



SANDY CITY COMMUNITY DEVELOPMENT

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Staff Report Memorandum May 4, 2023

To: Planning Commission
From: Community Development Department
Subject: Red Sky Apartments (Cairns MU Site Plan Prelim Review)
10145 S. Centennial Pkwy.
(Commercial Area, #9)

SPR12062022-006452
CBD Zone, Cairns District
1.5 Acres, 162 Units (8
Live/Work), 1,900 Sq. Ft. Retail

Meeting Notice:

This item has been noticed to property owners within 500 feet of the subject area, on public websites, and at public locations.

Request

The applicants, Corey Solum & Troy Tueller of Think Architecture (representing the property owner, McKay Christensen of RedSky Sandy, LLC), are requesting preliminary site plan review of a mixed use site plan within the Cairns District known as Red Sky Apartments on a property located at 10145 S. Centennial Pkwy. The proposal is to construct a six-story mixed use building consisting of primarily residential for-rent apartments, urban townhomes, a small amount of ground floor retail, and live/work units (see Exhibit "A" for application materials).

Background

The property is bordered by the South Town Marketplace to the east and south zoned Central Business District (CBD) which is a single level retail power center that features Target and other associated retail and restaurant users. To the west is the City Promenade along Centennial Parkway which is city owned festival open space zoned Central Business District – Parkway Subdistrict (CBD-P). To the north is the Sandy One Office Building which is zoned Central Business District – Office (CBD-0), which is a five-story office building with a University of Utah Extension as their primary tenant. With these surrounding developments, this vacant parcel has full site improvements for streets and utilities.



SPR12062022-006452
SUB04102023-006516
CUP04272023-006525
Red Sky Mixed Use
10140 S Centennial Pkwy

Property Case History	
Case Number	Case Summary
SPR #95-01	This parcel was shown on the approved site plan for the South Town Marketplace as Area 5. It was identified as a future pad site for retail use.
SPR #97-08	A failed development proposal to create 3 pad site retail buildings that were single level that was known as South Towne Marketplace Lot 5
SPR #06-28	A mixed use development proposal that was never built, known as Centennial Parkway Plaza, that included a mix of retail on the main level with 2 level townhomes above.

This property is within the Cairns District and is part of the South Village, which is bounded by the East Jordan Canal on the north, 10600 South on the south, State Street on the east and the 1-15 freeway on the west. The city worked with the willing property owners within this area to create an adopted mixed use master plan to guide future development in the area. This area is intended to accommodate a variety of uses to create a walkable urban environment. This would be the first project to be developed on Centennial Parkway under the Cairns Design Standards.

Public Notice and Outreach

This item has been noticed to property owners within 500 feet of the subject area. No neighborhood meeting has been held as this property is within a commercial area with no existing residential properties near the proposed area.

Analysis

Important design issues or considerations on this proposed development in the CBD Zone that will need to be reviewed by the Planning Commission include mix of uses, building heights, lot coverage, building design and materials, building articulation, street level building entries, setbacks, and streetscape profiles. A mixed use and residential concept is allowed in this zone wherein the objective of the mixed use concept is to create self-contained communities in which residents may walk to work, shopping and recreational facilities.

While this single building alone won't accomplish this goal, the overall master plan for the South Village does. The Red Sky Apartments fit into the overall mixed use development plan proposed for this area.

In addition to the CBD Zone standards, this project is also subject to the Cairns Design Standards. These have requirements that involve virtually all aspects of the built environment including park strips, design priorities (pedestrian/vehicular/shared), traffic calming, building frontages, building massing, architectural design elements, landscaping, public realm furnishings, and other site design elements.

Access:

The proposed development will be accessed from Centennial Parkway and 10080 South. Both vehicular and pedestrian access points will be provided from both public streets. In addition, they will further improve the side treatments of these roads with parkstrips, sidewalks, and urban furnishings that will improve pedestrian mobility and comfort to the area. The building will be primarily oriented to the street and encourage pedestrian activity. The proposal shows each of the two public streets will have building facades that face onto it. The proposed street improvements are designed to implement the Cairns Design Standards.

Density and Residential Uses:

There is no set density maximum within the CBD Zone and the mix of commercial and residential space is to be determined by the Planning Commission based on the availability of a parking structure and proposed amenities. The

proposed building plans show 162 units and six stories tall with a two-level at-grade parking garage. These proposed residential units will have direct access to this parking structure and will have access to on-street parking that will be enhanced by this development. The applicant is currently showing programed amenity space of 14,724 sq. ft. (which equates to 11.8% of the gross residential building area). They must provide at least 15% (18,580 sq. ft.) to meet the minimum standard in the zone. The applicant will need to provide more amenity space to meet this standard (see Sec. 21-23-21(a)(7)(a)). Staff feels that with some tweaks to their plans, this requirement can be met.

