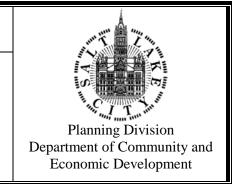
PLANNING COMMISSION STAFF REPORT

YWCA Building & Site Design Review

322 East 300 South January 12, 2011 Petition #PLNPCM2010-00712



Applicant: Derek Wilson, AJC

Architects

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

Tax ID: 16-06-254-007

Current Zone: R-MU (Residential Mixed Use)

Master Plan Designation

Central Community Master Plan High mixed use (50+ d.u./acre)

Council District

 $Council\ District\ 2-Van\ Turner$

Lot Sizes

1.68 acres (73,181 square feet)

Land Use Regulations

Section 21A.24.170: R-MU Chapter 21A.59: Conditional Building Site Design and Review

Notice

Mailing notice: 12/29/2010 Property posted: 12/29/2010 Agenda published: 12/29/2010

Attachments

- A. Letter From Applicant
- B. Department and Division Comments
- C. Site Plans
- D. Elevations
- E. Color Renderings

Request

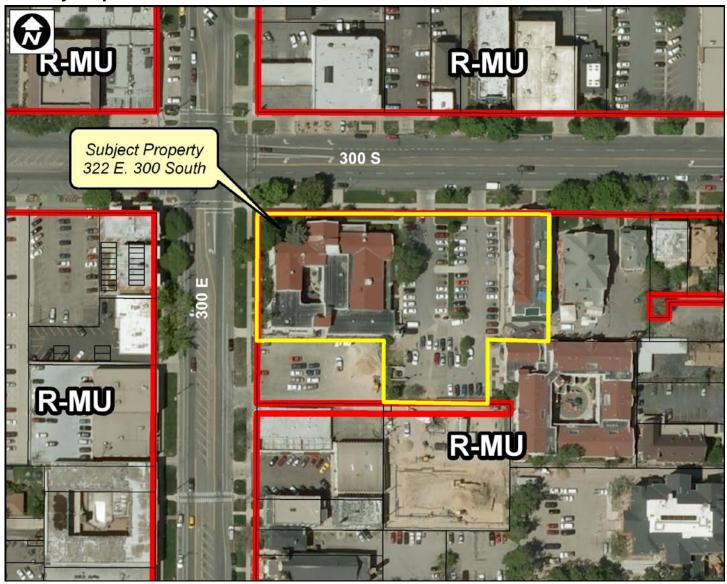
AJC Architects, on behalf of the YWCA of Salt Lake City, is requested building and site design approval that would allow them to build a new building that does not meet certain regulations in the R-MU (Residential Mixed Use) zoning district. Specifically, they are requesting waivers for the minimum front yard setback, the minimum required glazing, and the orientation and location of building entrances.

Recommendation

With regard to petition PLNPCM2010-00712, based on the findings within this staff report, staff recommends that the Planning Commission approve the proposed building and site design at 322 East 300 South as requested by AJC Architects, on behalf of the YWCA of Salt Lake City. The proposal requires waivers for the minimum front yard setback, the minimum required glazing, and the orientation and location of building entrances. The recommendation has the following conditions:

- 1. Additional street trees shall be placed on the 300 East park strip in front of the proposed building.
- 2. The applicant shall provide staff with a list of the trees, shrubs and flowering plants to be used in the site's landscaping.

Vicinity Map



Analysis

Background Information

The subject property is located at 322 E. 300 South and is zoned R-MU. Currently, there are two buildings on the site: the Julia Morgan Building and the Lolie Eccles Teen Home. Approximately 31,317 square feet of the Julia Morgan Building will be demolished. In the past, this portion of the building included crisis resident spaces, group spaces, a café, and staff offices. A new building (Center For Families Building) with a total floor area of 16,974 square feet is proposed to the west of the remaining Julia Morgan Building. The new building will contain primarily office space and will not have any new residential spaces.

The waivers requested rely on the differentiation between the "public," as designated by the zoning ordinance (i.e.; public space), and the "private." In this sense, staff believes that "private" means members of the overall public who are utilizing the services of the YWCA. These services may be sensitive in nature or necessitate

elements of safety and security beyond what would normally be expected of a public commercial or office building. Staff uses "private" with these considerations in mind.

