



Staff Report

PLANNING DIVISION
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission
From: Casey Stewart; 801-535-6260
Date: November 5, 2014
Re: PLNSUB2014-00596 Phase Two of the "Seasons at Library Square" apartments

PLANNED DEVELOPMENT

PROPERTY ADDRESS: 324 and 332 East 500 South
PARCEL ID: 16-06-451-001 and -002
MASTER PLAN: Central Community
ZONING DISTRICT: RO (Residential/Office)

REQUEST: Approval of the proposed planned development for a new multi-family apartment building, which will be physically connected to the apartment building immediately west. The proposal seeks a complete elimination of front yard building setback requirement, a reduction in the side yard setback requirement, and approval to exceed the 60 percent building coverage limit. The Planning Commission has final decision making authority for planned development applications.

RECOMMENDATION: Based on the information in this staff report, planning staff recommends that the Planning Commission deny the requested planned development. The following motion is provided in support of the recommendation: based on the findings listed in the staff report and the testimony and plans presented, I move that the Planning Commission deny the requested Seasons at Library Square Phase Two Planned Development PLNSUB2014-00596.

ATTACHMENTS:

- A. Vicinity Map
- B. Site Plan
- C. Building Elevations
- D. Additional applicant Information
- E. Existing Conditions
- F. Analysis of Standards
- G. Public Process and Comments
- H. Dept. Comments
- I. Motions

PROJECT DESCRIPTION:

1. Proposal Details

The proposal is to construct additional apartment units (phase two) onto a previously approved adjacent apartment building known as the *Seasons at Library Square* apartment complex. The first phase is currently under construction and was approved through the standard building permit process as a compliant project. This second phase would occur on what is currently separate property next door, which is zoned *RO*. The proposal seeks to eliminate the front yard and side yard setback requirements for the proposed phase two in order to maintain the same zero front yard setback as phase one, which is in a different zoning district (*R-MU*) and does not have a required front yard setback.

The building would take up most of the existing land area (77%) of the two properties that are the subject of this proposal. This exceeds the 60 percent (60%) limit for buildings in the RO zoning district, and the applicant seeks relief from this building coverage limit. The applicant intends to combine these two lots with the corner lot where phase one construction is occurring – to create one lot for the entire building (both phases). Although the properties would be combined, the RO zoning would remain in effect where the two lots were. The portion of the project within the RO zone would continue to be subject to RO regulations, aside from the change in setbacks and total building coverage requested.

The proposed addition includes six levels total, two parking levels (one below grade and one above grade) and 4 levels of residential apartments above the parking (56 residential units in phase two). The two phases would match building height at approximately 60 feet.

KEY ISSUES:

The key issues associated with this proposal are its incompatibility in design and scale established by the RO district and the city's *Urban Design Element*, nonconformity with the master plan and zoning ordinance purposes, insufficient front and side yard landscaping/buffering, and inability to fully achieve one of the objectives of a “planned development. The key issues are a result of the reduced building setbacks proposed, which is explained further in the following paragraphs and were identified through the analysis of the project and department review comments.

Issue 1: Setbacks - unresolved

The RO zone requires a 25-foot front setback. The proposal seeks to completely eliminate that requirement in order to allow the addition to meet the same front setback as the original construction on the adjacent property. This raises a concern that by following the same front setback of a project that is in a different zoning district (R-MU), the proposal will reflect the other zoning district's design intent rather than the RO design intent. The original construction is occurring on a corner lot, which fits well with the intent of the R-MU zoning district to bring development and activity closer to the street, but whether this same intent should apply to this addition, in the RO zoning district is a question that would be better addressed through a zoning amendment process.

The remainder of the block face eastward along 500 South is also zoned RO. At a “zero” front setback for this addition, there would then be little reason for the city to uphold any manner of front setback along the rest of this block face. The other buildings along this block face are set back approximately 10 to 12 feet. The city has a policy, detailed in the *Urban Design Element* of the Salt Lake City Master Plan that encourages rhythm and continuity via similar setbacks, among a group of buildings. The existing building setbacks further east should be factored when new development is proposed on the same street segment.

Furthermore, with locating the building at the front property line, there is no opportunity for front yard landscaping, which can be found on other properties along this block face. A lack of front yard landscaping would be inconsistent with the current pattern on this block.

The RO zone requires a 15-foot side yard setback. The proposal seeks to reduce this requirement on the east side of the project to 5 feet. This would result in a building setback of 5 feet between the addition and the adjacent property. Together, the front setback elimination and side setback reduction create a building footprint that is contrary to the RO zoning district, and out of character with the adjacent office uses to the east and single family uses to the south.

Issue 2: Building coverage/footprint - unresolved

The proposal also seeks to exceed the building coverage limit established by the RO zoning district. The limit is 60 percent of the total land area, and the proposed building for phase two covers 77 percent of the land area (based on the combined area of the two subject lots – 324 and 332 East). The adjacent R-MU zoning district has no limit on the amount of building coverage. This again creates a situation where the project appears better suited to the R-MU zone than the current RO zone. Although the project can be reviewed and processed via the planned development application, for modification to “bulk” requirements, in this case it would be preferable to address whether the RO zoning district is appropriate on these properties via a zoning amendment process. The zoning ordinance is intended to guide development, not the other way around.

