



CITY COUNCIL STAFF REPORT

MEETING DATE:	27 January 2016
APPLICANT:	Wasatch Group
REQUEST:	General Plan Amendment
DESIGNATION:	New Historical and School/Open Space to Master Plan
ADDRESS:	3305 South 500 East
PREPARED BY:	Micahel Florence and Francis Xavier Lilly
PROJECT:	GP-15-005

SYNOPSIS: The Wasatch Group in conjunction with Garbett Homes and Arbor Commercial is seeking to redevelop the site of the former Granite High School. In 2010, the City adopted a future land use map as part of the General Plan that designated a portion of the site as new historical, with most of the approximately 27 acres remaining as school/open space. When the future land use map conflicts with future zoning or land use proposals, the City policy is to amend the future land use map. Once the future land use map is amended then an applicant may petition to change the zoning of the property to fit with their respective proposal.

Wasatch Group is petitioning the City Council to amend the future land use map designation from New Historical and Open Space to Master Plan. The applicant proposal is for ten acres of commercial, thirteen acres of residential and the remaining four acres for open space. If this amendment is successful, the applicant will pursue entitlement through the Master Planned Mixed Use Zone, undertaking a process similar to the Crossing (Boyer Development at 2100 S. State) and Riverfront projects (3800 S. 700 W). The Master Plan Mixed Use zone requires that a developer propose a mix of uses on the property and that they prepare a masterplan with specific regulations regarding site layout, building design and uses that are allowed on the property. The masterplan is then approved with the change in zoning and becomes the regulatory document for the development and cannot be changed unless amended by the City Council. At this time the applicant is only petitioning to change the future land use map.

SUMMARY:

- Wasatch Group has a real estate purchase agreement with the Granite School District to acquire the former Granite High School Site.
- The concept plan assumes dividing the property into three sections: Commercial, residential and open space
- The applicant's request is to change the future land use designation to Master Plan.
- Following general plan amendment approval, the applicant would need to file an application and return to the Planning Commission and City Council for zone change approval to Master Planned Mixed Use (MPMU).

- The Planning Commission voted unanimously to the City Council to amend the future land use map to change the land use designation of the former Granite High School from New Historical and School/Open Space to Master Plan, provided that the developer propose additional open space as part of the development for the following reasons:
 - A future land use amendment to MP would achieve the intent of the South Salt Lake General Plan to regulate land uses based on compatibility with surrounding uses, residential areas and economic feasibility and to maintain residential, business and industrial areas that are vibrant and where the health and safety of all are protected;
 - A future land use amendment to MP would achieve the intent of the South salt Lake City General Plan to regulate land uses to ensure compatibility and to sustain viable neighborhoods,
 - A future land use amendment to MP would achieve the intent of the South Salt Lake General plan to support economic development and revitalized retail corridors.
 - Additional open space intended to serve all South Salt Lake residents will fulfill the intent of the General Plan and Parks, Open Space, Trails, and Community Centers Master Plan to preserve regional open space.
 - Additional open space intended to serve all South Salt Lake residents will honor the historic and cultural legacy of the Granite High School Site.

General Information:

Location: 3305 South 300 East

Property Size: Approximately 27 acres

Surrounding General Plan Designations and Land Uses

North:	Historical (Scott School) and Low-Density Residential
South:	Low Density Residential
East:	Low Density Residential and New Mixed Use
West:	Low, Medium, and High Density Residential

Requirements:

17.07.020 - Establishment and duties of planning commission.

K. Responsibilities.

1. The planning commission makes recommendations to the city council for:
 - a. The general plan and amendments to the general plan;

General Plan Considerations:

PRESERVATION OF GRANITE HIGH SCHOOL

At the time the General Plan was adopted, Granite School District elected to close the school. Nonetheless, the General Plan called out the site as an historic and cultural amenity to the city:

7.2 Parks

...The only option for significant park development would be to acquire Granite School District properties if they become available.

7.4.4 Granite High School

Granite High School celebrated its centennial as a school in 2007. The school has seen thousands of students pass through its doors over those 100 years with a few of them becoming quite prominent citizens of the State. The school has had several additions to the building over 100 years and several buildings have been added to the campus. Granite School District changed the focus of the high school in 2005 from a traditional school to an alternative high school and the school continued in decline as an educational facility until the School Board closed it in spring 2009 ending the 100 year run as a school. Granite High over the years has been the school of literally thousands of Salt Lake area residents and it would be shameful to lose the grand facades of this icon. This campus is important to the City whether as a school or not, and preservation of this community landmark is vital. The City hired PSOMAS Engineering to write an alternative use for the Granite High School campus. This plan completed in spring 2009 preserves the open space and many of the historic structures.

