



Staff Report

PLANNING DIVISION
COMMUNITY & NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: Lauren Parisi; 801-535-7226

Date: August 23, 2017

Re: PLNPCM2017-00429 – Meadowlark Elementary Zoning Map Amendment

ZONING AMENDMENT – MAP

PROPERTY ADDRESSES: 505 N. Morton Drive

PARCEL ID: 08-34-104-040-0000

MASTER PLAN: Northwest Jordan River/Airport

ZONING DISTRICT:

Current: R-1/5000: Single Family Residential

Requested: PL: Public Lands

REQUEST: Tyler Barnes, on behalf of Salt Lake City School District, has requested a zoning map amendment to rezone the parcel at 505 N. Morton Drive from R-1-5,000: Single-Family Residential to PL: Public Lands. Meadowlark Elementary School intends on using this parcel to expand/reconfigure the existing entrance on the east side of the school's site and would like to rezone the parcel to keep the zoning consistent. The rest of the school's site is also zoned Public Lands and the expansion of the entrance is a part of the school's larger project to rebuild the school.

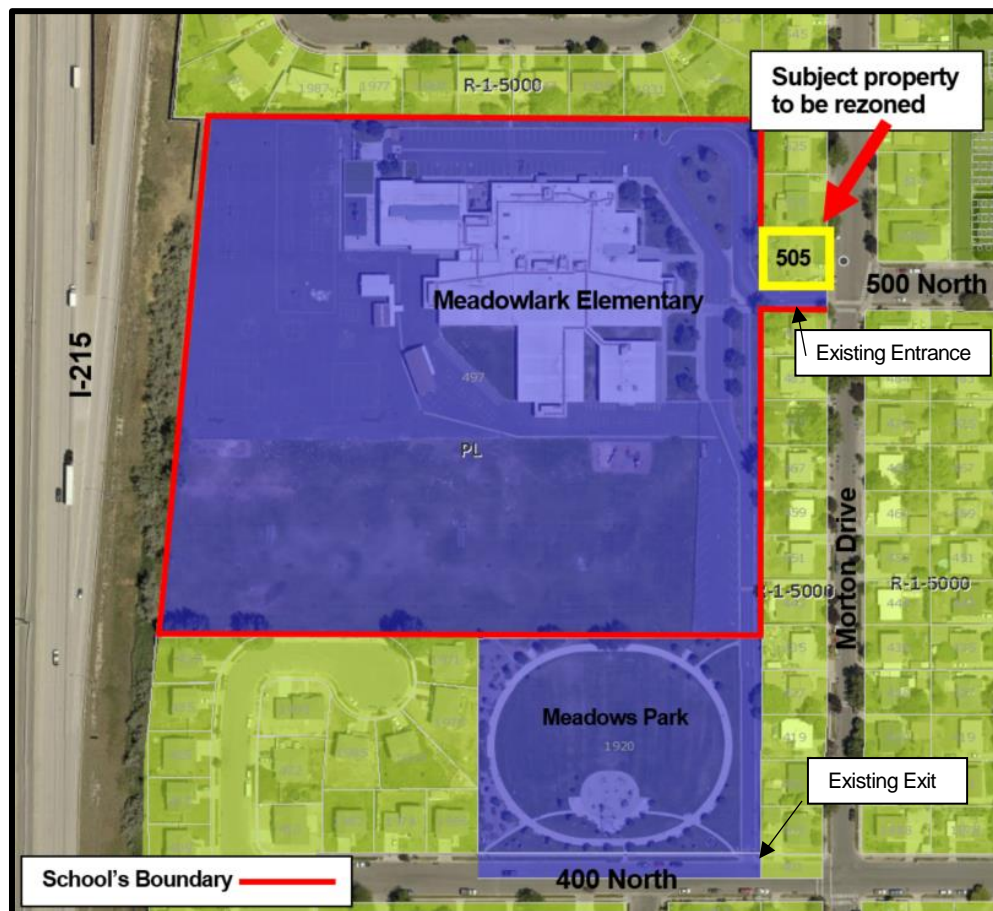
It should be noted that the School District is exempt from meeting local zoning regulations and does not have to go through the City's zoning map amendment process in order to utilize the subject parcel. However, they would like to move forward through the proper channels anyway, again, to keep the zoning across Meadowlark Elementary School's entire site consistent.

RECOMMENDATION: Based on the information in this staff report, Planning Staff recommends that the Planning Commission forward on a positive recommendation to the City Council for the proposed zoning map amendment.

