



AGENDA

Summit County Council of Governments (COG)

Tuesday, February 15, 2022, at 6:00 PM

NOTICE is hereby given that the Summit County Council of Governments will meet on
Tuesday, February 15, 2022, electronically, via Zoom,
and at the anchor location of the Ledges Event Center,
202 Park Road, Coalville, UT 84017

(All times listed are general in nature, and are subject to change by the Chair)

To participate in COG meeting via Zoom:

Join Zoom webinar: <https://summitcountyut.zoom.us/j/94870632443>

OR

To listen by phone only: Dial 1-301-626-6799, Webinar ID: 948 7063 2443

1. Introduction of new Council of Governments (COG) Members; Roger Armstrong (5 min)
2. Introduction to COG, its purpose, and bylaws; Dave Thomas (10 min)
3. Nominations and appointment of 2022 COG Chair, Vice Chair, and Secretary/Treasurer; Roger Armstrong (5 min)
4. Follow-up on assignments from November 2021 COG Meeting re regional planning:
 - a. Introduction to topic; Janna Young (2 min)
 - b. Develop mission, objectives, and goals for regional planning; Roger Armstrong (15 min)
 - c. Discuss possible Summit County Development code amendment changes to address annual reviews of annexation declaration areas and noticing of proposed development within annexation declaration overlay areas; Pat Putt (10 min)
 - d. Regional input to UDOT's Long-Range Transportation Planning (culminating 2023); Tom Fisher (5 min)
5. Update on status of North Summit Fire District and EMS future; Tom Fisher and Janna Young (30 min)
6. Suggest a more aggressive COG meeting schedule for 2022 and schedule another COG meeting in late February or early March to discuss the following; Tom Fisher (10 min):
 - a. EMS Future
 - b. Emergency Management

- c. General Obligation Bond for Open Space
- d. Transportation sales tax projects/Small Cities Grant program and corridor preservation projects

7. Possible approval of meeting Minutes dated September 21, 2021 and November 30, 2021 (5 min)

8. Next COG meetings: _____, 2022

Members of the Council of Governments, presenters, and members of public, may attend by electronic means, using Zoom (phone or video). Such members may fully participate in the proceedings as if physically present. The anchor location for purposes of the electronic meeting is the Ledges Event Center, 202 Park Road, Coalville, UT 84017

Individuals with questions, comments, or needing special accommodations pursuant to the Americans with Disabilities Act regarding this meeting may contact Annette Singleton at (435) 336-3025

Posted: February 12, 2022

Council of Governments

A Primer

What is a Council of Governments?

- Voluntary Association of local governments (generally counties and cities) formed by Interlocal Agreement
- Cooperative planning, coordination and technical assistance on issues of mutual concern that cross jurisdictional boundaries
 - Community Development (affordable housing, annexation, etc.)
 - Economic Development
 - Transit and Transportation
 - Water
 - Emergency Management
- Allows consensus building at a sub-regional or regional level
- Serves to unify jurisdictions and agencies on matters of mutual concern, but independent of the responsibilities traditionally exercised by individual members

Summit County Council of Governments

- ☐ Formed in 2006 by Interlocal Agreement, amended in 2010 and 2013
- ☐ Membership
 - ☐ County Council and Mayors of each municipality
 - ☐ Ex Officio members: Board Chairs of each school district and Executive Director of PC Chamber
- ☐ Voting (County has 3 votes and each Mayor has 1 vote)
- ☐ Quorum (5 members constitutes a quorum and a majority vote of the members present to transact business)
- ☐ Officers (Chair, Vice Chair and Secretary/Treasurer)
- ☐ Staff: Summit County
- ☐ Purposes
 - ☐ Problem solving forum for regional problems
 - ☐ Economies of scale
 - ☐ Comprehensive plans for growth and development
 - ☐ Improving public services
- ☐ Powers
 - ☐ Make recommendations to the COG member elected bodies
 - ☐ Provide endorsements for Local Option Corridor Preservation Funds
- ☐ Meetings (Quarterly)

Bylaws

- Chair sets agenda (Members can ask to place items on the agenda)
- Procedure: Roberts Rules of Order
- Code of Conduct (be kind – members can disagree without being disagreeable)
- No voting in absentia. All votes are cast verbally. A roll call vote may be requested by any member.



