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Staff Report Memorandum

April 18, 2024

To: Planning Commission
From: Community Development Department
Subject: Sandy Fire Station #31 (Cairns Site Plan Preliminary Review)
9295 S. Monroe St.
(Community #2, Civic Center)

SPR02132024-006711
RC Zone
Cairns District
2.53 Acres
approx. 34,000 sq. ft. Bldg

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, Heber Slabbert of AJC Architects (representing the property owner, Sandy City Fire Department), is requesting preliminary site plan review of a new fire station within the Cairns District on a property located at approximately 9295 S. Monroe St. The proposal is to construct a two-story fire station and develop a portion of a new mid-block public street (9270 South) as part of the city’s redevelopment efforts in this Stadium Block area. This new station would replace the existing Station #31 that is located at 9010 S. 150 E. (see Exhibit “A” for application materials).

Background

The property is part of the Stadium Village of the Cairns Master Plan and is subject to the Cairns Design Standards (CSD). The land is now vacant after the site was recently cleared of the improvements that existed while this land was used for the former Wasatch Shadows Nursery. The property is bordered by L&W Supply (light industry use) to the north. To the east is the rest of the vacant land of former nursery property that is owned by the Sandy City Redevelopment Authority (RDA). To the south is the Storage Etc. (mini storage facility). To the west is the I-15 corridor.



SPR02132024-006711
Fire Station 31
9295 S MONROE ST

Sandy City, UT
Community Development Department



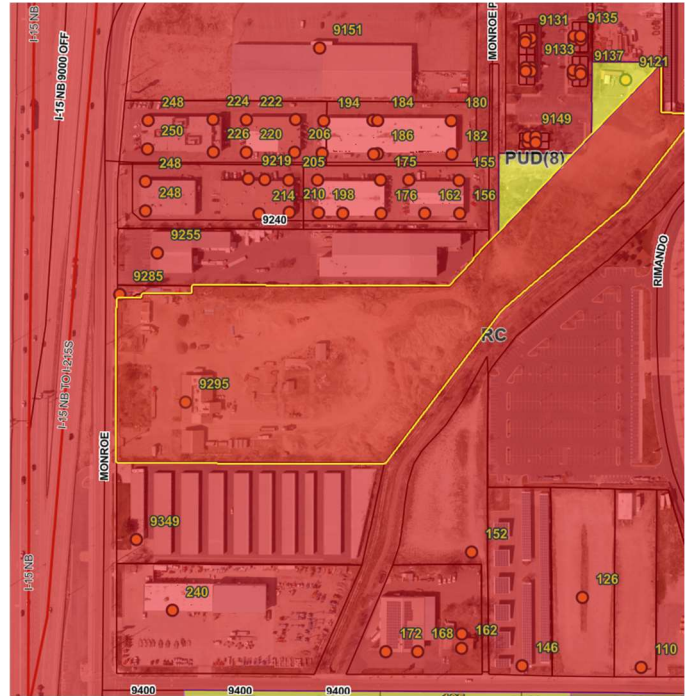
Property Case History	
Case Number	Case Summary
CU#81-12	Timbertown Firewood sales.
CU#82-23	Retail plant nursery for Wasatch Shadows.
S#09-04	A subdivision recorded in 2009 that created a parcel that the soccer stadium could place their freeway pole sign from the Wasatch Shadows property.
SPR# 04-28	A modified site plan for the Wasatch Shadows property.

All properties surrounding and including this proposed site are zoned Regional Commercial (RC). With these surrounding developments, this vacant parcel has full site improvements for streets and utilities.

This item was tabled during the March 7th Planning Commission meeting at the request of the applicant. This was to allow them time to refine their plans prior to making a presentation to the Commission for review and approval.

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

This property is subject to the RC Zone requirements as well as the Cairns Design Standards since it is found within an active village and part of the Stadium Village Master Plan. As a public service use, the proposed fire station is permitted in the RC Zone wherein the objective of the zone is to create a diversity of land uses that are accessible to regional transportation facilities. The proposed building would be located in a strategic location along the freeway frontage road (Monroe Street) and a new midblock road (9270 South). This project fits into the overall mixed use development plan proposed for this area.

