



AMERICAN FORK CITY COUNCIL  
SEPTEMBER 2, 2025  
WORK SESSION MINUTES

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Members Present:

|                  |                                              |
|------------------|----------------------------------------------|
| Bradley J. Frost | Mayor                                        |
| Staci Carroll    | Council Member                               |
| Ryan Hunter      | Council Member                               |
| Ernie John       | Council Member (participated electronically) |
| Clark Taylor     | Council Member                               |

Members Absent:

|            |                |
|------------|----------------|
| Tim Holley | Council Member |
|------------|----------------|

Staff Present:

|                   |                              |
|-------------------|------------------------------|
| David Bunker      | City Administrator           |
| Camden Bird       | Assistant City Administrator |
| Christina Tuiaki  | Executive Assistant          |
| Stephanie Finau   | Deputy Recorder              |
| Sam Kelly         | PW Director                  |
| Heather Schriever | Legal Counsel                |
| Cameron Paul      | Police Chief                 |
| Cody Opperman     | Development Planner II       |

Also present: Cherylyn Egner, George Brown, Brian Fruit (Auto Mall Owner), Mark Minson (M&M Property Holding), and Renee Rhoton.

The American Fork City Council held a work session on Tuesday, September 2, 2025, in the City Administration Conference Room, located at 51 East Main Street, commencing at 4:05 p.m.

WORK SESSION

1. Discussion on proposed amendments to the city's municipal code.

Mayor Frost noted Councilmember Holly will not be available due to a work assignment, and Councilmember John is joining electronically by phone. He does have access to the PowerPoint presentation, so the council will navigate that process as they have done before.

Mayor Frost explained today's discussion was on proposed amendments to the city's municipal code, which has been referred to as the code rewrite.

Mr. O'Brien prefaced the discussion by noting that while staff have been working on this project for some time, the purpose is to reimagine the city's future and guide how development and broader issues addressed in the municipal code should occur. He emphasized that this rewrite is not intended to be final or unchangeable. The code is a living document, which may require updates as gaps are discovered or as practical application reveals the need for adjustments. Mr. O'Brien reassured the Council that the code will be structured to minimize contradictions. With Ms. Egner's assistance, changes in one section should not create unforeseen conflicts in others, an issue that has often occurred with the current code.

Ms. Egner stated that the goals of this rewrite stem from the fact that much of the city's code dates to the 1980s. Over the years, updates have been made in a piecemeal fashion, which has created many of the issues the city faces today. She explained that while preparing the rewrite, she discovered sections of code written within the last 5–10 years that were duplicated or hidden in unexpected places. She commented that one of the primary objectives of the rewrite, she said, is consolidation and streamlining, placing regulations in one logical location rather than scattered across multiple titles. To address duplicity within the code, the team has worked to remove redundancies and unify provisions. Ms. Egner noted that several tables included in the presentation would illustrate these changes for the council.

Ms. Egner added that she has focused on using tables to simplify the code. For example, tables of permitted uses list all zones alongside all potential uses, making it easy to see whether a use is permitted, conditional, or prohibited. She noted that another key goal is not just to expand the administrative powers of the Development Review Committee (DRC), but more importantly to clarify authority throughout the code. At present, it is often unclear who serves as the appeal authority, and in some cases, whether an appeal authority even exists. The rewrite seeks to eliminate that confusion.

Ms. Egner explained that the new structure divides the code into three primary sections:

- **Title 14** – Zoning
- **Title 15** – Building and Construction
- **Title 16** – Development

directly into the Standards and Specifications Handbook, without requiring Council review for every minor technical change.

Ms. Schriever asked whether the city would maintain a separate design manual, and if so, whether it was anticipated that the City Council would verify and review that manual on an annual basis. Ms. Egner replied that it felt it would make sense to have that review. She also commented that, as currently drafted, updates to the manual would first go through the DRC and require unanimous approval. If unanimous approval is not achieved, the matter would then be referred to by the City Council for consideration or final approval. Ms. Egner stated that this ensures that if any questions arise, they are brought before the Council rather than handled informally.

#### Standards and Specifications

Ms. Egner outlined the procedure for approval of proposed amendments. Amendments would first be submitted to DRC and would require a unanimous vote of the quorum present. If unanimous approval is not achieved, the proposal would then go to the Planning Commission for review and recommendation to the City Council. She also noted that the rewrite aims to clarify the powers and duties of each authority, whether related to Land Use Authority or other matters.