STAFF REPORT

To: Summit County Council of Government (COG)
From: Patrick Putt, Community Development Director
Date of Meeting: February 15, 2022
Type of Item: Possible Amendments to Summit County Development Codes Relating to Annexation Declaration Areas
Process: Legislative

At a previous Council of Government meeting a discussion was held regarding regional planning, including initial steps to create improved communication relating to matters such as annexations, rezoning, and other development activities around municipalities. I offered to return with Summit County Development Code amendments that could potentially improve communications on municipal Annexation Declaration Areas (ADAs) and municipal notice on proposed development applications within ADAs. Attached is draft County Code amendment language that would establish an annual review/discussion of municipal Annexation Declaration Areas and a minimum 30-day notice to municipalities for development proposals with ADAs. I will present these ideas to COG for discussion and direction.

10-2-14 and 11-3-13: ANNEXATION DECLARATION AREA OVERLAY (ADA) ZONE:

A. District Purpose: The ADA overlay is intended to:

1. Ensure that development occurring in the annexation declaration area of each incorporated municipality is compatible with applicable and appropriate standards and policies of the municipality and the county;
2. Better relate residential, commercial, and industrial development with municipal facilities and infrastructure location, size, and design; and
3. Ensure that appropriate and reliable services and infrastructure are available to serve the development.

B. Applicability: The location of the ADA overlay shall be identical to the annexation declaration area of each municipality within the Snyderville Basin that has so designated such an area. The boundaries of the ADA shall automatically adjust to conform to all declared changes in annexation declaration areas by each municipality. In instances where parcels held under one ownership are divided by an annexation declaration area boundary, the entire parcel shall be considered to be located within the ADA overlay. Summit County shall facilitate an annual review of the ADA overlays with local municipalities to ensure on-going communication and cooperation on matters related to land use; transportation/mobility; infrastructure; water resource protection and management; and open space.

C. Review Procedure: Before any development can occur on property within an ADA overlay, it shall be reviewed in accordance with the appropriate development review procedure described in Chapter 3 of this title. Upon receipt of a complete application for a: Rezone, Subdivision Plat, Amendment to a Subdivision Plat, Conditional Use Permit, or Master Plan Development proposed within and ADA overlay area, written notice shall be sent to the affected municipality a minimum of 30 days prior to any scheduled initial public hearing. The underlying Summit County zoning shall be used as a guide for determining use and density for the property. The county may impose certain other development standards beyond those suggested in this title to ensure compliance with the standards and policies of the municipality and County for development in the ADA overlay area.

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MINUTES

SUMMIT COUNTY COUNCIL OF GOVERNMENTS

TUESDAY, SEPTEMBER 21, 2021
ONLINE VIA ZOOM

COUNCIL MEMBERS PRESENT:

Matt McCormick, *Kamas City Mayor*
Byron Ames, *Francis City Mayor*
Robin Riches, *Henefer Town Council*
Malena Stevens, *County Council Member*
Roger Armstrong, *County Council Member*
Doug Clyde, *County Council Member*
Wade Woolstenhulme, *Oakley City Mayor*
Glenn Wright, *County Council Chair*
Mark Marsh, *Coalville City Mayor Incumbent*

OTHERS PRESENT:

Janna Young, *Deputy County Manager*
Aaron Newman, *Behavioral Health*
Derrick Radke, *Public Works Director*
Pat Putt, *Community Development Director*
Brian Craven, *IT*
Katy Staley, *Secretary*

The meeting was called to order at 6:00 p.m.

1. Report on the results of the Community Engagement and Behavioral Health Survey
Report: Aaron Newman

Aaron Newman shared a summary of the Community Assessment that is done every five years and is used to help update and develop the Community Strategic Plan. This survey gives solid data for the first time by getting a scientific sample that is truly representative of Summit County. Comparisons were made using zip codes and comparing them to peer communities. Three primary areas were examined: needs for mental health, needs for substance abuse programs, and social connections. About 68 percent of respondents reported they have social support. Almost 50 percent of respondents reported having three or more days per month where mental health was a concern. Almost 74 percent reported regularly drinking alcohol with 60 percent of those classifying as heavy or binge drinkers. 41 percent reported feeling lonely or left out. There is high

connectiveness to the community in Park City and Coalville with the lowest connectivity to the community in Kamas and Oakley. Respondents in Park City and Coalville are apt to be sympathetic and talk to people about mental health, but those in Coalville do not know what to do about mental health concerns. The highest rate of substance abuse is in Park City.

