

**MINUTES OF THE CITY OF HOLLADAY
PLANNING COMMISSION MEETING**

Tuesday, June 20, 2017

7:00 p.m.

**Holladay Municipal Center
4580 South 2300 East**

ATTENDANCE:

Planning Commission Members:

Matt Snow, Chair
Jan Bradshaw
Ann Mackin
Marianne Ricks
Alyssa Lloyd

City Staff:

Paul Allred, Community Development Director
Jonathan Teerlink, City Planner

PRE-MEETING / WORK SESSION

(20:04:58) Ryan Beck and Jason Brown from Envision Utah were present on behalf of Envision Utah and Salt Lake County. Mr. Beck reported that Envision Utah is a non-profit entity that has been in existence for about 20 years. They are founded on the premise that Utah is growing. By 2050, the population is expected to double. Mr. Beck commented that with growth comes great things as well as challenges. Envision Utah's goal is to find ways to keep life along the Wasatch Front affordable and enjoyable.

Mr. Beck explained that Holladay is one of the most desirable places in the area to live. The pioneers settled in towns that served as hubs. Community Development Director, Paul Allred, reported that Holladay was settled in 1847 and was the first rural community. Mr. Beck commented that the various cities were established to meet people's needs and provide places where they could obtain goods and services. Much has changed since then such as transportation. Mass transit was identified as one key to managing growth. The various components of mixed-use centers were described. It was noted that in Holladay 69% of residences are single-family detached units while 31% are attached. Mr. Beck stated that some communities are resistant to a variety of housing types.

(20:16:04) Mr. Beck explained that Envision Utah does a great deal of survey work. Recently there have been inquiries about mixed-use centers and if residents are willing to support them in the community even if traffic increases. Most were willing to have them. It was noted that the average annual growth rate is 1.6%. As the City continues to grow, the amount of available developable land does not continue to grow. It was estimated that in Salt Lake County approximately 40,000 acres remain undeveloped. That land supply is expected to last until 2030 or 2035. Mr. Beck stated that in Davis Council there are approximately 20,000 developable acres. Weber County has about 40,000.

Mr. Beck stated that the main consideration is how expensive they want development to be. He also asked if redevelopment should be allowed as well as higher densities. He pointed out that with development comes a significant infrastructure cost. It was reported that single-family

housing prices increased by 8% last year in Salt Lake County and apartment units increased in price by 4 to 8%. For someone looking to purchase a home, the situation may seem very bleak.

Mr. Beck reported that over time single-family lot sizes have reduced. What is being built currently is 70% to 80% single-family homes. In the past, the ratio has been 50-50. Level of service and infrastructure issues were discussed along with results of a recent survey. Safety was identified as the most important factor. Along the Wasatch Front it was determined that 50% of trips are three miles or less. Street layout and circulation issues as well as bicycle safety issues were discussed. Mr. Beck stated that recently there has been a trend to take back the travel lane.

The agenda items were reviewed. Marianne Ricks commented on current densities in the City. Mr. Allred described his thoughts when drafting the Highland Drive Master Plan and commented that statistically, the City seems to have plenty of R-2 density. Approximately 30% is R-1 and three out of the last six projects that have come forward have been R-1. There are also larger lots but there is not that much in terms of acreage. Those types of properties are also likely to densify. After numerous discussion the determination was made to pursue a target density on Highland Drive. Currently it is four, which is R-1-10. The target set forth in the plan is five.

Mr. Allred introduced Chris Layton, the City's New At-Large Representative. A District 1 Representative was still being sought. Jim Carter was reappointed from District 5. Commissioner Layton reported that he is an Architect by profession and has worked throughout the Intermountain West. He would begin serving on the Commission at the next meeting.

(19:04:17) Commissioner Lloyd moved to adjourn the Work Meeting. Commissioner Bradshaw seconded the motion. The motion passed with the unanimous consent of the Commission.

REGULAR BUSINESS MEETING

1. CONVENE REGULAR MEETING – Public Welcome and Chair Opening Statement.

Chair Matt Snow called the Regular Meeting to order at 7:09 p.m. and read the Chair statement.

ACTION ITEMS

2. PUBLIC HEARING – Highland Drive Master Plan – Residential Density Limits in “Segment B”.

(19:10:10) Mr. Allred reported that the Highland Drive Master Plan is an element of the overall Small Area Master Plan. Once a recommendation is made to the City Council, they will conduct a public hearing. The expectation was that the Council will vote on the matter around the time the moratorium expires.

