

1 **PLANNING COMMISSION MINUTES OF MEETING**

2 **Wednesday, January 25, 2017**

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 Kevin Daly
10 Logan Johnson
11 Cheylynn Hayman, Vice Chair
12 Kathy Helgesen
13 Gina Hirst
14 Becki Wright

15
16 **MEMBERS ABSENT**

17 David Hirschi, Chair

18
19 **STAFF PRESENT**

20 Emily Hatch, Recording Secretary
21 Lisa Romney, City Attorney
22 Cory Snyder, Community Development Director
23 Cassie Younger, City Planner

24
25 **VISITORS**

26 Interested citizens (see attached sign-in sheet)

27
28 **PLEDGE OF ALLEGIANCE**

29
30 **OPENING COMMENT/LEGISLATIVE PRAYER**

Logan Johnson

31
32 **MINUTES REVIEW AND APPROVAL**

33
34 The minutes of the Planning Commission meeting held January 11, 2017 were reviewed
35 and amended. Commissioner Helgesen made a **motion** to approve the minutes as amended. The
36 motion was seconded by Commissioner Wright and passed by unanimous vote (6-0).

37
38 **PUBLIC HEARING – GENERAL PLAN TEXT AMENDMENT SOUTHEAST**
39 **NEIGHBORHOOD PLAN- Consider a proposed General Plan Text Amendment**
40 **regarding the future residential density allowances in the Southeast Neighborhood**
41 **[Neighborhood 1] – Centerville City Council, c/o Mayor Paul Cutler, Applicant.**

42
43 Cory Snyder, Community Development Director, gave some context for the draft edits of
44 the Southeast Plan made by Staff. The plan under discussion today is for the residential

1 component. The commercial areas will be addressed in the future, as the second phase of this
2 project. The written recommendations were an attempt by Mr. Snyder to capture the essence of
3 past discussions in relation to amending the Southeast Neighborhood Plan, including the concern
4 over allowing more multi-family developments and the potential change of Residential-Medium
5 Zones. The drafted edits also include suggested changes to some phrases used in the Plan. Mr.
6 Snyder emphasized that these discussions about the future and expectations of the City are
7 necessary parts of the function of the Planning Commission. Mr. Snyder noted there is no intent
8 on the part of Staff for a final decision on the Plan to be made tonight, unless the Commission
9 feels that the edits made so far are sufficient. Staff, however, does not feel that the Plan is solid,
10 as of yet.

11
12 Mr. Snyder stated that the Southeast Neighborhood Plan covers the portion of the City
13 east of Main Street and south of Parrish Lane (400 North) to city limits, either in the foothills or
14 to Bountiful. In Section 12-480-1 of the General Plan, a map is referenced which should show
15 the City divided into individual neighborhoods; however, the location of this map is unknown
16 and should be prepared and attached or the reference deleted. Currently, the City is broken up
17 into neighborhoods, which are broken up into sub-districts. Some clarification is needed to
18 differentiate between the two in the Plan.

19
20 Mr. Snyder said that the most significant change to the introduction of Section 12-480-2
21 is Staff's attempt to explain the purpose, justifications, and expectations for the Plan. Due to the
22 area's geographic location along commercial corridors, Southeast Centerville has been a place
23 where multi-family developments naturally occur, which has caused tension for the existing
24 neighborhoods. The edits made to the Plan are an attempt to balance the desires of the existing
25 neighborhoods while also looking to the future.