Since 2015 there has been an increase in those who know where to go for behavioral health. The belief that there is adequate support for behavioral health has increased greatly since 2015. Care is now better coordinated using a network model. In 2021, 85 percent of respondents know where to go when experiencing a mental health crisis.

The number one barrier to care is still the perceived cost of treatment. With the resources available cost should not be a barrier. There is a pilot program to cover the costs of care for those with high deductible insurance. A bill has been passed that requires that healthcare cover mental health services.

Eastern Summit County is being asked for more participation and engagement in the survey process. Mayor Ames stated he will reach out to coordinate the specifics for what is needed from Eastern Summit County.

2. Presentation of current and anticipated County development projects; Pat Putt

Director Putt shared that the Cedar Crest Village overlay is still in the works but is on hiatus by request of the landowners for negotiations. There have not been any subcommittee meetings since February. A tentative land plan is evolving in the Hoytsville area. One community open house has been held. Cedar Crest Village overlay is still an active application.

The Trail Ridge Subdivision is an application for thirty single-family homes in Cherry Canyon. That application could be heard in the next month.

Blue Sky Farms is a proposal for 64 residential units associated with Blue Sky. There was a conversation with the applicant today where the applicant shared they will be proposing commercial uses with this application.

Indian Hollow will be moving forward to plat recordation for 64 units.

Staff receives pre-application requests for information. The biggest issue with low application rates is wastewater.

Silver Creek Village is an application for mostly residential with a request for 1,290 residential units, with 330 units for workforce housing. About 250 units are built or in the process.

Sigg Marketplace is a proposal for the 25 acres east of Home Depot. The proposal includes a large grocery store, a restaurant, 103 housing units, and a 75-room hotel. The proposal has gone to the Snyderville Basin Planning Commission but has been put on the back burner. The area has an application submitted for a rezone but may just be commercial.

Silver Creek Plat I had established land uses when submitted, but County Planning prevails.

There will be an application for a rezone.

Highland Flats is being reviewed by County Council and includes a mix of workforce housing, family housing, and stacked flats.

The Outlets project has proposed a new grocery store which triggers the necessity for a new SPA (Specially Planned Area) application.

The Research Park/Tech Center project is at the County Council for amendments to modify the Use Table to allow for residential use and other uses.

The Canyons has no less than 13 projects under construction, with the biggest being the Pendry Hotel. The hotel is targeting the holiday season for opening.

The Gilmore property has 125 acres set aside for potential development around the Justice Center. The applicants are working with a consultant to develop a Master Plan.

Staff is also working on a circulation plan that will include High Valley Transit.

There are applications for annexation that will be coming soon. The Planning Department is extremely busy with residential applications. At the end of July there were already double the applications that were received during the entire 2020 year.

3. Discussion about City and County budgets; Janna Young

Janna Young shared that Mayor McCormick requested a partnership in regional planning. There has been a lot of discussion around regional planning that includes the need to coordinate budgets and staff resources. A poll will be sent to all the mayors to list their priorities, with Council of Government members adding their input as well.

Possible topic areas were discussed. EMS and law enforcement are essential services and must be provided and financed. Solid waste future structure, growth pressures, recycling, environmental sustainability, and the potential of a special service district should be a topic. Growth management and regional planning should be considered. Watershed protection, including wildfire mitigation, water quality, and wastewater planning is another possible priority. Transportation and transit should include discussion about corridor preservation, mobility, traffic flow, and growth pressure. Open Space acquisition and recreation enhancements could be a priority. Economic development is another topic of concern. Senior citizen issues, including aging in place, programming, and strategic planning should also be included. Staff is putting together the 2022 budgets and implementing the ARPA (America Rescue Plan Act) funding.

Mayor McCormick stated that any individual priority is a monumental task. Economic development is not as much of a concern. No one wants big box stores. The commercial use that

is being developed does not support the housing. All of the topics of concern cannot be tackled within one year. **Council Member Clyde** stated that there are many overlapping subjects, but this is an intimidating list. The goal is not to work on economic development plans, but to work on understanding the economy.

