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## Staff Report Memorandum October 17, 2024

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To: Planning Commission  
From: Community Development Department  
Subject: General Plan Amendment – Pace of Progress: Sandy General Plan 2050      GPA08282024-006830  
Updating the City's Parks Master Plan

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**Public Hearing Notice:** This item has been noticed to affected entities, on public websites, and at public locations.

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### **Request**

The Community Development Department is presenting a draft document (Pace of Progress: Sandy General Plan 2050) to the Planning Commission to consider making a recommendation to the City Council regarding a comprehensive update to the City's General Plan, adding five station area plans and six neighborhood activity center small area plans, and all other associated documents as listed in the appendix of the draft document.

### **Background**

In 2022, Sandy City published a notice of intent, as required by Utah Code (Section 10-9a-403), to prepare a comprehensive update to Sandy City's General Plan. While many associated sections of the General Plan have been regularly updated, portions of the current document date back to 1979.

The City was awarded a Transportation and Land Use Connection Grant in 2021 by Wasatch Front Regional Council (WFRC) to be used towards the project to update the General Plan. With additional funding budgeted by the City Council, Sandy City sought consultant proposals in 2022. The scope of work included preparation of five station area plans and small area plans for six of the City's older commercial areas. The City received proposals from five consultants. Sandy City selected a consultant team led by GSBS. Due to the grant from WFRC, the parties to the consultant agreement were GSBS and WFRC, with Sandy City preparing the scope of work. Additional consultants that we involved in the process include Fehr & Peers, Catalyst Commercial, Bowen Collins & Associates, Y2 Analytics.

The project kick-off occurred in the fall of 2022. A project website (<https://sandypaceofprogress.org/>) was created and a communication campaign was carried-out to notify and inform the public. The project website has been updated multiple times throughout the process. Since that time, the project team has conducted extensive research, analysis, and community engagement. Several committees were formed to help guide the process, including a steering committee, primary technical committee, and various subcommittees. To date, over 120 meetings have been held. Those include workshops, open houses,

tabling events at City activities, and meetings with the Mayor, Administration, City Council, Planning Commission, committees, regional partners, various stakeholders (groups and individuals). Surveys were conducted and comments received through the website. The City also hired Y2 Analytics to conduct three statistically valid surveys.

A draft of the Pace of Progress: Sandy General Plan 2050 document was made public on August 29, 2024. A hybrid (virtual and in-person) townhall event was also held on August 29<sup>th</sup> to introduce the document to the public. Utah Code requires that the Planning Commission hold a public hearing and “make and recommend to the legislative body a proposed general plan for the area within the municipality.” (Section 10-9a-403) The “legislative body (City Council) may adopt, reject, or make any revisions to the proposed general plan or amendment that the legislative body considers appropriate.” (Section 10-9a-404) The project team presented the draft document to the Planning Commission over two meetings (September 7 and October 3), prior to being formally presented to the Planning Commission in a public hearing on October 17<sup>th</sup> for consideration of a recommendation to the City Council. The project team is currently scheduled to present the draft document to the City Council on October 22<sup>nd</sup>, November 12<sup>th</sup> and 19<sup>th</sup>, and December 10<sup>th</sup> before bringing the draft document forward for a decision regarding approval on December 17<sup>th</sup>.

The draft Pace of Progress: Sandy General Plan 2050 document is a comprehensive update to the City’s current general plan. It includes goals, objectives, policies, and other tools intended to help guide future growth and development of the City in a manner consistent with community needs and values. The draft appendix to the document includes new and existing documents that are considered relevant and, in some cases, required components associated with the General Plan. New documents listed in the draft appendix include raw data from survey results, five station area plans, and six neighborhood activity center small area plans. Existing documents also listed in the draft appendix are typically master plans (Transportation, Water Conservation, Active Transportation, etc.) and small area plans (The Cairns Master Plan, Historic Sandy Neighborhood Plan, etc.). The document is organized into the following sections and chapters:

- Section 1: Overview
  - Executive Summary
  - Introduction
  - Background
  - Framework
  - Key Strategies
  - Community Engagement
- Section 2: Livability
  - Neighborhoods & Housing
  - Moderate Income Housing
- Section 3: Community
  - Parks and Recreation
  - Cultural & Social
  - Health & Safety
- Section 4: Mobility
  - Transportation & Connectivity
- Section 5: Economic Development
  - Economic Stability
- Section 6: Environmental Stewardship
  - Water Preservation
  - Natural Hazards
  - Air Quality

