



2021/2022 Sandy Hills Unincorporated Area General Plan Scope of Work and Recommendation

Public Body: Salt Lake County Council

Meeting Date: October 5th, 2021

Location: All locations within the Unincorporated Area of Sandy Hills

Applicant Name: Sandy Hills General Plan Steering Committee

Planner: Kayla Mauldin, Greater Salt Lake MSD

Planning Staff Recommendation: Adoption of the Sandy Hills General Plan Scope of Work

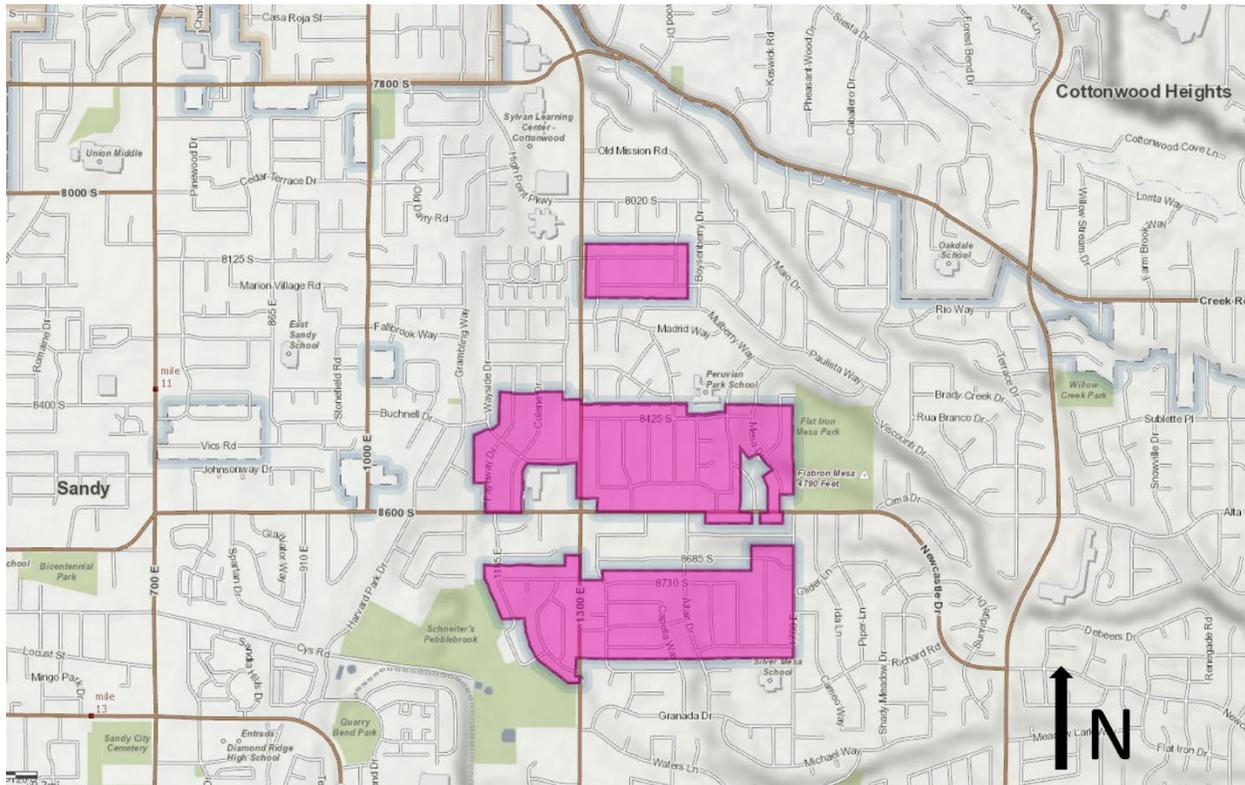
Project Description

The applicant is requesting the Council's adoption of a proposed Scope of Work for the 2021/2022 Sandy Hills General Plan. The Plan is intended to synthesize data and public feedback to describe current conditions, establish a vision for Sandy Hill's future, and guide this area of Salt Lake County from its present conditions toward its desired vision. This General Plan must meet state requirements (17-27a-403) for general planning, including elements on Transportation and Land Use (the County having already adhered to the State's Resource Management and Moderate-Income Housing Plan requirements for Sandy Hills). The proposed Scope of Work (included as an exhibit to this report) suggests four planning elements for the Unincorporated Area of Sandy Hills:

1. Introduction;
2. Land Use;
3. Transportation;
4. Resilience and Infrastructure.

A one-year timeline is proposed to complete this work.

