



# SANDY CITY COMMUNITY DEVELOPMENT

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## Staff Report Memorandum June 19, 2025

To: Planning Commission  
From: Community Development Department  
Subject: Swig State Street (Cairns Preliminary Site Plan Review &  
Restaurant Drive-up Window Use Conditional Use Review)  
  
10101 S. State St.  
[Community #5]

SPR01062025-006903  
CUP03192025-006930  
CBD Zone  
Cairns District  
0.67 Acres, 749 sq. ft. Retail

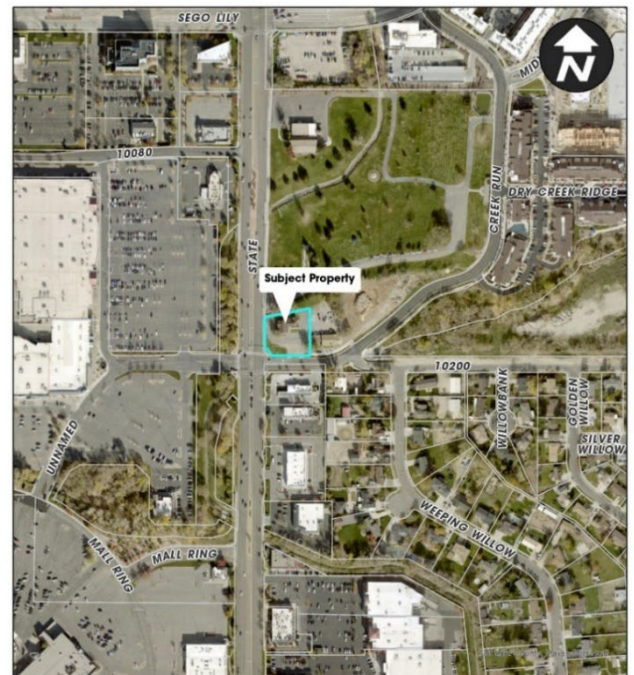
**Public Meeting Notice:** This item has been noticed to property owners within 500 feet of the subject area, on public websites, and at public locations.

### Request

The applicant, Pranavi Koka with Bowman Consulting Group that represents Savory Swig Stores, LLC (with permission of the property owner, Fairbanks Family Trust), is requesting preliminary site plan review of a commercial site plan within the Cairns District for a SWIG (restaurant land use) on a property located at 10101 S. State St. The proposal is to construct a single-story use building for this proposed use and to include a double lane restaurant drive-up window (see Exhibit "A" for application materials).

### Background

The property is zoned Central Business District (CBD) and is part of the East Village of the Cairns Master Plan and is subject to the Cairns Design Standards. The land has a home that was converted to commercial use but is presently vacant. The property is bordered by the Memorial Lake Hills Mortuary and Cemetery to the north and east that are zoned Mixed Use (MU). To the south is the Sonic Drive-In Restaurant and to the west is the Marketplace Retail Center which are also zoned Central Business District (CBD).



### Public Notice and Outreach

This item has been noticed to property owners within 500 feet of the subject area. A neighborhood meeting has been held as this property

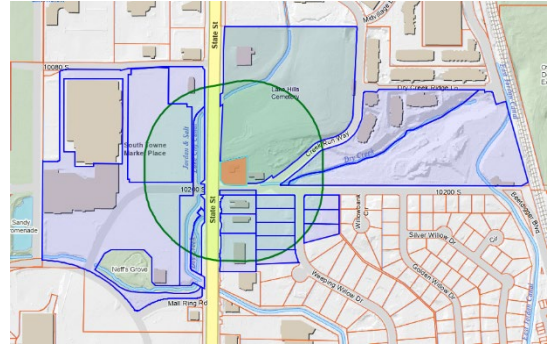


SPR01062025-006903  
Site Plan and CUP Review  
10101 S. State St  
Community Development Department

is within close proximity to residential properties. The meeting was attended with one neighbor, but no comments were provided.