- Sensitive Areas
  - Stormwater
- Section 7: Targeted Growth Plan
  - Land Use
  - Station Area Planning
  - Neighborhood Activity Centers
  - Annexation
- Appendix
  - Station Area Plans
  - Neighborhood Activity Center Plans
  - General Plan Update Process Materials
  - Existing master plans and small area plans of ongoing value to the City

### **Facts and Findings**

- Utah Code requires that municipalities “prepare and adopt a comprehensive, long-range plan for: (a) present and future needs of the municipality; and (b) growth and development of all or any part of the land within the municipality.” (Section 10-9a-401) Utah Code stipulates certain things that shall be included in a general plan and certain things that may be included, however it also states that it may include “any other element the municipality considers appropriate.” (10-9a-403(3)(g))
- The State Legislature has made significant changes over the past few years to Utah Code as it pertains to general plan requirements. Some requirements may not be completely addressed or addressed at all in Sandy City’s current General Plan. More recent Utah Code changes affecting general plans include requirements, and subsequent amendments, addressing moderate income housing, station area plans, and water preservation.
- Sandy City has regularly updated various elements and other documents associated with the City’s General Plan. However, some sections of the current City’s current General Plan have not been updated since 1979. A comprehensive update, such as the current project, has not been done since that time.
- The proposed draft of the document has been prepared based on extensive research, analysis, and public engagement.
- The Pace of Progress: Sandy General Plan 2050 document is intended to be a comprehensive update to the Sandy City General Plan, complying with Utah Code requirements and providing tools to help guide decisions regarding future growth and development in the City.

### **Staff Recommendation**

Staff recommends that the Planning Commission forward a positive recommendation to the City Council to adopt the Pace of Progress, Sandy General Plan 2050, draft dated 8/29/2024 (Exhibit “A”), subject to the following changes:

1. Changes to the future land use map, as indicated in Exhibit “D”.
2. Revisions to language regarding historic preservation goals, objectives, and policies, and the addition of recommended actions, according to Exhibit “E”.
3. Revisions to language regarding moderate income housing goals, objectives, policies, and recommended actions, as included in Exhibit “F”.
4. Reformatting and clean-up of the Table of Context and inclusion of a complete Appendix List to include various informational documents produced throughout the plan preparation process and the addition of existing documents (i.e. master plans and small area plans) of ongoing relevance and value that are associated with the City’s existing General Plan. (See Exhibit “G” for the proposed Appendix Table of Contents)
5. Other substantive changes as identified in Exhibit “H”.
6. Other non-substantive changes as identified in Exhibit “I”.

### Alternatives

- Forward a positive recommendation of the proposed amendment to the City Council
- Forward a recommendation proposing modified amendments to the City Council
- Forward a negative recommendation of the proposed amendment to the City Council
- Table the decision

Planner:



Jake Warner  
Long Range Planning Manager

File Name: S:\USERS\PLN\STAFFRPT\2024\GP08282024-006830 SANDY PACE OF PROGRESS-COMPREHENSIVE UPDATE\APPROVAL PROCESS\PC (10.17.24)\PC REPORT-COMPREHENSIVE GENERAL PLAN UPDATE (10.11.24).PDF

Exhibit "A"

Pace of Progress: Sandy General Plan 2050

(see full document of the draft dated 8/29/2024

at <https://sandypaceofprogress.org/> or City staff report file #GPA08282024-006830)





Exhibit "B"  
Planning Commission-Notice of Intent



SANDY CITY COMMUNITY DEVELOPMENT

February 3, 2022

NOTICE OF INTENT  
TO PREPARE A COMPREHENSIVE GENERAL PLAN AMENDMENT

Sandy City intends to prepare a comprehensive general plan amendment, updating the Sandy City General Plan. It is expected that the amendment may affect the entire area within Sandy City boundaries and areas to be considered for annexation. The process will include extensive research and public engagement. An amendment would need to be presented to the Planning Commission to formulate a recommendation for the City Council. The City Council has final approval authority. The City anticipates that the process will take place over a period of approximately 18 months. Additional information may be available at <https://sandy.utah.gov/798/Sandy-City-General-Plan>.

Affected entities are invited to provide information for the City to consider in the process of preparing, adopting, and implementing a general plan amendment concerning: (a) impacts that the use of land in the City may have; and (b) uses of land within the City that that the affected entity is considering that may conflict with the proposed amendment.

