

SOUTH JORDAN CITY CITY COUNCIL REPORT

Meeting Date: 06/06/2023

Issue: **SJC TOWNHOMES @ REDWOOD
REZONE AND DEVELOPMENT AGREEMENT**
Rezone from A-5 (Agricultural, minimum 5 acre lot) and R-2.5 (Single-family residential, 2.5 lots per acre) to R-M-PD (Residential-Multiple-Planned Development Floating Zone) Zone

Address: 11147 S. Redwood Rd.
File No: PLZBA201900236
Applicant: Brian Adams, Civil Science Inc.

Submitted by: Damir Drozdek, Planner III
Jared Francis, Senior Engineer

Presented by: Steven Schaefermeyer, Director of Planning

Staff Recommendation (Motion Ready):

1. Development Agreement—I move that the City Council **approve** Resolution R2023-25 authorizing the Mayor to sign the development agreement.
2. Zone Change—I move the City Council **approve** Ordinance No. 2023-03-Z approving the proposed zone change.

ACREAGE:	Approximately 2.5 acres
CURRENT ZONE:	A-5 (agricultural, min. 5 acre lot) Zone and R-2.5 (single-family residential, 2.5 lots per acre) Zone
CURRENT USE:	Vacant and unimproved land
FUTURE LAND USE PLAN:	MU (Mixed Use)
NEIGHBORING ZONES/USES:	North – MU-V / Multi-family along Redwood Rd. and single-family homes along Beckstead Ln. South – P-O / Stillwater Academy (Residential treatment center for teens) West – A-5 and R-1.8 / Redwood Rd. East – R-5 / Single-family homes

STANDARD OF APPROVAL

1. REZONE:

The rezoning of property may not be considered if the proposed zoning does not conform to the general plan. The following guidelines shall be considered in the rezoning of parcels:

- A. The parcel to be rezoned meets the minimum area requirements of the proposed zone or if the parcel, when rezoned, will contribute to a zone area which meets the minimum area requirements of the zone.
- B. The parcel to be rezoned can accommodate the requirements of the proposed zone.
- C. The rezoning will not impair the development potential of the parcel or neighboring properties.

(City Code § 17.22.020)

BACKGROUND:

The applicant is requesting a zone change to develop a mixed-use project on property located at 11147 S. Redwood Rd. The parcel is situated between Redwood Rd. on the west and Beckstead Ln. on the east. The north boundary abuts One Eleven townhomes and Beckstead Ln. PUD single-family subdivision development. Stillwater Academy is located to the south of the property, and there is a ½ acre vacant parcel located to the southeast of the property.

The project proposes two commercial buildings on Redwood Rd. that are 30-feet tall single-story buildings with a mezzanine level. The building exteriors will consist of mostly a thin brick veneer and some stone or faux stone veneer system. Each building will have approximately 6,000 sq. ft. of space. Most of the space will be dedicated to warehouse uses and some will be preserved for office space. Between the two buildings, there will be 12,000 sq. ft. of commercial space.

21 townhomes are proposed for the remainder of the project. The townhomes will be three stories and will be slightly less than 35 feet tall, with some interior units having stairwells that approximately three and one-half feet taller than the roofline (the elevations are attached to this report and the development agreement). The exterior materials on the buildings will include fiber cement siding, stucco and brick veneer. The buildings are not anticipated to have basements. The first floor will consist of mostly garage space, with a main living area and kitchen on the second floor, and bedrooms on the third floor.

There will be access to the project off both Redwood Rd. and Beckstead Ln. All roads and alleys within the project will be private. A main drive and sidewalk through the project will connect the adjacent commercial and residential uses. All fencing, landscaping and public and private improvements will be done per City Code.

Parking for the commercial buildings will be located on the west side of the project. There will be 24 parking stalls located immediately in and near the vicinity of the two buildings. The 21 townhomes in the project will each have a two-car garage and two-car driveway in front of the garage. Based on the number of units and bedrooms in each unit, the City Code mandates at least 52 parking stalls. Between garage space and the driveways, there are 83 parking spaces. This calculation includes a two-car garage space plus a two-car space in each driveway behind the townhomes.

The applicant submitted the application in 2019 but then put it on hold. Since that time there have been many iterations of the project that were discussed with staff, and applicant agreed to lower the density of the project during those discussions. As required by the Planned Development Floating Zone, the applicant first discussed the project with the City Council during its work session in August 2022. In an effort to refine the project further, the applicant returned to the City Council in October 2022 and again in November 2022. During this period the applicant lowered the density of the project further from 8.5 units per acre to 8.1 units per acre, added a tot lot, and changed other aspects of the concept plan. After the November 2022 work session, the applicant began working with an architect to provide the required renderings for both the commercial buildings and the townhomes.

Development Agreement:

The proposed land use change and rezone requires the applicant to enter into a development agreement approved by the City Council. Approval of the proposed PD Floating Zone and development agreement will allow the underlying zone to be modified to accommodate development that may incorporate design elements and a mixture of uses that represent a significant improvement in quality over what could otherwise be accomplished by the underlying zone. The proposed development agreement includes general requirements for the development and terms addressing items such as site layout, architecture, amenities and circulation that are more than what is generally required by City Code for rezone applications. The development agreement is attached to this report and includes terms addressing the following:

- The project will be built according to the concept plan and elevations (attached to this report).
- All roads within the project will be privately owned and maintained.
- The project's fencing, landscaping and all public and private improvements will be constructed per City Code requirements.
- All necessary public right-of-way will be dedicated according to the City Code and City engineering standards.
- There is a shared parking between the commercial and residential uses.
- Commercial buildings will be no taller than 30 feet. Exterior building finishes will consist of a thin brick veneer and some stone or faux stone veneer.
- Townhomes will be three story buildings that will be no taller than 35 feet, except that stairwells to rooftops decks can bring the height of those units up to 40 feet. Exterior building finishes will include fiber cement siding, stucco and brick veneer.
- The applicant must present final architectural elevations and building materials to the Architectural Review Committee for its review and approval.

