

## PLANNING COMMISSION STAFF REPORT

### Korean Presbyterian Church of Utah Conditional Use & Planned Development

425 East 700 South

July 14, 2010

Petitions PLNPCM2010-00231 and  
PLNSUB2010-00422



Planning Division  
Department of Community and  
Economic Development

**Applicant:** Richard Chong

**Staff:** Nick Britton, 535-6107  
nick.britton@slcgov.com

**Tax ID:** 16-07-204-023  
(primary lot)

**Current Zone:** RMF-35  
(Moderate Density Multi-Family Residential)

**Master Plan Designation**  
*Central Community Master Plan* - low to medium density residential

**Council District**  
Council District 4, Luke Garrott

**Lot Size**  
42,253 square feet (total)

**Land Use Regulations**  
Salt Lake City Code:  
Section 21A.24.130  
Chapter 21A.54  
Chapter 21A.55

**Notice**  
Mailing notice: July 2, 2010  
Property posted: July 2, 2010  
Agenda published: July 2, 2010

#### Attachments

- A. Proposed Site Plans
- B. Proposed North (Sego Avenue) Elevation
- C. Department and Division Comments
- D. Community Council Comments
- E. Photographs

### **Request**

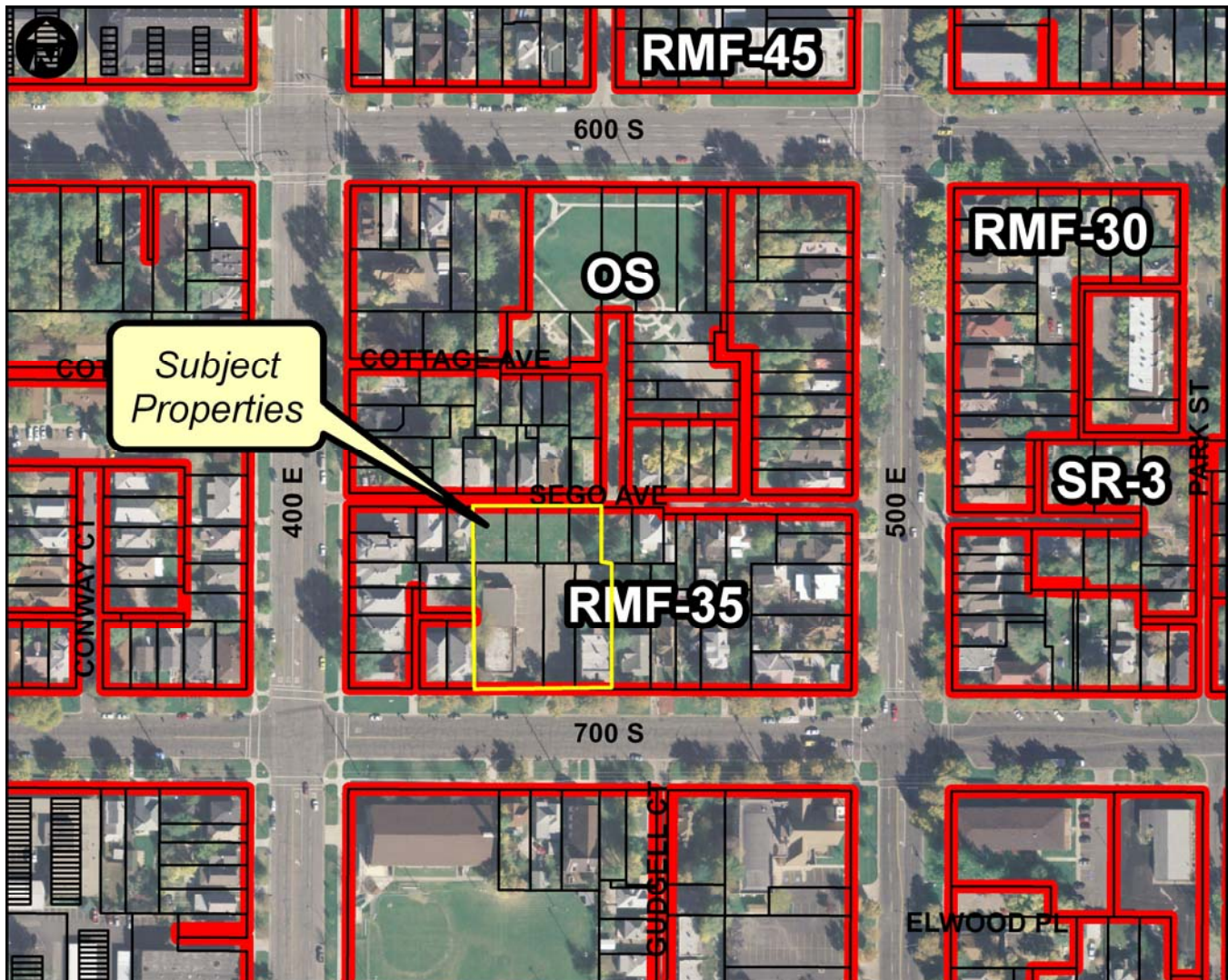
Richard Chong, on behalf of the Korean Presbyterian Church of Utah, is requesting a conditional use and a planned development for the expansion of an existing church at 425 East 700 South. The property is in the RMF-35 zoning district. The development includes a former fourplex used for classrooms. The expansion will include a new sanctuary, a new entrance, and a new parking lot. The conditional use is required because the proposal is an expansion of an existing conditional use beyond 1,000 square feet. The planned development is due to a modification of setbacks on the north side of the development.

### **Recommendation**

Regarding petitions PLNPCM2010-00231 and PLNSUB2010-00422, and based on the findings of this staff report, staff recommends that the Planning Commission approve the conditional use request and the planned development request for the expansion of the Korean Presbyterian Church at 425 East 700 South with the conditions listed below.

1. The seven lots must be consolidated and a copy of the recorded deed shall be provided for the project file.
2. The applicant must comply with all necessary modifications and requests from the City's departments and division, based on comments provided in this staff report and its exhibits.
3. The Korean Presbyterian Church must apply for a formal change of use for the fourplex currently found at 439 East 700 South.
4. If parking lot lighting will be provided, it shall be appropriately shielded to reduce the impact on neighboring properties.

## Vicinity Map



## Analysis

### Background Information

The Korean Presbyterian Church of Utah is the owner of seven parcels at approximately 425 East 700 South (the address of the current church building), part of the RMF-35 zoning district. They are looking to expand their facilities by adding a new sanctuary, entrance and offices to the existing building, which would be an expansion to the north of the current building (see Exhibit A). The development site also includes a former fourplex that houses classrooms and offices for the church's youth fellowship services. The existing building is approximately 4,200 square feet; the expansion would be 8,634 square feet, for a total building size of 12,834 square feet. Because churches are conditional uses in the RMF-35 zoning district, any expansion of conditional use beyond 1,000 square feet requires conditional use approval.