Parking:

The development proposal shows further improvements to Centennial Parkway that would create a total of 30 stalls of back-in 45° angle on-street parking. The parking garage would provide an additional 212 stalls for a total of 242 parking stalls overall. City code would require that the development provide a total of 312 stalls for all the proposed uses and guest parking. The applicant is requesting a 20% parking reduction as part of this review as allowed in chapter 24 of the Land Development Code (see Sec. 21-24-3(c)). The applicant has prepared a parking demand analysis, market demand analysis, and walkability and multi-modal design study to justify a 20% parking reduction. Staff has reviewed these reports (see attached Exhibit “B”) and agrees with the conclusion that this development should receive approval for a parking reduction.

In addition to the requested reduction, the applicant would also seek approval for shared parking approval between the residential guest parking and the retail area of eight parking stalls. As required in section 21-24-3(d) of the Land Development Code, they have provided an analysis that shows this request is also justified as the peak parking demand for all users would not exceed 242 parking spaces at any given time. Staff supports the reduction and shared parking requests.

Architectural Design & Materials:

The exterior elevations and materials have been reviewed by the Architectural Review Committee (ARC) (see Exhibit “C” ARC Meeting Minutes) and received a positive recommendation. The applicant has made changes to some of the design elements since they were reviewed by the ARC. The main change is the removal of the architectural steel shade structures that were designed to bring a mountain element to the elevations. Those have been removed from the design in favor of a simpler look (see Figures 1-4).

They are proposing to use a brick veneer as the base material, with hardie board and metal panel siding for the middle and top of the building. There is also some areas of architectural concrete and CMU block. The architect is hoping to achieve a “mountain meets urban” design ethos with the mix and placement of materials and forms consistent with Cairns Master Plan (see Exhibit “D” applicant responses for chapter 4 in the Cairns Design Standards Review).



Figure 2 - ARC Submittal



Figure 1 - Current Design



Figure 3 - ARC Submittal



Figure 4 - Current Design

Landscaping & Open Space:

The applicant has submitted a full landscape plan for the site. Staff has found that it generally meets the requirements specific to the Cairns Design Standards, the CBD Zone and those of Chapter 15A-25 entitled Landscaping Standards. The plans reflect a variety of deciduous and coniferous trees, shrubs, and perennial flowers. This plan shows urban amenities such as street furniture, trash receptacles, bike racks, and planter areas along these street corridors. They are beneficial to the project design and enhance the pedestrian experience. All residential units are within ¼ mile walking distance to a publicly accessible open space (the Promenade).

Public Art:

Some public art is required and can be utilized to promote a sense of community identity and is required to be integrated into building and site designs. Murals, statuary, and building elements can be used to reflect local cultural and ethnic interests and add a unique element to public spaces within the development. The applicant has not shown how they will comply with this requirement, but staff can work with them to ensure this is met before final approval of the project.

Cairns Design Standards:

The developer has been working with staff on the review of the Cairns Design Standards. While the project is largely meeting most of these standards, they are requesting a few small exceptions. The applicant hasn't clearly proposed or outlined the proposed enhancements they are proposing as offsets to the exceptions. The applicant may choose to discuss this further during or prior to the meeting.

There are two types of Cairns Standards exceptions requests: hardships and non-hardships. In review of the requested exceptions, staff finds that their requests fit into the non-hardship category as they can't meet all five of the criteria of hardship type. The non-hardship exception requests must meet the following criteria:

- The intent of the applicable regulations are met.
- The intent of the Master Plan is met.
- The same or better-quality design is achieved.

The following exceptions are sought (analysis of each item is shown below):

- Tree selection deviation along Centennial Parkway
 - Staff supports this request as it will allow for consistency of tree species along both sides of the existing

tree lined Centennial Parkway.

- Block length/building length over 400 feet
 - Staff supports this request as this is an infill development into an existing block framework. Attempting to break up the block further would not likely result in those block breaks being extended in the future. It does create a long building façade, but they’ve broken up the building into sections and proposed a midblock ped crossing to provide residents another access point to the Promenade.
- On street parking on 10080 South
 - The applicant had previously intended to have on-street parking on 10080 South, a Type 2 street. However, due to the required secondary driveway access into the parking garage from 10080 South, on-street parking can’t be added due to sight visibility triangles. Staff supports this exception.
- Fenestration of base, middle, and top
 - The Cairns Design Standards have a fenestration requirement of 40% min glass window/door treatments. The architects believe the existing design fits the building type and would rather seek an exception than fully comply with this requirement.

