

**MINUTES OF LAYTON CITY  
COUNCIL JOINT PLANNING  
COMMISSION WORK MEETING**

**JULY 17, 2014; 5:31 P.M.**

**MAYOR AND COUNCILMEMBERS  
PRESENT:**

**MAYOR BOB STEVENSON, JOYCE BROWN,  
TOM DAY, JORY FRANCIS, SCOTT FREITAG  
AND JOY PETRO**

**PLANNING COMMISSION MEMBERS  
PRESENT:**

**DAWN FITZPATRICK, DAVE WEAVER, GERALD  
GILBERT, BRETT NILSSON, BRIAN BODILY  
AND LT WEESE**

**STAFF PRESENT:**

**ALEX JENSEN, GARY CRANE, BILL WRIGHT,  
PETER MATSON, TERRY COBURN, TYSON  
WILLIS, BRANDON RYPIEN, DAVE PRICE,  
JAMES “WOODY” WOODRUFF AND THIEDA  
WELLMAN**

**The meeting was held in the Council Conference Room of the Layton City Center.**

Mayor Stevenson opened the meeting and turned the time over to Staff.

**AGENDA:**

**UPDATE ON MASTER TRANSPORTATION PLAN**

Woody Woodruff, City Engineer, turned the time over to Steven Lord with Horrocks Engineering.

Mr. Lord said Horrocks Engineering had been tasked with updating the City’s Master Transportation Plan. He gave a brief recap of things discussed in the previous meeting. Mr. Lord said they were moving forward toward a public meeting on August 6th. He said they wanted to get some consensus from the group on the materials that would be presented at the August 6th meeting.

Mr. Lord displayed a map of the current roadways; existing levels of service excluding intersection delay; and a map with levels of service if no additional roads were built or improvements made to existing roads. Mr. Lord displayed a 2040 levels of service map according to the improvements they were suggesting through the study, and a map with proposed intersection improvements through 2040.

There was discussion about the proposed overpass near Kohl’s.

Mr. Lord said at the last meeting, the Mayor brought up the issue on 2200 West. He said they had 2200 West planned for three lanes in the future and they anticipated that it would carry 10,000 to 12,000 cars per day. Mr. Lord said the concern was that as the West Davis Corridor was built, and the connection made at 2700 West, traffic on 2200 West would increase to the point that three lanes would not accommodate the increased traffic in the future. Mr. Lord said the anticipated 2040 numbers were already pushing the capacity of a three lane road. He said the Mayor requested that they look at this again to see if the recommendation should be five lanes on 2200 West.

Mr. Lord displayed a map with a five lane cross section on 2200 West. He indicated that they reviewed the impacts of taking 2200 West to five lanes. Mr. Lord said UDOT’s desire was to keep the interchange at 2700 West, and they felt that as traffic came off of the 2700 West interchange there were two options;

either Layton Parkway and north on 2200 West or they could continue up 2700 West to Hill Field Road and then north on 2200 West. He said they felt that traffic could be forced a little bit; if it was decided to make 2700 West five lanes then that would be the one that would attract the traffic, and 2200 West could stay a three lane road. Mr. Lord said as there was less development on 2700 West the decision was made with Staff that that seemed like the best alternative.

Mayor Stevenson said Mr. Lord stated that the decision was made with whom.

Mr. Lord said it was discussed with the Engineering Staff and the Steering Committee.

Mayor Stevenson said one thing that always had to be remembered was that Staff didn't make the final decision; the Council made the final decision. He said as this was considered, the Council had to look at the alternatives if it was widened all the way up. Mayor Stevenson said there were a number of people on the Council that had that same concern. He said he just wanted to clarify that point.

Mr. Lord said absolutely; that was why they were here. He said based on those discussions, the information was being presented to the Council for review and a determination.

Mayor Stevenson said the Council just wanted to understand what the best thing to do would be. He said he still contended that because Hill Field Road was shut down going into Syracuse, it changed the entire ballgame. Mayor Stevenson said he believed that if the intersection of 2200 West and Hill Field Road became a commercial area, it would impact the direction things would go. He said this very well could be the right way to go, but it had to be discussed.