## Analysis

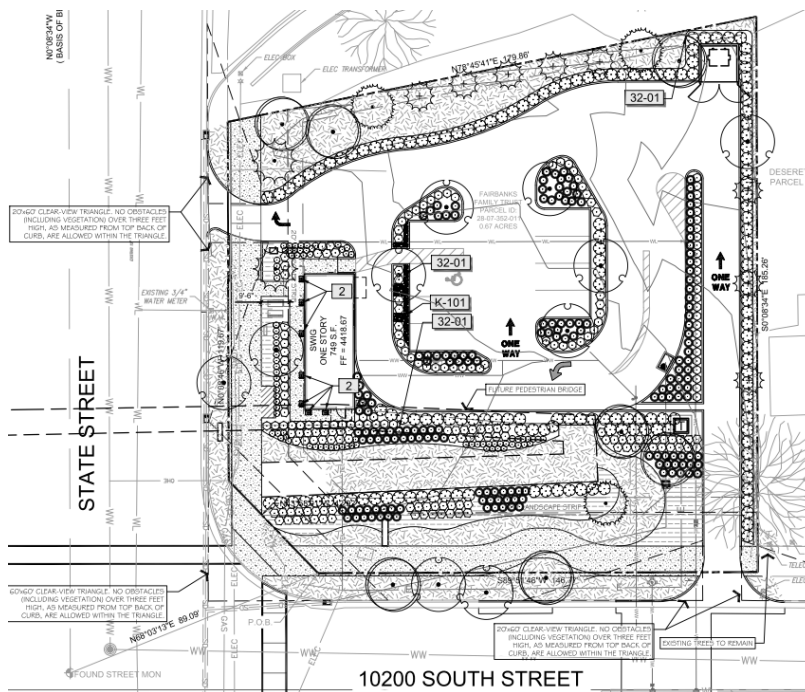
Important design issues or considerations on this proposed development in the CBD Zone & Cairns Design Standards that will need to be reviewed by the Planning Commission include type of uses, design priority (pedestrian/vehicular/shared), traffic calming, building frontages, building massing, building heights, lot coverage, building design and materials, building articulation, street level building entries, setbacks, public realm furnishings, and streetscape profiles.



## Land Use

This property is shown as being part of the East Village within the Cairns District. This village is intended to become a walkable mixed use area in which residents may walk to work, shopping and recreational facilities. While this single building alone won't accomplish this goal, the implementation of the overall master plan for the East Village will over time.

While this proposal does not maximize the development potential available in the Cairns by proposing a small single story retail building in an area that requires a minimum building massing of four stories and proposes to have an auto dominated use with a drive thru pick-up window the building orientation and configuration of the site strike a balance between the vehicular use and pedestrian use. Despite the proposed user of this site primarily catering to automobiles through the proposed drive thru window and double stacked queue lanes, they have implemented a design that balances vehicular and pedestrian traffic yet still encourages and promotes walkability in the area. This project does satisfy needs of today and also helps further the objective of the area to transition into a walkable mixed used development. The drive thru use does require a conditional use permit in the CBD Zone District.



## Conditional Use Standards

The City may impose conditions on a conditional use based on certain standards of review found in section 21-33-04 of the Sandy City Land Development Code. The following items from that list are applicable to this particular request and merit discussion or additional consideration by the Planning Commission (staff analysis is found below in *italics*):

### Sec. 21-33-4. Conditions.

In order to achieve compliance with the standards set forth herein, the City may impose conditions that address:

- (1) Size, configuration and location of the site and the proposed site plan layout.

*The proposed drive thru lanes are placed behind the building which is oriented to the street, not a parking lot or drive isles. These design choices mitigate the visual impact of the drive thru queue.*

- (2) Proposed site ingress and egress to existing and proposed roads and streets.

*The site is limited to one-way ingress (from Creek Run Way (10200 S), and one-way egress onto State St.*

- (3) The adequacy, provision, relocation, or protection of public facilities and amenities, including roads and streets, culinary water, secondary water, sanitary sewer, storm drainage, public safety and fire protections, and other utilities.

