



JAMES SORENSEN COMMUNITY DEVELOPMENT DIRECTOR

> KURT BRADBURN MAYOR

MATTHEW HUISH CHIEF ADMINISTRATIVE OFFICER

MEMORANDUM

November 10, 2020

To:

Planning Commission

From: Subject: Community Development Department

Towne Ridge Retail Pads "B" and "C" Preliminary Site

SPR-08-20-5886

Plan Review

9680 and 9710 S. State Street

2.37Acres **CBD** Zone

[Community #2, Civic Center]

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

area, by U.S. Mail delivery.

PROPERTY CASE HISTORY				
CASE NUMBER	CASE NUMBER CASE SUMMARY			
S#98-38	South Town Ridge Subdivision, Commercial, approved 1998. Recorded			
	Plat, later amended.			
SPR-01-15-4111	WCF Master Plan, Commercial Development, approved 2015.			
SUB-3-16-5012	Towne Ridge Commercial Subdivision, approved 2016. Recorded Plat.			
SPR-04-17-4561	DoDo Restaurant site plan review, approved 2017. Project never built,			
	later withdrawn.			

REQUEST

Sterling Realty Organization, of Seattle, Washington, property owners, represented by Mr. Chris Jensen, Architect, of THINK Architecture, of Sandy, Utah, are requesting preliminary site plan review for two new, multi-user retail commercial buildings, one on each of the two "Pad Site" lots approved in the Towne Ridge Commercial Subdivision in 2016. The two commercial subdivision lots are located at 9680 and 9710 S. State Street and are zoned Central Business District (CBD) and the lots also are located within the Cairns downtown development district. Pad lot "B" is proposed to have a commercial shell building of 8,097 square feet and Pad Lot "C" is proposed to have a commercial shell building of 8,113 square feet. Both buildings will be single story, slab on grade structures. Also requested is architectural design review for the building design, materials and colors for the new buildings and review of the buildings and the site plans

under the new Cairns Design Standards. The Planning Commission is the land-use authority for these requested actions.

BACKGROUND

Sterling Realty Organization has purchased the Towne Ridge Towers Office buildings (now occupied by NICE-inContact), the large parking structure located to the south of the office towers and these two vacant retail pad lots from the Worker's Compensation Fund (WCF) as long term investment properties. These properties front the west side of State Street, directly south and west of the Mountain America Exposition Center. Preparatory to WCF's master development plan approval, during the winter of 2014-15 the WCF developers obtained permission from the Jordan and Salt Lake Canal Company (Salt Lake City Public Utilities Department) to relocate the canal and place it in a 10 foot by 20 foot concrete box culvert, which traverses the two commercial pad site lots south to north from Albion Village to Towne Ridge Parkway. This buried canal structure limits the building location options, utility routing, as well as the overall site grading of the property.

Staff has been working with the developer's project design team since August, 2020. Intermediate designs for the project were reviewed by the Sandy City Architectural Design Review Committee at a meeting held on August 26, 2020. Since that meeting, staff has been working with the developers and their design team to address the project under the new Cairns Design Standards document, which was adopted by the City in December, 2018. This was after the approval of the WCF master development plan, Towne Ridge Commercial Subdivision, and the construction of the Towne Ridge office towers to the west.

NOTICE

Notices were mailed to property owners within a 500-foot radius of the subject parcel to notify them of the Planning Commission meeting. A neighborhood meeting was not held for this project due to the project's location and the longstanding CBD zoning.

ANALYSIS

This project is being considerd under three sets of regulations: (1) the CBD zoning district and the requirements of Chapters 21-08, 21-23, 21-24, and 21-25 of the Sandy City Development Code; (2) The Sandy City Architectural Design Standards; and (3) The Cairns Design Standards.

