

UNAPPROVED MINUTES
PLANNING COMMISSION

December 16, 2015

A regular meeting of the Planning Commission of the City of Salem, Virginia, was held in Council Chambers, City Hall, 114 North Broad Street, at 7:00 p.m., on December 16, 2015, there being present all the members of said Commission, to wit: Vicki G. Daulton, Bruce N. Thomasson, Jimmy W. Robertson, Samuel R. Carter, III, and Denise P. King with Vicki G. Daulton, Chair, presiding; together with James E. Taliaferro, II, Assistant City Manager and Executive Secretary, ex officio member of said Commission; Melinda J. Payne, Director of Planning and Development; Charles E. Van Allman, Jr., City Engineer; Benjamin W. Tripp, Planner; Judy L. Hough, Planner; Mary Ellen Wines, Zoning Administrator; and William C. Maxwell, Assistant City Attorney; and the following business was transacted:

The October 14, 2015, regular meeting minutes were approved as written.

In re: Hold public hearing to consider adopting resolution of recommendation regarding the Downtown Plan and for amending "The Comprehensive Plan for the City of Salem" to reflect the addition of the Downtown Plan

The Executive Secretary reported that this date and time had been set to hold a public hearing to consider adopting a resolution of recommendation regarding the Downtown Plan and for amending "The Comprehensive Plan for the City of Salem" to reflect the addition of the Downtown Plan; and

WHEREAS, the Executive Secretary further reported that notice of such hearing had been published in the November 26, and December 3, 2015, issues of the Salem Times Register; and

WHEREAS, staff noted the following: the final draft of The Downtown Plan had been submitted to the Planning Commission and also a resolution of recommendation; with the adoption of the resolution, the Commission will be voting to amend "The Comprehensive Plan for the City of Salem" to reflect the addition of the Downtown Plan; and

WHEREAS, Ben Tripp, Planner, appeared before the Commission explaining the process for the Downtown Plan; he noted the document is a road map for the future of Downtown Salem; the process to create it began about a year ago, and from the beginning we set out to use a modern comprehensive approach to economic development, one that would be

successful because of its collaboration, and decisive in its intent; last fall, Salem City Council appointed a group of citizens, business owners to an Advisory Committee; using surveys and stakeholder meetings, staff undertook a community visioning process to determine what kind of downtown residents wanted to have, and the response was overwhelming; he further noted he was sure none of the Commission would be surprised that Salem residents really care about their downtown; staff received 1,152 unique responses to one of the surveys, which was mailed to every single utility billing address in Salem; overall staff reviewed 3,400 individual comments about downtown, the most of any plan the city has ever done; staff sorted and cataloged these comments, and aggregated them into ten broad themes of consensus, which make up the body of the plan; each theme has goals and strategies about how to accomplish it; below is a list of the themes and a brief overview of a few of the strategies they contain:

1. Events – We must get more people downtown. We need more and different types of events than we have now. We also have to work with new partners, like the Salem Library, businesses, churches, and Roanoke College.
2. Businesses – We have created a Façade Grant incentive program, and will take advantage of historic tax credits. We will work to limit the negative side effects of non-profits and government facilities on the critical mass of businesses necessary to have a successful downtown. We'll have areas for outdoor dining that will be provided for restaurants. This will provide desired experiences for patrons and increases sales for business. We will take the information we learned from the surveys and make that available to businesses, so that entrepreneurship can fill the demand for the products people have told us they want.
3. History – Downtown is where Salem began. We will preserve the past and build its storied nature. We will make the streetscape look more historic by replacing the sidewalks with brick, by adding historic style streetlights and traffic signals, and reintroducing quirky little bits of character from downtowns past. We will encourage the use of historic tax credits, and amplify them through the façade grant program.
4. Parking – How many parking spaces would you guess are in Downtown Salem? (WAIT) 2,019. And would you believe that parking is typically about 50% used? That doesn't mean that there aren't areas that are heavily used though. What it means is there is an opportunity to use that extra capacity to make parking in downtown work smarter. We can increase the amount of parking and better manage it. We can have special parking for tourists, and improve the look of parking lots from the street.

