# PLANNING COMMISSION STAFF REPORT

Hyatt Place Hotel
Planned Development Petition 410-07-39
Generally located at 55 North 400 West
February 13, 2008



Planning and Zoning Division Department of Community Development

#### Applicant:

Boyer Company

#### Staff:

Doug Dansie, Senior Planner 535-6182 doug.dansie@slcgov.com

Current Zone: G-MU Gateway Mixed Use

Master Plan
Designation: Gateway

## Council District:

District Four, Council Member Luke Garrott

#### Acreage:

Approximately 2 acres

# Current Use:

Vacant/Parking

### Applicable Land Use Regulations:

- 21A.21.030 GMU
- 21A.54.080 Standards for Conditional Uses
- 21A.54.150 Planned Developments

#### Attachments:

- A. Elevations and Site Plan
- B. Minutes from January 9. 2008 meeting
- C. Green development commitment

#### REOUEST

Petition 410-07-39 - A request for planned development approval for site plan and design approval, including a request for Conditional Use approval for the modification of building materials.

### PUBLIC NOTICE

Notice of the February 13, 2008 public hearing was mailed on January 29, 2008 which satisfied the required fourteen day noticing provision for conditional uses and planned development requests.

#### STAFF RECOMMENDATION

Based on the comments, analysis and findings of fact outlined in this staff report, Staff recommends, subject to departmental requirements, that the Planning Commission grant approval of Petition 410-07-39 requesting Planned Development and Conditional Use for site plan, building elevations and modification of building materials with the following conditions:

- The Transportation Division approve the final site plan.
- The Planning Director approve final landscaping.
- The original portion of the 400 West right-of-way that was granted to the railroad be deeded back to the City.

#### VICINITY MAP



## COMMENTS

#### Public Comments

The Planning Division hosted a public open house on December 13, 2007. Only one person signed the attendance role. At this time, no written comments have been submitted from the open house.

# Planning Commission Hearings

The Planning Commission has held an issues only public hearing on January 13, 2008. At that hearing the Planning Commission discussed the following items:

- Right of way purchase need: Boyer actually owns part of the street right-of-way.
   It would be to everyone's advantage to clear up title and set property lines.
- Materials: The GMU zoning district lists certain material be used as the veneer for any new construction. Exceptions to this requirement may be approved though the conditional use process.
- General building location: The GMU zoning district requires a percentage of the structure to be built to the property line. The property line is actually in the street at this location, but the initial proposal illustrates that the building is in–line with other buildings on 400 West.
- Impact of light rail construction on public right of way: The construction of light
  rail on 400 West will likely impact curb lines on the west side of 400 West. The
  full impact on the proposed development is not yet known, however it is likely
  that the curb will need to be moved approximately 5 feet, which will impact the
  general layout of the Porte Cochere and other entry features of the hotel.
- Adjacent development proposals: Boyer is also proposing to construct an office tower to the west of the proposed Hyatt; changes to the Hyatt would affect adjacent development plans: Petition 410-07-57, as shown on vicinity map.

## City Department Comments

The following comments were submitted to the Planning Division.

**Transportation Division**: The Transportation Division has reviewed the site plan and cautiously accepts its configuration. The petitioner has altered the site plan from the original proposal to accommodate the return of the entire 400 West right-of-way which would also allow for the accommodation of light rail on 400 West. There remains some ongoing concerns regarding sidewalk widths, turning radiuses, etc; however they can be addressed administratively.

