



# SANDY CITY COMMUNITY DEVELOPMENT

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## Staff Report Memorandum December 14, 2023

To: Planning Commission  
From: Community Development Department  
Subject: Sandy Shulsen Mixed Use (Cairns MU Site Plan Preliminary Review)  
10115 S. Monroe St.  
(Commercial Area, #9)

SPR02082023-006482  
CBD-A&C Zone  
Cairns District  
3.85 Acres, 221 Units, 4500 sq. ft. Office, & 6,200 Sq. Ft. Retail

**Public 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 applicant, Howard Cooke of Gardner Group (representing the property owner, Riverdale Center, LC), is requesting preliminary site plan review of a mixed use site plan within the Cairns District known as Sandy Shulsen Mixed Use on a property located at 10115 S. Monroe St. The proposal is to construct a five-story mixed use building consisting of primarily residential for-rent apartments, ground floor retail, and office (see Exhibit “A” for application materials).

### Background

The property is part of the South Village of the Cairns Master Plan and is subject to the Cairns Design Standards. The land is vacant despite several different development proposals over the last three decades. The property is bordered by the Hilton Garden Inn to the north and the proposed Centennial Village redevelopment (which contains an existing retail and office building that contains the United States Postal Service) to the east that are both zoned Central Business District - Arts and Culture (CBD-A&C). To the southeast is the Boyer South Town Office building and another Boyer Office building (known as the Del Sol building) zoned Central Business District – Office (CBD-O). To the west is the I-15 corridor. With these surrounding developments, this vacant parcel has full site improvements for streets and utilities.



SPR02082023-006482  
Mixed Use Site Plan  
10115 MONROE ST  
Sandy City, UT  
Community Development Department

<b>Property Case History</b>	
<b>Case Number</b>	<b>Case Summary</b>
A #90-3	The subject property and several others were annexed into the Sandy City in 1990 and later incorporated into the Central Business District Zoning.

### **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-A&C Zone & Cairns Design Standards that will need to be reviewed by the Planning Commission include mix of uses, design priority (pedestrian/vehicular/shared), traffic calming, building frontages, building massing, building heights, lot coverage, building design and materials, building articulation, street level building entries, setbacks, public realm furnishings, and streetscape profiles.

A mixed use 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 will over time. This project fits into the overall mixed use development plan proposed for this area.

In the CBD-A&C Zone, the development is required to have at least four (4) different uses overall and three (3) present in the first phase. The use list is the following: residential, office, a group of retail shops, health spa, theater, public/private or quasi-public schools, hotel, business or financial service, or restaurant. The adjacent property within this zone sub-district is the existing Hilton Garden Inn, which is not part of the development proposal and is not integrated into their development proposal. The Shulsen development contains three distinct uses (residential, office, and retail). The Planning Commission will need to determine if this standard is adequately met.

#### **Access:**

The proposed development will be accessed from Monroe Street. Both vehicular and pedestrian access points will be provided from this public street. Monroe Street was built without side treatments behind the curb and gutter. This development will provide improvements of 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 designed to encourage pedestrian activity. 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-A&C 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 221 units and five stories tall with a fully wrapped parking garage. The applicant is currently showing programed amenity spaces inside the building (totaling 21,400 sq. ft.) which includes a rooftop amenity space and ground level tenant services. They are also creating two outdoor courtyards (totaling 15,000 sq. ft.), and block breaks or pedestrian mews on the north and south sides of the building (20,000 sq. ft.). This equates to 20% of the gross residential building area which exceeds the minimum requirement in the zone of at least 15% (41,562 sq. ft.). They are also creating a neighborhood open space (21,400 sq. ft.) within UDOT owned property. The caveat with this space is that it could be removed at any time if it's needed for freeway expansion. See the attached landscape plans (Exhibit "A") for details of these outdoor amenity spaces.

#### Parking:

The development proposal shows further improvements to Monroe Street that would create a total of twelve stalls of parallel on-street parking. A parking garage would provide an additional 393 stalls for a total of 405 parking stalls overall. City code would require that the development provide a total of 478 stalls for all the proposed uses and guest parking. The applicant is requesting a 15.3% 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, and market demand analysis to justify this 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.

#### Architectural Design & Materials:

The exterior elevations and materials have been reviewed by the Architectural Review Committee (ARC) over multiple meetings (see Exhibit “C” ARC Meeting Minutes). They presented different variations of the building form and design and ultimately received a positive recommendation from the committee. The current elevations incorporated the desired changes the committee recommended be implemented.

They are proposing to use a stone veneer as the base material, with cementitious siding and plaster for the middle and top of the building. The exact percentages for each elevation have not been shown on the plans, but the applicant may have to alter them slightly to keep the maximum amount of stucco/plaster to under 20%. 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” for the Cairns Design Standards Review).