The Towne Ridge Commercial Subdivision caused the basic infrastructure for these two lots to be constructed in 2017. This site plan approval, therefore does not have to address street dedication, street access, overall utility availablilty, etc. The project has been extensively reviewed by all of the normal reviewing Sandy City Departments and Divisions, and all recommend approval of the project by the Planning Commission, subject to their usual requirements and conditions. These requirements and conditions will be fully incorporated into the project plans and agreements during final site plan review and building and other life safety code reviews, by staff.

Zoning Review. The project will meet all of the requirements of the CBD zoning district and the Sandy City Development code. Parking for these two retail pads will be provided on each site, with any additional required parking or excess parking (based upon the exact land use categories of the leased space being constructed as a shell building) being met in the adjacient large parking structure, under the existing Towne Ridge Commercial project's shared parking agreement.

Restaurants with Drive-up Windows in the CBD. Generally, drive-up windows and drive-thru queuing lanes are discouraged within the CBD, and therefore, are listed as "Conditional Uses" in the land use matrix contained in Sandy City Development Code Chapter 21-08. As this project is to construct two shell commercial buildings, future tenant land uses will be determined at the time of lease negoiations with the owner. However, the owners are desirious of making one drive-up window based restaurant user a probability in each of the two building. Therefore the site plan shows one drive-up window future location on the north end of each building, with queuing lanes located between the proposed buildings and State Street. (See separate Conditional Use application #CUP-11-20-5958 to consider the Conditional Use review for these properties on this agenda.)

The drive-up windows and the resultant queuing lanes have been the major discussion and issue point between the planning staff and the devloper and his design team from the beginning of this project. With the 2018 adoption of the Cairns Design Standards, Sandy City has embarked upon a new development pattern goal and ethos for the properties within the Cairns downtown development district. This will be the first drive-up windows considered by Sandy City during site plan review, since the adoption of the Cairn's Design Standards, and only the third project reviewed by the City under "Cairns". As such, staff wanted to find ways to allow a transitioning in site design that could accommodate the owner's desire to have drive-up window based restaurants be a part of this project, but minimize the visual impact along State Street from the queuing lanes, and waiting vehicles dominating the space between the pedestrian realm along State Street and the "front"yards" of the buildings. A secondary consideration of the drive-up window queuing lanes was how they might "go away" in the future, if and when the Cairns district transitions to a more pedestrain dominated development area.

Architectural Design Review. The building's design, materials and colors were reviewed by the Sandy City Architectural Design Review Committee in a meeting held on August 26, 2020. (Please see the attached agenda and minutes from that meeting.) The committee unanimously recommended to the Planning Commission that this project be approved. The only issue of concern for the committee was the use of the "reclaimed wood" siding on a portion of the buildings' exterior. The committee questioned its use in our climate, as to degredation in appearance over time.

Review Under the new Cairns Design Standards. This is only the third project to be reviewed under the new Cairns Design Standards, since the adoption of the regulation in December, 2018. Both the standards and the process is new to everyone: staff, Planning Commission and the development design professionals. The standards have been crafted to look comprehensivley at the proposed building, land uses and the site planning, based upon the type of public street that the project is located upon.

The Cairns Design Standards document, in association with The Cairns Master Plan, will regulate architecture, building massing and arrangement, landscaping, streetscape, parking arrangement, and general practices of good urban design to facilitate The Cairns brand and create predictability in quality development practices. Administration of these regulations is vested in the Planning Division staff. The concept of the regulations is that after education of the design professionals, the document states many design standards and suggestions to aid in the design of the development to support the Cairns vision and to obtain the City desired design character.

The suggestions are cited in the regulations as "shoulds" and the standards are cited as "shalls". It was envisioned that if a development project were to be designed so as to meet <u>all</u> of the regulations (the shalls) then review by the Planning Commission would be waived. This follows the concept of increased predictability within the development process. However, if the project did not or could not meet all the "shalls", then the developer is to request review by the Planning Commission to consider "exceptions" to the standards, and the Planning Commission can grant exceptions, after considering the proposed design differences and weighing the benefits of the offsetting "enhancements" offered by the developer in the project design, against the requested "exceptions".

