

PLANNING COMMISSION STAFF REPORT

IHC Salt Lake Clinic
PLNPCM2010-00229
Zoning Map Amendment
333 South 900 East
September 8, 2010



Planning and Zoning Division
Department of Community and
Economic Development

Applicant:

Steve Dibble of IHC Health
Services, Inc

Staff:

Doug Dansie, 535-6182
Doug.Dansie@slcgov.com

Tax ID:

16-05-329-001, 002, 004, 005,
006,007, 015, 016, 017, 018, 021,
022, 027, 029
16-05-328-001, 002, 003, 004, 009

Current Zone:

I Institutional, RMF-45 Multifamily
Residential and CC Commercial

Master Plan Designation:

Central Community Master Plan:
Medium Density TOD

Council District:

District Four Luke Garrott

Community Council:

East Central

Lot Size:

Approximately 5.25 acres

Current Use:

Clinic and vacant retail

Applicable Land Use Regulations:

21A.50.050: Standards for general
amendments

Notification

- Notice: August 27, 2010
- Sign: August 27, 2010
- Web: August 27, 2010

Attachments:

- A. Photographs
- B. Department Comments
- C. Illustrations
- D. Community Comments

Request

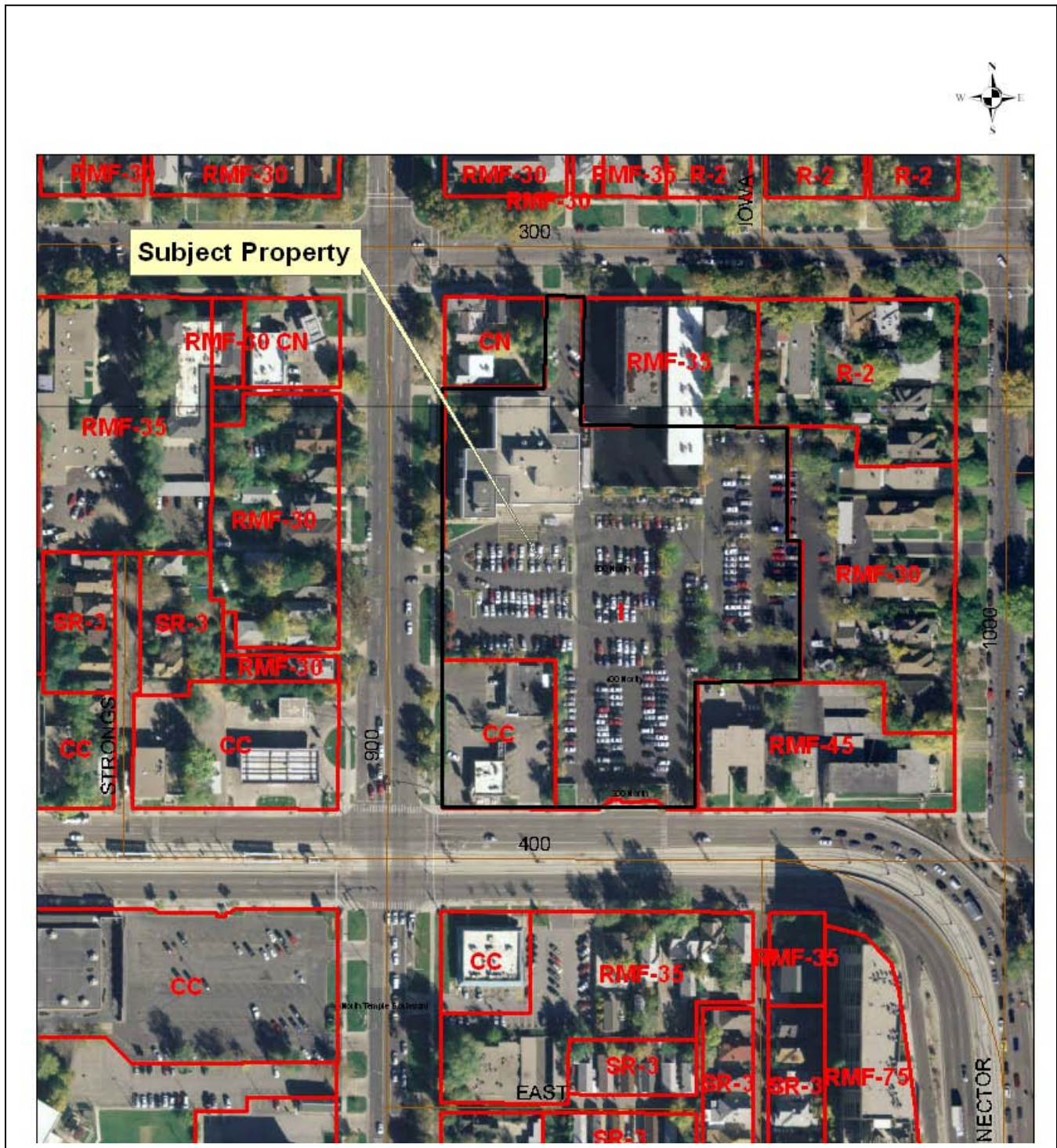
Intermountain Health Services, represented by Stephen Dibble, is requesting the Salt Lake City Planning Commission recommend that the City Council approve a zoning map amendment to change the zoning at approximately 333/349/365 South 900 East and 911/933/937 + 959/963 East 400 South from I (Institutional), RMF-45 (Residential Multi-Family) and CC (Commercial Corridor) to UI (Urban Institutional). The purpose of the rezone request is to facilitate the reconstruction of the Salt Lake Clinic in a new state-of-the-art facility with a more urban design.