#### Powers, Duties Appeals

Ms. Egner explained the roles of various authorities:

- Currently, **staff** frequently meet with developers, direct them to relevant sections of the code, and provide high-level administrative guidance on what can and cannot be done.
- The **Building Authority** is responsible for reviewing and approving building plans.
- The **Appeals Board** is a separate, distinct board that only reviews decisions made by the building authority. It is rarely utilized; in recent years, it has only been used once or twice.
- The **Board of Adjustment** has been less clear in its scope. Historically, many matters went to the Board of Adjustment, but over time, fewer items were brought before it, and the reasons for that change are unclear.

Ms. Egner proposed that the

Currently, the code specifies that some variances must go to the City Council, while others default to the Board of Adjustment.

Ms. Egner asked the Council at what level of variance should go to the Board of Adjustment versus the Council decision. She noted that, for example, any variance to a parking standard currently goes to the Council. She asked the Council to clarify the distinction they want between matters handled by the Council versus those handled by the Board of Adjustment.

Councilmember Carroll asked whether, aside from variances, the Board of Adjustment functions strictly as an appeals board, or if staff have the discretion to recommend items be sent to the Board of Adjustment. Ms. Egner replied that it would function strictly as an appeals board. She noted that this approach is recommended because, in the past, developers have occasionally expressed frustration with staff decisions, highlighting the need for a clear and formal appeals process to avoid litigation.

Council Member Taylor asked if there are regular Board of Adjustment meetings. Mr. O'Brien replied that they are held monthly but also held on a need basis. The average has been three to four meetings per year.

Ms. Egner commented that this also relates to the type of variances handled. Over the years, staff have increasingly directed variance issues at the City Council rather than the Board of Adjustment. She emphasized that a key decision for the Council is determining how much authority to grant the Board of Adjustment and what types of matters it should be empowered to review.

Mayor Frost asked about variances, suggesting that Ms. Egner go through a few scenarios, either based on past cases or hypothetical situations. He noted that starting with something simple, like fence variances, would be easy, and then asked her to address some of the more complex or weightier issues that the Council might encounter.

Mr. O'Brien responded that one of the most common variance requests involves setback reductions in the Planned Residential (PR) 3.0 zone. Applicants often request to reduce setbacks from 8' or 10' down to a minimum of 5' on each side of the property. He noted that these requests often go to the Planning Commission, which generally approves them. However, they have created significant challenges: reducing setbacks can limit rear-yard access, making it difficult to move machinery or park alongside the

been denied by the Board of Adjustment. He also noted that some variance requests involve significant interpretation issues, requiring judgment from either his office or the Chief Building Official regarding code interpretation.

Ms. Schriever replied that for the 7-criteria, some must be strictly met. She then asked Mr. O'Brien about code interpretation requests, inquiring how they are typically submitted procedurally, noting that she has seen them come in various ways, including via email. Mr. O'Brien responded that the city currently does not have a formalized process in the code for submitting interpretation or appeal requests. Generally, staff ask applicants to send a formal letter or email, which serves as notice that they are seeking an appeal of a decision. He noted that while there is some guidance in the code, it is not as clear or structured as it should be, and having a formal procedure would be beneficial.

Ms. Schriever commented that she was thinking of a recent zoning inquiry request the city received. She noted that the process was completely informal, with no formal application or fee for review. Mr. O'Brien explained that in the recent case, someone essentially asked for his opinion on the matter. It was not a formal request, just an informal inquiry with limited information provided. He offered a very informal opinion, but the matter still ended up consuming approximately 40 hours of staff time. Despite the guidance provided, the requester continued seeking relief beyond what was offered. He suggested that it would be helpful to establish clear criteria for what qualifies as a formal request. This would ensure that staff provide formal determination rather than responding to informal inquiries.

Ms. Egner pointed out that this is a good consideration, noting that if someone is submitting an appeal, the city cannot necessarily charge a fee for it. Ms. Egner suggested that it might be helpful to clarify in the code that an appeal can only be made based on a formal application or a formal decision. To which Mr. O'Brien added that it would be to a formal Land Use application rather than the interpreter's mobile language.