26
27 Mr. Snyder presented the option of replacing the term "Old Townsite" with "Centerville
28 Deuel Creek Historic District." There is a Residential-Medium area that falls within this
29 boundary that provides a buffer around the Centerville Elementary Area and City Hall Area,
30 separating the Elementary School, City Hall, and Founder's Park from an interior neighborhood.
31 In the Deuel Creek District, the preference is for single-family homes that preserve the historic
32 nature of the area, the decision must be made whether the streets are the necessary buffer rather
33 than the homes. Mr. Snyder referenced Parrish Lane (400 North) as an example, where there are
34 many duplexes along the road, yet 100 North and 100 East have only single-family homes, yet is
35 labeled as a Residential-Medium buffer between City Hall and the residential neighborhood. A
36 decision is needed with regards to the balance between maintaining the Historic District while
37 also achieving this buffer around City Hall. There was some discussion about changing the name
38 of the subdistrict back to "Old Townsite" to avoid confusion with the Deuel Creek Historic
39 District Overlay Zone in the Zoning Code (which has a different boundary description than this
40 neighborhood in the General Plan).

1 Within each section of the plan detailing a sub-area, Mr. Snyder made efforts to maintain
2 clarity, as requested by the City Council, by specifying that no high-density developments shall
3 be allowed, rather than simply excluding it from the list of allowed developments.

4
5 Mr. Snyder reformatted the area discussing Centerville Junior High to include
6 information on The Courtyard at Pages Lane, which didn't exist when the Plan was written.

7
8 The last two sub-areas discussed by Mr. Snyder were the Extreme South Main Street
9 Area (Centerville/Bountiful border), a Residential-Medium and Residential-Low area that
10 includes the duplexes along 1200 South, the west side of which is in Centerville and the east side
11 of which is in Bountiful, and the Southeast Residential Area, which is predominantly a single-
12 family area. It is specified that high-density developments will not be allowed in these areas in
13 the future.

14
15 Mr. Snyder discussed Pages Lane and how it relates to the areas discussed previously. He
16 referenced the Balling Engineering property that came before the Commission recently, which
17 borders on Pages Lane. The applicant originally requested that this be re-zoned as Residential-
18 High but the area ended up as Residential-Medium. Mr. Snyder explained that it is necessary to
19 think about corridors, such as Pages Lane, as part of the community identity.

20
21 Commissioner Hayman referenced the Utah Code that requires the Commission to
22 regularly review moderate income housing needs and identify opportunities to encourage these
23 housing needs. The Staff Report states that Mr. Snyder asked the GIS (Geographical Information
24 Systems) Division to run an analysis on this matter. Commissioner Hayman asked Mr. Snyder if
25 this analysis fulfills the Utah Code requirement and, if not, how often this should be done and
26 how recently it was last done. Mr. Snyder answered that while this is a neighborhood plan, it's
27 best to also keep in mind the existing General Policies as well. The moderate income housing
28 plan was adopted in 2002 and updated in 2012. The most recent report was to be provided to
29 Workforce Services in 2016, but that deadline has been extended to 2017. The City Council will
30 be completing a survey with regards to plans and actions taken. The plan completed in 2012 used
31 data from county valuations, which, while data rich, are not necessarily reflective of the market.
32 However, it did conclude that Centerville met the suggested target of market number of units for
33 residents with 80% of the median income for the metropolitan statistical area. There are also
34 provisions in state law to consider those at 50% of the median income or lower; if this was the
35 standard, then Centerville City would fall short of the target for moderate income housing.
36 Centerville City selected a strategy provided by Wasatch Front Regional Council planning tools
37 to look at open market yields in comparison to those of our city, to use as a method of
38 determining what actions the City should take in the future. Centerville City does have a shortage
39 of multi-family housing, which are typically rental residences. It should be kept in mind that the
40 current changes to the Southeast Neighborhood Plan specify that no high-density developments
41 shall be allowed, which includes multi-family housing. Mr. Snyder asked the Commission to

1 consider whether other areas of the city should be investigated as options for multi-family
2 housing.

3
4 Commissioner Daly asked Mr. Snyder how the suggested edits for Section 12-480-2
5 came about. Mr. Snyder responded that the suggested edits were a distillation of various
6 discussions regarding the matter, including the preservation of the Deuel Creek Historic District
7 and the burden of multi-family housing in the south area of the City. The suggested edits made
8 by Mr. Snyder were done so as an interpretation of information heard from the City Council in
9 conjunction with the information he has regarding the balance of the plan as a whole.

