



MINUTES
Planning Commission
Regular Session
Tuesday, August 31, 2021

IN ATTENDANCE

Commissioners Present: Chair Karen Ellingson, Genevieve Baker, Frank Young, Michael Farrer, Rod Parker and Kay Heaps

Commissioners Excused: Brad Mertz

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

City Council: Matt Packard

CALL TO ORDER

Chair Ellingson called the meeting to order at 6:02 p.m.

APPROVAL OF THE AGENDA

There was a discussion about the agenda and the additional item on the agenda. Commissioner Young moved to approve the agenda as written. Commissioner Farrer seconded the motion. The vote to approve the agenda was unanimous.

LEGISLATIVE SESSION:

1. *Lakeside Land Partners and Davies Design Build request a zone text amendment to adopt the Lakeside Landing Special District as Springville Code Title 11, Chapter 9. Continued from July 27, 2021. - Continued from August 24, 2021*
2. *Lakeside Land Partners and Davies Design Build request a zone map amendment to apply the Lakeside Landing Special District to the following parcels: 21:096:0005, 21:096:0015, 21:096:0016, 23:028:0003, 23:028:0004, 23:028:0037, 23:028:0038, 23:028:0039, 21:096:0002, 23:027:0008, 23:027:0030, 21:097:0054, 21:097:0048, 21:097:0023, 23:027:0084, 23:027:0083, 23:027:0082, 21:096:0011, 21:096:0004, 23:028:0035, 23:028:0052 generally located north of 400 South and west of 2000 West, in the Lakeside Community Area. - Continued from August 24, 2021*

Director Yost presented. Commissioner Young asked if this is an overlay. Director Yost said that it is.

Director Yost said the Staff requests and concerns are six-foot porch depth to be measured from the face of the house to the railing; 18" above grade minimum finished floor elevation for single-family detached and attached lot types; window trim or reveal; double frontage lots; and southern area architectural design.

Director Yost spoke to the transfer of density in the southern part. Provided the rationale that the most important part is the last sentence: "If there is a market for stand-alone retail and one application includes many retail lots, using the residential density allowance on other parcels will be limited by the bulk restriction, size, height, mass of buildings, as well as parking requirements." In these cases, the applicant won't be able to realize a part of the residential density allowance. If there is a big box store, everything else still has to work to use that density on the adjacent lot and it needs to be in the same application and not exceed the density limits for that transect. The applicant has taken these statements that were included in the northern part and added them to the southern part.

Director Yost talked about product type and diversity of use for lot types and how they are mixed throughout the project. It can be addressed on page 64 by bringing the diversity standards for all the different lot types together per transect. We propose one lot type for every 250 feet of block face. Commissioner Baker asked if this was all the different types for each transect. Director Yost said yes on a block face, it has to be at least one lot type per 250 feet. For the first 200, you can have one lot type. Once it goes above that, you have to add an additional lot type. That speaks to the concern on Main Street that it doesn't become monolithic. And in the southern T6 unit, there can't be one unit type wrapping around a block. A diagram is provided on page 28 of the packet.

Commissioner Heaps asked how many feet are on block-face three from arrow to arrow. Director Yost said probably in the range of 500 feet. Four different faces would be required on that block face.

Director Yost said we asked to see standalone commercial lots and that lot type was added. There was discussion last week if you could fill it with cottages or townhomes, and that has been quantified on page 22. We asked if there was a commitment to minimum numbers of each of the major lot types, like single-family homes, townhomes, apartments, etc. The applicant responded that the densities and the block face diversity rule plus the minimum of 7 units on each half-block that it is impossible to use the densest lot types. After evaluating, we concur with that. In the T3 areas, the diversity of lot types may diminish as they only go up to a small number of lot types in T3 because it is the most suburban and least intense development. They addressed that on page 62.

