



## CITY COUNCIL STAFF REPORT

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| <b>MEETING DATE:</b> | 26 August 2015  |
| <b>APPLICANT:</b>    | The Boyer Company   |
| <b>ADDRESS:</b>      | Approximately 2250 South from State Street to Main Street         |
| <b>REQUEST:</b>      | Land Use Map Amendment and Adoption of Master Plan                |
| <b>ZONE:</b>         | Commercial Corridor or North District to Master Planned Mixed Use |
| <b>FILE NUMBER:</b>  | Z-15-004  |
| <b>PREPARED BY:</b>  | Francis Xavier Lilly, AICP  |

**SYNOPSIS:** The Boyer Company is petitioning the Planning Commission for a recommendation to the City Council to adopt a Master Planned Mixed Use zone for approximately 14.5 acres of land the City owns between State and Main Streets, and 2100 South and the S-Line Streetcar. The Boyer Company, in partnership with Cowboy Properties, intends to redevelop the site into a mixed use development including a major grocer, accessory commercial uses, and a 157-unit multifamily development along the streetcar line. Together, this project will be the catalyst for South Salt Lake's downtown redevelopment.

### SUMMARY:

- The applicant is proposing a mix of commercial and residential uses. Residential uses will be adjacent to the S-Line Streetcar Corridor.
- The mix of uses is intended to catalyze redevelopment of the Central Pointe RDA project area and downtown South Salt Lake.
- The proposal meets the intent of the General Plan to pursue redevelopment of appropriate properties.
- The project will be a Master Planned Mixed Use zone, regulated by a master plan narrative and book of exhibits.
- While staff has some outstanding design concerns, those concerns can be addressed at staff level prior to adoption by the City Council.

**PLANNING COMMISSION RECOMMENDATION:** At a meeting on August 20, 2015, the South Salt Lake City Planning Commission voted unanimously to recommend to the City Council to amend the zoning map to designate 14.5 acres located at approximately 2250 South between State Street and Main Street from Commercial Corridor and North District to Master Planned Mixed Use, and to adopt the Crossing Development Master Plan, with the following findings:

1. This rezone will facilitate redevelopment that is compatible with the South Salt Lake City General Plan and will fulfill the City's strategic plan to create a downtown redevelopment area.
2. The rezone and master plan meets the intent of the City ordinance for master planned mixed use areas.
3. Staff and the applicant will continue to work on updated concepts for the anchor retail and multifamily residential that are appropriate for high-profile urban streets.



## CITY COUNCIL STAFF REPORT

### **General Information:**

**Location:** Approximately 2250 South from State Street to Main Street

**Property Size:** 14.5 acres

### **Surrounding General Plan Designation and Land Uses**

North: Commercial Corridor – Restaurant and Gas Station/Convenience Store (not to be included in plan)

South: North District - Parley's Trail and Auto Sales

East: Commercial Corridor – ASA Insurance (not to be included in plan)

West: TOD – multifamily and office uses.

