



**BLUFFDALE CITY PLANNING COMMISSION
MEETING AGENDA
Wednesday, July 19, 2023**

Notice is hereby given that the Bluffdale City Planning Commission will hold a public meeting on **Wednesday, July 19, 2023, at 6:00 p.m., or as soon thereafter as possible** at the Bluffdale City Hall, 2222 West 14400 South, Bluffdale, Utah. This meeting may also be broadcast live to the public on the City's website www.bluffdale.com. Notice is further given that access to this meeting by Commission members may be by electronic means via telephone conference call.

PLANNING COMMISSION BUSINESS MEETING 6:00 PM

1. Roll Call.
2. Invocation/Thought/Reading and Pledge of Allegiance.
3. Approval of the Planning Commission meeting minutes from June 21, 2023.

Legislative Items:

4. **PUBLIC HEARING, CONSIDERATION AND RECOMMENDATION** on a proposed City initiated zoning map amendment for 1.81 acres in the General Commercial Zone (GC-1) to be rezoned to the Destination Retail (DR) Zone located at approximately 13900 South Redwood Road, City of Bluffdale, Applicants (Application 2023-21) – Staff Presenter, Grant Crowell.
5. **PUBLIC HEARING, CONSIDERATION AND RECOMMENDATION** on proposed City initiated text amendments to the Bluffdale City Code 11.90.060 and 11.350 to modify allowed uses and development standards in the Destination Retail (DR) Zone located at approximately 13900 South Redwood Road, City of Bluffdale, Applicants (Application 2023-21) – Staff Presenter, Grant Crowell.

Discussion Items:

6. Planning Commission Business (planning session for upcoming items, follow up, etc.).
7. Adjournment.

Dated: July 14, 2023

A handwritten signature in black ink that reads 'Grant Crowell'.

**Grant Crowell, AICP
Community and Economic Development Director**

**BLUFFDALE CITY PLANNING COMMISSION
MEETING MINUTES
Wednesday, July 19, 2023**

Present:

Members: **Debbie Cragun, Chair**
 Tina Griffis
 Michael Kraupp
 Kory Luker
 Erik Swanson

Staff: **Grant Crowell, Community and Economic Development Director**
 Jennifer Robison, Senior City Planner
 Ellen Oakman, Associate City Planner
 Courtney Petersen, AV Technician
 Tiffini Shinsel, Community Development Coordinator

Public: **Russ Sorensen**
 Mark Bell
 Sharlene Bell

Chair Debbie Cragun called the meeting to order at 6:00 p.m.

PLANNING COMMISSION BUSINESS MEETING

1. Roll Call.

All members of the Planning Commission were present with the exception of Ulises Flynn, who was excused.

2. Invocation/Thought/Reading and Pledge of Allegiance.

Commissioner Kraupp offered the invocation and led the Pledge of Allegiance.

3. Approval of Planning Commission Meeting Minutes from June 21, 2023.

Commissioner Kraupp recommended the meeting minutes of June 21, 2023, be amended to reflect that not all members were present. It was noted that Commissioner Swanson was absent.

Kory Luker moved to APPROVE the Planning Commission Meeting Minutes from June 21, 2023, as amended to reflect that not all members were present. Tina Griffis seconded the motion. Vote on motion: Erik Swanson-Aye; Kory Luker-Aye; Tina Griffis-Aye; Michael Kraupp-Aye; Debbie Cragun-Aye. The motion passed unanimously.

