



MINUTES

Planning Commission
Work Session
Tuesday, August 11, 2020

IN ATTENDANCE

Commissioners: Genevieve Baker, Frank Young, Michael Farrer, Rod Parker and Kay Heaps

Commissioners Excused: Brad Mertz, Karen Ellingson

City Staff: Josh Yost, Community Development Director
John Penrod, City Attorney
Laura Thompson, City Planner
Heather Bakker, Executive Assistant

City Council: Matt Packard

CALL TO ORDER

Vice Chair Baker called the meeting to order at 7:01 p.m.

DISCUSSION OF AGENDA

Vice Chair Baker asked if there were any corrections to the agenda. There were no corrections to the agenda.

DISCUSSION OF MINUTES

June 23 and July 14, 2020

Vice Chair Baker asked if there were any corrections to the minutes. There were corrections to the minutes that were sent via email.

CONSENT AGENDA

1. *Commercial Site Plan Approval for the Springville Tennis Center located at 2069 W 1150 N in the HC-Highway Commercial Zone.*

Commissioner Young said the rendering shows the City Logo. PT said that wouldn't be used.

LEGISLATIVE SESSION

No items

ADMINISTRATIVE SESSION

- 2. Discussion regarding Westfields Central Zone*
- 3. Planning Commission Training*

With nothing further to discuss, Commissioner Heaps moved to adjourn the briefing meeting. Commissioner Parker seconded the motion. The vote to adjourn the meeting was unanimous.

Vice Chair Baker adjourned the briefing meeting at 7:02 p.m



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CALL TO ORDER

Vice Chair Baker called the meeting to order at 7:02 p.m.

APPROVAL OF THE AGENDA

Commissioner Young moved to approve the agenda as written. Commissioner Parker seconded the motion. (See the end of the meeting for this clarification). The vote to approve the agenda was unanimous.

APPROVAL OF THE MINUTES

June 23 and July 14, 2020

Vice Chair Baker asked if there were any corrections to the minutes. There were corrections to the minutes that were sent via email.

Commissioner Young moved to approve the June 23 and July 14, 2020 minutes. Commissioner Parker seconded the motion. The vote to approve the meeting minutes was unanimous.

CONSENT AGENDA

1. *Commercial Site Plan Approval for the Springville Tennis Center located at 2069 W 1150 N in the HC-Highway Commercial Zone.*

Commissioner Young moved to approve the Consent Agenda. Commissioner Parker seconded the motion. The vote to approve the Consent Agenda was unanimous.

Commissioner Farrer arrived at 7:04 p.m.

LEGISLATIVE SESSION:

No Items

ADMINISTRATIVE SESSION

2. Discussion regarding Westfields Central Zone

Josh Yost, Community Development Director, presented. This item is a pilot project in the Westfields South area, which is located West of 400 West and South of 400 South. There is one 20 acre parcel remaining to be platted in this area on the Westside of the Tintic rail line. In cooperation with David Simpson, we are pursuing an innovative opportunity to develop a mixed unit type higher unit count neighborhood on these 20 acres. Mr. Yost sent a webinar to the Commissioners yesterday on Missing Middle Housing. In this area, the hope is to accomplish that. Middle housing is defined as having buildings at house scale that have more than one unit in them. The definition goes up to 19, but the meat of it is under 10. In partnership with Mr. Simpson, we have been working for over six months to develop a yield plan concept for the area to determine the type of units, the type of mix, how many, and also accomplish specific needs the city has with storm water infrastructure. The area needs additional storm water detention areas to accommodate the build-out. Mr. Simpson provides the space to allow us accomplish that, but he needs additional units on the property, more than the base zoning, which started the initial discussion. We had a great discussion with Tom Low, who is an urban designer and planner from North Carolina, who has lead on new neighborhoods that have built out in a traditional way in terms of units, open space and civic space, returning to compact, walkable, people centered neighborhoods that were predominate in the early part of the 20th century. We are looking to bring him or another individual in to help us develop a refined master plan for the area and the zoning standards and design guidelines necessary to make it happen. This is anticipated to be a pilot project to create more innovative and diverse places with smaller unit types for the areas remaining in the city. The Westfields master plan initially considered a mix in unit type with more units all together. Because of market forces, the way the code is written, and a number of other factors, the Westfields hasn't developed to the number of units and the diversity of housing types that were anticipated in the general plan under the Westfields overlay.