Staff is recommending that the seven lots be combined by deed for appropriate development, which would make the final lot a double frontage lot along 700 South and Sego Avenue (650 South). The RMF-35 zoning district has a setback requirement of 20 feet, but the applicant is requesting that they be allowed to use a modified setback of 10 feet. This request would require planned development approval. It is also noted that the Salt Lake City Zoning Ordinance does not regulate the lot coverage or side yard setbacks for churches in the RMF-35 zoning district and so these standards are not considered in this review.

On February 20, 1992, the Korean Presbyterian Church requested a conditional use for a parking lot on land that was at the time zoned R-3A (residential) and that request was denied.

## Master Plan Discussion

The subject parcel is found in the *Central Community Master Plan*, adopted in November of 2005. The parcel has a future land use of “medium density residential.” The use predates the current zoning and the future land use plan. Though the proposal is not explicitly supported by the master plan, the zoning ordinance allows conditional uses to expand provided they obtain approval from the Planning Commission.

Additionally, in the *Central Community Master Plan*’s vision, it calls for “livable communities and neighborhoods.” Livable communities and neighborhoods include “religious facilities located within the community,” because they provide “a source of social and community activity.”

## Public Comments

The applicant and property owners met with the Central City Neighborhood Council on June 2, 2010 and presented their renderings. There were concerns with traffic on Sego Avenue, but overall, the neighborhood council and those in attendance were supportive of the project and thought expansion of the church would be an asset to the community. The full comments from the neighborhood council are found in Exhibit D.

## Department & Division Comments

A summary of comments received from the department and division reviews is listed below. Full comments are found in Exhibit C.

- A. Public Utilities:** Public Utilities noted that when the lots are combined, at least one of the two culinary meters serving the property will need to be killed. Additionally, because no storm drain is available to this parcel, an engineered solution will need to be provided.
- B. Transportation:** Transportation noted that there are some minor parking space issues that need to be addressed and that the plans should show bike stalls, a new dumpster location, and modifications to the new driveway. Most of Transportation’s comments were resolved with a new site plan.
- C. Engineering:** Engineering noted that modifications need to be made to carriage walks shown on the site plan (these have since been removed). Additionally, curb and gutter along the block face of 700 South must be improved to match existing curb and gutter along the remainder of the block face.
- D. Building Services:** Building Services noted that parking stalls need to be modified to meet dimensional requirements and that dimensions need to be indicated and show that interior landscaping standards are met. Parking lot lighting must also be shown on the site plan if the lost

will be used in the evening. Additionally, Building Services needed additional information to verify various standards had been met, such as heights, lot coverage and side yard setbacks.

**E. Fire:** The Fire Department review noted various standards that must be met.

## ***Analysis and Findings***

### **Conditional Use Standards**

Conditional uses are subject to the standards found in Section 21A.54.080(B) of the Zoning Ordinance, which states that a “conditional use permit shall be approved unless the evidence presented shows that one (1) or more of the standards set forth in this subsection cannot be met. The Planning Commission, or, in the case of administrative conditional uses, the Planning Director or the Director's designee, may request additional information as may be reasonably needed to determine whether the standards of this subsection can be met.”

- 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 *Central Community Master Plan* future land use plan provides direction on the future development in the area where the subject parcel is found. Specifically, the subject property is designated as “medium density residential.” The property is zoned RMF-35, consistent with the master plan designation. However, “places of worship on lots less than 4 acres in size” are conditional uses in the RMF-35 zone, which requires additional review by the Planning Commission. This proposal is an expansion of an existing conditional use, which requires additional approval via Section 21A.54.030C(2) of the zoning ordinance.

**Finding:** The specific use is a conditional use of the zoning district in which it is located.

- 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 use, 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:** Primary access to the site will be via 700 South, and a new drive is built at this location. There will be an additional access point on Sego Avenue, which is substantially smaller than 700 South. This additional access has been proposed for fire access. There has been some concern expressed for additional traffic on Sego Avenue from neighbors, but it was believed that most people would use 700 South due to Sego Avenue's width. This church has been here for a number of years and its expansion may bring additional traffic to the site, but there is no reason to expect that it will create unusual traffic patterns, pedestrian or otherwise, as 700 South is a large street with some available on-street parking.

Parking will be handled on-site: the proposed sanctuary will have 235 seats, which requires 47 parking spaces (1 space for every 5 seats). The applicant will need to move the dumpster to ensure that two of the parking stalls count towards the total. The proposed internal circulation will be consistent with other developments of this size but, again, it should be noted that there is an exit onto Sego Avenue and Sego Avenue is considerably smaller than an average city-street, with houses within 10 feet of the property line. It is expected that a majority of the traffic will enter and exit via 700 South, which can handle the additional traffic capacity.

Peak traffic will likely be on Sundays when services are held and there is no reason to expect that the proposed hours of operation will create noise, light or other nuisances that would impair the use and enjoyment of neighboring properties. Public Utilities reviewed the proposal and noted that some changes would be necessary for the water meters servicing the site, but no indication was made that the expansion of the church would impair service levels of utilities on the block or have any adverse impact on surrounding properties.

The applicant has provided landscaping plans (see Exhibit A) that show a considerable addition of landscaping in the form of trees, shrubbery, and other site features. These include new trees along 700 South and along Sego Avenue as well as along the eastern side yard and around the Youth Fellowship building at the southeast corner of the property. The applicant will have to provide measurements to Building Services at the time of building permits review to ensure that

interior parking lot landscaping has been met (5 percent is required by ordinance). The applicant has indicated on the latest version of the site plan that 699 square feet (of the required 680 square feet, or 5 percent) has been provided, however. The landscaping along Sego Avenue is important because the building's back wall faces Sego Avenue, which is primarily a residential street. Because the applicant has requested a modification to the setbacks for the building and parking along Sego Avenue (see Planned Development review below), it is important that the building is buffered appropriately along the street. Based on elevations for Sego Avenue, staff believes that the landscaping, in addition to the architecture and materials, sufficiently buffer the impact of the building's 20 foot wall on Sego Avenue. The Planning Commission may want to consider additional landscaping along Sego Avenue, however, if it feels that more is necessary.

Finally, staff reviewed the conditional uses approved and requested within a ¼ mile of the subject property and found only one, the Trolley Place Condominiums (Petition PLNPCM2008-00287) at 540 South Denver Street. The conditional use in question related to a ground-mounted utility box. There are a few non-conforming uses in the area, such as retail shops in residential zones, but no evidence that this proposal will lead to a "detrimental concentration" of either conditional uses or non-conforming uses.

