



**BLUFFDALE CITY COUNCIL, PLANNING COMMISSION
AND GENERAL PLAN ADVISORY COMMITTEE
SPECIAL COMBINED MEETING AGENDA
Wednesday, February 5, 2014**

Notice is hereby given that the Bluffdale City Council, Planning Commission and General Plan Advisory Committee will hold a special combined meeting Wednesday, February 5, 2014 at the Bluffdale Fire Station, 14350 South 2200 West, Bluffdale, Utah, scheduled to begin promptly at **7:00 p.m.** or as soon thereafter as possible. Notice is further given that access to this meeting by the Mayor, City Council and Planning Commission may be by electronic means by telephonic conference call.

The Agenda will be as follows:

WORK SESSION

1. Roll Call.
2. City Council, Planning Commission and General Plan Advisory Committee review of the Bluffdale City General Plan.
3. Adjournment.

Dated this 28th day of January, 2014

I HEREBY CERTIFY THAT THE FOREGOING NOTICE AND AGENDA WAS FAXED TO THE SOUTH VALLEY JOURNAL, THE SALT LAKE TRIBUNE, AND THE DESERET MORNING NEWS; POSTED AT THE BLUFFDALE CITY HALL, BLUFFDALE CITY FIRE STATION, AND THE COMMUNITY BULLETIN BOARD AT THE BLUFFS APARTMENTS; EMAILED OR DELIVERED TO EACH MEMBER OF THE BLUFFDALE CITY COUNCIL; ON THE CITY'S WEBSITE AT WWW.BLUFFDALE.COM AND ON THE PUBLIC MEETING NOTICE WEBSITE, WWW.PMN.UTAH.GOV



Teddie K. Bell, MMC
City Recorder

In compliance with the American with Disabilities Act, Individuals needing assistance or other services or accommodation for this meeting should contact Bluffdale City Hall at least 24 hours in advance of this meeting at 254-2200. TTY 7-1-1.

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Present: Mayor Derk Timothy
Alan Jackson
Bruce Kartchner
Heather Pehrson
Justin Westwood
Connie Pavlakis
Mont Robbins
Kirk Woolley (arrived at 7:24 p.m.)

Others: Vaughn Pickell, City Attorney
Grant Crowell, City Planner/Economic Development Director
Alan Peters, Associate Planner
Jennifer Robison, Associate Planner
Teddie Bell, City Recorder
Buck Swaney, Logan Simpson Design
Jim Carter, Logan Simpson Design (arrived at 7:36 p.m.)

Mayor Derk Timothy welcomed those in attendance and called the meeting to order at 7:13 p.m.

WORK SESSION

1. Roll Call.

The above listed individuals were present.

2. City Council, Planning Commission, and General Plan Advisory Committee Review of the Bluffdale City General Plan.

City Planner/Economic Development Director, Grant Crowell, reviewed the General Plan review process, which began about one year earlier. Logan Simpson Design was retained to conduct the development of the revised Bluffdale City General Plan in conjunction with the General Plan Advisory Committee. It was noted that the draft of the Plan is in its final stages. The purpose of tonight's meeting was to look at the big picture items and identify issues that need to be addressed. Once the draft is complete, it will go through the public hearing process with the Planning Commission and City Council. Grant Crowell distributed a handout that includes the copy of the old General Plan Map and a draft of the new General Plan Map.

Grant Crowell introduced Buck Swaney from Logan Simpson Design who reviewed the highlights of the new General Plan. Mr. Swaney noted that the last General Plan was developed in 1993. The population of Bluffdale City has increased by 458% since the 1993 General Plan was implemented. Additional population changes will occur and the General Plan needs to account for and respond to those changes. Considerations in the plan include developments that have taken place in Salt Lake

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County as identified in the Wasatch Front Regional Council to ensure that Bluffdale is aligned with what is happening in the region.

Mr. Swaney noted that the new document is much simpler than the old one. The old plan included 13 different planning elements. The new plan includes seven planning elements by consolidating like elements into one single element. This simplification will provide more uniformity in the planning processes by the Planning Commission and the City Council. The new plan also removes a layer of planning from the old plan. The development of the new plan entailed very broad outreach to maximize input from the citizens and Bluffdale businesses. Mr. Swaney stated that the Advisory Committee has attended numerous meetings throughout the development of the new plan to ensure in-depth review of the plan, along with its goals and principles.

Mr. Swaney explained that the process began by looking at what was already in place. The Advisory Committee then engaged in a new visioning process to determine what was still relevant to the City today and what needs to be changed for the future. The vision statements provide a context for each of the components of the General Plan.