Staff Recommendation

Based on the findings listed in the staff report, it is the Planning Staff's opinion that overall the proposal generally meets the applicable standards and therefore, recommends the Planning Commission forward a positive recommendation to the City Council to approve the requested zoning map amendment. With the following conditions:

- 1) Parcel 16-05-329-021 and 022 not be rezoned (remain RMF-45), and
- 2) Parcel 16-05-329-001 300 South frontage be zoned RMF-35 to a depth of 115.5 feet.
- 3) A drive not be constructed on parcels 16-05-329-021 and 022, which is located between two residential uses.

VICINITY MAP



Background

Project Description

The site is presently zoned Institutional I, Residential Multi-Family RMF-45 and Commercial Corridor CC. The petitioner is proposing UI Urban Institutional. The intention is to rebuild a new state of the art Salt Lake Clinic and demolish the old one.

The site is currently occupied by the existing Salt Lake Clinic and two retail pads.

Comments

Public Comments

The project was presented to the East Central City Community Council on June 10, 2010. The Community Council provided a letter stating their position.

City Department Comments

Department comments are attached. The comments were generally supportive or non-committal. There are no issues that would prevent the rezone of the property or the construction of this project.

Project Review

The site plan has been internally reviewed by City staff. No insurmountable problems have been determined.

Analysis and Findings

Options

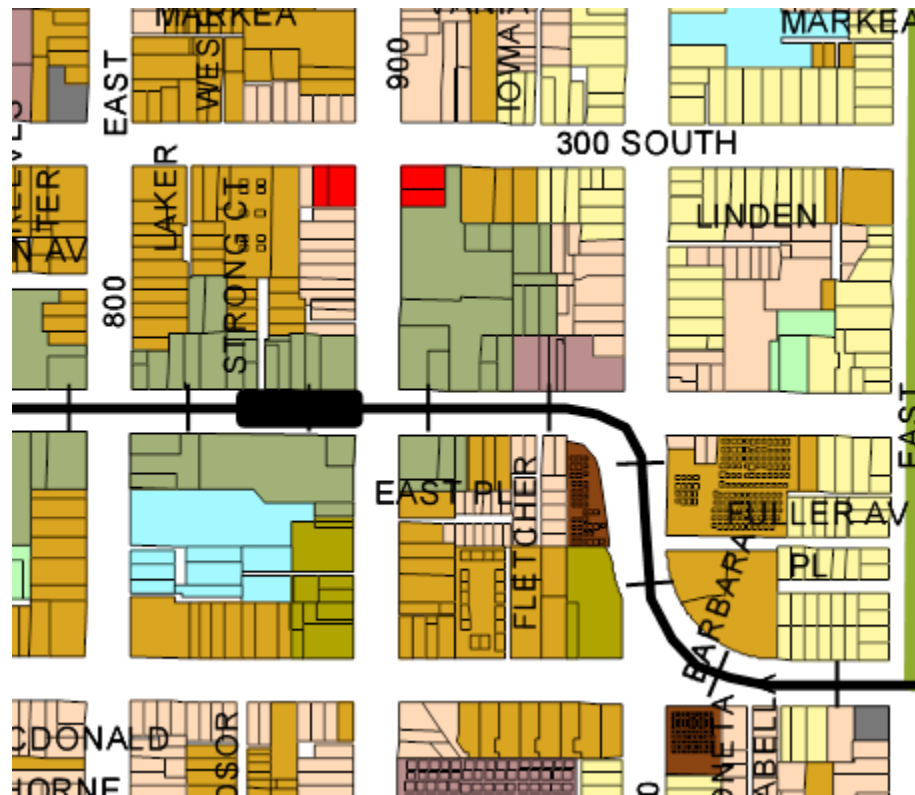
Failure to grant this zoning change would still allow for the construction of the Salt Lake Clinic, but not in the proposed format. Underground parking would be more difficult to construct and the site would need to be tighter to accommodate the proposed square footage.