5. Character – We'll create a "Salem" character. Look on the front of your copy of the plan. That's it. You see bump outs in the sidewalk for outdoor dining, and areas of congregation. You see a livable, pedestrian friendly downtown. Areas of downtown will be overhung by distinctive placemaking lighting, unlike anything else in our region, which will define the district, and create something special "under the lights".
6. Downtown Living – Residential options are key to the success of any downtown, and ours is no exception. We have to have better quality units downtown and have better connections to the surrounding neighborhoods. We also have to make sure that the required services, such as municipal wifi, are in place downtown to cater to the needs of residents.
7. Appearance & Placemaking – Improve the turn movements at lights on Main Street. Improve property maintenance. Expand the footprint of downtown. Improve Boulevard between College and Market in order to make the area more attractive to business and a better entrance to downtown.
8. Landscaping – We will create a "landscaping" requirement for downtown, which will require plants on the sidewalk, flags, or other low-cost, colorful and character-producing elements. We will increase the tree canopy coverage and use trees to help create a sense of place, and a healthier environment.
9. Youth & College Students – We will work with Roanoke College, the Salem Public Library, and businesses to create more nightlife downtown. We will add family oriented events in Younger Park. We will create the kind of downtown that will appeal to the millennial generation.
10. Tourism – Last is tourism. Salem enjoys so many advantages in this area, from our beautiful natural scenery, to the Stagg Bowl. But we have to work to make these advantages benefit our downtown. We have to add signage to the interstate, hold "fan zones" downtown for sporting tournaments, and make sure our downtown fills a certain niche in the region.

In conclusion, Downtown is the heart of Salem; it represents our identity, not just to our citizens, but also our identity in the region; by working together we can build on the idea of what Salem means; we can use downtown to propel our identity into the future; what we must do is commit ourselves to building the kind of downtown that our community, Salem, deserves;

and he stated he would be happy to answer any questions the Commission might have; and

WHEREAS, Vice Chair Thomasson noted he assumed the implementation phase is underway and will consistently improve the downtown area as we get grant money to do this; Mr. Tripp noted that this is correct; he noted that there are a number of things which have already begun in the implementation phase and City Council has wisely set aside some money for high priority projects; but what he hopes will happen is that the idea of supporting downtown and focusing on downtown will become embedded in our community and in the way we operate; and

WHEREAS, Chair Daulton asked if he could put a price tag on what the entire project would cost, what would he estimate; Mr. Tripp noted that he was not sure he could give her an estimate; he believes that there are probably between one and two million dollars of things outlined in the plan, and obviously this will be spread over a very long time frame; he noted the items in Phase 3 are probably beyond 10 years, and the things that are newer are much closer; he further noted that there is a whole host of items that could be done now with a zero cost; these items just involve a change in the way we do something; for instance, we have movies in the park at Longwood, and it is a great event; but what if this event was held in front of the library; it does not cost anything to do, but it changes the focus and it changes the kind of event; he believes there are other things we do as a community, like the new Salem ½ marathon coming up, which will help work with the Downtown Plan as well but they are not counted in the cost; in terms of the streetscape, which is probably the big ticket item and is not included in the figure he gave, he thinks we will need to do the engineering to determine the cost, but we have submitted for 1.5 million dollars in grants from VDOT and those grants have about a 20% local match; so the cost to the City will be 20% and the state will pay 80%; Chair Daulton asked if he is guessing the entire project should take 10 to 15 years from start to finish; he noted in terms of doing everything in the plan and checking off the items, it might not be quite that long but it will take time to see the changes that we want to see; he further noted that some of the items are very long term strategies like the parking garage; and

WHEREAS, Commissioner King noted that she likes the idea of the drawing where we have set out sections that are to be done so that we are not running in different directions but focusing on an area; she referred to the change in the Olde Salem Christmas this year to the Library so it focused people to one area; she received several comments from people with small children who said it was walkable now that it had been moved; Mr. Tripp noted that this is a great example of the kind of thought change that can happen, and it did not cost anything to do it differently; he noted it was a great event with a fire pit in front of the library, shops were

open, music, etc.; and

WHEREAS, Vice Chair Thomasson noted that assuming Mr. Tripp is going to be the integral part of implementing the plan, and succession planning is very important for someone to pick up the baton after he is done; Mr. Tripp noted that he thought the Vice Chair was overstating his involvement because there were a lot of people who worked on the plan; Vice Chair noted that this was correct – there had been a lot of people involved; Mr. Tripp noted that he wrote the plan, and he mentioned the steering committee and the advisory committee who had been involved; he noted that this has been a community process and was community driven; and