Subsequent to the General Plan, citizens sought to preserve Granite High School through a bond election in 2010, which failed. This year, another bond election was

held, to promote additional parks and open space throughout the city, including potential acquisition of some of the open space at Granite High School. That bond election also failed. Nonetheless, the General Plan affirmed Granite High School's unique position in the community, with the following goal:

Goal LU-5. Preserve all existing historically significant buildings in South Salt Lake City.

South Salt Lake does not have a large number of historic structures and landmarks. Preserving those that do exist is important. St. Ann's School, Pioneer Craft House, Columbus Community Center, and portions of the former Granite High School are all important. Historic buildings also connect generations giving old and young something in common. The structures are familiar and add stability to an ever-changing environment.

The General Plan calls out other land use goals, outlined below:

LAND USE GOALS/POLICIES (LU)

Goal LU-7. Protect low density residential areas adjacent to business districts.

Policy LU-7.1.2 - Site medium density residential projects between intense businesses and low density residential.

The concept plan shows medium-density townhomes acting as a buffer and transition between the development's single-family and the commercial components.

Goal LU-11 Make business and commercial areas more pedestrian and bicycle friendly.

The concept plan utilizes proposed open space and a network of paths and trails to connect the development's residential and commercial components.

Goal LU-12 Adopt design standards for business and commercial areas.

The Master Plan Mixed Use designation will require the applicant to establish design and development standards that are unique to the site. The applicant has expressed to staff a willingness to promote designs that honor the legacy of the Granite High School site.

ECONOMIC SUSTAINABILITY GOALS/POLICIES (ES)

Goal ES-3. Enhance the quality of life in South Salt Lake by improving the community's appearance, safety, education, positive outlook, gathering places and positive momentum.

Policy ES-3.1.2: Strive to provide a wide range of goods and services to residents and businesses in commercial areas and nodes. Change zoning as needed to accomplish the policy.

Policy ES-3.1.3: Use cultural resources such as public art, historic elements, placemaking features and attractions to draw people to commercial areas and enhance the perception of South Salt Lake

HOUSING GOALS/POLICIES (HE)

Goal HE-1. Seek to supply a broad range of housing types and styles with community sustainability in mind.

The applicant is proposing a residential subdivision similar in character and scope to the Terra Sol subdivision. Terra Sol is recognized as an excellent addition to the City's housing stock. The homes proposed on the Granite High School site will not include the solar/geothermal features found at Terra Sol.

Goal HE-4. Improve the overall home ownership ratio.

According to the 2000 Census South Salt Lake City has a home ownership level of 38 percent and a rental level of 62 percent. Increased home ownership results commitment to the community and schools, more investment in property enhancements, lower levels of crime and greater community stability.

All of the housing proposed in this development will be for-sale, intended for owner occupancy.

COMMUNITY VALUE GOALS/POLICIES (CV)

Goal CV-2. The General Plan should be implemented in a reasonable period following adoption.

Policy CV-2.2.2: Use the General Plan and land use map as the guiding document in all zoning map and zoning ordinance changes.

Goal CV-3. Follow the General Plan as closely as possible.

Objective CV-3.1: The General Plan should guide all land use amendments and decisions by the Planning Commission and City Council.

Policy CV-3.1.1: Land use recommendations should always reference the General Plan.

Policy CV-3.1.2: If the General Plan is not followed, the reasons for not following the Plan should be established and recorded.

*Objective CV-3.2: The General Plan should be kept as a relevant document.
Policy CV-3.2.1: If the desired land use changes are not consistent with the General Plan, an amendment to the plan should be considered.*

PARKS, OPEN SPACE, TRAILS, AND COMMUNITY CENTERS MASTER PLAN – GOALS AND POLICIES

In 2015, the City Council adopted the *Parks, Open Space, Trails, and Community Centers Master Plan* as an appendix to the General Plan. That plan includes a number of goals and policies that should inform the City Council's policy decision regarding the future of the Granite High School site.

The master plan adopts a proposed standard of 2.5 acres of parks and 2.5 acres of open space per 1,000 residents. Citywide, this translates to a need of an additional 40.2 acres of parks in our community. The master plan includes 5 to 15 acres of land at Granite High School as a potential opportunity to acquire land for sports fields, walking paths, playgrounds, and a possible recreation center.

Assuming an average family size of 3.4, according to the *2009-2013 American Community Survey*, and the addition of 114 housing units, to meet the master plan's baseline requirement would require a 1-acre park as part of the development. The developer is proposing two parks that are internal to the development that would meet the baseline requirement.

However, both the Master Plan and the General Plan call for obtaining additional regional and community park space as needed. Moreover, the plan identifies a number of facilities at the Granite High School site, including tennis courts and a walking/jogging path that have been used by the community and would be in need of replacement if these facilities are lost to redevelopment. Given the historic value to the community of the existing school and open space, which functions as a regional amenity, the City Council could consider the city's broader parks and open space goals in its deliberation of the proposed general plan amendment.

