

**DATE:** July 5, 2007  
**TO:** Salt Lake City Planning Commission  
**FROM:** Nick Norris, Principal Planner at 535-6173 or  
nick.norris@slcgov.com  
**RE: STAFF REPORT FOR THE JULY 11, 2007 PLANNING COMMISSION  
MEETING**

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**CASE #:** 410-07-04  
**APPLICANT:** Trolley Square LLC, represented by Mark Blancarte  
**REQUESTED ACTION:** A request by Trolley Square Associates, LLC, for a  
Planned Development.  
**STATUS OF APPLICANT:** Property owner  
**PROJECT LOCATION:** Approximately 602 East 500 South



**PROJECT/PROPERTY SIZE:** 10.33 acres  
**COUNCIL DISTRICT:** District 4, Councilmember Nancy Saxton  
**PROPOSED USE(S):** Retail Shopping Center

**SURROUNDING ZONING DISTRICTS:**

**North** CS Community Shopping  
**South** RMF-45 Moderate/High Density Multi Family Residential District  
RMF-30 Low Density Multi-Family Residential District  
**East** CS Community Shopping  
CB Community Business  
RB Residential Business  
RMF-45 Moderate/High Density Multi Family Residential District  
**West** CN Neighborhood Commercial  
RO Residential Office

**SURROUNDING LAND USES:**

**North** Commercial/Office  
**South** Single family detached housing, multi family housing, Trolley Square surface parking lot  
**West** Commercial, multi family housing  
**East** Commercial, multi family housing

**APPLICABLE LAND USE REGULATIONS:**

Section 21A.26.040 CS Community Shopping District  
Section 21A.54.080 Standards for Conditional Uses  
Section 21A.54.140 Conditional Use Approvals and Planned Development  
Section 21A.34.020 H Historic Preservation Overlay District

**ACCESS:**

Access to the property is from 500 South, 600 South, 600 East, and 700 East.

**PROJECT DESCRIPTION:**

The owners of Trolley Square are proposing to redevelop the site. The proposed redevelopment includes the construction of several new buildings, the relocation of several historic structures and the installation of various site features throughout the development.

The proposal calls for a new structure where the northeast surface parking lot is. The structure will be approximately 52,293 square feet. The structure would be approximately 45 feet high at the entrance feature with the rest of the roof line at thirty eight feet eight inches.

The proposed planned development includes a 10,372 square foot addition onto the west side of Building A.

The proposed addition would be approximately twenty eight feet four inches in height. The mission style arch on building A is approximately thirty six feet eight inches high. Proposed Building P consists of a below grade parking structure with retail structures on top.

Building P central would be approximately 15,287 square feet. The east elevation would be approximately twenty four feet four inches above the established grade. For comparison, Building D (the main trolley barn) is approximately thirty six feet eight inches above the existing grade. The existing grade within the block is approximately eight feet higher than the sidewalk grade at mid block. The difference between the grades increases to the south towards 600 South and decreases to the north.

On June 6, 2007 the Historic Landmark Commission approved the relocation of the sand house (bank building), water tower, trolley car and entry sign on 500 South pending Planning Commission approval of the site plan and Historic Landmark Commission approval of the new construction and major alterations. The property is zoned C-S Community Shopping District.

**MASTER PLAN  
SPECIFICATIONS:**

The Central Community Master Plan designates the property as Community Commercial

**COMMENTS:**

**DEPARTMENT COMMENTS**

Copies of the submitted petition and plans were routed to the City Departments and Divisions that have some jurisdiction over this proposal. In addition, the project was reviewed by the Development Review Team. The comments and notes are attached to this report. The requirements of the Departments and Divisions are established by existing City Ordinances and adopted codes. Therefore, the comments from the City Departments and Divisions are required to be met if the proposed project is approved by the Planning Commission and the Historic Landmark Commission.

The proposed plan was sent to Urban Forestry for comments. The comments from the Urban Forester indicated that they would like to see a plan and review done by an Arborist that analyzed the overall health of all of the street trees, indicated a protection plan for the trees during the construction process and to review the possibility of transplanting trees that can be transplanted.

## **PUBLIC COMMENT**

An open house for the proposed development was held on April 2, 2007. An open house was held because the proposed project is located within 600 feet of a border between the Central City Community Council and East Central Community Council. Approximately 10 people signed the roll for the open house and no written public comments were received.

