1. 7:00 P.M. Regular Planning Commission Meeting

Documents:

06-09-20 PC PUBLIC AGENDA.PDF 2020-06-09 PC PACKET.PDF

TO THE PUBLIC AND RESIDENTS OF VERNAL CITY:

Notice is hereby given that the **VERNAL CITY PLANNING COMMISSION** will hold a regular meeting on **Tuesday, June 9, 2020 at 7:00 p.m.** in the Vernal City Council Chambers at 374 East Main Street, Vernal, Utah.

AGENDA

A. STANDING BUSINESS

- 1. Welcome and Designation of Chair and Members
- 2. Approval of Minutes of Special Meeting of June 2, 2020

B. DISCUSSION ITEMS

1. General Plan

C. ADJOURN

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MINUTES of the Vernal City PLANNING COMMISSION

Vernal City Council Chambers - 374 East Main Street, Vernal, Utah June 2, 2020 7:00 pm

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Members Present: Samantha Scott, Nicholas Porter, Darcy McMickell, Eric Hunting,

and Troy Allred

Members Excused:

Alternates Present: Ben McMickell

13 Alternates Excused:

Staff Present: Allen Parker, Assistant City Manager; Matt Tate, Building

Official; and Sherri Montgomery, Administrative Clerk

WELCOME AND DESIGNATION OF CHAIR AND MEMBERS: Chair Samantha Scott welcomed everyone present to the meeting.

ACKNOWLEDGMENT & APPROVAL OF SPECIAL MEETING: Nicholas Porter moved to acknowledge and approve of the special meeting. Ben McMickell seconded the motion. The motion passed with Samantha Scott, Nicolas Porter, Darcy McMickell, Eric Hunting, Troy Allred and Ben McMickell voting in favor.

APPROVAL OF MINUTES FROM MAY 12, 2020: Chair Samantha Scott asked if there were any changes to the minutes from May 12, 2020. There being no corrections, *Eric Hunting moved to approve the minutes of May 12, 2020 as presented. Ben McMickell seconded the motion. The motion passed with Samantha Scott, Nicolas Porter, Darcy McMickell, Eric Hunting, Troy Allred and Ben McMickell voting in favor.*

GENERAL PLAN WORK SESSION: Allen Parker stated that this special work session will be a discussion on the complete streets of the General Plan. The consultant is working on the update and has put together the demographics and trails master plan. The consultant needs the feedback from the Planning Commission on the complete streets with good examples in a structured way on how to do the cross sections in identified areas. The update to the General Plan needs to be done by the end of June in order to get the grant paid out to the consultant. Mr. Parker gave the Planning Commission three handouts. One included a map of the City's transportation plan identifying streets or classes of streets, a cross section sketch showing the distances in sidewalks, bike lanes, roadways, crosswalks, etc. and the other one explaining what a complete street means. The Planning Commission discussed the different options of bulb-outs, medians, diagonal parking, center turn lanes, parking, left and right turn lanes and bike lanes in certain areas of town including the down town area. The Planning Commission also discussed if and where bus stops may be needed. The Planning Commission all agreed that there needs to be more sidewalks and they need to be wider at least six feet instead of five and less planting strips. There was some discussion on bulb-outs and how they can effect snow removal. The Planning

Vernal City Planning Commission Minutes June 2, 2020

Commission agreed that they would prefer diagonal parking downtown closest to the businesses on one side of the street and maybe a bike line on the other side of the street. The Planning Commission felt that the City needs to cater more towards a tourism town. Mr. Parker explained that UDOT has committed to the complete streets concept on Main Street through down town. The engineers will look at mobile transit in all types of transportation and not just cars. Mr. Parker mentioned that they could paint a stripe in a section downtown for three months to see how the public responds to it. There was discussion regarding having no bike lanes; however, bigger sidewalks on Main Street. Mr. Parker stated that he will take all the information from this meeting and give to the consultant to have available at the next regular meeting, June 9, 2020. The Planning Commission all agreed with the wider sidewalks and to make sure that they are ADA compliant. The Planning Commission discussed a date for the public hearing on the General Plan. It was the consensus to hold the public hearing on June 30, 2020 at 7:00 p.m. with the City Council's public hearing on July 1, 2020.

