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MEMORANDUM

May 10, 2018

To: Planning Commission
From: Community Development Department
Subject: Sandy East Village – Phase 3 of a Mixed Use Development – Mix Use Zone (MU) (Preliminary Site Plan Review)
166 E. Midvillage Boulevard, Community #5

SPR-03-18-5376
8 Acres
307 Units
10,000 sq.ft.
Flex/Retail

HEARING NOTICE: *This item has been noticed to property owners within 500 feet of the subject area.*

PROPERTY CASE HISTORY	
CASE NUMBER	CASE SUMMARY
SPR-96-35B & SPR-00-38	UTA developed Park and Ride lots for the end of line Civic Center TRAX Station back in 1996 and later expanded them in 2000 in advance of the 2002 Winter Olympics.
SPR-1-12-2128	On September 5, 2013, the Planning Commission approved the Master Plan for the Sandy East Village TOD area.

REQUEST

Mr. Bruce Bingham of Hamilton Partners, Inc., who is representing the property owner, Utah Transit Authority (UTA) has submitted an application for a preliminary site plan of a proposed phase of the Sandy East Village Mixed Use Project. The proposal is part of the thirty-two (32) acre mixed-use master planned developed by UTA and Hamilton Partners. It is also part of the East Village Area in the Cairns Master Plan. This phase is to be built on approximately eight (8) acres of the site. The plan includes a 2-level parking structure (primarily for UTA patron parking), four (4) residential buildings, and a flex/retail and clubhouse building. This site also features landscaped open space and amenity areas. The project would further improve and extend Beetdigger Boulevard to the south and provide a future connection to Dry Creek Ridge Lane.

BACKGROUND

The subject property is roughly bounded by Midvillage Boulevard and the East Village Apartments to the west (MU Zone), the UTA Trax R.O.W. to the east, and the Dry Creek Apartments (MU Zone) to the south and west. The entire property is approximately 8 Acres and is zoned Mixed Use (MU).

NOTICE

Notices were mailed to property owners within a 500-foot radius of the subject parcel to notify them of the Planning Commission meeting. The applicant also held a neighborhood meeting on May 8, 2018. No residents attended the meeting, but we did receive a few phone calls and one email (see attached Public Comment Memo).

ANALYSIS**Overview:**

This phase of the development consists of four (4) residential buildings, containing 307 apartment units. The apartment mix is two hundred forty-three (243) studio (22%) and 1-bedroom units (57%), fifty-six (56) 2-bedroom units (18%), and eight (8) 3-bedroom units (3%). This site also features a clubhouse and pool area, as well as 10,000 sq. ft. of flex/retail space that will become the focal point of the Village Center for the entire East Village area around the TRAX Station. The site will have approximately 2.7 acres of landscaped open space including the amenity area of pool, volleyball court, and trails. The project will extend Beetdigger Boulevard and pedestrian mews and public trails that will complete portions of the modified grid road and pedestrian network in the area. The proposal is generally consistent with the approved Master Plan for the property.

Important design issues or considerations on this proposed development in the Mixed Use Zone that will need to be reviewed by the Planning Commission include: streets, pedestrian ways, streetscape design, concealment of parking lots and structures, pedestrian scale design, open space, architectural design and materials, massing, building orientation to the street, pedestrian connections, appropriate mix in types of residential units and mix of retail/commercial space.

Access:

Primary access for the development will come from Midvillage Boulevard. Parking lots, under building parking and the lower level of the parking structure are proposed to access from this street. Most of this road has been completed with previous phases, but no side treatments (including pedestrian sidewalks, parkstrips, benches, etc) exist on the southeast side. Those would be installed with this development. This road is designated to be the East Village's main street and gathering place at the heart of the urban village center. It has been designed to accommodate on-street parking, urban design treatments, and a large median (designed with the future CIRQ system in mind). The current plans of the CIRQ transit system would use this corridor in the future and provide a connector between this area, the South Village, and the South Jordan FrontRunner station.