WHEREAS, Melinda Payne noted that one of the advisory committee members was present and she invited him to share a brief perspective; and

WHEREAS, Russ West, Downtown Plan Advisory Committee member, appeared before the Commission; he noted that he was very excited when the City reached out to him and asked him to be a part of the project; he further noted that he has done this a couple times in a land far, far away from Salem, and it is an exciting project; one thing he wanted to touch on is that we have all kinds of ideas here in the plan but it is fluid; we are going to move the plan around, there will be things added and things subtracted because there has to be – time, money, personnel, and engineering will all dictate a lot of what is going to happen here; but he wants to stress the fact that this is the downtown or the core of a 25,000 people community, and if we do not have a good, solid vibrant core, then we do not have the ability to go anywhere else within the community; he can guarantee with the success of this in 10 to 15 years that someone will be standing at this microphone and talking to 5 people sitting in the same chairs about the east end, West Main Street, Apperson Drive, or the district around the hospital; those other areas will want to know when it is their turn, and it will happen because the community will grow and thrive; he noted that this was the easy part putting the plan together, and come next year, that is when the hard work starts; and

WHEREAS, Ms. Payne noted that she also wanted to thank Chair Daulton for serving as the liaison for the Planning Commission and for her support and the role that she played in it; she further noted it was a lot of work and we are going to make it happen so she wanted to give accolades to everyone for the role they played in getting us to this point; and

WHEREAS, Commission Member Robertson noted there were a lot of people who worked on the plan and it was a job well done; the thing that he really appreciates is that the

plan covers how the work will be distributed for the future; Mr. Tripp noted that staff did not want to create a plan that would sit on the shelf; and

WHEREAS, Barbara Bell of 352 North Broad Street appeared before the Commission; she noted that they have a neighborhood association, which is very active, and it is their hope to make North Broad Street a National Historic District; so she is here to let the Commission and staff know she is interested in what is going on with the Downtown Plan, etc.; she is hoping once Mike Pulice with the Virginia Department of Historic Resources gets everything pulled together and they get all of their houses evaluated that it might be a good time for them to come before the City and get some financial help and approval for this designation; they believe that having a historic district adjacent to the downtown district might be a nice thing to consider; and she thanked the Planning Commission for their time; and

WHEREAS, Commissioner King noted the area would be within walking distance of the downtown area so she thought it would be wonderful; and

WHEREAS, no other person(s) appeared related to said request; and

ON MOTION MADE BY COMMISSIONER KING, SECONDED BY COMMISSIONER ROBERTSON, AND DULY CARRIED, the request to consider adopting a Resolution of Recommendation regarding the Downtown Plan and for amending “The Comprehensive Plan for the City of Salem” to reflect the addition of the Downtown Plan be approved as presented – the roll call vote: all aye.

In re: Hold public hearing to consider enacting and amending Chapter 106, Article II District Regulations, Sections 106-210.2(A)(5), 106-210.3(B)(1), 106-212.2 (B)(5), 106-212.3(B)(1), 106-218.2(B)(6), 106-218.3(C)(1), 106-218.3(C)(2), 106-220.2(B)(6), and 106-220.3(C)(1), 106-220.3(C)(2), Article III Use and Design Standards, Sections 106-310.19, 106-312.3, Article IV Development Standards, Sections 106-404.17(E) and 106-404.17(F), Article VI Definitions and Use Types, Sections 106-602.9, and 106-602.11, pertaining to breweries and microbreweries, site development regulations, and definitions

The Executive Secretary reported that this date and time had been set to hold a public hearing to consider enacting and amending Chapter 106, Article II District Regulations, Sections 106-210.2(A)(5), 106-210.3(B)(1), 106-212.2 (B)(5), 106-212.3(B)(1), 106-218.2(B)(6), 106-218.3(C)(1), 106-218.3(C)(2), 106-220.2(B)(6), and 106-220.3(C)(1), 106-220.3(C)(2), Article III

Use and Design Standards, Sections 106-310.19, 106-312.3, Article IV Development Standards, Sections 106-404.17(E) and 106-404.17(F), Article VI Definitions and Use Types, Sections 106-602.9, and 106-602.11, pertaining to breweries and microbreweries, site development regulations, and definitions; and

WHEREAS, the Executive Secretary further reported that notice of such hearing had been published in the November 26, and December 3, 2015, issues of the Salem Times Register; and

