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COMMUNITY DEVELOPMENT
DIRECTOR

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MAYOR

MATTHEW HUISH
CHIEF ADMINISTRATIVE OFFICER

MEMORANDUM

August 15, 2019

To: Planning Commission From: Community Development Department Subject: Panera Bread Restaurant-- Site Plan Review Approximately 10200 South and State Street [South Towne, <i>Community</i> #9]	CBD Zone SPR-06-19-5679 0.50 Acres
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Public Notice: In addition to the posting of the meeting agenda, this project was noticed for this meeting to property owners within 500 feet of the subject property, by U.S. Mail delivery.

PROPERTY CASE HISTORY	
Case Number	Case Summary
SPR-95-01	Site Plan Review for the original shopping center project for the Target Store and other shops totally 28.6 acres and 316,000 square feet of building. Approved in March 1995.

DESCRIPTION OF REQUEST

The applicant, Mr. John Lee, representing ST Mall Owners, LLC and Panera Bread, is requesting that the Planning Commission review and approve a commercial site plan for a new Panera Bread Restaurant with a Drive-up Window, which also requires Conditional Use review. An associated staff report addresses the Conditional Use application for the drive-up window. The Planning Commission is the land use approval body for this action, as designated in the Sandy City Development Code.

BACKGROUND

The property is currently part of a large property parcel that contains most of the parking spaces for the shopping center anchor tenant Target store and the other commercial shops to the south, including Barnes and Noble. The property owner, ST Mall Owners, LLC, is proposing to create a one-half acre "Pad Site" in the southeast corner of the existing parking lot as the site for this new restaurant. The existing parking lot improvements in this area will be modified and the access driveway that currently connects to the main entrance road for the shopping center (10200 South) will be shifted to the west and reconstructed to accommodate the pad site layout. Because the property is zoned CBD, the site plan must be approved by the Planning Commission. The CBD zone also triggers a requirement that the proposed building be reviewed by the Sandy City Architectural Design Review Committee. The entire area around this site is zoned CBD. The Jordan and Salt Lake Canal property abuts the site on the east, which abuts State Street in this area.

NEIGHBORHOOD MEETING

A Neighborhood meeting was not held for the Conditional Use on this project, because there is no residential development or population in this immediate area, and no community coordinator has been appointed for this community.

ANALYSIS

Access and Parking. Vehicle access to the proposed pad site will be from the existing parking lot on the north and west and from a relocated driveway intersection with 10200 South Street from the south. No direct driveway access is possible from State Street, due to the presence of the Jordan and Salt Lake Canal between the site and State Street. Staff has worked with the developers to prevent the queuing for the drive-up window from being located between the building and State Street for aesthetic reasons. Instead, the drive-up window vehicle queuing will be on the north and west sides of the building, thereby effectively screening the view of the vehicles waiting in the queue from State Street and the sidewalk.

A transportation impact analysis has been performed on the site for the intended use, and the recommendations and findings have been accepted by the City Transportation Engineer.

Creating the new pad site within the existing parking lot removes approximately 154 parking stalls from the existing massive parking lot for the center, which is subject to shared parking arrangements for all the center's tenants. The new site plan replaces 68 of those stalls, arranged around the proposed new building. Of these new stalls, 53 will be located on the actual pad site property. Sandy City's parking requirements for the size of this building would be 49 parking stalls, but since the entire shopping center is subject to shared parking, these numbers really do not have any relevance here. The bottom line on available parking stalls is that this proposed development will decrease the number of existing parking stalls by 86 stalls. Since this center has never had an inadequate parking situation observed by the City staff, this is probably an improvement over the existing situation. Vehicle access and parking will be adequate for the existing and proposed uses.

Building Siting and Massing. Setbacks for the new building meets or exceed the zone-required minimums. The layout of the building floor plan places the drive-up window and its queuing on the west and north sides of the building. Windows and entrances will be on the south and east sides, accessed from the parking lot across large patios with room for outside dining when the seasons permit. Pedestrian access and the accessible route is from the sidewalk on 10200 South Street. The siting of the building is suitable for the use.

The new building will be approximately 4,872 square feet in gross building area. The building is a single story high, with the highest portion being approximately 24 feet above the finished grade. Staff has no concerns about the building siting or massing as proposed.