Mayor Frost commented that this distinction is important. He noted that just as applicants would expect to submit an appeal formally, the Council also needs to ensure that requests come to them in a formal manner, rather than informally.

Mr. O'Brien added that, as Mayor Frost outlined, it would also be helpful to establish a time frame for appeals. For example, the appeal should be submitted within 45 days rather than arriving six

Mr. O'Brien added that it is also important to establish time bounds for the city's review process. This ensures that appeals are scheduled and reviewed within a specific timeframe, allowing staff and Council to operate efficiently and reach a timely resolution.

Ms. Egner stated that the city will ensure that all appeals are based on a formal application, but she still needs direction from the Council regarding the role of the Board of Adjustment in variance decisions. She explained that if the Board of Adjustment is responsible for all variances, it would cover any challenge to any city ordinance. For example, if a property requires a lift station and cannot comply with the code, a claim of undue hardship could be brought before the Board of Adjustment. She emphasized that there is a broad spectrum of variances, and the Council needs to determine how much authority the Board of Adjustment should have versus matters that should be referred to the Council.

Ms. Egner noted that when the Board of Adjustment is responsible for more significant variances, it is important to have legal counsel present. However, the board's role has diminished over time as it has primarily been handling minor issues, such as fence issues or minor variances.

Mayor Frost expressed uncertainty about how to clearly define which matters should fall under the Board of Adjustment. He emphasized the importance of accountability to elected officials, noting that both the Board of Adjustment and the Planning Commission are ultimately tied to officials who are voted in. He suggested that more significant issues with substantial impacts on property might belong elsewhere but acknowledged that it often comes down to case-by-case decisions since each situation is different.

Ms. Egner explained that the current approach is largely about consistency, since certain matters are specifically designated to go either to the City Council or the Planning Commission. She noted that this system can remain in place if desired, with those same issues continuing to be directed to their respective approval authorities. However, she raised the question of whether there should be a broader policy shift so that all variances are handled in the same forum, rather than keeping the existing carve-outs.

Mr. Bunker suggested creating a list that specifies which matters go to the City Council and which go to the Planning Commission. He proposed presenting this list to the Council so they could determine which items they want to retain under their authority, with the remaining items delegated elsewhere for decision-making.

Discussion ensued amongst the Council, staff and Ms

Ms. Egner explained that, for example, if parking required a variance, applicants would first need approval from the Board of Adjustment before submitting plans with that parking reflected. Currently, variance requests go to the Planning Commission for a recommendation, which then proceeds to City Council for final approval or denial. She noted the process has become convoluted because subdivisions no longer go to the Planning Commission. Previously, the Commission would conditionally approve subdivisions pending variance decisions. Now, subdivisions bypass the Commission, leaving the DRC to tentatively approve them pending the outcome of the variance from the appropriate body.

Council Member Hunter observed that the process seemed to recreate the Planning Commission under a different title, which was the concern he was trying to express. Ms. Egner agreed, noting that the process moves faster because the DRC meets more regularly.

Council Member Hunter questioned whether it was the right approach to have the DRC issue conditional approvals pending variance approval by the Council. Ms. Egner clarified that parking variances would remain with Council for approval. Mr. O'Brien noted that this approach would require changing who approves site plans.

Ms. Egner explained that parking changes make more sense to go to the Council rather than the Board of Adjustment, since the Board must determine whether a hardship is self-imposed. She noted that parking variance's function is more like a code change for a single project, as developers could still build without them. She suggested that exceptions to code should go to the Council, while self-imposed hardship cases should continue to go to the Board of Adjustment.

Council Member Hunter asked who determines whether a hardship is self-imposed. Ms. Egner responded that determining self-imposed hardships would need to be addressed when drafting the code. Mr. O'Brien noted that state code outlines the criteria for receiving variances at the Board of Adjustment level.

Ms. Egner stated that if a request meets the state code criteria, it can go to the Board of Adjustment; if not, it would be handled through the code as a built-in flexibility rather than a formal variance. She added that she has a general sense of direction based on the discussion and will draft a proposal for review.

