

DATE: May 18, 2006

TO: Salt Lake City Planning Commission

FROM: Doug Dansie, Principal Planner

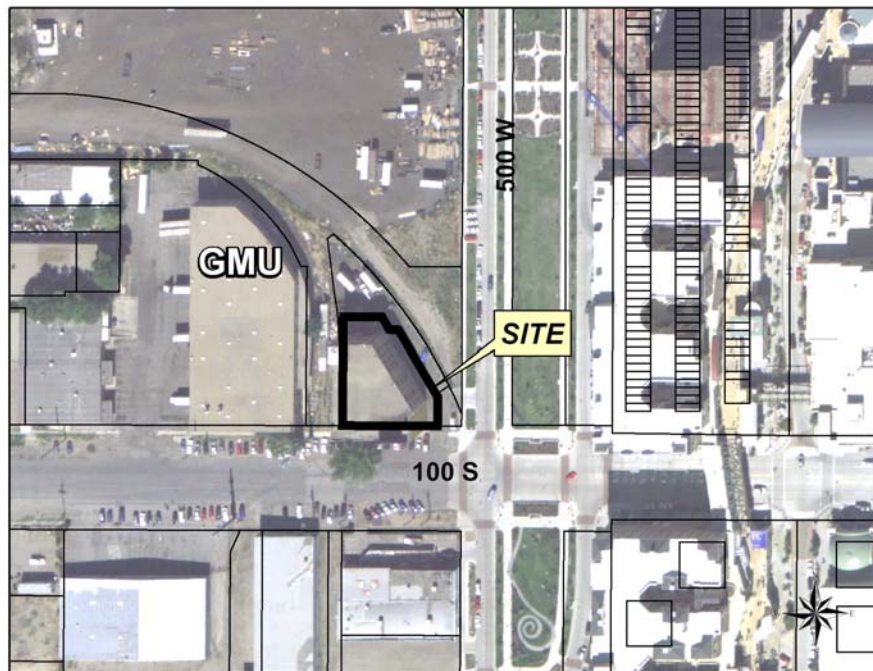
RE: STAFF REPORT FOR THE MAY 24, 2006 MEETING

CASE#: Petitions 410-06-08 and 490-06-18

APPLICANT: Ken Menlove

STATUS OF APPLICANT: Property Owner

PROJECT LOCATION: 510 West 100 South



PROJECT/PROPERTY SIZE: Total site approximately 0.585 acres.

COUNCIL DISTRICT: District Four, Nancy Saxton

REQUESTED ACTION: Petition 410-06-08: A request by Ken Menlove for a planned development for the construction of an addition to an existing warehouse/storage building located at 510 West 100 South in the Gateway Mixed-Use (GMU) zoning district. All new construction is a planned development in the GMU District. Also a conditional use approval to modify the exterior building materials and to approve a mini-storage warehouse.

Petition 490-06-18: A request by Ken Menlove for preliminary subdivision approval for a storage facility at 510 West 100 South

PROPOSED USE(S): The applicant proposes to expand an existing warehouse building and convert to mini-storage units.

APPLICABLE LAND USE REGULATIONS: All new development requires Planned Development Approval in the GMU Zoning District; 21A.31.020.C. A conditional use approval is requested for modifying exterior material requirements and to allow mini-storage as a land use.

SURROUNDING ZONING DISTRICTS: The subject property is surrounded on all four sides by the Gateway GMU Zoning District.

SURROUNDING LAND USES:

- North** – vacant (proposed housing)
- South** – vacant and mixed uses
- West** – vacant and mixed uses
- East** – office/retail/housing

MASTER PLAN SPECIFICATIONS: The Central Community and Downtown Master Plans generally defer to the Gateway Master Plan regarding land use in the Gateway area, but does

make statements about the need for redevelopment of the Gateway area and the need to protect view corridors to Temple Square. The Gateway Master Plan identifies this area for mixed-use development. The Urban Design Element calls for the maintenance of a view corridor to Temple Square.

SUBJECT PROPERTY HISTORY: The site is presently occupied by a storage warehouse building. The building has been used for a variety of uses since its construction (art studios, auto storage) but it was constructed for storage and that has been the predominant historical use. The subdivision proposal is to adjust property lines to square off the property lines which are a remnant product of historical railroad access.

