



Staff Report

PLANNING DIVISION
COMMUNITY & NEIGHORHOOD DEVELOPMENT

To: Salt Lake City Planning Commission

From: David J. Gellner, AICP, Principal Planner, 801-535-6107, david.gellner@slcgov.com

Date: October 12, 2016

Re: PLNPCM2016-00528 & PLNSUB2016-00529 – Marriot Springhill Suites Hotel – Planned Development and Conditional Building and Site Design Review

Planned Development & Conditional Building and Site Design Review

PROPERTY ADDRESS: 2206 South 1300 East
PARCEL ID: 16-20-276-059-0000
MASTER PLAN: Sugar House
ZONING DISTRICT: CSHBD1 Sugar House Business District

REQUEST:

Wilmington Hotel LLC represented by the Woodbury Corporation is requesting approval from the City for a new 6-story, 125-room Marriot Springhill Suites Hotel with a 2.5 story semi-underground parking structure through the Planned Development and Conditional Building and Site Design Review process. The hotel will be located at the vacant site that formerly served as the parking lot for the now closed Toys R Us store located directly to the west of the subject property. The property is located in the CSHBD1 - Sugar House Business District and is located within Council District 7, represented by Lisa Adams.

RECOMMENDATION (Planned Development & Conditional Building and Site Design Review):

Based on the findings listed in the staff report, it is the Planning Staff's opinion that overall the project generally meets the applicable standards and therefore, recommends the Planning Commission approve both the Planned Development and Conditional Building and Site Design requests with conditions.

Staff recommends the following motion:

Based on the information in the staff report, public testimony, and discussion by the Planning Commission, I move that the Planning Commission approve the Planned Development and Conditional and Building Site Design Review request. In order to comply with the applicable standards, the following conditions of approval shall apply:

1. The applicant shall comply with all other Department/Division conditions attached to this staff report.
2. Certificates of Occupancy for the project shall not be issued until the pedestrian walkway running north to south through the block has been completed.
3. Additional elements of visual and pedestrian interest shall be incorporated along the Wilmington Avenue frontage on the lower levels of the building.
4. Final approval of signage, lighting, additional street design elements (per condition #3) and landscaping to be delegated to Planning staff to ensure compliance with Zoning, CBSDR and PD regulations.
5. Sidewalks, plaza space and other walkways through the property must allow for 24 hour public access.

6. Final approval authority for the development shall be delegated to Planning staff based on the applicant's compliance with the standards and conditions of approval as noted within this staff report.
7. That the owner comply with all applicable zoning regulations that have not specifically been modified by the Planning Commission through the planned development process in addition.

ATTACHMENTS:

- A.** Vicinity Map
- B.** Site Plans
- C.** Building Elevations and Renderings
- D.** Additional Applicant Information
- E.** Property & Vicinity Photographs
- F.** Existing Conditions
- G.** Analysis of Standards – Planned Development
- H.** Analysis of Standards – Conditional Building and Site Design Review
- I.** Public Process and Comments
- J.** Department Review Comments
- K.** Motions

PROJECT DESCRIPTION:

The developer, Wilmington Hotel LLC, is proposing to build a 6-story, 125-room Springhill Suites Hotel at 2206 S 1300 E. The project would occupy the area formerly used as the parking area for the now closed Toys R Us store which is located directly to the west of the project area. The parcel is addressed off of 1300 East, however the street frontage for the property is on Wilmington Avenue. The hotel would have a 2.5 story semi-underground parking structure that would be accessible from both Wilmington and the east side of the building. The project must be reviewed through the Conditional Building and Site Design process as it is required of any building that exceeds 50 feet in height or 20,000 square feet in size in the CSHBD1 Sugar House Business District. The CBSDR process is also being used to address a reduction in the required frontage glass requirements and a modification to the required public open space being provided. The project is also being reviewed as a Planned Development as elements of the project as proposed do not meet certain requirements of the Zoning Ordinance. More specifically, Planned Development approval has been requested in order to eliminate part of the required building step-back on the Wilmington Avenue frontage and to eliminate the required ground-floor uses that would face the same street. Finally, the required residential uses above a certain height have been satisfied by other recent projects that the developer has built on Wilmington within the Sugar House Business District.

The project site is approximately 0.67 acres (29,010 square) in size. It slopes generally downward from the south side of the site toward the north and from east to west. The grade difference is most marked on the north side of the property just before Wilmington Avenue. There is currently a retaining wall along the edge of the parking area that maintains the grade beside the sidewalk on Wilmington.

The proposed hotel consists of one structure that would be approximately 84-feet tall (north end is 89-feet above Wilmington and the south end is 78-feet above grade). . The proposed height is less than the allowed 105 feet maximum in the zoning district for projects that have structured or underground parking provided. Parking will be accommodated in the 2.5 story underground garage, with some additional surface parking provided on the east side of the property adjacent to the lobby entrance. The main entrance lobby to the hotel will be from the east side of building through an overhanging drive-through portico. Toward the north-east corner of the building, there will also be an entrance to the parking garage.

The applicant requests to modify two (2) requirements of the zoning ordinance for this project through the Planned Development process. These two requests affect the portion of the building at its frontage which faces onto Wilmington Avenue. The first request is to eliminate the required building step back of 15-feet above the height of 30-feet on the street facing frontage. The other request is to eliminate the street level uses required in the Sugar House Business District. Justification for both requested modifications is detailed in the applicant's explanation included in Attachment D and described further in the "Key Issues" section of this report found below.

The applicant has also requested to modify two design elements of the building through the Conditional Building and Site Design Review (CBSDR) process. One request is to reduce the amount of glass on the building frontage along Wilmington. The required glass area is forty-percent (40%) and the proposed design consists of approximately 11% glass frontage area and an additional 9% openings for ventilation. The second request is to reduce the amount of public open space provided as part of the project. The applicant has proposed to reduce this

amount but has included an additional pedestrian and bicycle path connection as recommended by the community. Justification for these requested modifications is detailed in the applicant's explanation included in Attachment D and described further in the "Key Issues" section of this report found below.

How the required residential uses in the CSHBD1 zoning district are being satisfied is discussed further in the Key Issues section below under Issue 6.

KEY ISSUES:

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

1. Request to Waive the Required Building Step Back after 30 Feet in Height
2. Request to Eliminate Ground Floor Uses on Wilmington Avenue
3. Request to Modify the Street Frontage Glass Requirements
4. Request to Reduce the Required Public Open Space Requirements
5. Pedestrian Connectivity Through the Area
6. CSHBD1 Height Limit on Non-Residential Uses & Residential Requirements

Issue 1 – Request to Waive the Required Building Step-back after 30 Feet in Height

In the CSHBD1 zoning district, street facing building facades must step back 15 feet after the building exceeds 30 feet in height per 21A.26.060.G.3. This requirement was put in place to avoid the creation of tall flat walls along the street. This can create an over-towering or canyon effect and create areas of perpetual shadow on narrow streets such as Wilmington. The design of the hotel honors the step back with the occupiable portions of the building but the stairs and other mechanical elements do not step back. Altogether, about one-half of the front of the building would meet the required step back while one-half would not.

Since the relatively narrow end of the building fronts on Wilmington Avenue, this further reduces the visual impact of a tall, flat wall along the street which would contribute to a canyon effect. This in itself helps to reduce the overall mass of the building as viewed from the street which is the purpose of the step back requirement. Since other buildings that have been recently constructed on Wilmington have a much larger frontage and street-facing presence, this narrow juxtaposition of the proposed hotel adds some visual contrast on the street.

This same design variation of stepping back the occupiable space but allowing mechanical elements has been approved on two nearby projects. Both Wilmington Gardens and Legacy Village were approved with this same partial step back. The request to modify this aspect of the building seems reasonable when taken in context of the adjacent development and follows the precedent set by these developments. The Planning Commission has the authority to relax or modify this standard to the proposed hotel through the Planned Development approval. The Planning Division recommends that the Commission approve this requested modification.

Issue 2- Request to Eliminate Ground Floor Uses on Wilmington Avenue

The Sugar House Business district (CSHBD1) requires that all buildings in the area provide uses such as residential, retail goods, restaurants or other active uses at the street level per 21A.26.060.J. The proposed design does not include any street level uses. The applicant asserts that due to the steep grade along Wilmington in the vicinity of this building, it is difficult to create desirable store frontage. According to the applicant, the overall height of this level is approximately 9-feet (6 feet above street level and 3-feet below) which makes the space both awkward and undesirable for tenants. The applicant has maximized the retail and office space on two adjacent projects, Wilmington Gardens and Legacy Village, where they believe the street frontage and topography is better suited to such uses. Much of the Wilmington frontage for the hotel is taken up by the main entrance to the parking garage and some screened service areas. This includes the garbage and recycling dumpsters that will be screened from view by a wall. These elements take up approximately 41% of the street frontage. The applicant is proposing to enhance the street frontage with lighting and trees regardless of the lack of active uses and proposes to widen the sidewalk from the current 5-feet to 6-feet in order to improve the current frontage.

Staff is not able to ascertain whether or not retail or other active ground uses would be successful on the Wilmington street frontage. Staff recognizes that the steep topography at this portion of the site may be a

limiting design factor and that the grade lends itself to having a parking garage entrance below the hotel. Staff also recognizes that the narrow character of the site would itself limit the available space for any active uses in this area. The Planning Commission has the authority to relax or modify this standard to the proposed hotel through the Planned Development approval. Based on the site characteristics, the Planning Division recommends that the Commission approve this requested modification.

