Staff Report

PLANNING DIVISION
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission
From: Diana Martinez, Senior Planner, diana.martinez@slcgov.com, 801-535-7215
Date: April 22, 2026
Re: PLNPCM2026-00073 Chadwick Avenue Alley Vacation

ALLEY VACATION

PROPERTY ADDRESSES: The alley abuts six properties: 2553 S. Chadwick St., 2554 S. Dearborn St., and 1407, 1433, 1439, 1445 E. Stratford Avenue.
MASTER PLAN: Sugar House Master Plan
ZONING DISTRICT: 21A.24.060: R-1/7,000 SINGLE-FAMILY RESIDENTIAL DISTRICT:
COUNCIL DISTRICT: District #7, represented by Sarah Young

REQUEST:

Anne and Zach Taylor, the applicants, are requesting approval to vacate (or to give up public ownership of) two portions of public alleyways. The first is approximately 12' x 262' for the portion running from Chadwick Street to Dearborn Street, and the second is approximately 12' x 51' for the portion running along the east property line of the applicant's property. If approved, these sections of the two alleys would be divided and allocated to the property owners abutting the vacated portions of the alleyways. This property is zoned R-1-7,000 (Residential) and is located within Council 7, represented by Sarah Young.

RECOMMENDATION:

Based on the findings and analysis in this report, the Planning Staff recommends that the Planning Commission forward a favorable recommendation to the City Council.

ATTACHMENTS:

A. Vicinity Map
B. Property & Vicinity Photos
C. Historic Photos
D. Applicant Narrative
E. Analysis of Standards
F. Public Process and Comments
G. Department Review

BACKGROUND AND PROJECT DESCRIPTION:

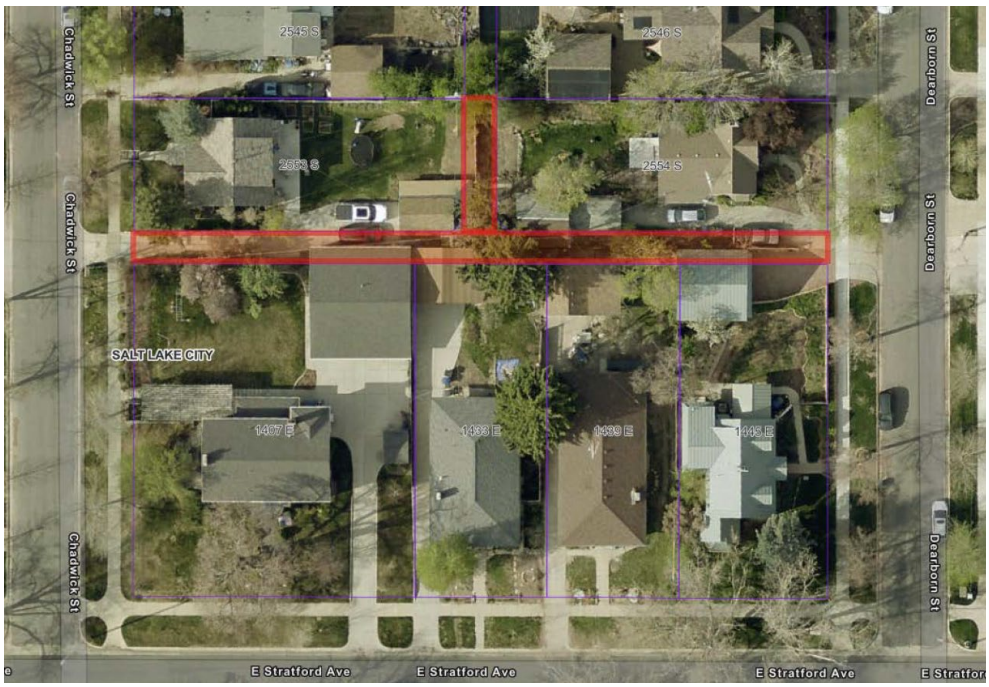
Applicant's property is shown with an X.
The portion of the alleys requested to be vacated is shown in yellow

Anne and Zach, the applicants requesting the alley vacation, live to the north and east of the alleyways in question. They would like to build a new garage (possibly with an accessory dwelling unit on the second level) in their rear yard; however, because a platted alley runs along their south and east property lines, they are limited in where they can place an accessory structure.

