

Minutes of the Design Review Committee meeting held on September 26, 2019, at 5:30 p.m. in the Murray Public Services Building Conference Room, 4646 South 500 West, Murray, Utah.

Present: Andy Hulka, Vice Chair  
Ray Black  
David Hunter  
Mo Meyers  
Jared Hall, Community Development Supervisor  
Zac Smallwood, Associate Planner  
Doug Hill, Chief Administrative Officer  
Jesse Allen, GSBS Project Manager  
David Garce, GSBS Landscape Architect  
Janice Strobell, Resident  
Brent Barnett, Resident

Excused: C.J. Kulp, Chair

Mr. Hulka welcomed all to the meeting.

### 1. APPROVAL OF MINUTES

Mr. Hulka made a motion to approve the June 27, 2019 minutes as discussed. Seconded by Mr. Meyers.

The minutes were approved unanimously (4-0).

### 2. CONFLICT OF INTEREST

There were no conflicts of interest.

### 3. MURRAY CITY CORPORATION – 10 East 4800 South– Project # 19-079

Jared Hall reviewed the location and request for a Certificate of Appropriateness to allow construction of a municipal building located on the property addressed 10 East 4800 South in the MCCD (Murray City Center District). The item was continued from the June 26, 2019 MCCD Design Review Committee meeting. The 5.5 acres owned by the Murray City Redevelopment Agency consists of 25 individual properties which will eventually include a subdivision and road dedication. Mr. Hall explained that changes were made to the Public Square area, connectivity for pedestrians on the west side of the building and near the Sally Port and the revised site plans have been submitted for review tonight. Mr. Meyers asked where the improved connectivity will be located on the west side of the building. Mr. Hall explained that several pedestrian paths have been added through the parking lot which will make it easier to move through the site on foot. Mr. Meyers asked how pedestrian access across 5<sup>th</sup> Ave. is designated. Mr. Hall explained that we have added additional access from the building towards the patio area and a natural crossing for Hanauer Street to the site. Designated crossing is lacking on 5<sup>th</sup> and will be discussed and decided where we want to locate them during this meeting. The parking lots are viewed as place holders for future changes such as parking structures or other future projects and we need to keep some flexibility open for them. Staff is suggesting that a mid-block crossing should be placed at the north end of the parking lot that is located at the south end of the project across 5<sup>th</sup> Ave. to the plaza area. If that area does not work, then we may need to put it

across Hanauer Street. We also need to add wayfinding signage and a crosswalk that will lead people to cross in the same area. Mr. Meyers stated that he believes people will just wander and cross the street wherever they want, even with a designated crosswalk and suggested that we align the crosswalk with the main entrance to the building instead. Mr. Hall stated that because the building that belongs to the Fraternal Order of the Eagles comes right out to the sidewalk there is not a natural place to have a sidewalk. That area is a much narrower sidewalk, which is not ideal. We need to designate some type of crossing on 5th Ave tonight. A mid-block crossing for Hanauer Street towards the plaza or City Hall is planned as well. Because Murray City Code allows government buildings to have a wider setback, a bioswale has been placed in the setback area. Staff has suggested that the Bioswale be landscaped and turned into a demonstration garden. Because the building is multi-level people could look down to this area and see green plantings. This would combine the bioswale and the landscaping requirements. It would be helpful to have a demonstration garden located on our site especially when we are trying to convince developers in our City to do the same thing. Mr. Meyers stated that he is not sure that will be able to function as a bioswale except, only for roof run off. Mr. Hall stated that there may be a need for additional Bioswales on this site which will be determined in the future because the civil plans are not fully complete yet. The architects are the best to address those types of questions. Mr. Garce stated that we can start to identify where Bioswales might work but they may need to be moved in the future depending on what the City review determines. Mr. Allen stated that the project is planned to have a large storm retention system underneath the parking lot that will take most of the water. The bioswales will help but they are not the primary source of retention.

Mr. Hall stated that in the previous meeting it was suggested that public art be displayed on the blank walls of the new City Hall and the new plans identify where it should be located, and the type of art will be determined in the future. Mr. Hall reviewed the elevations and stated that the pilasters have been extended upwards to the next floor to create more of a presence for the masonry feature and public art. Also, some windows have been added and a few floor plan changes were made. Mr. Hall commented that it has been determined that using glass on the City Hall building that will extend to the ground, without using masonry as a border, is appropriate in the MCCD. Mr. Hall reviewed the floor plans and stated the Police Department will occupy half of the first floor with a grand corridor running down the center of the building and the other half of the building will have the Council Chambers, Finance, Human Resources and breakrooms. The second floor will have a continuation of the Police Department, Council Offices, and Community and Economic Development Department offices. The third floor will have the Mayor's, I.T., and Attorney's offices. Mr. Hall stated that the final items to be completed are that the Bioswale needs to be modified to include a demonstration garden, the midblock crossing location for 5<sup>th</sup> Ave., a frontage plan that shows what improvements are planned for the street frontages, and lighting plans.