For more information, to ask questions, or provide comments concerning the proposed amendment, you may contact Jake Warner at:

Community Development Department  
10000 Centennial Parkway, Ste 210  
Sandy, Utah 84070  
801-568-7262  
[jwarner@sandy.utah.gov](mailto:jwarner@sandy.utah.gov)

Exhibit "C"  
Planning Commission-Public Hearing Notice

SANDY CITY  
PLANNING COMMISSION  
PUBLIC NOTICE  
GENERAL PLAN AMENDMENT  
COMPREHENSIVE GENERAL PLAN UPDATE  
GPA08282024-006830

Notice is hereby given of a public hearing before the Sandy City Planning Commission on October 17, 2024, at approximately 6:15 PM to consider a General Plan amendment, including five station area plans. The proposed amendment is a comprehensive update of the City's General Plan. Following the public hearing, the Planning Commission will forward a recommendation to the City Council. The City Council is the final decision-maker. The City Council is scheduled to start their public review of the document on October 22, 2024.

A notice of intent to prepare a general plan was published in February 2022. Since that time, a significant amount of research, analysis, and public engagement has been conducted. A proposed draft has been prepared. The proposed draft (Pace of Progress: Sandy City General Plan 2050) includes analysis, goals, objectives, and maps related to various topics, organized in the following sections: Overview (background, framework, community engagement), Livability (neighborhoods, housing, moderate income housing), Community (parks & recreation, cultural & social, health & safety), Mobility (transportation & connectivity), Economic Development, Environmental Stewardship (water preservation, natural hazards, air quality, sensitive areas, stormwater), Targeted Growth Plan (land use, station area planning, neighborhood activity centers, annexation), and Implementation. The proposed draft also includes an appendix with chapters for each of the five station area plans (Sandy Historic District, Expo Center, Sandy Civic Center, Crescent View, South Jordan Frontrunner) and small area plans for six of Sandy's commercial areas (Neighborhood Activity Centers).

The proposed draft of the Pace of Progress: Sandy City General Plan 2050 document is available for review at City Hall (10000 S. Centennial Parkway, Sandy City) and on the project website (<https://sandypaceofprogress.org/>). All interested parties are invited to review the proposed document, provide information or comments, and/or attend the public hearing. Questions or comments concerning this proposal may be directed to Jake Warner in the Sandy City Community Development Department at (801) 568-7262 or [jwarner@sandy.utah.gov](mailto:jwarner@sandy.utah.gov).

The October 17, 2024 Planning Commission meeting will be conducted both in-person (in the Sandy City Council Chambers at City Hall, 10000 S. Centennial Pkwy.), and via Zoom Webinar (see details below). Interested parties may attend and participate in the meeting either in-person or by accessing the meeting using the Zoom webinar link below. Attendees wishing to comment who are participating virtually must have a microphone connected to their device (smartphone, laptop, desktop, etc.), otherwise you'll only be able to view the proceedings. A listen-only option is also available by telephone using the phone numbers provided below.

How to join Zoom Webinar General Instructions:

- Join on via laptop, desktop or mobile device
- Go to [www.zoom.us](https://www.zoom.us)
- Click 'join a meeting', in the top right-hand corner
- Enter Meeting ID: 839 4460 5062 and click "Join."
- Enter Meeting Password: 929247
- A download should start automatically in a few seconds. If not, click "download here."
- Open download, meeting should begin at 6:15 p.m.

- To make a comment: Select “Participants” in the lower center of the screen. In the Participant Window, select “Raise A Hand” at the lower left to indicate that you would like to make a comment. You can also join directly through this URL: <https://us02web.zoom.us/j/83944605062>  
Or join by phone (choose based on your current location):  
US: +1 253 205 0468 or +1 253 215 8782 or +1 346 248 7799  
Webinar ID: 839 4460 5062

The October 22, 2024 Sandy City Council meeting, and all subsequent meetings held by the City Council, will both be conducted in-person, in the Sandy City Council Chambers at City Hall, and via Zoom Webinar. Residents may attend and participate in the meeting either in-person or via the webinar link. The webinar link can be found in the meeting agenda, which will be published at least 24 hours prior to the beginning of the meeting and can be found at <https://sandyutah.legistar.com/Calendar.aspx>. Public comment will be taken during the general citizen comment period at the public meeting. If any member of the public is unable to attend or participate in the meeting, that person may e-mail the City Council Executive Director, Dustin Fratto, at [dfratto@sandy.utah.gov](mailto:dfratto@sandy.utah.gov) by 3:00 PM on the day of the meeting to have those comments distributed to the City Council and have them included in the record. Alternatively, written comments may be sent to the City Council by emailing [CitizenComment@sandy.utah.gov](mailto:CitizenComment@sandy.utah.gov).



