

JOINT CENTERVILLE CITY COUNCIL & PLANNING COMMISSION AGENDA

NOTICE IS HEREBY GIVEN THAT THE CENTERVILLE CITY COUNCIL AND PLANNING COMMISSION WILL HOLD A JOINT MEETING AT 5:30 PM ON TUESDAY, FEBRUARY 4, 2020 AT THE CENTERVILLE CITY HALL COUNCIL CHAMBERS, 250 NORTH MAIN STREET, CENTERVILLE, UTAH. THE AGENDA IS SHOWN BELOW.

Meetings of the City Council of Centerville City may be conducted via electronic means pursuant to Utah Code Ann. 52-4-207, as amended. In such circumstances, contact will be established and maintained via electronic means and the meeting will be conducted pursuant to the Electronic Meetings Policy established by the City Council for electronic meetings.

Centerville City, in compliance with the Americans With Disabilities Act, provides accommodations and auxiliary communicative aids and services for all those citizens in need of assistance, including hearing devices. Persons requesting these accommodations for City-sponsored public meetings, services, programs, or events should call Jacob Smith, Centerville Administrative Services Director, at 801-295-3477, giving at least 24 hours notice prior to the meeting.

The full packet of backup materials can be found at <http://centerville.novusagenda.com/agendapublic>.

A. ROLL CALL

B. BUSINESS

1. South Main Street General Plan Revisions
2. 2020 Planning Commission Objectives

C. CLOSED SESSION (Closed Meeting, if necessary, for reasons allowed by State Law, including, but not limited to, the provisions of section 52-4-205 of the Utah Open and Public Meetings Act, and for the Attorney-Client matters that are privileged pursuant to Utah Code ann. 78B-1-137, as amended)

D. ADJOURNMENT

Leah Romero
Centerville City Recorder

CENTERVILLE

Staff Backup Report

2/4/2020

Item No. 1.

Short Title: South Main Street General Plan Revisions

Initiated By: Cory Snyder, Planning Commission

Scheduled Time:

SUBJECT

Joint work session to discuss the Planning Commission's draft revision of the South Main Street Corridor Plan

RECOMMENDATION

BACKGROUND

During the previous year, the Planning Commission began preparing a “revised element” for the South Main Street Corridor, which is part of the City’s General Plan. This update was a directive received by the Commission, as a result of a prior 2019 joint work session with the City Council.

The Planning Commission has completed a draft revision for the South Main Street Corridor Plan. Before proceeding with substantial revisions to the associated Zoning Overlay Ordinance the Commission requested a work session with City Council to review the draft plan policies, prior to hosting a public hearing. The purposes of the work session are the following:

- Improve communication and collaboration with the City Council.
- Identify any serious errors or matters with the drafted policies the Council may have for the Commission to reconsider.
- Review the Commission’s reasons for limiting “residential uses,” as found in the revised plan document

ATTACHMENTS:

Description

- PC Staff Memo - South Main Street Corridor
- 2019 South Main Street Corridor General Plan Edits_Draft

**CENTERVILLE CITY
COMMUNITY DEVELOPMENT DEPARTMENT
655 North 1250 West, Centerville, Utah 84014
(801) 292-8232**

STAFF MEMORANDUM

DATE: JANUARY 22, 2020

TO: CENTERVILLE CITY PLANNING COMMISSION

FROM: PLANNING STAFF

SUBJECT: SOUTH MAIN STREET CORRIDOR PLAN – UPDATE FOR NEW COMMISSIONERS

During the previous year, the Planning Commission began preparing a “*revised element*” for the South Main Street Corridor, which is part of the City’s General Plan. This update was a directive received by the Commission, as a result of a prior 2019 joint work session with the City Council.

The “*revised element*” has not yet been presented to the City Council. However, the Planning Commission has requested a “*joint work session*” to preliminarily review the revised element. The joint work session will likely take place later in February 2020. The decided purpose of the work session is as follows:

- *Improve communication and collaboration with the City Council.*
- *Identify any serious errors or matters with the drafted policies the Council may have for the Commission to reconsider.*
- *Review the Commission’s reasons for limiting “residential uses,” as found in the revised plan document*

In assisting the newly appointed Commissioners, this memo will describe the structural framework of the proposed changes and also provide a generalized summary of significant matters. Below is the summary outline that will be also discussed in further detail at the meeting:

- ✓ In addition to the element devoted to the South Main Street Corridor, there are various other policies located in other neighborhood specific plan elements. The first few drafted amendments are devoted to revising such policies to establish consistency amongst the various policy statements – (*see pages 1 and 2*)
- ✓ The South Main Street Corridor is being reduced from its original size/extent. The proposed corridor now is located from the south side of Parrish Lane to the north side of Porter Lane.
- ✓ The Corridor’s new planning segments are:
 - North Parrish Lane Gateway Area
 - Civic/Cultural Area
 - Traditional Main Street Area

- ✓ The Corridor’s future planning policies are divided into the following categories:
 - Corridor Wide Viewpoints
 - Land Use Expectations
 - Built Environment Design Expectations
 - Corridor’s Street Space Expectations
 - [Optional] Residential Re-introduction Opportunities
- ✓ The Corridor Plan’s “*optional*” residential re-introduction category regarding the future of allowance of residential uses will likely be any early focus for the policy debate. The generous allowance for residential uses of the original corridor plan received significant push back with prior development proposals and a significant part in the impetuosity for the Council desiring a change to the corridor plan – (see Pages
- ✓ The Corridor’s Plan’ development design expectations are being significantly reworked. Originally, the Corridor Plan based development design on a principal known as “form-based” design.

