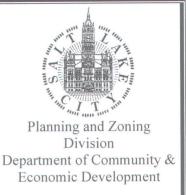
PLANNING COMMISSION STAFF REPORT

Zions Bank Planned Development Case #PLNSUB2009-00038 787 North Redwood Road March 11, 2009



Applicant: Zions Bank

Staff: Ana Valdemoros 535-7236 ana.valdemoros@slcgov.com

Tax ID:

08-35-377-013

Current Zone:

CS (Community Shopping)

Master Plan Designation:

Northwest Community Master Plan – Community Shopping

Council District:

District 1- Carlton Christensen

Lot size:

383,328 square feet

Current Use:

Shopping Center

Notification

Mailed: February 24, 2009 Sign posted: March 2, 2009

Agenda posted on the Planning Division and Utah Public Meeting Notice websites Feb. 24, 2009.

Applicable Land Use Regulations:

- Section: 21A.26.040 CS Community Shopping District
- Section: 21A.26.080 Table Of Permitted And Conditional Uses For Commercial Districts
- Section: 21A.40.060 Drive-Through Service Regulations
- Section: 21A.54.080 Standards for Conditional Use
- Section 21A.59.060 Conditional Building and Site Design Review

Attachments:

A.Site Drawings and Site Plan B.Department Comments

REQUEST

The applicant, Zions Bank, is proposing to build a new financial institution with three covered drive-through lanes on the foundation of a recently demolished commercial structure. The subject property is located within the Redwood Plaza Shopping Center at approximately 787 North Redwood Road.

STAFF RECOMMENDATION

Based on the findings of fact listed in the staff report, staff finds that the proposal generally meets the criteria for planned developments. Therefore, staff recommends the Planning Commission approve the case PLNSUB2009-00038 as proposed with the following conditions:

Conditions of Approval

- 1. An avigation easement for the new development is required and addressed with the Airport Department.
- 2. A replacement landscape plan shall be provided as part of the building permit review with final approval delegated to the Planning Director.
- 3. Replacement trees need to be included to mitigate the visual impacts of the parking lot as part of the building permit review.
- 4. Compliance with all departmental comments.

Vicinity Map



BACKGROUND

The applicant, Zions Bank, is requesting approval of a planned development to allow the construction of a financial institution with three covered drive-through lanes in the Redwood Plaza Shopping Center site located at approximately 787 North Redwood Road. The Redwood Plaza Shopping Center property is in the CS (Community Shopping District) and is approximately 383,328 square feet in size. The shopping center was constructed in 1975; therefore, the provided parking and landscaping do not meet today's current standards.

The proposed financial institution will be constructed on the existing foundation of a recently demolished single-story restaurant. The foundation footprint is 2,520 square feet in size. The area of the three lanes of the covered drive-through will be 1,214 square feet. The recently demolished structure was a Pizza Hut restaurant and received a demolition permit on December 8, 2008.

Proposal

The applicant is proposing to use the existing 2,520 square foot foundation of a recently demolished structure to build a financial institution with three covered drive-through lanes, which cover an area of approximately 1,314 square feet. The new building will have a single story and a height of 14 feet. The location of the structure will be on the northeast side of the Redwood Plaza Shopping Center property with access from Redwood Road and 700 North Street. The new financial institution will operate during regular business hours on Mondays through Fridays and drive-through services on Saturdays. There will be seven employees on-site during peak hours. The project will be constructed in a single phase if all required approvals are obtained.

The proposal is located in an existing shopping center surrounded to the north by a property zoned R-1/7000 (Single Family Residential) and PL (Public Land). To the west of the site, the adjacent properties are zoned R-1/5000 (Single Family Residential) and RMF-30 (Low Density Multifamily Residential). To the east, across Redwood Road the properties are zoned R-1/5000 and CB (Community Business). To the south of the site, across 700 North Street the properties are zoned R-1/5000 and CB (Community Business). The proposal will not create additional impact to surrounding uses because it is located within the existing shopping center.

The required parking lot for the Redwood Plaza Shopping Center is 2 spaces per 1,000 square feet or 207 stalls. The center currently has 391 stalls and by constructing the three drive-through lanes of the new structure, stalls will be reduced from 391 to 364, which still meet the parking requirement.

The new structure will be of similar size to the recently demolished restaurant. However, since it is new construction, the building will comply with ADA standards. The shopping center is composed by one large structure divided into several pads and two smaller single-standing pads. The new structure will be replacing a single standing pad complementing the shopping center materials and architecture and style.

Comments

Public Comments

The project site is within the Westpointe Community Council and it is located 130 feet from the Rose Park Community Council and 150 feet from the Jordan Meadows Community Council. When projects are located in close proximity of different Community Councils, the proposals are exhibited in an Open House meeting. The Planning Division held an Open House on February 19, 2009, where this project was open for public questions and comments. The Westpointe Community Council Chair attended the Open House and expressed satisfaction about the new service that this project will provide to their community. No other verbal or written comments were received.

City Department Comments

The proposal was reviewed by all applicable City departments and divisions. The review comments have been attached to this report as Exhibit B. There were no issues raised by the City that would prevent the proposal from proceeding. The applicant must comply with all City requirements as outlined in those comments.

ANALYSIS

Conditional Use Standards

Section 21A.54.080 of the Zoning Ordinance provides General Standards for Approval of a conditional use. Staff has applied these standards to the proposed use, and made the following findings (staff analysis is in italics):

Standard 1: Master Plan and Zoning Ordinance Compliance: The proposed conditional use shall be:

- a. Consistent with any policy set forth in the City-Wide, Community and Small Area Master plan and future land use map applicable to the site where the conditional use will be located, and
- b. Allowed by the zone where the conditional use will be located or by another applicable provision of this title

Analysis: The 8.8 acre Redwood Plaza Shopping Center property where the new structure will be located is in an area covered by the *Northwest Community Master Plan* and is designated as business/commercial on the Future Land Use Map. The Future Land Use Map was last updated in 1990, and the property was zoned CS (Community Shopping) at the time of current Zoning Ordinance adoption in 1995. The proposed financial institution with drive-through facilities is an allowed use in the CS (Community Shopping) Zoning District. Any new construction in this zone requires that the Planning Commission review this type of proposals as a Planned Development. The new commercial structure will be located in an existing shopping center. The structure will be 2,520 square feet in size and the three covered drive-through lanes will cover a 1,314 square feet.