AJC Architects has requested that the Planning Commission waive certain regulations of the R-MU zoning district through the Building and Site Design Review process. The regulations in question, and what is being requested in lieu of the requirements, are as follows:

Maximum Setback

Section 21A.24.170.E.8 – Maximum Setback: A maximum setback is required for at least twenty five percent (25%) of the building façade. The maximum setback is ten feet (10') greater than the minimum setback or fifteen feet (15') if no minimum setback is required.

For nonresidential development in the R-MU zone no setback is required, so the proposed building would only have a maximum setback of 15 feet for at least 25 percent of the façade on both 300 East and 300 South. The proposal meets the maximum setback requirement along 300 East but the entire façade along 300 South exceeds 15 feet (note that the property line is approximately 6 feet from the back of the sidewalk). The applicant is requesting a setback of 31'-8" at its closest point to the property line along 300 South, which is the northwest corner of the building. The remainder of the façade is a covered porch with supporting piers that are set back approximately 32'-2" from the property line. The 300 South front yard contains an elevated plaza and its north wall is set back approximately 10 feet from the property line.

The waiver of the maximum setback was requested to better define the delineation of the public and private spaces at the building main entrance and to enhance the building's security. Additionally, the requested setback (including the elevated plaza) is approximate to the setback of the Julia Morgan building to the proposed building's east.

Minimum First Floor Glass

Section 21A.24.170.J.1 – The first floor elevation facing a street of all new buildings or buildings in which the property owner is modifying the size of windows on the front facade, shall not have less than forty percent (40%) glass surfaces. All first floor glass shall be non-reflective. Display windows that are three-dimensional and are at least two feet (2') deep are permitted and may be counted toward the forty percent (40%) glass requirement.

The 40 percent glazing requirement applies to both the west elevation (300 East) and the north elevation (300 South) because the proposed building has two front façades. The west elevation has 479 square feet of glazing which is 38.9 percent of the façade. The north elevation has 289 square feet of glazing, which is 36.4 percent of the façade. The glass on the first floor of both elevations is non-reflective, as required by the ordinance.

The applicant has indicated that the reason for the waiver request is due to the need for privacy of the YWCA's users, staff and guests. The additional privacy is requested due to the nature of the services offered by the YWCA.

Facades

Section 21A.24.170.J.2 – Provide at least one operable building entrance per elevation that faces a public street. Buildings that face multiple streets are only required to have one door on any street, if the façades for all streets meet the forty percent (40%) glass requirement as outlined in subsection J1 of this section [i.e. "Minimum First Floor Glass" above].

Because neither façade facing a street meets the 40 percent glass requirement, an operable door is required on both 300 South and 300 East. If both façades met the 40 percent glass requirement, a door would be required

on only one of the two front façades. However, since the applicant is requesting a waiver for the 40 percent glass regulation, the door regulation would need to be addressed through this process. The applicant's proposal includes front entrances on the north elevation of the building; one set of doors faces east and other faces north. The doors open to the raised plaza discussed above in the "Maximum Setback" discussion.

The lack of an entrance on the west elevation is an effort to better define both the public and private spaces and foster a welcoming atmosphere to users of the YWCA services. It also aids in the security of the building by reducing the number of access points.

Master Plan Discussion

The subject parcel is found in the *Central Community Master Plan*, adopted in November of 2005. The parcel was given a future land use of "high mixed use (50 or more dwelling units [per] acre." The proposed Center For Families Building does not have a residential component, but there is a variation of uses throughout the overall site, including office space and a crisis shelter, on the subject property that are related to YWCA's mission.

Additionally, the proposal meets a number of the master plan's strategies regarding institutional land uses through its expansion and concentration of social services in the Central Community and the proximity to neighborhoods and public transportation. The proposed building and use is consistent with the master plan.

Public Comments

The Central City Community Council was notified of this petition but no response was received. No comments have been received by staff as of the finalization of this staff report.