Council Member John noted that in council training, they were advised to avoid granting variances except as a last resort

Mr. O'Brien noted that the Council had previously reviewed the proposal and that only minor language tweaks remain. He explained the goal is to streamline the process for minor amendments to existing site plans, while maintaining a provision that allows staff to forward multiple minor changes to Planning Commission if they collectively become significant. This ensures additional oversight without removing staff authority, balancing administrative efficiency with appropriate review.

Ms. Schriever added that, as is currently written, there is considerable discretion at the initial review level.

Council Member Hunter commented that his concern is whether the streamlined process could create opportunities for abuse. Mr. O'Brien acknowledged the potential for abuse but noted that it could occur at any level and emphasized the importance of having the right personnel to minimize that risk.

Ms. Schriever added that maintaining a consistent record of decisions would be very helpful in ensuring uniformity. Mr. O'Brien emphasized the importance of documenting decisions at all levels—DRC, Planning Commission, and City Council. He noted that clearly recording the rationale behind decisions helps ensure transparency, consistency, and defensibility, reducing the risk of appeals and potential misuse.

Ms. Egner suggested including additional criteria for the DRC to help define what qualifies as “minor.” She cautioned, however, that too much detail could restrict flexibility.

Ms. Schriever responded that unforeseen minor changes in new applications could leave the DRC without discretion to address them. She noted that a process is already in place and suggested observing how it is used before making adjustments if needed.

Ms. Egner stated that the Planning Commission would be responsible for approving site plans and making recommendations on land use ordinances, while the City Council would hear appeals from the Board of Adjustment, the DRC, and the Planning Commission, as well as approving land use ordinances.

Ms. Egner explained that one of the most significant proposed changes is a reduction in the number of zones. This includes restructuring and reframing commercial zones, as well as eliminating zones that are not currently utilized. A comparison chart was presented, showing existing zones versus proposed zones. She noted that the current list is incomplete because some adopted



tax uses, while GC-2 would serve as a general commercial edge area with lower sales tax-generating uses.

Mr. O'Brien also highlighted the need to discuss office-warehouse uses at the general commercial level, distinct from those in planned industrial areas. He noted differences in area and potential minor sales tax generation for service commercial uses.

Ms. Egner replied that the group had discussed potentially renaming the GC and GC-2 zones to make them more distinguishable, suggesting options such as "GCE." She noted that the overall goal is to reduce the number of zones. She explained that the shoreline zones were consolidated by removing the Shoreline Protection zone and keeping only the Shoreline Preservation zone. Regarding residential zones, Ms. Egner asked for feedback on reducing the number of residential zones and noted that proposed lot sizes were intended to reflect the "middle mark" discussed in the December work session.

Council Member Taylor commented that the most significant change appears to be the elimination of the R-1-9000 zone, which he believes is reasonable. He noted that lots from 17,000 square feet and above would correspond to the former R-1-20,000 standard. He added that larger lots, such as R-4-7,500, are unlikely to be developed for single-family homes under current trends.

Council Member Carroll asked how eliminating the PR zone would fit within the proposed changes. Mr. O'Brien replied that it would become an overlay. Ms. Egner noted that she had placed the Planned Community zone and Planned Residential (PR) zones at the bottom of the review. She explained that she had discussed these zones with Mr. O'Brien and highlighted that they were not fully included in the current proposal. She indicated that clarification was needed regarding how these zones would be handled moving forward.

Mr. O'Brien explained that the PR-3.0 zone is typically intended to consolidate density, rather than provide open space or trail connectivity. He stated that it would ideally function as an overlay, applied only when minimum criteria are met. The PR-3.0 should not be automatically granted in areas with environmental constraints; in such cases, standard lot sizes like R-1-15,000 or R-1-17,000 would apply. He noted that, under the current code, some developers have used loopholes to achieve higher densities than intended, citing examples near Harbor Road where lots designated PR-3.0 did not match the intended 3-units per acre, often exceeding 4 to 5 units per acre.

Mr. O'Brien emphasized that lot sizes should increase in areas farther from the lakeshore, allowing core density near the lake while spreading development outward on that density.

Council Member Carroll stated that part of the decision will depend on how the new code is interpreted and applied to existing codes, emphasizing the importance of reviewing the resulting configurations.

Mr. O'Brien responded that a clearer view will be provided with the General Plan update, which will include a new land use plan and proposed zoning. He noted that the proposed zone will largely align with the plan, but additional coordination with the General Plan team is required, as final zones must be identified before accurately integrating them into the land use plan.