Figure 1: Aerial Photo

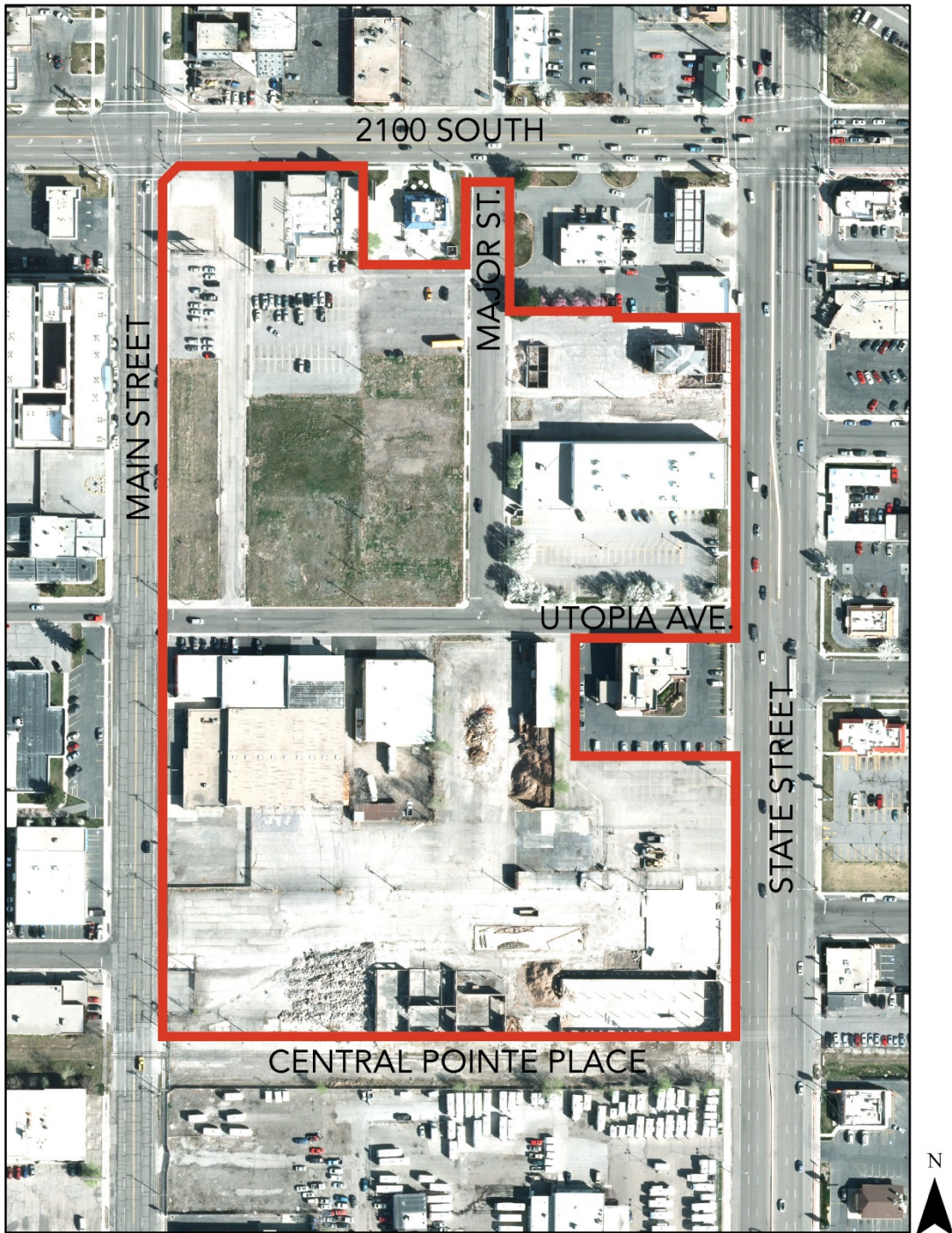


Figure 2: Existing Zoning

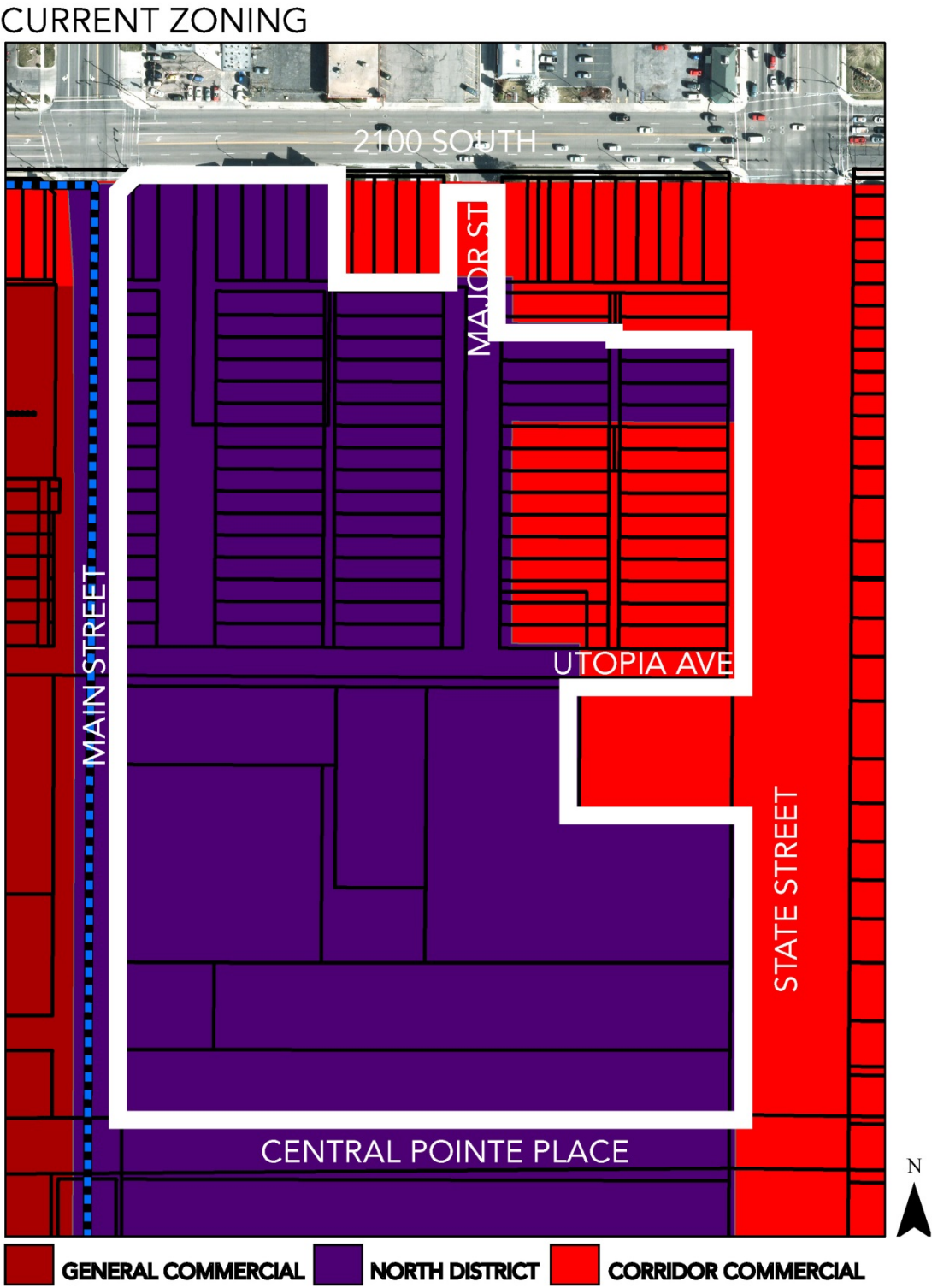
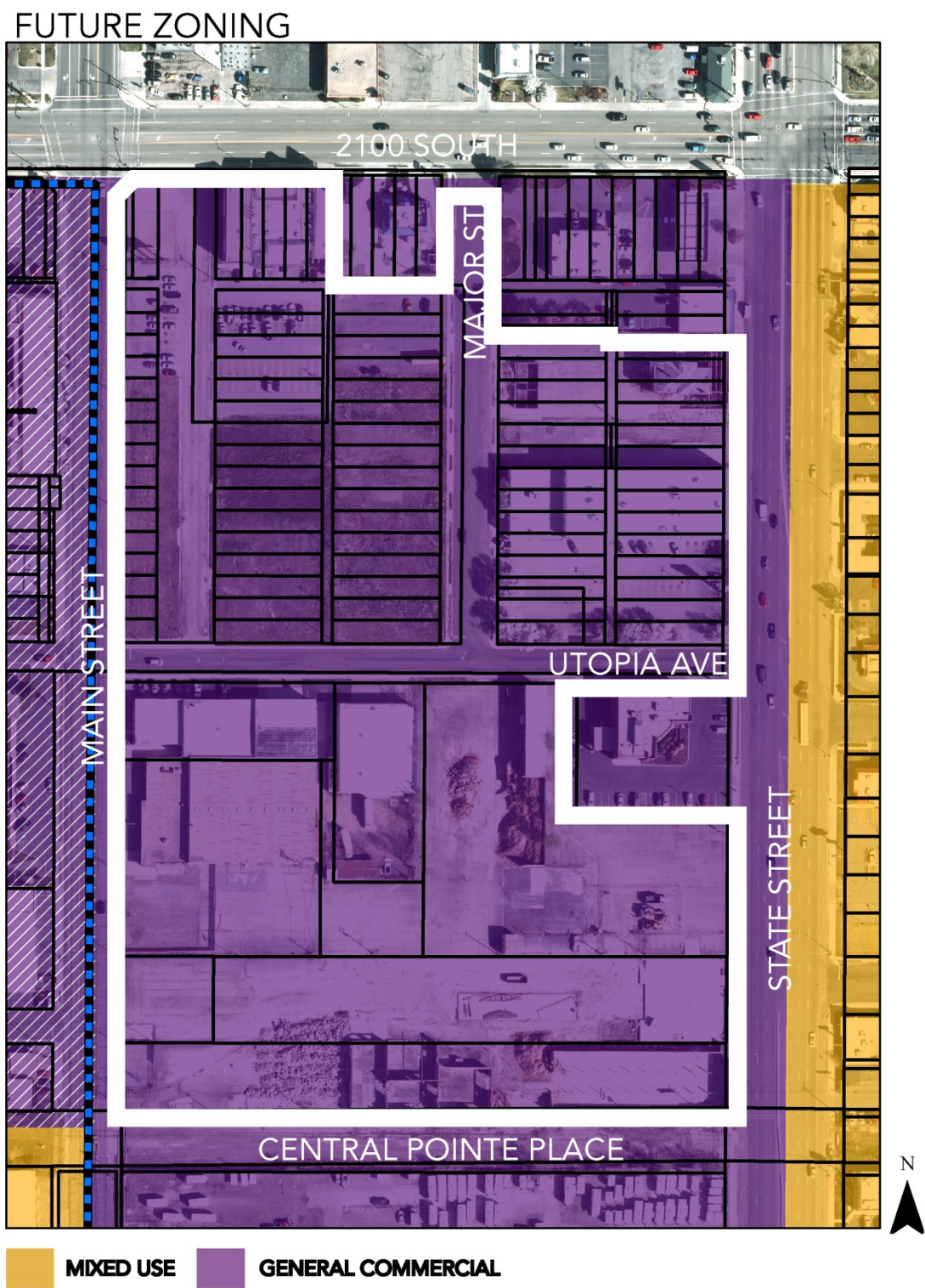




Figure 3: General Plan Future Land Use Map



## **Requirements:**

### **17.01.140 - Zoning map adopted.**

The zoning map for the City of South Salt Lake as adopted by the city council and executed by the mayor is the official zoning map for the city. Upon amendment to the official zoning map, the mayor shall execute a new map, or re-execute the existing map with the amendments noted thereon.