Mr. Swaney noted the following major new additions to in the document:

- The Land Use section provides information to answer difficult questions City staff will encounter. In the previous document there were no definitions for each major land use category. The new plan includes definitions for all future land uses. The process required a study of the current Land Use Map and came up with a host of strange definitions or nodes that did not have definitions. The nodes were eventually eliminated. The Future Land Use Map was cleaned up as a result of this detailed review.
- The new General Plan also includes a Community Aesthetics and Urban Design section. The previous plan did not address this issue at all. This section will allow the City to determine how the City will look and how the different developments will be compatible with their respective neighborhoods.

Mr. Crowell added clarifications on what the Plan is not. For example, the Plan doesn't change zoning or individual properties. It proposes what the zoning could be, but more often than not, the property owners make decisions about when to apply the land use zone. Grant Crowell has had to allay citizens' concerns about how the proposed changes might affect them. He further stated that the new Plan also addresses how goals and objectives for a particular design will be implemented. Mayor Timothy added that the Plan is new to the City and at the end of each chapter is a list of projects and a detailed project appendix, all of which serves as a tool kit for helping with the prioritization of projects to ensure that the City is moving toward its desired future goal.

Connie Pavlakis asked about the origin of the new Clustered Residential land use. Mr. Crowell stated that the old Land Use Map contained a category called Jordan River Conservation Area. That category did not exist in the planning document and could not be found in the General Plan or City

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Code, so it had no meaning. Therefore, discussion took place in an effort to identify areas that were open space on the river and in existing zones that are planned for Clustered Residential subdivisions. A review took place of the subdivision maps and the zoning records and Clustered Residential was applied to land that previously zoned Clustered Residential Overlay (CRO). Those areas include Spring View Farms, Parry Farms, and the UTA property.

The effort to identify CRO properties occurred parcel by parcel. Associate Planner, Alan Peters, explained that the process entailed looking at the platted subdivisions and what has already been approved. He indicated that much deliberation took place to consider what should be designated CRO and what should be open space. It was noted that the General Plan Map did not match areas that were already zoned and built out, so it was determined that the General Plan Map should match what currently exists. Mr. Crowell noted that not all of Spring View Farms has been platted, along with other areas, but they have been zoned CRO.

Bruce Kartchner asked if there is value in showing the open space and CRO zoned areas. He added that much of the open space is not dedicated to the City. Mr. Crowell indicated that efforts were made to identify lands that have been reserved for open space. Mr. Peters explained that there is a distinction between the open space in Parry Farms and Spring View Farms. There is HOA-owned open space in Spring View Farms, which was shown in orange on the map. Parry Farms has open space that is City owned. Mr. Crowell stated that there was an effort not to create any additional expectations for new CRO zones that don't already exist in the community. The Jordan River Conservation Area has no value in that it didn't have anything that went with it, so efforts were made to be more specific with what space has a subdivision and what space is open. The Jordan River Conservation Area has been protected through subdivision design. Connie Pavlakis confirmed that the areas shown in orange have already been zoned CRO.

Bruce Kartchner asked if federal and state owned property is viewed differently from City property. Mr. Crowell explained that when the property surrounding Camp Williams was annexed, it was not designated on the Land Use Map. As a result, efforts were made to fill in the blanks, but they were rejected. The intent was to separate the base from the City and County.

Grant Crowell indicated that all changes in the Land Use Map were noted. He offered to provide those notes to interested individuals.

Mayor Timothy stated that the City Council will consider a resolution that will align the Riverton and Bluffdale boundaries down the middle of Bangerter Highway, except for the piece near 1300 West. That will start the public process to determine whether or not to adopt an ordinance. In light of that, Mayor Timothy asked how the zoning would be adopted for the portion that is in Riverton but on the Bluffdale side of Bangerter Highway. Bruce Kartchner stated that the zoning map would be amended and the land would be given a designation. He suggested that the designation be as close as possible to what Riverton currently has there. It was noted that is adjacent to R-1-10.

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Mr. Crowell added that the City would then need to give it a land use type designation and straighten up the map at the same time. The owner would also need to know that no effort was being made to revoke currently existing rights. There are currently some homes on the property and some larger parcels south of one of the homes. Bruce Kartchner asked why those properties and the existing lot sizes won't be grandfathered in using the same designation as what is adjacent to them. It was noted that the City can choose how to zone the property. It was noted, however, that Bluffdale doesn't have as many zones as Riverton. The most prevalent residential zones in Bluffdale are R-1-43 and R-1-10.

