# PLANNING COMMISSION STAFF REPORT

Swaner Business Park PLNSUB2011-00278 Planned Development PLNSUB2011-00099 Subdivision Plat Amendment 1321 S. Earl Drive 13 July 2011



Planning and Zoning Division Department of Community and Economic Development

Applicant: Janae Whiting

<u>Staff:</u> John Anderson, 535-7214 John.anderson@slcgov.com

<u>Tax ID:</u> 15-09-400-034

<u>Current Zone</u>: M-1 Light Manufacturing

Master Plan Designation: Industrial

Council District: District 2; Van Turner

Community Council: Glendale

Lot Size: 2.38 acres

Current Use: Office use

#### **Applicable Land Use Regulations:**

- 21A.28.020 M-1 Light Manufacturing District
- 21A.55 Planned Developments
- 20.31.090 Subdivision Amendments

### **Notification**

- Notice Mailed: June 28, 2011
- Sign Posted: June 30, 2011
- Posted to Planning Division and Utah State Public Meeting websites: June 30, 2011

#### Attachments:

- A. Site Plan & Proposed Subdivision Plat
- B. Letter from Applicant
- C. Department Comments
- D. Site Photos

Request

This is a request from Janae Whiting representing New Concepts Construction for a Planned Development and a Subdivision Plat Amendment located at 1321 Earl Drive. The parcel of property is Lot 2 of the Cambridge Industrial Park and there are currently two office buildings located there. At this time the lot is completely developed and there has been no application to modify the existing buildings, landscaping or parking lots.

The applicant is proposing to split the lot in two so that each building would be located on its own separate lot. The first lot, Lot 2A is proposed to be 1.126 acres and to be addressed at 1303 South Swaner Road. This lot would have frontage on both Swaner Road and Earl Drive. The second lot, Lot 2B is proposed to be 0.996 acres and to be addressed at 1321 South Earl Drive.

# 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 for a Planned Development and therefore, recommends the Planning Commission approve petition PLNPCM2011-00278, as proposed.

Based on the finding in the staff report, Planning Staff recommends approval of the amendment to the Cambridge Industrial Park Subdivision, petition PLNSUB-2010-00099. The project and subdivision shall comply with all applicable City codes and all comments from City departments.

PLNSUB2011-00099 Swaner Business Park Subdivision Plat Amendment PLNSUB2011-000278 Swaner Business Park Planned Development

### VICINITY MAP



# Background

### **Project Description**

The applicant is proposing to split the existing Lot 2 of the Cambridge Industrial Park Subdivision into 2 lots. The existing lot is 2.38 acres and it is completely developed. There are two office buildings, landscaping and a parking lot with 82 parking stalls located on the property. The property has frontage on Swaner Road, Earl Drive and a small segment along California Avenue though there is no access to that street from the property.

The site is presently zoned M-1 Light Manufacturing District as are all adjacent properties. Office use is a permitted use in the zoning district. PLNSUB2011-00099 Swaner Business Park Subdivision Plat Amendment

PLNSUB2011-00099 Swaner Business Park Subdivision Plat Amendmer PLNSUB2011-000278 Swaner Business Park Planned Development The proposal is to create two lots so that each building is located on a separate parcel of property with a shared parking lot. The single lot is proposed to become Lots 2A and 2B of the Cambridge Industrial Park Subdivision. Lot 2A would be located at 1303 South Swaner Road and would have frontage on both Swaner Road and Earl Drive. The existing parking lot has a single access on each street. The lot is proposed to be 1.126 acres and would house 46 parking stalls.

Lot 2B would be located at 1321 Earl Drive and would have frontage on both Earl Drive and California Avenue. The frontage along California Avenue is only 28 feet and there is no vehicular access from the property to the street. This lot is proposed to share the large parking facility in the center of the lot and has a separate parking lot on the south side of the property. The lot would have 18 parking stalls located in the larger shared parking lot and would have 18 parking stalls in the south lot.