Mr. Lord said after the discussion, they got to the point that a decision had to be made of making 2200 West three lanes or five lanes. He said there needed to be a consensus prior to presenting the information to the public; the meeting was tentatively scheduled for August 6th. Mr. Lord said everything would be open to change based on public feedback. He said he wanted to go over the different alternatives for cross sections on 2200 West.

Councilmember Day asked what the process would be.

Mr. Lord said they would take something the Council supported to the public on August 6th, where public comment would be taken. He said input would be compiled and given to the Council to make any adjustments they wanted. Mr. Lord said invitations would be sent out to every residence in the City inviting them to the public meeting and comments by email would be taken. He said there would be an extensive outreach.

Mr. Lord said there were a couple of decisions for the Council to make. Were they comfortable with 2700 West being the arterial street and 2200 West being a collector street? He said that could be switched and would probably be a decision based on policy rather than science. Mr. Lord said whichever one was determined to be five lanes would get the most traffic. He said based on the models, both would work; it was simply a decision that needed to be made. Mr. Lord said the next decision was what to do with 2200 West between Hill Field Road and Antelope Drive.

Mr. Lord displayed conceptual cross sections of 2200 West, north of Hill Field Road. He indicated that the current cross section was 66 feet, which would accommodate 3 lanes. Mr. Lord said if traffic increased through 2040, it would struggle to keep working. He said 5 lanes would be 100 feet wide with 2 lanes in each direction, and a center turning lane. Mr. Lord displayed a map of the homes that would have to be taken if the road went to 100 feet. He discussed taking homes on the east side only and widening the road to the east as opposed to widening the street from the center line and taking homes on both sides. Mr. Lord said there would be less impact by keeping the widening to the east, but it would be more expensive.

Mayor Stevenson asked if the shoulders were eliminated could homes not be impacted; maybe there could be sidewalk on only one side, without a bike lane, and accomplish five lanes with less impact.

Mr. Lord said that could be done, but with the 40-foot setback for a front yard, it would still impact the homes that front onto 2200 West.

Mayor Stevenson asked if adjustments could be made so that houses wouldn't have to be taken.

Mr. Lord said some homes could be saved, but most would not be saved. He said with a 40-foot setback most of the homes would be taken.

Councilmember Brown said she remembered when Antelope Drive was widened and her parents' home was saved. She said it would have been better to take the home; it was very hard to get out of the driveway; the home was much noisier; it was harder to sell; and there was not good quality of life.

Mr. Lord said that had been his experience.

Commissioner Nilsson asked about the impact on Clearfield and what they would have to do.

Mr. Lord said it would impact Clearfield; they would need to do something. He said once the Council was comfortable with a plan it would be presented to Clearfield.

John Dorny with Horrocks Engineering said if the City agreed to change the 40-foot setback requirements, and the residents agreed, some of the homes could likely be saved.

Mayor Stevenson asked how far in the future this would need to happen.

Mr. Lord said 20 years; according to projections the City would be pushing the limit of a 3 lane road in 2040, but it may be way over capacity by 2050. He said he was confident that at some point this would need to be a 5 lane cross section. Mr. Lord said maybe the City could hold to 3 lanes and preserve the corridor into the future as development came in. He said the City certainly didn't need to start buying these houses today.

Mayor Stevenson asked Woody, in his opinion, if it would be best to figure that right of way out now.

Woody said he thought that it would be good to preserve the right of way, but not worry about taking additional developed property now. He said this was just a projection; it could be watched and evaluated. Woody said the Master Plan should be updated every 3 to 5 years and the City could continue to monitor this and update the projections.

Mr. Lord said having a corridor preservation plan would be a good idea. He asked the Council how they wanted this to be presented to the public on August 6th.

Councilmember Brown asked Mr. Lord if they wanted it presented as a 3 lane road or 5 lane road.