#### 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-A&C 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) and to the neighborhood open space they are creating on the adjacent UDOT land.

#### 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 indicated potential locations on the site plan, and staff can work with them to ensure this is finalized 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 exceptions. The applicant has identified proposed enhancements they are offering as offsets to the exceptions to the standards.

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):

- Building Height of five stories
  - This area of the Cairns District calls for a minimum building height of eight stories. This is not required for all portions of the building, but the intent is to have larger tower elements integrated into the area to achieve greater massing and prominence in desired areas. No portion of the building exceeds five stories, but there is a roof top element on the top of the building.
- Fenestration of base, middle, and top
  - There is a fenestration requirement of 40% min glass window/door treatments on all elevations of a residential building. The architects believe the existing design fits the building type and would rather seek an exception than fully comply with this requirement.
- Building Setback
  - The southeast side of the building does not meet the setback of 16 feet. They are requesting a 14 foot setback for this corner of the building. The rest of the building complies with the min and maximum setbacks required for a type 3 street.
- Driveway Approach Width
  - The maximum width of a driveway approach is 24 feet. This is designed to limit the interruptions of the pedestrian paths in the Cairns and shorten crossing distances. They are seeking a 35 foot width to allow for a delivery and moving van loading zone without requiring parallel parking movements.
- Parkstrip and Sidewalk
  - The parkstrip is typically required behind the curb and gutter of the roadway or on-street parking. They are proposing to place the sidewalk immediately adjacent to their on-street parking areas and have the parkstrip behind the sidewalk. Monroe is a type 3 street and requires an informal parkstrip arrangement, but this proposed design is not compliant with the standard.
- Pedestrian Crossing Refuge Island
  - There is a proposed pedestrian crossing at the future intersection of 10080 South. However, Monroe Street exceeds 38' in width and would require a pedestrian refuge island to improve walkability and pedestrian comfort.

The applicant is proposing the following as development enhancements to offset the impact of not complying with the requirements listed above:

- Neighborhood Open Space (21,400 sq. ft.) within UDOT owned property. This would be an excellent improvement for the area to increase livability and provide an additional amenity to this project and others in the area. However, it could be removed at any time if it's needed for freeway expansion by UDOT.
- Rooftop Amenity Area. While not listed as an enhancement by the applicant, staff believes this is considered a desirable design element for the Cairns.
- Wrapped Parking Structure. Screening of parking garages is required along a type 3 street, but full concealment of the entire structure is not required and a highly encouraged design.
- Secondary Monument Sign & Pedestrian Wayfinding Signs. The exact locations of these proposed signs have not been determined, but the applicant is willing to install these either within their own property or other desirable areas within the Cairns District. Staff can work with the applicant to identify these locations prior to final approval.

Development enhancements are intended to balance the scales of failure to comply with all of Cairns Design Standards. Staff supports these proposed enhancements as being sufficient to offset the negative impacts to the branding identity and unique design elements that make this area unique.

**Staff Concerns**

There are no further concerns about the proposal.

**Recommendation**

Staff recommends that the Planning Commission determine preliminary site plan review is complete for the Sandy Shulsen Mixed Use located at 10115 S. Monroe St. based on the following findings and subject to the following conditions:

**Findings:**

1. The applicant has met the intent and substantially complies with most of the applicable Cairns Design Standards and the Cairns Master Plan.
2. The applicant has demonstrated that they have largely complied or intend to comply with the Land Development Code requirements for the CBD-A&C Zone and the intended use of a mixed use development in this area.
3. The proposed development enhancements provide the same or better overall quality design than the exceptions sought to achieve the branding identity and unique design elements that make this area stand out.
4. 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.
5. The applicant has provided sufficient studies and evidence to support the parking reduction and sharing arrangements for this proposed development.

**Conditions:**

1. That street improvements be carried out according to Plan and Profiles approved by the Sandy City Engineer and specifically:
  - a. That Monroe Street be further improved and dedicated to include on-street parking and 16 foot wide streetscape behind the curb and gutter.
2. That the developer proceeds 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 of the Cairns Design Standards, with the following approved exceptions:
  - a. building height of less than eight stories and approved to be a minimum of five stories
  - b. fenestration of base, middle, and top less than 40% as shown in the architectural elevations
  - c. building setback reduction of 2 feet to allow for a 14 foot setback on the southeast side of building
  - d. driveway approach width over 24 feet to allow up to 35 feet
  - e. allow the sidewalk to be placed behind the curb and gutter, with the parkstrip behind the sidewalk
  - f. no pedestrian crossing refuge island be installed on Monroe Street
5. That the developer be responsible to install the following development enhancements to offset the listed exceptions:
  - a. neighborhood open space (21,400 sq. ft.) within UDOT owned property

