

1 **MINUTES OF THE COTTONWOOD HEIGHTS CITY**
2 **PLANNING COMMISSION WORK MEETING**

3
4 **Wednesday, July 5, 2023**
5 **5:00 p.m.**
6 **2277 East Bengal Boulevard**
7 **City Council Work Room**
8

9 ***ATTENDANCE***

10
11 **Members Present:** Vice-Chair Dan Mills, Commissioner Lucy Anderson, Commissioner
12 Jessica Chappell (via Zoom), Commissioner Jonathan Ebbeler (Alternate),
13 Commissioner Mike Shelton (via Zoom), Commissioner Mike Smith,
14 Commissioner Sean Steinman
15

16 **Staff Present:** Community and Economic Development Director Michael Johnson, Staff
17 Engineer Adam Ginsberg, Deputy City Recorder, City Planner Ian Harris,
18 Deputy City Recorder Maria Devereux, System Administrator Alex Earl
19
20

21 **WORK SESSION**
22

23 In the absence of Chair Jesse Allen, Vice-Chair Dan Mills called the Work Session to order at
24 5:00 p.m. He noted that some Commissioners were attending the meeting via Zoom.
25

26 **1.0 Review Business Session Agenda.**
27

28 The Planning Commission Business Session agenda was reviewed. There would be a public
29 comment period followed by an internal election for Planning Commission Chair and Vice-Chair.
30

31 **2.0 Transportation Master Plan (“TMP”) Discussion.**
32

33 Vice-Chair Mills reported that Public Works Department Staff would share information about the
34 Transportation Master Plan (“TMP”). Staff had been working with a contractor on the plan details.
35 The City Council had been involved in the process as well and there had been a lot of back and
36 forth. It was now time for the Planning Commission to review what had been done so far.
37 Commissioners would also be able to provide some feedback and direction to Staff. Vice-Chair
38 Mills reiterated that a lot of excellent work had been done on the TMP. He was excited about the
39 presentation and noted that TMP information was included in the Meeting Materials Packet. There
40 were also some relevant attachments and resources that could be reviewed for additional context.
41

42 Staff Engineer, Adam Ginsberg, shared the Cottonwood Heights TMP. He explained that this was
43 something the City has been working on for the last two years. It was noted that a TMP is a
44 unifying document that includes previous plans from the City. This would be the first for
45 Cottonwood Heights and incorporate a lot of the previous plans that had been created, including
46 the most recent 2019 Capital Facilities Plan. In that particular plan, there was a transportation

1 model that went out for 20 years. The TMP would go out to 2050. It would also include the Mid-
2 Valley Active Transportation Master Plan and future development plans. Mr. Ginsberg explained
3 that the model included the Wasatch Front Regional Council (“WFRC”) TAZ model. The TAZ
4 model was a model that analyzed the population in zones.

5
6 There were many goals associated with the Cottonwood Heights TMP, including the following:

- 7
- 8 • Improve Cottonwood Heights transportation planning and implementation, prioritizing
- 9 efforts based on community-identified mobility goals;
- 10 • Identify future projects that will improve pedestrian safety, walkability, and traffic flow;
- 11 • Improve existing active transportation network to promote alternative transportation use;
- 12 • Consolidate various transportation policy documents under one integrated plan;
- 13 • Develop Typical Roadway Cross-Sections for different road classifications;
- 14 • Develop a Transportation Model to anticipate roadway level of service up to 2050; and
- 15 • Identify solutions to accommodate future growth, road safety, and road classification.
- 16

17 Mr. Ginsberg reported that several iterations of the TMP were reviewed by the City Council. Staff
18 presented a draft version to the Council in November 2022. Comments were received and it was
19 brought back in January 2023. Another presentation was made in April 2023. Staff was now
20 presenting the final draft of the TMP to the Planning Commission for input and comment. The
21 final draft of the TMP would be adopted by the City Council in the future. During the back and
22 forth with the Council, clarifications were made to the active transportation information.