In addition to the open house, the Historic Landmark Commission and the Planning Commission held issues only hearings where public comment was received. At the Historic Landmark Commission Hearing held on June 6, 2007 the public raised several concerns with the project, including the protection of the existing street trees, the historical planting patterns and the view of the existing structures, particularly from the north, east and west. The public felt that the proposed new buildings would block the views of the existing structures, particularly building B, which is located in the middle of the block. The views into the site from 600 East were also a concern.

At the Planning Commission Hearing held on June 13, 2007, the public raised similar concerns to those raised at the Historic Landmark Commission Hearing. The overall impact of proposed Building C, including the size of the building, the height, parking, the north elevation, and the location of the service/loading area, were the primary area of focus. Pedestrian connectivity, particularly along 500 South at 600 East and 700 East, was also discussed at both public hearings. The visual impact of proposed Building P and the addition to Building A were listed as concerns. The importance of the existing street trees was also discussed by the Planning Commission and the public. In terms of parking, the public comment was directed towards the idea that parking is driving the development.

In response to the public comments that have been received, the petitioner modified their plans. The secondary access onto 700 East was abandoned which will preserve two of the street trees along 700 East. The parking ramp on the east side of Building C was modified with the addition of a screen wall and increased landscaping. A pedestrian access was added to the northeast corner. The entry feature at the corner was modified so that the two existing trees could be preserved. The entrance to Building C was modified so that it is not as wide as originally presented. The service area to Building C has been fully enclosed with roll up screen doors. The north elevation was modified to include cut outs and some three dimensional elements were added to break up the expanse of the wall. Landscaping was increased around the service area. A total of 46 trees were added to the north elevation and around the service area. The height of the addition onto Building A was lowered so that more of the defining features of the west façade are visible. A direct pedestrian access to the Building A addition was added. The roofline of the addition was modified by removing the swooping arch to make the addition less imposing on the existing structures. The height of Building P was also lowered to make the existing structures more visible.

## **STAFF ANALYSIS AND FINDINGS**

The planning commission shall only approve, approve with conditions, or deny a conditional use based upon written findings of fact with regard to each of the standards set forth below

and, where applicable, any special standards for conditional uses set forth in a specific zoning district. For Planned Developments, the Planning Commission may change, alter, modify or waive any provisions of the Zoning Ordinance or of the City's subdivision regulations as they apply to the proposed development if the change, alteration, waiver or modification will achieve the purpose for which a planned development may be approved and will not violate the general purposes, goals, and objectives of the Zoning Ordinance and of any plans adopted by the City.

### **Conditional Use Review**

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

**Analysis:** A planned development is a specific type of conditional use. Zoning Ordinance Section 21A.26.040(C) requires all new construction of principle buildings, uses or additions that increase the floor area over twenty five percent (25%) be reviewed as a planned development. This proposal would increase the floor area by approximately 92,173 square feet or forty two percent (42%).

**Finding:** The proposed development is required by section 21A.26.040(C) to be processed as a planned development, which is a specific category of conditional use.

**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;**

**Analysis:** The purpose of the CS Community Shopping District zoning designation is “to provide an environment for efficient and attractive shopping center development at a community level.” The purpose of the proposed development is to increase the lease able area of Trolley Square and add room for an anchor that would add to the vitality of the shopping center.

The subject property is located in the areas covered by the Central Community Master Plan. The future land use map in the plan designates the property as Community Commercial. The Community Commercial designation is discussed on page 39. The Plan states that:

The Community Commercial designation provides for the close integration of moderately sized commercial area with adjacent residential neighborhoods. Examples include, but are not limited to grocery stores, hardware stores and garden centers. The Community Commercial land use designation also supports businesses with drive through facilities, professional offices, automobile services, small retail sales and services, small scale assembly and distribution, and repair services.

The land use goals associated with commercial uses include improving the current economic diversity, reduce the encroachment of commercial uses into residential neighborhoods, promote pedestrian oriented business, etc. The plan lists minimizing the negative impacts of Trolley Square as a main issue in the discussion of the Central City Neighborhood Planning Area (pg 14). Parking and congestion are two main concerns with Trolley Square as identified in the Central Community Master Plan. The parking requirement for shopping centers over 50,000 square feet is 2 spaces per 1,000 square feet of space. According to the plans submitted with the petition, Trolley Square currently has a gross square footage of 219,847 square feet. The proposal would increase that to approximately 312,020 square feet. Based on this square footage, a total of 624 stalls would be required. The proposal indicates a total of 858 parking stalls on the block and in the surface parking lot to the south. Because parking ratios were mentioned during the issues only hearing on June 13, 2007, staff analyzed the parking requirements of some of the surrounding cities. The public specifically mentioned parking at Foothill Village as a comparison. The typical parking ratio for commercial developments in Sandy, Murray, and West Jordan is four to five stalls per one thousand square feet. According to the management company, Foothill Village has 891 parking stalls and a total square footage of 267,650. The parking ratio for Foothill Village is approximately 3.3 stalls per thousand square feet. The parking ratio of Trolley Square would be 2.7 stalls per thousand square feet.