**BLUFFDALE CITY PLANNING COMMISSION
MEETING MINUTES
Wednesday, July 19, 2023**

LEGISLATIVE ITEMS

4. **PUBLIC HEARING, CONSIDERATION, AND RECOMMENDATION on a Proposed City-Initiated Zoning Map Amendment for 1.81 Acres in the General Commercial Zone (“GC-1”) to be Rezoned to the Destination Retail (“DR”) Zone located at approximately 13900 South Redwood Road, City of Bluffdale, Applicant. (Application 2023-21) – Staff Presenter, Grant Crowell.**

5. **PUBLIC HEARING, CONSIDERATION, AND RECOMMENDATION on Proposed City-Initiated Text Amendments to the Bluffdale City Code 11.90.060 and 11.350 to Modify Allowed Uses and Development Standards in the Destination Retail (“DR”) Zone located at approximately 13900 South Redwood Road, City of Bluffdale, Applicant. (Application 2023-21) – Staff Presenter, Grant Crowell.**

The above two items were discussed together but voted on separately.

Community and Economic Development Director, Grant Crowell presented the Staff Report and stated that agenda item number four is a proposal to rezone a 1.81-acre area at approximately 13900 South Redwood Road in the General Commercial Zone (“GC-1”) to a Destination Retail (“DR”) Zone. Agenda item number 5 is an accompanying proposal to amend Bluffdale City Code 11.90.060 and 11.350 to modify allowed uses and development standards at that DR zone, as petitioned by the City.

The southwest corner of Bangerter Highway and Redwood Road has been identified as an important commercial node in the community’s General Plan for many years. There is a long history of legislative actions to implement that idea starting with changes for the Maverik, some of which have come with some controversy.

Mr. Crowell identified the areas zoned Destination Retail and General Commercial. The Maverik came with adjustments to the General Plan from Neighborhood Commercial to General Commercial and additional property owners wish to make similar changes. *The City Council wanted to make sure the area was developed in a commercial manner rather than an industrial or multi-family housing way, so it was zoned Destination Retail. The City acquired several parcels in surplus because a road is planned there. The City purchased a property and incorporated it, leaving one strip of land that is owned by Russ Sorenson, who arrived later in the meeting.

**BLUFFDALE CITY PLANNING COMMISSION
MEETING MINUTES
Wednesday, July 19, 2023**

Mr. Crowell stated that the City needs a partnership because they do not own and control the property. The corner represents the one access that is allowed by the Utah Department of Transportation (“UDOT”) between Bangerter Highway and 14000 South, which is a high-value retail corner piece. He noted that the City does not own all of it. The City Council is entertaining an Exchange Agreement and they want to determine the zoning that will best serve the community.

The area was identified in the General Plan as Commercial. Zoning can include Neighborhood Commercial, Regional Commercial, General Commercial, General Office, or Destination Retail. The Gateway Redwood Zone is applied only to one place in the community that was previously owned by Woodbury and includes FatCats. It is zoned for Commercial and Office. The GC-1 Zone extends to the Maverik. A large concrete wall serves as a buffer between Maverik and some one-acre lots. Compared to the GC-1 Zone, the DR Zone is more limited in nature. GC-1 is broader and allows for personal instruction services and custodial supply companies.

Mr. Crowell identified an area proposed for rezoning as well as a collector road. A commercial area is anticipated with an existing older low-density neighborhood that is lacking sidewalks. The intent is to build another road and provide an alternate option so that all of the traffic is not forced to go through a neighborhood. He presented a Concept Plan that provides frontage on both sides of the road with a roundabout. He noted that the DR Zone is prescriptive. Similar to Bringham Station, Rockwell Ridge, and the Hollywood Oil SD Zone, it is all one zone and the goal is to focus certain types of development activities in certain places. For example, in one area, they might seek restaurants or hotel uses. Daycares, offices, or general retail may work better further away as the City Council has expressed interest in restaurants on Redwood Road. The General Retail category is broad and may not provide the needed focus to bring in things like restaurants.

Early in his career, Mr. Crowell recalled working for a city manager that was annoyed that all of the prime retail corners were being bought up by banks. He expressed similar frustration with orthodontists today. In this area, they are focusing on restaurants and hotels due to their value from a tax perspective.