(Ord. No. 2012-01, 4-4-2012)

### **17.01.150 - Amendments.**

- A. Amendments to the Zoning Map. Amendments to the zoning map shall be made in compliance with the provisions of this chapter and Utah State Code Annotated.
- B. Initiating Amendments and Corrections. Any citizen, property owner, the planning commission, the city council, or the community development director may initiate proposals for change or amendment of the South Salt Lake General Plan or any chapter or regulation of this code or the official city zoning map.
- C. Application. Any person seeking an amendment to the land use code or zoning map shall submit an application with the community development department indicating the change desired and how the change will further promote the goals and objectives of the general plan. Application will be processed and noticed to the public, when applicable, according to this code and Utah Code Annotated. Applications will be processed in an efficient manner in order to not cause the applicant unwarranted delays.
- D. Planning Commission. The planning commission shall:
  - 1. Fulfill all duties outlined in state statute that are to be performed by the planning commission.
  - 2. Prepare and recommend to the city council the general plan or amendments to the general plan, any proposed land use ordinance or ordinances and a zoning map, and amendments thereto that represent the planning commission's recommendation for regulating the use and development of land within all or any part of the area of the municipality.
  - 3. Hold a public hearing on a proposed land use ordinance or zoning map amendment.
- E. City Council. The city council:

1. May adopt or amend:
  - a. The number, shape, boundaries, or area of any zoning district on the official city zoning map;
  - b. Any regulation of or within the zoning district; or
  - c. Any provision of the development code.
2. The municipal legislative body shall consider each proposed land use ordinance and zoning map recommended to it by the planning commission, and, after providing notice as indicated in this code and Utah State Code Annotated and holding a public meeting, the legislative body may adopt or reject the ordinance or map either as proposed by the planning commission or after making any revision the municipal legislative body considers appropriate. The city council is not bound by any recommendation from the planning commission.

(Ord. No. 2012-01, 4-4-2012)

#### **17.01.160 - Resubmission of the zone code or zoning map amendment.**

If an application for amendment is denied by the city council, resubmission of an application for the same amendment shall not be allowed for a period of twelve (12) months unless significant new facts or information are presented. If there is a substantial change in facts, circumstances and evidence, the applicant shall submit a written request to the community development director to consider a resubmittal of a second application before the twelve-month period expires.

#### **17.13.190 – Master Planned Mixed Use (MPMU) District**

**A. Purpose.** The Master Planned Mixed Use District is intended to provide complete mixed use neighborhoods in critical redevelopment areas. Development in this district will include connections between residences, employment, institutional and community uses, open space amenities, existing roads, and regional open space and transit facilities. The Master Planned Mixed Use District will provide quality commercial and residential design to attract a diversity of residents and employers. Development in Master Planned Mixed Use Districts will incorporate the following elements:

1. A mix of uses and building forms that are compatible with surrounding neighborhoods:
2. Residential densities that are compatible with surrounding neighborhoods and consistent with the City's development goals;



3. A street network that provides a connected system of blocks and connections as appropriate to existing streets and transit facilities;
4. Pedestrian and bicycle paths to promote walkability and alternative transportation opportunities;
5. Protection of critical natural resources and amenities;
6. An integrated network of functional open spaces.

**B. General Compatibility with Surrounding Land Use Districts.** Buildings and Uses in the Master Planned Mixed Use District shall be compatible with land uses, building forms, and heights in surrounding land use districts. Compatibility shall be determined by height transitions and buffers as required elsewhere in this title.

**C. Minimum District Size.** The minimum size of a Master Planned Mixed Use District shall be ten (10) contiguous acres. The Land Use Authority may approve a Master Planned Mixed Use district of a lesser acreage if the entire area is designated as a redevelopment project area.

**D. Master Plan Requirement.** Prior to approval by the Land Use Authority, the applicant shall submit a master plan encompassing the entire area to be designated as a Master Planned Mixed Use District. The master plan shall be submitted prior to establishing a Master Plan Mixed Use District. The master plan shall include the following elements, at a minimum:

1. **Subdistrict Designations.** The master plan shall identify subdistricts where appropriate land uses and building forms are identified. Subdistricts shall correspond to the land use districts established in this Title.
2. **Street and Circulation Plan.** The master plan shall identify a street and circulation plan that includes:
  - i. A connected system of blocks, and pedestrian and bicycle paths.
  - ii. Roadway width and design standards. Roadways shall comply with the standards established by the South Salt Lake City Engineer.
  - iii. Traffic study and parking analysis assuming full build-out of the district.
  - iv. Other items as required by the Land Use Authority.

3. **Open Space.** The master plan shall identify an open space plan that meets the standards for open space as required elsewhere in this Title. The master plan shall indicate whether the open space is to be public or private.
4. **Allowable Building Forms by Subdistrict.** The master plan shall identify building forms that are allowed in each subdistrict. Building forms shall be scaled appropriately for surrounding existing and proposed development. The master plan shall describe allowable building forms in one of the following two manners:
  - i. By referring to existing building forms in the Commercial or Residential Design Standards established in this title.
  - ii. By establishing allowable building forms specific to each subdistrict. Building form standards shall include at a minimum height, setback, and materials requirements.
5. **Allowable Land Uses by Subdistrict.** The master plan shall identify permitted and conditional land uses by subdistrict. The Master Plan shall describe allowable land uses in one of the following two manners:
  - i. By referring to the land uses in the Commercial and Residential Land Use Matrix established in this title. Subdistricts shall correspond to the districts established in this title.
  - ii. By establishing permitted and conditional uses specific to each subdistrict. Conditional uses in subdistricts are subject to the approval process outlined in this title.
6. **Site Improvements and Amenities.** The Master Plan shall identify site improvements and amenities intended to contribute to the creation of distinctive mixed use neighborhoods, including but not limited to:
  - i. District sign standards.
  - ii. District landscape standards.
  - iii. Lighting, street furniture, and other pedestrian amenities.
  - iv. Fencing.
7. **Other Items as Required or Approved By the Land Use Authority.** The Land Use Authority may require or approve, as appropriate, additional elements including but not limited to building and site design standards.

**E. Uses.** In the Master Planned Mixed Use District, uses, buildings, structures, or land shall not be used or developed except in accordance with an adopted master plan.

**F. Land Use Authority Designations.** Development and land use approvals for uses, buildings, structures, or land in a Master Planned Mixed Use District are subject to the Land use authority designations established in this Title.