In terms of density, we asked to see a larger lot type, so the suburban mansion house was added and the maximum floor area limit was removed. Staff felt with all the different lot types, there was some room to move up the maximum floor area size for some of the single-family units. The suburban house was a maximum 3,200 square foot lot size. In the village house and the suburban house, Director Yost has confidence in the setback and massing articulation standards that will prevent us from getting houses that seem to crowd their lots and seem too big. We recommend increasing or taking out the maximum floor area in lot types 2 and 4. Commissioner Baker asked if that is total. Director Yost said it is the total maximum floor area. The parking is summarized by lot type on page 62.

The unit counts and density reflect the discussion we just had. Notes are added in the regulating plan for the North and South portion.

Commissioner Young asked if there is enough parking for those who live there. Director Yost said he is confident the builders will build the parking to make it work. Some of the multi-family product requires one parking stall per unit, which is less than would be required under our standard parking requirements, but if you impose our standard parking requirements on this project, it starts blowing it up. Director Yost is confident in the building community for how much parking they provide and knows that, as the City, we have the tools to regulate on-street parking if it becomes problematic. Commissioner Young asked if there would be any shared parking agreements with the Church or the school. Director Yost said the only shared parking agreement he has ever seen with The Church of Jesus Christ of Latter-day Saints was the park and ride agreements with UTA. Commissioner Young asked if those have been revoked. Director Yost said they could be.

Block standards and thoroughfares have been addressed and communicate as a pedestrian priority area.

The materials discussion called for vinyl siding to be prohibited. The applicants made the case that vinyl has come a long way. Director Yost researched this and to make it defensible added that it can't have faux grain and must be smooth. It must have the profile of traditional wood siding. It can't have the profile of shiplap that has some backing on it to make it sturdier. More of that can be put in the code.

Lastly, the applicant followed our recommendation to designate some areas on the regulating plan as special address areas, which are areas that have additional regulations. In certain areas storefront frontage was required, as well as minimum glass requirements, added covered walkway requirement to several lot types to address adding additional character.

Commissioner Heaps asked for a copy of the email attachment that was sent late this afternoon. Director Yost asked Heather Bakker to make copies for the Commissioners, which were made and distributed.

Director Yost gave guidance on the motion saying it doesn't have to be yes or no. We encourage you to be nuanced and include conditions, such as 'We recommend approval if...'; it can include specific changes to the code; include statements or concerns; guidance for concerns; or say any other considerations for the Council.

Korkut Onaran, adjunct professor at the University of Denver, Ph.D. in planning and architecture and practicing planner, presented. He wants to address the concerns from the last meeting: setbacks, materials, height, architectural design and Director Yost's concerns as well.

This project is different in that we are working together with the applicant and the City. There are items in this code that he felt are good things to be included. The building setbacks are close to the sidewalk. We follow traditional neighborhood architecture. You

can create neighborhood interaction with setbacks. They are asking for 3 feet side setbacks.

He showed compact tiny buildings. This gives options. We oversupply big single-family homes. There is demand for small homes and small lots. Fire suppression is required when homes are less than 10 feet apart, which is very doable.

Concerning materials, the vinyl reaction was surprising. We aren't stuck on using it. Federal law asks for a 50-year guarantee. Vinyl is the only material that can meet that. If it is a deal-breaker, we will put it in as a condition. Same with corrugated metal. He has seen it Springville. Commissioner Heaps asked if there were good examples of corrugated metal and siding. Mr. Onaran said it isn't inherent to be good or bad. He saw Dutch lap in this community and there are some nice-looking buildings and they are vinyl. In this jurisdiction, it was allowed. Commissioner Heaps said attaching a qualitative description and pictures would eliminate his concerns.

Mr. Axley said that if no vinyl is allowed, that is OK. Some people are moving from the East coast and they want it. Commissioner Heaps asked Commissioner Young if they use it at UVU, to which he replied there is no application for it there. Chair Ellingson said her house is vinyl. Mr. Axley said that he has used corrugated steel, the same as board and baton. Commissioner Heaps just wants to do it correctly.