ATTACHMENTS:

- A. [Current Zoning Map and Aerial Photo](#)
- B. [Site Photographs](#)
- C. [Existing Conditions](#)
- D. [Application and Materials](#)
- E. [Analysis of Standards](#)
- F. [Public Process and Comments](#)
- G. [Department Comments](#)

PROJECT DESCRIPTION: Salt Lake City School District is proposing to rezone the property at 505 N. Morton Drive from R-1-5,000: Single-Family Residential to PL: Public Lands in order to accommodate the expansion/reconfiguration of the existing entrance on the east side of Meadowlark Elementary School's property and keep the zoning across the site consistent. The School District recently purchased this property with the intention of widening the driveway as a part of their larger project to rebuild the elementary school. The School District hopes to break ground on the new school at the end of CY2017 or early CY2018, which would be located to the south of the existing school building. The existing building would remain in use while the new building is being built. The rest of the school's site and most all public school sites in the City are also zoned Public Lands. Schools and uses accessory to schools are not permitted in the R-1-5,000 zoning district.



The subject parcel is approximately 6,363 square feet in area and 75 feet in width. The lots to the north, south and east are also all zoned R-1-5,000. A single-family home still remains on the site, but has been boarded up and will be demolished with the drive's expansion. Because the School District is exempt from obtaining permits they are also exempt from the requirement to provide housing mitigation for the lost unit.

The school has desired to expand/reconfigure the existing entrance on the site for some time as it is relatively narrow and causes concern for the safety of the children walking alongside cars up the drive. The school has also indicated that because the entrance is narrow and tucked in with the other homes on the block, it can be easily missed. The existing entrance is located towards the northeast corner of the school's site where Morton Drive and 500 North intersect. Currently, the entrance consists of two

one-way, westbound lanes. It is approximately 33 feet wide. Cars do not exit at this drive. The existing exit is located off of 400 North past the south side of the school's property. Cars enter off of Morton Street and drive down the east side of the school past the City's park to exit onto 400 North. Currently, the school serves 479 students.



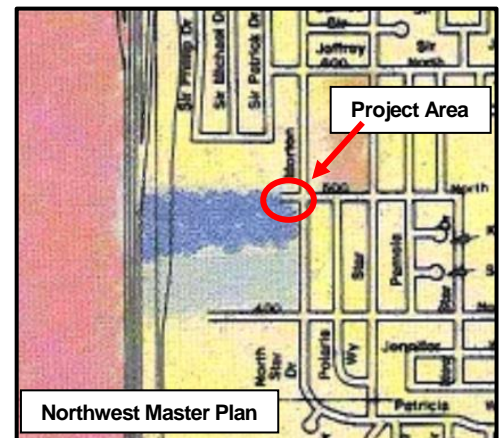
SITE PLAN - EXISTING



SITE PLAN - PROJECT COMPLETION

The proposed driveway would become a 4-lane entrance and an exit (2 lanes each way). A landscape island has been proposed between the middle of these lanes and a landscape buffer is proposed on the north side of the new drive. As depicted on the site plan below, not all of the subject property would be used for hard surfacing. Approximately half would be used to install a landscape buffer, mitigating the effects on the property to the north at 515 N. Morton Drive. Salt Lake City's Zoning Ordinance would require a 10-foot landscape buffer between Public Lands and all single-family residential zoning districts; however, the School District is exempt from meeting local zoning regulations. The school's existing exit onto 400 North would remain.

The subject property falls within Salt Lake City's Northwest Master Plan boundaries. One of the goals of this plan as well as the first version of the plan is to eliminate land use conflicts in developed areas and improve the living and working environment within the community. There is a strong emphasis on preserving housing and growing services that support residential uses. Additionally, the land use designations on the future land use map within this particular master plan are not clearly defined by each individual parcel. Instead, the future zoning designations tend to bleed or meld with the surrounding zoning districts to allow for some transition and future growth. Because of this the fact that this parcel will become a part of the drive, this project would not be required to go through the master plan amendment process.



KEY ISSUES: The key issues/discussion points associated with this proposal are:

1. Demolitions and Jurisdiction
2. Zoning Compatibility with Adjacent Properties
3. Traffic Flow and Student Safety

The key issues are discussed further in the following paragraphs and were identified through the analysis of the project (*Attachment “E”*) 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. Although the preservation of the City’s existing housing stock is a stated priority in community and city-wide planning documents, the City cannot stop 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.