Figure 1: Sandy Hills Unincorporated Area



Credit: MSD Long Range Planning, 2021

Summary

Background:

The Greater Salt Lake Municipal Services District (MSD) was asked to prepare a General Plan for the Sandy Hills, Granite, and Willow Creek unincorporated areas, in a letter received from SLCo Regional Development on September 1, 2020. Shortly thereafter, the majority of the Willow Creek community incorporated into Sandy City. Following discussions between Regional Development, the Unincorporated Community Councils, and the MSD, the project was divided into two separate planning initiatives: one for Sandy Hills, and one for Granite. Steering Committees were formed for each unincorporated community. In late July of 2021, the Sandy Hills Steering Committee voted to pursue preparation of a General Plan. Notice of Intent to Prepare a General Plan was filed on August 16th, 2021.

As an unincorporated area of Salt Lake County, Sandy Hills is a member of the Greater Salt Lake Municipal Services District (GSL-MSD or MSD), a special local district established in 2015. The MSD provides unincorporated areas with planning and development, business license, building inspection, and code enforcement services as part of its membership agreement. Although the MSD provides services, Salt Lake County (including the Planning Commission and Council) is the governing body for Sandy Hills. Following preparation of a drafted General Plan, the Sandy Hills General Plan Steering Committee will bring the draft to the Planning Commission for consideration and public hearing. The Planning Commission will make recommendations to the Council regarding the preparation, adoption, and future amendment of the General Plan. The Council may adopt, reject, or revise a recommended General Plan, amendment, or action related to General Plan preparation.

Two Kick-Off Community Workshops were held for Sandy Hills in the spring of 2021. These events collected key input from residents related to challenges and opportunities faced by the community. The results from the workshops, along with discussions of the Steering Committee, led to the decision to pursue a General Plan rather than other plan type, and informed the content of the proposed Scope of Work.

Scope of Work Description: This drafted Scope of Work is presented to help guide preparation of the 2021/2022 General Plan. There are several recognizable benefits of adopting a Scope of Work for this project:

- Ensure consensus on planned project content
- Highlight important milestones and check-in points
- Provide clarification on roles and expectations
- Prevent 'project creep' (unnecessary prolonging of a project due to lack of clear scope)
- Create a reference document for shared understanding and accountability

The proposed Scope of Work includes six main sections:

1. **Purpose:** explains what a Scope of Work is and why it is needed for this project. This section also highlights who is responsible for approving a Scope of Work.
2. **Parties Involved:** defines the major players in the preparation of the General Plan as well as affected entities and partners that will be included along the way.
3. **Plan Elements:** discusses the four plan elements that are proposed for the 2021/2022 Sandy Hills Unincorporated Area General Plan. Key considerations for each element are outlined.

4. **Community Engagement:** identifies the outreach efforts that staff plans to conduct in order to gain the input needed to ensure a community-vetted Plan.
5. **Final Deliverables:** outlines the final deliverables that will be provided to the community and Council. These include a technical assessment, kick-off community workshop(s) report, land use community engagement report, transportation community engagement report, resilience and infrastructure community engagement report, drafted general plan elements (with accompanying adoption materials), and referenced maps with accompanying GIS and digital files.
6. **Timeline:** provides an overview of when work is expected to be completed. The timeline assumes a one-year planning process.