Exhibit “D”  
Changes to the Future Land Use Map

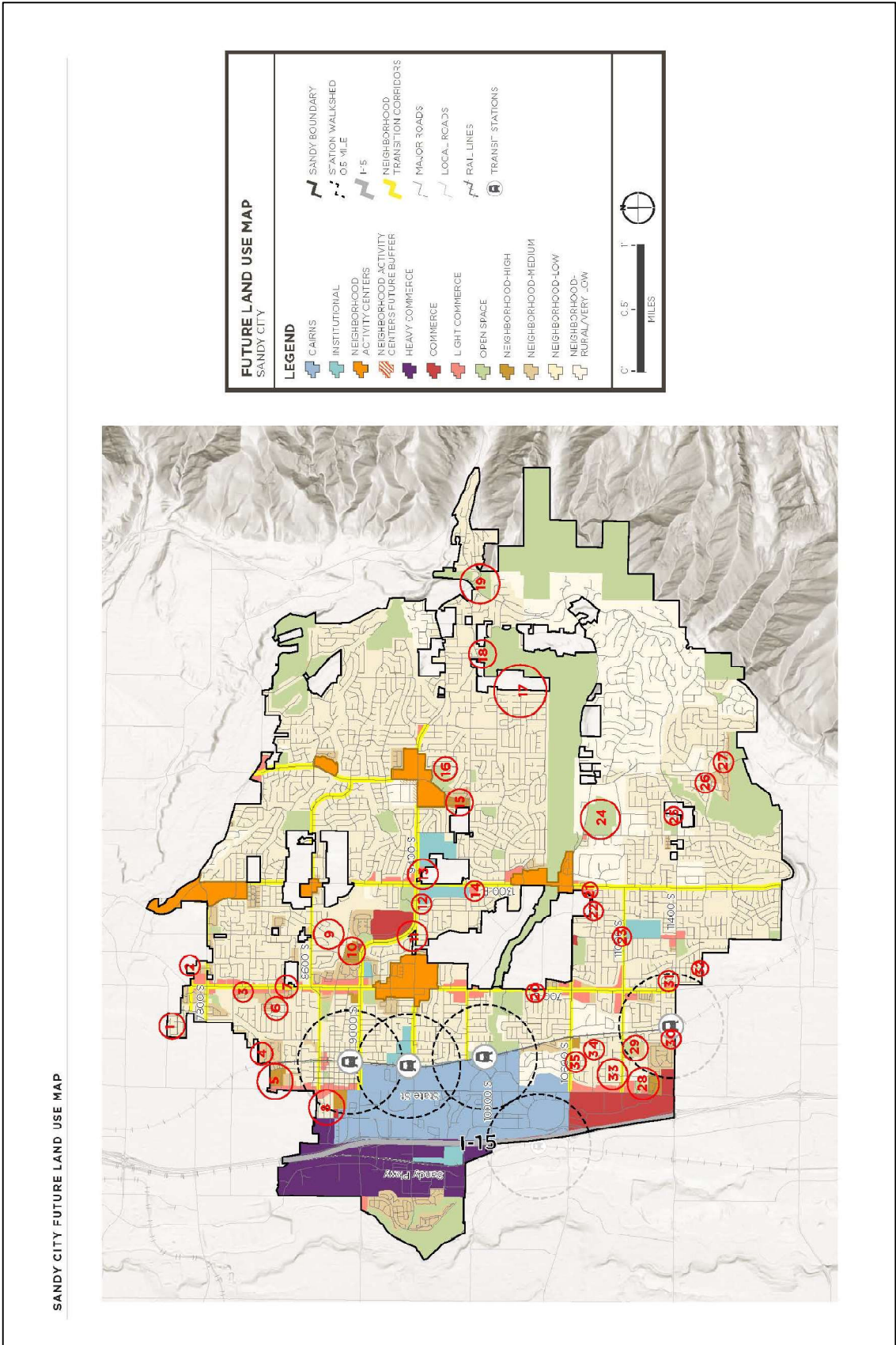
**Proposed changes to the future land use map**

(see included map for location references)