- b. rooftop amenity area
  - c. wrapped parking structure
  - d. secondary monument sign & at least two pedestrian wayfinding signs
6. That the development be approved with a 15.3% parking reduction. The development shall provide 393 parking stalls within the on-site parking garage and 12 on-street stalls on Monroe St.
  7. 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.
  8. 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.
  9. That the architectural massing, design, and proposed building materials be approved as presented with the provision that the applicant work with staff to ensure that no elevations exceed 20% stucco/plaster.
  10. That project signs be allowed upon receiving a detailed sign permit 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 to amend and extend the Sandy City Centre Plat.
  12. That the applicant work with staff to determine an appropriate implementation of public art within the project area.

Planner:

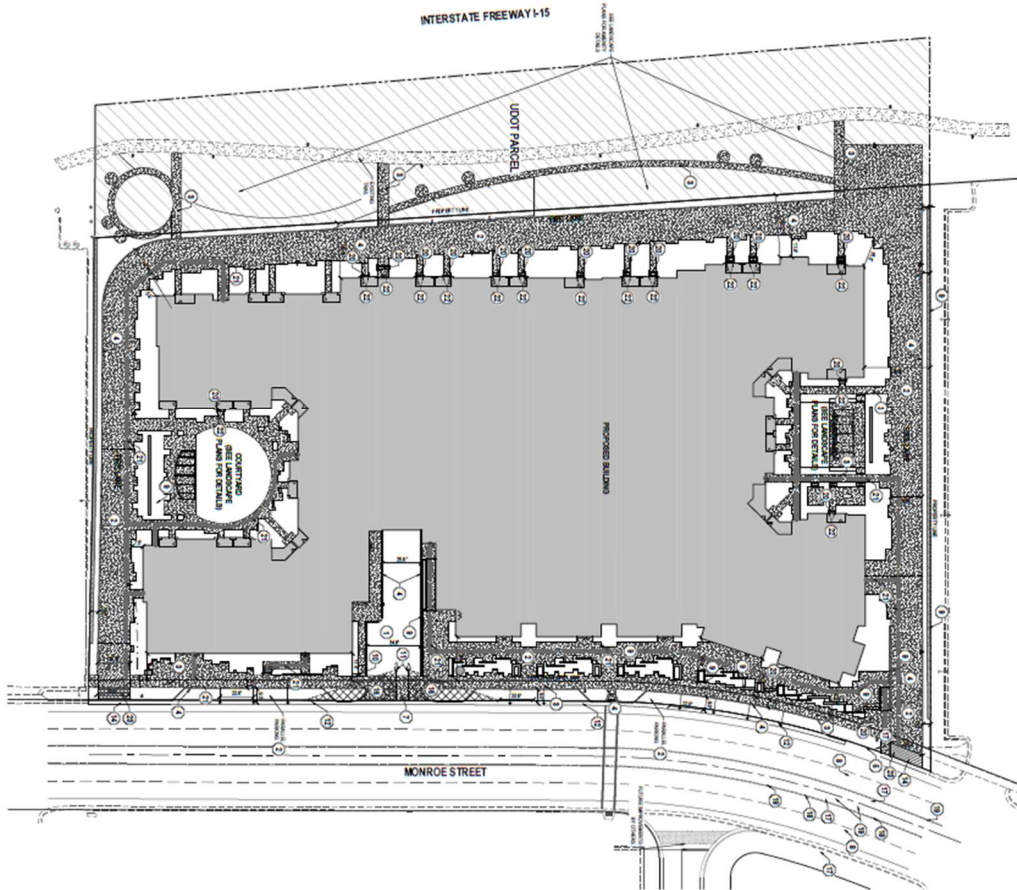


Mike Wilcox  
Planning Director

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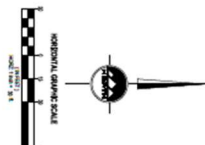
Exhibit "A"  
 – see attachment for the full set of plans –



- GENERAL NOTES**
- ALL WORK SHALL BE IN ACCORDANCE WITH THE CITY OF SANDY ZONING ORDINANCES AND REGULATIONS.
  - ALL CONSTRUCTION SHALL BE IN ACCORDANCE WITH THE CITY OF SANDY ZONING ORDINANCES AND REGULATIONS.
  - THE ENGINEER HAS CONDUCTED VISUAL GENERAL VERIFICATION OF THE EXISTING UTILITIES SHOWN ON THIS PLAN.
  - THE ENGINEER HAS CONDUCTED VISUAL GENERAL VERIFICATION OF THE EXISTING UTILITIES SHOWN ON THIS PLAN.
  - ALL UTILITIES SHOWN ON THIS PLAN ARE BASED ON THE MOST RECENT UTILITY RECORDS AVAILABLE TO THE ENGINEER.
  - THE ENGINEER DOES NOT WARRANT THE ACCURACY OF THE INFORMATION PROVIDED.
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  - THE ENGINEER DOES NOT WARRANT THE ACCURACY OF THE INFORMATION PROVIDED.