*The site has sufficient access to the streets, will not have adverse impact on the utilities, and will provide sufficient public improvements to offset any negative impacts.*

- (4) Design, location and amount of off-street parking, loading areas and solid waste disposal and collection areas.

*The proposed site plan has sufficient parking that is placed behind the building.*

- (5) Site circulation patterns for vehicular, pedestrian and other traffic.

*The site is limited to one-way ingress (from Creek Run Way (10200 S), and one-way egress onto State St.*

- (7) The location and design of all site features, including proposed signage, lighting, and refuse collection.

*The proposed signage for the drive thru is oriented away from the residential areas and should not create a disturbance to surrounding properties.*

- (8) The provision of useable open space, public features, and recreational amenities.

*The proposal includes a reservation of a public easement that would allow for a future pedestrian bridge over State Street.*

- (9) Fencing, screening and landscape treatments, and other features designed to increase the attractiveness and safety of the site and protect adjoining property owners from noise, visual, and other impacts.

*The site will have adequate landscape areas that will help screen the drive-thru lanes.*

- (13) Identifying a time for regular review and monitoring, as determined necessary, to ensure the use continues to operate in compliance with all conditions and requirements of approval.

*The use to be reviewed upon legitimate complaint.*

- (15) Such other conditions determined reasonable and necessary by the City to allow the operation of the proposed conditional use, at the proposed location in compliance with the requirements of this title.

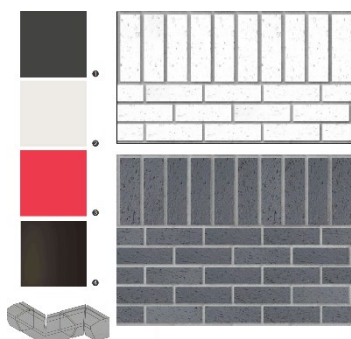
The proposed drive-thru use is allowed along a Type 4 street in the Cairns District, when the impacts and the use can be limited. The proposed site layout does a sufficient effort to mitigate the negative impacts typically associated with this use.

#### Access:

The proposed development will have vehicular accessed from Creek Run Way (10200 South). Pedestrian access will be provided from State Street. Road width's will remain as-is, but the 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 through a walk-up window and outdoor dining area. The proposed public improvements are designed to implement the Cairns Design Standards.

#### Parking:

No on-street parking is proposed, and all off-street parking requirements will be met through a parking lot. A total of eight (8) parking stalls will be provided, which is sufficient for the use and building size.



#### Architectural Design & Materials:

The applicant is proposing to use two different brick veneers as the primary building materials. The base of the building is expressed with a brick wainscoting. The middle of the building is shown in a different white brick used on the middle and building column elements. The top of the building is reflected in an EIFS cornice. They've also created a canopy/ledge that wraps around the building at varying widths. The exact percentages are shown on the plans. The architect has not clearly defined how they attempt to achieve a "mountain meets urban" design ethos with the mix and placement of materials and forms consistent with Cairns Master Plan and Cairns Design Standards.



The exterior elevations and materials have been reviewed by the Architectural Review Committee (ARC) (see Exhibit “B” ARC Meeting Minutes). The applicant presented a couple variations of the building form and design and ultimately received a positive recommendation from the committee. The final motion included a few further modifications to their proposed elevations:

- Rather than using the Nichiha panels (the wood toned fiber cement) in the mountain skyline pattern, they recommend that they be used as the soffit material under the canopy/ledge building element.
- They also recommended that the entire area between the columns on the taller portion of the building use this same or similar Nichiha panels (see the orange shaded areas on all 4 elevations).



The current elevations have not yet incorporated the desired changes the committee recommended be implemented.

They are proposing to use a grey brick veneer as the base material, with a white brick used on the building column elements and middle areas, with an articulated EIFS cornice at the top and a canopy/ledge that wraps around the building. 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 “C” for the Cairns Design Standards Exceptions Request).