Mr. Lord said he thought there were three options: 1) present it as a 3 lane road, which was essentially what it currently was, which would require no right of way purchases or substantial impacts; 2) show it as a 5 lane section, which was extremely impactful and would cause some people to be very upset; or 3) show it as a 3 lane section, but designate it as a corridor preservation area, which would mean that undeveloped property along the road would be reserved for right of way. He said this would inform people that the City was not anticipating building the road to a 5 lane cross section in the foreseeable future, but the right of way was being preserved in undeveloped areas so that if 5 lanes were needed it would be available. Mr. Lord said that would cause some people to be upset, but not as many.

Councilmember Brown said if the third option was presented with preserving the right of way, in five years from now when the Master Transportation Plan was reviewed again, and they determined at that point that it needed to be five lanes, it could be dealt with then.

Mr. Dorny said there were corridor preservation funds that could be used for that if there was a willing buyer and a willing seller that could be applied for. He said one city they worked with received 3.5 million dollars to purchase property.

Woody said for that to be applicable, this would need to be designated as a five lane arterial on the General Plan and the Wasatch Front Regional Plan.

Mr. Lord said the funds would only be used to purchase someone's home; the City could preserve the corridor on undeveloped land through the development process.

Commissioner Gilbert asked if the next West Davis Corridor interchange to the north was in Syracuse.

Mr. Lord identified the proposed interchange on a map, which was in Syracuse. He indicated that there would be two interchanges in Syracuse.

Commissioner Gilbert asked if that would help alleviate some of the issues with having a 3 lane or 5 lane road by keeping people on the West Davis Corridor a little farther north and west to access Syracuse.

Mr. Lord said the regional model they used for their analysis ran all the way from North Ogden to Payson. He said that interchange was included in the model and was taken into consideration.

Gary Crane, City Attorney, said very often the impact could be diminished by changing a city's ordinance. He said this would be a good time to look at the City's ordinance and determine if the City really needed 40-foot setbacks on arterial streets.

Mayor Stevenson asked how close the numbers were on Gentile Street; would Gentile Street have the same problems as 2200 West.

Mr. Lord said no; the corridor would take a lot of traffic off of Gentile Street.

Woody said the numbers on Gentile Street dropped substantially with the West Davis Corridor.

Mr. Lord said there was more traffic on Gentile Street than there would be when the West Davis Corridor was built.

Mayor Stevenson asked what would happen if the West Davis Corridor didn't go through.

Mr. Lord said all of the streets would be under capacity.

Mr. Lord said links to the maps would be forwarded to the Council.

Mayor Stevenson said if the Council was not yet comfortable with this, could the public hearing be put off until September.

Mr. Lord said that date was driven by the Council.

Councilmember Brown said on August 6th there would be a Bill Cosby show in the amphitheater; parking would be horrible.

Discussion suggested postponing the public hearing to a later date to allow the Council time to obtain additional information on 2200 West.

**ADOPT AGREEMENT WITH ZIONS FIRST NATIONAL BANK – CONSULTING SERVICES TO PREPARE A PARKS, TRAILS AND RECREATION IMPACT FEE ANALYSIS – RESOLUTION 14-55**

Dave Price, Parks and Recreation Director, said Resolution 14-55 was an agreement for consulting services with Zions First National Bank for preparing a parks, trails and recreation impact fee analysis. Dave said along with the analysis they would prepare an Impact Fees Facilities Plan, which would prioritize future projects. He said it had been 10 years since the Plan had been updated. Dave said Zions Bank had an outstanding record with impact fee analyses.

Councilmember Freitag asked if the Plan would be for new parks space or would it include upgrades to existing parks.

Dave said it did not address changes to existing parks, it looked at maintaining the current level of service into the future with new growth.

Gary Crane said it could be for anything that would accommodate new growth. He said the purpose of a Capital Facilities Plan was to determine an impact fee that would allow for park development into the future.

Councilmember Freitag asked if it was only tied to new parks; you couldn't consider changes to existing parks.

Gary said not unless it could be tied to new growth. He said for example, if the City had a level of service of so many ball fields per population, and there was a park that was not divided into ball fields yet, and by dividing that park into ball fields it would provide additional capacity for new citizens, then the funds could be used to develop the new ball fields.