1. R-1-6 updated from MN to LN.
2. Changed land use designation from RLN to LN.
3. Connect MN parcels and extend LC to the northern street.
4. Changed land use for RLN to M.
5. Extended LC to end along State Street; changed MN land use to HD.
6. R-1-6 updated from MN to LN.
7. Filled in LC and MN slivers.
8. R-1-6 updated from MN to LN.
9. Changed land use designation from RLN to LN.
10. Changed land use to include HN and RC.
11. Adjusted transition corridor designation to extend along 9400 S.
12. Changed land use designation from RC to LN.
13. Changed land use from MN to LC north of 9400 and from RC to LC south of 9400.
14. Changed land use designation from RC to LC and adjusted the southern boundary.
15. Changed land use designation from MN to HN.
16. Removed future NAC buffer.
17. Changed land use designation from RLN to LN.
18. Changed land use designation from RLN to LN.
19. Changed land use designation from RLN to LN.
20. R-1-6 updated from MN to LN.
21. Filled in LC sliver.
22. Changed land use designation from RLN to LN.
23. Changed land use designation from RLN to LN.
24. Designated Larkin Sunset Cemetery as open space.
25. Changed land use designation from MN to RLN.
26. R-1-6 updated from MN to LN
27. R-1-6 updated from MN to LN.
28. Designated Crescent Cemetery as open space, adjusted land use to include LC on State Street followed by MN, LN, and then RLN along both sides of 100 E.
29. Adjusted land use to match SAP preferred scenario, added Crescent Community Park connector to Vista Way.
30. Added LC land use to match SAP preferred scenario.
31. Changed land use designation from MN to LN.
32. Adjusted park size to match SAP preferred scenario
33. Changed land use designation from RLN to LN.
34. Changed land use designation from RLN to LN.
35. Changed land use designation from RLN to LN.

**General changes:**

1. Clean-up of transition corridor lines.
2. Update all R-1-6 areas to be shown as LN.



## Exhibit “E”

Revised historic preservation language-  
goals, objectives, policies, recommended actions

**Goal: Historic places and resources in Sandy are recognized and preserved as unique, invaluable elements of community identity**

**Objective: Ensure that Sandy policies support the identification and preservation of historic resources including districts, structures, and resources.**

**Policy:**

1. Develop policies and procedures to protect and promote Sandy City's Historic Resources.

*Recommended Actions*

- Maintain Sandy City's status as a Certified Local Government.
- Establish processes for designating additional historic districts, structures, and resources within the city.
- Incorporate historic preservation review as a part of future land use decisions where applicable.
- Conduct surveys of potential unrecognized historic resources within the city.
- Create and maintain the Historic Sandy Registry as described in the Land Development Code.

**Policy:**

2. Encourage historically compatible new development within historic districts and for the treatment of historically recognized structures.

*Recommended Actions*

- Discourage the razing or removal of historic features on historic structures. When demolition of historic structures is unavoidable, documentation of all elements of the structure will be conducted to preserve a record of the historic site.
- Use the Secretary of the Interior's Standards for the Treatment of Historic Properties as a guideline when considering changes to historic structures or for new development within historic districts.

**Objective: Promote awareness of Sandy's historic districts, structures and resources through outreach and education.**

**Policy:**

1. Promote Sandy's history through community events and outreach.

*Recommended Actions*

- Increase awareness of Sandy City's history through the use of walking tours and the promotion of the Sandy Museum, historic districts, and remaining historic resources.

**Policy:**

2. Provide information concerning Sandy City's History.

*Recommended Actions*

- Develop policies that celebrate and preserve elements of Sandy's historic past to include its rich history of railroads, silver and granite mining, architecture, brothels, saloons, farming, and ranching.



## Exhibit "F"

Proposed language for Moderate Income Housing-  
goals, objectives, policies, recommended actions**Goal: Increase attainability of low to moderate income  
Sandy City****Objective: Support construction of new moderate income housing**

**Policy: Encourage the development of moderate-income housing in proximity to major transportation corridors and transit hubs**

*Recommended actions:*

- Implement Strategy G: Amend land use regulations to allow for higher density or new moderate income residential development in commercial or mixed-use zones near major transit investment corridors
- Implement Strategy F: Zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers
- Implement Strategy V: Develop and adopt a station area plan in accordance with Section 109a-403.1

**Policy: Seek to leverage the creation of low to moderate income housing through available State and Federal programs and opportunities through partnerships.**

*Recommended actions:*

- Implement Strategy P: Utilize a moderate income set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing
- Implement Strategy Q: Create a housing and transit investment zone pursuant to Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act

**Policy: Encourage Moderate Income Housing throughout Sandy City**

*Recommended actions:*

- Implement Strategy E: Create or allow for, and reduce regulations related to, accessory dwelling units in residential zones
- Implement Strategy W: Create or allow for, and reduce regulations related to, multifamily residential dwellings compatible in scale and form with detached single-family residential dwellings and located in walkable communities within residential or mixed-use zones