There is currently an accessory structure on the applicant's property that encroaches the alleyway to the south and the one to the east. This could be the original structure, as seen in historic aerial photographs from 1958. The large, wide horizontal wood slats are indicative of early materials used in the mid-1900s construction. The garage most likely was expanded to the east and north a few decades later, as evidenced by additions with large, wide vertical wood siding, which was used in the 1960s and 1970s. These additions are visible in the 1999 historical aerial.

Existing garage -most likely built in the mid-1950s.

The property to the east of the applicant's property, which also has both alleys running along its south and west property lines, also has a garage that encroaches the East-to-West alleyway (see last photo in Attachment B). It is not clear whether this is the original garage shown in the 1958 historic aerial photograph, but a structure has been in the same location since the 1950s. Likewise, the neighbors who abut this alleyway portion from their rear yards and front onto Stratford Avenue all have accessory structures (garages or sheds) that encroach on the alleyway.



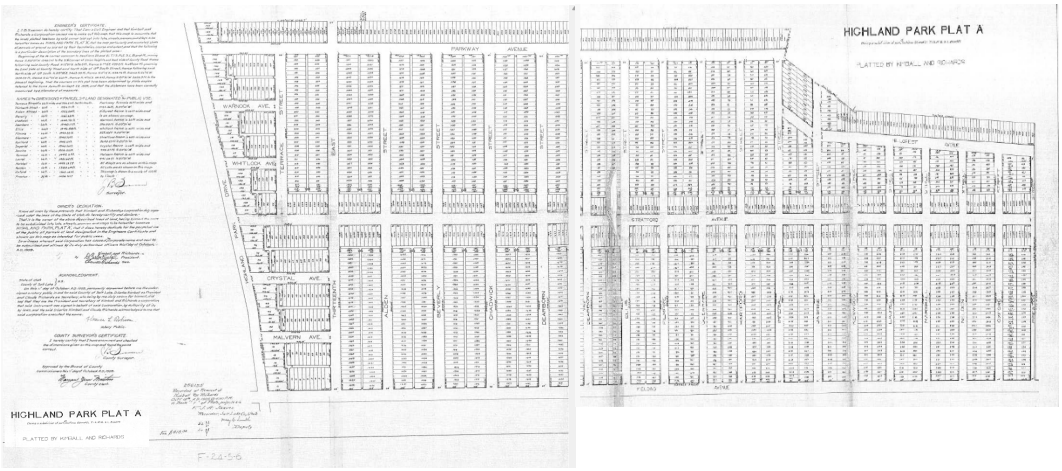
Alleyways are shown in red. The rooftops of the accessory buildings currently impeding the alley are quite visible.

The East-to-West alleyway, which runs between Chadwick Street and Dearborn Street, has served as the driveways for 2553 S. Chadwick St. and 2554 S. Dearborn St. for at least 68 years, as shown in the Utah Geological Survey 1958 aerial.

The East-to-West alleyway is shown in orange.
UGS Historic Aerial from 1958

Both the East-to-West alleyway and the North-to-South alleyway which abuts the properties 2553 S. Chadwick St. and 2554 S. Dearborn St. along the South, and east/west property lines respectively, have been "paper alleys" (*meaning an alley that appears on maps, and that was platted on a subdivision plat, but has never been physically constructed or developed)* possibly since they were platted in 1909. For sure, since 1958.

The alley was platted as part of the Highland Park Subdivision:



The Highland Park Plat A was recorded in 1909 and contains hundreds of lots. This subdivision is quite large, running from Highland Drive (1300 East) to Preston Street to the East (0.94 miles), and from Parkway Avenue to Stratford Avenue (0.39 miles). Within each block of lots, an alleyway was platted to run between the lots, providing street frontage and rear access to each lot. In past years, many of these alleys have been vacated within the subdivision, and many have remained undeveloped as "paper alleys".