**Public Utilities Department**: The Public Utilities Department has identified the following issues:

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- All design and construction must conform to State, County, City and Public Utilities standards and ordinances. Design and construction must conform to Salt Lake City Public Utilities General Notes.
- All environmental and wetland issues must be approved by the appropriate governing agency prior to Public Utilities approval. The developer must provide written documentation to Public Utilities showing these conditions have been met.
- Fire Department approval will be required prior to Public Utilities approval. Fire flow requirements, hydrant spacing and access issues will need to be resolved with the fire department.
- A new culinary water meter will need to be connected to the twelve-inch water main in 50 North and if required by the Fire Department, a new fire sprinkler lateral may also be connected to the twelve-inch water main in 50 north and shown on the engineered drawings. A new four-inch minimum sewer lateral must be shown on the plans connecting to the sewer main in 50 North. If this lateral crosses through a neighbors property an easement must be provided to the lateral owner for the operation and maintenance of the lateral. Expected sewer flows generated from this project in peak hour and average daily GPM must be provided to this office. If this parcel is over an acre, then on-site detention must be provided for storm run-off in excess of 0.2 cfs/arce. Storm drain calculations and a grading and drainage plan must be submitted for review and approval.

Engineering Division: The Engineering Division reviewed the legal description. They indicate that the portion of land within the 400 West right-of-way was deeded to the railroad in 1903 as part of a franchise, and that it would revert to the City when the railroad use was abandoned. The Boyer Company has offered to deed this land back to the City to resolve the issue.

# STAFF ANALYSIS AND FINDINGS

## Project History

Since the late 1990's, the applicants have submitted several petitions relevant to the overall development of the Gateway mixed-use center. This project is adjacent to, but outside the planned use approval for the original Gateway development.

#### Master Plan Discussion

The Central Community Master Plan, adopted in 2005, identifies the site of the as being part of the Gateway District on the Future Land Use Map and defers policy decisions to the Gateway Master plan.

The Gateway Master Plan, adopted In 1998, indicates the area is to be mixed-use.

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The **Downtown Plan**, adopted in 1995, generally supports urban development to occur west and south of the traditional downtown core.

The Urban Design Element, adopted in 1990, indicates this is an area of secondary height.

The Transportation Master Plan's Functional Street Classification map indicates that 400 West is a City-owned arterial Street

#### Standards

The project is subject to two sets of standards: 1) Conditional Us and 2) Planned Development)

- 1) Conditional Use Standards 21A.54.080
  - The proposed development is one of the conditional uses specifically listed in this Title.

**Discussion:** Section 21A.31.020.D requires all new development in the G-MU zone be reviewed as a planned development. Planned developments are a form of conditional use. Section 21A.31.010.P. requires specific materials be used in the construction and also allows for the Planning Commission to grant a modification of the regulation for building materials through the conditional use process subject to the requirements of Section 21A.54 of the Zoning Ordinance.

**Finding:** The proposed land uses are allowed as a permitted use. The standards of the G-MU District allow for additional building height and modification of the building materials 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 purpose of the Zoning Ordinance is to promote the health, safety, morals, convenience, order, prosperity, and welfare of the present and future inhabitants of the City. In addition, the Zoning Ordinance is intended to lessen congestion in streets and roads, secure safety from fire or other dangers, provide adequate light and air, classify land uses and distribute land development and utilization, protect the tax base, secure economy in governmental expenditures; foster the City's industrial, business, and residential development, and protect the environment.

 The Central Community Master Plan: This property is located in the area covered by the Central Community Master Plan. The Future Land Use Map in the Plan designates the property as Gateway. The Plan emphasizes creating livable neighborhoods, developing vital and sustainable commercial development, creating unique and active centers and gathering places and improving the pedestrian environment through quality urban design.

- The Downtown Master Plan: The Downtown Plan does not specifically
  mention this block, but talks of a general upgrade of the Gateway area. The
  Plan also makes strong statements about the importance of expanding the
  Downtown to the west and south, away from lower density neighborhoods.
- The Urban Design Element. The Urban Design Element generally
  encourages the tallest buildings in Salt Lake to be located in the central core
  along Main Street. This site is located in the secondary height area. The
  primary concern has been the creation of an interesting skyline, rather than a
  collection of square-topped buildings.

**Finding:** The Downtown Master Plan supports urban development at this site. Staff finds that the proposed development is generally consistent with the Central Community Master Plan, Downtown Master Plan, Urban Design Element and other applicable Master Plans if all applicable zoning regulations are adhered to.

