

**GENERAL PLAN ADVISORY COMMITTEE
MEETING MINUTES
October 27, 2021**

The North Ogden General Plan Advisory Committee Meeting convened in a meeting on October 27, 2021 at 6:07 p.m. in the North Ogden City Municipal Building, 505 E. 2600 N. North Ogden, Utah. The meeting was also held virtually on Zoom. Notice of time, place and agenda of the meeting was furnished to each member of the General Plan Advisory Committee, posted on the bulletin board at the municipal office and posted to the Utah State Website on October 21, 2021. Notice of the annual meeting schedule was published in the Ogden Standard-Examiner on December 12, 2020.

COMMITTEE MEMBERS PRESENT:

Grant Protzman	
Stefanie Casey	
Julie Anderson	via Zoom
Christina Watson	
Dan Nixon	
John Arrington	
Mark Brown	excused
Tim Billings	excused
Ryan Barker	excused
Phil Swanson	excused
Eric Thomas	excused

STAFF:

Scott Hess	Planning Director
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VISITORS:

Brenda Ashdown
Merrill Sunderland

Committee Co-chairman Grant Protzman called the meeting to order and gave the thought and led the Pledge of Allegiance.

CONSENT AGENDA:

1. Consideration to approve the September 22, 2021, General Plan Advisory Committee Meeting minutes

The following error was made in the minutes for September 22, 2021, as underlined.

"Someone inquired about a yellow line on the map, asking what that meant. Planning Director Call stated that was the boundary past which the City could not provide services. In a way, that could be considered a form of conservation (if the City owned it), or a property owner could consider asking for annexation. The County could not provide sewer without a City. City Manager/Attorney Call joked that they might all be retired before certain hillside areas were developed. He acknowledged that slope determines develop-ability, and that sometimes Cities make mistakes on hillside developments."

There was question as to whether the first reference should read Planning Director Hess or City Manager/Attorney Call. The group decided that only one man had commented on the matter, and that both references should be to City Manager/Attorney Call. The minutes were entrusted to Deputy City Recorder Joyce Pierson for correction.

Committee Member John Arrington moved to approve the September 22, 2021, General Plan Advisory Committee Meeting minutes with discussed correction. Committee Member Dan Nixon seconded the motion.

The motion passed unanimously.

ACTIVE AGENDA:

2. Public Comments

Resident of North Ogden, Merrill Sunderland, was in attendance to observe the meeting. When he spoke, he asked if the meeting was being recorded, and it was. He stated that this Committee was one of the more important ones in North Ogden and represented what North Ogden would turn into. He told the Committee to keep up the good work. Co-chairman Protzman responded that he appreciated the comment and encouragement.

3. Discussion and/or action to consider Future Land Use Map Presenter: Planning Director Scott Hess

A Committee Member called to the attention of the group the fact that he would be gone for both the November and December scheduled meetings, and hoped that they could reach final decisions for 2021 at tonight's meeting. He cited the fact that it would be very difficult to have a voting quorum present for the November and December meetings. As a result of that comment, there was some discussion about canceling the November meeting, which was done. December's meeting was

scheduled for December 29, and that was determined not to be a good night either. Co-chairman Protzman confirmed that recommendations on affordable housing were complete and that all that was left for the Committee's 2021 goals was to clean up the General Plan. Protzman confirmed he had been through the General Plan and about half of it was now cut out. He felt happy to move ahead to see if they could reach a recommendation for the City Council during this meeting. He also stated that they would try to get Committee Member Anderson on the phone if they needed her vote, stating they wouldn't need to have five votes to pass, but would only need a majority of those present.

Planning Director Hess pointed out the opportunities they would still have for citizen input, which he recommended they should pursue.

Co-chairman Protzman asked Planning Director Hess to use the staff report about the future land use map, along with the map itself, to guide them through the night's discussion.

Planning Director Hess began by stating that the General Plan Advisory Committee and the North Ogden Planning Commission met together on September 22, 2021, and staff had presented for review on that night a draft of the General Plan Future Land Use Map. As a result of that discussion, the Committee had provided specific direction to Staff on land uses and boundaries of the identified areas of change. Hess and staff member Brandon Bell had taken notes on September 22, which Hess had used in order to make final recommendations on this night. He noted that some of the items had not changed, while others had.