Planning Staff Analysis

The MSD Planning Staff recommends approval of the draft Scope of Work available in Exhibit A. This item was presented to the Planning Commission on September 15th, at which time the Commission voted to recommend that the Council adopt the drafted Scope without revision. Feedback from the Commission is outlined below:

- Commissioners thanked the applicant and MSD Planning Staff for reaching out to them for input at the beginning of the process. One Commissioner also applauded the willingness of the Steering Committee to undergo this process for their community.
- Commissioner Collard inquired about the inclusion of housing and economic development in Sandy Hills' General Plan. Staff explained that although Sandy Hills is geographically small, and largely built-out, housing and economic development would both be addressed through the *Resilience and Infrastructure Element*. In particular, staff and the Steering Committee were considering challenges like ageing in place, maintaining homeownership for fixed income residents, expanding telecommuting and remote learning opportunities, and addressing home businesses.

Staff has determined that the following findings are in support of the application:

1. The draft Scope of Work includes content to address all state code requirements related to preparation of a County General Plan (17-27a-403).
2. The Scope, as drafted, reflects desires of the community as heard by staff at Steering Committee Meetings, and the Spring 2021 Kick-Off Workshops.
3. The Scope of Work follows planning best-practices and AICP Code of Ethics for community engagement, plan content and design, and consideration of sensitive planning issues.

Exhibit A

DRAFT SCOPE OF WORK: SANDY HILLS GENERAL PLAN 2021-2022

Purpose:

This Scope of Work outlines the intended planning process for the 2021-2022 Sandy Hills Unincorporated Area General Plan. The Scope of Work should be referenced by staff, elected officials, and community members frequently to ensure that the project is moving forward accordingly. This Scope of Work is intended to identify the necessary steps in the planning process while also leaving room for flexibility as community-specific challenges or conditions arise.

As the land use authority for the Sandy Hills Unincorporated Area ('Sandy Hills') regarding all matters of General Plan preparation, adoption, and amendment, the Salt Lake County Council ('Council') has final authority in the approval or revision of this Scope of Work. If substantial changes to this Scope of Work are required, the party desiring the changes should request a formal amendment to the Scope, to be approved by the Council.

Parties Involved:

Several parties are involved in the preparation and guidance of the Sandy Hills General Plan.

Greater Salt Lake Municipal Services District ('GSLMSD'): the MSD provides planning and development services, as well as other municipal services, to unincorporated areas of Salt Lake County, including Sandy Hills. MSD staff will facilitate meetings between key stakeholders and residents, engage the community in planning and decision-making, and assist the GPSC in drafting the Sandy Hills General Plan. The MSD handles all noticing for the General Plan process, as applicable.

Sandy Hills General Plan Steering Committee ('GPSC'): responsible for guiding staff on the drafting of the Sandy Hills General Plan. The GPSC will review content as it is drafted and provide feedback or make revisions as necessary prior to the Plan being formally presented to the Salt Lake County Planning Commission for consideration.

Salt Lake County Planning Commission ('Commission'): the Commission serves as the advisory body to the Council. When the GPSC approves of a complete, drafted General Plan, the Plan will move on to the Commission for public hearing. The Commission may then recommend that the Council 'adopt', 'adopt with revisions', or 'does not adopt' the General Plan as drafted.

Salt Lake County Council ('Council'): the Council will provide direction throughout the General Plan process. As the County's land use authority, the Council will also consider the Plan for adoption after it has gone to public hearing. The Council may 'adopt', 'adopt with revisions', or 'not adopt' the General Plan as drafted. If the Council chooses not to adopt the Plan, they may send it back to the GPSC for additional content and consideration.

Affected Entities and Key Stakeholders: although representing a small geographic area, the unincorporated community of Sandy Hills includes a complex web of authorities and interests. Throughout the process, staff and steering committee members will engage with affected entities and key stakeholders to ensure cross-jurisdictional collaboration and consensus on priority planning issues. These parties include but are not limited to: Sandy City, Salt Lake County Parks and Recreation (SLCo Parks & Rec), League of Unincorporated Community Councils (LUCC), Association of Community Councils Together (ACCT), Utah Transit Authority (UTA), Utah Department of Transportation (UDOT), Wasatch Front Regional Council (WFRC), Unified Fire Authority (UFA), Unified Police Department (UPD), Local Utility Providers, Local Community Organizations, Local School Districts, and Sandy Hills Residents and Property Owners.