Mr. Onaran spoke about building height. The maximum building size is 2,200. Commissioner Heaps asked if the total height could be 45 feet and still get the number of stories in. He likes 45 feet, not 50. Mr. Onaran said it is a small amount of change. Commissioner Farrer made a point about it being downtown as opposed to it being in the Westfields. Commissioner Heaps likes what Commissioner Farrer said. It makes sense. Commissioner Young said it adds interest and makes it nice.

This block type can only have 4 stories if 2,000 square feet of the ground floor is non-residential. Commissioner Baker asked if this was the 30% mixed-use. Mr. Onaran said it is at setbacks. Chair Ellingson mentioned you're going around a green space.

Commissioner Heaps confirmed that the Main Street Mixed-use buildings can only go in T6, T5 and T5i. Mr. Onaran said yes. Director Yost clarified it can only go to 4 stories in Lakeside.

Mr. Onaran talked about the changing articulations. He showed the 4 story options. Commissioner Heaps asked if this passed, is this the architectural style we would get. Mr. Onaran said this is what we prefer and what we are going to put in the pattern book.

Commissioner Young asked if the commercial could be converted to residential. Mr. Onaran said yes. We are looking for small businesses in those spaces. Mr. Onaran showed an example of residential right next to commercial. Mixing them is key. Commissioner Parker said we are kidding ourselves if we say these are going to be retail. Daybreak is having a hard time filling their mixed-use buildings. You want it to be vibrant. Mr. Axley said the biggest demand we have is small commercial less than 2,000 square feet. Mr. Lent said rather than having empty commercial space, the retail space can be rented office space, or the code allows us to turn it into residential.

Commissioner Young asked the overall unit rate for parking. Fee simple lots, including townhomes, duplexes and single-family, are 2 spaces minimum per lot. Small apartments are 4 units with 4 spaces minimum and 8 spaces maximum. Most could accommodate 6-8 spaces. Large apartment buildings have one space minimum per 1,200 square feet or 2 spaces if more. Businesses have 2 spaces per 1,600 square feet and after each 400, one more space. We are not trying to over-require parking.

Commissioner Heaps asked Director Yost if the parking is adequate. Director Yost said definitely. Parking demand will decrease eventually. He is comfortable as it is currently written. Chair Ellingson asked if streets are wide enough to allow street parking in those areas. Director Yost said yes. Commissioner Young mentioned they are speed calming roads so people drive more slowly.

Mr. Onaran addressed what Josh mentioned:

- 1) Double frontage: In the regulating plan we have T4 and alley. When it is a front-loaded prototype, you can't have a driveway directly from an arterial. Those lots cannot have privacy fences on either side. Buyers know what they are getting into. The con is little privacy, but the pro is great access to a greenway and the street.

Commissioner Baker asked how a double frontage lot is different from a corner lot. Director Yost said on a corner you could have 3 streets. Commissioner Baker why is that bad. Director Yost said it doesn't feel like a place people should be. Commissioner Baker clarified you cannot have a privacy fence on the greenway. Mr. Onaran said yes.

Chair Ellingson asked about the fence requirements going away. Mr. Onaran said no, it is a condition we can add. Mr. Axley said he saw a community that doesn't allow fences at all and there is community pressure to maintain your things. Mr. Onaran said to solve this, we would limit the privacy fence in this code.

- 2) Window trim or reveal is an acceptable condition.
- 3) 18" grade minimum creates some issues but be can be worked around.
- 4) Porch depth requirement - in some cases because of the shape of the porch it is not easy to determine depth. We can meet that. The setbacks are written will make 8 feet the norm.

