

Planning Commission Work Meeting Minutes

Thursday, August 21, 2014

City Council Chambers

220 East Morris Avenue

Time 6:40 p.m.

Commission Members Present: Jeremy Carter
Rachael Lauritzen
Portia Mila

Staff Members Present: Michael Florence
Francis Lilly
Hayley Pratt

Deputy Director-Housing Administrator, Francis Lilly, reported that the only item of continuing business is the conditional use permit for the two painted wall signs.

Mr. Lilly stated that tonight there will be discussion about the adoption of the Form Based Code. He was proud of the effort that went into the project and the time it took to get to this point and for the City to assemble a robust vision that made writing the Code easy. Concepts are taken and standards applied to them. The process began over 10 years ago when UTA acquired the property and there was City-wide discussion about whether the Streetcar was even desired. In 2007, the City adopted a new General Plan that identified the Streetcar Corridor as a mixed use area. After that, staff went through the process of more closely defining what was desired in the corridor. The streetcar line was then built.

A density study was prepared by the IBI Group at which time a series of neighborhood meetings were held. City Planner, Hayley Pratt, prepared the design study that was presented to the Commission. Over time great ideas were compiled along with excellent feedback and intelligence from the neighborhood. City staff spoke to neighbors, property owners, developers, financing partners so that by the time the Code was written they were ready to move ahead. Staff worked with the Wasatch Front Regional Council and Envision Utah, which has been very helpful in getting to this point.

Jeremy Carter commented that the General Plan designated certain areas as mixed use. In the past there were discrepancies with respect to the definition of mixed use. He asked if the City had shored that up so that there is not as much flexibility. He was concerned that developers may take advantage of that flexibility. Mr. Lilly explained that it has been shored up based on the efforts of the Commission as part of the development of the East Streetcar Master Plan, which included a number of goals which were identified.

Mr. Lilly stated that staff doesn't see the area being a predominantly mixed-use corridor and envisions the use being primarily residential. There will, however, be mixed-use components.

In the Form Based Code, compatible uses were calibrated. He explained that first, the use list is fairly consistent with what would be expected in a neighborhood commercial use as opposed to a more intensive commercial use. Second, they included the same hours of operation restrictions in this zone. Third, an upper limit was imposed on the size of a single commercial use of 12,000 square feet. Those uses could be aggregated into a larger development or commercial section of a project. Last, the developer has the incentive to locate a mix of commercial uses on ground floors at the intersections but nowhere else on the property.

Commissioner Carter asked what type of flexibility there will be with the document going forward. Community Development Director, Michael Florence, explained that it is a binding document to the four blocks between State Street and 500 East. The Administration section in the back of the ordinance allows the Community Development Director to make very minor modifications. Everything else would have to come back to the Planning Commission.

Chair Lauritzen noticed that the street cross sections still don't show bicycle lanes. She asked if consideration was given to that since the last meeting. Mr. Lilly stated that bicycle lanes were provided for on all of the roads where they anticipate them occurring in the corridor. He referenced Section 2.6, dealing with 300 East and 500 East, which has a dedicated bike lane. 200 East and 400 East have a sharrow. Staff felt that was an appropriate device because those roads are not through roads and dead end.

John Janson was present representing Planning Solutions and stated that there was previous discussion about bike lane location. Chair Lauritzen stated that it depends on the street, however, on certain streets it is safer for cyclists to be closer to the curb and use parked cars as a buffer so that they are not crossing over the bike lane. Mr. Florence stated that staff did not get support from the City Engineer to do that. Mr. Lilly explained that the most important bicycle corridor in the project is the S-Line itself.

The options available to the Commission were described. They could choose to forward a recommendation to the Council tonight or continue the matter. The intent was to take the presentation to the City Council next Wednesday. Mr. Lilly explained that the staff report is complicated in that it refers to two public hearings. Staff recommended the Commission hold a public hearing on the Form Based Code, T-14-001, and a separate public hearing on the Zoning Map Amendment. Recommendation language for both was provided.

Planning Commission Regular Meeting Minutes
Thursday, August 21, 2014
City Council Chambers
220 East Morris Avenue
Time 7:00 p.m.

Commission Members Present: Rachael Lauritzen - Presiding
Jeremy Carter
Portia Mila
Jonathan Meakin

Staff Members Present: Michael Florence
Francis Lilly
Hayley Pratt

Moment of Reflection: Chair Lauritzen

Pledge of Allegiance: Commissioner Carter

Motion to Approve the Agenda:
Commissioner Mila

Second the motion: Commissioner Meakin

Vote: Unanimous

Chair Lauritzen called the meeting to order.