- The applicant will complete the tot lot before the City issues certificates of occupancy for the two adjacent buildings or the developer provides the City an improvement bond.
- Allowed uses in two commercial buildings will be subject to the regulations of the Commercial-Community Zone, including the addition of “Business Support,” “Office/Warehouse Flexible Space,” and “Wholesale and Warehouse” as permitted uses, with all uses being conducted wholly inside the building and no outside storage. All uses, whether permitted or conditional in the C-C Zone may only be established if they can demonstrate that the available parking is sufficient based on the required parking ratios of City Code § 16.26.

PLANNING COMMISSION RECOMMENDATION:

On May 9, 2023, the Planning Commission voted to recommend approval of the application by a vote of 3-2 (Commission Chair, Michele Hollist and commissioner Bevans, voted against recommending approval to the City Council). The two commissioners that voted against making a positive recommendation of the application were concerned with:

- the project density;
- the townhome building height;
- insufficient pedestrian connections within the project;
- location of the north access road (too close to existing residential properties to the north); and
- lack of parking, more specifically lack of guest parking.

After the Planning Commission meeting the applicant made some changes to the concept plan and clarified a few things in response to the Commission’s concerns, which are listed below.

- Townhome building height – the proposed underlying zone allows buildings to be up to 35 feet tall. The townhomes are under 35 feet high when measured to the roof parapet. The only structure that extends beyond 35 feet are the rooftop access stair enclosures on interior units, which are less than four feet above the 35-foot limit.
- North drive access – the applicant believes this to be the best location for access off Beckstead Ln. and the access meets all City engineering standards, including the “clear vision” standards. The alternative would be to have a straight road with no bend between Redwood Rd. and Beckstead Ln., and to move some of the townhomes to be adjacent to existing detached single-family homes.
- Parking – the parking provided meets the City Code requirements. Additional residential parking will be provided after the regular business hours on the commercial side of the project. If needed, additional parking could be provided along the north private drive in certain areas.
- Pedestrian access – the applicant changes the concept plan to include a sidewalk between Redwood Rd. and Beckstead Ln. on the south side of the private drive.

STAFF FINDINGS, CONCLUSIONS & RECOMMENDATION:

Findings:

- As required by the PD Floating Zone process (*see* City Code § 17.130.050.020.A.1), the project was last reviewed at a City Council study session meeting on November 15, 2022. Based on that discussion, the applicant chose to move forward with the proposal and negotiate development agreement terms with City staff and the City Council.
- The application meets the rezone standards of approval of the City Code.
- Currently the applicant is proposing to subdivide the townhome portion of the project so that individual units may be owner-occupied.
- The required development agreement provides predictability for how the property will look and be used. Any major changes to the agreement will require further approvals and a modification of the development agreement by the City Council.
- The “Mixed Use Opportunity - (MU)” land use designation is defined in the General Plan as follows: “Mixed Use Opportunity identifies areas that are currently either undeveloped or underdeveloped and adjacent to Economic Centers. The intent is to elevate these areas from single land uses to an integrated mix of commercial, retail, office, residential, and light industrial land uses. Mixed use opportunity supports both horizontal and vertical mix of uses and shall result in walkable areas that are activated with employees during weekdays and residents, restaurants, and entertainment during evenings and weekends.”
- The project will meet the following strategic priorities:
 - ED-1. Expands, attracts and retains a diverse mix of high quality employers to contribute to the community's economic sustainability and offer opportunities for employment.
 - BRE-2. Implements ordinances and policies that encourage quality community growth and development.

Conclusion:

Based on the findings, the Application is consistent with the goals and policies of the General Plan and the City’s Strategic Priorities.

Recommendation:

Based on the findings and conclusion listed above, Staff recommends that the City Council take comments at the public hearing and **approve** the application, unless, during the hearing, facts are presented that contradict these findings or new facts are presented, either of which would warrant further investigation by Staff.

FISCAL IMPACT:

- A fiscal impact analysis table and graphics are attached to the report.

ALTERNATIVES:

- Approve an amended application.
- Deny the application.
- Schedule the application for a decision at some future date.