**G. Regulations.**

**1. Master Plan Adoption.** The Master Plan is deemed adopted by the Land Use Authority when it establishes a Master Planned Mixed Use District. The regulations included within the Master Plan pertaining to uses, structures and land are enforceable by the Land Use Authority. A public outreach process, including at least one neighborhood meeting, shall precede the adoption of a Master Plan. At a minimum, all property owners that are required by this Title to be noticed prior to the district designation shall be invited to a neighborhood meeting.

**2. Amending an Adopted Master Plan.** Amendments of a Master Plan adopted as part of a Master Planned Mixed Use District designation shall be approved using the procedure for a zoning map amendment.

**3. Minor Modifications to a Master Plan.** The Community Development Director may approve minor modifications to a master plan. Minor changes may include, but are not limited to:

- i. Parcel reconfigurations that do not change the density established in the Master Plan.
- ii. Minor modifications to proposed landscaping plans, pursuant to the modification standards established in Chapter 17.25 of this title.
- iii. Minor modifications to buildings, including setbacks and materials, pursuant to the modification standards established in Chapters 17.21 and 17.23 of this title.
- iv. Minor modifications to parking requirements, pursuant to the development of an alternative parking plan as established in Chapter 17.27 of this title.

Changes in density, lot sizes, land uses, building forms, or subdistrict designations shall be approved as a master plan amendment.

**Other City Ordinances Applicable.** Unless the adopted master plan specifies otherwise, all other city ordinances pertaining to site development and land use shall apply.

**Staff Analysis:**

The Crossing Development is designed to be a the catalyst for redevelopment of the Central Point Project Area and for Downtown South Salt Lake. Since every successful downtown redevelopment area has a grocery component, the Crossing Development includes a regional grocery store to anchor the project's other retail, commercial and multifamily uses. A large grocer not only provides additional food options for South Salt Lake residents, but is also key in creating a place where people want to live.

**General Plan Compliance.** The Future Land Use Map designates the subject property as a Mixed Use growth center with an RDA project area. Moreover, the General Plan includes three goals that support redevelopment: **Goal ES-1** states that we should determine all of South Salt Lake's economic advantages and capitalize on them. **Goal ES-4** states that redevelopment of property should be actively pursued and incentives, when deemed appropriate, should be offered to further this goal. **Goal LU-4** states that we should create specific transit-oriented development land use plans, using current best practices.

The General Plan supports redevelopment in this area, and a successful mixed use project is central to the City's strategic plan for creating a viable mid-town urban core. The Crossing Development is built on a site plan that includes multiple vehicular access points, a landscaped pedestrian path between the grocer and the multifamily, and multifamily project that activates the Streetcar corridor and is immediately adjacent to the South Salt Lake City station. The existing road network has been preserved, with minor alterations, as internal circulation corridors.

**Compliance with the MPMU Enabling Ordinance.** The Master Planned Mixed Use land use district is intended to establish districts that include a mix use uses, appropriate densities, integrated open spaces, and a street network that provides connections to surrounding uses and promotes walkability. In the case of The Crossing, the development pattern is largely dictated by the need for parking and circulation areas for a large format grocer and associated retail. Connected open spaces and pedestrian paths throughout the development are identified in the Master Plan Book of Exhibits.

Prior to adoption, the applicant was required to conduct a neighborhood meeting. This meeting was advertised to all property owners within 300 feet of the subject property and held on 6 August 2015. One property owner attended and participated at the neighborhood meeting.

Additionally, the applicant is required to provide a traffic study. The applicant will present some preliminary information from the study at the Planning Commission meeting.

**Plan Elements.** Uses, building designs, street patterns, parking, and subdistricts will be regulated by the Crossing Master Plan, which will be adopted alongside the zone district designation for the subject property.

General Design. The Crossing proposes a design palette that includes contemporary architecture, the use of shed roof features, and glass, metal, wood, brick, and block veneers. The site is to be landscaped using materials referenced in the South Salt Lake Landscape Handbook. Staff has worked with the applicant on designs that address the street, and the narrative includes language that provides for secondary facades that are similar in level of detail to primary facades, and a requirement that formula building designs or plans from national chain retailers conform to the design aesthetic of the proposed redevelopment.

Retail Anchor. The Boyer Company proposes to partner with WinCo Foods to bring an 85,000 square foot retail anchor into the development. The retail anchor will be served by a large landscaped parking lot, bicycle parking in front of the store, and a landscaped pedestrian connection to the multifamily building to the South.

Staff is generally comfortable with the WinCo design, but has concerns about the side elevations of the buildings, particularly the Main Street façade. The side elevations of the buildings demand additional treatment to reflect its location on a major urban corridor. Additional treatments include but are not limited to additional articulation, alternate materials, and enhanced landscaping.

Staff is advising that a recommendation be sent to the City Council with an understanding that staff and the applicant will continue to work on side elevations for the grocer that are appropriate for a high-profile urban street. The Planning Commission recommended the addition of enhanced landscaping and decorative sconce lighting along the Main Street façade.

Retail along State Street and 2100 South. The site includes three pads for accessory retail along State Street and 2100 South. Accessory retail uses could include single-tenant or multi-tenant retail buildings or restaurants, depending on market conditions. Retail along State Street and 2100 South will be regulated by the Master Plan Narrative and the exhibits. Additional multifamily housing may be possible for the 2100 South frontage. The Master Plan will establish potential multifamily along 2100 South as a conditional use. Drive-through windows, if incorporated into the development, will not be along facades that face State Street.

Transit District Multifamily. As part of the proposed Crossing redevelopment, Cowboy Partners is looking to partner with the Boyer Company on a 157-unit multifamily development immediately adjacent to the S-Line. The development will include an enhanced streetscape for Central Pointe Place, quality landscaping, and an activated street-level façade.



The parking structure will be contained within the building, and will only be visible from the grocery parking lot. The applicant is proposing a strong landscaped transition between the edge of the parking lot and the north boundary of the multifamily development. The design and layout of the proposed multifamily housing is regulated by the Master Plan Narrative and exhibits. Because of this, it will be deemed a permitted use upon adoption of the master plan.

The applicant included elevations of the proposed Liberty Crossing multifamily project. The Planning Commission directed staff to continue working with the multifamily developer to ensure that railings, fencing, and screen walls are integrated into the overall building architecture and do not detract from the transit-oriented nature of the project.

Streets and Circulation. The development includes an internal vehicular circulation plan that roughly corresponds with the street grid in the neighborhood prior to the street vacation approved by the City Council in 2015. Internal circulation will define the edges of different commercial uses, parking areas, and the transition to multifamily uses. Somewhat unique for a development this size, the applicant is proposing up to nine vehicular entries into the development, taking advantage of the existing street grid where possible.

The applicant is proposing a State Street cross-section that includes sidewalk and landscaping totaling 20 feet before a building, roadway, or parking stall; and a similar cross section of 15 feet for Main Street and 2100 South.