**Policy CLU-1.0 Provide a range of commercial land uses in the Central Community.**

**CLU-1.1 Neighborhood Commercial:** Encourage neighborhood-friendly commercial land use areas in the Central Community that are compatible with the residential neighborhood character, scale, and service needs and support the neighborhood in which they are located.

**CLU-1.2 Community Commercial:** Locate community level retail sales and services on appropriate arterials and do not encroach upon residential neighborhoods or generate community-wide parking and traffic issues.

**Design Guidelines for Residential Historic Districts:** This publication discusses developments within the historic districts in the City, including the Central City Historic District. The primary goal for the Central City Historic District is preserving the overall scale and simple character of buildings in defining the streetscape. In terms of commercial areas, the design guidelines list several standards, including minimizing the visual impacts of automobiles by screening parking areas, screening service areas, minimizing the impact of signs, and shielding lights that may create a nuisance for the residential uses that are next to commercial uses. Trolley Square is bounded on all four sides by public streets with mature street trees. 700 East, 500 South and 600 South are identified by the Transportation Division as major Arterials. The streets provide a large buffer between the retail center and the residential neighborhood.

**Policy HP-1.0 Central Community gives high priority to the preservation of historic structures and development patterns.**

**HP-1.4** Encourage new development, redevelopment and the subdivision of lots in historic districts that is compatible with the character of existing development of historic districts or individual landmarks.

**Policy HP-3.0 Continue implementation of the Design Guidelines for Residential Historic Districts in Salt Lake City to ensure the compatibility of new construction with existing historic buildings.**

**HP-3.1** Enforce regulations pertaining to historic districts and landmark sites.

**HP-3.2** Ensure building construction is compatible with existing historic structures.

**Finding:** The Central Community Master Plan supports retail development when it is compatible with the surrounding land uses and when it is located along major arterials and does not encroach into adjacent neighborhoods. Trolley Square is located along three major arterials and is an existing retail center that occupies an entire city block. The proposed alterations to the site will be reviewed by the Historic Landmark Commission prior to the Planned Development being certified by the Planning Director to ensure compliance with adopted policies and guidelines for historic preservation.

**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;**

**Analysis:** The applicants submitted a traffic impact study as part of this petition. The study was sent to the Transportation Division for review. The findings of the study revealed that the proposed project would drop the level of service for the surrounding intersections, but the intersections would continue to operate at an acceptable level of service. The study does recommend adding a protected/permitted left turn for north and southbound traffic on 700 East at 600 South. 700 East is a State road and is under the jurisdiction of the Utah Department of Transportation (UDOT).

The proposal modifies multiple access points to the site. The modifications on 500 South (a slight shift to the west) and 600 East (a new access point) are minor changes and will not add or reduce to the existing number of travel lanes.

The proposed modifications to the existing accesses and proposed new access points should adhere to all applicable regulations of the agency with jurisdiction over the street adjacent to the proposed access. UDOT approval is required for all modifications to the traffic signals and access points on 700 East.

**Finding:** The proposed development will add vehicles to the existing surface streets and increase the daily number of trips to the site. The existing streets adjacent to the proposed

development are capable of operating at an acceptable level of service provided the recommendations in the submitted traffic study are implemented and that all applicable Federal, State or City regulations are adhered to.

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

**Analysis:** The proposal includes relocating the access onto 500 South. The proposed access would be shifted to the west approximately sixty (60) feet. A proposed vehicular connection to 600 East would provide a continuous direction of travel for private vehicles and emergency vehicles. The proposal includes relocating the existing 700 East access approximately forty (40) feet to the south. The current access point near the southwest corner of the site will be used to access the service area for the mall. A new access for a proposed parking structure on the west side would be located approximately twenty (20) feet from the driveway for the service area. The parking structure would exit onto 500 South near the current exit for the existing parking structure. The existing access point to the parking structure on 600 east would be closed and new curb, gutter, and sidewalk installed. This area will also be reclaimed as landscaping.