Mayor McCormick stated there are serious potential tax issues for residents, and the list should be prioritized by those tax implications.

Council Chair Wright stated the priorities can tie into complimentary packages. The issue with wildfire management needs to be reinvigorated. Taking biomass and turning it into fuel and creating plants to reinvigorate the forest industry could diversify the economy.

Council Member Stevens stated that where the priorities converge is where we can get the most bang for our buck. Even working together to accomplish these priorities is a couple decades worth of work. All of these priorities are high level and steps should be made on all items, but there should be a focus.

Mayor Ames stated the priorities are not mutually exclusive. Transportation and transit require a lot of money and it is hard to justify before the needs are there. That being said, transportation and transit should not be put on the back burner. They need to be kept in mind now. **Council Member Clyde** stated that all of these priorities are ongoing. The biggest problem is money.

Mayor Ames suggested that the priority list be kept nearby during discussions to make sure that everyone is aware of how current decisions impact each item.

Council Member Armstrong stated that regional planning should be at the top of the list. The process has already been started with trying to understand infrastructure needs. A Master Plan

is needed to understand what Eastern Summit County needs to look like. The County and the municipalities need to work together, not fight against each other.

Mayor McCormick suggested that the City Councils and the County Council have a discussion together and include the Eastern Summit County Planning Commission.

Mayor Ames shared that there is an annexation application in Francis that involves a large amount of Open Space and will have a direct impact on infrastructure.

4. Discussion regarding Small Cities Grant dedicated from the 4th Quarter Transportation Sales Tax; Derrick Radke, PE

Derrick Radke shared the background for the Transportation Sales Tax (TST) that started in 2017 and involves each of the cities. A portion (\$250,000) of the TST is dedicated to small cities. Tom Fisher thought it was a good idea to discuss the amount dedicated to small cities. The original allocation was really just a number. The initial idea was to use the Small Cities Grant for congestion relief, not road maintenance, but should all the money be used for maintenance? There has not been equal participation from the small cities. How can we get more participation and applications?

Mayor Ames asked if the money could be used for acquisition of rights-of-way for road expansion. **Derrick Radke** answered that the money could be used for that, but corridor preservation funds are available for that use.

Mayor McCormick stated that the challenge is the main roads are State Highways. The Small Cities Grant is a great program for the cities and there is no shortage of need.

Derrick Radke stated he will work on a formula for determining the amount needed for the Small Cities Grant.

The next meeting will be held via Zoom on November 30, 2021 at 6:00pm.

There will be a regional planning meeting via Zoom October 11, 2021 at 1:00pm.

Council Member Clyde and Mayor McCormick made the motion to adjourn.

The meeting was dismissed at 7:30 p.m.

Approval Signature

MINUTES

SUMMIT COUNTY COUNCIL OF GOVERNMENTS

TUESDAY, NOVEMBER 30, 2021
ONLINE VIA ZOOM

COUNCIL MEMBERS PRESENT:

Matt McCormick, *Kamas City Mayor*
Andy Beerman, *Park City Mayor*
Chris Robinson, *County Council Member*
Malena Stevens, *County Council Member*
Roger Armstrong, *County Council Member*
Doug Clyde, *County Council Member*
Trevor Johnson, *Coalville City Mayor*
Glenn Wright, *County Council Chair*
Mark Marsh, *Coalville City Mayor Incumbent*
Dick Butler, *Henefer Town Planner*
Byron Ames, *Francis City Mayor*

OTHERS PRESENT:

Janna Young, *Deputy County Manager*
Tom Fisher, *County Manager*
Derrick Radke, *Public Works Director*
Pat Putt, *Community Development Director*
Jeff Jones, *Economic Development & Housing*
Katy Staley, *Secretary*
Caroline Rodriguez, *Regional Transportation*
Brian Craven, *IT*
Bryce Boyer, *Fire Marshall*
Rich Sonntag, *Eastern Summit County
Planning Commission Chair*

The meeting was called to order at 6:20 p.m.

1. Review results from survey prioritizing topic areas; Janna Young

Janna Young shared that at the last Council of Government's (COG) meeting there was an interest for collective regional planning, with a desire for growth management. A survey was taken for prioritizing issues. Other involved people like Planning Commissioners and the incoming mayors have been invited to participate.