Open Space. The development will consist of over 15 percent landscaped site areas. The Master Plan narrative stipulates that open space types will vary depending on the nature of the retail activities in the Crossing Development. At a minimum, every retail building will include open space that is appropriate for the use and that is integrated into a network of functional open spaces throughout the site. Connections will primarily consist of intuitive pedestrian paths connecting parking and circulation areas to retail buildings and to the Transit Subdistrict. Functional open spaces include, but are not limited to, benches, pedestrian lighting, landscaped waiting areas, planters, seat walls, and outdoor dining areas.

The Transit District multifamily development consists of highly-amenitized private common areas including a clubhouse, fitness area, pool, and other common areas throughout the site. In addition, the development is proposing an entry plaza at the north end of the crosswalk serving the streetcar stop.

Land Uses. Land uses will be regulated by a table contained in the Master Plan narrative. A limited list of commercial and residential uses will be permitted in the district. Additional residential uses not described in the exhibit as well as alcohol sales will remain as conditional uses.

Signage. The applicant is proposing a district signage plan, the draft for which is attached to this plan. There will be one large district pole sign as well as additional monument signs

and wall signs. Moreover, included in the plan is a stipulation that internally illuminated cabinet signs are limited to logos and individual letters. This standard is similar to what was applied in the East Streetcar Neighborhood Form Based Code. Note that the designs of the signs are still preliminary and will be updated prior to adoption.

Street Furnishing and Lighting. The applicant is proposing a modern palette of street furnishing and fixtures, and to continue the use of the City's new street lights along State and Main Streets.

Traffic Impacts. A traffic study is nearing completion for the proposed redevelopment. The applicant will have a summary of findings available for the Planning Commission at the meeting.

General Notes. City staff have worked with the Boyer Company and others to redevelop the subject property for several years since the City took possession of the land after a developer lost it in a foreclosure. A number of options have been discussed, and in the end, the City's Redevelopment Authority and a local developer with extensive market knowledge have partnered on a plan that will bring a grocer to an underserved market, that will add 157 units of quality multifamily housing immediately adjacent to the streetcar corridor, that will provide jobs and sales tax revenue to the City, and that will lay the foundation for further redevelopment of the Central Pointe Project Area and Downtown South Salt Lake. The applicant has been a willing partner in creating a project that will include quality urban design and sound infrastructure for pedestrians and cyclists.

**City Council Recommendation:**

**Amend the zoning map to designate 14.5 acres located at approximately 2250 South between State Street and Main Street from Commercial Corridor and North District to Master Planned Mixed Use, and to adopt the Crossing Development Master Plan, with the following findings:**

1. This rezone will facilitate redevelopment that is compatible with the South Salt Lake City General Plan and will fulfill the City's strategic plan to create a downtown redevelopment area.
2. The rezone and master plan meets the intent of the City ordinance for master planned mixed use areas.
3. Staff and the applicant will continue to work on updated concepts for the anchor retail and multifamily residential that are appropriate for high-profile urban streets.

**Attachments**

**Planning Commission Meeting Minutes  
Master Plan Narrative  
Master Plan Exhibits**

***Planning Commission Regular Meeting Minutes***

*Thursday, August 20, 2015*

*City Council Chambers*

*220 East Morris Avenue*

*Time 7:00 p.m.*

**Commission Members Present:**

Rachael Lauritzen, Presiding  
Jeremy Carter  
Mark Kindred  
Jonathan Meakin

**Staff Members Present:**

Michael Florence, Director of Community Dev.  
Sharen Hauri, Urban Design Director  
Francis Lilly, Deputy Director/Housing  
Administrator Alexandra White, City Planner  
Hannah Vickery, City Attorney

**Continuing Business**

• **Z-15-004**

- 1. A recommendation to the South Salt Lake City Council to amend the zoning map to change the designation of approximately 14.5 acres located at 2250 South between State Street and Main Street, from North District and Commercial Corridor to Master Planned Mixed Use.**

**Action Item**

**Applicant: Boyer Company**

Francis Lilly presented the application, discussing the process of amending the zoning map through the Master Planned Mixed Use Ordinance. This ordinance requires the adoption of a master plan that regulates the development in the zone.

The Boyer Company is petitioning the Planning Commission for a recommendation to the City Council to adopt a Master Planned Mixed Use zone for approximately 14.5 acres of land the City owns between State and Main Streets, and 2100 South and the S-Line Streetcar. The Boyer Company, in partnership with Cowboy Properties, intends to redevelop the site into a mixed use development including a major grocer, accessory commercial uses, and a 163-unit multifamily development along the streetcar line. Together, this project will be the catalyst for South Salt Lake's downtown redevelopment. The Planning Commission will be recommending a rezone of the district as well as the adoption of a master plan that will act as the regulating zoning document for the district.

Mr. Lilly reviewed the current zoning, future land use map designation, and existing surrounding land uses and site conditions with the Planning Commission.

Mr. Lilly reviewed the General Plan considerations, stressing that economic development was a major theme of the general plan. Multiple plan goals and objectives address the general plan considerations.

Mr. Lilly reviewed the requirements for master planned mixed use districts, and how the proposed development fulfills the requirements, referencing specific elements of the proposed site plan.

The proposal includes a Master Plan Narrative which functions as a regulating zoning document with design standards. Drive through windows will not be allowed on State Street facades. State Street facades warrant special treatment in the design. Template store designs must be modified to meet the theme of the district. There will be heightened sign standards, including district-specific sign standards. There will be pedestrian connections throughout the project. Uses include a limited number of commercial and residential uses. There will be no maximum density on the residential.

Parking for the uses will be 4 stalls per 1,000 square feet of commercial, and 1.2 stalls per unit of the multifamily.

Mr. Lilly reviewed the preliminary results from the traffic study, noting that the study results for multifamily are still pending.

Commissioner Carter inquired about specific mitigation strategies to address traffic concerns.

Scott Verhaaren, representing the Boyer Company, stated that additional striping is recommended for Utopia Avenue at State Street. He stated that the traffic study recommended long term mitigation at all major intersections. Mr. Verhaaren stated that the roads would fail by 2040 with or without the project.

Commissioner Lauritzen asked if the mitigating factors would change the prospect of failure. Mr. Verhaaren replied that the mitigation efforts will not improve the level of service. Dennis Pay, Public Works Director, stated that 2100 South and State Street is already at capacity, and the prospect of upgrading the intersection is a difficult and expensive one. South Salt Lake City's portion of Main Street will operate well, but the intersection at 2100 South is a problem.

Commissioner Carter asked about how the trips will be distributed throughout the site, specifically regarding Main Street. Mr. Verhaaren replied that Main Street will have an additional 1,500 trips per day, and that much of the traffic is distributed elsewhere.

Commissioner Carter stated that this project will dictate how Main Street will look for many years. Mr. Pay stated that Main Street north of I-80 might intensify with the addition of a split-diamond interchange, one of the solutions UDOT is exploring as part of the I-80/State Street interchange upgrade.



Commissioner Carter brought up the Woodrow Wilson Elementary School and the neighborhood to the south of I-80, stating that their needs should be acknowledged in the process of planning Main Street. Dennis Pay mentioned that staff will consider all modes of travel.

Mr. Lilly stated that the Downtown South Salt Lake Form Based Code and the Complete Streets Policy will give the Planning Commission opportunity to discuss the future of Main Street.

