



MURRAY
CITY COUNCIL

MURRAY CITY MUNICIPAL COUNCIL WORKSHOP

The Murray City Municipal Council met on Thursday, March 18, 2021 for a workshop held electronically in accordance with the provisions of Utah Code 52-4-207(4), Open and Public Meeting Act, due to infectious disease COVID-19 Novel Coronavirus. Council Chair, Ms. Turner, determined that to protect the health and welfare of Murray citizens, an in-person City Council meeting, including attendance by the public and the City Council is not practical or prudent.

Council Members in Attendance:

Diane Turner – Chair	District #4
Brett Hales – Vice Chair	District #5
Kat Martinez	District #1
Dale Cox	District #2
Rosalba Dominguez	District #3

Others in Attendance:

Blair Camp	Mayor	Jennifer Kennedy	City Council Director
Jennifer Heaps	Chief Communications Officer	Pattie Johnson	City Council Office Admin
Doug Hill	Chief Administrative Officer	Melinda Greenwood	CED Director
G.L. Critchfield	City Attorney	Zac Smallwood	Associate Planner
Jared Hall	CED Division Supervisor	Bill Francis	The Imagination Company

Ms. Turner called the meeting to order at 12:00 p.m. She noted the informal workshop was intended to educate the Council about the GP (General Plan) process, GP implementation and utilization; and allow Council Members opportunity to ask specific questions regarding the number of GP amendments that came before them in a short time.

A TLUR (Temporary Land Use Restriction) or moratorium was placed on all M-U (Mixed-Use) developments on February 2, 2021. This way Council Members could have time to understand the impact of proposed projects and learn how their concerns related to new growth and density would be addressed and resolved. Ms. Greenwood said their goal was to provide the Council with knowledge about how she and planning staff work through the GP when projects are presented to the City. A printed packet was provided for the Council's reference. (Attachment #1)

General Plan Overview and Discussion on the Process of Creating the General Plan - CED Planning Division Manager, Mr. Hall gave the presentation. To view the entire discussion control/click the following

link:

<https://youtu.be/koUOAiNVeCA?list=PLQBSQKtwzBqLxiqGGqdVorSUzCOAEmh-2&t=240>

Mr. Hall discussed the background of the 2017 GP, which began in 2014, and was formulated in two parts. Part 1: *The Big Picture*, which is a large overview of the GP for those who want to avoid reading the 200-page document. And, Part 2: *Elements of Evaluation*, the traditional GP, intended for use in order to evaluate proposals and policy changes.

Part 1: The Big Picture: Contains demographic information, content overview, and *5-Key Initiatives* that derived from the GP planning process. It also reveals the identification of *Small Area Planning Projects* and an outline of best practices. Mr. Hall explained moving SAP (Small Area Plans) forward became a main focus for planning. Ms. Greenwood explained everything from the GP funnels back to 5-Key Initiatives. (Attachment #2) Mr. Hall discussed and highlighted the following:

5-Key Initiatives are:

1. City Center District
2. Create Office/Employment Centers
3. Livable & Vibrant Neighborhoods
4. Linking Centers to Surrounding Context
5. A City Geared Toward Multi-Modality
 - Each initiative has its own presentation and need. He reviewed *WHY* certain criteria is needed in each area, and *WHAT* elements would make each area successful. No retail capability would be lost in the City, therefore, continuing to grow commercial areas would be essential in keeping the status of allowing retail in specific areas.
 - The reason for Initiative #2 was that the City was lacking in offices and employment centers. A map was displayed to show key landmark areas identified as potential locations where more office centers could be added.
 - Regarding #3 Mr. Hall read a statement to explain what is needed to ensure that every neighborhood has access to different shopping opportunities and parks. He read: *there is more to a neighborhood than just houses, but access to things is what helps make it livable as well.*
 - Murray has other 'center' type areas like TOSH, the Orthopedic Specialty Hospital and IMC (Intermountain Medical Center), the Fashion Place Mall, Wheeler Farm, and other gathering places. Linking them together is what is lacking and is the challenge that needs to get fixed. Therefore, by utilizing Initiative #4, consistent urban design would help create a visual coherent and cohesive area that links areas to the surrounding contexts. It was noted that large center areas like the IMC hospital and the City Center District have seen nearby hotel construction, which are good complimentary uses but links between them are not desirable, or pleasant places to walk.
 - To improve corridors, transit opportunities and small Nodes, should be better linked together than they are, so, Initiative #5 was created. Future community Nodes should connect to pathways, bike lanes, and buses; Mr. Hall said these means of transportation would help connect the City in ways other than just automobile.

Ms. Turner led a discussion about how initiatives would be accomplished; she asked what the starting point was, and how first steps are recognized to achieve them. Mr. Hall said many things could be done, many opportunities should not be missed; and that improvements would keep mounting as the City

follows the GP. He said this was the nature of the GP and confirmed two best opportunities started with small area planning near TRAX stations: first the Murray Central Station, and second the Fashion Place West station. Ms. Greenwood confirmed small area planning was accomplished with current staffing levels and projects that could be financed were budgeted for; therefore, larger area planning required outside consultants that were funded by grants through the Wasatch Front Regional Council.

Ms. Turner believed priority areas were largely budget driven. Mr. Hall said the City does not have a large planning staff but has done well to adopt two SAPs; more funding opportunities need to be sought, and projects that need to be done first have not been identified. This is why they look at suggested parts of the GP, like M-U zones, and how SAPs should be applied to certain parts of the City.

Mr. Cox assumed when a business-driven plan no longer works, this is what motivates adjusting the GP - to vet a new business model or a future business model. For example, RC Willey closing and a vacant parcel remaining; he acknowledged the situation in 2021 changed from what the 2017 GP anticipated because a commercial business model no longer fits a particular piece of property. He asked staff what they consider when an application is presented that would require amending the GP.

Mr. Hall said the GP Future Land Use Map is used then they dig deeper into considering other options. Ms. Greenwood noted the GP was designed to be flexible and fluid because there would always be conditions that can change and create GP Amendments. She recalled five years ago nobody anticipated a global pandemic that hastened market changes; so, the GP is meant to be a document that can change based on certain conditions. But all changes filter back to the 5-Key Initiatives, which are set goals.

Mr. Hales understood the GP was considered a living document; but asked if wording existed specifying that changes could not be made to it. Mr. Hall said it was not directly stated that way, however, all textual language eludes to the necessity to make needed adjustments outside of the 5-10-year plan. The objective of the plan suggests that in five years, every GP should be reviewed; and in 10 years a new plan should be devised. Ms. Greenwood confirmed State Law requires that each municipality have a GP.

Mayor Camp added that State Land Use Codes actually say that the GP is an advisory guide for land use decisions, and the impact should be determined by an ordinance. He noted the exception to that is public infrastructure, which has to comply to the GP. Other than that, the GP is an advisory guide.

Mr. Cox observed by the time a project comes to the planning commission, and City Council, infrastructure problems have already been resolved. This way they could know that when voting a zone change, the infrastructure would handle the particular need. Mr. Hall said regardless applications are passed through city departments to make comment about engineering, public works, streets, police and fire; preliminary reviews occur with other departments; and bigger projects go through concept reviews, with environmental studies in place and traffic analysis complete.

Ms. Greenwood explained in detail the process to create a new GP that requires meeting with City public works, utility, and engineering staff to consider capacities for each utility like storm water, water, and sewer, as well as, road capacities. If there is an increase in density or change in use, they consider what the impact is to those specific utilities and if capacity is available; if there is no capacity, then another process occurs. She confirmed that every time a new development project comes to them, an extensive review occurs to realize concerns that would be reported during the planning commission process. This is

when recommendations are made for approval, however, if capacities do not support projects, applicants are denied a positive recommendation. She noted that staff reports are now included in Council Action forms for Council Member's knowledge.

Mr. Hales believed a project would not be presented to the Council, with a positive recommendation had there been concerns related to infrastructure. He thought the Council should be confident when staff recommends a positive recommendation - because staff has already done due diligence related to infrastructure issues; they would not recommend something that was not sustainable. Ms. Greenwood agreed most developers if denied, take a step back and the application is not processed.

Ms. Martinez led a conversation about how staff considered various proposals and applications to ensure utilities could handle new loads. She understood the GP helps to plan ahead regarding where development could happen, and to what extent and volume. She affirmed; however, the City recently received a high number of M-U zone applications all at the same time. She asked if projects were analyzed individually, or all comprehensively at the same time. She expressed worry about the accumulative affect. Ms. Greenwood confirmed applications are analyzed individually; and agreed that timing wise, it was strange that the Howland GP amendment rezone actually came before the Council – shortly after the RC Willey and Sports Mall site amendments. She noted sewer capacities were already analyzed for the Howland proposal; and the Sports Mall property lies within the Cottonwood Improvement District, where meetings occurred with the Cottonwood engineering staff to discuss the vision for the area; therefore, they could plan accordingly. As a result, case information was sent to the sewer district for analysis, confirming each site was evaluated independently. She confirmed, due to the design of the sewer system, there are areas in the City that don't have capacity issues; and there areas in the eastern quadrant of the City that have less sewer capacities than those in the southeast end of the City; sewer capacity east of State Street is limited. Capacities are not as limited on the west side of State Street. This is why each project is analyzed separately because one area may have potential capacity, when another one does not because of existing waterlines and density.

Ms. Dominguez asked for clarification about how traffic impact studies occur; compared to infrastructure impact; she understood infrastructure capacity was analyzed as the City grows, but why was traffic not looked at more specifically in the same manner within certain areas of the City. Ms. Greenwood explained the primary role of the city engineer is to look at traffic impact; traffic impact studies can be conducted anytime there is a new development. However, there is a threshold that anything less than 100 units or 30 lots does not warrant a traffic study. Ms. Dominguez affirmed the public views traffic impacts differently. She believed that since State Street was a State Highway, the City would not enforce a traffic study specifically. Mr. Hall noted State Street sees 34,000 cars per day, which since controlled by UDOT, projects are reviewed by them; but the City still considers the impact of traffic. Ms. Greenwood reported the City has a current Master Transportation Plan, which currently is being updated and is still utilized when any development comes to the City. Eventually the updated plan would come to the Council for approval in the future; levels of service will be included. Part of what they hope to accomplish moving forward is to address traffic concerns, by working with public works to establish a standard to be incorporated into the City ordinance depicting traffic level guidelines related to impact.

Ms. Greenwood clarified most people think a traffic impact study determines whether a project can be built. This is never the case; the traffic study clarifies impact if the project is built; and provides suggested ways to mitigate traffic. This leads to widening of roads and intersections, adding additional stop signs, or

installing new left-hand turn signals. The traffic study does not stop a project from being built. She confirmed the City's engineer is very knowledgeable and does well to monitor Murray's traffic. She said the difference is that there is a level of expertise that determines if the level of traffic service drops, versus how the public perceives traffic impacts. Ms. Greenwood stated the impression is that an apartment complex produces far more traffic than a single-family development, however, a M-U zone/ multifamily development generates fewer trips than single family residential - according to traffic studies.

Review of Small Area Planning Projects - (Attachment #3) Mr. Hall explained SAPs came about when the GP was produced. He said there were many, and the map would need to be updated with an additional bus rapid transit route. Ms. Greenwood pointed out that the RC Willey property was listed on the map as a City Retail Center, which was now in question so established criteria would be reevaluated since it closed. The map was displayed to identify each type by the following category:

- Regional Centers
- Community Center/Nodes
- Neighborhood Center Nodes
- Rail Transit Oriented Developments
- Bus Rapid Transit Village Nodes

Part 2: Elements of Evaluation – Mr. Hall confirmed element guidelines came from goals outlined in the GP and are used more often in analyzing projects against the GP by City staff and City officials. Ms. Greenwood addressed the question about whether the GP was a living document. She reviewed language describing Part 2, stating: *elements for evaluation are intended for use in order to evaluate proposal and policy changes*. The text was taken directly from the GP, so language did infer that changes would be anticipated. This would provide the criteria for them to issue recommendations of approval provided in staff reports.

Mr. Hall reviewed eleven elements for example, parks, trails, and open space; nature and environment and infrastructure and resilience; community culture and historic preservation. He discussed the basic structure of the elements, which is a chapter in the GP, presented in three sections that provide data about; *What We Know; How Does this Help Us Plan for the Future; and Goals, Objectives, and Strategies*. This is how projects are evaluated, and how changes are considered regarding specific elements. That way when staff is asked about a project, or they receive applications regarding significant change, like text amendments, zone changes, or GP amendments, they consider how and if objectives and strategies are supported by statements in the 5-Key Initiatives. Ms. Greenwood confirmed the GP is actively used by Mr. Hall and staff in addressing questions, whether by phone or in meetings – they are constantly referring back to the GP.

Ms. Dominguez led a conversation about how and whether the GP was utilized by CED staff as an advisory document like mentioned by Mayor Camp; or a living document with ebb and flow capabilities to change. She also observed the GP was used as a reference and understood it to be a guideline. Because of the various ways of utilizing the GP she believed the uses were contradictory at times. She felt the Council was obligated to City Code for constituents they serve; and asked for more clarity. Mr. Hall said staff uses the GP in all those ways. For example, as an advisory document the GP and the zoning ordinances are very much to each other – like - design guidelines are used when creating development standards. Ms. Dominguez thought the language could be interpreted either way, depending on what project they wanted to consider; at times the argument could be that the GP was advisory, but it was not always

referenced; she felt explanations were not clear. Mr. Hall believed CED staff should always reference the GP regardless; he clarified, there is enough room in the GP that different opinions could be formed about what it implies; and whether some projects are appropriate or not. He said this was a necessary pitfall of anything broad enough to be considered advisory, and not inhibit the ability to plan out your city.

Mr. Hall continued that one cannot reference the GP as simply as a zoning code and conclude that because the GP denies a project, the zoning code would reflect the same thing. Arguments must be made in hopes of making the correct choice to conclude with a decision everyone can agree on. He said the GP is a consensus document; and agreed that contradicting statements would be found, because the GP is a very broad document and too complicated of a subject in land use, to not create contradictions.

Ms. Dominguez stated it was important for her to understand the role within the GP document, so she could help constituents understand how decisions are made. However, she felt the GP was open to interpretation depending on the recommendation and desired outcome. She believed this could affect developers, who might apply for a building permit, knowing the GP is open for interpretation by City leadership, and also dependent on what planning staff wanted. Therefore, she felt there was vagueness about how implementation of the GP occurs – and when Council Members have valid questions, they must decide what is best, based on staff recommendations. She believed citizens also desire that the use of the GP be more concrete.

Ms. Greenwood thought it was important for everyone to understand that GP amendments that have come forward have been changes that are well vetted. That is why they believe their decisions are supported by the GP. She noted as good planners, there were times when projects are denied; however, it is still the applicants' choice to bring a plan forward to the City. In that case if there was no support, a negative recommendation would result. Ms. Greenwood believed there was a sentiment that CED staff has already decided before applications are brought to the planning commission or city council, and staff supports everything brought forward. She said for the most part that is true; because planners do an excellent job helping applicants understand. Time and money could be wasted if the project does not fit into the GP. Several concepts and ideas come to them on a weekly basis that never get presented to the planning commission or planning review committee because it is not something supported by the GP. She thought many citizens looked at the Future Land Use Map as the ultimate deciding factor when it is only one page out of 172 GP pages. Citizens feel the map should never change, when the rest of the GP must be considered as well, in relationship to the 5-Key initiatives that actually create change.

Future Land Use Map Discussion. Mr. Hall noted the 2015 map shows that every parcel in the City is placed into a color-coded category (Attachment #4). Thirteen color coded designation categories were reviewed that describe each area related to density range, and appropriate zoning; there is no longer an agricultural zone. Ms. Greenwood clarified the M-U was confusing at times because the City also has an M-U Zone, which is not the same as the M-U category on the map. When change occurs, other aspects must be considered, which feels less than satisfying. Staff is guilty to a certain degree in using the map this way, when unwise proposals are presented – these are the plans that are denied and plans the Council never sees. When foolish proposals come about staff ultimately uses the GP to say no. This is when staff will not consider changing the map. Therefore, at times, the Future Land Use Map is no more concrete than some objectives presented; therefore, the GP is often used as a working document.

Land Use Distribution - Mr. Hall used the element of *Land Use and Urban Design* to provide an example

about what they understand about existing land use distribution. A pie chart was displayed to note that in 2016 the vast majority, or 46%, of the City's existing land use is single-family residential. Ms. Greenwood noted that in 2017, 9% was multi-family residential. Mr. Hall said the data was an important part of the GP; where 12% of land was parks and open space; and 8% was public and quasi use. Data is also used to determine objectives; for example, stable neighborhoods, transit stations, historic districts, regional centers, and how Nodes were identified throughout the City.