City ordinance and adopted standards regulate all off street parking areas and the construction of the parking structures, including ramp angles, parking stall dimensions, drive aisle widths etc. The proposed internal circulation system must adhere to applicable standards adopted by the City.

On 600 East, a direct pedestrian access to the main trolley barn would be added. The access would be approximately twenty (20) feet wide, with a landscaping strip on the north side that is approximately ten (10) feet wide and a fifteen (15) foot landscaping strip on the south side. The access would be in line with the main entrance to Building D. Pedestrian access along 600 South would be enhanced by adding ADA compliant ramps directly to Building D. From 700 East, pedestrians would access the site from walkways along the sides of the vehicular access driveways. Paving materials that differ from the parking lot would be used to clearly identify the pedestrian walkways. A new pedestrian access is planned at the 700 East and 500 South corner. This area currently does not have a pedestrian access. Pedestrians on 700 East either have to walk west down 500 South or 600 South to enter the site. Adding a direct connection at this location would increase the walk ability of the area by providing a more direct pedestrian connection to the proposed building C and to the site. Along 500 South, a pedestrian access to the proposed addition to Building A has been added to the northwest corner of the building.

**Finding:** The internal circulations system is adequate and designed properly if all applicable city ordinances and regulations are adhered to.

**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;**



**Analysis:** Public Utilities have reviewed the proposal and have indicated in their comments that utility services can be provided to meet the proposed development. All of the requirements of Public Utilities are required to be adhered to.

**Finding:** Existing and proposed utility service are adequate for the proposed development and will not have an adverse impact on adjacent land uses or resources. The design of all utility systems shall adhere to all applicable regulations and standards adopted by the City.

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

**Analysis:** Trolley Square occupies an entire city block and is surrounded on all sides by mature trees. The trees provide a buffer for the land uses that are located near the site. There are residential uses to the east, west, and south. The proposed new development primarily occurs on the northeast corner of the site and along 600 East.

All lighting that could impact the residential uses in these areas should be appropriately screened so that there are no adverse impacts. Due to the Landmark status of the site, any exterior lighting must be approved by the Historic Landmark Commission or its designee. The role of the Planning Commission is to reinforce City Ordinance regulating the impacts of outdoor lighting on adjacent land uses.

Commercial land uses do generate noise. Noise is typically associated with delivery vehicles, general services, special events, etc. The City has adopted ordinances that regulate noise and defines when noises are considered a nuisance. All applicable ordinances and regulations that apply to noise nuisances must be adhered to.

The visual impacts of the proposed development have been identified as a major issue of this development. Comments have been received regarding the impact the new buildings would have in terms of blocking the views of the existing structures, specifically along 600 East and 700 East.

On 600 East, the current view of the existing buildings is blocked by the street trees and the parking structure. The parking structure limits access to the site. The new development would provide a new visual corridor between Buildings A and B by connecting the drive aisle directly to 600 East. A new view corridor of Building D would be created by a pedestrian access from 600 East. The pedestrian access would be approximately 65 feet wide and include stairs and landscaping on each side of the stairs. There would also be a canopy over the stairs to the parking structure. The proposal is to reuse a canopy that currently covers the walkway to the existing parking structure. The canopy would block a portion of the view into the site.

Proposed Building C would block the views of a portion of the north elevation of Building D and the east elevation of buildings A and B along the north half of 700 East. There are large Plane trees planted adjacent to the sidewalk in this area that blocks a portion of the

view from motorists. Other objects that block the views from this area include the sand house and the trees that are on the interior of the block. The north elevation of proposed Building C is adjacent to 500 South and is programmed as the “back of house” for the proposed use and houses the loading and unloading areas, refuse and recycling containers, and store room. In addition, the area also includes a parking ramp and parking located inside level 2 of the structure and on the roof. In analyzing the location of the service area for Building C, alternative locations were considered by staff. Staff determined that the proposed location has the least impact to the historical nature of the site. The design of the north wall should be done so that it does not create a large blank wall but instead creates a wall that provides some visual interest and enhances the pedestrian experience. The loading/unloading area is screened by a roll up door and vegetation. The landscaping plan indicates approximately twenty one trees in the area around the service area. The Historic Landmark Commission will review the architecture of the building but it is appropriate for the Planning Commission to discuss the screening of this area.

**Finding:** The Trolley Square block has mature Plane trees on all 4 sides that adequately buffer the uses on the site from other land uses in the area. The service areas should be properly screened so that they do not diminish the aesthetics of the site.