Each existing building on the property is 9,380 square feet. The parking requirement for an office building is 3 spaces per 1,000 square feet of gross floor area on the main floor. This would require 28 parking stalls per building. Each lot would have sufficient parking on the specific lot if the proposed planned development is approved as proposed.

The applicant has requested an approval through the Planned Development process because as proposed it does not meet one of the current standards of the zoning ordinance. The applicant is requesting the elimination of required landscaping along interior property lines that are proposed in the parking lot areas of the planned development.

This requirement would require a landscaped strip 7 feet wide on either side of the property line that is proposed to split the lot in two. The applicant desires to continue to have access between the two parking lots and has provided cross access agreements to ensure that in the future this access could not be eliminated. The landscaping would also require the removal of some required parking stalls and would remove access to an existing loading dock located on the north side of the building on the proposed Lot 2B.

### Comments

### **Public Comments**

A request was sent to the Glendale Community Council for a place on an agenda. Chairman, Randy Sorenson responded that the council would not be interested in reviewing the project because of the minor impact the proposed Planned Development and subdivision amendment would have on the community or surrounding parcels of property.

### **City Department Comments**

Department comments are listed in Appendix C. There are no issues raised by the departments that cannot be addressed.

# Analysis and Findings

**Standards:** Ordinance 20.31.090 lists the standards that have to be met for a subdivision amendment to be approved.

These standards are listed below:

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### A. The amendment will be in the best interests of the city.

**Analysis:** The lot is fully developed and this amendment would not change the physical nature of the lot. The existing development is attractive and well maintained.

The lot as it exists allows traffic circulation to flow well and provides access to Earl Drive and Swaner Road. Shared access easements have been required by the Transportation Divisions. This is to ensure that access remains between the two proposed lots even if the properties change hands in the future. The applicant has complied with that request in their proposal.

Each lot is served by separate utility connections. A separate sewer and water line currently runs to each building. As is proposed by the applicant with the creation of separate lots each utility would be located inside the new lots. Justin Stoker of the Public Utilities Department has stated in his review that the department is in favor of where separate utility services exist that they strongly support the subdividing of parcels to bring them into compliance with City code with regard to utilities.

**Finding**: Staff finds that the proposal is in the best interest of the City and complies with this standard based on the analysis above.

### **B.** All lots comply with all applicable zoning standards.

**Analysis:** The proposed lots are located in the M-1 Light Manufacturing District and appear to comply with all associated regulations. The minimum lot size is 20,000 square feet; the proposed lots would b 49, 049 and 43,386 square feet respectfully. The minimum frontage requirement in the district is eighty feet and both lots as proposed would exceed the minimum frontage requirement. The existing buildings currently comply with all of the minimum setbacks and maximum height requirements for the district.

Based upon approval of the associated planned development petition, the proposed lots would be compliant with all landscaping standards found in the Zoning Ordinance if the proposed planned development is approved waiving the requirement for permiter landscaping between the two new lots.

**Finding:** Staff finds that all lots comply with applicable zoning standards provided the modification to the parking lot perimeter landscaping is approved as part of the Planned Development (petition PLNPCM2011-00278).

### C. All necessary and required dedications are made.

**Analysis:** The lot is completely developed at this time. The adjacent streets were dedicated to the city when the original Cambridge Industrial Park Subdivision was recorded. There would be no street dedications required.

The existing parking lot on the parcel is currently shared by both buildings. Vehicular traffic may pass freely through the entirety of the main parking lot. Because the proposal by the applicant is to maintain the existing parking lot as it exists, the Transportation Division has required that cross access easements

be provided to ensure that the traffic may pass freely between the two proposed lots. This easement would also allow pedestrians to travel between the parcels. The applicant has provided that cross access easement on the proposed plat as requested.

Because each building has separate utility connections there would not be any easements or dedications required by the Public Utilities Department.

**Finding**: Staff finds that all necessary and required dedications will be made upon recordation of the final subdivision plat.