Important design issues or considerations on this proposed development in the Cairns Design Standards that will need to be reviewed by the Planning Commission include 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, landscaping, and streetscape profiles.

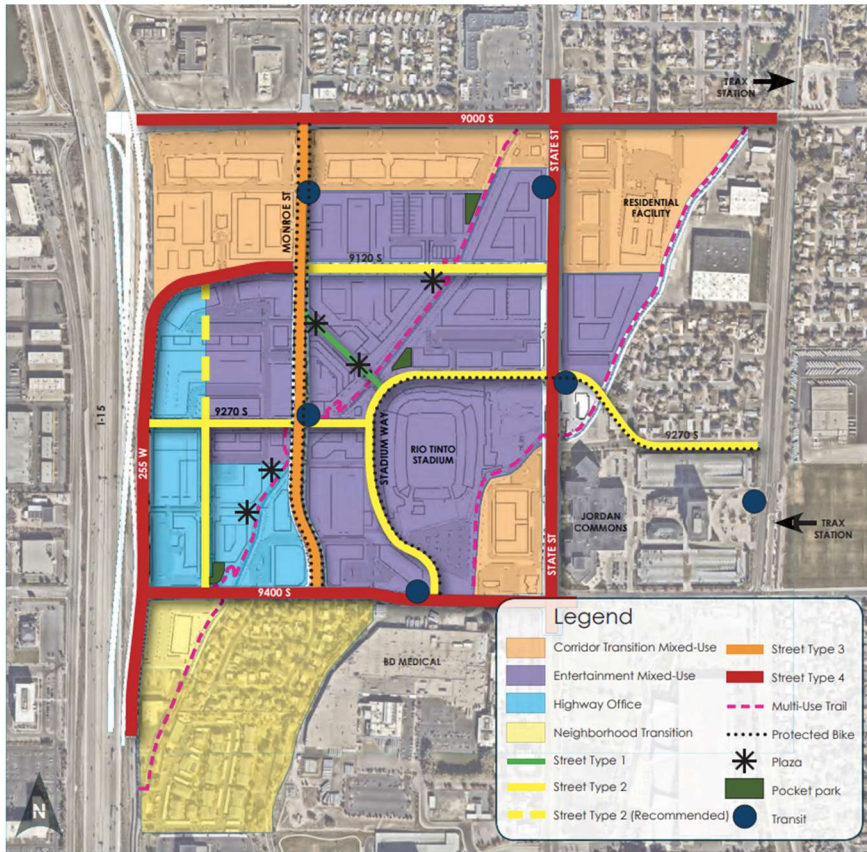


Figure 609 - Sandy Stadium Village Regulating Plan

Access:

The proposed development will be accessed from Monroe Street (Type 4 Street) and the new 9270 South Street (Type 2 Street). Both vehicular and pedestrian access points will be provided from these public streets. This development will provide further improvements to Monroe Street of parkstrips, sidewalks, and urban furnishings that will improve pedestrian mobility and comfort to the area. The proposed street improvements are designed to implement the Cairns Design Standards. The building will be primarily oriented to the proposed public plaza that is located near the intersection of these streets, while most of the building is setback from the surrounding streets.

Land Uses:

Institutional uses of this building include the fire station and office space for department leadership and staff. It will also include training and meeting space that

could be used by the department or reserved for public use. There is also a proposed annex building in the southeast corner of the site to provide additional storage for apparatus, other vehicles, and equipment. While this particular use wasn't contemplated in the Stadium Village Master Plan, it is a welcomed addition to the Cairns District as it would provide a critical service to our growing downtown.

Building Height and Placement:

The buildings must conform with the zoning requirement of the underlying zone district and the Cairns Design Standards. The proposed buildings meet the zoning requirements of the RC Zone, with the annex building utilizing the zero lot line standard. Within the CSD, the minimum setback from a Type 2 street is 10' and the maximum setback is 15'. For a Type 4 street the minimum setback is 8' with a maximum setback of 30'. The proposed building is set further back than either maximum setback. There is also a minimum height for this area established in the master plan for the Stadium Village that calls for at least 8 stories of building height along this freeway frontage. This building is proposed as a two-story building.