Ms. Egner asked for guidance on where the Council would want to see Planned Community or PR zones, and whether any areas remain suitable for Planned Community redevelopment. She questioned whether a Planned Community zone is still necessary if no areas in the city remain appropriate for it.

Mr. O'Brien responded that if a Planned Community zone is deemed unnecessary, the Council could consider either overlaying it with another zone or changing the zoning for areas not already under a master plan or development agreement.

Ms. Egner noted that with a new General Plan, the city could rezone areas so that developments would be subject to the existing zone at the time of application. Mr. O'Brien added that this approach could help avoid issues previously encountered with development agreements. He emphasized the importance of ensuring that new mixed-use developments include ground-floor commercial or retail uses as planned, rather than allowing residential construction to proceed first while commercial components are delayed or never built.

Ms. Egner asked whether there are any areas in the city where a Planned Community zone would still be desired, excluding areas already developed or under development agreements. She suggested that if no such areas exist, the Planned Community zone may no longer be necessary. Mr. O'Brien responded that the northern portion above the Developmental Center could potentially warrant Planned Community designation. However, he noted that this area could alternatively be addressed through a different mixed-use zoning, such as a GC-type zone with commercial frontage and townhome or single-family development toward the rear.

Mayor Frost stated that he could not identify any additional areas suitable for a Planned Community zone, noting that adding such zones would increase density in areas where the city has already concentrated development. Mr. O'Brien agreed, noting that additional density in that part of the city does not make sense, but commercial use could be appropriate.

Ms. Egner concluded that the Planned Community zone would not be included in the proposal and mentioned that the Planned Residential zone could be implemented as an overlay.

Council Member Carroll asked how developments would qualify for the PR overlay. Mr. O'Brien explained that PR overlays allow flexibility in density by enabling developers to consolidate units around constraints, such as wetlands, while providing amenities like trail systems or parks. He noted that such projects would require review by the Planning Commission and City Council to ensure all criteria are met.

Council Member Carroll asked whether eliminating the Planned Community zone would result in the city losing any benefits. Mr. O'Brien responded that the Planned Community zones often necessitate development agreements, which have historically caused challenges. He stated that relying on developments simply meeting the requirements of the zone, rather than requiring agreements, would produce better outcomes for developing the city.

Ms. Egner noted that Planned Community zones tend to be more politicized, placing Council members in difficult positions when developers present ambitious proposals that may not fully materialize. She suggested that the Planned Community zone may no longer be necessary and recommended using a PR overlay instead of maintaining a separate zoning designation.

Discussion ensued amongst the staff and the Council in regard to Planned Community and PR zones lot sizes.

Mr. O'Brien asked whether the Council preferred adjusting all lot sizes upward uniformly or retain the existing range of lot sizes. For example, changing the 7,500-square-foot lots to 9,000, the 12,000 to 15,000, and the 17,000 to 20,000. Mr. O'Brien inquired about whether the Council would prefer to add an intermediate lot size between the 12,000 and 7,500-square-foot lots. Ms. Egner asked whether the 9,000-square-foot lot size should simply be reinstated.

Council Member Taylor stated he is concerned about the large jump from 7,500 to 12,000 square feet.

Mr. Bunker mentioned that the State of Utah has referenced a 6,000-square-foot lot size, which is a rare case. Mr. O'Brien explained that the city currently permits this as an overlay in R-1-7,500 zoning, allowing a minimum two-acre lot to utilize an overlay to reduce lot size from 7,500 to 6,000 square feet lots.

Discussion continued about overlays, zoning lot sizes, property owner occupancy, and ADU dwellings.

Ms. Egner asked for directions on the commercial areas, noting that Mr. O'Brien would likely need guidance for the General Plan and that a discussion on the specifics of each area would follow.

Mr. O'Brien explained that the proposed CC zone would absorb all of CC-1 and CC-2, creating a more defined downtown commercial area extending roughly 100 North to South and east to west. He described this area as the historical civic heart of the downtown core and requested feedback on whether the boundaries should be adjusted, including whether the zone should be wider, narrower, or extend further west toward SC1 and GC1.