Landscaping. Landscaping will be added to the site as per the attached landscaping plan. Landscaping will meet the City requirements and help buffer the building from the streets and the parking lot. (Please see the attached vicinity map, site plan and landscaping plan.)

Architectural Design & Materials. The building architectural design, materials and colors meet the provisions of the City's Architectural Design Requirements. This design has been upgraded in form and materials to better blend the "branded" building with the City's Architectural Design Standards. The final design was also presented to the Sandy City Architectural Design Review Committee on June 26, 2019 and received favorable comments about the design and building material elements. (Please see the attached building elevation drawings and building renderings for details on the proposed new buildings. Also, please see the attached minutes from the June 26, meeting of the Architectural Design Review Committee.)

Land Use. The proposed use of the new building is classified by the Sandy City Development Code as "Restaurant, Drive-up Window" which is a Conditional Use in the CBD zoning district. The Conditional Use is addressed in a separate staff report for an additional action by the Planning Commission. (Also on this agenda.)

City and Agency Reviews. All of the regular reviewing agencies and City Departments have reviewed and approved, subject to their normal conditions, the site plan and site civil design drawings.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission determine that preliminary site plan review is complete, based on this staff report, and the **four findings listed below and subject to the following eight conditions:**

FINDINGS:

- A. That the various City Departments and Divisions, including the City Engineer, Transportation Engineer, Fire Marshal, and the Public Utilities Department Chief Engineer have all preliminarily approved the proposed site plan.
- B. That the proposed driveway access, internal site circulation and off-street vehicle parking is adequate for the existing and proposed uses of the building and the site.
- C. That the proposed building setbacks are appropriate for the site.
- D. That adding this "pad site" to the overall South Town Marketplace shopping center will improve the aesthetics of the site and the State Street corridor and will help break up the existing large expanse of asphalt parking area. Placing buildings closer to the street will help in the gradual transition of this area from suburban style development to more urban style development over time.

CONDITIONS:

1. That the developer proceed through the final site plan review process with staff prior to the start of any construction (including payment of development fees and posting of an appropriate bond to guarantee completion of all required improvements on and off the site), according to the Site Plan Review Procedures Handout. The final site plan shall be in compliance with all Development Code requirements and those modifications determined by the Planning Commission.

2. That the development comply with all Building & Safety, Fire and Life Safety Codes applicable to this type of use.
3. All utility boxes shall be screened from view to the extent possible (i.e. transformers, switch gear, telephone, cable TV, etc.) and shall be shown on the site plan and shall be placed underground or moved behind the front setback (minimum of 30 feet from the front property line) and screened from view. Each box shall be shown in its exact location and shall be noted with its exact height, width and length and approved by staff.
4. That the architectural design, colors and materials proposed for this development comply with the Sandy City Architectural Design Standards and shall be finalized with staff prior to the issuance of a building permit.
5. 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. 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.
6. That the applicant comply with the Sandy City Noise Ordinance, including working hours during construction.
7. That the applicant comply with all department requirements as noted in all Preliminary Review letters prior to submittal for final site plan review.
8. That all building and site signage must be reviewed separately and meet the Sandy City Development Code provisions for signage.