Commissioner Baker asked about liner building setbacks and if they are ever designed to be right next to each other. Mr. Onaran said they are like a row home, they can touch each other. Commissioner Baker asked why the two feet setback and would that happen. Mr. Onaran clarified it is two feet to the side. It could be two feet to the property line and a driveway a little further than that. The purpose of that is to create fee simple lots. Zero-setback is when they are touching the other building. Commissioner Baker asked if there would be a situation where there would be 4 feet in between buildings with a two feet setback on each side. She is concerned about that. Mr. Onaran said they can put a restriction in. He said that is not the intention.

Chair Ellingson opened the public hearing at 7:38 p.m. Seeing there was no public comment, Commissioner Young moved to close the public hearing. Commissioner Parker seconded. The public hearing was closed at 7:39 p.m.

Commissioner Young said the applicants have done a great job at addressing our concerns. Commissioner Baker said her concern is the three-foot setbacks on tiny cottages and feels it can encroach into set back two feet leaving one foot there and one foot from the other side that could leave a trash way in between. She would like the minimum to be 5 feet. Chair Ellingson shares that concern for those reasons. Commissioner Parker asked what the space would be used for. Chair Ellingson said at 5 feet it would not be used, but not so small that it would be hard to clean. Commissioner Parker doesn't think this is such a problem. Commissioner Baker said it could be used as a pathway. Commissioner Parker understands what they are saying. Commissioner Heaps asked if we could have a standard with landscaping to minimize the problem. Mr. Onaran is fine with a 5-foot setback. Commissioner Parker said the clients are looking for that. They have a different lifestyle than we do. Commissioner Baker said they physically have to transverse the space. Commissioner Heaps asked Mr. Onaran what would be better. Mr. Onaran said it gives smaller frontage and less land. But two feet is not much difference. Commissioner Heaps said he agrees and let's move on with the 5 feet setback.

Commissioner Heaps asked about the T6 area and not making it such high density. Mr. Onaran said the density is the same. We are creating small 3 to 4 story apartments. There are large amounts of living styles in the area. It is good because of all the amenities there. Diversity and the unit types are our answers to that. Commissioner Heaps asked in T5 and T5i, we can do everything that we can do in T6. The one difference is less density in T5. He asked if T6 could become T5i. Commissioner Baker said T5i allows big box, where T6 can't. Commissioner Parker said we don't want that. Mr. Onaran said T5i is coming from the interface. It is close to the HC. Commissioner Heaps said he likes that a lot. It helps to know that. Mr. Onaran said the density is going to be more like apartments. We hope from T5 is not that. Ideally, T5 provides different things than T6. Where density increases in T6, we don't want that in T5. Commissioner Heaps asked if it is possible to keep T6 and reduce density in T5. Commissioner Heaps concluded that the density needs to be there to support the commercial. The Commissioners agreed.

Commissioner Heaps asked if it will be tied to a development agreement. He did not see that in the procedural standards. Director Yost said the development agreement will come back to you. Commissioner Parker said we don't need to put it in the motion. Director Yost said no.

Commissioner Young moved to approve the Lakeside Partners and Davies Design Build request for the zone text amendment to adopt the Lakeside Landing Special District in Springville Code Title 11, Chapter 9 with the inclusion from staff including high-quality vinyl and corrugated metal, double frontage residences have no fencing with side setbacks being 5 feet minimum, porch depths being 6 feet minimum, 5 feet setbacks with exception of liner buildings they can stay at zero or two. Commissioner Parker seconded. The vote to approve the Legislative Item was unanimous.

Commissioner Young moved to approve the Lakeside Land Partners and Davies Design Build request to apply the zone map amendment to apply the Lakeside Landing Special District overlay to the parcels as listed in the agenda. Commissioner Baker seconded. The vote to approve the Legislative Session item was unanimous.

ADMINISTRATIVE SESSION

A presentation and discussion regarding development concepts and zoning concerns for the Allen's block.

Auggie Wasmund presented. He showed some site plan changes. He pointed out a second curb cut was added on 400 S to avoid traffic stack up at the intersection. Another midblock entrance was added to 300 S. Commissioner Parker said there is one already there. Mr. Wasmund wants to get that as close to mid-block as possible.