23
24 Additional information was shared about the modeling data. There was a graph showing the
25 population of Cottonwood Heights over the years based on the census data. The TMP anticipated
26 roadway Level of Service (“LOS”) to 2050 utilizing that data. A lot of the estimated population
27 growth that was expected in the future was the result of the gravel pit development. Mr. Ginsberg
28 further discussed the TAZ model. It used socio-economic data, which meant that it included the
29 people who lived in the specific zones but also considered the impacts of people who came into
30 the City to work and shop. This meant there was both population and employment data.
31 Commutes would show in the traffic counts, but commutes that passed through the City would not
32 show on the TAZ model. The WFRC made the model and it included the entire valley. The
33 different zones influenced one another, so commuter traffic patterns were taken into account.

34
35 Mr. Ginsberg discussed the existing roadway network. Last year, the City updated the
36 classifications for different roadways and there were many types. This included everything from
37 residential to arterial. Urban core and urban arterial were added. Based on the different
38 classifications, the TMP recommended various cross-sections. Fort Union Boulevard has a special
39 cross-section based on the previous Fort Union Corridor Master Plan. Some examples of urban
40 collector two-lane roads included 2300 East, 1700 East, and Greenfield Way. Those were the
41 smaller collector roads that were feeding into the larger arterial roads. Vice-Chair Mills asked
42 about Highland Drive. Mr. Ginsberg confirmed that Highland Drive is a City road. It was shown
43 as an urban core arterial seven-lane and an urban core arterial five-lane. The updated cross-
44 sections were shared. Mr. Ginsberg reported that the two-lane local would be a residential road.
45 Additional examples of two-lane urban collector roads were shared with the Commission.

1 Mr. Ginsberg presented information about bicycle lanes and explained that they are lanes
2 designated for bicyclists. They differ from sidewalks because sidewalks function for pedestrians
3 as well. Bicycle lanes that are located on the road function only for bicyclists. That being said,
4 there are different types of bicycle lanes, including shared bicycle lanes where the road is shared
5 between automobiles and bicyclists. There are also dedicated bicycle lanes where there are clear
6 markings to indicate that only bicycles can utilize those lanes. There had been an effort to include
7 bicycle lanes in future cross-section designs. One of the challenges was that the roads have already
8 been built. However, the active transportation program had a lot of options for bicycle lanes,
9 including trails, cycle tracks, and bicycle lanes on the roads.

10
11 Mr. Ginsberg discussed Fort Union Boulevard and explained that it is a three-lane urban arterial.
12 As for five-lane and seven-lane urban arterials, they will be 1300 East and 3000 East. He noted
13 that a seven-lane urban core arterial example is Highland Drive between Creek Road and the
14 bottom of the hill. Additional information was shared about Fort Union. There are two different
15 cross-sections. The one at the bottom showed a six-foot sidewalk and a six-foot bicycle lane on
16 both sides of the road. That would be a shared-use path with room for both pedestrians and
17 bicyclists. Above that, the urban core arterial Fort Union Boulevard three-lane is from 3000 East
18 to Wasatch Boulevard. That cross-section shows a bicycle lane in the roadway and identified a
19 multi-use path. That was a planned improvement from 3000 East to Wasatch Boulevard on Fort
20 Union Boulevard, which would connect to the Big Cottonwood Canyon Trail. Vice-Chair Mills
21 asked how much of the TMP was connected to the Fort Union Master Plan. Mr. Ginsberg
22 explained that the second cross-section came from the Fort Union Master Plan. Community and
23 Economic Development Director, Michael Johnson, noted that the Fort Union Master Plan was
24 high-level. The TMP is a document that attempts to determine what things will look like in more
25 detail.