***Finding:*** Staff finds that the proposed church expansion is compatible with the surrounding neighborhood, after consideration of the abutting streets and means of access, the anticipated traffic patterns and intensities, its internal circulation system and parking configuration, the required utilities to the site, and the concentration of conditional and non-conforming uses. Careful consideration was given to proposed landscaping as that is the principal means of buffering the church's visual impact (the building itself) from the primarily residential neighborhood in which it is located.

**3. Design Compatibility:** The proposed conditional use shall be 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 of 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-used 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 existing church building, which is located along 700 South, would remain essentially unchanged and a new sanctuary would be built to the north of the building, which would bring the building to Sego Avenue. There is an existing fourplex which has been primarily used for church-related activities that will also remain. The parking lot would wrap around the existing buildings and to the east of the new church building. No delivery areas are anticipated, but access will be primarily from 700 South, although Sego Avenue will also have a new drive entrance (currently, only 700 South has a drive). New construction is part of the proposal, so the site design review standards found in Chapter 21A.59 apply and are discussed later in this staff report.



**Finding:** The proposal has been designed to be compatible with the surrounding neighborhood. There is no reason to believe that the proposed use would result in a loss of privacy or objectionable views. The parking lot is sufficiently landscaped and screened from the street and from the neighboring properties and there are no loading or storage concerns for this use. Staff finds that the proposal meets a majority of the site design review standards, but with expansion of a place of worship around two existing buildings on a double frontage lot, some of the standards have not been met. However, staff believes that the proposal is compatible with the neighboring community and has been designed to address the unique conditions on Sego Avenue.

- 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:** There is no evidence that the requested conditional uses would emit any pollution, encroach on or direct runoff into any river or stream, or introduce any hazard or potential for damage to adjacent properties. The use, as proposed, is consistent with the nature of the surrounding neighborhood.

**Finding:** The proposal meets this 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 requires a planned development request because there are proposed modifications to the setbacks along Sego Avenue; these standards are reviewed below. Additionally, because there is new construction involved in this conditional use, the proposal must be analyzed using the site design review standards found in Chapter 21A.59.

**Finding:** The proposal required planned development review and site design review, both of which have been addressed further in the staff report.

## Site Design Review Standards

In addition to standards provided in other sections of this title for specific types of approval, the following standards shall be applied to all applications for design review:

- A. Development shall be primarily oriented to the street, not an interior courtyard or parking lot.
1. Primary building orientation shall be toward the street rather than the parking area. The principal entrance shall be designed to be readily apparent.
  2. At least sixty percent (60%) of the street frontage of a lot shall have any new building located within ten feet (10') of the front setback. Parking is permitted in this area.
  3. Any buildings open to the public and located within thirty feet (30') of a public street shall have an entrance for pedestrians from the street to the building interior. This entrance shall be designed to be a distinctive and prominent element of the building's architectural design, and shall be open to the public during all business hours.
  4. Each building shall incorporate lighting and changes in mass, surface, or finish to give emphasis to its entrances.

**Finding:** The development is oriented toward an interior parking lot. Because of the existing building on 700 South, and the fact that the primary entrance is on 700 South, the new building could not be oriented to 700 South unless the primary entrance for the site was Sego Avenue. Because most people will be arriving to the building by vehicle, and because the primary vehicular access is on 700 South, it seems logical to have the main entrance face the parking lot and open up to 700 South. There will be an entrance along Sego Avenue, but the primary entrance will be in the interior of the lot. In order for this proposal to meet Standard A-1, the planned development, reducing the required setback in the RMF-35 zone, must be approved.

- B. Primary access shall be oriented to the pedestrian and mass transit.
1. Each building shall include an arcade, roof, alcove, portico, awnings, or similar architectural features that protect pedestrians from the rain and sun.

**Finding:** As previously stated, the existing buildings and parking requirements make it difficult for this building to be oriented to anything but a parking lot. The City wants the primary access to be via 700 South and not Sego Avenue, so there are limited options for where the expansion can go on the site. An alternative would be to tear down the existing building(s) and redesign the site from scratch. The main entrance has a covered plaza to protect pedestrians from the rain and sun.

- C. Building facades shall include detailing and glass in sufficient quantities to facilitate pedestrian interest and interaction.
1. At least forty percent (40%) of any first floor wall area that faces and is within thirty feet (30') of a primary street, plaza, or other public open space shall contain display areas, windows, or doorways. Windows shall allow views into a working area or lobby, a pedestrian entrance, or display area. First floor walls facing a side street shall contain at least twenty five percent (25%) of the wall space in window, display area, or doors. Monolithic walls located within thirty feet (30') of a public street are prohibited.
  2. Recessed or projecting balconies, verandas, or other usable space above the ground level on existing and new buildings is encouraged on a street facing elevation. Balconies may project over a public right of way, subject to an encroachment agreement issued by the city.

**Finding:** The main wall that is located along Sego Avenue has a mixture of surfaces that should be sufficiently varied to appear interesting to any pedestrians. Because the proposed use is a church and not a commercial/retail building, there is limited opportunity for public spaces and display areas.



**D. Architectural detailing shall emphasize the pedestrian level of the building.**

**Finding:** The height limit in the RMF-35 zoning district is 35 feet, but the building at Sego Avenue is only 20 feet, equivalent to many of the homes along the street. The building is at its highest in the interior of the block.

**E. Parking lots shall be appropriately screened and landscaped to minimize their impact on adjacent neighborhoods.**

1. Parking areas shall be located behind or at one side of a building. Parking may not be located between a building and a public street.
2. Parking areas shall be shaded by large broadleaf canopied trees placed at a rate of one tree for each six (6) parking spaces. Parking shall be adequately screened and buffered from adjacent uses.
3. Parking lots with fifteen (15) spaces or more shall be divided by landscaped areas including a walkway at least ten feet (10') in width or by buildings.

**Finding:** The parking lot has been located to the side of the main building and is not between a building and a public street. There are more trees (12) around the perimeter of the parking lot than the required number of trees (8 for 47 spaces) and pedestrian walkways have been included between the parking lot and the building.

**F. Parking lot lighting shall be shielded to eliminate excessive glare or light into adjacent neighborhoods.**

**Finding:** If parking lot lighting is provided, it shall meet this standard.

**G. Parking and on site circulation shall be provided.**

1. Connections shall be made when feasible to any streets adjacent to the subject property and to any pedestrian facilities that connect with the property.
2. A pedestrian access diagram that shows pedestrian paths on the site that connect with a public sidewalk shall be submitted.

