



CITY COUNCIL STAFF REPORT

MEETING DATE: 9 November 2016
APPLICANT: South Salt Lake City
ADDRESS: 3010 South 500 East, 325-295 East 3045 South,
3049 South 300 East
REQUEST: Land Use Map Amendment
ZONE: Single-Family Residential to Open Space
FILE NUMBER: Z-16-002
PREPARED BY: Francis Xavier Lilly, AICP

SYNOPSIS: South Salt Lake City is petitioning the the City Council to amend the future land use map to designate Fitts Park and adjoining city-owned property totaling approximately 10.5 acres from Single-Family Residential to Open Space. A rezone of this property will allow the city to utilize Community Development Block Funds to expand and improve Fitts Park, and will preserve the park as open space.

SUMMARY:

- Currently, Fitts Park extends to Millcreek on the west side. On the west side of the creek, the City owns property that includes a water well, two apartment buildings totaling 16 units, and a single-family home that fronts 300 East.
- In 2004, the City purchased the apartment buildings using Community Development Block Grant (CDBG) funds.
- In 2010, the City adopted a general plan that showed an expanded Fitts Park, to include a trail connection from Millcreek west to 300 East, replacing the apartments with new open space. The future land use designation for Fitts Park and the apartment property is Parks and Open Land.
- In 2014, the city-owned 12-plex was destroyed in a fire.
- In 2015, the city adopted a Parks, Open Space, Trails, and Community Centers Master Plan that called for an additional 40 acres of park space, increased amenities at Fitts Park, better access to the park, and an expansion of the park to the west.
- In 2016, the City developed a master plan for the park and conducted two open house meetings at Fitts Park, and one meeting at City Hall. Participants at the open houses supported the proposed expansion of the park.
- Rezoning the property as open space will allow the City to approach the Department of Housing and Urban Development for a reallocation of CDBG funds to facilitate improvements on the park.
- Rezoning the property as open space will protect the corridor for the future Millcreek Trail segment to be built from 500 East to 300 East.
- The South Salt Lake City Planning Commission recommends approval.

PLANNING COMMISSION RECOMMENDATION:

The South Salt Lake City Planning Commission recommends that the City Council amend the zoning map to designate 10.5 acres located at 3010 South 500 East, 325-295 East 3045 South, and 3049 South 300 East from Single-Family Residential to Open Space, with the following findings:

- 1. Rezoning the property will fulfill the goal of the General Plan and the Parks, Open Space, Trails, and Community Facilities Master Plan to expand parks facilities in the City.**
- 2. Rezoning the property is an essential step in fulfilling the 2016 master plan for Fitts Park.**
- 3. Rezoning the property will facilitate redevelopment of the Millcreek Gardens Apartments into additional park space for the City, will better protect the Millcreek waterway and corridor, and will facilitate the development of the Millcreek Trail from 500 East to 300 East.**



PLANNING COMMISSION STAFF REPORT

General Information:

