

1 **Administrative Land Use Authority (ALUA)**

2 **Minutes –August 26th, 2026 – 1:30 pm**

3 Providence City Office Building, 164 North Gateway Drive, Providence UT 84332

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6 **Call to Order:** Skarlet Bankhead, Chair

7 **ALUA Members:** Rob Stapley, Skarlet Bankhead & Steven Wood

8 **Staff in Attendance:** City Manager Ryan Snow, Zoning and Stormwater Specialist Colton Love & City
9 Recorder Ty Cameron

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11 **Approval of the Minutes:** The Administrative Land Use Authority will approve the minutes of the last
12 meeting, which was held on July 15th, 2026. **(MINUTES)**

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 - Chair Bankhead called for the approval of the minutes of July 15th, 2026.

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16 **Motion to approve the minutes of July 15, 2026, Administrative Land Use Authority meeting was**
17 **made by City Engineer Steven Wood and seconded by Rob Stapley.**

18 **Vote:**

19 **Yea- Rob Stapley, Skarlet Bankhead & Steven Wood**

20 **Nay-**

21 **Abstained-**

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23 **Motion passed unanimously, minutes approved.**

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25 **Items:**

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27 ➤ **Floodplain Development Permit Application – Blacksmith Fork Pedestrian Trail:** The ALUA will
28 review, discuss and may take action on an application for a Floodplain Development Permit for the
29 Blacksmith Fork Pedestrian Trail. **(APPLICATION)**

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 - Land Use Specialist Colton Love presented the staff report. He identified the applicant as Ben Rood,
31 with the project site addressed along the Blacksmith Fork River, west of Highway 165,
32 encompassing multiple parcels. The general plan designates the area as open space. The application
33 was received on July 31, 2026, and included a floodplain development permit, floodplain
34 development analysis, hydraulics report, and no-rise certification. An additional trail profile
35 document was received the morning of the meeting, August 26, 2026.
 - Colton cited the applicable regulatory framework, including Providence City Code 10-16-5
36 governing flood hazard reduction standards, FEMA Code 44 CFR Sections 60.3 and 60.3(c)
37 covering base flood elevations and general floodplain development provisions, and 44 CFR
38 60.3(d)(3) addressing no-rise certification requirements in federally regulated floodways. He
39 concluded that the proposed floodplain development permit is consistent with the general plan and
40 surrounding area development, subject to the conditions that the applicant continue to meet all
41 applicable federal, state, county, and Providence City rules and ordinances, and that any further
42 conditions the ALUA may require be fulfilled.
 - Ben Rood introduced himself as a Water Resource Engineer and certified floodplain manager with
43 approximately 20 years of experience in floodplain management and mapping. He described the
44 Blacksmith Fork Pedestrian Trail as a joint project between UDOT and Utah Trail Networks,
45 designed to connect the Joaquin Plank Trail from the high school south to the soccer facility near
46 1700 South. The trail generally follows SR-165 before deviating to follow the Blacksmith Fork
47 River corridor, terminating at 1700 South and continuing into the soccer facility to the north.