Finding: Staff finds that the proposed planned development is consistent with the *Northwest Community Master Plan* and the Future Land Use map that designates this area as business/commercial. Staff further finds that the proposed financial institution with drive-through through facilities is a permitted use the corresponding zoning district.

Standard 2: Use Compatibility: The proposed conditional use shall be compatible with the character of the site, adjacent properties and existing development within the vicinity of the site where the use will be located. In determining compatibility, the Planning Commission shall consider:

- a. Whether the street or other means of access to the site where the proposed conditional use will be located will provide access to the site without materially degrading the service level on such street or any adjacent street;
- b. Whether the type of use and its location will create unusual pedestrian or vehicle traffic patterns or volumes that would not be expected with the development of a permitted based on:
 - i. Orientation of driveways and whether they direct traffic to major or local streets, and, if directed to local streets, the impact on the safety, purpose, and character of these streets;
 - ii. Parking area locations and size, and whether parking plans are likely to encourage street side parking for the proposed use which will adversely impact the reasonable use of adjacent property;

- iii. Hours of peak traffic to the proposed use and whether such traffic will unreasonably impair the use and enjoyment of adjacent property; and
- iv. Hours of operation of the proposed use as compared with the hours of activity/ operation of other nearby uses and whether the use during hours of operation will be likely to create noise, light or other nuisances that unreasonably impair the use and enjoyment of adjacent property;
- c. Whether the internal circulation system of any development associated with the proposed use will be designed to mitigate adverse impacts on adjacent property from motorized, non-motorized, and pedestrian traffic;
- d. Whether existing or proposed utility and public services will be adequate to support the proposed use at normal service levels and will be designed in a manner to avoid adverse impacts on adjacent land uses, public services, and utility resources;
- e. Whether appropriate buffering or other mitigation measures, such as, but not limited to, landscaping, setbacks, building location, sound attenuation, odor control, will be provided to protect adjacent land uses from excessive light, noise, odor and visual impacts and other unusual disturbances from trash collection, deliveries and mechanical equipment resulting from the proposed use; and
- f. Whether detrimental concentration of existing non-conforming or conditional uses substantially similar to the use proposed is likely to occur based on an inventory of uses within one-quarter (1/4) mile of the exterior boundary of the subject property.

Analysis: The financial institution will have three covered drive-through lanes with single-lane stacking for five cars for each point of service as required by the Code. The proposal will share the existing shopping center access from Redwood Road and 700 North. Comments from the Transportation and Building Services and Licensing Divisions indicate that revisions need to be made to the ADA access area and replacement proposal for the interior parking lot trees. These issues can be resolved as part of the building permit process. All necessary utilities are on site and available. No increase in utility service will be necessary as part of this application.

The traffic, pedestrian and parking impacts of the proposed financial institution will reduce the number of existing parking to 634 stalls but will not violate the parking requirements of 207 stalls for this commercial shopping center. The applicant is proposing to provide a bike rack as well as marked crossings for pedestrians. The use will be compatible with surrounding commercial structures, in terms of number of parking spaces taken, and the hours of operation. The proposal will not create additional impact to surrounding uses because it is located within the existing shopping center. Currently there are three trees around the perimeter of the foundation structure which will be removed as part of construction of the new building. These trees served to mitigate the visual impacts of the parking lot on adjacent properties; therefore, staff recommends that the trees be replaced as part of the new construction and permitting process. Staff has included a condition of approval reflecting this recommendation.

Finding: Staff finds that the proposed development is compatible with the surrounding development as it relates to the commercial character of the site, parking, buffering and hours of operation.

Standard 3: Design Compatibility The proposed conditional use is compatible with the character of the area where the use will be located with respect to:

- a. Site design and location of parking lots, access ways, and delivery areas;
- b. Whether the proposed use, or development associated with the use, will result in loss of privacy, objectionable views or large parking or storage areas; or views or sounds of loading and unloading areas; and

- c. Intensity, size, and scale of development associated with the use as compared to development and uses in the surrounding area.
- d. If a proposed conditional use will result in new construction or substantial remodeling of a commercial or mixed-use development, the design of the premises where the use will be located shall conform to the conditional building and site design review standards set forth in Chapter 21A.59 of this title.

Analysis: The proposed use is located in an existing commercial planned development where multiple commercial pads and other single standing structures are located. The proposed financial institution with three covered drive-through lanes will be constructed using the existing foundation of a recently demolished restaurant with a drive-through lane, therefore keeping the existing footprint. The proposed height for the structure will be 14 feet. The new building and use is consistent with the surrounding commercial uses in terms of mass scale, size and design materials. The proposal will utilize the existing parking provided in the shopping center where it is located as well as its access ways from Redwood Road and 700 North.

Finding: Staff finds that the proposed design represents a significant improvement on the existing site, as it replaces a demolished structure with a new structure. The proposed new construction is compatible with the overall character of the surrounding uses as well as the commercial center, in terms of mass, scale, setback, height, and architectural design, and there is adequate access and circulation on site to this structure.

Standard 4. Detriment to Persons or Property The proposed conditional use shall not, under the circumstances of the particular case and any conditions imposed, be detrimental to the health, safety, and general welfare of persons, nor be injurious to property and improvements in the community, existing surrounding uses, buildings, and structures. The proposed use shall:

- a. Not emit any known pollutant into the ground or air that will detrimentally affect the subject property or any adjacent property;
- b. Not encroach on any river or stream or direct runoff into a river or stream;
- c. Not introduce any hazard or potential for damage to an adjacent property that cannot be mitigated;
- d. Be consistent with the type of existing uses surrounding the subject property; and
- e. Improve the character of the area by encouraging reinvestment and upgrading of surrounding properties.

Analysis: The proposed use will not introduce any known pollutant to the ground or air that is not commonly associated with a commercial structure. The use will be consistent with the existing commercial shopping center and indicates reinvestment into the area.

Finding: Staff finds that the proposed development will not be a detriment to neighboring persons or property because of its pollutants, and hazards, and that it will be consistent with the character and type of development in the area.

Standard 5. Compliance with Other Applicable Regulations: The proposed conditional use and any associated development shall comply with any other applicable code or ordinance requirement.

Analysis: The proposal has legal non-complying status with the landscaping requirements and is complaint with all other Zoning Ordinance requirements, including height, lot size, and parking provisions, and drive-through stacking. The property is not located within a historic district; therefore no historic design guideline review is necessary.