Issue 2. Zoning Compatibility with Adjacent Properties

All of the properties along the east and west sides of Morton Drive and the majority of the properties in the neighborhood are zoned R-1-5,000: Single-Family Residential. There is a large condominium complex just east of the site zoned RMF-35: Multi-Family Residential and directly west is I-215. Again, public schools and accessory uses related to schools are not permitted in single-family residential zoning districts. However, throughout the City, elementary schools are located amongst single-family neighborhoods. Furthermore, this school building has been located on the property at 496 N. Morton Drive since the late 60s. Although the Public Lands zoning district does allow other types of land uses besides schools, the School District has no plans to change the use on the site nor could this particular property at 505 N. Morton Drive accommodate a different use. The sole purpose of the proposed rezoning is to expand/reconfigure the existing entrance and keep the zoning on the school’s site consistent.

The single-family properties directly to the north and south of the subject property will be the most impacted by the expansion of the driveway. As depicted on the school’s site plan, they are proposing a relatively large landscape buffer along the north side of the drive, which will hopefully mitigate some of the effects on the adjacent single-family home. More landscaping is also being proposed along the sidewalk on the south side of the drive. Salt Lake City’s landscape ordinance would require a 10-foot buffer; however, the School district is not subject to City zoning regulations. Still, this is an existing drive that has been at the same location for some time. It is difficult to access the site from a different location as it’s surrounded by more single-family homes to the north, a public park to the south and the interstate to the west.

Issue 3. Traffic Flow and Access

Because the existing entrance will be reconfigured to accommodate an entrance and exit, traffic flow will naturally be a bit heavier in and out of this location. As depicted on the applicant’s site plan, the exit onto 400 North will remain. Additionally, the school hopes that the wider entrance will also be more distinguished and identifiable for drivers as it’s easily missed.

In addition to vehicles, students walking to school also use this entrance. The existing sidewalk on the south side of the drive is protected by a chain link fence on both sides. The expansion of the drive will

also allow the school to expand the existing sidewalk and the landscape buffer in between the drive and the walkway to increase student safety. The route that students will take to enter the new school once it is built is similar to the route that exists now. Most students that attend Meadowlark live within walking distance.

DISCUSSION:

The School District is hoping to rezone this parcel to keep the zoning consistent across the site. They have had plans to widen the existing entrance to better facilitate traffic for some time. While there will be increased traffic flow at this site in particular, the school is taking steps to mitigate the impacts on the surrounding residential properties and ensure student safety. Though a housing unit is being lost, Planning Staff does agree that it's best to keep zoning on the site consistent. The larger driveway and new school will better service the families in Salt Lake City's Jackson neighborhood.

NEXT STEPS:

The Planning Commission's recommendations regarding the zoning map amendment will be forwarded to the City Council for their consideration as part of their final decision. The School District will also need to apply for a lot consolidation to consolidate the subject parcel with the rest of the school's lot, which can be processed administratively.

If ultimately denied, the applicant would still be eligible to develop the properties as proposed; however, the zoning across the site would remain inconsistent. As discussed in the issues section, the School District is exempt from obtaining permits and other city approvals that are required for private developers.

ATTACHMENT A: Current Zoning Map and Aerial Photo



ATTACHMENT B: Site Photographs



Subject property with the school's existing entrance on the left.



Existing two-lane, one-way entrance facing west with the subject property on the right.



Home to the north of the subject property at 515 N. Morton Drive.



Existing crosswalk across from the school's entrance looking down Morton Drive to the south.



Existing entrance facing east with the subject property on the left.



Entrance heading north with the subject property on the right.



Front of Meadowlark Elementary School looking west.

ATTACHMENT C: Existing Conditions

Existing Conditions:

The existing school site is approximately 12.05 acres in area and is zoned Public Lands. The site is bordered on the west by 1-215 and the east by Morton Drive. The north and south sides of the site are bordered by low density residential neighborhoods in between 600 North and 400 North. All surrounding properties are zoned R-1/5000 except for the public park directly to the south of the school, which is also zoned Public Lands. The land across the interstate to the west is zoned BP: Business Park.

The specific property in question for this project has a single-family home on it and is zoned R-1-5,000. It is approximately 6,363 square feet in area – 75 feet wide and 85 feet deep. The school's driveway to the south is approximately 33 feet wide. Salt Lake City School District purchased this property in May of 2017 and the home has been vacant since.