New Business

- 1. Public Hearing**
T-14-001

Recommendation to the City Council to Adopt the East Streetcar Corridor Form Based Code as an Amendment to the South Salt Lake City Land Use Code.

Action Item

Applicant: South Salt Lake City

Deputy Director-Housing Administrator, Francis Lilly, presented one staff report for both public hearings but requested that the public hearings be held separately. The first should be on

adoption of the Form Based Code with a motion to follow. The second public hearing would be for the Zoning Map Amendment with a motion to follow.

Mr. Lilly stated that the request before the Commission was to (1) recommend adoption to the City Council of a Form Based Code for the East Streetcar Corridor, and (2) to amend the Zoning Map for properties adjacent to the corridor at approximately 2200 South from the east side of State Street to the west side of 500 East from Commercial Corridor to Single-Family Residential to East Streetcar Corridor. A map was displayed showing the boundaries. The City's policy was reflected in the General Plan and the East Streetcar Corridor Master Plan adopted by the Council in March 2014. The policy had always been to exclude single-family residences on either side of the Streetcar Corridor from the rezone. The rezone itself includes the commercial area fronting State Street on either side of the Streetcar Corridor.

Mr. Lilly explained that under the Land Use District staff is requesting that the Commission adopt the Code for the properties to facilitate new development along the Streetcar Corridor while preserving the values and integrity of surrounding single-family neighborhoods. The Code was developed to address building forms, height transitions, street and open space standards, parking requirements, landscape standards, and uses. Development of the Code was predicated on the East Streetcar Corridor vision. The final wording was the end product of 10 years' worth of outreach and consensus building in the community. The vision was for the East Streetcar Corridor to be a vibrant walkable neighborhood with a wide selection of homes for current and future residents. Its character, amenities, and strong connections to both downtown South Salt Lake and Sugarhouse will make it one of the most desirable neighborhoods on the Wasatch Front. Downtown South Salt Lake is designated as the area between State Street and the north-south Trax line from 2100 South to I-80.

Mr. Lilly identified the following Master Plan goals as:

1. To protect neighboring homes and property values.
2. New development will be contact sensitive through height transitions, density blending, and compatible design.
3. Improve neighborhood safety and appeal.
4. Revitalize or replace neglected properties.
5. Increase home ownership of existing homes.
6. Build high quality new housing for a wide spectrum of residents.
7. Create a quality urban neighborhood that appeals to new residents.

8. Maximize the opportunity to locate housing and jobs adjacent to transit by pedestrian ways.
9. Support building in true downtown South Salt Lake to the west.

The General Plan also includes the following items that support adoption:

1. Regulate land uses based on compatibility with surrounding uses, residential areas, and economic feasibility.
2. Maintain residential business and industrial areas that are vibrant and where the health and safety of all are protected.
3. Capitalize on South Salt Lake's vast transit options by creating specific transit-oriented development land use plans using current best practices.
4. The Form Based Code was based on a template that was written through a collaborative regional process under the auspices of Envision Utah, Wasatch Front Regional Council, several municipal partners, and UTA. The City helped develop the template and support it as conforming to what is a regional best practice that was developed collaboratively and is sensitive to the unique characteristics of the Wasatch Front.
5. Accommodate higher density housing in appropriate areas.
6. To create an individual identity for each residential neighborhood.

Mr. Lilly summarized the City's outreach efforts over the past few years. At least two neighborhood meetings were held where the density study and vision were presented. Two developer and financial workshops were conducted where the design study and Form Based Code were introduced. Six meetings were held on a block-by-block basis, recognizing that the issues with each block are different. This allowed for better information and the feeling that each neighbor is heard in the process. There was very good attendance at the block meetings with 60 to 70 people attending all six meetings.

Mr. Lilly explained that the Form Based Code concept allowed staff to craft a design standard and height transition that was sensitive to the worst-case scenario, which happens to be a residence on the south side of the Streetcar Corridor on 300 East. The process allowed staff to obtain that information from the neighborhood and come up with a way to mitigate the impact. An ombudsman was hired to make door-to-door contact with every resident whose property was affected by the Form Based Code. He acted as a neutral party and the information received was very informative. Last fall there was relatively little resistance from the neighborhood. Some issues can't be resolved and the City has to implement a Code that is realistic and achieves the goals and policies of the General Plan. Staff also provided regular updates to elected and appointed officials.

The first section of the Form Based Code dealt with street types. Graphics were shown for the lane, which was intended to serve as a vehicular access since it will be greatly restricted along the Streetcar frontage. The lane will serve multiple purposes and can also act as a buffer between the single-family homes to the north and south.