- 50 • Mr. Rood explained that the trail alignment was deliberately set back from the riverbank to minimize
51 disturbance to the riparian corridor and existing vegetation. In terms of vertical profile, the trail is
52 designed to follow existing ground elevations as closely as possible, with minor smoothing to
53 accommodate a rideable surface. The intent is to allow floodwaters to continue to behave as they
54 naturally do, overtop the trail surface during flood events without significant obstruction, and avoid
55 creating any berm-like fill that would cause a rise in the regulatory water surface elevation. Because
56 the trail surface is essentially at-grade, the no-rise certification is supported by the absence of
57 significant fill throughout most of the corridor.
- 58 • Mr. Rood noted that an exception exists near the 1700 South connection, where the trail must gain
59 elevation to meet the road grade. He indicated that this transition mimics the slope of an existing
60 farm access road already present in that location, and that the fill placed in this area does not
61 materially differ from what already exists on the ground. Colby added that the project is currently in
62 the QC phase for construction documents, suggesting right-of-way processes are largely complete.
- 63 • A substantive discussion arose regarding the two pedestrian bridges that are critical components of
64 the trail project. City Manager Ryan Snow and Chair Bankhead clarified that one bridge falls within
65 the City of Nibley and the other falls within the City of Millville. Millville has not participated in the
66 trail project. It was noted, however, that Providence City has entered into an agreement to take over
67 ownership and maintenance of the North bridge following construction, even though the bridge is
68 located outside Providence City limits.
- 69 • Chair Bankhead raised the question of whether the ALUA has authority to approve a floodplain
70 development permit for a structure located within another municipality's boundaries. Mr. Snow
71 confirmed that Providence could likely only approve what falls within Providence City limits. City
72 Engineer Wood added that while the design review of the bridge could potentially occur outside of a
73 formal public meeting, any permitting authority for a structure inside Millville's boundaries would
74 ordinarily remain with Millville, absent some form of delegated authority. Wood suggested that at
75 minimum, a letter from Millville granting Providence the authority to administer floodplain
76 management for that structure should be obtained before any action is taken on that element.
- 77 • The discussion clarified that while the ALUA's formal approval at this meeting would be limited to
78 the portions of the trail within Providence City limits, the members wished to discuss the North
79 bridge given Providence's future maintenance obligations.
- 80 • Chair Bankhead inquired about the nature of the crossing at 1700 South, having noted what appeared
81 to be a raised crossing element on the plans distributed that morning. Mr. Rood and City Engineer
82 Wood clarified that the crossing is a standard at-grade painted crosswalk with pedestrian ramp
83 details for ADA compliance, not a raised or elevated structure. Mr. Rood confirmed there is fill on
84 the south side of 1700 South to bring the trail up to road grade, but the crossing itself is not elevated
85 above the roadway surface.
- 86 • Mr. Rood described the North bridge as a prefabricated pedestrian truss bridge, spanning bank-to-
87 bank and elevated above the channel banks such that the bridge's lower chord maintains clearance
88 above the regulatory flood elevation. He directed the Authority's attention to Table 3.3 of the
89 hydraulic report, which presents the existing versus proposed water surface elevation comparison
90 along the full project corridor. The north bridge is located at approximately River Station 7925 in the
91 HEC-RAS model.
- 92 • Mr. Rood explained that the hydraulic results at the bridge location actually show a reduction in
93 computed water surface elevations, meaning the bridge opening provides additional conveyance
94 capacity compared to existing conditions. He acknowledged that several cells in the delta water
95 surface elevation column show very small positive or negative values in the range of 0.01 to 0.02
96 feet and attributed these to computational rounding in the model rather than actual physical changes.

He stated that when rounded to one decimal place, all values return to zero, and he expressed confidence that the no-rise certification is defensible.

- Mr. Rood noted that the FEMA effective HEC-RAS model was obtained directly from FEMA and used as the regulatory base model. The model was originally produced by Anderson Engineering as part of a Letter of Map Revision process for the Logan City and Providence City reach of the Blacksmith Fork and Logan Rivers. The 100-year design flow used in the analysis is consistent with FEMA's Flood Insurance Study for the area.
- City Engineer Wood confirmed he had reviewed the hydraulic analysis and noted the bridge maintains approximately two feet of freeboard from the lower chord to the 100-year water surface, which he found satisfactory. Mr. Rood confirmed the bridge abutments will be protected by riprap with a D50 of 24 inches, maximum boulder size of approximately four feet, and a placement thickness of three feet, such that floodwaters contact the riprap rather than the concrete abutments directly.
- City Engineer Wood inquired about the status of Army Corps of Engineers permitting. Mr. Rood explained that UDOT is managing the NEPA and Section 404 permitting process through its own jurisdictional authority under the Army Corps, and that the project requires an individual permit rather than a nationwide permit due to the presence of special status species, including the Bonneville cutthroat trout and other sensitive resources in the corridor. Mr. Rood indicated that the individual permit was expected to be finalized in the October–November 2026 timeframe. Mr. Wood requested that a copy of the completed permit be provided to Providence City for its records, which Mr. Rood agreed to provide. Mr. Wood also noted that as a future owning agency, Providence City would want confirmation that UDOT, as the managing entity, has coordinated fully with the Army Corps and FEMA throughout this process.
- Chair Bankhead raised the subject of wetlands within the corridor, noting that while fewer wetlands are present in the Providence City portion, some do exist. Mr. Rood confirmed that wetland delineation has been completed along the full corridor and that the project's wetland impact is approximately 0.03 acres, which falls below a threshold that would trigger more intensive mitigation requirements. Mitigation options include on-site restoration where feasible and payments into a mitigation bank. Mr. Rood confirmed that a boardwalk or other structural avoidance measures are not being required by the permitting agencies, and that the mitigation approach is consistent with the minimal disturbance footprint of the project.
- City Engineer Wood noted that the wetland mitigation details were not included in the original application packet and asked whether they were part of the supplemental documents received the morning of the meeting. Mr. Rood confirmed they had not yet been submitted and would be included as part of the final Army Corps permit documentation.
- Mr. Wood inquired about the status of right-of-way acquisition and whether easements or fee title had been secured and recorded with the county for properties within Providence City. Mr. Rood indicated that, based on his understanding, the right-of-way process had been substantially completed and that the properties were expected to be conveyed through easements rather than fee title transfer, though he acknowledged he was not certain of the precise instruments used.
- Mr. Wood expressed the importance of confirming that Providence City is specifically named as a beneficiary in any easements covering the trail corridor and the north bridge location, given that the city will be responsible for maintenance and repair. He further noted that if fee title is involved, it would likely be acquired by UDOT and subsequently transferred to Providence City, consistent with how UDOT typically handles long-term trail ownership. Mr. Rood agreed to follow up and confirm the specific instruments and whether Providence City is named. Mr. Wood also noted he wanted to

ensure Providence City has documented authority to access and maintain the trail, particularly for the segment and bridge lying outside city limits.