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 Northwest Master Plan emphasizes the importance of preserving housing for young families in the area. Page 5 of the plan states, "A large percentage of homes in the Northwest Community are small Post WWII vintage dwellings. To accommodate growing families many residents have added-on to enlarge their homes." With growing families and increased population, schools like Meadowlark Elementary are also experiencing the need to grow or update their school buildings and sites to better serve their students and the families in the surrounding communities. The plan also discusses resolving land use conflicts between commercial and residential uses. By rezoning the subject to property to Public Lands, no commercial use could be made of it. While a housing unit is being lost, it's important to accommodate uses such as public schools that support the housing stock so important to this area and the City as a whole.

As was mentioned in the issues section of this report, the School District is exempt from obtaining building permits including demolition permits and can demolish homes as they see fit. Although it is important to retain as much housing as possible there are positive elements to the updated school building and site. A new, improved school may also attract students from the surrounding neighborhood that currently attend other schools rather than Meadowlark Elementary.

Additionally, the Northwest Master Plan emphasizes good urban design and updated infrastructure by addressing street and streetscape improvements, building and façade renovation, and signage and landscape buffers. The schools site plan indicates that the new drive will be surrounded by landscape buffers and also have a landscape island in between the entrance and exit lanes. The drive will be widened to be more identifiable and match the width of 500 North across the street. These kind of urban design/capital improvements are something that the Northwest Master Plan encourages and supports.

ATTACHMENT D: Application and Materials

MEMO

To: Salt Lake City

Re: Submittal Requirements for Zoning Amendment – 505 N Morton Drive

June 6, 2017

The following will comprise all responses to the submittal requirements

1. A Statement Declaring the Purpose for the Amendment.

The Salt Lake City School District (SLCSD) will break ground on a new Meadowlark Elementary in late CY2017 or early CY2018. The current entrance to Meadowlark Elementary is extremely narrow and often easily missed by those wishing to visit the school. SLCSD wants to resolve this problem as we rebuild the school. SLCSD officials approached the owner of the home at 505 N Morton Drive and inquired about the sale of the home. The owner agreed and the SLCSD closed on the home on May 31, 2017. The SLCSD wishes to have this property zoned as “Public Land” to match the school zoning rather than the property’s current “Residential” zoning.

2. A Description of the Proposed Use of the Property Being Rezoned.

The property acquired by the SLCSD at 505 N Morton Drive will be used to widen the entry/exit of Meadowlark Elementary. A new sidewalk will also be built on the north side of the property to increase student safety.

3. List the Reasons Why the Present Zoning May Not Be Appropriate For the Area.

The property is currently zoned as residential. The SCLSD has no intent of putting another home on the site. We intend to use this as a driveway into and out of Meadowlark Elementary.

4. Is the Request Amending the Zoning Map? If So, Please List the Parcel Numbers to be Changed.

Yes, this change will amend the zoning map. The parcel number to be changed is #:
08341040400000.

5. Is the Request Amending the Text of the Zoning Ordinance? If So, Please Include Language and the Reference to the Zoning Ordinance To Be Changed.

This section is not applicable.

Sincerely,

Tyler Barnes

Asst. Director of Purchasing – Salt Lake City School District

801-974-8368

B

C

D

E

439

Folsand Circle

1971

1971

Proposed School
FFE=422150

- GENERAL SITE NOTES:
1. Stalls designated as handicap will require a painted handicap symbol and sign. (See Details)
 2. Fire lane markings and signs to be installed as directed by the Fire Marshall.
 3. Aisle markings, directional arrows and stop bars will be painted at each driveway as shown on the plans.
 4. Building sidewalks, ramps, and bollards are building contractor responsible items. See architectural plans.
 5. All dimensions are to back of curb unless otherwise noted.

ALL CONSTRUCTION TO CONFORM TO CITY STANDARDS AND SPECIFICATIONS IN RIGHT OF WAY

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Tree T.