#### Landscaping & Open Space:

The applicant has submitted a full landscape plan for the site. Staff has found that it generally meets the requirements specific to the Cairns Design Standards, the CBD Zone and those of Chapter 21-25 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.

#### 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. Staff intends to work with the applicant on identifying potential applications through final site plan review 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 meeting many of these standards, they are requesting several 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:

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

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

- Drive-thru Lanes
  - A dual drive-thru layout is proposed while the standards limit it to one lane.
- On-street Parking
  - Creek Run Way is a Type 3 street that requires on-street parking. Due to the small size of the lot, providing that would not be practical due to the proximity of the intersection and site visibility that would prohibit the stalls from being there.
- Parking Lot Landscaping
  - Typical standards for landscaping in the parking field include eight (8') min width and 15% of total landscape area within that area. They are seeking to reduce these requirements to five (5') width and 13% of total landscape coverage.
- Building Frontage
  - Typical standards for the primary and secondary building frontage requires 70% of the street frontage to be occupied by buildings. With the reservation of area for the pedestrian bridge, they are seeking an exception.
- Building Height of single story
  - This area of the Cairns District calls for a minimum building height of four stories (mid-rise). This is a single story, single use building that will not meet this requirement.
- Fenestration and Building Materials of base, middle, and top
  - There is a fenestration requirement of 70% min glass window/door treatments on all elevations of a commercial building. While they are proposing the required amount of glazing, but not meeting the visible glass requirement that provides actual visibility in and out of the building. They are proposing a faux window system on the majority of the window areas.
  - The proposed building elevations show the use of a thin brick, rather than a full brick veneer.
- Building Setback
  - The south side of the building does not meet the setback of 16 feet from Creek Run Way (10200 South). They are requesting an exception to the reserved pedestrian bridge easement area that prevents a building being placed along the street frontage and meeting the setback requirements.
- Building Entrances
  - The building has no public building entrances as the proposed facility interior is for employee use only. All service to the public is administered through either the walk-up window facing State St. or the drive-thru window on the back of the building.
- Pedestrian Crossing Refuge Island
  - There is a proposed pedestrian crossing at the State Street intersection. However, State Street exceeds 48' in width and would require a pedestrian refuge island to improve walkability and pedestrian comfort. With the future pedestrian bridge and the area provided for that future improvement on-site, this requirement will be offset.

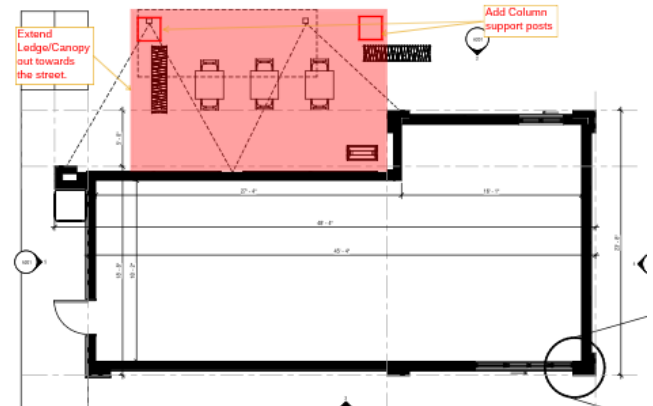
The applicant is proposing the following as development enhancements to offset the impact of not complying with the requirements listed above:

- Pedestrian Bridge Easement Area. The proposal includes a reservation of the land area needed for a pedestrian bridge over State Street which would be a significant improvement to the walkability of the area. This corner is a crossroads of trails in the city and we anticipate a growing volume of pedestrians in the area using these trails and frequenting businesses in the area as the Cairns District gets built out.
- Enhanced Outdoor Dining Area. Proposing a small shade structure and festoon lighting of the outdoor dining area.
- Crosswalks. Proposing enhancements to the existing pedestrian street crosswalks that adhere to the Cairns specifications.
- Secondary Monument Sign, Vehicular Wayfinding Signs & Pedestrian Wayfinding Signs. The exact locations of these proposed signs have not been determined, but the applicant is willing to install these within their own property. 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 generally supports these proposed enhancements and their intent to offset the negative impacts to the branding identity and unique design elements that make this area unique.