ACCESS: Proposed primary automobile access to the site will be from 100 South at 500 West via an existing driveway.

PROJECT DESCRIPTION: The project involves the expansion of an existing storage building and conversion to mini-storage.

COMMENTS, ANALYSIS AND FINDINGS:

1. COMMENTS

The proposal is to approve a planned development for the expansion of an existing warehouse building through the construction of an addition with similar architectural design, and to approve a conditional use exception from certain design requirements (exterior materials) and approve mini-storage as a land use. A planned development is a form of conditional use and must meet the criteria of both the conditional use and planned development sections of the zoning ordinance.

Comments from City Departments and Community Council(s):

- a) **The Public Utilities Department** has no objection to the proposal. However, the water and sewer connections to the new building must meet current codes and standards.
- b) **The Permits and Licensing Division** have provided a review sheet (attached).
- c) **Building Services** had no issues.
- d) **The Police Department** has no objection to the project.
- e) **The Fire Department** has no objection to the project.

- f) **The Transportation Division** recommends that the parcel on the corner be combined with this site or a cross easement agreement be required. They also requested that public way improvements along 100 South, curb and gutter and driveway approach, be installed as needed to define the roadway function in coordination with Engineering reviews. Due to the restricted site maneuvering area and the proposed warehouse function, they have noted that the site be restricted to single unit truck and passenger vehicle access.
- g) **Community Councils:** The petitioner presented the concept to the Downtown Community Council on April 19, 2006. Those in attendance supported the project.
- h) **Planning Commission Subcommittee:** Met with the petitioner on April 19, 2006. No major concerns were raised (minutes attached).

2. ANALYSIS AND FINDINGS

Issues that are being generated by this proposal.

The primary purpose of the proposal is to expand an existing warehouse building with the addition of new square footage (approximately 28,440 square feet) that will have exterior materials consistent with the existing building. Issues for discussion include the need for a conditional use waiver of materials requirements (more stucco than allowed by code) and building setback (no less than 25% of the building may be setback more than 5 feet from the street property line and surface parking lots must have a 15 foot minimum setback), also a conditional use for mini-warehouse/storage.

CODE CRITERIA / DISCUSSION / FINDINGS OF FACT

Since the request is a planned development/conditional use application, the Planning Commission must review the proposal using the following standards:

21.54.080 Standards for Conditional Uses.

- A. **The proposed development is one of the conditional uses specifically listed in this Title.**

Discussion: All new development in the G-MU Zoning District is required to be approved through the planned development process as identified in 21A.31.020.C.

The G-MU Zoning District also prescribes building material allowed for new development; 21A.31.010.P. Exemption or alteration of this criterion is allowed as part of section 21A.31.010.P.6.

Mini-warehouse development is allowed as a conditional use according to the land use charts identified in 21A.31.050.

The GMU Zoning District requires that no less than 25 percent of the building façade be setback from the street facing property line by more than 5 feet. All surface parking lots are required to have a minimum 15 foot setback from the

property line. The proposed building faces 100 South and is consistent with the regulations. The building is visible from 500 West but technically does not front onto 500 West (there is a separate parcel). The 500 West façade is not being altered.

The maximum height is 75 feet for flat roofed buildings or 90 feet for non-flat rooflines. The building presently exists as a four story building that is generally 54 feet high. The new addition will be in line with the existing building.

Finding: The planned development and the alteration of building materials and setbacks are allowed by the Zoning Ordinance. Mini-warehouse/storage is a conditional use. The proposed parking lot is behind the building but the access is from 100 South (existing location). The building is within the height regulations.

B. The proposed development is in harmony with the general purposes and intent of this Title and is compatible with and implements the planning goals and objectives of the City, including applicable City master plans.

Discussion: The Gateway Master Plan identifies this area as mixed-use. The project is consistent with the Master Plan regarding land use. The Master Plan also indicates the Gateway area is to be a compliment - not competitor - to the main Downtown area. Height limits were established by the Zoning Ordinance in response to the Gateway Master Plan's intent that the area be visually secondary to the core Downtown area.

