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Staff Report Memorandum

May 4, 2023

To: Planning Commission
From: Community Development Department
Subject: Red Sky Apartments (Mixed Use Development)
10145 S Centennial Pkwy.
(Commercial Area, #9)

CUP04272023-006525
CBD Zone, Cairns District
1.5 Acres, 162 Units (8
Live/Work), 1,900 Sq. Ft. Retail

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 applicants, Corey Solum & Troy Tueller of Think Architecture (representing the property owner, McKay Christensen of RedSky Sandy, LLC), are seeking approval of a conditional use permit for a mixed use development within the CBD and Cairns District known as Red Sky Apartments on a property located at 10145 S. Centennial Pkwy. The proposal is to construct a six-story mixed use building consisting of primarily residential for-rent apartments, urban townhomes, a small amount of ground floor retail, and live/work units (see Exhibit "A" of the Site Plan Review file (SPR12062022-006452) for the application materials).

Background

The property is bordered by the South Town Marketplace to the east and south zoned Central Business District (CBD) which is a single level retail power center that features Target and other associated retail and restaurant users. To the west is the City Promenade along Centennial Parkway which is city owned festival open space zoned Central Business District – Parkway Subdistrict (CBD-P). To the north is the Sandy One Office Building which is zoned Central Business District – Office (CBD-O), which is a five-story office building with a University of Utah Extension as their primary tenant. With these surrounding developments, this vacant parcel has full site improvements for streets and utilities.



0 50 100 200 300 400 500 Feet

SPR12062022-006452
SUB04102023-006516
CUP04272023-006525
Red Sky Mixed Use
10140 S Centennial Pkwy

Property Case History	
Case Number	Case Summary
SPR #95-01	This parcel was shown on the approved site plan for the South Town Marketplace as Area 5. It was identified as a future pad site for retail use.
SPR #97-08	A failed development proposal to create 3 pad site retail buildings that were single level that was known as South Towne Marketplace Lot 5
SPR #06-28	A mixed use development proposal that was never built, known as Centennial Parkway Plaza, that included a mix of retail on the main level with 2 level townhomes above.



This property is within the Cairns District and is part of the South Village, which is bounded by the Jordan and Salt Lake City Canal on the north, 10600 South on the south, State Street on the east and the 1-15 freeway on the west. The city worked with the willing property owners within this area to create an adopted mixed use master plan to guide future development in the area. This area is intended to accommodate a variety of uses to create a walkable urban environment. This would be the first project to be developed on Centennial Parkway under the Cairns Design Standards.

BUILDING PROGRAM BY USE	TARGETED RATIOS
Residential	60%
RDE and Hotels	10%
Office	30%

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

The subject property is within the city's central business district. The purpose of this zone is to stimulate economic development by providing a unique planning environment for large-scale regional commercial and office development adjacent to Interstate 15. This district encourages creative development and site design for regional commercial and office uses within planned commercial centers which will serve the south valley area.

The concept of residential and mixed use is allowed in the CBD Zone and represents a departure from traditional zoning to the extent that it encourages a combination of land uses which might normally be regarded as incompatible. The inclusion of residential dwellings is allowed on sites of sufficient size to assure adequate site development and a satisfactory and safe residential

environment. Where residential uses are included, the objective of the mixed use concept is to create self-contained communities in which residents may walk to work, shopping and recreational facilities. This zone allows for mixed use development through the conditional use review permitting process.

As there is already a mixed use master plan that has been adopted for this area in the form of the Cairns Master Plan and the South Village, staff will focus our review on compatibility of this proposal and with the mixed use development standards.

<u>Village/Variety</u>	
Sandy City Code (left)	Proposed Project Analysis (right)
<p>A mixed use development must consist of more than just a collection of types of uses that are adjacent (vertically or horizontally) to one another. It requires that they be designed to function as a walkable village center providing a variety of housing, employment opportunities, goods and services that support the existing and proposed residents of a given area. A development that is focused on commercial retail and office uses that harmoniously integrates a residential element into the overall development scope to create a village center would be an appropriate application of a mixed use development.</p>	
<p>A mixed use development:</p> <ul style="list-style-type: none"> • “encourages a combination of land uses which might normally be regarded as incompatible.” (Sec. 21-23-24(a)(1)) • creates a self-sustaining, walkable village where residents can “walk to work, to shopping, to recreational facilities, and have access to mass transit.” (Sec. 21-23-24(a)(2)) • provides “a variety of housing opportunities and choices that include a range of household types, family sizes, and incomes.” (Sec. 21-23-24(a)(2)). “Where size and scale permit, housing units shall include a mix of housing types, housing size, and number of bedrooms, encouraging neighborhoods with a mix of family cycles and incomes.” (Sec. 21-23-24(d)(1)b) • is “designed in a village manner.” (Sec. 21-37-14 (12), (Sec. 21-37-14 (14)) 	<p>The proposal is not designed as one element within a larger overall village center.</p> <p>The proposal shows “live/work units” that are not designed to function as such as the spaces are shown only as townhomes. Staff would like to see an alternative design of these units that fully meets the definitional standard of this use.</p> <p>The project would provide new residential units to help achieve the desired number of residential units in the area that has heavily office and retail, dining, and entertainment (RDE).</p> <p>This project would add housing to an area that lacks housing options.</p>