The desire is to have a place that is traditional in character, welcoming, intimate, and focused on people and sense of place. It is anticipated having significant open space. Mr. Yost showed pictures of Linear Park at Daybreak. He talked about the main park at North end that has a dual function as a storm water facility. None of it leaves the site and it is all managed within their development. He showed a large park that served as a storm water detention that has a play area and a hill that is popular for sledding. It is a well-designed, dual function park.

This development would include high quality materials, smooth stucco, masonry, wood/fiber cement. Commissioner Heaps asked if it is referred to as Hardy board. Mr. Yost said yes, that is the brand name.

The goal is to have diverse housing types, ranging from single family on traditional lots to smaller single family like cottages on a lot of 1000 square feet with common green and open spaces. Mr. Yost showed a paired home that behaves like a duplex, but each is owned separately.

Commissioner Young asked if the developer is able to do this and make it pencil. Mr. Yost said he is working with the consultant, Mr. Simpson and the Planning Commission to get a diverse project and a very defined plan for the space. Because it is only 20 acres, development decisions can be made in the process. Commissioner Young asked if it would be a master planned community like Daybreak. Mr. Yost said yes, on 20 acres, adding that twenty acres is about 5 downtown blocks.

Commissioner Baker asked if Mr. Yost would discuss zoning amendments or exceptions that will be needed. Mr. Yost said that he would later in this presentation.

Mr. Yost showed a mansion home that is a house size building with three units inside. They all have garages, private backyards and entrances. They provide a single family living experience in multi-unit building. He showed a four-plex and small flats.

Commissioner Young asked if this would be an HOA development community. Mr. Yost said yes, Mr. Simpson has stated that the developer would pursue that path.

Mr. Yost showed three unit townhomes that are traditional in form (shape).

Mr. Yost said by facilitating regulatory structures and design standards that communicate what the city's intent is, there can be an increase in the number of units when applying these design standards and give many people the opportunity to live there. The gentleman they spoke to yesterday stated that this area is highly 'amenitized'. Meadowbrook Elementary is across the street, the new Jr. High is two blocks to the East, Smith's, a church, surrounding retail, the City Rec Center, the planned commuter rail station will also provide active transportation through the area. It is well located to provide many amenities of daily living. We are excited because not only do we have a great partner in the development, it is in a great area that allows us to pursue something different in the way of development.

The process is to develop a plan and craft a zoning ordinance that would be called the Westfields Central Overlay Zone, that is crafted just for this site. We want to create the best plan possible outside of the constraints of the current zoning regulations and then develop the regulations needed to implement it. Mr. Penrod did a great job at looking at writing a simple code, that addresses all of the elements, while reflecting best practices.

The purpose is to provide a diverse and walkable community, improve quality of life for those who want to live near open space, provide a variety of family dwellings for all stages of life and all types of families.

The overlay would be applied only in areas within ½ mile of walkable amenities, surrounded by existing residential developments that are in the Westfields area and within existing single family zones and not within a mile of another Westfields overlay zone. The hope is as this project is implemented and is successful, then this model can be used in many more areas. The City Council has given Community Development priority to zoning code and subdivision overhaul. This provides the initial starting point to apply these to our zoning code.

All residential uses are allowed in the zone. This is a residential only zone. Higher densities are allowed if applicant participates in the density bonus requirements. The development size falls between 20 to 30 acres. This is a good size so it doesn't become endless homogeny as is seen in the Westfields now. It creates a walkable, amenitized lifestyle.

