

**MINUTES OF LAYTON CITY
COUNCIL WORK MEETING**

JULY 2, 2015; 6:02 P.M.

**MAYOR AND COUNCILMEMBERS
PRESENT:**

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

STAFF PRESENT:

**ALEX JENSEN, GARY CRANE, JAMES “WOODY”
WOODRUFF, PETER MATSON 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:

**ACQUISITION OF PROPERTY TO ACCOMMODATE ROAD IMPROVEMENTS AT THE
ANTELOPE DRIVE AND HILL FIELD ROAD INTERSECTION – RESOLUTION 15-43**

Gary Crane, City Attorney, said Staff had found an opportunity to improve the intersection at Hill Field Road and Antelope Drive. He said the Maverik that was located on the northeast corner of that intersection was in the process of remodeling. Gary said UDOT contractors were also in the area working on the widening of Hill Field Road. He said this was a great opportunity to improve the intersection and allow for an extra turning lane by the Maverik. Gary said the City would acquire a little property from the Maverik to allow for the turning lane. He indicated that the agreement should be finalized this week.

James “Woody” Woodruff, City Engineer indicated that there would be dual left turn lanes at the intersection as well.

Councilmember Day asked if this would complete the intersection.

Woody said yes.

**DEVELOPMENT AGREEMENT AND REZONE REQUEST – ADAMS/CRAYTHORNE – A
(AGRICULTURE) TO R-1-8 (SINGLE FAMILY RESIDENTIAL) – APPROXIMATELY 752
WEST GENTILE STREET – RESOLUTION 15-42 AND ORDINANCE 15-15**

Mayor Stevenson said he had talked with both parties involved in this and they were in productive negotiations at this time. He said they had asked that this be tabled for two weeks.

**DEVELOPMENT AGREEMENT AND REZONE REQUEST – FLINT/VAN DRIMMELEN – A
(AGRICULTURE) TO R-S (RESIDENTIAL SUBURBAN) – APPROXIMATELY 150 NORTH
2200 WEST – RESOLUTION 15-25 AND ORDINANCE 15-18**

Peter Matson, City Planner, said originally this property and 9 additional acres to the west came before the Planning Commission, but because of discussions about the 2200/2700 West connection to the West Davis Corridor, the developer divided the rezone into two separate areas. He said the western portion was in the process of plat review. Peter said at the Planning Commission meeting review of this eastern portion, the developer expressed concerns with the development agreement and the predicament it put them in relative to 2200 West possibly being an arterial street; there was a proposed lot fronting onto 2200 West that would not meet City standards if 2200 West became an arterial street. Peter said the

Planning Commission voted 5 to 1 approving the development agreement and the vote was unanimous on the rezone.

Gary Crane said he had a conversation with the developer; they were not in agreement with the language in the development agreement, which indicated that they would wait perpetually to develop the property until such time as the Council made a decision on whether 2200 West or 2700 West was the correct place for the interchange connection. He said they were willing to move forward, and the City should move forward with the rezone. Gary said this couldn't be delayed for a long period of time; the Council could either pass it tonight without the development agreement or delay a decision for a couple of weeks to allow for a decision on the 2200/2700 West location. He said once a decision on the location of the interchange was made, a development agreement could be crafted around that. Gary said denying the rezone would be difficult because the rezone met the General Plan guidelines.

Mayor Stevenson asked if a 4-week delay was too long.

Gary said the developer and property owner were hoping for a decision in two weeks, but 4 weeks was not an unreasonable period of time.

Mayor Stevenson said the Council could maybe set a meeting for next week to discuss the 2200/2700 West connection.

Councilmember Freitag indicated that he would be gone next week.

Councilmember Day said at the Planning Commission meeting, they chewed on the Council more than once for the delay in making a decision on the interchange location.

Mayor Stevenson suggested tabling this for two meetings, and schedule a time to discuss the interchange location.

Councilmember Petro asked what the impact would be to approve the rezone before adopting the development agreement.