Staff Analysis:

The General Plan gives substantial guidance when considering land use changes in the City. A master planned area would require the development of a small-area master plan that would provide a mix of uses that are compatible with the surrounding land uses of the subject property. The applicant's concept plan includes housing intended for owner occupancy, as well as over 90,000 square feet of commercial retail along 3300 South.

Staff believes that the General Plan supports this type of development throughout South Salt Lake, and believes that 114 owner-occupied homes would be a welcome addition to the community. However, the General Plan also singled out Granite High School as an important historic, cultural, and open space amenity for the community.

Subsequent to the plan, citizens and City officials worked on a number of options to redevelop the Granite High School site in a manner that preserves its legacy. So far, none of those options have come to fruition. Currently, the Granite School District has entered into a real estate purchase agreement with a developer that does not believe that the preservation of the buildings and open space is viable, and is recommending that the entire site be redeveloped to its highest and best use, which they find to be a combination of owner-occupied residential and commercial, anchored by a grocery store along 3300 South.

Redevelopment in some form is inevitable, but the historic and cultural importance of the Granite High School site should not be ignored. Any redevelopment should respect the character, legacy, and impact of the former Granite High School site. Staff understands that trade-offs are unavoidable, but whatever takes the place of the former Granite High School and the cherished open space should be something that replaces the value of these lost community assets.

Planning Commission Options

Staff provided the Planning Commission three options for making a recommendation to the City Council for the Future land Use Map Amendment

Option 1: Recommendation of Approval

A recommendation to the South Salt Lake City Council to amend the future land use map to change the land use designation of the former Granite High School site from New Historical and School/Open Space to Master Plan, for the following reasons:

1. A future land use amendment to MP would achieve the intent of the South Salt Lake General Plan to regulate land uses based on compatibility with surrounding uses, residential areas and economic feasibility and to maintain residential, business and industrial areas that are vibrant and where the health and safety of all are protected;
2. A future land use amendment to MP would achieve the intent of the South salt Lake City General Plan to regulate land uses to ensure compatibility and to sustain viable neighborhoods,
3. A future land use amendment to MP would achieve the intent of the South Salt Lake General plan to support economic development and revitalized retail corridors.

Option 2: Recommendation of Denial

A recommendation to the South Salt Lake City Council to deny the petition to amend the future land use map to change the land use designation of the former Granite High School site from New Historical and School/Open Space to Master Plan, for the following reasons:

1. A future land use map amendment is inconsistent with the intent of the general plan to preserve open space and historically significant buildings in the City.

2. The land use map amendment as proposed does not affirm the goal of the Parks, Open Space, Trails, and Community Centers Master Plan to support the development and preservation of regional-scale open space wherever possible.

Option 3: Recommendation of Approval, Subject to Additional Open Space

A recommendation to the South Salt Lake City Council to amend the future land use map to change the land use designation of the former Granite High School from New Historical and School/Open Space to Master Plan, provided that the developer propose additional open space as part of the development, for the following reasons.

1. A future land use amendment to MP would achieve the intent of the South Salt Lake General Plan to regulate land uses based on compatibility with surrounding uses, residential areas and economic feasibility and to maintain residential, business and industrial areas that are vibrant and where the health and safety of all are protected;
2. A future land use amendment to MP would achieve the intent of the South salt Lake City General Plan to regulate land uses to ensure compatibility and to sustain viable neighborhoods,
3. A future land use amendment to MP would achieve the intent of the South Salt Lake General plan to support economic development and revitalized retail corridors.
4. Additional open space intended to serve all South Salt Lake residents will fulfill the intent of the General Plan and Parks, Open Space, Trails, and Community Centers Master Plan to preserve regional open space.
5. Additional open space intended to serve all South Salt Lake residents will honor the historic and cultural legacy of the Granite High School Site.

Attachments

- Concept Plan
- Applicant letter - the applicant has since removed the attached townhome proposal from their request for development
- Planning Commission Meeting Minutes from 3 December 2015 and draft meeting minutes from 7 January 2016

3300 SOUTH

3300 SOUTH

500 EAST

COMMERCIAL
+/- 10 acres

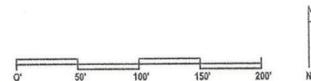
3360 SOUTH

3400 SOUTH

RESIDENTIAL
+/- 13 acres

SCOTT AVE.

MILLCREEK WAY



GRANITE CENTER - SITE CONCEPT

1"=100'

12-14-2015

BABCOCK DESIGN GROUP

11-19-15

Michael Florence
Community Development Director
South Salt Lake City

Dear, Mike

The subject property is currently zoned R-1-6. The property has functioned as a high school for over 100 years. The Granite School District closed the school nearly 10 years ago. The School District has since boarded up the buildings and gated the fields and tennis courts. The property will not longer function under its current use. Due to surrounding uses and intensity of the area the property's highest and best use is to maximize its exposure to 3300 South while still maintaining a residential feel on the southern portion of the property.

