

Staff Report

PLANNING DIVISION COMMUNITY & ECONOMIC DEVELOPMENT

To	Salt Lake City Dlenning Commission
To:	Salt Lake City Planning Commission

From: Doug Dansie, Senior Planner, 801 535-6182

Date: January 14, 2015

Re: PLNSUB2014-00664 and 00665 Beehive Arts Center

Planned Development, Minor Subdivision

PROPERTY ADDRESS: Approximately 244 South 500 West PARCEL ID: 1501152022 MASTER PLAN: Mixed Use ZONING DISTRICT: D-3 Downtown Warehouse/Residential District

REQUEST: The RDA of Salt Lake City has requested a Planned Development and Subdivision at approximately 244 South 500 West. The project involves a minor subdivision to create two lots and a planned development to accommodate the restoration of the Beehive Brick building, including the creation of residential and commercial space and a new mid-block access way. The project is located in Council District 4 represented by Luke Garrott. Planning Commission has final decision making authority for planned developments and minor subdivisions.

RECOMMENDATION: Based on the information in this staff report, Planning Staff recommends that the Planning Commission approve the petitions as proposed and subject to complying with all applicable regulations. Below is a motion that is consistent with this recommendation:

Based on the information in the staff report, the testimony heard tonight and the discussion of the item, I move that the Planning Commission approve PLNSUB2014-00664 and PLNSUB2014-00665 with the following conditions necessary to comply with all applicable standards for subdivisions and planned developments:

1. Cross easements and access agreements be attached to the parcels until such time as a new road is constructed and deeded to the City, which will provide permanent access.

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:

The Redevelopment Agency is proposing to fully restore a historic building as a mixed use development. They are also proposing to divide the parcel into two, leaving one parcel associated with the Beehive Brick Building and creating a second parcel which will eventually be integrated into a midblock street/access facilitating the larger development of the block.

The specifics of the project are listed by the developer in Appendix D

KEY ISSUES:

The key issues listed below have been identified through the analysis of the project, neighbor and community input and department review comments.

Issue 1 Landlocked Parcel

The Redevelopment Agency has entered into a contact with a developer to fully restore the Beehive Brick building into a mixed- use development. The building sits on a larger parcel that the Redevelopment Agency also wishes to retain partial ownership of in order to eventually create a mid-block street to provide access through the block and a more urban development pattern. Therefore the RDA is proposing to divide the lot into two separate parcels. The Beehive Brick building restoration development is intended to be completed prior to the street or other development on the block, therefore a planned development has been applied for to allow a the parcels to be separated and building restored on a lot without frontage on a deeded street, prior to the midblock street being constructed. The primary issue is timing of development.

Issue 2 Future Development of the Block

The Redevelopment Agency owns the south half of the block bounded by 200 to 300 South and 500 to 600 West. It is the Agency's intention to provide a mid-block street, located at approximately 250 south between 500 and 600 West. This street will serve the development of the RDA's other parcels. The lot being separated from the Beehive Brick Building will be the eastern portion of the midblock street once it is constructed and deeded to the City.

DISCUSSION:

The development accomplishes both the renovation of a building with historical quality and furthers the desire for mid-block access. The RDA owns most of the adjacent property and will eventually continue a midblock street, around the south side of the historic structure, connecting 500 and 600 West at approximately 250 South.

NEXT STEPS:

If approved, the applicant will be required to obtain all necessary permits for the project. If denied the applicant would still be able to restore the Beehive Brick Building, but would not be able to carve off the second parcel to create the long term mid-block street.



ATTACHMENT B: SITE PLAN AND PROPOSED PLAT







ATTACHMENT C: BULDING ELEVATION AND PLANS















ATTACHMENT D: ADDITIONAL APPLICANT INFORMATION

Beehive Brick Building Renovation: Project Narrative

In December 2012, the RDA purchased the Beehive Brick building, located at 244 South 500 West. The purpose of purchasing the building is to preserve the historic fabric of the neighborhood by offering the property for sale to a qualified developer to renovate the structure. Staff has undertaken negotiations to sell the property to Artspace for this purpose. The size of the parcel will be reduced from .85 acres to approximately.31 acres as part of the RDA's subdivision process of the north block, in accordance with general parameters of the Preferred Plan ("Plan") approved by the RDA Board in September 2012. The RDA is considering a few modifications to the Plan, including the creation of a contiguous mid-block street between 500 West and 600 West on the Beehive Brick block that would wrap around the Beehive Brick building. The final Plan will be presented to the RDA Board for approval this September.

The property is attached to additional RDA property intended to be redeveloped into a mixed-use project that will benefit from a variety of transit options provided by Utah Transit Authority's Salt Lake Central Station. The RDA intends to market the first phase of its properties this fall, and is working through the schematic design process for the public improvements, including the 300 South Festival Street. The area encompassing the public improvements will include the Beehive Brick Building.

With respect to the restoration of the building, Artspace is proposing to build a mixed-use project consisting of 13 affordable residential units, more than 5,000 square feet of commercial space on the main and lower floors, and a rooftop solar hot water panel installation. The project would be funded by a loan, New Markets Tax Credits, both federal and state Historic Tax Credits, owner equity and a capital campaign. Artspace intends to restore the Beehive Brick Building to National Historic standards; Part 1 of the Historic Preservation Tax Credit application has been approved and Artspace is submitting Part 2 with the goal of listing the building on the National Historic Register.

Inventory of dwelling units:

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UNIT #	SQUARE FEET	# OF BEDROOMS
201	514	1
202	642	1
203	771	2
204	466	1
205	653	1
206	520	1
301	506 + 464 (loft)	2
302	483 + 428 (loft)	2
303	505 + 463 (loft)	2
304	419 + 446 (loft)	2
305	466	1
306	653	1
307	522	1
TOTALS	8,921	18



Context within long term plan



ATTACHMENT E: EXISTING CONDITIONS



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
 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: 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 	Complies	The applicants intend to achieve objective A, C, D, E, and G. To accomplish this, the applicants are proposing to fully restore a building of historical quality as a mixed- use affordable housing development, the re-use of existing structures is a green building technique. The building is being modernized with materials that respect the historic nature of the existing structure. The location of the restored building will impact the direct path of the east/west street, but will serve as an icon along that path.
 B. Master Plan And Zoning Ordinance Compliance: The proposed planned development shall be: 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 Allowed by the zone where the planned development will be located or by another applicable provision of this title. 	Complies	The master plan calls for the renovation and reuse of warehouse structures in this area. The master plan also encourages mid-block access and/or street. Planned developments are allowed in the D-3 zoning district with no minimum size requirement.

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 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	Complies	The proposed planned development will be consistent with, and integral to, a larger development being developed by the Redevelopment Agency for the block. The Beehive Brick Building will be fully restored in keeping with the character of the area. In the long term, the proposed mid-block street will assist in both pedestrian and vehicle access in the area.
 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. 		The Planned Development will create more opportunities for public access through the block. Cross access easements are necessary to guarantee access to the beehive brick building until the future street is constructed.
 3. Whether the internal circulation system of the proposed planned development will be designed to mitigate adverse impacts on adjacent property from motorized, nonmotorized, and pedestrian traffic; 4. Whether existing or proposed utility and public services will be adequate to support the proposed planned development at normal service levels and will be designed in a manner to avoid adverse impacts on adjacent land uses, public services, and utility resources; 		The internal circulation system is adequate and the long term development will increase access in the general area. Utilities are adequate
 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 		This is a former industrial area, the buffering and landscaping proposed are consistent with the character of the area as it transform to mixed use.
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.		The scale of the building exists and is compatible with adjacent renovated buildings and the future redevelopment of the area.
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;	Complies	There is no mature landscaping on the site (except some trees that are otherwise deemed to be a nuisance species) 300 South trees noted in conversations with the Community Council are not affected by this proposal
E. Preservation: The proposed planned development shall preserve any historical, architectural, and environmental features of the property;	Complies	The planned development preserves the Beehive Brisk building.
F. Compliance With Other Applicable Regulations: The proposed planned development shall comply with any other applicable code or ordinance requirement.	Complies	The proposal will comply with other laws and regulations

STANDARDS OF APPROVAL FOR PRELIMINARY SUBDIVISION PLATS

20.16.100: All preliminary plats for subdivisions and subdivision amendments shall meet the following standards:

Criteria	Finding	Rationale
A. The subdivision complies with the general design standards and requirements for subdivisions as established in Section 20.12	Complies	The subdivision is defined by a meets and bounds description and is not part of a platted subdivision. One lot will be without public street frontage in the short term, but the planned development approval will ensure access.
B. All buildable lots comply with all applicable zoning standards;	Complies	The D-3 zoning district has no minimum lot size standards.
C. All necessary and required dedications are made;	Complies	As part of the planned development, access easements are required.
D. Water supply and sewage disposal shall be satisfactory to the Public Utilities Department director;	Complies	Utilities are available to the site
E. Provisions for the construction of any required public improvements, per section 20.40.010, are included;	Complies	One of the lots of the minor subdivision will be transferred to city ownership once a street servicing the entire block is constructed.
F. The subdivision otherwise complies with all applicable laws and regulations.	Complies	The proposal will comply with other laws and regulations.
G. If the proposal is an amendment to an existing subdivision and involves vacating a street, right-of-way, or easement, the amendment does not materially injure the public or any person who owns land within the subdivision or immediately adjacent to it and there is good	Complies	No vacation of street is required.

ATTACHMENT G: PUBLIC PROCESS AND COMMENTS

Jill Wilkerson-Smith, RDA: I presented the new plan to the Downtown Community Council (August 20th). Comments were as follows:

- Need to make Rio Grande Depot Active
- Address keeping the trees (call urban forester) [300 South trees]

Luke Garrott was also present. In a side conversation, he indicated he really likes the new plan. He also stated concern about trees, but more along the lines that the new trees have adequate maturity and provide ample shade. Luke also mentioned in a City update prior to the Hub update that the City is extending the cycle track on 300 South to 600 West. We will need to address this matter due to the lack of width to provide cycle track (just a dedicated or painted bike lane?)

The Downtown Community Council was contacted December 29, 2014 and January 5 2015. They have not replied at the time of this writing.

Notices for the Planning Commission meeting were mailed December 31, 2014

ATTACHMENT H: DEPARTMENT REVIEW COMMENTS

Building Services

Alan Michelsen

Comments

Proposal is to convert an existing distribution warehouse to mixed use and to subdivide an existing flag lot which will leave a portion of the parcel land locked. A cross-easement agreement will be required to address off-site parking, trash removal, pedestrian access, etc. Site notes on sheet AS1.01 refer 20% common area. This common area needs to take the form of open space as defined in 21A.62 and 21A.30.040.J. Construction waste management provisions of 21A.36.250 apply. Recycling collection station provisions of 21A.36.250 apply. Landscaping is required as per 21A.48

Engineering

Scott Weiler Comments Preliminary plat

Preliminary plat redlines were sent to Doug to forward to the applicant No objection to the planned development

Transportation

Barry Walsh

Comments

Sheet AS1 site plan notes the parking requirements, minimum of 7 with one being the ADA van stall located on the new flag lot (future public roadway) the minimum two bike stalls are not noted in the calculations but there are two bike racks shown on the building lot. An off site lease agreement is required. Future roadway will allow on street parking credits, for continued compliance.

ATTACHMENT I: MOTIONS

Approval Motion: Based on the information in the staff report, the testimony heard tonight and the discussion of the item, I move that the Planning Commission approve PLNSUB2014-00664 and PLNSUB2014-00665 with the following conditions necessary to comply with all applicable standards for subdivisions and planned developments:

1. Cross easements and access agreements be attached to the parcels until such time as a new road is constructed and deeded to the City, which will provide permanent access.

Denial Motion: Based on the information in this staff report, the testimony heard tonight and the discussion of the item, I move that the Planning Commission deny the petition as proposed.