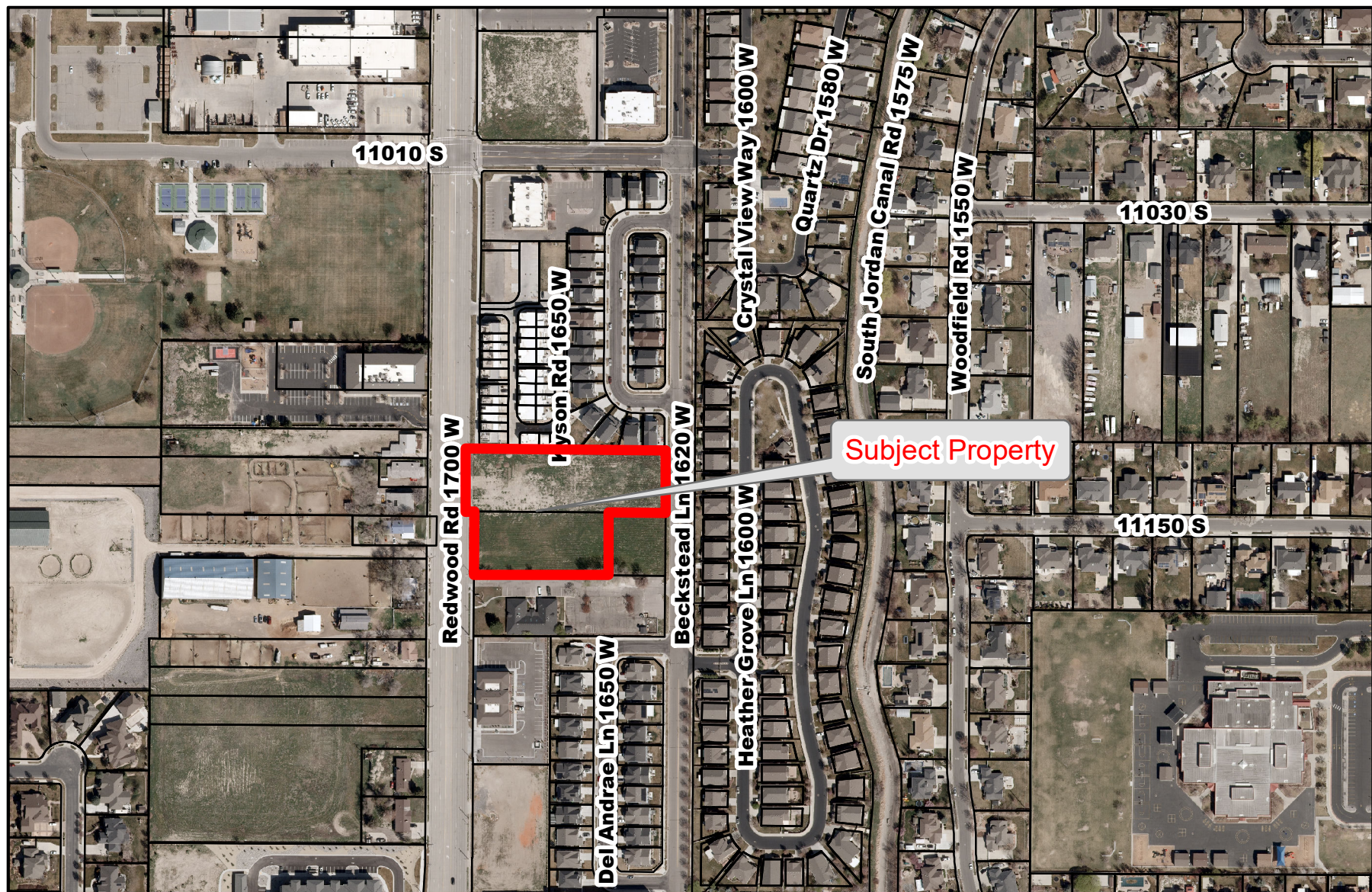
SUPPORT MATERIALS:


- Aerial Map
- Future Land Use Map
- Zoning Map
- Building Elevations
- Site Plan
- Infrastructure Analysis
- Fiscal Analysis
- Resolution R2023-25 and the Development Agreement
- Ordinance 2023-03-Z
 - Exhibit 'A' – Zoning Map

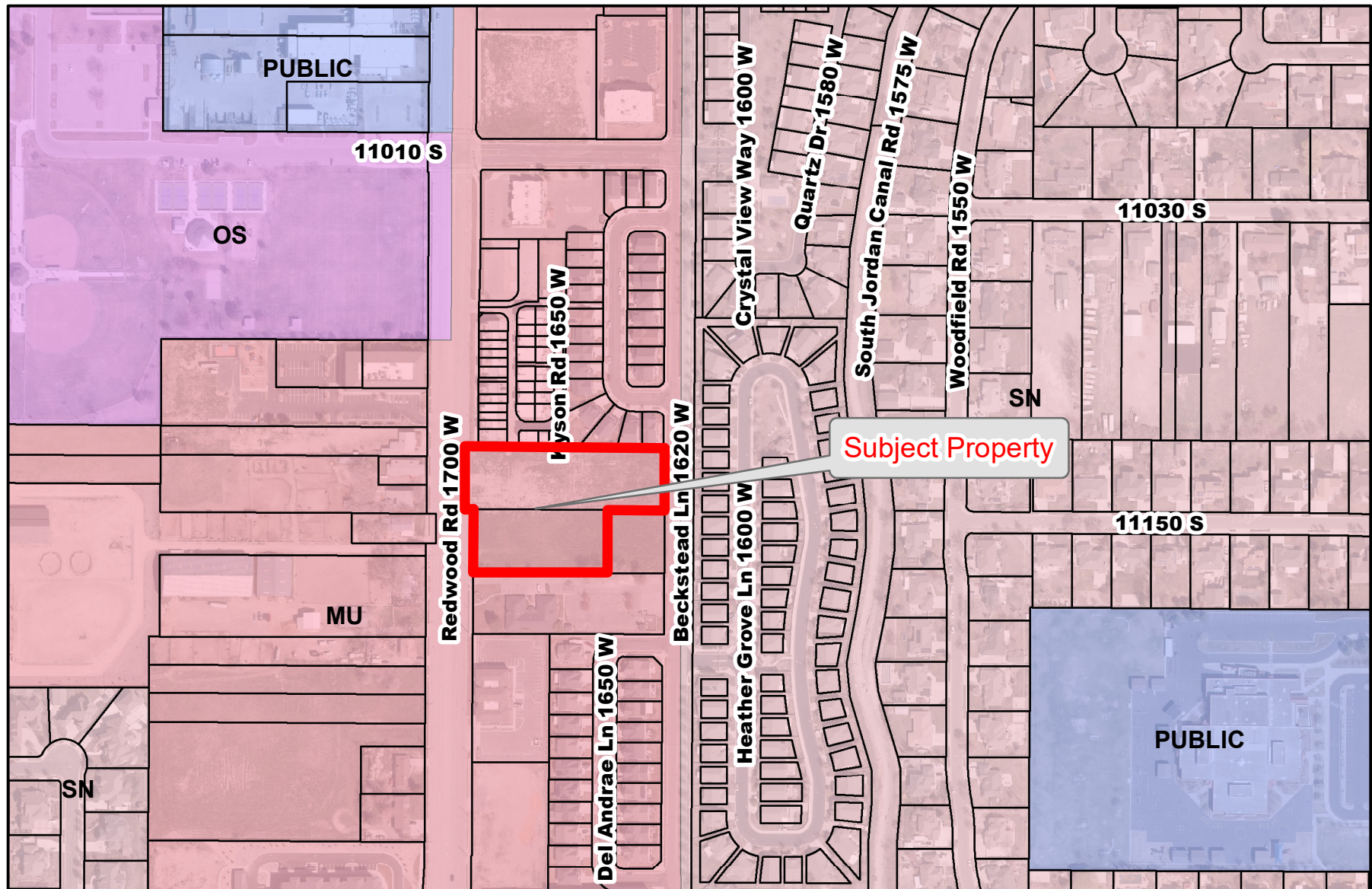
DEPARTMENT APPROVAL

Damir Drozdek, AICP
Planner III, Planning Department

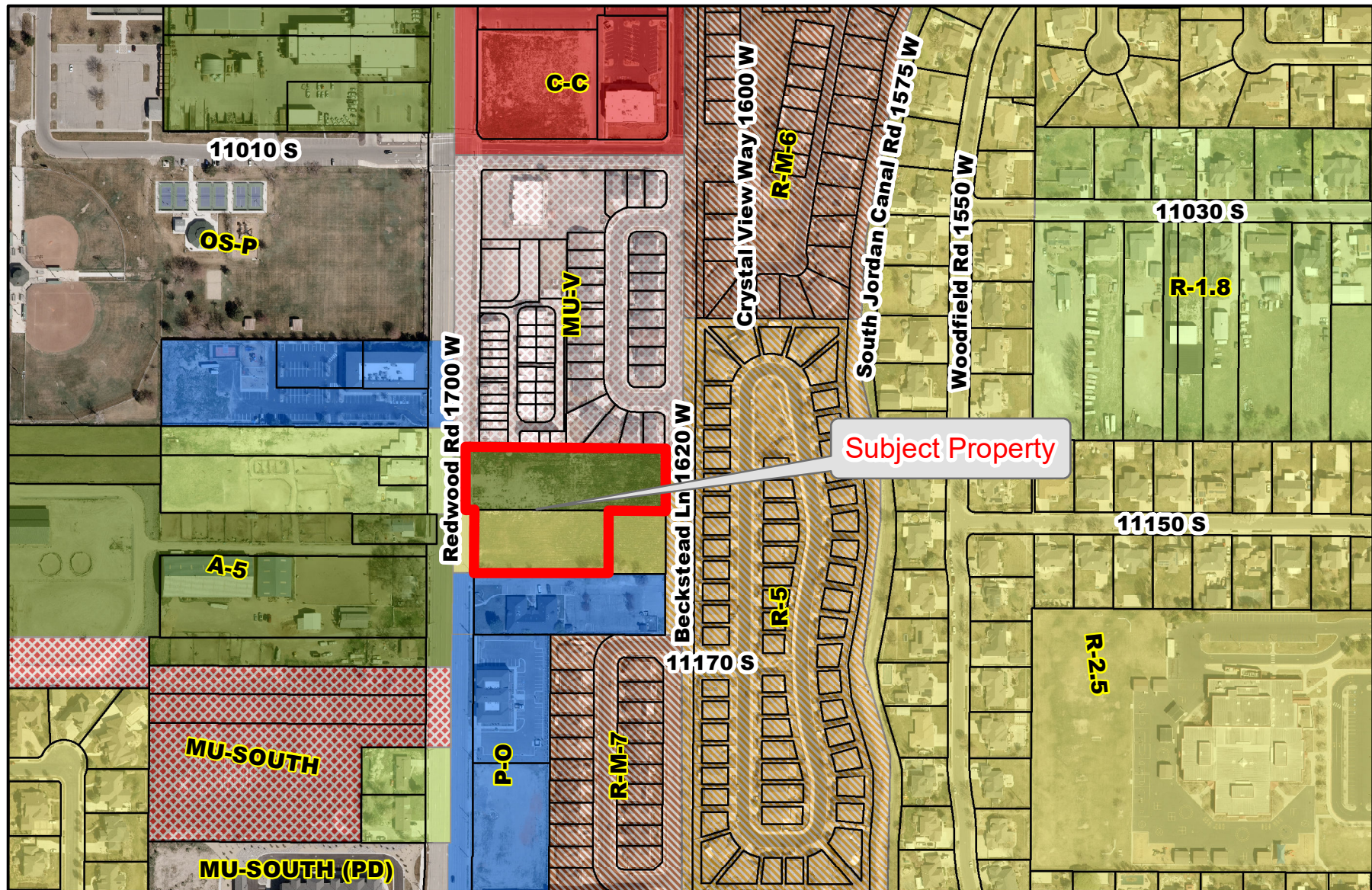
Steven Schaefermeyer
Director of Planning




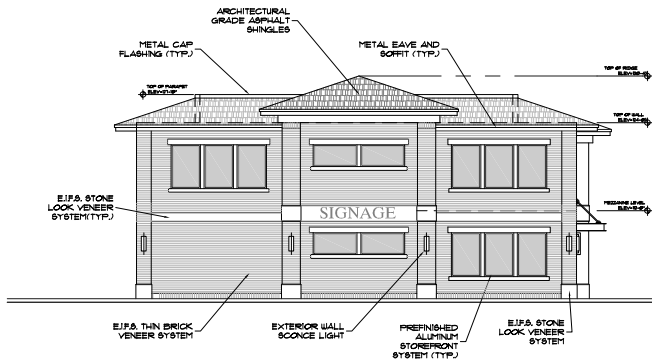
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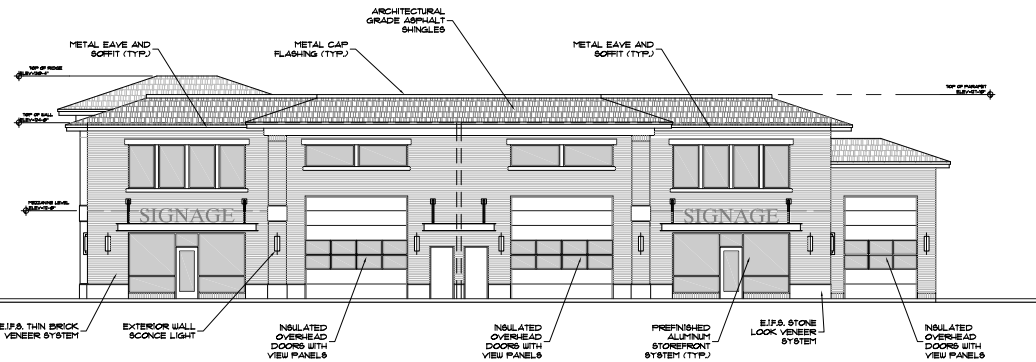
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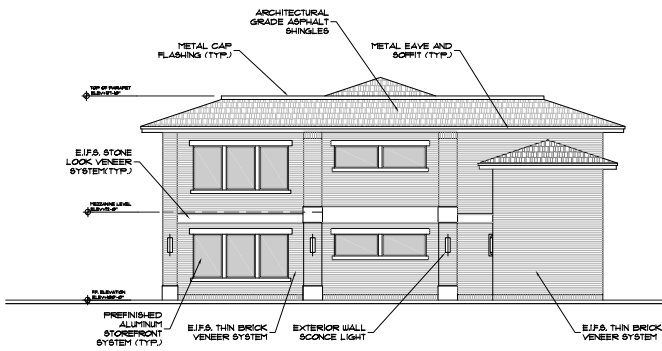
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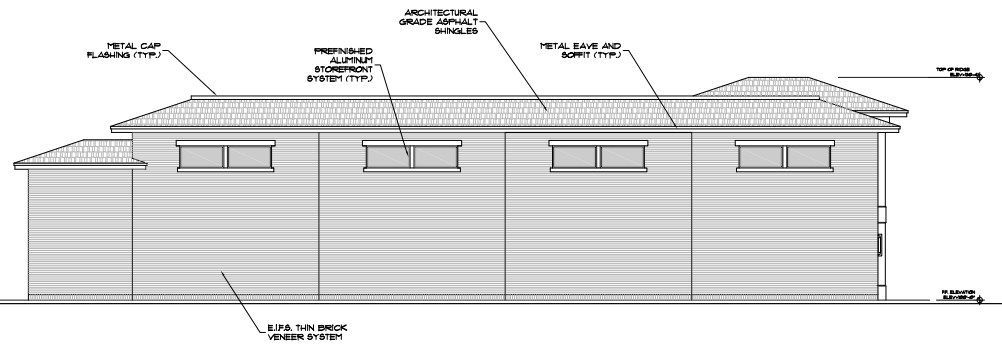
1 FLEX-SPACE BUILDING - WEST ELEVATION
A201 SCALE: 1/8" = 1'-0"



2 FLEX-SPACE BUILDING - SOUTH ELEVATION
A201 SCALE: 1/8" = 1'-0"



3 FLEX-SPACE BUILDING - EAST ELEVATION
A201 SCALE: 1/8" = 1'-0"



4 FLEX-SPACE BUILDING - NORTH ELEVATION
A201 SCALE: 1/8" = 1'-0"

PRINTED DATE
03.24.2023

LAYTON DAVIS
ARCHITECTS

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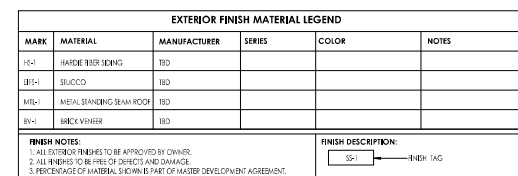
CHRONOLOGY

PROJECT NO
23.036

DWN BY/ CHK BY
CWL

TITLE
CONCEPTUAL
FLEX-SPACE
ELEVATIONS

24X36 SHEET #
A201



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SOUTH JORDAN TOWNHOMES

SOUTH JORDAN, UTAH

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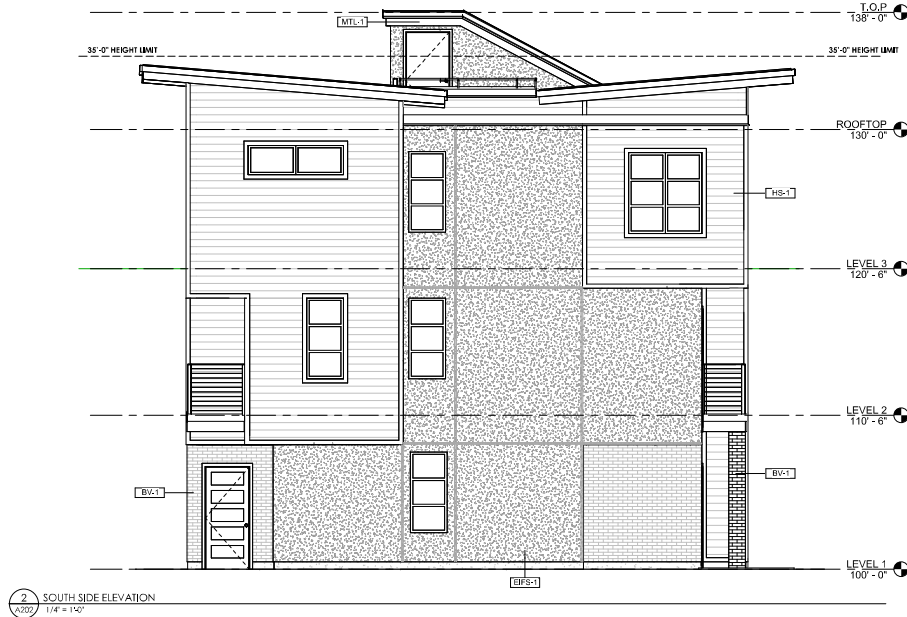
23.077

Author

TITLE
ELEVATIONS

24X36 SHEET #

A201



EXTERIOR FINISH MATERIAL LEGEND					
MARK	MATERIAL	MANUFACTURER	SERIES	COLOR	NOTES
HS-1	HARDIE BOARD SIDING	TBD			
BS-1	BRICK	TBD			
MTL-1	METAL STANDING SEAM ROOF	TBD			
BV-1	BRICK VENEER	TBD			
FINISH NOTES:				FINISH DESCRIPTION:	
1. ALL EXTERIOR FINISHES TO BE APPROVED BY OWNER.				5'-1" IN-HIGH TAG	
2. ALL FINISHES TO BE FREE OF DEFECTS AND DAMAGE.					
3. PERCENTAGE OF MATERIAL SHOWN IS PART OF MASTER DEVELOPMENT AGREEMENT.					



PROPOSED

PRINTED DATE

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SOUTH JORDAN TOWNHOMES

SOUTH JORDAN, UTAH

PROJECT NO.

23.077

DWN BY / CHK BY

Author

TITLE

ELEVATIONS

24X36 SHEET #

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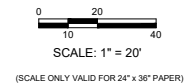
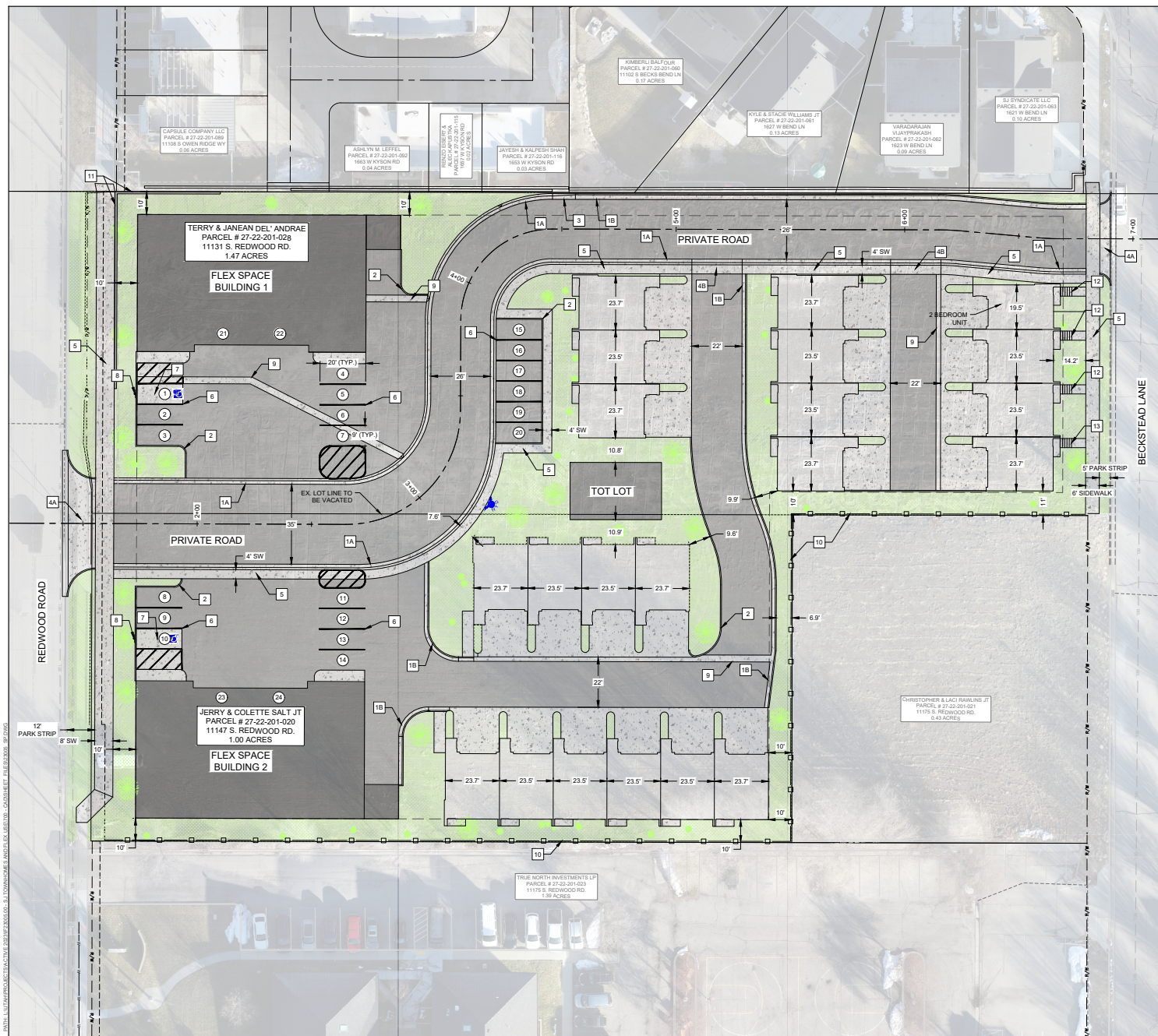
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LEGEND:

① PARKING STALL NUMBER

SITE WORK KEYNOTES:

1A	CONSTRUCT MOUNTABLE 30 INCH CONCRETE CURB & GUTTER (SEE AFWA PLAN 205.2)
1B	CONSTRUCT 30 INCH CONCRETE CURB & GUTTER (SEE AFWA PLAN 205.1)
2	CONSTRUCT 6-INCH BARRIER CURB (SEE DETAIL SHEETS)
3	10' CURB TRANSITION
4A	CONSTRUCT OPEN DRIVEWAY APPROACH
4B	CONSTRUCT DIP DRIVEWAY APPROACH
5	6-INCH CONCRETE SIDEWALK (SEE DETAIL SHEETS)
6	4-INCH WIDE PARKING STALL STRIPING - WHITE PAINT PER CITY OR UDOT STANDARDS
7	ACCESSIBLE PARKING STALL (SEE DETAIL SHEETS)
8	ACCESSIBLE PARKING SIGN (SEE DETAIL SHEETS)
9	CONSTRUCT 2-FOOT CONCRETE WATERWAY (SEE DETAIL SHEETS)
10	PROPOSED DECORATIVE MASONRY WALL
11	BOLDER RETAINING WALL (SEE DETAIL SHEETS)
12	CONSTRUCT 6 (7") STAIR RISERS.
13	CONSTRUCT 6 (6.5") STAIR RISERS.

PARKING SUMMARY:

TOWNHOMES:

UNIT TYPES: (20) 3 BEDROOM UNITS AND (1) 2 BEDROOM UNIT

PARKING REQUIRED FOR A 2 BEDROOM UNIT = 2
PARKING REQUIRED FOR A 3 BEDROOM UNIT = 2.5

TOTAL STALLS REQUIRED = $(1 \times 2) + (20 \times 2.5) = 52$ STALLS REQUIRED

STALLS PROVIDED =

- 2 BEDROOM UNIT = 2 CAR IN GARAGE AND 1 ON DRIVEWAY = 3 PER UNIT
- 1 2 BEDROOM UNIT = 1 CAR IN GARAGE AND 1 ON DRIVEWAY = 2 STALLS
- 3 BEDROOM UNIT = 2 CAR IN GARAGE AND 2 ON DRIVEWAY = 4 PER UNIT

= 20 x 4 + 80 STALLS

TOWNHOME STALLS PROVIDED = 80

6 ADDITIONAL STALLS WOULD BE SHARED WITH FLEX SPACE BUILDINGS
(STALLS #15 - #20)

TOTAL TOWNHOME STALLS PROVIDED = 89

FLEX USE BUILDINGS:

EACH FLEX BUILDING HAS 2 INTERNAL UNITS

TOTAL SF PER UNIT = 3,000 SF
- 725 SF OFFICE AND 2,275 SF WAREHOUSE

REQUIRED OFFICE PARKING = 1 STALL PER 500 SF = 24 STALLS
REQUIRED WAREHOUSE PARKING = 1 STALL PER 800 SF = 2 STALLS
TOTAL REQUIRED = 5.2 STALLS PER UNIT

GRAND TOTAL REQUIRED = 5.2 STALLS X 4 UNITS = 21 STALLS REQUIRED

TOTAL FLEX USE STALLS PROVIDED = 24 (INCLUDES 1 INTERIOR STALL PER UNIT

NOT FOR
CONSTRUCTION

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SITE PLAN

THE MIX AT SOUTH JORDAN SUBDIVISION
SOUTH JORDAN, UT

LAND USE AMMENDMENTS & REZONE DEVELOPMENT PROJECTS

INFRASTRUCTURE ANALYSIS

Project Name/Number	SJC Townhomes @ Redwood Rd. 11147 S. Redwood Rd.
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Planner Assigned	Damir Drozdek
Engineer Assigned	Jared Francis

The Engineering Department has reviewed this application and has the following comments:

Transportation: *(Provide a brief description of the access, transportation master plan and how this change affects Master Plan, condition/status of existing roadways. Determine whether a Traffic Study should be completed)*

The subject property will be accessed from Redwood Road on the west and Beckstead Lane on the east. The development will be required to install public right of way improvements along it's frontage on both roads, and dedicate public right of way as necessary.