Beetdigger Boulevard will be extended to the south and further improved to a minor collector public road width, with a ten foot (10') multi-use trail on the west side (per the City's Trails Master Plan). Access to the upper level of the parking structure, which is to be used exclusively for UTA patrons, will be accessed from the west side of the Beetdigger extension. No parkstrip or sidewalk is proposed on the east side in an effort to keep pedestrian traffic away from the

Trax lines south of the station platform. The applicant is seeking a waiver of these required improvements. The Planning Commission may waive the requirement for parkstrip and sidewalk with a recommendation from the City Engineer and after evaluating the following criteria (see section 15A-21-02 and 15A-21-10(N)):

1. The number of homes within the subdivision.
2. The length of a cul-de-sac.
3. The precedence of adjoining improvements.
4. The configuration of lots.
5. Where the only other alternative is a private road design.

The waiver of parkstrip and sidewalk south of the Civic Center Trax platform on Beetdigger Boulevard is justified based on consistency with the approved Mixed Use Master Plan, matching the adjoining improvements to the south, and helps promote pedestrian safety by diverting pedestrians away from the trax lines. The area on the east side of Beetdigger Boulevard will still be landscaped and maintained by UTA and/or the owner of the mixed-use development.

Pedestrian mews and trails will also be part of this phase to aid in the site circulation and access of the development. As part of the East Village Master Plan, a pedestrian mew was planned to create a mid-block break to the large block between Creek Run Way and Beetdigger Boulevard, connecting the future developments from 10200 South, through the Dry Creek Apartments, and to the village center on Midvillage Boulevard. A ten foot (10') pedestrian paved path will extend along the southern property line through the middle of the block and outlet to the planned plaza in between buildings 2 and 3. A portion of the multi-use East Jordan Canal Trail will be completed with the development by installing a ten foot (10') sidewalk along the west side of Beetdigger Boulevard. There is also a pedestrian mew that building 4 and building 5 front onto that runs east to west along the southern boundary of the phase. This mew was started with the Dry Creek development and will create a pedestrian street with ground level units having primary access from this mew.

Each residential building's main level will have some units with their primary access oriented to the public streets or to a pedestrian mew. The buildings are shown to have a common building entry that faces onto a plaza or a mew, which will provide access for other residents and their guests.

Parking:

There will be a 2-level parking garage (518 stalls) that is shared between UTA patrons and the residents of this development. The upper level (266 stalls), accessed from Beetdigger Boulevard, will be primarily for UTA patrons. The lower level (252 stalls), accessed from a drive isle connected to Midvillage Boulevard, will be primarily for resident parking. UTA has an agreement with the developer that 300 stalls be made available for UTA patrons and 240 of those be dedicated for UTA parking only. The applicant is also showing thirty (30) on-street parking stalls on Midvillage Boulevard and twelve (12) along Beetdigger Boulevard. They are providing 715 parking stalls, including the 240 stalls dedicated for use by UTA patrons. They are required by code to provide 623, not including the dedicated stalls for UTA. This calculation includes unit type, number of bedrooms, guest parking, and flex/retail area. The applicant has requested a reduction in parking requirements for the site. The Mixed Use (MU) Zone allows for a parking reduction, if justified, up to a maximum twenty-five percent (25%). This project is adjacent to the UTA TRAX Station and bus transfer area and is requesting the twenty-five percent (25%)

reduction. Staff feels this reduction is justified. This would result in 467 required stalls for the development. This does not include the additional 240 stalls required by UTA. The combined minimum parking requirement and the UTA requirement is 707 parking stalls for the development.

Section 15A-23-24(E)(12)(e) of the Development Code states the following:

“Developments may also be under parked if justified with a walkable design that demonstrates such, and/or where local multi-modal transit systems exist or are immediately planned, which would help reduce the number of needed parking stalls and/or automobile trips. Shared parking arrangements may be required in order to reduce unnecessary parking areas and to encourage pedestrian activity.”