To best accomplish this the Master Plan Mixed Use zone will be used to facilitate the optimal uses for the site. This would include a retail center on 3300 South. Single Family homes across the majority of the southern portion of the land and a small section of attached housing to act as a transition between the two uses and help to activate the retail center.

Given the location of the property and the surrounding uses, the most appropriate use of the property is a Retail Center with attached housing and single-family homes. These uses are best accomplished with the Master Plan Mixed Use Zone and an amendment to the general plan.

Sincerely,



Jacob Ballstaedt
Garbett Homes

Planning Commission Regular Meeting Minutes
Thursday, December 3, 2015
City Council Chambers
220 East Morris Avenue
Time 7:00 p.m.

Commission Members Present: Rachel Lauritzen, Presiding
Mark Kindred
Brandon Dalton
Jeremy Carter
Holly Carson
Portia Mila
Jonathan Meakin

Staff Members Present: Michael Florence, Community Development Director
Francis Lilly, Deputy Director/Housing Administrator
Alexandra White, City Planner

Moment of Reflection: Chair Lauritzen

Pledge of Allegiance: Commissioner Mila

Motion to Approve the Agenda, with the addition of the adoption of the 2016 Planning Commission Meeting Schedule.

Commissioner Mila

Second to the Motion: Commissioner Meakin

Vote: Unanimous

New Business

- GP-15-005.
- 1. A recommendation to the City Council to amend the General Plan future land use map designation of the former Granite High School Site from New Historical and Schools/Open Space to Master Plan.

Action Item

Address 3305 South 500 East

Applicant Garbett Homes and Wasatch Commercial Management

Deputy Director/Housing Administrator, Francis Lilly, presented the staff report and explained that the applicants approached the City seeking a General Plan Amendment to change the Future Land Use Map designation of the Granite High School Site from New Historical and School/Open Space to Master Plan. Mr. Lilly described the process the applicants would be going through as they pursue their project. Staff would be providing the Planning Commission with information on which to base their recommendation. If the amendment were approved by the City Council, the applicant would have to come back before the Planning Commission seeking a rezone of the property and they would be required to hold a neighborhood meeting as part of that application.

Mr. Lilly summarized the proposal and stated that the subject property consists of 27 acres with two different land use designations, New Historical and School/Open Space. At the time of the General Plan adoption in 2010, the vision of the community was to preserve the site as a legacy to the City. Since then the Granite High School closed and the community initiated a bond election, which failed. Subsequently, staff had entertained a number of offers with other developers to redevelop the site in a manner that would preserve as much of the building and open space as possible, however, none of those plans were pursued. The proposal before the Planning Commission was the first formal proposal that has been brought to a public body for review.

Mr. Lilly presented language from the General Plan, which states that the subject property needs to be redeveloped. It also indicates that the site is a significant cultural open space and amenity to the City. He informed the Commission that the applicants were involved in a Real Estate Purchase Agreement for the site and they assert that the highest and best use of the property is as a mixed use site. The proposed project would include a commercial center along 3300 South with a large anchor tenant, roughly 73 single-family homes and 46 townhomes, and just over one acre of open space. The applicants indicated that Walmart was interested in being the anchor tenant.

Recently, the City Council adopted a Parks and Open Space Trails and Community Centers Master Plan, which contains a goal for the City to obtain 40 acres of park space in the community. Mr. Lilly admitted that South Salt Lake City is very underserved by parks and open space. The plan suggested the high school site as a prime location for a park or community center. The applicant proposed one acre of open space including a park area that meets the baseline requirement of the plan, however, there is concern that this is underutilizing the area. The potential loss of the other amenities on the site was also troubling. Mr. Lilly explained that a Granite School Small Area Plan was completed but never adopted that speaks to the community's wishes for the site. Mr. Lilly presented the plan language and outlined the recommendations. The proposed plan, however, does not have much force since it was never adopted by the City Council.

In summary, Mr. Lilly stated that staff feels that the type of development the applicant has proposed is supported by the General Plan and the addition of 114 owner-occupied homes would be a welcomed addition to the City's housing stock. The challenge with the proposal is the location and the historical value of the site. Staff believes that whatever replaces the school should respect the character, legacy, and impact of the former Granite High School site. Mr.

Lilly stated that the mixed use designation being proposed would be a good vehicle to facilitate the kind of development the City would like to see.

Jacob Balstaedt, was present representing the applicant, Garbett Homes and gave his address as 10288 Eagle Cliff Way in Sandy. He thanked the staff and Planning Commission for their time and consideration and assured them that he and the other applicants understood the sensitive nature of the area and its historical value. During a previous work session with the City Council a draft of the project was provided that consists of four acres of retail, apartments, and townhomes. This was not received well so they have come up with something that would be more appropriate for the site and the City. The current proposal does not contain rental buildings and they have increased the commercial square footage to accommodate a retail anchor. They have also implemented single-family homes and a very small portion of townhomes to act as a buffer. They have also incorporated open space in accordance with the ordinances. Mr. Balstaedt explained that they intended to preserve some of the key historical features of the site in and on the building and the campus. He reminded the Commission and the public that the plans were conceptual and could change.