Typically, a form-based design is mostly focused on the “built design” of a particular site. Priorities are set for where the building, parking, and other elements are located. Primarily, the design expects buildings to be located closer to the street, with enhanced features and landscaping, while parking is to be located to the sides and rear areas of a site.

The revised corridor design expectations still focus on the built architectural and landscaping expectations. However, it diminishes the expectations for the positioning of the buildings and parking areas.

- ✓ Lastly, the Corridor Plan’s Street Space (*i.e. public realm*) is being reworked. This part of the original plan fell short of its intended completion. The former efforts to develop “public space” design provisions were hotly contested in the past. The currently adopted scenario was passed to create the minimally needed guidance. The proposed policies still use the adopted minimal baseline and establish the future design enhancement expectations for both the travel lanes and the park strip areas within the corridor.

NOTES:

- See Novus Attachments for This Report for The Revised Draft of The South Main Street Corridor Plan
- Website Link to Existing South Main Street Corridor Plan:
http://centervilleut.net/file/2019/10/12-480-7-GP-Main-Street-Corridor-Plan_2010-as-approved-by-cc-11-16-2010.pdf

SOUTH MAIN STREET CORRIDOR

[GENERAL PLAN DRAFT LANGUAGE CONCEPTS]

CHAPTER 12-430-2. COMMERCIAL DEVELOPMENT POLICIES.

[existing language edits] Policy 2, Main Street commercial area:

The area on Main Street between 400 South (Porter Lane) and 400 North (Parrish Lane) has been regarded somewhat as the traditional commercial center of Centerville, though in reality it never became a strong merchant focal point. Nonetheless, this small section of the Main Street corridor did and does provide needed local community services. The Main Street commercial area is linear, fragmented and limited in scope, though a few new buildings have been constructed here in recent years. Some revitalization is warranted and should be encouraged in a limited manner to maintain the local service-oriented uses for the community, as further described in Chapter 12-480-7, South Main Street Corridor Plan.

CHAPTER 12-480-2. NEIGHBORHOOD 1, SOUTHEAST CENTERVILLE.

[existing language edits] Policy 2.b, Main Street Commercial Area:

The area on Main Street between 400 North (Parrish Lane) and 400 South (Porter Lane) is generally regarded as the traditional commercial area of Centerville, though in reality it never became a strong merchant focal point. Nonetheless, this small section of the Main Street corridor did and does provide needed local community services. The present structure of commercial development with its numerous individual properties, small frontages, short setbacks, and older buildings tends to work against the possibility of any large scale, unified commercial development.

1. The Main Street commercial area should be allowed to remain as a local service needs or specialty retail area. To encourage any larger scale commercial development would be detrimental to surrounding residential areas and to the future function ability of Main Street as an arterial road.
2. The Main Street commercial area is linear, fragmented and limited in scope. Consequently, revitalization is warranted and should be encouraged in a limited manner to maintain the local service-oriented uses for the community, as further described in Chapter 12-480-7, South Main Street Corridor Plan.
3. Future commercial development in the Main Street area should conform to performance guidelines which require landscaping, appropriate parking, minimal traffic impact upon Main Street, and buffering from adjacent residential areas.

4. To preserve the residential integrity of surrounding areas, future commercial development on Main Street shall not be allowed south of 400 South or north of 400 North, and shall not extend more than one-half block east of Main Street.

CHAPTER 12-480-3. NEIGHBORHOOD 2, SOUTHWEST CENTERVILLE.

[existing language edits] Policy 2.a, Main Street Commercial:

The area on Main Street between 400 South (Porter Lane) and 400 North (Parrish Lane) is generally regarded as the traditional commercial area of Centerville, though in reality it never became a strong merchant focal point. Nonetheless, this small section of the Main Street corridor did and does provide needed local community services. The present structure of commercial development in this area, with its numerous individual properties, small frontages, short setbacks, and older buildings tend to make larger scale unified commercial development unlikely.

1. The Main Street commercial area should be allowed to remain as a local service needs and specialty retail area. To encourage any larger scale commercial development would be detrimental to the surrounding residential areas and to the future functionability of Main Street as an arterial road.
2. The Main Street commercial area is linear, fragmented and limited in scope. Consequently, revitalization is warranted and should be encouraged in a limited manner to maintain the local service-oriented uses for the community, as further described in Chapter 12-480-7, South Main Street Corridor Plan.
3. Future commercial development in this area should conform to performance guidelines which require landscaping, appropriate parking, minimal traffic impact upon Main Street, and buffering from adjacent residential areas.
4. To preserve the residential integrity of surrounding areas, future commercial development on Main Street shall not be allowed south of 400 South or north of 400 North, and shall not extend more than one-half block west of Main Street.

CHAPTER 12-480-7 – SOUTH MAIN STREET CORRIDOR PLAN

(rescind all of PART 12-480-7)

[replace with] **A. Background**

Over the past few years, the City Council has increasingly expressed concerns regarding the density and design standards regarding the 2008 South Main Street Corridor Plan. Early on, after its adoption, residents expressed discomfort regarding the “*residential densities*” that the “*mixed-use*” concepts allowed. In 2015, the allowable “*residential densities*” were altered in a reduced manner in response to public concerns. Around this same time, the expected “*public space*” plan was tempered in response to additional concerns from both elected officials and the public. The

initial effort to adopt a “*public space plan*” had raised concerns regarding liability and maintenance issues related to streetscape furniture and furnishings. Some of these streetscape features potentially conflicted with UDOT’s traffic regulations, while others were deemed too expensive or took up space along Main Street that competed with the City’s 4th of July Annual Parade. Ultimately, the anticipated “*public space plan*” was rejected in the initial form that it was presented.