The top issues of concern are growth management and regional planning, and watershed protection. All the issues listed are important and link together. The COG was asked if there are any other issues other than those listed that should be looked at, and if any changes should be made.

Council Member Armstrong shared that the desire for regional planning started in response to Hideout and the sale of the Ure property. There are more and more ranches being put up for sale. Western Summit County has grown about as much as possible and the growth pressures are moving to Eastern Summit County. The growth can be done ad hoc or regional planning can be done to help manage the growth. When the Eastern Summit County General Plan was reviewed there was a promise that growth should be channeled to the municipalities. There has been an effort to identify the existing infrastructure. Now we need to identify what tools to use to channel the growth and what the municipalities' long-term goals are so everyone can work together. **Mayor Ames** stated it would be best to work together. There is the fear that something lower down the list of issues will be given lesser priority, but all the things on the list should be talked about all the time. All the issues are important. Council Member Stevens agreed that if the top four priorities are not attacked collectively and simultaneously then there will be problems. **Mayor Beerman** stated that the priority list is a great list and suggested that there should be a way to interface with the peers in Wasatch County with some issues.

2. Approach to regional planning effort

a. Short Term

Dick Butler, Henefer Town Planner shared that the previous Mayor of Henefer annexed a pretty big area into the city. Henefer's Master Plan called for a cleanup of protective roads in the County area, but there was no coordination between Henefer and the County and now some new homes will have to be condemned. There needs to be better communication moving forward. Small cities do not have the finances for infrastructure for new growth. Hopefully the County could give financial incentives.

Mayor Johnson stated that Coalville has geographical limitations for expansion. Annex declaration areas should reach out to cities with their vision for zoning to be sure the vision is

compatible with the city's vision. The County has been open with their vision, which has been an advantage with Echo.

Mayor McCormick shared there are two annex petitions in the works in Kamas, with one more to present. The projects are concerning. It seems like everyone wants high density in residential and commercial, which brings up concerns with infrastructure and preservation. There needs to be a better understanding of annexation declaration areas and what the partnerships are including the "rules of the game" so there is continuity. There should be a combined idea of how to manage annexed property with zoning, density, and water. Some of the smaller cities do not have the resources that the County does.

Mayor Beerman stated that Park City shares the same concerns as the other cities. Another concern of Park City is with the boundaries of Park City with density increasing all around.

Mayor Ames stated that Francis's General Plan includes a statement that says everything the city does is with the goal to provide "overwhelming benefit" to those who live there. There should not be a competition between the cities or with the County. Right now, it seems like we are trying to piece together several jigsaw puzzles. Francis has immense annexation problems and needs plans to match up. The cities have been playing off of each other to get the best deal, but should be working together to create a plan that is an "overwhelming benefit" to everyone.

Mayor McCormick stated that "overwhelming benefit" can be very subjective and questioned if there are things that can be defined as an "overwhelming benefit" to everyone.

Mayor Johnson stated that Summit County has a lot of diversity in class and culture, and Coalville is a great example. The small cities have no animosity toward Western Summit County, but they do not want to turn into another Western Summit County. The vision for Coalville is

much different than other areas of the county. Cedar Crest would have a lot of density, if approved. Solid waste and sewer would be mutually beneficial for the city and Cedar Crest if there are not a lot of septic systems. A lot of collaboration will be needed for sewer and traffic to reach a goal that is mutually beneficial. Growth is coming and we all need to work together for the common good.

Director Putt stated that in both the Snyderville Basin and Eastern Summit County Development Codes there is language about annexation declaration areas and overlay zones. There are already tools in those Codes that the COG can help define. The Planning Commissions have a review process, but there is not a requirement for notice or any communication conduit to the cities if an application is in the annexation declaration area. What type of noticing requirements should be included to help improve the communication process? The expectation for communication early in the application process could be built into the Codes and could include an interlocal agreement. The County's goal is not to direct what will happen in the municipalities.

Mayor Ames stated there does need to be a communication structure in place.

Mayor McCormick shared an example of an application that was within an annexation declaration area that Kamas City was only made aware of because they owned a neighboring property. Now Kamas City has to honor the Conditional Use Permit for a contractor's yard when they should have been included in the conversation for the approval of the Conditional Use Permit. The first step should be to find common ground in the annexation declaration areas.