Location: 3010 South 500 East, 325-295 East 3045 South, 3049 South 300 East

Property Size: 10.5 acres

Surrounding General Plan Designation and Land Uses

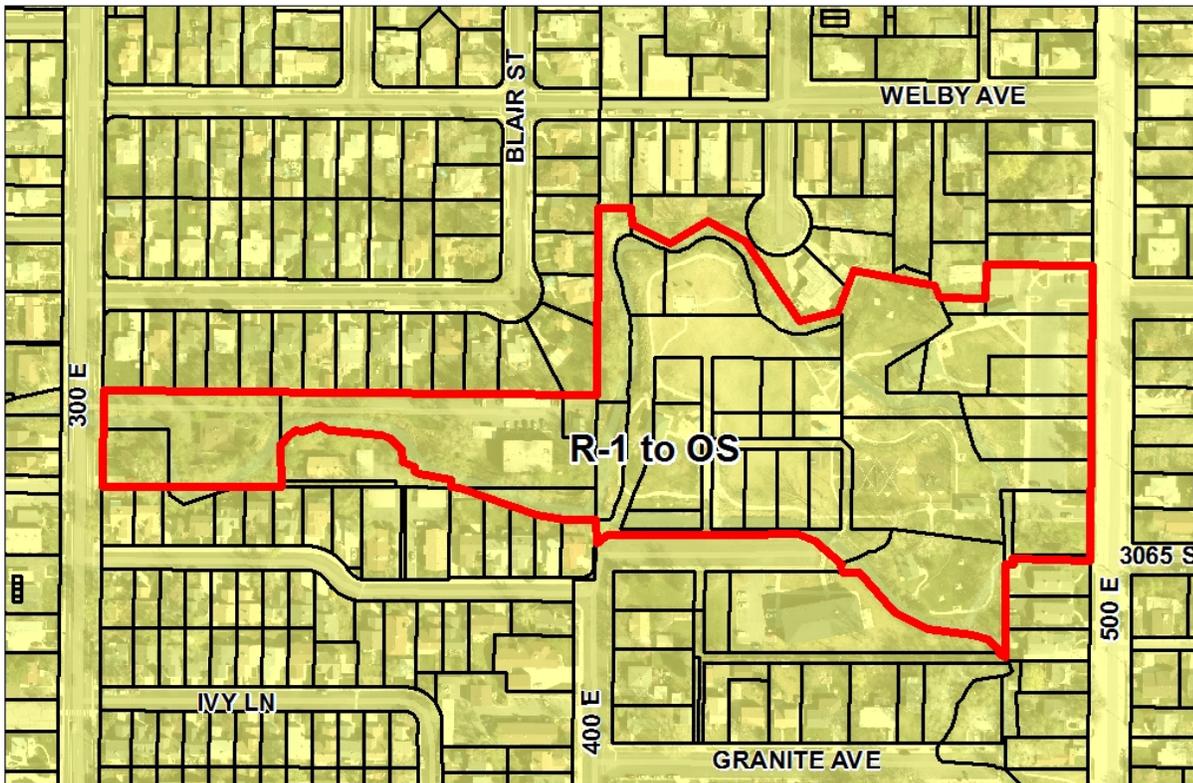
North: Single-Family Residential – SF Residence