The Downtown Master Plan calls for the maintenance of a view corridor from I-15 towards the spires of the LDS Temple (other view corridors in the City include the Cathedral of the Madeline and the City/County Building). The proposed mini-warehouse is lower in height to other buildings in the area and will not affect views of the Downtown or Temple Square.

There are regulations requiring a housing component along 500 West. The proposed building primarily fronts onto 100 South. There is not frontage on 500 West except at the immediate corner (which is actually a separately owned parcel with a proposed easement). The building presently exists as a warehouse structure. The developers propose to convert to mini-warehousing in order to serve the considerable apartment and condominium market that exists in the immediate neighborhood.

Finding: The land uses are compatible with the master plan.

C. Streets or other means of access to the proposed development are suitable and adequate to carry anticipated traffic and will not materially degrade the service level on the adjacent streets.

Discussion: The majority of automobile trips to this location will be to pick up and or deliver materials to personal storage sites, or to pay bills, etc., at the main office (located on the ground floor facing 100 South at 500 West). The Salt Lake

City Transportation Division has indicated that the loading dock is adequate for most autos and small trucks (but not large trucks). The Transportation Division indicates that 100 South and 500 West are adequate to carry traffic. They also requested that public way improvements along 100 South, curb and gutter and driveway approach, be installed as needed to define the roadway function in coordination with Engineering reviews.

Finding: The Transportation Division has indicated that the street system is capable of handling the volumes of traffic to be generated by the proposed use.

D. The internal circulation system of the proposed development is properly designed.

Discussion: The Transportation Division recommends that the parcel on the corner be combined with this site⁷ or a cross easement agreement be required. The petitioners have agreed to acquire an easement over the corner property. Due to the restricted site maneuvering area and the proposed warehouse function, they have noted that the site be restricted to single unit truck and passenger vehicles, such that the public way circulation corridor is not impacted other than direct vehicular access

Finding: Internal circulation is adequate with restrictions on automobile size.

E. Existing or proposed utility services are adequate for the proposed development and are designed in a manner that will not have an adverse impact on adjacent land uses or resources.

Discussion: Public Utilities indicates utility service is adequate.

Finding: Utilities are adequate.

F. Appropriate buffering is provided to protect adjacent land uses from light, noise and visual impacts.

Discussion: There are no landscaped setback requirements for buildings in the GMU Zoning District. Surface parking lots are required to be buffered from adjacent property. A roadway already exists along the northwest portion of the property however the new loading dock on the north side of the property will have a landscaped buffer. All dumpsters and refuse collection are required to be screened.

The property to the north is presently vacant but is proposed to be developed as parking and housing.

Finding: The building buffering is consistent with surrounding development and no additional buffering is needed.

G. Architecture and building materials are consistent with the development and compatible with the adjacent neighborhood.

Discussion: The existing building is primarily constructed of brick and stucco. The new addition will replicate the materials of the existing building. The windows of the new addition are “three dimensional” and will be consistent with the existing building. Individual storage units are in the center of the building therefore the corridors are adjacent to the windows, providing lighting and visible activity.

Finding: The proposed addition continues the general theme of the existing building and is consistent with the general neighborhood.

H. Landscaping is appropriate for the scale of the development.

Discussion: Landscaping will consist of trees planted within public way sidewalk improvements.

Finding: Landscaping is appropriate to the development.

I. The proposed development preserves historical, architectural and environmental features of the property.

Discussion: The existing warehouse is not listed on the historical register but is of an age that would qualify. The proposed addition is consistent with existing architecture. There are no other historical, architectural or environmental features on the site.

Finding: The development is appropriate.

J. Operating and delivery hours are compatible with adjacent land uses.

Discussion: Land uses on adjacent properties consist of vacant land, warehousing, office, retail and housing. The housing units are built above the retail portion of the Gateway Shopping Center across 500 West. The office portion of this project will have similar (or shorter) hours as the adjacent retail and office uses (which are generally 10:00 am to 9:00 pm). Storage access is available at other hours.

Finding: Hours of operation are consistent with adjacent land uses.