Parking:

To ensure sight visibility and improve accessibility for fire department apparatus, the proposal does not include any on-street parking stalls. A surface parking lot of 50 stalls is proposed on the east side of the property behind the station, which is the maximum size of a surface parking lot allowed in the Cairns Standards. The northern half would provide public parking for visitors, while the remaining 30 stalls would be placed within a secured area to provide safety and security for fire department personnel.

Architectural Design & Materials:

The exterior elevations and materials have been reviewed by the Architectural Review Committee (ARC) during the February

28, 2024 meeting (see Exhibit “B” ARC Meeting Minutes). They received a positive recommendation from the committee. While the current version of the building is quite different in many ways, they have incorporated the desired changes the committee recommended be implemented.

They are proposing to use a brick veneer as the base material, with various metal panels for the middle and top of the building. The architect is hoping to achieve a “mountain meets urban” design ethos with a building form of undulating contours of mountainous terrain, with gradually sloping structure that mimics the slopes and peaks of the nearby mountains. These elevations are consistent with Cairns Master Plan (see Exhibit “C” 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 and those of Chapter 15A-25 entitled Landscaping Standards. The plans reflect a variety of deciduous and coniferous trees, shrubs, grasses, 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.

Cairns Design Standards:

The applicant has been working with staff on the review of the Cairns Design Standards. While the project is largely meeting many of these standards, they are requesting a several exceptions. They have identified proposed enhancements and optional design elements they are offering as offsets to the exceptions to the standards (see Exhibit “C”).

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 this project can't meet all five of the criteria of hardship exception. 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 twelve (12) exceptions are sought (analysis of each item is shown below):

- Building height of less than eight stories and approved to be a minimum of five stories
 - *Within this area of the Cairns, the master plan calls for the minimum heights to be 8 stories and above. The intent of this is to take advantage of the freeway frontage with taller buildings that would create a presence and focal point of this urban village.*
- 70% of Building Placed within 5' of building setback
 - *The entire building is placed well beyond the minimum setbacks for both streets. This regulation is attempting to*

get buildings that front and frame the street creating a more urban feel. This allows some deviation but it seeks to have at least 70% of the building façade facing the street within the minimum and maximum setbacks.

- Max Building Setback exceeded (both streets)
 - *There is a minimum and maximum setback along each street based on the Street Type. This building is placed 24'7" beyond the maximum setback of 30' along Monroe Street (total setback is 54'7"). Along 9270 South, the building is placed 7'10" beyond the maximum setback of 15 feet (a total setback of 22'10"). The buildings orient to the plaza located near the corner of these streets.*
- Pedestrian Entrances (4 per 200' (Type 2 Street) & 2 per 200' (Type 4 Street))
 - *Only one pedestrian access is provided which is facing 9270 South Street which is accessed through the proposed plaza space. There are no pedestrian accesses along Monroe Street. This regulation is seeking to improve the pedestrian experience and accessibility into the buildings.*
- No on-street parking provided (Type 2 Street (9270 South))
 - *This regulation is designed to provide activity and some easily accessible parking stalls near the buildings, which is typically important for retail type developments which are also required in the Cairns District.*
- No Ground Floor Commercial
 - *This regulation is to ensure that there is activation of the ground floor of buildings, which improves the pedestrian experience and vitality of the area.*
- Surface Parking Facing a Type 2 Street
 - *This street type encourages pedestrian activity and a parking lot adjacent to the street does not contribute to a friendly pedestrian environment in an urban area. It provides no activity or visual interest.*
- Surface Parking consumption over 10% of site
 - *This standard is established to achieve a denser urban environment to maximize the development potential of a property by encouraging more building square footage, height, and structured parking.*
- Driveway Approach Width for Apparatus Bays
 - *The maximum width of a driveway approach is 24 feet. This is designed to limit the interruptions of the pedestrian paths within Cairns and shorten crossing distances. They are seeking a 94 foot width to allow for the fire apparatus bays to have direct access to the street.*
- Uninterrupted horizontal expanses over 25' in length
 - *This regulation is designed to improve architectural interest and design of buildings in the Cairns.*
- Fenestration of base, middle, and top of 50% min glass window/door treatments on all elevations & at least 50% of the ground floor on-street facing walls should include a non-reflective, transparent glass treatment
 - *This regulation is to improve the pedestrian experience and safety of the area. This is CPTED Principle to allow for natural observation of the street and the building.*