Mr. Lilly reviewed updated elevations for the WinCo grocer. He expressed that staff has concerns about the elevation, particularly along Main Street. He stated that the developer has agreed to install high quality landscaping along Main Street to act as a screen. The applicant proposes an elevation that includes a variety of materials and rooflines on the side of the building.

Mr. Lilly discusses land uses with the Planning Commission. The multifamily housing included in the development proposal will be permitted; additional multifamily, if desired by the developer, will be a conditional use.

Mr. Lilly reviewed the concept design for the accessory retail proposed for the development.

Commissioner Carter asked if WinCo was made aware of the level of architecture on the accessory retail and the multifamily. He stated that WinCo does not look like the rest of the project.

Mr. Verhaaren stated that WinCo started the project and that the design is intended to address WinCo. This WinCo design has not been implemented anywhere else. In no other location in the west has a major tenant been willing to go behind a multifamily or pad buildings.

David Abraham, Architectural Nexus, is working on the multifamily. He stated that there has been significant progression in the design since the first proposal.

Mr. Lilly stated that staff has worked with the applicant on the elevation, and it has come a long way. One of the strategies we proposed included better lighting on the side of the building. Enhanced landscaping could help as well.

Commissioner Carter stated that he wanted to have a conversation on design, because he has seen designs conform to development themes.

Mr. Lilly stated that he is happy to revisit the issue with the developer, but that he asked that the Planning Commission pass a recommendation tonight.

Michael Florence added that the development is under a tight approval timeline, but asked the Planning Commission to offer specific recommendations.

Mr. Lilly reviewed the multifamily designs and the street cross-sections.

Commissioner Lauritzen asked to maximize the lighting and landscaping along the side of the WinCo. Commissioner Carter concurred.

Commissioner Dalton said it was important to allow WinCo to be what they are. He stated the area is underserved by grocers.

Mr. Lilly stated that, with respect to the multifamily developer, staff has been trying to strike a balance between providing security and privacy for the residents and maintaining an open and accessible design. Staff is still working on the designs.

Mr. Alexander described how fencing and screening would work on the multifamily site. Outdoor balconies will have a railing that provides some additional screening. Screen walls and fencing will be architecturally integrated.

Mr. Florence stated that the WinCo landscaping will not be against the building. It will be between the street and the edge of the parking lot.

Commissioner Lauritzen stated that the plan was thoughtfully designed and flexible.

Commissioner Carter asked staff if there a stipulation that guarantees a residential component. Mr. Lilly replied that residential uses in a mixed use building is a requirement for the transit district. If anything changes, the applicant will have to propose a master plan amendment.

Commissioner Kindred stated it was a good plan. Commissioner Kindred offered his agreement.

**Motion: Recommend to the City Council to amend the zoning map to designate 14.5 acres located at approximately 2250 South between State Street and Main Street from Commercial Corridor and North District to Master Planned Mixed Use, and to adopt the Crossing Development Master Plan, with the following findings:**

4. This rezone will facilitate redevelopment that is compatible with the South Salt Lake City General Plan and will fulfill the City's strategic plan to create a downtown redevelopment area.
5. The rezone and master plan meets the intent of the City ordinance for master planned mixed use areas.
6. Staff and the applicant will continue to work on updated concepts for the anchor retail and multifamily residential that are appropriate for high-profile urban streets.

**Commissioner Dalton**

**Second on the motion:**

**Commissioner Meakin**

**Vote:**

**Unanimous**

## The Crossing Master Plan Narrative

### City Council Review Draft – 26 August 2015

1. **Intent and Administration.** The Crossing Development is designed as the catalyst for redevelopment of the Central Point Project Area. Since every successful downtown redevelopment area has a grocery component, the Crossing Development includes a regional grocery store to anchor the project's other retail, commercial and multifamily uses.
  - a. This code is adopted under the provisions of §17.13.190 of the South Salt Lake City Municipal Code, regulating the establishment of Master Planned Mixed Use Districts. This document and the attached exhibits regulate building forms, architecture, open space, site development standards, and parking and access requirements for the Crossing Development project.
  - b. The exhibits included in this master plan are a part of the regulating document, hereafter referred to as the Master Plan Book of Exhibits (MPBE). In the event of a conflict between a standard established in the exhibits and a requirement established in this narrative, the standard established in the exhibits shall take precedence.
  - c. Unless stated otherwise in this document or the attached exhibits, all requirements of the South Salt Lake City Municipal code apply.

## 2. Subdistrict Designations

- a. **Anchor Tenant** – The anchor tenant Subdistrict is intended to accommodate a large format retail establishment that will anchor the entire Crossing Development. The proposed establishment and associated parking and access will be contained entirely within this Subdistrict.
- b. **2100 South Street Frontage** – the 2100 South Street Frontage Subdistrict is intended to accommodate a variety of retail, office, or residential uses that complement the principal retail and residential uses in the Crossing Development, while addressing the corner of Main Street and 2100 South.
- c. **Transit District** – The Transit Subdistrict is intended to accommodate a multifamily residential development that activates the S-Line corridor immediately to the south. The Transit Subdistrict may allow for accessory commercial uses alongside the residential development.
- d. **State Street Frontage** – The State Street Frontage Subdistrict is intended to accommodate in-line or single-tenant retail buildings on pad sites along State Street. These buildings will complement the principal retail and residential uses in the Crossing Development, while addressing and activating the State Street corridor.

3. **Streets and Circulation.** Streets and circulation in the Crossing Development are described in the Exhibits entitled “Pathways and Connections and “Vehicular Circulation” in the MPBE.
4. **Open Space and Outdoor Gathering Areas.** Open spaces and outdoor gathering areas are indicated in Landscape Area Exhibit in the MPBE. Pedestrian scale lighting and other street furnishings as approved in this master plan are indicated in the Landscape Area Exhibit. Open space types will vary depending on the nature of the retail activities in the Crossing Development. At a minimum, every retail building will include open space that is appropriate for the use and that is integrated into a network of functional open spaces throughout the site. Connections will primarily consist of intuitive pedestrian paths connecting parking and circulation areas to retail buildings and to the Transit Subdistrict. Functional open spaces include, but are not limited to, benches, pedestrian lighting, landscaped waiting areas, planters, seat walls, and outdoor dining areas.
5. **Building Types and Design Standards**
  - a. **Theme and Unity.** The planning and design character within the Crossing is for a mixed-use urban district including a harmonious mix of commercial retail/restaurant and residential uses tied to the urban street network and embracing pedestrian and bike connections to the City and the Streetcar. The area shall be organized around compatible yet eclectic architectural building statements in terms of character, materials, texture and color of buildings. Themed restaurants, retail chains, and other franchise-style structures shall adjust their standard architectural prototype to be consistent with the development’s architectural character.
  - b. **Anchor Retail.** The anchor retail building is allowed solely in the Anchor Retail Subdistrict and is regulated by the concept plan and elevations described in “Winco Foods Proposed Exterior Design” Exhibits of the MPBE.
  - c. **Multifamily.** The Multifamily Building Type is allowed in the Transit, 2100 South, and State Street Frontage Subdistricts. Multifamily buildings shall comply with the general provisions of the Urban-Style multifamily building requirements of Section 17.21.110 of the South Salt Lake Municipal Code, with the following site specific adjustments for this development:
    - i. Obvious pedestrian connections to the streetcar station, the commercial facilities that are to be part of the development along with to connections to adjacent pedestrian nodes.
    - ii. The building height will not exceed 75’ and may occur starting at the “build-to” zone line.

