



SMITHFIELD CITY PLANNING COMMISSION MINUTES October 22, 2025

The Planning Commission of Smithfield City met in the City Council Chambers at 96 South Main, Smithfield, Utah, at 6:30 p.m. on Wednesday, Oct. 22, 2025
Welcome/Pledge of Allegiance & thought/prayer by Lane Henderson

Members Present: Jamie Anderson, Lane Henderson, Klydi Heywood, Bob Holbrook, Jim Marshall, Chris Olsen, Brad Thatcher

Members Excused: Sarah Price

City Staff: Brian Boudrero

Others in Attendance: Brian Fillmore, Brian Carver, Todd Orme, Alyson, Rich Richard Fairchild, Michelle Andersen, Randy Mitchell, Ricky & Cristen McBride, Lisa Nielson, Ronny Nielson, Luke Downs, George Downs, Spring Esplin, Matt Esplin, Jaime Nelson, Josh Nelson, Brittany Oakes, Danny Oakes, Steven Coebel, Aaron Rudie, Robert Hansen, Chris Chamber Lynn Godderidge, Allen Dawes, Jeff Strate, Jon Meier, Jay Downs, Kathy Toolson, Jeff Barnes, Elizabeth Thain, Vicki Read, Debbie Zilles

6:30 p.m. Meeting called to order by Chairman Anderson

Approval of the Planning Commission Meeting Minutes from September 24, 2025

Chairman Anderson declared the minutes from the September 24, 2025, meeting to stand as submitted.

Public Comment for items not on the agenda or not requiring a public hearing during the meeting

There were no comments or questions.

AGENDA ITEMS

Discussion and possible vote on the Conditional Use Permit request by Ryan Stone to operate a bed and breakfast facility on Cache County Parcel Number 08-085-0009 located at 14 North 400 West. The parcel is approximately 0.18 acres. Zoned GC (General Commercial).

The Commission decided that this will be continued to next month's meeting, when the applicant can attend to discuss and answer questions.

MOTION: Motion by Commissioner Marshall to continue this request to the next meeting when the applicant can be in attendance. Commissioner Olsen seconded the motion. The motion was approved by a vote of 7-0.

Vote:

Yes: Anderson, Henderson, Heywood, Holbrook, Marshall, Olsen, Thatcher

No:

Absent: Price

Introduction and Public Hearing for the purpose of discussing Ordinance 2025- 20, an Ordinance rezoning Cache County Parcel Numbers 08-105-0017 and 08- 105-0009 from RA-1 (Residential Agricultural 1-Acre) and A-3 (Agricultural 3- Acre) to R-1-12 (Single Family Residential 12,000 Square Feet). The parcels are located at 438 and 468 South 400 West. The parcels total approximately 8.13 acres. The request was submitted by Brian Fillmore.

Brian Fillmore is requesting a rezone from A-3 Agricultural and RA-1 Residential Agricultural to R-1-12 Residential with the intent to subdivide. Their property is directly bordered on the west by 400 West and the railroad. Mr. Fillmore said the intention is to put in a small subdivision on the two properties.