The parking changed and is now slightly overparked. On the two buildings on the South, there were some setback issues and concerns on building height there. He moved them back and they fit within the current zoning now. To do that, he had to move units to 300 S. There was parking there, now there are townhomes. The Planning Commissioners like that better. Commissioner Parker asked where the parking was moved. Mr. Wasmund said rows were added to the West and he spaced the buildings differently and made the parking spaces narrower.

Concerning architectural material design, Mr. Wasmund needs Planning Commission and Administrative Approval to have an interior courtyard. The ordinance currently says building height step back from the block face must be 55 feet to go to the full building height. On Main Street, Mr. Wasmund wants it changed to 30 feet. Commissioner Parker confirmed that he wants to go from 55 to 30 feet, bringing it in 25 feet on Main Street and the townhomes to 30. Commissioner Parker brought up that before he wanted to change to setback on 400 S. Mr. Wasmund said that was fixed and is now in compliance. Mr. Wasmund said he has added potential for a clock tower. The library-esque roof was taken off the design.

The next issue is three stories to account for the townhomes. On 100 W 300 S it can stay below three feet, but having the third floor allows them to park the townhomes internally. Commissioner Parker pointed out it allows the residents to have a small garage. If they don't agree to this change, they wouldn't have that. Mr. Wasmund confirmed each townhome would have its own two-car garage with 25-foot minimum habitable floor depth.

Mr. Wasmund discussed landscaping and he wants bushes to be allowed.

The code now calls for 125-foot minimum habitable floor depth. On the townhome side, we ask for a reduction in minimum habitable floor depth so we can have a traditional style of parking internally. Commissioner Young asked what the depth is there. Mr. Wasmund said he thinks it is 10 feet. Commissioner Young guessed the room would be 8x8. Mr. Wasmund said the closet or the utility room isn't considered habitable, making the room 12 feet with a 3-foot closet. Commissioner Parker said so it is basically an entryway. Mr. Wasmund said correct. It is an entryway with a flex room. We can turn it into a bedroom, live/workspace, mudroom. But if it is a 25-foot room there, it is tough to work with. Commissioner Baker said this is if we give you three floors. Mr. Wasmund said yes. Two floors just won't work for us. Commissioner Heaps asked what the height of the rooms are. Mr. Wasmund said it is a minimum of 9 feet but prefers to build them 10.

Mr. Wasmund addressed uses on permitted on ground floor street levels. Currently residential has to be 60 feet back from Main Street or on any plaza attached to Main Street. The courtyard units would become commercial. We talked about the commercial viability last time and how that is not an option. We would like to make the commercial units residential and ask that they can be 30 feet from Main Street, and the plaza not be forced to have commercial. He also asks that any plaza attached to Main be changed to 30 feet. Commissioner Parker asked what the average size of the commercial would be. Mr. Wasmund said it would be 11,000, exactly half. Director Yost clarified the minimum depth of the residential from the front of the building back is not 60 feet. It is 25 feet. We are talking about just Main Street and the 400 South corner.

Mr. Wasmund said the problem is there is another part of the code that says residential units need to be 60 feet back of Main Street. Commissioner Parker asked what the purpose was of 60 feet back for residential. Director Yost said to make sure the buildings facing Main Street would be commercial. It isn't something he is particularly tied to. He is more concerned about activating the linear spaces on Main Street rather than how those uses extend into the block. Commissioner Parker is concerned about having residential homes alongside the two corners. Director Yost said Mr. Wasmund is concerned, and rightfully so, about the commercial space. The heights of these are not a big issue for him.

Commissioner Parker wonders if aesthetically we wrap around 30 feet for the frontage on Main Street, what that would look like. Commissioner Baker shares the same concerns. She is uncomfortable with so much residential on the corner of 400 South. She only feels that way about the corner of 400 South and Main on 300 South. There doesn't need to be that much commercial. She doesn't feel there needs to be commercial past the plaza 30 feet deep. And she isn't tied to the 60 feet setback on residential.