Findings

A decision to amend the Salt Lake City Zoning Map by general amendment is a matter committed to the legislative discretion of the City Council and is not controlled by any one standard. However, in making a decision concerning a proposed amendment, the City Council should consider the following factors:

B. 1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the City as stated through its various adopted planning documents.

Analysis: The Central Community Master Plan is the current master plan for the area and updates all previous block and neighborhood plans. The Central Community Master Plan calls for the area to be Medium Density Transit Oriented Development TOD (10-50 dwelling units per acre). The master plan designation is not directly reflective of the existing zoning on the ground, which is Institutional rather than TOD, but Medical clinics are allowed in City's adopted zoning district, therefore the master plan is not inconsistent either. This specific proposal is consistent with the master plan in that it reorients the Clinic towards Light Rail, however, it does not contain a housing component often associated with TOD development.



Sage green indicates medium density transit oriented development.

The Central Community Master Plan contains the following language regarding Institutional uses in the Central Community:

Expansion of Institutional land uses onto residential properties

When existing institutional land uses outgrow their facilities, they often seek to acquire adjacent residential property to expand their facilities. Certain institutional land uses should not be allowed to expand beyond their existing properties unless the neighborhood and community support the institutional use expansion.

INSLU-1.1 Ensure that transportation and vehicle circulation impacts are mitigated when expansion or intensification of an institutional land use occurs.

INSLU-1.2 Mitigate the negative impacts of special events, activities, and recreation programs at institutional locations on the surrounding neighborhood and its residents.

INSUL-1.3 Discourage the encroachment of medical facilities into adjacent residential neighborhoods. Encourage new medical facilities in underserved areas of the community where appropriate and supported by residents.

Medium-density transit-oriented development: The design emphasis for medium-density TOD (medium sage green on map) is compatibility with existing medium- and low-density residential and commercial development. Higher intensive uses may be located near light rail stations where applicable. Medium density TOD areas include a mix of ground level retail or office space components with multi-story residential development above the ground floor levels. These areas must also have limits on the amount of space allocated for non-residential land uses. Individual solely residential land uses could remain within the TOD area. Building height

maximums would be regulated by the zoning designations. Medium-density transit-oriented development supports residential land uses with a density range of 10-50 dwelling units per acre.

TOD-2.1 Support a variety of low-, medium- and high-density residential uses around light rail stations in TOD districts, based on the Future Land Use map designations.

TOD-2.2 At light rail stations in TOD districts, establish a centralized core of land uses that support transit ridership. Anchor transit centers with land uses that act as destination points.

TOD-2.3 Encourage a variety of commercial uses that share the same clientele and patrons. For example, movie theaters provide a clientele to patronize restaurants, arcades, and retail businesses.

Finding: The proposed zoning map amendment is supported by general policy elements of the Central Community Master Plan as long as the resulting development is sensitive to specific design concerns. The final design of the buildings will not be reviewed by the reviewed b the Planning Commission and the Historic Landmark Commission because it is not proposed as a planned development and is not within a Historic District.

2. Whether a proposed map amendment furthers the specific purpose of the zoning ordinance.

Analysis: The purpose of the UI urban institutional district is to regulate the development of larger public, semipublic and private institutional uses in an urban context. The uses regulated by this district are generally those having multiple buildings on a campus like site, located within a developed community.

400 South is immediately adjacent to the site (to the south) and is major arterial for both autos and transit. There is a light rail stop on the west side of the 900 East 400 South intersection.

Finding: The proposed zoning accommodates a more urban form of clinic than the present building and responds to transit opportunities. The design of the clinic, as submitted and reviewed, meets the intent of the purpose statement.