6:35 p.m. Public Hearing Opened

Luke Downs is adamantly opposed to this request. This is not something the neighborhood wants or needs. He does not see any benefit to his family, the neighbors, or the citizens of Smithfield by allowing this to be rezoned. If approved, it will be at everyone's expense. There have been many examples of developers coming in to develop a project, then leaving, with the adjacent neighbors "stuck with it," and this project seems like a candidate for that type of situation. His concerns include safety; 400 West is only 19-20' wide with little-to-no shoulder. As he understands the standards correctly, it is not wide enough for two lanes of travel. To meet all applicable regulations and include a sidewalk, this road would need to be 60-65' wide. From the west side of 400 West to the west corner of the Fillmore's house is about 67'. From the west side of 400 West to the west corner of Josh Nelson's house is 77'. The lack of sidewalks poses a significant concern for children walking to school. Elementary children in this area are not bused to Summit Elementary. The kids in this proposed subdivision will have to walk to the Summit. The two closest continuous sidewalks are located at 200 South (3 blocks or 2,400' north) or 100 West (4 blocks or 3,000' northeast). This proposal does not align with Smithfield's newly updated General Land Use Plan, which shows Fillmore's lot as General Commercial or Light Industrial. Chairman Anderson advised that if the reference is to the new plan currently under development, it has not been formally adopted yet. Mr. Downs believes access is a huge problem. He would assume it will be from 400 West, where there is not enough room. There have been past developments that had issues with access controlled by the developer and/or HOA, which then became the City's responsibility over time. It should not become a cost to the City for continued upkeep. Access will likely be problematic for emergency vehicles, fire trucks, snow plows, and stormwater (as it is in other developments). This proposal conflicts with the "small town feel" being emphasized in Smithfield's General Plan update. The homes currently there, along with the open space they maintain, are a better fit for this rural part of town. Smithfield City sent out a survey to all citizens. Question 2: "*Which aspects of community life are most important to preserve a 'small town feel'?*" The top answer was *walkable neighborhoods*. Question 3 "*What City planning decisions are most important to maintaining a 'small town feel'?*" The top answer was *green space*. We currently have both of these things on 400 West. Ordinance 2025-20 will not preserve the 'small town feel' that we all love in this neighborhood. Lastly, agricultural land is a non-renewable resource. Once the decision is made to convert agricultural land to non-agricultural use, the resources are lost forever. The State of Utah has classified a majority of the soil in Smithfield City as important farmland soil. This soil is critical for community self-reliance

(animals, gardens, pastures, orchards, crops, etc.) Preservation of productive agricultural land should be considered when land-use decisions are made to retain its environmental and economic value. By doing so, this will also enhance the visual aesthetics and the rural lifestyle, which are important to the community's well-being, both culturally and socially. Where possible, agricultural lands should be fiercely protected to save and maintain the opportunities for a rural lifestyle. He said many of the citizens on the west side of Smithfield do not want this kind of development. We like living on the edge of town on larger lots, with animal rights, gardens, farming, and open space. He asked the Commission to reject Ordinance 2025-20

Robert Hansen opposes the request for the rezone to R-1-12. Access in the area is not good. The whole feel of the area is for larger lots. This change will not fit and will be too dense for this area. He shared a suggestion that might help with access in the future. Above the Nelson's lot, the City has a right-of-way for 300 South to keep going south. One option could be to have a road that goes all the way through to 400 West, up, and then connect to that right-of-way. This would require some arrangements with property owners near the right-of-way. It would provide better access and be more suitable for any development.

Michael Hansen owns the property to the west and runs a dairy. He opposes this proposal and believes that, if approved, it would open "Pandora's box". The area needs to remain agricultural. He has millions of dollars tied up in his dairy. If this is allowed, eventually his dairy will look like the one to the north that the City destroyed.

Jeff Strate has property that borders the subject property. When he first moved there, he was told that this area was a buffer between the City and agriculture. He agrees with all the comments. Another dairy farmer cannot be lost; Mike Hansen is the last one in Smithfield. The concern is that this type of development will drive farmers out of the area; it should remain open space.

Chris Chambers has a hard time with the R-1-12 zone in this area. Although he believes in property rights and in landowners' ability to choose what to do with their land, he does not think this request is a good fit for the location. Denser housing can create many problems with what is already there.

Michael Gibbs is not going to take a formal stance and understands that sometimes development has to happen. He is concerned that, just as the subdivision that has gone in just up the street, he is now receiving complaints about his chickens. Over 8 years ago, he tried to subdivide his property to build another house, but was told no because the area was a buffer zone. He wants to keep the "small town" feel of the area.

Dale Pratt is against this request. He has worked for Mike Hansen. He asked the Commission to consider the smells in the area associated with dairy operations. He thinks that denser residential development in this area is a good idea.

Ronny Nielson owns 2 acres on 300 South (just to the north of this location) and is completely opposed to the request. He agrees with all comments made and believes encroachment will cause issues.

Christen McBride opposes the request. Her family farm is there, and her children go down the lane to her brother's home. Putting in apartments will create complaints, and Mike Hansen is the only dairy farmer in the City. She wants to keep it a safe place for her children to play in the area. She agrees that 400 West is too narrow and has always been so. She would like it to stay the way it is.