Finding: Staff finds that the proposed development complies with all Zoning Ordinance related criterion.

Planned Development Standards

In approving any planned development, the Planning Commission may change, alter, modify or waive any provisions of the Zoning Ordinance regulations as they apply to the proposed planned development. No such change, alteration, modification or waiver shall be approved unless the Planning Commission shall find that the proposed planned development meets the following standards:

Standard 1: Will achieve the purposes for which a planned development may be approved pursuant to subsection A (planned development purpose statement) of this section (Section 21A.54);

Analysis: The proposed planned development is located in a typical location for this type of use. There will be no impact on adjacent properties since the new structure will be similar in size to the previously demolished structure, will use the same access points and will share the overall parking lot as it previously did.

Finding: Staff finds that the proposed development meets the minimum requirements of the Zoning Ordinance.

Standard 2: Will not violate the general purposes, goals and objectives of this title and of any plans adopted by the Planning Commission or the City Council.

Analysis: The proposed planned development achieves the purposes for which planned development regulations were instituted and does not detract from the general purposes of the Zoning Ordinance or any plans, master plans or otherwise, adopted by the Planning Commission or City Council. All new construction in the CS (Community Shopping) Zoning Districts requires Planned Development review.

Finding: Staff finds that the proposed use meets the purpose of the planned development process.

Section 21A.54.150.D provides additional standards of review for a planned development and states, "Planned developments may be approved subject to consideration of the following "general conceptual guidelines" (italics added for emphasis, as a positive finding for each standard is not required):

Standard 1: Minimum Area: A planned development proposed for any parcel or tract of land under single ownership or control shall have a minimum net lot area for each zoning district as set forth in table 21A.54.150E2 of this section.

Analysis: The CS (Community Shopping) Zoning District minimum lot area requirement for a planned development is 60,000 square feet. The subject property is approximately 383,328 square feet in size, which meets the minimum lot area required.

Finding: The proposed development is within the existing shopping center and complies with this standard.

Standard 2: Density Limitations: Residential planned developments shall not exceed the density limitation of the zoning district where the planned development is proposed. The calculation of planned development density

may include open space that is provided as an amenity to the planned development. Public or private roadways located within or adjacent to a planned development shall not be included in the planned development area for the purpose of calculating density.

Analysis: The project is solely a commercial planned development.

Finding: This standard is not applicable.

Standard 3: Consideration of Reduced Width Public Street Dedication:

Analysis: The project does not involve a reduced width of a public street or a public street dedication.

Finding: This standard is not applicable.

Conditional Building and Site Plan Review

In approving any planned development, the Planning Commission shall approve design criteria upon consideration of comments received from city departments and determining whether modification of specific design regulations meets the intent of the individual zoning district. The Planning Commission shall find that the proposed planned development meets the following standards of Section 21A.59.060:

Standard A: The development shall be primarily oriented to the street, not an interior courtyard or parking lot.

Analysis: The new structure will replace a recently demolished structure using the same orientation as the previous building toward Redwood Road.

Finding: The location of the new structure within the existing shopping center is located adjacent to the Redwood Road right of way. The orientation of the building will be the same as the recently demolished building.

Standard B: The primary access shall be oriented to the pedestrian and mass transit.

Analysis: The new structure will replace a recently demolished structure using the same footing and will have the same orientation as the previous building. The building is located adjacently to the Redwood Road right of way, where the sidewalks are improved and mass transit is readily available.

Finding: The primary access to the new structure is facing south; a new concrete sidewalk and ADA ramp will be provided an integrated with the adjacent sidewalk of the Redwood Road right of way.

Standard C: The façade shall maintain detailing and glass in sufficient quantities to facilitate pedestrian interest and interaction.

Analysis: The new structure is of a modern style that includes a glass ADA door actuator. An additional seven windows throughout the building and also a large glass window of five panels embraces the northeast corner of the building.

Finding: The glass openings, including the ADA door actuator throughout the building is sufficient to facilitate pedestrian interest and interaction.

Standard D: Architectural detailing shall emphasize the pedestrian level of the building.

Analysis: The new structure is a one story building readily accessible for pedestrians through a large glass ADA door actuator. The glass windows are located in all faces of the building.

Finding: The grand glass entrance as well as the windows located throughout the building emphasizes the pedestrian level of the building.

Standard E: Parking lots shall be appropriately screened and landscaped to minimize their impact on the neighborhood.

Analysis: The proposal has legal noncomplying status with the landscaping requirements.

Finding: The proposal is replacing a recently demolished structure not altering the parking lot but will remove three existing trees. The proposal will not generate additional impacts to the neighborhood and additional replacement trees are one of the conditions of approval of this planned development.

Standard F: Parking lot lightning shall be shielded to eliminate excessive glare or light into adjacent neighborhoods.

Analysis: The project is located within an existing shopping center that has legal non-complying status with parking and landscaping requirements.

Finding: The proposal will not generate additional glare or light into adjacent neighborhoods.

Standard G: Dumpsters and loading docks shall be appropriately screened or located within the structure, and

Analysis: The dumpster servicing the new financial institution is located within the structure.

Finding: This standard is met.

Standard H: Signage shall emphasize the pedestrian/mass transit orientation.

Analysis: The new bank will provide a sign on top of the entrance of the building which is oriented toward pedestrians.

Finding: This standard is satisfied.

Standard I: Any new development must comply with the intent of the purpose statement of the zoning district in which the project is located as well as adopted master plan policies and design guidelines governing the specific area of the proposed development.

Analysis: The proposed new development complies with the purposes of the CS (Community Shopping) Zoning District which is "to provide and environment for efficient and attractive shopping center development at a community level scale" and with the general purposes of the Zoning Ordinance and the adopted master plan policies and guidelines governing the site.

Finding: Staff finds that the proposed use meets the purpose statement of the Cs (Community Shopping) Zoning District.