Gary said the City's strongest position was before the zoning was approved. Once the rezone was approved, the developer could proceed forward with the subdivision. He said at the time they filed their subdivision request, they were vested in all of the requirements that existed at that time. Gary said if they quickly filed the subdivision right after the zoning approval, it would cut off any opportunity the City would have to incorporate the widening of 2200 West. He said the City would essentially have to purchase three lots. Gary said right now, the City was purchasing agricultural land; once the zoning was changed the City would be purchasing R-S property; once the subdivision was approved the City would be purchasing lots; and once homes were built the City would be purchasing homes. It became more and more expensive. Gary said the least desirable scenario was to have to purchase homes.

Councilmember Brown indicated that she would be gone the 23rd and the 30th of July.

Councilmember Freitag asked what Gary's recommendation would be.

Gary said he would suggest continuing a decision on the rezone if the Council could make a decision, in a reasonable period of time, on the interchange location. He said a two meeting delay was not too much of a delay.

Councilmember Brown asked if the interchange location would require a formal vote or a consensus by the Council.

Gary said with a consensus from the Council the developer would move forward with their plans based on that information.

Councilmember Brown said the Council may be able to have a consensus by August 1st, but they wouldn't have had an actual resolution.

Councilmember Freitag said the Council wouldn't have passed the Master Transportation Plan by that time.

Gary said it would have to be a decision on 2200 West or 2700 West.

Councilmember Brown said it wouldn't be binding until the Master Transportation Plan was adopted.

Gary said that was correct, but the developer would be asking the Council to make a zoning decision at that time and they would move forward. He said if the Council made a decision based on 2200 West, the developer would forego the front 40 feet of the property and 3 lots; the City would end up purchasing those lots.

Councilmember Petro asked what the price of the property was now versus once it was rezoned.

Gary said the Mayor would probably have a better idea, but the land was likely around \$135,000 an acre; once it was entitled it would be higher.

Mayor Stevenson said he would think it would be between \$100,000 and \$120,000 an acre.

Gary said once the developer applied for subdivision approval, the City would be purchasing three lots at about \$100,000 or \$120,000 per lot.

Councilmember Freitag said one decision that had been discussed that would need to be made was where the interchange would go. He said the documentation with this property was whether or not this road became a major arterial. Councilmember Freitag said the Council could still choose to make 2200 West a major arterial even if the interchange was at 2700 West. He said there were really two decisions that had to be made.

Mayor Stevenson asked when a street became an arterial did it have to be so wide, or could it just be deemed as an arterial.

Woody said the capacity for an arterial was five lanes or more. He said currently, 2200 West was a standard collector street, which was a three-lane cross section.

Mayor Stevenson said it didn't have to be five lanes; could it be four lanes without the center turning lane, which would still meet the capacity.

Woody said it could, but the level of service wouldn't be as suitable and there would be more safety issues.

Councilmember Day asked if 88 feet would be the minimum width for an arterial street.

Woody said that was correct; currently 2200 West was at 66 feet. He said the plan would be to shift the widening to the west in this area because there were already homes on the east side.

Mayor Stevenson said realistically, 2200 West could be carrying enough traffic in the future that no matter where the interchange was located, it would have the amount of traffic on it to be considered an arterial street.

Woody said without the interchange he would say no; with the interchange on 2200 West, definitely. Without the interchange the Master Plan showed traffic peaking at 12,000 vehicles. A three lane cross

section would more than handle the cars anticipated with the intersection at 2700 West. He said Gentile Street was carrying upwards of 16,000 cars.

Peter asked where the models showed those types of trips; with the interchange at 2700 West didn't the models show those types of trips farther north on 2200 West.

Woody said the model showed about 16,000 cars coming off the interchange. The traffic would be reduced down to about 14,000 going north of Layton Parkway, and around 12,000 north of Hill Field Road. Woody said the City didn't need both arterials; one was sufficient.

Alex Jensen, City Manager, asked Mayor Stevenson if he was concerned about having adequate width to carry the traffic or was he concerned about preserving the traffic flow potential.

Mayor Stevenson said his concern was that if a commercial area developed on 2200 West and Hill Field Road, whether the interchange was at 2200 West or 2700 West, common sense told him that 2200 West would become a very busy street. He said most people would say that Gentile Street had too much traffic on it; in the future, whether it was twenty years or more, people would probably feel the same way about 2200 West. Mayor Stevenson said if the City had the ability to take Gentile Street to five lanes, he felt that it would be done in a heartbeat.