Bruce Kartchner asked if it would be problematic to amend the map as part of the process and include it in the public hearings. City Attorney, Vaughn Pickell, explained that the public hearing on the boundary adjustment comes at the end of the public process. He explained how the process would need to occur. The public hearings with the Planning Commission would have to take place as well. Mayor Timothy sought to confirm that because of the public process it would make the most sense to pass the ordinance if the City decides to, and then make the zone change after that. Vaughn Pickell answered in the affirmative and added that once the adjustment is made, changes should be made to the General Plan and zoning. He stated that it would be important to inform the residents that the changes will not be any more restrictive than what is already in place.

Connie Pavlakis asked how this process would work with Riverton City. Mayor Timothy stated that Riverton City already performed all the legal work for this proposal. Riverton City will also have to go through this process because the change is not effective unless both cities adopt the change in their respective City Ordinance.

Mont Robbins asked what the residents think of the possible change. Mayor Timothy stated according to the person with whom he visited from Riverton City, the residents are generally amenable to the change but stated that there are pros and cons to the change. Mayor Timothy noted that one of the homes is already on Bluffdale water. The homes on Riverton water would have to be disconnected and reconnected to Bluffdale water. He added that part of Riverton's motivation is that they don't like to come over and read the meters. He also noted that he doesn't think that Riverton plows the roads. Kirk Woolley noted that Bluffdale plows 13800 South on the Bluffdale side very well, but Riverton does not on their side. It was noted that this process needs to run its course before any changes are made to the Land Use Map.

Mr. Peters ascertained that the current zoning of the Riverton property for 14,000 square feet is R-3. Bluffdale does not have that zone, but the City could write one. Connie Pavlakis didn't think that a boundary change and zoning designation could be passed at the same time. Mr. Pickell stated that it would be possible, but Bluffdale doesn't know if the boundary will be adjusted until Riverton makes their decision. Connie Pavlakis noted that a boundary adjustment would not need to come before the Planning Commission; however, a zone change would need to come before the Planning Commission.

Bruce Kartchner asked how a determination is made with respect to which police force issues citations. Mr. Pickell explained that if the car is eastbound on 13800 South, Bluffdale issues the

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ticket. If the car is westbound, Riverton issues it. Bruce Kartchner clarified that his question pertained to Bangerter Highway. Vaughn Pickell stated that the same rule is generally applied to Bangerter Highway, except where the road is completely in Bluffdale. It was noted that this issue has been a source of confusion.

Mr. Swaney suggested that the discussion shift and focus on major issues that might exist with the goals and principles, with inaccuracies that may have been noted, or with issues that still need to be addressed in the General Plan. Heather Pehrson asked Mr. Swaney what he and his colleagues see as possible issues or hot buttons that need to be addressed.

Mr. Swaney stated that there has been a concerted effort to lean forward, but also stay sensible and safe with what is proposed. The new Plan talks about future development, including commercial development. The General Plan constrains that slightly. The General Plan does not give instruction to let that development happen however it happens. There is some structure that some might interpret as being flippant. He pointed out that there has also been a lot of discussion about investment in civic things, such as a City Center, Rec Center, Library, etc. Those issues might stir up some conflict during the public hearings. The General Plan does not prescribe which civic facilities are needed. Instead, it encourages careful discussion and feasibility studies.

Connie Pavlakis returned to the issue of the new Clustered Residential land use proposed in the new General Plan on page 21. She was confused by the statements that the General Plan prevents development of some of the items referenced but it also encourages flexibility. Mr. Crowell explained that the CRO zone has provisions to restrict development on some sensitive areas. Mr. Swaney confirmed that the goal is to prevent development on sensitive lands. Connie Pavlakis also noted that the City has recently repealed many zones similar to the CRO and now a land use is being added that reinstates that type of development. She believed that developers will want to use that type of zoning and was concerned that the City is opening a can of worms. Mr. Crowell stated that since it is in the land use map, it is a land use that is available for people to request. Connie Pavlakis countered by saying that if that land use is available, developers can request a change of the land use to CRO. Mr. Crowell stated that developers can always request a change and can even request the CRO zoning be applied to their property. The barrage of requests is constant and, in Mr. Crowell's opinion, unstoppable.

Mr. Crowell acknowledged Connie Pavlakis' concern, but he stated that by including it in the Plan, there can be some guidance on how the CRO is applied. If the CRO was stricken from the Land Use Map, decisions would have to be made about how to re-designate the property. Connie Pavlakis wondered why a new zone is being added if the CRO is not going to be used in other areas and is being grandfathered in where it already exists. Mr. Swaney explained that in the Plan it is a definition of what is in the Plan and what is on the books. It's in the Plan as a reference point. Grant Crowell reiterated that the Planning Commission and City Council have the discretion as to when to evaluate proposals and determine what constitutes good policy, regardless of how parcels are designated in the General Plan. It was noted that there will certainly be controversial issues in the Plan.