Node - Mr. Hall reviewed details about Nodes, which are a more flexible mix of uses. Planned locations of Nodes supports the City's long-term goal of emphasizing growth within the City Center and TOD (Transit Oriented Development) areas. The main focus of these locations is related to new job and housing options in identified transit corridors, and transit station areas. There are two types of Nodes: Community, and Neighborhood. The specific characteristics of each Node will vary, based on the surrounding context and future SAP. Nodes have not been developed yet, which are intended to stabilize neighborhoods and encourage residents to stay long term, with different housing choices. He said where Nodes are located on the Future Land Use Map, change is expected. Ms. Greenwood said certain areas are becoming more subjective to change since big box sustainability is questionable, therefore, long range planning is changing. It was never predicted that so many market changes would occur since 2015; however, the strongest part of Murray is the single-family residential area, which is not subject to future change.

Ms. Dominguez pointed out that the City should be considering all primary concerns addressed in Ms. Greenwood's memo to Mayor Camp - all the time - when major land use changes are made. For example, park impact fees. Ms. Greenwood agreed impact fees are of significant support to new development, whether for parks, police, and fire needs. Impact fees are one way of having new growth pay for new impact, versus looking to general fund revenue. Impact fees require great study to get them in place and she thought many were considered in the past, but the growth rate of Murray had traditionally been slow and controlled compared to other faster growing cities. She felt it was worthwhile to consider impact fees again, which would help alleviate concerns of citizens and Council Members regarding the perception of residents paying for the cost of growth. For example, street impact fees would pay for intersection improvements and right of way acquisition purchases.

Medium Vs. Low Density Relating to the R-1-6 Zone - Mr. Hall clarified the following density ranges:

- Low Density Residential = 1 to 8 DU/AC (Dwelling Units Per Acre)
- Medium Density Residential = 6 to 15 DU/AC

Mr. Hall pointed out there was purposed overlap, so the R-1-6 Zone is placed in both categories - densities generated by an R-1-6 subdivision are approximately 7 DU/AC.

Ms. Greenwood clarified that single-family residential zones are primarily named after a required square footage amount - for a minimum lot; and each city does this differently. She acknowledged this could be misleading at times because, the R-1-6 lot did not mean 6 DU/AC, it means lots are 6,000 square feet; and, R-1-8 is a minimum 8,000 sq. foot lot. A conversation followed about the need to fix, rewrite and overhaul Murray's zoning code language for more accurate understanding of technical descriptions related to units within zoning details.

Future Use Categories not in the GP - Mr. Hall read language in the GP to make more important clarifications, such as, three future land use categories: Neighborhood Commercial, General Commercial,

and Mixed-Use – not listed on the Future Land Use Map. All three elude to the potential appropriate inclusion of M-U developments in their descriptions – but only the M-U category specifically calls out mixed use zones located in the TOD, and M-U zone. Therefore, other parts of the GP suggest that commercial and neighborhood Nodes should be expected in specific areas of the City, with higher density residential components asked for in commercial developments. He said it was important to point out that as considerations related to M-U projects are underway, we as a City are finally responding to some of the issues previously raised. He noted that the Neighborhood Commercial designation/category has a corresponding zone depicted as *New/Updated Neighborhood Commercial zones*. This clearly suggests that the plan recognizes that mixing of uses was anticipated in the future.

Ms. Greenwood was aware the Council was not comfortable with having new M-U projects at some of the suggested properties, but agreed the GP suggests a zone be created to accommodate growth. She said as an outcome of the TLUR, their hope was to provide something acceptable to address the transition of future growth, as allowed in the GP; so, new Code would be appropriate to label those areas.

Mr. Cox referred back to M-U traffic issues; for clarification he observed that services people need are usually included on the site of the M-U development; often what the public does not understand is that residents walk within their community to shop. Mr. Hall agreed, the hope is always that small trips by car are reduced, which studies have shown because of the nature of the development and proximity to commercial services – the goal is to create a reduction in dependence on automobiles. Placing the same type of project near transit stations, also creates trip reductions so residents walk to train stations, to commute to work - at the same time create a livable, place where walking is enjoyable. Mr. Hall said statistically if walkable areas are created people will use them.

Ms. Turner asked how it is determined what types of businesses are placed in M-U developments; and how can the City ensure they are ones that people will need. Mr. Hall admitted this is a tough challenge in planning, because grocery stores require larger density projects to support them. Grocery stores are mostly desired in M-U areas so that people can get groceries on foot. However, larger shopping purchases require cars; therefore, it is hard to attain those businesses. The desire is for smaller markets to be developed for local grocery-oriented areas. He felt the concept would take more time to develop – but affirmed it is important to connect residential uses to commercial uses. Overall, the City has not dictated what is required in those spaces; but they have tried to promote non-auto-oriented uses.

Mr. Hall said goals listed are the priority to provide and promote a mix of land uses and development patterns that support a healthy community comprised of livable neighborhoods, vibrant economic districts, and appealing open spaces. A circle graph was displayed to depict how goals are utilized, which resulted in objectives and strategies to support them. A lengthy list of strategies related to objectives was reviewed in the *Land Use & Urban Form* element. View the information at:

<https://youtu.be/koUOAiNVeCA?list=PLQBSQKtwzBqLxiqGGqdVorSUzCOAEmh-2&t=6468>

Application of the GP - Mr. Hall said general plans are not meant to be static documents; but working and living documents. So, staff compared Murray City to other Wasatch Front cities to analyze the number of 2020 Future Land Use Map amendments and Zone Map amendments. He noted it is common to update plans every five years; and create new general plans every 10 years. A chart was displayed to show when other cities adopted plans and amended them. View the chart and discussion at:

<https://youtu.be/koUOAiNVeCA?list=PLQBSQKtwzBqLxiqGGqdVorSUzCOAEmh-2&t=6928>

City Comparisons - Data reflected that Lehi City had the most rezones, due to an influx of growth; and made many GP changes; the plan was adopted in 2018. Draper City had nine GP amendments and 13 rezones; the plan was adopted in 2019. Mr. Hall said whether changes were anticipated or not, is uncertain. Ms. Greenwood thought the chart provided information to give the Council a measure of comfort in knowing that amending GPs and approving rezones is a common thing. Murray was noted on the lower end comparatively, with five proposed amendments but only two completed: and seven out of ten rezones occurring. A short discussion occurred about other city forms of government and their processes of forming GP updates.

GP, Chapter 11 - Plan Administration Discussion - The final chapter of the GP is structured the same way providing objectives and strategies. A circle chart was displayed to confirm clear language that the GP document is fluid. Mr. Hall reviewed administration objectives and pointed out strategies that *the five-year evaluation is required*, and that the GP should *have the ability to amend as future conditions change*.

In addition, *regularly, staff should report implementation statuses*. More specifically, staff should *prepare an annual progress report that includes key accomplishments, priority issues, action items, and key implementing agencies. Analyze and report on how actions align with the policy direction(s) of the plan*.

Mr. Hall expressed embarrassment for this and admitted that CED staff had not been doing this in order to help the Council make good sense of the General Plan application. Their goal today was to correct that neglect and make meeting with the Council a larger part of their planning process.

Ms. Turner was hopeful that going forward CED staff would keep the Council better updated. Mr. Hall requested they choose a month for an annual meeting to keep them well informed.

Ms. Martinez led a discussion about the five-year GP reassessment process; she wondered if there was a formal procedure to be followed. Mr. Hall believed the manner was open for what seemed appropriate according to the GP document guidelines; but suggested that they report on current planning statuses, with decisions about implementing key initiatives. Followed by various conversations regarding avenues within the GP, yearly updates would include staff insight projections. Then the Council could provide yes and no opinions, by gaining a more current awareness of development in the City, and how things are being implemented. The meeting would require CED staff to present all related material. Ms. Martinez acknowledged early growth was not expected, and she anticipated the five-year review was next year.

Additional strategies and objectives. Mr. Hall discussed the new Murray Square development on 900 East, as an example of how the City approved a Future Land Use Map amendment, and a Zone Map amendment in August of 2019; the parcel was changed to M-U. A related staff report was shared to point out how housing and commercial development was identified as an opportunity to re-purpose a vacant site. A community center where services could be provided in a walkable pedestrian friendly environment would be created on a smaller scale close to a largely residential area.

Mr. Cox summarized that the GP is a living document and not written in stone. He said plans change as conditions change; for example, businesses adapted during the pandemic in 2020, so the business model changed. He concluded the GP provides the ability to change, either to facilitate housing, or businesses – to create viable areas, instead of letting parcels die sitting empty. Mr. Hall concurred.

Ms. Greenwood stated the GP has a certain amount flexibility; especially now, after the impact of COVID-19. Many unanticipated changes came before the planning commission and some requests not supported by the GP were denied. Because of dialogue attained from concerned Council Members about recent proposed amendments staff gained more insight about how to resolve development challenges; and the goal of CED staff was to find solutions the Council would be more comfortable with. She believed a good working relationship with the Council was important, as the governing body that sets legislation and in the end votes to amend the GP; changes do not come from opinions of CED staff who do not answer to constituents. With Council Members concerns that led to the TLUR, she hoped moving forward everyone could agree on what would be best for the City. Mr. Hall agreed.

Mixed-Use (M-U) Zone Overview and Discussion on Potential Changes

Mr. Hall discussed identified concerns like density, traffic, parking, buffering, greenspace/open space: visit the following link for review:

<https://youtu.be/koUOAiNVeCA?list=PLQBSQKtwzBqLxiqGGqdVorSUzCOAEmh-2&t=8295>

Ms. Dominguez noted the difference between horizontal and vertical M-U developments. Mr. Hall confirmed they are not defined the same; for instance, Murray Square is a classic example of a horizontal M-U development; commercial buildings will be situated along the front of 900 East, and residential buildings further west of them. In this type of M-U, commercial businesses would represent a certain percentage of the site, based on the frontage areas along 900 East. A mix of uses would be loosely connected horizontally by outdoor plazas and walking paths as buildings are constructed in a separate manner; most horizontal developments are likely patterned outside of city corridors. Vertical M-U developments are residential units stacked upon commercial businesses.

Mr. Hales asked if horizontal M-U developments were then the opposite of high-density apartments. Mr. Hall said buildings could be less dense in horizontal developments; however, they are usually about the same in height and density as vertical developments, without commercial space located beneath.

Mr. Hall continued to review concerns like mixed housing types, mixed incomes, services, commercial space and curb and access management. Visit the following link:

<https://youtu.be/koUOAiNVeCA?list=PLQBSQKtwzBqLxiqGGqdVorSUzCOAEmh-2&t=8595>

Ms. Dominguez led a conversation about challenges related to the poor planning at Fireclay in Murray. Mr. Hall agreed the project was constructed with the densities of a M-U project without M-U amenities; this created the current and existing problems. Although Fireclay has nice street appeal, landscaping elements, and larger bedroom counts than anticipated, developers did not attain commercial uses they intended to get, that would achieve parking and trip reductions as a typical TOD development.

Ms. Greenwood said much was learned from what occurred at Fireclay, where parking and density requirements were aggressive; zoning did not make sense by counting on-street parking towards the unit requirement; and on-street parking did not work well, even with code changes. The concept has been slow in reaping the intended benefits; and moving forward new set-back codes would need to be addressed for future M-U planning.

Mr. Hall spoke about curbside management for increased food and home goods delivery services; this came about, due to online ordering and the pandemic. The popular practice could remain a convenient need, and Mr. Hall noted all cities are in the preliminary planning stages of learning how to address better access for temporary parking spaces. Mr. Hales agreed delivery service drivers were more aggressive than ever to meet hurried delivery deadlines.

Ms. Greenwood discussed designated ride sharing parking spaces for Uber and Lyft drivers, due to the pandemic. Older larger cities, not used to additional delivery challenges, are also struggling to write new code to address the adaptation of short-term curbside parking. Mr. Hall said Murray CED staff has yet to benchmark how other cities are handling curbside management but would definitely include it in proposals coming forth.

Ms. Greenwood said they do not want to overregulate and create restrictions that prevent new developments from coming to Murray. The market for retail and commercial is such that big box stores are no longer coming in; therefore, it is important they figure out how to develop sites the community can live with, projects the City Council can support, and developments that work well for developers. She discussed the RC Willey site, which was vacated, fenced off, and boarded up securely; however, vandals have broken in twice. She explained as M-U applications came in, the option was either to embrace a vacant building or provide higher density townhomes and apartments with commercial components. She discussed how the Howland property is experiencing these similar concerns. Ms. Greenwood said it was safe to say that CED cannot appease everybody, so many may feel changes are not what they want to see. She encouraged further dialogue and referred to her memo written to Mayor Camp outlining what CED staff foresees moving forward. (Attachment #5)

Ms. Dominguez pointed out current empty retail space throughout the City; she asked how staff would actively look for other organizations to relocate to Murray; or how the City would continue to promote bringing in new businesses to fill new complexes. She assumed the task was left to property owners /developers; but asked what efforts are seen now in moving forward to promote commercial success within the many M-U developments.

Ms. Greenwood admitted that CED staff was not doing a lot to promote new business tenants; they do not have a program to facilitate those efforts, nor the staffing. She confirmed attaining occupancy for commercial space was left to building owners and landlords. In addition, it is difficult to come back after a project was constructed and change building requirements to serve a different need. She explained development agreements require ground floors be constructed to 12-feet, so areas can be converted in the future from residential to commercial, but it rarely happens. That is why when City Code is drafted commercial space is required up front.

Ms. Greenwood said the benefit to Murray was that commercial properties are taxed at the full value of the property whether or not commercial space is filled; residential properties are taxed at 60%. Therefore, the City reaps a benefit of having commercial space. She said realistically, the last thing they want is to see vacant commercial space that never gets occupied. The balance they want to see, remains to be seen because it was true current commercial space remains vacant; for example, beneath the Home2 Suites, and beneath apartments at Murray Crossings.

Ms. Dominguez agreed commercial space was beneficial to the City - if filled. She hoped additional staffing

might one day help with those challenges. Ms. Greenwood reiterated property tax revenue was guaranteed - but sales tax revenue and restaurant taxes are missed opportunities when space is left vacant.

Addressing Issues through the Overlay Process.

Mr. Hall said M-U developments are important because the world has evolved and society has changed. Because commercial and retail development is headed in that direction, the City needs to respond to that need to ensure commercial businesses remain viable. As a result, staff believes the best approach to M-U challenges, is not to change zoning of commercial properties, but rather create an overlay that allows for a residential component. Depending on the location of commercial properties, two or three overlays may be required.

CED staff hopes to return to the Council with an overlay proposal that would be activated by a development agreement - reviewed by the Council. Development agreements would require an impact and necessity review; establish appropriate range of residential density; provide a minimum parking requirement; and memorialize phasing. The development agreement allows residential components to be included, but only when the Council has been able to agree that issues can be adequately addressed.

Mr. Hales affirmed there would be no zone changes for the Council to consider related to M-U developments. Mr. Hall agreed only development agreements that the Council feels comfortable with would be utilized and activated in overlay areas that already exist. Ms. Turner favored the idea of having them in place. There was a consensus to move in that direction.

Ms. Greenwood said the added value of the overlay process was that Council Members would approve projects they are fully informed about and approve of. She proceeded to explain the step by step procedure to establish development agreements where staff would approve ingredients of a project before developers are given the go ahead – to hold developers accountable. Density would be controlled, and traffic, marketing and parking studies would be required. CED staff would work closely with public works, and developers and bring to the Council a list of everything a developer would promise. The development agreement would go before the planning commission, where a site plan would be made, to create design renderings, and ensure adequate parking. The development agreement approach satisfies concerns heard from residents; it gives the Council the confidence to know that developers will deliver exactly what is promised.

Mr. Hales asked if development agreements allow for continued discussion and analysis by the Council. Ms. Greenwood confirmed future discussions would be related to projects, and not *uses* of a property.

Ms. Martinez asked if an overlay was permanent or did a property revert back to commercial if sold. Mr. Hall explained the overlay creates a *use* only - allowed by the development agreement. The overlay does not go away, but the *use* changes to *inactive* if a development agreement is not reached. If developers cannot make something viable according to the agreement, with Council approval, the project does not get built. To adopt the overlay is to get development agreements in place.