To aid in this process, The Cairns Design Standards document contains a section titled "Appendix D, List of Requirements." This is a condensed list of all the design "shalls" contained in the whole document. This is the point in the process where the Planning Commission is being asked to consider the specific "exceptions" to the standards and to determine if the offsetting "enhancements" offered by the design of the project justifies the granting of the "exceptions." The applicants are seeking numerous exceptions from the requirements as part of this project.

The attached Appendix "D" document was initially submitted by the developer's design team. To aid in both the planning staff's and the Planning Commssion's review of the project, staff has added determinations to the document, as to meeting the requirements or not and indicated staff's determination of compliance or the need for an exception and some indication of staff support for the exception being granted by the Planning Commission. This has been indicated with some narative comments from staff in the margins and some symbols used to agree that a standard has been met, or if it can be met through further plan evolution during final site plan review. Staff has also identified provisions that need an exception to the standard. The attached Appendix "D" document, dated November 10, 2020, was last reviewed and analyized by staff on November 10, 2020 and given back to the developer's design Team. This document is attached as part of the staff report, and could be reviewed by the Commission on a point by point basis.

Since that time, the developer's design team has made some modifications to some of the drawings and provided a three page letter on November 12, 2020. This letter and the changes to the drawings are the developer's final submissions and attempt to clarify their responses to staff's judgements in the appendix "D" document and to emphasize the requested design "exceptions" and offsetting "enhancements".

The Planning Commission is being asked to weigh in totality the value of the proposed enhancements against the requested exceptions from the design standards.

Major Exceptions: The major design concession (as determined by the Planning staff and therefore warranting further staff analysis) which are being sought in this project are as follows:

1. <u>Chapter 3, Streetscape Design</u>. Because these two subdivision lots were designed as part of the WCF masterplan and the Towne Ridge Commercial Subdivision, their configuration, street orientation and physical size have been set. Additionally, the relocation and burial of the canal has prohibited building locations on the two pad lots to be on the central and northern portions of Lot "C" and the eastern portions of the Lots "B" and "C", closer to State Street. However, it is the desire of the owner to have drive-up

window restaurant uses in each building. This places the drive-up window vehicle queuing lanes to be between the buildings and the pedestrian realm of the park strip and sidewalk along the west side of State Street. That is preventing compliance with the required minimum and maximum building setbacks. According to the Cairns Design Standards, the building setback for both lots along State Street are a minimum setback of 26 feet from the back of the curb and a maximum building setback of 38 feet from the back of the curb. The proposed building setback for pad lot "B" is 48 feet from the back of the curb. For the pad lot "C" the State Street front yard setback is proposed to be 47.0 feet from the back of the curb.

The required building setback for the secondary frontage of pad lot "C" is a minimum of 24 feet and a maximum of 41 feet from the back of the curb on Albion Village Way. The proposed building setback for pad lot "C" on the secondary street frontage along Albion Village Way is 165 feet. This is due partly to the canal location and partly to place on-site parking to the south of the pad lot "C" building with two double stack parking banks in an efficient layout.

In an attempt to mitigate the impact of the drive-up window vehicle queuing lanes along the State Street frontages, three ideas were suggested and implemented on this project. First, is the proposed screening fence and vegetative plantings between the sidewalk and the queuing lanes. Second, was the concept of bringing two portions of each of the buildings' awnings forward toward State Street and then having supporting columns of the building come up from the ground, and connecting the awning/roof over the queuing lanes. These building columns are located between the queuing lanes and the sidewalk.. Doing this is hoped to give the impression that the building, or a portion thereof is much closer to the sidewalk and the pedestrian realm than the bulk of the building actually is. This would place the awning supporting columns at a setback of approximately 13 feet from the back of the curb for the pad lot "C" and at approximately 14 feet from the back of the curb for pad lot "B".

<u>Finally</u>, it was suggested that the surface area between the building frontage and the drive-up vehicle queuing lane could be set at the same cross slope grade from the building to the east edge of the queuing lane. This would allow the entire hard surfaced area between the building and the east edge of the queuing lane to be converted and used as outside gathering and dining space, should the drive-up window use ever wane in populartity in the future. In the interim, the gathering space/dinning space and the drive-up window queuing lanes could co-exist.