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

- Planter Parkstrips are all raised beds along 9270 S.
 - *This exceeds the base requirement and would help improve the pedestrian experience along this street.*
- Adding specialty paver plaza on corner (despite not having a building on the corner)
 - *This is an element that would be required if the building was placed on the corner. By providing this enhancement it will improve the pedestrian experience along this street and create a sense of entry to the plaza.*
- A meandering sidewalk on Type 4 street
 - *This element provides a more visual interest and enhances the combination of formal and informal street types.*
- A hedge or wall screening parking lot
 - *This enhancement would help mitigate the visual impact of having a parking lot facing the street and help screen it from view.*

- Secondary Gateway monument
 - *This enhancement would further the branding of the Cairns District and sense of arrival to the area.*
- Plaza Open Space (2,000 sq. ft.)
 - *While the building will not be fronting the corner or either street very closely, this plaza space would act as a replacement for that with the building fronting onto this space instead. This would provide a pedestrian amenity and visual interest by incorporating artwork that would draw people to it. Staff would strongly encourage that the plaza be expanded to embrace the corner and become an anchor element that the building can orient around.*

The following are some suggested enhancements to help further offset the exceptions being sought:

- Sidewalk Paving (using irregular shapes and patterns)
 - *This would help establish that this development is located within the unique environment of the Cairns by incorporating the “mountain meets urban” design ethos.*
- Street Trees (alternating between 2 species for all street trees)
 - *This is an encouraged but not required element that enhances visual interest and improves health of the trees.*
- Pedestrian Wayfinding Signs & Vehicular Wayfinding Signs
 - *This would help establish that this development is located within the unique environment of the Cairns and improve wayfinding for pedestrians and vehicles alike.*
- Expand the Plaza
 - *Expansion of the plaza is strongly encouraged to embrace both street frontages and create a stronger visual interest to this street corner.*

Development enhancements are intended to balance the scales of failure to comply with all of Cairns Design Standards. Staff supports these proposed enhancements and would strongly encourage the inclusion of staff's suggested list due the number of exceptions sought by the applicant. If all are incorporated, this would be sufficient to offset the negative impacts to the branding identity and unique design elements that make this Cairns District unique.

Staff Concerns

Staff has noted that the mechanical equipment is not fully screened and will require a secondary screening system. It is also unclear how much window glazing is proposed on the second story as much of that glazing appears to be screened with a metal panel.

Recommendation

Staff recommends that the Planning Commission determine preliminary site plan review is complete for the Sandy Fire Station #31 located at approximately 9295 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. As a public service use, many of the Cairns Standards are difficult to apply and accomplish with a special use such as a fire station.
2. The applicant has demonstrated that they have complied with the Land Development Code requirements for the RC Zone.
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.