South: Single-Family Residential Commercial Corridor – SF Residence and Office

East: Residential (Millcreek Township) – SF Residences

West: Single-Family Residential – SF Residence

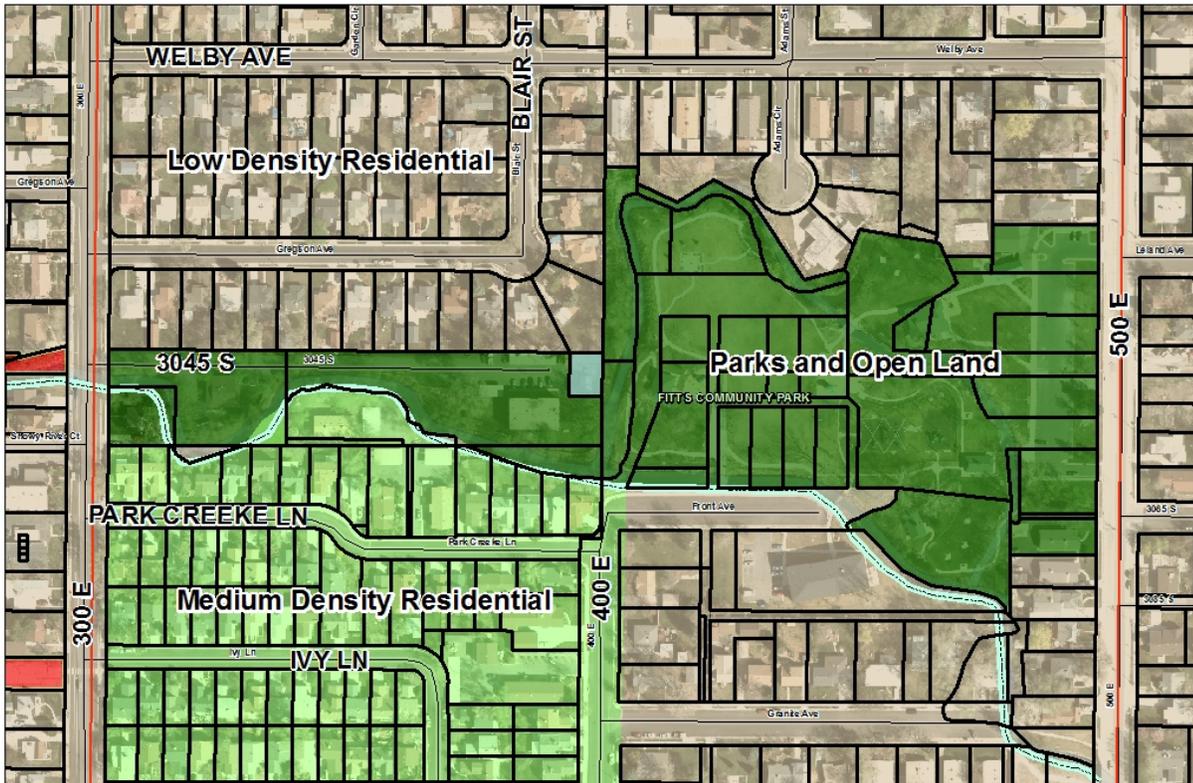
Figure 1: Aerial Photo



**Z-16-002
Fitts Park Rezone
Single-Family Residential (R-1) to Open Space (OS)**



Figure 3: General Plan Future Land Use Map



**Z-16-002
Fitts Park Rezone
Single-Family Residential (R-1) to Open Space (OS)**



Requirements:

17.01.140 - Zoning map adopted.

The zoning map for the City of South Salt Lake as adopted by the city council and executed by the mayor is the official zoning map for the city. Upon amendment to the official zoning map, the mayor shall execute a new map, or re-execute the existing map with the amendments noted thereon.

(Ord. No. 2012-01, 4-4-2012)

17.01.150 - Amendments.

- A. Amendments to the Zoning Map. Amendments to the zoning map shall be made in compliance with the provisions of this chapter and Utah State Code Annotated.
- B. Initiating Amendments and Corrections. Any citizen, property owner, the planning commission, the city council, or the community development director may initiate

proposals for change or amendment of the South Salt Lake General Plan or any chapter or regulation of this code or the official city zoning map.

C. Application. Any person seeking an amendment to the land use code or zoning map shall submit an application with the community development department indicating the change desired and how the change will further promote the goals and objectives of the general plan. Application will be processed and noticed to the public, when applicable, according to this code and Utah Code Annotated. Applications will be processed in an efficient manner in order to not cause the applicant unwarranted delays.

D. Planning Commission. The planning commission shall:

1. Fulfill all duties outlined in state statute that are to be performed by the planning commission.
2. Prepare and recommend to the city council the general plan or amendments to the general plan, any proposed land use ordinance or ordinances and a zoning map, and amendments thereto that represent the planning commission's recommendation for regulating the use and development of land within all or any part of the area of the municipality.
3. Hold a public hearing on a proposed land use ordinance or zoning map amendment.

E. City Council. The city council:

1. May adopt or amend:
 - a. The number, shape, boundaries, or area of any zoning district on the official city zoning map;
 - b. Any regulation of or within the zoning district; or
 - c. Any provision of the development code.
2. The municipal legislative body shall consider each proposed land use ordinance and zoning map recommended to it by the planning commission, and, after providing notice as indicated in this code and Utah State Code Annotated and holding a public meeting, the legislative body may adopt or reject the ordinance or map either as proposed by the planning commission or after making any revision the municipal legislative body considers appropriate. The city council is not bound by any recommendation from the planning commission.

(Ord. No. 2012-01, 4-4-2012)

17.01.160 - Resubmission of the zone code or zoning map amendment.

If an application for amendment is denied by the city council, resubmission of an

application for the same amendment shall not be allowed for a period of twelve (12) months unless significant new facts or information are presented. If there is a substantial change in facts, circumstances and evidence, the applicant shall submit a written request to the community development director to consider a resubmittal of a second application before the twelve-month period expires.

(Ord. No. 2012-01, 4-4-2012)

General Plan Considerations:

Goal PR-1. Preserve existing open space, and create new parks, open space and recreation and cultural sites.

Goal PR-2. Enhance existing recreation and cultural sites and create new sites when possible.

Goal PR-3. Provide a system of connected trails.

Parks, Open Space, Trails, and Community Facilities Master Plan Considerations:

Goal 3. Expand the overall quantity of parks to reach a higher level of service per capita.

Land Use Considerations:

17.13.170 – Open Space (OS) District

A. Purpose. The Open Space District is specifically intended to encourage the preservation of publicly owned open space in an otherwise urban setting. The district is established to provide areas in the City for passive and active recreation uses. Development of a comprehensive network of permanent, multi-functional, and publically owned open spaces shall be encouraged.