**Finding:** Parking and on-site circulation has been provided as well as pedestrian connections through the site.

**H. Dumpsters and loading docks shall be appropriately screened or located within the structure.**

1. Trash storage areas, mechanical equipment, and similar areas are not permitted to be visible from the street nor permitted between the building and the street.
2. Appropriate sound attenuation shall occur on mechanical units at the exterior of buildings to mitigate noise that may adversely impact adjacent residential uses.

**Finding:** The dumpster location, when finalized, must be screened. As currently placed, however, the dumpster would not be visible to anyone standing on either Sego Avenue or 700 South.

**I. Signage shall emphasize the pedestrian/mass transit orientation.**

**Finding:** The signage has been indicated on the site plan but any signs along 700 South will

need to conform with this standard and the standards found in Section 21A.46.080.

- J.** Lighting shall meet the lighting levels and design requirements set forth in Chapter 4 the Salt Lake City lighting master plan dated May 2006.

**Finding:** No lighting has been indicated on the site plan. If the church intends to use the parking lot at night, lighting will need to meet this standard.

- K.** Streetscape improvements shall be provided as follows:

1. One street tree chosen from the street tree list shall be placed for each thirty feet (30') of property frontage on a street.
2. Landscaping material shall be selected that will assure eighty percent (80%) ground coverage occurs within three (3) years.
3. Hardscape (paving material) shall be utilized to designate public spaces. Permitted materials include unit masonry, scored and colored concrete, grasscrete, or combinations of the above.
4. Outdoor storage areas shall be screened from view from adjacent public rights of way. Loading facilities shall be screened and buffered when adjacent to residentially zoned land and any public street.
5. Landscaping design shall include a variety of deciduous and/or evergreen trees, and shrubs and flowering plant species well adapted to the local climate.

**Finding:** The specific nature of the landscaping has not been provided but the landscaping, materials, and hardscaping appear to be appropriate for buffering the proposal from the neighboring properties and there is no outdoor storage indicated on the site plan.

- L.** Street trees shall be provided as follows:

1. Any development fronting on a public or private street shall include street trees planted consistent with the city's urban forestry guidelines and with the approval of the city's urban forester.
2. Existing street trees removed as the result of a development project shall be replaced by the developer with trees approved by the city's urban forester.

**Finding:** Street trees have been provided in the site plans and the Building Services Division will ensure that they are to the required standards.

- M.** The following additional standards shall apply to any large scale developments with a gross floor area exceeding sixty thousand (60,000) square feet...

**Finding:** The subject property is only 42,250 square feet, so this standard does not apply.

- N.** Any new development shall comply with the intent of the purpose statement of the zoning district and specific design regulations found within the zoning district in which the project is located as well as adopted master plan policies, the city's adopted "urban design element" and design guidelines governing the specific area of the proposed development. Where there is a conflict between the standards found in this section and other adopted plans and regulations, the more restrictive regulations shall control. (Ord. 61-08 § 2 (Exh. B), 2008; Ord. 89-05 § 8, 2005; Ord. 3-05 § 11, 2005)

**Finding:** This standard has been addressed in the conditional use standards and the planned development standards.

## Planned Development Standards

The planning commission may approve, approve with conditions, or deny a planned development based upon written findings of fact according to each of the following standards. It is the responsibility of the applicant to provide written and graphic evidence demonstrating compliance with the following standards:

- A. Planned Development Objectives:** The planned development shall meet the purpose statement for a planned development (section 21A.55.010 of this chapter) and will achieve at least one of the objectives stated in said section;

**Analysis:** The applicant has requested a planned development because the proposed expansion encroaches on the required 20 foot front yard setback in the RMF-35 zoning district. The applicant is proposing a 10 foot setback, which would more closely mimic the existing setback along Sego Avenue, where the average setback of the buildings is 8'-6". The architect has proposed a wall height of 20 feet along Sego Avenue, which would also be more in line with the heights of the houses on the block. Additionally, a proposed canopy and the parking lot encroaches into the front yard setback.

The Planned Development ordinance requires that the proposal meets the purpose statement of the chapter, which in part reads, "A planned development will result in a more enhanced product than would be achievable through strict application of land use regulations..." In the case of the proposed church expansion with the modified setbacks, staff believes that the new building will be more compatible with the block face along Sego Avenue by moving it closer to setbacks of the other buildings on the street. Despite its narrowness, most of the houses are set back no more than 10 feet from the street and some are within 5 feet. The height of the proposed building would be only 20 feet at the setback (the roof slopes up to 35 feet, the district height limit, towards the interior of the lot), which is consistent with many of the homes on the block (see photographs in Exhibit E). Strict application of the RMF-35 zoning ordinance would result in an additional 10 feet of setback and a potential wall height of 35 feet, which might make the building more imposing and less compatible with the surrounding neighborhood. Furthermore, development on a double frontage lot is difficult because it reduces the amount of land available for development when two front yard setbacks must be met. While Sego Avenue and 700 South are both city streets, they have very different streetscapes and purposes, and strict application of the zoning ordinance in this case may not make sense for development of a institutional building that requires a large parking lot and a large building.

Additionally, the proposal must meet one of the objectives. In particular, staff finds that the proposal meets the following standards:

- "Use of design, landscape, or architectural features to create a pleasing environment."
- "Inclusion of special development amenities that are in the interest of the general public."

As stated above, the modified setback gives the applicant freedom to design a building that appears to have a smaller massing when viewed from Sego Avenue (as opposed to 700 South or

the interior the lot) due to the design of the roof. This design provides more flexibility in terms of compatibility and continues the development pattern of Sego Avenue. Additionally, residents at the community council meeting remarked that the expansion of a church in a central city neighborhood was a positive development and that the Korean Presbyterian Church have been good neighbors and their presence was an asset to the community. Given the growth of the church and their desire to maintain the existing buildings on 700 South, the modification of the setback gives them more freedom in expansion and design for the new sanctuary.

**Finding:** A planned development is required for the church's expansion as proposed because the new building, a canopy, and the parking lot all encroach in the required front yard setback along Sego Avenue. Staff finds that the proposed expansion meets the purpose statement of the planned development chapter as it provides flexibility for the applicant to build a more compatible building for both Sego Avenue and the surrounding residential neighborhood. Additionally, staff finds that the proposal meets two of the planned development objectives, by allowed flexibility to create a more pleasing environment along Sego Avenue and by providing flexibility for the church to remain at its current location and continue as an asset to the surrounding community, as identified by the neighborhood council.