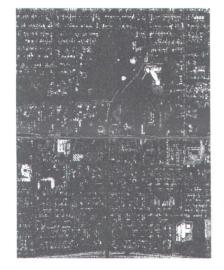
Attachment A: Proposed Site Plan and Elevations



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Index of Drawings

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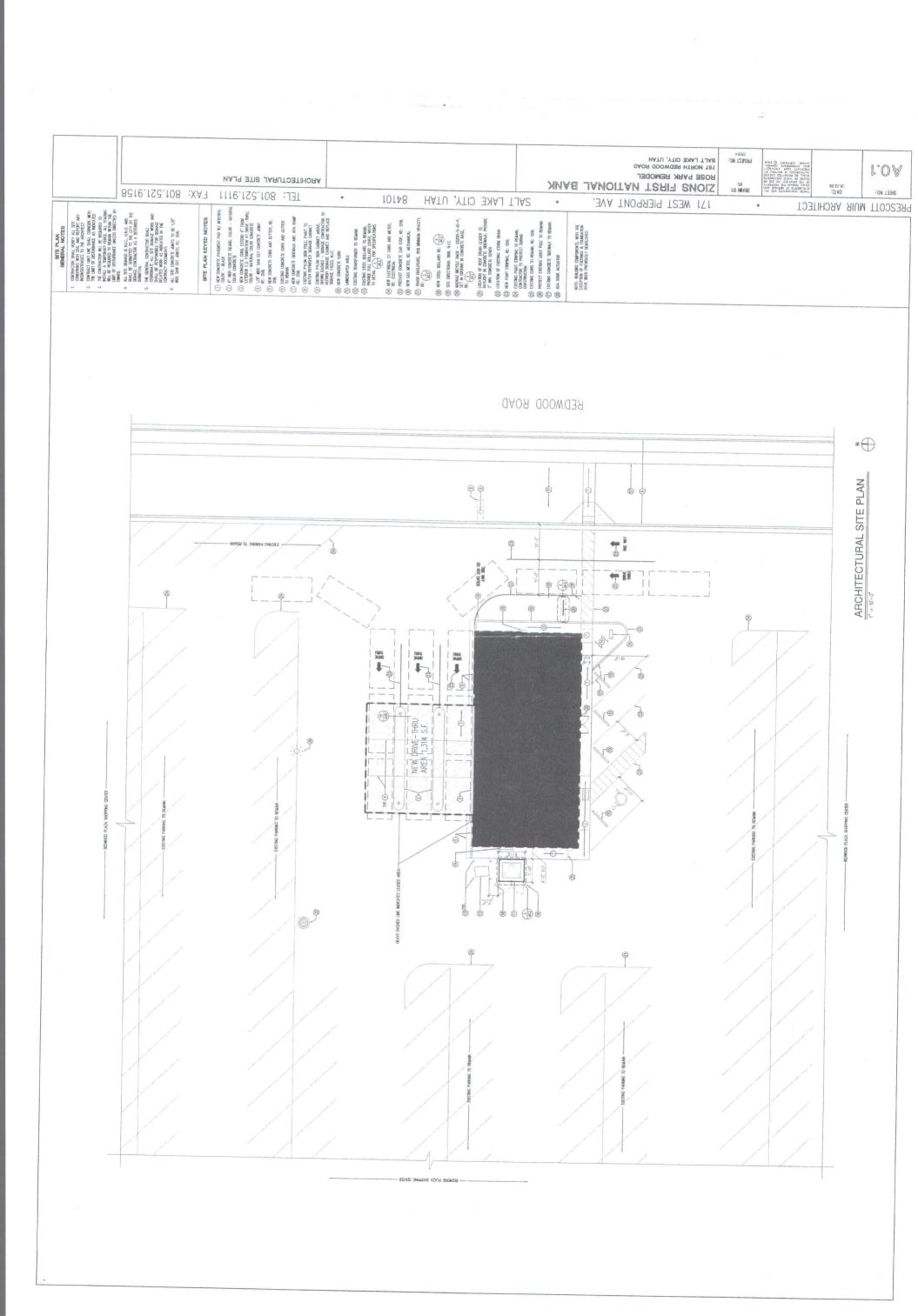
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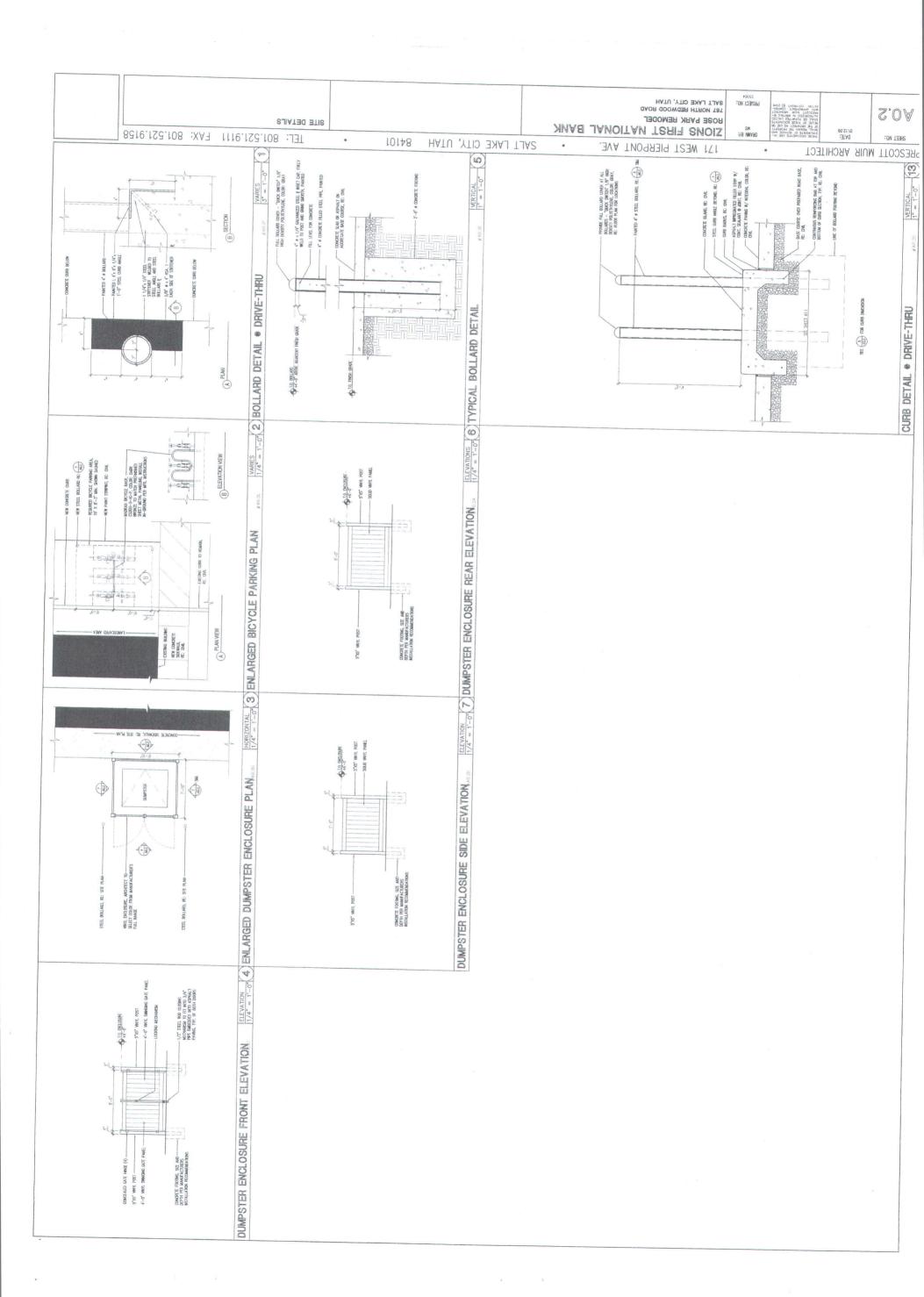