DISCUSSION:

In general the proposal appears to be a simple project to add to an apartment building. The complicating factor is that the proposed addition is within a different zoning district which has different dimensional requirements for buildings. Despite the intended consolidation of various properties, the addition and the original building would still be affected by different zoning districts. On its own, the proposal only partially satisfies the review criteria. The lack of fully meeting the review criteria leads to staff questioning the ability of the planned development to resolve the larger questions of the project's appropriateness on these RO properties.

The Salt Lake City Police department provided comments addressing the design of the building. The department is concerned with mechanical items on the roof blocking communication to areas south of the project. They also disagree with the lack of more active uses on the ground level and the potential impact to on-street public parking in front of the project. The building complies with height limits and satisfies parking requirements with the proposed incorporated parking structure. The RO zoning district does not have requirement for ground level commercial or other uses. The project complies with the ordinance in relation to the items of concern from the police department. The project would not be required to make any modifications at this time, unless the planning commission found a need to do so.

The remaining city departments had no items or objections that couldn't be addressed or resolved during a construction permit review.

NEXT STEPS:

If approved, the applicant may proceed with the project and will be required to obtain all necessary permits. If denied the applicant would still be able to construct a building but it would be subject to the RO design standards.

ATTACHMENT A: Vicinity Map



PL2

R-MU-45

500 S

300 E

R-MU

RO

SR-3

STANTON

RMF-35

SR-3

RMF-45

BELDON

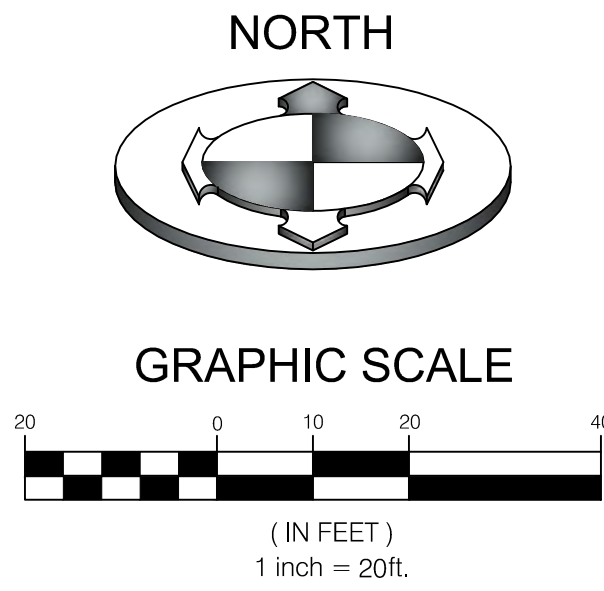
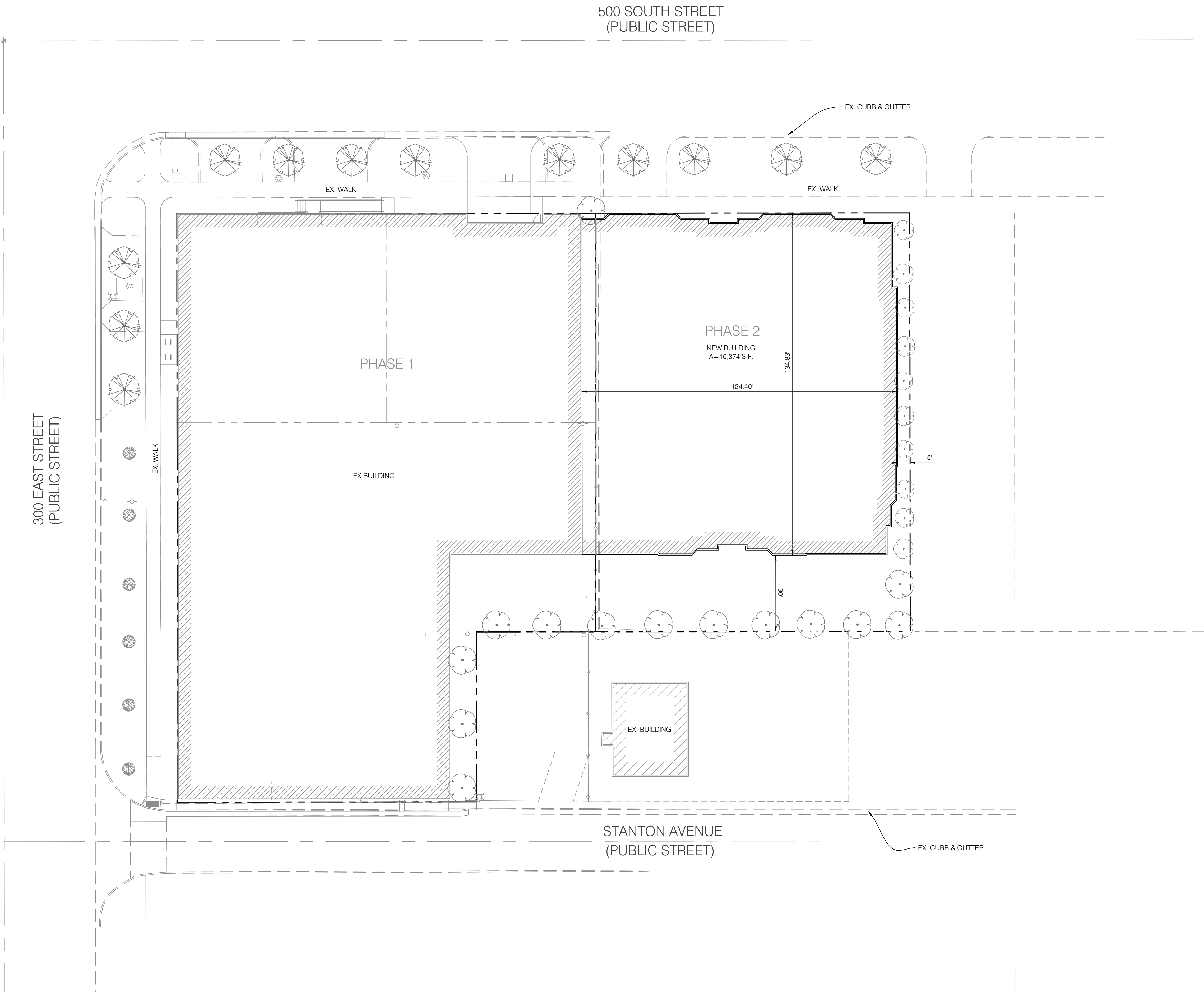
RMF-45