**B. Master Plan And Zoning Ordinance Compliance:** The proposed planned development shall be:

1. Consistent with any adopted policy set forth in the citywide, community, and/or small area master plan and future land use map applicable to the site where the planned development will be located, and
2. Allowed by the zone where the planned development will be located or by another applicable provision of this title.

**Analysis:** Expansion of an existing conditional use by more than 1,000 square feet is a conditional use per Section 21A.54.030C(2). The zoning district (RMF-35) in place is consistent with the applicable master plan and a place of worship is a conditional use in the RMF-35 zone. Additionally, the expansion of the church (which allows the church to remain in its current location) meets the vision of the *Central Community Master Plan*.

**Finding:** The proposal meets this standard.

**C. Compatibility:** The proposed planned development 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:

1. Whether the street or other means of access to the site provide the necessary ingress/egress without materially degrading the service level on such street/access or any adjacent street/access;
2. Whether the planned development and its location will create unusual pedestrian or vehicle traffic patterns or volumes that would not be expected, based on:
  - a. 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;
  - b. Parking area locations and size, and whether parking plans are likely to encourage street side parking for the planned development which will adversely impact the reasonable use of adjacent property;

- c. Hours of peak traffic to the proposed planned development and whether such traffic will unreasonably impair the use and enjoyment of adjacent property.
3. Whether the internal circulation system of the proposed planned development will be designed to mitigate adverse impacts on adjacent property from motorized, nonmotorized, and pedestrian traffic;
4. Whether existing or proposed utility and public services will be adequate to support the proposed planned development at normal service levels and will be designed in a manner to avoid adverse impacts on adjacent land uses, public services, and utility resources;
5. 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 planned development; and
6. Whether the intensity, size, and scale of the proposed planned development is compatible with adjacent properties.

**Analysis:** Please see page 4 of this staff report, where this same standard was reviewed as part of the Conditional Use standards.

**Finding:** As stated in the Conditional Use discussion above: “Staff finds that the proposed church expansion is compatible with the surrounding neighborhood, after consideration of the abutting streets and means of access, the anticipated traffic patterns and intensities, its internal circulation system and parking configuration, the required utilities to the site, and the concentration of conditional and non-conforming uses. Careful consideration was given to proposed landscaping as that is the principal means of buffering the church’s visual impact (the building itself) from the primarily residential neighborhood in which it is located.”

- D. Landscaping:** Existing mature vegetation on a given parcel for development shall be maintained. Additional or new landscaping shall be appropriate for the scale of the development, and shall primarily consist of drought tolerant species;

**Analysis:** The existing mature vegetation on site will be maintained and the expansion will coincide with a full landscaping plan that will add a significant number of trees and shrubbery and other landscaping elements. The landscaping is intended to buffer the use from neighboring residential properties and soften the new development’s impact to Sego Avenue, which is a narrow residential street. It is unknown whether or not the proposed species are drought tolerant but the proposed landscaping is consistent with the surrounding properties.

**Finding:** Staff finds that the proposed landscaping provides a significant upgrade to the site and enhances the proposal. Additionally, the landscaping should provide as a adequate buffer between the residential properties that surround the subject properties. The Planning Commission may want to specify the type or amount of vegetation as a condition of the approval, however.

- E. Preservation:** The proposed planned development shall preserve any historical, architectural, and environmental features of the property;

**Analysis:** There are no known historical, architectural, or environmental features that would require preservation on the subject property.

***Finding:*** The proposed planned development meets this standard.

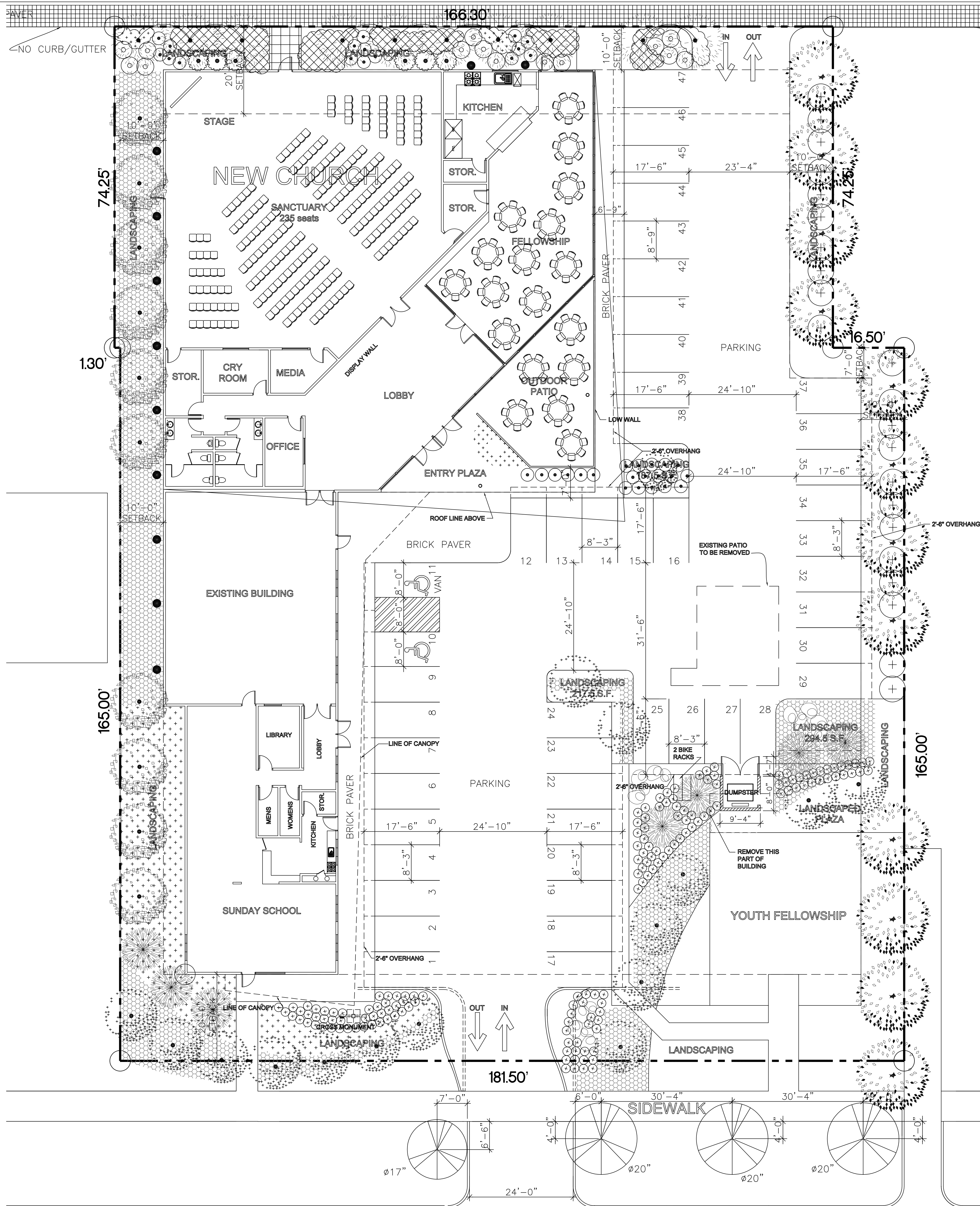
- F. Compliance With Other Applicable Regulations:** The proposed planned development shall comply with any other applicable code or ordinance requirement. (Ord. 23-10 § 21, 2010)

***Analysis:*** The only additional standards that apply to the proposed development are conditional use standards for the expansion of an existing conditional use by more than 1,000 square feet and the site design review standards which result from new construction associated with a conditional use.