### **D.** Provisions for the construction of any required public improvements are included.

**Analysis:** As the development currently is already in place there is no proposal to add any public improvements with this proposed subdivision amendment or planned development. There is not currently sidewalk on the east side of Earl Drive. Scott Weiler of the Engineering Division has stated that the Complete Streets Committee has exempted this site from installing sidewalk at this time.

**Finding**: Staff finds that there are no public improvements proposed by the applicant or required by any division or department in the city.

### E. The subdivision otherwise complies with all applicable laws and regulations.

**Analysis:** The proposed subdivision is subject to numerous applicable laws and regulations. To assess compliance with these regulations, staff forwarded the attached plans to all pertinent City Departments for comment. In addition to the regulations discussed within this staff report, all subdivision improvements will comply with all applicable City Departmental standards.

**Finding:** Staff finds that the proposed subdivision is compliant or will be made compliant with all applicable laws and regulations.

**City Code 21A.55.050: Standards for Planned Developments:** 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 and will achieve at least one of the objectives stated in said section;

**Analysis:** City Code 21A.55.010 provides the following purpose statement and objectives for planned developments: A planned development is intended to encourage the efficient use of land and resources, promoting greater efficiency in public and utility services and encouraging innovation in the planning and building of all types of development. Further, a planned development implements the purpose statement of the zoning district in which the project is located, utilizing an alternative approach to the design of the property and related physical facilities.

A planned development will result in a more enhanced product than would be achievable through strict application of land use regulations, while enabling the development to be compatible and congruous with adjacent and nearby land developments. Through the flexibility of the planned development regulations, the city seeks to achieve any of the following specific objectives:

- A. Combination and coordination of architectural styles, building forms, building materials, and building relationships;
- B. Preservation and enhancement of desirable site characteristics such as natural topography, vegetation and geologic features, and the prevention of soil erosion
- C. Preservation of buildings which are architecturally or historically significant or contribute to the character of the city;
- D. Use of design, landscape, or architectural features to create a pleasing environment;
- E. Inclusion of special development amenities that are in the interest of the general public;
- F. Elimination of blighted structures or incompatible uses through redevelopment or rehabilitation;
- G. Inclusion of affordable housing with market rate housing; or
- H. Utilization of "green" building techniques in development.

Based on information received from the applicant, the proposed planned development seeks to achieve objectives A and D.

The existing buildings are currently situated around a shared parking lot that allows the free flow of traffic around and between the structures in the development. The requirement of landscaping along the proposed property lines through the parking lot would create a transportation barrier and create a development with three small parking lots rather than two.

The existing landscaping is mature and has been well maintained which has helped to create a pleasing environment in a manufacturing district. The uses and impacts between the two buildings are the same and a landscaped buffer would not be required between the two buildings.

The requirement of perimeter parking lot landscaping would create additional landscaping though at a cost of parking stalls and the creation of a transportation barrier.

**Finding:** Based on findings by staff the proposal does appear to satisfy objectives A and D of the planned development purpose statement.

- C. 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:** The West Salt Lake Generalized Future Land Use Map has designated the entirety of the existing parcel of property as Industrial as well as all adjacent parcels. When discussing industrial land uses, the West Salt Lake Community Master Plan states on page 5, "The land use plan designates the area west of Redwood Road, the West Salt Lake Industrial District, to be devoted exclusively to

PLNSUB2011-00099 Swaner Business Park Subdivision Plat Amendment PLNSUB2011-000278 Swaner Business Park Planned Development industrial development and related uses." It later states as one of the goals of this plan, "to encourage high quality industrial park type of planned development whenever possible..."

This development has been landscaped and well maintained. The current site appears to fulfill the desire of the master plan to create high quality industrial parks.

The property is located directly adjacent to California Avenue with access to that street from Swaner Road. California Avenue has been designated as an arterial street in the Salt Lake City Transportation Master Plan. Interstate 215 is adjacent to the east of this property with access via California Avenue. The Transportation Department has found that the proposed development would not negatively affect the carrying capacity of surrounding streets.

Planned Developments are permitted within the M-1 Light Manufacturing zoning district, and Table 21A.55.060 of City Code states that a planned development does not have a minimum size requirement in the zoning district.