Mr. Allred commended Marianne Ricks for her efforts. Changes proposed to the draft document were reviewed page by page. With regard to the Roots nursery, Mr. Allred felt that supporting commercial, such as a restaurant use, would be ideal there. He commented that it is across from a very large development that is coming. He recommended the City reserve the possibility of some commercial retail and/or services on the corner.

Mr. Allred brought up the issue of the RO zone and referred to Burt Carson's property on Hedgewood. He stated that RO is not likely to be implemented anywhere in the City because the bar is set too high in the Purpose Statement for the zone, which specifies that it must be proven

that there is no other economic use of the property. Mr. Allred's opinion was that no property owner can demonstrate that. When Mr. Carson proposed to convert an older home into a residential office, the Council rejected it because they leaned on the language in the Purpose section of the zone. Mr. Allred stated that the Roots property is zoned NC and allows a variety of commercial uses including small scale uses that he feels are appropriate. Café Madrid is one of four examples of successful NC zone projects.

Mr. Allred next referenced Paragraph B regarding the appropriate depth of lots to surrounding uses should not extend beyond 200 feet of Highland Drive. He stated that Café Madrid is a good example of that. He estimated that it is 180 feet deep and does not seem to disturb the neighbors.

It was reported that Planning Commission and City Council Meetings are now broadcast live.

(19:23:16) Chair Snow opened the public hearing.

Written comments were still being accepted and will be allowed at the City Council Meeting in July as well.

There were no public comments. The public hearing was closed.

Mr. Allred referred to Paragraph A under Residential Uses and identified the changes made. He explained that a hierarchy of zones was used on both sides of the issue. He crafted the language to take the guesswork out of the specific zone and specify the target density being sought on Highland Drive in the Master Plan. The language was changed to strike the contested language regarding the hierarchy of zones and replaced with a cap.

Segment B was identified on a map displayed. City Planner, Jonathan Teerlink, explained that the City's ability to approve or deny a rezone request must adhere to the language in the General Plan. In this case, the General Plan is supportive. Mr. Allred stated that there is a moratorium on R-2 and applications cannot be accepted for the next 40 days. The Commission expressed support for Paragraph A, as modified.

In response to a concern raised by Chair Snow, Mr. Allred stated that it is an advisory document and is not binding. Even if it is passed onto the Council they can use their discretion and judgment.

Jan Bradshaw did not feel that the City should limit what can go in the area but understood that there should be some guidelines in place.

Marianne Ricks questioned language in Paragraph A that addresses whether surrounding land should have a bearing on the density that is allowed. Mr. Allred stated that the intent was to eliminate the arbitrary nature of the language. He commented that all zoning is arbitrary and capricious. If the proposed language were approved tonight they would be increasing the density incrementally on Highland Drive by going with R-1-8. He argued that the General Plan is a living, breathing document and can be changed in the future. He stated that the Cottonwood Mall property should guide the Planning Commission's thinking. He mentioned that there is no way the property will be 2,000,000 square feet of commercial, as proposed. Some of the other

Commissioners agreed with that assessment. Mr. Allred said that it is more than likely to become heavily residential since brick and mortar businesses are struggling. He questioned how they could force a landowner to put in commercial properties if they won't be viable. He believed there are only so many restaurants or stores that can be absorbed by the community. This issue has been the problem that has delayed development of the property due to a change in the public's shopping mores.

Mr. Allred questioned whether the Cottonwood Mall Property will have a good portion developed as residential if it borders "Segment B". He also questioned whether it is necessary to locate R-2 on Highland Drive. While this may be seen as unfair, he pointed to Commissioner Ricks' point that in the next 10 years there will be many residential homes on the property. He argued that some may not want to consider the adjacent Mall property, but the Planning Commission generally makes decisions based on what is surrounding the subject property. He argued that they cannot be completely objective on zoning decisions. Potential verbiage changes were discussed.

The Commission next discussed Paragraph A, as suggested in the Recommended Amendments. Commissioner Mackin sought clarification regarding Paragraph A, which found to be overly wordy. She stated that property development is somewhat determined by surrounding uses and that landowners will be seeking the highest possible price for their property. However, by allowing for the highest possible price, the Planning Commission does not want to devalue the property but allow a specific amount of density. She referenced Paragraph C, which seems to take that into account. She stated the proposed amendments will allow every property to double its density, but she liked that the amendments limit developers to five dwellings per acre, as set forth in Paragraph A.