***Finding:*** The additional standards have been reviewed and discussed above.

***Exhibit A***  
Proposed Site Plans





PROJECT DESCRIPTION  
ZONING: RMF 35

SITE AREA: 42,308 SF

"A" EXISTING BUILDING: 4,200 SF

NEW CONSTRUCTION  
"B" NEW CONSTRUCTION: 8,634 SF

TOTAL: 12,834 SF

COVERAGE: 30.3%

SEGO AVENUE  
AVERAGE SETBACK: 8'-6"

PARKING REQUIREMENT

SANCTUARY: 235 SEATS

PARKING REQ.  
(1 SPACE/5 SEATS OCC.) = 47 SPACES

STANDARD PROVIDED: 45 SPACES  
HANDICAP PROVIDED: 2 SPACES

TOTAL PARKING: 47 SPACES

LANDSCAPING REQUIREMENT

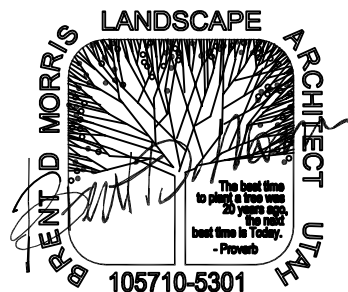
PARKING LOT: 14,151 sq. ft.

INTERIOR LANDSCAPING PROVIDED:








INTERIOR PARKING AREA: 13,596.7 S.F.  
5% LANDSCAPING REQUIRED: 679.8 S.F.






699.3 S.F. LANDSCAPING PROVIDED  
5 TREES PROVIDED

NORTH  
DEVELOPMENT SITE PLAN  
SCALE: 1" = 10'-0"



## LEGEND of SYMBOLS

SYMBOL	DESCRIPTION
	ENGLISH IVY – GROUND COVER @ 24" O.C.
	ST. JONSWORT – GROUND COVER @ 24" O.C.
	LAWN – SODDED W/ IRRIGATION SYSTEM
	1" DIA. GRAVEL MULCH – DARK VERMILLION (COLOR)
	CONCRETE – BROOMED @ 90 DEGREE PATTERN
	CONCRETE – BROOMED @ 90 DEGREE PATTERN
	3' – 4' DIA ROCK BARRIER

LEGEND of TREE SYMBOLS				
LETTER	SYM	BOTANICAL NAME & SIZE & COND.	MATURE SIZE	QUANTITY
AP		<i>Acer platinoides</i> 'Columnare' 2" CAL. B&B	H35' x W15'	14
FS		<i>Fagus sylvatica</i> 'Dawycok Columnare' 2" CAL. B&B	H40' x W12'	10
KP		<i>Koeleruteria paniculata</i> 'Fastigiata' 2" CAL. B&B	H25' x W 6'	9
LT		<i>Liriodendron tulipifera</i> 'Fastigiatum' 2" CAL. B&B	H50' x W15'	14
PC		<i>Picea a. 'cupressine'</i> Columnar 6" H. B&B		7

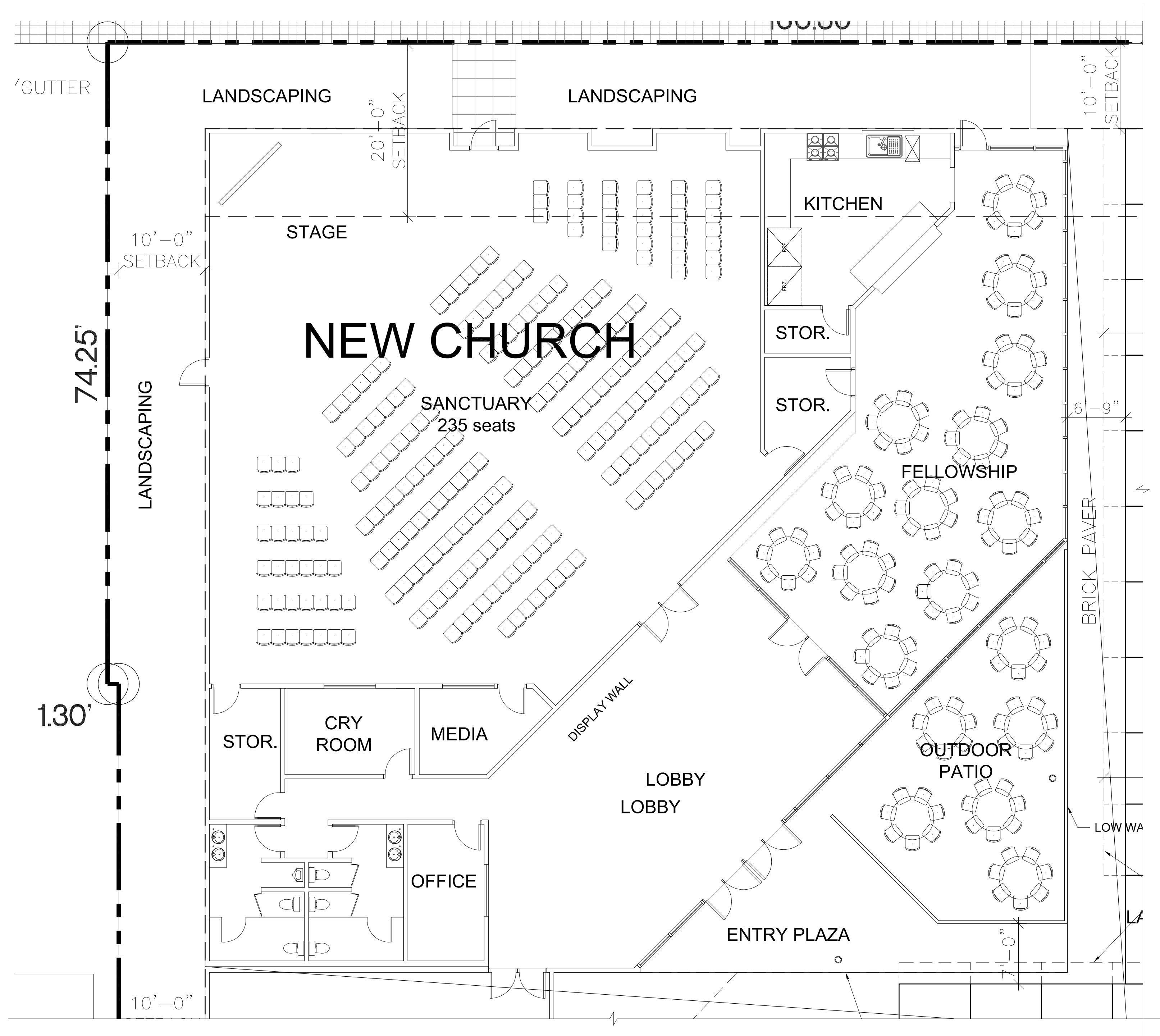
## PLANT SCHEDULE – SHRUBS & ORNAMENTAL GRASSES