Morton Drive

See Road Continuation

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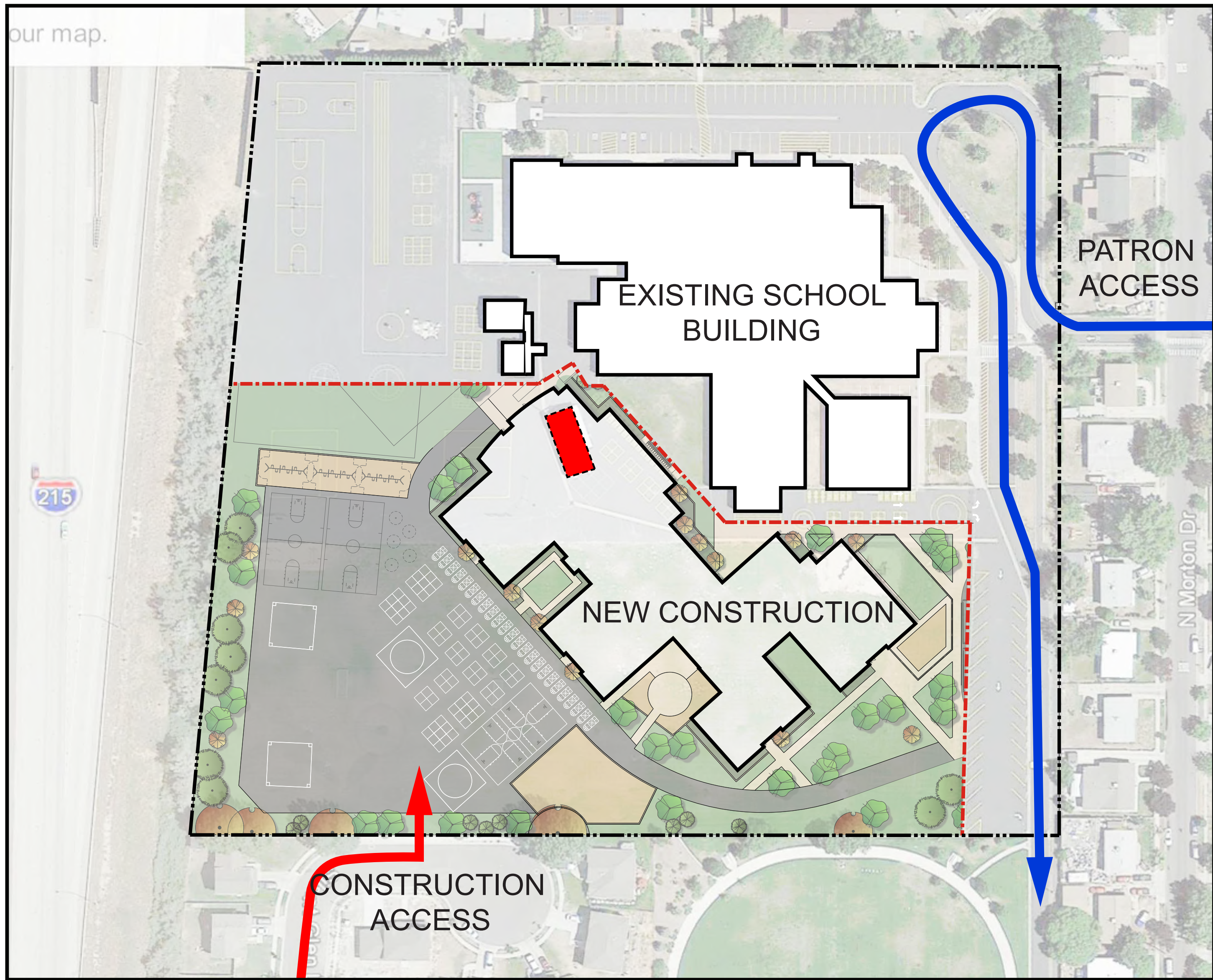
400 North Street