The goal is to increase density. Dan pointed out in webinar this morning that there was one unit of density difference, one was great, one wasn't. Put focus on the forms of the buildings and keep them non-imposing. Commissioner Heaps asked if there would be a density bonus in association with the types of building, so we can mitigate good vs. bad. Mr. Yost said we are looking at creating a zone that focuses on the form allocating a lot type and then develop parameters for width, height, length that can be built on the site, was the volume is divided, it stays in the scale of a single family home and addresses the street well. Avoiding blank wall spacing. Density bonuses are related to the amenities provided in the neighborhood. The problem in the Westfields currently, is instead of saying this is what we want, we provided for more units, to do more and do better, but people didn't have to do it. The density bonuses weren't significant enough to balance the cost of what was needed for the bonuses. It didn't make the overlay better. In this zone we are looking to specify what we want and going forward from the outset, more units and more intensity and not operating on a density bonus method based on the individual units, but specifying standards to the entire area.

Commissioner Heaps said this project could go to any developer. Mr. Simpson will do well, but we need to make sure this is covered for everyone. He asked if it is possible to do a 4 plex in this area. Mr. Yost said no, in this unique process, we will master plan the whole area. This is why we got Tom Lowe who has spent a career to get well design, high quality development. Mr. Yost reached out to get the best people in the industry.

Commissioner Parker clarified that each plan submitted will have to have a mini master plan and then determine the mix of buildings along with the look and open spaces. Mr. Yost said that as we move forward, it will operate a bit differently, as we plan for responsiveness to the market. And build a toolbox what will say if you are doing this, this is what it has to look like.

Commissioner Parker said his concern is that he doesn't want to end up with what is in the Westfields, the same and generic. Mr. Yost said this code and will delineate

that there needs to be a minimum number of types and standards which meet different categories. The 12-plexes on 400 South couldn't happen in this area. The current overlay deals with townhomes and single family homes well, but not the other types of homes. We are getting as much expertise as possible, to provide a foundation moving forward. We have to plan for flexibility, but also for what we want to get.

Commissioner Heaps likes the idea. He asked if Mr. Simpson said he can he make it this work on this 20-acres. Mr. Yost said he has indicated to us so far that on the minimum number of doors, it is a feasible project. Commissioner Heaps asked with that look and nice materials. Mr. Yost said they haven't gotten to that amount of detail yet.

Commissioner Young asked if on the transit zone, they want to do a form based code, a few years ago. Mr. Yost stated that Suburban Land Reserve in partnership with Placemakers created the Village Center Form-Based Code which is a complex form based code. We are not going to that level of detail here, we don't need to. It's not 100's of acres or as diverse, but that is the direction to go in our zoning code.

Commissioner Baker asked if what is on the screen is proposed or what we have now. Mr. Yost said this is the initial look at the Westfields Central Zone. Commissioner Baker said in the presentation today the units per acre seemed much higher than 7.5 per acre. Mr. Yost explained that this is a gross acreage and everything he was talking about was net. So the number of units on the parcel. A normal subdivision has 20-30% yield for streets. In this subdivision, we are taking 25% out for the park and the greenway. That accounts for the numbers. And we want to push that higher if we can make it work in our market and maintains the quality of the look and feel of what we want in Springville.

Commissioner Heaps asked if we know how many units there might be. Mr. Yost said in their field study, they got up to 150 units but we could get substantially more if we don't have required 10,000 foot, quarter acre lots and have more cottages. Having more triplexes and smaller homes, we can push that number up, without having it feel more intense.

Commissioner Heaps asked if there will still be parks and walkways. Mr. Yost answered yes.

Commissioner Baker asked if Mr. Yost is writing code to ensure the mix and what types of things are being looked at. Mr. Yost said that first, this is unique where we start with a master plan and reverse engineer. Allocate land based on transect zone and require diversity of mix within each of those transect areas. Planning has to be intentional in this amount of area. That's why the develop the plan, develop the zoning, develop the process works well here.