SR-3

400 E

ATTACHMENT B: Site Plan

THE SEASONS AT LIBRARY SQUARE PHASE II





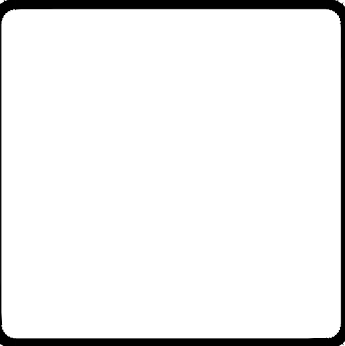
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08/21/14	DKB
08/21/14	FBAIRPD





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SALT LAKE CITY, UTAH

PROJECT NO. PROPOSAL

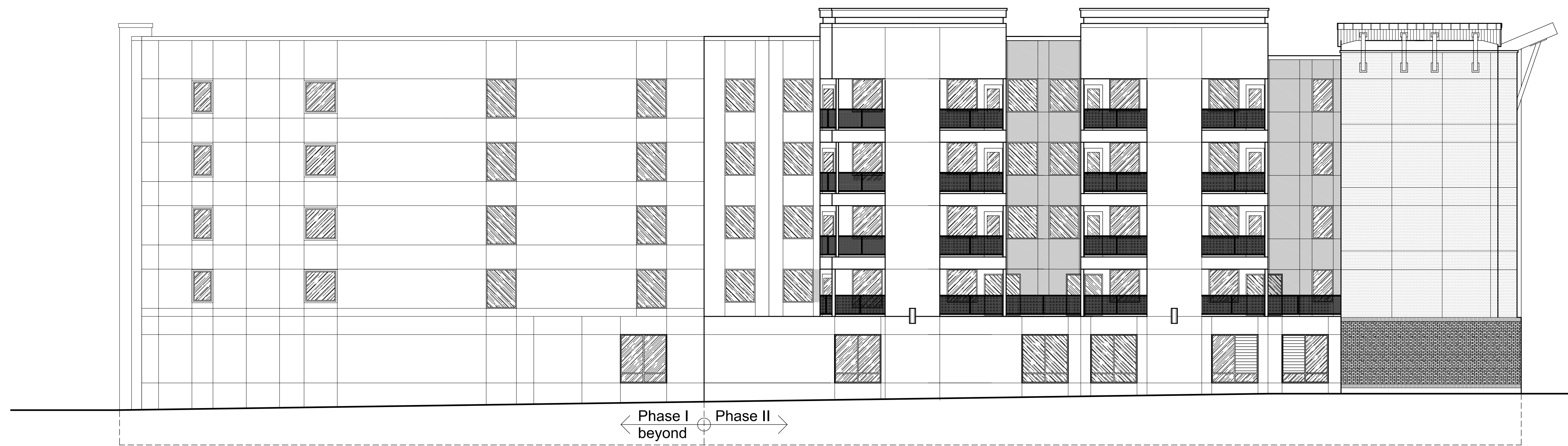
**CONCEPT
PLAN**

1 OF 1

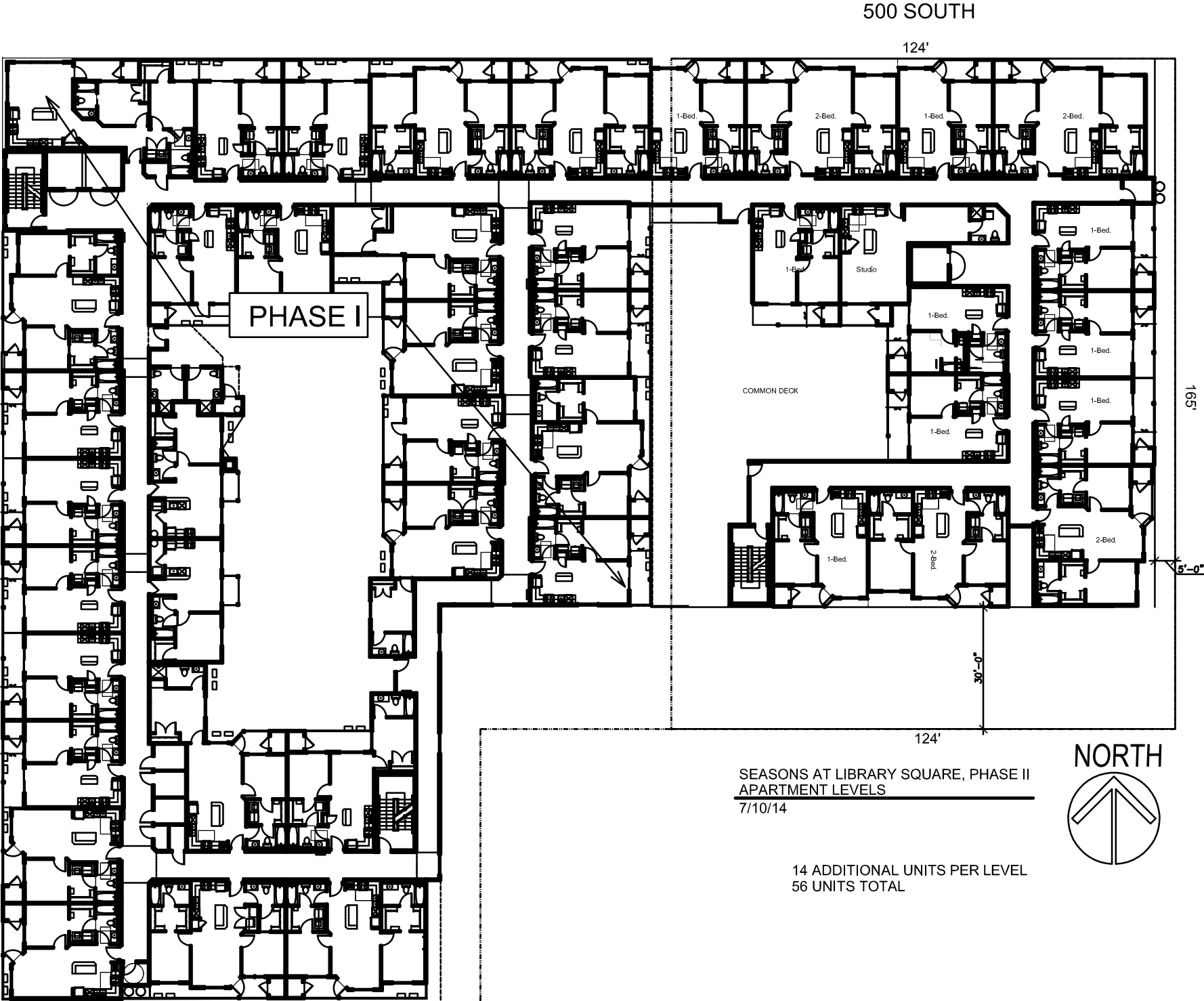