Related to the elimination of ground floor uses on Wilmington, Staff finds that there is little in the design to help facilitate human scale interaction and interest. This is especially critical with the elimination of uses requested through the Planned Development process. Staff suggests that the addition of some sort of canopy along the Wilmington frontage be required in order to present more visual street and pedestrian interest. Another requirement that could be considered is that any pedestrian entrance to the garage from Wilmington be enhanced in some way to make it look inviting like a small lobby area. Staff is recommending that the Planning Commission add a condition to incorporate some elements of visual and pedestrian interest along Wilmington Avenue in order to offset the elimination of ground floor uses.

Issue 3- Request to Modify the Street Frontage Glass Requirements

The Sugar House Business district (CSHBD1) requires that the street facing first floor elevation of all new buildings shall consist of at least forty percent (40%) glass surfaces per 21A.26.060.H. This glass must be non-reflective. Exceptions to this requirement can be authorized through the Conditional Building and Site Design Review (CBSDR) process. The Planning Commission has the authority to relax or modify this standard through the CBSDR approval.

The proposed design encompasses approximately 11% glass surfaces on the Wilmington frontage of the building. In addition, several large ventilation openings (not covered in glass) are also located on that street-facing front building façade. The total of all openings is approximately 20% of the north elevation of the building.

The applicant asserts that the design of the building makes it difficult to achieve the glass requirement since a good portion of the building that faces Wilmington is composed of the parking garage. Ventilation requirements do not allow the garage to be fully enclosed. In occupiable areas of the building that do face the street, glass elements have been incorporated. Based on feedback from staff and public engagement with the community, the applicant has incorporated additional windows into the north building façade which are located within the north stairwell on the upper areas of the building. Staff has concerns about the design in terms of the ventilation openings being configured in a way that would add to the human scale of the building. This could include the openings being sized closer to the typical window openings on the upper levels which would help enhance the human scale by creating a more pleasing pattern of voids to solids in the building wall.

The occupiable space on the west side of the north façade does not incorporate windows and presents a fairly substantial blank wall facing the north. The applicant has said that due to the design of the rooms, this outside wall is located on one side of the bathroom on the rooms in that corner of the building. If the rooms were to be “flipped”, then it would be possible to install the bathrooms on the other side of the room, leaving this corner as living space that could incorporate an additional north facing window. Whether or not this has been fully explored as a feasible option by the applicant is unclear to staff.

Issue 4 –Request to Reduce the Required Public Open Space Requirements

Large-scale developments over sixty-thousand (60,000) square feet are required to provide one square foot of plaza, park or public space for every ten (10) square feet of gross building floor area per 21A.59.060.K.2. The required open space for this project would be approximately 7,970 square feet. The applicant has proposed to reduce this to approximately 6,778 square feet. The open space includes a semi-public outdoor patio. In addition, the open space includes an additional pedestrian and bicycle path connection as recommended by the community. This will consist of a north/south pathway 8-feet in width on the east side of the property. This pathway will allow pedestrians and bicycles to connect from the shopping center to Wilmington Avenue. This element is described further in Issue 5 – Public Connectivity through the Area.

The hotel for all intents and purposes functions in much the same as a private residential development such as an apartment building and as such provides very little true “public space” to be utilized by people that will not be staying at the hotel as registered guests. Hotel amenities such as the pool, fitness center and lobby generally

provide sufficient space for guests to congregate and socialize if they desire. Although they are short of the requirement by approximately 1,200 square feet, Planning Staff asserts that they are meeting the intent of this ordinance requirement. The building is located in close proximity to large public spaces, specifically Fairmont and Sugar House Parks. The development also lies in close proximity to Hidden Hollow. These public open spaces would more likely be the open space amenities that guests choose to utilize. The Planning Division is recommending that this proposed modification be approved because the proposal is meeting the ordinance intent by providing some public open space while the close proximity to existing public spaces mentioned more than makes up for the rest.

Issue 5 – Public Connectivity through the Area

Connectivity through this area and the Business District as a whole is a concern. The applicant has proposed a trail/walkway, approximately 8-feet in width that would pass along the east side of the property. This pathway will include enhanced landscaping to screen the path from the adjacent commercial uses to the east and make it more aesthetically pleasing. This pathway will allow both pedestrians and bicycles to get more easily from the Sugar House Center to Wilmington Avenue and eventually to Hidden Hollow or Sugar House Park.

The Sugar House Circulation Plan calls for improved pedestrian access throughout the community. The Sugar House Master Plan recognizes the need to be able to access and move around the Business District efficiently and that walking should be a safe and viable alternative to automobile. According to the Master Plan, “The community envisions an experience where a pedestrian can walk from Sugar House Park to Fairmont Park utilizing paths and sidewalks to shop, recreate, or just relax.” This pathway is an important link in that overall connectivity and pedestrian access goal and an element that was identified and added to the project by the applicant through public engagement with the Sugar House community.

Issue 6 – CSHBD1 Height Limit on Non-Residential Uses & Residential Requirements

The maximum height for non-residential buildings in the Sugar House Business district (CSHBD1) is 30 feet. However, for each floor of non-residential use above 30-feet, one floor of residential use is required. This residential component may be transferred off site to another property in the Sugar House Business District per 21A.26.060.G.1 and K. Other nearby projects that have been recently constructed by this developer include Legacy Village just to the west and Wilmington Gardens across the street from the proposed hotel. The residential uses at these projects are being used to satisfy the housing requirement for the hotel. The residential uses in these projects offset the nonresidential square footage above 30-feet in the proposed hotel.

DISCUSSION:

As discussed above and in Attachments G and H, the proposal generally meets the standards for both Conditional Building and Site Design Review and a Planned Development. In general, the proposal addresses the pedestrian oriented design standards of the CBSD review and uses an alternative approach to the design that still meets the intent of the zoning ordinance standards. As such, staff is recommending approval of the proposed development with suggested conditions.

NEXT STEPS:

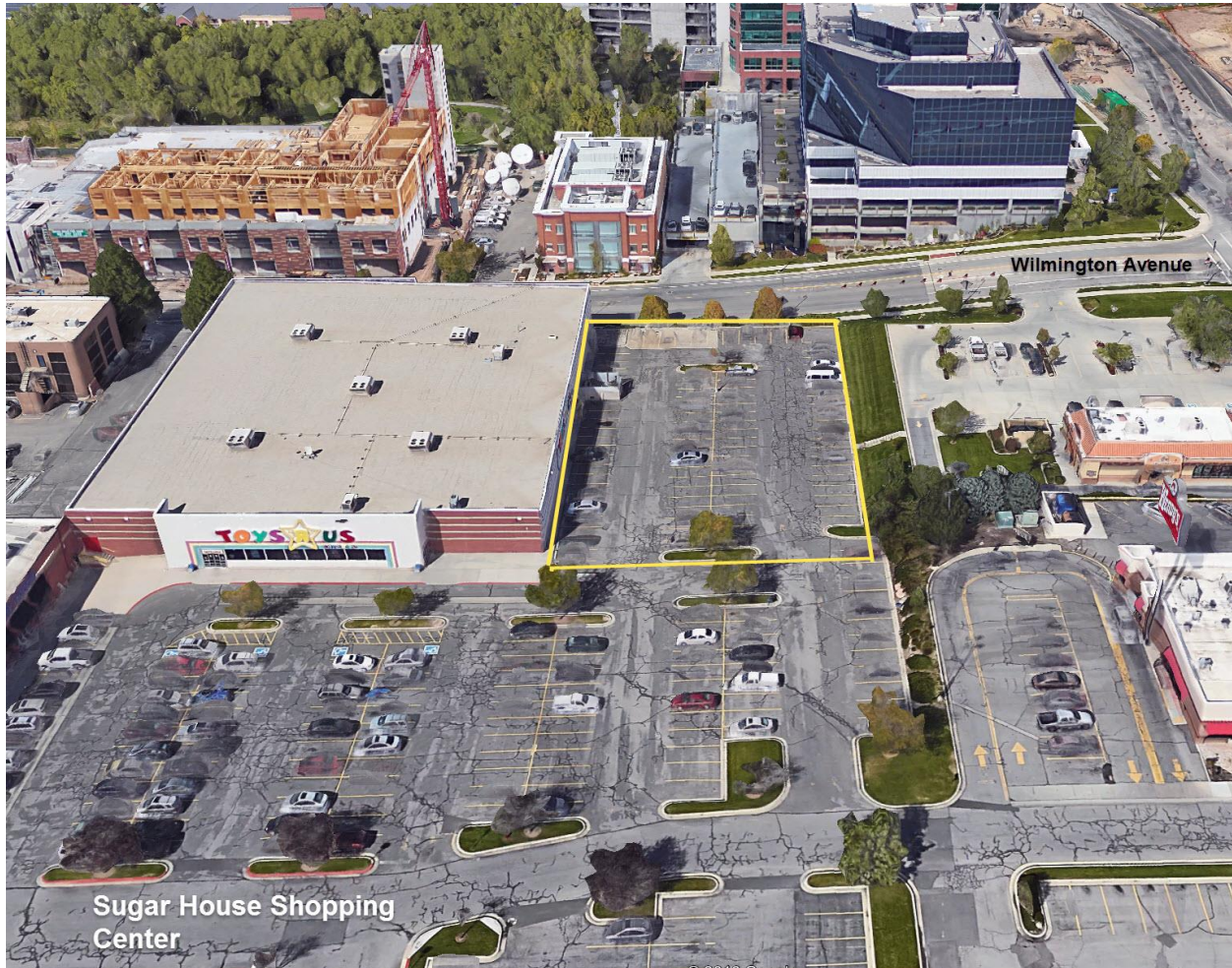
Planned Development/Conditional Building and Site Design Review Approval

If the Planned Development and Conditional Building and Site Design Review are approved, the applicant will need to need to comply with the conditions of approval, including any of the conditions required by City departments and the Planning Commission. The applicant will be able to submit for building permits for the development and the plans will need to meet any conditions of approval. Final certificates of occupancy for the buildings will only be issued once all conditions of approval are met.

Planned Development/Conditional Building and Site Design Review Denial

If the Planned Development and Conditional Building and Site Design Review are denied, the applicant will still be able to develop the property by right at a smaller scale or if a new design is submitted that meets all of the standards required by the Zoning Ordinance.

ATTACHMENT A: VICINITY MAP



Proposed site of the new Marriot Springhill Suites project. Property size 0.67 acres (29,000 SF) total. Frontage onto Wilmington Avenue.

ATTACHMENT B: SITE PLANS



Site Plan Rendering

ATTACHMENT C: BUILDING ELEVATIONS & RENDERINGS

Wilmington SpringHill Suites



Elevations

4|5

Wilmington SpringHill Suites



North Elevation (Wilmington Side)

3|5

Wilmington SpringHill Suites



3D Perspective

**ATTACHMENT D: ADDITIONAL APPLICANT
INFORMATION**

Planned Development Application

1. 15-foot setback
 - a. We are stepping back the occupiable portions of our building in accordance with the 15-ft set back requirements. However, the vertical circulation (stairs) is not set back. Refer to page 1 and 2 of the attached images. This exact exception for vertical circulation to not be set back was approved for Wilmington Gardens as well as Legacy Village of Sugar House.
2. Ground Floor Use is not in compliance with the ordinance to activate the street frontage along Wilmington.
 - a. Due to the steep grade that occurs along Wilmington Ave where this building is located, it is difficult to create desirable store frontage. Not only does the grade make it difficult, but the overall height of that level is 9 feet (6 feet above street level, 3 feet below street level), which is also quite low for an occupiable use and awkward with the step down in grade. If we were to create retail or some other use in that space, we believe that it would be destined to fail do to the topography of that portion of Wilmington Ave as the retail would be partially underground.
 - b. We are the owners/developers of the Wilmington Gardens project across the street and the Legacy Village of Sugar House senior housing project on the same side of Wilmington as this proposed hotel. In both those projects, we have maximized the amount of retail and office space along the street frontage. We believe that we've gone above and beyond with activating the street frontage in locations where it's best suited. In this case of this hotel, the topography of the street does not lend itself to create desirable street frontage.
 - c. Even though we are not activating the Wilmington street frontage in the way the code would like us to, we are still going to great lengths to enhance the street frontage. We will continue the use of street lighting and trees along the face of our building. We will widen the sidewalk from 5 feet to 6 feet. We will landscape the area such that it will improve the feel of the street frontage from what exists currently.

CBSDR

1. Glass frontage along Wilmington
 - a. We are not in compliance with the city's ordinance to install glass along 40% of the street frontage along Wilmington Ave. This portion of the building is a parking garage. Parking garages require ventilation and therefore, we are not able to fully enclose this area in glass. We have designed glass for all areas along Wilmington that are not part of the parking garage. Refer to page 3 of the attached images.
 - b. Since we know we are not in compliance with this ordinance, we have taken the additional measure of adding windows to our north stairwell on the upper levels of the building. This is a fire rated stairwell, therefore, it's difficult to add windows, but we added as many as we could to try and enhance the portion of this building that faces Wilmington Ave. Refer to page 3 of the attached images.
2. We do not meet the city's requirement to provide enough open space
 - a. Our project includes an outdoor patio as well as landscaping around the building. In addition to the outdoor patio, we will also improve the landscape between our property and the Taco Bell property to the east. We will create an 8' wide north/south pedestrian and bicycle connection that allows people to connect from the shopping center to Wilmington Ave. This will greatly enhance circulation in the area and bring

our total open space to 20% of our total site (6,778 sf of 34,731 sf). However, we are still short of the total 7,970 SF of open space that the ordinance requires. Refer to page 5 of the attached images.

- b. We understand the importance to create open space in urban areas of the city. We have maximized the amount of open space on this project while still maintaining a functional development. We believe that the proximity of this project to Sugar House Park, Hidden Hollow and Fairmont Park (the true open space amenities that guests will utilize) should be considered when evaluating open space for this project.

**MARRIOTT SPRINGHILL SUITES HOTEL
SUGARHOUSE CENTER
2208 SOUTH 1300 EAST
SALT LAKE CITY, UTAH
JANUARY 4, 2016**

APPLICANTS: Wilmington Hotel LLC, a partnership of Woodbury Corporation, Colmena Group, and Dee's Inc.

PLANNED DEVELOPMENT APPLICATION NARRATIVE

1. PROJECT DESCRIPTION

The project is a 125-room, 6-story hotel with 2½-levels of underground parking below located directly east of and adjacent to the Toys R Us building. A new parcel consisting of portions of the Toys R Us and Sugarhouse Center parcels.

SITE AREA		
Parcel	Gross Area (SF)	Acres
Toys R Us Parcel (16-20-276-030)	16,745	0.384
Sugar House Center - Parcel 9 (16-20-276-055)	12,272	0.282
TOTAL	29,017	0.666

BUILDING AREA			
Level	Gross Area (SF)	Parking Spaces	Living Units
Level 1: Lobby, Pool, Meeting, Dining	7,320	25	
Level 2: Lodging Rooms	14,284		25
Level 3: Lodging Rooms	14,284		25
Level 4: Lodging Rooms	14,284		25
Level 5: Lodging Rooms	14,284		25
Level 6: Lodging Rooms	14,284		25
Subtotal	78,740		
Sub Level 1: Parking/Stairs/Circulation	28,000	52	
Sub Level 2: Parking/Stairs/Circulation	28,000	52	
Sub Level 3: Parking/Stairs/Circulation	18,000	28	
TOTAL	74,000	157	125

- A. **EXISTING USE:** The parcels on which the proposed improvements will be located is currently surface parking.
- B. **PROPOSED USE:** A prototypical 125 room Springhill Suites Hotel by Marriott. The Springhill is a limited service, moderately priced extended stay product offering complimentary breakfast, exercise room, seating area/lounge, small swimming pool/spa, meeting rooms to accommodate a group of approximately 100 people, together with in-house laundry and other support services. It caters to young professionals, businessmen, millennials, small families, and recreational travelers. The room mix consists of approximately 60% single and 40% double bedded suites, each with a separate living space and kitchenette.

C. OFFSTREET PARKING:

- 1) **REQUIREMENTS:** Refer to the Parking Analysis Standard Requirements Table for a tabulation of spaces required and provided pursuant to City ordinances. Ninety surface parking spaces in the Sugarhouse Center are being displaced and must be restored. Total required parking is 157 spaces.
- 2) There are 27 surface parking spaces and 130 spaces connecting from the surface to 2½ parking levels below. The intermediate level can also be accessed directly from Wilmington Avenue. The shopping center operating covenants require replacement of the existing surface spaces. The majority of the hotel occupants will arrive in vehicles requiring more than the code-mandated ½-space per room, but because of the compatible uses of peak parking demand, the parking is deemed sufficient. The additional parking will also facilitate additional growth in the Sugarhouse Center as its redevelopment evolves.
- 3) Racks for bicycles are provided in the parking deck as required by code, though it is improbable they would ever be used by a guest except for a rental/recreational purpose.

PARKING ANALYSIS STANDARD REQUIREMENTS TABLE

STANDARD REQUIREMENTS	Units	Code Requirement	Spaces Required	Spaces Provided	Explanation
General Land Use Classification					
Hotel	125	0.5 Per Unit	63	63	28 Surface - Remainder Underground
Sugarhouse Center Retail			93	93	Underground
Subtotal			156	156	
Bicycle Parking (5% of Required Rounded Up)			15	15	Underground

2.	PLANNED DEVELOPMENT INFORMATION
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The project meets the City's objectives by:

- A. Using complementary coordinated architectural style, building form, building materials, and building relationships.
- B. Enhancing site characteristics and connectivity to adjoining properties.
- C. Using design, landscape, and other architectural features with a combination of building forms and materials to create a pleasing environment.
- D. Introducing a use that accommodates visitors which currently is marginally available in the Sugar House area. These visitors will support local restaurants, retail, and recreational amenities.
- E. Eliminating surface parking and replacing it with a more dense building structure to enhance the more urban character.
- F. The property is currently under-utilized and in need of redevelopment. The new development will complement the Sugar House area, activate the street, provide a more urban character, and activate sidewalks and trails connecting to the existing Sugarhouse Center.

- G. New streetscape and sidewalks will be installed along Wilmington Avenue. The building is designed to have complementary architectural style and materials which will enhance the character of the community and further reinforce pedestrian activity within the area and among the Sugar House business community.

3.	MINIMUM PLAN REQUIREMENTS
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Site Plan and Elevation drawings are included herewith as 11×17, 24×36, and in digital format. Also included are Street and Landscape plans, renderings, and other illustrations.

4.	SITE PLAN INFORMATION
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- A. **VEHICULAR ACCESS:** Access to the underground parking is from Wilmington Avenue directly across from the driveway of Park Place Building. Access is also available on the south side from the shopping center surface parking and Simpson Avenue. Cross easements with the Sugarhouse Center exist to accommodate service and Fire Department circulation.
- B. **PEDESTRIAN ACCESS:** A walkway will be provided between the Toys R Us and hotel buildings with a stairway to Wilmington Avenue. The north stair tower of the building also extends to Wilmington Avenue (refer to Pedestrian and Vehicle Access Diagram below). The primary entry to the hotel lobby is on the east side at the Sugarhouse Center parking level. A service yard is provided at the northwest corner off Wilmington Avenue. Entrances to the building are provided from each level of underground parking with elevator access in compliance with ADA regulations.



Pedestrian & Vehicle Access Diagram

- C. **OUTDOOR SPACE:** An outdoor plaza/patio is provided on the east side of the building adjacent to the lobby and hotel dining area. The area north of Toys R Us will be enhanced with landscaping and street level seating areas, trellises, and shade structures.
- D. **SERVICE AREAS:** The service area in the northwest corner is accessed from Wilmington Avenue and will be screened and gated. It will house an emergency generator and trash facilities.

- E. **SETBACKS:** A zero lot line setback is utilized at the street consistent with the urban character of the area. The hotel building will step back 15-ft from the street.
- F. **ADJACENT LAND USES:**
- 1) **TOYS R US:** Located directly west of and adjacent to the proposed hotel.
 - 2) **COMCAST AND PARK VIEW OFFICE BUILDINGS:** Located across the street and to the east. Comcast building is 3-levels and with single tenant occupancy. Park View is multi-tenant, 6-level office building with multiple levels of underground and semi-exposed parking.
 - 3) **SUGARHOUSE CENTER:** Owned by Dee's Inc., a partner in the hotel project. It includes the Taco Bell, Toys R Us, other retail businesses, and associated parking. Property boundary lines have been modified by means of an amended Subdivision Plat.
- G. **UTILITIES:**
- 1) **WET UTILITIES:** The hotel will be served from existing culinary and fire water mains located in Wilmington and Simpson Avenues in accordance with requirements and standards established by Salt Lake City Public Utilities and Fire Departments. Sanitary sewer will extend south from the building to the sewer main in Simpson Avenue. Appropriately sized water service lateral and meter will be provided from Wilmington Avenue. The building and underground parking will be fully sprinkled.
 - 2) **STORM DRAINAGE:** The roof and plaza drainage from the new building will connect to a detention vault having a measured discharge to an existing storm drainage main located in Wilmington Avenue. Drainage facilities will be designed in accordance with discharge requirements and durations as dictated by Salt Lake City and County Engineering Departments' requirements. Drainage from the parking structure will tie to the sanitary system as it is entirely covered by building structure above. Existing storm drainage detention facilities on the site will be modified. An appropriately sized detention basin at the lowest level of the parking structure with oil/grease separator will be provided.
 - 3) **ELECTRICAL, TELEPHONE, CABLE TV:** Primary power and electrical transformer and switchgear to be located at the southwest corner of the site where it will be substantially screened. All transformers, ground sleeves, switchgear, and telephone pedestals are shown on site plan. Telephone and data will be located in separate conduits extending from the street into the buildings.
 - 4) **GAS LINES:** A separate gas meter will be provided from Wilmington Avenue.

5.	BUILDING AND ELEVATIONS
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- A. **ORIENTATION:** The primary entrance to the hotel lobby is on the east side of the building. A covered canopy is provided at the lobby entry. The hotel building is adjacent to the east side of Toys R Us. Stair towers exist on each end of the hotel extending into the underground parking with outlets at the shopping center parking lot and Wilmington Avenue levels. Rooms will have excellent views of the mountains to the east and the valley to the west.
- B. **DESIGN:** Architectural design reflects the contemporary character of the Marriott Springhill Suites brand national image. The façade is configured to clearly distinguish the principal entry. The surface of the façade utilizes a variety of materials configured on multiple planes to create a non-monolithic appearance. Knee walls are provided in front of all parking areas facing the street or otherwise visible from public view so the front grilles of cars are not visible. The stairway on Wilmington Avenue is glass at the street level to create transparency from the street. Floor height at the main hotel level is 18-ft so the lodging units are above the parapet of the Toys R Us building.

- C. **MATERIALS:** Primary materials include brick, composite concrete paneling, and plaster/EIFS configured in multiple colors compatible with the character of the surrounding area (refer to Elevation Drawings).
- D. **SIGNAGE:** Primary identification signage is located at the top level of the east elevation facing 1300 East Street. Additional exterior building signage will be placed on each end. A pylon/monument sign oriented to Wilmington Avenue will be placed at the northeast corner of the site as an extension of the parking deck structure. Such signage will identify the hotel as well as the primary occupant of the Toys R Us building. Directional signage at parking deck entries will also be provided.

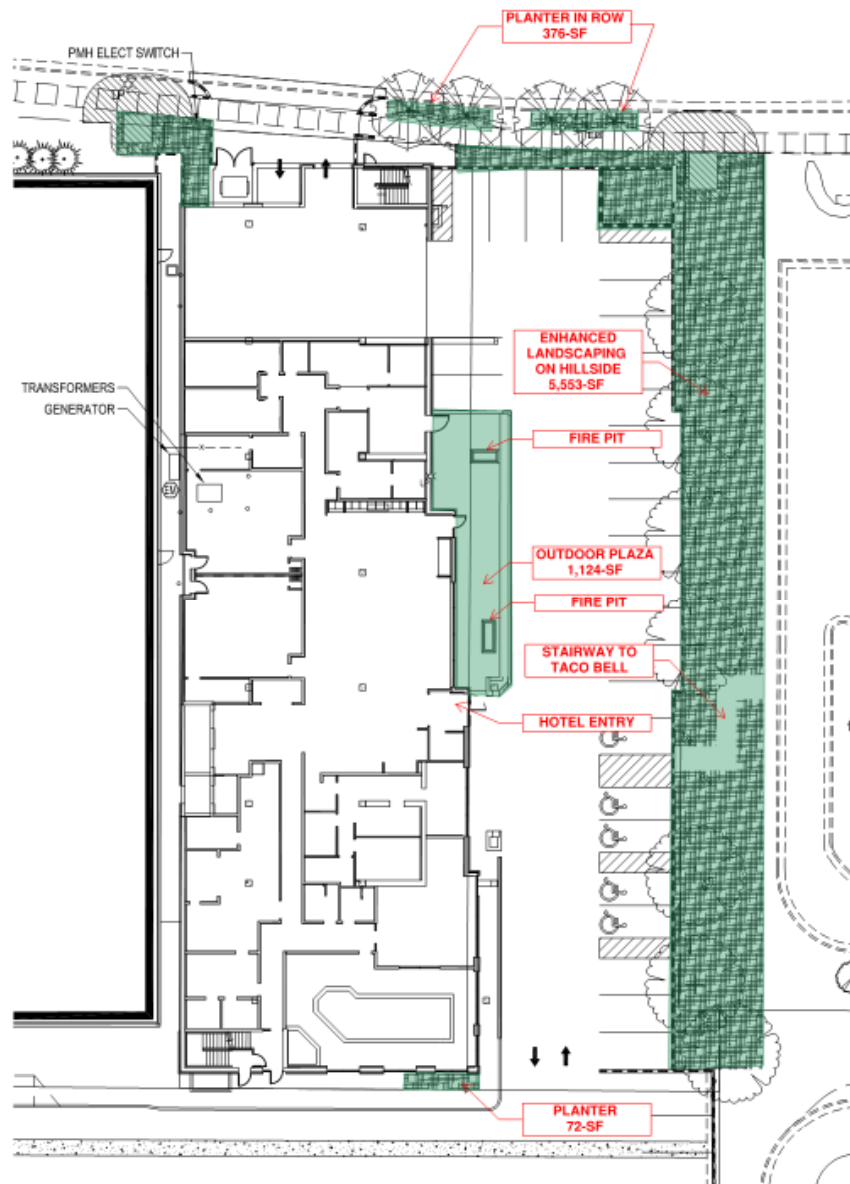
6.	OTHER
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- A. **HOURS OF OPERATION:** The hotel operates 24-hours per day with key-controlled access for hotel guests from 7:00 pm to 7:00 am. The parking is open 24-hours per day and has an elevator at each parking level that connects to the Sugarhouse Center parking lots.
- B. **GEOTECHNICAL CONSIDERATIONS:** The geotechnical report describes the underlying soil characteristics and indicates that the proposed structures can be constructed on conventional spread footings. No ground water is anticipated. Temporary shoring and permanent structural/retaining walls will be required to prevent undermining of the adjacent structures and improvements.
- C. **SCHEDULE:** Subject to timely approval by the City, the Owner expects to start construction in the fall of 2016 and complete all work by December 2017.

7.	REQUESTED MODIFICATIONS TO STANDARDS FOR CSHBD THRU PD PROCESS (ZONING ORDINANCE – P.D 21A.55 AND CSHBD 21A.26.60 CSHBD)
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Due to the slope in the roadway, size and character of adjoining properties, and the location of the project within the Sugar House District, there are some variances to design standards and zoning criteria. Also, we are providing an explanation of our interpretation of several standards to avoid any misunderstandings. We believe all these requests and interpretations comply with the intent of the Purpose Statement for the Sugar House Zoning District and other governing design regulations, including the City's adopted "urban design element" and that the approval thereof will make for a more aesthetically pleasing and functional project.

- A. **DESIGN STANDARDS ITEM K2:** *"1-sf of park, plaza, or public space shall be required for every 10-sf of gross building floor area."* This is justified based on the following:
 - 1) The required open public space requirement is 7,840-sf.
 - 2) The site is very small and has a floor area ratio of 2:71. This density prevents development of large public spaces. Building and parking deck coverage exceeds 95%.
 - 3) A landscaped plaza with fire pits containing 1,124-sf is provided adjacent to the hotel lobby dining and outdoor areas on the east side. This plaza is semi-public and accessible to hotel guest and other building occupants.
 - 4) To achieve the required open public space, we are enhancing approximately 5,553-sf of existing landscaping on the hillside on the Taco Bell property and providing a connecting stairway directly across from the hotel entrance to Taco Bell. In addition, other landscape planters containing approximately 548-sf are provided in the street and at south side of hotel building.



PUBLIC/OPEN SPACE ILLUSTRATION

B. **DESIGN STANDARD ITEM C1:** “40% of the street frontage is to be glass and occupiable space.” Except for the access stairway, the frontage is not occupiable space. This is justified based on the following:

- 1) The glass area at the access stairway represents only 25% of the frontage on Wilmington Avenue.
- 2) Vehicular entrance to parking structure and service area requires 41% of the frontage.
- 3) Along the remaining 34% of the street frontage the slope is greater than 8% which prevents functional access to any occupiable space.
- 4) The floor-to-floor height to the 2nd level parking is only 9-ft which is insufficient for the space below to accommodate a retail use.
- 5) The parking deck is designed to screen vehicles from view and the area between the sidewalk and wall is densely landscaped.

**MARRIOTT SPRINGHILL SUITES HOTEL
SUGARHOUSE CENTER
2208 SOUTH 1300 EAST
SALT LAKE CITY, UTAH
JANUARY 4, 2016**

CONDITIONAL BUILDING AND SITE DESIGN REVIEW

1. PROJECT DESCRIPTION

See Planned Development Narrative above.

2. STANDARDS FOR DESIGN REVIEW

Except as indicated in the Planned Development Application, the proposed project complies with all the design review standards identified on the application form.

- A. Development is oriented to the street. Primary façade and entry face 1300 East. There is also a glass entry tower/stairway on Wilmington Avenue.
- B. Primary vehicular access is from Wilmington Avenue and the access drives serving the shopping center. Pedestrian circulation from bus-stops and other sidewalks and trails is also available on the north side from Wilmington Avenue.
- C. Building façade detailing, materials, articulation, and fenestration are scaled to facilitate pedestrian interest and interaction. First floor elevations utilize large window openings to facilitate pedestrian interest and interaction.
- D. A combination of brick, metal panel, large window openings, and textured EIFS is utilized for variety and interest. Multiple planes of building facades are provided on all elevations.
- E. Parking is confined to within the structure and screened with knee walls to minimize visibility from the street and adjacent neighborhoods. Lighting is positioned along the east edge of the property and directed towards the building to prevent glare and light pollution onto adjacent properties.
- F. Site circulation and service areas are positioned to minimize pedestrian conflict and are not visible from the street.
- G. Dumpsters, emergency generator, and other service areas are screened by masonry walls and solid metal gate doors or are located within the underground parking structure where they are not visible from the street.
- H. While primary building signage is located on the high parapets of the building, lower monument signs are provided on Wilmington and Simpson Avenues where easily visible and identifiable from the pedestrian level.
- I. Lighting will comply with all referenced requirements.
- J. Streetscape, landscape, and lighting on Wilmington Avenue will be of the same character and type as that utilized on the Legacy Village and Wilmington Gardens projects. Four street trees are provided across the 125-ft of frontage. Decorative paving will be utilized at the outdoor plaza and primary building

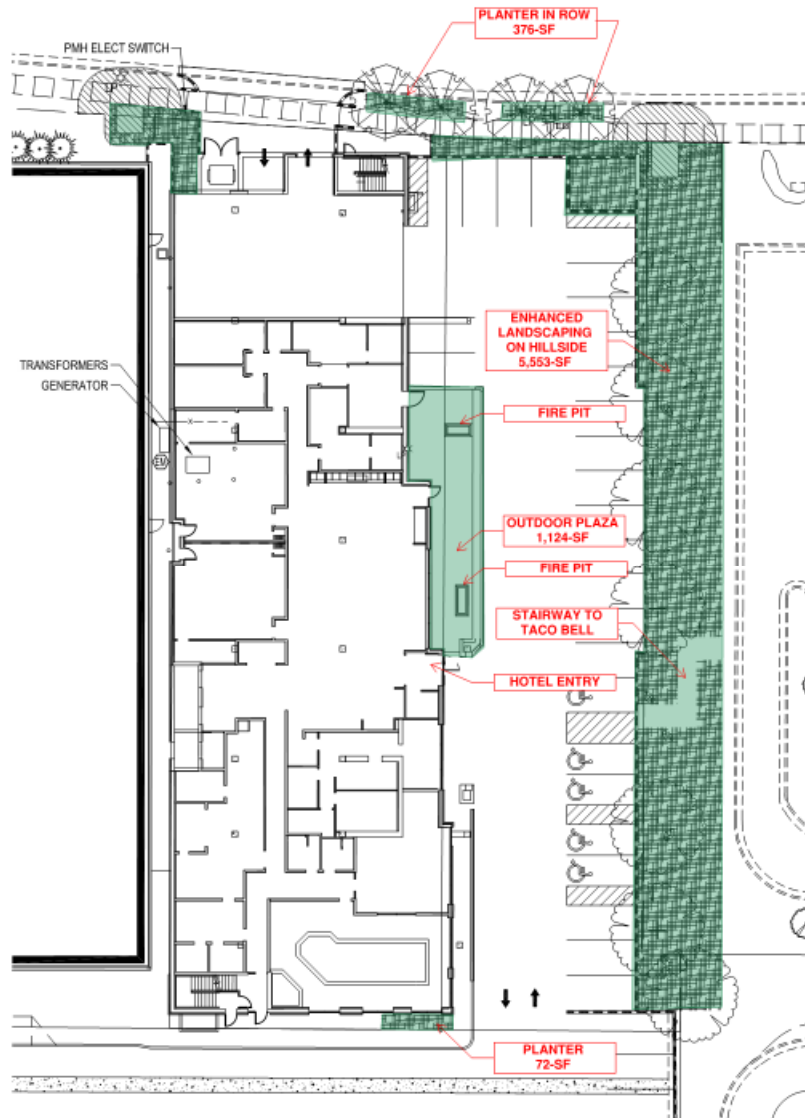
entrance. Landscaping includes a variety of deciduous and evergreen trees and shrubs with flowering plants and low water impact decorative grasses and groundcovers.

- K. The building exceeds 60,000-sf and incorporates the elements required of large scale developments.
 - 1) The building design, orientation, and massing are configured to relate to human scale and utilize varying heights at parapets and planes on the facades.
 - 2) Open public spaces are provided adjacent to lobby and dining areas of the hotel which include outdoor eating areas, seating, and fire pits. The 1,200-sf plaza will have tables and other furnishings to accommodate approximately 24-people. Shade trees are provided with enhanced landscaping along the eastern edge between Taco Bell and the building.
- L. Except as otherwise noted below, the development complies with the unique standards associated with the Sugar House District, is consistent with the adopted master plan policies and "urban design element" guidelines for the area.

3. REQUESTED MODIFICATIONS TO STANDARDS FOR CBSD DESIGN REVIEW

Due to the slope in the roadway, size and character of adjoining properties, and the location of the project within the Sugar House District, we have requested in a separate Planned Development Application some modifications to the open public space requirement and glass area at street level. We believe all these requests and interpretations comply with the intent of the Purpose Statement for the Sugar House Zoning District and other governing design regulations, including the City's adopted "urban design element" and that the approval thereof will make for a more aesthetically pleasing and functional project.

- A. **DESIGN STANDARDS ITEM K2:** *"1-sf of park, plaza, or public space shall be required for every 10-sf of gross building floor area."* This is justified based on the following:
 - 1) The required open public space requirement is 7,840-sf.
 - 2) The site is very small and has a floor area ratio of 2:71. This density prevents development of large public spaces. Building and parking deck coverage exceeds 95%.
 - 3) A landscaped plaza with fire pits containing 1,124-sf is provided adjacent to the hotel lobby dining and outdoor areas on the east side. This plaza is semi-public and accessible to hotel guest and other building occupants.
 - 4) To achieve the required open public space, we are enhancing approximately 5,553-sf of existing landscaping on the hillside on the Taco Bell property and providing a connecting stairway directly across from the hotel entrance to Taco Bell. In addition, other landscape planters containing approximately 548-sf are provided in the street and at south side of hotel building.



PUBLIC/OPEN SPACE ILLUSTRATION

- B. **DESIGN STANDARD ITEM C1:** “40% of the street frontage is to be glass and occupiable space.” Except for the access stairway, the frontage is not occupiable space. This is justified based on the following:
- 1) The glass area at the access stairway represents only 25% of the frontage on Wilmington Avenue.
 - 2) Vehicular entrance to parking structure and service area requires 41% of the frontage.
 - 3) Along the remaining 34% of the street frontage the slope is greater than 8% which prevents functional access to any occupiable space.
 - 4) The floor-to-floor height to the 2nd level parking is only 9-ft which is insufficient for the space below to accommodate a retail use.
 - 5) The parking deck is designed to screen vehicles from view and the area between the sidewalk and wall is dense

ATTACHMENT E: PROPERTY & VICINITY PHOTOGRAPHS



Street frontage on Wilmington Avenue looking south. The grade change to street and existing retaining wall at the edge of the site is visible.

Hotel site looking north toward Wilmington from the SW property corner.





Wilmington street frontage looking to the west. Sidewalk will be widened and street landscaping including lighting will be installed along Wilmington Avenue.



Existing strip of land between the hotel site and the Taco Bell property. This area will be upgraded with additional landscaping and a connector pathway/trail 8-feet in width will run north/south through the site along this edge.

ATTACHMENT F: EXISTING CONDITIONS

Sugar House Master Plan Discussion

The subject property is located within the Sugar House Master Plan area. The Future Land Use map in the master plan designates the property as “Business District Mixed Use – Town Center Scale” and the property has been zoned CSHBD1 Sugar House Business District, in compliance with this designation. The proposed hotel is a Permitted Use in the zoning district.

The plan includes the following policies related to the request:

- Reestablish the visible image of the Sugar House Business District as a "unique place" offering pleasant and convenient commercial, retail, office, entertainment and residential facilities.
- Expand the Sugar House Business District with the mixed land use pattern to include the regional shopping area adjacent to 1300 East and Interstate 80.
- Support a human-scale environment by dividing large blocks into smaller blocks, and provide public easements to ensure pedestrian and non-motorized access to and through commercial developments.
- Support a human-scale environment by dividing large blocks into smaller blocks, and provide public easements to ensure pedestrian and non-motorized access to and through commercial developments.
- Incorporate adequate off-street parking into development with identified access, proper buffering and landscaping and encourage coordinated and structured parking.

Business District – Small Area Plan

The project also falls within the Small Area Plan area for the Sugar House Business District. This plan includes the area bounded by approximately 2100 South and Interstate 80 between 1300 East and 900 East. It calls for those areas to be planned for and integrated into the business district in a comprehensive manner.

The plan includes the following policies related to the request:

- Provide for coordinated and structured parking, with underground parking wherever possible.
- Provide a pedestrian and bicycle circulation plan and identify the right-of-way necessary to support multi-modal alternatives.
- Enhance pedestrian crossings along with traffic calming measures, and provide access through the district that connects Sugar House Park, Hidden Hollow and Fairmont Park.

Business District Development Opportunities

The Master Plan identifies a desire to capitalize on the existing strengths of the area through a diversification of land use. A component of this is achieving an intensity of development that can support a 24-hour population. While the plan does not call specifically for a hotel, the community has noted that this is currently an unmet need in Sugar House. The community has stated that the existing hotel is often full and there is a need for business travelers and skiers to stay in Sugar House since it provides easy access to both downtown and the area ski resorts. A hotel would help support local businesses and a 24-hour population.

The Plan also identifies the following policy that is related to the request:

- Develop a pedestrian trail system that connects Parley’s Canyon, Sugar House Park, Hidden Hollow, the Salt Lake Jordan Canal/McClelland, and Fairmont Park.

Town Center Scale Mixed Use

The Town Center orients around the Sugar House Monument Plaza and creates a strong urban center to the district with businesses oriented directly to the street. Uses include retail, commercial, and office uses with a broad mix of small and large tenants. The Town Center scale focuses around a transit/pedestrian oriented commercial/retail with a strong street presence; wide sidewalks, street furnishings, lighting and landscaping or a delineated and developed open space system of the same character. The street level businesses are commercial and retail in nature, while the upper levels can be either residential or office depending on compatibility of the adjacent uses. Town Center Scale Mixed Use occurs primarily in the core area of the Business District surrounded by the Neighborhood Scale Mixed Use.

The plan includes the following policies related to the request:

- The first floor of buildings, which form the pedestrian environment, should be occupied by retail establishments and restaurants having exterior fenestration details, such as windows, doorways and signage that provide visual interest and a sense of safety for pedestrians.
- In general all new buildings should be built to the sidewalk, however, if a setback is used, it should be developed as plaza or pedestrian space that orients to the street or to the Sugar House Monument Plaza. Otherwise, there should be no setback.

These Master Plan policies are discussed in Attachment G, under standard B and under Attachment H, under standard L.

Applicable General Zoning Standards:

CSHBD1 Standards

Requirement	Standard	Proposed Development Status	Impact on Development
Front/Corner Side Yard	15' Max Setback	Complies	None
Side/ Rear Yard	No Minimum	Complies	None
Lot Area	No Minimum or Maximum	Complies	None
Lot Width	No Minimum	Complies	None
Maximum Height	105' with Structured Parking	Building is approximately 75' at its highest point	None
Mechanical Equipment	Must be screened	Complies	None
Step Back Requirement	Floors Above 30' Must be Stepped Back 15'	Only half of the street frontage of the development has a step back.	Planned Development approval required.
First Floor/Street Level Requirements	Active residential or commercial use is required	Complies	Planned Development approval required.
First Floor Windows	40% and non-reflective glass	Only 20% of frontage is glass.	Conditional Building and Site Design approval required.
Public Open Space Requirements	One (1) square foot per 10 square feet gross floor area is required.	Reduction in public open space requested	Conditional Building and Site Design approval required.

ATTACHMENT G: ANALYSIS OF STANDARDS – PLANNED DEVELOPMENT

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> <ul style="list-style-type: none"> 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. 	<p>Complies</p>	<p>The applicant intends to achieve objectives A, E and F of the Planned Development Ordinance.</p> <p>The applicant has stated this project meets objective A because of the architectural design of the structure. This includes using complementary coordinated architectural style, building form, building materials, and building relationships.</p> <p>In order to achieve objective E, a pedestrian pathway will be constructed through the project to connect the Sugar House Center with adjacent areas. The pathway will be landscaped to make it more aesthetically pleasing and to provide some screening from adjacent business uses. Additional lighting and landscaping along Wilmington will enhance the pedestrian environment on the street. The pathway is considered a special development amenity that is in the interest of the public. Planning Staff has recommended a condition be included specifying that the pathway must be completed before a certificate of occupancy can be issued for the hotel.</p> <p>The applicant has stated that this project is also meeting objective E through the elimination of surface parking and replacing it with a more dense building structure to enhance the more urban character of the area. In addition, the applicant claims to be introducing a use that accommodates visitors which currently is marginally available in the Sugar House area. Visitors to the project will support local restaurants, retail, and recreational amenities.</p> <p>Additionally, the applicant is meeting objective F through the redevelopment of the property. The applicant has stated "The property is currently under-utilized and in need of redevelopment. The new development will complement the Sugar House area, activate the street, provide a more urban character, and activate sidewalks and trails connecting to the Sugarhouse Center."</p> <p>Staff finds that this project does meet the Planned Development objectives as stated by the applicant.</p>
<p>B. Master Plan And Zoning Ordinance Compliance: The proposed planned development shall be:</p> <ul style="list-style-type: none"> 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. 	<p>Complies</p>	<p>The proposal is located within the Sugar House Community Master Plan area. The future land use map in the plan designates this property as "Business District Mixed Use – Town Center Scale" and specifies that development should also be reviewed against the Business District Guidelines.</p> <ul style="list-style-type: none"> 1. The Master Plan identifies a desire to capitalize on the existing strengths of the area through a diversification of land use. A component of this is achieving an intensity of development that can support a 24-hour population. A hotel would help support local businesses and a 24-hour population. Master Plan considerations and how this proposal meets those is discussed in more depth in Attachment F. 2. A hotel is a Permitted Use in the CSHBD1 zoning district.

<p>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:</p> <ol style="list-style-type: none"> 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: <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 	<p>Complies</p>	<ol style="list-style-type: none"> 1. The property is located on Wilmington Avenue. Access to the site and parking garage will be located in two areas. The main parking garage entrance will be on Wilmington. Another entrance will be from the Sugar House Center adjacent to the main hotel entrance that will be on the east side of the building. Traffic will come to and exit the hotel in more than one direction, not concentrating it on any one street. There should be no degradation of service levels on Wilmington through traffic being dispersed. 2a. The hotel will be accessed from entrances on Wilmington and through the Sugar House Center. The dispersing of traffic to multiple entrances should not impact the character, safety and purpose of the local streets. 2b. This project would generally require 63 parking stalls and the applicant is proposing to construct 161 parking stalls. This includes 90 stalls that are being replaced in the Sugar House center that are being eliminated. Between the shorter term surface parking (27 surface stalls) and the 134 stalls in the parking garage (68 stalls on the lower level 1 and 66 stalls on the lowest level 2) which there should be no need for street parking on Wilmington, which is prohibited. 2c. The development will have weekday peak traffic that corresponds with normal commuting hours. The adjacent properties are not expected to be negatively affected by the additional traffic that occurs during these hours. 3. Pedestrian areas throughout the proposed project are constructed in a safe manner. A connector trail will be installed on the east side of the property. This is discussed in more detail in the Key Issues section of this report. 4. The development will be required to upgrade utility infrastructure where determined to be necessary by the Public Utilities Department and other responsible entities in order to adequately provide service. These upgrades will be addressed through the building permit process. 5. The development is located in the town center area of the Sugar House Business District, where a higher level of intensity in development is expected. The development is located next to other multi-family residential, open space and commercial uses. None of these is expected to be negatively affected by a hotel on this site so no additional buffering is required. 6. Although the development is large with regard to size and scale, there are other recent developments on the block that are substantially larger. The property is zoned for such scale and the master plan supports higher scale development than currently exists on the site. The applicant is not maximizing the height of this project and could propose an even taller project. The intensity and residential density of this development is not expected to cause any adverse negative impacts to surrounding properties. The proposal is therefore generally compatible with the adjacent properties. <p>The proposal is also being reviewed for conformance with the Conditional Building and Site Design Review standards.</p>
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<p>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</p> <p>6. Whether the intensity, size, and scale of the proposed planned development is compatible with adjacent properties.</p> <p>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.</p>		
<p>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;</p>	<p>Complies</p>	<p>There is very little vegetation located on the site except along the east edge of the property adjacent to the Taco Bell site. New landscaping will be installed in that area as part of a connector pathway that will run north/south through the site. The front of the site along Wilmington will also be improved and will include trees along the widened sidewalk. The landscape plan does not specify what type of plants will be installed. However, as part of the building permit process, the development will be review for compliance with the Water-Wise Landscaping Ordinance. This area is approximately 12-feet wide along its length. Shade trees should be planted in this area in order to enhance the pedestrian experience along Wilmington Avenue and to further screen the parking to some degree.</p>
<p>E. Preservation: The proposed planned development shall preserve any historical, architectural, and environmental features of the property;</p>	<p>Complies</p>	<p>The property formerly served as a parking area for the now closed Toys R Us store located to the west. There are no structures present on the site and no significant historical, architectural, or environmental features of the site that warrant preservation.</p>
<p>F. Compliance With Other Applicable Regulations: The proposed planned development shall comply with any other applicable code or ordinance requirement.</p>	<p>Complies</p>	<p>The Planned Development is also being reviewed for compliance with the Conditional Building and Site Design Review standards which allow for additional modifications to certain zoning standards. Other than the specific modifications requested by the applicant, the project appears to comply with all other applicable codes. Further compliance will be ensured during the review process for building permits.</p>