Mr. Yost spoke about parks and open space, which are a density bonus requirement. We have 5 acres of park. Planners are reminding Mr. Yost that open space is about quality, not quantity. And it needs to be usable. This is a reasonable number with the storm water space needed, it is reasonable number and feasible for the private sector to support that. Initially, we believe it is broken up into a 3 acre area to the

North that has the park and storm water facility and 2 acres of linear parks and walkways, paseos, courts for the rest. Much of the smaller space may be owned in common and taken care of by an HOA. But the large park would be a dedicated City park.

Concerning housing mix, Mr. Yost won't spend a lot of time on this now. He mentioned we have said no to 12 plex type units.

We need to properly transition from surrounding single family homes in a way that respects their investment and expectations, yet provide opportunities to do something here.

The design standards will be prescriptive and address the density. Making it be required, rather than having someone opt out and build a basic product. That results in fewer homes, fewer people and a worse product. We are trying to move away from that.

Mr. Yost showed an example plan. He said we are looking to be more diverse. Commissioner Baker said she wants more diversity. This is a plan that Mr. Yost drew to show what we could do here under the current code. This is a baseline to start the discussion. Commissioner Baker said, ah, this is density with the current overlay. Mr. Yost said yes, this could currently be done in the Westfields overlay.

Mr. Yost ended his presentation and asked if there were any questions on our process or goals. Commissioner Young said it sounds great. Commissioner Baker asked if this would include carless areas, as shown in the Arizona cul de sac example. Mr. Yost said it is just an example of what can be done in a small space. We want to minimize the impact of parking while still accommodating it.

Commissioner Heaps said that we are looking at creating a new overlay, does that mean we need to change any zoning. Mr. Yost said that we will adopt new codes, design standards and regulations into the ordinance and then apply that code to that property. Commissioner Heaps said a new zone. Mr. Yost said yes, the overlay is the zone. It may be an overlay or a zone that doesn't sit on top of another zone. It may just be a specific zone without an R1-10 or R1-8 underneath. Commissioner Parker feels that would be the simpler way to go. Mr. Yost said if we want to reform the basis of our code structure, it would be good to step away from that existing structure here going forward.

Commissioners Heaps and Young think this is a great project.

Commissioner Baker called for a five minute recess. Commissioner Young motioned, Commissioner Heaps seconded.

3. Planning Commission Training

Mr. Yost presented. He wants to focus on the essentials of what is the Planning Commission is and what the duties are.

In Title 11 Chapter 2, it talks about the Planning Commission. Each city and town must establish an ordinance to establish a Planning Commission. This section establishes your role, establishes the Planning Commission, how you are appointed, what your term of office is, and elements that are delineated in the first paragraph in terms of the State code requires for a Planning Commission. It establishes the number of members, alternate members, mode of appointment, Planning Commission members, the City Council member to be our representative, 4 year length of office. Your authority is detailed under duties and powers. The Planning Commission prepares and recommends to the City Council amendments to the General Plan. It is your duty to make reports and recommendations to public officials.

Prepare and recommend to City Council all subdivision regulations and review and recommend all the subdivisions themselves, recommend zoning and amendments, Review and recommend condo plats and projects, recommendations for multi-year improvement programs, such as the culinary water, sewer, power master plans, that have come before you recently. You have the ability to conduct hearings and meetings to convene people to discuss and provide input on any element under consideration. Aside from a public hearing, you can convene a public meeting to solicit participation from the public. Also recommend General Plan and plats. There is also an annexation policy that you will see within the next year or two. We are revisiting a recommendation on the annexation plan.

State code that is the base code that you need to be given by the City. You have no other inherent duties, but can innumerate additional duties. Many commissions try to involve themselves in business licensing, animal regulation and nuisance enforcement. In Springville you don't have authority over business licensing or animal control or nuisance ordinance titles. You handle the codes that establish what our ordinances are for land use in our city. Enforcing these codes, falls outside of the Planning Commission role.

When given the role of approving or issuing permits, such as a plat or an administrative action, you have to follow our ordinances and State law. If applicant comes for site plan approval, and they meet the code, then you have to give an approval. You can't go outside of that. Your role is to compare it to the ordinance and approve it if it meets the ordinance.

Commissioner Heaps asked if there are times when it is a gray area if it meets the zone. Mr. Yost said that there are times when there are elements in the code that are not completely objective, Mr. Penrod helps with that. But there are times it can be confusing. We want to make sure the code is clear.

Commissioner Heaps asked if we are unsure of the code or are unsure if it meets it, should we meet with Mr. Yost before the meeting. Mr. Yost said yes, that is the best practice.

Mr. Penrod said that if it's administrative and staff recommends, and you see a conflict, you have to go with what you're seeing. If there is a conflict, continue the matter and then staff can re-look at it. If approved without looking at it, it is vested in the final determination. Mr. Yost is right, the tie goes to the developer. We cannot predict every outcome that comes from a code. If uncomfortable with an item, whether recommending

or an administrative item, continue the item. Mr. Yost agrees and can't think of an instance where it isn't best to continue and look at the facts.

The Planning Commission is a recommending body. Some confusion has arisen as to how much power the Planning Commission has. It's not much, but Mr. Yost pushes against that in saying we have a good relationship between the City Council trusts your input and relies on you for recommendations on how to move the city forward. The work you do and the close reading that you have done, have made those better, improved the recommendations and pushes our city to the best outcomes. You don't make the law, but you are like the legislative staffers that draft the legislation. Commissioner Parker said they can help shape the narrative. Commissioner Baker summated that they are in a position not of power, but of influence.

Mr. Penrod said that, at the City Council, we try to raise what is said in the public hearings and what the Planning Commissioners discuss, and they have the same concerns that you have. For example, on the STR issue, they listened to what the Planning Commission recommends. Not so much power, but they listen to what is happening here. Commissioner Parker clarified that the STR's did not pass this last week at Council. Mr. Penrod said the Council shared the same concerns as the Planning Commission on this issue, so staff is looking at it again. Mr. Yost stated that Mr. Penrod has drafted a much simpler ordinance that will come back to Planning Commission for consideration. Commissioner Heaps asked if a public hearing will be necessary and Mr. Yost replied yes. Commissioner Baker asked if they will look at it quickly, or if it will take some time. Mr. Yost said it would return the first meeting in September. Mr. Penrod if the zone map changes, it will be in a year.

Mr. Yost said this isn't to say that Planning Commissioners are not important. They are. This commission does a good job of considering the interests of the city and you are invaluable to the community. Mr. Yost feels that all of the Commissioners do a great job at considering what is best for the community as a whole. He hopes there is more time moving forward to do more training. Items include: how to run a planning commission, how to adhere to the public meetings act, and elements of planning, design and zoning. Mr. Yost has access to all presentations from the National Planning Conference this year, and a Strong Town slides, plethora of webinars on specific topics from planning groups, etc. We have more resources to use than ever before that have been made available. Coming up with be a number of administrative and legislative items coming before you. There will be a revised MSSG zone coming back to you.

Mr. Yost said there will be continued training. And he thanked the Commissioners for their work.

Commissioner Baker asked on procedure, if there was a motion to approve an agenda, but there wasn't a second on the motion, would be need to resubmit that motion. Mr. Penrod said it was up to them, but the second is important.

Commissioner Baker asked for a motion to approve the agenda. Commissioner Young moved to approve the agenda. Commissioner Heaps seconded. The vote to approve the agenda was unanimous.

With nothing further to discuss, Commissioner Young moved to adjourn the meeting. Commissioner Parker seconded the motion. The vote to adjourn was unanimous. Vice Chair Baker adjourned the meeting at 8:23 p.m.