B. Uses. In the Open Space district, uses, buildings, structures or land shall not be used or developed except in accordance with the adopted land use matrix as found in Chapter 15 of this title.

C. Regulations. Regulations for the Open Space district are as follows

1. Buildings and Site Development. Buildings, sites and structures shall comply with the requirements for design review found in Chapter 23 of this title.

2. Development Review. All development within the Open Space District shall be reviewed and approved by the Planning Commission. The Planning Commission shall review requests for public facilities including pavilions, public gathering areas, trails and changes to areas of

a park where re-purposing of the area will occur within this district. During the review process, the Planning Commission shall set appropriate building height, size, and setback requirements for each specific development proposal. Development shall be landscaped as according to standards in Chapter 25.

Staff Analysis:

This application will change the zoning to allow for an expansion and enhancement of Fitts Park. As a result of community input gleaned at a series of parks open houses over the summer, staff developed a master plan for the park, which is attached to this staff report.

As the City's largest park, Fitts Park draws from a wide region, with its natural appeal, numerous pavilions, and focus on passive recreation. The master plan aims to make the City's legacy park a destination and appealing for a wider range of patrons and also improve the park's natural assets. Central to this goal is an expansion of the park, which would create an access to the park from 300 East, would preserve the Millcreek stream bank, and would allow for the development of the Millcreek Trail from 300 to 500 East. Other goals include

- Make a welcoming gateway at each of the park's two entries
- Establish Millcreek Trail
- Create a fitness trail and logical pathways
- Expand the playground and offer modern, unique play features
- Expand the park to the west to connect to 300 East
- Add restrooms closer to the west end of the park
- Encourage nature play, fishing, wildlife watching, and nature-based recreation
- Enhance and restore the waterways to improve water quality, habitat, and enjoyment.
- Provide places to get "close up" with the water
- Move the Veterans' Memorial to a more visible location
- Expand the large lawn area for events and pick-up recreation
- Maintain access to the City's wellhead on the west end for future use

The City is exploring a five-year time horizon to accomplish these goals, the first phase of which will be demolition of the apartments and improvements of the new west end of Fitts Park, to include the construction of a new pedestrian bridge over Millcreek. These improvements will be funded through grants and future budget allocations.

In order to accomplish these goals, the City is looking to have the CDBG funds it utilized to purchase the Millcreek Gardens reallocated to an open space use that still qualifies with federal block grant guidelines. In order to establish the use, the City is requesting a rezone of the park and apartments to Open Space to bring the zoning of the properties into compliance with the General Plan and to make a formal policy commitment to maintain the site of the Millcreek Gardens Apartments as open space in the future.

Planning Commission Recommendation

At a public hearing held on 6 October 2016, the South Salt Lake City Planning Commission made a unanimous recommendation to the City Council to amend the zoning map to designate 10.5 acres located at 3010 South 500 East, 325-295 East 3045 South, and 3049 South 300 East from Single-Family Residential to Open Space, with the following findings:

1. Rezoning the property will fulfill the goal of the General Plan and the Parks, Open Space, Trails, and Community Facilities Master Plan to expand parks facilities in the City.
2. Rezoning the property is an essential step in fulfilling the 2016 master plan for Fitts Park.
3. Rezoning the property will facilitate redevelopment of the Millcreek Gardens Apartments into additional park space for the City, will better protect the Millcreek waterway and corridor, and will facilitate the development of the Millcreek Trail from 500 East to 300 East.

Attachments

Planning Commission Meeting Minutes

Parks, Open Space, Trails, and Community Facilities Master Plan – Goals Discussion

Fitts Park Master Plan

Planning Commission Regular Meeting Minutes

Thursday, October 6, 2016

City Council Chambers

220 East Morris Avenue

Time 7:00 p.m.