Mr. Hall stated the Council would be allowed to review everything about each project. Ms. Greenwood added that the public may still not like the end result, but the benefit of the development agreement is that the Council would understand completely what is intended for each proposed M-U project.

Ms. Dominguez discussed House Bill-98 to inquire if it affected development agreements; developers are given more opportunity to do what they want if cities do not have said inspectors to follow up with development agreements and inspections in a timely manner. Ms. Greenwood was not concerned about the bill, because despite staffing challenges, Murray has no issues getting residential plan reviews completed, and buildings inspected. Mr. Hall confirmed. Ms. Dominguez hoped possible loopholes would be avoided.

Ms. Martinez asked whether the overlay process had impact on existing M-U zones, or was it related to only future projects. Mr. Hall confirmed the MCCD, TOD and M-U zones would be handled separately and more stringently, due to more transit access. Although many of the same challenges like parking, density, and traffic would be addressed in similar ways, he did not feel the MCCD, TOD, and M-U zones needed to be excluded from the TLUR.

Ms. Greenwood referred to the Future Land Use Map (Attachment #4) and confirmed areas of transition will occur where large commercial businesses have been; so, it did not make sense to have all of the zoning changed to mixed-use. Instead they analyzed the State Street corridor to apply the City Commercial Development Code, utilizing the overlay with development agreements that would allow City Code to provide for site specific flexibility. For example, the future might require a Fashion Place Overlay. CED staff believes this concept is the best approach for recent projects that have come before them.

Transit Oriented District (TOD) Overview and Discussion on Potential Changes

Ms. Turner asked if the TOD zone was still relevant to Murray. Ms. Greenwood noted the TOD zone as the Fireclay area; some properties in the area are not fully developed yet. She felt the TOD zone was still relevant and should remain on the books, however, the same identified challenges remain, mostly due to changes in society, but allowances they have in place are still appropriate for the area. She envisioned looking at the commercial requirement in the future, where currently the TOD allows for unlimited height, and unlimited densities. She was aware the Council and community is not comfortable with this, and development remains questionable whether developers would construct a 15 to 25 story building on remaining acres, which is allowed; therefore, she thought City Code in the area should be revised.

Mr. Hall believed Code in the TOD was fine and should not be rezoned to something else; because the area is built out, and there is not much potential left. He agreed adjustments to put safeguards in place might be necessary to avoid an overwhelming project. Ms. Turner observed getting to transit stations from the TOD was not easy, which was the biggest issue in the area.

Murray City Center District (MCCD) Overview and Discussion on Potential Changes

Mr. Hall said they are not looking to include the overlay approach to the TOD and MCCD zones, which would stay intact as they are currently conceptualized. Ms. Greenwood noted prior to the pandemic, the commonality of teleworking from home led developers to ask whether the live/work commercial space in projects could be counted as commercial space requirements. She thought this might be appropriate in further areas from the City corridor; but not appropriate at 5300 South and State Street. Coordination with Murray Public Works would ensure that a good working process for maintaining the integrity of the services promised to existing residents would remain, while allowing for growth and redevelopment to

occur.

Ms. Greenwood concluded there was much to accomplish in the next four months, because the six-month TLUR was aggressive. She said the proposed timeline did not account for any margin of error before the moratorium expired; should the planning commission reject their plan. Therefore, their intention was to complete new draft proposals; present concepts to the Council; and refine City Code a month later. Then with hopes of positive dialogue with the Council and planning commission, by providing them with a better sense of security – CED staff would know they are headed in the right direction before the deadline of August 1, 2021. She believed the Council was now more comfortable with the proposed outline and the direction they anticipate moving towards. She hoped Council Members gained better understanding of how practically the City's planning staff works to implement the GP, and City Code on a daily basis. Council Members agreed the presentation was helpful; Ms. Dominguez reported using the GP as continual reference; she encouraged the general public to review it as well, which was located on the Murray City website at:

<https://www.murray.utah.gov/DocumentCenter/View/7570/Murray-City-General-Plan-2017-Full?bId=>

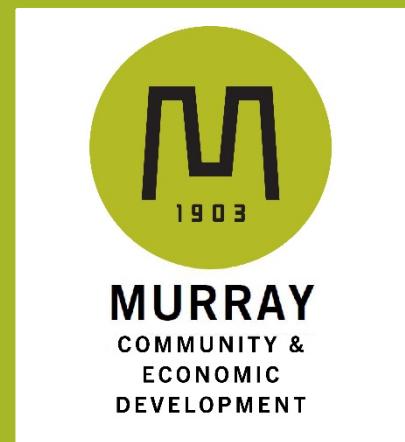
Adjournment: 3:53 p.m.

Pattie Johnson
Council Office Administrator II

ATTACHMENT #1

CITY COUNCIL WORKSHOP

March 18, 2021



Murray 2017 General Plan

- Kick off in October 2014
- Public Involvement
 - 4 open-houses
 - 5 focus groups
 - Scientific community survey
 - Website for comments
- Formal adoption in March 2017
 - Planning Commission public hearing
 - City Council public hearing



Part 1: The Big Picture

- History, demographic information and content overview
- Identifies **5 Key Initiatives** which were derived from the planning process
- Identifies the **Small Area Planning** projects
- Outlines recommended **Best Practices**

5 KEY INITIATIVES



INITIATIVE #1: CITY CENTER DISTRICT

Building on Murray's commercial district along State Street with existing cultural assets, this initiative is geared toward creating a core district at the city's center. Throughout the public involvement process, people expressed a desire for cultural and social events within their own community. A City Center District can be the social and economic heart of the city.



INITIATIVE #2: CREATE OFFICE/EMPLOYMENT CENTERS

Market and economic analysis shows that Murray's retail market is saturated, however there is room for economic growth through office space. Building on Murray's strong retail base, this initiative is geared toward creating Class A office and employment centers that will help make Murray's economy even more resilient and diverse.



INITIATIVE #3: LIVABLE + VIBRANT NEIGHBORHOODS

Healthy cities with stable residential areas create places where people want to live. Building on Murray's established residential neighborhoods, this initiative is geared toward keeping these areas livable and vibrant. Strategies include creating neighborhood nodes designed for people and scaled to complement the surrounding area, life-cycle housing to allow residents to age in place, and access to parks and open space.



INITIATIVE #4: LINKING CENTERS/DISTRICTS TO SURROUNDING CONTEXT

Building on key activity centers such as Intermountain Medical Center and Downtown Murray, this initiative is geared toward connecting these areas to their surrounding context. A combination of physical infrastructure connections and complementary land uses and urban design will create a more cohesive core for the city.



INITIATIVE #5: A CITY GEARED TOWARD MULTI-MODALITY

The desire to safely and comfortably walk and bike to destinations emerged as a common thread through the public involvement process. Building on Murray's central location and recent multi-modal infrastructure improvements, this initiative is geared toward making complete neighborhoods designed for people.

Initiative #1: City Center District



NEEDED FOR SUCCESS

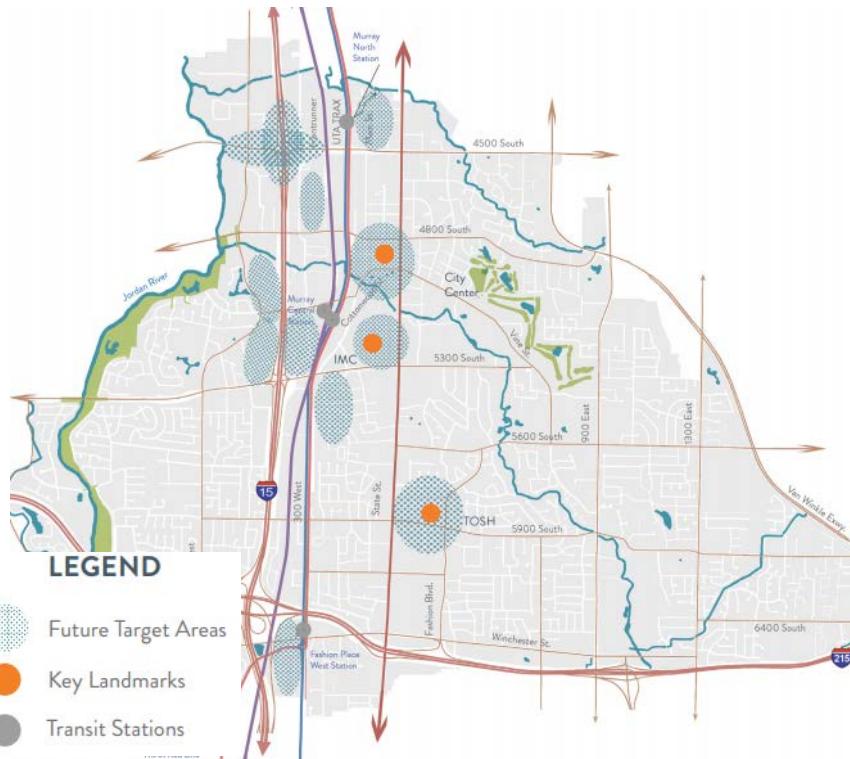
Continuing to guide land uses and urban design in this area with pedestrian-oriented urban form standards will be key to the success of making it a place for people to feel comfortable spending time. Zoning and site design standards must be consistent with making it a place for people, not for traffic passing through. This includes creating the space and elements for a lively public gathering area, such as sidewalk dining, landscaping, and seating areas.

An anchor node within the district consisting of a mix of venues, civic buildings, and restaurants is needed to provide a critical mass of activity. A combination of public and private investment will facilitate the establishment of this node, from which the downtown core can expand and grow.

Investment in the infrastructure of the district is critical for providing the necessary environment for cultural uses and events to succeed. This includes both hard infrastructure investment in street and sidewalk upgrades as well soft infrastructure investment in elements such as landscaping and the integration of public art.

Connections both within the district and to and from the surrounding context are essential, especially when attracting visitors from outside of Murray. Facilitating the physical connections from rail transit stations will depend on thinking more broadly regarding the land uses and urban form environment between the stations and the core node of the city center district.

Initiative #2: Create Office/Employment Centers



WHY

The economic development analysis indicates that retail in Murray City is saturated, but there is room for economic growth in office space. Currently, Murray City does not have any Class A Office space within its boundaries. Class A Office is usually defined by the willingness to pay for rents above average for the area. Many factors contribute to this level of desirability, including building finishes and systems, nearby amenities, and location/accessibility. Murray's central location and regional accessibility via transit and automobile make it a desirable location for future office centers. Considering the potential connections to nearby amenities will support the desirability.



WHAT

In order to create successful office and employment centers, Murray City must consider establishing concentrated locations for drawing offices and businesses rather than scattering them around the city. The objective for promoting mixed-use office centers with nearby amenities will enhance their desirability and contribute to the positive image of the city and its location.

Existing employment centers, such as Intermountain Medical Center (IMC), The Orthopedic Specialty Hospital (TOSH), and the City Center can be anchors and be supported with nearby related businesses.

Class A office buildings should be targeted for development clusters that contribute positively to the urban form of the surrounding area (as opposed to only being an office park). Buildings should also be resilient to economic change, with building and site design that allows them to be adapted to other uses.

Initiative #3: Livable & Vibrant Neighborhoods



WHAT

Neighborhoods that are proactively maintained will help homes keep or increase their market value. This can be achieved by buffering neighborhoods from incompatible uses. Locating small commercial nodes within walking or biking proximity to all neighborhoods allows for daily needs to be met without needing to drive to large commercial areas. Easy access to parks and trails contributes to the desirability of being in an area.



NEEDED FOR SUCCESS

A clear identification of areas that need improved transitions and buffers must occur for these neighborhoods to feel confident in their long-term livability. Buffers need not be only related to uses. Visual and auditory buffers between residential neighborhoods and adjacent uses can allow the convenience of proximity while minimizing the negative impacts. Site plan requirements for adjacent uses should include height transitions to provide a physical buffer.

The neighborhoods located on the east side of Murray should feel culturally connected to the broader community. Working to enhance physical connections and consistency in urban design standards for nodes can facilitate the identification of these neighborhoods as part of Murray.

Land use and zoning regulations must be adapted to provide more opportunities for life cycle housing within residential areas. This can include the continuation of allowing accessory dwelling units (ADU) such as mother-in-law apartments. It also needs to work for allowing a range of housing types that address the 'missing middle' between detached single-family homes and large apartment complexes. This can happen by integrating smaller multi-unit projects, including single-family attached units such as duplexes and rowhomes into neighborhoods versus larger-scale apartment complexes. Residential zoning should be updated to allow for a range of these smaller multi-unit projects as permitted rather than conditional uses.

The historic neighborhoods need to understand what draws people to these areas and what keeps them away. Work to address issues and also ensure that the desirability of these areas is not inadvertently compromised by city policies.



Initiative #4: Linking Centers to Surrounding Context



WHAT

Encouraging and supporting complementary land uses will help link major centers to their surrounding context. The urban form of the surrounding context is critical to the success of these connections. For example, the hotels that have been built near the Intermountain Medical Center (IMC) are a good complementary use, but the urban form between the two does not facilitate an easy physical connection. Other uses to encourage near IMC include food, grocery, gyms/fitness centers, banks, medical offices, and open space/nature access. The Fireclay District and downtown Murray could be connected via an improved urban form and walkable destinations, ranging from daily needs such as grocery stores to intermittent cultural and entertainment destinations.



NEEDED FOR SUCCESS

Safe and inviting pedestrian routes into and out of centers are essential for creating connections to the surrounding context. Conduct a sidewalk inventory to map pedestrian routes. Fill in any missing links in the routes. Transportation networks should support and encourage multiple modes of transportation such as walking, biking and bus use. Prioritize streets to retrofit as complete streets.

Update zoning designations to allow for flexible uses of sites in the surrounding context. Avoid requirements that detract from an inviting urban form, such as large setbacks and extensive parking requirement. Facilitate locating parking behind building or within structures. Parking structures with street-facing locations should have active uses on the ground floor facing the street. Small area plans that specify site requirements for key centers will create a more detailed framework for what the city would like to see occur.

A consistent urban design theme with street lights, signage, and street trees will help create a visually coherent and cohesive area to link centers to the surrounding context. This may vary by district/center, yet should have unifying themes that are seen city-wide to establish Murray's identity visually.

Basic services should be located within a half-mile walking distance of each center/district. Identify what types of zoning and land use to keep in this area and what to change. Identify which supporting land uses are missing.



Initiative #5: A City Geared Toward Multi-Modality



LEGEND

- ◀ Murray/Taylorsville Bus Rapid Transit
- ◀-▶ Jordan River Parkway
- ◀-▶ Bike Lanes: Current Lanes
- ◀-▶ Bike Routes: Current Routes
- ◀-▶ Bike Lanes/Path: Desired/Planned
- ◀ Future TOD Node
- Future Community Node
- Future Neighborhood Node
- ↔ Future BRT/State Street Transit Improvement*
- Potential Mixed-Use Station Village*

*State Street Improvements and BRT Stations as proposed by the *Life on State: Our Street Our Vision* study



NEEDED FOR SUCCESS

Small area plans for nodes and centers will create a more detailed framework for what the city would like to see occur.

Inventory and analyze existing nodes to determine which nodes need enhanced. Develop a strategy for the enhanced design of neighborhood nodes. Support the establishment of neighborhood nodes that are bike and pedestrian friendly in design and orientation. This can include the enhancement of existing nodes and the establishment of new, small neighborhood nodes.