- 2. Chapter 5, Commercial and Hospitality Building Architecture. The proposed exterior building materials for both buildings consists of glass store fronts, architectural metal panels, stone and reclaimed wood used for siding. The reclaimed wood siding is a desire of the owners and may qualify for consideration for a "net zero" building credit (a LEEDS alternative). The Sandy City Architectural Design Committee raised concerns about the suitability of using reclaimed wood as siding, in that it may not be a "durable material" in this climate and context.
- 3. <u>Chapter 6, Surface Vehicle Parking.</u> The Cairns Design Standards require that when surface parking lots are proposed to be located between a building and a public street,

that at least 50 percent of the street frontage area be fronted with buildings. This requirement is met for the State Street frontages, but is not met for the side street secondary frontage along Albion Village Way. Here, the building on proposed pad lot "C" is set back 165.5 feet. As stated above, part of the reason the building cannot be fronted closer to Albion Village Way is the location of the buried canal. An exception for the building frontage requirement along Albion Village Wasy is necessary to allow the development of this site and still locate required vehicle parking on the lot.

The developer is seeking these three major exceptions and several other more minor exceptions from several areas of the Cairns Design Standards (see Exceptions document). The Planning Commission can approve these exceptions so long as the applicant demonstrates the following:

- Compliance with the intent of the applicable regulations; and
- Compliance with the intent of the Master Plan; and
- Providing through the proposed enhancements, the same or better quality of design, as determined by the Planning Commission.

If these criteria are determined to be not met, the Planning Commission may require additional development enhancements or choose to not grant certain exceptions, which would then require some project redesign.

Staff Concerns.

The only concerns that the planning staff has at this point in the process is the proposed use of the reclaimed wood siding in this climate. This requires a balancing of the possible dedgredation of the appearance of the wood after subjection to long term environment exposure and the owner's desire to gain credits toward a "Net Zero" building goal and the value of the look of this material considering the "mountain meets urban" design theme.

(This staff concern <u>could</u> be considered by the Planning Commission as additional project conditions of approval.)

Much progress has been made through cooperative collaboration between the planning staff and the developer's design professionals. Staff believes that this project has been greatly improved and benefited from this collaboration and by undergoing The Cairns design review process.

Staff finds that the intent of the regulations and master plan are substantually met with the proposed design.

Staff is comfortable recommending approval of the requested exceptions. Staff also recommends acceptance by the Planning Commission of the proposed project enhancements which justify granting the requested exceptions.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission find that the preliminary site plan review is complete for the proposed Towne Ridge Retail pad lots "B" and "C" project, based upon the following three findings and the following eight conditions:

FINDINGS.

- A. That the proposed project has been extensively reviewed and refined and now meets the intent of both The Cairns Master Plan and The Cairns Design Standards.
- B. That the proposed project meets all the applicable requirements of the Sandy City Development Code and the Sandy City Architectural Design Standards as to building architectural design, materials and colors.
- C. That the requested exceptions to The Cairns Design Standards are found to be justifiable and the impact of these design exceptions will be fully compensated by the proposed project enhancements.

CONDITIONS.

- 1. That the developer proceeds through the final site plan review process with staff prior to the start of any construction. The final site plan shall comply with all Development Code requirements and those modifications required or allowed by the Planning Commission.
- 2. That the development complies with all Building & Safety, Fire and Life Safety Codes applicable to this type of use.
- 3. That the developer be responsible to meet all provisions of the CDB Zone and The Cairns Design Standards, except as otherwise allowed by the Planning Commission, with the details finalized with staff during final site plan review.
- 4. **All utility boxes** (i.e. transformers, switchgear, 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, preferably located along the proposed driveway. 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.
- 5. That the developer be responsible for the placement of a **temporary 6 foot high chain link fence** around the perimeter of the project during the construction phase of the project for security. Said fence shall also be required to include fabric to prohibit blowing dust problems, if it becomes necessary or if it is required by the Community Development Department during Site Plan Review.
- That the applicant complies with all department requirements as noted in all Preliminary Review letters prior to submittal for final site plan review with staff.
- 7. That the **amenities** illustrated on the preliminary site plan be a requirement of this development.
- 8. That all signage be reviewed and approved under separate permit and be in conformance with City Code.