ATTACHMENT C: Building Elevations

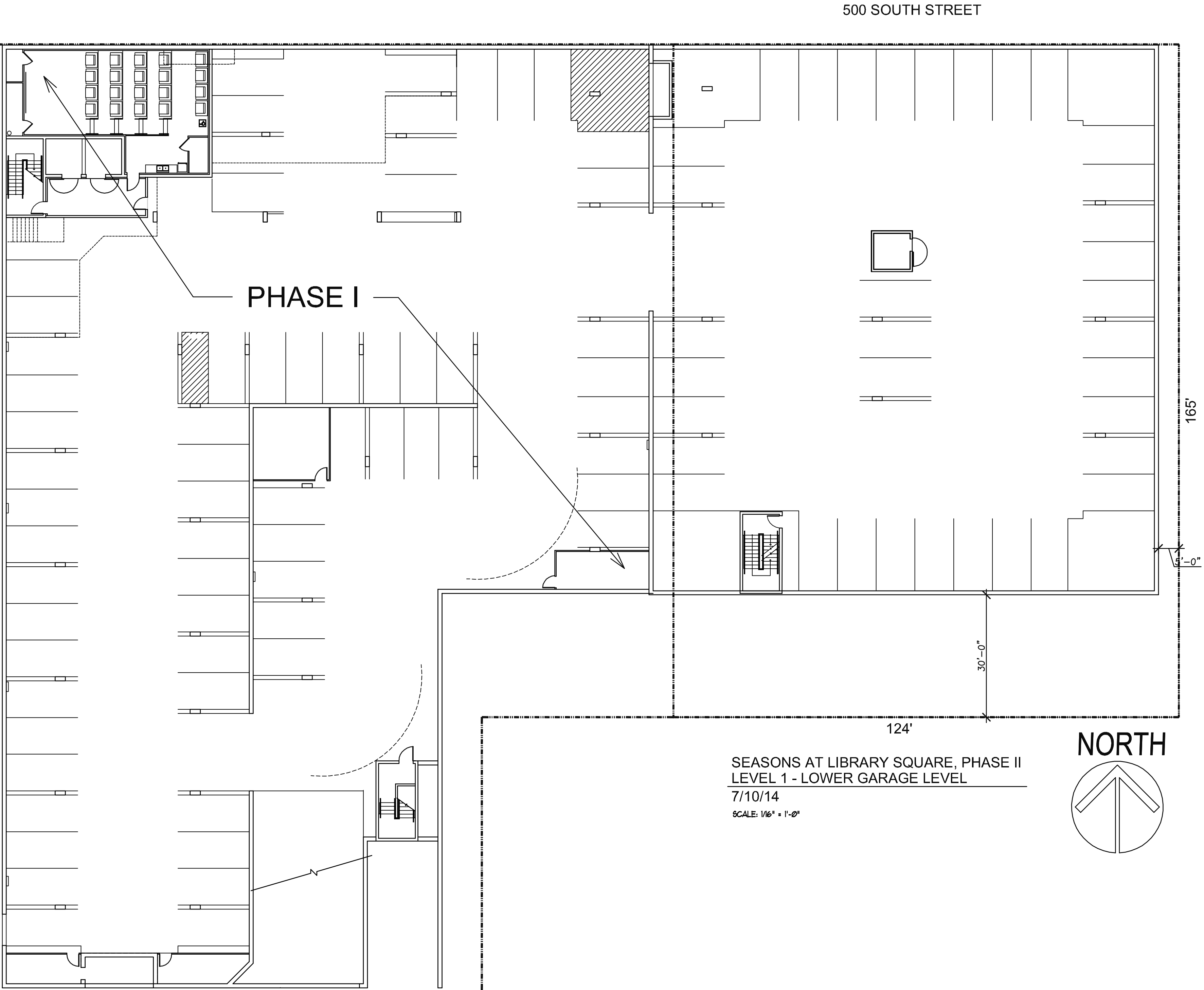


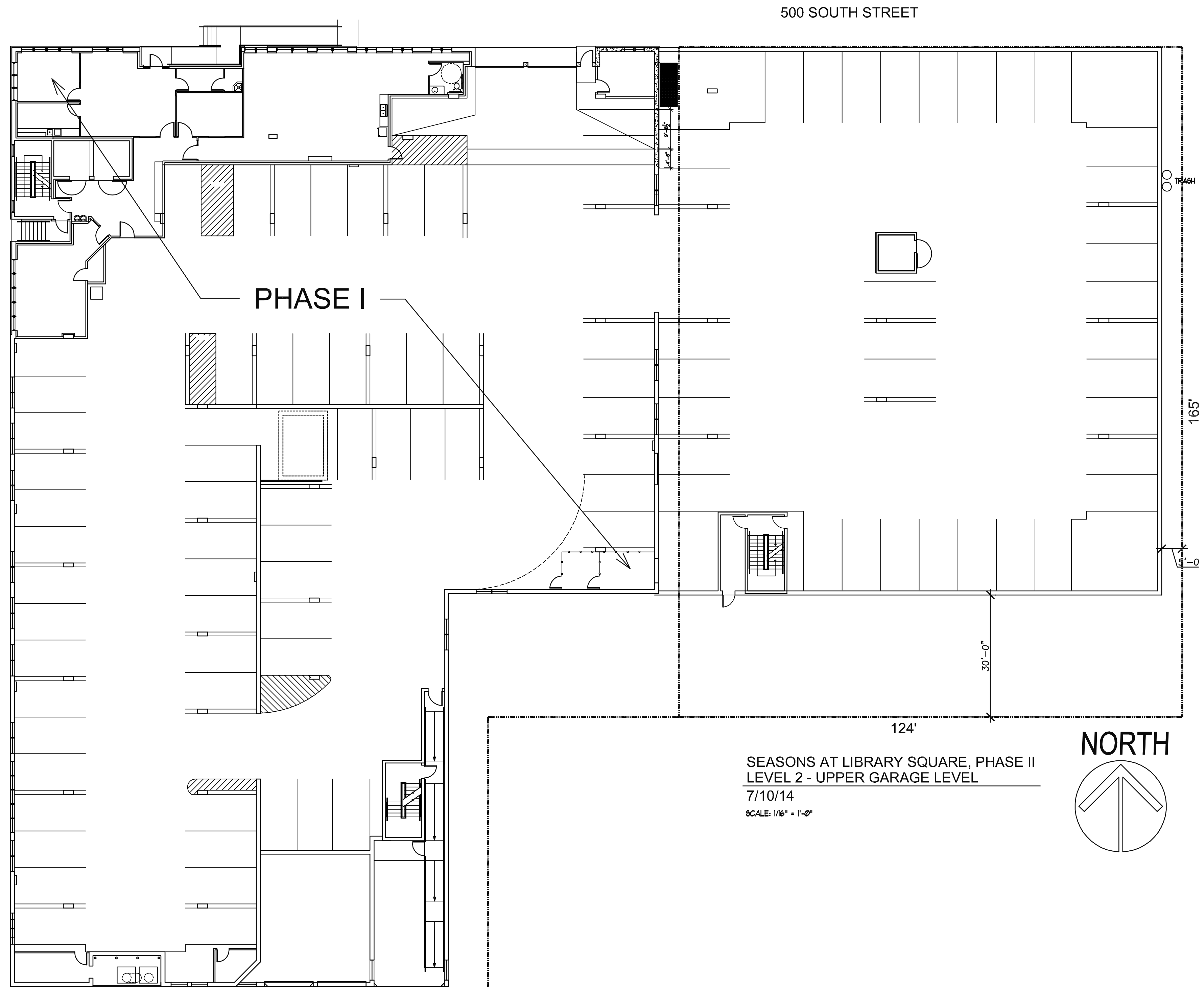
SEASONS AT LIBRARY SQUARE, PHASE II
NORTH ELEVATION
SCALE 3/32"=1'-0"