MEADOWLARK ELEMENTARY REPLACEMENT

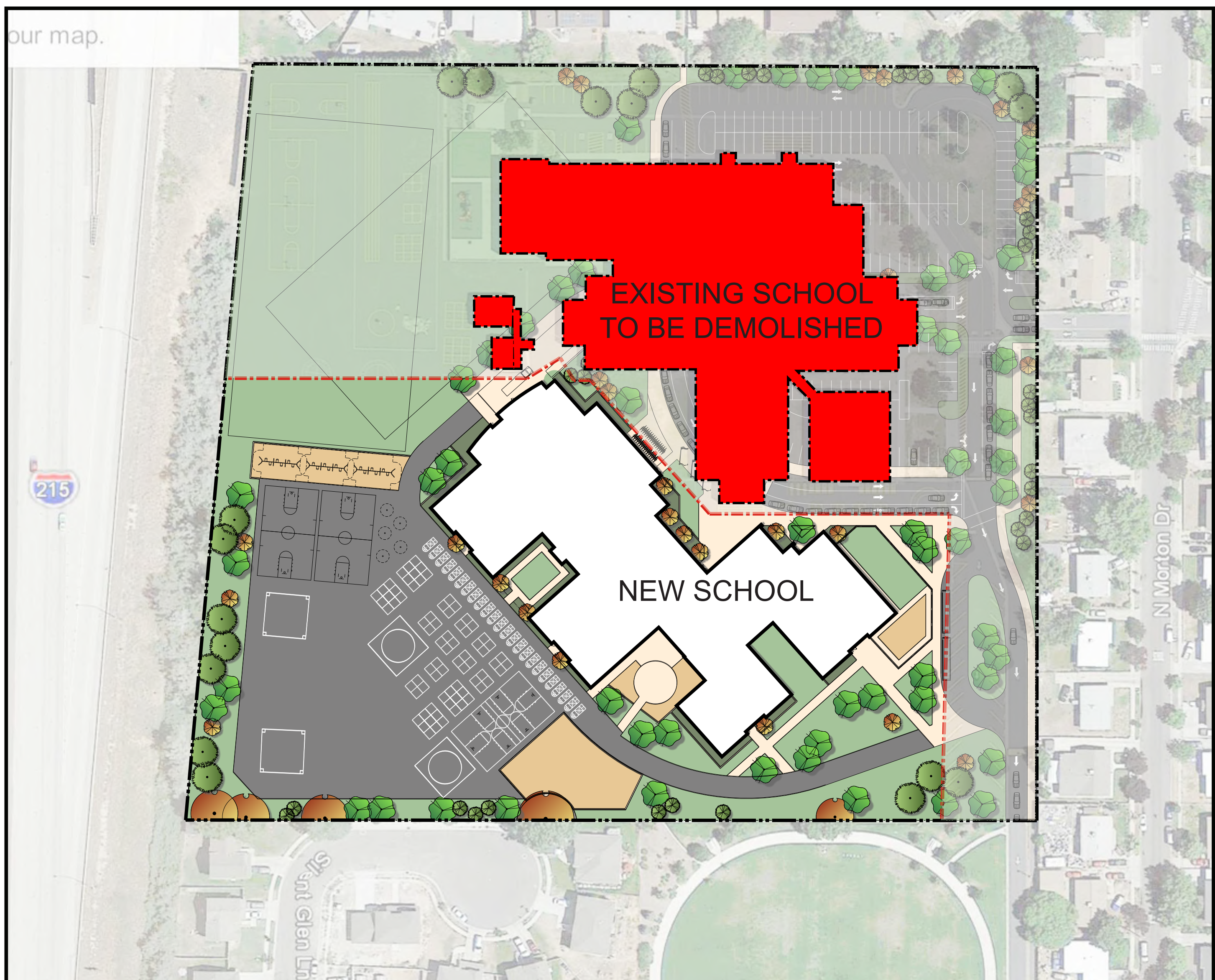
SITE PLAN PHASING



SITE PLAN - EXISTING



SITE PLAN - PHASE 1



SITE PLAN - PHASE 2



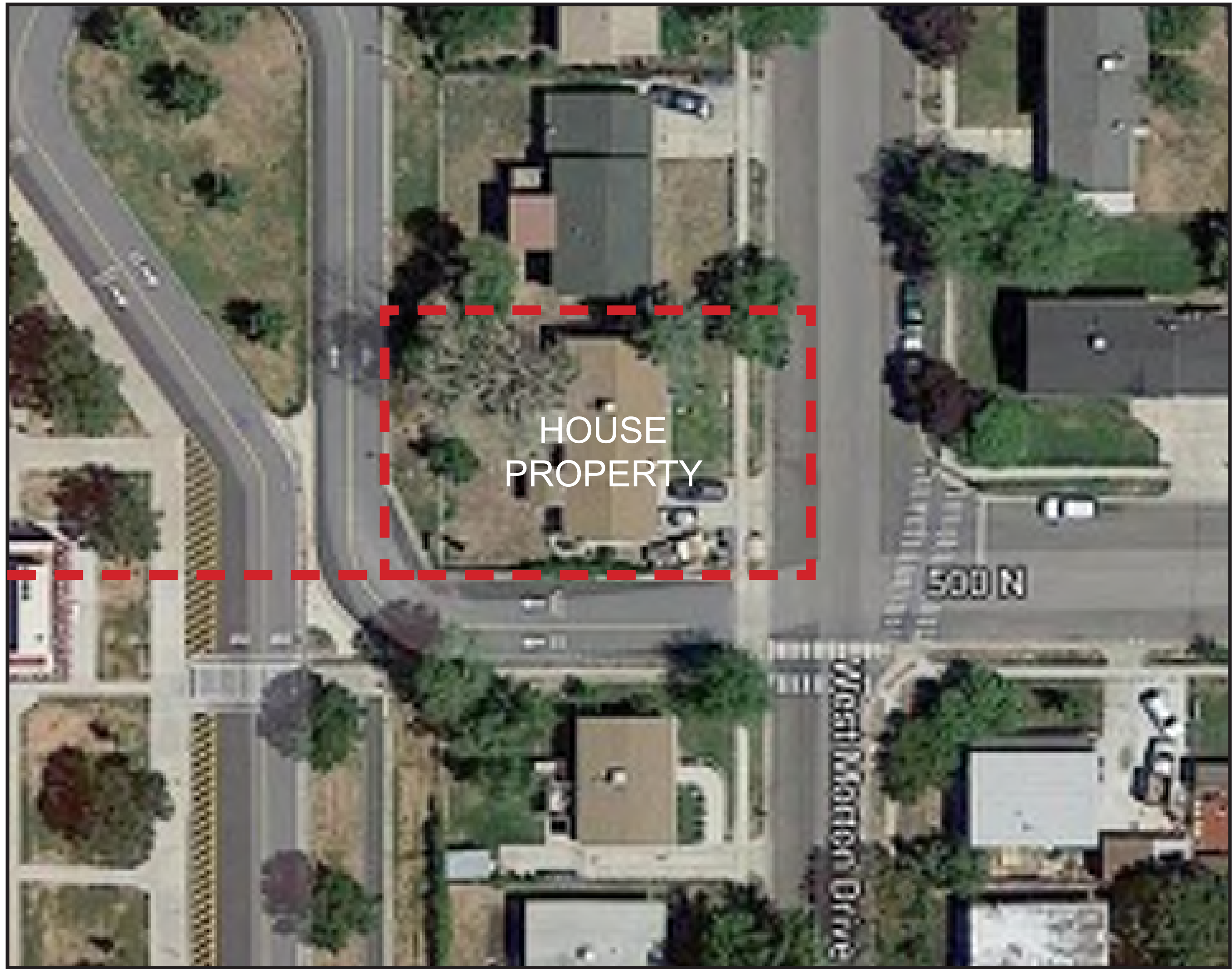
SITE PLAN - COMPLETED

MEADOWLARK ELEMENTARY REPLACEMENT

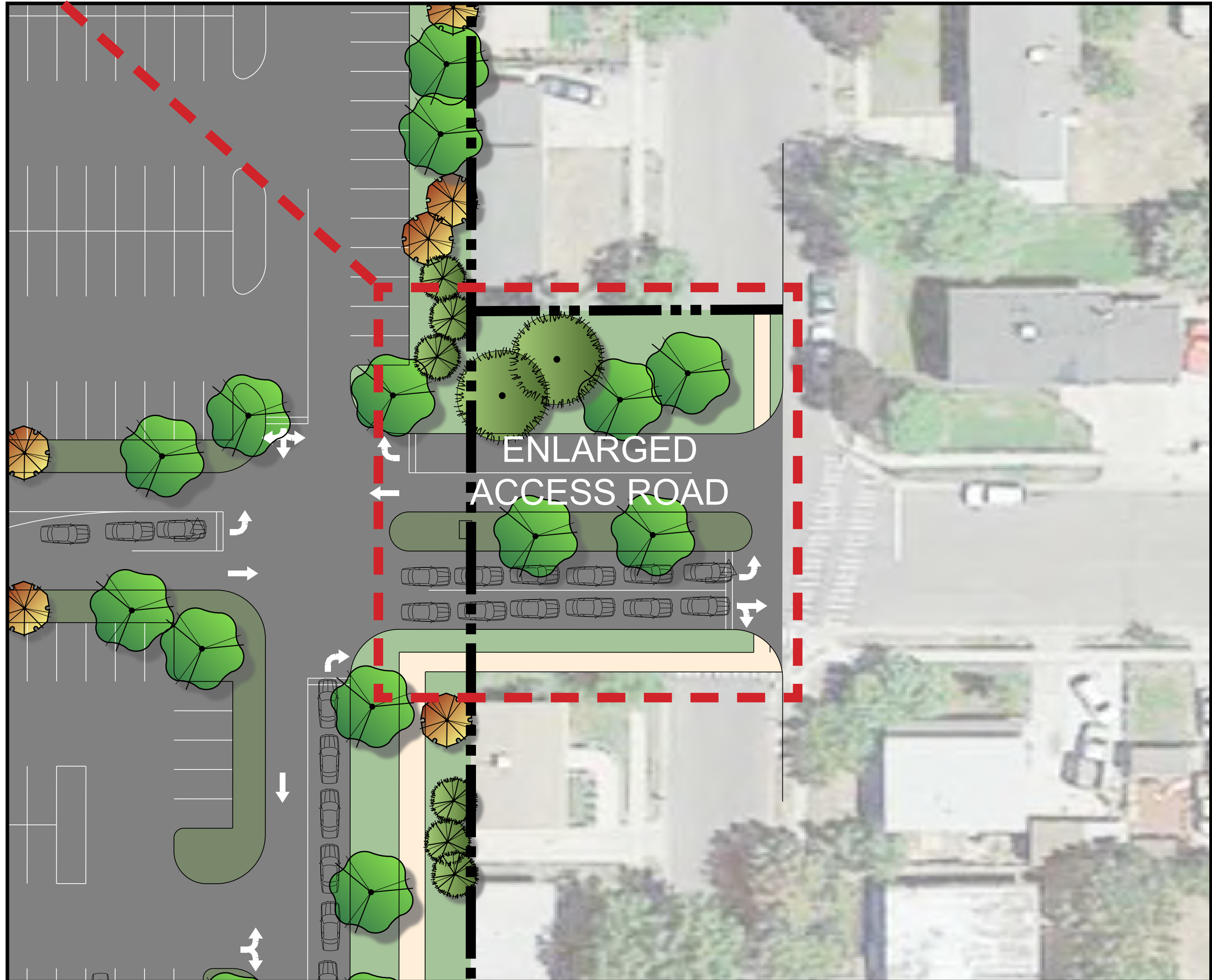
SITE PLAN - ENTRANCE IMPROVEMENT



SITE PLAN - PROJECT COMPLETION



SITE PLAN - EXISTING



SITE PLAN - PROJECT COMPLETION



MHTN
ARCHITECTS



ATTACHMENT E: 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;	Generally complies	As was discussed earlier in this report, the Northwest Master Plan recognizes the importance preserving existing housing in the Jackson neighborhood and, in turn, the uses that support these residences. However, the expansion of this school site and driveway in particular requires the demolition a residential structure. The preservation of the City's housing stock is a community and City-wide policy. 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 proposal also promotes good urban design, which is something the Master Plan supports.