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

**Analysis:** Trolley Square is located within the Central City Historic District and is listed as a designated Landmark Site on the City’s Registry of Cultural Resources. Therefore, the architecture and building materials are subject to the standards found in Zoning Ordinance section 21A.34.020 Historic Preservation Overlay District. The Historic Landmark Commission will review the new construction and alterations to existing structures during a public hearing to be held if the Planning Commission approves the conditional use for a planned development. The Historic Landmark Commission will have the final approval authority due to the fact that the regulations of the h Historic Overlay District govern the project relating to architecture.

**Finding:** The subject property is located within the Central City Historic District and is designated as a Landmark Site on the City’s Register of Cultural Resources. Therefore, the architecture and building materials are subject to review from the Salt Lake City Historic Landmark Commission. Staff recommends that the Planning Commission delegate final approval of the architecture and building materials to the Planning Director to be consistent with the approval of Historic Landmark Commission.

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

**Analysis:** The purpose of Zoning Ordinance Section 21A.48 is to provide landscaping and buffering that fosters aesthetically pleasing development which will protect and preserve the appearance, character, health, safety and welfare of the community. Currently, Trolley Square has very little landscaping on site. The landscaping that is present is primarily found within the current surface parking area and in a plaza on the

west side of the main trolley barn. The proposal would remove the parking lot trees from the northeast corner surface parking lot to accommodate proposed Building C.

Around Building A, eight (8) new trees will be planted, one on the north side of the structure, 2 on the east and 5 along the south side of the building.

Five new trees will be planted along the north side of Building B. The east side of Building B will have 5 new, smaller ornamental trees planted. Four new trees will be planted along the west side of Building B.

Building C will see four (4) large trees planted along the north elevation near the loading area. In addition, thirty six smaller trees will be planted along the north side of the building. Twelve trees will be planted along the east side of the structure, including 2 new trees in the park strip where the existing vehicle access is located. The north side of Building B will have five (5) medium, upright branching trees installed. Ten (10) trees will be planted along the west side of the building. This is in addition to the five (5) trees planted along the east side of Building B.

Building D will have 12 new trees planted along the west side of the building. The landscaping along the east and south side will not change with the exception of some areas on the south side of the building being replanted after existing staircases are removed.

Building P will have 12 new trees planted along the west side of the building and in the staircase area. This is in addition to the other trees already discussed that are to be planted on the west side of Buildings B and D.

The park strips that surround Trolley Square are landscaped with mature trees and sod. The mature trees provide a buffer between Trolley Square and the nearby land uses. The proposal does include the removal of seven (7) trees on public property to accommodate proposed access points to the site. The trees include three (3) Plane Trees, three (3) Austrian Pines and one (1) Norway Maple. The applicants are proposing to replace all removed trees with a compatible species. The trees should be transplanted if possible. One street tree will be planted for each street tree that is proposed to be removed. The historic planting pattern of the street trees helps to create an historical unified pattern for the streetscape. If the site plan and all proposed accesses are approved, the trees should be replaced with trees similar in species to the existing trees. The trees should be large enough to make a visual impact and be planted in a manner that is consistent with the historical planting pattern of the streets where the trees are located. A minimum caliper tree of 2 inches is recommended.

The landscaping plan has been routed to the Urban Forester for review. The applicants have hired an arborist to analyze the overall health of all of the street trees. The Urban Forester is charged with the management and care of all trees located on public property, including the park strip. The proposed changes to the street trees surrounding the site should be approved by Urban Forestry prior to any trees being removed or planted. Construction activity can impact the overall health of trees. In order to help protect the

public trees, a construction mitigation plan should be approved by the Urban Forestry in order to insure the publicly owned trees are as protected as possible.

**Finding:** The landscaping is appropriate for the size of the development because the purpose of Zoning Ordinance Section 21A.48, which is to “provide landscaping and buffering that fosters aesthetically pleasing development which will protect and preserve the appearance, character, health, safety and welfare of the community”, is fulfilled. Staff recommends that the Urban Forester approves all street tree removals, transplanting of trees and proposed new street trees. A mitigation plan to remove and replace existing public street trees shall be submitted to Urban Forestry for approval prior to construction.