Staff can’t fully provide an analysis of these exception requests without knowing what the applicant is proposing as development enhancements or implementing optional items within those code requirement sections. They must provide at least one development enhancement or multiple smaller enhancement to balance the scales. Chapter 10 of the Cairns Design Standards provides multiple ideas, but the list is not exhaustive of all possibilities the Planning Commission can consider.

Staff Concerns

The applicants are seeking a few exceptions from the requirements as part of this review, but the applicant has not clearly demonstrated the enhancements proposed to offset the exceptions sought.

Staff does not see how the current design of the proposed live/work units meet the definitional standard for this use type:

Live/work units means mixed use development within a building, which incorporates retail commercial or individual offices on the ground level, residential use on upper levels, with direct access between uses and levels.

Staff understands this space to be convertible, but the applicant has not shown how this could function as a live/work or fully a commercial space. They have only shown these units designed as an urban townhome.

No public art has been identified on the plans. Staff would like to work with the applicant to ensure that this requirement is implemented before Final Site Plan approval.

Recommendation

Staff recommends that the Planning Commission determine preliminary site plan review is complete for the Red Sky Apartments located at 10145 S. Centennial Pkwy. based on the following findings and subject to the following conditions:

Findings:

1. The applicant has met the intent of the applicable Cairns Design Standards and the Cairns Master Plan.
2. The Planning Commission must determine that the development enhancements provide the same or better overall

quality design than the exceptions sought.

3. The mix of proposed uses is consistent with the objectives and plans for the South Village area and meets the criteria for a mixed use development.
4. The applicant has provided sufficient studies and evidence to support the parking reduction and sharing arrangements for this proposed development.
5. The applicant has demonstrated that they have largely complied or intend to comply with the Land Development Code requirements for the CBD Zone and the intended use of a mixed use development in this area.

Conditions:

1. That street improvements be carried out according to Plan and Profiles approved by the Sandy City Engineer and specifically:
 - a. That 10080 South Street be further improved and dedicated to include a 16' wide streetscape behind the curb and gutter.
 - b. That Centennial Parkway be further improved with on-street parking as proposed.
2. That the developer proceed through the final site plan review process with staff. The Final Site Plan shall be in compliance with all Development Code requirements, staff redlines, and those modifications as required by the Planning Commission.
3. That the development comply with all Building & Safety, Fire and Life Safety Codes applicable to this type of use.
4. That the developer be responsible to meet all provisions Cairns Design Standards, unless otherwise granted an exception as described below:
 - a. That the following exceptions be approved:
 - i. Tree selection deviation along Centennial Parkway
 - ii. Block length/building length over 400 feet
 - iii. On street parking on 10080 South
 - iv. Fenestration minimum percentage of base, middle, and top as shown on the proposed building elevations.
 - b. That the Planning Commission determine the appropriate development enhancement(s) to provide the same or better-quality overall design.
5. That the development be approved with a 20% parking reduction and a shared parking approval of 8 stalls between the residential guest parking and the retail area. The development shall provide 212 parking stalls within the on-site parking garage and 30 on-street stalls on Centennial Parkway.
6. All utility boxes (i.e. transformers, switch gear, telephone, cable tv, etc.) shall be shown on the site plan and shall be placed underground or moved behind the front setback of the buildings and screened from view. Each box shall be shown in its exact location and shall be noted with its exact height, width and length. Building utility meters shall be mounted to the side or rear elevation or screened with a wing wall if fronting a public street.
7. That the developer be responsible for the placement of a temporary 6-foot-high chain link fence around the perimeter of the project during the construction phase of the project for security and safety. Said fence shall also be required to include fabric to prohibit blowing dust problems, if it becomes necessary or if it is required by the

Community Development Department during Site Plan Review.

8. That the architectural materials be approved as presented in the application materials.
9. That additional amenity space be provided as required in the CBD Zone.
10. That project signs be allowed upon receiving a detailed sign package that complies with the Sandy City Sign Ordinance. Signs will need to be reviewed at final review with Staff.
11. A subdivision plat must be recorded before building permits can be issued for this development.
12. That the applicant work with staff to determine an appropriate implementation of public art within the project area.
13. That the live/work units be redesigned to meet the code standard for this use.