Council Member Carroll stated that she would need to understand the differences in the code, specifically regarding the downtown requirements. Mr. O'Brien explained that the uses would remain similar to CC-1 but would include a historical preservation component. He noted that specific materials or architectural elements cannot be required unless the area is historically designated, but the design could maintain a historical aesthetic without appearing artificially old.

Council Member Hunter suggested that, instead of limiting design changes to the downtown core, the city should consider extending them along Main Street or State Street to create a broader east–west corridor. Mr. O'Brien agreed, noting that such a plan could reshape the aesthetic of downtown over time if the city stays committed, though it can be challenging when a state road runs through the area. Council Member Hunter acknowledged he needed more clarity on how it would work and asked about possible design criteria. Mr. O'Brien responded that he could show potential form-based code examples. Council Member Hunter agreed, emphasizing the need to determine the scale of the area being considered—whether it should be narrowly focused or more expansive.

Ms. Egner noted that expanding the downtown zone too far could overly restrict what types of uses are allowed along Main Street. The city needed to define what uses belong in downtown zoning versus in commercial (CC) zoning.

Council Member Carroll followed up by asking whether certain uses would be restricted in the downtown area. Mr. O'Brien explained that the downtown area would likely differ from CC-1 zoning because it includes many civic and historic buildings which shape the community's character. He suggested starting with a smaller downtown zone to establish momentum, since it's easier to expand later if successful, rather than starting too wide and ending up with scattered, isolated developments.

Council Member Hunter expressed concern that limiting the downtown zone too narrowly could exclude appropriate developments, though making it too broad could also create issues. Mr. O'Brien clarified that the allowed uses would be largely the same as in commercial zoning, but the main difference would be in building appearance and design.

Ms. Egner explained that the city plans to create a detailed use chart listing many possible uses along one side and zoning categories across the top, with written explanations to accompany it. This chart will make it easy to identify what's allowed in each zone. She emphasized that the key discussion is deciding which uses belong in each zoning category.

Mr. O'Brien noted that while some permitted uses seem straightforward, their detailed definitions can be restrictive. He explained that as zoning shifts from general commercials along main thoroughfares to areas off those corridors, there's room to allow more varied uses—like office warehouses. These aren't industrial but are more service-oriented, providing space for commercial services without moving into light industrial zoning.

Ms. Egner asked whether there are existing CC zone uses the Council would like to reduce. Council Member Taylor suggested car washes as an example. Ms. Egner agreed, saying those fit better in general commercial areas, not in core downtown zones. Mr. O'Brien added that such uses should be placed toward the back in general commercial areas, rather than on primary retail frontages, and emphasized the need to clarify the vision for downtown.

Council Member Taylor stressed the importance of clearly defining goals for downtown development. He warned that past piecemeal decisions created irreversible outcomes and urged the need for strong regulations or ordinances to ensure downtown becomes a cohesive, well-planned city center with purpose-built development.

Ms. Egner asked the council to clarify the distinction they see between CC and GC uses. She suggested that she and Mr. O'Brien draft a full use chart and then have the council review it to identify which uses they want or don't want in each zone. She emphasized that the focus should be on shaping future development rather than worrying about existing uses that can't be changed.

Mayor Frost pointed out that CC-1 currently requires buildings to include at least four historical-style façade elements on all sides, not just the front, to ensure consistency with surrounding properties. Mr. O'Brien agreed but noted a problem that while developers must "consider" historical materials from nearby buildings, the code doesn't require them to actually use or match those materials. As a result, some developers check the box by claiming they

considered the materials but then choose unrelated ones, creating a loophole that weakens the intent of the design standards.

Discussion ensued regarding what areas on Main Street or State Street would fall into the CC or GC zones amongst the Council and staff.

Council Member Taylor acknowledged the challenge of preserving a quaint downtown character because the area is heavily bisected by state roads. He noted that while off-Main Street areas could help support development, there are very few such spaces due to constraints like the train tracks and surrounding infrastructure.

Ms. Egner noted that much of the discussion focused on downtown aesthetics, but she wants to clarify the council's perspective on uses. Specifically which uses they want to see downtown that differ from CC, and how CC and GC use should be distinguished.

Council Member Carroll explained that CC-1 is intended to be the heart of the city, combining street-level commercial uses with residential units. The zone permits stores, banks, office buildings, theaters, hotels, specialty shops, restaurants, and higher-density residential development.

