

PROVO MUNICIPAL COUNCIL Work Meeting Minutes

12:30 PM, Tuesday, October 29, 2019 Room 310, Provo City Conference Room 351 W. Center Street, Provo, UT 84601

Agenda (0:00:00)

Roll Call

The following elected officials were present:

Council Vice-chair Kay Van Buren, conducting

Councilor Gary Winterton

Councilor David Sewell

Councilor David Knecht

Councilor George Stewart

Councilor George Handley

Mayor Michelle Kaufusi

Excused: Councilors David Harding and David Sewell; Wayne Parker, CAO

Prayer

The prayer was given by Robert Mills, City Planner.

Approval of Minutes

August 27, 2019 Work Meeting September 10, 2019 Work Meeting September 24, 2019 Work Meeting Approved by unanimous consent.

Policy Items Referred from the Planning Commission

1. An ordinance amending Provo City Code regarding Planning Commission approval of reductions in required parking, including for multi-family residential uses. Citywide application. (PLOTA20190289) (0:05:22)

Robert Mills, Planner, shared the recent changes to this proposal which has come before the Council previously. The current code permits parking reductions for certain commercial or industrial uses only, although another section of code allows parking reductions for certain types of government-supported affordable housing (in Section 14.34 under "Required Parking"). The proposal would change the purpose and intent to allow parking reductions for multi-family housing, while precluding parking reductions for baching single residential projects. The purpose of this change was not to create entitlement for projects, but to permit another tool that the Planning Commission could use to determine whether a parking reduction would be warranted for a particular project. Applicants would be required to provide a transportation

demand management program, as well as a parking count justification study produced by a qualified consultant. This would create one system that would be utilized by the Planning Commission for evaluating parking reduction proposals, rather than having a different process or system for different uses. Councilors shared comments on the proposed text, which they were interested in discussing further during the evening Council Meeting. *Presentation only. This item was already scheduled for the Council Meeting on October 29, 2019.*

Business

2. A resolution of the Provo City Municipal Council authorizing the acceptance of a Utah State Infrastructure Bank Fund Loan for the Airport. (19-087) (0:17:26)

Brian Torgersen, Public Services Division Director, presented. This loan was one of several proposed funding mechanisms to advance projects at the Provo Airport. The State Transportation Commission approved the City's application for a \$5 million loan at 2.1% interest on a five-year repayment term. Public Works anticipated receiving additional funding through Mountainland Association of Governments, though the County quarter-cent sales tax may be another option to explore if the MAG funding did not come through. Procuring this \$5 million loan allows crews to begin the preparation work required at the airport site, allowing the fill to settle prior to beginning construction. *Presentation only. This item was already scheduled for the Council Meeting on October 29, 2019.*

3. A presentation regarding the Young Single Professionals Committee. (19-115) *This item was continued.*

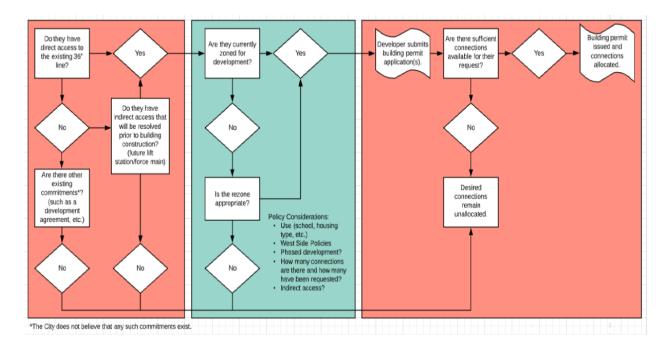
Due to a scheduling request, items 10 and 11 were presented at this point during the meeting. The minutes are presented in the original numbering/ordering of the agenda, however, the video hyperlinks correspond to each specific item and where it appeared during the video broadcast.

4. A discussion regarding the policy direction for the allocation of sewer connections for developments west of I-15. (19-110) (0:57:16)

Cliff Strachan, Council Executive Director, outlined several policy considerations and questions for the Council regarding sewer connections and development in west Provo. He shared a flowchart which outlined a possible framework for prioritization.

Mr. Strachan outlined some of the policy questions and considerations, including:

- Have staff correctly prioritized the connections on the flowchart? The chart addresses allocating sewer connections within the limits or bottleneck of the current 36" sewer line.
- Should the Provo School District get priority over other developments?
- How does the Council want to allocate remaining connections? What policy considerations drive that allocation?
- Concluding the allocation process at building permit issuance seemed to make sense.
- Should there be a time limit on development (or how and when can a developer move to a subsequent phase or allocation)?
- What is the best way to ensure that applicants don't circumvent the City's policies?



Brian Jones, Council Attorney, noted that the purpose of putting a question regarding previous commitments on the flowchart was to reiterate the City's position that there are no binding legal commitments that require the City to set aside connections before moving forward with allocation. Mr. Jones also commented on the implications of zoning for properties; most properties would require a rezone. However, once a rezone has been granted (or if the property is already zoned correctly), the City has no legal basis for denying a building permit. The rezone application process is a critical point at which the Council is involved in the policy considerations.

Mr. Strachan shared several policy recommendations from staff, including:

- The Council may adopt a written policy statement to codify the process.
- Applicants with indirect access to the 36" line (which access issues can be resolved before building permits can be issued) may submit rezone applications.
- If the Provo School District bond passes, the City should allocate needed connections to the proposed school relocation.
- Public Works staff recommended that proposed development projects over 40 units should be phased and that allocation of sewer connections was not transferable. To prevent circumvention of this phasing recommendation, development projects would be based on the property size and boundaries as of the date the policy was adopted.
- Development Services would track projects in pipeline by phase. Public Works would track sewer connections and potential connection needs.

Mr. Strachan outlined the proposed next steps for the Council's consideration:

- Draft a written policy statement for November 12. The written policy would include a code update to codify the policy.
- Refer the Title 15 code changes to the Planning Commission as early as November 13.
- Adopt the proposed policy statement and adopt the code changes on November 19.

Several Councilors shared comments regarding the proposed policies. Councilor George Handley felt that the City needed to accommodate the School District if the bond passed, as it would reflect the will of the voters. Councilor Gary Winterton asked whether phasing projects would hinder developers unnecessarily. Mr. Strachan explained that staff reviewed many options and a phased approach would create a fair environment to all players. Until the parallel 36" line was built, there would not be sufficient capacity to build out the entire west side; with this approach, it would allow development to move forward, but at an appropriate pace given the infrastructure needs. The phased amount of 20-40 units was raised in discussion, but the Council could adjust that number if desired.

Motion: David Knecht moved to proceed with the next steps as proposed. Seconded by Gary

Winterton.

Vote: Approved 5:0, with David Sewell and David Harding excused.

5. A discussion regarding a potential Sensitive Lands ordinance amendment. (19-117) (1:34:39)

Bill Peperone, Development Services Director, presented. The Council's Foothills Protection Committee have previously proposed revisions to Title 15 regarding grading requirements and restrictions. Mr. Peperone highlighted legislation in place in Salt Lake County, FCOZ (foothills and canyons overlay zone), which placed additional protections on foothills and canyon areas. Mr. Peperone highlighted several sections which went beyond the content of the Provo City Code and asked whether the Council saw value in similar hillside regulations for Provo.

Councilors shared comments and feedback on such regulation in Provo:

- Councilor David Knecht thought this was a great step to further address concerns in Provo's environmentally sensitive areas.
- Councilor George Handley shared discussion points from the committee, noting that cluster development and design standards were important tools for the City to consider.
- Councilor David Harding shared comments digitally about the Salt Lake County legislation: "I like how the preamble to the SLCounty program talked about balancing the interests of all stakeholders. I'm looking for that in whatever proposal we entertain. How does this effort correlate with the coming effort by CNS [Community and Neighborhood Services] and residents in Northeast Provo to create an area master plan (similar to what was done in Southeast Provo)?"
- Councilor Kay Van Buren expressed concern that waiting on a neighborhood plan may delay putting protections in place.
- Mr. Handley provided additional context for the formation of the committee, which was created following issues regarding gravel mining operations in Provo Canyon. Concerns had been raised by former Councilor Kim Santiago and this was an ongoing conversation and policy discussion, rather than a reaction to one specific project.

Motion: George Handley moved to move forward with drafting an ordinance inspired by or drawn from the best elements of the FCOZ (Salt Lake County's Foothills and Canyon Overlay Zone) for the Council to review in the future, and to move forward with creating the neighborhood plan. Seconded by David Knecht.

Vote: Approved 5:0, with David Sewell and David Harding excused.

6. An ordinance amending Provo City Code to correct and update Section 3.08.010 (Officials' Oaths and Bonds Required). (19-113) (1:48:28)

Camille Williams, Assistant City Attorney, presented. Ms. Williams explained that City Code requires oaths of office and bonds of certain City officials, however, neither City nor State code defines this clearly. The proposed revision would repeal the current section of code and reenact text to clarify these requirements and bring the statute into compliance with State code. *Presentation only. This item was already scheduled for the Council Meeting on October 29, 2019.*

7. A discussion regarding parking permit programs policy. (19-120) (1:50:59)

Council Vice-chair Kay Van Buren read comments from Councilor David Harding into the record: "Since I started paying attention to issues before the Council, I've seen several parking permit programs proposed, but only one or two actually created. Usually the applicants withdraw their request once they realize all that they entail. With our new license plate readers [LPRs] and with the direction of the Joaquin and Downtown parking committees, Parking Permit Programs have changed and I believe that they will continue to change in the near future. We've already made the change to LPRs, and I believe we will be a new mobile pay system Downtown and in Joaquin. I believe that we should have a cohesive and coherent system across the City, but I don't know what that looks like in the established areas and in the areas that are currently expressing interest in starting new programs. I think we should accommodate residents in their desires for their neighborhoods, but I also think we need to be careful about assigning public resources to private use. And I definitely feel that permit programs should be pay for themselves over the long run."

Bryce Mumford, Policy Analyst, explained that this agenda item was not necessarily a committee issue, but it was something that Councilor Harding had wanted to discuss. Gary McGinn, Community and Neighborhood Services Director, commented on permit parking programs, noting that each neighborhood had a slightly different issue relating to parking, which made it difficult to have commonalities between permit parking programs and the method of enforcement. Councilor David Knecht expressed the importance of having consistency between programs so that it was not difficult to administer them. Councilors shared additional feedback as related to a proposal that was coming forward from the Carterville Neighborhood. *This item was continued for further discussion*.

8. A discussion regarding Downtown Provo parking program policy. (19-116) (2:03:49)

Council Vice-chair Kay Van Buren read comments from Councilor David Harding into the record: "I think the vision should be easy to adopt. It is a feel-good statement about all we want Downtown Parking to be. But it is also important tool to focus our efforts and to help us know how to weigh options and choices as we strive to implement the vision. The proposed policy is a bigger deal. There will be real impacts if we choose to go down this road. This is a change from how we've been doing things. The committee, made up of three Councilors, high-level Administrative Officers and Staff, and Quinn Peterson from DPI [Downtown Provo, Inc.], feel

that this change will give us much more value for the resources that we have invested and continue to invest in parking downtown. We feel that this proposal is aligned with the 2013 Strategic Downtown Parking Plan and while bold, is the next logical step in its implementation. "The impact of this policy change can be illustrated by revisiting a recent downtown parking decision. When working with PEG [Development] on the Freedom Plaza project, which included the new State Courthouse and Convention Center parking, we stated that we aren't in the business of managing parking garages and instead paid millions into PEG's parking structure for them to manage. The long-term results of similar decisions in the past have been less than stellar (see the Town Square garage and the Marriott garage). This policy change means that we are in the business managing garages and in the future we would be investing the same money into garages that the City would own and operate and that private developers could pay into to meet their parking obligations. This policy change would also enable us to look at past investments (think the Provo Town Square garage, for example), and consider if it makes sense to take over operation."

Isaac Paxman, Deputy Mayor, added that this policy statement was a high-level vision that opened additional opportunities to move downtown parking in a direction with more harmony, stability, predictability, and ease that isn't there right now for people visiting Provo. Councilor Gary Winterton commented that Provo City was already in the parking business because the City owns parking stalls. Other entities have not managed and maintained these to the City's standard, which has created issues for the City.

Gary McGinn, Community and Neighborhood Services Director, shared additional comments about parking, a critical component in quality of life and experience for residents, businesses, and visitors. Parking is typically the first and last experience someone has in downtown and the City had a vested interest in making sure it was a high-level experience. This vision statement would be critical in setting a direction for Community and Neighborhood Services as the City examines management of parking as a utility and the City's involvement in specific parking structures. Mr. McGinn expressed appreciation for the Council's support on these issues.

Motion: George Stewart moved to adopt the downtown parking vision, downtown parking

policy, and direction discussed regarding next steps. Seconded by David Knecht.

Vote: Approved 5:0, with David Sewell and David Harding excused.

9. A discussion regarding an update on parking enforcement in the new department structure. (19-114) (2:15:52)

Deputy Mayor Isaac Paxman presented. As the City approaches a move into the new city building in a couple of years, Mayor Michelle Kaufusi has been examining (with close cooperation from department directors) any needed adjustments to the City as an organization. One idea which has received widespread support as it has been thoroughly vetted was moving the parking enforcement and business licensing functions from Customer Service to the Community and Neighborhood Services Department. This change would provide more synchrony between parking planning and enforcement, as well as licensing and the related enforcement function. The move would create some vertical integration, as well as result in a more efficient use of resources through better coordination and communication. Mr. Paxman

expressed that the current staff in parking enforcement and business licensing are excellent and capable staff members; the change was simply a move to make the City more strategic and effective with its services. Gary McGinn, Community and Neighborhood Services Director, echoed support for the change, highlighting how it was part of the Mayor's long-term strategy and was a logical and beneficial change for the City.

Mayor Kaufusi expressed that the purpose is to identify necessary changes to the organization now and to implement them, before designing a new building for an outdated model of city government. She expressed appreciation for the support staff have expressed for the change. Councilors expressed support and appreciation for the changes.

Motion: George Stewart moved to express support for what the Administration has done in

this area. Seconded by George Handley.

Vote: Approved 5:0, with David Sewell and David Harding excused.

10. A discussion regarding the Sign Ordinance Committee's proposed text amendment to clarify sign size requirements in 14.38.120-140. (19-119) (0:22:35)

Councilor Gary Winterton introduced this item. The ordinance amendment was meant to clarify the code, which lacked text defining the parameters of a graph for signage size; the intent was to clarify that there was a maximum size, rather than a gradual increase with no endpoint. The revised text would provide clearer guidelines about what kinds and sizes of signs could be built.

Motion: George Handley moved to send the proposal to the Planning Commission for

review. Seconded by George Stewart.

Vote: Approved 5:0, with David Sewell and David Harding excused.

11. A discussion regarding hold time for electronic signs. (19-118) (0:25:37)

Councilor Gary Winterton also introduced the discussion on hold times. Councilor Kay Van Buren clarified that the Sign Committee had not reached a consensus about what the hold time should be changed to and that it would be helpful for the Committee to receive feedback on churn or hold times. Brian Jones, Council Attorney, clarified that the Committee had reached consensus that a change from the three times per day was needed. Councilors shared comments on hold times and the broader signage discussion:

- Mr. Winterton shared that neighborhoods had concerns about safety if sign content changed more frequently. Mr. Winterton noted that sign regulations were also often an important factor in business recruitment. As sign costs continued to decrease as technology improved, the Council should consider both the present day and future implications of changing sign restrictions.
- Councilor George Handley suggested that because the Council could not legislate sign content, he preferred a cautious approach to hold times. Mr. Handley felt that the City should not feel pressured to change the regulations to appease businesses, when there were numerous reasons besides signage for businesses to locate in Provo. Every sign (electronic or simply backlit) contributed to light pollution in the City and he felt caution was critical to make sure the result was what the City wanted.

- Mr. Jones noted a distinction between brightness versus relative perception of sign brightness on account of the sign color. He noted that Draper did not allow slides that were more than 50% white, which was considered a restriction of form, not content.
- Councilors discussed the merits and disadvantages of the 8-second standard applied to highways. Councilor George Stewart expressed that he was comfortable with the 8-second state standard, though perhaps examining nighttime operation was merited. He wanted to select standards that were fair and reasonable.
- Councilor David Knecht commented about light pollution that could negatively impact residential areas. He thought buffer zones would be important, as well as examining the frequency of nighttime versus daytime changes. Mr. Knecht felt that the quality of life for residents was of primary importance in the discussion.
- Mr. Winterton noted that some communities require businesses to turn off electronic signs at night when the business is not open.

City staff shared additional comments on signage. Dixon Holmes, Deputy CAO, suggested that any change should be a conscious decision, as it would be perceived as ostracizing to some and welcoming to others. Gary McGinn, Community and Neighborhood Services Director, explained that the school district's animated signs were often the targets of complaints, but the City could not enforce on those signs. He elaborated on the nature of enforcement, which became more complicated with the introduction of multiple standards. Mr. McGinn also noted that there would always be a tradeoff—light creates a feeling of safety, but also contributes to light pollution.

Cliff Strachan, Council Executive Director, tried to reiterate the purpose of the discussion; the Committee hoped to get guidance from the broader Council about a concrete proposal. He asked whether there was a strong preference or majority opinion on a standard or several options. Mr. Jones added that the Committee members was supportive of choosing one standard, but there had been many differences of opinion as to what the standard should be, and in addition, there were legal complications with each standard identified.

Bryce Mumford, Policy Analyst, read comments from Councilor David Harding into the record: "I believe that I still don't understand this proposal, and I may be missing something important. I apologize if my comments aren't helpful due to this possible misunderstanding. This proposal seems to me like a major departure from the sign corridor work that the Council (including Kay [Van Buren] and Gary [Winterton]) did before I joined. It also seems like a major departure from [Dave Sewell]'s argument that non-churning electronic signs are no more obtrusive than backlit signs and should be allowed anywhere backlit signs are allowed. I was totally convinced by that argument and supported that change. But by the same logic, I feel that electronic signs with appreciable churn are more obtrusive than backlit signs and still need to be convinced that they should be allowed everywhere that backlit signs were. I consider a once-a-day change to be no appreciable churn. I definitely think that changes every 8 seconds is appreciable churn. I feel that changes three times-a-day is a generous amount for a sign being treated like a traditional backlit sign." **Presentation only.**

12. A resolution appropriating \$98,432 in the General Fund for an Economic Development Director position in the Development Services Department. (19-111) (2:34:42)

David Mortensen, Budget Officer, presented. Mr. Mortensen outlined details of the

appropriation, which was meant to accommodate the Economic Development Division Director position for the remainder of the current fiscal year. *Presentation only. This item was already scheduled for the Council Meeting on October 29, 2019.*

13. A discussion regarding updates to Title 18 of City Code Including Associated Drainage Manual and Management Program. (19-109) (2:36:34)

Rob Hunter, Stormwater Engineer, presented on the updates to Title 18, as well as the manual and plan adopted by reference in the Title. Many standards and methodologies in the previous manual were outdated; the updates would bring the code into alignment with current standards, as well as State permitting requirements. Mr. Hunter provided an overview of the design and management manual; several chapters have been expanded and clarified, though the overall page count has been reduced substantially to make the manual more relevant and concise. It has also been updated to be more consistent with the scope of the master plan. Mr. Hunter explained that these standards would apply to new construction or any new permit that is issued.

Brian Torgersen, Public Services Division Director, and Mr. Hunter clarified several technical requirements which were to be adjusted. The one-foot freeboard requirement for Utah Lake meant that buildings must be situated one foot above the 100-year flood plain level. There were somewhat different requirements for different types of uses (residential versus commercial); for instance, commercial uses had the option of doing flood-proofing as a more reasonable alternative. The building codes outlined additional freeboard requirements for critical facilities. The manual was also updated to restrict building within a 200-feet area on each side of the river, or a 400-foot-wide corridor. The river water levels can impact groundwater elevations when the river is high, so Public Works staff felt that 200 feet was a sensible buffer. Mr. Torgersen expressed that they were somewhat concerned that this change may prevent a property owner near the river from putting in a basement below river-level. They wanted to get the Council's feedback regarding a reasonable setback that would provide protection for homeowners.

Councilors shared comments and asked a few questions, including:

- Councilor George Handley felt that the adjustments to the river corridor seemed to be reasonable limitations and that Public Works staff had provided a persuasive argument; he felt that the engineers had the technical background to make these recommendations.
- Councilor Kay Van Buren noted that some existing homes would not meet the standard; how would that impact additions or remodels? Public Works staff indicated that these homes would need to meet the current standard with any new work; it may prohibit adding additional basement area to a house impacted by the change.
- Councilor George Stewart felt that these updated regulations would provide important protections for the City and its citizens.
- Councilor David Knecht asked if any projects in progress would be impacted. Staff indicated that Qualtrics has been discussing the possible impacts with the City and had been proactive in their planning regarding a forthcoming project and application.

Presentation only. This item will be scheduled for the Council Meeting on November 12, 2019.

Policy Items Referred from the Planning Commission

14. An ordinance to amend Provo City Code to identify zones where cannabis production is permitted. Citywide application. (PLOTA20190365) (3:09:41)

Brandon Larsen, Planner, presented. Mr. Larsen outlined background information about the special legislative session, which established the State definition of a cannabis production establishment and by default, required a city to allow a cannabis production facility in every agricultural or industrial zone, unless the city took action to designate at least one of each. This proposal was intended to achieve that aim, which would address and administer this use in a smaller, more measured approach, given the newness of the law and use. Mr. Larsen clarified that this proposal did not relate at all to dispensaries or pharmacies. The ordinance amendment would designate the A1.10 and Freeway Industrial (FI) zones as those which would permit this type of land use. The A1.10 zone contained the least amount of land of any of the agricultural zones in the city. The FI zone already permitted manufacture of drugs/pharmaceuticals, so it was a logical choice for the industrial zone required of the City to allow this use.

Councilor George Stewart asked how this worked, when federal law prohibited activity that State law allowed. Brian Jones, Council Attorney, explained that the Legal Department did some research after county decision. If the City did not act, cannabis production would actually be allowed everywhere per the default designated in State law; Mr. Jones clarified that this action would place limits on the use. Mr. Larsen added that the City was zoned such that 50% of the zoned area was either agricultural or industrial zones—if the Council did not take this action, the use would automatically be permitted in half of the City. *Presentation only. This item was already scheduled for the Council Meeting on October 29, 2019.*

15. An ordinance amending Provo City Code to clarify development landscaping requirements and allow for xeriscape. Citywide application. (PLOTA20190280) (3:18:25)

Javin Weaver, Planner, presented. Mr. Weaver explained details of the proposed revisions, which would expand landscaping options to include xeric landscaping or xeriscaping. Mr. Weaver shared details of the staff evaluation of artificial grass types and quality, which helped shape the proposed amendments. Mr. Weaver also indicated that staff have worked closely with zoning staff to ensure that the new standards were clear and zoning staff were prepared with the proper framework for enforcement. *Presentation only. This item was already scheduled for the Council Meeting on October 29, 2019.*

16. An ordinance amending the zone map classification of approximately 11.87 acres of real property generally located at 1400 S State Street from Residential (R1.10) to Medium Density Residential (MDR). Spring Creek Neighborhood. (PLRZ20190154) (3:22:51)

Aaron Ardmore, Planner, presented. Mr. Ardmore explained the background of the proposal and highlighted relevant elements of the project. Several years ago, the Council had rezoned the subject property from an industrial use to the R1.10 zone, anticipating future development as MDR. The proposal has highly favorable neighborhood support. *Presentation only. This item was already scheduled for the Council Meeting on October 29, 2019.*

17. A discussion regarding a PRO Zone rezone and accompanying ordinance text amendment for one acre of property generally located at 385 N 500 W. Dixon Neighborhood. (PLRZ20180293 and PLOTA2018292) (3:24:57)

Brian Maxfield, Planner, presented. Mr. Maxfield outlined details of the project, which was currently a duplex. There has been an effort to move away from PRO zones, but it has been hard to do since many projects require the degree of specificity afforded by drafting a site-specific PRO zone. The buildings at this property are well-kept and the neighborhood has been supportive of the proposal. Often a PRO zone is used because an appropriate mixed-use zone does not exist for a specific project and its unique circumstances. Mr. Maxfield noted that the project met the green space requirements for a project of its size.

Council Vice-chair Kay Van Buren read comments from Councilor David Harding into the record: "The subject property is on my block. The applicant has done a great job over the years managing and maintaining the apartments that are already on the property. This gives me greater confidence that even with the requested densification this property will be a net benefit to the area. There always is the fear that the property will change hands and may not always be so well managed. I support the proposal, but don't consider it a routine request and I think that it should receive a second hearing to allow the neighbors the full chance to review the final proposal."

Since Councilor Harding was not present to request the automatic continuance to a second meeting, Councilor George Stewart volunteered to make the request on Mr. Harding's behalf. *Presentation only. This item was already scheduled for the Council Meeting on October 29, 2019.*

Closed Meeting

The Municipal Council or the Governing Board of the Redevelopment Agency will consider a motion to close the meeting for the purposes of holding a strategy session to discuss pending or reasonably imminent litigation, and/or to discuss the purchase, sale, exchange, or lease of real property, and/or the character, professional competence, or physical or mental health of an individual in conformance with § 52-4-204 and 52-4-205 et. seq., Utah Code. *Brian Jones, Council Attorney, outlined the statutory basis for the closed session.*

Motion: David Knecht moved to close the meeting. Seconded by George Handley.

Vote: Approved 5:0, with David Sewell and David Harding excused.

Adjournment

Adjourned by unanimous consent.