26
27 The TMP included an analysis of the roadway and intersection LOS. That data was based on the
28 daily traffic volumes collected. Mr. Ginsberg explained that the LOS represented the congestion
29 and delays on the roadway or intersection. The best LOS was an A and a severely congested LOS
30 was an E or F. Everything up to LOS D was considered acceptable. Once the LOS was an E or
31 an F, there start to be failures on the roadway. Mr. Ginsberg reported that the data was mainly
32 from previous data that had been collected. He noted that Horrocks Engineers collected the data
33 back in 2019, but there was also data that the Utah Department of Transportation (“UDOT”)
34 collected on an annual basis, which had been considered as well.

35
36 For the roadway LOS, there are acceptable volume levels. For the intersections, the time delays
37 are considered. The signalized intersection delay is a factor, which was the seconds per vehicle.
38 35 to 55 seconds would be a LOS D. Mr. Ginsberg explained that the model focuses primarily on
39 the roadways and looked mostly at the acceptable volume levels on the roads.

40
41 Commissioner Chappell wondered if there was any data related to public transit service. For
42 instance, the number of buses that come through in high-traffic areas. She wanted to know if those
43 numbers impacted the LOS ratings. Mr. Ginsberg reported that the volume was considered but he
44 did not know whether there was separate data collected from the Utah Transit Authority (“UTA”).
45 He shared the existing LOS map with the Planning Commission. Green was considered
46 acceptable, with a LOS A, B, or C, and orange was considered acceptable, with a LOS D. An LOS

1 E or F was unacceptable. For the most part, the existing LOS for the roadways is considered
2 acceptable. However, Park Center Drive was identified as having a higher volume, so it was on
3 the cusp of becoming unacceptable. The same was true for parts of Union Park Avenue.

4
5 Commissioner Ebbeler noted that some of the traffic data was from 2019 and 2020. He wondered
6 if an update had been considered. It might be worthwhile to compare pre-COVID-19 traffic
7 patterns to post-COVID-19 traffic patterns. Mr. Ginsberg reported that there was a 30% reduction
8 in traffic during the pandemic but that had largely returned to normal. He did not believe there
9 were plans to collect new data for the TMP. Commissioner Ebbeler pointed out that some people
10 work in an office, some remote, and some hybrid. Those changes could impact the overall traffic
11 patterns over time. He wanted to know if the model data had considered those factors.
12 Mr. Johnson noted that the WFRC Regional Transportation Plan goes out 30 years in the future
13 but is updated every few years. Regular updates ensure that the trends are accommodated. It
14 would be possible to proactively plan for trends in the General Plan, but in terms of the actual data,
15 it was important for the City to update the TMP on a fairly regular basis.

16
17 Commissioner Mike Smith wondered about extrapolating data from 2020 since that was when the
18 COVID-19 pandemic hit. Mr. Ginsberg clarified that the report was put together in 2020 but the
19 data was collected in 2019. Commissioner Smith did not believe it was possible to determine what
20 life would be like in 2050. He agreed with the projections being made now and adjustments being
21 made every few years. That being said, he anticipated that electric bicycles would continue to
22 become more popular. The bicycle lane issue might become more pressing in the future when
23 more people utilize or want to utilize bicycle lanes. Vice-Chair Mills referenced the piece of land
24 at Hillside Plaza. He was not sure exactly what that would look like in the future. For instance,
25 whether it would be busy with traffic or would be quiet. Mr. Ginsberg explained that the TMP
26 could be updated as those plans became finalized. This was a living document that could
27 incorporate future plans. There was discussion regarding Bus Rapid Transit ("BRT") in the east-
28 west corridors. Mr. Ginsberg noted that the WFRC has a long-range plan that includes transit,
29 roadways, and active transportation. That plan identified a future BRT. Commissioner Steinman
30 believed that having central hubs and a BRT would be beneficial.