10
11 Commissioner Johnson read the end of the suggested added paragraph in Section 12-
12 480-2, where it states, "...encourage higher-density housing development to other less
13 concentrated locations in other parts of the City and/or region," and asked Mr. Snyder what
14 these other areas are and how higher-density housing is being encouraged there. Mr. Snyder
15 responded that the idea of this Plan is to have a protectionist view of density in the Southeast
16 area, which does not translate to city-wide policy. Commissioner Hayman discussed the fact that
17 there are two considerations for multi-family housing: either to push this housing to less-
18 concentrated areas or to push all of this type of housing to the same area (the southwest side of
19 the city). The phrasing used by Mr. Snyder would not support this second approach. Mr. Snyder
20 explained that this type of housing could be pushed to the north, the southwest, or the west – but,
21 when discussed in correlation with the moderate income housing plan, the City does need to look
22 at other locations, since the southeast is not an option in the current Plan.

23
24 Commissioner Hayman asked if the phrase "other part of the City and/or region," meant
25 that the City could attempt to limit multi-family housing within city limits, and instead attempt to
26 move it to surrounding cities. Mr. Snyder responded that there is a statement earlier in the
27 General Plan that states that it is not necessary to provide a cross-section of housing, which
28 makes him uncomfortable. The use of the phrase "and/or region" is an acknowledgment of the
29 possibility that future planning may limit multi-family housing. There is currently a high-
30 demand for multi-family housing in the South Davis area. Whatever regulations are in place, the
31 current market drives the prices of homes. Regardless, the City should consider state statute
32 requirements and regulations regarding moderate income housing and the city's obligation to
33 provide a plan for such housing.

34
35 Commissioner Wright agreed that it is necessary to protect against market, but also
36 questioned the benefits of legislating against market with regards to the health of the City and its
37 housing market. Commissioner Johnson referenced analyses by Strong Towns with regards to
38 exclusionary zoning against multi-family housing and how these practices damage the financial
39 sustainability of a city. The tax revenue from single-family housing does not balance the cost of
40 maintaining that infrastructure, so other means of income are necessary. Commissioner Johnson
41 said he hesitates to agree with the general premise of the Plan due to concerns about financial
42 stability for the City.

1
2 Commissioner Wright discussed the strong sentiment from the general public against
3 high-density housing in Centerville. She suggested some clarification on the definition of high-
4 density and also referenced the Balling Engineering property, which was able to change from
5 high-density to medium-density just by purchasing a very small area of land from the
6 neighboring church. Citizens seem to be more accepting of medium-density as opposed to high-
7 density, without really understanding the difference between the two. She said she is
8 uncomfortable limiting the plan to such a degree that it is exclusionary of medium-density areas.
9 Medium density is appropriate for many areas, and Commissioner Wright questioned the need to
10 specify that there shall be no medium density residential developments, as listed in section a.2. of
11 the Residential Policies of the Plan, when there are already several medium-density
12 developments in this area.

13
14 Commissioner Hayman said she had the same concern with regards to the Southeast
15 Residential Area, section e.2., which also specifies no medium-density developments. She
16 explained she also feels like the public has an immediate dislike for high-density housing based
17 on the name, rather than on an understanding of what high-density really means. She described
18 her own property as an example of a home that could not be on a single-family lot, yet would not
19 likely be considered as high-density by the public. She expressed her discomfort at excluding
20 medium-density developments from the Southeast Residential Neighborhood.

21
22 Commissioner Wright restated the importance of clearly defining the meaning of high-
23 density.

24
25 Mr. Snyder also agreed that the public has a preconception of what high-density housing
26 is. He gave the example of a home on a 9000 square foot lot, which would be a single-family
27 home, versus a 6-plex, which is likely to be seen as high-density regardless of the plot size. He
28 explained that several homes in the historic divisions are single-family by definition, but not
29 necessarily low-density.