The Staff Report appears below in italics. Comments by Planning Director Hess and Committee Members are listed directly after the italicized items, in regular font.

1. *North Ogden Downtown Area: Include properties that abut the North Ogden City Shops as well as the 5,000 square foot lots south of City Hall.*
 - a. *Zoning: RCC (with addition of Twin Homes), R-2, R-3, R-4, R-1-5*

Item #1 had no significant change. Planning Director Hess had added the area of R-1-5 lots immediately south of City Hall, which was a smaller lot subdivision.

- 1 A. *Twin Home Overlay from 2750 N. and 450 E. running north to Ben Lomond Cemetery.*
 - a. *Zoning: RCC (with addition of Twin Homes), R-1-5*

From a staff perspective, it was reasonable to allow two-family dwellings to extend north along the line indicated. There would be a text amendment to allow for two-family dwellings. The committee discussed the area in question. Committee Co-chairman Casey wanted to discuss twin homes in general. She pointed out that twin homes could fit right in with the single-family neighborhoods, and they provided additional housing options. Committee Member Nixon commented how twin homes could meet high design standards. Casey pointed out that they were also individually owned.

Planning Director Hess pointed out that the challenging element was that they had a lot of parcels to assemble. Property assemblage could be very messy when mixing old with new. Committee Co-chairman Protzman mentioned the need to have a city center. Density was discussed, as well as the need for creativity. Generally, the public didn't care for multi-family housing units. The single

family owners to the north wanted their rights to be protected, and yet the City was moving toward a commercial zone with area in between the north and the commercial zone that could support some form of multi-family housing units.

Co-chairman Casey suggested they could change the wording from “twin home overlay” to “transitional home overlay,” and define what transitional means. Someone felt that changing words should be up to the Planning Commission. Nevertheless, if they left the words “twin home” it limited the creativity that developers could come up with. They wondered aloud if it would be best to leave the map alone and change the wording, adding examples of what transitional meant. Words such as “clustered” and “attached” could add clarity.

They revisited the idea of changing the map slightly and discussed options. They knew they needed support for the General Plan, which should provide marching orders for future development. More discussion centered on the map and how to increase the density toward the commercial center. It would likely be a divided issue for the Planning Commission and City Council in any case. These things were not simple.

Planning Director Hess mentioned past experience he had had with buffer zones. They got kicked around the map. Nobody wanted to accept where the buffer would be. Developers needed incentives to creative buffering. They could be given a density bonus and in return they had to give the City what it wanted, which in this case was open space.

(Committee Member Anderson joined the meeting by Zoom at this point.)

Co-Chairman Protzman felt they agreed on encouraging creativity beyond little square parcels. Additionally, Co-chairman Casey liked the buffer the conservation overlay offered and they discussed that for a time.

Planning Director Hess commented that they had been up-zoning the City without any incentives to developers to offer anything back. He felt that should be changed.

Emphasized was that the General Plan should last 15-20 years. There would be a lot of transition in 20 years, which would likely (though not necessarily) change people’s desire to continue their agricultural pursuits. The Committee agreed there was nothing wrong with landowners having the benefit of their property rights and that there was likely always going to be pockets of agriculture alongside higher density housing.

The Committee agreed that they would accept increases in density in certain areas. After all the discussion they decided to change the words “twin home overlay” to “transitional home overlay.” If Planning Director Hess desired, he could also add an asterisk describing options for specific areas on the map. Ultimately, it would be up to the Planning Commission and City Council. Hess stated he had taken lots of notes and would get it right to match the Committee’s vision.

2. *Remove the area along 200 E. from “North Ogden Downtown Area” as it is fully developed with large lot single-family homes. Retain the eastern rear portion of the west facing lots as future growth area in North Ogden Downtown Area if residents determine it to be in their best interest to combine and divide off portions of their existing rear lots.*

Planning Director Hess stated that the above item contained areas that had been peeled from the first item, putting them into medium density based on the fact that it was already fully developed. It was full of large single-family home lots.