**Finding:** The proposed development is a permitted used in the M-1 Light Manufacturing zoning district. It is consistent with the West Salt Lake Community Master Plan and with the characteristics of surrounding development.

**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, non-motorized, 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 use, 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.

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 proposed planned development is to enable the subdivision of a developed lot. The development is located directly north of California Avenue, an arterial street but has no direct access to the street; the access to the property is on Swaner Road which does have a signalized intersection at California Avenue. Interstate 215 is adjacent to the east of this property with access via California Avenue. The Transportation Division has found that the proposed development would not have a negatively effect on the carrying capacity of surrounding streets.

There are total of 82 parking stalls in two parking lots on the property. The two existing buildings are each 9,380 square feet. The parking requirement for general office uses is 3 stalls per 1,000 square feet of gross floor area for the main floor, plus 1 ¼ spaces per 1,000 square feet gross floor area for each additional level, including the basement.

The buildings only have a single level making the parking stall requirement at 28 spaces for each building. The existing parking does meet the parking standard. The proposal to split the lot into two lots would require that each lot have sufficient parking. Lot 2A is proposed to have 46 spaces in one parking lot and Lot 2B is proposed to have 36 parking stalls on the lot split between one shared parking lot and one separate parking lot.

The existing development has one shared parking lot. The applicant has applied for the approval for a planned development to ensure that the property maintains a functioning internal circulation system. Salt Lake City Zoning Ordinance requires that if a property line is created through a parking lot than 7 feet of landscaping is required on each side of that property line. The applicant would like to maintain the existing shared parking lot with access from each side. The proposed plat calls for access easements for both vehicles and pedestrians across the entirety of the lot to ensure that access is maintained.

The existing development is typical of other developments on adjacent properties and in other properties along Swaner Road and California Avenue. All adjacent properties have been fully developed. In researching the property there have been no zoning enforcement cases filed on the property. The development as it exists and with the proposed planned development will not create any type of nuisance or disturbance that would require any type of buffering for surrounding developments.

With regard to engineering or utilities issues, the Transportation Division, Engineering Division, and Public Utilities have reviewed the petition and recommended approval subject to compliance with City Code and applicable policies.

**Finding:** With respect to vehicle access, vehicle circulation, parking area, compatibility and utility services, staff finds the proposed planned development compatible with the character of the site, adjacent properties, and existing development within the vicinity of the site where the use is located. Furthermore, the proposed use is permitted within the M-1 Light Manufacturing zoning district.

**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 property outside of those areas covered by buildings or parking lots is completely landscaped. The landscaping consists of trees, shrubbery and grass. There is an existing ditch along the eastern boundary of the property adjacent to Interstate 215. That specific area has some small grasses and other native plants.

The proposed property lines would divide the existing parking facilities. 21A.48.070C requires that perimeter landscaping be required along the entire length of the parking facility. The applicant has proposed to eliminate the perimeter landscaping. By requiring the parking lot perimeter landscaping the two buildings would not have sufficient parking to meet the parking standard because of the elimination of required parking stalls. This landscaping requirement would also eliminate access to a loading dock at the south building.

**Finding:** Proposal does sufficiently comply with this standard because of its existing landscaping and with the approval of the proposed planned development.

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

Analysis: There are no existing buildings that are historical or architecturally significant; there are no other significant features on the property.