Councilmember Brown said only if everyone would give the City the land and they didn't have to buy it.

Mayor Stevenson said exactly; planning for that years ago would have been a good thing.

Woody said the City didn't know exactly what would happen on 2200 West because they didn't know how 2200 West and Hill Field Road would develop. He said there could be heavier traffic between Gentile Street and Hill Field Road. Woody said if the Council wanted, they could preserve an arterial width on 2200 West and 2700 West. He said the projected traffic counts were based on estimates by the engineers, and it was based on current land planning.

Mayor Stevenson asked Woody if he ever disagreed with UDOT engineers.

Woody said yes. In this instance counts were based on projections from Horrocks Engineering for the Master Transportation Plan. The current Plan was much more accurate with respect to future traffic, but it was a projection. Woody said there might be some changing patterns that would happen over time based on development.

Councilmember Day asked if they had explored what the impact would be if the interchange was in the middle of 2200 West and 2700 West.

Woody said a concept of that had been looked at. He said it really ate up a lot of land if it was located between those two corridors. Woody said he didn't think it was the best solution mainly because of the north/south connection. It created a lot of turning movements and didn't create the best level of service. Traffic would have to go east or west to be able to go north or south.

Councilmember Day said the Parkway would be in that area. Wouldn't it help traffic disperse from that point instead of on Gentile Street or Hill Field Road?

Woody said it would, but the level of service wouldn't be as good for north/south traffic flow.

Mayor Stevenson asked Woody to have that information shown at the future meeting. He said whether the interchange was at 2200 West or 2700 West, he would like to see the projected impact on 2200 West, including if there was commercial development in that area.

Alex said to Councilmember Day's question; there were subdivisions that were already approved for

some of that area.

Councilmember Day said he wasn't suggesting carrying the road off the interchange to the north.

Alex asked what the value of that would be if the traffic had to go east or west to go north; the distribution of traffic would be the same.

Councilmember Day said most of the discussion he had heard was that they wanted traffic to get to Hill Field Road and then disperse. He wondered why you wouldn't disperse the traffic as soon as possible.

Woody said that would require two arterials. With the interchange located at one location or the other, the arterial could be designated and traffic would flow through that arterial.

Councilmember Day said what he heard was that both might be arterials anyway.

Woody said not in the overall Master Plan. He said if the City built at 2200 West that could be the designated arterial. There wouldn't be the volumes of traffic on 2700 West because traffic would go north and south.

Alex said whichever one didn't get the interchange, would have less traffic, which was natural. People would go as far north as possible on the arterial until they had to get off to go to their residence.

Councilmember Francis said what he liked about the 2700 West option was that it split the flow of traffic. He said anytime an interchange was married up with a commercial center, it would be like Kaysville with total gridlock.

Councilmember Day said his point was if 2700 West could be made a little smaller and 2200 West a little bigger than it currently was.

Woody said the road would be either three lanes or five lanes; there wasn't something in the middle.

Councilmember Petro said realistically the impacts would be north of Hill Field Road, whether people used 2200 West or 3200 West, and a portion of 2700 West would still go north. Councilmember Petro said there had been discussions about the number of homes that would be impacted if 2200 West was widened, but it seemed that the biggest impact would be north of Hill Field Road if the interchange was at 2700 West. She said it was accomplishing the same thing Councilmember Day just explained, but it was happening a little bit north.

Councilmember Francis said that was assuming that no one would be using Layton Parkway or Gentile Street.

Councilmember Petro said the point was that the bulk of the traffic that they were concerned about getting northbound, would have to go to the east or the west to continue going north. She said with the interchange at 2700 West, there would be impact to 2200 West and 3200 West going north.

Councilmember Day said not everyone would be going north; some would be going west to their homes or east. He said his point was why wouldn't you try to disperse that down lower without carrying it to the north.

Councilmember Brown said if she remembered correctly, citizens that came to the open house indicated that they would be okay with the interchange at 2700 West if it T'd at Hill Field Road; they just didn't want it to continue through the subdivision. She said if they had to choose between 2700 West if it T'd and 2200 West, they would choose 2700 West.