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Bruce Kartchner noted that infill development, which refers to properties within properties that are being developed, is becoming problematic for the City and needs to be addressed. He added that as the General Plan is examined, consideration should be given to how zoning takes place. Mr. Crowell noted that the problems to which Bruce Kartchner was referring do not present themselves on the map, but do present themselves as problems on a regular basis. The Plan includes words such as clustered and flexible subdivisions. There is still a hanging item that needs to wait until the General Plan is adopted; namely, the PUD issue, or subdivisions that aren't standard. Mr. Crowell stated that if the designation of Clustered Residential is alarming, the property could be designated as something else, such as Low-Density Residential. Mayor Timothy clarified that the intent is to identify what is already there. Connie Pavlakis asked about the feasibility of indicating that the land use designation was being grandfathered in so that it won't grow. Mayor Timothy remarked that the General Plan states that realistically there is no plan to use the CRO in other areas of the General Plan. If the land is zoned again, Mayor Timothy opined that it would be the Planning Commission and City Council's fault, or rather, that they thought that was the best thing to do at that time.

Mr. Swaney asked if that is tool worth having. Heather Pehrson stated that the City has every tool in the book, and the City can do whatever it wants. Jim Carter stated that language can be crafted to state that something was zoned a certain way in order to achieve specific objectives. Bruce Kartchner had observed that developers ask for what they want, regardless of what is on the Land Use Map. Consequently, the fact that it already exists on a map somewhere else doesn't give them any more incentive to ask for it on their property. Commissioner Pavlakis stated that if the CRO is in the plan and is shown as something that is available; its availability alone will create problems because it is such a subjective issue. Council Member Kartchner countered by stating that his experience with developers has led him to conclude that they don't care whether or not something is already on the map. It is still a tool and can be adjusted accordingly.

Heather Pehrson referenced the section on trails on page 57 and noted that the map identifies numerous county trails. She wondered where they might be located. Mr. Swaney stated that the Parks and Trails section turned out to be the hardest mapping task of all because it was so difficult to reconcile. He also opined that the most important project coming out of the planning process is the need to do a new Parks, Recreation, and Open Space planning piece. He did not foresee that being accomplished as part of the current planning process. There are also trails in the City that do not have a beginning or ending point, but they exist.

Mr. Crowell stated that a request was sent to the DRC to amend the plat to remove one of the trails from the plat. It was noted that trails maps exist from 2004 and 2007. The County is also conducting an east-west trails study. Mr. Crowell reviewed some of the trails being considered. Absent a comprehensive Parks, Trails, and Recreation Plan, the City has done the best it can with what it has. Heather Pehrson stated that she would have a problem with passing this because there are a lot of trails on the map that don't exist. Mr. Peters reminded everyone that this is a work in progress even if it doesn't make sense. Mr. Crowell noted that if an equestrian trail was desired, the loop would have to be seven to eight miles.

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Bruce Kartchner noted that it would also be advisable to tie in the Bluffdale equestrian trail with the equestrian trail that Herriman is planning to develop. Mr. Swaney clarified that the orange trails are County trails. In response to Mayor Timothy's question about whether the County trails need to be included on the map, Mr. Swaney responded in the negative and stated that they were included to provide the full context of what is taking place. Alan Jackson pointed out that the source of the County trail has been cited as the Salt Lake County 2008 Trails Map. Given that fact, he had a difficult time seeing the City doing anything other than that.

Mr. Swaney stated that the caption needs to be changed to read that it is the Proposed County Trails Map. The dotted orange lines indicate proposed County trails. Some of the orange lines are solid lines. Jim Carter added that the map represents the fact that the County hopes to have a trail system. Mr. Crowell added that trails are a high priority for the citizens of Bluffdale and they are very valuable.

The Trails Plan needs to include prioritization of the trails, but the scope of the Plan hasn't gotten to that level yet. In response to a question raised by Mayor Timothy, Mr. Swaney confirmed that the solid orange lines represent trails that the County thinks already exist. The Mayor indicated that there has been some disagreement over ownership of trails, which creates confusion as to which trails fall under the jurisdiction of the City. Mr. Crowell stated that the map legend will be examined and modified to ensure clarity and accuracy. Mr. Swaney noted that Murray City is having similar challenges with its trail system.