31
32 Mr. Ginsberg reviewed the recommended roadway projects. He explained that the table shown
33 was broken up by phasing as Phase 1 (2023-2032), Phase 2 (2033-2042), and Phase 3 (2043-2050).
34 The location of the project, the type of improvement, and the projected phase of unacceptable LOS
35 were listed for each item. There were two projects with an identified unacceptable LOS, which
36 were 2300 East and Park Center Drive. The recommended improvement for Park Center Drive
37 was to reconfigure the roadway from two lanes to three lanes. As for 2300 East, the
38 recommendation was to improve pedestrian safety and walkability and reconfigure the roadway
39 from two lanes to three lanes. Commissioner Lucy Anderson asked about the 2300 East pedestrian
40 safety and walkability improvements. It was noted that there would likely be a sidewalk installed.
41 Other items from Phase 1 included the Fort Union Boulevard and 2300 East intersection, Highland
42 Frontage and La Cresta Drive intersection, and Highland Drive and Fort Union intersection.

43
44 In Phase 2 of the recommended roadway projects, there were several items listed, including Fort
45 Union Boulevard (300 East to Wasatch Boulevard), Wasatch Boulevard, 2600 East, Danish Road,
46 and 3000 East. All of those are operational projects to improve pedestrian safety, walkability, and

1 traffic flow, without adding lane capacity. The Wasatch Boulevard item also referenced a multi-
2 use trail, which was tied to the Mid-Valley Active Transportation Plan. Mr. Ginsberg noted that
3 the estimated project costs would be looked at further to add in some refinements.

4
5 Phase 2 of the recommended roadway projects included several items listed including 3500 East
6 and Bengal Boulevard. That project showed a roundabout at that intersection. There was also
7 1700 East to Highland Drive, 7200 South, Fort Union Boulevard, Highland Drive, Union Park
8 Avenue, and Creek Road. Those were all operational projects. Mr. Ginsberg noted that some of
9 the Phase 3 projects came from the WFRC long-term plan, which encompassed the valley.

10
11 Vice-Chair Mills referenced item 3.4 – Fort Union Boulevard (1300 East to 3000 East). He was
12 disappointed to see that item so far down the list. He heard a lot from residents that there was a
13 desire to have more walkability on Fort Union Boulevard. Vice-Chair Mills discussed a potential
14 roundabout at 2300 East and Fort Union Boulevard. He also referenced the property that had been
15 purchased. Mr. Ginsberg explained that it was something that would need to be looked at further.
16 Mr. Johnson reported that the City had funding to do a site-specific Master Plan for that location,
17 which would lead to redevelopment. Part of the scope of that process was looking at ways to make
18 the transportation network around it more conducive to a town center type of environment. Vice-
19 Chair Mills understood that it would depend on the tenant. He was not sure that residents would
20 be supportive of a big box retailer there, but those types of uses generated a lot of taxable income.
21 Additional discussions were had about traffic patterns and the overall LOS for roadways.

22
23 Commissioner Smith noted that there were spots within the City that had sidewalk gaps. This
24 impacted walkability within Cottonwood Heights. Mr. Johnson explained that all of the funding
25 sources were regional, such as WFRC, UDOT, and Salt Lake County. The projects typically
26 needed to appear on one of their plans and be of some sort of regional significance. Filling gaps
27 in the sidewalks did not typically rise to that level. The City had applied for something similar
28 further down on Creek Road but had not received the funding. That meant that it would need to
29 be added to a local priority list for the City Council to consider. Mr. Johnson reported that work
30 was moving forward on 1700 East where there was an extended sidewalk gap. However, he
31 acknowledged that there were areas like that throughout the City that needed to be addressed. Mr.
32 Ginsberg informed Commissioners that the City was always looking into potential grants.