3. *North Ogden Downtown Area: Include undeveloped land west of Patriot Point from 2550 N to Montgomery Farms Subdivision.*
 - a. *Zoning: C-2, R-4, MPC (with mixed use) MPC area will include Commercial on 2550 N.*

Planning Director Hess explained that item #3 added to the boundary of #1. This item was part of the development agreement that included some commercial component on 2550 North, which would likely be a small corner store somewhere by the pool and the Montessorri School. This brought the General Plan into compliance with the re-zoning that had already been done. (Later in the meeting it was noted that item #3 included plans for a park that had not been noted. Hess committed to adding it.)

4. *Future Commercial Town Center – Focus on historic aspects to The Cannery and Kirt’s Drive-in. Redevelopment area could include mix of uses, day-lighting Cold Creek, and creating a unique gathering place, urban open space, commercial entryway into the city.*
 - a. *Zoning: Future Mixed-Use Zone to permit housing along with walk-able commercial*

This item addressed the future commercial town center, which had been in the works for almost a year. Planning Director Hess stated that Staff Member Bell had previously suggested focusing on the historic aspects of The Cannery and Kirt’s Drive-in. This area was already an RDA and could include mixed uses. This was one of those locations on the map that came with a to-do list including zoning to develop a future commercial mixed-use zone, and establishing walkability in a commercial zone.

Someone recalled the Committee had called the area included in item #4 “South Town” as an urban secondary center, and which they had noticed was mentioned further in the staff report in item #6. Planning Director Hess acknowledged that the area in #4 was a node within the South Town area. The Committee liked the words “South Town Center.” Hess stated that this area represented a unique opportunity on Washington Boulevard, per its historical sites.

5. *Weber County School District-owned property changed to Civic/Institutional Use to reflect future school.*
 - a. *Zoning: Civic/Institutional*

This was not possible in every case, but in this case Planning Director Hess had grouped Weber School District property into the Civic zone so there would be no question as to its future use. Item #5 was a combination of a water retention pond and Weber School District property.

6. *South Town Mixed Use: Include property around 1700 N to 1500 N, west of Washington Boulevard.*
 - a. *Zoning: C-2, R-4, MPC (with mixed use)*

Planning Director Hess gave a description of this area. This area would be multi-family zoned, with some commercial zoning as well. This was where North Ogden would provide the majority of multi-family housing, even though some of it was currently part of Weber County. They assumed it

would be incorporated at some point in the future. Members of the Committee were a bit confused by the color coding. Hess apologized for the difficulty he had in getting clearly contrasting colors onto the map.

Planning Director Hess explained that he had added a park in this area, stating that North Ogden was somewhat under-parked. There was some discussion about the southeast portion of the City for a park. It wouldn't be a ball park; rather more of a nature, or picnic park. Hess noted that the southeast corner had been designated for conservation. The Committee could put a recommendation in to the Planning Commission to consider a park. Committee Member Watson stated she was on the Parks and Trails committee, and they were trying to find out what people wanted by way of parks. She felt that the area in item #6 was an excellent location to consider.

Committee Member Anderson asked about the South Town area. She commented that Planning Director Hess had kept the Master Planned Community (MPC) intact for that area in item #6. She felt MPCs had created issues in the past and asked if he could remove that. Hess agreed that she was right as far as the issues they caused. He stated that one of the recommendations from staff was to convert the MPC to an R-5 or R-6 zone which permitted density. They would have to figure out the market in order to do that. He suggested that the Planning Commission and the City Council should grapple with whether an MPC made sense, or whether they should create a higher density zone that would lead to the desired results.

Emphasized was the need to give developers incentives to be creative. The Planning Commission and City Council had to be accountable for getting that agreement done, and the Committee needed to trust their leaders to do the right thing. The MPC was a pretty wide open concept, whereas R-4 was very limited. No pieces of property designated as R-4 could be wetland or in any other way non-developable. Developers often complained that they couldn't afford to buy and develop R-4 land with the number of doors allowed. Nevertheless, it was not the responsibility of the City to cater to the market. The City needed to identify what it wanted and zone accordingly.

Committee Member Watson expressed concern that commercial interests could develop on the back of Washington Boulevard instead of on the front. She wondered if they should put more parameters on where commercial interests could be developed. Planning Director Hess stated that by legislative action the City Council had a broad ability to decide. The Committee's action didn't vest any one zone; it just showed what they would allow. Hess called himself a free market supporter. Commercial interests would go where they would be supported, which didn't always match what the neighbors desired. Watson suggested they could end up with all apartments and no commercial interests. Hess admitted there were some market study components, and suggested an official market study would be appropriate. Such a study would let them know what to try to recruit to support their structure of property, tax, and franchise tax revenues. They really needed a good commercial center, but Washington Boulevard should have some residential fronts as well.