Commission Members Present:

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

Staff Members Present:

Michael Florence, Director Community Development
Francis Lilly, Deputy Community Development Director
Alexandra White, City Planner
Brad Mumford, City Attorney
Sharen Hauri, Urban Design Director

New Business

- **Z-16-002**

1. **A Recommendation to the City Council to Amend the South Salt Lake Zoning Map for Fitts Park and Additional Property the City Owns from Single-Family Residential to Open Space.**

Action Item

Address 3010 South 500 East, 325-395 East 3045 South, 3049 South 300 East

Applicant South Salt Lake City

Deputy Community Development Director, Francis Lilly, presented the staff report regarding a request to rezone approximately 10.5 acres of property from Single-Family Residential to Open Space to facilitate the expansion and improvement of Fitts Park. The subject property consists of the existing Fitts Park and the former Mill Creek Garden Apartments. Approval of the rezone request would allow the City to utilize Community Development Block Grant funds to expand and improve the park. Mr. Lilly explained that staff has held a series of public engagement efforts regarding the park, including informal visits with park patrons during community events at the park and two neighborhood open house meetings. He noted that a representative from the Seven Canyons Trust, a regional non-profit stakeholder, was present for one of those meetings.

Mr. Lilly presented a map of the area and identified the existing park property. The adjoining properties previously consisted of residential multi-family apartments and a single-family residential home. The apartments recently were the victim of arson.

Mr. Lilly then described the Community Development Block Grant funds. He explained that when the funds are used, the City has to designate a purpose for the properties. The apartments were

purchased using those funds with the designated purpose of housing. The City, however, adopted an amendment to the General Plan in 2010 that showed the expanded Fitts Park and trail connections. The Future Land Use Map also designates the subject property as Parks and Open Land. Mr. Lilly explained that the City can reallocate those funds from a housing use to an open space use, and the first step in the process is the rezone.

Mr. Lilly presented the Fitts Park Master Plan and explained the intended improvements for the park. Staff recommended approval of the rezone.

Commissioner Carter opened the public hearing at 7:20 p.m. There were no public comments. Commissioner Carter closed the public hearing at 7:21 p.m.

Commissioner Carson thanked staff for their work on the project. Mr. Lilly stated that Urban Design Director, Sharen Hauri, took the lead on the project in preparing the Park Master Plan.

In response to a question from Commissioner Carter, Mr. Lilly confirmed that the Planning Commission would only be considering the rezone at this time. The improvements to the park will be brought to the Planning Commission for design approval in phases.

Motion to recommend that the City Council amend the Zoning Map to designate 10.5 acres located at 3010 South 500 East, 325 to 295 East 3045 South, and 3049 South 300 East, from Single Family Residential to Open Space.

Commissioner Walker

Second on the motion:

Commissioner Meakin

Vote:

Unanimous

GOALS



COMPARISON

South Salt Lake community facilities are well-utilized and often fully booked. This is due to several factors: high participation in programs, limited facilities, growing population, several shared (rented) facilities, and the loss of several previously used spaces. Every partner and program provider at our community facility suggested that more space (indoor and outdoor) was needed to continue existing programs in the face of increased participation and growing population. The city has been growing and expanding facilities at a steady pace in the past decade, but the need continues. The current park supply does not meet the City’s demands and aspirations, nor does it compare favorably to what surrounding communities provide (Table 8).

The city does use additional recreation sites (Table 3), which nearly doubles the number of park acres and the park acreage per 1,000 residents. However, these are not typically counted in NRPA (National Parks and Recreation Association) ratios. They are also not always available and open to all residents.

Table 8: Comparison to Other Communities - Parks.

Name	Park acres per 1,000 residents
South Salt Lake	1.6
West Valley City	3.26
Salt Lake City	4.0
Murray City	6.5
Salt Lake County	6.7
US Average	16.2
Ntl. Recreation and Parks Association recommendation	10

Source: South Salt Lake General Plan 2009.

PROPOSED STANDARDS

The recommended recreation standards (Table 9) were set by studying nationally-recognized NRPA standards, reviewing what neighboring communities have achieved, and calculating the facilities that South Salt Lake City is currently utilizing but does not own. An additional standard, of putting a park with walking distance of every resident (approximately 1/4 mile) is also recommended by research in city planning, recreation and public health experts.

A comparison of the public recreation amenities currently found in the City of South Salt Lake to the recommended recreation standards (Table 10) shows the city’s strengths and weaknesses. In some areas (open space, trails, bike lanes, community centers), the city is strong. But in the area of parks, indoor recreation and park amenities, the city is weak. The City should seek opportunities to increase amount of parks and open space it provides while working to complete proposed trail and community center projects. The recommended conditions include population growth a projected growth rate of 1%, growing to 30,500 residents by 2035.*

Three approaches should be taken:

1. Increase the overall amount of parks and public places in the City,
2. Increase the amount of City-owned facilities.
3. Increase the number of partnerships to provide recreation and facilities.