Planner:



Mike Wilcox
Planning Director

File Name: S:\USERS\PLN\STAFFRPT\2022\SPR12062022-006452_RED SKY APARTMENTS\PLANNING COMMISSION\STAFF REPORT - SPR.DOCX

Exhibit “A”
– see attachment for the full set of plans –



Exhibit "A"

[illegible]

Exhibit “B”
– See attachment for the full document –

Exhibit “B”



- + Architecture
- + Landscape Architecture
- + Land Planning
- + Construction Management
- + Interior Design

Parking Reduction

APPENDIX E

PROJECT: RED SKY APARTMENTS

10140 S Centennial Pkwy, Sandy, Utah 84094

Date: 03/29/2023

Reference: 19-072

Application No. SPR12062022-006452

Contact: Troy Tueller
Think AEC 7927 High Point Parkway, Suite 300
Sandy, Utah 84094
801.269.0055

The proposed project requests a parking stall reduction of 20% as per the city ordinance included below. The proposed project must meet 3 of the 5 criteria. Those 3 criteria are as follows:

e. Low to Moderate Income Housing. A housing development that is proposing to set aside at least 20 percent of their units for residents that qualify for at least 80 percent low to moderate income.

ORDINANCE

Sec. 21-24-3. - Special Access and Parking Provisions.

(c) Parking Reduction. Developments are required to provide a certain number of parking stalls, as determined by this title, based on the land uses associated with the site. In some cases, it may be appropriate to allow for less than the required amount of parking. At the time of site plan review, a Parking Plan shall be submitted showing all proposed parking spaces, the overall circulation system, and justification for requesting reductions in parking space requirements as specified below

(2) ... Upon satisfactory review of three or more of those criteria, they may approve up to a 20 percent reduction.

a. Parking Demand Analysis. A study provided by a licensed transportation engineer that demonstrates projected usage of residents, employees, and customers of the proposed land uses or similarly situated land uses in other locations.

b. Market Demand Analysis. A study provided by a qualified real estate market analyst that estimate current market demand for a particular land use. For the purpose of this section, a real estate analyst shall be defined as a real estate professional with expertise in financial analysis in support to the financing, acquisition, marketing and leasing of real property based on the study of economic conditions and market trends.

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Salt Lake City, Utah 84117
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Exhibit "C"

**Architectural Review Committee Meeting
October 23, 2019****Members Present:**

James Sorensen
Steve Burt
Lyle Beecher
Cheryl Bottorff
Scott Westra

Staff Present:

Mike Wilcox
Brian McCuistion
Doug Wheelwright
Jennifer Gillen

Those Absent:

Cyndi Sharkey
Kris Nichol

Applicants:

McKay Christensen
Corey Solum
Seth Shelman

Red Sky Mixed Use Development (10145 S. Centennial Parkway)

Introductions

Corey discussed the plans for their new Red Sky Apartments which include the following:

They have been working closely with Target on this project for a couple of years. Red Sky is multi-family apartments that sits over a two story parking garage, with a single entry (the parking garage is well hidden on the east side).

- Site Area sits on 1.58 acres of land directly west of Target. Foot Print – 59,033 Sq. Ft
- Land Coverage 85%
- Gross Residential Area 154,339 SQ Ft
- Amenity Space 11,959 Sq. Ft. (20% of Footprint/7.7% of Gross Area)
- Commercial Area – 1,439 Sq. Ft
- Apartment Units – 164 - Smallest unit would be about 503 Sq. Ft all the way up to their biggest unit of 1200 Sq. Ft.

Corey explained the Elevations of the building, and that there are different areas of the project to give the appearance of multiple buildings. On the west side are residential units that hide the parking structure. The elevations show that the ramps will have some kind of a canopy over it.

Exhibit "C"

Brian asked what the canopies over the ramps would be made out of.

Corey said they would most likely be made out of steel with a metal roof on top of them. This rooftop would have a layering affect to them (a more playful design). His owner is not quite sure on them yet.

McKay said this was early on in the project and that it was not set in stone. The canopies will not really be seen, because of the Target retaining wall. Because of this, McKay said this would be an area where costs could be saved.

Corey discussed the materials that would be used. Each level would use different materials to include stucco, fiber cement panels, concrete, and brick.

Scott asked what the steel slats are on the site plans.

Corey said that they were architectural steel shade structures to provide shade and bring a mountain element to the design. Trellises bring a random look to the design as well as the vertical windows (in the elevator shafts), to help comply with the Cairns Design Standards.

Scott asked about the south elevation.

Corey said that it would have some green space and be a spot for utilities (boxes). Wanted to also make it a place where there was good visibility for Target's truck drivers as they would turn corners in and out of that area. Wanted to bring the traffic from the residents to the center (front of the building on the west side). There will be three building entrances along the west side of the building

Steve voiced his concern with the green space between Target and the new apartments. Wondering what was going to happen there.

Corey said they were thinking of putting some trees, shrubs, and some rock landscaping.