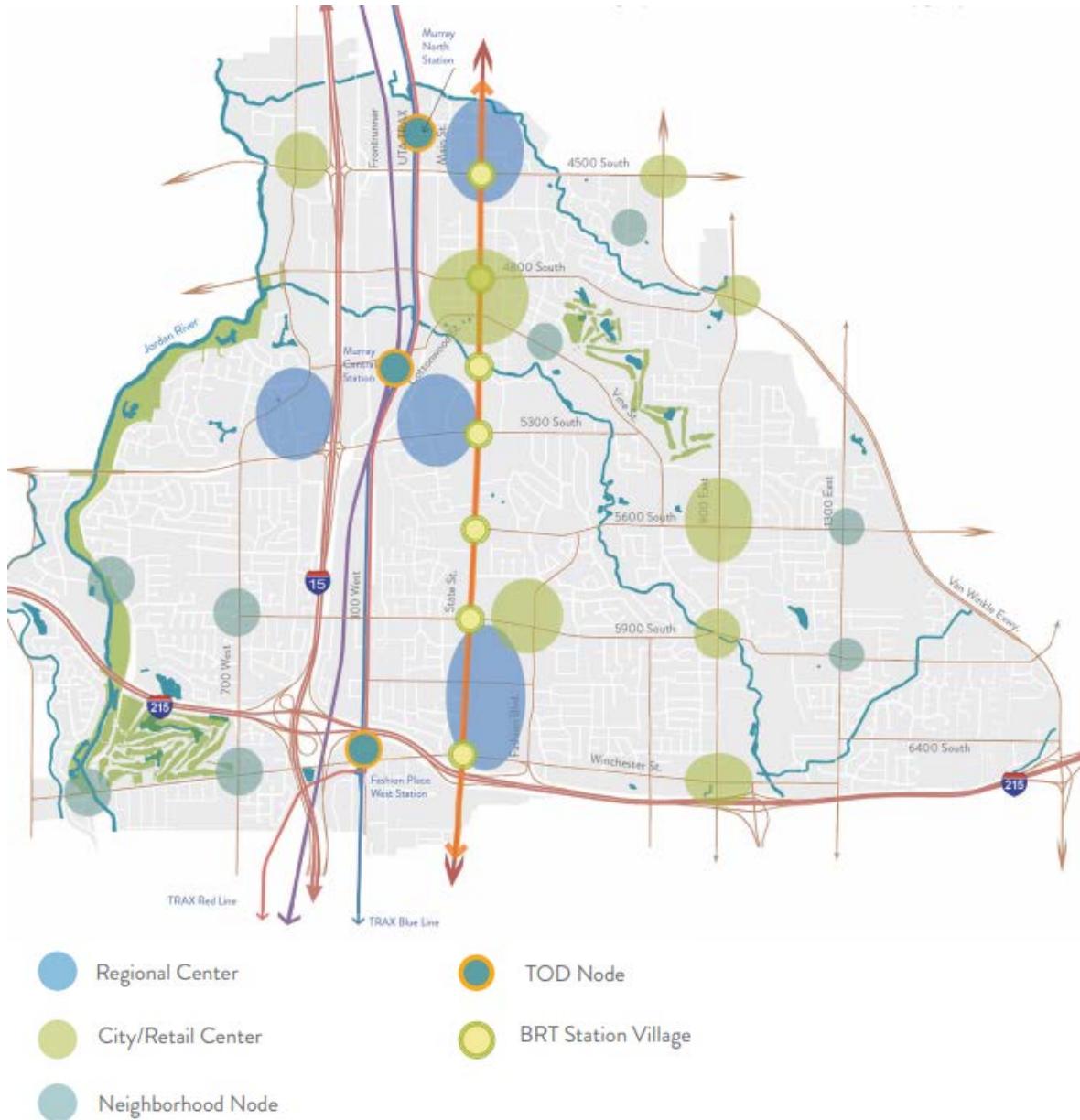
Create walkable areas within key economic districts, such as 4800 S/State St.; 900 E/5600 S; and Fashion Place Mall. The site design and perimeter of Fashion Place Mall can be more pedestrian friendly.

Integrate commercial, retail, employment, recreation uses geared toward different demographics/user groups (e.g. active seniors, bikers/pedestrians, transit-oriented development residents).

Prioritize streets for Complete Streets retrofits.



Small Area Planning Projects



SMALL AREA PLANNING PROJECTS

REGIONAL CENTERS



Located at existing or future regional retail or employment centers and their surrounding context. Including:

- 4500 South/State Street
- IMC/Murray High
- I-15/5300 South
- Fashion Place Mall

COMMUNITY CENTERS/NODES



Located at existing or future city, retail, or employment centers. Including:

- Downtown Murray/City Center
- TOSH
- 4500 South/500 West
- 4500 South/700 East
- 1800 South/600 East
- 900 East/5600 South
- 900 East/5900 South
- 900 East/Winchester

NEIGHBORHOOD CENTERS/NODES



Located at existing or future key intersections within neighborhoods. Including:

- 1300 East/5600 South
- 1300 East/5900 South
- 600 East/Creekview Cr.
- Vine St/Glenn St
- 700 West/900 South
- 700 West/Winchester St
- Jordan River Parkway/5300 South
- Jordan River Parkway/Winchester St

RAIL TRANSIT ORIENTED DEVELOPMENTS



Located at TRAX and FrontRunner Stations and up to 1 mile around. Including:

- Murray North
- Murray Central
- Fashion Place West

BUS RAPID TRANSIT VILLAGE NODES



Located at major intersections along State Street. Including

- 4500 South
- 4800 South
- Vine Street
- 5300 South
- 5600 South
- 5900 South
- Winchester Street

Part 2: Elements for Evaluation

- Intended for use in order to **“evaluate proposals and policy changes”**
- Plan Elements include:
 - Land Use & Urban Design
 - Transportation Systems
 - Economic Development
 - Housing & Neighborhoods
 - Moderate Income Housing
 - Public Services
 - Plan Administration & Implementation



Elements

Each element is a chapter, and each chapter is presented in three sections:

1. **What We Know** – Mainly provides information and data that is useful in evaluation of any project or proposed change.
2. **How Does this Help Us Plan for the Future** – This is usually the smallest section and identifies the “takeaways” from the data.
3. **Chapter Goal, Objectives, & Strategies** – Identifies a very broad, overall **Goal** for the element, provides several **Objectives** to work toward, and **Strategies** in support of each Objective.

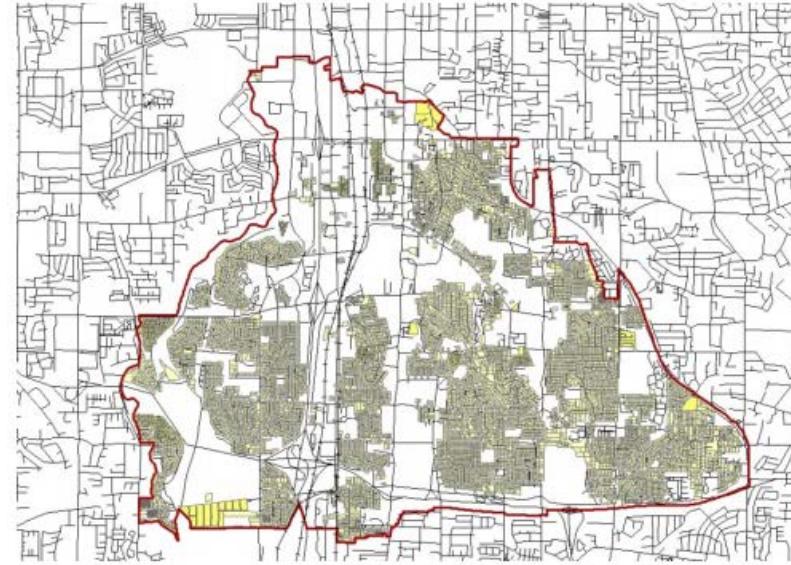
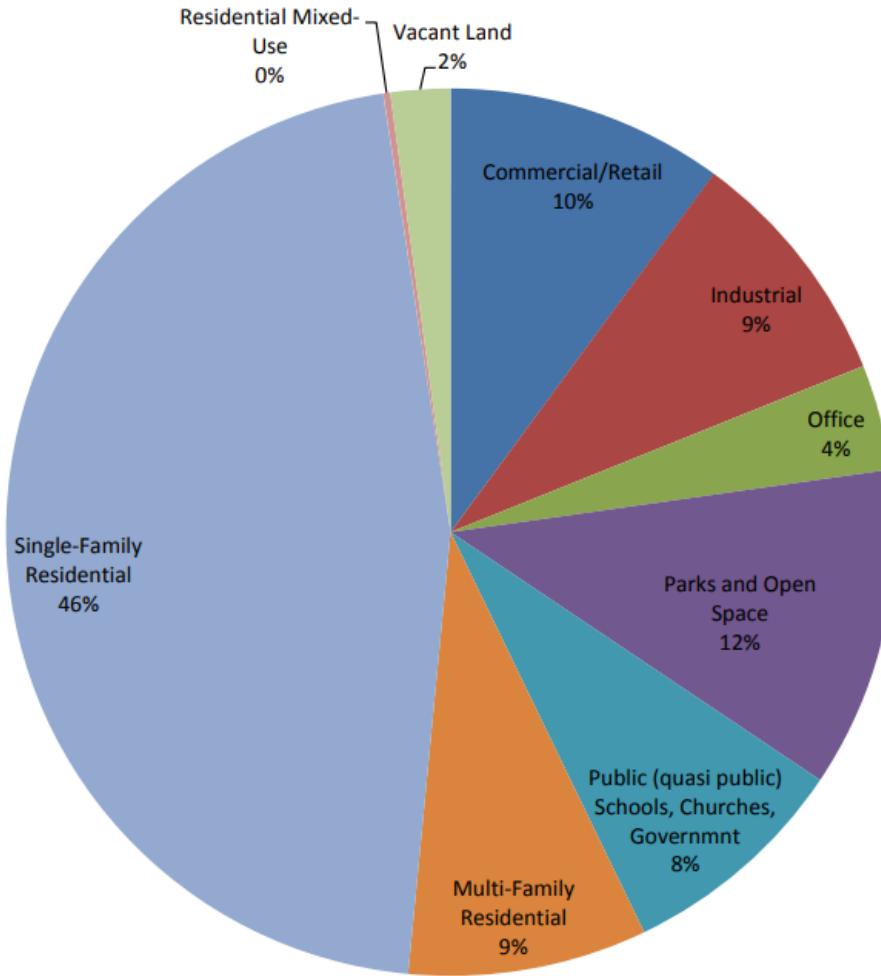
*Objectives and supporting strategies should be evaluated as they relate to promoting the overall goal, and ultimately how they are supportive of and/or compatible with the **5 Key Initiatives** from Part 1 of the Plan.*

In the next slides, we will look at examples from Chapter 5 – The Land Use & Urban Form element of the plan.



EXAMPLE: Land Use & Urban Form – What We Know

Existing Land Use Distribution



MAP 5.1: EXISTING LAND USE: SINGLE-FAMILY RESIDENTIAL

Map 5.1: Single-family Residential – Single-family residential neighborhoods still comprise the majority of the existing land uses in Murray City. Neighborhoods are well-distributed across the city, with the exception of the northwest corner of the city.



EXAMPLE: Land Use & Urban Form – How Does This Help Us Plan for the Future



NODES

The Future Land Use Map and policies in the General Plan Part One Key Initiatives identify specific areas of Murray that are planned to accommodate a more flexible mix of uses, where job and housing growth can occur as an effort to both provide amenities to surrounding residential neighborhoods and to stabilize those neighborhoods by preventing unplanned creep/growth.

Two types of nodes are indicated on the Future Land Use Map:

- Community Nodes
- Neighborhood Nodes

The planned location of these nodes supports the City's long-term goal of emphasizing growth within the City Center and Transit Oriented Development areas, and focusing new job and housing options in identified transit corridors, transit station area, community centers/nodes, and neighborhood centers/nodes. The specific characteristics of each node will vary based on the surrounding context and future area-specific Small Area Plans.

- The intent to apply “Future Land Use Designations” to each property in the City and to map them is established in this section.

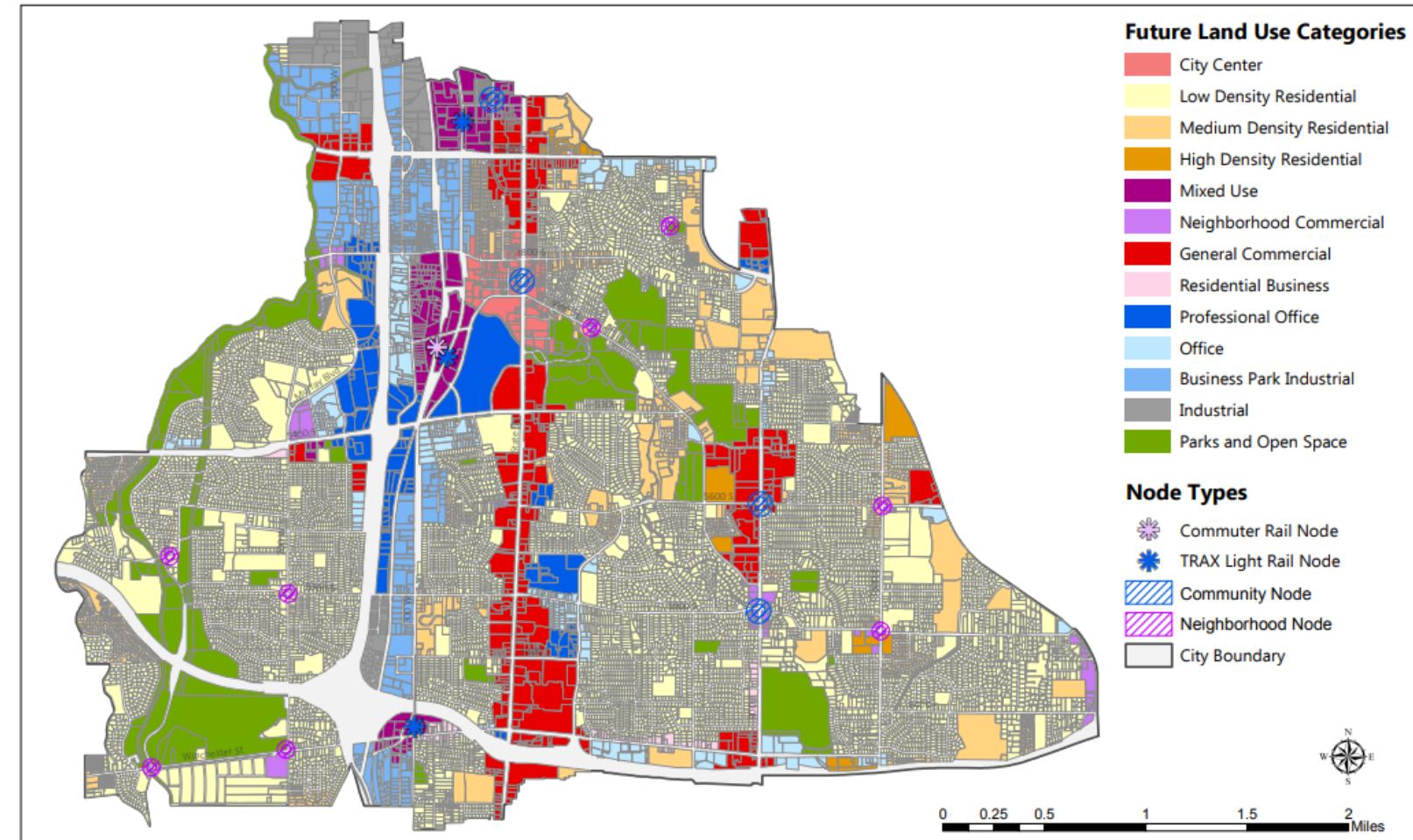
- The “nodes” identified on the Framework Map from Part One of the Plan (left) are described in this section, and subsequently included as a feature of the Future Land Use Map itself.



EXAMPLE: Land Use & Urban Form – How Does This Help Us Plan for the Future

In the remainder of the section, before the map (below) is presented, each of the established Future Land Use Categories is detailed as to intent and characteristics, and “corresponding zones” are called out. Several are examined in the next slides.

MAP 5.7 - FUTURE LAND USE



EXAMPLE: Land Use & Urban Form – How Does This Help Us Plan for the Future

LOW DENSITY RESIDENTIAL

This designation is intended for residential uses in established/planned neighborhoods, as well as low density residential on former agricultural lands. The designation is Murray's most common pattern of single-dwelling development. It is intended for areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally have few or very minor development constraints (such as infrastructure or sensitive lands). Primary lands/use types include single-dwelling (detached or attached) residential.

Density range is between 1 and 8 DU/AC.

Corresponding zone(s):

- A-1, Agricultural
- R-1-12, Low density single family
- R-1-10, Low density single family
- R-1-8, Low density single family
- R-1-6, Low/Medium density single family
- R-2-10, Low density two family



MEDIUM DENSITY RESIDENTIAL

This designation allows a mix of housing types that are single-dwelling in character or smaller multi-family structures, primarily on individual parcels. This designation is intended for areas near, in, and along centers and corridors, near transit station areas, where urban public services, generally including complete local street networks and access frequent transit, are available or planned. Areas within this designation generally do not have development constraints (such as infrastructure or sensitive lands). This designation can serve as a transition between mixed-use or multi-dwelling designations and lower density single-dwelling designations.

Density range is between 6 and 15 DU/AC.