Policy: Comply with reporting for at least 6 State-required moderate income housing strategies

*Recommended actions:*

- Monitor and track the effects of each strategy
- Prepare an annual moderate income housing report

Policy: Explore feasibility of additional moderate income housing strategies

*Recommended actions:*

- Explore Strategy M: Demonstrate creation of, or participation in a community land trust program for moderate income housing
- Explore Strategy X: Create a first home investment zone in accordance with Title 63N, Chapter 3, Part 13, First Home Investment Act

Objective: Support practices that preserve existing moderate income housing

Policy: Establish a monitoring system to track moderate income housing units

Policy: Encourage efforts to prevent conversion of moderate income housing to higher-priced housing

Policy: Encourage rehabilitation of aging housing stock that continue to provide moderate income housing options

Exhibit “G”

Revised Table of Contents and added complete Appendix List

SANDY CITY GENERAL PLAN   PACE OF PROGRESS OVERVIEW		iii
TABLE OF CONTENTS		APPENDIX LIST
Executive Summary.....	vi	Appendix A: Station Area Plans
Section 1: Pace of Progress Overview.....	P1	Appendix A.1 – Historic Sandy Station Area Plan
Background.....	P7	Appendix A.2 – Sandy Expo Center Station Area Plan
General Plan Framework.....	P10	Appendix A.3 – Sandy Civic Center Station Area Plan
Key Strategies.....	P14	Appendix A.4 – Crescent View Station Area Plan
Community Engagement.....	P19	Appendix A.5 – Sandy’s South Jordan FrontRunner Station Area Plan
Section 2: Livability.....	L1	Appendix B: Neighborhood Activity Centers
Neighborhoods and Housing.....	L5	Appendix B.1 – Alta Canyon Center Plan
Moderate Income Housing.....	L18	Appendix B.2 –Bell Canyon (Dimple Dell)
Section 3: Community.....	C1	Appendix B.3 – Country Square Center Plan
Parks and Recreation.....	C5	Appendix B.4 – Fiesta Village Center Plan
Cultural and Social Amenities.....	C14	Appendix B.5 – Sandy Union Center Plan
Health and Safety Measures.....	C25	Appendix B.6 – Sandy Village Center Plan
Section 4: Mobility.....	M1	Appendix C: Community Engagement Synopsis
Transportation and Connectivity.....	M3	Appendix D: Existing Conditions Analysis
Section 5: Economic Development.....	ED1	Appendix E: Master Plans
Economic Stability.....	ED4	Appendix E.1 –The Cairns Master Plan
Section 6: Environmental Stewardship.....	ES1	Appendix E.2 –Stadium Village Master Plan
Water Preservation.....	ES4	Appendix F: Transportation Plans
Natural Hazards.....	ES9	Appendix F.1 –Transportation Master Plan
Air Quality.....	ES14	Appendix F.2 –Downtown Transportation Plan
Sensitive Areas.....	ES20	Appendix F.3 –Sandy City Active Transportation Plans
Stormwater.....	ES25	Appendix F.4 –Water Conservation Plan
Section 7: Targeted Growth Plan.....	T1	Appendix F.5 –Comprehensive Storm Water Program
Land Use.....	T2	Appendix G: Environmental Plans
Station Area Planning.....	T3	Appendix H: Parks Plans
Neighborhood Activity Centers.....	T9	Appendix H.1 –Sandy Parks, Recreation, and Trails Master Plan
Annexation Policy Plan.....	T10	Appendix H.2 –East Bench Trailhead Master Plan
Section 8: Implementation Plan.....	I1	Appendix H.3 –Bell Canyon Master Plan
		Appendix H.4 –Sandy City Trails Master Plan
		Appendix I: Small Area Plans
		Appendix I.1 –Historic Sandy Neighborhood Plan
		Appendix I.2 –Sandy Autonnall Development Master Plan