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 proposed overall access is from 400 West and 50 North (private) Streets. 400 West is an arterial street. The Salt Lake City Transportation Division has reviewed the site plan. There were originally concerns regarding the 400 West right-of-way, but they have generally been resolved. The Transportation Division is generally satisfied with the changes and upgrades to the transportation system where recommend. The recommendations of the Transportation Division will be required for approval of this petition.

**Finding:** If the former right-of-way is deeded back to the City and the curb is located as to accommodate the full width of 400 West, the project is acceptable. The Transportation Division is generally satisfied with the recommendations of the traffic study and does not anticipate that the traffic impact associate with this project will significantly degrade level of service on adjacent streets.

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

**Discussion:** The development is required to meet the minimum construction standards adopted by the City. The Transportation Division must approve the internal circulation of the proposed project and have submitted comments to the applicant relating to the internal circulation regulations (ramp slope, clearance height, etc.). The Building Services Division will review the construction

drawings and inspect the project, if approved, to insure that it is properly designed.

**Finding:** The internal circulation has been reviewed by the Transportation Division. The Transportation Division is satisfied that the project will function.

# 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 Utilities Department has reviewed the proposal and has required several items be addressed, mainly in terms of controlling stormwater and potential groundwater. Additional information has been requested regarding sanitary sewer flow calculations and confirmation that the South Temple parking ramp does not conflict with the location of the existing sewer line. The Public Utilities Department has indicated that off-site improvements to the public utility system may be needed. This determination will be made when sufficient information has been submitted and reviewed.

**Finding:** Public Utilities approval is required as a condition of approval. Off-site improvements to the public utility system may be required.

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

**Discussion:** The building is part of an integrated mixed-use project that is designed to fit into the larger context of the Gateway mixed-use development. All loading and service facilities will be located in the rear of the building, which will help to eliminate noise impacts. The Zoning Ordinance requires any lighting to be shielded to prevent direct rays of light from shining onto adjoining properties (21A.44.04 Lighting).

**Finding:** The developers have integrated the building into the larger context of the Gateway. Appropriate buffering from light, noise and visual impacts has been incorporated in the design of the project.

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

Discussion: The project is located in the Gateway area, which has a variety of building styles as well as historic buildings. The GMU zoning district has limitations on such building materials as Exterior Insulated Finish System (EIFS). The building materials proposed for the site are listed in Attachment A. The Planning Commission has the authority to modify the building material through the conditional use process. The proposed building exceeds the zoning restrictions on the use of EIFS and other minor building materials; however the material palate is consistent with the adjacent Gateway mixed-use development,

which also received numerous conditional use waivers of material. The developer has attempted to weave the proposed development into the existing environment and has been sensitive to adjacent properties.

The G-MU zone allows buildings with non-flat roofs to be constructed ninety (90) feet tall. The proposed structure is approximately sixty-seven (67) feet.

**Finding:** The proposed architecture and conditional use waiver of building materials is consistent with the adjacent gateway development. The building is with allowable height limits.

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

Discussion: Landscaping is not required in the G-MU zoning district.

**Finding:** The landscaping is appropriate. Public way improvement should be consistent with other public way improvements in the Downtown area.

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

**Discussion:** The site is adjacent to the historic Salt Lake Hardware and Union Pacific Depot Buildings.

**Finding:** The proposal does not negatively impact local historic resources or environment features of the site.

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

**Discussion:** Because it is a mixed-use project there will be a variety of operating times. Salt Lake City Code section 9.28.040 prohibits certain noises, including power equipment, during the night time hours.

**Finding:** The operating and delivery hour will be compatible with adjacent land uses if applicable City code requirements are adhered to.

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 surrounding neighborhood is urban. Efforts have been made to integrate the development into the larger community.

The structure must be compliant with other zoning regulations regarding setbacks.