The North-to-South alley between Chadwick Street and Dearborn Street block is only accessible from the North side, by way of Parkway Avenue. Only five properties have access to the alleyway from Parkway Avenue. All the other lots that abut the alleyways in this block have been blocked by a fence across the alley (located at the five properties that access it) and by private fences that have gone up in the middle of the alley, used by the properties that abut it. This proposed alley vacation would not impact on those five properties that access and use the alley from Parkway Avenue.

View of the northern portion of the alley between the block of Chadwick Street and Dearborn Street. The only accessible portion of the alleyway is noted in yellow. The rest of the alley to the South is blocked by a fence -shown in red.

The applicants are requesting that the alley between Chadwick Street and Dearborn Street, which is approximately 262 feet in length and 12 feet in width, be vacated, and the alley portion that touches the first alley and then runs along the applicant's east property line, which is approximately 51 feet in length and 12 feet in width, be vacated.

The East-to-West alley abuts **six** properties:

- **2553 S. Chadwick St.**
- **2554 S. Dearborn St.**
- **1407 E. Stratford Avenue**
- **1433 E. Stratford Avenue**
- **1439 E. Stratford Avenue**
- **1445 E. Stratford Avenue**

Five of the property owners have signed the petition in support of this vacation request.

Powerlines typically run along alleyways and rear lot lines; therefore, easements for them are quite common for accessibility. Access to these power lines will need to remain available if the alley request is approved.

APPLICABLE REVIEW PROCESSES AND STANDARDS:

Review Processes: Alley Vacation

Alley Vacation requests must fulfill one of four policy considerations in section 14.52.020 of the City Code: Lack of Use, Public Safety, Urban Design, or Community Purpose. Requests are also reviewed against the factors found in 14.52.030.B. Staff's analysis of the policy considerations, and other factors can be found in Attachment E – Analysis of Standards.

Alley Vacation requests are ultimately up to the City Council's discretion and are not controlled by any one standard. If the Alley Vacation is approved, the City will convey half of the alley to the abutting property owners on each side.

KEY CONSIDERATIONS:

The key considerations and concerns below have been identified through the analysis of the project, neighbor & community input, and department reviews:

1. Property Owner Consent
2. Policy Considerations
3. Master Plan Considerations

Consideration 1: Property Owner Consent

Section 14.52.030.A.1 of the City Code specifies that "the petition must bear the signatures of no less than seventy-five percent (75%) of the neighbors owning property which abuts the subject alley property." Five properties abut the portion of the alley requested to be vacated. All five abutting property owners (100% of the property owners abutting the portion of the alley in the request) have signed the petition in support of the vacation. This issue is also addressed in Attachment C – Analysis of Standards.

Consideration 2: Policy Considerations

The request satisfies policy consideration A) Lack of Use outlined in section 14.52.020. This is outlined in Attachment E – Analysis of Standards.

Consideration 3: Master plan Considerations

Sugar House Master Plan:

In Sugar House, alleys have traditionally been incorporated into development patterns, and many alleyways currently serve both residential and commercial use. This is one of the factors that contribute to the pedestrian orientation that many well-established neighborhoods embody. However, due to maintenance issues, the abutting property owners of an alley frequently request that the City vacate the property. It has been the practice of the City that if approved, the alley is divided equally, and ownership is transferred to the adjacent property owners.

Plan Salt Lake

Initiative 8.8 echoes this sentiment, recommending "increased connectivity through mid-block connections" (p.31). However, since this alley does not run through from Parkway Avenue to Stratford Avenue, it is only a beneficial right-of-way for the neighbors who live along it.

DISCUSSION:

The alley closure has been reviewed against the standards for alley vacations in Attachment C. In compliance with the applicable policies, the alley is not being used for public purposes, and adjacent property owners support the closure. Further, the proposed vacation does not conflict with City policies in the Sugar House Master Plan or Plan Salt Lake. Planning Staff recommends that the Planning Commission forward a positive recommendation for this Alley Vacation request to the City Council.