The Code also states in Section 15A-24-03(B)(1):

“In cases where parking, other than herein required, may be appropriate, the Planning Commission may increase or reduce requirements based upon actual usage of employees and customers, but in no case shall the requirements be increased or reduced by more than 25 percent.”

Architectural Design & Materials:

The applicant is proposing to construct three (3) residential buildings, one (1) that is mostly residential with a mix of flex/retail space, and one (1) will have flex/retail space and clubhouse. There are slight variations between the buildings, but they are generally designed the same and share the same color scheme. There are several ground floor units of each building that have a direct entry front door that faces the street with an associated stoop down to the street level or to a separate sidewalk where grades prevent direct street access. The number of steps to arrive at these front doors and patios varies as the grade changes across the buildings.

The applicant intends to incorporate various colors of stone and cement fiberboard as the primary materials, with accents of stucco, wood, metal railings, steel awnings, soffit/fascia, windows, and doors. The buildings have flat roofs and parapet walls with some architectural projections. The architects are hoping to achieve a “mountain meets urban” design ethos with the mix and placement of materials consistent with Cairns Master Plan.

Building Setbacks & Height:

The Mixed Use Zone requires buildings to be built up to the street (generally within zero (0) to five feet (5’) and that primary building entrances be oriented to the street or pedestrian mew. Building facades must make up a minimum of 70% of the street frontage, except for pedestrian plazas, or open space. The setbacks shown on the plan vary from as little as ten feet (10’) to as much as twenty feet (20’).

The heights of each building vary, especially as the grades change as you move through the site. Building 1 is a two (2) story building. Buildings 2 and 3 are five (5) story buildings. Buildings 4 and 5 are four (4) story buildings. These heights exceed the maximums permitted in the Development Code for Mixed Use Developments, which states that single-use residential buildings are capped at three (3) stories, while vertical mixed-use buildings may be up to four (4) stories. However, there is flexibility in the code that allows the Planning Commission to grant additional height.

Section 15A-23-24(E)(3)(c) states:

“Buildings of greater height than allowed in the above table may be approved by the Planning Commission on a limited basis, based upon the size, scale, topography, and uniqueness of the development. Approved structures with additional height may be required to include suitable “step-back” architecture and other architectural features which encourage a ‘village’ feel on the street level.”

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 Mixed Use Zone and those of Chapter 15A-25 entitled Landscaping Standards. The plans reflect a variety of deciduous and coniferous trees, shrubs, seed mixes, and perennial flowers. The designers are hoping to achieve a “mountain meets urban” design ethos with the less regimented formal planting and more clumping and organic plant placement. They are utilizing more natural rock retaining walls, rather than block or concrete walls to adjust steep grades. With this design ethos in mind, they are not proposing to use formal street tree plantings (e.g. placed thirty feet (30’) on center in an eight-foot (8’) parkstrip). The applicant would like to vary tree planting in and out of parkstrips and clumped together.

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. Approximately 2.7 acres of the property will be landscaped. Open space will be provided on the site in the form of a dry creek bed feature and public plaza in between buildings 2 & 3 next to Midvillage Boulevard, the extensive greenway landscaping along public roads and pedestrian mews, and the recreation pool area.

Amenities

The developer is indicating project amenities that will include a clubhouse that houses a pool, spa, beach volleyball court, sun deck, and lounge rooms. The developer also proposes flex/retail space on the main level of the clubhouse building that faces east onto Midvillage Boulevard.