Corresponding zone(s):

- R-1-6, Low/Medium density single family
- R-M-10, Medium density multiple family
- R-M-15, Medium density multiple family



Future Land Use Categories:

1. Parks & Open Space
2. Low Density Residential (pictured left)
3. Medium Density Residential (pictured left)
4. Higher Density Residential
5. Mixed-Use
6. Residential Business
7. Neighborhood Commercial
8. City Center
9. General Commercial
10. Professional Office
11. Office
12. Business Park Industrial
13. Industrial



EXAMPLE: Land Use & Urban Form – How Does This Help Us Plan for the Future

NEIGHBORHOOD COMMERCIAL

This designation allows mixed-use development in smaller neighborhood centers and along neighborhood corridors to preserve or cultivate locally serving commercial areas with a neighborhood character. This designation is intended for areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned, and development constraints do not exist. Areas within this designation are generally pedestrian-oriented (or are desired to be) and are predominantly built at low- to mid-rise scale, often with buildings close to and oriented to the sidewalk.



Corresponding zone(s):

- RNB, Residential Neighborhood Business
- C-N, Commercial neighborhood
- New/Updated Neighborhood Commercial zone

GENERAL COMMERCIAL

While this designation is primarily for larger retail destinations, including regional shopping centers and stand-alone big box, it may also include mixed-use developments that are mainly commercial in nature and use. High density, multi-family residential complexes will only be considered as part of a larger master-planned mixed-use development. Smaller-scale medium density residential projects may be considered for neighborhood or community node areas.



Corresponding zone(s):

- C-D, Commercial development

These three Future Land Use Categories –

Neighborhood Commercial, General Commercial and Mixed-Use – all allude to the potential, appropriate inclusion of “**mixed use developments**” in their descriptions, but only the Mixed-Use category specifically calls out mixed-use zones (T-O-D and M-U) as corresponding.

MIXED-USE

This designation is intended for city center and transit station areas where a mixed use neighborhood is desired and urban public services, including access to high-capacity transit, very frequent bus service, or BRT/Streetcar service are available or planned. This designation is intended to allow high-density multi-dwelling structures at an urban scale that include a mix of uses, usually in the same building and/or complex.

Density range is between 10 and 30 DU/AC.

Corresponding zone(s):

- T-O-D, Transit oriented development
- M-U, Mixed Use Development District



EXAMPLE: Land Use & Urban Form – Goal, Objectives, & Strategies

GOAL – “Provide and promote a mix of land uses and development patterns that support a healthy community comprised of livable neighborhoods, vibrant economic districts, and appealing open spaces.”

*The **goals** and their supporting **objectives** are shown in Part One as they relate to and support each of the **5 Key Initiatives**. Below is an illustration of the Land Use & Urban Form element’s relationship to Key Initiative #3: Livable & Vibrant Neighborhoods.*





*In the Land Use & Urban Form element there are **12 Objectives**, with a total of **19 individual strategies** to support them.*

While all are intended for use in evaluating projects and proposed changes, not are applicable to each situation.

Several objectives and strategies are shown in the next slides.



EXAMPLE: Land Use & Urban Form – Goal, Objectives, & Strategies

OBJECTIVE 1: PRESERVE AND PROTECT THE QUALITY OF LIFE FOR A RANGE OF VIABLE RESIDENTIAL NEIGHBORHOODS.

Strategy: Prioritize infill and redevelopment for commercial development over expansion into residential neighborhoods.

Strategy: Develop form-based development and design guidelines that guide the quality of projects.

Strategy: Enhance residential streets with street trees, landscaping (in park strips and front setbacks), and pedestrian-scale lighting.

OBJECTIVE 2: ENCOURAGE REVITALIZATION ALONG KEY TRANSPORTATION CORRIDORS AND IN THE CORE OF THE CITY.

Strategy: Develop context-specific corridor plans to guide coordinated land use and transportation improvements.

Strategy: Offer zoning, density, street improvements and other indirect incentives for areas targeted for revitalization.



EXAMPLE: Land Use & Urban Form – Goal, Objectives, & Strategies

OBJECTIVE 10: PROMOTE A TRANSITION OF DEVELOPMENT PATTERNS BETWEEN COMMERCIAL AREAS AND STABLE RESIDENTIAL NEIGHBORHOODS.

Strategy: Support transitions with form-based development and design guidelines.

Strategy: Review zoning to ensure that parcels have the appropriate designation to allow for a transition of uses.

Strategy: Adopt more detailed and specific landscape and tree requirements for buffers between commercial and residential areas. Trees must be used as a buffering mechanism; walls alone are not an accepted buffering mechanism.

OBJECTIVE 11: STIMULATE REINVESTMENT IN DETERIORATING AREAS OF THE CITY TO SUPPORT GROWTH AND ENHANCE THE IMAGE OF THE COMMUNITY.

Strategy: Offer zoning, density, street improvements and other indirect incentives for areas targeted for revitalization.



Application of the General Plan

General Plans are not meant to be static documents.

For growing communities, revisions are common every five to ten years. Even so, for a plan to remain relevant it is reasonable to expect that some adjustment and amendment may be necessary and appropriate.

Comparison: 2020 Future Land Use Map amendments and Zone Map amendments in other Wasatch Front cities.

Municipality	General Plan Adopted	General Plan Amendments	Rezones
West Jordan	2012	7	11
Midvale	2016	N/A	6
Draper	2019	9	13
Lehi	2018	8	19
Millcreek	2019	1	9
Taylorsville	2006	2	5
Orem	2018	1	4
Holladay	2016	1	4
Cottonwood Heights	2005	2	4
Sandy		N/A	3
Ogden	2002	1	6
Bountiful	2009	N/A	1
North Salt Lake	2013	0	3
Murray	2017	5 (2 completed)	10 (7 completed)

Application of the General Plan

Chapter 11, Plan Administration

*The final chapter of the General Plan covers **administration** and **monitoring** of the plan.*



11 – PLAN ADMINISTRATION

OBJECTIVE 7: MAKE THE GENERAL PLAN DYNAMIC WITH THE ABILITY TO AMEND AS FUTURE CONDITIONS CHANGE.

Strategy: Every five years, evaluate the past five years of implementation, take a new look at data and trends, and address new issues that may have emerged. Engage city departments in the evaluation and provide the general public a chance to provide input on new ideas or issues.

OBJECTIVE 4: REGULARLY REPORT IMPLEMENTATION STATUS

Strategy: Prepare an annual progress report that includes key accomplishments, priority issues, action items, and key implementing agencies. Analyze and report on how actions align with the policy direction(s) of the plan.



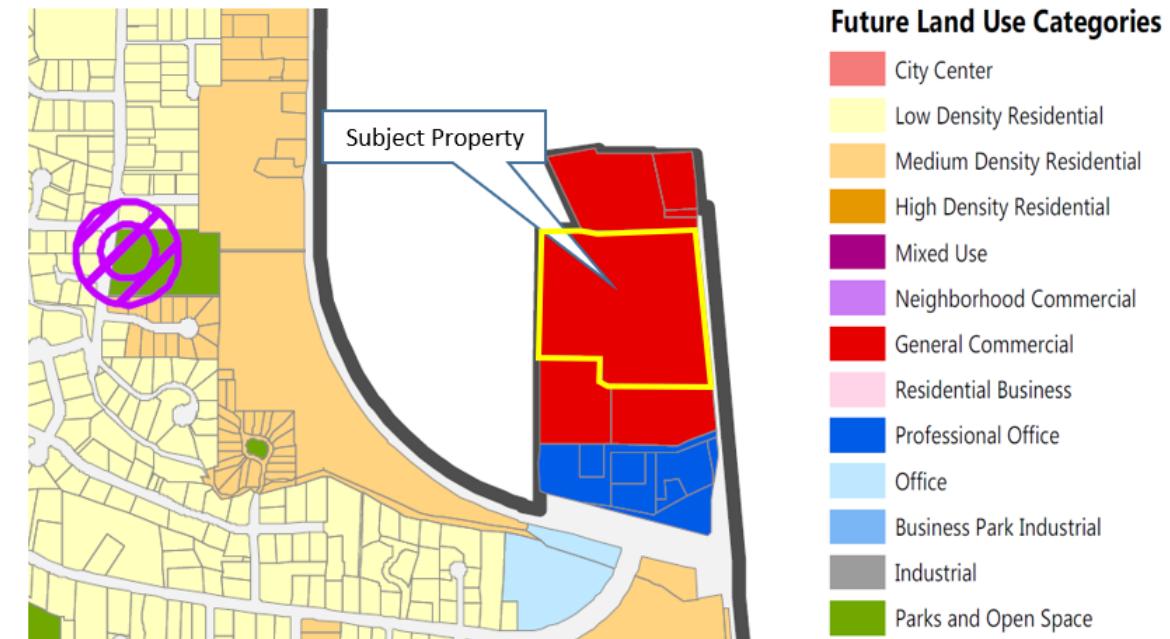
Application of the General Plan

Example – Murray Square (K-Mart property, 900 East)

The City approved a Future Land Use Map amendment and Zone Map amendment for the vacant K-Mart property on 900 East in August of 2019. The changes were from General Commercial and C-D, Commercial Development to Mixed-Use in order to facilitate redevelopment as a horizontal mixed-use project with 421 apartments and 21,000 square feet of retail.

From the Staff Report to the Planning Commission:

“The subject property is currently designated as ‘General Commercial’. No dwelling units of any kind are contemplated by this designation. The General Commercial designation is intended primarily for larger retail destinations and shopping centers. The only corresponding zoning designation identified for General Commercial is the C-D, Commercial Development Zone. The General Plan’s description recognizes the shift in these types of ‘retail destinations’ in spite of the limited corresponding zoning designation, and states: ‘High density, multi-family residential complexes will only be considered as part of a larger master-planned mixed-use development.’ While the corresponding C-D Zone does not currently support mixed-use developments, these statements lend support to the proposed amendment.”



Application of the General Plan

Example – Van Winkle Crossing (K-Mart property, 900 East)

From the Staff Report to the Planning Commission:

“While there are some opportunities to re-purpose these sites, newer development patterns have often included the introduction of higher-density housing along with commercial. In the 2017 General Plan, the Mixed-Use designation was applied to properties near the TRAX and FrontRunner stations and in the central core of the City. The creation of community centers where services could be provided in more walkable, pedestrian-friendly environments on smaller scales and closer to largely residential areas of the city was contemplated by the General Plan.”

“The subject property has the potential to better serve the purposes of the General Plan and become a more integrated part of the larger community if redevelopment occurs under the regulations of the proposed M-U Zone. Staff recommends that there is a need for the proposed change of zoning.”



Agenda Item #2: Low vs. Medium Density

R-1-6 Zone in both categories.



Agenda Item #3: Mixed-Use (M-U) Zone Overview

The following concerns were identified regarding the mixed-use zone(s):

- DENSITY – Mixed-Use Zones were written with residential density allowances assuming direct proximity to major transit hubs (80 – 100 units per acre). The Mixed-Use Zone was modified in 2019 to allow less density as project locations were farther from the transit stations, down from 100 units per acre to 40 units per acre. Those densities may be too high for some areas seeking to redevelop as mixed-use.
- TRAFFIC – When mixed-use projects with higher densities are located away from the best transit opportunities, the benefits of reduced vehicle dependence are diminished, as are the more direct connections between the residential and commercial uses in the project.
- PARKING – Similar to traffic, the minimum parking requirements for the Mixed-Use Zones did not anticipate areas of redevelopment further from the larger transit hubs, and the diminished benefits are a concern.
- BUFFERING – Project design should be context sensitive especially where there is adjacency to less dense, single-family neighborhoods.
- GREENSPACE/OPEN SPACE – Amenities and common open space are vital in dense, multi-family developments because access to private open space is limited.

Mixed-Use (M-U) Zone Overview

Continued:

- **MIXED HOUSING TYPES** – Vibrant communities and stable neighborhoods are those with a variety of housing options. Variety invites re-investment and allows people to remain in their community as their needs change.
- **MIXED INCOMES** – Affordable housing should exist alongside market-rate housing for the most livable communities overall. (the Pearl, Portland Oregon, etc.)
- **SERVICES** – Adequate facilities and services are vital, and review to ensure they are available, and the impacts of a potential development to them should be “baked-in” to the approval process for changes of zoning as it is for project reviews.
- **COMMERCIAL SPACE** – The current mixed-use zones do not address adaptive re-use of existing structures, redevelopment of existing commercial sites, or live-work units well enough. The requirement for commercial space is vital, but the connection of that space to the residential is important as well.
- **CURB & ACCESS MANAGEMENT** – The prevalence of home deliveries and changes to micro-transit and ride-sharing options were not considered by the current mixed-use zones.



Mixed-Use (M-U) Zone Overview

WHY IS MIXED-USE DEVELOPMENT IMPORTANT?

- *First, it is not because “developers make more money that way.”*
- *Mixed-Use development is vital to the evolution and survival of the City’s commercial and retail areas. Development patterns evolve for reasons. Mixed-Use development is a well-established response to trends in commercial and retail.*
- *Mixed Use development is a response to societal changes as well. Housing affordability, lifestyle changes, aging in place, and sustainable development patterns are concerns inside and outside Murray. Mixed-Use development is critical in addressing those concerns.*



Mixed-Use (M-U) Zone Overview

ADDRESSING the ISSUES THROUGH OVERLAY

- *As the General Plan identifies, neighborhood commercial nodes and corridors of the city will likely continue to face pressure to redevelop as mixed-use projects.*
- *Such areas are dissimilar to the transit-adjacent areas of the city which have already been zoned for mixed-uses.*
- *Adopting multiple, tailored versions of mixed-use zones does not solve a core concern: Outside of the transit-adjacent areas, the surrounding properties are more susceptible to the potential impacts, and the benefits of mixed-uses – while still important – are different, and reliance on vehicles is higher. It follows that more consideration of some basic aspects of the intended project than is normally acceptable would be beneficial.*



Mixed-Use (M-U) Zone Overview

ADDRESSING the ISSUES THROUGH OVERLAY

One or more “Mixed-Use Overlays” could be adopted and applied to areas of the city which are commercially zoned, allowing residential uses to be included in development/redevelopment of commercial properties. The overlay’s allowance would be activated by a development agreement with the City Council – not by a change in zoning. The development agreements could:

- Require an “Impact & Necessity Review” – Such a review could include traffic analysis, adequate public facilities review, and even small-scale housing or market studies.
- Establish an appropriate range of residential density for the project based on some established parameters (such as access to transit opportunities, commercial availability, etc.) and the results of the Impact & Necessity Review.
- Provide a minimum parking requirement for the project based on those parameters.
- Memorialize phasing, and the basic required public and private improvements as necessary.

The development agreement allows the residential components to be included, but only when the Council has been able to agree that issues can be adequately addressed. With basic parameters established and accepted, a project could then be processed for Design Review and/or Master Site Plan approval by the Planning Commission.



Mixed-Use (M-U) Zone Overview

MCCD, T-O-D, M-U Zones

Staff favors the “Overlay” approach in place of re-zoning existing commercial areas many issues identified as we began this discussion – traffic, parking, adequate public facilities – are important considerations in the existing mixed-use zones of MCCD, T-O-D, and the M-U Zone.

Staff does not recommend removing any of the zones from the TLUR.