33
34 Commissioner Chappell appreciated the TMP discussions that had taken place so far. As for the
35 roundabout on 3500 East and Bengal Boulevard, she lives in the area and there is a bus pickup on
36 3500 East and Creek Road. She had previous discussions regarding safer places for bus stops and
37 was told to look for accident records so there would be a case to ask for traffic calming in the area.
38 She wondered if it was possible to downgrade a road. For example, 3500 East could be
39 downgraded to a local road, because it was a low-capacity road and it did not necessarily make
40 sense as a collector. She reiterated that there were existing safety concerns there and wondered
41 whether it was possible to change the road type. Mr. Ginsberg explained that the possibility of
42 downgrading a road had not been explored in the TMP. 3500 East is a unique situation because it
43 is not a high-volume road but has a wide pavement section. He noted that there was a traffic
44 calming process that looked at accident data and traffic volume, but ultimately, everything came
45 down to the different priorities and budgets that were set by the City Council.

1 Mr. Ginsberg shared the proposed active transportation backbone network. A number of the multi-
2 use paths on Highland Drive had been included. In the report provided, there was also a map that
3 showed the existing backbone network. He noted that there was additional information in the
4 Meeting Materials Packet that could be reviewed by the Planning Commission. Vice-Chair Mills
5 believed the Planning Commission would want to discuss the TMP further at a future meeting.

6 7 **3.0 Additional Discussion Items.**

8
9 Mr. Johnson asked if the Planning Commission wanted the TMP to be brought back during a Work
10 Session. Alternatively, it could move forward to the public comment phase. Vice-Chair Mills
11 believed there needed to be another Work Session discussion before it moved forward.

12 13 **2.0 Adjournment.**

14
15 *Commissioner Anderson moved to ADJOURN the Work Session. Commissioner Ebbeler*
16 *seconded the motion. The motion passed with the unanimous consent of the Commission.*

17
18 The Work Meeting adjourned at 5:55 p.m.

1 **MINUTES OF THE COTTONWOOD HEIGHTS CITY**
2 **PLANNING COMMISSION BUSINESS MEETING**

3
4 **Wednesday, July 5, 2023**
5 **6:00 p.m.**
6 **2277 East Bengal Boulevard**
7 **City Council Chambers**
8

9 ***ATTENDANCE***

10
11 **Members Present:** Vice-Chair Dan Mills, Commissioner Lucy Anderson, Commissioner
12 Jessica Chappell (via Zoom), Commissioner Jonathan Ebbeler (Alternate),
13 Commissioner Mike Shelton (via Zoom), Commissioner Mike Smith,
14 Commissioner Sean Steinman
15

16 **Staff Present:** Community and Economic Development Director Michael Johnson, City
17 Planner Ian Harris, Deputy City Recorder Maria Devereux, System
18 Administrator Alex Earl.
19
20
21

22 **BUSINESS SESSION**

23
24 In the absence of Chair Jesse Allen, Vice-Chair Dan Mills assumed the Chair and called the
25 Business Session to order at 6:00 p.m. He noted that some Commissioners were attending the
26 meeting via Zoom.
27

28 **1.0 Welcome and Acknowledgments.**

29
30 **1.1 ExParte Communications or Conflicts of Interest to Disclose.**

31
32 There were no ExParte Communications or Conflicts of Interest disclosed.
33

34 **2.0 General Public Comment.**

35
36 Vice-Chair Mills opened the public comment period.
37

38 *Audrey Pines* shared a comment about roundabouts and noted that there was a desire to add a
39 roundabout on 3500 East and Bengal Boulevard. However, she had studied roundabouts, and the
40 only way those were moderately safe for pedestrians is if the traffic is slowed down. It was then
41 up to the pedestrian to skirt around the cars. She did not believe a roundabout would provide safety
42 or walkability for pedestrians in the City. Around 3500 East and Bengal Boulevard, there are a lot
43 of children and elderly residents. She asked if it would be possible to have additional discussions
44 about roundabouts and overall pedestrian safety in Cottonwood Heights.
45

1 *Dave Clark* identified himself as the President of the Homeowners Association (“HOA”) for the
2 Old Mill Estates. He thanked the City for everything that had been done to assist with pedestrian
3 walkability. There was a pedestrian walkway near the river off Big Cottonwood Canyon Road
4 that was being renovated. Mr. Clark reported that there were 88 homes in the HOA that he
5 represents, and walkability is a significant topic of discussion during all of the HOA meetings.