In early to mid-2018, the City Council and Planning Commission met and undertook an effort to re-review the allowable uses of Main Street and the resulting outcome raised added concerns about the relationship of the allowable land uses and the regulations adopted in the South Main Street Overlay. Also, near this same time, the City reviewed several regulatory amendments that were needed to accommodate the construction of the proposed new Centerville Fire Station, which further confirmed the development conflicts with the SMSC Overlay regulations. All of these matters culminated in a March 2019 work session meeting between the City’s Planning Commission and City Council. The fundamental findings reached in this meeting regarding South Main Street can be reviewed in “*Section D*” of this Chapter.

Subsequently, the general consensus of this meeting was that currently adopted South Main Street Plan and associated Zoning Ordinances would not adequately support or be advantageous in balancing the current and future needs of the commercial property owners and adjacent residential uses for the South Main Street area. Therefore, it was time to reevaluate the original 2008 Vision and formulate a replacement vision to better balance these challenging and sometimes competing land use patterns. The recommendation of how to proceed from the Planning Commission and then acceptance by the City Council entailed the following:

- a. **GENERAL PLAN** - Re-write/modify the existing Generalized Sections of the General Plan’s Goals regarding Main Street to reflect a consistency with the Corridor Plan.
- b. **GENERAL PLAN** - Create an alternative/reformat for the adopted independent SMSC Plan (*Section 12-480*) that identifies what the new goals and objectives are to be.
- c. **ZONING ORDINANCE** - The SMSC Overlay Zone District would need to be annulled and replaced in a manner, such as:
 1. Eliminate the SMSC Overlay Zone District and write new design with performance regulations that are specific for Main Street. This would be analogous to what has been done in other Zoning Districts, such as the Parrish Lane Gateway Design or the Shorelands Commerce Design regulations.
 2. Consider reducing the corridor area to be regulated – example limit General Plan and Zoning Ordinance changes from Parrish Lane to Porter Lane – rather than from Parrish to Pages

B. Formation of an updated South Main Street Corridor Context

The overall context of the South Main Street Corridor Plan is to admit that although *South Main Street was previously viewed as the traditional commercial center of Centerville, in reality it never became a strong focal point of the Community*. Overtime, Pages Lane and Main Street declined in any strong commercial focus and were replaced with the placement of the interchange for Interstate 15 at Parrish Lane and the subsequent regional commercial center that developed along the Parrish Lane Corridor. Though one remaining strong point for the South Main Street area is that of local ownership and land uses that provide services predominately oriented to the local community. Accordingly, the “*the South Main Street Corridor Context*” is to maintain and promote opportunity for local owners to be successful and any future additional land uses are to be viewed in a manner to mitigate conflicts with and espouse the character of the surrounding residential environment, including, but not limited to the Deuel Creek Historic District (*see CZC, Chapter 12-49*).

C. South Main Street Corridor Plan Guiding Principles

In 2018, the City’s Planning Commission conducted several “*public outreach*” meetings to discuss South Main Street Corridor, particularly with regards to the allowable commercial uses. The Planning Commission later met in 2019 and reviewed the comments that were received. The following topics and guiding principles were developed to assist with developing the vision for the Corridor Plan:

- ✓ **Housing** - *Residential use may play a limited or accessory role on Main Street.*
- ✓ **Commercial** - *Small business and local ownership is desirable.*
- ✓ **Identity** - *Respect the local historic feel of our community while blending business and residential needs.*
- ✓ **Long Range Pledge** - *Collaborate to achieve consistency for a committed, realistic outcome.*
- ✓ **Design** - *Encourage improvements to achieve a local historic feel through options and incentives.*
- ✓ **Transportation** - *Balance local business and residential access needs with the through traffic of the corridor and Consider the safety of pedestrians and other users in the corridor.*

D. South Main Street Corridor Plan Vision

The South Main Street Corridor is considered the traditional “heart” of Centerville City. Most importantly it is desired that the streetscape and built environment reflect the localized civic, social, and commercial service area that make up the Centerville City Community. Additionally, walking and biking within this area should be an equal priority mode of travel that occurs within the Corridor.

The South Main Street Corridor Plan’s (SMSC) Vision establishes a comprehensive guide to future physical land use patterns and desired attributes that have been expressed by the public and City’s

appointed and elected officials (aka “*Vision*”). Additional planning notions and concepts have also been included to help establish the policies of the overall SMSC Plan Vision.