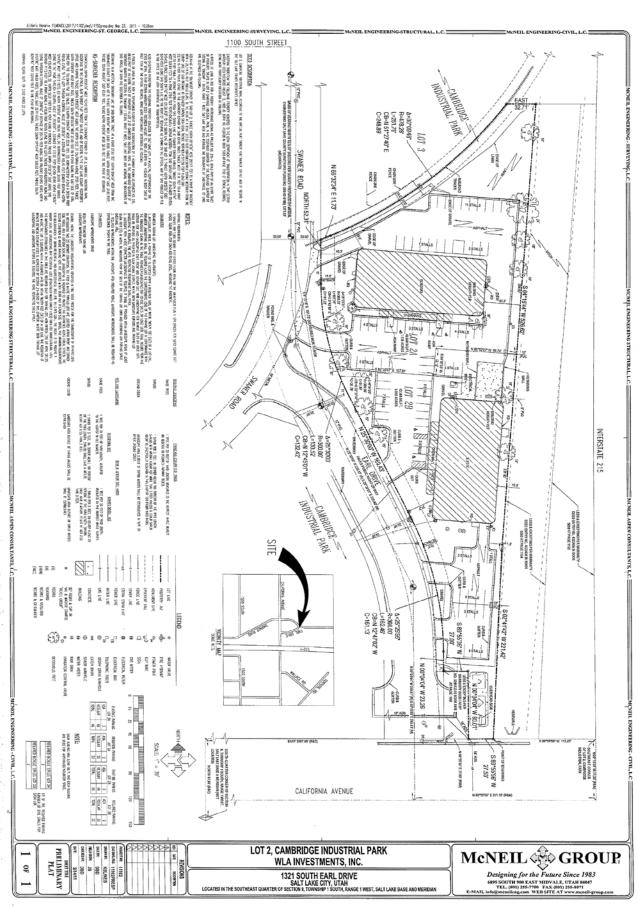
**Finding:** The proposed planned development will not impact any historically or architecturally significant structures or features.

**F. Compliance with Other Applicable Regulations:** The proposed planned development shall comply with any other applicable code or ordinance requirement.

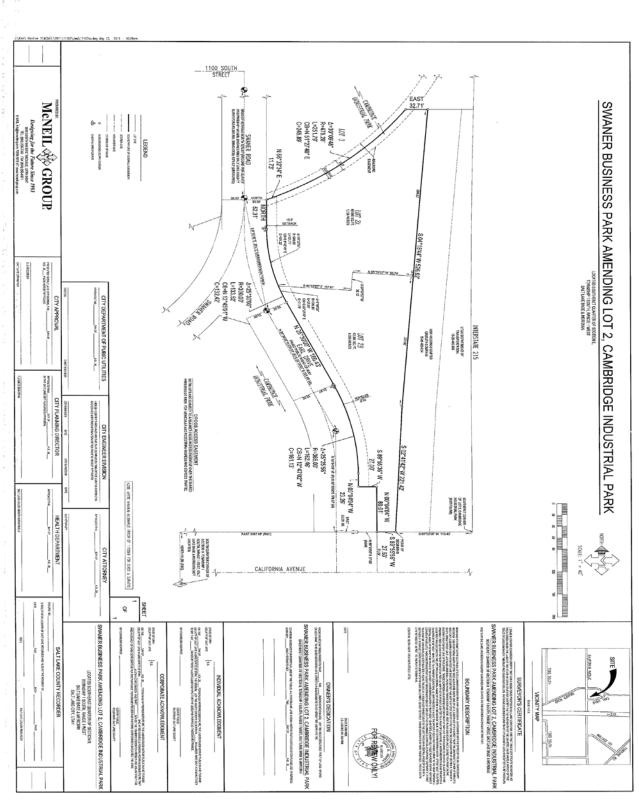
**Analysis:** The proposed development does comply with existing Zoning Code regulations except in those areas that were earlier mentioned in the request portion of the staff report. Information provided by other city departments has not mentioned any applicable code or ordinance requirements that cannot reasonably be met.

**Finding:** Staff finds the proposed planned development conforms with all applicable regulations except as has been recommended in earlier portions of the staff report.

# Attachment A Site Plan



2000 State and ś.,



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# Attachment B

Letter from the Applicant



June 2, 2011

To Whom It May Concern,

We are requesting a subdivision amendment which will be dividing the Swaner Business Park in Salt Lake City located at 1321 South Earl Drive which is currently one lot, into two separate parcels. We have provided Salt Lake City Planning with all requested information on the Planned Development to apply for a waiver/reduction in landscape requirements to be able to maintain building parking code requirements.

Thank you for your time.

Please feel free to contact my office if you have any questions.