Mr. O'Brien emphasized that downtown should have a certain level of activity, but the intensity should come from productive, desirable uses that attract people rather than from a single use that creates problems. Council Member Hunter agreed, stressing the importance of protecting existing city parking, as it supports the entire downtown experience rather than serving individual businesses.

Mr. O'Brien explained that CC-1 (downtown commercial or historic downtown) includes multi-family residential but should also have ground-floor retail. Council Member Hunter asked if ground-floor retail is required, and Mr. O'Brien clarified that he envisions a percentage-based approach: main arteries like State Street and 100 East would be 100% commercial at street level, while offshoot areas could range from 75% to 25%, ensuring some ground-floor activity throughout. He mentioned having a map to illustrate this and plans to present it for further guidance.

Council Member Hunter expressed concern that developers might circumvent ground-floor requirements by turning buildings away from main streets. Mr. O'Brien explained that maximum setback rules—limiting buildings to no more than 10 feet from the street or lot line—prevent this, addressing past issues where developers placed buildings far back with parking lots in front, undermining street-facing activity.

Ms. Egner asked if the Council generally supports requiring first-floor commercial uses. Council Member Carroll suggested it should apply mainly to street frontage, including some side streets. Council Member Hunter agreed, supporting mostly first-floor retail—around 95%—while allowing limited exceptions, such as a lobby for a multifamily building, noting that this approach still preserves the downtown character and reduces opportunities for developers to circumvent the intent.

Council Member John asked whether developers could “stack” commercial square footage—consolidating the required first-floor commercial into one building and placing residential units

above—while still meeting overall commercial requirements. Council Member Hunter opposed this, saying it could be exploited and would undermine downtown development, especially if there isn't yet enough population to support retail.

Council Member Carroll suggested allowing residential on the ground floor in areas not directly facing the street, while keeping street-facing ground floors commercial. Mr. O'Brien agreed, emphasizing that any frontage along the road must remain commercial to maintain activity and engagement, while interior or rear areas could be residential. Council Member Carroll noted that this pattern—commercial in front with residential buildings behind or above—is common in some buildings.

Ms. Egner confirmed agreement with Mr. O'Brien, noting they can craft rules to ensure street-front commercial with residential buildings behind. Council Member Carroll expressed concern that strict requirements could create problems if buildings couldn't adapt and start to decay due to parking limitations, potentially harming downtown vitality.

Mr. O'Brien responded that CC-1 already allows parking reductions, and even with those, some developments have requested further reductions, highlighting the challenge. He explained that parking constraints are a challenge because downtown now includes evening uses—like restaurants and entertainment—that overlap with daytime commercial and residential parking needs. Unlike the past, when commercial activity ended by 6:00 PM and residents could then use parking, current downtown uses extend into the evening, requiring careful planning.

Mr. O'Brien asked if the Council agrees with the proposed map showing ground-floor commercial requirements, using color coding: red for 100% retail/commercial, blue for partial, and green for at least 25%. Council Member Carroll agreed, noting that even in residential buildings, the commercial requirement would maintain downtown activity. Mr. O'Brien clarified that the map only addresses ground-floor requirements; fully commercial buildings would be fine, but the rules ensure residential buildings still include some retail or commercial space to preserve downtown vitality.

Discussion ensued about the map presentation regarding CC, CC-2 and GC-2 areas and what that entails in the downtown area.

Mayor Frost emphasized that the zoning plan is a “living document” and can be adjusted through rezoning requests in the future. He noted that while the city has some firm boundaries—like 100 South or 700 North near Costco—changes can be made over time if needed. As long as current uses remain consistent, the plan works, and future adjustments can be handled through the normal application process.

Mr. O'Brien asked whether hotels or motels should be allowed in CC-1 downtown or if they belong in GC zone. Council Member Taylor clarified that he does not want motels downtown. Mr. O'Brien noted that the current code doesn't distinguish between short-term and long-term lodging, so definitions would need to be clarified.

Ms. Egner asked whether the Council wants hotels downtown, noting that while a high-quality option would be desirable, the city can't prevent other types of lodging from entering. Council Member Taylor said they wouldn't want motels but agreed that some guidance should be

written into code. Council Member Hunter expressed openness to a hotel if it fits appropriately, particularly with historical design requirements in place, which would likely prevent unsuitable developments.