BLUFFDALE CITY PLANNING COMMISSION
MEETING MINUTES
Wednesday, July 19, 2023

Procedural issues were discussed. Mr. Crowell clarified that there is a map item and a text item with separate ordinances. A separate motion was needed for the map and the text.

The Municipal Code includes a table of allowed uses for non-residential zones that covers most zones in the City. The proposal is to remove the DR Zone column from the table and keep it embedded within the zone itself. The zone has no allotted area, width, or setbacks. There needs to be some access, and they can go to 45 feet. There is no required separation between buildings beyond the Fire Code. 15% landscape or 85% coverage is allowed. The parking ordinance, sign code, and regular design guidelines apply.

The General Commercial and Design Guidelines have been redone. Mr. Crowell remarked that the applicable portions of the General Commercial guidelines should be moved up with the rest of the project, which is an addition to the draft. What is presented remains largely unchanged other than putting more of an emphasis on glass and using brick as a primary material, as has already been applied in GC-1.

Not much is permitted on the Land Use Table. Banks are permitted on one side but not on the other. Convenience stores and gas stations are no longer permitted. Hotels are permitted on both sides. Liquor stores are not permitted. Movie theatres are not permitted due to space. Museums are not permitted as they are not similar enough to retail. Pawn shops are not permitted. Preschools and daycare uses were omitted in error and need to be included in the motion to prevent the deal with a developer to fall through. Printing shops were permitted previously but are not any longer. Offices were not allowed and are now permitted on the west side. Indoor recreation is permitted only on the west side. Restaurants are permitted on both sides. Retail General is permitted on the west side. Tobacco is not permitted.

Commissioner Kraupp asked for a high-level view of the exchange the City was making with the owners of the property on the corner. The single access from the state highway was negotiated with UDOT as an exception and will not be eliminated as it is too close to the light. The City was contemplating an exchange with the owner of a parcel of the area so the corner can be marketed as one piece at a higher value. They will likely trade land in exchange. A solution was sought that

**BLUFFDALE CITY PLANNING COMMISSION
MEETING MINUTES
Wednesday, July 19, 2023**

works for everyone, keeps the General Plan and Transportation Plan in mind, and achieves the community services the Council would like to see. It was noted that discussions regarding real estate values should be kept in confidence.

Chair Cragun asked for clarification regarding how the area is currently zoned and what portions will be changed. Mr. Crowell identified the current zones on the map. The section between the Maverik and the Destination Retail Zone will be rezoned. Chair Cragun clarified that without changes, any GC-1 Zone uses could be developed so approval represents a considerable limitation of what can be built there. There is interest in the restaurant, office, and daycare space. Chair Cragun felt it was important for everyone to understand that they are limiting rather than increasing what can be built in the proposed location.

Mr. Crowell pointed out that people suspect a grocery store may be coming and they know that Kroger owns property in Bluffdale. The value proposition in the area is good, so they feel confident limiting it. The Council may even implement a deed restriction to limit it over time. The City Council can change the zoning scheme in the future through legislative action.

Commissioner Swanson clarified that it is the only DR Zone. It is tailor-made and will be even more so with the proposed changes. He asked if there were concerns about creating one-use zones and if there might be other areas they want to make Destination Retail, which will require revisiting the changes. Mr. Crowell pointed out that the DR Zone will be a potential tool when zoning new areas and the changes could make it less useful for that purpose. There are, however, other tools in the toolbox that can be utilized. Commissioner Swanson pointed out that zones are general tools. Mr. Crowell rebutted that they have both general and specific zones. There have been about five special districts created since 2015, which are designed for one-off situations such as Infill Overlay Zones and Development Agreements. He admitted that it could hurt their ability to market an area in the future as they can go back and make changes; however, that requires a legislative process and can take a couple of months.