Ricky McBride is 100% against this proposal. He grew up there, and there were always things to do. The remaining agriculture needs to be preserved.

Allen Dawes does not live in this area, but he loves it. It is essential to keep open spaces. The large crowd of residents in attendance shows the love for the area. He hopes the Commission will listen to the residents and reject this request.

Ruth Green lives on 300 South, and her family owns a dairy on 200 South. She travels on 400 West multiple times a day with farm equipment. She has lived in Smithfield her entire life. She is against this request and agrees with everything that has been said. She is good friends with Mr. Fillmore and is sad to oppose this request.

Steven Goble works for the company that will be developing the land. Valid points have been made. He personally enjoys open spaces; however, landowners do have the right to do what they want with their property. There is no intention to chop up the property; the request for R-1-12 allows for more design flexibility. The preliminary plan is for .5-acre lots, which is what Mr. Fillmore wanted because he will continue living in the area. There will be an HOA because it will be a private road and will not require City maintenance. The homes that could go in will not cause nearly as much traffic as the LDS Temple will. Allowing nine homes to be built on 7 acres will enable others to develop and live in Smithfield. It will also generate more tax revenue for the City than an empty lot would. The required infrastructure is well within the offsets' boundaries. The road will have to be widened with curb, gutter, and sidewalk installed, which will improve the area. As for the smell, homeowners will have to decide whether they want to live there.

Kathy Toolsen is an administrator in the schools in Smithfield. She is concerned that 400 West is too narrow, and asking children to walk along that road to school is a huge safety concern.

Danny Oakes has lived in the area for a short time and feels somewhat hypocritical about speaking out because his property probably should not have had a house built on it, and they have learned of a long history of aggravation with it. His family and his parents feel lucky to live in the area, and they like that it serves as a buffer for agriculture. He agrees that Mr. Fillmore has the right to do what he wants with his property, and he respects that, but there should be some responsibility to the neighbors regarding what is wanted, and their opinions and concerns should be considered. The residents value this community because this space is remarkably different, and, as good stewards, they would leave it as open space, which would have greater long-term value.

7:06 p.m. Public Hearing Closed

Discussion and possible vote on Ordinance 2025-20.

Mr. Fillmore thanked everyone for their comments. Those who have spoken are, and will remain, his friends. The property is relatively self-contained, and the proposal is to create a cul-de-sac. This might add a few more cars accessing 400 West (which, as agreed, is too narrow a road), but the small number of homes will not have much more of an impact than the vehicles that currently use it. Homes will not be packed in the area. He would have preferred to propose an R-1-20 zone, but, against his wishes, the developer applied for an R-1-12 zone to allow for flexibility. Currently, only four neighbors can see the open space; the others cannot see it from their homes. He has grandchildren living with him who attend Summit Elementary; they are driven to school. The few children who may move in have options to get to school; if they have to walk, they will have to be careful (as all people who walk on 400 West are). There are nearby routes and streets (e.g., 400 South) that can be accessed. North Cache students are bused to school. He does not personally believe this will change the character of the area, but appreciates all the honest comments and opinions.

Mr. Boudrero confirmed for Chairman Anderson that there is an R-1-20 zone, but it has not been used very much.

Commissioner Holbrook asked if the road would be maintained by the HOA as noted. Mr. Boudrero said the interior road will have to meet the minimum 60' ROW and will be a public road. Mr. Fillmore said it would be unusual for the internal street to be larger than 400 West. Commissioner Heywood asked whether, with this information, an HOA would still be required if the road were to be a City road. Mr. Fillmore said he would have to discuss that with the developer. Mr. Boudrero noted that if the property is approved for a rezone, the plat would have to meet all applicable regulations.

Commissioner Olsen drove the area a couple of days ago and pointed out that the road is relatively narrow and he had to almost move off the road to let a truck pass. Part of his concern is that the road improvements would only be in that small section, which does not solve the issue for the entire road. He has received more texts and calls for this project than any other in his two years serving on the Commission. The residents care about this area, and that should be respected.