3. The extent to which a proposed map amendment will affect adjacent properties.

Analysis: The surrounding uses are mixed, including single and multi-family, office and retail. The development represents an overall increase in scale from the existing clinic size; however efforts have been made to ensure the proposed building is in scale with surrounding development along street frontages: With open space to the rear adjacent to residential neighbors. Because of the slope of the site, the massing is one story shorter on the north side of the building than it is on the south (facing 400 South). The building is four stories.

The proposed clinic has been reviewed by appropriate departments who found no major objection to the proposed design or rezone petition (with the exception of the Planning Division questioning the driveway locations).

Some residents have expressed concern regarding the elimination of commercial uses on the corner of 400 South and 900 East. The new clinic does plan to locate the public retail portion of its facility (pharmacy) near the main entry to the building on this corner.

Due to the existence of light rail transit within walking distance of this site, reorientation of the clinic to the corner of 400 South and 900 East is appropriate.

Both the neighborhood and the Planning staff have expressed concerns regarding the driveway exiting onto 300 South and the proposed eastern drive on 400 South (there are two proposed driveways on 400 South; one existing and one new: The new driveway is the one being questioned.). Both of those proposed driveways are adjacent to, or between residential uses and their location interrupts the continuity of the residential frontage.



[This drawing is looking east and slightly south. 300 South is to the left, 400 South is to the right and 900 East is in the foreground. The new clinic is shown facing the intersection of 400 South and 900 East. The two driveways in question (impacting residential properties) are on 400 South, second driveway to the east (top of illustration), and on 300 South (left side of illustration)]

Finding: The proposed zoning map amendment will have a positive impact on surrounding properties by reorienting the activity towards the major intersection of 400 South and 900 East, with the following exception: The proposed driveways on 300 South and 400 South (eastern) impact residential street frontages and should remain, or be rezoned, residential. It is not recommended that the new (eastern) driveway on 400 South be built because of its location between residential uses and the driveway on 300 South is discouraged because it is adjacent to residential uses and would encourage traffic on 300 South.

4. Whether a proposed map amendment is consistent with the purposes provisions of any applicable overlay zoning district which may impose additional standards.

Analysis: The proposed map amendment is not within any special overlay district.

Finding: Not applicable.

5. The adequacy of public facilities and services intended to serve the subject property, including but not limited to roadways, parks and recreational facilities, police and fire protection, schools, storm water drainage systems, water supplies, and wastewater and refuse collection.

Analysis: Salt Lake City Public Utilities has indicated that utilities are adequate at this location. The light rail system runs in the center of 400 South Street, which provides major transit service to the area. Transportation indicates that access is adequate with some modifications.

Finding: Existing or proposed utility services will be adequate, or are capable of being made adequate, for the development and are designed in a manner that will not have an adverse impact on adjacent land uses or resources. The site is more than adequately served by auto and transit access.

Attachment A
Photographs



300 South (driveway)



300 South (looking west from driveway)



300 South (looking east from driveway)



300 South (north side of street across from driveway)



400 South (north side looking west)



400 South (site of proposed eastern driveway)



400 South (looking west of proposed eastern driveway)



400 South (looking east from proposed eastern driveway)



400 South (site of western drive – looking at existing clinic)



900 East 400 South (site of new clinic)



900 East 400 South (site looking west from main entry of new building)



400 South 900 East (looking east)



400 South 900 East (looking north)

Attachment B
Department Comments

Public Utilities Brad Stewart

We have no objections to the proposed rezone.

Zoning Review Alan Mickelsen

Proposal will need to comply with requirements for building height, open space, set backs, landscaping, buffers, parking, traffic impact study, etc. Both off-site parking and parking structures are a conditional use in the UI zone. Subdivision will need to go through a subdivision process. Proposal may require a master plan amendment.

Engineering Randy Drummond

We have no concerns regarding this proposed re-zone

Transportation Barry Walsh

The division of transportation past DRT review March 08,2010 comments and recommendations were for approval of the zoning change to combine the lots (sub) due to the proposal for a new building and parking structure with 248 surface and 194 subsurface parking stalls for one development. This would remove the concern for cross easements between lots, offsite parking, and building code buffers etc. at property lines. We also noted that coordination with UDOT will be required for driveway revisions along 400 South as well as UTA bus stop coordination. The 900 East frontage impacts will be per Salt Lake City reviews along with the 300 South driveway shown to remain. Other standard comment information was given for parking, ADA compliance, 5% bike stalls, delivery & staging, fire circulation, and parking structure design review.