SEASONS AT LIBRARY SQUARE, PHASE II
EAST ELEVATION
SCALE 3/32"=1'-0"











ATTACHMENT D: Additional Applicant Information

Planned Development Project Description

To: Salt Lake City Corporation

Project: Seasons at Library Square Apartment Building – Phase II

Project Address: 324 & 332 East 500 South

Date: August 25, 2014

Project Description

The proposed new apartment building (Phase II) will be an extension to the existing Seasons at Library Square Apartment Complex (Phase I), which is currently under construction at 50% complete. The new apartment complex extension will be located on the east side of Phase I and connect with Phase I to complete one larger single apartment complex.

The new addition is zoned RO mixed and is comprised of two parcels. The square footage of this project will be approximately 20,000 square foot. As part of the project the existing office building and parking lot will be removed.

The proposed new addition (Phase II) will consist of two (2) levels of parking and four (4) levels of apartment buildings. This addition will be identical in design and appearance as Seasons at Library Square Apartment Complex, currently under construction. The two level covered parking will provide parking for 70 cars. The lower parking level entrance/exit will utilize Seasons at Library Square entrance to the south and the upper parking level entrance/exit will utilize the 500 south entrance for Seasons at Library Square.

The four levels of apartments will consist of 56 units, which break down as followed:

4	-	Studio Units
36	-	One Bedroom Units
16	-	Two Bedroom Units
<hr/>		
Total:	56	- Total Units

The new addition will include demolition of the current office building standing in its location. The current office building consists of a single story structure above ground and an outside parking lot. The current parking lot extends to five feet from the property line on the south and west borders.

The new extension (Phase II) will be in line with the existing Seasons at Library Square Apartment Complex (Phase I). On the east, the new addition will extend to five feet from the property line, and on the south side the new addition will extend to thirty feet from the property line.

Aesthetically, the new addition will complement the existing Seasons at Library Square Apartment Complex. The new extension will contain the same type of exterior and interior finishes as the existing Seasons at Library Square Apartment Complex.

Planned Development Project Description

Planned Developments Objectives

The proposal meets the following specific objectives described in the zoning ordinance for Planned Development approval:

A. Combination and coordination of architectural styles, building forms, building materials, and building relationships.

The new addition (Phase II) will follow the same architectural style and finishes as the existing Seasons at Library Square Apartment Complex (Phase I). After completion of Phase II, the Seasons at Library Square Apartment Complex (Phase I & II) will look architecturally as one single structure.

D. Use of design, landscape, and architectural features to create a pleasing environment.

The north side will continue the park strip landscaping as will be provided by the first phase. This will include green space and running parallel with the sidewalk in order to provide a pleasant pedestrian environment.

On the south side within the 30 foot setback, landscaping will be provided to include trees and green-space to provide a buffer between existing single family homes and the new building. This landscaping will replace a parking lot and result in a significant improvement to the neighborhood.

F. Elimination of blighted structures or incompatible uses through redevelopment and rehabilitation.

The existing single story office building was constructed in the late 1970's. Recent construction around the site has left the 8,000 square foot building out of scale. Across the street, the city recently completed construction on the 4-story public safety building. To the east are multi-level office buildings, and to the west, the first phase of the Seasons at Library Square is underway.

Removing the office building and constructing a similarly sized structure will be more compatible with the growth pattern of the neighborhood.

Providing additional residential units near the downtown core is an efficient use of the property and is in compliance with the city's desire to have a larger downtown population with very easy access to public transportation.

ATTACHMENT E: Existing Conditions

Existing Conditions:

The subject site consists of two level lots that contain a vacant office building and associated surface parking for vehicles. This existing building and parking would be razed to accommodate the proposed construction.

The adjacent uses include:

North: Salt Lake City Public Safety Building

East: office building with multi-level parking structure in the rear

South: single and multi-family residential buildings

West: multi-family apartment building under construction

ATTACHMENT F: ANALYSIS OF STANDARDS

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:

Standard	Finding	Rationale
<p>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:</p> <p>A. Combination and coordination of architectural styles, building forms, building materials, and building relationships;</p> <p>B. Preservation and enhancement of desirable site characteristics such as natural topography, vegetation and geologic features, and the prevention of soil erosion;</p> <p>C. Preservation of buildings which are architecturally or historically significant or contribute to the character of the city;</p> <p>D. Use of design, landscape, or architectural features to create a pleasing environment;</p> <p>E. Inclusion of special development amenities that are in the interest of the general public;</p> <p>F. Elimination of blighted structures or incompatible uses through redevelopment or rehabilitation;</p> <p>G. Inclusion of affordable housing with market rate housing; or</p> <p>H. Utilization of "green" building techniques in development.</p>	Does Not Comply	<p>The applicants claim the project achieves objectives A, D and F. To accomplish this, the applicants would consolidate all three associated properties into one lot. The addition (phase two) would be constructed to be "in line" with the original apartment building along the 500 South façade. This would achieve the coordination of building forms along this façade (objective A), but do so at the expense of the intent of the RO zoning district to have buildings located further from the front property line or the development pattern along 500 South east of the subject property.</p> <p>The proposal does not achieve objectives D or F, or any remaining objectives. The proposal seeks to continue the same architecture of the original building, but this does not create a "pleasing environment" that couldn't also be achieved with some sort of front setback. Also, allowing the building up to the front property line eliminates any potential for additional landscaping that could contribute to a pleasing environment or continuation of the existing landscaped setbacks east of 300 East</p> <p>The existing office building on the subject properties is not considered blighted or incompatible with existing uses (other office buildings). This is not of sufficient concern to approve the proposal.</p>
<p>B. Master Plan And Zoning Ordinance Compliance: The proposed planned development shall be:</p> <p>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</p> <p>2. Allowed by the zone where the planned development will be located or by another applicable provision of this title.</p>	Does Not Comply	<p>The proposed multi-family building is a use that is allowed and anticipated in the RO zoning district, so this aspect of the project is consistent with both the master plan and zoning ordinance, although the proposed density is higher than preferred by the master plan.</p> <p>The Central Community Master Plan states that compatible development is "...structures that are designed and located ...consistent with the development patterns, building masses, and character of the area..." The elimination of a front setback would be contrary to the development pattern on this block. This eliminated front setback and enlarged building coverage limit contributes to a larger building and higher density than preferred by the RO zoning district and the master plan.</p>
<p>C. Compatibility: The proposed planned development shall be compatible with the</p>	Partially Complies	<p>In most aspects of this criterion, the proposal is compatible: -vehicle ingress/egress into parking garage</p>

<p>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:</p> <ol style="list-style-type: none"> 1. Whether the street or other adjacent street/access; means of access to the site provide the necessary ingress/egress without materially degrading the service level on such street/access or any 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: <ol style="list-style-type: none"> 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 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. <p>If a proposed conditional use will result in</p>		<ul style="list-style-type: none"> - no unusual vehicle or pedestrian traffic patterns - parking areas (contained parking garage) - vehicle and pedestrian circulation - access to adequate public facilities - <p>Landscape buffering for adjacent uses to the rear is sufficient, but the 5-foot setback on the side does not achieve the same buffer width as the required 15-foot standard setback. A larger side setback should be provided to reduce the sheer vertical impact to adjacent uses to the east along 500 South.</p> <p>Item 6 of this “compatibility” criterion is not achieved by this proposal. The proposal exceeds the anticipated intensity, size and scale of the RO district due to the zero front setback, reduced side setbacks, and increased building coverage</p> <p>The proposed use, being solely residential, is not subject to the additional design criteria of the “conditional building and site design review”.</p>
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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.		
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;	Does Not Comply	The existing mature vegetation in the current front yard would be removed with this proposal. With no front building setback, no front landscaping is proposed, which is out of character with the block face further east. The adjacent office buildings have a landscaped front yard. Also, the proposed side setback of 5 feet does not allow for sufficient landscaping adjacent to neighboring uses. The proposed rear yard landscaping is appropriate for the scale of the project.
E. Preservation: The proposed planned development shall preserve any historical, architectural, and environmental features of the property;	Complies	There are not historical, architectural, or environmental features on this site that warrant preservation.
F. Compliance With Other Applicable Regulations: The proposed planned development shall comply with any other applicable code or ordinance requirement.	Complies	The proposal has shown the ability to comply with all other applicable code or ordinance requirements.

ATTACHMENT G: Public Process and Comments

Public Notice, Meetings, Comments

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project:

Notice of the public hearing for the proposal included:

Public hearing notice mailed on October 30, 2014

Public hearing notice posted on October 30, 2014

Public notice posted on City and State websites and Planning Division list serve: October 31, 2014

Public Comments

The proposal was forwarded to the Central City Community Council for comments but not comments were provided within the allotted 45 day comment period. Staff also contacted the community council by phone, but no comments were offered. Planning staff is unaware of any concerns that the community may have.