### **Staff Concerns**

The outdoor dining area could be further enhanced by not creating a separate shade structure, but one that is connected to the building and is an extension of it out towards the street to really create a street presence and really create an outdoor dining room that would provide protection from the elements and be an attractive amenity to pedestrians.



### **Recommendation**

#### **Motion #1 Conditional Use Permit**

Staff recommends that the Planning Commission approve the conditional use permit for a restaurant drive-thru window for the Swig State Street located at 10101 S. State 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 CBD Zone.
2. The site design sufficiently mitigates the potential negative impacts of the proposed use.

#### **Conditions:**

1. That all requirements of the CBD Zone and Cairns Design Standards, related to this use, be in full compliance.
2. That the developer proceeds through the final site plan review process with staff.
3. That the use be reviewed upon legitimate complaint.

#### **Motion #2 Site Plan Review**

Staff recommends that the Planning Commission determine preliminary site plan review is complete for the Swig State Street located at 10101 S. State 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 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 State Street be further improved and dedicated to include 18-foot-wide streetscape behind the curb and gutter and that a pedestrian access easement and maintenance agreement provided for any areas of the sidewalk that extend beyond the dedication area.

- b. That Creek Run Way (10200 South) be further improved and dedicated to include 18-foot-wide streetscape behind the curb and gutter and that a pedestrian access easement and maintenance agreement provided for any areas of the sidewalk that extend beyond the dedication area.
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. dual drive-thru layout
  - b. elimination of on-street parking requirements
  - c. deviations to the parking lot landscaping standards (as detailed in the staff report)
  - d. lesser building frontage (as shown in the proposed site plan)
  - e. a single story building
  - f. reduction to the fenestration and glazing requirements (as shown in the proposed building elevations)
  - g. use of a thin brick veneer
  - h. increased building setback from Creek Run Way
  - i. elimination of public building entrances
  - j. elimination of a pedestrian crossing refuge island
5. That the developer be responsible to install the following development enhancements to offset the listed exceptions:
  - a. provide the city with a Pedestrian Bridge Easement Area.
  - b. enhanced outdoor dining area.
  - c. enhancements to the existing pedestrian street crosswalks that adhere to the Cairns specifications at State St. and Creek Run Way.
  - d. construct one secondary monument sign at corner of State St and Creek Run Way, one vehicular wayfinding sign along State St., and one pedestrian wayfinding sign along Creek Run Way.
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 with the recommended changes by the Architectural Review Committee and staff being incorporated into the final building design.
9. That the applicant work with staff to determine an appropriate implementation of public art within the project area.

Planner:



Mike Wilcox

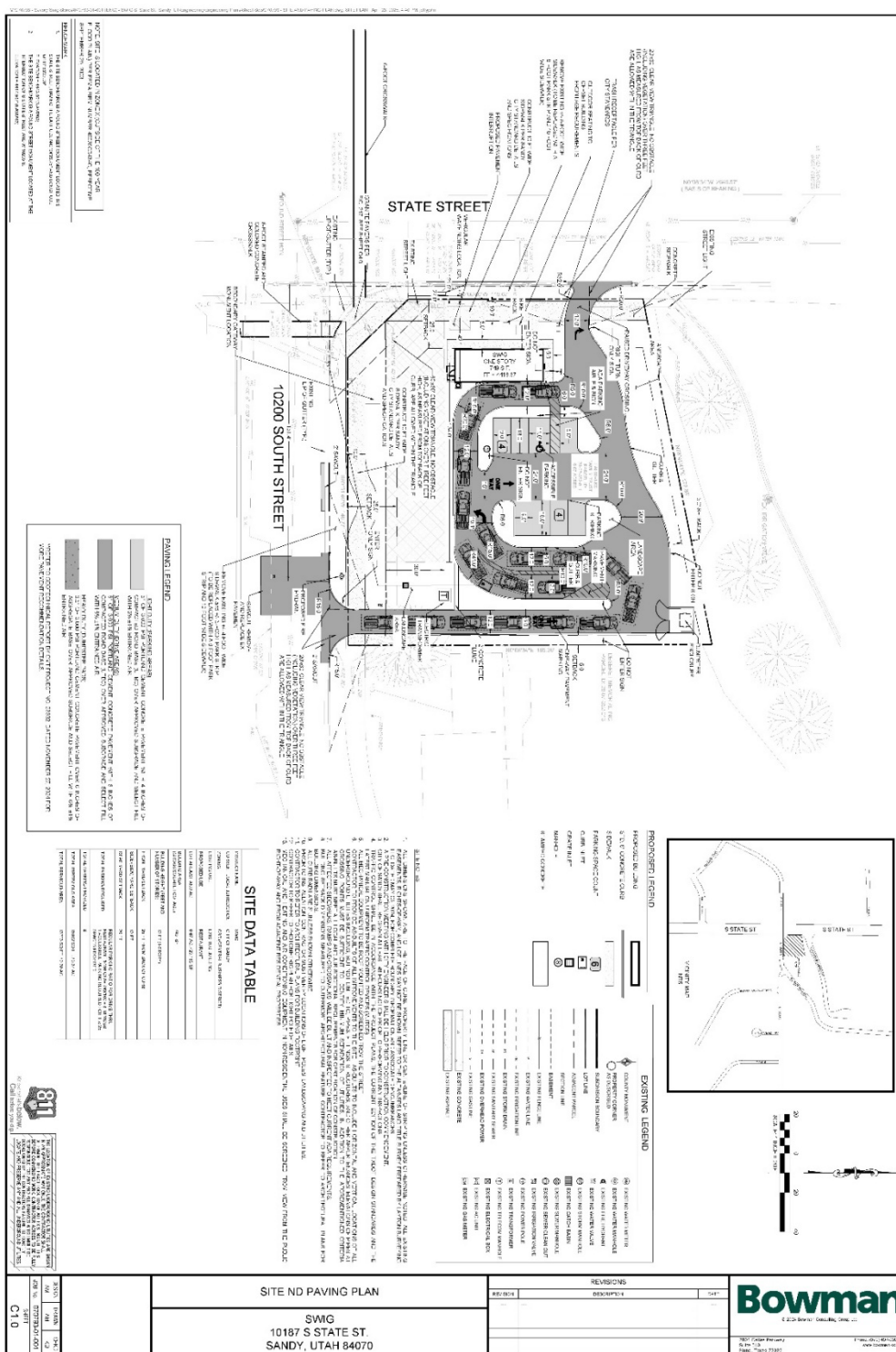
Planning Director

File Name: S:\USERS\PLN\STAFFRPT\2025\SPR01062025-006903 SWIG STATE ST\PC\STAFF REPORT.DOCX



## Exhibit "A"

– see attachment for the full set of plans –



## Exhibit "B"

– See attachment for the full document –

**Architectural Review Committee Meeting  
May 28, 2025****Members Present:**

Steve Burt  
Cheryl Bottorff  
Daniel Schoenfeld  
Cyndi Sharkey – nonvoting

**Staff Present:**

James Sorenson  
Mike Wilcox  
Doug Wheelwright  
Jennifer Gillen

**Those Absent:**

Scott Westra  
Lyle Beecher  
Marci Houseman – Alternate/  
nonvoting  
Brian McCuiston

**4:00 p.m. Name of Project SWIG (SPR01062025-006903), located at 10187 South State Street. Attendees for the SWIG project: Jamin Kunz (Babcock Design, Architect), Pranavi Koka (Bowman Consulting Group, Civil Engineer), Kurt Hanson (Talley CM Ownership for SWIG)**

Jamin Kunz introduced the proposed project in which they would construct a single-story building to include a double lane restaurant drive-up queue and a walk-up window to serve gourmet sodas and snacks. This project is heavily dependent on the drive thru operation, and where most of the business will take place. Because of the space they have been given, excluding the pedestrian bridge around space that will be built by the city, they feel they have done what they can to meet our suggestions for the use of the space. They have been working with staff and have modified there plans as follows:

- Oriented the building parallel to State Street and provided exterior customer walkup and dining space.
- Refined the elevations, added spandrel glass windows for appearance.
- Interior of the building is mostly a machine to push out drinks as effectively as possible. This space will be for employees to prep and store food and drinks. A bathroom will be provided for the employees only.
- A double lane drive-up queue will be placed behind the building on the east side.
- Enhanced the building materials from stucco to brick.