Mr. Crowell reviewed other tools the City uses to accomplish similar goals. At one time, they were using GC-1 zoning for everything, which allowed for tilt-ups and led to a long discussion about

**BLUFFDALE CITY PLANNING COMMISSION
MEETING MINUTES
Wednesday, July 19, 2023**

changing the Use Table. GC-1 allowed for storage, which led to the use of tilt-ups, which some people weren't satisfied with. The Council worked with a design ordinance to change building material requirements. This proposal was one way to accomplish the City's goals.

Mr. Crowell brought up a discussion with the City Attorney about the pros and cons of doing this through a Development Agreement in contract form, however, they decided to approach the issue through zoning and deal with the Exchange Agreement separately.

Commissioner Swanson brought up the two residential landowners in the zone and asked how the DR zoning will affect them. Mr. Crowell stated that they will have to meet the landscaping and buffer requirements. He would not be surprised if they submitted a Deviation Request. He commented that the DR Zone is more permissive with respect to setbacks. Commissioner Swanson commented that there is more wordage on setbacks in the CG-1 Zone compared to one sentence for the DR Zone.

The City worked with the property owners and installed the eight-foot wall during the road project behind the Maverik. The road will be moved to the middle of the site and the buffer between the developments and the residential users will be the responsibility of the developer to meet their site plan ordinance. The City does not currently plan to extend the wall.

Chair Cragun reported that traveling south on Redwood Road or coming off of Bangerter Highway is a gateway into Bluffdale and there has been some discussion about a project to mark the entry into the City. Mr. Crowell confirmed that the idea exists but they have not come up with a design or secured funding. He identified a parcel of land that is still owned by UDOT that is not on the highway that the City is in negotiations to acquire. It would be incorporated as a developable area but they are figuring out what that area will look like. The opportunity has not passed but Mr. Crowell questioned whether they have \$100,000 to spend on the project. Chair Cragun wanted to make sure it isn't forgotten. Mr. Crowell stated that they need to verify the Council's commitment, what kind of funding is available, and what kind of design they want whether it be a small or large sign, a monument, or fountains.

**BLUFFDALE CITY PLANNING COMMISSION
MEETING MINUTES
Wednesday, July 19, 2023**

The landowner, *Russ Sorensen*, gave his address as 3660 East Cove Point Drive in Salt Lake City and stated that he has been working with Mr. Crowell for over two years on various issues. He noted that the City has some challenging restrictions. His property gets squeezed by the new road in the middle. The City is pushing to get viable commercial businesses, which means national chain restaurants. Several large businesses have submitted Letters of Intent. Messrs. Sorensen and Crowell determined that if they have them ready to go when the road is built, there will be better planning. Unlike the area across the street that Woodbury controls, there is no overall developer in the area. The City is not a developer and lacks the experience Mr. Sorensen has.

Mr. Sorensen identified an area at the rear of the property with a significant elevation change off Redwood Road. He commented that all of the businesses on the west side will end up with retaining walls to bring the dirt up to grade and provide a flat plane. Commercial buildings do not get a lot of value out of basements. The neighbors will get a retaining wall that will separate the commercial area from their backyards with a fence on top. Residential will naturally have limited visibility of the commercial area due to the grading work that is needed.

Parcel distribution will be based on end users. They have a finite amount of space across the frontage. There is a main sewer line and easements near Bangerter Highway so subject to Sewer District permitting, there may be room for a monument or sign there. Mr. Sorensen identified two parcels that hotels were interested in. He pointed out that they will want signage on Bangerter Highway and not just on Redwood Road.

Mr. Sorensen insisted that these groups will pay more for ground than local companies. The benefit to the City is that the return is over and above the cost of improvements and generates tax base. He pointed out that sometimes exclusivity equates to profitability. Mr. Sorensen reported that he has had about 10 car washes approach him. While they serve a purpose, they do not generate revenue like a McDonald's would. They have been marketing to food service companies but there are other services the community needs such as daycares. Most people do not want a daycare next door but they want it to be accessible to their workplace. They have asked for specific uses to be included because they bring value to the development.