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Planner:

Reviewed by:

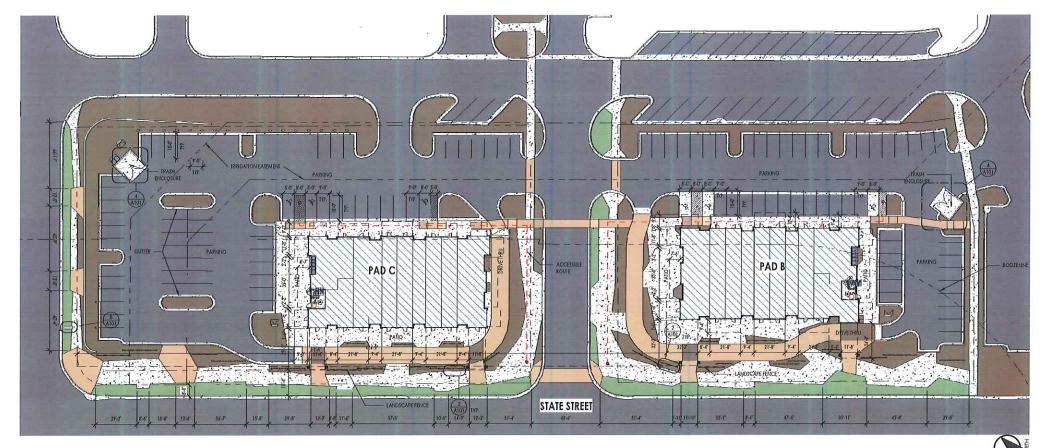
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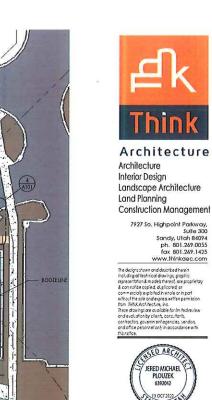
Douglas L. Wheelwright

Development Services Manager

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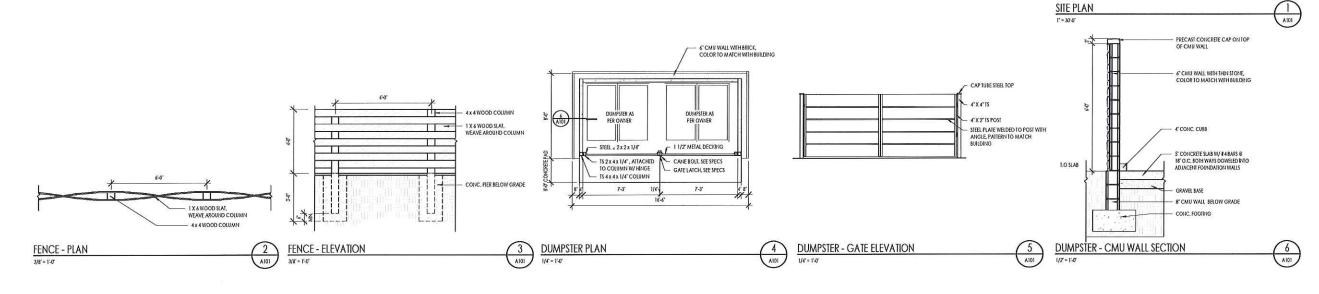
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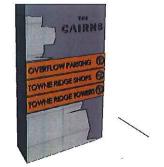
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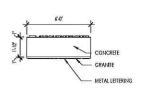
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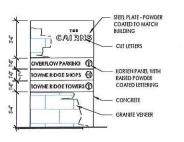
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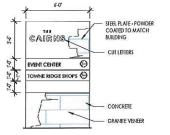
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NOV 1 2 2020 SAMOY CITY COMMUNITY DESTLOPMENT