- iii. First level floor-to-floor dimension shall be no less than 10'.
- iv. The setbacks at all sides of the parcel will be 0' minimum and 25' maximum, with a required build-to zone range of 0' to 10' maintained for 50% minimum of the perimeter of the parcel. The required build-to range may include 50% of plaza frontage – 15' minimum depth. The build-to zone and setback lines may be adjusted as indicated by the site plan exhibit.
- v. The development is to provide a portion of common open space along the streetcar corridor and, recognizing the desirability of the urban characteristic, the common open space shall be no less than 15% of the site area including landscaping and paved sidewalk/plaza areas within setbacks and build-to lines. Access control and privacy is to be as indicated by the site plan exhibit.
- vi. Architectural design characteristics and trim treatments are to be consistent with a contemporary form of building design and details that are expressed in high quality durable materials including wood siding, cementitious fiberboard, brick masonry, split-faced masonry, architecturally finished concrete. Glass, architectural metal panels, or corrugated metal may be used as accent materials and shall not be the dominant materials on any elevation. Stucco, EIFS to be limited to a maximum of 10% of any building elevation.
- vii. Building façade design shall include identifiable material breaks on the building exterior with articulated façade materials or offset surfaces at an interval that avoids monotonous façade exposure and no less than 30' on center (garage façade design is to be as required for Urban-Style Multifamily buildings).
- viii. Porches/balconies will be provided at a minimum of 75% of the units with a 5' average depth and consisting of at least 40 square feet.
- ix. The dominant roof form is to be an urban style flat/low-slope roof with an articulated cornice treatment including a combination of 12" minimum parapet and overhang treatments without a parapet. All mechanical equipment within 20' of the edge of the roof will be screened. Due to the lack of sloping roof areas, dormer features are not a part of the design.
- x. All elevations on all sides of the project except the garage face shall provide patios, balconies, windows and doors for minimum of 20% of the wall area. Windows will be designed to be trimmed with finished edges compatible to the contemporary form of the rest of the elevation.



- xi.** The parking garage is to be fronted by “permitted uses” that are a minimum of 25’ deep on over 50% of the perimeter of the structure. Additionally, the street level of the garage façade shall include treatments to enhance the pedestrian environment and partially obscure view of parked cars; such as artwork, decorative grills, unique treatments, projections or recesses in the façade every 30’ to 35’. A “street-like” presence is to be established along the drive between the multifamily development and the grocery store parking area as depicted by the street section exhibit. This is to include landscaped islands with trees, shrubbery, and low scale lighting. A fully walkable sidewalk with landscaping pockets at the parking garage and buffering landscaping adjacent to the residential buildings is to be provided.
  - xii.** The location of utility metering, electrical cabinets, transformers and other equipment (some of which is existing) will be screened as permissible within the constraints of the function of the equipment and the guidelines of service providers on or adjacent to non-dominant building surfaces, given the understanding that all building elevations are to be designed in accordance with the architectural design requirements of these standards.
  - xiii.** Required amenities from the list provided in the South Salt Lake City Residential Design Standards are to be provided as follows:

    - Unit Features – 6
    - General amenities – 6
    - Recreation amenities – 2
    - Energy Efficiency Enhancements - 3
- a. Commercial Retail Buildings.** The Commercial Retail building type is allowed in the 2100 South Street and State Street Frontage Subdistricts and is designed for small and moderate scale commercial, retail, and restaurant uses that typically accompany large format retail, housing, and other uses typically found in mixed use centers. The building type provides convenient automobile access from the thoroughfare, while minimizing the negative impacts of parking lots upon the pedestrian. Commercial retail buildings may be freestanding structures intended for use by a single tenant or may be multi-tenant buildings. Commercial retail buildings are typically in a multiple-building development, or on outparcels adjacent to large format retail buildings. The layout, orientation, setbacks, and materials intended for use for commercial retail buildings are regulated below and as indicated in the Building Elevation Exhibit of the MPBE.

- ii. **Orientation.** New commercial retail buildings will be oriented to create quality streetscapes and connected pedestrian pathways within the development. The anticipated orientation of commercial retail buildings is indicated in the “Building Elevation” Exhibit of the MPBE.
- iii. **Materials.** Primary materials shall consist of glass, integral color CMU, metal panel, tile, metal, cementitious fiber board, or materials of similar quality and durability. EIFS may be used up to 75 percent of non-glass areas. An approved palette of materials is referenced in the “Building Elevation” Exhibit of the MPBE.
- iv. **Primary Facades.** Primary facades on structures using the commercial retail building form shall incorporate a building canopy, awning, or similar weather protection along the building’s principal public entrance, projecting at least four feet from the façade. In addition, primary facades incorporate visually prominent building entrances through the use of at least one of the following features:
  - a. Secondary roof structures, or a parapet roof with transitions, used to accent the principal public entrance.
  - b. Outdoor pedestrian features such as seat walls and landscaping, or permanent landscaped planters with integrated benches.
  - c. Architectural detailings such as tile, metal, stone, precast or cement board work and moldings integrated into the building structure.
- v. **Secondary Facades.**
  - a. All secondary facades that face State Street shall include a similar level of architectural detail and treatment consistent with the primary façade. Secondary façade walls shall include either a window, a functional doorway, or another architectural detail to match the architectural articulation of the primary façade.
  - b. All secondary facades facing other access roads may include a reduced level of architectural detail and treatment consistent with the primary façade.
- vi. **Windows.** Commercial Retail Buildings shall comply with the following window requirements:

- a. All street level windows within 20 feet of the principal pedestrian entrance of a multi-tenant building shall be visually permeable.
  - b. Front façade walls shall include a window or functional general access doorway per the following standard:
    - 1. Every 24 feet for structures of 40,000 square feet or less in size; and
    - 2. Every 40 feet for structures larger than 40,000 square feet in size.
- vii. **Roofs.** Commercial retail buildings shall have a flat roof with parapet walls. Parapet walls should feature transitions and articulation to match the architectural articulation of the primary façade. All rooftop equipment shall be screened from view from all streets, parking areas, and drive approaches.
- viii. **Side and Rear Loading and Service Areas.** Loading, service, and equipment areas shall be located in a manner that minimizes their visibility from drive approaches and streets. Loading, service, and equipment areas shall be screened through the use of architectural elements and materials that reduce their visibility.
- ix. **Drive Through Facilities.** Drive through facilities, where permitted as accessory uses associated with commercial retail buildings shall include a canopy or roof that is architecturally integrated with the building and that mirrors the roof form of the primary structure. Drive-through windows are not permitted on facades that face State Street.