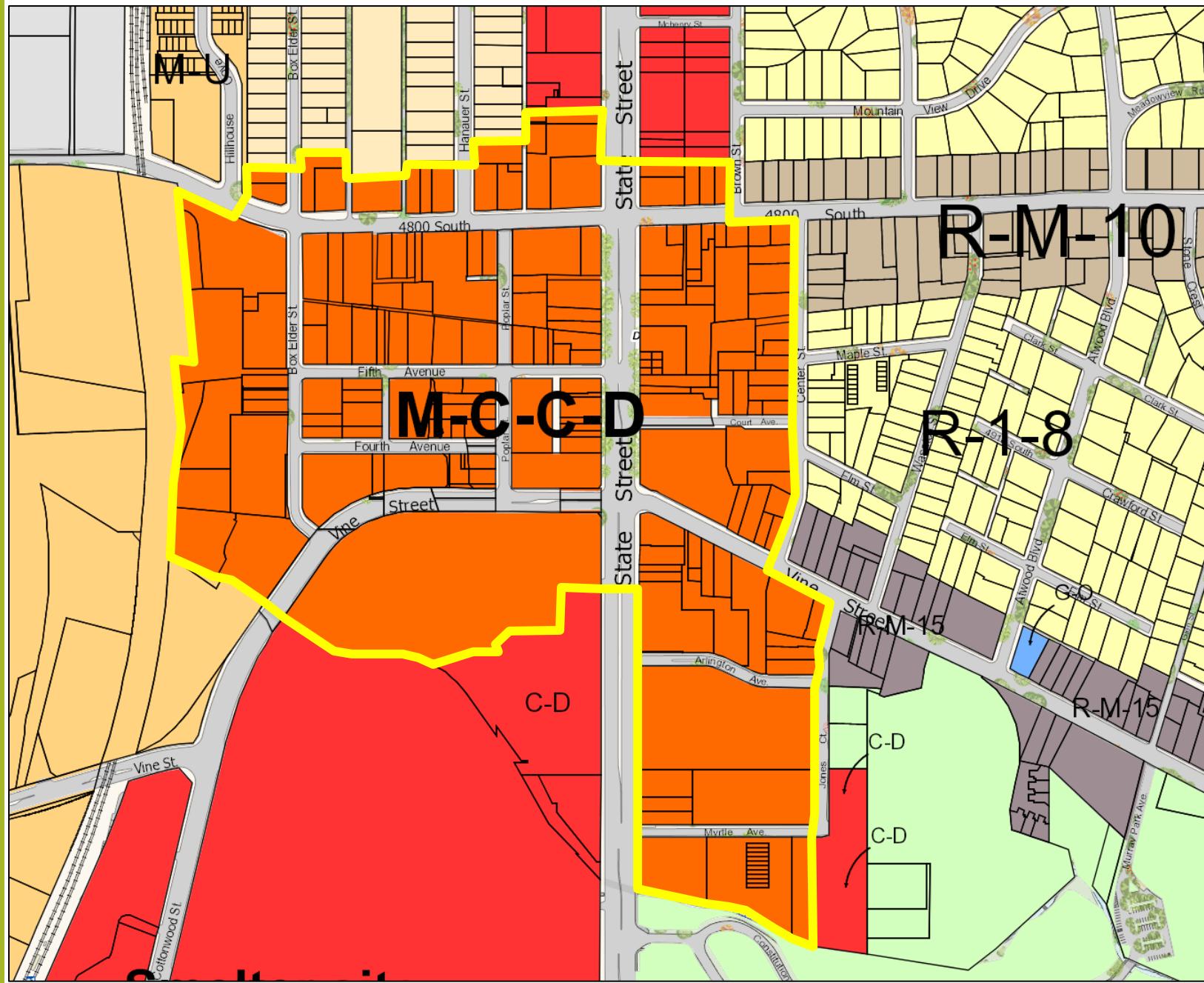


MCCD Design Guidelines

Text Amendment

Repeal and Replace the Existing Design Guidelines
in the MCCD Zone





17.170.010: PURPOSE:

The Murray City Center District (MCCD) is envisioned as the commercial, civic and cultural center for the community and is intended to enhance physical, social and economic connections by redeveloping "downtown" Murray City resulting in a richer, more vibrant cultural environment. The 2017 Murray City General Plan suggests that the city center should include development which is pedestrian oriented with a strong emphasis on the urban design and streetscape.

The regulations and design guidelines of the MCCD are intended to promote mixed use development, encourage pedestrian oriented design, promote development opportunities, and increase residential and commercial densities. The anticipated development model promotes sustainable, mixed use, transit oriented uses with neighborhood oriented commercial, restaurant, civic, cultural and residential spaces to promote street life and activity.



Language from the previous MCCD Zone:

17.170.030: CITY COUNCIL ADOPTION OF CITY CENTER DESTRICT DESIGN GUIDELINES; CONFORMANCE:

The Murray City Council shall adopt the Murray City center district (MCCD) design guidelines. Property located within the MCCD shall be developed in conformance with the provision set forth in this chapter and with the MCCD guidelines.

Language from the current, adopted MCCD Zone:

17.170.020: MURRAY CITY CENTER DISTRICT DESIGN GUIDELINES:

The Murray City Council has adopted the Murray City Center District (MCCD) Design Guidelines. The guidelines shall be consulted during the review of proposed development in order to provide guidance, direction, and options which will further the stated purposes of the MCCD. Wherever practicable, development should adhere to the objectives and principles contained in the Design Guidelines.



What are Design Guidelines?

“Design Guidelines are a set of discretionary statements, whereas *Development Standards* are a set of threshold requirements. Both are intended to guide land development to achieve a desired level of quality for the physical environment.



5 **DESIGN GUIDELINES FOR RESIDENTIAL MIXED-USE PROJECTS**

RESIDENTIAL MIXED-USE PROJECTS | 5-1



A. DEVELOPMENT INTENSITY

These guidelines ensure that projects contribute to the appearance and vitality of the mixed-use districts and respect the unique features of adjoining properties.

- A-1 Design projects to enhance the visual appearance of the street and district in which they are located.
- A-2 Locate and orient buildings to respect the need for privacy, light, and air of surrounding structures, especially adjoining low and medium density residential development.

DESIRABLE



This project provides architectural interest and enhances the visual appearance of the street. (Guideline A-1)

DESIRABLE



The taller stories of this project are located in the middle of the project which minimizes the impact of the project on adjacent neighboring property. (Guideline A-2)

D. BUILDING RELATIONSHIP TO THE STREET¹

These guidelines ensure that projects strengthen the pedestrian realm, foster pedestrian comfort, and emphasize neighborhood character.

Pedestrian-Oriented Areas

- D-1 Locate active uses on the ground floor, and provide continuous storefront windows and frequent, highly-visible entries.
- D-2 Locate buildings close to the sidewalk, to enclose the public realm of the street and sidewalk, and locate shops and restaurants next to the pedestrian sidewalk. Wider setbacks are appropriate to allow for the following:
 - Wider sidewalks where they are narrow;
 - Building entrances and facade articulation;
 - Outdoor cafes;
 - Plazas or other high activity public areas.
- D-3 Design setback areas to be used for public entry, gathering and outdoor commercial activity. Design them predominantly with hardscape, and provide shade and places to sit. They also may be appropriate places to locate pedestrian conveniences such as public telephones, trash receptacles, bicycle racks and newspaper dispensers
- D-4 Minimize the visibility of parking from the street and sidewalk, especially at corners. Locate parking to the side or rear of buildings, or underground.

DESIRABLE



This building is located close to the sidewalk, enclosing the public realm of the street and sidewalk. (Guideline D-2)

DESIRABLE



Active uses on the ground floor animate the pedestrian realm and promote walkability. (Guideline D-1)

1. See Endnote

G. AUTO CIRCULATION: SITE ACCESS AND DRIVEWAYS

These guidelines ensure a safe and convenient pedestrian environment and an attractive street frontage to accommodate pedestrian and bicycle activities.

Site Access and Curb Cuts

- G-1 Minimize the number of entrances and exits to parking areas, in order to minimize conflicts with pedestrians, reduce congestion at street intersections, and preserve existing on-street parking.
- G-2 Locate entries and exits to allow direct, through movement among individual parking areas where possible.
- G-3 In the CVCBD, provide access to rear parking areas predominantly from side and rear streets; direct access from Castro Valley Boulevard and other major arterials is discouraged.

Shared Site Access and Parking

- G-4 Minimize the number of entrances and exits to parking areas in order to minimize conflicts with pedestrians and reduce congestion at street intersections.
- G-5 Share parking areas and/or parking entrances/ exits between adjacent properties to the maximum extent feasible. Place covenants on deeds to ensure continued shared use.
- G-6 Design vehicular circulation to allow through movement between adjacent parking areas.

DESIRABLE



In this project, commercial and residential parking is accessed using one driveway, which minimizes the number of entrances and exits to parking areas and reduces conflict with pedestrians. (Guideline G-1)

DESIRABLE



The parking garage entrance is located on the side of the building and not along the main frontage street. (Guideline G-3)

4

DEVELOPMENT STANDARDS FOR RESIDENTIAL MIXED-USE PROJECTS

RESIDENTIAL MIXED-USE PROJECTS | 4-1



TABLE 4.1-1: RESIDENTIAL MIXED-USE MAXIMUM DENSITIES AND APPROPRIATE ZONES

ACBD: Ashland and Cherryland Business District Specific Plan / CVCBD: Castro Valley Central Business District Specific Plan				
Building Type	Appropriate Zones	Minimum Building Site (square feet) Per Dwelling Unit¹	Maximum Net Density (Dwelling Units/Acre)²	Notes
MIXED USE	ACBD-RC (Residential/Commercial)		15 – 25	
	ACBD-TA (Transit Access)		Up to 50	
	ACBD-TC (Transit Corridor)		See General Plan	
	ACBD-FA (Freeway Access)		See General Plan	
	CVCBD Land Use Group D Subareas 2, 4, 5, 6, 7, 11 Not allowed along Castro Valley Boulevard in Subareas 5, 6, 7 Subarea 7 Limitations: Allowed along side street frontage depending on factors such as specific use, design, adjacent uses, etc, Not allowed along Redwood.	2,500 2,000	17.4 21.8 20 – 40	With minimum lot size of 10,000 – 20,000 square feet With minimum lot size greater than 20,000 square feet Allowed where a development is substantially composed of units aimed at the elderly or handicapped, where units are mostly studios or one bedroom units, where the parcel is large enough that higher density development can successfully occur, where surface parking is minimized through parking structures, underground parking, etc, or where development is immediately adjacent to the BART station or intensive commercial development.
	CVCBD Land Use Group E Subareas 8, 9, 10 Subarea 9 Limitations: Allowed on parcels west of Redwood Road only.		40 – 60	

Notes:

1. The minimum building site per dwelling unit establishes the minimum developable lot area required for one dwelling unit.
2. When calculating net density for single-family subdivisions, small-lot single family homes and townhomes, the following portions of the property are excluded from the calculation: private streets, access easements, stems, driveways that serve more than one lot, street parking spaces, and any other unservable or unbuildable portion of the lot. This applies to all single-family subdivisions, small-lot single family homes and townhomes, regardless if they are rental or for sale units. This does not apply to air space subdivisions, or multi-family flats.

TABLE 4.2-1: RESIDENTIAL MIXED-USE STANDARDS

ACBD: Ashland and Cherryland Business District / CVCBD: Castro Valley Central Business District						
Standard	CVCBD Land Use Group D (Subarea 2,4,5,6,7)	CVCBD Land Use Group E (Subarea 8, 9,10,11)	ACBD-TA	ACBD-TC, ACBD-FA (E. 14th, Mission)	ACBD-RC, ACBD-FA (Lewelling)	Additional Standards
DEVELOPMENT INTENSITY AND NEIGHBORHOOD COMPATIBILITY						
Minimum Building Site (sq ft)	10,000 - 20,000	20,000				
Minimum Lot Frontage (ft)	100	100	100	100	100	
Maximum Density (dwelling units/net acre)	17.4 - 21.8; 20 - 40	40 - 60	50	See General Plan	15 - 25	For CVCBD Land Use Group D, 20-40 du/ac is allowed in special circumstances. See Mixed-Use CVCBD Land Use Group D in Table 4.1-1. For ACBD-FA, see General Plan
Minimum Area per Dwelling Unit (sq ft)	2,500 - 2,000					For CV-CVBD Land Use Group D: 2,500 with minimum lot size of 10,000 – 20,000 sq ft 2,000 with minimum lot size of > 20,000 sq ft See Mixed-Use CVCBD Land Use Group D in Table 4.1-1.
Minimum Overall FAR			0.75			
Maximum Lot Coverage (%)	70	70	70	70	70	
COMMERCIAL USES						
Commercial Uses	Commercial uses are required along the street frontage in the areas specified in the Specific Plans for continuous pedestrian-oriented shopping areas. On such street segments, locate residential units above ground floor commercial uses, or behind a commercial building that fronts the street.					
Minimum Ground Floor Commercial Space (% of ground floor space)			50			Exceptions to the minimum ground floor retail requirement may be approved by Staff for long deep lots if ground floor retail occupies at least 60 percent of the linear street frontage, and tenant spaces have a minimum width of 25 feet and a minimum depth of 60 feet.



Figure 4.2-4: Residential Mixed Use: Frontages

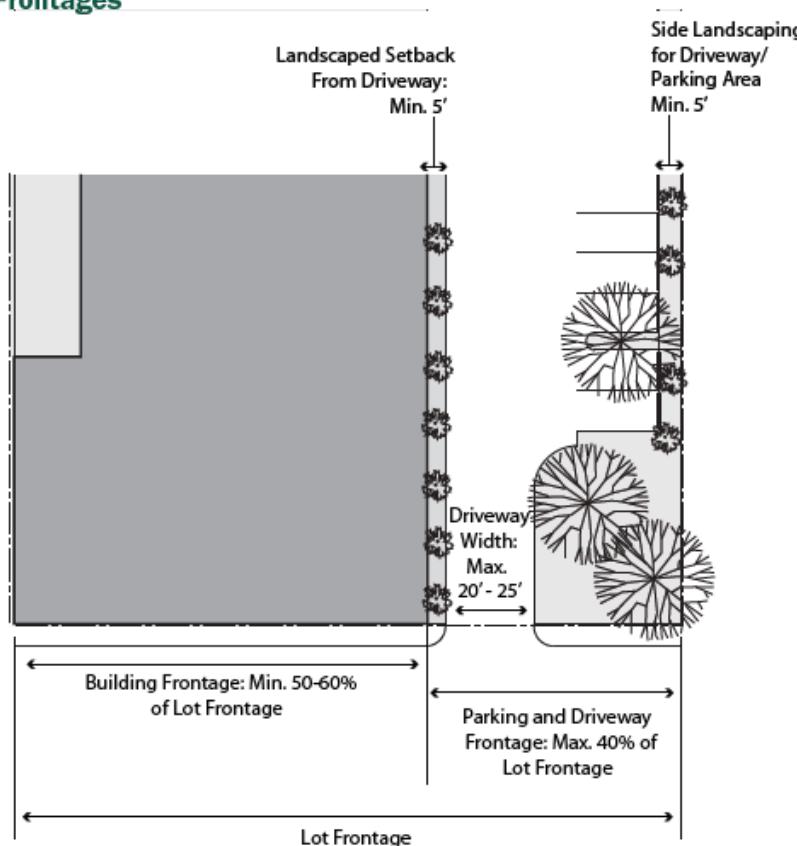


Figure 4.2-5: Residential Mixed Use: Commercial Elevation Above Sidewalk

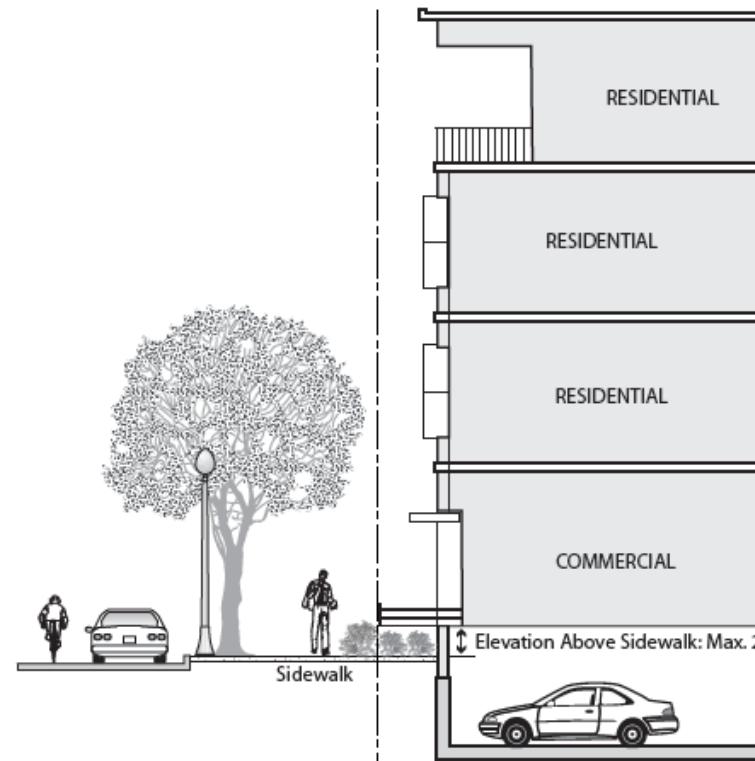


Figure 4.2-6: Residential Mixed Use: Front Setback

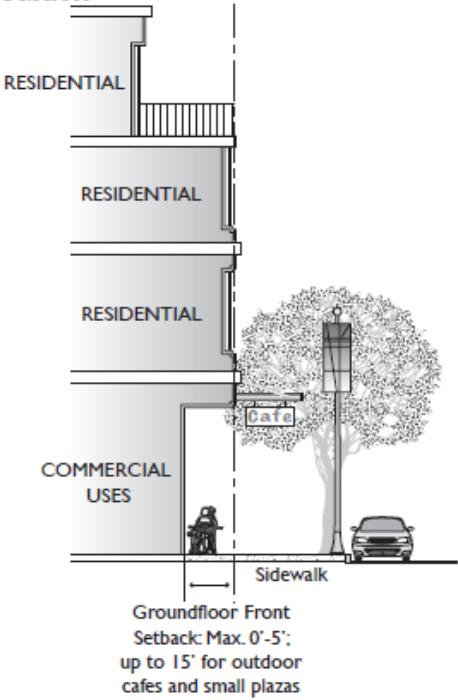
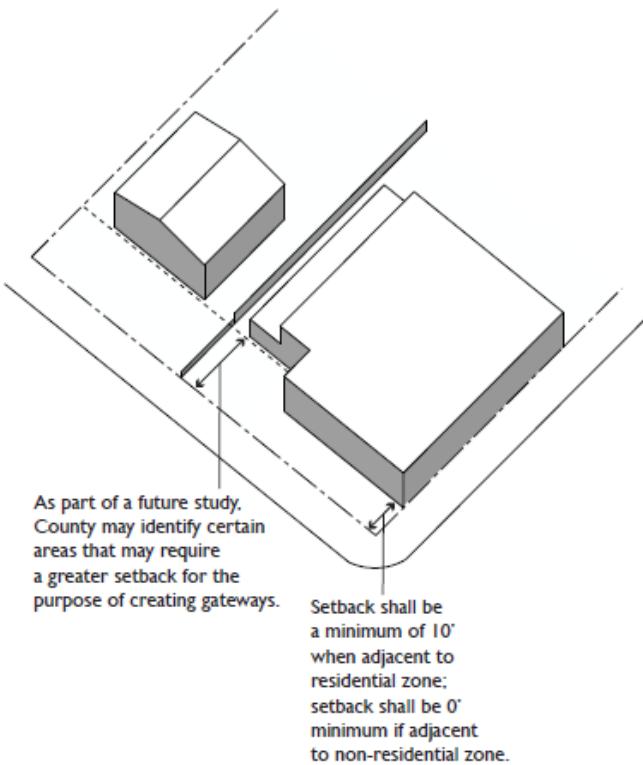