Jon Gust, was present representing Wasatch Commercial Management, introduced his company and gave a brief history. As a former Parks and Recreation Director for Salt Lake City, Mr. Gust was aware of the significance of the space and made sure that measures were taken to preserve as much as possible. He addressed the tall trees along 500 East and their efforts to keep them. Mr. Gust addressed other elements on the current site that they intend to incorporate into their design.

Note: staff experienced technical difficulties with the audio recording system. The remainder of Mr. Gust's presentation was not recorded.

Commissioner Kindred asked if the applicants would be willing to continue to work with staff to create more open space if the Council chose to require that upon approval. Mr. Balstaedt responded that they would be open to any suggestions in doing so. The issue they have been experiencing is that Granite School District is interested in maximizing the value of their property, which only allows them to provide so much open space while designing a profitable community. Mr. Gust added that the retail areas that they are planning would help to create a community feel even though they are not considered open space areas.

Commissioner Meakin asked if specific retailers had approached the applicants regarding this area. Mr. Gust replied that they have had conversations with Kneaders, Zupas, and Rue 21, but they have access to almost every retailer on the market and would be exploring those best fit for the community.

Chair Lauritzen opened the public hearing.

Dave Hall gave his address as 473 East Scott Avenue and stated that his family has enjoyed using the amenities on the high school site. He preferred that any development remain small.

Note: Due to technical difficulties, most of Mr. Hall's comments were not recorded.

Amy Lyons gave her address as 391 Penney Avenue and commented that the previous attempt to bond for the property came at a bad time. She voted against the bond but if she could go back and change that decision, she would. Ms. Lyons was in favor of maintaining the open space.

James Smith gave his address as 3774 South 645 East and commented about the conceptual plans presented by the applicant. He felt that the plans were good but had seen situations where the plans change by the time they come to construction. Mr. Smith asked that nothing be approved unless there is a way to hold the developer to what they have proposed.

Steve Malecki, who resides at 655 East Riviera Circle, stated that one of the reasons he was drawn to the area was the track available to him on the high school site. The park used to be bustling with local residents and it was sad to see the area closed off. Mr. Malecki's biggest concern was the potential addition of a Walmart in the area. He was not sure that this would be an improvement to the community.

Connie Anderson gave her address as 602 East 3665 South and that she was speaking as a private citizen and not as a member of the Granite School Board. She expressed concern with the increase in traffic that a Walmart would bring to the already congested area.

Kate Wilhite gave her address as 321 East Georgia Circle and stated that she has lived in her home for 12 years and loves the community. She felt it was more appropriate to keep the retail away from any residential homes rather than inserting a Walmart in the middle.

Mrs. Wilhite read a statement from her neighbor, Codie Massey, who was unable to attend the public hearing. Ms. Massey asked that the any commercial uses stay along 3300 South and was opposed to a Walmart. She was wary of townhomes and felt they can be a gateway to rental units. Finally, she was concerned about the potential for a traffic increase.

MaryAnn Petela gave her address as 3824 South 500 East and agreed with the comments made by the other residents. He expressed a concern for any development on the site. She felt that a Walmart would be devastating but any commercial would have a negative impact on the traffic.

Albert Cooper gave his address as 3698 South 610 East and stated that it would be unwise to have a commercial development the size of a Walmart or other retail anchor. He felt this would discourage unity in the community as it does not fit in with what exists. He admitted that there must be development on the property but the City should be careful in what they allow.

Mike Walton gave his address as 3693 South 545 East and expressed appreciation to staff and the Planning Commission for treating the matter with care. He also was opposed of the addition of a Walmart.

Mary Mahoney gave her address as 3487 Citrus Circle and wondered why the City or any of its residents were considering jeopardizing the Master Plan to line the pockets of a developer who wants to decrease the integrity of the City. Mrs. Mahoney requested that the proposal be denied.

Reiner Groebs gave his address as 658 Riviera Circle and stated that he was concerned for the infrastructure if this development were to be constructed. There is a high water table in the area and they have had sewage issues in the past. He feared that additional homes would create a problem. Mr. Groebs also expressed concern for increased traffic. He stated that he would prefer to see as much open space as possible.

Joanne Payne gave her address as 583 Bulrush Way and expressed her desire for more open space. She felt that a parking lot was not a place where residents would choose to recreate.

Ida Bickley gave her address as 464 East Scott Avenue and commented on the uniqueness of the neighborhood. She felt they did not need something as elaborate as a Walmart.

Reed Pace, who resides at 639 East 3585 South, commented that the applicants' proposal is conceptual and they do not know if a Walmart will be built on the site. He did not believe retailers would be eager to come into the project since he has seen many other retailers fail in this area. He preferred a design that speaks to the home-style atmosphere that the high school facilitated.