CONCERNS

Staff has the following concerns regarding this proposal as submitted by the applicant:

1. Coordination with Adjacent Projects – A coordinated landscape plan will need to be worked out with the adjacent development, Dry Creek Apartments, to ensure that the proposed pedestrian mew between the developments is consistent and seamless and that maintenance responsibilities are clarified.
2. Setbacks, Stoop & Front Patio Design - To be consistent with Development Code requirements, in areas in excess of this five-foot (5’) build to line, the applicant should incorporate activities related to pedestrian use (i.e. special landscaping, outside seating, recessed plazas, courtyards, etc.). Staff would also interpret that larger porches, patios, or pedestrian gathering places in those areas would be consistent with the Code. Those gathering spaces should be framed in with the buildings or landscaping to create outdoor rooms. Staff is concerned with the design of the stoops. Staff would like to see more detail on the plans and see these incorporated into the design of the terraced retaining walls and look at the potential to add private patio space into the stoop design. Allowing these

stoops to extend beyond the building footprint will help bring the buildings closer to the street while the mass of the building stays recessed back.

3. Building Orientation and Street Entrances – The Mixed Use Zone requires all buildings need to be oriented to the street and have their main common building access from the street or have the units that front those streets have direct front door access. The commercial space in building 1 should be further articulated to wrap storefront glass and the streetscape area to the Beetdigger side of the building. The secondary access into the stair tower of these buildings needs to be further emphasized and made into an inviting entrance with more glass windows, doors and awnings. Currently they are shown with man-doors and a small awning. They should be designed as secondary entrances, but still read architecturally as a common, inviting entrance.
4. Parking Structure – The parking structure creates an interruption to the flow of the mid-block pedestrian path. On the northwest corner, the plan shows an angled corner to allow for the trail to connect to Midvillage Boulevard. Similarly, the southwest corner could be notched, so that the path can be perceived that it does continue and does not stop at the parking structure. The proposed setback of the parking structure is shown as close as ten feet (10') to the sidewalk/trail along Beetdigger Boulevard. All parking spaces are required to be setback fifteen feet (15') from the right-of-way. This will further push this structure closer to the path, and those corners will be impacted. Staff would prefer to see a few less stalls than see the path interrupted.
5. Service Access from Beetdigger Boulevard – Staff realizes that the site is constrained by multiple public roads and is a triangular shape; however, the code does not allow service areas to be directly loaded from the public street. The proposal shows a drive court near building 5 and another driveway to the north of building 2. Staff is only comfortable with these areas if they are designed primarily as pedestrian plazas that allow for service vehicles, deliveries, moving vehicles, etc. only occasionally. The drive approaches should be deemphasized so that these spaces are not designed to read as vehicular realms. The proximity of the refuse area needs to be articulated as a building addition to building 2, with a wing wall connecting the structures along the street frontage and a roof structure or pergola on top. Garbage receptacles could then be wheeled out for pickup onto the pedestrian plaza. These changes would help meet the intent of the code while still allowing the refuse structure where they are located.
6. Open Space Areas – The open space area near the southwest corner of the development needs to be further enhanced. This area was not developed into an outdoor room nor has any pedestrian amenities or reasons to gather in this space. Screening of the service drive way and parking can be accomplished by adding more trees and other vegetation to this space. These enhancements need to take place with this phase of development.
7. Street Trees – Coordination of street trees needs to be addressed so that the correct variety on each street is consistent with other approved projects in the area.
8. Mix of Housing Options – Staff has expressed concern in previous reports that the overall mix of unit sizes needed to be more varied to accommodate a range of household incomes, family size, and life cycles. The first few phases contained mostly studio and 1-bedroom units. It was anticipated that the needs for more varied unit mixes would be addressed in future phases. This is now the last phase of residential development and the proposal has still not addressed this need.
9. Architecture –
 - a. Color Scheme – While staff would prefer to see three or more uniquely designed buildings for this project, we would at least recommend a unique, but

complementary color scheme to each building to provide some unique identity. The first submittal staff reviewed, the plans showed each building with a unique, yet complementary color palate. Each one evoked a spring, summer, or fall sensibility. Staff would recommend returning to this design rather than having each building have the same color scheme and the same architecture.