NEXT STEPS:

Chapter 14.52 of the Salt Lake City Code regulates the disposition of City-owned alleys. When evaluating requests to close or vacate public alleys, the City considers whether the continued use of the property as a public alley is in the City's best interest. Public hearings are being held before the Planning Commission and City Council to consider the potential adverse impacts of a proposal. Once the Planning Commission has reviewed the request, it forwards its recommendation to the City Council for consideration. The City Council has final decision authority regarding alley vacations and closures.

ATTACHMENT A – Vicinity Map

ATTACHMENT B – Property & Vicinity Photos

View looking East - alleyway that serves as the driveway to 2553 S. Chadwick Street.

View looking East- showing accessory structures impeding into the alleyway

View looking East- showing power lines aligned within the alley

View looking East- showing power lines and accessory structures impeding on the alley portion requested to be vacated

View looking East from 2553 S. Chadwick to the property to the East 2554 S. Dearborn St. Both accessory structures impede the alleyway

View looking West – 2554 S. Dearborn St. on the right of the photo. The accessory structure on the left and the garage behind the vehicles are all impeding on the alleyway that comes through from the West (2553 S. Chadwick St.)

View looking West – close up of accessory structure and garage impeding on alleyway

View looking to the South from Parkway Avenue, showing the fence blocking the rest of the alleyway from use. Only 5 properties have access to this section of the alley.

ATTACHMENT C – Historic Photos

Historic Aerials from the Utah Geological Survey

1958 Aerial

1999 Aerial

ATTACHMENT D – Applicant Narrative & Petition

January 26, 2026

Planning Division
451 S State Street Room 406
PO Box 145480
Salt Lake City, UT 84114-5480

To whom it may concern,

Hi there. We are applying for an official alley vacation under ordinance 14.52 at our residence at 2553 S Chadwick Street. Our application requests the closure of the alley extending from our driveway on Chadwick Street to where it connects with Dearborn Street. The timing of this application coincides with a planned garage build that we'll be drawing permits for once this process is underway. While the current garage likely dates back to 1939, we'd like to have the new structure built up to two feet further south which would encroach on the alley boundaries. Our garage currently sits on the alley that once extended north to Parkway Avenue. If feasible, we'd also like to request that the small piece of alley that sits on our eastern property boundary is closed off. We are unable to make that request on behalf of the street because there are neighbors on the north end of the block that access their garage through what remains of the alley.

According to our neighbors, the alley connecting Chadwick Street to Dearborn Street has had a complete lack of use meeting 14.52.020 policy consideration A for several decades. In addition, every abutting property has had a replacement garage built within the alley boundaries. Not only does this ensure that the vacation would not impact 14.52.030 factor consideration 6, but the alley has already been blocked off by all abutting neighbors. If we decide to use the architectural plans we had drawn up to add an ADU above the garage, it has the potential to enhance urban design by adding a 621 sqft, 1-bedroom apartment in our city meeting 14.52.020 policy consideration C.

We appreciate you taking the time to review our application. We look forward to working with you as we navigate this process.

Kind regards,
Anne Pesek Taylor and Zach Taylor

PETITION FOR ALLEY / STREET VACATION

APPLICANT INFORMATION

NAME OF APPLICANT	DATE
Anne Pesek Taylor	5-13-2025

ADDRESS OF APPLICANT

2553 S Chadwick St

DISCLAIMER: AS AN OWNER OF PROPERTY ADJACENT TO THE ALLEY, I AGREE TO THE PROPOSED VACATION OR CLOSURE. I UNDERSTAND THAT IF MY PROPERTY IS A COMMERCIAL BUSINESS OR A RENTAL PROPERTY WITH MORE THAN THREE (3) DWELLING UNITS, I WILL BE REQUIRED TO PAY FAIR MARKET VALUE FOR MY HALF OF THE ALLEY.