Department & Division Comments

The application materials were sent to appropriate departments and divisions. All comments were forwarded to the applicant for their review. Engineering noted that their issues would be handled through the department's review of the site development. Building Services had no issues with the proposed waivers of the R-MU ordinance. Finally, Transportation requested an updated parking calculated based on the proposed uses of the new building and relocation of the bike racks to comply with the city's bike parking standards. Transportation also noted that some of the items from their original review were not completed. These requests are conditions of approval.

The entirety of the comments is found in Exhibit C.

Standards of Approval

21A.59.060: Standards for Design Review

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.

Analysis: The building is primarily oriented toward 300 South. The front of the building features a patio that is partially covered and is raised from the street level. There is no required front setback, but there is a maximum setback for 25 percent of the building. The proposed façade on 300 South exceeds the setback by a minimum of 17 feet at its closest point, so zero percent of the new building is within 10 feet of the front setback. However, the Building and Site Design Review allows the applicant to request a waiver from the maximum front yard setback. As a result, Standard A.2 cannot apply due to the requested setback waiver. The building's entrances on 300 South are not within 30 feet of a public street, but are oriented towards the street and towards the covered patio. Additionally, the covered patio and the supporting piers are a prominent element of the proposed building's design and will be open to the public (i.e., any users of YWCA's services) during business hours. The patio's lighting, shape and scale emphasize the entrance to the building while having the intended effect of separating the public space from the "private space."

Finding: Staff finds that the proposed building meets the criteria of Standard A, with the exception of A.2, which cannot apply because the applicant has specifically requested a waiver that would set the building back further than the front yard setback.

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.

Analysis: The front entrance to the proposed building is oriented to pedestrians (or transit riders) along 300 South. A majority of the building's front façade, including one set of doors, is positioned beneath a canopy that would protect pedestrians from the rain and sun.

Finding: The proposed building meets this standard.

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.

Analysis: Neither of the first floor walls are within 30 feet of their respective streets. However, both façades contain at least 35 percent non-reflective glass windows. Most of those windows will allow views of the lobby or working areas, but the windows will have blinds or shades if there are privacy concerns. Neither of the front façades would be considered "monolithic" in nature as the walls have recesses and windows. Additionally, both walls facilitate pedestrian interest to a reasonable extent despite the additional setback. The northwest corner of the proposed building's second floor is a veranda that looks out over the front yards and the intersection of 300 South and 300 East.

Finding: Staff finds that the proposed building is consistent with Standard C.

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

Analysis: The proposed building is two stories. However, the second floor along 300 South is set back behind a patio roof and behind a veranda. The northwest corner contains floor-to-wall windows that provide views of the building's lobby. Additionally, the building's front façades are broken up by bump outs and recesses in addition to regular placement of windows along both stories. The patio is slightly raised and surrounded by a low stone wall accented with landscaping, both of which help create an interesting and welcoming space while still meeting the needs of the YWCA.

Finding: The proposal meets Standard D.

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.

Analysis: The parking lot for this property is an existing parking lot on the east side of the portion of the Julia Morgan Building that will remain after demolition. It is accessed via 300 South and it is set back more than 15 feet from the property line. Furthermore, because the adjacent uses are associated with YWCA, no buffering is needed. There are existing landscaping elements already in place that will be protected through the construction and the parking lot features a striped pedestrian walkway that is approximately 10 feet in width from the east side to the west side of the parking lot.

Finding: Since the parking lot is an existing lot, there are little to no changes being proposed for the lot. Additionally, the parking lot serves multiple buildings in the complex. Staff finds that this standard does not apply directly to the construction of the proposed new building, but the existing lot meets the intent of the standard.

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

Analysis: No direct information was provided regarding parking lot lighting. The parking lot is an existing lot and little to no changes are proposed for it as part of this application. However, the parking lot is surrounded by buildings affiliated with the YWCA, so there is no reason to expect that there will be excessive glare or light impacting neighborhoods beyond YWCA's complex.

Finding: Staff finds that this standard does not apply directly to the construction of the new building, but that the existing lot is consistent with the purposes of Standard F.

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.