The second section dealt with sub districts, which were identified. The State Street Gateway was where the highest intensity is anticipated and where heights could go up to five stories. The North Haven and Fifth East Gateway districts anticipate a lower building height and other changes were calibrated for each building type specific to each district.

With respect to uses, residential and neighborhood commercial uses, including service and retail, are allowed. It was anticipated that the commercial uses will be neighborhood commercial in scale. A significant list of allowable uses was provided for in Section 4 of the Form Based Code, found on page 17. The list is comprehensive and includes hours of operation restrictions that are similar to what exist currently in the Neighborhood Commercial Zone. Commercial uses typically cannot exceed 12,000 square feet, although smaller uses can be aggregated as part of a larger site. Mr. Lilly explained that allowances were made for adaptive reuse.

The design standards include a number of building types that are allowed specific in this corridor and include storefront building, urban style apartment, townhome, mansion style multi-family, civic building, parking structures, and adaptive reuse. Each building type has its own requirements. A special setback was included referring to the S-Line Corridor intersection that is 15 feet from the property line. This differs from the version provided to the Commissioners which shows 10 feet. Staff asked that the Commission approve the version that shows corner plazas that are 15 feet from the property intersection. The standards are fairly intricate and involved and vary significantly from building to building.

Height transition issues were discussed. Mr. Lilly stated that heights have emerged as a critical issue in the neighborhood and building heights have been discussed at every neighborhood meeting. Height maximums are five stories at the State Street Gateway and three to four along the corridor. Also discussed was how to deal with the height transition. Where the S-Line Corridor abuts or adjoins an existing residential zone, an automatic 20-foot setback is required. At that setback the base height can be no greater than 25 feet. At 30 feet a height transition is allowed. For every two feet of horizontal distance, an increase of one foot of vertical distance is permitted, up to 50 feet. Staff felt that the proposed numbers were roughly in line with the size in the backyards of the single-family homes along the corridor. In the setback a developer could choose to place a rear yard or a lane.

Mr. Lilly reported that the Form Based Code implements a more restrictive pallet of materials that requires 80% of the facades to be stone, brick, wood lap siding, fiberboard, glass, or other high quality materials that will be approved during the design review process. Residential densities are not expressed in the Code, however, they are effectively restricted through height, parking, and open space requirements. Staff felt that removing the density question from the

issue helped facilitate a better discussion about what they want to achieve in the corridor. The primary concerns raised were height, privacy, and uses.

Open space types were next discussed. Mr. Lilly stated that the Code contemplates 250 square feet of open space per unit, up to 20% of the project area. A developer must choose one of the following open space types:

1. S-Line Corridor enhancement;
2. Plazas;
3. Pocket parks;
4. Commons;
5. Courtyards;
6. Private Open Spaces; or
7. Passageways.

The ordinance includes incentives and open space reductions for spaces and amenities that enhance the corridor and achieve the vision of a mixed use transit-oriented neighborhood. The reductions can be a maximum of 30% of the total, which could potentially allow for additional units.

Landscaping issues were next discussed. Mr. Lilly explained that the Landscaping section of the ordinance applies to parking areas, buffers, and exterior service areas. The importance of rear buffer requirements were discussed. With regard to parking, 1.4 stalls per unit for residential uses was the standard regardless of unit size. That figure was the result of a parking analysis commissioned by the City. It was determined to be a reasonable number given new multi-family projects occurring in transit-oriented areas and in general residential areas in the region. Reductions are given for unbundling parking or assessing a different lease for the parking spot and the home. Ride share programs and transit passes that are tied to the lease, shared parking, or a study that is used to support a reduction would also be considered.

Mr. Lilly explained that sign types are also generally more restrictive. Pole signs and roof signs are not allowed. The ordinance allows for the creation of an iconic sign and for maintaining and adaptively reusing existing iconic signs. Roof signs were removed from the ordinance. Administration issues were discussed. Mr. Lilly stated that the Planning Commission is the land use authority for land uses and subdivision approvals. A Design Review Committee was also being established to advise the Planning Commission on design issues. The committee will consist of individuals nominated by the Mayor including at least one design professional. They will meet early on in the process and talk with developers about materials and specific amenities.

A consensus will be presented to the Planning Commission in the form of a recommendation. Staff felt this was an important tool to help facilitate site plan and conditional use approvals and ensure that the outcomes are consistent with the intent of the zone.