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.	Complies	<p>The purpose of the PL Public Lands zoning district is:</p> <p><i>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.</i></p> <p>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 facilities like schools to support the existing housing stock in the area. The requested amendment would allow the school to expand the entrance onto the site, which would ultimately better serve the new school and the children in the neighborhood attending the school.</p>
3. The extent to which a proposed map amendment will affect adjacent properties;	Complies	Meadowlark Elementary School is in need of a wider entrance and has acquired an adjacent property to allow for that. This improvement is being made in conjunction with the school's larger plan to reconstruct the school. While the wider driveway may increase the volume of cars at that location, it's being widened to support the new school building that should better serve the children in the community. Buffers will also be put in place to mitigate any effects of increased traffic flow. Furthermore, the properties abutting the drive have also been abutting the School District's property for some time. No new entrances are being created to access the site.
4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards	Complies	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	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.

fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.		
NOTES:		

ATTACHMENT F: 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 August 10, 2017.

Public hearing notice posted on August 11, 2017.

Public notice posted on City and State websites and Planning Division list serve: August 11, 2017.

Public Comments

The project was presented at the City's Open House on July 20, 2017. No inquiries or comments were received. The Jordan Meadows Community Council were also notified regarding the project, but did not request a meeting with the application. The Chairman of the Community Council stated that the community seems very supportive of the plan and he hasn't heard any negative feedback. No other public comments have been received.

ATTACHMENT G: Department Comments

CITY DEPARTMENT COMMENTS

Public Utilities: No comments.

Engineering: No objections.

Transportation: No comments.

Zoning: Building Services has identified no issues with respect to the proposed rezone. If the existing residential structure is to be demolished, it will be necessary for the property owner to proceed through the demolition process with the Building Services Division - following Section 18.64 of the Building Code.

Fire: No comments.