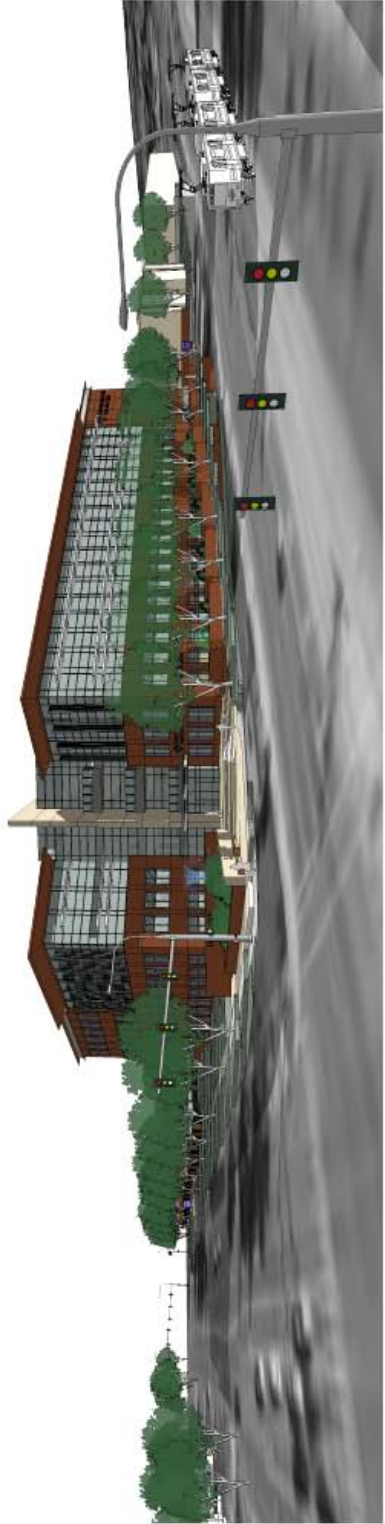
Building Review Logan Sauter

No concerns

Fire Ed Itchon

No Comment

Attachment C
Illustrations of proposed Clinic



















East Central Community Council District

August 25, 2010

Doug Dansie, Salt Lake City Corporation
Salt Lake City Planning Commission

Regarding: Planning Commission Briefing
IHC Rebuild/Rezone Request
Salt Lake Clinic Location
900 East 400 South

Attachment: A Master Plan for Salt Lake City Survey Block 42
Dated: 1984
Adopted by the City Council: Feb. 20, 1990

Dear Planning Commission,

1

Neighborhood Notice and Input:

The East Central Community Council General Membership meeting has had two presentation of the IHC rebuild project and rezoning request.

IHCs presentations included **preliminary** plans and ideas, but not final plans.

Agenda notification for these two meetings was sent via Google group/Email by the ECCC and mailed to the ECCC general membership by the Mayor's Office, as well a second notice was hand delivered to all immediate neighbors by IHC.

Also due to the size of the project and past history for this area, a working and ongoing steering committee was formed to assist in the process. The steering committee includes immediate neighbor representation, East Centrals Community Development/Land Use Committee members, ECCC Executive Board members and IHC representatives. The Steering Committee meets on a regular basis to provide input to the proposed project.

Historical Perspective:

The process regarding the continued expansion (or rebuild) of this conditional use spans more than 25 years. Prior to IHC and due to the extensive problems and concerns in the past, a block plan was created to assist future efforts. The block plan is known as Block 42 (attached) and was adopted with the Master Plan by the City Council on Feb. 20, 1990.

IHC rezone

Working with IHC:

The ECCC would like to thank IHC (Joel Macey) for the way that this project has developed. Joel, and those representing IHC, have been good partners and neighbors in working with each individual property owner and the ECCC Steering Committee to accomplish not only what IHC wants and needs, but at the same time address most concerns and issues for the neighborhood.

Mitigations have been incorporated into this plan that will help to protect the neighborhood and lessen neighborhood impacts. IHC has paid attention to the master plans. As the commitments made are realized, this project will stand to improve this area of the City, provide IHC and the neighborhood with a fine facility, but it will also exemplify an excellent process and true community/business partnership.

Vote regarding rezone and preliminary plans:

One hundred and twenty three unique individuals attended the two meetings.

Another 63 unique individuals posted votes on the Google Group.

Results:

Unqualified support	(1)
Opposed	(7)
Did not vote	(3)
Qualified support	(176)*

Qualified support for the direction of the project

Pending a presentation after final/revised plans are complete and that mitigations committed and shown remain in place.