Councilmember Freitag said if the City wanted to add new ball fields to Ellison Park, the funds could be used to do that.

Gary said yes; that was exactly what impact fees were for. As part of the analysis Zions Bank would complete, they would update that information and look at level of service into the future with anticipated new growth.

Dave said new facilities could be built in existing parks.

Councilmember Petro asked if parks that had already been identified would come into play with this.

Dave said yes; they would be included in the Facilities Plan.

Gary said sometimes when parks were built, they were oversized in anticipation of growth. He said in that situation, impact fees could be used to reimburse money already spent for over sizing. Gary said there were many things considered and analyzed in the study.

Councilmember Freitag asked if this was something that was sent out in an RFP.

Dave said the City chose to have Zions Bank do the study.

Gary said this was considered professional services and the City could choose the very best consultant without going through a bidding process. He said Zions Bank was probably the best there was at this.

**AGREEMENTS AND DEEDS FOR ACQUISITION OF PROPERTY NECESSARY FOR THE CONSTRUCTION OF A ROUNDABOUT AT THE INTERSECTION OF CHURCH STREET AND ANTELOPE DRIVE AND THE INSTALLATION OF IMPROVEMENTS ALONG CHURCH STREET – RESOLUTION 14-56**

Tyson Willis, Assistant City Attorney, displayed a map of the intersection of Church Street and Antelope Drive. He said a roundabout would be installed, as well as some curb, gutter and sidewalk along the west side of Church Street as part of the Antelope Drive connection to Highway 89. Tyson said the City needed to acquire some property to accommodate the roundabout. He said some property would be purchased and some property would be donated for the improvements.

Councilmember Freitag asked if some median facilities would be put in on each of the streets that access the roundabout.

Tyson said yes.

Woody explained traffic movement through the roundabout.

**ADOPT STORM DRAIN DETENTION POND PROPERTY PAYBACK AGREEMENT WITH MUTTON HOLLOW ESTATES, LLC – RESOLUTION 14-51**

Gary Crane said this was a payback agreement with Howard Kent. He said when the Mutton Hollow Estates development started, the City had made arrangements with the developer for the dedication of a park and detention basin, which was located off of Oak Hills Drive. Gary said the detention basin would accommodate more than the development; those properties that would benefit from the detention would reimburse the developer for putting in the improvements. He said this was a larger regional detention basin. Gary displayed a map identifying the payback area.

Councilmember Brown asked if the pond would be part of the park.

Gary said yes.

Councilmember Day asked about the creek and how that water would be handled.

Woody explained the flow into the detention pond and indicated that the creek would not flow into the pond.

**BID AWARD – STAKER & PARSON COMPANIES – ANTELOPE FRONTAGE ROAD CONSTRUCTION – CONNECTING ANTELOPE DRIVE AT APPROXIMATELY 1200 WEST TO 2250 NORTH – RESOLUTION 14-52**

Terry Coburn, Public Works Director, said this was a bid award with Staker Parsons for construction of the Antelope Drive frontage road.

**MAINTENANCE AGREEMENT WITH UDOT FOR THE EXTENSION OF ANTELOPE DRIVE FRONTAGE ROAD AND COMMUTER PARKING FACILITY – RESOLUTION 14-53**

Terry Coburn said this was a maintenance agreement with UDOT for the extension of the Antelope Drive frontage road and commuter parking facility. He said the agreement outlined what UDOT would do and then what the City would do after construction of the improvements. Terry said the City would take over

maintenance of the facilities.

Councilmember Freitag asked if restriping on Antelope Drive had been postponed.

Alex said the bid was delayed by UDOT because the bids came in higher than they anticipated. He said the bids would be pushed back a couple of months. Alex said UDOT didn't think it would delay the project and they didn't want to take funds from the Hill Field Road project to cover the additional costs.