Wendi Shelton gave her address as 584 East Bulrush Way and stated that she was fairly new to the City but had enjoyed the sense of community here. She believed that a commercial development would not unify the residents.

Mark Brewer gave his address as 3416 South 660 East and expressed concern regarding the City's goal of acquiring 40 acres of open space. He suggested that they take advantage of the acres that are available here, as there are very few other options in South Salt Lake City. Mr. Brewer was worried about large scale commercial coming into the area as there are currently a lot of vacant retail properties in the vicinity. He added that the City does not have a high school and suggested that they consider a charter school or something similar for the site.

Bill Anderson, who resides at 602 East 3665 South, thanked the Planning Commission, staff, and residents for coming together to discuss the matter. He discussed the rights of the property owner and the limitations of others in determining what the owner does with their property. He challenged staff's position that the design is compatible with the General Plan. Mr. Anderson felt that the design was not compatible with the current uses in the neighborhood.

Brad Deaver gave his address as 599 Millcreek Way and agreed with the previous comments regarding the increase in traffic. He also stated that others had a negative opinion about South Salt Lake City and feared that bringing in a large retailer like Walmart would not improve that. Mr. Deaver was in favor of more open space.

George Lewis gave his address as 3451 South 531 East and commented on the addition of cars on the street, not just from the retailers but from residential homes and townhomes. He asked how the applicants would mitigate the issue.

Dave Rozanas gave his address as 3265 Waterlily Drive and recognized there were legitimate concerns raised by the residents but stated that the applicants deserve credit for the work done.

The plan presented did not fit the needs of the community or the developer. Mr. Rozanas suggested that the parties involved sit down together and come up with a viable solution.

Bill Espinoza, who resides at 3530 Park Meadow Street, reported that he owns a restaurant on 3300 South. He requested that no homes be built on the site but that it remain as open space. Mr. Espinoza was also not opposed to the idea of a charter school.

Sheila Hutchison gave her address as 3491 South Citrus Circle and was excited to see so many of her neighbors involved in the meeting. She suggested that they take advantage of the available open space and that the historical landmarks and buildings be preserved.

Mr. Florence read an email from Sandra Bostwich, who resides on Gloria Circle. She expressed opposition to the proposal, particularly the addition of Walmart.

There were no further public comments. Chair Lauritzen closed the public hearing.

Mr. Balstaedt took a few minutes to address some of the concerns raised by the residents. He first spoke about the intent of the Granite School District and stated that they would not be able to keep the site as open space. They are commissioned to provide education for students and the sale of the property would bring in valuable revenue. He stated that the property and its current use will change, and they are seeking to design something that will benefit the community. Mr. Balstaedt assured the public that they had already explored several other options for the site design and he current plans are conceptual in nature.

Chair Lauritzen stated that the community's values clearly do not match up with the proposal, which should be considered by the Commission in their recommendation. She harbored a number of concerns with the application and was not convinced that they had been resolved. Chair Lauritzen discussed maximizing the gateway areas to the extent possible and felt that additional retail was not the way to achieve that goal. She recognized the work done by the applicants to this point, but felt that more could be done.

Commissioner Carter addressed Mr. Anderson's comments regarding property rights and stated that the Future Land Use Map and zoning are implemented to help the City better regulate what is developed in a certain area. This is what the City has done to address the areas the citizens want to protect.

Commissioner Kindred agreed with both Chair Lauritzen and Commissioner Carter's comments. He commended the applicants for coming to the Planning Commission, as it is the first proposal they have seen in the years the school has been closed. Commissioner Kindred was also concerned that the applicants mentioned nothing about traffic mitigation efforts and still felt there needed to be more open space.

Commissioner Mila agreed and suggested that each party compromise to reach a resolution for this site. Commissioner Dalton felt that a decision to recommend denial would let the vision of a large regional park live on but funding was not previously supported by the community. He feared that denial could result in the site remaining neglected for another 10 years. Changing the

land use designation would enable future development to occur in a way that the community can agree with. Commissioner Meakin commented that the proposed plan was not where it needed to be, but there was potential for improvement.

After hearing comments from the Commissioners, Chair Lauritzen determined that the Commission either needs to request further information of the applicant or recommend denial. Mr. Florence commented that it would be beneficial to continue the matter to allow time for the applicants to implement the feedback they received from the public and the Commission. There was a discussion regarding possibly requiring the applicants to hold a neighborhood meeting prior to returning to the Planning Commission. Mr. Florence stated that they would be required to do this as part of a zone change application.

Motion to continue the item to the January 7, 2016, Planning Commission Meeting, to allow the applicants to modify their proposal and gather additional information as needed.

Commissioner Carson

Second on the motion:

Commissioner Mila

Vote:

Unanimous

The Planning Commission took a five-minute recess.