Jamin Kunz asked about the mountain meets urban definition and wondered why businesses around this location did not have to adhere to those same standards.

Mike Wilcox explained that State Street has been utilized as a suburban strip commercial destination and that the city is trying to move to a more walkable urban environment so that is why the Cairns Design Standards were implemented.

Jamin Kunz stated that he is interested in capturing the vision of the Cairns Design Standards but does not see that vision on State Street. He wondered if there was an area he could see that expressed this vision, so he understood what the committee was asking of him.

Mike Wilcox said he could take a look at the multi-story mixed-use development that is to the west of the Civic Center's trax station that shows how the Cairns Design Standards were implemented in that project.

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

**Mike Wilcox**

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**Subject:** FW: [EXTERNAL] RE: ARCHITECTURAL REVIEW COMMITTEE MEETING  
**Attachments:** Mimecast Large File Send Instructions

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From: Pranavi Koka <pkoka@bowman.com>  
Sent: Monday, June 9, 2025 3:44 PM  
To: Mike Wilcox <mwilcox@sandy.utah.gov>  
Cc: Amy Catanzaro <amy@babcockdesign.com>; Kurt Hanson <khanson@tallycm.com>; Jeffy John <jeffyjoh@bowman.com>; Jordan Hill <jhill@swigdrinks.com>; Eric Maurer <emaurer@bowman.com>; Jamin Kunz <jamin@babcockdesign.com>; Ryan Safford <rsafford@bowman.com>  
Subject: RE: [EXTERNAL] RE: ARCHITECTURAL REVIEW COMMITTEE MEETING

I'm using Mimecast to share large files with you. Please see the attached instructions.

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Mike,

Please see below and attached for the requested information. Let us know if you have any questions or concerns.

**List of Exceptions Requested from the Cairns Standards:**

**Architectural:**

**Section 2.6 Building Frontage at Type 3 Creek Run Way (10200 S.)**

1. Exception may be required for Primary Building Frontage along Creek Run Way (10200 S.); Entire South façade (23'-8"") is blocked not allowed along due to Future Pedestrian Bridge. Note Secondary Frontage is 100% along State. Street. The development enhancement of a shade structure or covered outdoor dining area and walk-up window could be the offset.

**Section 2.8 Drive-Thrus & Walk Up Window at Type 3 Creek Run Way (10200 S.)**

1. Exception for screening of Drive thru window and lanes are required. Future Pedestrian Bridge to screen drive-thru lane.

**Section 2.8 Drive-Thrus & Walk Up Window at Type 4 State St.**

1. Exception for more than one drive thru lane is required along State Street.

**Section 3 Streetscape Design at Creek Run Way (10200 S.)**

1. Exception may be required for 8 ft min. setback from Pedestrian Space; Entire South façade (23'-8"") is blocked not allowed along due to Future Pedestrian Bridge. Note Secondary Frontage is 100% along State. Street. The development enhancement of a shade structure or covered outdoor dining area and walk-up window could be the offset. "
2. Exception will be required for Secondary Frontage set back of 25'. It is not possible along Creek Run Way (10200 S.), and 54' building setback is currently shown due to the future pedestrian bridge.
3. Exception required for Number of Pedestrian Building Entrances (3 per 200 feet) is not possible for the following reasons:
  - Due to Swig function of building there will not be any public access to building.
  - Due to length of building along South facade (23'-8"") only one Pedestrian Building entrance will be possible.
  - Future Pedestrian Bridge will screen south entrance.