WHEREAS, staff noted the following: this request is to enact and amend Chapter 106, Article II District Regulations, Sections 106-210.2(A)(5), 106-210.3(B)(1), 106-212.2 (B)(5), 106-212.3(B)(1), 106-218.2(B)(6), 106-218.3(C)(1), 106-218.3(C)(2), 106-220.2(B)(6), and 106-220.3(C)(1), 106-220.3(C)(2), Article III Use and Design Standards, Sections 106-310.19, 106-312.3, Article IV Development Standards, Sections 106-404.17(E) and 106-404.17(F), Article VI Definitions and Use Types, Sections 106-602.9, and 106-602.11, pertaining to breweries and microbreweries, site development regulations, and definitions; and

WHEREAS, Mary Ellen Wines, Zoning Administrator, appeared before the Commission explaining the proposed zoning ordinance amendments; staff over the past few years gathered several housekeeping changes that needed to be made and before the Commission tonight are part of the changes; she noted that included in the changes are the addition of a couple of definitions and uses, one of those is the microbrewery to be added to the Downtown Business District and the Transitional Business District; with the popularity of breweries now, staff believes it is very appropriate to include this use in these districts before we have someone show interest in these areas; also from a couple of years ago when Parkway Brewery located in the City, we did not have a use in the ordinance for brewery so this has been added to the industrial districts permitted uses as well, and a definition for breweries has been added to the definitions; in addition, a definition has been added for athletic instruction services which was inadvertently left out of the approval process a few years ago; further, there are some changes related to maximum height of structures and front setback which staff feels is more appropriate than the existing regulations; and

WHEREAS, no other person(s) were present related to said request;

ON MOTION MADE BY VICE CHAIR THOMASSON, SECONDED BY COMMISSIONER CARTER, AND DULY CARRIED, the Planning Commission of the City of Salem doth recommend to the Council of the City of Salem that Chapter 106, Article II District Regulations, Sections 106-

210.2(A)(5), 106-210.3(B)(1), 106-212.2 (B)(5), 106-212.3(B)(1), 106-218.2(B)(6), 106-218.3(C)(1), 106-218.3(C)(2), 106-220.2(B)(6), and 106-220.3(C)(1), 106-220.3(C)(2), Article III Use and Design Standards, Sections 106-310.19, 106-312.3, Article IV Development Standards, Sections 106-404.17(E) and 106-404.17(F), Article VI Definitions and Use Types, Sections 106-602.9, and 106-602.11, pertaining to breweries and microbreweries, site development regulations, and definitions be amended as follows:

ARTICLE II DISTRICT REGULATIONS

SECTION 106-210. DBD – Downtown Business District

Sec. 106-210.2. - Permitted uses.

(A) The following uses are permitted by right in the DBD Downtown Business District, subject to all other applicable requirements contained in this chapter. An asterisk (*) indicates that the use is subject to additional, modified or more stringent standards as listed in Article III, Use and Design Standards

5. *Commercial Use Types*
 - Antique Shops
 - Automobile Parts/Supply, Retail
 - Business or Trade School
 - Business Support Services
 - Commercial Indoor Entertainment
 - Communication Services
 - Consumer Repair Services
 - Convenience Store
 - Day Care Center *
 - Funeral Services
 - Homestay Inn *
 - Hotel/Motel/Motor Lodge
 - Microbrewery*
 - Pawn Shop
 - Personal Improvement Services
 - Personal Services
 - Restaurant
 - Retail Sales
 - Studio, Fine Arts
 - Veterinary Hospital/Clinic

Sec. 106-210.3. - Site development regulations.

The following are general development standards for the DBD Downtown Business District. For additional, modified or more stringent standards see Article III, Use and Design Standards.

- (B) *Minimum and Maximum Setback Requirements.*
1. Principal Structure:
*Front Yard: ~~No Minimum; Maximum of 20 feet.~~ **Zero; Exception: Maximum of 20 feet if for outdoor patio-style dining. Front yard shall only be used for patio-style outdoor dining.** No front yard shall be used for any parking area or otherwise designed or devoted to any vehicle use.*

SECTION 106-212. TBD – Transitional Business District

Sec. 106-212.2. - Permitted uses.

