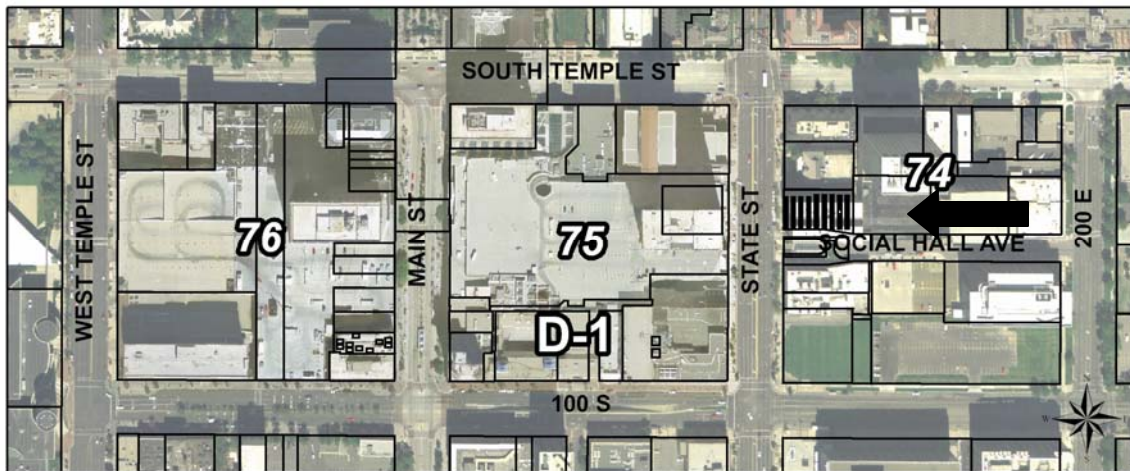


**DATE:** January 4, 2007  
**TO:** Salt Lake City Planning Commission  
**FROM:** Joel Paterson, Planning Programs Supervisor  
**RE:** **STAFF REPORT FOR THE JANUARY 10, 2007 MEETING**

---

**CASE#:** 410-06-41  
**APPLICANT:** Property Reserve, Inc.  
**REQUESTED ACTION:** Conditional Use approval to allow a modification of the mid-block height regulation in the D-1 Central Business District  
**STATUS OF APPLICANT:** Property Owner  
**PROJECT LOCATION:** 125 East Social Hall Avenue



**PROJECT/PROPERTY SIZE:** 0.6 acres  
**COUNCIL DISTRICT:** District 4,  
Councilmember Nancy Saxton  
**PROPOSED USE(S):** Parking structure proposed to exceed the maximum one hundred foot (100')

maximum building height for mid-block areas

**APPLICABLE LAND USE REGULATIONS:**

- Chapter 21A.54: Conditional Uses
- Section 21A.30.020.F D-1 District Special Controls Over Mid Block Areas

**SURROUNDING ZONING DISTRICTS:**

- North** – D-1 Central Business District
- South** – D-1 Central Business District
- East** – D-1 Central Business District
- West** – D-1 Central Business District

**SURROUNDING LAND USES:**

- North** – Office, Carlton Hotel
- East** – Parking structure
- South** – Parking, Office
- West** – Residential Condominium

**MASTER PLAN SPECIFICATIONS:**

The following master plans are relevant to the review of the petition being reviewed in this staff report:

- The Downtown Master Plan (1995)
- The Urban Design Element (1990)

**SUBJECT PROPERTY HISTORY:**

The subject property is occupied by a long standing parking structure.

**ACCESS:**

The subject property only has vehicle access via Social Hall Avenue.

**PROJECT DESCRIPTION:**

The petitioner plans to demolish the existing seven story parking structure and construct a new parking structure with eleven (11) above grade parking levels. Along the Social Hall Avenue frontage, the parking structure is approximately one hundred feet tall (top of deck elevation on the upper parking level is 95'3"), with the exception of the elevator tower on the southwest corner, which is approximately one hundred twenty-four feet (124') above grade. On the west elevation of the parking structure, the plans indicate that the building height varies between approximately ninety-six feet (96') in the center, to approximately one hundred and six feet (106') at the northwest corner of the structure. The elevator tower at the southwest corner of the structure measures approximately one hundred twenty-four feet (124') on the west elevation. The north elevation has a building height that varies from approximately ninety feet (90') to approximately ninety-three feet (93').