Co-chairman Casey pointed out that in the Pleasant View and Far West areas, residential and commercial interests blended.

Co-chairman Protzman mentioned traffic patterns. He observed that when Skyline Drive was completed it will go down and out to the freeway. He wondered if they should create a small

commercial area that would benefit from that traffic pattern. Nothing was specified for any particular area.

Someone mentioned that one of the key issues was trying to create walk-ability along Washington Boulevard. The draw of the Cannery and Kirt's Drive-in was mentioned. Sometimes the way to have a successful commercial center was for it to be adjacent to a busy street like Washington Boulevard, rather than right on it. Discussion ensued on how they could allow for that possibility. The traffic and speed limits on Washington Boulevard might limit the walk-ability they hoped for. Co-chairman Protzman supported a move that changed the boundaries to allow for the alternate possibility. Planning Director Hess mentioned that the area in question currently contains one dance studio and two storage unit facilities, which created a natural buffer for the homes in that area. Other discussion centered on the Big-O Tire store and car washes. Pointed out was that car washes were not considered walkable businesses.

7. *Potential future Neighborhood Commercial Nodes: Monroe Blvd. & 1700 N., 2600 N. & 1050 E., Canyon Road*
 - a. *Zoning: Future Neighborhood Commercial – Develop wording in the General Plan document that would be permissive of future commercial, but no specific location determined. These areas focus on Major Collector Streets. Encourage the re-use and revitalization of historic buildings to be used in a Commercial context (barns, existing farm structures).*

Currently, in short spurts, the roads mentioned in item #7 didn't connect, but in the future they would. This area contained a pediatric dental office and a day care, as well as low intensity residential. All the commercial areas off of Washington Boulevard could be thought of as expansions. The trout farm in this area was an interesting example of something that would not get permitted today. The Committee had expanded the area in #7 during their last discussion. Planning Director Hess agreed with Co-chairman Protzman's previous comment that Skyline Drive's expansion would be a big deal. They needed to designate someplace as appropriate for some kind of commercial as being the last stop before entering, or the first stop upon exiting Ogden Canyon Drive. Protzman suggested an asterisk in the Lakeview Heights area for the last stop on Skyline Drive.

Co-chairman Casey did not strongly favor the asterisk idea because people would get the idea that's where something had to be, rather than letting it come about in an organic way. She conceded that the description could say "suggested" for the things they had specifically thought of. At the conclusion of these remarks she reminded the group that they should not be talking over each other in separate conversations, as it was detrimental to creation of accurate minutes.

Co-chairman Casey continued by suggesting their vision was somewhat like the rock pond that currently existed in Fruit Heights. She also referred to old barns in various areas that had been turned into quaint businesses. Also, fruit stands had cropped up. These things happened organically as development progressed. She seemed to favor coming up with some way to specify what could happen. They shouldn't want to close the area off to those considerations.

Planning Director Hess was comfortable with whatever the Committee decided. They didn't want to miss an opportunity like a fish farm or a fruit stand, but they had to be careful how they specified what could happen. All areas on the map had long definitions. Instead of putting an asterisk on the map, they could put more information in the description. They could use words such as "others should be considered." Hess commented that some of these locations were the same as in the 1960 General Plan. A developer might not even think to bring something forward if it wasn't at least mentioned. Co-Chairman Casey ended this conversation by stating that she would favor both an asterisk on the map and more detailed suggestions appearing in the description.

8. *Potential future Commercial at Mountain Rd. and 1700 N.*
 - a. *Zoning: Future Neighborhood Commercial*

Planning Director Hess suggested a dual discussion of item #8 and item #10 because both areas were part of the same commercial site. Currently, those areas had intensive use; a lot of trucks parked there and there was some level of commercial development. It was a key corner as an entry point into the City. This whole area, as developed over the next 40 years, would have a lot of people in it. With proper planning, the General Plan could eliminate a lot of trips for the people of the future. In item #10, 2100 North was intended to go all the way through to Mountain Road, creating a reasonable corner point. Hess pointed out that commercial areas integrated into residential areas usually translated into businesses like assisted living centers, which have limited hours, dark sky lighting, and small serviceable parking lots. In other words, there would never be a Maverik in such a location.