Planning Commission Regular Meeting Minutes

Thursday, January 7, 2016

City Council Chambers

220 East Morris Avenue

Time 7:00 p.m.

Commission Members Present:

Rachel Lauritzen, Presiding
Holly Carson
Jeremy Carter
Susan Dickstein
Leslie Jones
Laura Vernon
Spencer Walker

Staff Members Present:

Michael Florence, Community Development Director
Francis Lilly, Deputy Director/Housing Administrator
Alexandra White, City Planner
Hannah Vickery, City Attorney

Moment of Reflection:

Chair Lauritzen

Pledge of Allegiance:

Commissioner Carter

Motion to Approve the Agenda

Commissioner Carter

Second to the Motion:

Commissioner Carson

Vote:

Unanimous

New Business

- **GP-15-005**
- 2. **A recommendation to the City Council to amend the General Plan future land use map designation of the former Granite High School Site from New Historical and Schools/Open Space to Master Plan.**

Action Item

Address 3305 South 500 East

Applicant Garbett Homes and Wasatch Commercial Management

Deputy Director/Housing Administrator, Francis Lilly, presented the staff report and gave a history of the application and the Granite High School site. The matter was previously heard by the Planning Commission on December 5, 2015, but was continued with the request that the developers hold a neighborhood meeting. Mr. Lilly confirmed that the meeting was held on December 17 and was well attended. He stated that the developers would be given an opportunity later in the meeting to discuss changes made to their original plan.

The Granite High School site consists of 27 acres, and the General Plan designation is New Historical and School/Open Space. Mr. Lilly stated that the intention for the property at the time of the General Plan adoption was to preserve the school and the large open space. Since then there have been two failed bond initiatives and a succession of developer proposals that were never finalized. The current application seeks to change the General Plan designation to Master Plan to allow for mixed use development. Mr. Lilly stated that this is the first viable proposal the City has received for the property.

Mr. Lilly presented the plan provided by the developers, which shows roughly 10 acres of commercial development, 13 acres of residential, and 3.5 to 4 acres of open space. He reminded the Commission that this was not a solid plan and items could be changed if the process continues toward development. Although many of the residents would prefer the site remain as open space, Mr. Lilly stated that the City simply does not have the funding. He explained that the most viable option for this site is a mix of commercial and residential.

Mr. Lilly reviewed the General Plan considerations supporting both approval and denial of the proposed designation change.

Community Development Director, Michael Florence, reiterated that if the Planning Commission chose to recommend approval of the application, it would not mean that the project was approved. The proposal is only to change the General Plan designation and several steps need to be taken before any development takes place. In response to a question from Chair Lauritzen, Mr. Lilly confirmed that the Master Plan designation allows for different types of commercial development, and specific requirements would need to be met in that regard.

Commissioner Carson expressed a desire to preserve the exterior of the school as part of any future development. Mr. Lilly stated that this could be discussed with the developers in detail at a later date. He explained that Granite High alumni groups have already been in contact with the developers and have listed items they would like to see preserved from the site.

Adam Langford, from The Wasatch Group, gave his business address as 299 South Main Street, Suite 2400, in Salt Lake City. He introduced Jon Gust from the Arbor Group and Jacob Balstaedt with Garbett Homes. Mr. Langford addressed the changes made to the plan in response to the information gained at the neighborhood meeting. He stated that they removed the townhomes that were originally intended to serve as a buffer between the commercial development and the single-family homes. They also increased the amount of open space and consolidated it into one large space rather than several small parks.

Mr. Gust added that the residents requested that the single-family homes be arranged to face the park to increase security. The plan was adjusted to reflect that desire.

Chair Lauritzen opened the public hearing and asked that the comments be kept to three minutes or less.

Joreen Hall gave her address as 473 East Scott Avenue. She read a letter from her husband Dave Hall. Mr. Hall's main concern pertained to the amount of open space proposed. He felt it was inadequate for the new development and the existing neighborhoods. He also feared that the developers would be given too much freedom to design whatever they choose to in the future. Mr. Hall expressed his distrust of the developers involved.

Merili Carter, who resides at 524 Emerson Avenue, introduced herself and Diane Oldham as representatives of the Granite High Alumni Association. She confirmed that they have been actively working with Mr. Balstaedt in an effort to preserve some of the historical pieces of Granite High School. Ms. Carter stated that the developers have been cooperative thus far.

Reed Pace gave his address as 639 East 3585 South and stated that he had done some of his own calculations and was sure that the development would not be financially feasible for the developers. Mr. Pace believed that the project would never be completed and it would create a burden on the City.

Mike Walton gave his address as 3693 South 545 East and stated that a Walmart or other large commercial organization would not be a good fit for this area. He recommended that the proposal be denied.

Ida Bickley gave her address as 646 East Scott Avenue and suggested that the City consider including an LDS meetinghouse in the development.