ATTACHMENT H: Department Comments

CITY DEPARTMENT COMMENTS

Public Utilities (Justin Stoker):

I've looked over the proposal and find no concerns in the concept of the project. It appears that with the demolition of the previous structure, a new structure will be built that will not only be structurally connected to the Phase 1 building but will provide access to each other between phases. If the intent is to truly have a single structure, then all of the applicable parcels will need to be consolidated so that the building isn't straddling a property line. Also, existing utility services to the demolished building will need to be completely terminated and new utilities accessed from the existing Phase 1 building. The new collected parcel must have a single culinary water service and a single fire suppression line, unless fire code requires a second connection. The collected building should have its own sewer service but if this is not practical, a second sewer service may be used for the second phase. If the consolidated acreage of the parcel is 1-acre or more, then the project will be required to comply with the City's storm water restrictive discharge policy, where the project will need to detain storm water and release at no more than 0.2-cfs per acre. Other applicable engineering and development standards will apply and will be reviewed at the time that final plans are submitted for review and permitting.

Engineering (Scott Weiler):

The existing drive approach on the 500 South frontage will become a "dead" approach with this project and must be removed. If the existing sidewalk on the project frontage has uneven joints or cracks causing tripping hazards, it is recommended that these be repaired or replaced as part of the Phase 2 development.

Transportation (Barry Walsh): The proposed phase II permit drawings need to provide new parking calculations for the full site (Phase I & II) per section 21A.44 to include ADA and bike stalls, (Electric charging for NEW addition) The increase to the existing Phase I driveways from 65? to 100 vehicles is within normal standards. along with parking layout dimensions per standard F1.c2.

Zoning: (Ken Brown):

1. The two parcels will need to be consolidated with the existing lot already under construction at 310 East 500 South in order to build this project as planned.
2. A separate demolition permit will be required for removal of the existing building at this location and as part of the demolition application; a construction waste management plan will need to be submitted to constructionrecycling@slcgov.com for review.
3. The maximum building height for the RO zone is 60'.
4. The minimum front yard setback for multi-family dwellings in the RO zone is 25'.
5. Any projections into the public way need to be addressed by way of a Commercial Lease Agreement with SLC Real Estate Services Division.
6. The minimum interior side yard setback is 15' for this proposal.
7. The minimum rear yard setback is 30' for this proposal.
8. There is a 10' landscaped buffer requirement for this proposal at the rear lot line to buffer this project from the SR-3 zoning district to the south.
9. The surface coverage of all buildings is 60% of the lot area.
10. The proposal will need to include parking calculations for the combined Phase 1 and Phase 2 (minimum and maximum), bicycle parking calculations, electric vehicle parking calculations, and loading calculations to verify compliance to 21A.44.
11. The proposal will need to identify the location of the required recycling collection station, any trash dumpsters, loading areas, etc.

Police: (Scott Teerlink):

As for the Police, we have concern over the height of the building since it is across the street from the Public Safety Building and is very close in height to much of our roof mounted communication equipment. However, since it is probably already zoned for that height, I am sure there is nothing we can do about that. We would like to have the owner reminded that they can't put anything on the roof that may obstruct paths for public safety line of site equipment from the Public safety building to various sites throughout the valley. Any large items that would be placed on the roof now or in the future may block communication paths used by the Public Safety Building and would need to be separately reviewed.

Another concern is it seems like the parking is very limited for how dense the occupancy is in the building. This is a concern for us because the nearby street parking is free and is used by visitors that are accessing the Public Safety building / Civic Campus. I anticipate that with this large complex, visitors to the new complex will use up much of the free parking and negatively impact the ability of the community to find easy parking to transact with Public Safety employees and services. The city may need to mark some of the free parking as reserved for Public Safety Building Visitors only and put in additional meters to prevent the visitors of this complex from filling up the city parking areas.

We also have concern with the traffic congestion that may be caused on 500 South with this large of a complex and with limited parking and limited parking structure access points. We would like to ensure that the traffic flow on 500 south is not negatively impacted by this project.

A final concern (which is not directly related to the Police concerns) is that the Public safety building did much to improve the pedestrian experience on 500 South (at the direction of the community and City Council). This new complex appears to be nothing but a large parking structure to the pedestrians that would be walking on the south side of 500 south. With a long street level parking garage, instead of some mixed use opportunities at street level, this complex negates the money spent by the PSB project to improve the area. This is not as much of a police concern, but since we recently built our building here, we are aware of this as being a desire of the community and the city council.

ATTACHMENT I: Motions

Potential Motions

Based on the findings listed in the staff report, it is the Planning Staff's opinion that the project does not adequately meet the applicable standards for a planned development and therefore recommends the Planning Commission deny the application as proposed:

Staff Recommendation:

Based on the findings listed in the staff report and the testimony and plans presented, I move that the Planning Commission deny the requested Seasons at Library Square Phase Two Planned Development PLNSUB2014-00596.

Not Consistent with Staff Recommendation:

Based on the testimony, plans presented and the following findings, I move that the Planning Commission approve the requested Seasons at Library Square Phase Two Planned Development PLNSUB2014-00596 to allow zero front setback and additional building coverage subject to the following conditions:

1. Prior to issuance of any permit to begin construction of the building, the applicant shall consolidate the associated lots into one lot via the proper method as determined by the planning director.
2. The applicant shall obtain the required demolition permits for the existing buildings.
3. The applicant shall otherwise comply with all other city requirements applicable to the project.
4. The applicant/owner shall install all required public way improvements.

The Planning Commission shall make findings on the planned development review standards and specifically state which standard or standards are being complied with.