New Concepts Construction

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# Attachment C Department Comments

**Police Review** 

No comments

### Public Utilities—Justin Stoker (801)483-6786

I have reviewed the subdivision amendment application for the Cambridge Industrial Park Subdivision located at 1303 and 1321 S Earl Drive. In the review I found that each of the two existing buildings already have separate water and sewer services. Each building is currently served by separate 1-inch normal water service connections. In situations where separate utility services exist, we strongly support the subdividing of parcels to bring them into compliance with City code, with regards to utilities. I can't find any items of concern with regards to this application.

### Zoning Review—Alan Hardman (801)535-7742

The following zoning comments are noted:

1) Obtain a new Certified Address for the building on the proposed lot #2B. Previous permits have been issued for this building at 1321 S. Earl Drive;

2) 7 foot wide perimeter parking lot landscape buffers should be required along both sides of the new lot line where applicable per 21A.48.070C and table 21A.48.070G. Modifications of this requirement may be made by the Zoning Administrator per 21A.48.070F;

3) Provide parking calculations for both buildings to determine that each building will have its required parking;

4) Provide cross access easement agreement for pedestrian, vehicular and drainage movement across the new property line. This should be noted on the plat or be recorded in a separate document.

### Building—Kenneth Anderson (801)535-6624

No foreseeable issues for building code.

### Transportation Review—Barry Walsh (801)535-6630

Provide parking calculations for each proposed site. Indicate the number of required parking stalls and the number of provided parking stalls. Note the required ADA stalls and the 5% of the required parking number of bike stalls for each lot. Provide cross access and drainage easements as well as maintenance agreements. Provide public way sidewalk on the east side of Swaner Rd and Earl Dr frontages with pedestrian access from the building to the public way sidewalk. (Sidewalk development is indicated to be installed on the east side of the North/South roadways due to conflicts with Power Pole located on the west side of these roadways.)

#### Engineering Review- Scott Weiler (801)535-6159

Engineering has no objection to the proposed lot split. The Complete Streets Committee has decided to exempt this site from installing sidewalk, as part of this lot split.

Fire Review No comments

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Police Review

No comments

### Public Utilities—Justin Stoker (801)483-6786

The two existing buildings on the site are currently served separately by their own water and sewer services. Separating the parcels would bring the project into better compliance with the city codes regarding utility services.

### Zoning Review—Alan Hardman (801)535-7742

The issue of the perimeter parking lot landscaping buffers will be addressed in the Planned Development. The 'cross access easement' provided by the applicant appears to be nothing more than a meets and bounds description of the entire property. It should be a legal document that defines the scope and limits of the access between lot 2a and Lot 2b.

### Building—Kenneth Anderson (801)535-6624

No foreseeable issues for building code.

### Transportation Review—Barry Walsh (801)535-6630

The division of transportation review comments and recommendations are as follows: We have received a PDF copy of the Swaner Business Park Amendment of lot 2 of the Cambridge Industrial Park with a blanket cross easement notation for vehicular circulation. We commented that public utilities needs to review for cross drainage issues and there should be some sort of maintenance agreement. The PDF copy of the Cambridge Industrial Park Lot 2 preliminary Plat indicates the parking calculations for the two proposed lots for required and provided parking with ADA stalls and the 5% bike stalls noted. The site plan shows the vehicular parking layout and the ADA stalls, but does not show the bike rack locations. It should be noted that the bike racks are to be per Salt Lake City standard F1.f2 and support the bike frame in two locations. The rack locations are to be as near as practical to the main entry of the buildings and visible from the street.

#### Engineering Review- Scott Weiler (801)535-6159

No additional comments received.

### Fire Review

No comments

Attachment D Site Photos



Looking to the north with the applicant's property on the right.



The existing south building on the property located at 1321 South Earl Drive.



The existing north building on the property located at 1303 South Swaner Road.



Looking to the east at the property from Swaner Road. The proposed property line would be located in the center of this photograph.



Looking to the west at a neighboring property.



Looking to the northwest at a neighboring property.