Finding: The proposed conditional use is compatible with the neighborhood surrounding the site. The proposed structure and use should not have a material net cumulative adverse impact on the neighborhood or the City as a whole if the development meets the minimum standards of all applicable City Codes and the requirements of the various city departments. The proposed development should have a positive effect on surrounding land.

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

**Discussion:** The proposed development is required to meet the specific standards in the zoning ordinance and any other requirement that reduces the impact on the adjacent land uses. The site is on a lot independent from the adjacent Gateway mixed-use development and no new lot lines are being proposed at this time, therefore a subdivision process is not necessary.

**Finding:** The proposed development must meet all applicable City, County, State and Federal codes and ordinances prior to issuance of a building permit.

# 2) Planned Development [21A.54.150]

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

- Creation of a more desirable environment than would be possible through strict application of other City land use regulations.
- Promotion of a creative approach to the use of land and related physical facilities resulting in better design and development, including aesthetic amenities.
- Combination and coordination of architectural styles, building forms and building relationships.
- Preservation and enhancement of desirable site characteristics such as natural topography, vegetation and geologic features, and the prevention of soil erosion.
- 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.
- Elimination of blighted structures or incompatible uses through redevelopment or rehabilitation.

**Discussion:** The proposed project is in conformity with objectives 2, 3 and 6 of Section 21A.54.150. The project is not inconsistent with other criteria, they are generally not applicable (i.e. there are no historic structures to preserve, etc.)

Finding: The project generally meets the requirements of the Planned Development approval criteria.

#### 21A.54.150E - Other standards.

Standards for Planned Development Approval include the following:

1. It must meet the minimum lot size.

**Discussion:** There is no minimum lot size for planned developments in the GMU zoning district. All new development is required to be reviewed in the G-MU District. **Finding:** The project meets the criteria.

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

**Discussion**: The G-MU District has no density limitations for residential uses. The project contains no permanent dwelling units. The hotel units will be beneficial to the vitality and success of the City.

Finding: The project meets this standard.

3. Reduced width streets must be properly engineered.

**Discussion:** The developer does not propose to narrow the public right-of-way adjacent to this project.

Finding: The street is appropriate in width.