Plan Elements:

Four (4) plan elements are proposed for the Sandy Hills General Plan. The inclusion of these elements is based on community engagement received during the February and April 2021 Kick-Off Workshops, which identified major challenges and opportunities facing the unincorporated community. Participants engaged in an analysis of Sandy Hills' *strengths, weaknesses, opportunities, and threats*, as well as identification of items to *achieve, preserve, avoid, or eliminate* in the community. Participants were also given the opportunity to engage in the activities through an online survey. Using the results of the workshops, along with feedback from the GPSC, the following plan elements are outlined:

Introduction: the introductory chapter of the General Plan covers the purpose of the Plan, how the Plan should be used, what methodology guided Plan creation, and how the community was engaged in the making of the Plan.

Land Use: as required by Utah State Code, this element will analyze how land is currently being used in the unincorporated area of Sandy Hills. It will also create a vision for future land use in the community. The land use element must include a Map of Future Land Uses, which helps to guide future planning and decision-making. Throughout this element, there will be a focus on zoning and performance standards needed to ensure land use compatibility and compliance.

Transportation: this element is also required by State Code. It will address current traffic and street patterns as well as future projections for traffic volume. The transportation element goes beyond personal automobile and parking considerations to also analyze and plan for walking, biking, public transportation, and connectivity between neighborhoods and amenities. The element will emphasize regional transportation planning coordination, to ensure that Sandy Hills' desires are considered in planning and decision-making.

Resilience and Infrastructure: hazard planning is a critical component of life along the Wasatch Range. What will the community do in the face of fire, flood, or earthquake? In addition to these sudden events, there may be small changes that will stress the community over-time. How will Sandy Hills adapt in response to these changes big and small, such as the long-term impacts of the COVID-19 pandemic on social relations and work environment? This element will seek to address those challenges, through the lens of physical, digital, and social infrastructure planning.

Each individual plan element will include several shared components:

Educational Panels: these panels provide case studies, explanations of important planning concepts, or other content as needed to help readers understand the complex issues being addressed through the General Plan. Educational panels ensure that the drafted General Plan is accessible even for a reader who has not had formal planning education or past experience reading and interpreting General Plans.

Community Engagement Summaries: short quotes or summaries of community engagement results will be present throughout the plan elements to help readers link community feedback to the vision and implementation strategies presented. These summaries are important for helping the community take ownership over the adopted General Plan. A strong Plan is created for community members, by community members.

Work Program: at the end of each plan element, work program tables will be presented with specific actions designed to help Sandy Hills and Salt Lake County achieve the vision outlined in the General Plan. These tables propose partners, time frames, cost estimates, and resources needed to carry out the specific actions. Work program tables are also used following Plan adoption to monitor progress on implementation efforts.

Glossary: key terms used in each planning element will be highlighted and defined, for ease of reading.

Community Engagement:

Community engagement is a key component of the General Plan process. Residents, elected officials, stakeholders, and other community leaders should be involved in the visioning process and in selection of various planning strategies. As these community members participate in the planning process, staff will also provide education on planning and development concepts in order to create an informed citizenry. MSD Staff will use engagement results from other planning initiatives to inform their work. In addition, they will offer the following key engagement opportunities:

Land Use Workshop: this is proposed as an in-person event focused on land use priorities and solutions in Sandy Hills. Participants will engage in hands-on activities, led by MSD Staff. Partners such as WFRC, SLCo Parks & Rec, or utility providers may be invited to help lead portions of this event.

Land Use Priorities Digital Survey: this online survey will be available for community members to participate in regardless of whether they were able to attend the land use workshop. The survey will help identify land use priorities for Sandy Hills.

Transportation Workshop: this is proposed as an in-person event focused on transportation priorities and solutions in Sandy Hills. Participants will engage in hands-on activities, led by MSD Staff. Partners such as UDOT, WFRC, Salt Lake County Bicycle Advisory Committee (SLCo BAC), or UTA may be invited to help lead portions of this event. The Transportation Workshop will be solutions-based and will particularly look at actions Salt Lake County (in partnership with Sandy Hills) could take to ease transportation challenges (although coordination with other entities will also be a critical component).

Transportation Priorities Digital Survey: this online survey will be available for community members to participate in regardless of whether they were able to attend the transportation workshop. The survey will help identify transportation priorities for the Sandy Hills community.

Resilience and Infrastructure Workshop: this is proposed as an in-person event focused on mitigation and adaptation to potential change in Sandy Hills. The workshop may discuss challenges such as air quality, climate change, shifts to remote work and online learning, emergency preparedness, and community engagement. Participants will engage in hands-on activities, led by MSD Staff. Various partners, including SLCo Emergency Planning, SLCo Libraries, and local school districts may be invited to help lead portions of this event.

Resilience and Infrastructure Digital Survey: this online survey will be available for community members to participate in regardless of whether they were able to attend the Resilience and Infrastructure Workshop. This survey will help identify social, digital, and brick-and-mortar infrastructure priorities for the community, as well as preferred methods of addressing key challenges and promoting resiliency.

In addition to formal engagement opportunities, the public is welcome to attend meetings of the Sandy Hills General Plan Steering Committee. The GPSC will meet on a monthly basis to guide plan formulation. Meetings take place on the Third Thursday of every month, at 7:00 PM. All events, engagement opportunities, and plan progress will be shared on the Sandy Hills Long Range Planning Hub Site: bit.ly/lrp-sandyhills.

MSD Staff recognizes that planning efforts in Sandy Hills involve multiple jurisdictions. In particular, our staff will work to coordinate with the entities described in the 'Parties Involved' section above. General Plan updates will be provided to the Commission and Council at key points during the planning process, or as requested by the Commission and Council.

Final Deliverables:

MSD Staff, with the support of the GPSC, will provide the following key deliverables:

1. ***Technical Assessment:** work on the Technical Assessment began prior to the approval of this Scope of Work. The Technical Assessment considers key demographics, patterns, and existing conditions that would influence planning and development. It is a stand-alone document that will be shared with the community and included in the Appendix of the General Plan.
2. **General Plan Kick-Off Community Workshops Results Report:** this report will summarize responses and major findings from the Kick-Off Community Workshops held in February and April of 2021, as well as from the online survey that accompanied the workshops.
3. **Land Use Community Engagement Report:** presenting results and major themes from the Land Use Workshop and survey.
4. **Transportation Community Engagement Report:** presenting results and major themes from the Transportation workshop and survey.
5. **Resilience and Infrastructure Community Engagement Report:** presenting results and major themes from the Resilience and Infrastructure workshop and survey.
6. **Drafted General Plan Elements:** as described in the previous section.

7. **Referenced Maps and Digital GIS Files:** at the end of the General Plan process, MSD staff will provide Salt Lake County with digital copies of the referenced maps and any GIS files used to create said maps.

Timeline:

The timeline outlined on the next page follows a twelve (12) month process. All engagement activities, plan element drafting, and adoption processes are included in this timeline. During this one-year project process, the GPSC will meet once monthly, for a total of twelve (12) meetings starting in September of 2021.

	Sep '21	Oct '21	Nov '21	Dec '21	Jan '22	Feb '22	Mar '22	Apr '22	May '22	Jun '22	Jul '22	Aug '22
Technical Assessment	X											
Draft Introduction Chapter	X	X	X									
Land Use Workshop/Survey	X											
Draft Land Use Chapter	X	X	X	X								
Transportation Workshop/Survey					X							
Draft Transportation Chapter					X	X	X					
Resilience Workshop/Survey								X				
Draft Resilience/Infra Chapter								X	X	X		
Partner Review of Drafted Plan											X	
Present Draft for Adoption												X