TABLE OF FIGURES

FIGURE EX 1: COMMUNITY ENGAGEMENT ELEMENTS.....vii

FIGURE EX 2: KEY STRATEGIES.....viii

FIGURE EX 3: MODERATE GROWTH PLAN.....viii

FIGURE EX 4: GENERAL PLAN FLOW AND HIERARCHY.....viii

FIGURE EX 5: WHAT IS MISSING MIDDLE HOUSING?.....viii

FIGURE EX 6: 9400 SOUTH NODES.....x

FIGURE EX 7: DASHBOARD EXAMPLE.....x

FIGURE EX 8: ELEMENTS OF TRANSIT SUPPORTIVE COMMUNITIES.....xi

FIGURE EX 9: NEIGHBORHOOD ACTIVITY CENTER URBAN DESIGN GUIDELINES.....xi

FIGURE 10.1 LEVELS OF GROWTH.....p4

FIGURE 10.2 SANDY POPULATION GROWTH.....p5

FIGURE 10.3 DEVELOPMENT EVOLUTION & GROWTH.....p6

FIGURE 12.1 GENERAL PLAN WORK FLOW AND HIERARCHY.....p

FIGURE 2.1.1: SANDY CITY HISTORIC DISTRICT HAND-DRAWN MAP.....L6

FIGURE 2.1.2: BREAKOUT OF HOUSING TYPES.....L7

FIGURE 2.1.3: WHAT IS MISSING MIDDLE HOUSING?.....L8

FIGURE 2.1.4: SWOC ANALYSIS.....L9

FIGURE 2.1.5: HOUSING TYPES.....L12

FIGURE 2.1.6: BUILDING BLOCKS OF A STRONG NEIGHBORHOOD.....L13

FIGURE 2.2.1: MEDIAN INCOME HOUSING THRESHOLD.....L19

FIGURE 2.2.2: AFFORDABILITY THRESHOLDS.....L20

FIGURE 2.2.3: AVERAGE AFFORDABLE HOUSING COSTS.....L20

FIGURE 2.2.4: ELEMENTS OF EQUITABLE ENVIRONMENT.....L20

FIGURE 2.2.5: RESIDENTIAL AREA BY CENSUS BLOCK.....L21

FIGURE 2.2.6: MEDIAN HOME VALUE BY CENSUS BLOCK.....L21

FIGURE 2.2.7: MEDIAN HOUSEHOLD INCOME BY CENSUS BLOCK.....L22

FIGURE 2.2.8: MINORITY PERCENTAGE BY CENSUS BLOCK.....L22

FIGURE 2.2.9: MEDIAN RENT BY CENSUS BLOCK.....L23

FIGURE 2.2.10: MEDIAN RENTAL AND OWNERSHIP COSTS.....L23

FIGURE 2.2.11: BREAKDOWN OF SANDY HOUSEHOLDS BY INCOME LEVEL.....L24

FIGURE 2.2.12: HOME VALUES.....L24

FIGURE 2.2.13: RENTAL UNIT PERCENTAGE AND AFFORDABILITY.....L24

FIGURE 2.2.14: ACCESS TO AFFORDABLE HOUSING.....L25

FIGURE 2.2.15: FORMER AFFORDABLE HOUSING IMPLEMENTATION.....L25

FIGURE 2.2.16: ELEMENTS OF FIRST HOME INVESTMENT ZONE.....L27

FIGURE 2.2.17: ELEMENTS OF HOME OWNERSHIP PROMOTION ZONE.....L27

FIGURE 2.2.18: IMPLEMENTATION PLAN CURRENT STRATEGIES.....L29-30

FIGURE 2.2.19: IMPLEMENTATION PROPOSED NEW STRATEGIES.....L31

FIGURE 3.1.1: SANDY PARKS, RECREATION, AND TRAILS SYSTEM SNAPSHOT.....C6

FIGURE 3.1.2: SWOC ANALYSIS.....C8

FIGURE 3.1.3: POTENTIAL LOCAL SPACES.....C10

FIGURE 3.2.1: EDUCATION, RECREATION, AND SOCIAL OPPORTUNITIES MAP.....C15

FIGURE 3.2.2: TOURISM-BASED AMENITIES BEYOND SANDY.....C18

FIGURE 3.2.3: CULTURAL AND SOCIAL OPPORTUNITIES ACROSS AGE GROUPS.....C18

FIGURE 3.2.4: COMMUNITY AMENITIES FOR SENIOR COMMUNITIES.....C19

FIGURE 3.2.5: SANDY NEIGHBORHOOD ACTIVITY CENTERS MAP.....C20

FIGURE 3.2.6: REGIONAL-SCALE AND NEIGHBORHOOD-SCALE AMENITY EXAMPLES.....C22

FIGURE 3.2.7: REGIONAL-SCALE PROSPECTIVE PARTNERS.....C22

FIGURE 3.3.1: SOCIAL DETERMINANTS OF HEALTH.....C26

FIGURE 3.3.2: FOOD ACCESS MAP.....C27

FIGURE 3.3.3: SANDY CITY - AGE OF HOUSING STOCK.....C30

FIGURE 4.1.1: FUNCTIONAL ROADWAY CLASSIFICATION.....M4

FIGURE 4.1.2: LEVEL OF SERVICE.....M5

FIGURE 4.1.3: EXISTING TRANSIT SERVICE.....M6

FIGURE 4.1.4: EXISTING TRANSIT.....M7

FIGURE 4.1.5: ACTIVE TRANSPORTATION.....M8

FIGURE 4.1.7: 9400 SOUTH FUTURE TRANSIT CORRIDOR.....M12

FIGURE 4.1.8: PROPOSED PROJECTS ON REGIONAL ROUTES.....M14

FIGURE 4.1.9: PROPOSED PROJECTS ON LOCAL ROUTES.....M14

FIGURE 4.1.10: WHAT IS A ROUNDABOUT?.....M15

FIGURE 4.1.11: EXISTING ACTIVE TRANSPORTATION.....M16

FIGURE 5.1.1: ECONOMIC STABILITY PYRAMID.....ED5

FIGURE 5.1.2: RETAIL ENVIRONMENT OF SANDY AND ITS NEIGHBORS.....ED6