ADJOURN: There being no further business, Troy Allred moved to adjourn. Ben McMickell seconded the motion. The motion passed with a unanimous vote, and the meeting was adjourned.

Samantha Scott, Planning Commission Chair

1 Background and Introduction

Purpose of the Vernal City General Plan Update

The <u>Vernal City General Plan Update</u> (20092020 - 2029) is an official document intended to help the public understand the broad planning goals of the city, and to help decision makers evaluate development proposals in accordance to a coordinated vision for the community. Typically, the General Plan identifies future land uses (residential, commercial, public, parks, etc), transportation and traffic options (highways and trails), and other elements that make up a community.

Updating the General Plan provides an opportunity for the citizens of Vernal City to take a look at the community today, to determine what is good and what requires improvement, and to look into the future and "plan" for anticipated changes. The General Plan generally has a life of 5 to 10 years, although it often looks 20 years or more into the future in order to anticipate how the community might change. Every five to ten years the General Plan needs to be revisited and changed to reflect new developments and changing community priorities.

When the *Vernal City General Plan Update* is adopted, zoning ordinances, development guidelines, and other means of implementing the plan should be revised and updated as necessary.

Organization of the Plan Document

The Vernal City General Plan Update (2009–2029) documents existing conditions, analyzes important community issues, and proposes future visions and growth directions for the City. The plan is divided into a series of Elements or chapters, as listed below.

- Background and Introduction
- Land Use
- Sensitive Lands and Natural Systems
- Parks, Recreation, and Trails
- Economic Development, Capital Facilities, and Funding Opportunities
- Infrastructure, Capital Facilities and Funding Options
- Transportation

As a part of the *Vernal City General Plan Update*, zoning ordinances, development guidelines, and other means of implementing the plan were revised in 2020.

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Although each Element is specific in its focus, there is an integrated relationship between each, and a level of overlap. Specific recommendations are provided as a series of Goals, Policies Policies, and Implementation Measures at the conclusion of each Element.

History of Vernal City¹

Vernal City is the largest city in Uintah County. It is located in eastern Utah near the Colorado State Line, and 175 miles east of Salt Lake City. Vernal is bordered on the north by the Uinta Mountain, one of the few mountain ranges in the world which extends in an east-west rather than the usual north to south direction. The Book Cliff Mountains lie to the south, and the Blue Mountains are located to the east. Vernal City itself is located in the Ashley Valley, named in honor of William H. Ashley, an early fur trader who entered this area in 1825 by floating down the Green River in a bull boat made of animal hides.



Sunset over Agricultural Land along North Vernal

Unlike the majority of Utah towns, Vernal City was not settled by Mormon pioneers. Brigham Young sent a scouting party to Uintah Basin in 1861 and received word back the area was good for nothing but nomad purposes, hunting grounds for Indians and "to hold the world together." That same year, President Abraham Lincoln set the area aside as the Uintah Indian Reservation. Captain Pardon Dodds was appointed Indian agent for the reservation.

When Dodds retired, he moved to Ashley Valley to raise livestock, along with agency workers Morris Evans and John Blankenship. They arrived on February 14,1873, settling along the banks of Ashley Creek. Dodds built the first cabin in the valley, which was located about four miles northwest of present day Vernal City. Many single men -trappers, prospectors, home seekers, and drifters - arrived in Ashley Valley, and some stayed. However, no women settled in the area until 1876.

The area where Vernal City is now located was called the Bench, and it was described as a large barren cactus flat. The David Johnston family moved onto the Bench on June 6, 1878. It was reported that when they stopped their wagon, David took his shovel from the wagon and cleared off the cactus so the children could stand without getting cactus needles in their feet. He put the wagon on logs to keep it off the ground as there were many lizards, horned toads, scorpions, mice and snakes in the area. Alva Hatch came to the valley looking for a place to settle in May 1878. He returned later with his family and his father, Jeremiah Hatch, along with Jeremiah's two wives. The fall of 1879 brought many settlers to the valley. On September 29, 1879, the Meeker Massacre took place in Colorado, with members of the White River Ute tribe killing their agent, Nathan Meeker, among others. This was the last major Indian uprising in the United States. The Army arrived quickly, banishing the Indians to the Uintah Reservation. According to local account, some tribe members rode into the Ashley Valley to convince members of the Uintah Ute tribe to join them in killing area settlers. Instead, the Uintah chiefs advised the settlers to "fort-up." A fort was soon after constructed on the Bench due to its high location and open views of the surroundings. Many settlers of Ashley Valley soon after dissembled their cabins, moving them to the fort site. The incident was eventually settled, but the people remained in the fort for the winter. The severe weather that