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WAYFINDING SIGN - ELEVATION (EAST SIDE)

WAYFINDING SIGN - ELEVATION (WEST SIDE)

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Architecture

Architecture Interior Design Landscape Architecture Land Planning Construction Management

> 57927 High Point Parkway, Suite 300 Sandy, Ulah 84094 Ph: 801.269.0055 Faic 801.269.1425 www.thrikaec.com

The designs shown and described herein including all technical drawings, graphic representation & models hereal, are proprietary & can not be copied, duplicated, or commercially exploited in whole or in part without the sale and express written

These drawings are available for limited review and evaluation by cliests, consultants, contraction, government agencies vendors, and office personnel only in accordance with his notice.

TOWN RIDGE RETAIL PADS 9700 SOUTH STATE STREET SANDY, UT

PROJECT NO. 19106 DATE: OCT. 22, 2020

REVISIONS:

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PLAN NOV 1 2 2020 SHEET NUMBER:

L101 SANDY CITY COMMUNITY DEVELOPMEN LANDSCAPE

SITE SUMMARY

TOTAL PROJECT AREA LANDSCAPE AREA (MIN. 10%) TOTAL TREES STREET TYPE 3 TREES STREET TYPE 4 TREES ON SITE TREES (1 TREE/400 SF OF LANDSCAPING) PARKING LOT CONSUMPTION OF OVERALL SITE (MAX. 50%) PARKING FRONTAGE (MAX. 50 %) PARKING AREA LANDSCAPING (15% REQUIRED) 16% BIKE RACK CAPACITY **BENCHES** TRASH RECEPTACLES PROVIDED 4 PROVIDED RECYCLING RECEPTACLES PROVIDED 4 PROVIDED PARKING STALLS PROVIDED 118 (INCLUDING 6 ADA)

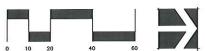
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PLANTER BED (ON SITE) PLANTER BED (OFF SITE) PLANTER BED (EXISTING, OFF SITE) DRIVE THRU PAVING SPECIALTY PAVING

1. ALL PLANTS TO BE SELECTED FROM THE CAIRNS DISTRICT PLANT LIST FOUND IN APPENDIX C OF THE CAIRNS DESIGN STANDARDS

NO TREES, SHRUBS OR PERENNIALS TALLER THAN 36" SHALL BE PLANTED WITHIN THE SIGHT TRIANGLES SHOWN IN PLAN.

3. NO TREES SHALL BE PLANTED WITHIN THE CANAL EASEMENT



MATERIALS LEGEND

TREE LIST

ACER GRANDIDENTATUM

PRUNUS VIRGINIANA 'CANADA RED'

CRATAEGUS CRUS-GALU INERMIS

TILIA CORDATA 'CORZAM' CORINTHIAN

ZELKOVA SERRATA 'GREEN VASE

BIG TOOTH MAPLE

LITTLE LEAF LINDEN

JAPANESE ZELKOVA

CANADA RED CHOKECHERRY

THORNLESS COCKSPUR HAWTHORN







METAL PANEL



RECLAIMED WOOD SIDING

OVERALL PROJECT



STONE

CREATIVE MINES: SPLIT MODULAR - BISON

FRAME: ANODIZED ALUMINUM / GLAZING: CLEAR



CANOPY



VIEW FROM PEDESTRIAN WALK AT STATE STREET



VIEW OF DRIVE THRU



Architecture

Architecture Interior Design Landscape Architecture Land Planning Construction Management



RET,

PROJECT NO. 19106 DATE: 10 SEP 2020

REVISIONS:

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SHEET TITLE SANDY CITY
EXTERIOR VIEWS EVELOPMENT



PAD B - VIEW OF WEST ENTRIES



PAD C - VIEW FROM WALK OF DRIVE THRU



PAD C - VIEW OF DRIVE THRU



VIEW FROM STATE STREET AT SOUTHEAST CORNER



Architecture

Architecture
Interior Design
Landscape Architecture
Land Planning
Construction Management



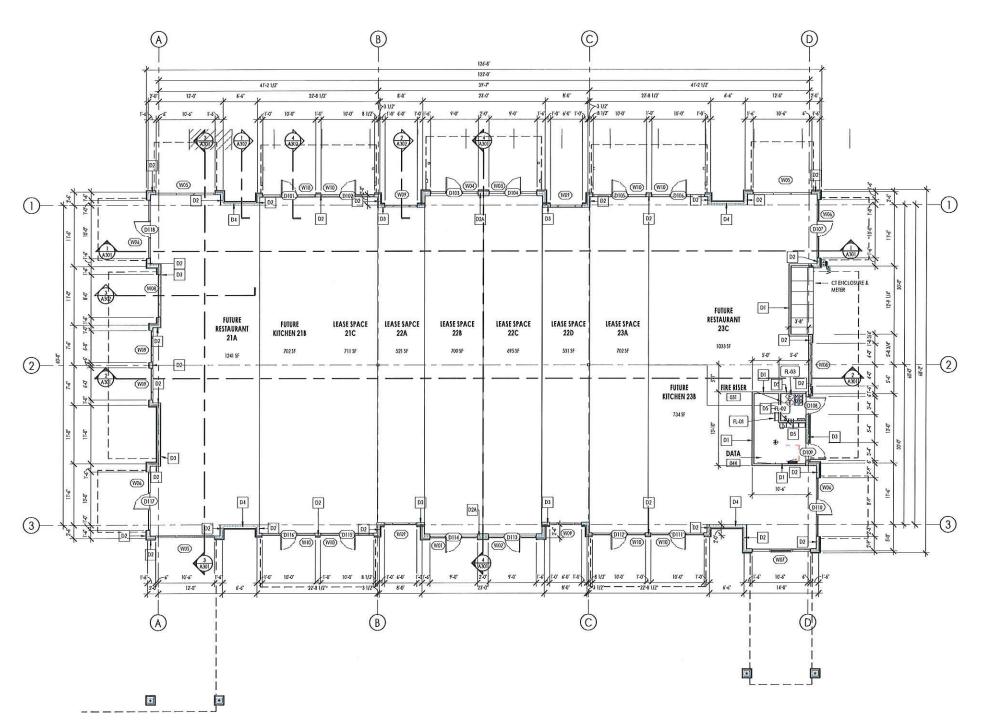
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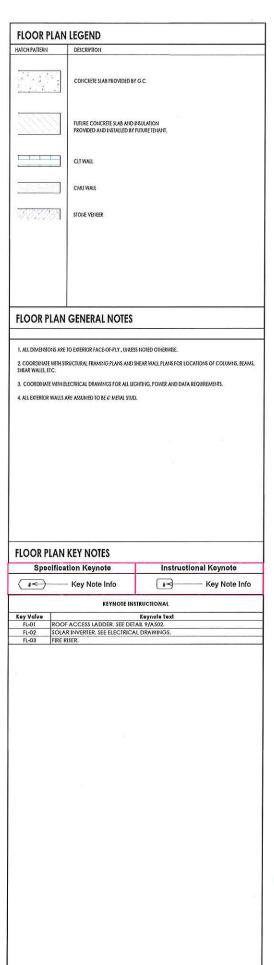
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EXTERIOR VIEWS

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PAD B - FLOOR PLAN

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PROJECT NO. 19106 DATE: 10 SEP 2020