Mr. Allen asked about condition number two and asked what specifically would need to be done to comply with the standards of Chapter 17.170. Mr. Hall replied that we need complete the outstanding plans and by addressing a completed plan for the Bioswale so that we can determine if it complies with the standards. Also, we need to have a full landscaping plan with planting details and the irrigation system. It is possible to comply with the standards, but we always include the condition to comply to ensure it is completed. Mr. Garce stated that the elevation plan shows a single panel across the bottom of the building

to be used as public art and wondered if it could be made into a multiple panel to create an opportunity for multiple pieces of art. Mr. Allen agreed and stated that they would like to commission an artist who would decide what the piece would look like within set parameters from Murray City. The hope is that the art would be three dimensional. Mr. Garce stated that he likes the idea of something other than a mural and he suggested that the piece could be done in bronze that would reflect the copper on the building. Mr. Allen stated he would like to leave the space as an empty canvas so the artist could really get their own sense of space and create something memorable.

Mr. Hulka asked for clarification about Hanauer Street not being part of this application and considered as a separate project. Mr. Hall answered that the improvements to Hanauer Street are going to be made at the same time as the City Hall project, but the street improvements are not being considered by GSBS. Hanauer Street improvements will be handled out of the Murray City Engineering Department but GSBS will be collaborating directly with the Murray City Engineering Department because they need to work together to determine the placement of the street trees, where the utilities will come in off of Hanauer Street, to determine if the grading is correct and to verify that the crossing from the east project is raised. Mr. Hulka asked if these items will come back to the DRC for verification or should we submit them now. Mr. Hall stated it would be best to submit Hanauer Street comments to Engineering. The direction we have been given is that, if the proposed right of way meets the basic standards of the MCCD then the Transpiration Team in Engineering will be handling it and we will work together to make sure our project meshes with the Hanauer Street project. Mr. Hulka stated that he would like to see if any bike lanes and paths are suggested. Mr. Hall stated that options are being kept open for the possibility of making this a one way street in the future and that Hanauer Street should accommodate on street parking and one bike lane on one side of the street. It will not accommodate a bike lane on both sides. Mr. Hulka asked if there is an option for an adjacent bike path located somewhere on City property. Mr. Hall stated that it has not been considered yet, but we do have space outside of the right-of-way on City property. We also must consider that we don't have control over some of the neighboring properties. It is more likely that this would work better when some of the abutting properties start to commit to this project. Mr. Hulka asked for more information on the possibility that a new building could be added to the east side of City Hall. Mr. Hall stated that it is too far out and there are too many variables to give any specifics on a future project because it would be private development. Ms. Strobell asked if she would be permitted to address the DRC. Mr. Hulka allowed the question. Ms. Strobell asked if the Townsend House is part of the project or if there is talk about it moving near the Murray Mansion. Mr. Hall replied that those ideas were mentioned in past plans, but it has not been included in the current plan. Mr. Hunter asked if the plan is still to put in park blocks further south as development comes in. Mr. Hall replied yes, it is still the plan and the Murray Mansion will stay where it is, and the park blocks will develop around it. Mr. Hulka asked if bike lanes will be included on 4800 South. Mr. Hall stated that he is not sure if bikes lanes will be added on both sides of 4800 south at this point. As the plan comes to the building permit process, we will have a better idea what the street widths will allow. Mr. Hulka stated that 4800 South is included on the Regional Active Transportation Plan the site plan requires us to have a certain amount of bike parking so we should have a dedicated bike lane to support it. Mr. Hall commented that it is the hope that we can provide bike lanes. We required the business across the street to install a bike rack as part of their site improvements and it filled up and they added more racks. If we can accommodate the bike lanes we will. The plan requires at least six

bike racks and the updated plan shows twelve.

Mr. Hulka wondered if the interior plan shows any extra rooms that may accommodate future growth of the City personnel. Mr. Garce replied that they have spent a lot of time with each City department and requested that they give information about how much future growth they anticipate. We believe at this time we have accommodated all the future growth that has been asked for. We have also included a large amount of storage space in these plans. Mr. Hulka asked what type of energy efficiency or sustainability measures will be used in the new City Hall. Mr. Allen stated that the project is designed to meet the High Performance Building Standards that the State of Utah has developed. The mechanical Engineers are working to design a high efficiency HVAC system, the City has hired a commissioning agent to test the building after it is built to ensure it is airtight and meets insulation requirements in order to exceed minimum code standards. Mr. Hulka asked if they are using any LEED Standards. Mr. Allen replied that we are not using LEED standards, but we are using the standards developed by the State of Utah that they use for all their projects. Mr. Garce added that the site will also be sustainable and use a high-efficient irrigation system, less lawn area, climatized, naturalized plant materials, compliance with compact car stalls, electric charging stations, bike racks, and permeable surfacing. Mr. Hulka wondered if solar panels will be used. Mr. Garce replied that the roof is being engineered to accommodate solar panels but they are not being used at this time. Mr. Hall stated that feed back from the Murray City Power Department has indicated that the use of battery technology is better to use because we are not able store solar power. Mr. Hulka thanked the GSBS team for all the hard work and plan changes that were submitted and agreed with the recommended conditions by Staff. Mr. Hulka wondered if it an option to ask for both crossings on 5<sup>th</sup> and on Hanauer. Mr. Hall agreed that we can ask for raised crossings at both 5<sup>th</sup> and at Hanauer. Mr. Allen stated that they will work with the Engineering Department to make sure that the suggested crossings work with their transportation goals for 5<sup>th</sup> Ave. Mr. Hulka suggested that we could at least get some crossing there now and if it needs to change in the future to align with the transportation goals it could. Mr. Hunter asked how busy we anticipate 5<sup>th</sup> Ave. to be. Mr. Hall explained that 5<sup>th</sup> Ave. will be the only mid-block street between 4800 South and Vine that will go all the way from State Street to Box Elder, it may not carry more than Box Elder. Mr. Garce stated that he feels that asking for a crossing here is out of the control of the design team since it is in the public right of way. It could be written that if Engineering is alright with a raised cross walk that they provide one. Mr. Hall asked the DRC if they would be alright with wording to suggest it be a mid-block, raised, crosswalk. The commissioners agreed. Mr. Meyers asked if Engineering has expressed any concern about the miss-alignment of the drive approach into the City Hall and the south parking lot. Mr. Hall stated that if there are any concerns from Engineering, they have not been discussed with him. The south parking lot will not be as heavily used because it is much further from the building than other parking lots. Mr. Hulka asked if the new intersections that are being created at both points on the new street will have stop signs or signals. Mr. Hall stated that at this point they are not being signalized but they could be in the future if we get heavy development and it would be dependent on future traffic studies. Mr. Hulka asked if the buffer on the west side of the fence could have added vegetation. Mr. Hall replied that there are a few residential properties at the corner, and we would consider a wall or additional vegetation. Mr. Hall added that the people who own those homes have reached out about potentially selling to the City, they are not anticipated to be their much longer. Mr. Hulka stated that he would rather see shrubs. Mr. Garce stated that the plan has trees shown and an indication

of lawn and shrubbery, which will be fence sized. Mr. Hulka stated that he feels we may want to change condition number five to say that we want both crossings, with a preference for raised where possible. Also, we should modify condition number six to state a recommendation to add bicycle improvements where possible and a strong preference for a bike lane on 4800 South. Mr. Hunter added that he feels that it would be appropriate to ask for the sketches to be submitted to the DRC for review as well. Mr. Hall stated that he will make the changes and add the new condition that were discussed. Mr. Meyer wondered if there might be an opportunity for children to add artwork inside the building. Mr. Allen stated that there is a long wall inside the building that has been designated for an art gallery, but the exact content that is intended has not been decided yet. Mr. Hulka asked if there will be a Museum inside the building. Mr. Hill stated that there is a feasibility study going on to see if we can possibly turn the Murray Mansion into a Museum. The Mansion is accessible now but there is the need for an elevator. Mr. Hulka wondered if there is a way to somehow communicate in a condition that the DRC is only comfortable with the parking lots if they are promised to be a park or recreation feature in the future.

Mr. Meyer added that the notes state we are over the maximum on parking. Mr. Hall agreed and stated that there is no way to guarantee that these will or won't turn into parking structures. You can't bind future Councils, but we can label the plans and talk about them as future parking lots that will become something else in the future if possible. Mr. Hulka stated that he preferred that the area to the east of City Hall becomes some type of amenity rather than a parking structure and that future parking structures should be located elsewhere. Mr. Hall stated that it can be suggested but, Staff would caution against it because we know so little about the potential of what the future develop may be on the future blocks. We may need to trust that whatever development comes in the area will show us what can become of that area. Mr. Hulka asked what type of thinking was behind the overflow parking area serving as a place holder rather than open space as a place holder. Mr. Hall stated that without that additional surface parking the project will fall below the minimum parking requirements. We have to wait for other users to come into the area to share the cost and use of structured parking with us. At some point we can overcome those cost prohibitions and build structured parking and get to potentially keep the park blocks if possible. There are so many moving parts to it, so we want to keep all options open. The Mansion will stay in open space which shows the Cities' commitment to keeping park blocks. The south maybe a better location for structured parking that the east side. Mr. Hulka asked for an explanation about how we calculated the parking at a maximum of 229 stalls and we are currently at 261. Mr. Hall explained that we only have the 261 stalls with the addition of off-site parking. Mr. Hulka stated that with the offsite parking we are still a little over and maybe we could give up one row of parking stalls to get additional green space or other amenities. Mr. Allen stated that if the houses to the west vacate we would have more opportunity for more parking or green space there. Mr. Smallwood stated that the site plan does not show any parking for the Mansion and the overflow parking lot would provide shared parking until we have the park blocks figured out in the future. Mr. Hulka stated that it makes sense however, you could park in any other of the parking areas provided and still get to the Mansion. Mr. Hunter stated that a compromise could be to give up one aisle of parking and still meet minimums. Mr. Hall stated that he could add that suggestion, but it is possible that the Planning Commission may view the parking as a good place holder, because the cost and maintenance of asphalt is not very high. Just to plant lawn without having a specific use would be costly to maintain. It is a good suggestion to add a recommendation to find a place to add more open space and less parking. Mr. Hulka