In addition, the City aspires to have a public recreation center within its boundaries. Community centers should continue to be established where population grows, for both city-owned or school-based locations. As school boundaries and sizes shift, changes should be made accordingly. The City should seek partnerships and opportunities to build a recreation center in combination with other uses or in a shared-use location.

Table 9: Proposed Recreation Standards.

	recommended total (2015)	supply per 1,000 residents	access
Parks	60 acres	2.5 acres	all residents within ¼ mile of a park
Open Space	60 acres	2.5 acres	all residents within 1 mile of open space
Trails	10.5 miles	0.25 miles	all residents within ¼ mile of a trail
Bike Lanes	6 miles	0.25 miles	all residents within ½ mile of a bike lane
Community Center	10	1 per 2,500 residents	all residents within 1 mile of a center

Note: includes City and County facilities, but not additional recreation sites. Population rounded to 24,000

Table 10: Facilities required to meet Recommended Standards.

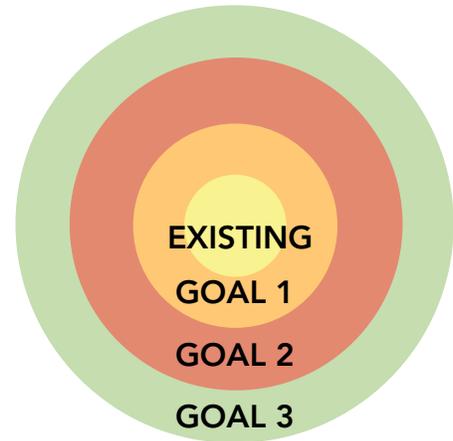
	Desired conditions	Existing Conditions	Need
Parks	77.5 acres	36.3 acres	40.2 acres
Open Space	77.5 acres	166 acres	0 acres
Trails	10.9 miles	8.3 miles	2.7 miles
Bike Lanes	9 miles	8.2 miles	0.75 miles
Community Center	10	10	sites should shift geographically to meet population growth

**Source: Governor’s Office of Management and Budget, 2012 Baseline Projections*

PARKS GOALS AND OPPORTUNITIES

Parks are the area with the largest unmet demand. They are also the facility with the most localized use. Many people walk to their local park, use it daily, and choose to locate close to them when they purchase or rent a home. Three steps are proposed to grow the supply of parks. These are quantified in the tables below and on Map 6.

- Goal 1. Expand parks to meet population growth by adding them into new development area.
- Goal 2. Build parks in areas that do not a park within 1/4 mile to fill gaps in service.
- Goal 3. Expand the overall quantity of parks to reach a higher level of service per capita.
- Goal 4. Add amenities to existing facilities.
- Goal 5. Improve the quality and function of facilities.



GOAL 1: Expand to meet population growth

Project/Opportunity	Units/Residents	Needed to meet current Level of Service
Riverfront	391 / 1,000	1.6 acres parks, Neighborhood Center
East Streetcar	1,000 / 2,000	3 acres parks, Trail
Downtown SSL	3,000 / 6,000	8 acres parks, Trail, Neighborhood Center
Private Development	1,000 / 2,000	3 acres
TOTAL	15.6 acres	(1.6 acres per 1,000 new residents)

New parks are should be built in areas where the population is growing. Much of the city's current infill growth is happening in three key areas: Riverfront, East Streetcar and Downtown. Many developers of larger multi-family residential projects include private recreation amenities.

GOAL 2: Expand to fill service gaps

Project/Opportunity	Units/Residents	Needed to meet access gaps
Access Gaps	no change	3 acres parks
Shared Use	no change	5 acres parks, open space
TOTAL	8 acres	

Several neighborhoods have poor access to parks because of the distance to a park and/or a physical barrier, such as a highway or rail line to cross. These "access gaps" can be met by seeking locations for smaller, local parks to be built.

GOAL 3: Expand to meet higher Level of Service

Project/Opportunity	Units/Residents	Additional Park space
Additional Parks (locations TBD)	no change	13 acres
TOTAL	16 acres	(2.5 acres per 1,000 residents)

Park acreage can be added as opportunities arise in new locations or adjacent to existing parks.