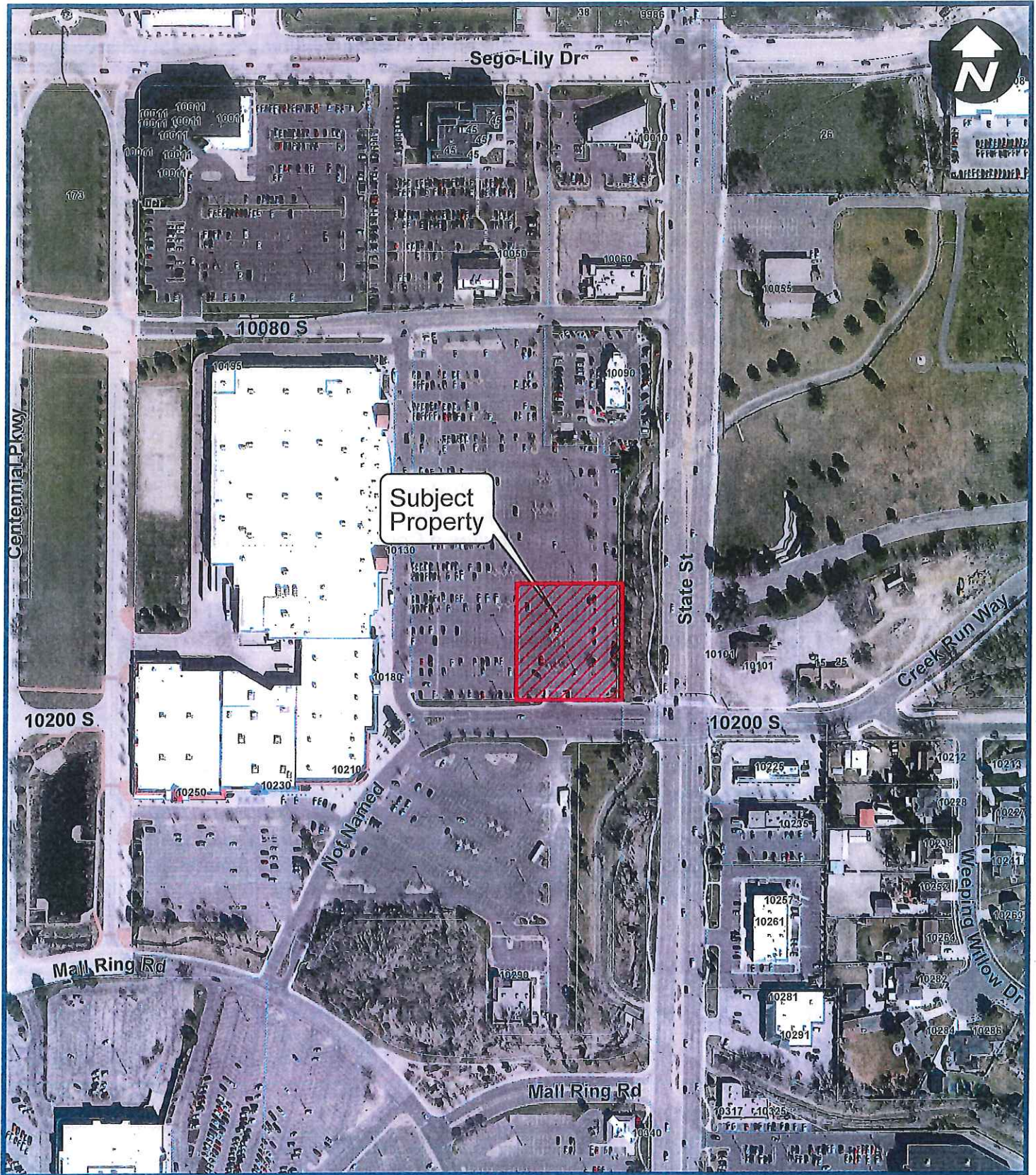
Planner:

Reviewed by:



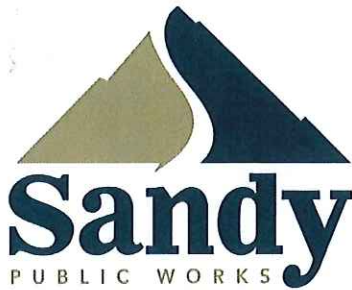
Douglas L. Wheelwright
Development Services Manager





SPR-06-19-5679
Panera Bread
10200 S. and State St.

PRODUCED BY CLAIRE HAGUE
THE COMMUNITY DEVELOPMENT DEPARTMENT



DEPARTMENT OF PUBLIC WORKS

Kurt Bradburn
Mayor

Matthew Huish
Chief Administrative Officer

Michael Gladbach, P.E.
Director

READY-FOR-PLANNING-COMMISSION MEMORANDUM

Date: July 5, 2019

To: Doug Wheelwright, Development Services Manager

From: Ryan C. Kump, P.E., City Engineer *Ryan Kump*
Britney Ward, P.E., City Transportation Engineer *Britney Ward*
David J. Poulsen, Development Engineering Coordinator *David J. Poulsen*

Project Name: Panera Bread
Plan Case Number: SPR-06-19-005679
Project Address: 10180 South 40 West

A review of the above-mentioned project has been made. Following is a list of comments from the Public Works Department:

1. THE PRELIMINARY SITE PLAN AND OTHER DOCUMENTS SUBMITTED BY THE DEVELOPER ARE GENERALLY ADEQUATE at this stage of the project with regard to Public Works Department concerns. A number of items will be required prior to final approval, including items mentioned in the drawing redlines, the "Plan Case Comments," and the "City Engineer Requirements" letter, but these items are not required as part of this preliminary submittal.
2. THE PUBLIC WORKS DEPARTMENT RECOMMENDS THAT THE PLANNING COMMISSION DECLARE THAT PLANNING COMMISSION PRELIMINARY SITE PLAN REVIEW IS COMPLETE, and that final project documents be prepared by the developer for review by city staff members.
3. PRIOR TO FINAL APPROVAL BY THE PUBLIC WORKS DEPARTMENT, the developer is required to complete all items mentioned in the drawing redlines, the "Plan Case Comments," and the "City Engineer Requirements" letter.

**Architectural Review Committee Meeting
June 26, 2019**

Those Present:

Jared Gerber
Brian McCuistion
Doug Wheelwright
Steve Burt
Cheryl Bottorff
Scott Westra
Kris Nichol
Cyndi Sharkey
Jennifer Gillen
Fred Cox
John Lee

Panera Bread Proposed Development

Steve started the meeting regarding a pad site for Panera Bread. Steve recused himself from voting on this project. He is a consultant for South Town Mall and said that would be a conflict of interest. Standard of procedure – introduce everyone and then we will let applicant explain and then take a vote. This committee is not a deciding group, but a recommending body. Steve turned over to Scott, who then turned it over to applicant.

John Lee is the Tenant Coordinator and Operational Manager for South Town Mall. John will be submitting plans, and he will be the contact for this project which is located East of Barnes & Noble off 10200 South (new pad site). Architecture firm is Smart Design and Peter Stang is the Project Manager.

Site plan and landscape plans passed out to everyone.

John highlighted materials and talked about the different color of bricks. Tried to design the site so the pedestrians are not in conflict with autos. The main entrance is on the south side. The drive-thru is located on the northwest side of the building. This plan involves moving the existing driveway farther to the west along 10200 South Street.

Cyndi asked for clarification on pedestrians and drive-thru.

John said the occupancy is 100 people. The outdoor seating will hold approximately 15-30 seats (seasonal).

Cheryl asked about the ADA ramp on the east side. Are there multiple ramps?

John identified the other ramps on the site plan.

Scott asked if 2 ADA stalls were enough?

Fred said 2 ADA stalls per 50 regular stalls.

John talked about the materials. The siding product that looks like wood has a 10 year warranty but should last 40-50 years. This resin product is not a natural wood product.

Cheryl asked what is it a composite of?

John said it was made up of layers of wood base fibers, set in resin.

Scott asked if this is the same as the wood the mall has used.

John said it is not the same.

Kris was leary of that same material.

Doug said that Krispy Kreme and El Pollo Loco used this same material.

Scott asked if aluminum is part of window mullions and awnings? John said yes. Scott asked what was the life of this material?

Doug said we have a lot of this in Sandy and it seems to hold up.

Scott asked about the trellis.

John said he does not have specs on this yet. It is typical to have vines growing up the structure.

Kris asked what material the trellis is made of?

Doug said it was made of metal.

Fred said staff asked us to add this element to break up the elevation.

Doug highlighted the utility screening.

John said this will be similar to Starbucks. It will still allow access to meters, and hide them as well.

John indicated that the trash enclosures will match the buildings bricks with metal gates.

Doug said staff has made a number of suggestions. One of the latest suggestions was to use metal screens. The staff likes the mix of brick versus stucco and awnings. This is a much better look than the stock building.

Scott asked about exterior lighting.

Doug said this will be reviewed during site plan review.

Scott asked if this project includes removing the triangle planters in the parking lot?

John confirmed that they will be removed.

Cyndi said that the site plans shows landscape islands. Is this part of your plan?

Fred said the mall owns the parking lot and that there will be landscape islands.

Cyndi asked what kind of landscaping in these islands?

Scott said it looks like trees and scrubs. He has full confidence that the city will make sure it is installed correctly.

Doug said he talked to Lyle who gave his comments. Lyle liked the building, and the metal screens help a lot. He asked about live vegetation. Has heard some concerns based upon the location and sunlight. Staff wanted a screen, not overly, concerned about vegetation - it could be a more dense mesh.