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 a 16 foot wide streetscape behind the curb and gutter of a Type 4 Street.
 - b. That 9270 South be improved and dedicated to meet the Type 2 Street requirements for a total width of 69 feet.
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 two stories;
 - b. 70% of building placed within 5' of building setback, and approve the placement as shown on the site plan;
 - c. max building setback exceeded (both streets) and approve the setbacks as shown on the site plan;
 - d. pedestrian entrances be reduced to one;
 - e. no on-street parking on 9270 South Street be provided;
 - f. no ground floor commercial be provided;
 - g. surface parking be allowed to face 9270 South Street;
 - h. surface parking lot be allowed to exceed 10% of overall site;
 - i. driveway approach width over 24 feet to allow up to 94 feet;
 - j. building articulation of uninterrupted expanses be approved up to 34 feet; and
 - k. fenestration of base, middle, and top less than 50% and less than 50% non-reflective, transparent glass treatment as shown in the architectural elevations.
5. That the developer be responsible to install the following development enhancements to offset the listed exceptions:
 - a. All parkstrips along 9270 South Street incorporate a raised planter bed;
 - b. specialty paver be added to the corner as an entrance to the plaza;
 - c. a meandering sidewalk be utilized on Monroe Street;
 - d. a hedge or wall be placed within the typical building setback area to provide screening of the parking lot along 9270 South Street.
 - e. a secondary gateway monument be installed by the applicant in a location that is determined appropriate by staff;
 - f. a plaza be provided and that it be expanded to front onto both streets and placed at the corner;
 - g. public street sidewalks incorporate irregular shapes and patterns;
 - h. alternating street tree species be used on both street frontages; and
 - i. additional pedestrian and vehicular wayfinding signs be installed in locations determined appropriate by staff;
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 massing, design, and proposed building materials be approved as presented.
9. 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.
10. That the applicant work with staff to determine an appropriate implementation of public art within the plaza area.
11. That the applicant install a secondary screen system for roof mounted equipment that extends above the roof edge.

Planner:



Mike Wilcox
Planning Director

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

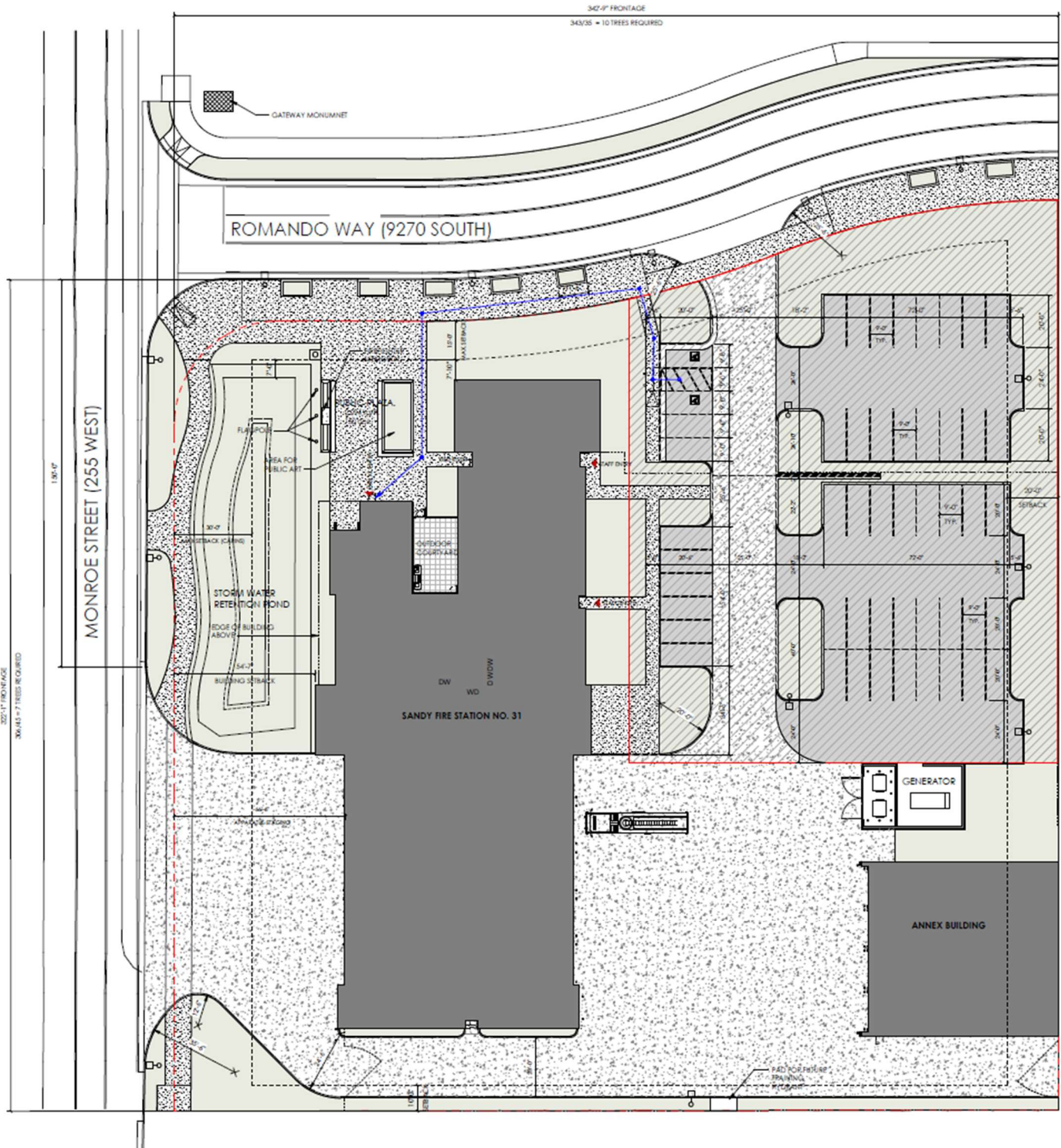


Exhibit “A” - continued
– see attachment for the full set of plans –



PERSPECTIVE - AERIAL



PERSPECTIVE - BACK/PARKING



PERSPECTIVE - BACK OF APP. BAY



PERSPECTIVE - I-15

Exhibit “B”

– See attachment for the full document –

**Architectural Review Committee Meeting – Follow-up
February 28, 2024**

Members Present:

Steve Burt
Cheryl Bottorff
Lyle Beecher
Daniel Schoenfeld
Scott Westra
Cyndi Sharkey – nonvoting

Staff Present:

James Sorenson
Brian McCuiston
Mike Wilcox
Doug Wheelwright
Jennifer Gillen

Those Absent:

Marci Houseman - Alternate

4:00 p.m. Sandy City Fire Station 31 Replacement project (9295 South Monroe Street), Heber Slabbert, Trevon Beutler (AJC Architects), Jeffrey Bassett, Sandy City Fire Chief, Ryan McConaghie, Sandy City Deputy Fire Chief

Heber explained that there have been a couple of features to the site plan that they modified since the last meeting. There is no longer a training tower, but they have provided a trash enclosure and a generator next to the Annex building. They have also increased the size of the landscaping and revised the site plan for southwest drainage. The Plaza has grown in size because they shrank the detention pond. They added wall articulation on the south side, as well as added an outdoor plaza for the crew. The RTU system has been screened in by dropping it into the roof well. The apparatus doors have been changed to bifold doors and they reduced the amount of glass above the apparatus doors with alternating screened and solid metal panels. The metal panels application is now alternating solid metal panels and a window with metal panel screening over the glass. On the south building face, they created an entry door and a window and recessed them into the building face.

Heber explained that they broke up the south wall with some brick insets to help with the look of the long flat wall.

There was still some concern from the committee that the articulation elements do not continue vertically up to the roof on the south side.

Steve stated that he did not like the east and west building elevations with the vertical stripes in the gable ends. He wished there was some way, in the recessed portions of the arch areas, to have just glass with no screening going over it all. He would also like to resolve it into two colors instead of the three colors depicted.

Heber stated that there have been a lot of comments regarding glass, but more glass would significantly add to the budget. Also, the rendering shows a significant striping to the look, but this would not be the case, and it would be more subtle and less stripy in actual applications.

Mike has concerns about the north elevation entry. He explained that the Cairns Standards states that there must be a horizontal break or articulation at the entry point itself. So, moving those (entry doors) in or out from the main façade would help to meet those standards.