Request that outstanding concerns be addressed.

2

Outstanding Concerns:**1. Safety Concern 400 South - eastern most entrance.**

The sight line, slope, amount of traffic and temptation to utilize the "S" curve as a speedway have long been a safety concern for the neighborhood. The eastern entrance to the underground parking raises several concerns:

Ability to stop on the slope (especially in winter) to allow the turn into the clinic.

Pedestrian safety for those walking on 4th South

Impact to the residential properties

The small white home is part of the group home. This higher use drive would be located between two residential uses: the group home and the apartment building.

Loss of potential higher density residential use of the RMF-45 property (to be demolished) and rebuilt as a driveway.

IHC rezone

2. Abandon access on 3rd South by shifting the staff (75+ per day) entrance to 900 East.

The ECCC is requesting that IHC continue to consider abandoning the 3rd South staff entrance. We acknowledge that IHC has modified the plan to shows the 300 South entrance narrowed, landscaped and intended for staff only (75+ per day) with no signage as a right turn only exit. We also appreciate that IHC is willing to share parking with St. Paul on Sundays.

Third South between 900 and 1000 East consists of residential properties all in a national historic district. IHC has gone to a great deal of effort and expense to mitigate neighborhood impacts of the proposed rebuild such as shifting the placement of the building to the corner of the urban area on 900 East and 400 South, selected appropriate materials and lighting, increasing neighborhood buffers by adding trees and landscaping, designed underground parking to cut the number of on grade parking spaces in half, etc.

It would be a shame to reintroduce a significant neighborhood impact back into the plan by adding this staff entrance/exit to this location. We are requesting that instead, this historical and residential block be protected from increased traffic, signage, and access. That IHC utilize the other 4 entrances and exits (which are all on core urban arteries) and are designated for higher traffic volumes.

St. Paul's would be able to access the property by utilizing any of the open drives. Since an Insta-Care is being added to this location, the parking lot will be open for parking. Using the crosswalk at 900 East and 300 South is better for everyone; safe for motorists and pedestrians alike versus the current practice of jaywalking at the 300 South drive.

3

Dissenting Comments:

"IHC should not build at this location but should build further downtown."

"IHC is disregarding the block plan by not doing more to tier the back of the building."

"The building looks to institutional to be near and adjoining a neighborhood. More could be done to lessen the stark design with little if any increased cost."

"I don't like the plaza on 900 East and 400 South. No one will utilize this space because it is too hot. The building should move further to the corner."

"We love the Bagel shop. Bring it back."

Special Requests:

As changes are made to this plan (during the City review process), we ask that IHC and the City keep the ECCC included via the ECCC Steering Committee and allow for an additional ECCC briefing with the general membership if the changes are significant.

The ECCC would also like to request that the Planning Commission call out and specify the mitigations already shown on the plan as a conditions of approval. This is because in the past and on other applications, the ECCC has experienced that items shown on drawings, presented to the Commission or verbally agreed to in the meeting are not binding unless specified by the commission as part of the condition of approval.

IHC rezone

The following is a list of items suggested, considered by IHC, agreed to, changed and now shown on the plans:

- Buffer the parking lot including from the homes on 900 East (west side)
- Sustainable development, leads certification
- Buffer the Impact of mechanical structures on the roof
- Off set island heat sync with added vegetation and trees
- Buffer the homes from the parking lot on 10th East, 300 South with a double canopy and landscape berm.
- Move the smoking area away from all residential areas. Provide encouragement for smoking on public property near the urban core versus near the residential areas.
- Select low density, “down facing” lighting
- Provide some level of security in the back corner of the main parking lot and in the underground parking area
- Salvage materials during demolition
- Ongoing construction mitigation meetings with the community
- Future community input on signage and aesthetics of the building since these have not been chosen.
- If signs are lit they are downward facing lights that are on 400 South and 900 East only
- Redo of the 400 South pedestrian walkway for safety concerns
- Parking lot way finding
- As much as possible, compliance with the block and master plans

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In summary we would like to extend our appreciation to IHC for being a good neighbor and we would like to also thank Doug Dansie in the Planning Department for his tireless positive attitude and extensive expertise is assisting all regarding this and many other projects in the City.

Best regards,

Esther Hunter
Co-Chair, East Central Community Council District
(Community Development/Land Use)

Gary Felt
Co-Chair, East Central Community Council District
(Business)

east.central@live.com

cc East Central Board of Directors
Joel Macey, IHC

IHC rezone