PRINT NAME	ADDRESS	SIGNATURE	DATE
RALPH L. DEWSNUP	1407 E. STRATFORD	Ralph L. Dewsnup	5/14/2025
MARY DEWSNUP	1407 E. STRATFORD	Mary C. Dewsnup	5/14/2025
Alex Mckelvey	1433 E Stratford	[illegible]	5/14/2025
MARITA HOJEM	2554 DEARBORN st	Marita Hojem	5.16.2025
	[redacted]		
	2566 Dearborn St		
Whitney Tobey	1439 E Stratford Ave.	[illegible]	11/1/25
Reed Hatley	1439 E Stratford Ave	[illegible]	11/1/25

Written description with measurements of the proposed alley vacation or closure:

The majority of our driveway acted as the abandoned alley. Therefore it extends the full depth of our lot (approximately 130 feet deep), as well as approximately 10'2" wide. The eastern most 57 feet of the alley within our backyard is occupied by 3'2" ft of the garages at 1407 E Stratford Ave and 1433 E Stratford Ave.

ATTACHMENT E – Analysis of Standards

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	Discussion	Finding
14.52.020: 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: **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. **B. Public Safety**: The existence of the alley is substantially contributing to crime, unlawful activity or unsafe conditions, public health problems, or blight in the surrounding area. **C. Urban Design**: The continuation of the alley does not serve as a positive urban design element. **D. Community Purpose:** The Petitioners are proposing to restrict the general public from using the alley in favor of community use, such as a neighborhood play area or garden.	The proposed alley vacation is consistent with policy consideration **A. Lack of Use** and **C. Urban Design** The alleyways were created in 1909 within the Highland Park Subdivision Plat and have always been "paper alleys," never developing into a right-of-way to serve any of the abutting properties. Since before 1958, historic aerials have shown the East-to-West alleyway has served as the driveway for 2553 S. Chadwick and 2554 S. Dearborn St. The alley and the one platted North-to-South has never been used for either vehicular or pedestrian passage. This property will most likely not serve as an urban design element for the city, due to it being used as two driveways and the North-to-South alley not connecting to the northern portion of the platted alley.	**Complies**

14.52.030.B: Processing Petitions – Public Hearing and Recommendation from the Planning Commission.

Upon receipt of a complete petition, a public hearing shall be scheduled before the Planning Commission to consider the proposed disposition of the City-owned alley property. Following the conclusion of the public hearing, the Planning Commission shall make a report and recommendation to the City Council on the proposed disposition of the subject alley property. A positive recommendation should include an analysis of the following factors:

Factor	Discussion	Finding
1. The City Police Department, Fire Department, Transportation Division, and all other relevant City Departments and Divisions have no objection to the proposed disposition of the property;	Staff requested input from pertinent City Departments and Divisions. Only the Engineering Division denied the application with the following reasons: 1. There is what looks to be aerial overhead distribution power lines running the length of the alleyway which would does not support access for RMP to their facilities due to the existing garages built in the alley that appear to be unpermitted. 2. The proposal of the petitioner is to tear down the existing garage and build a new ADU that continues to encroach into the alleyway. This would continue to block access for RMP to access their facilities and provide service to neighbors. 3. There is a RMP pole approximately halfway down the alley to support aerial power connections to residents along the N-S alley/easement located between the rear boundary limits of two properties. 4. The primary reason for proposing denial of the alley vacation is to protect the continued aerial power lines and intermediate poles half way down the alleys.	**Does not comply**
2. The petition meets at least one of the policy considerations stated above;	The alley meets policy consideration **A. Lack of Use** and **C. Urban Design**. After an in-person inspection of the alley and reviewing historical aerial photographs, it appears that there are several accessory structures that have been built into the alleyway since as early as 1958. It also appears that the alley has never gone from Chadwick Street to Dearborn Street, or had access to the North-to-South alleyway that runs along the east property line of 2553 S. Chadwick Street.	**Complies**
3. The petition must not deny sole access or required off-street parking to any adjacent property;	The petition, if approved, would not prevent any of the properties abutting the alley from accessing their properties.	**Complies**
4. The petition will not result in any property being landlocked;	All lots abutting the subject alley have access to a public street. No property would be landlocked as a result of this Alley Vacation request.	**Complies**