## 6. Permitted Land Uses

| Land Use Categories  | ANCHOR TENANT | 2100 SOUTH / STATE STREET FRONTAGE | TRANSIT DISTRICT |
|--|---------------|------------------------------------|------------------|
| Alcoholic Beverage, Class B License – on premise                       |               | P <sup>1</sup>                     |                  |
| Alcoholic Beverage, Class C Tavern                                     |               | C <sup>1</sup>                     |                  |
| Art Gallery  |               | P                                  |                  |
| Art Studio   |               | P                                  |                  |
| ATM, Kiosk, Vending Machine - Self Service, Interactive, Outdoors      |               | P <sup>2</sup>                     |                  |
| Bakery, Neighborhood   |               | P                                  | P                |
| Barber Shop, Beauty Salon  |               | P                                  | P                |
| Condominiums   |               | C                                  | C                |
| Dance Studio   |               | P                                  |                  |
| Day Care, Child Commercial   |               | P                                  |                  |
| Day Spa  |               | P                                  |                  |
| Drive-Up Window (non-food), Banks, ATM's, Dry Cleaners, Pharmacy, etc. |               | P                                  |                  |
| Dry Cleaning and Laundromat  |               | P                                  |                  |
| Financial Institution  |               | P                                  |                  |
| Fitness, exercise Center   |               | P                                  |                  |
| Medical, Dental and Health Care Offices, On-site                       |               | P                                  |                  |
| Multi-Family Complexes Greater than 50 Units                           |               | C                                  | P                |
| Office, General / Professional   |               | P                                  | P                |
| Pharmacy   |               | P                                  |                  |
| Printing, Copy Stores  |               | P                                  |                  |
| Restaurant, Sit Down   |               | P                                  | P                |
| Restaurant, Drive-Up Window  |               | P                                  |                  |
| Retail Merchandise, Stores, Accessory                                  |               | P                                  | P                |
| Retail or Wholesale Merchandise Stores, General                        | P             | P                                  |                  |
| Retail or Wholesale Merchandise Stores, Neighborhood                   |               | P                                  |                  |
| Solar Utilities  |               | P <sup>3</sup>                     | P <sup>3</sup>   |
| Tailoring Shop, Commercial   |               | P                                  |                  |

**Table Reference Requirements.**

1. **Alcohol Beverage Classes.** See Title 5. Class C Taverns are subject to restrictions and regulations through the conditional use permit application process and licensing ordinances as found in Title 17.09. Such facilities may not be located any closer to residential zones than six hundred (600) feet as measured at the closest property lines, except that where State Street intercedes between the tavern use and a residential zone, a reduction in the distance separation may be considered in the conditional use approval process by the designated land use authority.
2. **ATM, Kiosk, Vending Machine.** Any ATM, kiosk or vending machine must not interfere with or cause difficulty in the safe movement of pedestrians. Machines must be located next to a main building on the property and located in a manner such that when customers are lined up to use the service they will not have to wait in vehicle drive isles or parking areas. Machines shall not be located in landscaped areas, create a public nuisance or be a hazard to public safety
3. **Solar Utilities. See 17.17.020**
7. **District Sign Standards.** Sign locations and details are found in Site Signage Exhibit of the MPBE. Signage shall comply with the requirements of the South Salt Lake Municipal Code, except as provided for in this section and in the exhibits. Signage should be consistent with the theme and unity section in the building design standards. Internally illuminated cabinet wall signs are prohibited, except to display a logo or individual alphanumeric characters.
8. **District Landscaping Standards**
  - a. A concept landscape plan for the district is included in Landscape Area Exhibit of the MPBE. The landscape plan is illustrative in nature. Tree and plant spacing may vary depending on the location of existing utilities and other site conditions.
  - b. Transit District Landscape Standards:
    - i. Multifamily open space areas are to be landscaped with a combination of trees (2" minimum caliper), shrubbery, lawn, groundcover, plaza paving, and mulching. Street trees are to be spaced at 30' on center on average. Ornamental open space trees are to be planted at a rate of not less than 15 trees per open space acre. The tree species are to be selected from the following pallet:

**1. Street Trees:**

- a. Green Ash
- b. Linden
- c. Honey Locust
- d. Zelkova
- e. Tatarian Maple

**2. Ornamental Open Space Trees:**

- a. Red Bud
- b. Crab Apple
- c. Flowering Pear
- d. Columnar Spruce

**9. Street Furnishings, Lighting and Fixtures.** The Crossing Development will include high-quality street furnishings, lighting, and fixtures. The Landscape Area Exhibit of the MPBE illustrates the style and level of quality of the street furnishing, lighting, and fixtures to be installed in the development.

**10. District Parking and Access Standards.** Parking and access requirements established in Section 17.27 of the South Salt Lake Municipal Code will apply, unless indicated otherwise as follows. Pedestrian access to each subdistrict within the development shall be provided by pedestrian pathways connecting parking lots, public rights of way, principal public entrances of each building, and adjacent public trails and transit.

- a. **Parking for Retail Uses.** Parking for retail uses shall be provided at a standard ratio of 4 parking stalls per 1,000 square feet of gross floor area.
- b. **Parking for Urban Style Multifamily.** Parking for Urban Style Multifamily will be in the form of an access controlled multilevel-parking garage incorporated in the overall residential apartment building. This site is located with direct adjacency to a streetcar station and will attract a large number of public transit users as a resident base. As Transit Oriented Development has occurred in the Salt Lake Valley, the parking pattern has become predictable with actual quantities of parking demand measured at successful projects. The results are consistent in terms of the number of stalls needed per unit based on bedroom quantities. Demonstrated resident parking demand in projects of similar unit mix (bedroom quantities) has resulted in utilization of less than .75 stalls per bedroom and .95 stalls per unit.

Predicated parking demand per bedroom = 0.71 cars per bedroom  
Predicted parking demand. per unit = 0.95 stalls per unit

The number of stalls required to satisfy the multifamily use for this site is:

1 per unit (stalls to satisfy demonstrated demand plus additional stalls for extraordinary circumstances)

0.2 stalls per unit available for resident rental and guest parking

**Total requirement – 1.2 stalls per unit**

The parking reduction strategies that are to be implemented for this site include:

**Encouragement of bike ridership:** There are to be 1 bicycle parking space for each 5 units. 75% of the bicycle parking will be in the form of access controlled tenant use only stalls contained within the parking garage with the remainder adjacent to sidewalk and pedestrian nodes. Also, bike repair and bike wash facilities are to be provided for the use of the multifamily residents.

**Encouragement of Streetcar usage:** The planning of the project is to create a primary building entrance with direct access to the streetcar station. Additionally a publically accessible weather protected area is to be integrated into the multifamily building directly adjacent to the streetcar station platform. This area is to be landscaped with paving and planting materials and is to include site furnishings designed for comfortable use.

**Pedestrian/Bicycle Rider Connectivity:** The street improvements are to include “complete street” elements as depicted in the street sections. These elements include appropriate sidewalk widths; landscaping, a dedicated bike lane located along Central Pointe Place, and connectivity to community and neighborhood nodes.

Additionally, an appropriate number of stalls for management and leasing functions will be located proximate to the business office for the apartments.