Scott asked staff if there is a concern with rodents?

Doug had not heard anything. It would have similar screens that have been used at the Farmington Station.

Scott asked about the parapet wall.

John said it will have a 4-foot parapet wall screening the mechanical units.

Doug said that the parapet must cover the highest roof top unit.

Cyndi said that the Planning Commission entertained Panera at a different location, where a drive-thru was not allowed. Cyndi raise the issue of the Cairns District and encouraging active transportation in this area. This project seems so "car oriented". Is there any way to encourage walking and to enjoy the area more? We want to encourage people to get out of the car!

Scott feels there is not a lot of pedestrian traffic in this area. It would be nice to see a pedestrian connection from Panera to Barnes & Noble.

Cyndi believes outdoor seating is more than seasonal. There are places in Salt Lake City that have outdoor seating, and it is used during three seasons. Cyndi wished this site was more attractive to people.

Cheryl said it would be easier if we had active uses along State Street.

Cyndi feels that is what we keep saying. When do we turn the corner and do something different?

Scott said if this were going by Old Navy, it would be a different conversation. This is planted in a sea of parking.

Cyndi wanted to hear from Steve.

Fred said he put in a connection from the building to 10200 S. (cross walk). This will have easy access from State Street. Pedestrian connection from Barnes & Noble by a sidewalk. Staff suggested a sidewalk and landscaping. We did add that. Regarding the outdoor seating – we could locate on the west side as well. We also tried to arrange the parking so you don't have to walk through them to get to the building.

Cyndi asked if you could draw more people to the east side? Is it a nicer setting?

Fred felt like the south is the best location. He also had to consider Barnes & Noble and their concerns.

Cyndi said this restaurant may generate a lot of fanfare. It would be cool if there was something else to it. How would this be on a beach setting?

John reminded everyone that Panera wanted a drive-thru.

Scott said this is not Newport Beach, California.

Steve said Newport has a mild climate. Utah is either hot or cold and is not conducive for certain materials and outdoor use, especially since it is located next to an eight lane street.

Kris agreed. Too loud next to State Street.

John said to look at Gateway and City Creek. They put roofs over the gathering areas.

Scott believes people will drive here. He has seen pedestrians cross the street at Nordstrom Rack.

Fred said this project will break up the parking lot.

Kris asked if there could be a connection to State Street?

Doug said Dry Creek trail will come to 10200 South. There have been discussions about an underpass or overpass, which hasn't been decided yet. Doug continued with saying this is clearly a transitional area. State Street is built out and is auto oriented. The city will see some new mixed use buildings near the mall, and we will see the transition to the Cairns area.

Kris feels there is room for change.

Scott does not agree with the climate argument. Georgetown (D.C.) has outdoor seating with hot weather.

Steve feels that cities are very dense back east and have a lot of pedestrian traffic. We don't have this here. This area needs restaurants.

Cyndi said this area is not far from multi-story office developments. It is possible for people to walk from some of those developments. Cyndi feels this is not creating an environment for people to walk here.

Fred said staff wants bike racks and scooters.

Cyndi asked what are we going to do when the population doubles and we can't expand State Street? Isn't this the time to push the new Cairns Design Standards?

Steve said the market is not landing a lot of restaurants. Fast casual drive-thrus are the hot item right now.

Scott said that his In Contact company worked very hard for seven years to get a nice sit down restaurant in front of Nice – In Contact, but there have been no takers, even with them offering a number of incentives.

Steve feels that density drives these uses. Panera itself will not drive the pedestrians. The opportunity is not that great on State Street compared to down in the Civic Center area.

Scott told Cyndi that we appreciate your concerns.

Cyndi said we need to be thinking about this. This project is a nice project in a sea of parking.

Any other comments?

Cheryl likes the building and design. Good job staff!

John indicated this deal has been signed and are ready to go. We are excited about this deal.

Scott asked about the dumpster location.

John said Barnes & Noble didn't want to look at it, so it was moved from the west to the north.

Entertain a motion to approve with no corrections, and to move to forward the Planning Commission for architecture and drive-thru.

Cheryl made a motion

Cyndi 2nd the motion

Steve abstained from voting.

All in favor – Yes.