Dave Rozanas, who resides at 3265 Waterlily Drive, hoped that compromises could be made by all parties to create an option that would be beneficial for everyone. His desire was to see the school be transformed into something similar to Trolley Square in Salt Lake City, with open space closer to 10 acres. Mr. Rozanas recommended the proposal be denied.

Martin Burr gave his address as 415 Scott Avenue and stated clearly that a Walmart was not appropriate for the area. He felt that residential homes could be placed along 3300 South with access from that street rather than 500 East. Mr. Burr expressed his desire that they keep the track and add a dog park in the area.

Joanne Payne gave her address as 583 Bulrush Way and expressed her opinion that a large retailer would actually decrease the tax revenue rather than increase it. Ms. Payne also had concerns regarding traffic, congestion, and pollution, and asked why a traffic study had not been conducted yet. Her preference was to keep the school and continue to seek grant money to preserve it as a legacy to the City.

Polly Hough, who resides at 602 East 3610 South, felt that the failure of the first bond proves that there is a need for more single-family homes in South Salt Lake City. She was in favor of the housing proposed, but not with the type of commercial the developers were suggesting. Ms. Hough felt that a compromise could be made with smaller retailers.

Travis Massey gave his address as 3537 South 500 East and thanked the Planning Commission for the work they had done and their good intentions for the City. Mr. Massey admitted that changes were on the horizon, but that changing this area to mixed use was not wise. He stated that there were other opportunities for retail along 3300 South and that the City was in need of a large open space. He suggested that they leave the designation as it is for the time being.

Bill Espinoza, who resides at 3530 Park Meadow Street, stated that he owns a business on 3300 South at about 500 East. He questioned how the proposed development will benefit the residents, as it will take away valuable open space. Mr. Espinoza recommended that the track, tennis courts, and swimming pool be preserved.

Mark Brewer gave his address as 3416 South 660 East and expressed concern with the lack of identity for South Salt Lake City. He felt that the school was a chance to create that. Mr. Brewer also stated that there may be a need for a high school in the future if the population continues to grow. If the Granite High School site were developed, the City would lose a prime location for a new school.

Mr. Lilly read a letter from Lance Strong and JoAnne Wright of 568 East Water Lily Drive. In the letter, Mr. Strong and Ms. Wright stated that they were not satisfied with the neighborhood meeting, and felt that the developers were not interested compromising. They asked if the property could be appraised again and suggested that the School District be held accountable for their role in the difficult situation created by the high price of the land. They expressed their opposition to the proposal and suggested that it be denied.

Sheila Hutchison, who resides at 3491 South Citrus Circle, stated that she has been certified to appraise commercial property and described the process. Ms. Hutchison also stated that an appraiser can be influenced by the requester, even though they are not supposed to be. She noted that an appraisal is just one person's opinion of value.

There were no further public comments. Chair Lauritzen closed the public hearing.

Mr. Lilly clarified that the proposal up for a decision was for a change to the General Plan and suggested that the Planning Commission consider whether the change is appropriate and how much open space would be required to justify the change.

Chair Lauritzen sympathized with the lost potential for a large open space for the area but felt that it was time to consider other alternatives. In response to comments made by the residents, Chair Lauritzen stated that the Commission and staff could work with the developers to bring in smaller retailers than Walmart, but indicated that it would be done during a later phase in the process. She also felt that they could further mitigate issues with regard to more open space.

Commissioner Walker asked staff if other developers would pursue development of the site if the application were denied. Mr. Lilly responded that there is an active real estate purchase between the School District and the developers. Mr. Florence added that roughly 18 months ago the School District put out a Request for Proposals for the property, and they received three or four responses. The current application is from the proposal chosen by the School District.

Commissioner Jones shared Chair Lauritzen's opinion regarding the need for development, but also felt that the loss of the school and open space would abandon the legacy of the site. Commissioner Dickstein also would enjoy seeing open space in this location but stated that there simply is not enough money available to the City to make that happen. She commented that it is difficult to create a proposal that accommodates everyone's wishes but recognized that there are not many options left for the property.

Commissioner Carson stated that the best option was for the Commission to recommend approval with conditions to further mitigate open space and smaller retailers.

Commissioner Carter commented that the school site has been vacant for several years and access to the track and open space has been restricted and unused. The property is becoming unattractive due to neglect, and there is now an opportunity to create something new for the community. Commissioner Carter did not have an issue with changing the future land use map and was confident that they would be able to direct the details of the plan as the process continues. He encouraged the residents to attend future meetings on the matter should the City Council approve the application. Commissioner Vernon agreed with Commissioner Carter's comments and added that they could still find opportunities to create an identity for the City with this development.

Motion to recommend the City Council amend the future land use map to change the land use designation of the former Granite High School from New Historical and School/Open Space to Master Plan, provided that the developer propose additional open space as part of the development for the reasons listed in the staff report.

Motion: Commissioner Carter

Second on the motion: Commissioner Dickstein

Vote: Unanimous

The Planning Commission took a five-minute recess.