The new parking structure will be integrated with the existing parking structure located immediately to the east. Connecting the two parking structures allows the circulation within the new structure to be much more efficient. The exterior materials will be a combination of glass, brick and concrete. The street level façade on Social Hall Avenue has been designed to meet the D-1 urban design standards by providing a minimum of forty percent glass and providing space for retail, office or restaurant use along the front façade on the ground level.

**COMMENTS:**

This project was reviewed at a Development Review Team (DRT) meeting on December 7, 2006. The following comments were submitted by City Departments/Divisions:

**City Departments and Divisions:**

**A. Public Utilities Department (Brad Stewart)**

The Public Utilities Department found no conflicts with the request for additional building height. When future uses are identified for the leaseable space, plans must be reviewed by the Public Utility Department. Any restaurant uses will require grease traps.

**B. Engineering Division (Craig Smith)**

Public way permits will be required. No concerns were raised regarding the request for additional building height.

**C. Building Services and Licensing Division - Permits (Ken Brown)**

The parking structure will be required to meet the D-1 urban design standards, including forty percent (40%) glass and first floor retail and or service establishment uses at the ground level.

**D. Transportation Division (Barry Walsh)**

The Transportation Division raised no concern regarding the request for additional building height. Because of the open upper levels, the design must accommodate snow and ice accumulation and provide systems to handle run-off. No concerns were raised regarding the circulation or parking layout. The parking stalls and configuration must meet the City's design standards.

**E. Fire Department (Wayne Leydsman)**

The Fire Department noted that fire protection access may be an issue because of the difficulty to access all sides of the parking structure. The site plan indicates that the parking structure will be setback from the west and north property lines. The lower levels of the parking structure will have fire sprinklers. Upper levels will be open and will have standpipes. Final designs must be reviewed and approved by the Fire Department.

## **Community Councils:**

A letter was sent on December 21, 2006, to the Central City and Downtown Community Council chairs requesting any comments on the proposed conditional use request. No comments or request for additional information have been received.

## **ANALYSIS AND FINDINGS:**

In reviewing this proposed development, the Planning Commission must make findings with respect to conditional use standards.

### **21.54.080 Standards for Conditional Uses**

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

**Discussion:** The Table of Permitted and Conditional Uses for Downtown Districts (21A.30.050) lists off-site parking as a permitted use. Section 21A.30.020.F.3 allows for the Planning Commission to grant a modification of the one hundred foot (100') maximum building height regulation for buildings at mid-block locations through the conditional use process subject to the requirements of Section 21A.54 of the Zoning Ordinance.

**Finding:** The proposed parking structure is a permitted use. The standards of the D-1 District allow for additional building height through the conditional use process.

#### **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 Downtown Master Plan and the Urban Design Element are the primary planning documents guiding new development in the Central Business District.

The **Downtown Plan**, adopted in 1995, has a stated purpose of articulating the vision of Downtown by formulating public policies, identifying needed public facilities and involving the necessary public commitment to achieve the vision, goals and objectives. The Downtown Master Plan includes the following goals that are relevant to the development of the proposed parking structure being constructed in conjunction with the City Creek Center:

*Plan to develop a critical mass of political commitment, implementation strategies, public capital investment, private investment and people to establish Downtown as the growth center of the region (page 6).*

*Establish Downtown as a well-planned, desirable and diverse activity center serving the needs of a sizable 24-hour population (page 8).*

*Preserve and reuse our existing physical environment while providing for orderly transition of certain land uses and creating a new expectation of uncompromising quality for future Downtown developments (page 10).*

The **Urban Design Element** was adopted in 1990, with the stated purpose of articulating the City's urban design policies. Relevant policy concepts identified in the Urban Design Element include:

*Maintain the City's Central Business District as the visually dominate center of the City form (page 8).*