Heather Pehrson reiterated her concern with how the trail ownership is designated. Mr. Swaney referenced page 58 of the Plan and identified the language that addresses the public trails system. The suggestion was made to call it the County Trails Plan. Mr. Carter didn't want to show City trails as County trails on the map. Mayor Timothy wanted to see a comprehensive map that indicates what currently exists, what makes sense, and where deletions and additions need to occur. Mr. Swaney stated that the comments that have been made verify why the issue was deferred to a future planning process. Mayor Timothy stated that at the very least, he did not want the map to show trails as County that are really City. Heather Pehrson suggested that for now, the orange layer be removed from the map, thereby retaining just the trails that are definitely City owned.

Mr. Crowell stated that if everyone wants to dial down to the detail, staff would need take the 2004-2007 plan map and inventory every section piece by piece. Staff would be willing to do so if it's a priority, but it is not in the scope of the current Plan. For now, it might be advisable to state what the City's goals and objectives are and then prepare a better map or remove it. Mayor Timothy advocated keeping the map in because he believes the General Plan needs to contain a Trails Plan. If, however, the County piece is to be left in, the County lines need to be removed from the trails that belong to the City. The Mayor identified the trail lines to which he was referring. Mr. Carter explained that two colors are needed to identify existing City trails, County planned trails, and City planned trails. The County trails can be represented with dashes.

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Discussion ensued on options for planning and identifying trails, and determining what to call the Trails Plan. Connie Pavlakis stated that trails are a high public priority, so the Plan needs to be responsive to that. Mr. Peters stated that one of the next priorities is to determine whether the City should have a Parks Plan and a Parks Committee to guide the Plan. For now, the consensus was that the map needs to be revised so that it is an accurate representation of the City and County trails.

Mont Robbins noted that it is important to remember to maintain the canals where trails run alongside them because the canals are sources of secondary water for irrigation. Alan Jackson concurred with the Mayor's suggestion to leave the orange, change the terminology, and change the City trails to yellow. Mr. Swaney expressed his reticence to try to figure out which of the County trails are actual and which ones are not. The document Mr. Simpson received from the County came from their GIS and to verify every detail would be extremely difficult. It was suggested that changing the terminology to Salt Lake County Trails Map instead of Existing County Trails would make it clear that the information comes from the County's map. Mayor Timothy stated that if a trail is in someone's back yard and is between two properties, it is in all likelihood a City trail. The Mayor indicated that those trails are of particular interest to him because he doesn't want residents to be able to use the map against the City when they want to eliminate a trail or for the County to use it against the City for trails that the City may want to eliminate.

Mr. Swaney suggested that a solution might be to have one map that shows the existing and proposed City trails and a separate map that is a snapshot off the County's trail map. Mr. Swaney stated that he would not modify the County map but will simply photocopy what is on it for reference. With reference to the City's trail maps, Mr. Crowell stated that he did not know its origin. He added that there are very few City trails, so they aren't difficult to identify. Alan Jackson was comfortable separating out the City and County trails. Mr. Swaney strongly suggested leaving the planning language as it is. A specific effort to reconcile the trails can take place at a later date. Mayor Timothy noted that there will be two different trail maps to reflect the desires and concerns reflected in the discussion.

Bruce Kartchner wanted to see a clearer map so that it could overlay on the other map to show how the trails interconnect. He also stated that although it is an expressed priority to have a Trails Plan done, from a City perspective, with all of the development that is currently taking place, he questioned when the City will be able to allow a staff member to dedicate time to develop a Trails Plan. Mr. Crowell stated that from a global perspective, the issue is wrestled with in DRC meetings because the City has a Capital Facilities Plan for expenditures, but the City really doesn't have a Parks and Recreation Plan. There have been efforts and good ideas in the past, but a concrete Parks and Recreation Plan has never come to fruition.

Bruce Kartchner stated that he has been anti-recreation center because he doesn't believe government should get involved in situations that can be performed by private enterprise. Discussion ensued on the pros and cons of having a recreation center. Recently a developer proposed one, but it proved to be an unaffordable proposition.

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Heather Pehrson asked about the outreach plan for public hearings. Bruce Kartchner suggested a large banner. Mr. Swaney stated that an announcement was made at a recent LDS stake conference. Bruce Kartchner stated that given the high LDS population in Bluffdale, it would be effective to let Church leaders know so that they can make announcements as they see fit. Connie Pavlakis suggested utilizing the Boy Scouts to deliver fliers. Mr. Crowell asked if people read *The Bluffdale Times*. It was believed to not be read by a large number of people. It would still be a tool, nonetheless. A variety of suggestions were discussed, including the noticing process in advance of public hearings.

3. Adjournment.

The City Council Meeting adjourned at 8:45 p.m.



Teddie K. Bell, MMC
City Recorder:



Approved: February 25, 2014