Figure 4.2-7: Residential Mixed-Use: Street Front Setback Adjacent to Residential



Protect the Pedestrian Where the Building Meets the Street

Values Supported

Unique Character
Dense Urban Character
Humane Character
Economic Vitality
Connection with the Outdoors



For pedestrians, even simple awnings extended over windows can provide adequate protection from the elements.

Issue

The comfort of the pedestrian is crucial to the development of any dense development which strives to be economically viable. This is especially the case today, when people have come to expect the climate control found in contemporary buildings. Like much of the south, Austin has many months of extremely hot and humid weather; it can also have very cold and wet winters. The tendency to dash across a parking lot from an air conditioned car into an air conditioned building is normal behavior in Texas today, and so is the tendency to shop or eat only in places where parking can be found directly in front of the store or restaurant.

Making the transition to a pedestrian oriented streetscape will require special attention to the comfort of the walker. Dense development can increasingly expect pedestrians to arrive by mass transit and walk to their destination. Because they are the economic base for any development it is important that pedestrians are comfortable. They will choose the most comfortable route, avoiding blocks which are less comfortable or which create gaps in the continuity of the protection.

Recommendations

- Overhead cover, offering adequate pedestrian protection from the sun and rain should be provided along the right-of-way where downtown buildings meet the street. This should occur between nine and fourteen feet above the level of the sidewalk, and should provide a minimum of eight feet of cover in width. Cover should not project closer to the curb than three feet.
- Overhead cover at the sidewalk may provide continuous protection without being continuous itself.
- Cover may take the form of either a projection from the building, an arcade, or a combination of the two. Arcades shall be open to the street.
- Projections may take the form of fabric awnings which are retractable, fabric awnings which are not retractable, or fixed non-fabric projected covers.
- Projected covers may be occupied by the building user, but should be accessed only from the building and not from the sidewalk. Where projected covers are occupied, they may also be supported by columns which fall in the right-of-way. Columns in the right-of-way should not interfere with pedestrians or emergency functions of the sidewalk. Maintain clear sidewalk width not interrupted by columns. Provide sufficient space between curb and columns to accommodate the potential of vehicles jumping the curb.
- Where buildings have been permitted to pull significantly away from the property line, a free standing cover should be provided along the right-of-way. Owners are encouraged in this condition to provide pedestrian cover additionally at the edge of the building where it does not touch the property line.
- Existing buildings which experience significant renovation should provide pedestrian protection as well. Landmark buildings may comply by installing a detached cover in front of the building.

Planning staff worked to create new design guidelines modeling them after guidelines clear, single-page designs to promote simplicity and ease of use.

Values Supported

- Linking back to the General Plan

Issue being addressed

- Why the specific guideline is important to the MCCD

Recommendations

- Items that could be incorporated to address the issue or guideline



2017 MURRAY GENERAL PLAN



5 KEY INITIATIVES

INITIATIVE #1: CITY CENTER DISTRICT



Building on Murray's commercial district along State Street with existing cultural assets, this initiative is geared toward creating a core district at the city's center. Throughout the public involvement process, people expressed a desire for cultural and social events within their own community. A City Center District can be the social and economic heart of the city.

INITIATIVE #2: CREATE OFFICE/EMPLOYMENT CENTERS



Market and economic analysis shows that Murray's retail market is saturated, however there is room for economic growth through office space. Building on Murray's strong retail base, this initiative is geared toward creating Class A office and employment centers that will help make Murray's economy even more resilient and diverse.

INITIATIVE #3: LIVABLE + VIBRANT NEIGHBORHOODS



Healthy cities with stable residential areas create places where people want to live. Building on Murray's established residential neighborhoods, this initiative is geared toward keeping these areas livable and vibrant. Strategies include creating neighborhood nodes designed for people and scaled to complement the surrounding area, life-cycle housing to allow residents to age in place, and access to parks and open space.

INITIATIVE #4: LINKING CENTERS/DISTRICTS TO SURROUNDING CONTEXT



Building on key activity centers such as Intermountain Medical Center and Downtown Murray, this initiative is geared toward connecting these areas to their surrounding context. A combination of physical infrastructure connections and complementary land uses and urban design will create a more cohesive core for the city.

INITIATIVE #5: A CITY GEARED TOWARD MULTI-MODALITY



The desire to safely and comfortably walk and bike to destinations emerged as a common thread through the public involvement process. Building on Murray's central location and recent multi-modal infrastructure improvements, this initiative is geared toward making complete neighborhoods designed for people.



Five Shared Values

Authentic



Active



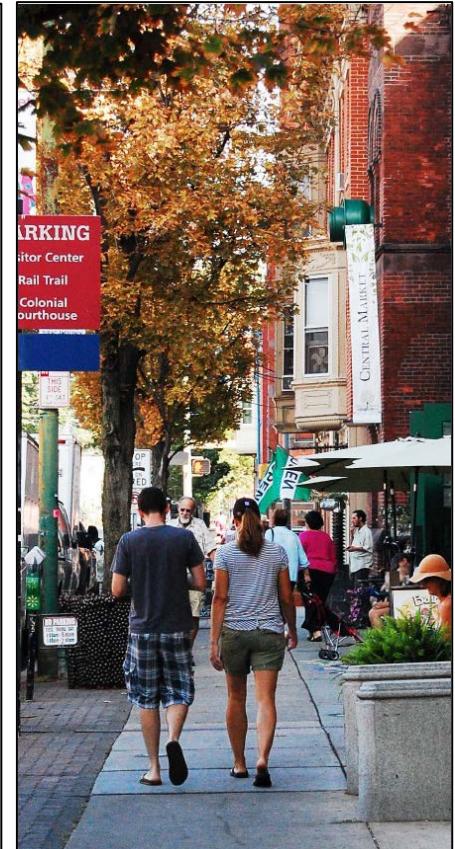
Inclusive



Multi-Modal



Connected



Process

All major alterations and new construction in the MCCD Zone require:

- A pre-application conference with Planning Division staff
- An application for Design Review approval
- Project review and recommendation by the MCCD Design Review Committee
- Design Review approval by the Planning Commission in a public meeting

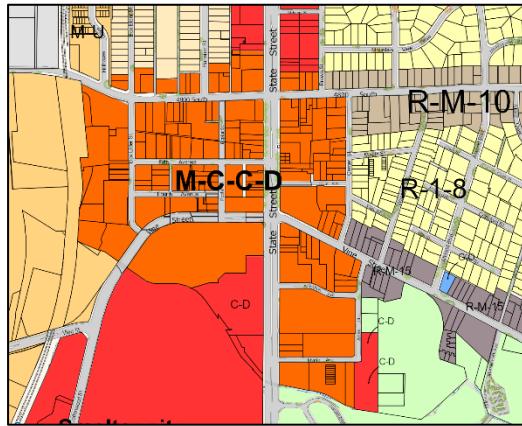


Standards of Review

The Planning Commission is to determine the following before giving Design Review Approval to a project:

- The project is in general conformance with the current Murray City General Plan
- The project is in general conformance with the specific area plan, if any, adopted for the area
- The project conforms to the requirements of the applicable sections of the Land Use Ordinance
- The project does not jeopardize the health, safety, or welfare of the public
- The project is in harmony with the purpose of the MCCD Zone and adheres to the principles of the Design Guidelines





District Wide

- Walkability
- Activity
- Sustainability



Public Spaces and Streetscape

- Streetscape
- Public Space



Development Site

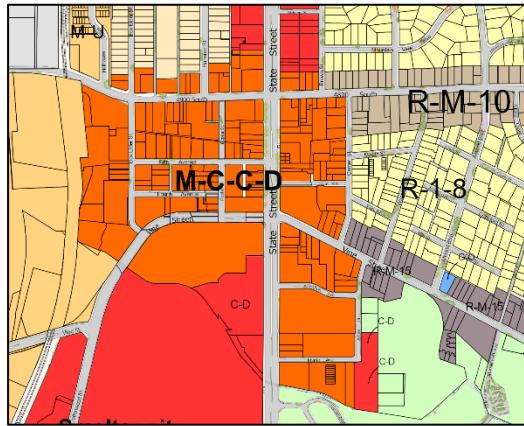
- Circulation
- Open Space
- Active Buildings
- Parking
- Neighbor Awareness
- Meaningful Light



Architectural

- Design for Potential
- Connection to the Ground
- Connection to the Sky
- Fenestration and Porosity
- Express a Clear, Organizing Idea
- Private Space
- Materiality





District Wide

- Walkability
- Activity
- Sustainability



Public Spaces and Streetscape

- Streetscape
- Public Space



Development Site

- Circulation
- Open Space
- Active Buildings
- Parking
- Neighbor Awareness
- Meaningful Light



Architectural

- Design for Potential
- Connection to the Ground
- Connection to the Sky
- Fenestration and Porosity
- Express a Clear, Organizing Idea
- Private Space
- Materiality



Sustainability (Section 17.170.080)

- No third-party certifications (such as LEED) are required, but they are encouraged. (Public buildings and uses are designed to comply with the High-Performance Building Standards of the Utah Division of Facilities Construction and Management.)
- The City may provide incentives for achieving third-party certifications that would be based on post-performance outcomes and negotiated for a project through development agreements.
- Focus is on water conservation, stormwater management, energy efficiency and support of transit and active transportation.
- Sustainable development principles and goals are recommended as standards in the Design Guidelines.



Guideline 03: Sustainability

Create resiliency within the core of the City.

- Identify locations on key corridors that would benefit from landscaped medians.
- Plant street trees and incorporate landscaped park strips along State Street and other core areas of the downtown district.

Reduce urban heat island effects.

- Minimize effects on micro-climate and human and wildlife habitat by using vegetation and reflective materials to reduce heat island effects.
- Select strategies, materials, and landscaping techniques that reduce heat absorption by exterior surfaces.
- Increase use of vegetated surfaces and planted areas.
- Use shade from appropriate trees, large shrubs, vegetated trellises, walls, or other exterior structures.
- Consider the use of new coatings and integral colorants for asphalt pavement to achieve light-colored surfaces instead of traditional dark surface materials.
- Position photo-voltaic cells to shade impervious surfaces.
- Consider placing parking under cover that complies with the above measures.

Encourage Low Impact Development (LID) and Green Infrastructure practices in all projects.



Planted medians allow for pedestrian refuge and opportunities to manage stormwater runoff.



Shade structure outside of the Salt Lake City Public Safety building also serves as a solar power generator.



A natural water filtration system is being used at the confluence of Red Butte Creek and the Jordan River.



Incorporating shade structures along pedestrian paths reduce the amount of heat put off by a building and reduces energy use.

Provide systems that reduce water use.

Recycle organic matter.

Ensure development does not impact water quality.

Design functional stormwater features as amenities

- Provide a connection to the local climate and hydrology by integrating aesthetically pleasing stormwater features that are visually and physically accessible and manage on-site stormwater.

Control and manage invasive plants.

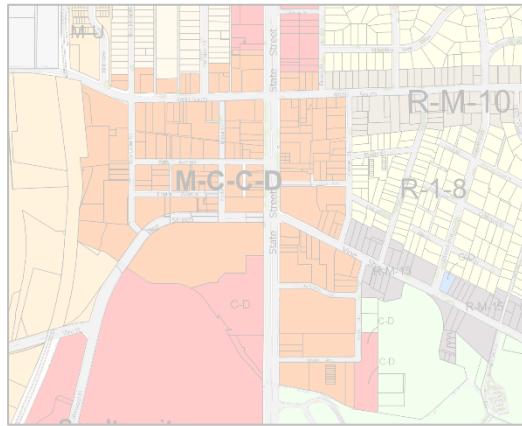
- Limit damage to local ecosystem services by developing and implementing an active management plan for the control and subsequent management of known invasive plants found on site, and by ensuring that no invasive species are brought to the site.

Divert construction and demolition materials from disposal.

- Support a net-zero waste site and minimize down-cycling of materials by diverting, reusing, or recycling construction and demolition materials to avoid disposal in landfills or combustion in incinerators.

Support nutrient cycling, improve soil health, and reduce transportation costs and materials going to landfills by recycling vegetation trimmings or food waste to generate compost and mulch.





District Wide

- Walkability
- Activity
- Sustainability



Public Spaces and Streetscape

- Streetscape
- Public Space



Development Site

- Circulation
- Open Space
- Active Buildings
- Parking
- Neighbor Awareness
- Meaningful Light



Architectural

- Design for Potential
- Connection to the Ground
- Connection to the Sky
- Fenestration and Porosity
- Express a Clear, Organizing Idea
- Private Space
- Materiality

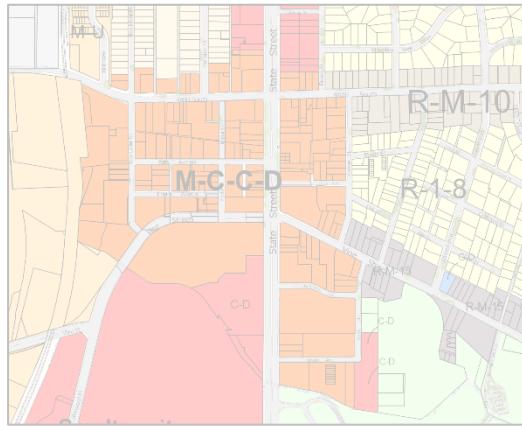


Guideline 04: Streetscape



- Street Trees
- Broad sidewalks with weather-protected seating
- Consideration of wayfinding signage and lighting
- Public-private transitions including outdoor dining and display spaces to engage the pedestrian
- Curbside management





District Wide

- Walkability
- Activity
- Sustainability



Public Spaces and Streetscape

- Streetscape
- Public Space



Development Site

- Circulation
- Open Space
- Active Buildings
- Parking
- Neighbor Awareness
- Meaningful Light



Architectural

- Design for Potential
- Connection to the Ground
- Connection to the Sky
- Fenestration and Porosity
- Express a Clear, Organizing Idea
- Private Space
- Materiality



Guideline 07: Open Space



- Ensure opportunities for parks and open space opportunities in new developments
- Provide seating throughout sites
- Avoid private open spaces and elements that exclude the public

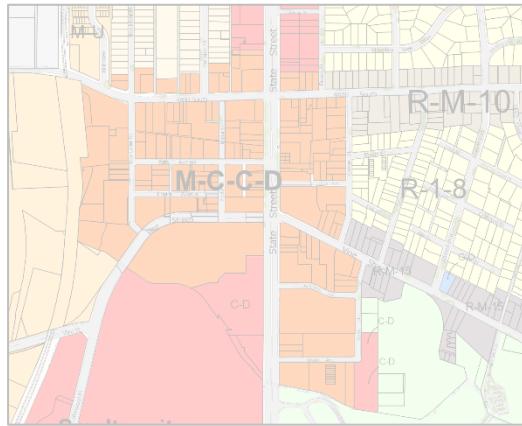


Guideline 09: Parking



- Site designs should promote sharing larger parking areas among multiple developments
- Locate bike racks close to building entrances
- Provide distinctions between the primary parking entrances and service entrances





District Wide

- Walkability
- Activity
- Sustainability



Public Spaces and Streetscape

- Streetscape
- Public Space



Development Site

- Circulation
- Open Space
- Active Buildings
- Parking
- Neighbor Awareness
- Meaningful Light



Architectural

- Design for Potential
- Connection to the Ground
- Connection to the Sky
- Fenestration and Porosity
- Express a Clear, Organizing Idea
- Private Space
- Materiality



Guideline 12: Design for Potential



- Ground floors (including parking areas) should be designed with conversion potential for commercial space (at least 12')
- Upper floors of parking garages should be convertible to office or residential use in the future



Guideline 15: Fenestration and Porosity



- Clear glass and façade openings should be used to create an open feeling, especially on the street level
- Provide active mid-block crossings where possible



Historic Preservation – Current

Incentive Based Approach

“Application and permit fees for projects involving the renovation of historically significant buildings will be waived. Fees to be waived include fees for design review approval, conditional use permits, building permits, sign permits, land disturbance permits, and excavation permits.”

