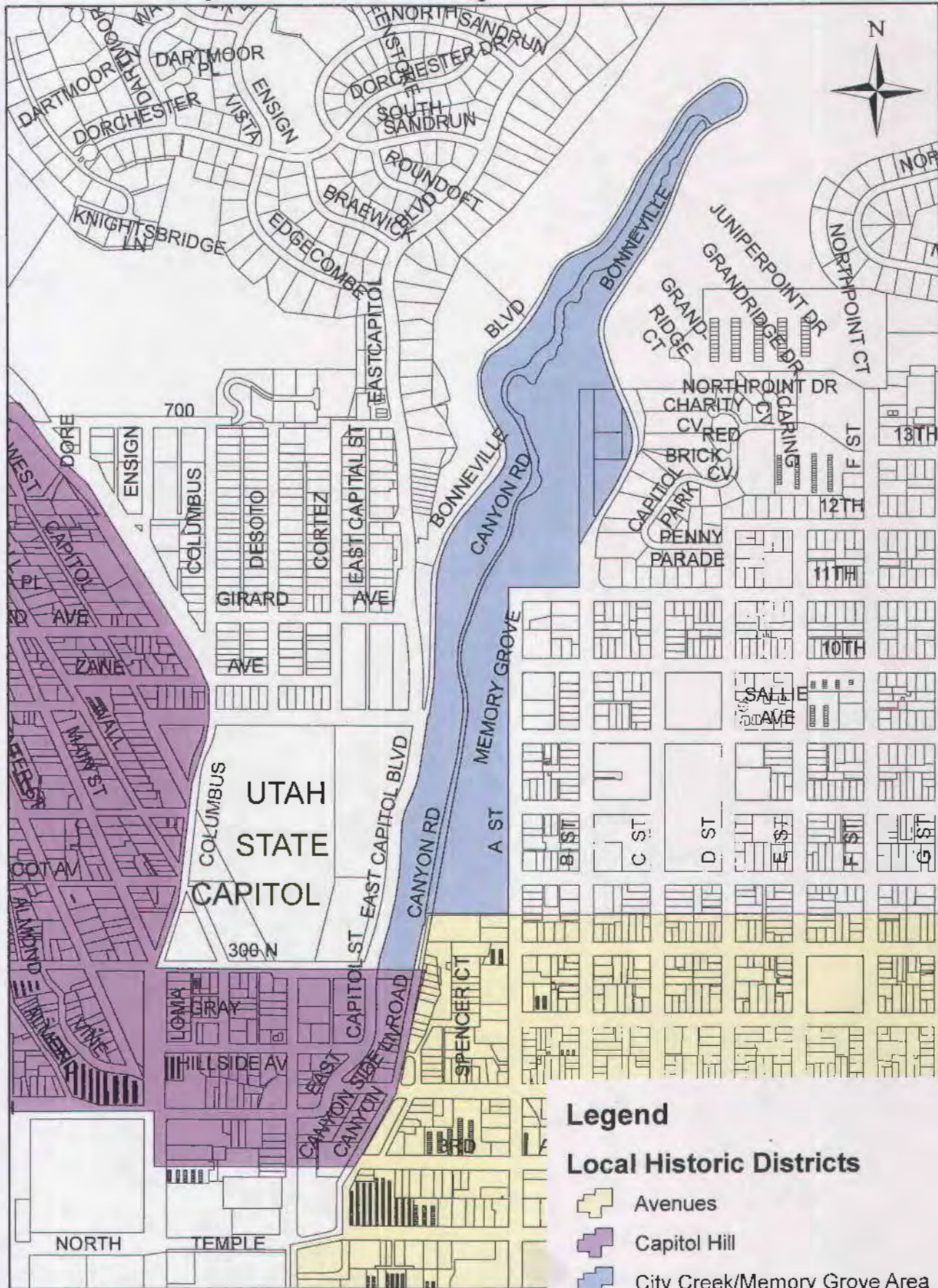


Ralph Becker, Mayor






Date

Proposed Memory Grove Addition



Legend

Local Historic Districts

-  Avenues
-  Capitol Hill
-  City Creek/Memory Grove Area
To be added as an addition to Avenues
Historic District