**BLUFFDALE CITY PLANNING COMMISSION
MEETING MINUTES
Wednesday, July 19, 2023**

Mr. Sorensen explained that most uses are for a minimum of 10 years. Others are 20-year properties. McDonald's needs a 20-year life cycle out of their properties whereas a local business like a tattoo parlor or seamstress does not have that kind of longevity. More exclusivity means longer-term use, which means buildings and parking lots that are in better condition for a longer period of time. Mr. Sorensen did not see a downside to the restrictions and only positives.

Mr. Sorensen characterized the roadway as the most challenging part of the project. It has been impossible with UDOT to get any access off of Redwood Road, which impacts property values. Good national projects are waiting for the zoning to be changed, which is conditional. Mr. Sorensen stated that he will not agree to the property exchange without zoning that meets their needs. They own a key piece of property that represents a financial risk and they want the value back. He believes that if they proceed with the project they will have new buildings there by this time next summer.

Chair Cragun opened the public hearing.

Mr. Crowell reported that he received a phone call earlier in the day from *Lillian Fish* who lives on the other side of the retaining wall from the Maverik. She was interested in knowing the details of what is proposed.

There were no other public comments. The public hearing was closed.

Commissioner Kraupp asked who in the City bears the responsibility of determining that the exchange is fair and equitable. Mr. Crowell clarified that while City Staff puts a lot of work into the negotiation, the final decision is made by the City Council via an Exchange Agreement. Since the City is not a developer, they will not hold it for years.

Tina Griffis moved to forward a POSITIVE RECOMMENDATION to the City Council for the GC-1 to DR Zone Zoning Map Amendment, Application 2023-21, based on the following:

Findings:

- 1. The proposed rezone is consistent with the General Plan.**

**BLUFFDALE CITY PLANNING COMMISSION
MEETING MINUTES
Wednesday, July 19, 2023**

2. **The property is already zoned GC-1.**
3. **The rezone creates uniformity in design and development expectations in the area.**
4. **Includes the general daycare as permitted in Land Area B.**

Michael Kraupp seconded the motion. Vote on motion: Erik Swanson-Aye; Kory Luker-Aye; Tina Griffis-Aye; Michael Kraupp-Aye; Debbie Cragun-Aye. The motion passed unanimously.

Tina Griffis moved to forward a POSITIVE RECOMMENDATION to the City Council for the DR Zone Text Amendments, Application 2023-21, based on the following:

Findings:

1. **The DR zone is intended to more specifically tailor commercial development in the Bangerter/Redwood Road area.**
2. **The DR Zone updates will provide more consistency in design.**
3. **The DR Zone updates are consistent with the General Plan.**
4. **Include general daycare in Land Area B as permitted.**

Erik Swanson seconded the motion. Vote on motion: Erik Swanson-Aye; Kory Luker-Aye; Tina Griffis-Aye; Michael Kraupp-Aye; Debbie Cragun-Aye. The motion passed unanimously.

The recommendation from the Planning Commission would go to the City Council for a final vote on August 23.

**BLUFFDALE CITY PLANNING COMMISSION
MEETING MINUTES
Wednesday, July 19, 2023**

DISCUSSION ITEMS

6. Planning Commission Business.

Mr. Crowell reported that a Technical Committee for Parks is being established and is scheduled to meet on July 27. Commissioner Griffis confirmed she will serve on the Committee. Mr. Crowell reminded the Commissioners of the Day Ranch Park opening on August 12. Chair Cragun asked where people should park to attend the Parade. Mr. Crowell stated that there may be information on the website. Commissioner Luker stated that there are ongoing negotiations with the schools in the area concerning parking and signage that day. He stated that he would keep her informed.

7. Adjournment.

The Planning Commission Meeting adjourned at 7:04 p.m.



Tiffini Shinsel, Community Development Coordinator

Approved: _____ 09-20-2023 _____