K. The proposed conditional use or, in the case of a planned development, the permitted and conditional uses contained therein, are compatible with the neighborhood surrounding the proposed development and will not have a material net cumulative adverse impact on the neighborhood or the City as a whole.

Discussion: The project is intended to provide storage needs for adjacent housing development. The land to the north is currently being considered for additional housing and parking.

Finding: The project will enhance the overall development goals of the City by providing storage for high-density residential development in an urban format.

L. The proposed development complies with all other applicable codes and ordinances.

Discussion: There are no outstanding issues that will prevent the proposed office/retail space from meeting City code.

Finding: The mini-warehouse/storage space will be required to meet all other City Codes prior to receiving a building permit.

Section 21A.54.150 Planned Developments

The purpose of a planned development is to provide flexibility in the ordinance to achieve the following objectives:

1. Creation of a more desirable environment than would be possible through strict application of other City land use regulations.
2. Promotion of a creative approach to the use of land and related physical facilities resulting in better design and development, including aesthetic amenities.
3. Combination and coordination of architectural styles, building forms and building relationships.
4. Preservation and enhancement of desirable site characteristics such as natural topography, vegetation and geologic features, and the prevention of soil erosion.
5. Preservation of buildings, which are architecturally or historically significant or contribute to the character of the City.
6. Use of design, landscape or architectural features to create a pleasing environment.
7. Inclusion of special development amenities.
8. Elimination of blighted structures or incompatible uses through redevelopment or rehabilitation.

All development in the G-MU Zoning District is required to be reviewed as a planned development. The proposed addition to the existing project is in conformity with objectives 3, 5, and 6 of Section 21A.54.150.

21A.54.150E - Other standards.

Standards for Planned Development Approval include the following:

1. It must meet the minimum lot size.

Discussion: All new construction is a planned development in the G-MU Zoning District regardless of lot size. There is no minimum lot size requirement.

Finding: The project meets the criteria.

2. Residential density may not be greater than the base zone.

Discussion: The base zoning has no density limitations. The project does not

contain a residential component.

Finding: Not applicable.

3. Reduced width streets must be properly engineered.

Discussion: There are no reduced street widths proposed as part of this project.

Finding: Not Applicable.

4. The perimeter side and rear yard building setback shall be the greater of the required setbacks of the lot or adjoining lot unless modified by the Planning Commission.

Discussion: There are no front or side yards required in the G-MU Zoning District.

Finding: The project meets this standard.

5. The Planning Commission may increase or decrease the side or rear yard setback where there is a topographic change between lots.

Discussion: The G-MU zone does not require side or rear yard setbacks.

Finding: Not applicable.

Additional G-MU requirements

The G-MU Zoning District prescribes building materials allowed for new development; 21A.31.010.P. Exemption or alteration of this criterion is allowed as part of section 21A.31.010.P.6. The primary finish material is brick and stucco. The Zoning Ordinance allows only minor portions (less than 30%) of the facade to be of stucco without Conditional Use Approval. The architecture of this addition is consistent with the existing building.

Section 21A.31.020.D.2 requires all development along the 500 West street frontage to have a residential component. Exceptions to this requirement are allowed as a conditional use according to 21A.31.020.D.4. The existing building and addition primarily face 100 South. The small frontage on 500 West is not being altered and is part of a separate lot, therefore this criteria is not applicable – there technically is no 500 West frontage.

Section 21A.31.020.E requires a minimum height of 25 feet for all new construction along 200 South and 45 feet for all new construction along 500 West. Exceptions to this requirement are allowed as a conditional use according to 21A.31.020.E.1. The site plan indicates a minor frontage 500 West, however the conditions are not being altered at this location, therefore the standard does not apply.

Subdivision requirements

Petition 490-06-18: A request by Ken Menlove for a preliminary subdivision for a storage facility at 510 West 100 South.

Planning staff has analyzed the requested subdivision as to its compliance with the requirements of the Gateway Mixed-use G-MU zone. The proposed lot meets the minimum requirements of 50 feet of street frontage. There is no minimum lot size required in the G-MU Zoning District.