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¹ Source: Doris K. <u>Burton , Burton , History of Vernal Utah</u> from the <u>Utah History Encyclopedia</u>. Allen Kent Powell, ed. University Press, University of Utah, Salt Lake City, Utah. 1994.

followed killed most of the animals, and humans also suffered. Much of their grain became moldy, and diphtheria took its toll. It was March before they could leave the valley for supplies.

Many families moved their cabins back to their homesteads, while others remained in the fort. A town grew out of the fort, which became known as Ashley Center. A store was opened, and the residents applied for a post office. The name Ashley Center was requested, but it was too similar to the town of Ashley; the name Vernal was assigned to the community by the U.S. Postal Department, which has remained to the present.

The enterprising settlers of the valley developed a basic irrigation system that still serves the valley today. Due to the distance to a major railhead, settlers produced, manufactured, and developed most necessities themselves. The leading livelihood was cattle and sheep production. Milling, honey production, and farming grains and alfalfa were also important.

Although there is still no railhead nearby, Vernal City, the highway transportation system has provided good access to most goods and services. The Mormon Church helped set Vernal up as a town in 1884, although it was not incorporated until 1897. For this reason, Vernal City had the distinction of being a city with no taxation for fifteen years. In 1948 Vernal City experienced its first oil boom. From that time on it has been a boom and bust town.

With the declaration of nearby Dinosaur National Monument in 1915, a thriving tourism industry was born. After decades of continuous operation, the Quarry Visitor Center was closed in July 2006, due to structural problems that have plagued the building since it was built in 1957. In April 2009 the Federal Government announced that Dinosaur National Monument would receive \$13.1 million to refurbish and reopen the Visitor Center and associated gallery as part of a federal stimulus plan. It is hoped that a renewed National Monument, in addition to livestock and agriculture production and growing interest in the area for outdoor recreation purposes such as mountain biking, will help keep Vernal City solvent during "bust" times.

Flaming Gorge Dam was built in 1964, bringing more tourists to the area. Steinaker and Red Fleet dams, built in 1962 and 1980, provide irrigation water and serve as recreation sites. As with many cities, big box stores have moved to the outskirts of town. Small businesses and shops are scattered along Main Street and throughout the core of downtown Vernal City, which is noted for its colorful display of summer flower baskets on both sides of Main Street.

Summary of Socioeconomic Issues

- Vernal needs to continue to explore ways to diversify their economy.
- The cyclical nature of Vernal's economy leads to fluctuations in its population particularly those
 in the early years of their working career. The City should explore ways to help lower the risk for
 entrepreneurs and potential investors in order to ensure diverse job opportunities.
- The loss of agricultural land within city limits is expected to continue unless the City implements a deliberate strategy to prevent that.
- The City has a vested interest in the success of the region's primary economy (oil and gas) and the performance of other local economies in the region.
- In order to continue to facilitate a diversified economy, Vernal needs to carefully monitor its
 infrastructure investments and the amounts of available land by type. There is also a sentiment
 that the City could successfully recruit more restaurant options.

- The housing market is not over supplied with high-end development.
- The expected growth in retirement-aged residents in Vernal will change the local economy over the next decade if real wages are depressed with a recession.
- The area's extractive industry has shown overall resilience over time, but the community still
 experiences the years of boom and bust disruptions.
- The City needs to implement its recent trails master plan and develop a discipline of complete street initiatives.