Commissioner Holbrook said the inference is that the lots would be larger than R-1-12, but once a rezone is passed, a developer is not obligated to honor that. They will only have to meet the standards of the approved zone. Mr. Boudrero said residential plans go to the Land Use Authority for approval; only MPC and PUD plans come to the Commission for review and approval.

Commissioner Holbrook asked about animal rights. Mr. Boudrero said they have to follow City Code, which is reviewed on a case-by-case basis.

Commissioner Marshall said there is an intense, robust industrial corridor being built from Airport Road to the south side of Smithfield, with intense land use. The Land Use Map in the current (2017) Plan for this area is identical to that being drafted in the new Plan. This specific area is the intended buffer between intense industrial uses (on the south end) and the residential areas to the north. The current General Plan

states: “Locate industrial development in areas that will not diminish the desirability of existing and planned non-industrial areas. This means separating the industrial areas from residential uses, either with physical buffers or with buffers of land uses that make a gradual transition from one type to the next.” Agriculture is a good buffer, and he has consistently advocated over his two years on the Commission that the City plan ahead for these industrial areas and buffer them from impacting residential areas. In this application, the size of the lots does not affect his conclusion.

Commissioner Thatcher has similar thoughts about buffer areas. He lives in this area and agrees that the road is very narrow. Widening it only in this small section will not be a real benefit; it will likely just make the road more complicated.

Commissioner Holbrook said R-1-12 seems too small for this location.

Commissioner Olsen received several comments that, if developed, it should be on no less than 1-acre lots, which would fit better.

Chairman Anderson said the small house (to the north), carved out of the RA-1 zone, was built in 1977. The Commission cannot always account for past sins. He is a big believer in property rights; a property owner should be allowed to do what is permitted within the zone they are in, subject to all requirements and ordinances. With that said, if this is denied, it will set a precedent for every other property owner in that area and future owners.

Commissioner Heywood is not in favor of the R-1-12 zone in this location.

Commissioner Olsen also agreed with property owner rights; however, they should fit within the zone they are in. In this case, the applicant is seeking a rezoning to use the property differently. Chairman Anderson agreed but also noted that this has been done before in areas close to this property.

MOTION: Motion by Commissioner Olsen to forward a recommendation to the City Council for **DENIAL** of Ordinance 2025-19, an Ordinance rezoning Cache County Parcel Numbers 08-085-0008 and 08-085-0011 from R-1-12 (Single-Family Residential 12,000 Square Feet) to RM (Multiple-Family Residential). The parcels are located at approximately 385 West Center and total approximately 1.4 acres. The request was submitted by Lucerne Management Company. **Commissioner Henderson seconded the motion. The motion to deny was approved by a vote of 7-0.**

Vote:

Yes: Anderson, Henderson, Heywood, Holbrook, Marshall, Olsen, Thatcher

No:

Absent: Price

Discussion and possible vote the 2025 General Plan Update

Chairman Anderson noted that this has been discussed for several months. Tonight's discussion should focus on the content; grammatical and typo changes can be made later. The goal is to forward this to the City Council so they can begin their review.

Brian Carver (JUB Engineers) was present for the discussion. He mentioned that he had no additional information at this time but offered to answer questions from commission members to help move the process forward.

Commissioner Marshall stated in Table 1 (Housing Occupancy) that the number of rented properties increased from 12.4% to 19.8%, a 7.4% rise—equivalent to a 60% increase. If this trend continues at the same rate for another seven years, the ownership-to-rental ratio will reach 70/30, which is the lower limit of a healthy community. Mr. Carver has received comments and discussed them with the City Manager. Commissioner Marshall appreciated the buildout analysis and has created some spreadsheets he is willing to share. Over the last several meetings, the Commission has discussed fostering a “small town” or “old town” atmosphere and how to incorporate that into the General Plan. In the past two meetings, he has proposed specific language with three key components: identifying which parts of town should be preserved; pinpointing specific elements that give those areas their unique character; and taking concrete steps to achieve these goals. At the last meeting, he proposed the following:

Commissioner Marshall recommends adding a new subsection in the Growth and Land Use section entitled “Old Town” and including the paragraph “Smithfield residents treasure the small town feel conferred by the architecture and streetscape in the older, central part of town. We will take measures to identify and preserve the characteristics that make this neighborhood special.” He recommended adding the following policies to that section (some of these move over from the residential section):

- *Identify the specific blocks to which “Old Town” policies apply.*
- *Identify the specific elements that give it its particular character.*
- *Develop appropriate design standards.*
- *Move “Multi-family uses on undeveloped interior blocks should be subject to height limitations” from the Residential section on page 10 into this new section.*
- *Insert “Prohibit multi-family housing development within the interior of older city blocks.”*

Move “Encourage medium-density housing developments within the interior of older city blocks” from the Residential section to this new section.

Commissioner Marshall believed there was consensus last month to include this in the Plan, but he did not see it in the latest draft.

Chairman Anderson noted that the commissioners generally agreed on the proposed language and inquired about the timeline for completion. He expressed concern that defining the item might become a lengthy process and wanted to avoid delaying forwarding the draft to the Council. Commissioner Marshall shared Chairman Anderson’s concern and suggested adding an action item to the Plan stating that the language would be defined later. Commissioner Olsen recommended including survey information to introduce this section.

Commissioner Olsen mentioned that this revision has changed many page numbers, increasing the total from 58 to 142. Mr. Carver noted that the change included the appendices, such as the current Parks & Recreation Plan and the current Hazard Mitigation Plan. These items are not directly relevant to tonight’s discussion about the content of the update—they are independently adopted plans used as references.

Commissioner Olsen spoke with City Manager Justin Lewis about the importance of maintaining a cohesive document, and he agrees. However, this does not mean the Commission should ignore how the various components relate to the overall General Plan. He has had limited time to review the document thoroughly and does not want to delay its progress to the City Council. He also understood that the grant funding for the project had been exhausted, and moving the document forward could prevent additional City costs. He asked if the Commission could access an editable version of the Plan to make minor revisions. Mr. Boudrero explained that this was not possible, as the consultant had been contracted to complete the Plan. Commissioner Olsen expressed concern with this approach, stating that several of his prior suggestions and questions—submitted during his comparison of the draft with the current version—had not been addressed. He noted he still has several pages of proposed revisions, some of which are significant, including goals, objectives, and action items in the updated sections. Mr. Boudrero clarified that many items are codified and therefore will not be incorporated into the General Plan. The Plan is intended to serve as a framework, with specific, codified details to be added later. He emphasized that staff value and consider all suggestions, even if some are not included.

Commissioner Olsen asked for clarification on whether his comments were ignored or intentionally left out and requested a brief written response. He offered to resend his list of suggested changes, mainly aimed at ensuring consistency throughout the Plan. He also mentioned that reviewing the latest update was hard because hyperlinks were missing. Mr. Boudrero said that technical details like hyperlinks and formatting will be finalized later. The focus of the Commission should be on reviewing the main part of the Plan, not the Table of Contents or appendices.

Commissioner Olsen responded that adding goals should be part of the current review and recommended that sources and references also be properly cited. He expressed reservations about moving the plan forward without the ability to make direct edits, citing possible cost implications if revisions are needed later.

Mr. Boudrero reiterated that the Plan is a living document that can be updated over time as needed, with such changes managed in-house after final approval. Commissioner Olsen acknowledged that he may have misunderstood the previous answer regarding editing the Plan. Mr. Carver added that maintaining a single master document prevents discrepancies across versions and offered to review Commissioner Olsen's written comments again. Procedurally, if specific items need to be addressed, they can be discussed at this meeting. If the Commission is prepared to recommend the draft to City Council, final edits can still be made in the coming weeks before the Council's review. Commissioner Olsen reiterated that many of his suggested revisions have not yet been incorporated and may require additional time to review in detail.

Mr. Boudrero said the Commission has the option to table the discussion, and J-U-B can come back with notes on each specific suggestion. Commissioner Olsen said that he has been asking for notes on each of the suggestions. He and Commissioner Marshall were part of the steering committee (which only met 3 times).

Commissioner Thatcher initially had questions about economic growth, which were addressed, and he has no other concerns at this time.