STANDARDS FOR APPROVAL
MINOR SUBDIVISION APPROVAL CHAPTER 20.20

The Planning Commission, or designee, may, approve the proposed minor subdivision if the Commission finds that:

Standard A: The minor subdivision will be in the best interest of the City.

Discussion: The proposed subdivision complies with the City's Master Plans, specifically the Gateway Master Plan and the G-MU Zoning Ordinance.

Finding: The proposed subdivision is in the best interest of the City.

Standard B: All lots comply with the applicable zoning standards.

Discussion: The proposed subdivision meets the fifty foot minimum frontage.

Finding: The proposed lot compiles with all zoning standards.

Standard C: All necessary and required dedications are made.

Discussion: The Transportation Division has requested an easement across the property located at 500 West 100 South be acquired to guarantee access. The petitioner has agreed to that easement and it will be part of the final plat.

Finding: The subject subdivision has been reviewed by the Planning Division, Transportation Division and the Engineering Division; an easement is required to guarantee access as a condition of the proposed subdivision. Based upon acquiring that easement all reviewing parties recommend approval.

Standard D: Provisions for the construction of any required public way improvements are included.

Discussion: As a condition of the Engineering and Transportation Divisions some minor public way improvements are required as part of this subdivision as outlined above in this staff report.

Finding: Construction of the required public way improvements are a condition of this approval.

Standard E: The subdivision otherwise compiles with all applicable laws and regulations.

Discussion: The proposed subdivision has been reviewed and approved by all relevant City departments and complies with all applicable City and State laws and regulations.

Finding: *The proposed subdivision complies with this standard.*

RECOMMENDATION:

In light of the comments, analysis and findings noted above, staff recommends that the Planning Commission approve **Petition 410-06-08** with the following conditions:

- an access agreement over the corner property must be acquired,
- the public way improvements must be constructed on 100 South, and
- due to the restricted site maneuvering area and the proposed warehouse function, they have noted that the site be restricted to single unit truck and passenger vehicles.

Based on the findings of fact in this staff report, Planning Staff recommends that the Planning Commission grant preliminary approval of the Gateway Towne Storage Minor Subdivision, **Petition 490-06-18**, conditioned upon an easement be required to guarantee access to the site.

Doug Dansie
Principal Planner

Attachments: Exhibit 1 – Planning Commission Subcommittee notes, Exhibit 2 - Other Division Recommendations. Exhibit 3 – Community Council input. Exhibit 4 - Site Plan. Exhibit 5 – Elevations and Illustrations. Exhibit 6 - Preliminary plat.

Exhibit 1
Subcommittee notes

NOTES

Planned Development Subcommittee Meeting April 19, 2006 12:00 p.m.-12:40 p.m. Room 126

Commissioners present: Babs De Lay, Peggy McDonough, and Prescott Muir

Staff present: Doug Wheelwright, Joel Paterson, and Doug Dansie

Petition No. 410-06-08 – A request by Gateway Storage/Ken Menlove for a Planned Development for a storage warehouse at 510 West 100 South in a G-MU Zoning District. Petition No. 490-06-18 will also be considered, as a subdivision request to alter lot lines.

Applicants present: Ken Menlove, Burke Bradshaw, Gary Free, and James Glascock.

Presenter: Doug Dansie, Principal Planner

Mr. Dansie stated that the subdivision request from Ken Menlove is the expansion of an existing warehouse on the corner of 100 South and 500 West to be converted to mini-storage.

He noted that some lot lines are unique, but will be distributed between the Boyer Company and Ken Menlove due to the potential planned development requests. Apartments/Condos could be developed facing 500 West in the area once the lot lines are distributed.

Mr. Dansie stated that the interior would house the mini-storage units, providing for hallways where the windows are located.

Mr. Bradshaw stated that the fifth floor of the building was inappropriately proportioned and not useful to the building, therefore the new development would remove the fifth floor and place a brick and stucco façade on the front corner of the building. He stated that the main entrance would be at the corner of 500 West and would have an office in the front reception area. The applicants provided the following information regarding the future of the development:

1. A key-pad lock would be installed at the front and rear door for after-hour entry.
2. The building is approximately 68,000 square feet, with the average size of the storage unit would be 10' x 15', but include units ranging between 5' x 5' and 10' x 25' with a total of 435 units.
3. The main purpose is to provide warehousing options for residential and small business use.
4. The building is climate controlled, with the lighting sustained above the ceiling, enclosed with mesh to avoid tampering between units. No outlets or individual lights are located within the units to avoid individuals living in the units.
5. Matching brick, stucco façade, and window replacement will be part of the new construction.