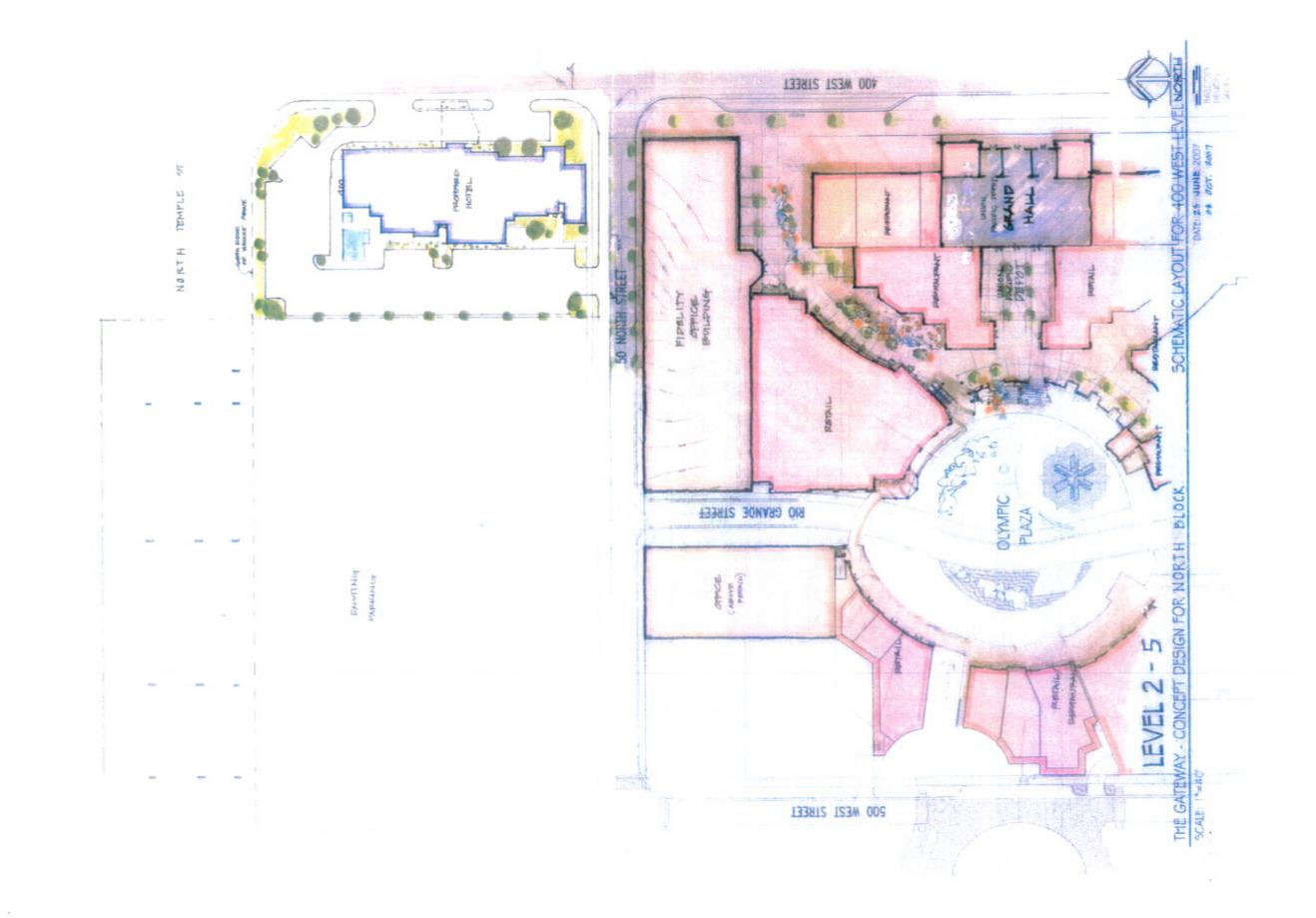
- 4. The perimeter side and rear yard building setback shall be the greater of the required setbacks of the lot or adjoining lot unless modified by the Planning Commission. Discussion: There are no minimum front, rear or side yards required in the G-MU Zoning District. There is a maximum front yard setback requirement to encourage urban development. This project is in general conformity with the concept. Finding: The project meets this standard.
- The Planning Commission may increase or decrease the side or rear yard setback where there is a topographic change between lots.

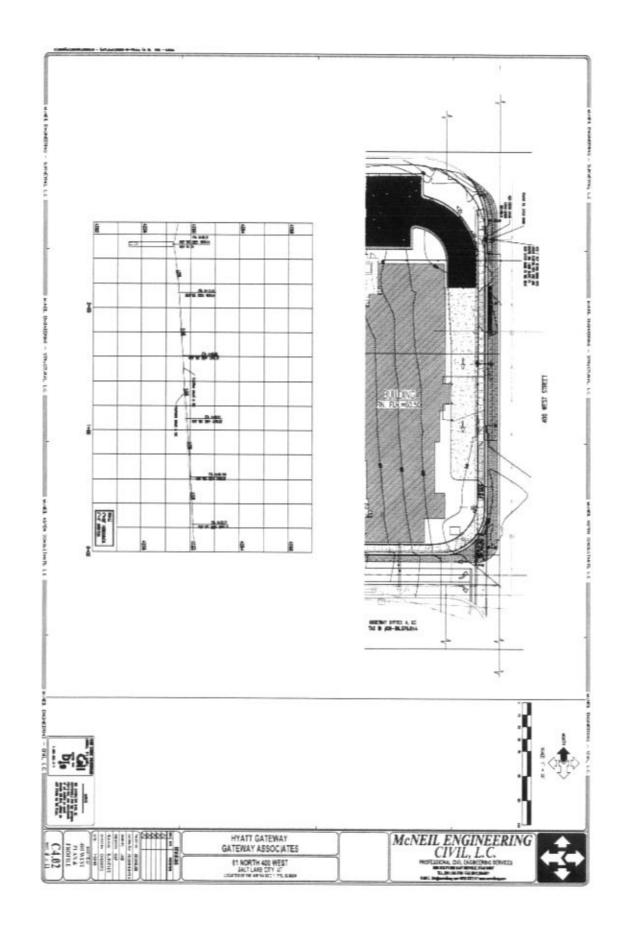
Discussion: The G-MU zone does not require side or rear yard setbacks.

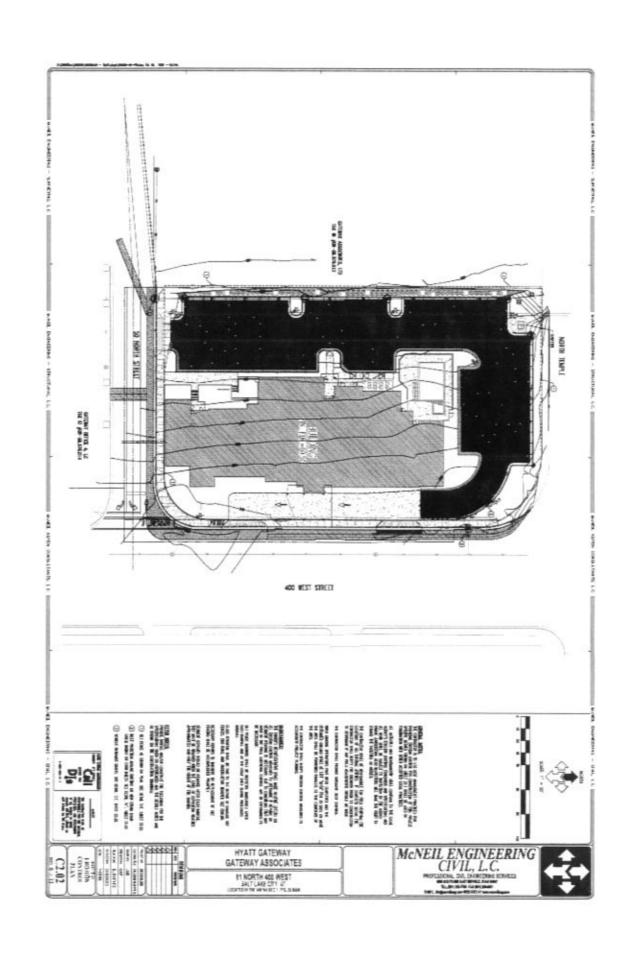
Finding: Not applicable.

Attachment A Elevations and Site Plan









Nathan Boyer

Re: Hyatt Place Hotel at the Gateway, percentage of materials per wall elevations

South Elevation :	Glass	804 SF	15.1 %
	Louvers	120 SF	2.2 %
	Stone	1142 SF	21.4 %
	Eifs	2980 SF	55.8 %
	Metal Roof	296 SF	5.5 %
	Total	5342 SF	100.0 %
North Elevation :	Glass	774 SF	14.6 %
	Louvers	100 SF	1.9 %
	Stone	1260 SF	23.8 %
	Eifs	2860 SF	54.1 %
	Metal Roof	296 SF	5.6 %
	Total	5290 SF	100.0 %
West Elevation:	Glass	2726 SF	16.7 %
	Louvers	530 SF	3.3 %
	Stone	2864 SF	17.6 %
	Eifs	9770 SF	60.0 %
	Metal Roof	387 SF	2.4 %
	Total	16277 SF	100.0 %
East Elevation:	Glass	3096 SF	21.0 %
	Louvers	540 SF	3.7%
	Stone	1744 SF	11.9 %
	Eifs	8832 SF	60.3 %
	Metal Roof	452 SF	3.1 %
	Total	14664 SF	100.0 %

# SALT LAKE CITY PLANNING COMMISSION MEETING In Room 326 of the City & County Building 451 South State Street, Salt Lake City, Utah Wednesday, January 9, 2008

Present for the Planning Commission meeting were Commissioners Tim Chambless, Babs De Lay, Robert Forbis, Peggy McDonough, Susie McHugh, Prescott Muir, Kathy Scott, Chairperson Matthew Wirthlin and Vice Chairperson Mary Woodhead. Commissioner Frank Algarin was excused from the meeting.

Present from the Planning Division were George Shaw, Planning Director, Doug Dansie, Senior Planner, Michael Maloy, Principal Planner, Joel Paterson, Planning Programs Supervisor, and Cecily Zuck, Senior Secretary. Lynn Pace, City Attorney; Orion Goff, Building Official; Lisa Shaffer, Development Review Administrator, and Kevin Young, Transportation Engineer were also present.

A roll is being kept of all who attended the Planning Commission Meeting. Chairperson Wirthlin called the meeting to order at 5:46 p.m. Audio recordings of Planning Commission meetings are retained in the Planning Office for an indefinite period of time.

A field trip was held prior to the meeting. Planning Commissioners present were: Tim Chambless, Susie McHugh, Prescott Muir, Kathy Scott, Chairperson Mathew Wirthlin and Vice Chairperson Mary Woodhead. Salt Lake City Staff present were: Doug Dansie, Joel Paterson, George Shaw and Doug Wheelwright.

#### WORK SESSION

(This discussion was held during dinner.)

Mr. Shaw noted that Planning Staff was reviewing the Planned Development Ordinance and asked that the Commission review the current language. He presented a handout to the Commissioners regarding Chapter 21A.54.150 of the Zoning Ordinance. Mr. Shaw stated that he felt the language; particularly 21A.54.150.A numbers 1 and 2, was not specific enough and asked that the Commissioners review this Ordinance and return their input to him in the next few days.

Chairperson Wirthlin noted he would like more background regarding the history of the ordinance.

Mr. Dansie stated that the Planned Development Ordinance had existed before the 1995 revision; however, it had not been widely used by developers. He stated that since that time, decision makers had become more amenable to controlling the design elements of such developments.

Mr. Shaw stated that the Commission should help Staff to identify what particular benefits the City should receive for allowing a developer to undergo the planned development process, noting that this process granted the developer the opportunity to apply for waivers with the Planning Commission of certain Salt Lake City Ordinance standards which would otherwise necessitate adherence.

Commissioner Muir noted that this ordinance could include a list of possible public amenities that the developer should consider including, and that the ordinance could require that the developer also make a monetary or service contribution to a City organization such as the Sorenson Center.

Mr. Shaw noted that one problem with the Planned Development Ordinance tended to be in the creation of private streets, that these streets were not clearly demarcated, which caused issues with residents on a regular basis.

particular parcel of the property was not part of the original redevelopment plan and stipulation agreement with the City. Mr. Dansie noted that this meant there was existing street frontage over part of this land, but it was questionable as to who actually owned that property. He stated that this was an issue the City was currently attempting to resolve with the Boyer Company.

Mr. Dansie noted that the proposed design of the hotel would line up with the existing right-of-way on 400 West to include a porte cochere, a covered entryway for vehicles, and a two-way driveway. He stated that this would effect light rail traveling north on 400 West, part of the concern being that curbs would need to be moved between 6 and 8 feet and the driveway would need to be condensed, which would not allow for two-way traffic.

Mr. Dansie stated that as part of the approval process, the GMU Zoning District included a materials list which the applicant would need to adhere to. He noted that the Planning Commission was not making a decision at this time; however, he and the applicants were present to receive feedback on the Planning Commission's concerns, and then would move forward to resolve these issues, and then come back before the Commission for a decision.

Commissioner Scott noted that staff would be working with the applicant, UTA, Transportation, and the City Attorney to work through the property issue.