5. The disposition of the alley property will not result in a use that is otherwise contrary to the policies of the City, including applicable master plans and other adopted statements of policy that address, but are not limited to, mid-block walkways, pedestrian paths, trails, and alternative transportation uses;	Vacating the subject alley will not create or result in any use contrary to City policies. Therefore, the residential character of the block would remain essentially the same.	**Complies**
6. No opposing abutting property owner intends to build a garage requiring access from the property or has made an application for a building permit, or if such a permit has been issued, construction has been completed within 12 months of issuance of the building permit;	There has been no opposition to this alley vacation request.	**Complies**
7. The petition furthers the City's preference for disposing of an entire alley rather than a small segment of it; and	Only a portion of the alley is being requested to be vacated. The rest of the alley, currently used as an alleyway to the North off of Parkway Avenue, would continue to serve as an alley and accessway for some of the abutting residential properties.	**Does not comply**
8. The alley is optional for actual or potential rear access to residences or accessory uses.	The portion of alley requested to be vacated has not been used for actual or potential rear access to residences and accessory uses in approximately 68 years.	**Complies**

ATTACHMENT F – Public Process and Comments

The following attachment lists the public meetings that have been held and other public input opportunities related to the proposed project. In addition, all written comments received throughout this process are included in this attachment.

- Notice of the Alley Vacation request was sent to the Sugar House Community Council Chair on February 2, 2026. The Chair send this response:

  We have read the petition, and visited the site. It appears that this is too narrow to ever become a real driveway, and there is no other parcel that
  has any access And we see the signatures fro all the neighbors, we have no objection and you can consider this our approval letter.

  Judi Short, First-Vice Chair and Land Use Chair
  Sugar House Community Council

- An early notification announcement was sent to all abutting property owners of the subject portion of the alley requesting to be vacated on February 3, 2026, with information about how to provide public comments.

- Notice of the public hearing for the proposal included:
  - Public hearing notice mailed on April 16, 2026
  - Public notice posted on City and State websites and Planning Division listserv on April 16, 2026
  - Public notice was posted on the property on April 10, 2026

- Planning Staff has received three phone calls inquiring about the application. No one opposed.
- Planning Staff has received one email in support of the application:

From: [redacted]
To: Martinez, Diana
Subject: (EXTERNAL) Support for Alley Vacation on Chadwick & Dearborn
Date: Saturday, February 14, 2026 7:39:58 AM

[redacted]

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

Hi Diana,

I'm writing to express my support for the alley vacation request between 2553 S. Chadwick Street and 2554 S. Dearborn Street under alley vacation PLNPCM2026-00073.

I live at [redacted] and think the vacation request makes sense for the property owners and neighbors.

Thanks!
Sarah Young

ATTACHMENT G – City Department Review

Transportation: Jena Carver // 801-535-6694:

No issues.

Engineering: **Peter Murphy // 801-535-6276**

1. There is what looks to be aerial overhead distribution power lines running the length of the alleyway which would does not support access for RMP to their facilities due to the existing garages built in the alley that appear to be unpermitted.
2. The proposal of the petitioner is to tear down the existing garage and build a new ADU that continues to encroach into the alleyway. This would continue to block access for RMP to access their facilities and provide service to neighbors.
3. There is a RMP pole approximately halfway down the alley to support aerial power connections to residents along the N-S alley/easement located between the rear boundary limits of two properties.
4. The primary reason for proposing denial of the alley vacation is to protect the continued aerial power lines and intermediate poles half way down the alleys.

Public Utilities: Kristeen Beitel // 801-483-6733

Public Utilities has no issues with the proposed vacation.

Building Services – Fire: Seth Hutchinson// 801-535-7164

3-30-2026- The proposed Alley Vacation is acceptable to Fire; however, any future development or building permit application shall meet the minimum construction and life safety codes adopted by the State of Utah.

Police : Andrew Cluff:

No comment

Real Estate Services: Trevor Ovenden // trevor.ovenden@slc.gov // 801-535-7168

No comments from Real Estate Services