6
7 As for the Work Session, the list of projects in the Cottonwood Heights Transportation Master
8 Plan (“TMP”) was of interest. A lot of the community is active, and he often heard that people
9 wanted more connectivity. That being said, he was disappointed that Fort Union Boulevard (3000
10 East to Wasatch Boulevard) is in Phase 2 instead of Phase 1. He had hoped it would be included
11 in the first phase because that section of road is dangerous. It would be nice to see some
12 accessibility improvements done there before 2033. Mr. Clark asked that the Commission consider
13 moving that item higher on the list so the improvements would be completed sooner.

14
15 There were no further comments. Vice-Chair Mills closed the public comment period at 6:19 p.m.

16 17 **3.0 Planning Commission Chair Elections.**

18
19 Vice-Chair Mills reported that the Planning Commission would hold an internal election to select
20 a new Chair and Vice-Chair for the Planning Commission. He asked for nominations.

21
22 *Commissioner Ebbeler moved to elect Commissioner Mills to serve as Chair and Commissioner*
23 *Lucy Anderson as Vice-Chair. The motion was seconded by Commissioner Jessica Chappell.*

24
25 The nominees were asked to share some information about their backgrounds and philosophies.

26
27 Vice-Chair Mills reported that he works as a Physical Therapist and believes in a forward-thinking
28 community. There are a lot of opportunities in Cottonwood Heights due to the growth of the City
29 as well as the strength of the City Council and City Staff. He felt it was important to preserve
30 property rights but also look for opportunities to promote the best development possible. There
31 needs to be projects that are additive to the community. While he did not believe in over-
32 regulation, it is important to consider what is best for Cottonwood Heights. Vice-Chair Mills
33 acknowledged that more residents are looking into active transportation and that is something that
34 needs to be considered. He was concerned that more and more people are interested in visiting the
35 canyon and came through the City to do that. There are a lot of implications to that use, such as
36 short-term rentals and traffic. He stressed the importance of shaping the community with
37 innovative solutions because it is better to be innovative than reactionary. He was excited to learn
38 from the past and focus on the future.

39
40 Commissioner Anderson reported that she has lived in Cottonwood Heights for 25 years. She
41 loves the City and felt strongly about the work of the Planning Commission. The Planning
42 Commission and City Council ensure that Cottonwood Heights continues to grow in a positive
43 manner. Commissioner Anderson praised City Staff because their efforts allow the Planning
44 Commission and City Council to be successful. That being said, City Staff still allows different
45 opinions to be expressed. Commissioner Anderson stressed the importance of maintaining a sense
46 of community.

1
2 *Commissioner Ebbeler moved to ELECT Commissioner Dan Mills as Chair and Commissioner*
3 *Lucy Anderson as Vice-Chair. The motion was seconded by Jessica Chappell. Vote on Motion:*
4 *Commissioner Anderson-Aye; Commissioner Ebbeler-Aye; Commissioner Smith-Aye;*
5 *Commissioner Chappell-Aye; Commissioner Steinman-Aye; Commissioner Mills-Aye. The*
6 *motion passed unanimously.*

7
8 **4.0 Adjourn.**

9
10 *Commissioner Ebbeler moved to ADJOURN. Commissioner Anderson seconded the motion.*
11 *The motion passed with the unanimous consent of the Commission.*

12
13 The Planning Commission Meeting adjourned at 6:26 p.m.
14

1 *I hereby certify that the foregoing represents a true, accurate, and complete record of the*
2 *Cottonwood Heights City Planning Commission Meeting held Wednesday, July 5, 2023.*
3

4 Teri Forbes

5 Teri Forbes

6 T Forbes Group

7 Minutes Secretary

8
9 Minutes Approved: _____