Mr. Dansie noted that staff did need to sit down with the applicant and various departments to determine what type of descriptive rights existed and how to address them.

Chairperson Wirthlin invited the applicant forward to comment at 6:00 p.m.

Jake Boyer, company representative and applicant, noted that the proposed Hyatt Hotel, which would be the first Hyatt in the Downtown area, was considered an integral part of the overall development at the Gateway to them. He noted that he was present to receive input from the Planning Commission and hoped to return to the Commission soon to receive final approval.

Commissioner Woodhead stated that it was her impression that the original plan was to have Rio Grande Street continue uninterrupted through the south of the Gateway development and retail uses would be created on both sides of the street

Mr. Boyer noted that there had never been a specific long term plan for this portion of Rio Grande Street. He stated that they had considered approximately thirty different options before bringing this plan to the Commission.

Commissioner Woodhead noted her concerns that this development option would enclose the north side of the development, preventing connections to outside neighborhoods.

Mr. Boyer noted that he felt the inclusion of the sixth building would increase the walkability of the project through retail on all sides of the ground level, and integrate the development in a more cohesive way with the surrounding neighborhoods.

Commissioner Woodhead inquired if they were considering additional underground parking at this time.

Mr. Boyer noted that they would not be altering the parking at this time and would leave the above ground parking pad.

Commissioner Woodhead noted that she would like to see the applicant attempt to avoid enclosing the development against surrounding neighborhoods.

noted that in terms of the development, the office space might be more flexible, or moveable, and the building could have better presence for the public if Rio Grande terminated in a small plaza.

Mr. Boyer noted that they wished to align the office building so that the view corridor along Rio Grande would center upon the building's entrance.

Commissioner McDonough stated that she felt the building would not give that impressive view, but by moving the building slightly north it might provide a wider aperture to frame that view.

Commissioner Forbis noted his concern regarding parking and inquired if the proposal would meet or exceed the City's requirements.

Mr. Boyer noted that the proposed parking exceeded the ordinance requirements, but exceeded that requirement less with each additional development in the Gateway, creating a lower overall parking ratio supporting alternative transportation options.

Chairperson Wirthlin brought the issue back to the Commission for discussion at 6:24

Commissioner De Lay requested information from the applicant regarding any green building plans as well as parking impacts.

Chairperson Wirthlin noted that there were no further comments from the Commission and closed the Issues Only Hearing at 6:25 p.m.

Petition 410-07-39 Gateway Hyatt Hotel Conditional Use Planned Development—a request by the Boyer Company, for a planned development to allow new construction for a hotel use, at 55 North 400 West. This property is zoned G-MU Gateway Mixed Use and is located in City Council District Four (Staff—Doug Dansie at 535-6182 or doug dansie@slcqov.com).

Petition 410-07-57 Rio Grande Office Conditional Use Planned Development—a request by the Boyer Company, for a planned development to allow new construction of an office use, at 50 North Rio Grande. This property is zoned G-MU Gateway Mixed Use and is located in City Council District Four (Staff— Doug Dansie at 535-6182 or doug dansie@slcgov.com).

Attachment C Green Development Commitment

## The Boyer Company Gateway Hyatt Place Hotel

Green Building Components

Using previous developed site and connecting to existing commercial community
Within 1/2 mile of light rail
Will provide bike racks on site
Use roofing materials with a higher Solar Reflective Index
Recycle and /or salvage a portion of non-hazardous construction wastes
Encourage Management Company to recycle paper, glass, aluminum and other metals
Encourage use of building materials and products with recycled and post-consumer content
Encourage use of regionally manufactured building materials and product
Encourage Management Company to designate the Hotel as "Non Smoking"
Encourage use of Low-Emitting adhesives and sealants
Encourage use of Low-Emitting paints and coatings
Investigate the use of Green Label carpets
Encourage use of non urea-formaldehyde resins in particleboard, plywood and medium density
Fiberboard