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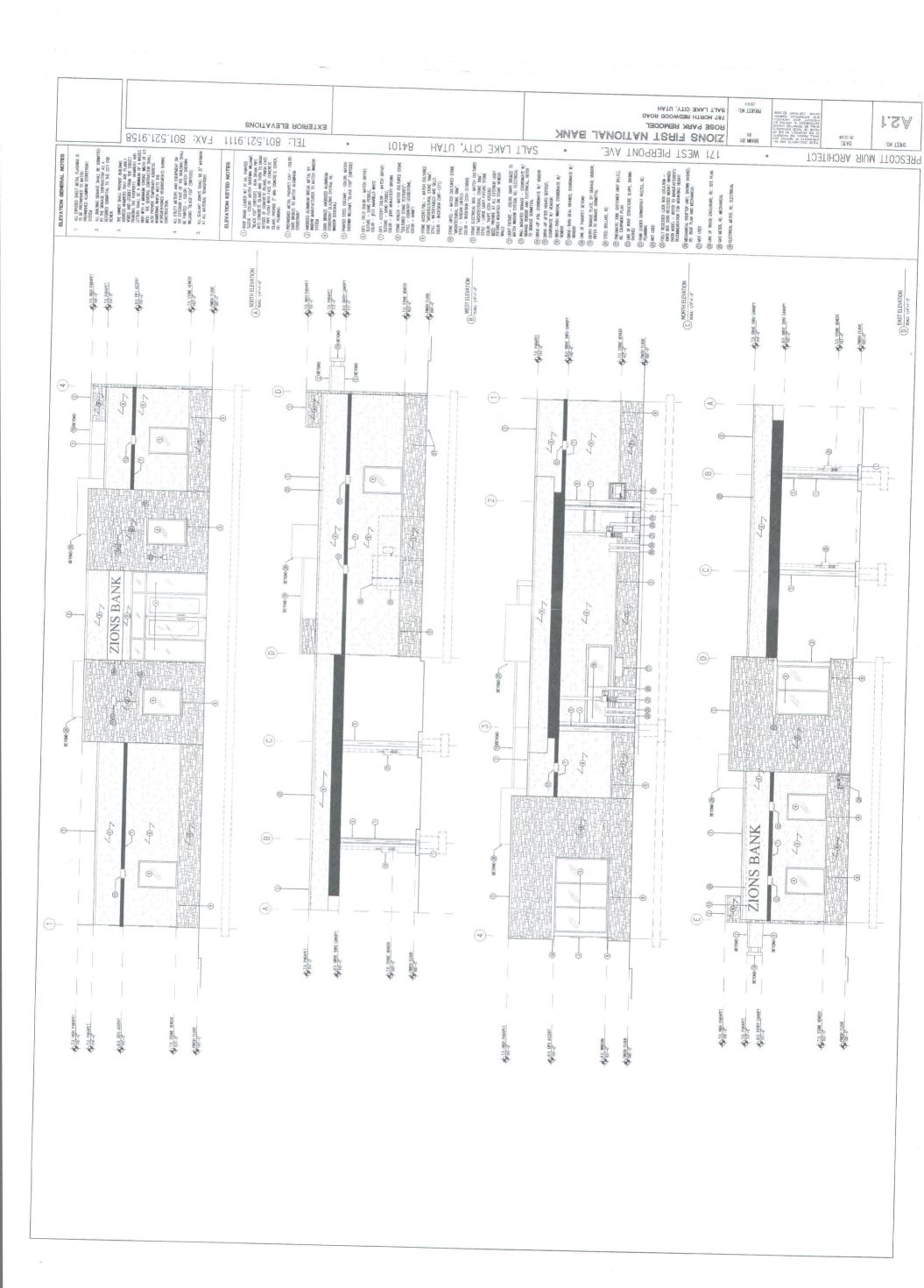
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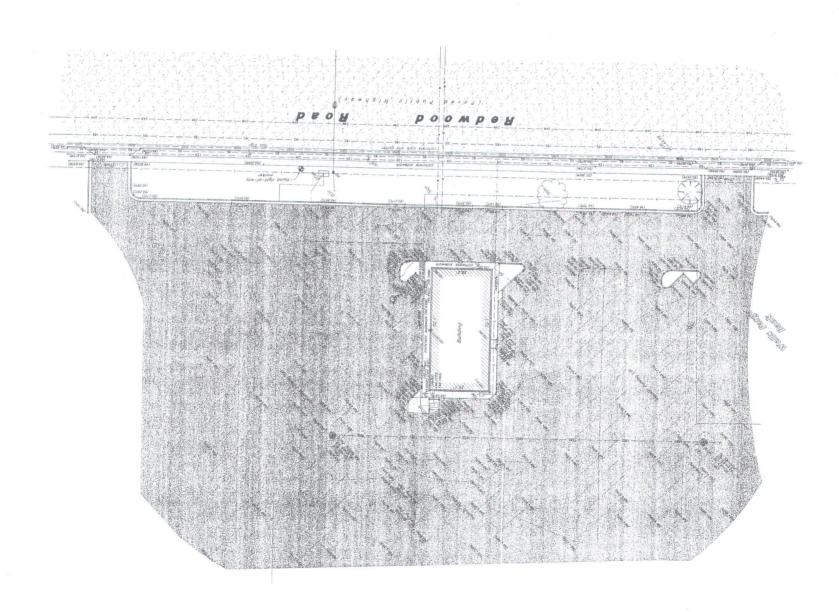
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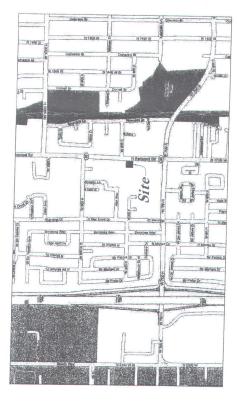