*Emphasize the important role of all development in establishing the City's urban form (page 11).*

*Preserve prominent view corridors and city vistas. Prominent land forms, buildings, and monuments should remain clearly visible as city landmarks. Special attention should be given to the design of buildings adjacent to prominent view corridors (page 22).*

*Maintain a pedestrian-oriented environment at the ground floor of all buildings (page 49).*

*Reinforce desired land use patterns by providing links among individual developments and the surrounding areas and improving pedestrian circulation (page 87).*

The proposed parking structure is designed to integrate internal circulation with the parking structure to the east. This allows a more efficient design and improves circulation in both structures. The proposed parking structure will provide parking for office tenants on Block 75, the proposed Harmon's grocery store and future uses that will be developed on Block 74.

Because the proposed parking structure will be integrated with the structure to the east, the floor heights of the two structures must correspond with each other. The parking structure meets the maximum building height requirement of one hundred feet (100') with the exception of the elevator tower at the southwest corner of the building which is approximately one hundred twenty-four feet (124') above grade and along the west elevation were the northwest (approximately 106') and southwest (approximately 124') portions of the parking structure exceed the maximum building height. Table 21A.36.020.C Height Exceptions, allows Elevator towers to exceed the maximum allowed building height by sixteen feet (16'). The elevator tower needs to be a certain height above the highest floor it serves, as such; it will be above the maximum building height by approximately eight feet (8') when the sixteen foot (16') height exception for elevator tower is taken into consideration, and is therefore, subject to conditional use approval.

**Finding:** The proposed parking structure is intended for use by office tenants and customers visiting the City Creek Center, the proposed Harmon's grocery store, and other existing and future land uses on Block 74. The construction of this parking structure is integral to the redevelopment of Blocks 74, 75, and 76 and is in harmony with the general purposes of the Zoning Ordinance and the relative master plans. Because the area of the proposed parking structure that will exceed the maximum building height is minimal, the additional building height will not have a significant impact on the urban design of the Central Business District. The proposed parking structure planned to be taller than the existing structure and will have some visual impact on residents of the Belvedere condominiums.

**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 parking structure is replacing an existing parking structure. The proposed parking structure allows vehicle access from Social Hall Avenue. The Transportation Division has reviewed this proposal and has not indicated any concern regarding the access or the ability of the street to accommodate the proposed use.

**Finding:** The streets are suitable and adequate to serve the new parking structure.

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

**Discussion:** The proposed parking structure has been designed to connect with the parking structure to the east to allow internal circulation through both structures. Because of this, the parking levels of both parking structures have to be at the same elevation. As such, the proposed parking structure will increase in height from seven stories to eleven stories to match the height of the parking structure to the east.

As part of petition 400-06-38, the petition is proposing to extend the Social Hall Avenue pedestrian tunnel to the east to provide an underground connection to the proposed parking structure. This extension of the pedestrian tunnel would connect Block 75 with the proposed parking structure that will provide parking for office tenants on Block 75 and public parking for the customers of City Creek Center, the proposed Harmon's grocery store and the general public.

The Transportation Division has reviewed the proposed plans and has not expressed any concern regarding the design of the circulation system. The final design plans will be reviewed by the Transportation Division to ensure that all of the City's design requirements for parking are met.

**Finding:** The internal circulation system of the proposed parking structure appears to be properly designed and must meet City standards.

**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:** The Public Utility Department is reviewing the adequacy of the existing utility system in this area comprehensively as part of the overall development of City Creek Center. The Public Utility Department has not raised any concerns about the proposed request for additional building height.

**Finding:** The site is located in an existing developed area. Final designs of the parking structure must be reviewed by the Public Utility Department and meet all City Standards. It appears that the proposed parking structure will not have any adverse impact on the existing public utility system.