In the case of the SMSC Plan, the “**fundamental notions**” used for formulation of the **South Main Street Corridor Plan** are:

- ✓ *The area on Main Street between 400 South (Porter Lane) and 400 North (Parrish Lane) has been regarded somewhat as the traditional commercial center of Centerville, though in reality it never became a strong merchant focal point. Nonetheless, this small section of the Main Street corridor did and does provide needed local community services.*
- ✓ *The Main Street commercial area is linear, fragmented, and limited in scope, though a few new buildings have been constructed here in recent years.*
- ✓ *Revitalization is warranted and should to be encouraged, but in a limited manner to maintain the local service-oriented uses (aka: “service commercial”) for the community.*
- ✓ *The Main Street Corridor should be addressed in whole, however there are differentiating characteristics between the east and west sides of the roadway that need to be considered in defining an appropriate land use and development pattern.*
- ✓ *All future commercial development along Main Street should conform to performance [e.g. design] guidelines which require landscaping, appropriate parking, minimal traffic impact upon Main Street, and buffering from adjacent residential areas*

Furthermore, for the South Main Street Corridor, the **Plan’s Vision is expressed using five (5) different elements or goals.**

- **Corridor Wide Viewpoints**
- **Land Use Expectations**
- **Built Environment Design Expectations**
- **Corridor’s Street Space Expectations**

[OPTIONAL COMPONENT]

- **Residential Re-introduction Opportunities**

In addition to the elements, the South Main Street Corridor area is divided into **three (3)** different sub-areas. Each sub-area plays a slightly different and at sometimes distinct role in how land use patterns are to develop in that particular area of the neighborhood. These sub-areas are identified as follows:

- **North Parrish Lane Gateway Area** – South from Parrish Lane; 1) East Side to Smith Park, 2) West Side to the Post Office located at 261 North Main.
- **Civic/Cultural Area** – South from; 1) East Side from Smith Park south to 100 North, 2) West Side from Post Office to 100 North Street.

- **Traditional Main Street Area** – Both sides of street, from 100 North to north side of Porter Lane.

These principles, goals and objectives associated with the SMSC Plan are to be considered as statements of policy and are to be used in the decision-making process for land use ordinance amendments, applicable land use application reviews, and/or related capital improvement programs. Additionally, each goal may be accompanied by descriptive text that is intended to assist with understanding the purpose, intent, and interpretation of the goal.

The SMSC Plan identifies five (5) corridor planning essentials, with goals and objectives being included for implementation. These planning essentials, goals, objectives, and graphical maps for the South Main Street Corridor Plan are described on the remaining pages of this document.

SMSC PLAN PROPOSED GOALS AND OBJECTIVES:

I. Overall Corridor Context

Goal 1 - Maintaining the Local and Historic Character of Main Street

Main Street has been generally regarded as the traditional commercial area of Centerville, though in reality it never became a strong merchant focal point. Nonetheless, this small section of the Main Street corridor did and does provide needed local community services. The present structure of commercial development in this area, with its numerous individual properties, small frontages, short setbacks, and older buildings tend to make larger scale unified commercial development undesirable with the residential neighborhood located adjacent to the corridor.

Historically, the City's General Plan has addressed South Main Street as a boundary between the Southeast and Southwest Neighborhoods in its geographical extent (*i.e. ½ block limitations for commercial zoning*). The SMSC Plan now desires to better unify the land use and design pattern for the corridor, but to recognize the differing elements of the east versus west sides. These differences are, but not limited to, topographical differences, parcel sizes, acceptable or desirable uses, and adjacent residential use types.

OBJECTIVES:

1.A. *Land Use Pattern Expectations* - The Main Street commercial area is to remain as a local service needs and specialty retail area. To encourage any large-scale architype commercial development would be detrimental to the surrounding residential areas and to the vehicular functionability of Main Street as an arterial state road.

1.B. *South Main Street Character* - The Main Street Corridor should be addressed in whole, however there are differentiating characteristics between the east and west sides of the roadway that need to be considered in defining an appropriate land use and development pattern.

1.C. Historical Context - The Deuel Creek Historic District, which includes a portion of the South Main Street area, is primarily located just east of Main Street. The District not only includes many historic homes interior to the neighborhood, there are two National Register Sites located within the corridor area, which are the Randall Gas Station and the Whitaker Museum. All development adjacent to any historic site needs to be contextually sensitive to the built historical presence of these structures.

II. Land Use Planning Expectations

Goal 2 - Preserving and Encouraging Local Owner Investment of South Main Street Properties and Encouraging Partial Future Re-Development

To date, the South Main Street Corridor is predominantly comprised of localized property ownership and investment. Approximately, 62% of the properties are owned by Centerville residents and business owners and increases to 89% when adding the Davis County area residents. About 83% of the County Assessed Value comes from commercial uses with 64% of the land devoted to commercial type uses. The estimated 2015 Davis County Market Value of commercial land was over \$27 million (*see August 04, 2015 SMSC Data and Analysis presentation to City Council and Planning Commission*). This local owner investment and commitment is a desirable attribute and is what creates a unique community identity for Centerville City, which needs to be encouraged to continue.

OBJECTIVES:

2.A Corridor-Wide:

2.A.1 Commercial Area Limitations - Commercial development on Main Street must not be allowed south of 400 South or north of 400 North, and shall not extend more than one-half block east or west of Main Street.

2.A.2 Revitalization Intent - Revitalization is warranted and should be encouraged, but needs to be done in a limited manner to maintain the local service-oriented type of uses (*aka: "service commercial"*) for the community.

2.A.3 Adjacent Residential Context - Although it is the desire of the Corridor Plan to bring unity to the street, there are some differentiating elements between the east and west sides of the street. These differences can be generalized as "topography" and "adjacent neighboring residential types," or single-family verses multi-family development.

- i. Adjacent neighborhood type, Single-family. The east side of Main Street is predominately bounded by single-family neighborhoods. The Deuel Creek Historic District is the City's traditional residential area. The land use pattern and its uses along the east side need to be compatible and harmonious with the preservation of this Historic District (*see Goal 3 – Built Environment Design Expectations*).

- ii. Adjacent neighborhood type, Multi-family. The west side of Main Street is predominately bounded by multi-family neighborhoods. The land use pattern and its use can tolerate some increase of intensity and or bulk/area (*e.g. building heights*) regulations and remain compatible with adjacent residential uses.

2.A.4 Desirability to Preserve the Corridor's Local Interests – South Main Street's unique identity is that of local resident ownership. These residents likely have a commitment to keep the corridor as a local community asset. Consequently, balancing the economic success of this small business community and interests of adjacent residential uses will be important in ensuring the preservation of the Corridor's small community identity.

2.B NORTH PARRISH LANE GATEWAY AREA:

2.B.1. Preferred Land Use Pattern - The preferred land uses for this area are commercial uses that are typical Commercial Medium (C-M) Zone allowances for the east corner and the typical Commercial High (C-H) Zone allowances for the west corner and then Commercial Medium (C-M) south along Main Street.

2.B.2. Southeast Intersection Corner. This commercial site lacks the proper landscape area fronting both Main Street and Parrish Lane. Additionally, vehicular parking and circulation is inadequate. Additional commercial use expansion should be discouraged. However, building and landscaping design re-development should be encouraged.

2.B.3. Southwest Intersection Corner. This commercial site is constrained and has an older and aged style commercial building. Due to the parcel sizes, additional commercial intensities are not desirable. Although the site has frontage within the Parrish Lane Gateway Corridor Area, it also functions as the entry onto Main Street (*from Parrish Lane*). Therefore, site and associated building should function as a transition into the South Main Street Corridor. Changes to the architectural and landscaping design should to be oriented to Main Street rather than to Parrish Lane.

2.B.4. Future Intensity or Density. Due to the very small lot sizes located in this area, building sizes should to be limited to the scale of the C-M Zone (*i.e. 10,000 sq. ft.*) for both sides of Main Street. Additionally, given the parcel sizes, future commercial intensity should to be limited in use and scale. There needs to be sufficient incentives to encourage a feasible building and landscaping design redevelopment opportunity for this area. Nonetheless, it needs to be done in a scale and design manner that keeps the small-town community identity of Centerville. Commercial intensity should to be explored carefully and with a justifiable focus on market minimums needed to achieve a redevelopment objective.

2.C CIVIC/CULTURAL AREA:

2.C.1. Preferred Land Use Pattern - The preferred land uses for this area are Public and/or Civic Use types that are typical of the Public Facility Low and Medium Districts, or uses that are public/civic in nature, as deemed appropriate by the City. Other acceptable uses should be limited to those typical Commercial Medium (C-M) Zone allowances.

2.C.2. Future Intensity or Density - Primary or main buildings for Civic or Cultural Uses should be allowed an intensity increase of up to 20,000 sq. ft. in size (*e.g. City Hall*), provided such development meets the public/green space design and layout expectations for creating a civic/cultural identity for this area. However, for commercial uses building sizes should generally reflect the scale of the C-M Zone (i.e. 10,000 sq. ft.).

2.D TRADITIONAL MAIN STREET AREA:

2.D.1. Preferred Land Use Pattern - The preference of the City is to maintain a smaller scale land use pattern that supports the viability of “*small business*” sector ownership and/or entrepreneurial endeavors that help preserve the existing high percentage of local resident land ownership of the area. The expected uses are to be limited to the Commercial Medium (C-M) allowances and/or uses that are deemed compatible with directly providing local services to the community.

2.D.2. Future Commercial Use Intensity and Compatibility – Due to the small lot sizes located in this area, building sizes are to be limited to the scale of the C-M Zone (*i.e. 10,000 sq. ft.*). Intensity decisions should be measured by restraining uses that impose problems with business hours of operation, local on-street overflow parking, noise, smells, excessive lighting, outdoor storage, etc. Compatibility should be measured by limiting building heights, buffering adjoining residential zones, the provision of park strip and front yard landscaping, and historical context building design and use of materials.

III. Built Environment Design Expectations

Goal 3 – The Built Environment needs to visually resonate with the City’s localized Community Identity. The South Main Street Corridor is considered the “*historic heart*” of Centerville City. Most importantly it is desired that the streetscape and built environment reflect the civic, social, and neighborhood commercial locale that it has been to date. Furthermore, the intersection of Center and Main Streets is designated as the central focal area of the Corridor. In and around this “*focal area*,” the public space is to be strongly emphasized in design in harmony with the desired built environment. Additionally, individual modes of travel, such as walking and

biking, are to be significant design and improvement priorities along with vehicular travel that occur within this area of the Corridor.

OBJECTIVES:

3.A CORRIDOR-WIDE:

3.A.1. Design Guidelines - The City should develop building and site design standards that over time improve the overall built environment of the Corridor. All future development along Main Street should to conform to these adopted Corridor Performance [*i.e. design requirements*] Guidelines, which in a contextual manner, should define and unify the corridor with regards to use of building materials, landscaping, street appeal, and site features.

3.A.3 Architectural Building Design Improvements. The City should develop building design standards that require the use of building materials and architectural elements in the Corridor that are compatible and/or complementary to the Deuel Creek Historic District. These design expectations need to be maximally emphasized within the Traditional Main Street Area, which along the east side, is located within the Historic District.

3.A.4. Contextually Appropriate Building Heights - Building heights should to be scaled in a manner that reflects the character of the overall area in which it is located. Generally, building heights should to be lower along the east side of the corridor and may be higher on the west side of the corridor.

3.A.2 Performance Implementation - All existing development should to be held accountable to implement, to the extent possible, the standards adopted by the City. All new development should to be required to implement the standards adopted by the City.