Commissioner concerns:

- Exterior lighting & security cameras
- The only use for the property is storage units, rather than additional housing opportunities
- Large vehicle access

Commissioner suggestions:

- Possible conversion of the main floor into office space
- Potential of developing a store front area on the main floor

Exhibit 2
Division Recommendations.

Doug,

Thank you for sending the review request for the above referenced petitions located at 510 West 100 South. This location is not in an established Salt Lake City airport influence zone and does not present any observed impacts to airport operations. --
Allen McCandless, Planning Manager

From: Pack, Russ
Sent: Tuesday, April 04, 2006 12:30 PM
To: McCandless, Allen
Cc: Domino, Steve
Subject: FW: petitions 410-06-08 and 490-06-18

April 5, 2006

Doug Dansie, Planning

Re: Petition 410-06-08: by Gateway Storage/Ken Menlove for a Planned Development for a storage warehouse at 510 West 100 South in a GMU zoning district, also, **Petition 490-06-18** for a subdivision to alter lot lines.

The division of transportation review comments and recommendations are as follows:

500 West is a special Local roadway with one way median definition restricting this site to south bound right in / out only access along this frontage. 100 South is a local collector with two way traffic presently undefined one lane in each direction. (Future designation is for a five lane section to match the traffic pattern to the east.)

Per our DRT review December 1,2005 comments, we recommended that the parcel on the corner be combined with this site or a cross easement agreement be required. We also requested that public way improvements along 100 South, curb & gutter and driveway approach, be installed as needed to define the roadway function in coordination with Engineering reviews.

Due to the restricted site maneuvering area and the proposed Warehouse function, we have noted that the site be restricted to single unit truck and passenger vehicles, such that the public way circulation corridor is not impacted other than direct vehicular access.

Sincerely,

Barry Walsh

Cc Kevin Young, P.E.
Craig Smith, Engineering
Brad Stewart, Utilities
Larry Butcher, Permits
Brad Larson, Fire
File

-----Doug,

I do not have any CPTED concerns with this project based upon the supplied drawings.

J.R. Smith
SLCPD
Community Action Team

Doug, at the DRT meeting on 4/11/06, the Building Services Division raised the following issues relating to the proposed Gateway mini-storage warehouse (planned development).

- Planned Development approval required since addition exceeds 25%.
- Subdivision issues to be addressed by the Planning Division.
- Mini-warehousing is a conditional use in the G-MU zone.
- Trash dumpster, if planned must be screened with a 6' solid wall and gate.
- An address flag on the property indicates that a seismic analysis is required for the building.
- Parking strip and parking lot landscaping need to be brought up to current standards.
- Parking calculations will need to be provided.
- Service areas such as loading and unloading areas, trash pick-up etc., shall be located on the interior of the block.
- Need to comply with the G-MU Urban Design Regulations.

Alan R. Michelsen
Development Review Planner
Building Services and Licensing
Ph. 535-7142
Alan.michelsen@slcgov.com

Doug,

Public Utilities has no objection to the proposal. However, the water and sewer connections to the new building must meet current codes and standards. At the scale submitted I can't make out the detail, it appears that changes will be needed on sheet C-1. One building on one lot is only allowed one water culinary water service. These types of changes are not usually a big issue to developers.

Thanks,

Brad

Doug,

Please accept this note as Fire Department approval for the above named Petition. Note, this approval is for the Petition only, not for building permit.

Please feel free to contact me should you have any questions.

Thank you.

Brad Larson
Deputy Fire Marshal
Salt Lake City Fire Department
801-799-4162 office
801-550-0147
bradley.larson@slcgov.com

Exhibit 3
Community Council Input

Exhibit 4
Site plan.

Exhibit 5
Elevations and
Illustrations

Exhibit 6
Preliminary plat.