ATTACHMENT H: ANALYSIS OF STANDARDS – CONDITIONAL BUILDING AND SITE DESIGN REVIEW

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:

Standard	Finding	Rationale
<p>A. Development shall be primarily oriented to the street, not an interior courtyard or parking lot.</p>	<p>Does Not Comply – Being Addressed through the PD process.</p>	<p>The building has frontage on Wilmington but is primarily oriented to the east, facing toward commercial uses the Sugar House Center. For the type of use, the applicant said having the view of the mountains is more desirable for guests.. In conjunction with the topography, staff concedes that this standard may be difficult to achieve. Staff is recommending approval of the Planned Development to modify building orientation standards related to use. Although the building orientation is not ideal, the applicant is proposing alternatives to the orientation that improve the access to and through the site for pedestrians and cyclists. The street orientation is challenging due to the slope of the frontage on Wilmington. However, the orientation of the existing buildings that are also located on the slope of Wilmington are similar to this proposal.</p>
<p>B. Primary access shall be oriented to the pedestrian and mass transit.</p>	<p>Complies</p>	<p>The main entrance is oriented to the east, adjacent to the Sugar House Center. By providing the walkway that connects to Wilmington, the primary access is oriented towards the bus routes on 1300 East. This walkway also provides direct access for pedestrians between the shops and restaurants on Wilmington and those in the Sugar House Center. If the Sugar House Center is redeveloped in the future, the proposed orientation would support a more pedestrian orientation within the center.</p>
<p>C. Building facades shall include detailing and glass in sufficient quantities to facilitate pedestrian interest and interaction.</p>	<p>Does Not Comply– Request to modify through CBSDR process.</p>	<p>There is sufficient glass along the east and south elevations to facilitate some pedestrian interaction and interest. These glass areas correspond with interior amenities such as the lobby, great room, fitness room and pool, all common area amenities in the hotel.</p> <p>The north façade lacks sufficient glass and is being modified through the CBSDR process. Additional windows have been added in response to community input and the building has a partial step-back on that elevation to provide some variation in order to provide a more comfortable, pedestrian friendly environment as it avoids creating a “canyon effect” along the street.</p> <p>Staff has concerns about the design in terms of the ventilation openings being configured in a way that would add more to the human scale of the building. This could include the openings being sized closer to the typical window openings on the upper levels of the building. This would enhance the human scale by creating a more pleasing pattern of voids to solids in the building wall that faces Wilmington Avenue.</p> <p>If the Planning Commission feels that this would improve the project, a condition to modify the shape of</p>

		the ventilation openings to create a more pleasing human scale element could be applied.
D. Architectural detailing shall be included on the ground floor to emphasize the pedestrian level of the building.	Does Not Comply	<p>Glass along the east and south elevations will help to emphasize the pedestrian level portions of the building. These glass areas correspond with interior amenities such as the lobby, great room, fitness room and pool, all common area amenities in the hotel. The glass will allow visibility into the structure. The overhang portico by the lobby entrance will add an additional element of pedestrian level interaction. However, these areas are not on the street facing frontage on Wilmington Avenue.</p> <p>On the Wilmington facade, there is little in the design to help facilitate human scale interaction and interest. This is especially critical as the design is not incorporating ground floor uses as modifications to this requirement have been requested through the Planned Development process. Staff suggests that the addition of some sort of canopy along the Wilmington frontage be required in order to present more visual street and pedestrian interest. Another requirement that could be considered is that any pedestrian entrance to the garage from Wilmington be enhanced in some way to make it look inviting like a small lobby area.</p> <p>Staff is recommending that the Planning Commission add a condition to incorporate some elements of visual and pedestrian interest along Wilmington Avenue.</p>
E. Parking lots shall be appropriately screened and landscaped to minimize their impact on adjacent neighborhoods. Parking lot lighting shall be shielded to eliminate excessive glare or light into adjacent neighborhoods.	Complies	<p>Parking is provided within the interior of the building within a semi-underground parking structure. This parking is largely underground and out of view. On the Wilmington side, there are ventilation openings through which cars may be visible. This may be minimized by low walls that shield car lights from shining off site. If these openings were to be modified to be of a similar shape and size as other windows on the north side of the building, this may further help to block lights shining off site. There are no significant anticipated lighting impacts to adjacent neighborhoods.</p>
F. Parking and on site circulation shall be provided with an emphasis on making safe pedestrian connections to the street or other pedestrian facilities.	Complies	<p>Parking is provided in the parking structure with multiple interior access points as well as exterior access points. Access to the hotel lobby is provided through a portico on the east side directly from the surface parking area. Crossing through parking areas has been minimized but not eliminated. There is no direct flow through from the surface parking to Wilmington in part due to the steep grade, so this lack of flow-through should help to ensure pedestrian safety.</p>
G. Dumpsters and loading docks shall be appropriately screened or located within the structure.	Complies	<p>Dumpsters and loading docks are located adjacent to the parking garage entrance on Wilmington Avenue but are appropriately screened so they comply with this standard. Staff does have concerns about the location of the dumpsters on the street frontage and if they could be moved within the structure to make them less visible. The relocation of the dumpsters into the building should be explored. This change would honor and support the pedestrian character of Wilmington Avenue instead of treating it like a rear</p>

		alleyway or rear service area where these types of amenities are generally located on commercial uses.
H. Signage shall emphasize the pedestrian/mass transit orientation.	Complies, with Conditions	<p>A proposed signage plan was included with the building permit package but was not submitted for planning review. Initial comments from zoning indicated that the pylon (monument) sign exceeds the maximum of 20 feet as measured from finished grade and that any modification must specifically be addressed in the Planned Development. No such request was included in the PD.</p> <p>The signage will need to comply with the maximum height requirements of the zoning district. If the applicant is intending to install a monument sign that does not meet the maximum 20-foot height requirements, this needs to be addressed through the Planned Development process. The reasons for the modification in height should be discussed with the Planning Commission. The Planning Commission has the authority to modify this standard if it approves the project. If the Planning Commission modifies the height, final plans will need to show this and Staff has added confirmation of this as a condition of approval.</p>
I. 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.	Complies with Conditions	New development is required to upgrade associated right of way elements, including street lighting. The development will need to install new street lighting in conformance with the Salt Lake City lighting master plan and it is shown on the site plan. Installation of the required street lighting is a condition of approval.
<p>J. Streetscape improvements shall be provided as follows:</p> <ol style="list-style-type: none"> 1. One street tree chosen from the street tree list consistent with the city's urban forestry guidelines and with the approval of the city's urban forester shall be placed for each thirty feet (30') of property frontage on a street. 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. 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 	Complies	<p>The front of the site along Wilmington will be improved and will include trees along the widened sidewalk. The landscape plan does not specify what type of plants will be installed. However, as part of the building permit process, the development will be review for compliance with the Water-Wise Landscaping Ordinance.</p> <p>No outdoor storage areas are proposed for this development. Loading facilities, including any required loading berth or docks are required by ordinance to be located away from public streets and compliance will be ensured during the building permit review process.</p> <p>The proposed development appears to meet the intent of this standard. However, final plans will need to show street trees and other landscaping improvements in order for staff to ensure compliance. Staff has added this as a condition of approval.</p>

<p>residentially zoned land and any public street.</p> <p>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.</p>		
<p>K. The following additional standards shall apply to any large scale developments with a gross floor area exceeding sixty thousand (60,000) square feet:</p>		
<p>1. The orientation and scale of the development shall conform to the following requirements:</p> <p>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.</p> <p>b. No new buildings or contiguous groups of buildings shall exceed a combined contiguous building length of three hundred feet (300').</p>	<p>Does Not Comply</p>	<p>The building is approximately 175 feet deep along the north/south axis. The east and west facades will bear the bulk of the windows and design variations in the building. This includes articulation in terms of colors, and materials. In addition, the building does not present as a flat plane along either of these areas and incorporates articulation.</p> <p>The frontage of the building along Wilmington is about 75 feet long. The building design includes some design variation to add interest but staff is suggesting that additional human scale elements of interest be incorporated into the design. This is discussed in more detail in Standard D above.</p>
<p>2. Public spaces shall be provided as follows:</p> <p>a. One square foot of plaza, park, or public space shall be required for every ten (10) square feet of gross building floor area.</p> <p>b. Plazas or public spaces shall incorporate at least three (3) of the five (5) following elements:</p> <p>(1) 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");</p> <p>(2) A mixture of areas that provide shade;</p> <p>(3) 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;</p> <p>(4) Water features or public art; and/or</p> <p>(5) Outdoor eating areas.</p>	<p>Complies – Also Being Modified through the PD process.</p>	<p>The applicant has requested the reduction of public open space for this project. The hotel for all intents and purposes functions in much the same as a private residential development such as an apartment building and as such provides very little true “public space” to be utilized by people that will not be staying at the hotel as registered guests. The proposal does include public open space along the eastern edge at a rate of approximately 0.85 square feet of open space to 10 square feet of building floor area. This represents about 85% of the space required by ordinance. This space includes a pedestrian and bicycle path through the site and improves the overall circulation within the Sugar House business district. This meets the intent of this requirement when coupled with the proximity to the nearby parks and open space.</p> <p>The building is located in close proximity to large public spaces, specifically Fairmont and Sugar House Parks. The development also lies in close proximity to Hidden Hollow. These public open spaces would more likely be the open space amenities that guests choose to utilize.</p> <p>Staff finds that access to these public open spaces will sufficiently help to achieve the intent of this standard.</p>
<p>L. Any new development shall comply with the intent of the purpose statement of the zoning district and specific design regulations found within the zoning</p>	<p>Complies</p>	<p>The purpose statement of the CSHBD1 District calls for a walkable community with a transit oriented, mixed use town center that can support a twenty four (24) hour population. The CSHBD provides for residential,</p>