3.B NORTH PARRISH LANE GATEWAY AREA:

3.B.1. Development Site Orientation - Site layout and building design should to directly address orientation towards the intersection corners and provide elements that accommodate pedestrian users, public art, corridor gateway features, and/or other creative design elements to create a gateway appearance for entry and exit of the corridor area.

3.B.3 Building Height and Orientation - Buildings should not exceed an overall height of 35 feet in height for the east side and not exceed 40 feet in height for the west side of the corridor. Building entrances should to face the Main Street frontage and provide a pedestrian connection with the public sidewalk system.

3.B.4 Gateway Identity Features - Entry Signs/Monuments should to be constructed to frame the streetscape when entering/exiting this gateway area. The City should to

participate with property owners in creating and funding selected desirable entry features to create the intended gateway identity.

3.C CIVIC/CULTURAL AREA:

3.C.1 Civic Style Design - Provide distinctive elements and architectural styles for civic buildings to set them visually and physically apart from other commercial development and associated buildings along Main Street. Civic Design should to include the following:

- i. Civic buildings need to be more than one-story to allow for developing a smaller building footprint occupying the site.
- ii. Provide a significant use of public or green space around the buildings and parking areas.
- iii. City Hall's west porch (*i.e. steep steps*) and surrounding front yard and streetscape should to be re-designed for improved public access and create a civic style tiered grand staircase/public plaza.
- iv. Design amenities and changes needed to focus on providing pedestrian pathways, plaza spaces with seating and other design furnishings for outdoor/semi-outdoor use by the public.
- v. The sidewalk system along the street should to have a civic style pedestrian-oriented promenade theme with wider sidewalks and protection bollards that can double as lighting.
- vi. Due to the presence of overhead power lines, streetscape trees should to be discouraged and placed in the interior on-site landscaping.

3.C.2 City Hall Master Plan Amendments – Site development of the City Hall and Smith Park area needs to be further designed in a manner akin to a town/community square. Green space and community-based facilities, such as walkways, gardens, garden plazas, fountain or outdoor water features and other public use amenities, should to be incorporated in the layout of these sites. Specific amendment needed is:

- i. The Ron Randall Service Station is now listed on the National Register of Historic Places. Consequently, the City Hall Master Plan needs to be amended to further encourage the preservation of the service station.

3.D TRADITIONAL MAIN STREET AREA:

3.D.1 Historic Preservation - Encourage and support the preservation of historic buildings that do or would qualify for National Historic Nomination within the South Main Street Corridor.

3.D.2 *Historic Context for Building Design* - The design guidelines should to address the use of building materials and other appropriate elements that complement the historic context on Main Street. In determination of establishing a historic context, the following concepts should to be considered:

- i. Use of the same architectural elements and materials for structures as listed on the City's Landmarks Register and located within the Deuel Creek Historic District.
- ii. Use of architectural elements and materials that match or are similar to the time relevant periods on either the City's Landmarks Register, similar Utah structures on the National Parks Register, or the City's Significant Sites List, as recommended by a certified architect.
- iii. Use of architectural elements and materials that are contextually compatible with the time periods of the nominated built historic fabric found within the Deuel Creek Historic District, as recommended by a certified architect.

3.D.3 *Incentive Programming* - Consider establishing options and incentives to encourage existing and new development to implement designs and materials with a historical context.

3.D.4 *Small Scale Lot/Parcel Conservation* - Consider establishing limited parcel sizes, maximum building footprints, and other bulk and area regulations to prevent the combining of parcels and large building footprints to mitigate commercial encroachment by larger chain stores and regional style development.

3.D.5 *Central Focal Place* – Design and highlight select corridor intersections (*e.g. Center and Main Streets or Porter and Main*). Concentrate on developing spaces and features, both private and public, that highlight the corridor as the designated “*Center of the Town*” the “*Place Between*” City (*origin theme of Centerville*).

3.D.6 *Building Story Heights* – Building stories and heights adjacent to single-family neighborhoods (*i.e. east side*) should to be limited to two-stories and adjacent to multi-family neighborhoods (*i.e. west side*) may be increased to three-stories. An exception to these parameters would be the Civic Sector, where such buildings are developed with an increased amount of expected landscaping and public gathering spaces within the layout of the development.

IV. Corridor's Street Space Expectations

Goal 4 – Enhance the Corridor's Built Environment by Improving the Visual and Functional Design of the Public Space and Establish a Design Relationship with Private Development. In addition to the preservation and/or redevelopment of land uses along the corridor, the redevelopment and revitalization of the streetscape is needed to reflect the desired relationship between public space and private development. It is the intention of

the SMSC Plan to contextually influence the physical and visual relationship of private versus public space along the corridor by creating a neighborhood style scheme. This relationship is defined using the following three (3) *descriptions*:

- A. TRAFFIC SECTOR** - This area serves cars, trucks, buses, bicycles, and other forms of transit as mixed traffic in a limited number of travel lanes. Traffic flow through the Corridor is to be at low to moderate speeds for safety and to protect the pedestrian as well, which will enhance the visual appeal and functions of the Corridor.
- B. PEDESTRIAN SECTOR** - This area is essential in creating a form and frame for the Corridor. Sidewalks and Park Strip elements are critical design details to implement for enhancement of the public space along the Corridor.
- C. DEVELOPMENT SECTOR** – The front yard area and building fronts are important in creating the character or visual appeal of the Corridor. Land use development is to include robust building designs, with landscaping features that front and frame the public space, particularly in partnership with the Pedestrian Sector.