30
31 Commissioner Wright discussed the many areas of multi-family housing that exist in
32 northwest Centerville. In the northern area of the city, these seem more accepted by the public
33 as they're not replacing anything. However, the southern area of the city is the historic old town,
34 so change is more difficult to accept. Commissioner Daly agreed that density is a matter of
35 perception. He also referenced the Balling Engineering project, which has the perception of
36 being high-density since it isn't the same as the rest of the neighborhood. However, in northern
37 Centerville, the areas of multi-family housing are their own neighborhood, and so don't differ
38 from the surrounding area. In the southern area of Centerville, there is the desire to maintain the
39 neighborhoods as they are, rather than changing them by introducing high-density developments.
40 Commissioner Daly said that he, in general, agrees with the suggested edits to the Plan for this
41 reason.

42

1 Commissioner Hayman was surprised by the amount of multi-family housing in northern
2 Centerville. She discussed the data included in the Staff Report, showing that the percentage of
3 multi-family residences in southern Centerville (-17%) is close to the percentage of multi-family
4 residences city-wide (-18%), and wondered which area of the city has the most multi-family
5 residences. Mr. Snyder responded that the northwest area has the most high-density accrual, and
6 the northeast area has the least amount of differences across housing types. Commissioner
7 Wright asked what the area surrounding the Balling Engineering property was zoned.
8 Commissioner Daly responded that the area to the east is high-density and the area to the south is
9 commercial. Commissioner Wright explained that she felt that medium-density for the Balling
10 Engineering property actually made sense, due to the surrounding area. The citizens are more
11 likely unhappy with the change to the neighborhood rather than the zoning of the area. Mr. Daly
12 agreed that it is the perception of density that causes concern for the citizens, and referenced
13 flag-lots as an example of this.

14
15 Commissioner Hayman referenced the first sentence in the new paragraph in Section 12-
16 480-2, which states that "multi-family development has become a dominant form of newer
17 housing development," and inquired as to the accuracy of this statement. Mr. Snyder said that the
18 term "dominant," is debatable; he was addressing the matter from an infill, teardown perspective,
19 for which multi-family is the dominant form. In this paragraph, he attempted to justify the slow-
20 down of multi-family residence development. Commissioner Daly said he wasn't bothered by
21 the term "dominant," which seemed to speak to the current trend of getting as many units on a
22 plot of land as possible, and referenced several examples seen by the Commission recently, all of
23 which were in the southeastern area of Centerville. Commissioner Wright agreed with
24 Commissioner Hayman that, while there have been significant increases in the number of multi-
25 family residences, it is not the dominant form of development in the South Davis area. Mr.
26 Snyder expressed his willingness to readdress the wording in this section.

27
28 Commissioner Hayman discussed the market pressure to put in the maximum number of
29 housing units possible, which suggests that there is a lot of interest in multi-family housing. She
30 expressed concern with the City trying to be exclusionary, regardless of the market trend, and
31 force multi-family housing to other cities to protect the single-family homes. She said she prefers
32 the idea of spreading the multi-family housing throughout the city, rather than concentrating it in
33 one area, and said that the arteries of the city seem like a logical place for this type of residence
34 as a transition from medium- to low-density.

35
36 Mr. Snyder presented an alternative perspective, giving the Cove at Deuel Creek
37 Subdivision as an example. Zoning should be used to preserve values, health, safety, and welfare
38 of a community. However, there is also the issue of property rights: the concept that when you
39 buy a piece of land, you are also purchasing a set of rights associated with that piece of land.
40 Current zoning allows four units per acre; however, there is a distinction between the zoning of
41 an area and the tools to implement the zoning of an area, such as flag lot ordinances or infill

1 opportunities. These tools should be available to allow property owners to reach the full
2 potential of their property.