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Grading Plan Details C2.1 C3.1

C3.2

Details C4.1

Erosion Control Plan





10 Dec, 2008

Prescott Muir Architects 171 West Pierpont Avenue Salt Lake City, Utah (801)521–9111

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Great Bosin Engineering
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(801)521-8529

Owner
Zions Bank
PO Box 30880
Salt Lake City, Utah
(801)844–7100

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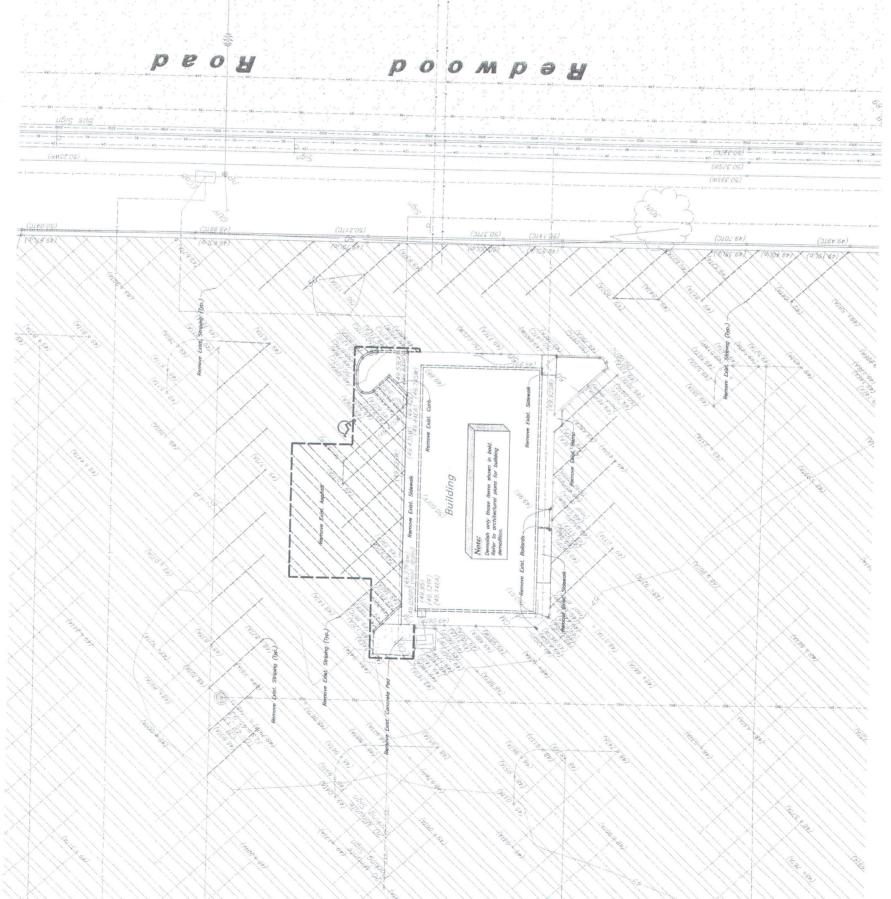
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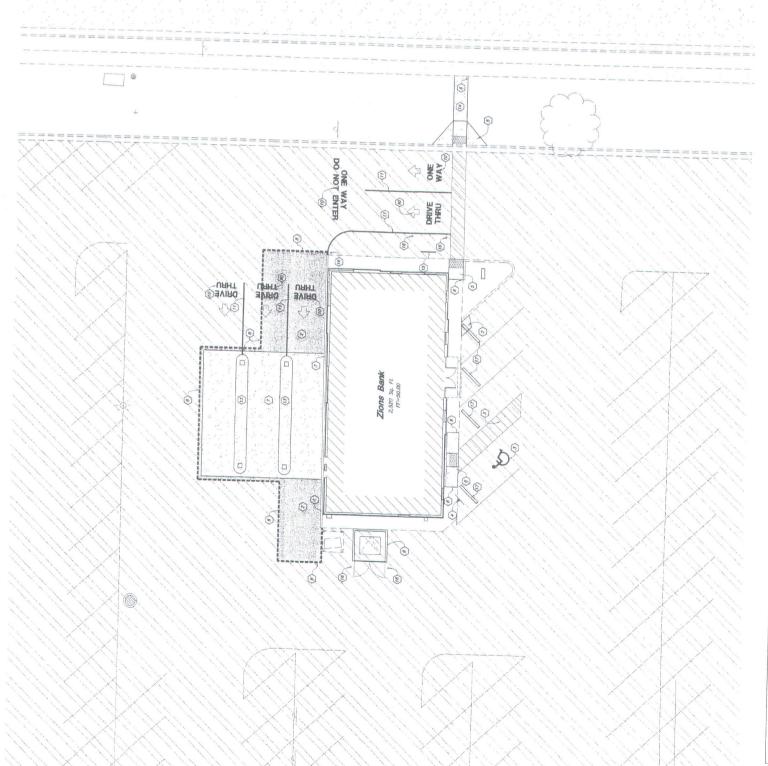
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Friday Intervented