OBJECTIVES:

4.A TRAFFIC SECTOR:

4.A.1 Priority Roadway Design Stipulations – The preferred roadway design stipulations are as follows:

- i. Posted Speed – Travel speeds should be between 30 to 40 miles per hour, reflecting or balancing that this is a local roadway through the traditional central core of South Main Street, but also its primary function is a Utah Department of Transportation operated thoroughfare.
- ii. Number of Through Lanes – One (1) in each direction with a center turn lane. Maintaining needed left turns for local streets is an important priority.
- iii. Lane Widths – Twelve-feet (12') per travel lane. In constrained situations, minimum 11 feet per travel lane is acceptable. Eleven-feet (11') for the center median lane.
- iv. Bike Lanes – Provide a bike lane each direction. Where possible, provide a six-foot (6') shoulder. Improved programming should be considered as future investment allows.

4.A.2 Priority Signing Stipulations - The preferred signing stipulations are as follows:

- i. Traffic Management and Control – *To minimize visual pollution with other public signing uses, traffic control signs should be used only to the extent needed for safety. Support structures (i.e. poles and frames) for signs should be*

enhanced to create a traditional main street or historical visual aspect to the sign placement.

- ii. Public/ Private Street Addressing– *Support structures (i.e. poles and frames) for signs should to be enhanced to create a traditional main street or historical visual aspect to the sign placement.*
- iii. Wayfinding – *The City should to prepare and adopt a wayfinding system for identifying areas and sites that are of interest to various users. Wayfinding signs and support structures (i.e. poles and frames) for signs should to be enhanced to create a consistent and visually appealing aspect to the wayfinding system. Additionally, within the Corridor such support structures should to be designed in a subtle manner to add to the traditional main street or historical visual appeal.*

4.A.3 Priority Parking Stipulations - The preferred parking stipulations are as follows:

- i. On-street Parking – Due to the limited amount of street right-of-way, on-street parking is not anticipated for the commercial use land use pattern. The Plan’s preference is to maintain the bike lanes, as a higher priority.

4.B PEDESTRIAN SECTOR:

4.B.1 Priority Park Strip Stipulations - The preferred park strip stipulations are as follows:

- i. Park Strip Width – Park Strips should to be a minimum of four (4) feet in depth from curb for *BOTH* sides of South Main Street. The west side of the street does not currently meet this expectation.
- ii. Park Strip Materials – Park Strip areas should to consist predominately in plantings, such as turf, shrubs, drought tolerant plants and mulches, and where appropriate and of sufficient size street trees. Hard-surfacing should be prohibited, except where it’s integrated with a plaza or other pedestrian oriented feature (*e.g. Civic District Design style*).

4.B.2 Priority Sidewalk Stipulations - The preferred sidewalk stipulations are as follows:

- i. Sidewalk Width – Sidewalks should to be a minimum of four-feet (4’) in width for *BOTH* sides of South Main Street (*see decorative frame in 4.B.2.ii to achieve an overall 6’ width*). Generally, the current sidewalk system only has four-feet (4’) on the east side and five-feet (5’) on the west side (*however, west side is missing the desired park strip*).
- ii. Sidewalk System Decorative Framing – As sidewalks are replaced or when sites are re-developed, a decorative hard surface framing strip (*e.g. stamped or surface brush*) of at least 12 inches, both sides, should to be provided adjacent and parallel to the sidewalk system (*overall 6’ width scheme*). A

pedestrian/sidewalk easement (*along the corridor fronting properties*) may be required to complete the design expectation.

4.B.3 Priority Streetscape Lighting Stipulations - The preferred streetscape lighting stipulations are as follows:

- i. Traffic Safety Lighting – Intersection and mid-block lighting should to comply with state or local regulations. Lighting design and fixtures should to be upgraded in a manner that distinguishes the corridor area from other road corridors within the City.
- ii. Pedestrian, Streetscape Feature, and Information Sign Lighting – Primarily pedestrian style lighting should to be utilized within the Civic/Cultural Area. Lighting style should to be of the bollard type, with a historic style design, (*rather than pole mounted*) and integrated as part of a security bollard system to protect public spaces and buildings from vehicular and security threats. Secondly, lighting should to be used as part of the wayfinding and street addressing elements to provide evening and night hour readability of the signing features.

4.B.4 Priority Streetscape Feature Stipulations - The preferred streetscape feature stipulations are as follows:

- i. Utility Poles and Lines – Recognizing the importance of this system on the East Side of South Main Street, encourage a mutual and beneficial partnership with the power and utility companies. Develop a scheme to utilize the lower pole space for streetscape enhancement (*e.g. community banners, decorative frames, painting, art wrapping, texturing, public art, etc.*). As poles are replaced, encourage use of rust patina type steel rather than galvanized (*e.g. core-ten steel*) for a more natural color appeal.
- ii. Community Banner/Flags – Continue and enhance the use of community banners/flags within the corridor area. In addition to the joint use of the utility pole system along the east side, the City should to create a “sense” of balance along the west side and install a pole specific banner system. The west side system may not be as frequent, but instead create a generalized visual unifying appearance to the corridor.
- iii. Public Art - The City should to develop a public art plan as part of any re-development or economic plan for the corridor. Public art should to be included in strategic areas, such as gateway development, civic space placement, and even part of enhancing utility service infrastructure.
- iv. [Optional Feature] Hanging Pots and Other Plantings – During the growing season, consider the interval use of hanging plantings, if allowed, using the utility poles and street lighting systems. Alternative options would be use of

larger planting removable pots along the sidewalk system, or in dedicated spaces within the Street Frontage Landscape Area.