- b. Building Height – While the Planning Commission must decide if the additional height in each of the proposed buildings is warranted, staff conditionally supports the additional height. As you are aware, the city has adopted the Cairns Master Plan and staff has been working on developing the implementation codes for this master plan. The Sandy East Village Master Plan was approved with a condition that stated:

“That each phase of development complies with the intents of the Sandy Civic Center Area - 30 Year Development Plan as it pertains to the ‘East Village’.”

Staff is comfortable allowing the heights requested by the applicant since they are in line with the heights contemplated in the design standards document, so long as the principles of building design which are also contemplated in said document are also adhered to. Several of the concerns staff has raised are in an attempt to address the design ideas and requirements of the design standards document.

- c. Utility Meters – Any utility meter needs to be screened from view from the public street or be moved to another location. If they must be placed along a street frontage, then a wing wall is a preferred method of screening.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission find that the preliminary site plan review is complete for the proposed Sandy East Village Phase 3 Mixed Use Site Plan and grant a 25% reduction to the required amount of parking stalls required for this project based on the projects proximity and orientation to mass transit options and grant a waiver for parkstrip and sidewalk on the east side of Beetdigger Boulevard south of the Civic Center Trax platform, located at approximately 166 E. Midvillage Boulevard, based upon the following conditions:

Conditions:

1. That **street improvements be carried out according to Plan and Profiles approved by the Sandy City Engineer** and specifically:
 - a. That **Beetdigger Boulevard be improved to a sixty-two foot (62') width** including three travel lanes and two three foot bike routes, curb, gutter, eight foot (8') parkstrip, ten foot (10') multi-use trail (west side), and streetscape (including 2 inch caliper street trees). The variety of street tree required to be Autumn Blaze Maple. Street trees shall be coordinated with street light locations, sight triangles at driveways and intersections as well as other utilities. That no improvements of parkstrip or sidewalk be required on the east side of the road.
 - b. That the public improvements behind the curb and gutter along **Midvillage Boulevard be further improved and designed to be similar to the design the city approved for the first two phases of this project**. The variety of street tree required is Shade Master Honey Locusts. Street trees shall be

coordinated with street light locations, sight triangles at driveways and intersections as well as other utilities.

2. 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 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 Mixed Use (MU) District**, the Sandy City Development Code and all conditions of approval imposed by the Planning Commission regarding this project prior to issuance of a building permit including but not limited to: compliance with the Sandy City Water Policy, trash enclosures, compliance with the Sign Ordinance and obtaining sign permits for all signs proposed, front landscaping, screening of all roof mounted mechanical equipment and vents, installation of all required public improvements, provide staff with a specific water efficient landscape and irrigation plan prior to final approval of the site plan and undergrounding of existing overhead utility poles across this property (as may be required by the Sandy City Public Utilities Department).
5. **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.
6. 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.
7. That the developer have their Engineer certify the existing grades of the property before grubbing and grading work starts. Also, that the **final grades be certified by the developers Engineer prior to the start of footing and foundations**. Each certification shall be given to the Sandy City Development Engineer for review prior to continuing with the next step of construction.
8. That the applicant consider **offering their employees & tenants incentives** for the use of carpooling, ride sharing, bus and light rail passes, van service to the Light Rail Station and Bus Transfer Station as well as any other **alternative modes of transportation** that may be available in order to decrease the need for parking and reduce vehicle trips that congest local roads and add to air pollution.