Analysis: Parking is provided on site to the east of the existing Julia Morgan Building. Site circulation is handled by two ingress/egress points on 300 South and the parking lot forms a loop between the Julia Morgan Building and the Lolie Eccles Teen Home, both existing buildings. The pedestrian path between the two sides of the parking lot is striped and the walkway is connected to the proposed building around the Julia Morgan Building. Additionally there are two paths—one from 300 East and one from 300 South—that connect to the proposed building from public sidewalks for pedestrians arriving via foot or public transportation.

Finding: The proposed building and site design meets the criteria of Standard G.

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.

Analysis: The complex's dumpster and its enclosure are already in place on the southeastern side of the Julia Morgan Building. They are screened and not visible from the street. There is no evidence that the existing or proposed mechanical units will adversely impact in residential neighborhoods.

Finding: The proposal meets this standard.

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

Analysis: The only signage indicated on the proposed building is a quotation on the far left front façade and a granite street marker on the northwest corner of the building that reads "third" on both the north and west faces of the building. Though a minor addition to the building, the "third" sign is a unique feature that helps emphasize a sense of place in the community. Both signs are no more than six to seven feet off the ground and easily visible from the sidewalk (though the quote may be in shade at times). Any other signage on other buildings is in existence.

Finding: The proposed sign elements emphasize the pedestrian scale of the buildings.

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

Analysis: No new lighting is proposed for the city right-of-way since an existing building is being only partly demolished to make way for a new building with similar uses. While a portion of the site is being significantly reconfigured, the remainder of the site (and the larger complex) is not changing as a result of this proposal. However, any lighting in the right-of-way that may be added later must comply to the requirements in the Salt Lake City lighting master plan.

Finding: This standard does not apply to the YWCA's current phase of development.

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.

Analysis: There is currently one tree for every 30 feet along 300 South but two additional trees on 300 East are recommended by staff (see Standard L below). Most of the property has mature landscaping that will be protected through the redevelopment of the northwest corner of the property and staff believes that the landscaping in both front yards will be in place within three years. Colored concrete is proposed for designating public walkways and the building's entrance, and a stone wall is proposed in front of the building on 300 South to provide some separation between the public and private spaces and to provide security for the YWCA's users and employees. There are no outdoor storage areas in sight from the street and the only residential areas adjacent to this building are across 300 South and 300 East. No details regarding the landscaping and tree types have been provided, but their suitability and variety is a condition of the recommendation of approval.

Finding: The proposed building meets this standard with the condition that the applicant provides staff with a list of the proposed trees, shrubs and flowering plant species to be used in the landscaping.

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.

Analysis: To staff's knowledge, no trees will be removed as a result of this development. There are existing three existing trees in front of the proposed building along 300 South and one trees on 300 East. Staff recommends the placement of two additional trees—one on either side of the existing tree—along the 300 East frontage to create a more consistent look for the corner.

Finding: The proposal meets this standard with the recommendation of two additional street trees along 300 East.

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

- 1. The orientation and scale of the development shall conform to the following requirements:
 - a. Large building masses shall be divided into heights and sizes that relate to human scale by incorporating changes in building mass or direction, sheltering roofs, a distinct pattern of divisions on surfaces, windows, trees, and small scale lighting.
 - b. No new buildings or contiguous groups of buildings shall exceed a combined contiguous building length of three hundred feet (300').
- 2. Public spaces shall be provided as follows:
 - c. One square foot of plaza, park, or public space shall be required for every ten (10) square feet of gross building floor area.

- d. Plazas or public spaces shall incorporate at least three (3) of the five (5) following elements:
 - i. Sitting space of at least one sitting space for each two hundred fifty (250) square feet shall be included in the plaza. Seating shall be a minimum of sixteen inches (16") in height and thirty inches (30") in width. Ledge benches shall have a minimum depth of thirty inches (30");
 - ii. A mixture of areas that provide shade;
 - iii. Trees in proportion to the space at a minimum of one tree per eight hundred (800) square feet, at least two inch (2") caliper when planted;
 - iv. Water features or public art; and/or
 - v. Outdoor eating areas or food vendors.

Analysis: The proposed building is less than 60,000 square feet. However, the existing YWCA complex meets many of these requirements and the new building fits into the overall site design without negatively impacting it.

Finding: Standard M does not apply to the proposal.