New definitions were included pertaining to the Form Based Code, which were included in the recommendation in the staff report. Language was also drafted establishing the East Streetcar Corridor Land Use District and adopting a Form Based Code as part of the Municipal Code. Staff found that the Form Based Code response to the South Salt Lake City General Plan and the East Streetcar Corridor Master Plan with the addition of height transitions, specific open space requirements, and appropriate building types, future development will be compatible and complement existing development and not detrimentally impact the livability, desirability, and value of existing residential development in the corridor. Staff recommended the Commission approve both the adoption of the Form Based Code and the rezone of the East Streetcar Corridor.

Chair Lauritzen commended staff for their thorough work.

The Public Hearing on the Form Based Code was opened at 7:30 p.m.

There were no public comments.

The Public Hearing was closed at 7:31 p.m.

Motion to approve the Form Based Code Amendments, as listed.

Commissioner Meakin

Second the motion:

Commissioner Mila

Vote:

Unanimous

**2. Public Hearing
Z-14-003**

Recommendation to the City Council to Amend the Zoning Map for Properties Adjacent to the Streetcar Corridor at Approximately 2200 South from the East Side of State Street to the West Side of 500 East from Single-Family Residential to East Streetcar Corridor.

Action Item

Applicant: South Salt Lake City

The Public Hearing on the Zoning Map was opened at 7:32 p.m.

There were no public comments.

Public Hearing was closed at 7:33 p.m.

Motion to approve the changes to the Zoning Map.

Commissioner Meakin

Second the motion:

Commissioner Mila

Vote:

Unanimous

Mr. Florence reported that the Council will hold a Work Meeting on Wednesday, August 27, 2014. Their September meetings will go through the same process and it will be presented to the public.

Continuing Business

**1. Conditional Use Permit for Two Painted Wall Signs
C-14-038**

Address: 2590 South Main Street

Applicant: Catch Fade Barbershop

Action Item

Applicant: Sioi Hoko

Mr. Lilly stated that a public hearing does not need to be held tonight since one was conducted previously. Renderings of the signs were displayed, which were to be 5' x 5.5', or 11' square. The applicant indicated that they will be painted white and green with one facing north and the other facing east. Staff recommended approval subject to the conditions set forth in the staff report.

The applicant, Sioi Hoko, explained that he would like to paint his wall sign because the building looks too plain. The intent was to improve the neighborhood and bring business in. Mr. Hoko hoped to be open for business in about one month.

Mr. Florence clarified that the last condition is that the metal awning structure on top needs to be removed before the signs can go up and will be part of the approval. Mr. Hoko stated that the metal awnings are what the signs will be connected to. Mr. Florence stated that he would have to use one or the other. He explained that the argument could be made that the metal structure has

been abandoned for signage. He stated that it has been a couple of years since he has seen any signage there. In addition, it is non-conforming. The property owner or Mr. Hoko were encouraged to contact the City with questions. In response to a question raised, Mr. Hoko confirmed that he is leasing the building.

Motion to approve the conditional use permit for the two painted wall signs for Catch Fade Barbershop subject to the following conditions:

1. **The wall signs will be painted using the designs, dimensions, and colors as indicated by the applicant so as to contribute to the improved appearance of the corridor.**
2. **The signs will not exceed the allowable area for wall signs as defined by §17.16.430 of the South Salt Lake City Municipal Code.**
3. **The signs will be continually maintained in accordance with §17.16.030 of the South Salt Lake City Municipal Code.**
4. **The existing nonconforming roof awning structure will be removed prior to issuing a sign permit.**
5. **All items of the staff report.**

Commissioner Meakin

Second the motion:

Commissioner Mila

Vote:

Unanimous

2. **Approval of the July 17, 2014, Planning Commission Meeting Minutes.**

Action Item

Motion to approve the July 17, 2014, Planning Commission Meeting minutes.

Commissioner Mila

Second the motion:

Commissioner Carter

Vote:

Unanimous

Commission Business

Approval of the August 7, 2014, Planning Commission Meeting Minutes.

Motion to approve the August 7, 2014, Planning Commission Meeting minutes.

Commissioner Mila

Second the motion:

Commissioner Carter

Vote:

Unanimous

Staff Business – Information Items

There was no staff business.

Adjournment

Motion to Adjourn:

Commissioner Mila

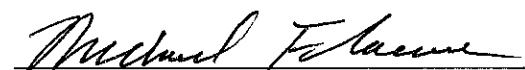
Second:

Commissioner Carter

Vote:

Unanimous

The Planning Commission Meeting adjourned at approximately 7:42 p.m.


Michael Florence
Community Development Director


For Planning Commission