<u>Village/Walkable</u>	
Sandy City Code (left)	Proposed Project Analysis (right)
<p>A mixed use development is required to function as a walkable village center, providing a mix of uses within close proximity, and uninterrupted pedestrian connections, thereby reducing traffic and parking impacts.</p>	

<p>A mixed use development:</p> <ul style="list-style-type: none"> creates a self-sustaining, walkable village where residents can “walk to work, to shopping, to recreational facilities, and have access to mass transit.” (Sec. 21-23-24(a)(2)) has “convenient pedestrian commercial services, employment opportunities.” (Sec. 21-23-24(a)(2)) “integrates critical massing of physical and functional components into a coherent plan that promotes walkability through uninterrupted pedestrian connections, and reduces traffic and parking impacts.” (Sec. 21-37-14 (11)) <p>Mixed use developments “without the above walkable elements are unacceptable and will not be approved.” (Sec. 21-23-24(a)(2))</p>	<p>The proposal does integrate the critical massing of physical and functional components as part of the existing approved master plan for this area that promotes walkability through uninterrupted pedestrian connections and reduces traffic and parking impacts.</p>
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Master Planning and Coordination

Sandy City Code (left)	Proposed Project Analysis (right)
<p>A mixed use development requires coordination and master planning.</p>	
<p>To achieve a walkable development, the following are required to be coordinated with adjacent property owners (Sec. 21-23-24(d)):</p> <ul style="list-style-type: none"> appropriate land uses pedestrian connections cross-easements common driveways no drive-thru windows <p>A “walkable Mixed Use Master Plan . . . must show all phases of the development (including any phasing plans) and both existing and reasonable projected development on adjoining properties, determined through consultation with City staff and adjoining property owners.” (Sec. 21-23-24(e)(1)).</p> <p>A mixed use development:</p> <ul style="list-style-type: none"> demonstrates “harmonious integration into the neighborhood” (Sec. 21-37-14 (10), 21-37-14 (13)) “integrates critical massing of physical and functional components into a coherent plan that promotes walkability through uninterrupted pedestrian connections, and reduces traffic and parking impacts.” (Sec. 21-37-14 (11)) 	<p>The proposal is consistent with the coordination and master planning completed with surrounding property owners and integrates into the surrounding existing/future uses.</p>

Conditional Use Standards

The City may impose conditions on conditional use based on certain standards of review found in section 21-33-04 of 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.

While the site is small for a standalone mixed use development, it is part of a much larger mixed use master plan area that is suited for this type of development.

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

Access would be from the two existing public streets (10080 South and Centennial Parkway).

- (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 existing utilities are of sufficient size to handle the proposed development. Improvements are shown in the plans to public right of way to improve walkability in the area.

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

The plans show a two-level parking garage and new on-street parking that meets city code. The plans indicate satisfactory means of waste removal for the building.

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

The plans show improved sidewalks, crosswalks, and other urban amenities that will improve walkability in the area.

- (6) Mass, size, number, location, design, exterior features, materials, and colors of buildings, structures and other facilities.

The building is within proper scale and massing with surrounding buildings. The proposal is showing compliance with all other design code criteria.

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

The site has access to the Promenade, which is an existing public open space in addition to private internal amenities. The plans do show that they have not met the standard for amenity space (15% of the gross residential square footage).

- (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 proposed landscape plan adequately addresses these elements.

- (10) Measures directed at minimizing or eliminating possible nuisance factors, including, but not limited to, noise, vibrations, smoke, dust, dirt, debris, plant materials, odors, gases, noxious matter, heat, glare, electromagnetic disturbances, and radiation.

The developer should 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.

- (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 Mixed Use Development Standards found in Sec. 21-23-24 be applied to this property, along with the Cairn Design Standards to ensure that the development is designed in such a manner as to realize the objectives of a mixed use development.

Staff Concerns

Staff does not see how the current design of the proposed live/work units meet the definitional standard for this use type:

Live/work units means mixed use development within a building, which incorporates retail commercial or individual offices on the ground level, residential use on upper levels, with direct access between uses and levels.

We understand this space to be convertible, but the applicant has not shown how this could function as a live/work or fully a commercial space. They have only shown these units designed as an urban townhome.

Recommendation

Staff recommends that the Planning Commission approve a Conditional Use Permit for a mixed use development in the CBD Zone for the Red Sky Apartments as described in the staff report for the property located at 10145 S. Centennial Pkwy. based on the following findings and subject to the following conditions:

Findings:

1. The subject property is within the Cairns District and is part of the South Village master planned area as described within the Cairns Master Plan.
2. The proposed development is generally consistent with the existing approved master plan for the area.

Conditions:

1. That the Mixed Use Development Standards and Cairns Design Standards be applied to the subject property.
2. That specific site conditions needed to mitigate adverse impacts and achieve the objectives of the General Plan that have been identified, be applied and imposed through the Site Plan review permit.

Planner:



Mike Wilcox
Planning Director

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