Alex said if 2700 West was brought into Hill Field Road, traffic would disperse; if the interchange was at

2200 West, most of the traffic would continue north to Gordon Avenue before dispersing east and west. He said drivers would stay on that road as long as possible. If the road was T'd at Hill Field Road, it would force traffic to go east or west depending on where their homes were located. There would be a natural split. At 2200 West, they would naturally continue going north as long as possible.

There was discussion about traffic dispersing east and west, north of Hill Field Road.

Councilmember Petro asked if this had to be part of the Master Transportation Plan; could this be a separate item from the Master Plan.

Woody stated that this was the critical decision of the Master Plan.

Mayor Stevenson said he would like to see which houses would have to be taken out and understand what the City could do if that became the situation in the future; what could be done through efficiencies to minimize the impacts. He said his concern wasn't necessarily 2040 but maybe 2070; regardless of where the interchange was located, 2700 West and 2200 West would be heavily traveled.

Councilmember Brown said she felt that a four lane road without a center turning lane would be more of a bottleneck than a three lane with a turning lane.

Mayor Stevenson said he didn't disagree, but he would like to see what the least amount of impact would be if that was a consideration.

Alex said he wasn't sure that Gentile Street was a good barometer of what the future would portend because for a long time Gentile Street had been the only option. He said the City hadn't had a true transportation network that gave people options. Alex said there had been a lot of growth in west Layton; most of that had used Gentile Street to get east. He said because of what Syracuse did with Hill Field Road, almost all of the traffic in central and southern Syracuse came south to Gentile Street. Alex said with Hill Field Road going through, and improvements on Antelope Drive, he thought that there would be a true distribution system that would give people choices; especially if they were trying to get to the freeway.

Alex said another thing that really complicated Gentile Street was all the residential traffic backing onto the road; the capacity got eaten up because of the way the houses were located all along the road. He said now the City didn't allow houses to front onto an arterial street. Alex said another way to preserve capacity on 2200 West would be to restrict access and not allow homes to front onto the street. It would preserve it as a transportation corridor.

Mayor Stevenson said that was part of the question with this rezone. He said he still had a question about how traffic would disperse north of Gordon Avenue.

Councilmember Francis said they could take 3200 West; that was the advantage of the interchange at 2700 West, because traffic would split between 2200 West and 3200 West. If the traffic was pushed onto 2200 West, it would probably stay on 2200 West all the way north.

Councilmember Day said he was more concerned with traffic south of Gentile Street.

Woody said when the West Davis Corridor came in, it would change traffic patterns. He said right now everyone from the west was coming through Layton to get to the freeway; that would now go to an interchange. Woody said there had actually been a little reduction in traffic on Gentile Street with the construction of Layton Parkway. He said when the Corridor was built, it would change traffic patterns substantially. Woody said there would be a distribution of traffic that would be based on commercial development, trip destinations and locations of homes.

Councilmember Brown asked if Layton Parkway would eventually go west to 3200 West.

Woody said yes; it would go all the way to the West Davis Corridor.

Councilmember Brown said a lot of traffic would disperse east and west before it ever went north.

Discussion suggested holding a Strategic Planning meeting on July 20th at 4:00 p.m. to discuss transportation issues.

MISCELLANEOUS:

Councilmember Brown said the last time the Council discussed the Adams/Craythorne rezone, the developer had indicated that he would be willing to sign a development agreement stating that even though it would be R-1-8 zoning, he would average lot sizes to be consistent with the R-1-10 zone. She asked when that development agreement would be brought forward.

Alex said a draft development agreement was included in the packet for Council's review.

Councilmember Petro said when they painted Antelope it looked great and it helped with traffic. She asked if something similar could be done on the Parkway, and possibly better signage for northbound I-15. There was confusion between the northbound I-15 onramp and Main Street.

Councilmember Day said previously Gary had indicated that the Adams/Craythorne rezone would not have to be re-noticed if the property was reconfigured. He asked if that was correct.

Gary said if the density was increased, the City had always taken the position that it would be re-noticed.

Councilmember Day said would it have to be re-noticed if they exchanged property and the development moved to the south.

Gary said yes; it would go back to the beginning because the property description would change. The notice contained the legal description of the property.

Councilmember Day asked if it would have to back to the Planning Commission.

Gary said yes; the process would begin over again.

The meeting adjourned at 6:57 p.m.

Thieda Wellman, City Recorder