3
4 Commissioner Wright agreed with Mr. Snyder, explaining that one of the reasons she is
5 uncomfortable limiting medium-density developments is because of property rights. The
6 Planning Commission has a mission to maintain a healthy, viable city, but also has a
7 responsibility to respect property rights. Commissioner Daly said he believes the Plan does
8 support this, and it discusses that there are various zones throughout this area and these zones
9 would not be changed, unless the issue is brought before the Commission by the owner.
10 Commissioner Wright referenced section 1.a.2, which states that medium-density developments
11 will not be allowed, even though there are medium-density developments already in existence in
12 this area. Commissioner Daly responded that there are no medium-density developments in the
13 area detailed in section 1.a. Commissioner Wright asked for clarification on what is considered
14 Centerville Deuel Creek Historic District. Mr. Snyder responded that there is a mismatch of
15 terms between Deuel Creek and Old Town; the area and label descriptions do not align.
16 Commissioner Hayman said there is too much confusion if the Deuel Creek Zoning does not
17 match up with the Deuel Creek Historic District, and she would be inclined to call it something
18 else to avoid confusion. Mr. Snyder said he is hoping that the Commission can provide some
19 clarification on the issue by selecting an appropriate term for the area.

20
21 Commissioner Daly asked if multi-family residences are allowed in commercial areas.
22 Mr. Snyder replied that the South Centerville Main Street Plan allows an option for a certain
23 number of units, generally within medium-density zones.

24
25 Commissioner Hayman asked Mr. Snyder if he'd ever seen cities or municipalities with
26 zoning codes that are segmented more than just low, medium, and high densities. Mr. Snyder
27 replied that there are three ways to approach this issue: adjust the ranges used while keeping the
28 terms used, segment the zones into more than three categories, or to relabel the zones to be
29 specific to the area. Commissioner Daly suggested another alternative approach of redefining the
30 zones – for example, low density meaning up to three units – then requiring conditional use for
31 more units than allowed in that zone yet less than what is allowed in the next level of zoning.
32 Commissioner Wright stated that City Council prefers not to have conditions such as these.

33
34 Commissioner Hayman opened the public hearing at 8:31 pm. Seeing no one with any
35 questions or comments, Commissioner Hayman closed the public hearing at 8:31 pm.

36
37 Commissioner Wright referenced Centerville Commons which, though it is not low-
38 density, is a desirable area of housing for various family types. She expressed her concern for the
39 vitality of the city if medium-density housing is not allowed, and worries this policy does not
40 look to the future of the city. Commissioner Daly stated that Centerville Commons seems to
41 work because it is the whole neighborhood, and did not replace a different style of neighborhood

1 that was there previously. However, there don't seem to be any large, vacant pieces of land left
2 in southeast Centerville that could be developed into new residential neighborhoods.

3
4 Commissioner Hayman asked about the far east of Centerville with regards to open areas
5 for potentially high-density areas. Commissioner Daly mentioned that the potential development
6 of this area of Centerville, which would fall into the boundaries of the Southeast neighborhood,
7 should be discussed. Mr. Snyder agreed, and said this could be something discussed in the
8 second portion of the discussion of this Plan. Commissioner Daly said he thought it was
9 appropriate for the residential discussion, as it is unlikely that this area will have any commercial
10 development. However, he suggests that it not be developed for residential. Mr. Snyder said it is
11 an option to add a new sub-district for this area. Commissioner Wright expressed her reluctance
12 to begin addressing this matter due to the potential consequences of opening the matter up for
13 discussion. Commissioner Daly suggested adding another point to section 1.e of the Plan, stating
14 that no new residential developments shall be allowed east of existing residential zones. Mr.
15 Snyder acknowledged that this is something that could be added to the Plan, which could prevent
16 adding a new zone or sub-district. Ms. Romney, City Attorney, asked if the Foothills Master
17 Plan governed the area under discussion, to which Mr. Snyder replied in the affirmative.
18 Commissioner Wright again stated her reluctance to address this matter, worrying that opening
19 the matter up for discussion would create the possibility of this area being developed at some
20 point in the future.