Ms. Egner asked about allowing athletic or private recreation facilities downtown, suggesting they might be better suited for GC zones. She wanted clarification on what types of facilities the Council envisions, such as private pickleball clubs, gymnastics studios, or youth sports in converted warehouses, so that appropriate definitions and regulations can be included in the code.

Council Member Carroll suggested that boutiques, gyms or small fitness studios, like kids' gymnastics, would be acceptable downtown if they fit the building style. Mr. O'Brien noted that design criteria would guide their appropriateness, especially outside historical areas. Ms. Egner proposed categorizing these as "boutique fitness" with definitions based on occupancy or square footage. Council Member Hunter asked whether such facilities could locate in any zones, noting architectural requirements, and Ms. Egner clarified that current restrictions limit where they can go.

Ms. Egner stated that the discussion has helped clarify the Council's priorities and concerns regarding permitted uses. She and Mr. O'Brien plan to create a detailed use chart to guide zoning decisions, noting that understanding the council's perspective is essential because defining allowable uses is currently one of the biggest challenges in drafting the code.

Mr. O'Brien explained proposed changes to the General Commercial zones:

- GC1 would essentially become the city's "GCH" zone with some additions, while GC2 remains mostly as-is.
- There's been interest in allowing office-warehouse type use in general commercial areas, but only off primary frontage (not along main streets like 500 E or State Street). These would include buildings such as plumbing supply or similar uses.
- To maintain active frontages, they are considering changes to setbacks, requiring buildings to be closer to the street with parking located at the rear. This would prevent developers from pushing buildings back and placing parking in front, preserving street-level activity.
- Challenges exist with existing structures, but the intent is to ensure new development reinforces active, pedestrian-friendly frontages.

Mr. O'Brien explained that most uses will remain the same under the new GC naming structure, but office-warehouse uses have previously been restricted, which has constrained some existing businesses. He suggested allowing office-warehouse uses with limits on square footage to prevent large distribution centers, ensuring a mixture of smaller, compatible uses. Council Member Hunter agreed, noting that main corridors should prioritize uses that generate sales tax rather than industrial operations, emphasizing the goal of maintaining commercial vitality along key streets.

Mr. O'Brien noted that with smaller office-warehouse units, it can be unclear who the end user will be, creating inconsistency. Council Member Hunter observed that a professional office isn't typically considered office-warehouse. Council Member Carroll admitted uncertainty and asked for guidance on what other cities do—whether they prohibit office-

warehouses entirely, allow it in certain areas, and how they manage it. Mr. O'Brien replied that no one got any way around it, it changes over time.

Mr. O'Brien stressed that prohibiting office-warehouse uses restricts successful existing businesses from expanding, which risks driving them out of American Fork. He said the city should adjust zoning to give these businesses room to grow while still creating opportunities to attract new enterprises and build on the success of those already established.

Ms. Egner explained that most Council concerns center on zoning, not the broader development code or building standards, which mainly need cleanup and readability improvements. She said the heart of the code is drafted, but the next step is tailoring it to Council's direction. Her plan is to complete the zoning title and a permitted use chart before the next meeting, so Council can review and discuss outstanding questions—such as warehouse allowances—more thoroughly. She asked Mayor Frost if that approach works.

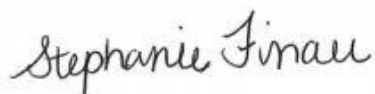
Mayor Frost agreed with Ms. Egner's plan, saying it sounded good. Council Member Taylor added that the Council needs a clear direction on the warehouse issue instead of debating endlessly. Ms. Egner responded that the goal is to build more consensus and weigh the pros and cons of these key issues.

Mr. O'Brien said the two biggest areas needing direction are office/warehouse in commercial zones and infill development standards in residential areas, since many developers are seeking clarity before deciding whether to build in American Fork or elsewhere.

Ms. Egner added that while she doesn't favor relying on conditional uses, they could be an option for handling tricky cases, provided strict standards are in place to meet the city's goals.

## 2. Adjourn.

Meeting adjourned at 6:02 pm

A handwritten signature in cursive script that reads "Stephanie Finau".

Stephanie Finau, Deputy Recorder