Director Putt agreed that having a predictable standard for notice to the municipalities when

there is an application in an annexation declaration area and allowing municipality participation could help tremendously.

Council Member Armstrong stated that County Code can be strengthened and should be taken to the municipal level as well. It should be established that there are critical issues that everyone can agree on. Saving Kamas Meadows is an example. Are there other areas that should be protected? What are some critical infrastructure boundaries? These concerns should be discussed in the separate Councils and then brought together to collaborate. It is best to plan within your own municipalities to not step on each other's toes and then pull the oars together.

Mayor Ames stated that the communication structure, including how to put it in place should be addressed first and then the specific issues can be addressed. The critical issues do need to be identified. Communication can be clarified in the County Development Code and should be done sooner than later. The noticing requirement should include sending a notice to the municipalities. Those notices can be missed when having to look through all the Public Hearing notices on the County website. **Janna Young** stated that the intent is to have the municipalities involved before the applications get to the Public Input process. **Council Member Clyde** stated there should be reciprocation from the municipalities to involve the County in decisions about annexation declaration areas too. There should be a two-way conversation. **Mayor Ames** stated that the public can sense when there is chaos in a plan, so any concerns should be figured out before an application gets to a big public meeting.

b. Long-term

Jeff Jones stated there are resources available including a variety of data tools such as Census Bureau economic model systems, Environmental Systems Research Institute, and Traffic

Analysis Zone Data. Having good data can be helpful to evaluate infrastructure value. Summit County also has access to Wasatch County data.

Director Putt stated that Jordanelle Special Service District has given Summit County the option to tap into their pipes, but the County must consent to crossing county lines. It would be beneficial to talk about that option. The County would need to determine under what conditions crossing county lines would be allowed.

3. Frequency of meetings and designation of facilitator/project manager: Byron Ames

Mayor Ames asked how often meetings should be held for regional planning. **Council Member Armstrong** suggested that there be captains to run the ship to be efficient. Subcommittee meetings will be needed. Milestones should be figured out. The meetings need to be structured as much as possible. These meetings are not just for the County but for the municipalities as well. This has to be a group effort. **Council Member Clyde** stated the regional planning meetings cannot be a COG meeting and should be done as a region. The Land Use Maps also need to be coordinated.

Council Member Armstrong suggested that the regional planning subcommittee should include the Mayors and some County Council members as a small group to set a broad strategy, with milestones to be reached. We need to anticipate the growth impacts and determine what tools are needed to address those impacts. The County could possibly help with some of the financial impact.

It was suggested that the subcommittee include one North Summit Mayor, one South Summit Mayor, the Park City Mayor, and one County Council member. Updates should be given at each

COG meeting. The use of an outside facilitator was discussed, with suggestions of contacts including MAG Consulting Group. Other options for a facilitator will be sent around. **Janna Young** will work on getting a facilitator and the different subcommittee members can work on a meeting schedule.

Council Member Robinson stated there should be a draft list of objectives for the subcommittee and the COG should determine when they want the information to help steer the timeframe. **Mayor Ames** stated that some issues need to be addressed in the near term, including how to communicate better with each other. There should be five critical issues that should always coordinate. The overall Land Use Map needs to be created. **Director Putt** stated he will be happy to bring the communication piece to the next meeting.

4. Deliverables and next steps

Mayor Ames stated the next steps would be to determine a facilitator, keep open communication, identify critical issues, and work on Land Plans.

5. Approval of meeting Minutes dated April 20, 2021, and June 15, 2021

Mayor Beerman made a motion to approve the meeting Minutes dated April 20, 2021, and June 15, 2021, as written. Mayor Ames seconded the motion. All were in favor, motion approved.

The next meeting will be held via Zoom on January 18, 2022 at 6:00pm.

Mayor Woolstenhulme suggested that the meeting be in person.

Park City Council will not have a full Council at that time.

Council Member Armstrong thanked and recognized Mayor Beerman, Mayor Ames, Mayor Woolstenhulme, and Mayor Johnson for their service as Mayors.

Council Member Clyde and Council Member Armstrong made the motion to adjourn.

The meeting was dismissed at 8:05 p.m.

Approval Signature