<p>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.</p>		<p>commercial and office use opportunities, with incentives for high density residential land use in a manner compatible with the existing form and function of the Sugar House master plan and the Sugar House business district.</p> <p>While the plan does not call specifically for a hotel, the community has noted that this is currently an unmet need in Sugar House. A hotel would help support local businesses and a 24-hour population.</p>
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ATTACHMENT I: 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:

- Sugar House Community Council Land Use and Zoning Committee – August 15, 2016
- Sugar House Community Council Meeting – September 7, 2016

Notice of the public hearing for the proposal included:

- Public hearing notice mailed on September 29, 2016
- Public hearing notice posted on the property on September 29, 2016
- Public notice posted on City and State websites and emailed to the Planning Division list serve on September 29, 2016.

Public Input:

The original design of this project was presented to the Sugar House Community Council at two meetings noted above. The meetings were well attended. After the Land Use and Zoning meeting held on August 15th, some elements of the project were redesigned and/or added in response to comments and engagement with the community. These include additional windows on the north elevation and the addition of a connector pathway through the project.

Concerns about and support for the project expressed included the following public comments:

- The location is an area of the development that has been underutilized from the beginning and should be an asset to local businesses of all types.
- Wilmington is a small 2 lane road where the traffic is already bad enough, especially with the new construction!
- This hotel will be right behind the one already on 2100 South. Is Sugar House such a destination that it can support 2 hotels?
- It seems to be a good use of the current commercial area and higher density construction.
- The public space requirements were put into place for a reason. It is important to retain the essence of sugarhouse and prevent overcrowding of the buildings.
- Very excited about this project. This will bring much needed hotel space to the neighborhood and the design seems to have limited impact on the area.
- My issue with it is the garage entrance on Wilmington, which will be getting a load of traffic to and from the Dixon project. This narrow street will now handle traffic from Dixon, the senior residence, the Whole Foods shopping area, the apt. bldg., and the Comcast bldg. If they wanted to dig further down and make the garage truly underground and have some habitable space at ground level, they could manage it.
- I am very pleased with the effort made on this project to incorporate a north/south pedestrian/bicycle pathway. This pathway goes a long way in helping us achieve the vision of the master plan and it vastly improves the green space along this corridor. Currently this area is asphalt and not used. I am satisfied that this addition to the project should help meet the green space requirement in the ordinance. I cannot express how much of an improvement this will be to the status quo, the project success itself and to the community.

The Sugar House Community Council has recommended approval of the project via a letter dated September 8, 2016. A copy of that letter is attached on the following pages of this report.

September 8, 2016



TO: Salt Lake City Planning Commission

FROM: Judi Short, Vice Chair and Land Use Chair
Sugar House Community Council

RE: PLNPCM2016-00528 Springhill Suites Hotel Conditional Building and Site Design
PLNPCMSUB2016 Planned Development Application

The Sugar House Community Council has reviewed these two requests, first at our Land Use and Zoning Committee meeting on August 15, 2016, and again at our SHCC meeting on September 7. In addition we posted this proposal on our website, and members of the community were able to review the plans and send me comments directly. We also put this on our Facebook page and received comments that way. Comments received are attached to this letter.

The applicant is requesting conditional building and site design review and a planned development of the property located at 2206 South 1300 East. The proposal is for a new 5-level Springhill Suites Hotel with 2.5 level semi-underground parking structure. This project does not orient to the street, but rather to a parking lot. Primary access is by automobile, it is not likely that someone would approach on foot. The building façade includes sufficient glass to provide interest to people passing by. The pool area is oriented towards the south, overlooking the Sugar House Center, providing interest. At this point, there is not much activity on the South end, as the Toys R Us building is vacant. It is anticipated that there will be new development at that end of the Sugar House Center in a few years, which will provide much more activity. Parking and on-site circulation is pretty much self-contained, automobiles will enter from 1300 East to register, and then park in the underground parking terrace with an entrance on the east side of the hotel, and one off of Wilmington Avenue. There will be adequate parking along the east side of the building for cars to park while the occupants register, as well as for people who might be visiting the people staying at the hotel.

This is a planned development due to the modifications to the building step-back requirements for public streets along Wilmington Avenue where the parking garage entrance will be. Wilmington Avenue is steep at this point and the parcel has challenges. The east end of that block is not very walkable because of the grade and lack of activity. The sidewalk should be improved along the street to The Legacy, so that in the future, when there are more uses, the street will be more walkable. The applicant says the sidewalk will be 5' wide. The Sugar House Circulation Plan calls for the re-establishment of the existing street network. This will be done over time. There is a connection between Toys R Us and the hotel that is narrow, when it gets to Wilmington. Stairs are required to get to the street. Eventually there will be wide sidewalks on the east of Legacy and a street on the west of Legacy, to begin to re-establish the network of streets.

We talked with the applicant about the lack of a good connection to Wilmington now, and he responded by putting in a walking path on the east side of the parking lot, along the Taco Bell property line. This will be well landscaped, and will make it much easier for pedestrians at this end of the Sugar House Center to get to Wilmington and eventually to Hidden Hollow or Sugar House park, or to other retail in the area. We are pleased they added this amenity for the community. Because the building takes up 95% of the parcel, there is

little opportunity for open space. The patio on the east side could be accessed by the public, and it is a short walk to Hidden Hollow and Sugar House Park.

This is also an application for a Conditional Building and Site Design Review Process, because of modifications to the glass frontage requirements, occupiable street facing uses, and public open space. The project has about 25% glass on the Wilmington Avenue side of the development. The garage entrance takes up much of the façade. They did add some glass in the stairwells at our request, but cannot add more due to firewall standards. The street is very steep at this point. We think having two entrances for the parking terrace, which reduces the traffic strain on Wilmington Avenue, is a good tradeoff for not having enough glass on Wilmington. The area is heavily landscaped, and the parking is adequately screened from view. This façade has a parking garage entrance, a stairwell, and the restrooms for the hotel rooms, all of which are not really occupiable space where a window would help provide interest for a pedestrian.

There is a big need for another hotel in Sugar House. The existing hotel is always full, and Sugar House residents often do not have room for guests in their home. There is a need for business travelers and skiers to be able to stay in Sugar House. Access to downtown and the ski resorts is very easy. We recommend you approve this request.

ATTACHMENT J: DEPARTMENT REVIEW COMMENTS

Public Utilities:

Sewer service is limited in Wilmington Avenue – a sewer discharge analysis will need to be completed and additional infrastructure may be required. The existing water line in Wilmington will need to be relocated.

Engineering:

No objection. Engineering review comments specific to proposed work in the public way of Wilmington Avenue are included in the building permit review process.

Zoning Review:

The Zoning Review as part of the building permit (BLD2016-05725) identified a number of issues on the submitted plans. Some of those items pertain to ordinance requirements and must be addressed by the Planned Development or CBSDR applications. Additional items included the following:

- The electrical site plan, sheet E101, indicates that the transformer location is to be determined. Please determine a definite location for the transformer and show the proposed location on the site plans, including the electrical site plan. As per 21A.40.160, some locations will require approval from the planning division as part of the planned development, or as a special exception.
- The pylon (monument) sign identified in key note 6 on sheet AS100 and on the elevation plans exceeds the maximum 20 feet height measured from finished grade. Please make the necessary corrections to show compliance; or the proposed height of this sign may be modified by the planned development, provided that the height modification is specifically addressed as a modification in the planned development staff report and approved by the planning commission.

ATTACHMENT K: MOTIONS

Potential Motions

Staff Recommendation: Based on the information in the staff report, public testimony, and discussion by the Planning Commission, I move that the Planning Commission approve the Planned Development and Conditional and Building Site Design Review request. In order to comply with the applicable standards, the following conditions of approval apply:

1. The applicant shall comply with all other Department/Division conditions attached to this staff report.
2. Certificates of Occupancy for the project shall not be issued until the pedestrian walkway running north to south through the block has been completed.
3. Additional elements of visual and pedestrian interest shall be incorporated along the Wilmington Avenue frontage on the lower levels of the building.
4. Final approval of signage, lighting, additional street design elements (per condition #3) and landscaping to be delegated to Planning staff to ensure compliance with Zoning, CBSDR and PD regulations.
5. Sidewalks, plaza space and other walkways through the property must allow for 24 hour public access.
6. Final approval authority for the development shall be delegated to Planning staff based on the applicant's compliance with the standards and conditions of approval as noted within this staff report.
7. That the owner comply with all applicable zoning regulations that have not specifically been modified by the Planning Commission through the planned development process in addition.

**Not Consistent with Staff Recommendation:
(Planned Development and Conditional Building and Site Design Review)**

Based on the testimony, plans presented and the following findings, I move that the Planning Commission deny the Planned Development and Conditional Building and Site Design Review request due to the following standard(s) that are not being complied with:

(The Planning Commission shall make findings on the Planned Development and Conditional Building and Site Design Review and specifically state which standard or standards are not being complied with. Please see attachments G and H for applicable standards.)