Someone pointed out that they had discussed these considerations in the past.

9. *Urban Agricultural Protection Area: Reduce the size of the "Potential Conservation Area" based on existing underlying land uses and developed park space which is not expected to change. Focus future potential on ways to preserve remaining open space through clustered subdivisions.*
 - a. *Zoning: RE-20, R-1-10 (with 30% land conservation)*
 - b. *Density Bonus Calculation Example:*
 - i. *10-acre parcel at RE-20 (20,000 sq ft lots) = 21 lots*
 - ii. *10-acre with 30% land preservation (7-acres remaining after preservation), apply R-10 zone as bonus density (10,000 sq ft lots) = 30 lots*
 - iii. *Determine character standards for preserved space / specific assets to preserve in addition to percentage preserved.*
 - iv. *Revise Residential "R Zones" to require open space preservation in all single-family zones. Review Farmington City Ordinance for step up of zone density bonus based on underlying zoning.*

Planning Director Hess pointed out that #9 was a type of right sizing of the boundaries of the conservation areas. By going parcel by parcel they had lost much of the conservation. These areas were fully developed with subdivisions or had parcels of a size that assembling them was going to be extremely unlikely. Trying to get the people to sell would not be likely. By the changes allowed in item #9, it allowed them to focus more on those remaining open spaces. Hess acknowledged that they were not getting a lot of traction from developers to develop smaller lots. He pointed out that if

they wanted smaller lots they had to give and take. He gave some examples of figures. He had talked to some developers who had experience selling homes on a variety of acreages for the same amount of money. For example, they could sell a large home on a small lot for the same amount of money as a small home on a large lot. The variable seemed to be the quality of the home. They were doing this without giving anything back to the City. The free market should decide these matters, but if the City was giving them added density, they should give something back.

Co-chairman Proztman liked sub-points b-iii and b-iv. He felt those items outlined very important things, and were summarized very well. He commented that the land preservation concept takes in a big swath of land within their community. Parks and Recreation really had to be involved in it. Developers wanted to hand this land over to the Cities and didn't want to be responsible to take care of open spaces. Even the bonus densities were not enough to motivate developers to create HOAs that would maintain all the open space.

Planning Director Hess had talked to some developers about which they would prefer: To develop small parcels or to contribute to a land bank of money. He cited the City of Farmington as an excellent example of using a land bank. They had told developers they could increase the density, but they would have to give the City some of the money they had made by doing so. As developers had chosen to give the money, it was deposited in a bank account. Over ten years' time, Farmington had enough money to establish a huge park. Or it could be done differently, maybe they did a subdivision and were willing to make a park or trail connection. Every development had been taken on its own, sort of like horse trading—what will you give for what we will give? An official had told Hess that she'd rather have the little pocket parks because then they physically owned them.

Planning Director Hess pointed out that with a land bank, the City became the developer in the future. They could resell a portion of land in order to have money to buy a more important piece of land. He emphasized that the idea was that if you have conservation on your General Plan, it should come with a policy that actually brings conservation to pass.

Someone pointed out that pain was caused when a landowner thought his value was higher than it really was and that it should be zoned a certain way. But when the City stepped up and created a new General Plan, the market would eventually adjust to it. So you let the market adjust, and the City would be granted open space. He liked the idea because it was fair and didn't give developers advantages of extra density unless they wanted to create design standards. Co-chairman Proztman felt that was clearly stated in the General Plan. Planning Director Hess agreed. He felt they had an equitable plan. North Ogden had given away a lot of conservation area through their standard rezoning process, but they had a lot of land left, and the Committee felt that this was an opportunity.

*10. Potential future Commercial at Fruitland Dr. and 2100 N.
c. Zoning: Future Neighborhood Commercial*

See discussion associated with item #8, above.