GOAL 4: Add amenities to existing facilities

Project	Location	Reason
Tennis courts	TBD	Loss of courts at Granite High
Indoor basketball	TBD	Short supply
Outdoor basketball	Central Park	No public courts in city
Playgrounds	TBD	To offer a playground at every park
Pavilions	Central Park	To support large events and gatherings
Picnic areas	Columbus Center, Historic Scott School	To meet requests
Walking Paths	Central Park	To meet requests
Community Gardens	Central Park	To meet requests
Dog Park	west of I-15	To meet requests
Multipurpose sports fields	TBD	To meet demand
Splash pad	TBD	To meet requests
Skate park	TBD	To meet requests

Several parks and open spaces could increase visitation or programs by adding amenities and facilities. Residents have also requested several amenities that currently do not exist in the city, or that are at risk of being lost. These capital improvement projects are as important as building new parks for meeting the needs and interests of their users.

GOAL 5: Improve quality and function of facilities

Project	Location	Reason
Repair pavilions	Fitts Park	Maintenance
Repair / replace / remove bridges	Fitts Park	Safety and pedestrian connections
Replace outdated irrigation systems	Central Park, Scott School	Water conservation, staff time.
Install signage	All parks and community centers	Lack of signage, updated branding, outdated information.
Update playgrounds	Fitts Park	Outdated and unsafe elements.
Enhance creeks and water features	Fitts Park	Ecological function, storm capacity, aesthetics.
Urban forestry	All parks	Continue to maintain and expand urban forest.

Facilities need regular updating to modernize, increase safety and efficiency and maintain them for the long term. These capital improvement projects should be planned on a scheduled basis.