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

CAIRNS DISTRICT - APPENDIX D (LIST OF REQUIREMENTS)

SECTION/TITLE	COMPLIANT	EXCEPTION	N/A	REQUIREMENT	COMMENTS
1.5 - Where Mountain Meets Urban					
				Explain how your project meets the Mountain Meets Urban Design Elements.	The Sandy Fire Station takes elements of our natural world to find the balance between the mountain and the urban interface, a juxtaposition that exists where the city of Sandy and the Wasatch mountains meet. The building form reflects the undulating contours of mountainous terrain, with a gradually sloping structure mimicking the slopes and peaks of the nearby mountains. This design approach not only speaks to the natural environment but also creates dynamic spaces within the building itself. The Sandy fire station pays homage to its natural context within its built environment by providing internal courtyards reflecting canyons, roof lines mirroring peaks, cantilevered spaces resembling ledges, outdoor patios providing shaded habitats, and a large public plaza that is open and inviting.
2.2 - Parkstrips					
Formal Parkstrips (9270 South)	YES			There shall be a minimum of one street tree for every 35 feet of frontage	Total frontage along 9270 South is 343' therefore 343/35 = 10 trees required along this frontage. 10 trees have been provided.
	YES			Trees shall have a two-inch caliper at the time of planting	
	YES			Trees shall be selected from the plant list in the appendix of this document or be approved by the Parks and Recreation Department	
enhancement	YES			15% of the parkstrip should include raised planter(s)	formal planters are all raised.
enhancement				Alternating between 2 species to create consistent tree canopy.	not provided
Informal Parkstrips			N/A	Parkstrips shall include softscape treatment for at least 40% of lot frontage	no informal parkstrips required for type 2 or type 4 streetscapes
			N/A	Softscape areas shall be a minimum of 70% plant material	no informal parkstrips required for type 2 or type 4 streetscapes
			N/A	Parkstrips shall include at least three different trees species (from the plant list in this document or as approved by the Parks and Recreation Department)	no informal parkstrips required for type 2 or type 4 streetscapes
			N/A	Trees shall have a two-inch caliper at the time of planting	no informal parkstrips required for type 2 or type 4 streetscapes
Combination Parkstrips (Monroe St.)	YES			Street trees shall be planted with a combination (both) of the Formal and Informal treatments (see requirements for those treatments)	The combination parkstrip along Monroe St contains formal tree spacing with informal parkstrip widths and irregular sidewalks.
	YES			There shall be a minimum of one street tree per 45 feet of frontage (from the plant list in this document or as approved by the Parks and Recreation Department)	Total frontage along Monroe St. is 306' therefore 306/45 = 7 trees required along this frontage. 7 trees have been provided.
	YES			Trees shall have a two-inch caliper at the time of planting	
2.3 - Design Priority					
Pedestrian (9270 South)	YES			Crosswalks shall be a minimum of 6 feet wide and shall include stamped or colored concrete	
	YES			Where a driveway crosses a sidewalk, the driveway shall be raised to match the adjacent sidewalk	
			N/A	Pedestrian islands shall be required for crossings over 38 feet	no crossings over 38'
			N/A	Bulb-outs shall be implemented where there is on-street parking	no on street parking provided
Shared (None)			N/A	Crosswalks shall be a minimum of 8 feet wide and shall include stamped or colored concrete	
			N/A	Where a driveway crosses a sidewalk, the driveway shall be raised to match the adjacent sidewalk	
			N/A	Pedestrian islands shall be required for crossings over 38 feet	pedestrian islands cannot be provided due to required turning radii for apparatus
			N/A	Bulb-outs shall be implemented where there is on-street parking	No on street parking provided
Vehicular (Monroe St)	YES		-	Crosswalks shall be a minimum of 6 feet wide and shall include thermal plastic	no vehicular design priority streets at this location. Crossing located at 9270 S and Monroe (pedestrian priority). This crossing will include thermal plastic along crosswalk.
	YES		-	Where a driveway crosses a sidewalk, the driveway shall be marked with stamped or colored concrete	
			N/A	I	no vehicular design priority streets at this location
			N/A	Bulb-outs shall be implemented where there is on-street parking	no vehicular design priority streets at this location
2.4 - Traffic Calming					
Crosswalks	YES			Crosswalks shall have a defined edge according to street code requirements. Borders may be added to designs as needed	Thermal plastic to be provided at all crosswalks