stated that he understands that we don't want to add green space just to add green space that nobody will visit, and then tear it out later. Mr. Hulka stated that the north exit onto Hanauer Street seems very close to the new intersection. If a car was to turn right, out the parking lot onto Hanauer Street, and then make the next right onto 4800 South seems very tight to maneuver. Mr. Hall commented that it does seem very tight. Mr. Meyer stated that if you are considering getting rid of extra parking stalls that this is where you would want to do it. Mr. Hall stated that Engineering has seen the plans, but he is unaware of how far along they have gotten into them or if they have concerns about this intersection. These are all good thoughts and they will be included in the recommendations to the Planning Commission. The recommendations from the DRC can be broad suggestions and when they go to the Planning Commission, they can narrow them down. Mr. Meyer added that he prefers asphalt surface parking masked by a row of trees instead of a large three story parking structure. Mr. Hall added that if we do put in a parking structure, we will landscape around it. Mr. Meyers asked who initiates amendment changes to the zoning guidelines. Mr. Hall stated it could be the DRC or anybody. Mr. Meyers stated that the building design guidelines are so archaic, and it may have hindered development in this area and that changes should be undertaken right away. Mr. Hall commented that Staff is currently looking at those guidelines to see if any changes need to be made. We can make text changes easier than changes to the design guidelines. Mr. Smallwood is reviewing the design guidelines now. Mr. Hunter asked GSBS how far they are through the D's. Mr. Allen stated we are in the middle of D.D.'s now and the conditions listed in the staff report all seem very appropriate for the project.

Mr. Hulka called for a motion.

Mr. Hunter made a motion to forward a recommendation of approval to the Planning Commission for the requested Certificate of Appropriateness with the following conditions and amendments as discussed:

1. The applicant shall provide a landscaping plan including irrigation and proposed plant materials to meet the requirements of Section 17.170.160. A tree survey is recommended to identify trees outside of the building footprint that can be considered for preservation and inclusion in the plans. The landscaping plan shall provide furnishings and other details in landscaped areas between the building and the public improvements along 4800 South and Hanauer Street.
2. The project shall comply with the design standards outlined in Chapter 17.170 for the Murray City Center District and the MCCD Design Guidelines as outlined in the Staff Report.
3. The applicant shall meet all requirements of the City Engineer for grading and drainage. This will include the preparation of a plan meeting City storm water requirements to include on-site pre-treatment of storm water and addressing other requirements for sustainability in Section 17.170.090.
4. The landscape and bioswales adjacent to the northeast corner of the building should be modified to include features allowing their use as a demonstration garden to meet the requirements of Section 17.170.100(B)(3).

5. The Site Plan should include either a designated mid-block crossing on 5<sup>th</sup> Avenue to connect the additional parking lot to the City Hall site or a crossing on 5<sup>th</sup> Avenue at Hanauer.
6. The installation of right-of-way improvements must include street furnishings, appropriate paving materials, and the availability of on-street parking. The applicant shall work with planning and engineering staff to appropriately identify and locate these features, and to include a frontage plan for the Planning Commission review.
7. The applicant shall furnish a lighting plan including building lights, streetlights, lighting along pedestrian pathways, and parking lot lights for review by the Planning Commission. The lighting plan must meet the requirements of Section 17.170.130 of the Murray Land Use Ordinance.
8. The applicant must demonstrate that the building will meet the High-Performance Building Standards.

Seconded by Mr. Meyers.

  A   Mr. Hunter

  A   Mr. Meyers

  A   Mr. Black

  A   Mr. Hulka

Motion passed, 4-0.

#### 5. OTHER BUSINESS

Mr. Hall stated that this is Mr. Meyers last DRC meeting and thanked him for his participation and hard work.

Meeting adjourned.



---

Jared Hall, Planning Division Manager