- SCOPE OF WORK**
- PREPARE PRELIMINARY SITE PLAN FOR THE PROPOSED BUILDING AND PARKING AREAS.
  - CONDUCT VISUAL GENERAL VERIFICATION OF EXISTING UTILITIES.
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  - CONDUCT VISUAL GENERAL VERIFICATION OF EXISTING UTILITIES.

PROJECT AREA		LIMIT DESIGN	
NO.	DESCRIPTION	NO.	DESCRIPTION
1	EXISTING UTILITIES	1	EXISTING UTILITIES
2	EXISTING UTILITIES	2	EXISTING UTILITIES
3	EXISTING UTILITIES	3	EXISTING UTILITIES
4	EXISTING UTILITIES	4	EXISTING UTILITIES
5	EXISTING UTILITIES	5	EXISTING UTILITIES
6	EXISTING UTILITIES	6	EXISTING UTILITIES
7	EXISTING UTILITIES	7	EXISTING UTILITIES
8	EXISTING UTILITIES	8	EXISTING UTILITIES
9	EXISTING UTILITIES	9	EXISTING UTILITIES
10	EXISTING UTILITIES	10	EXISTING UTILITIES



**SANDY SHULSEN MIXED USE**  
 10300 SOUTH MONROE STREET  
 SANDY, UTAH

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



**MEMORANDUM**

Date: June 16, 2023  
To: Sandy City  
From: Hales Engineering  
Subject: Sandy II Parking Study



UT23-2517

**Introduction**

This memorandum discusses the parking study completed for the proposed Sandy II development located in Sandy, Utah. The study identifies the City parking supply rates and parking demand rates based on local multifamily data. The proposed development is located on the west side of Monroe Street between the Hilton Garden Inn and the Cariloha office building in Sandy, Utah. A vicinity map of the project site is shown in Figure 1.



**Figure 1: Site vicinity map of the project in Sandy, Utah**



## Exhibit "C"

– See attachment for the full document –

**Architectural Review Committee Meeting  
September 28, 2022**

**Members Present:**

Steve Burt  
Cheryl Bottorff  
Lyle Beecher  
Daniel Schoenfeld- remote  
Cyndi Sharkey - remote

**Staff Present:**

James Sorenson  
Brian McCuiston  
Mike Wilcox - remote  
Doug Wheelwright  
Brynn Bohlender  
Jennifer Gillen

**Those Absent:**

Scott Westra  
Alison Stroud

**Alternate:**

**4:00 p.m. Shulsen Apartment Project (10115 S. Monroe Street) John Bankhead, David Denison, Howard Cooke (Gardner Group), Soong Kim (Architect), Sam Evans (Wasatch), Richard Gilbert (ArcSitio - Landscape Architect)**

John stated that currently this development is on four separate parcels, and that they are working on a replat to make it one parcel.

Soong explained that this is a five-story wrap apartment building. It will be a mixed-use building with 274 units of apartments that are mixes of studios to two bedrooms, two bath units. There will be retail spaces on the north side of the building on the ground floor, as well as commercial spaces. These commercial spaces that are on the north side of the building will include a leasing office for the apartment building, club room for social gatherings, and a fitness center for the residents. On the southern ground portion of the building, there will be various types of office spaces opened to the tenants as well as the public for rental space. On top of the parking garage structure, there will be a pool, spas, and a large pool deck area for the residents. There is a six-level parking structure that cannot be seen from the outside. The residents will be able to drive to the level where their unit is, rather than having to take an elevator from the ground level to access their unit. There will be elevators installed, but they will be rarely used. The materials that will be used on the building will consist of stone cementitious fiber as siding material with a stucco finish. The 4<sup>th</sup> and 5<sup>th</sup> floor levels will have canted wall pop outs that will be repeated on all sides of the building. The balconies will have a wood tone material, and a stone material on the bottom. The architectural design to this building is very modern, but very urban in nature.

Richard when on to say that his driving elements for his landscape designs is a block and fault pattern feature that runs along the walkways. There will be a grade change with a series of steps that will go down into the plaza from the sidewalk and the walking path. A parking structure entrance will be on Monroe Street. There will

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

# Mountain Meets Urban: Sandy Shulsen Project Compliance

August 2023