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)

Analysis: The R-MU zoning district's purpose is as follows: ... to reinforce the residential character of the area and encourage the development of areas as high density residential urban neighborhoods containing supportive retail, service commercial, and small scale office uses. The design guidelines are intended to facilitate the creation of a walkable urban neighborhood with an emphasis on pedestrian scale activity while acknowledging the need for transit and automobile access.

The proposed building is replacing a portion of an existing building and will house some of the same uses that were found in the existing building. The new building would feature pedestrian-scaled architecture with a design appropriate for a primarily residential neighborhood while facilitating the needs of the building's occupant, YWCA. The building is primarily oriented towards one of the adjacent streets and provides architectural features that are engaging and interesting for pedestrians. While there will be no residential component of this building, the overall YWCA complex features a mix of uses, including residential, that reflect the purpose of the R-MU district. The applicant's proposal requires waivers of three of the district's regulations in an effort to respect the needs of the YWCA. Staff finds that the applicant has proposed a building that meets the intent of the district and staff does not believe approval of the waivers will negatively impact the nature of the neighborhood or the neighborhood's residents.

Finding: Staff finds that the proposal is in harmony with the intent and purpose statement of the R-MU zoning district and reflects policies of the *Central Community Master Plan* as well as other applicable city documents and guidelines.



Satt Lake City Planning 451 South State Street, Room 406 Satt Lake City, Utah 84111 801.535.7757 October 27, 2010

To Whom It May Concern:

Enclosed is an application for the Building and Site Design Review for the Center for Families Building located on the campus of the YWCA of Salt Lake City at 322 East Broadway. With the application, please find all of the supporting documentation outlined in the application. The application is being submitted for a relaxation of the zoning ordinance regarding:

- Maximum Setback of 15 feet (21A.24.170 #E.8)
- 40% Glazing (21A.24.170 #J.1)
- Operable Bullding Entrance (21A.24.170 #J.2)

The YWCA is requesting these changes citing security reason given the private and vulnerable nature of the services provided.

The Center for Families Building will provide services for women and children who are victims of domestic violence. The services located inside the building will include counseling, legal service, law enforcement, and various other social services. The design sought to find harmony with the intentions of the zoning requirements while also taking into account the security and privacy needs of the YWCA and those it serves.

The maximum setback of 15' was exceeded in order to create a slightly elevated plaza on the north side before entering the building. The plaza is set back from the sldewalk in order to define public and private spaces to enhance security which is prevalent is all that the YWCA does. The character of the plaza is created by use of sandstone landscape wall and vegetated site fences. This plaza will also be used for special evening events. Having the building set back will also provide harmony with the historic Julia Morgan Building located immediately east of the Center for Families building.

The glazing percentage is below the required 40% because of the need for privacy of the user, staff, and quests.

The orientation of the front door on the north side has also been slightly concealed to help define the separation between public and private. It is located on the north side of the building but facing north. The porch element on the north elevation is provided to welcoming atmosphere for the user.

The YWCA is continually trying to find balance between beauty and security. Please consider these relaxation requests in light of the services the YWCA provides to the public.

Thank You

Jill A. Jones) AlA gic architects

703 east 1700 south satt lake city, utah 84105 ph; 801.466.8818 fx; 801.466.4411 alc@alcarchitects.com

Engineering (Justin Stoker)

No issues to address outside of the review that is on-going with the site development.

Transportation (Barry Walsh)

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

The modification request to waive the maximum building setback, the 40% glazing, and the building entrance orientation, do not appear to impact the transportation issues of the site.

We do request an updated overall campus parking calculation to clarify the existing status and the demolition of the existing building and the addition of the new building and their functions. We also request that the bicycle parking be revised to relocate the bike racks to comply with city standards and access and accommodate each bike rack stall as it is meant to be used.

To date the previous phase of development has not completed their punch list to: Restripe the bike lanes on 300 East per their water main up grade requirement impact.

Building Services (Alan Hardman)

This petition has been submitted in response to my zoning review dated September 22, 2010. Petition #410-08-09, which addressed these same building design modifications, was approved by the Planning Commission in 2009 for the two new women's crisis shelters. These modifications are necessary to maintain the secure nature of the buildings on the YWCA campus and for them to proceed in a timely manner with their building schedule.