Steve asked if we had to have that space there, because it is a dead zone and nobody can see it. He is also worried about people getting in trouble in that space.

Mike explained that the retaining wall is the property line, and even though there is not a lot of space, potentially the building could be moved back, or consider widening the vehicle ramp on the back.

Corey said that that the back elevation of the building is set for the minimum distance for fire, and is where it needs to be.

Scott said he would like to make that area go away.

McKay said maybe they could seal it off.

Doug suggested putting in thorny landscaping.

Steve asked about the street parking and if they are all angled back-in spaces.

Seth said that there are 4 parallel slots on the north end and the rest are back-in spaces.

Exhibit "C"

McKay praised Think Architecture for the great work they have done with the site constraints of the project.

Doug said he had three items he would like to talk about. The first one is about the RTU Screening – may need secondary screening on roof.

Corey said they are looking at V Tech units which will result in less roof top units. They are aware that this is a requirement.

Doug said his second item is about the turning radius in the parking structure. It seems too tight.

Corey said there is a one way ramp that is 14 feet wide. He will look into seeing if it can be bigger.

Doug asked if there could be more landscape islands along Centennial Parkway. To do that, they might have to lose required parking. It would be nice to use some delineation with gutter, or something to denote edge of the street.

McKay said they can't lose parking stalls.

Corey said that they would look at some alternatives.

Scott said that maybe they can add a curb line into the asphalt edge

Mike said that all the roads have to be concrete because of the soils (corrosive).

Doug suggested to do a pan gutter that would slope up to the parking stalls.

Scott commented on of the stair elevator towers look like massive concrete. Wondering what the look would be.

Corey said it would be a mix of a honed CMU block, in different colors, to help create stratification.

Lyle asked what levels of market you are chasing.

Corey explained because of the area, and where this project will be, they are hoping to attract a more sophisticated group of people.

McKay said their demographics are single working professionals and married couples. They would be between the ages of 27-30 years of age, love the benefits of being close to the park, and all amenities.

Scott asked about the lights on the buildings.

Corey said that they have not gotten to this part yet, but that they would be down facing sconces.

Mike summarized the concerns that the Architectural Committee had with this project.

- Concern over the gap between Target and the project to either close it off and expand the ramp, or to restrict access to it. Scott said if it does need to be there, not to plant anything in that space. Lyle said that it would be nice for those people that will face the back to break up the solid wall with some type of columnar trees.

Exhibit "C"

- Concern with screening the RTUs.
- Concern over the internal turning radiuses within the parking garage. Suggestion was to expand the widths on the driveway and close the gap between Target and the apartments.
- The discussion of the gap along the street edge. Possibility of adding additional planter areas to reintroduce that edge midway through, or other design elements like a gutter/different paving elements to separate the two between the street and parking.

Motion to Vote:

Lyle made a motion to forward a positive recommendation for this project to the Planning Commission. Cheryl seconded. All in favor of the motion.

It was agreed by the Architectural Review Committee members that the next meeting could be moved up to November 6, 2019 because of Thanksgiving. There is a possibility that December's meeting would have to be moved up due to Christmas.

Exhibit "D"
– See attachment for the full document –

Exhibit "D"



- + Architecture
- + Landscape Architecture
- + Land Planning
- + Construction Management
- + Interior Design

Cairns Design Standards Review

APPENDIX D

PROJECT: RED SKY APARTMENTS

10140 S Centennial Pkwy, Sandy, Utah 84094
Date: 06/16/2021
Reference: 19-072
Application No. SPR04022021-000031

Contact: Jacob Shirley
Think AEC7927 High Point Parkway, Suite 300
Sandy, Utah 84094
801.269.0055

Chapter 1 – Where Mountain Meets Urban

Design Standard	Response
1.5.1 Forest	To create a forested canopy environment, a formal clustering of deciduous and evergreen trees will shade the sidewalk and street. The landscape defines a natural path along the west side of the building.
1.5.2 Meadow	The sidewalk plaza at the northwest corner of the site provides a meadow like open space edged by the translucent building walls. Indigenous grasses and flowers will enhance the meadow. An alpine meadow with pond will be created at the south end of the building. See A001
1.5.3 Stone	The building step backs are reminiscent of the foothills ascending to the craggy mountains and the jagged parapets recall the high peaks. The brick provides a solid base to the building. The recesses along the building façade provide relief like small side canyons. See A301 – A302
1.5.4 Water	The cascading light gray metal panels invoke the feeling of waterfalls and reflect the sunlight as if on a pond. The alpine meadow contains crystal blue ponds for the residents to enjoy. See A102

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