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

**Analysis:** The subject property is located within the Central City Historic District and is on the City’s Registry of Cultural Resources. Therefore, it is subject to approval from the City’s Historic Landmark Commission. The proposed development does include some modifications to the existing structures in Trolley Square. There will be some exterior modifications to Building D. The changes include the removal of a second level balcony on the north side of the structure that was added in the early 1990’s. A staircase and elevator shaft on the west side of the structure will be relocated to the south and be adjacent or within an addition that was constructed in the 1980’s. Some repair work and replacement of existing glazing will also be performed.

The proposal includes an addition to Building A. The addition would add approximately 10,372 square feet. The architecture of the new building will be reviewed by the Historic Landmark Commission to insure it is compatible with the site.

Building B will see some minor modifications, including restoring the glazing along the east façade. There are not any zoning issues with Building B due to the limited nature of the modifications to the structure.

On June 6, 2007, the Historic Landmark Commission granted approval to relocate the water tower, entry sign on 500 South, the trolley car and the sand house (bank building) to new locations within the site. The water tower will be shifted approximately twenty (20) feet to the south and the entry sign will be shifted approximately forty (40) feet to the west. The proposal would relocate the sand house to the west side of the block along the 600 East frontage. In approving the relocations of these structures, the Historic Landmark Commission required that the proposed locations be reviewed by the Planning Commission as part of the Planned Development process.

**Finding:** The architecture and building materials shall be reviewed by the Historic Landmark Commission prior to start of construction to insure the architecture and materials are compatible with the site and the Central City Historic District.

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

**Analysis:** The operating hours of the Trolley Square are not expected to change. Trolley Square’s business hours vary due to the variety of uses. The retail businesses are generally open from 10:00 a.m. to 9:00 p.m. The restaurants are open as late as 11:00 p.m. The private clubs are typically open as late as 1:00 a.m. with employees and patrons leaving as late as 2:00 a.m.

The regular maintenance of the site could create a noise nuisance if done with loud equipment and done during night time hours. Salt Lake City Code section 9.28.040 prohibits certain noises, including power equipment, during the night time hours.

Idling delivery trucks create a noise nuisance and also reduce air quality. Special provisions may be necessary to reduce the impacts of idling delivery trucks. This could be in the form of posting signs in the service areas to instruct drivers to turn off their vehicles, prohibiting the public streets from being used to stage delivery trucks, etc.

**Finding:** The operating and delivery hour are compatible with adjacent land uses if applicable city code requirements are adhered to. Delivery trucks shall not be allowed to idle while deliveries are being made or while waiting to make deliveries. Signs shall be posted in all service areas instructing drivers to turn off their vehicles while providing service to the businesses.

**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;**

**Analysis:** The purpose of the CS Community Shopping Center is to “provide an environment for efficient and attractive shopping center development at a community level.” The types of uses allowed in the CS district include retail sales and services; recreation, cultural, and entertainment uses, etc. Trolley Square is a unified shopping center with multiple uses where people can shop, dine, or be entertained.

Typical impacts from commercial uses are generally in the form of excess glare, noise, parking problems, etc. Adhering to all applicable regulations regulating light, noise and other potential nuisances shall be adhered to. The proposal exceeds the minimum parking ration based on the total square footage of the center and the proposed parking layout.

**Finding:** The proposed planned development is compatible with the surrounding neighborhood and does not have a net cumulative adverse impact on the neighborhood or the City.

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

**Analysis:** The existing buildings at Trolley Square were established before the existing zoning designation was created. The site is non conforming to the regulations in the CS Community Shopping Zoning District, which requires a minimum front yard and corner

side yard setback of thirty (30) feet. The existing buildings establish the setback lines along each block face. On 700 East, Building D is approximately ninety seven (97) feet from the property line. Proposed Building C would maintain the ninety seven (97) foot setback. The ramp to the parking deck in Building C would encroach further into the setback along 700 East. The ramp would be approximately twenty one (21) feet from the 700 East property line. The proposed ramp would be approximately eleven and one half (11 ½) high. The proposed location of the Water Tower would be approximately fifty (50) feet from the 700 East property line, which is consistent with the water towers existing setback.

On 500 South, Building A is approximately nine and one half (9 ½) feet from the north property line. The proposed addition on Building A would be approximately nine and one half (9 ½) feet as well. Proposed Building C would be approximately ten (10) feet from the 500 South property line.

The existing parking structure along 600 East is located approximately five and one half (5 ½) feet from the west property line. The parking structure was constructed within the last 30 years. The setback of the structure does not meet the existing setbacks in the CS Community Shopping Zoning District and is considered noncomplying. The applicants are in the process of obtaining a demolition permit for the structure because it is failing structurally. The proposed structure that would replace the existing parking structure would be approximately five and one half (5 ½) feet from the property line. The addition to Building A would be approximately five and one half (5 ½) feet from the 500 South property line.