SYM	LETTER	BOTANICAL NAME	COMMON NAME	SIZE	COND	SIZE	QTY
	A	Corvus s. "Kelsey"	Kelsey Dogwood	5 GAL	CAN	H2W2'	37
	B	Festuca ovina glauca	Blue Fescue	1 GAL	CAN	H1.5X1.5'	19
	C	Panicum vergatum "Prairie Sky"	Prairie Sky Switchgrass	5 GAL	CAN	H4X4.5'	169
	D	Juniperus h. "Icee Blue"	Icee Blue Juniper	1 GAL	CAN	H4X"6B"	12
	E	Cardinalis fl. "Redwilda"	Redtop Ivy	1 GAL	CAN	"12"	11
	F	Hedera helix "Thornhale"	Thornhale Ivy	1 GAL	CAN	24" o.c.	237
	G	Hypericum calycinum	St. Johnswort	1 GAL	CAN	24" o.c.	437
	J	Spiraea h. "Snowmound"	Snow Mound Spiraea	5 GAL	CAN	H3W3'	7

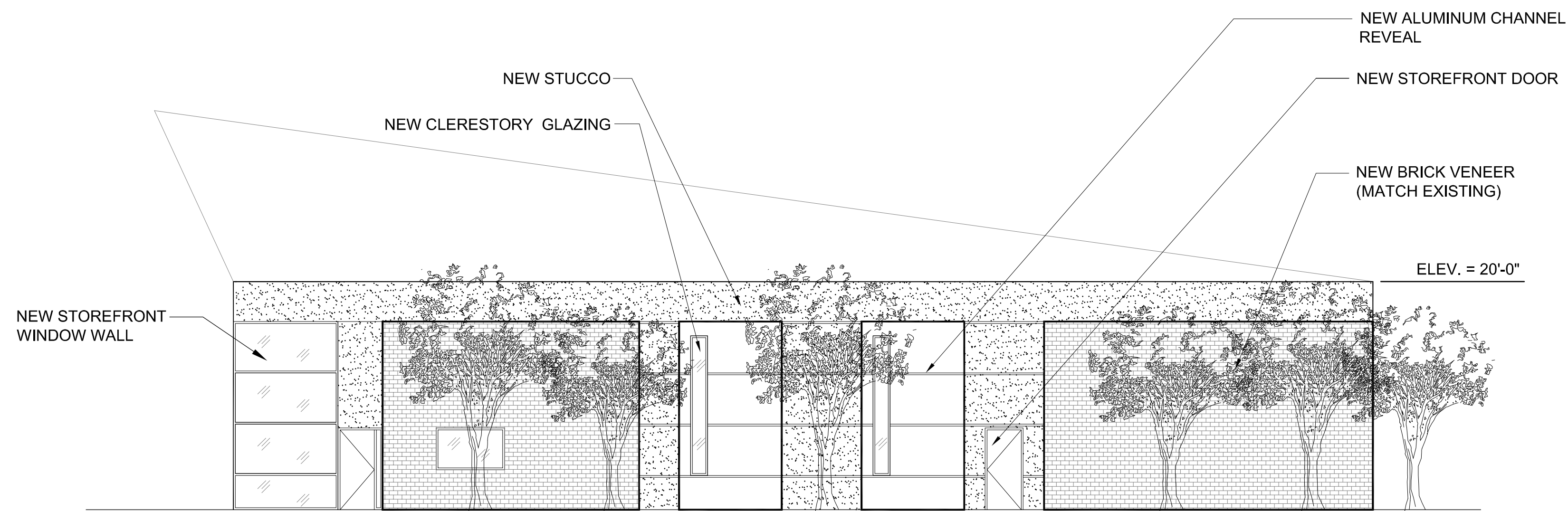
***Exhibit B***

Proposed North (Sego Avenue) Elevation





NORTH  
FLOOR PLAN  
SCALE : 1/8" = 1'-0"



NORTH ELEVATION  
SCALE : 1/8" = 1'-0"

***Exhibit C***

Department/Division Comments

**Public Utilities:**

There are currently three water meters inadvertently servicing the project area. One meter addressed 436 Sego Ave is listed as an irrigation meter and may remain. Two other meters, one at 425 E 700 S and another at 439 E 700 S are both 3/4-inch meters. Only one culinary water meter is allowed per parcel. This one meter will need to serve as a master meter for all buildings on the project site. With the combination of the lots into one, at least one of those two culinary meters will need to be killed at the main. The other meter, if it is large enough to service the entire planned development may remain to serve the project. If a larger size is needed, then both 3/4-inch service lines will need to be removed from the main and a new service tap provided. Any sewer service not used will need to be killed at the property line. If the combined parcel is larger than 1-acre, then the project will need to comply with the City's restrictive discharge policy, with regards to storm runoff. No public storm drain is available adjacent to the project, so an engineered solution will need to be provided to control storm runoff. Grading of the project site must be done in a way to not impact neighboring parcels. A full set of civil engineer, plumbing, and landscape plans will be required for review and approval by this department prior to permit issuance.