Chairman Anderson stated that the Commission has had access to the Plan since July, and he has reviewed it several times. He has not found any grammatical or typographical errors, as he understands they will be addressed during the process. He is comfortable recommending that it be forwarded to the Council for their review. He recognizes that some issues may be updated over time.

Commissioner Henderson said that after all his concerns were addressed, he agrees with the overall content. He also agrees with Commissioner Marshall about including the phrase "old town."

Commissioner Heywood hoped to see the survey results included, but she does not think they are integral information to include before it moves to the Council.

Commissioner Holbrook said Commissioner Marshall's suggestions about "old town" are valid, but may be difficult to implement. He supports moving it forward now. Most of Commissioner Olsen's comments seem very detailed; this is a general framework for the City, and it's required by the state. Adjustments can be made over time when necessary.

Commissioner Olsen is exploring all options to move forward but is unsure if it is ready yet. He asked whether goals could still be added if it is forwarded. Mr. Boudrero said the Council will review it and can send it back if they want the Commission to add something more. Commissioner Marshall suggested that Commissioner Olsen find a City Council member to sponsor his suggestions.

Commissioner Olsen likes the opportunity for the Commission and Council to work on it together as a team.

Chairman Anderson asked about adding an "old town" section as an action item and questioned the timeframe and who would be assigned to complete it. Commissioner Marshall suggested making a motion to proceed with the changes regarding "old town," including an action to define the area(s), specify the characteristics of the area that should be preserved, and take concrete measures to preserve it.

MOTION: Motion by Commissioner Holbrook to forward a recommendation for APPROVAL to the City Council for the 2025 General Plan Update, with Commissioner Marshall's recommendation to add an action for "old town" and to define the area(s), the specific characteristics of the area that should be preserved to move forward, and take concrete measures to protect it.
Commissioner Marshall seconded the motion. The motion was approved 7-0.

Vote:

Yes: Anderson, Henderson, Holbrook, Marshall, Olsen, Thatcher

No: None

Absent: Price

Mr. Boudrero reminded members about Cache Summit attendance (will be registered tomorrow).

Commissioner Marshall expressed gratitude for the ability to work on the Plan and provide input.

Commissioner Olsen is thankful for the citizens who have provided valuable input and opinions. He also commended City Manager Justin Lewis for implementing permanent parcel-specific mailings for all rezones. Something he has been a strong advocate of.

MEETING ADJOURNED at 8:07 p.m.

Jamie Anderson, Chairman



**SMITHFIELD CITY
CORPORATION
96 South Main
Smithfield, UT 84335**

AGENDA

The Planning Commission of Smithfield City met in the City Council Chambers at
96 South Main, Smithfield, Utah, at 6:30 p.m. on Wednesday, Oct. 22, 2025
Welcome/Pledge of Allegiance & thought/prayer by Lane Henderson

1. Approval of the Planning Commission meeting minutes from Sept. 24, 2025.
2. Public comment on items not on the agenda or not requiring a public hearing during the meeting.
3. Discussion and possible vote on the Conditional-Use Permit request by Ryan Stone to operate a bed and breakfast facility on Cache County Parcel Number 08-085-0009 located at 14 North 400 West. The parcel is approximately 0.18 acres. Zoned GC (General Commercial).
4. Introduction and Public Hearing for the purpose of discussing Ordinance 2025-20, an Ordinance rezoning Cache County Parcel Numbers 08-105-0017 08- 105-0009 from RA-1 (Residential Agricultural 1-Acre) and A-3 (Agricultural 3-Acre) to R-1-12 (Single Family Residential 12,000 Square Feet). The parcels are located at 438 and 468 South 400 West. The parcels total approximately 8.13 acres. The request was submitted by Brian Fillmore.
5. Discussion and possible vote on Ordinance 2025-20.
6. Discussion and possible vote on the 2025 General Plan Update.

Adjournment

*****Items on the agenda may be considered earlier than shown on the agenda*****

In accordance with the Americans with Disabilities Act, individuals needing unique accommodations for this meeting should contact the City Recorder at (435) 792-7997 at least three (3) days before the date of the meeting.