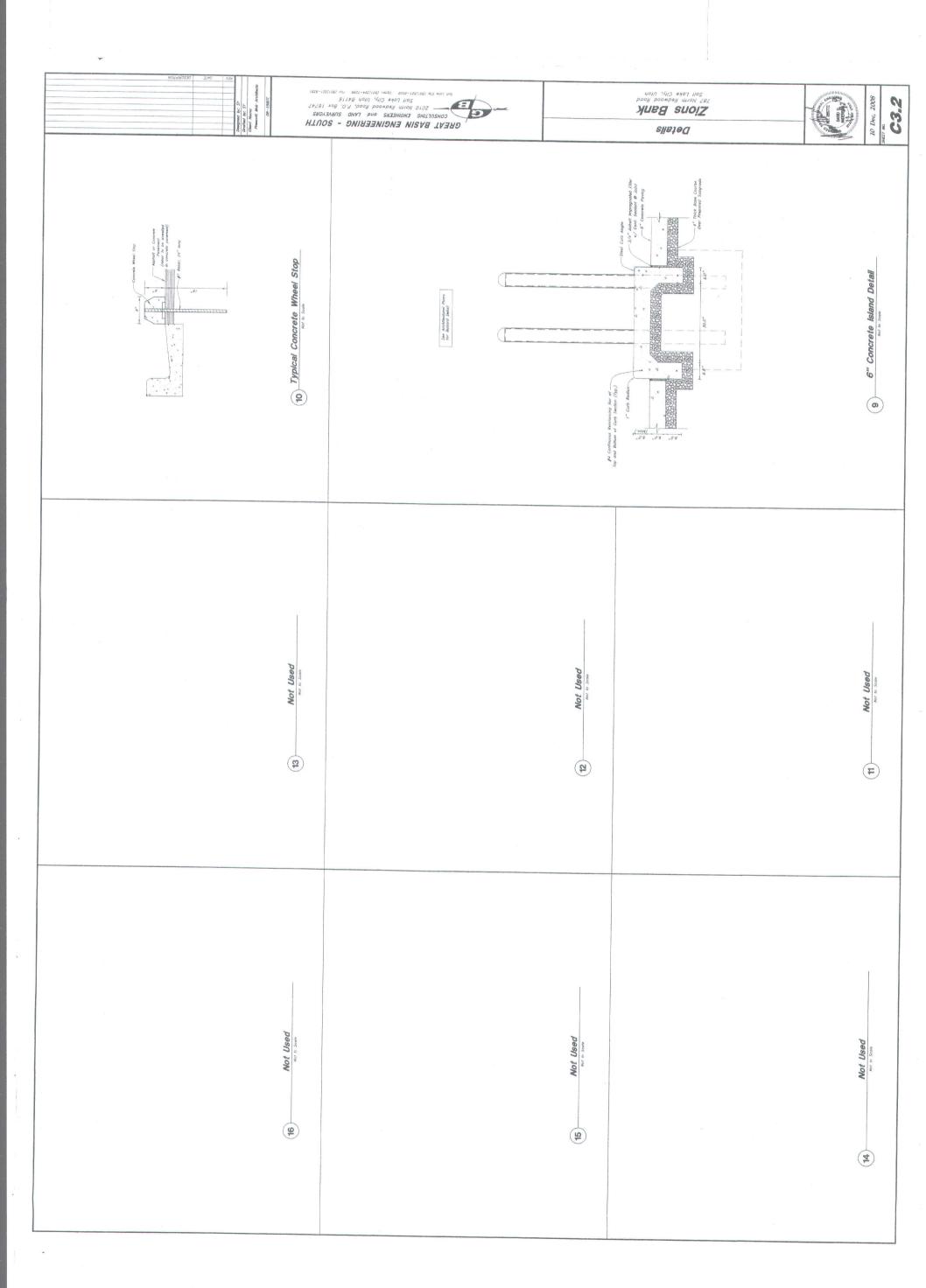


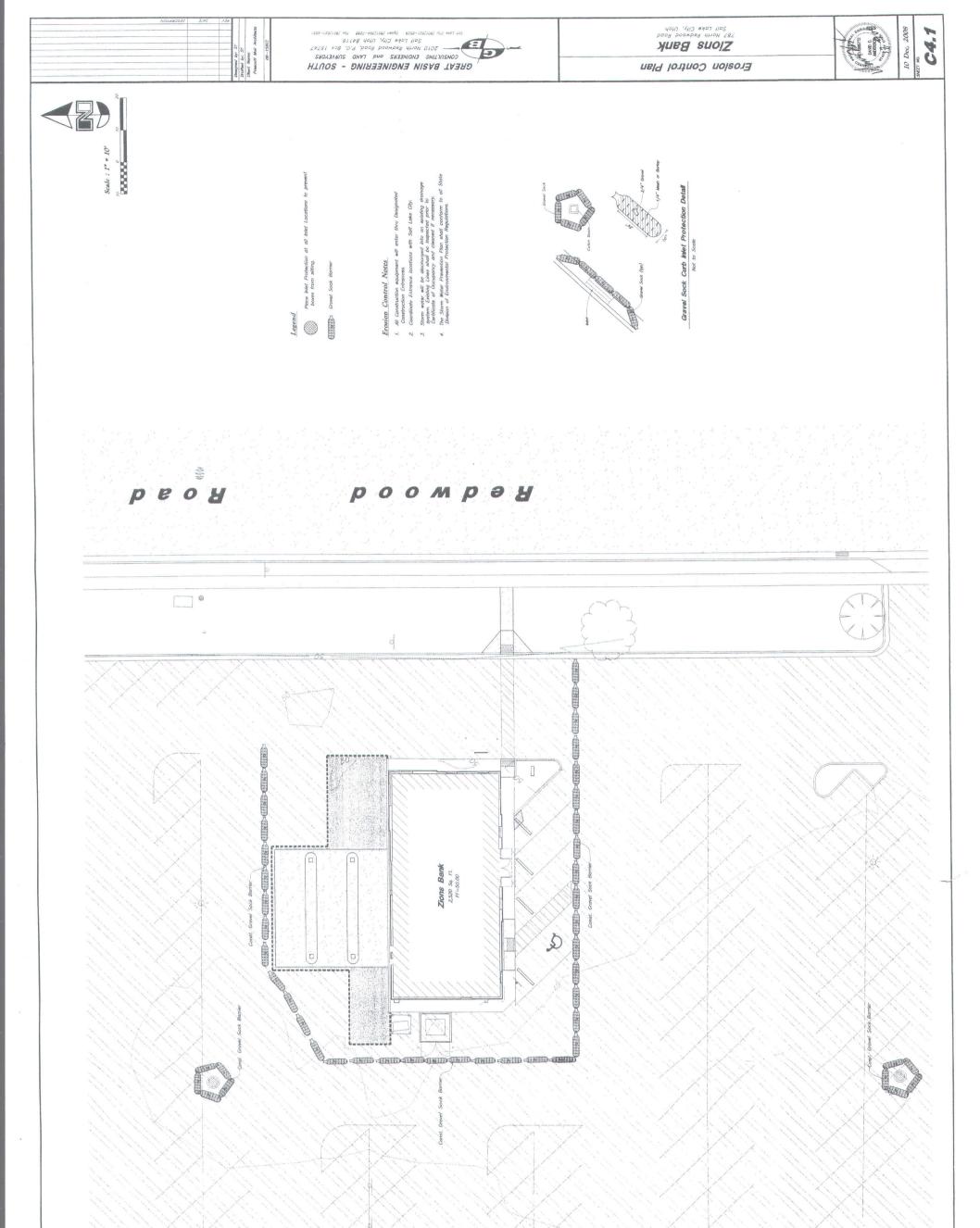
PRIVATE ENGINEER'S NOTICE TO CONTRACTORS