FIGURE 6.1.1: WATER USAGE.....ES5

FIGURE 6.1.2: RESIDENTIAL WATER DEMAND.....ES6

FIGURE 6.1.3: WATER USE ACROSS COMMUNITY.....ES7

FIGURE 6.2.1: GROUND SHAKING POTENTIAL.....ES10

FIGURE 6.3.1: AIR QUALITY MEASUREMENT.....ES15

FIGURE 6.3.2: SANDY TREE CANOPY COVERAGE.....ES17

FIGURE 6.4.1: SENSITIVE AREA OVERLAY ZONE.....ES21

## Exhibit “H” Other Substantive Changes

### Other substantive changes

1. Addition of complete Appendix List, including the addition of informational documentation generated during the preparation of the draft documents and associating existing relevant documents from the City’s current General Plan to the proposed General Plan.
2. Change moderate income housing strategy F from “Proposed” to “Current”.
3. Remove south “Potential Area of Transition” from Alta Canyon Center Station Area Plan.
4. Change ADU language from encouraging owner occupancy to requiring owner occupancy.
5. Neighborhood activity center dashboard revised from showing maximum density to showing range of density.
6. Add approximate acreage of labeled areas to tables in the neighborhood activity centers
7. Direct staff to prepare and include metrics in the proposed General Plan that will assist in tracking Key Strategies over time.
8. Revise the Bell Canyon Neighborhood Activity Center.
  - Area A: reduce the commercial square footage to 35,000 and increase the number of housing units to 80.
  - Area C: reduce the commercial square footage to 20,000 and increase the number of housing units to 30.
9. Revise area D1 of the Sandy Village Center Neighborhood Activity Center-increase the height to 5 stories and increase the number of housing units to 330.
10. Adjust the density range of the Medium Density Neighborhood future land use designation range from 6-16 units per acre to 6-12 units per acre and adjust the density range of the High Density Neighborhood future land use designation range from 16-30 units per acre to 12-30 units per acre.

Exhibit “I”  
Other Non-substantive Changes

**Other non-substantive corrections, revisions, and updates**

1. Correct misspellings.
2. Correct misplaced or missing punctuation.
3. Add Bowen Collins & Associates to Acknowledgement page.
4. List 7800 S. on TC-L dashboard to match future land use map.
5. Update figures/tables to current numbers where applicable.
6. Add or clarify references to graphics.
7. Replicate list of goals in executive summary.
8. Consistent use of singular vs. plural.
9. Revise use of median rent numbers to be consistent.
10. Clarify area basis for income tables.
11. Correct future land use map to match Crescent View Station Area Plan
12. Add credits for renderings.
13. Adjust color of RLN land use designation to be more visible/distinguishable
14. Correct page headings in Neighborhood Activity Center Appendix.
15. Ensure photo examples of buildings on page T15 reflect residential buildings for residential building intensity and scale examples.
16. Additional clarification and clean-up of language for goals, objectives, policies, and recommended actions as identified by City Staff.
17. Regarding stormwater language, refer to “low impact development (LID) instead of “bioswales” and simplify objectives and policies.
18. Correct repetition of “Smiths” photo in the neighborhood activity center plans.
19. Repeat category headings in Implementation Plan when goals, objectives, policies, and recommended actions continue onto subsequent pages.
20. Updates to reflect recent annexations.