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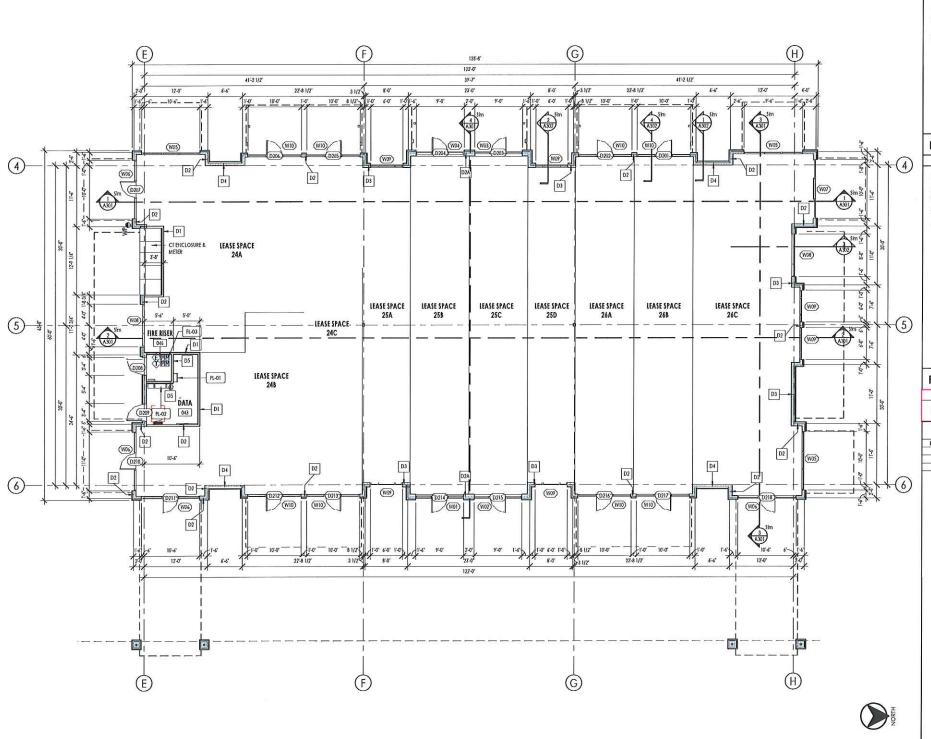
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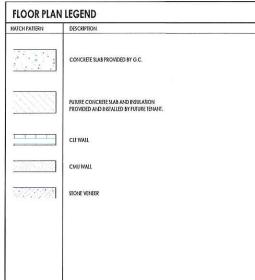
NOV 1 2 2020

SANDY CITY
CONSIDERATE FLOOR PLAN LOPMENT

SHEET NUMBER:

A104





FLOOR PLAN GENERAL NOTES

ALL DIMENSIONS ARE TO EXTERIOR FACE-OF-PLY, UNLESS NOTED OTHERWISE

COORDINATE WITH STRUCTURAL FRAMING FLANS AND SHEAR WALL FLANS FOR LOCATIONS OF COLUMNS, BEASTHEAR WALLS, FTC.

OORDINATE WITH ELECTRICAL DRAWINGS FOR ALL LIGHTING, POWER AND DATA REQUIREMENTS.

4. ALL EXTERIOR WALLS ARE ASSUMED TO BE 6' METAL STUD.

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Specification Keynote	Instructional Keynote		
Key Note Info	Key Note Info		

KEYNOTE INSTRUCTIONAL

Key Value	Keynole Text			
FL-01	ROOF ACCESS LADDER, SEE DETAIL 9/A502.			
FL-02	SOLAR INVERTER, SEE ELECTRICAL DRAWINGS.			
EI -O3	EIDE DISED			



Architecture

Architecture
Interior Design
Landscape Architecture
Land Planning
Construction Management

7927 So. Highpoint Parkway, Suite 300 Sandy, Utoh 84094 ph. 801.269.0055 fax 801.269.1425

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TOWNE RIDGE RETAIL PADS B AND C 9680 STATE STREET SANDY, UT 84070

PROJECT NO. 19106 DATE: 10 SEP 2020

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SANDY CITY COMA SHEETING DEVELOPMEN

PAD C - FLOOR PLAN

SHEET NUMBER: