

1 **PLANNING COMMISSION MINUTES OF WORK SESSION**

2 **Wednesday, September 30, 2015**

3 **7:00 p.m.**

4
5 A quorum being present at Centerville City Hall, 250 North Main Street, Centerville,
6 Utah. The meeting of the Centerville City Planning Commission was called to order at 7:00 p.m.

7
8 **MEMBERS PRESENT**

9 Cheylynn Hayman (left at 8:08 p.m.)

10 David P. Hirschi, Chair

11 Gina Hirst (arrived at 7:55 p.m.)

12 William Ince

13 Logan Johnson

14 Scott Kjar

15 Kevin Merrill

16
17 **STAFF PRESENT**

18 Corvin Snyder, Community Development Director

19 Lisa Romney, City Attorney

20 Katie Rust, Recording Secretary

21
22 **VISITORS**

23 Interested citizens (see attached sign-in sheet)

24
25 **SOUTH MAIN STREET CORRIDOR (SMSC) OVERLAY ZONE**

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27 Chair Hirschi expressed a desire for the Commission to discuss definitional issues,
28 density issues, and the proposed Public Space Plan for the SMSC Overlay Zone. Referring to
29 the recommended definition of mixed-use, Commissioner Johnson stated it is his understanding
30 that to build in the City Center or Traditional Districts, development must be either all
31 commercial or mixed-use. Cory Snyder, Community Development Director, responded that one
32 component of the recommendation is the definition that mixed-use combines commercial uses
33 with residential uses in the same building or on the same site in one of three ways. Single-
34 family is allowed, but not an entire block of single-family. Lisa Romney, City Attorney, clarified
35 that single-family development is a permitted use in only two of the five Main Street districts: the
36 Traditional and the City Center Districts. She explained that some of the recommended
37 changes to the definition of mixed-use reflect the opinion that commercial should not be limited
38 to office-use. The Commissioners did not request changes to the recommended definition of
39 mixed-use.

40
41 The Planning Commission previously recommended that the City Council cap residential
42 density in the Traditional and City Center Districts at a maximum of four units per acre as a
43 permitted use and up to eight units per acre as a conditional use. Commercial uses are not
44 included in the total density count. Following multiple public hearings and discussions with the
45 City Council, the Planning Commission appeared to be in agreement with the suggestion to
46 rescind the previous recommendation and continue examining the issue. Chair Hirschi stated
47 he found the terms "dwelling" and "unit" on page four of the staff report to be confusing, and
48 suggested the Commission consider including commercial units in the density count.
49 Commissioner Kjar pointed out that defining a commercial unit could be difficult. Commissioner
50 Merrill mentioned that commercial property owners are taxed on the total footprint rather than
51 individual units. Mr. Snyder added that the City regulates commercial by size of building and
52 uses, not number of units per building. Staff has recommended permitting a maximum of three

1 units per building on the east side of Main Street and a maximum of four units per building on
2 the west side as part of mixed-use development, with a maximum of six on the east and eight
3 on the west conditional. Commissioner Kjar asked if more control would be achieved with units
4 per acre than units per building. Mr. Snyder responded that both restrictions are important. If
5 land size qualified a development for 30 units, the City would not want all 30 units in one
6 building.

7
8 The Planning Commission seemed in agreement regarding the consistent use of
9 "dwelling unit" in the definition of permitted and conditional uses. Commissioner Merrill and Mr.
10 Snyder discussed the fact that development of a property is also limited by property size and
11 shape. Commissioner Ince asked why the City would allow greater density west than east. Mr.
12 Snyder responded that the General Plan caps residential development in residential zones at 12
13 units, but the residential cap does not apply to commercial zones. He explained residential
14 restrictions in the West Neighborhood Plan compared to the SMSC Overlay. Mr. Snyder
15 confirmed that any development other than commercial in the Traditional and City Center
16 Districts must be mixed-use. Commissioner Hayman referred to the proposal submitted for the
17 O'Brien/Pitt properties that only included commercial in order to qualify for residential, and the
18 concern that the commercial would remain empty. She stated she would be comfortable
19 allowing a townhouse or duplex on Main Street without a commercial or mixed-use component
20 provided sufficient density caps per building and per acre are in place. Mr. Snyder stated the
21 idea of allowing multi-family uses without being tied to commercial was briefly discussed in a
22 previous work session, but was not included by staff in the recommended revisions.
23 Commissioner Hirschi agreed that empty storefronts would be undesirable; however, including
24 commercial might restrict the residential density to some extent and encourage commercial
25 development on Main Street.

26
27 Commissioner Hayman pointed out that ground-level commercial development has not
28 been successful at the property located on the southwest corner of Pages Lane and Main
29 Street, and questioned whether that format could be successful in Centerville. Mr. Snyder
30 responded that the viability of that commercial element was lost when it was set back off the
31 street. Mr. Snyder responded to a question from Commissioner Ince regarding the success of
32 store fronts set off the street near Target stating that the success is dependent on being hitched
33 to the anchor stores. Chair Hirschi pointed out that the street plan will affect the success of
34 store fronts on Main Street. He stated that a pedestrian plaza feel with trees and planters would
35 contribute to successful store fronts, but that the lack of on-street parking would be a deterrent.
36 Mr. Snyder added that UDOT did not approve angled, on-street parking for the O'Brien property.
37 City Code requires 80% of Main Street frontage to be building. Access to the buildings would
38 need to be provided in the front and in the back from the parking.

39
40 Commissioner Johnson expressed approval that staff removed the ranges of permitted
41 and conditional uses in favor of stated maximums. Commissioner Merrill asked if using
42 decimals makes sense. Mr. Snyder responded that density units are measured in tenths, and
43 parking is measured in hundredths. Chair Hirschi brought up the possibility of including
44 commercial units in the density count, and Commissioner Ince suggested defining a certain
45 square footage of commercial equal to one dwelling unit. Mr. Snyder suggested considering
46 floor-area ratios for mixed-use. Commissioner Johnson expressed interest in looking at that
47 option. Chair Hirschi asked whether that approach incentivizes commercial or residential. Mr.
48 Snyder responded that if the market will not support the commercial, the residential cannot
49 occur, which is not bad if commercial is the goal. Form-based code is less concerned with what
50 goes in the buildings. Referring to the O'Brien property, Mr. Snyder stated that even an entirely
51 residential development would be a surge to businesses on Main Street from a neutral
52 standpoint. A balance would need to be found between traffic and other impacts, and the

1 benefit to businesses and services. Chair Hirschi and Mr. Snyder mentioned that some of the
2 office owners in the area were not in favor of additional, competing office space. There is
3 currently no provision for converting existing commercial space to residential.
4

5 Commissioner Hayman said the suggestion was made during the public comment period
6 that mixed-use would encourage higher density, so maybe the area should go back to straight
7 commercial. She asked if a tool is available to incentivize straight commercial. Mr. Snyder
8 responded that time is one tool. The small properties on Main Street are not viable for single
9 commercial use. An improved market for commercial use would be necessary. The allowed
10 depth of a building on Main Street could be increased to include medium box commercial such
11 as Walgreens. Commissioner Hayman stated she sees three options: (1) allow mixed use; (2)
12 allow commercial in the form of larger buildings; or (3) do nothing. Mr. Snyder added that
13 another option is to return the districts to the original Commercial-Medium (C-M) Zone. He
14 explained reasons behind changes made by the Council in 2007. Commissioner Johnson
15 pointed out that the study presented by staff showed all development in the two districts in the
16 last 20 years has been office commercial. Commissioners Johnson and Ince expressed a
17 desire to look at the square-footage ratio option. Chair Hirschi agreed.
18

19 Chair Hirschi repeated his belief that a pedestrian friendly green space with a plaza-type
20 feel would contribute to commercial viability on Main Street. He commented that his
21 professional office is in downtown Salt Lake City, and a different feel was created when the
22 pedestrian area on Main Street was widened and trees and planters were added.
23 Commissioner Johnson agreed that it could make a significant difference, but said he is worried
24 about the density that would be required to make it happen, and the lack of transit options to get
25 people there. He said he is not sure he would be willing to enact a Public Space Plan that may
26 not be worth the risk. Chair Hirschi responded that if the City is going to enact a Public Space
27 Plan, now is the perfect time – before the large parcel with the O'Brien property is developed.
28