Summary of Planning Issues

As might be expected, the comments, issues and ideas expressed through public participation were broad and varied. All comments and ideas received at public meetings and workshops were reviewed, summarized, and analyzed, and later compared with workshop results, visual preferences, previous plans, studies, and reports. An important result of this process was the identification of planning issues which are discussed in detail in the General Plan Update Chapters. Some of the key issues which were identified are summarized below:

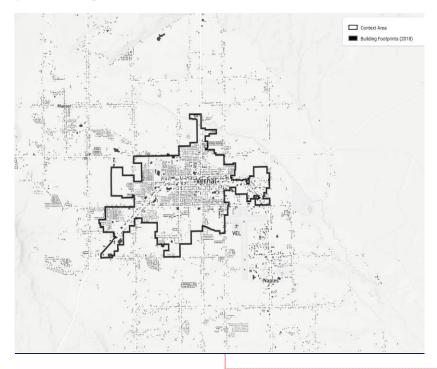
- Water/Roads/Infrastructure and Sustainability of Future Growth
- Direction and Type of Future Growth
- Affordable Housing
- Traffic Safety and Roads
- Parks, Recreation, and Trails
- Boom and Bust Economic Patterns/Diversification of Economy
- Quality of Life
- Vernal City is Running Out of Land Accommodating Future Growth in Vernal
- Coordinating with Uintah County and Adjacent Towns

Recent Planning History

Recent growth related to natural gas production and other resource extraction industries has resulted in significant changes to the community. While the local economy has been improved as a result of recent growth, resources and infrastructure have become strained. The existing General Plan, which was adopted nine years ago, is outdated. In an attempt to address recent changes, a number of studies have been undertaken, albeit in an ad hoc manner. Some of the key studies include the Vernal City Affordable Housing Plan, Ashley Valley Stormwater Plan, Vernal Downtown Specific Area Plan, the UDOT US-40 Corridor Study and the UDOT Bypass Study. Uintah County has been updating the County Master Plan concurrent with this plan, and Naples City General Plan has also been updated recently. Each of these studies and plans has been reviewed and analyzed as part of the current planning process, and process and will be incorporated into the updated General Plan as appropriate.

Vernal City is approaching build out and has been exploring options for accommodating future growth. This includes the possible expansion of municipal boundaries, and consideration of new forms and

directions of development. In order to craft an updated General Plan that meets future needs and addresses growth in a comprehensive manner, a clear vision of future needs and desires is necessary.



Public Involvement

Verifying the issues and needs of the community is a critical step for ensuring that the General plan accurately represents expected future needs and desires, and encapsulates the future vision of the community. As summarized below, a thorough public involvement process was utilized to capture the pulse of the community. The process incorporated multiple opportunities for the public to provide comments, identify issues, and provide feedback during the planning process.

Plan Management Committee

A Plan Management Committee was established during the early stages of the project in order to review progress and to provide guidance as the plan was formulated. Membership in the Vernal City General Plan Update Management Committee included approximately thirty representatives of City staff and administration, Vernal City Council, Vernal City Planning Commission, Utah State University and Uintah Basin Applied Technology Center, Uintah County staff and officials, local and regional agencies, civic and business leaders, real estate and development representatives, recreation advocates, and interested citizens. The Management Committee met at four key stages as follows:

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- Prior to Public Scoping Meetings held as part of the Documentation of Planning Issues and Existing Conditions.
- Prior to Public Workshops held as part of developing Alternative Planning Approaches and Directions.
- To review the Preliminary Plan Alternatives; and
- Prior to a Public Open House Meeting held to review the Draft Vernal City General Plan Update.

Once the Preliminary Plan Alternatives had been prepared, meetings were held between officials from Vernal City, Naples City and Uintah County to coordinate their various planning efforts and to help solidify a unified planning vision for the area.

Public Scoping Meeting

A Public Scoping Meeting was held in January 2009 at Discovery Elementary School in Vernal City. The purpose of this meeting was to receive input from members of the community regarding their concerns and issues related to future growth and community development.

Public Workshops

Three public workshops were held in February 2009 as hands-on community visioning exercises, providing residents and stakeholders the opportunity to review maps and existing conditions, identify opportunities and constraints to future growth, and develop ideas and concepts for the future of the City. A Visual Preference Survey was also conducted to help determine the future vision for the community. The workshops focused on the following population scenarios:

- Baseline
- Bust Alternative No Recovery
- Bust Alternative With Recovery

The workshops were well attended, with more than 200 people participating. Results from the workshops were compiled, summarized, and analyzed by the planning team to help develop Preliminary Plan Alternatives.

Public Open House Meeting to Review the Draft General Plan Update

Once a Preferred Planning Direction had been determined with input by City staff and others, a Draft Plan was developed by the planning team. A Draft Plan Public Open House meeting was held in March 2010. This meeting provided additional public input prior to plan finalization and adoption.

Media Coordination

The preparation of public notices and invitations to the various meetings and workshops were prepared by the planning team and published in local news outlets. The noticing of meetings and events was also carried out through less formal avenues, including the distribution of digital flyers through email lists. A series of articles related to the project were written by members of the planning team and later published in the Vernal Express newspaper (see Appendix A for details).

Project Web Page

In order to provide easy access to planning information and to increase the scope of public involvement, the Vernal City General Plan Update web page was established. The web page provided an electronic venue for noticing important meetings and events, accessing digital planning ideas and draft plans as they were developed, and receiving public feedback and input.

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Plan Adoption

The Draft General Plan Update was presented to a special joint session of the City Council and Planning Commission on May 5th 2010, and was followed by a public hearing. After tabling the matter, the General Plan Update was later adopted by the Vernal City Council on May 19, 2010.

An update has been done since the original adoption. The Planning Commission reviewed and recommended the update, and the adopted changes were made by the City Council in June 2020.

Summary of Planning Issues

As might be expected, the comments, issues and ideas expressed through public participation were broad and varied. All comments and ideas received at public meetings and workshops were reviewed, summarized, and analyzed, and later compared with workshop results, visual preferences, previous plans, studies and reports. An important result of this process was the identification of planning issues which are discussed in detail in the General Plan Update Chapters. Some of the key issues which were identified are summarized below:

- Water/Roads/Infrastructure and Sustainability of Future Growth
- Direction and Type of Future Growth
- Affordable Housing
- Traffic Safety and Roads
- Parks, Recreation, and Trails
- Boom and Bust Economic Patterns/Diversification of Economy
- Quality of Life
- Vernal City is Running Out of Land Accommodating Future Growth in Vernal
- Coordinating with Uintah County and Adjacent Towns

Amending and Updating the General Plan

It is envisioned that the updated Vernal City General Plan will be a vital, living document that will serve the community for a number of years. In order to stay current and maximize the utility of the plan, it should be reviewed and updated regularly.

Amending the Vernal City General Plan between regular updates should not be taken lightly. A great deal of effort, time, commitment, and consideration has gone into the development of this Plan. In order to be a trusted document, all amendment proposals should be carefully reviewed and evaluated from the perspective of how they affect the greater community. In order to retain the integrity of the plan and to allow the recommended actions to take place, it is recommended that General Plan amendments should only be considered on a semi-annual or annual basis during special meetings devoted entirely to that process. In this way, the time necessary to fully understand and evaluate the amendment proposals will be assured, and the General Plan will not be compromised due to haste, development pressure or inadequate information.

Additionally, it is recommended that no General Plan amendments should be considered for a period of one year following the date of adoption. This will provide an adequate time for the Planning Commission and the City Council to work with the adopted plan without pressure for premature modifications.

Goals and Policies

Cools	To answer that the Consul Dlan reflects the vision of the community
Goal:	To ensure that the General Plan reflects the vision of the community.

Policy: Clearly identify a vision that addresses the immediate community needs during the next five to ten years, while considering longer-term implications up to twenty years into the

future.

Implementation Measure: Update the General Plan every five to ten years to ensure it remains current and reflects new developments and changing community priorities.

Policy: Ensure that the vision expressed in the Updated General Plan addresses issues identified

by the public, and that it is supported by an objective analysis of implications.

Implementation Measure: Review the general plan every five to ten years to ensure that issues have been addressed and progress is being made.

Goal: To ensure that the Vernal City General Plan is supported by future actions.

Policy Revise existing Vernal City policy to match the vision and ideas contained in the Updated

General Plan.

Implementation Measure: Modify existing zoning ordinances, development guidelines and other implementation tools to ensure they are aligned with the vision contained in the

Vernal City General Plan Vision.

Goal: To maintain the objectives and goals of the Vernal City General Plan while

accommodating future modifications and changes.

Policy:

Consider amendments and modifications to the updated Vernal City General Plan only within the context of comprehensive, community-wide review.

Implementation Measure: Allow no amendments to the updated Vernal City General Plan for a period of one year following the date of adoption.