11. Residential Hillside Cluster: Retain underlying zoning but apply a density bonus for open space preservation.

- d. *Zoning: HP-1, HP-2, HP-3, (Open Space Preservation: 25% density bonus for preservation of 25% of open space) or (Open Space Preservation: 50% density bonus for preservation of 30% of open space)*
- e. *Density Bonus Calculation Option 1:*
 - i. *50-acre parcel at HP-3 (2-acre lots) = 25 lots*
 - ii. *50-acre with 25% land reduction (37.5 acres remaining after preservation), apply 25% increase in density to base zone) = 31 lots (overall size of lots becomes 1.2 acres)*
- f. *Density Bonus Calculation Option 2:*
 - i. *50-acre parcel at HP-3 (2-acre lots) = 25 lots*
 - ii. *50-acre with 30% land reduction (35 acres remaining after preservation), apply 50% increase in density to base zone) = 37 lots (overall size of lots becomes 0.94 acres on average)*

Item #11 addressed the residential hillside cluster. On the map, these were the areas that were colored yellow. Planning Director Hess had made three different calculations as represented in sub-points d, e, and f, and which he explained. He described how each calculation would affect density. There was the potential for up to 600 new rooftops. He felt that the exact number was irrelevant if they could preserve the sensitive nature of the hillside.

Planning Director Hess pointed out that people may buy property on the hill which they would utilize during only part of the year and that they would accept higher density when it meant more open space through clustering. A suggestion was made that the Committee should let the Planning Commission and the City Council wrestle with the particulars because it would result in creativity. Hess pointed out that unit density was the business of the City Council, but the General Plan gives the vision. He felt that if there was greater density it would appeal to developers, but the greater open space through creativity would appeal to the residents. All of this gave the City opportunity to get better development.

Committee Member Watson wondered if there was a way to specify that they wanted everything above the power lines to remain in conservation, especially to save the trails. Planning Director Hess stated that, no, that was not an option. They really needed to craft the density. He also pointed out that there didn't seem to be agreement between landowners and developers as to what the truly sensitive land areas were. More discussion centered on the fact that anything that became open space also had to be publicly accessible. Anyone should be able to come up the hill and utilize any trails that were built. Buying private access to public trails could not happen.

Planning Director Hess pointed out that there were many legislative decisions yet to be made regarding the hillsides, with the most critical being whether they should be accepted as part of the City. Co-Chairman Protzman pointed out that they needed that land so they could control the effects of development to the aquifer.

Committee Member Watson compared items #9 and #11. Planning Director Hess stated that #9 and #11c was the same calculation. He hadn't thought to word it consistently, but realized that Watson's recommendation to do so was better. Watson really liked the way Hess was going with that, because she felt that the developer incentives on the hillside would result in much more open

space than without incentives. She felt the higher density was worth it. Co-chairmen Protzman and Casey agreed.

Co-chairman Protzman asked if there were any other suggestions. There was a final attempt to push for a small commercial center to be designated along Skyline Drive, stating that a lot of people would use that. Co-chairman Casey felt they had already agreed on that point. There was some final discussion on how the roads would eventually intersect and how that would affect the traffic patterns.

(Committee Member Julie Anderson was no longer in the meeting at this point, and did not vote.)

Committee Co-Chairman Stefanie Casey moved to present the future land use map as reviewed by the Committee on October 27, 2021, to the Planning Commission and City Council. The recommendation would include the addition of an asterisk in the northern section of the map; a wording change on 1 and 1A so that it no longer read “twin-home overlay” but instead read “transition zone;” removal of 11b from the hillside cluster zone; renaming of the South Town City Center; wording added to make sure that the Planning Commission and City Council considered clustering between Alberta and Pleasant View; all with notes of clarification as determined by staff. Committee Member Dan Nixon seconded the motion.

The motion passed unanimously.

4. Committee/Commissioners/Staff/Mayor comments

There were no additional comments.

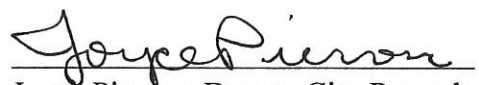
5. Adjournment

Co-chairman Protzman thanked Planning Director Hess for leading the Committee through this difficult process.

Committee Member Dan Nixon moved to adjourn the meeting. Committee Member John Arrington seconded the motion.

The motion passed unanimously.

The meeting adjourned at 7:58 p.m.



Joyce Pierson, Deputy City Recorder

Not approved by Committee as this was the last meeting.
Date Approved