Along 600 South, existing Building D and a masonry wall are approximately eight (8) feet from the property line. The service building on the southwest corner of the project would be approximately eight feet from the property line.

**Finding:** The proposed planned development maintains the setbacks of the existing structures on the block with the exception of the parking ramp on proposed Building D. Staff recommends that the Planning Commission modify the setback requirements to the dimensions shown on the site plan.

## Review of Standards for Planned Developments

The standards for a Planned Development in the CS Community Shopping District are outlined in Zoning Ordinance section 21A.54.150. The Planning Commission has the authority to modify regulations of the CS Community Shopping District if the modification will generally fulfill the purpose of Zoning Ordinance Section 21A.54.150 and the proposed planned development will not violate the general purposes, goals and objectives of the Zoning Ordinance and of any plans adopted by the Planning Commission or the City Council.

### **21A.54.150 Planned Development Objectives**

#### **1. Creation of a more desirable environment than would be possible through**

**strict application of other City land use regulations.**

**Discussion:** Applying the strict application of the applicable land use regulations could impact the historical nature of Trolley Square. The existing buildings establish the building setbacks on the block. The scale and massing of the proposed buildings are similar to the existing structures on the block. The goals for the Central City Historic District is to preserve the general, modest character of each block as a whole, as seen from the street. Applying the required setbacks would push the structure further into the block which is not consistent with the historical development pattern on the block.

**Finding:** The proposal does create a more desirable environment than would be possible through a 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.**

**Discussion:** The proposal would remove an existing parking structure that creates a divide between the historic building of Trolley Square and 600 East. A new building would be added to the area where the parking structure is now. New pedestrian and vehicular access points on 600 East improve the connection between the buildings and the street and add view corridors into the site that do not exist today. Added pedestrian access points on 700 East and 500 South improve the overall connectivity of the site.

**Finding:** The proposed planned development results in better site design that improves the overall connection of the site to the surrounding streets and neighborhoods.

**3. Combination and coordination of architectural styles, building forms and building relationships.**

**Discussion:** The proposed architecture will be reviewed by the Historic Landmark Commission. Adding the new buildings does not change how the existing buildings relate to each other. The proposed building locations are compatible with the existing structures because they maintain and mimic existing spacing between the structures. Pushing the structure further into the middle of the development would alter the relationships and spaces between buildings.

**Finding:** The architecture of the proposed structures will be reviewed by the Historic Landmark Commission to insure compatibility with the existing structures. The proposed planned development is compatible with the existing building relationships.

**4. Preservation and enhancement of desirable site characteristics such as natural topography, vegetation and geologic features, and the prevention of soil erosion.**

**Discussion:** The existing structures and the street trees are the defining elements of the block. The proposed planned development preserves the current use of the existing buildings. Relocating the sand house preserves the structure without negatively impacting the historic fabric of the site. The majority of the existing street trees will remain on the site. The proposal does call for the removal of existing street trees where new vehicular access points will be. A tree will be planted for each street tree removed. The new street trees will be consistent with the existing species and the historic planting pattern. The replacement will be planted in areas where there are no trees now and where existing access drives are vacated. The proposed building locations maintains the view of Building D along 700 East and improves the view of existing structures from 600 East. The defining characteristics of the existing buildings is the mission style arch on the east and west facades. On the west side of Building A, the arch is approximately 8 feet higher than the proposed addition is.

**Finding:** The proposed planned development preserves and enhances the desirable site characteristics.

#### **5. Preservation of buildings, which are architecturally or historically significant or contribute to the character of the City.**

**Discussion:** The proposed planned development maintains all of the historic structures on the block. Some exterior modifications to the existing structures are planned. Building A will see an addition to the west side of the building. In the 1970's an addition was added in this location that enclosed and blocked a portion of the façade. This addition would be removed and be replaced with a glass that allows the original façade to be seen from inside the proposed addition. The proposed addition is also 8 feet lower than the arch on the main building. This allows the arch to be visible from the street. The other structure will see some minor modifications, such as new glazing and store fronts and the removal of non historic additions. Some new external patios, ADA ramps and stairs will be added.

**Finding:** The proposed planned development maintains and preserves the historically significant structures that are located on the block. The Historic Landmark Commission will review the architecture of the proposed structures to insure they are compatible with the existing buildings and comply with the adopted regulations and policies for historic preservation.