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

**Discussion:** The parking structure is located in the D-1 District and is a permitted use. The Zoning Ordinance requires any lighting to be shielded to prevent direct rays of light from shining onto adjoining properties (21A.44.020.4 Lighting). Noise standards are enforced through the Salt Lake County Health Department. The Belvedere condominiums are located to the west of the proposed parking structure. The west elevation of the parking structure will be a solid wall constructed of concrete and brick. This will mitigate impacts on the Belvedere condominiums from light and noise generated from the parking structure. The parking structure being demolished has seven (7) above grade levels. The proposed parking structure will have eleven above grade levels and will be similar in height to the parking structure located to the east. Increasing the number of stories will have an impact on the views from the Belvedere condominiums; however, with the exception of the elevator tower, the proposed parking structure meets the maximum building height regulations of the D-1 District.

**Finding:** The proposed parking structure has been designed to limit light and noise impacts on adjoining properties. The new parking structure must meet Zoning Ordinance requirement to limit impacts from light. Salt Lake County Health Department noise standards must be met.

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

**Discussion:** The proposed parking structure will be constructed of concrete and will include decorative brick and glass. These materials are consistent with materials used in this vicinity.

**Finding:** The proposed architecture and building materials are compatible with the adjacent neighborhood.

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

**Discussion:** No landscaping is required on this site. The public right-of-way improvements must meet City standards. Street trees currently exist on this street.

**Finding:** No landscaping is required on-site. Public way improvements must meet City standards.

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

**Discussion:** No designated historical, architectural, or environmental features exist on this site. The Social Hall Avenue pedestrian tunnel includes a museum that has information regarding the original Social Hall building which no longer exists. The development of the new parking structure does not negatively impact this historic feature.

**Finding:** There are no designated historical, architectural, or environmental resources on the site.

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

**Discussion:** The parking structure is intended for use by residents, tenants and customers of the City Creek Center. Most of the parking will occur during business hours but residents may use the structure at any time.

**Finding:** The adjacent land uses are commercial, office, and residential. The operating and delivery hours are compatible with adjacent land uses located within the Central Business District.

**K. The proposed conditional use is 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 conditional use request for additional building height is compatible with the surrounding development. The new parking structure is replacing an existing parking structure and will not create any additional impacts on the surrounding neighborhood.

**Finding:** The proposed parking structure is compatible with the neighborhood surrounding the site and will not have a material net cumulative adverse impact on the neighborhood or the City as a whole.



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

**Discussion:** The proposed parking structure must meet all applicable City Code requirements. The parking structure, with the exception of the elevator shaft is 100 feet or less in height and meets the maximum mid-block building height requirement. The Zoning Ordinance (Table 21A.36.020.C Height Exceptions) allows elevator towers to exceed the maximum building height allowed by the zoning district by sixteen feet (16'). The proposed elevator tower is twenty-four feet (24') above the maximum building height allowed for mid-block areas in the D-1 District. The west elevation also indicates that the building height at the northwest corner of the structure is approximately one hundred and six feet tall. However, the D-1 District includes a provision that allows the Planning Commission to grant additional building height through a conditional use process. The additional four feet (8') of building height must be approved by through the conditional use process.

**Finding:** The proposed parking structure will comply with all other applicable codes and ordinances. A conditional use approval is required to allow the elevator shaft to reach a height of approximately one hundred twenty-four feet (124') above grade and to allow the additional height (approximately 6') on the west elevation.

**RECOMMENDATION:**

Based on the Findings of Fact with the conditions listed below, Staff recommends that the Planning Commission approve this Conditional Use request to allow the parking structure to exceed the one hundred foot (100') maximum building height for mid-block areas in the D-1 District to allow construction of the parking structure as presented, subject to:

1. Substantial conformance with the plan reviewed by the Planning Commission; and
2. Compliance with all applicable City Code requirements and Department and Division Comments.

**Attachments:**

Exhibit A: Site Plan and Elevations

Exhibit B: Development Review Comments

**EXHIBIT A**  
**SITE PLAN AND ELEVATIONS**

Staff Report, Petition Number 410-06-41  
by the Salt Lake Planning Division

**EXHIBIT B**  
**DEVELOPMENT REVIEW TEAM COMMENTS**

Staff Report, Petition Number 410-06-41  
by the Salt Lake Planning Division