4.C DEVELOPMENT SECTOR:

4.C.1 Priority Landscape Depth – Fronting Public Streets Stipulations - The preferred landscape depth stipulations are as follows:

- i. Street Landscape Depth – Except for approved driveways and pedestrian walkways, landscaping should be provided along public streets (*e.g. a minimum depth of 10-12 feet*) paralleling along the public right-of-way frontage on South Main Street. This objective may require adjustments to the parking requirements to achieve this priority.
- ii. Parking Lot Screening – When a parking stall or lot fronts the public street landscaping area, an approximate three-foot (3') high screening feature, that is visually compatible with the landscaping or building design, is to be installed at the edge of the lot, to visually buffer the parking area from view along the public street.
- iii. Street Tree Planting Depth and Canopy – Trees planted within the Public Street Landscape area should be a sufficient depth away from a sidewalk or other like public improvement to reduce root damage to the sidewalk system. Also, large tree species that would interfere with overhead utility lines should be prohibited.

4.C.2 Priority Lighting Stipulations - The preferred lighting stipulations are as follows:

- i. Building Lighting, Exterior – Lighting should be primarily used for architectural enhancement, which in turn provides a neighborhood style lighting scheme. Any lighting facing or adjacent to residential zones should be minimal and limited in scope for needed for security.
- ii. Free-standing Lighting – Except for traffic safety lighting, the use of free-standing pole lighting should be discouraged, specifically near and adjacent to residential uses. If outdoor lighting is used, pedestrian bollard and landscape lighting is the preferred outdoor lighting for the corridor to enhance an historic neighborhood style scheme.

4.C.2 Priority Signing Stipulations - The preferred signing stipulations are as follows:

- i. Free-standing Signs – The preferred method of free-standing signs are the low-profile or monument-based signs within the Corridor area.

(Note: Historically, free-standing pole signs have been sparse and, in a study, performed in the 1990's the City decided to prohibit free-standing pole signs along Main Street.)

- ii. *Business Wall Signs* – The preferred method of the sign design should to be reformatted to create a differentiation from the typical box style commercial found on Parrish Lane. Business signing should to be simplified and scaled down to reflect a local small-town style scheme. The style, colors, materials should to compliment the architectural design of the buildings associated with the sign.

[OPTIONAL COMPONENT SECTION]

V. Residential Re-introduction Opportunities

Goal 5 – Consider Future Residential as a Supplementary Allowable Use.

Although South Main Street never became a strong merchant focal point, this small section of the Main Street corridor did and does provide needed local community services. Additionally, there should to be an effort to preserve opportunities for small business establishments and entrepreneurial endeavors within the community. As a supportive or supplementary role to these small-scale commercial enterprises, limited use housing could play a role in the economic success of preserving and maintaining this type of commercial investment. Furthermore, it could also provide for missing or needed housing stock to support a variety of income levels. Consequently, the re-introduction of residential uses in a secondary or supplementary manner may be advantageous within the corridor. If future attempts are made, the following policies should to be the guiding essentials:

OBJECTIVES:

5.A CORRIDOR-WIDE:

5.A.1 *Strategic Nature of Allowance* - If residential is re-introduced, such development needs to be strategic in nature and limited in a manner to compliment the preservation of the local or domestic property and business ownership and preservation of the supportive services commercial that directly attends to the local residents.

5.A.2 *Small-scale Land Use Pattern* - Due to the proximity of existing single-family neighborhoods along most of the corridor, residential re-introduction opportunities need to be primarily be developed in a small-scale and accessory manner.

5.A.3 *Re-introduction Parameters* - The preservation and/or re-introduction of any residential land use pattern would be appropriate is as follows:

- i. Maintaining or accommodating the traditional and historical nature of existing single-family homes along Main Street, if so desired by a property owner.
- ii. Supporting the preservation of commercial uses by allowing a limited amount of accessory residential uses, as a subsidized or supplementary economic return on commercial investment.

- iii. Further improvement of underutilized or vacant lands, when additional commercial development is not likely, in a significant manner, to occur in the market place.
- iv. Providing housing options that support a moderate-income accommodation strategy that has been adopted by the City.

5.A.4 Accessory Use Expectation - Residential uses are to be developed as part of or integrated with a primary commercial use building.

5.A.5 Accessory Use Density Limitation - Commercial lots less than one-half (1/2) acre are not to have more than one (1) dwelling. Commercial lots one-half (1/2) acre or larger are not exceed three (3) dwelling units per commercial lot, regardless of the commercial parcel's definitive size.

5.A.6 Accessory Use Intensity Limitation - Residential uses should be accessory to the primary commercial use. When dwellings are located within a structure. The residential uses should not occupy more than 40% of the gross floor area of the primary commercial building. If units are detached, the residential uses may not occupy more than 40% of the land (*e.g. residential use building footprint, yards, and parking areas*).

5.A.7 Residential Design Expectations - All residential development mixed with commercial lots are to comply or incorporate the applicable Built Environment Design Expectations listed in this plan.

CENTERVILLE

**Staff Backup Report
2/4/2020**

Item No. 2.

Short Title: 2020 Planning Commission Objectives

Initiated By:

Scheduled Time:

SUBJECT

Planning Commission Staff will report their 2020 objectives.

RECOMMENDATION

BACKGROUND