21
22 Mr. Snyder said that, if the Commission requests, he can create a second draft of the
23 Southeast Neighborhood Plan based on the current discussion taking place in the Planning
24 Commission meeting, as well as make recommended changes to the first draft. Commissioner
25 Hayman expressed her support of this suggestion, and said she would like to see the various
26 options presented side-by-side in this second draft.

27
28 Commissioner Wright asked if the Townsite definitely does not align with what is zoned.
29 Mr. Snyder replied that the Townsite Directives in the Plan were not edited, so the boundary
30 lines listed are the original boundary lines. Commissioner Wright suggested adding the
31 consideration of accurately aligning these with what is currently in place. Ms. Romney reminded
32 the Commission that there is a General Plan, which details the vision of the future, and the
33 zoning district, and warned about having a General Plan Area with the same name as the zoning
34 overlay. In addition, an attempt to align these would result in an overlap between the Historic
35 District and the Centerville Elementary Area. She suggested that a better approach may be to
36 choose a new name or revert back to the old name, and reference that this new area is within an
37 existing area. Mr. Snyder expressed his willingness to reformat the plan appropriately.

38
39 Commissioner Daly proposed an addition to the sections for the Centerville Elementary
40 Area and the Southeast Residential Area (since there is no Taylor Elementary Area), to specify
41 that any development in these areas shall be designed and developed for minimal impact upon
42 the schools. Uses that may have detrimental impact upon the school shall not be allowed. Similar

instructions are currently included in the commercial plan, and should be specifically stated in the residential plan as well.

Commissioner Wright asked for more information on section 1.c.2, which has been suggested for removal in the edits. Mr. Snyder said that the area south of the Riviera Townhouses has since been developed into the Courtyard at Pages Lane, so this item no longer applies.

Commissioner Hayman made a **motion** for the Planning Commission to table the issue of the General Plan Amendments of the Southeast Neighborhood Plan and direct Staff to make revisions consistent with their discussion. Commissioner Helgesen seconded the motion, which passed by unanimous vote (6-0).

COMMUNITY DEVELOPMENT DIRECTOR'S REPORT

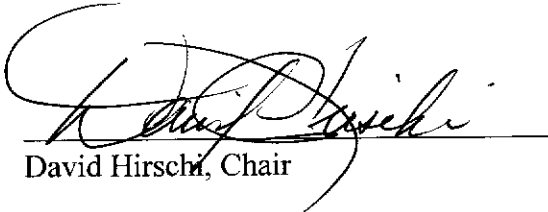
1. Items scheduled for February 8, 2017:

- Accessory Building Setbacks, Continued Discussion (PC Tabled Item on January 11, 2017)
- Chitose Johnson Tentative Rezone Application and Conceptual Subdivision (rescheduled from January 25, 2017)
- A Conditional Use Permit, just recently submitted
- Amendments to the Subdivision Ordinance

Commissioner Daly followed up with Mr. Snyder on a Conditional Use Permit application from the previous meeting, and asked if the Fire Marshall had performed their review for York Automotive. Mr. Snyder replied that the Fire Marshall had not yet done so, but the applicant had followed up and scheduled a site visit for the following week.

Commissioner Hayman made a **motion** to adjourn. Commissioner Johnson seconded the motion, which passed by unanimous vote (6-0).

The meeting was adjourned at 8:46 p.m.


David Hirsch, Chair


Emily Hatch, Recording Secretary

2-8-2017
Date Approved



CENTERVILLE PLANNING COMMISSION MEETING

Wednesday,

January 25, 2017
7:00 p.m.

NAME (PLEASE PRINT)

ADDRESS**

Richard S. Ford

568E 550S. CTN

** Your address will be used only in the event the City staff needs to contact you pertaining to an issue discussed in the Planning Commission meeting.