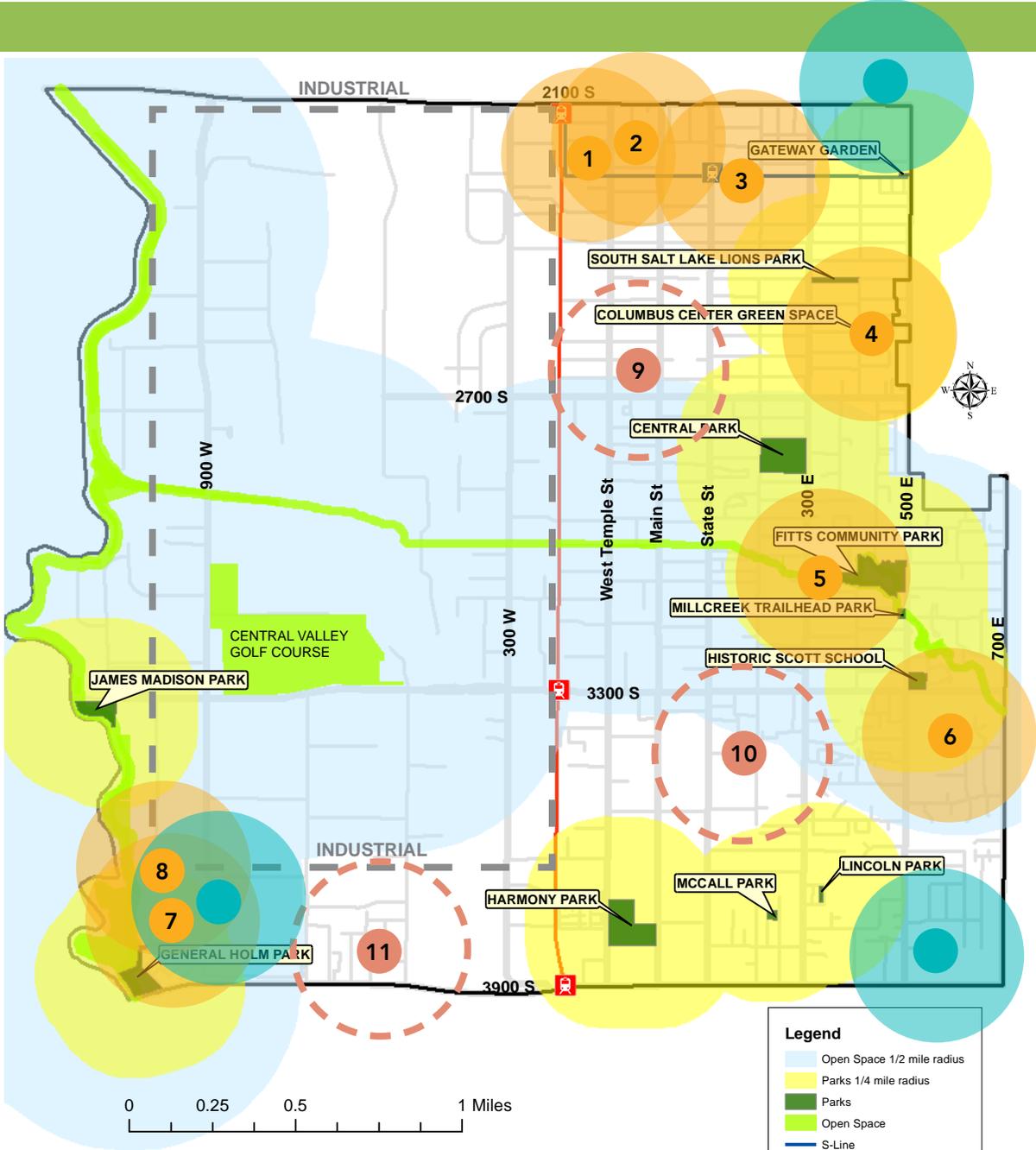
POTENTIAL OPPORTUNITIES

South Salt Lake has always been creative with its resources. There are numerous opportunities to continue to increase the available park space in every corner of the community. Potential opportunities are highlighted here (Table 11) and on Map 6.

Table 11: Potential Opportunities.

Name	Acres	Potential Amenities	Owner
Downtown Parks	3	Plazas, amphitheatre, pocket parks.	Private
Greenway Park	3	Landscape, turf, water feature, benches.	Private
S-Line Greenway	1.3	Landscape, benches, plazas.	UTA
Columbus Park	0.9	Sports field, playground, parking.	Todd Family
West Fitts Park	3.3	Turf, natural buffer to creek, Millcreek Trail, fitness equipment, nature playground.	City of South Salt Lake, 0.5 acres private
Granite High	5 to 15	Sports field, walking path, playground, potential recreation center.	Private, Salt Lake County
Carlisle Park	0.5	Playground, turf, amenities	Lease from Granger-Hunter Water District
Overlook Park	0.3	Native plants, trailhead, benches	Thackery Garn
Downtown Community Center		Afterschool program, indoor recreation, arts and civic opportunities.	City of South Salt Lake
Additional Opportunities			
Access Gap Locations	3	Pocket parks, playgrounds, turf, sport courts	TBD
Shared Use Sites	5	Sports fields, playground	TBD
Private Development	3	Pocket parks, sport courts	TBD
TOTAL	28-38 potential additional acres		
Goal	40 additional acres by 2035		

MAP 6: PARK OPPORTUNITIES



- 1 Downtown Park
- 2 Greenway Park
- 3 S-Line Greenway
- 4 Columbus Park
- 5 West Fitts Park
- 6 Granite High
- 7 Carlisle Park
- 8 Overlook Park

- 9 New Park in Access Gap (location TBD)
- Shared Use Potential

LEGEND

-  Existing evergreen tree
-  Existing shade tree
-  Existing tree mass
-  Lawn
-  Streambank Restoration
-  Play Surface
-  Pavers
-  Asphalt
-  Artificial Turf
-  Bench

KEY NOTES:

- | | |
|---|-------------------------------------|
| 1. Veterans Memorial (relocated) | 14. Maintenance building (existing) |
| 2. Enhanced main entrance | 15. Zipe line |
| 3. Bridge (new) | 16. 10' Millcreek trail (new) |
| 4. Corocord Skywalk system including 2 towers, rope bridge, and slide | 17. 19' Trail/access road (new) |
| 5. Seatwall | 18. 10' fitness trail (new) |
| 6. Playground (existing) | 19. Parking (existing) |
| 7. Pavilion (existing) | 20. Event/plaza space |
| 8. Expanded playgrounds & surfacing | 21. Great lawn |
| 9. Sledding/viewing/play hill | 22. Streambank restoration |
| 10. Embankment slides, climbing spheres & ropes | 23. Pump house & well (existing) |
| 11. Nature playground | 24. Picnic shelter (new) |
| 12. Water access point | 25. Parking (new) |
| 13. Restroom & concession (existing) | 26. Restroom/kiosk (new) |





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