**FINAL APPROVAL EXTENSION REQUEST – FERNWOOD SPRINGS PRIVATE SUBDIVISION – APPROXIMATELY 3200 EAST FERNWOOD DRIVE**

Alex said the applicants for this item and the next item would be in the regular meeting this evening. He asked if the Council wanted to discuss this now or in the regular meeting.

Mayor Stevenson said he felt that it could be handled in the regular meeting.

**FINAL APPROVAL EXTENSION REQUEST – TUSCANY VILLAS PRUD – APPROXIMATELY 1225 EAST GENTILE STREET**

This item was not discussed.

**MISCELLANEOUS:**

Peter Matson, City Planner, said there would be a public hearing on the regular meeting agenda this evening regarding amendments to Title 19 relative to temporary and seasonal uses. He gave a brief overview of the proposed amendments, including adjustments to sizes and various zoning districts where the uses would be allowed. Peter said a recommendation of the Planning Commission was to require improved off-street parking. He said the parking requirement could impact some seasonal vegetable and fruit stands.

Mayor Stevenson asked if the stand by Grounds for Coffee would be impacted.

Peter said yes; that was a very tight site to begin with. He said they probably wouldn't be able to be at that location.

Mayor Stevenson asked if some of these people would be driven out of town.

Peter said it would add an expense to the more informal uses that were not located in a parking lot.

Mayor Stevenson asked if the City was creating a problem where there wasn't a problem.

Peter said that was something Staff was wondering.

Councilmember Petro asked how many stands didn't meet this new parameter.

Peter said there were probably two or three in the commercial zones and some in the agricultural zones.

Mayor Stevenson asked where this came from.

Peter said it came from a concern of one or two particular sites.

Council and Staff discussed excluding agricultural sites from the improved parking requirement.

Councilmember Brown asked if part of the issue was dirt moving from the unimproved parking areas to the roads and then into storm water facilities.

Peter said that was part of it. He said it was also a concern that there be off-street parking.

Mayor Stevenson said he was trying to understand if there was a problem.

Councilmember Day said in the Planning Commission meeting there was a problem identified with the stand located by Grounds for Coffee.

Commissioner Fitzpatrick said the Planning Commission was concerned with that location because of traffic parking on Highway 89.

Commissioner Gilbert explained a safety issue in the area with traffic backing out into traffic and there not being a clear-view for traffic coming out of Grounds for Coffee. He said he was also concerned with how power was run via an extension cord to their refrigerators and signs. Commissioner Gilbert said produce was also being stored too close to the road. He said he didn't know how that use received approval in this area.

Mayor Stevenson said one good thing about the City was keeping some of the rural feel in an urban environment. He said he would like to see a discussion with that business owner. Mayor Stevenson asked if they were aware that these changes were being proposed.

Peter said no.

Mayor Stevenson said he would hate to see the City try to correct "a" problem and impact a bunch of other situations that they didn't want to impact.

Councilmember Brown asked if it was more of an issue with the off-street parking than it was with an improved surface.

Commissioner Fitzpatrick said she felt the Planning Commission was trying to address the issue that these uses had to have some type of off-street parking. She said the Planning Commission didn't request these changes; she understood that a company that ran some of the snow-shacks requested that the ordinance be readdressed. Commissioner Fitzpatrick said the Planning Commission was concerned with the Highway 89 site because of parking on the side of Highway 89.

Mayor Stevenson said by correcting one safety issue, would this take some of the other stands away. He asked if there were other ways to correct the situation on Highway 89.

Alex said Staff could explore that further through Public Safety and Legal.

Discussion suggested striking the line relative to off-street parking, but adopting the other changes to the ordinance.

Councilmember Freitag said page numbers used to be on the agenda to show where in the packet certain things were located. He asked how difficult it would be to add those again.

Alex said Staff would look into doing that.



Councilmember Freitag asked if the Planning Commission packets could be placed in the Council's drop box.

Peter said that could be done very easily.

Councilmember Freitag asked where the City was with the FEMA flood plain issue.

Woody said the appeals process hadn't started. He said the City was ready to file the appeal as soon as possible.

**The meeting adjourned at 6:57 p.m.**

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Thieda Wellman, City Recorder