Culinary Water: *(Provide a brief description of the water servicing the area, look into deficiencies, and determine if water modeling needs to be performed at this time, look at Water Master Plan and evaluate the change to the Master Plan)*

There is an existing City owned 8" water main on the east side of Beckstead Lane. On Redwood Road there is a City owned 8" water main at the northwest corner of the project and a 6" water main at the southwest corner. The project will be required to loop a water main through the development. Fire hydrants will be required on site as per City standards. A water model will be required as part of the preliminary subdivision submittals.

Secondary Water: *(Provide a brief description of the secondary water servicing the area, briefly look into feasibility)*

There does not appear to be a City owned secondary water system adjacent to the project. An engineer's cost estimate will be required during the preliminary subdivision review to determine if it's feasible per City code for the new development to provide a functioning secondary water system.

Sanitary Sewer: *(Attach letter from South Valley Sewer stating that this zone/land use change does not affect service and that any future project can be serviced by the District)*

There is a sewer main in Redwood Road and another one in Beckstead Lane. Based on the general slope of the project there will most likely need to be a sewer main extension from Beckstead Lane. Sewer main design and connection requirements will be determined by the South Valley Sewer District.

Storm Drainage: *(How will this area be serviced for storm drainage, kept on site, Master Storm Plan, etc. any other issues with drainage)*

In order to comply with State and City guidelines, the proposed development must retain on site, through use of approved low impact development devices and best management practices, all rainfall events less than or equal to the 80th percentile rainfall event. For storm events greater than the 80th percentile, the additional storm water must either be retained on site or discharged into an approved storm drain system. There is an existing public storm drain system in Beckstead Lane, however the capacity is very limited. The project may be required to retain all storm water runoff on site. There is a UDOT storm drain system in Redwood Road, but given the existing grade of the project it is unlikely the UDOT system would be an option.

Other Items: *(Any other items that might be of concern)*

Report Approved:

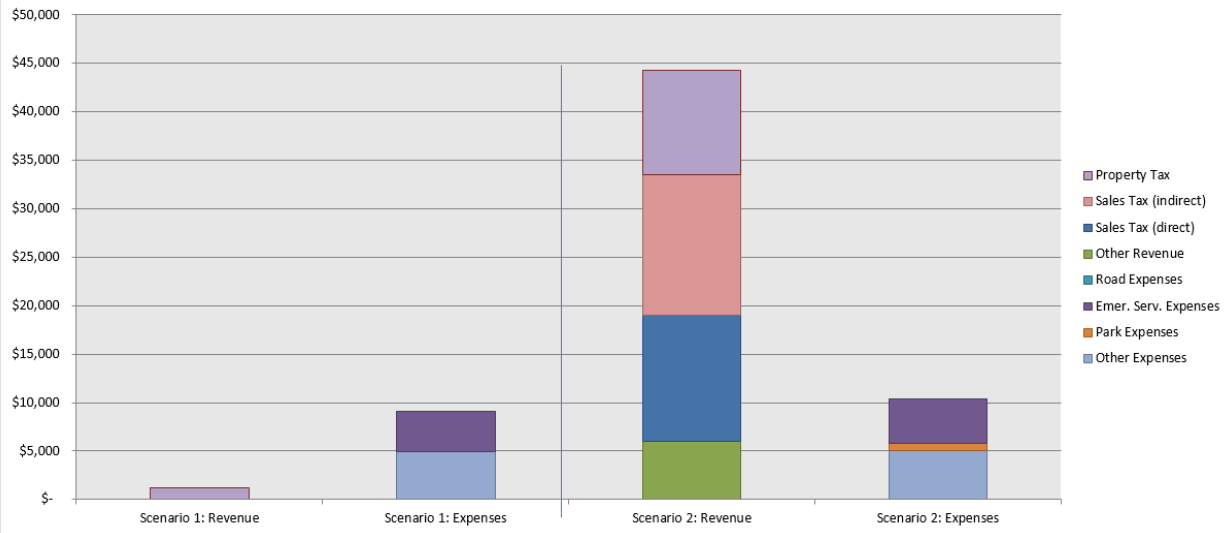

Development Engineer

5/2/23
Date


Brad Klavano, PE, PLS
Director of Engineering Services/City Engineer

5/2/23
Date

Annual General Fund Impact



Project Analysis

Project: SoJo Flex 11111 S Redwood Rd Townhomes

May 3, 2023

Scenario Descriptions

Scenario 1: No Change - R-2.5 & A-5

No Change - Residential R-2.5 (1 acre)
& Agriculture A-5 (1.47 acres)

Financial Summary by Scenario

Direct Impact (General Fund)	No Change - R- 2.5 & A-5	R-M(PD)
Revenue	\$ 1,245	\$ 29,781
Property Tax	\$ 1,245	\$ 10,784
Sales Tax (direct)	\$ -	\$ 13,000
Other	\$ -	\$ 5,997
Expenses	\$ 9,047	\$ 10,401
Roads	\$ -	\$ -
Emergency Serv.	\$ 4,058	\$ 4,658
Parks	\$ -	\$ 720
Other	\$ 4,989	\$ 505
Total	\$ (7,802)	\$ 19,380
Per Acre	\$ 503.94	\$ 8,160.64
Per Unit	\$ -	\$ 922.85
Per Person	\$ -	\$ 313.64

Indirect Impact

Potential Retail Sales	\$ -	\$ 1,464,837
Sales Tax (indirect)	\$ -	\$ 14,476

*Other Revenue - Includes Permits, Licenses, Motor Vehicle Tax, Energy Sales & Use Tax, Telecommunications Tax, and Cable Franchise Tax.

** Other Expense - Includes all other General Fund Expenses excluding Roads, Emergency Services, and Parks.