9. That the applicant **comply with all department requirements** as noted in all Preliminary Review letters prior to submittal for final site plan review with staff. That the applicant **resolve the concerns outlined in this report** and the associated conditions of approval during Final Review with staff.
10. That a minimum of **707 parking spaces** for residents, guests, flex/retail patrons, and UTA patrons (structured, surface, and on-street) be provided within the development. That the parking structure comply with setback minimums and be adjusted to minimize the interruption to the mid-block pedestrian path. That the developer/builder/owner be required to control parking with the lease agreements for each residential or commercial unit.
11. That the **proposed building heights** as shown on the Preliminary Plans be approved to have greater height than allowed in the Mixed Use section of the Development Code based on the topography of the site and the unique situation of attempting to comply with the Cairns Master Plan, which would allow for the additional height. The applicant must adhere to several of the architectural design and massing requirements of the latest draft of the design standards for the Cairns Area and be required to include suitable architectural features, which encourage a 'village' feel on the street level. Suitable design treatments shall include but not limited to enhanced base level porch/stoop design, increased building articulation, etc.
12. That each building's **main lobby entrance be oriented to the public street, mew, or have units that direct access stoops**. That secondary access (e.g. stair towers) be further emphasized and made into an inviting entrance with more glass windows, doors and awnings.
13. That the **architectural materials** include: stone and cement fiberboard as the primary materials, with accents of stucco, wood, metal railings, and steel awnings. That the architectural elevations include varied color schemes to allow each building to have its own identity. That each building have the varied window shapes, decks and balconies with decorative railings, and other decorative enhancements to the design of the buildings as shown on the proposed elevations. All buildings within the project will be required to comply with the Sandy City Architectural Design Standards, **specifically** that no elevation utilize more than 20% stucco, that changes in materials shall coincide with change in façade modulation and each elevation receive equal design treatment.
14. That the applicant submit a **final landscape plan** and irrigation plan that includes enhancements to the open space area on the southwest corner of the development and areas to the east of Beetdigger Boulevard. That the street trees be consistent with the adjacent approved projects.
15. That the applicant work with the owner of Dry Creek Apartment project to **create a coordinated landscape plan** for the pedestrian mew that lies between the two developments. Final landscape plan and grading plans will need to adequately address this area and must be agreed to by both owners.

16. That the applicant provide a detailed **Urban Streetscape Plan** for all public streets. The plan should include landscape, fencing (if any), hardscape, urban furniture, and other urban amenities.
17. That the **amenities** illustrated on the preliminary site plan (clubhouse, pool, common areas etc.) be a requirement of this development.
18. 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.
19. That exterior lighting be utilized that is **similar to previous phases of development to achieve a unifying design.**
20. That this project be approved to include up to **307 residential units** and provide at least **10,000 sq. ft. of Flex/Retail** space for this phase of the East Village Mixed Use Development. That the developer work with staff to increase the diversity of units provided within this phase.

Planner:

Reviewed by:



Mike Wilcox
Zoning Administrator



SPR-03-18-5376
Mixed Use Site Plan
132 E Midvillage Blvd

PRODUCED BY MIKE WILCOX
THE COMMUNITY DEVELOPMENT DEPARTMENT



SANDY CITY COMMUNITY DEVELOPMENT

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Public Comment Memo

While there were no attendee's to the neighborhood meeting, staff did receive a couple phone calls and one email regarding the proposed East Village Phase 3 development.

Staff received the following two voicemails:

- Barbara Hartman left a voicemail on May 8, 2018. Her concerns about the development were about parking issues in the area (doesn't support parking reductions), current market demand for apartment projects, negative traffic impact to Segoe Lily, and wondering if affordable units were contemplated for this project.
- Daniel Deek (sp?) left a voicemail on May 9, 2018. His concerns were about the plans for UTA's remaining patron parking and if it would be replaced. He also had questions about the timing of the extension of Beetdigger Blvd to 10600 South.

The following email was also received:

From: Debbie Jackson <dgjackson52@hotmail.com>
Sent: Saturday, May 05, 2018 8:45 AM
To: Mike Wilcox
Subject: Hamilton Partners development

I live in Cascade park, overlook the dog park. i have watched the Hamilton Partners development over the past 2 years. it is an abomination, atrocity and repulsive and called the "anthill" by locals. do we really need more High density housing in this area? These apartments are blocking the west skyline. Segoe lily, once a residential road, is now a main thoroughfare often impossible to take left turns across lanes. why do we need to do more development here?? I was hoping getting Tom Dolan out and electing Kurt Bradburn would stop this. apparently not

Thanks,
Debbie Jackson