**Engineering:**

This submission consists of a request for a planned development to modify an existing building on 7 parcels. At present, there is an existing church and existing dwelling unit. The parcels are between Sego Avenue and 700 South at 425 East. Both streets are fully improved, and have all the required right-of-way. On 700 South there are 18 sections of curb and gutter that meet the criteria of APWA Std Plan 291A for replacement. The applicant wishes to install a carriage walk in the park strip on 700 South and this proposed carriage walk can be no wider than 4'. The applicant wishes to narrow the existing drive approach and this shall be constructed as per APWA Std. Plan 225. The curb and gutter does not match any existing curb and gutter standard and shall be constructed to match the existing curb and gutter along the block face. All of the above listed repairs and replacements must be completed by the applicant's contractor via a Public Way Permit that can be obtained from our office. The Permit shall be obtained by a licensed, bonded and insured contractor prior to the final approval of the Planned Development.

**Fire:**

1. Water mains shall not be smaller in diameter than 8".
2. Provide Fire Hydrants at the street a minimum 350 feet on centers.
3. No part of the building maybe further than 400 feet from a fire hydrant.
4. The primary fire hydrant shall be within 400 feet of a fire hydrant.
5. Additional fire hydrants maybe required to meet the required fire flow of
6. A control valve shall be placed immediately in front of the fire hydrant between the hydrant and the water main. This valve shall independently control the fire hydrant.
7. Fire hydrants shall be equipped with one 4 ½ inch, and two 2 ½ inch outlets, which has national standard threads (NST).
8. Fire hydrants shall be installed so that the center line of the lowest cap, nut shall not be closer than 18 inches from the finished grade.
9. Fire hydrants shall not be installed closer than 30' to a building.

10. Fire hydrants installed along fire department access roads shall not be further than 15' from the road.
11. Fire hydrants shall have the 4 ½" butt facing the fire access roadway.
12. Fire Hydrants shall be obstruction free within 3' around the hydrant.
13. Dead end water mains 8 inches in diameter shall not be longer than 250 feet in length, and serve no more than two appliances. If the water main is a minimum 12 inches in diameter it is permitted to be a dead end greater than 250 feet.
14. Underground piping shall be tested at 200 psia for two hours. This office shall receive a copy of the test certificate.
15. Fire Department Connection (FDC) shall be placed at the front of the structure and be no further than 100 feet from a fire hydrant.
16. Fire Department Connections (FDC) for any fire extinguishing system shall be placed along the road. The FDC shall be within 100 feet of a fire hydrant.

### **Transportation:**

Per our DRT review 2/11/2010 the site needed to combine all lots. The ADA van stall needs to be 8' wide with a 8' wide off loading area. The parking calculations (Standard SLC stalls 8'-3" to 9'-0", No compact designation) need to indicate the required 5% bike stall provision and indicate locations and detail per SLC standard F1.f2. New driveways are to be per APWA standards with 5' plus off set from trees, poles or fire hydrants etc. The dumpster location needs to be moved south to allow for the 2'-6" overhang or full 17.5' deep stall for #27 & #28.

### **Building Services:**

I have reviewed the proposed PUD for the Korean Presbyterian Church of Utah located in an RMF-35 zone at 425 East 700 South and have the following comments.

- 1) The conditional use PUD is proposed to address modifications to the building and parking setbacks on Sego Avenue. However, a proposed canopy and required parking also encroach into the 20 feet front yard setback along 700 South and will need to be address through the conditional use process as well.
- 2) The parking calculations on the site plan reference 14 compact parking stalls which cannot be recognized as meeting the required parking demand under the current zoning ordinance. Parking stalls #40 through 47 entering from Sego Avenue do not meet the minimum 24 feet 10 inches required for back out. As a remedy the abutting landscape area can be reduced to 7 feet measured from property line to the back of curb to meet the required back out and still be in compliance with Table 21A.44.050 (parking in required yards) and section 21A.48.070.C (perimeter parking lot landscaping).
- 3) Parking stalls #27 and 28 located in front dumpster cannot be considered as meeting the required parking count because they do not meet the minimum 17.5 dimensional requirement and are in conflict with trash removal and back out from parking stall #29.
- 4) The copy of the site plan that has been provided has been reduced in size and is no longer to scale making it impossible to verify the fixed dimensional standards or numerical minimum / maximum conditions which govern site development. However, it appears that the interior parking lot landscaping does not meet the minimum 5% requirement. Parking lot



landscaping located within 20 feet of the front property lines along Sego Avenue and 700 South are to be counted towards perimeter parking lot landscaping. Areas counted toward interior parking lot landscaping must be located on the interior of the parking lot, or located adjacent to the parking lot and more than 20 feet from a property line.

- 5) Landscaping is required as per 21A.48.070 in the following categories:
  - Interior parking lot landscaping as per 21A.48.070.B based on 5% of the parking lot area and 1 tree for each 120 square feet.
  - Perimeter parking lot landscaping with trees and shrubs as per 21A.48.070.C where parking lots are closer than 20-feet to the property line.
  - Parkway trees (1 tree per 30 feet of frontage) and landscaping as per 21A.44.060.
  - Front yard and one interior side yard landscaping as per 21A.48.090
- 6) No elevation plans have been provided to show compliance with the maximum height of structure which shall not exceed 35 feet or 3½ stories, whichever is less.
- 7) No elevation plans have been provided to show compliance with front façade controls as per 21A.21.010.I along Sego Avenue and 700 South.
- 8) Parking lots open for use during hours of darkness, 1 hour after sunset, shall be provided with lights and lighting facilities as per 18.80.070. Lights shall be located, directed or designed in such a manner so as not to create glare on adjacent properties as per 21A.24.010.K.
- 9) The zoning ordinance does not address the maximum lot coverage for places of worship in the RMF-35 zone. For permit issuance the Building Services Division requests that this item be specifically addressed in the staff report and documented in the Findings and Order.
- 10) The zoning ordinance does not address side yard setback requirements for places of worship in the RMF-35 zone. For permit issuance the Building Services Division request that this item be specifically addressed in the staff report and documented in the Findings and Order.

***Exhibit D***

Community Council Comments

## **PUBLIC INPUT PROCESS COMMENTS**

Central City Neighborhood Council reviewed the above referenced project on Wednesday the 2<sup>nd</sup> of June. Approximately 20 people attended the meeting. Those in attendance made the following comments relating to the project.

1. Concerned about new driveway opening up to Sego which would put more cars on that road/alley.
2. Felt this was a great project and an asset to the Community.
3. Was discussion on the rear setback along Sego. Why is it different than what is currently seen along Sego? Staff made comment to this and there was no more concern about the request to reduce the rear setback along Sego.
4. The revised Rear elevation will be a plus for Sego.

In general the group was supportive of the project. Thank you for the presentation.

Tom Mutter CCNC Chairperson

***Exhibit E***

Photographs



Sego Avenue at rear of subject property, looking east.



Sego Avenue at rear of subject property, looking west.



Subject property with existing church (right) and former fourplex (left).