Commissioner Parker said if it wrapped 60 feet on 300 South and Main and took the corners and went 60 feet and the other was 30 feet. Mr. Wasmund said he would lose some units and if he could put townhomes in, not within 60 feet of main, that would solve that. Commissioner Baker asked how far that goes. Director Yost said Pier 49 is about 90 feet deep. Mr. Wasmund feels he can solve the 60-foot problem on 400 South and Main and just put a couple more townhomes on 300 South and avoid moving any residential closer to Main Street, as long as we can fix the plaza residential situation.

Director Yost said he was interested in the diagrams Korkut showed that where there is a taller first floor, we require two feet clear, that is a tall residential floor. If your second floor is at the same level, as he showed the adjoining residential area as a stoop, that was designed correctly and lessens his worry about the corner wrap.

Commissioner Parker suggested using the courtyard for food trucks and bands to make it an active space. Commissioner Heaps said that is vital. Mr. Wasmund said there are nights that there will be events and the residents will know about them. They will honor the noise ordinance. Commissioner Parker said that is the lifestyle they want.

Commissioner Baker said the concept of the two spaces that are on the plaza that can open up to the back, that flow makes it so it doesn't need to be commercial. Mr.

Wasmund said it activates the space. Commissioner Heaps said that will help the commercial. Mr. Wasmund said we want a lot of people in that space. It is what it is designed for. Commissioner Parker asked if they can put plugs in for food trucks so we

don't have to use generators. Director Yost said there are a lot of design opportunities there.

Chair Ellingson said 300 South doesn't need to be open. Director Yost responded that he doesn't want to lose the grid system.

Mr. Wasmund addressed materials design and architectural features. He showed several designs of options in other cities that might work for this block and got the Planning Commissioner's feedback. Commissioner Heaps reminded that the Commission wants 400 South to look like Main Street. Commissioner Parker wants it to be inviting, not an apartment look. He reminded us we are the Art City and it needs to look like Springville. Commissioner Baker agreed and said it should give something to talk about. She cautioned that the townhomes on 100 West should not seem out of place with the existing neighborhood. Commissioner Heaps feels that a modern look would feel out of place there. Commissioner Baker feels the resident's opinions are important.

Mr. Wasmund recapped the things addressed in this discussion were:

- Building height on Main and add a 30 foot step back instead of 55 feet.
- Parking lot setbacks change from 15 to 10 feet.
- Ground floor residential, which he will fix 300 South and Main, and make commercial 60 feet back.
- There may not need to be an adjustment with the courtyards. Director Yost said with the courtyards, there is not a requirement to what the use is, it is just dependent on the setback from Main.
- Mr. Wasmund said the minimum habitable floor depth and story limitations just apply to the townhomes and we can't build a three-story townhome without that.
- He gathered ideas on materials and architecture and has a better idea of where to go with them.

Commissioner Farrer said he understands the setback on 400 South but doesn't understand the advantage that has on 300 South with the commercial. He asked why the 60 feet setback here. Director Yost said the building may wrap and it is required if you have a building there and there isn't one there.

Director Yost's biggest concern is that Mr. Wasmund came in with a concept he liked, but it didn't meet the code and that had a first floor that communicated more openly to the second level. He wants the townhomes constructed in a way that people feel connected to the front elevations. He would rather have more height, with a better connection to the street. Mr. Wasmund said if the front had a porch instead of a closed room, it would activate the space.

Director Yost said the purpose tonight was for Mr. Wasmund to get feedback so he knows he is going in the right direction so we can create a development agreement and get hope that there is a way to move forward.

With nothing further to discuss, Commissioner Heaps moved to adjourn the meeting. Commissioner Baker seconded the motion. Chair Ellingson adjourned the meeting at 8:55 p.m.