- City Engineer Wood raised several engineering and maintenance considerations related to the trail design, including pavement thickness, subgrade preparation, trail width sufficient for maintenance vehicle access, and the potential use of removable bollards or other measures to prevent unauthorized vehicle access. He acknowledged that much of this detail may be contained in the construction documents distributed that morning, which he had not yet had an opportunity to fully review. Mr. Rood welcomed the opportunity to schedule a separate meeting with Mr. Wood to walk through the engineering and design details in depth.
- Chair Bankhead took a moment to clarify for the record that because the three ALUA members constitute a quorum, formal deliberation on land use matters must occur in a public meeting setting. She noted the distinction between items that must be addressed in a public meeting, such as the floodplain permit itself, and engineering review items that can be handled administratively between staff and the applicant's team.
- Following the conclusion of discussion, Chair Bankhead confirmed that the ALUA's approval authority at this meeting extends only to the portions of the trail and associated development within Providence City limits. She noted that the north bridge, located within Millville, cannot be formally approved at this time absent authority from Millville, and that a future action may be necessary if and when that authority is established.

Motion to approve the Floodplain Development Permit for the Blacksmith Fork Pedestrian Trail, limited to the portions within Providence City limits, with the conditions that the applicant fulfills its permitting obligations with UDOT, FEMA, and the Army Corps of Engineers, and Providence City is afforded the opportunity to review the construction drawings and provide comments prior to the commencement of construction, was made by City Engineer Steven Wood and seconded by Rob Stapley.

Vote:

Yea- Rob Stapley, Skarlet Bankhead & Steven Wood

Nay-

Abstained-

Motion passed unanimously.

- Chair Bankhead thanked Ben Rood and Colby for their participation and indicated that Providence City would proceed with the necessary paperwork and continue to monitor the permitting process as it progresses.

➤ **AmSource Flex Building:** ALUA will discuss access to the AmSource Flex Building. (This is a discussion only item, no action will be taken)

- Chair Bankhead provided an update on the status of access arrangements for the AmSource Flex Building. She reported that AmSource's engineer had submitted an easement plan to the owners of the adjacent Next Meter building, who declined to grant the easement on the grounds that it would interfere with their plans for future development. A subsequent follow-up from Melanie revealed that the easement drawing had been prepared with an error, showing the easement ten feet wider than intended. The engineer indicated he would prepare

a revised, corrected easement document and resubmit it to the Next Meter owners in the hopes of obtaining their approval.

- Chair Bankhead noted that when she reviewed the original subdivision plans, the city had not required a formal access easement at the time of subdivision approval but had aligned the public utility easements between the north and south lots to provide approximately 20 feet of implied access, which is where the current access road is now located. She noted that while the city's ordinance does require connectivity between road access and interior parking for adjacent businesses, having a formally recorded access easement would provide greater clarity and enforceability.
- City Engineer Wood noted that he had been contacted by AmSource's engineer, who indicated he would reach out to Mr. Wood after returning from vacation. Wood confirmed that the engineer had not yet followed up. Mr. Wood expressed no concern about being an obstacle to the process and simply wanted to ensure that the city was responsive and available when the engineer was ready to engage.
- Rob Stpaley noted that building materials for the steel structure have been delivered and are currently on-site. A question was raised regarding the intended occupancy and tenant use of the building. Mayor Kathleen Alder, who was present in the room and addressed the Authority from the floor, indicated she believed the building was originally intended for warehouse use and offered to contact the owners directly to obtain an update on the tenant situation.
- Chair Bankhead indicated she would follow up with Melanie to check on the status of the revised easement and would encourage AmSource's engineer to reconnect with City Engineer Wood to resolve any outstanding technical questions. No action was taken on this item, consistent with its designation as a discussion-only item on the agenda.

- There being no further business, Chair Bankhead called for a motion to adjourn.

Motion to adjourn was made by Rob Stapley and seconded by City Engineer Steven Wood.

Vote:

Yea- Rob Stapley, Skarlet Bankhead & Steven Wood

Nay-

Abstained-

Motion passed unanimously. Meeting adjourned.

Minutes approved by vote of ALUA on 30th day of September 2026.

I swear these minutes are true and correct to the best of my knowledge.



Ty Cameron, City Recorder