29 Commissioner Ince stated that he also has a professional office in downtown Salt Lake.
30 He said that the area can get scary at night requiring considerable police time, and it is his
31 impression that store fronts are having just as difficult a time filling as they ever have. Chair
32 Hirschi agreed that Centerville is different from Salt Lake, but said he thinks if the environment
33 for successful commercial is created, the market may sufficiently revitalize the area.
34 Commissioner Ince asked if the cost of the additional setback would be placed on the property
35 owners. Mr. Snyder responded that the C-M Zone already has a 20-foot setback. Before
36 leaving the meeting at 8:08 p.m., Commissioner Hayman stated she loves the idea of making
37 the area more walkable with wider sidewalks and planter boxes, regardless of the uses
38 encouraged. Commissioner Hirst said she spoke with a representative of UDOT, Darren
39 Fristrup, who stated that UDOT is not opposed to that type of plan, but does not help with
40 funding. Commissioner Hirst mentioned Logan City as an example presented by UDOT of a
41 revitalized Main Street.
42

43 Chair Hirschi stated that it may take 20-30 years, but by beginning with a section as
44 large as the O'Brien property, property owners along Main Street may see the vitality that the
45 recommended plan could bring, and may also have a desire to redevelop. The Commission
46 discussed different sidewalk widths. Commissioner Merrill said he is comfortable with the
47 maximum density units recommended by staff, but he would be willing to discuss the floor-ratio
48 option as well. Chair Hirschi said he would like to look at the ratio approach as a way to limit
49 commercial size.

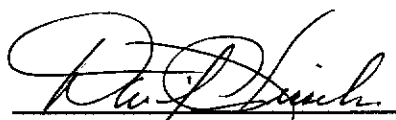
1 Mr. Snyder recommended a maximum of eight units on the north gateway area of Main
2 Street at Parrish Lane, and a maximum of 12 units on the south end at Pages Lane. Chair
3 Hirschi responded he thinks it makes sense to have the higher density closer to Main Street at
4 the south end, gradually reducing density moving east. Chair Hirschi said he would like the
5 Commission to discuss including commercial in the total density count. Commissioner Johnson
6 asked how the proposed ADU ordinance would impact properties in the SMSC. Mr. Snyder
7 responded that it would not apply. Ms. Romney expressed concern with the guarantee of two
8 units on very small parcels. Mr. Snyder agreed that property size minimums could be included.
9 Commissioner Johnson commented that the staff recommendations include a height
10 requirement change, which should be discussed.

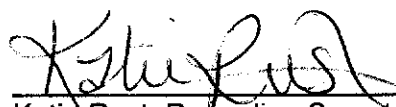
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12 Chair Hirschi asked if the ratio approach would prevent a situation in which a large
13 structure could take up three-quarters of an acre with seven tiny units on the remaining quarter
14 acre, keeping within the eight unit maximum. Mr. Snyder responded that, yes, the ratio
15 approach would guarantee mixed-use, and would prevent a small tenant commercial, such as a
16 snow shack, from qualifying as the commercial component. Ms. Romney commented that the
17 two horizontal mixed-use options (attached and detached) require commercial to front the
18 street, with residential behind. The third mixed-use option, vertical, leaves vulnerability. Mr.
19 Snyder clarified that City build standards require the front 50% of the street level of a structure
20 to be commercial. The ratio approach would prevent a snow shack from satisfying the
21 commercial requirement to get the residential. Commissioner Johnson said he would be
22 comfortable with higher maximum densities, but he predicts that between the Commission and
23 the City Council the maximum will be set at six. Chair Hirschi said he feels the City needs to
24 keep commercial viable in the City Center and Traditional Districts, and allow residential to the
25 extent that residential will assist the commercial component.

26
27 Regarding building heights, Chair Hirschi suggested that visuals would be helpful.
28 Commissioner Johnson added that visuals of the proposed plaza concept would be helpful.
29 Chair Hirschi requested a confirmed measurement for the right-of-way on the symmetrical public
30 space plan. The Commission discussed UDOT right-of-way, and Mr. Snyder stated that UDOT
31 does not have plans to widen Main Street in Centerville in the next 5-10 years. However, UDOT
32 has control of Main Street, and could widen the street in the future in response to continued
33 growth and need for capacity. Chair Hirschi added that, in his experience, a residential or
34 mixed-use component would discourage a more intense use of Main Street by UDOT in the
35 future. Chair Hirschi recommended staff incorporate a brick plaza space rather than green
36 space into an alternative for the Public Space Plan showing symmetry.

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38 **ADJOURNMENT**

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40 Chair Hirschi adjourned the work session at 8:40 p.m.

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45 David P. Hirschi, Chair

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49 Katie Rust, Recording Secretary

10-14-2015
Date Approved