ADA Note:

Contractor must mointain a running steps on Accessible routes no stepsor than 5.00 (1.20). It mores alone for Accessible routes must be no steeper than 5.00 (1.50). All focusible routes must be no steeper than 5.00 (1.50). All focus on plans do or minimum clear width of 35°. If Godde on plans do or minimum clear when the Steeper Constantial menicidies, meet this requirement notify.

The Client, Contractor and Subcontractor about the positive build that they believe do only ordificate about the policy the Contractor on Subcontractor about the project lived they believe do not comply with the current state of the AM ont/or FMA.





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Attachment B: City Departmental Comments

From:

Miller, David

Sent:

Monday, January 26, 2009 8:40 AM

To: Cc: Valdemoros, Ana McCandless, Allen

Subject:

Petition PLNSUB2009-00038 Conditional Use Approval for a Planned Development

Categories:

Program/Policy

Ana,

Thank you for the notice regarding petition for conditional use approval for a planned development at 787 North Redwood Rd. This address is in the Salt Lake City's airport influence zone "C" and is listed as a area exposed to moderate levels of aircraft noise and having specific height restrictions. Salt Lake City requires an avigation easement for new development in this zone. The owner or developer should contact me at the address or email below, to complete the avigation easement. This project creates no observed impacts to airport operations.

David Miller
Airport Principal Planner
Salt Lake City Department of Airports
P.O. Box 145550
Salt Lake City, UT 84114-5550
801.575.2972
david.miller@slcgov.com

From:

Brown, Ken

Sent:

Wednesday, January 28, 2009 2:58 PM

To:

Valdemoros, Ana

Cc:

Butcher, Larry; Walsh, Barry

Subject:

Petition PLNSUB2009-00038 Conditional Use Approval For Planned Development at 787 N. Redwood Rd.

Categories: Program/Policy

Date:

January 28, 2009

To:

Ana Valdemoros, Planning Division

From:

Ken Brown

Senior Development Review Planner

535-6179

Re:

Petition PLNSUB2009-00038 Conditional Use Approval For Planned Development at 787 N. Redwood Rd.

The Building Services Division review comments are as follows:

- 1. The parking lot at this location is non-complying in regards to parking lot landscaping and this proposal intends to further reduce the number of interior parking lot trees that shade this parking lot by removing some existing trees without a replacement proposal.
- 2. Table 21A.44.060F Schedule Of Minimum Off Street Parking Requirements states "5 stacking spaces on site per cashier, teller or similar employee transacting business directly with drive-through customers at any given time in addition to the parking required for that specific land use". 21A.40.060 Drive-Through Service Window Regulations state "The amount of stacking space for automobiles awaiting service shall be at least five (5) spaces on site per service window based on single line stacking; and Internal traffic circulation patterns on the lot shall be adequate to keep traffic from backing into a street or blocking access to any required parking spaces located on the lot'. This proposal does not appear to provide 5 stacking spaces per transaction location, which would not block access to required parking spaces.



From:

Weiler, Scott

Sent:

Monday, January 26, 2009 11:40 AM

To:

Valdemoros, Ana

Cc:

Drummond, Randy

Subject:

Conditional Use for PUD at 787 N. Redwood Road

Categories: Program/Policy

Ana,

Engineering has no objection to the proposed Conditional Use. The public sidewalk at the proposed site is in satisfactory condition

Scott

P.S. I tried to enter my comments into PLNSUB2009-00038 but the workflow hadn't progressed that far to allow me to do so.

FIRE

Valdemoros, Ana

From: Itchon, Edward

Sent: Monday, January 26, 2009 9:32 AM

To: Valdemoros, Ana

Subject: PLNSUB2009-00038 Planned Development 787 N Redwood Rd.

No Issues

PUBLIC UTILITIES

Valdemoros, Ana

From:

Stoker, Justin

Sent:

Thursday, February 05, 2009 3:32 PM

To:

Valdemoros, Ana

Subject:

PLNSUB2009-00038 (787 North Redwood Rd)

Categories: Program/Policy

Public Utilities has no outstanding issues with regards to this project.

Justin D. Stoker, PE

Salt Lake City Public Utilities 1530 S. West Temple, SLC, UT 84115

ph. (801) 483-6786 - justin.stoker@slcgov.com

From:

Walsh, Barry

Sent:

Tuesday, February 03, 2009 5:03 PM

To:

Valdemoros, Ana

Cc:

Young, Kevin; Weiler, Scott; Butcher, Larry; Itchon, Edward; Garcia, Peggy

Subject:

Pet PLNSUB2009-00038

Categories: Program/Policy

February 3, 2009

Ana Valdemoros, planning

Re: petition PLNSUB2009-00038 Conditional Use review for 787 North Redwood Road.

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

The proposed conversion from restaurant, one drive up window, to a bank, with three drive up windows requires parking revisions that reduces the provided parking with in the community shopping center but does not eliminate required parking.

The plan submitted, see redline drawing, needs to be revised to address the required five car stacking geometrics and circulation to align with the drive-thru windows, parking stalls that are to remain and vehicular circulation. Note that the stacking lane is not to include or block the pedestrian access corridor.

We also recommend revision of the building entry walk to provide the required ADA access area with out the vehicular parking conflict as shown. Dimension the parking stop locations as required.

Sincerely,

Barry Walsh

Cc

Kevin Young, P.E. Scott Weiler, P.E. Larry Butcher, Permits Ted Itchon, Fire Peggy Garcia, Public Utilities File