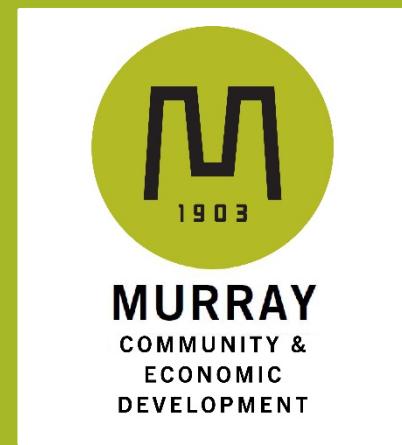


Staff Recommendation

Staff recommends that the City Council APPROVE the text amendment to repeal and replace the Murray City Center District Design Guidelines as proposed.



THANK YOU



ATTACHMENT #2

5 KEY INITIATIVES



INITIATIVE #1: CITY CENTER DISTRICT

Building on Murray's commercial district along State Street with existing cultural assets, this initiative is geared toward creating a core district at the city's center. Throughout the public involvement process, people expressed a desire for cultural and social events within their own community. A City Center District can be the social and economic heart of the city.



INITIATIVE #2: CREATE OFFICE/EMPLOYMENT CENTERS

Market and economic analysis shows that Murray's retail market is saturated, however there is room for economic growth through office space. Building on Murray's strong retail base, this initiative is geared toward creating Class A office and employment centers that will help make Murray's economy even more resilient and diverse.



INITIATIVE #3: LIVABLE + VIBRANT NEIGHBORHOODS

Healthy cities with stable residential areas create places where people want to live. Building on Murray's established residential neighborhoods, this initiative is geared toward keeping these areas livable and vibrant. Strategies include creating neighborhood nodes designed for people and scaled to complement the surrounding area, life-cycle housing to allow residents to age in place, and access to parks and open space.



INITIATIVE #4: LINKING CENTERS/DISTRICTS TO SURROUNDING CONTEXT

Building on key activity centers such as Intermountain Medical Center and Downtown Murray, this initiative is geared toward connecting these areas to their surrounding context. A combination of physical infrastructure connections and complementary land uses and urban design will create a more cohesive core for the city.



INITIATIVE #5: A CITY GEARED TOWARD MULTI-MODALITY

The desire to safely and comfortably walk and bike to destinations emerged as a common thread through the public involvement process. Building on Murray's central location and recent multi-modal infrastructure improvements, this initiative is geared toward making complete neighborhoods designed for people.

ATTACHMENT #3

SMALL AREA PLANNING PROJECTS



REGIONAL CENTERS

Located at existing or future regional retail or employment centers and their surrounding context. Including:

- 4500 South/State Street
- IMC/Murray High
- I-15/5300 South
- Fashion Place Mall



COMMUNITY CENTERS/NODES

Located at existing or future city, retail, or employment centers. Including:

- Downtown Murray/City Center
- TOSH
- 4500 South/500 West
- 4500 South/700 East
- 4800 South/900 East
- 900 East/5600 South
- 900 East/5900 South
- 900 East/Winchester



NEIGHBORHOOD CENTERS/NODES

Located at existing or future key intersections within neighborhoods. Including:

- 1300 East/5600 South
- 1300 East/5900 South
- 600 East/Creekview Cr.
- Vine St/Glenn St
- 700 West/5900 South
- 700 West/Winchester St
- Jordan River Parkway/5300 South
- Jordan River Parkway/Winchester St



RAIL TRANSIT ORIENTED DEVELOPMENTS

Located at TRAX and FrontRunner Stations and up to 1 mile around. Including:

- Murray North
- Murray Central
- Fashion Place West



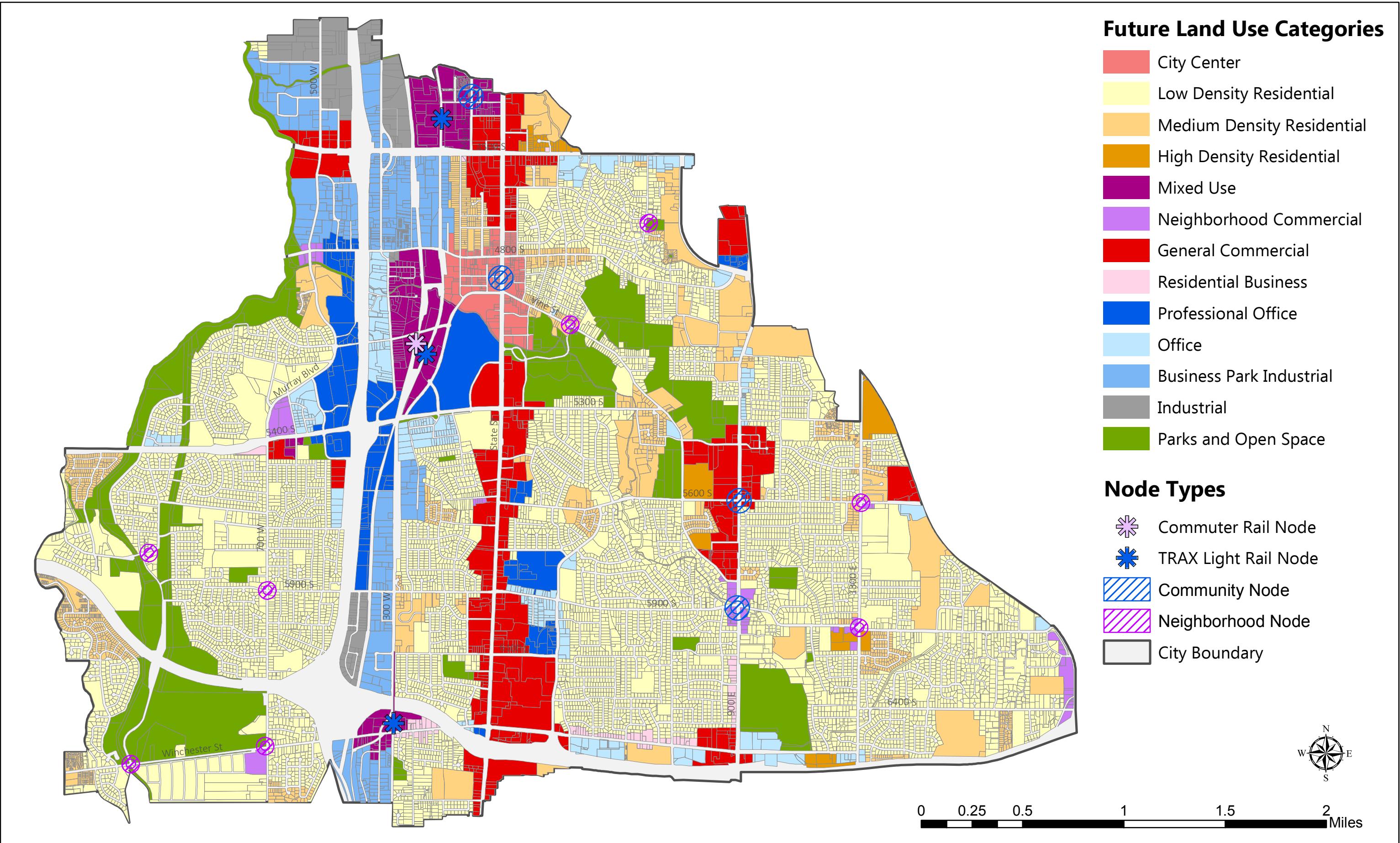
BUS RAPID TRANSIT VILLAGE NODES

Located at major intersections along State Street. Including:

- 4500 South
- 4800 South
- Vine Street
- 5300 South
- 5600 South
- 5900 South
- Winchester Street

ATTACHMENT #4

MAP 5.7 - FUTURE LAND USE



ATTACHMENT #5



TO: **Mayor Blair Camp**
FROM: **Melinda Greenwood, Community & Economic Development Director** *MG*
DATE: **March 10, 2021**
RE: **Update on Mixed-Use Moratorium**

CED wanted to provide an update on our efforts the past four weeks in response to the 6-month Temporary Land Use Regulation (TLUR) on the mixed-use zones, which will expire on August 1, 2021.

Progress to Date

The past four weeks have been an information gathering process, meeting individually with the City Councilmembers, property owners, developers, and other stakeholders. This has been a time intensive endeavor, with some developers requiring multiple meetings. The TLUR has been a challenging topic to discuss as it evokes a variety of emotional responses, leaves most stakeholders without answers to their questions and is complex to explain. Those with whom we held stakeholder meetings include:

- City Councilmembers
- The Boyer Company
- Howland Partners, LLC (Gary Howland)
- SportsMall Properties, LLC (Bruce Broadhead and Brent Cook)
- Parley Partners (Hooper Knowlton)
- GSBS Architects
- Paul Willie / Kimball Development
- Edlen Company
- Hamlet Development
- Bishop Investments
- Brad Reynolds Development

Our discussions with City Councilmembers have led us to an understanding of their primary concerns which are:

- Density
- Neighborhood buffering (specifically height)
- Traffic impacts
- Impact on city services (utilities, police, fire)
- Parking
- Mix of unit types
- Mixed income neighborhoods
- Opportunities for affordable housing
- Preference of ownership of units as opposed to rental units (this is not something we can legally address)

- Preserving or keeping a “Murray feel” (due to the subjective nature of this and the potential impacts to private property rights, staff doesn’t think this is something we can address in an ordinance)

Note the above list is generally rank ordered based on commonality of concern from the City Council members.

Including the concerns from the City Council, previous meetings with Public Works, updated utility capacity information, experience with past mixed-use projects and societal progressions we have determined the items which need to be addressed in all the mixed-use zones are as follows:

Issues to Address in Zoning Code

1. Commercial space
 - a. Formula for requiring commercial space should potentially consider a relationship with density as well as location on primary streets
 - b. Live-work units are not currently addressed
 - c. Clearly defining allowances in relation to commercial space requirements for leasing office or property management space when development will include rental units
 - d. Defining that residential amenity space will not be considered in the calculation of commercial space requirements
 - e. Allowing for adaptive reuse of existing commercial buildings which would require flexibility with some regulations, such as setbacks
2. Curb and access management
 - a. Curbside deliveries, take out, pick up
 - b. Ride share service access
 - c. Microtransit
3. Density
 - a. Allowances may be too high for some areas (TOD zoning is unlimited height and density)
 - b. Density calculation method in the Mixed-Use zone in relation to distance from transit or access to transit challenged in practicality of implementation
4. Neighborhood buffering
 - a. Height of buildings
 - b. Context sensitive development
5. Open space requirements
6. Parking
 - a. Ratios are perceived as inadequate
 - b. Parking reduction mechanisms may be premature
 - c. Parking requirements are not increased on an inverse gradient based on distance from transit
 - d. Connectivity of parking garages to residential buildings
 - e. Size of parking in attached garages
7. Utility capacity
 - a. Sewer capacity east of State Street is limited
 - b. Implementation of an adequate public facilities standard, review and evaluation and process (this will need to be led by Public Works)
8. Traffic congestion

- a. The City should consider implementing a street impact fee to assist in paying for impacts to traffic and required mitigation efforts

When looking at the concerns the City identified in the TLUR and further assessment of the issues, we can easily define two separate categories of concerns. The first category involves areas of the City which are currently zoned Commercial Development and have recently come to the City Council for a rezone request. These sites have failing or evolving needs to keep the commercial elements viable. Retail and commercial has most recently been proven to be continuously successful where densification is allowed. Because of this, developers are bringing these areas to the City and asking for a rezone to mixed use zones.

The second category are areas of the City which are currently zoned Mixed Use and are not asking for changes to the zoning designations.

Commercial Development Zones

Our Commercial zones do not currently allow for residential uses. Staff proposes we amend the C-D zone to include an option for an overlay that allows for residential uses to be added to the site. The ordinance would be constructed so that the overlay is activated by a development agreement approved by the City Council. The development agreement would define project parameters such as density, parking, commercial space requirements, phasing, etc. and would be based on a range of options allowed in the overlay. Staff would work with the developer to bring a negotiated development agreement to the City Council for approval. The City Council would feel comfortable activating the overlay because the development agreement would be project specific and would define the parameters of the project. In short, this development agreement would ensure the project promised by the developer would be the project which is delivered.

Mixed Use Zones

To solve concerns of some property owner's belief of zoning entitlement, some of the issues in the Mixed-Use zone may need to be resolved individually with negotiated agreements between the City and property owner. Other issues in the Mixed-Use zone can be resolved by relying on data driven decisions for recommended text amendments.

The largest area of the city which is currently zoned M-U is bifurcated by the I-15. There may be some practicality of splitting the M-U zone and denoting densities based on being either on the east or west side of the I-15, i.e. the creation of a Mixed-Use East and a Mixed-Use West zoning designation.

Staff concerns about the properties which are zoned Mixed-Use have primarily come from Public Works and relate to density, traffic and parking spillover onto public streets. Reliance on valid data will be key to garnering support for proposed changes to these topics.

Desired Outcomes

While we must protect existing utility services and avoid overdeveloping resources, the City must also adapt to societal advances unless we want to risk continuous loss of commercial areas, their viability and a decrease in tax revenues. The City needs to create zoning code which adequately supports development but doesn't overregulate to a point where failed commercial spaces stand empty for long periods of time leading to visual blight, degradation of property, issues with crime and decreased property values. Further, we need to create zoning code which the City Council can support and feel

comfortable implementing. The ideal solution and proper balance to all the issues outlined in this memo will be difficult to achieve and all stakeholders must be willing to accept compromise.

Timeline

When contemplating competing needs, it will be critical to balance regulations with the need to allow properties to develop and to avoid creating regulations which are overly restrictive and would either preclude development to take place or would drive existing commercial into a state of unsustainability.

We believe that all the mixed-use zones, T-O-D, M-U and MCCD as well as the C-D zone need revision.

Without any flexibility to the process, the proposed drop-dead timeline is:

February 3 – Moratorium Begins

March – Vetting of zoning concepts

April – Drafting and refining of zoning text amendments

April 30 – Final draft of zones out for review

May 17 – Final draft of zones distributed for Planning Review Committee meeting

May 28 – Planning Commission packet due

June 3 – Planning Commission public hearing

June 22 – CAF due for July 6 COW

July 6 – City Council Committee of the Whole OR CAF due for July 20 COW

July 20 – City Council public hearing

August 1 – Moratorium Ends

If no zoning changes are approved prior to August 1, the zoning codes which were in place prior to the TLUR will be effective and staff will need to accept applications for all the zones based on those regulations.

If you have any questions or concerns about the TLUR and CED's intended approach to amending the zoning code, please let me know.

Cc: Doug Hill, CAO
 Jennifer Heaps, Chief Communications Officer
 Jared Hall, Planning Division Manager
 G.L. Critchfield, City Attorney
 Danny Astill, Public Works Director
 Trae Stokes, City Engineer