#### **6. Use of design, landscape or architectural features to create a pleasing environment.**

**Discussion:** The overall site design improves the pedestrian connectivity into the site from the public streets and sidewalks. The site includes the creation of several plazas and outdoor gathering areas. The surface parking lot on the northeast corner of the block will be replaced with a commercial structure that includes an enclosed level of parking above the commercial space and open parking on the roof of the structure. Maintaining the historical fabric of the Landmark Site and the general relationship of the structures creates gathering places and pleasant places for people to go.



**Finding:** The proposed design of the site creates a pleasing environment.

## **7. Inclusion of special development amenities.**

**Discussion:** The proposal includes multiple site improvements and amenities, including outdoor plazas and dining, water features, interior landscaping, bicycle racks, improved view corridors along 600 East, improved pedestrian connectivity to the site and reduces the amount of area dedicated to surface parking.

**Finding:** The proposal includes special development amenities.

## **8. Elimination of blighted structures or incompatible uses through redevelopment or rehabilitation.**

**Discussion:** The proposal would remove a parking structure that is structurally failing. It also would consolidate and screen the proposed and existing service areas, some of which are not aesthetically pleasing. The uses on the site are commercial in nature and are compatible with each other.

**Finding:** The proposal removes a parking structure that is failing structurally and that cuts off the development from 600 East.

Zoning Ordinance section 21A.54.150.E lists the standards for planned developments. The standards address minimum lot size, density limitations, perimeter setback, and other standards that are not applicable to this proposal.

1. The minimum lot size for a Planned Development in the CS Community Shopping Zoning District is 60,000 square feet. The subject property exceeds the minimum lot size.
2. The density standard is not applicable because there are no residential land uses proposed as part of the development.
3. The applicant is not requesting a reduced width public street.
4. The guidelines found in Zoning Ordinance Section 21A.54.150.E.4 lists specific standards for planned developments in the CS zoning district where the property is adjacent to 60% residential land uses within 300 feet. An analysis done on the City's GIS system showed that within 300 feet of the entire Trolley Square block, 51.5% of the land is zoned residential while 48.5% is zoned for commercial purposes. Those properties that had a zoning designation that would allow a mix of residential and commercial uses were included in the residential calculation. Based on this ratio, the standards in Section 21A.54.160(E)(4) are not applicable to this case.

**Finding:** The proposal is consistent with the Planned Development standards that are applicable to the CS Community Shopping Zoning District and to this project.

## RECOMMENDATION:

Based on the comments, analysis and findings noted above, staff recommends that the Planning Commission approve petition 410-07-04, a conditional use for a Planned Development located at Trolley Square with the following conditions:

1. That the project comply with all City Department and Division comments, requirements, and regulations;
2. That final architecture and building materials approval be delegated to the Planning Director and shall be consistent with the approval of the Historic Landmark Commission;
3. That the applicants submit a plan that shows how the public trees are to be protected during the construction process;
4. That the Urban Forester approve all proposed tree removals, transplants and tree plantings on public property.
5. That the Utah Department of Transportation approve upgrading the signal on 700 East and 600 South to add a dedicated/protected left turn for north and south bound traffic;
6. That signs be posted in all service areas instructing drivers to turn off their engines while waiting and actively loading or unloading their vehicles. The design of the signs must be approved by the Historic Landmark Commission or designee
7. That the final landscaping plan approval be delegated to the Planning Director;
8. That the Planning Commission modify the building setbacks so that they are consistent with setbacks indicated on the submitted site plan.

**Nick Norris, AICP**  
**Principal Planner**

Exhibit 1:	Application
Exhibit 2:	Zoning Map
Exhibit 3:	Department Comments
Exhibit 4:	Notice of Open House
Exhibit 5:	Public Comment
Exhibit 6:	June 6, 2007 HLC Minutes
Exhibit 7:	June 13, 2007 PC Minutes
Exhibit 8:	Site plan and building elevations

# **EXHIBIT 1**

## **Application**

## **EXHIBIT 2**

# **Zoning Map**

## **Exhibit 3: Department Comments**

## **Exhibit 4: Notice of Open House**

## **Exhibit 5: Public Comment**

**Exhibit 6:  
June 6, 2007 HLC  
Minutes**



**Exhibit 7:  
June 6, 2007 Planning  
Commission Minutes**

## **Exhibit 8: Site Plan and Building Elevations**