There was additional discussion regarding Paragraphs A through C. Mr. Allred reminded the Commissioners that the General Plan Amendment can be changed by the City Council in the future. He also pointed out that it is an advisory guide and not an ordinance. If this section of the General Plan is amended, the City Council would look to this first. It is a guide to how the City should grow. He commented that in some states the General Plan must be adhered to which doesn't make sense because those states ought to just have a zoning ordinance. In most states, including Utah, the General Plan gives counties and municipalities the ability to think "outside the box". The Commission Members agreed to recommend the following for approval:

1. All of Paragraph A, with the suggested amendments.
2. Strike all of Paragraph B except the last sentence, with the change to modify "work section" to "work segment". and
3. All of Paragraph C, with the suggested amendments.
4. An error in the first sentence of the Commercial Uses portion of Segment B was changed to reflect the word "use" rather than "use or zones".
5. To line 222, the word "street" was added.

(19:58:23) *Commissioner Ricks moved that the Planning Commission recommend approval of the Amendments to the City of Holladay General Plan, Appendix K, Highland Drive Master Plan, subject to the following:*

Findings:

- 1. Data provided by staff regarding density was taken into consideration while making a recommendation for amendments to this portion of the General Plan.*
- 2. Current zoning and statistical data provided by staff was taken into consideration while making a recommendation for amendments to this portion of the General Plan.*
- 3. The most recent density trends were taken into consideration while making a recommendation for amendments to this portion of the General Plan.*

Commissioner Bradshaw seconded the motion. Vote on motion: Jan Bradshaw-Aye, Ann Mackin-Aye, Alyssa Lloyd-Aye, Marianne Ricks-Aye, Matt Snow-Aye. The motion passed unanimously.

The Commission thanked staff and the Planning Commission, especially Marianne Ricks, for her work on the amendment.

3. Election Planning Commission Officers – Chair, Vice Chair

There was discussion regarding whether the Planning Commission should defer the Election of Planning Commission Officers until more Commission Members could be present. They decided to proceed with a vote tonight.

(20:06:08) *Commissioner Bradshaw moved that Marianne Ricks be nominated as Chair of the Planning Commission. The motion was seconded by Alyssa Lloyd.*

Chair Snow commented that Jim Carter should have sent an email to everyone asking that he be considered for the Chair position. Several of the Commission Members stated that they had not received the email. There was discussion regarding his sporadic attendance and that Commissioner Ricks has a better record of attendance. Chair Snow agreed to forward the email to each Commission Member.

The motion was withdrawn.

Commissioner Mackin moved that the election be postponed to the next meeting when Commissioner Carter can be present. The motion was seconded by Alyssa Lloyd. Vote on motion: Jan Bradshaw-Aye, Ann Mackin-Aye, Alyssa Lloyd-Aye, Marianne Ricks-Aye, Matt Snow-Aye. The motion passed unanimously.

SPECIAL PRESENTATION

4. Planning Commission Service Awards – Special Honor and Recognition Will be Given to Former Planning Commission Members: Matthew Snow and John Garver.

The Planning Commission discussed whether they should defer the presentation of Service Awards until July 11, 2017, due to John Garver's absence.

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Commissioner Ricks moved that the presentation of the Service Awards be postponed to the July 11, 2107 meeting. Commissioner Bradshaw seconded the motion. Vote on motion: Jan Bradshaw-Aye, Ann Mackin-Aye, Alyssa Lloyd-Aye, Marianne Ricks-Aye, Matt Snow-Aye. The motion passed unanimously.

DISCUSSION ITEMS

5. Ordinance Amendment Drafts:

a. Tree Canopy Protection; Open House Results/Summary.

Staff reported that they saw a report on the website “Next Door” that focused on the Tree Canopy Protection issues that came out against the ordinance amendment. It was reported that the Open House was very well attended with 71 people present. Some residents who attended the Open House were emotional about the ordinance amendments. There were several ways the public could provide comment, including emails. It was reported that several emails were received by various Commission Members. Some comments included members of the public who believe the amendment process has not open enough. Staff would make sure that all comments from the Open House are forwarded to the Commission Members. The consensus of City Council on the draft ordinance seemed to be that the ordinance amendment is overly restrictive. There was discussion regarding the importance of tree protection being balanced with property rights.

b. R-1 Zone; Front Yard Setback Amendment.

Mr. Teerlink reported that the Front Yard Setback amendments will clarify what yards will be considered when calculating setbacks.

ADJOURN

(20:28:31) Commissioner Ricks moved to adjourn. The motion passed with the unanimous consent of the Commission.

The Planning Commission Meeting adjourned at 8:28 p.m.

I hereby certify that the foregoing represents a true, accurate and complete record of the City of Holladay Planning Commission Meeting held Tuesday, June 20, 2017.



Teri Forbes, Minutes Secretary
T Forbes Group

Minutes approved: 9/19/17