(B) The following uses are permitted by special exception in the TBD Transitional Business District, subject to all other applicable requirements contained in this chapter. An asterisk (*) indicates that the use is subject to additional, modified or more stringent standards as listed in Article III, Use and Design Standards

5. *Commercial Use Types*
 - Assembly Hall
 - Commercial Indoor Amusement
 - Hospital
 - Microbrewery***

Sec. 106-212.3. - Site development regulations.

The following are general development standards for the TBD Transitional Business District. For additional, modified or more stringent standards see Article III, Use and Design Standards.

- (B) *Minimum and Maximum Setback Requirements.*
1. Principal Structure:
*Front Yard: ~~No Minimum~~ **Zero; Exception: Maximum of 20 feet if for outdoor patio-style dining. Front yard shall only be used for patio-style dining. No front yard shall be used for any parking area or otherwise designed or devoted to any vehicle use.***

SECTION 106-218. LM – Light Manufacturing District

Sec. 106-218.2. - Permitted uses.

(B) The following uses are permitted by special exception in the LM Light Manufacturing District, subject to all other applicable requirements contained in this chapter. An asterisk (*) indicates that the use is subject to additional, modified or more stringent standards as listed in Article III, Use and Design Standards.

6. *Industrial Use Types*
 - Asphalt Plant *

Brewery*

Industry Type II
 Landfill, Construction Debris
 Landfill, Rubble
 Landfill, Sanitary
 Meat Packing and Related Industries
 Railroad Facilities
 Resource Extraction
 Scrap and Salvage Services

Sec. 106-218.3. - Site development regulations.

The following are general development standards for the LM Light Manufacturing District. For additional, modified or more stringent standards see Article III, Use and Design Standards.

(C) *Maximum Height of Structures.*

1. Principal Structures: 45 **70** feet
2. Accessory Structures: **70 feet**. ~~The height of any accessory structure shall not exceed the height of the principal structure on the lot.~~

SECTION 106-220. HM – Heavy Manufacturing District

Sec. 106-220.2. - Permitted uses.

(B) The following uses are permitted by special exception in the HM Heavy Manufacturing District, subject to all other applicable requirements contained in this chapter. An asterisk (*) indicates that the use is subject to additional, modified or more stringent standards as listed in Article III, Use and Design Standards.

6. *Industrial Use Types***Brewery***

Industry Type III
 Landfill, Construction Debris
 Landfill, Rubble
 Landfill, Sanitary
 Resource Extraction
 Scrap and Salvage Services

Sec. 106-220.3. - Site development regulations.

The following are general development standards for the HM Heavy Manufacturing District. For additional, modified or more stringent standards see Article III, Use and Design Standards.

(C) *Maximum Height of Structures.*

1. Principal Structures: 45 **75** feet

2. Accessory Structures: ~~The height of any accessory structure shall not exceed the height of the principal structure on the lot.~~ **75 feet**

ARTICLE III USE AND DESIGN STANDARDS

SECTION 106-310. Commercial uses.

Sec. 106-310.19. - Microbreweries.

(A) General standards:

1. Such establishments shall include a tasting area, and may include restaurant, retail, and live entertainment uses.
2. First floor frontage shall have at least 50% transparency from the street, and shall be primarily occupied by non-industrial uses.

SECTION 106-312. Industrial uses.

Sec. 106-312.3. - Breweries.

(A) General standards:

1. Such establishments may also include restaurants, tasting rooms, and retail related to the beverage being produced.

ARTICLE IV DEVELOPMENT STANDARDS

SECTION 106-404. Off-street parking requirements.

Sec. 106-404.17. - Minimum parking required.

(E) *Commercial Use Types*

Microbrewery

Schedule B

(F) *Industrial Use Types*

Brewery

Schedule B

ARTICLE VI DEFINITIONS AND USE TYPES

SECTION 106-602. Use types.

Sec. 106-602.9. - Commercial use types.

[The following words, terms and phrases, when used in this chapter, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:]

Athletic Instruction Services. Establishments primarily engaged in providing indoor instruction and training in athletic sports that require high ceiling heights for the activity. Typical uses include gymnastics academies, baseball and softball training centers, tennis centers and golf centers.

Microbrewery. An establishment engaged in the production of beer with a significant commercial component.

Sec. 106-602.11. - Industrial use types.

[The following words, terms and phrases, when used in this chapter, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:]

Brewery. An establishment primarily engaged in the production of beer for distribution.

-- the roll call vote: all aye.

There being no further business to come before the Commission, the same on motion adjourned at 7:27 p.m.

Executive Secretary

Chair