Implementation Measure: Consider potential amendments to the General Plan only during special meetings devoted solely to that process.

Implementation Measure: Hold special meetings to consider potential General Plan amendments on a semi-annual basis only.

Goal:

To ensure that the General Plan vision is maintained regardless of the rate of future change and growth.

Policy:

Direct future development to appropriate sites within the current Vernal City boundaries until built out.

Implementation Measure: Annually monitor the City's population and compare changes in land use and development.

Policy:

Carefully consider annexation and other land expansion options to accommodate future growth that is beyond the scope of the General Plan.

Implementation Measure: Coordinate annexation efforts to ensure future growth and development meets the needs of Vernal City, Uintah County and neighboring communities.

Vernal City General Plan, 2020 Update

Summary of Proposed Changes v.1

The currently-adopted Vernal City General Plan was developed almost ten years ago. The goal of the 2020 update was to make content updates that will:

- 1. Comply with current state statutes,
- 2. Update and revise the socioeconomic information and assumptions,
- 3. Update the moderate income housing section,
- 4. Incorporate the newly-adopted trails plan,
- 5. Develop a new section emphasising complete streets.

The original files were corrupted in places, so significant formatting changes were made throughout the document.

Items in the plan's text that are highlighted in yellow need to be discussed by the Planning Commission.

SIGNIFICANT EDITS	ISSUES TO DISCUSS
 X - Cover, Index, Executive Summary New cover file. Major reformatting. Moved glossary of terms to a new appendix. → work in-progress: page numbering on table of contents 	Need to update "who was involved" names.
 1 - Background and Introduction Removed the "organization of the plan document" section (redundant material). Added a current building footprint graphic. Modified or removed some of the decorative photos and made formatting revisions. → work in-progress: Update some of the tables, and then move most of the current "Demographics and Population" material to a new appendix (G). Add new "Socioeconomics" material. 	"Vernal City is Running Out of Land – Accommodating Future Growth in Vernal" (p.1-16)
 2 - Land Use Replaced the future land use map with the 2015 version. Referenced annexation policy plan. New policy intended to protect the potential for airport expansion. 	 "Unfortunately, there has been little or no coordination between the various efforts to date." (~p.21) "The Vernal Regional Airport is sufficient for existing

Appendix B - Workshop Notes	• None
Appendix A - Newspaper NotesNo change (updated header/footer).	• None
 7 - Transportation Moved trails content from previous Chapter 4, updated content and policies. Included new Future Transportation Map (7-1). Incorporate complete streets priorities from PC workshop and survey. → work in-progress: Incorporate trails master plan findings. Develop renderings for complete streets. 	 "Currently, Vernal City does not have a trails master plan." (p.15) Does the PC support the new goal and implementation measures regarding complete streets? (p.24-25)
 5 - Economic Development Developed support language for Basin rail project. → work in-progress: Update economic data, and move most of the raw data to the new Appendix G. 6 - Infrastructure, Capital Facilities, and Funding Reformatting. 	Does the City have new utility system maps they could place in the general plan?
 4 - Parks and Recreation Updated and moved the section on trails issues to Chapter 7. Updated demographic information. Reformatting, loss of some photos. 	Does the City want to convert table 4-1 into a prioritized list?
 Formatting improvements. (Note: this file was severely corrupted). 3 - Sensitive Lands and Natural Systems Significant formatting. Elimination of some decorative photos. Deleted redundant discussion of TDR (transfer of development rights). 	 "There is no language in the current code which protects agricultural land." (p.3-4) Move the report on different strategies to conserve land to an appendix?
Updated minor text elements (i.e. discussing new city	needs." (p.38)

No change (updated header/footer).	
Appendix C - Visual Preference Survey Notes • No change (updated header/footer).	• None
Appendix D - Plan Alternatives • No change (updated header/footer).	• None
 Appendix E - Moderate Income Housing Created a new moderate income housing plan (to replace Appendix E in its entirety). This plan was submitted to the state earlier to help it comply with the requirements of SB34. 	• None
 Appendix F - Glossary of Terms Basic formatting of content from Chapter X. 	• None
Appendix G - Socioeconomic Data → work in-progress: New element of the plan consisting of updated materials found previously in Chapter 1 and 5.	