



# Staff Report

Coalville City  
Community Development Director

To: Coalville City Mayor and Council  
From: Don Sargent, Community Development Director  
Date of Meeting: April 27, 2026  
Re: Amendments to the City General Plan  
Action: Work Session

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## Recommended Amendments to the City General Plan

### REQUEST

The purpose of this work session is to review and discuss the general plan amendments recommended by the Planning Commission for preparation of a public hearing.

This item is scheduled for a work session discussion only. No action is requested at this time.

### BACKGROUND

In January, Mayor Swensen reviewed the 2023 General Plan and discovered several sections were inconsistent with the city's current situation, along with internal contradictions that could lead to legal challenges for the Planning Commission and City Council regarding land-use decisions.

The mayor presented the City Council with a memo (*Attachment A*) on January 27, 2026 explaining the reasons for amending the general plan. On February 9, 2026, a follow-up matrix (*Attachment B*) including additional detail of the sections, issues identified, suggested edits, and policy rationale was provided to the City Council for review and discussion.

The suggested language amendments to the General Plan are included *as Attachment C* for review and discussion. For reference a "Track Change" format of the existing general plan with the incorporation of the amendments is included *as Attachment D*.

At their meeting on February 9th, the City Council directed Staff and the Planning Commission to review and consider the amendments to the general plan, with the intention of preparing a recommendation for the city council's further evaluation.

### Planning Commission Review

The Planning Commission reviewed and discussed the proposed amendments in a work session at their meetings on February 17 and March 16, 2026. On April 20, 2026 the Planning Commission conducted a public hearing on the amendments and forwarded a recommendation of approval to the City Council.

## **ANALYSIS**

According to Chapter 03-070 of the development code, any general plan amendment must first receive a recommendation from the Planning Commission and then be adopted by the City Council through an ordinance. When reviewing proposed amendments to the General Plan, the following factors are to be considered:

- a. Is the Amendment consistent with the goals, objectives, and policies of the General Plan.
- b. Is the amendment compatible with adjacent land uses and will not adversely impact the character of the surrounding area
- c. Is the proposed development plan for the property in general compliance with all applicable standards and criteria for approval as described in the development code.
- d. Will the amendment adversely affect the public health, safety and general welfare of the community.
- e. The adequacy of facilities and services intended to serve the subject property, including but not limited to roadways, parks and recreation facilities, police and fire protection, schools, storm water drainage systems, water supplies, wastewater and refuse collection.

### Required Review Process

The general plan amendment process starts with an informal review by Staff and the Planning Commission, followed by a formal public hearing to gather input and ensure all required factors are considered before making a recommendation to the City Council. The City Council then conducts a public hearing on the amendments prior to adoption by ordinance.

## **RECOMMENDATION**

Staff recommends the City Council conduct a work session to review and discuss the recommended amendments in preparation for a public hearing.

### **Attachments:**

- A.** General Plan Review Memo
- B.** General Plan Issues Matrix
- C.** Suggested Language Amendments to the General Plan
- D.** "Track Change" format of the Existing General Plan

# ATTACHMENT A

## **City of Coalville Mayor's Office**

**To:** Coalville City Council

**From:** Mayor Rory Swensen

**Date:** January 27, 2026

**Subject:** Discussion Item, General Plan Amendments, Purpose and Rationale

### **Overview**

The purpose of this memo is to introduce the need for a focused review and amendment of the Coalville City General Plan. This item is presented for discussion and direction only. No action is requested at this meeting.

The General Plan is the policy foundation for zoning, ordinances, and land use decisions. While it is not an ordinance itself, Utah law requires that City actions be reasonably consistent with it. When the Plan is clear and internally consistent, it provides legal protection, policy clarity, and predictability. When it contains internal tension or outdated assumptions, it creates risk and uncertainty.

### **Identified Issues**

The current General Plan contains several areas of internal conflict that affect decision making.

First, the Plan describes itself as an advisory and flexible guide, yet in multiple sections it uses mandatory language such as shall, must, require, and prohibit. Courts tend to give weight to this language, even when the broader document suggests flexibility. This creates a situation where the City has unintentionally imposed rigid policy constraints on itself.

Second, the Plan simultaneously promotes economic sustainability, tax base growth, higher density housing near Main Street, and infill development, while also emphasizing low population density, rural character, and absolute environmental prohibitions. These goals are not inherently incompatible, but as written they often point in different directions during real world project review.

Third, several Plan sections function as de facto regulations rather than policy guidance. Examples include infrastructure concurrency language, sensitive lands prohibitions, trail requirements, and study mandates. When these provisions are applied inconsistently or waived informally, the City becomes vulnerable to procedural and equal challenges of treatment.

Fourth, housing language relies on definitions and assumptions that no longer reflect current market conditions in Summit County. While the Plan expresses support for moderate income housing, it does not clearly align regulatory tools with that goal.

**Ramifications**

If left unaddressed, these issues increase legal exposure, complicate staff recommendations, reduce applicant predictability, and limit the Council's ability to balance competing community priorities. They also make it harder to advance stated goals related to housing availability, economic development, and long-term fiscal sustainability.

**Proposed Direction**

A targeted General Plan amendment would not change Coalville's identity or values. Instead, it would clarify intent, resolve internal inconsistencies, modernize housing and economic language, and restore appropriate decision-making discretion to the City Council, while maintaining clear guardrails for infrastructure, environmental protection, and community character.

Following Council discussion, staff and the Mayor's office propose to return with a cross-reference table identifying specific Plan sections, the issue presented, and suggested amendment concepts for further review.

## ATTACHMENT B

<u>General Plan Section</u>	<u>Existing Language or Condition</u>	<u>Issue Identified</u>	<u>Suggested Amendment Concept</u>	<u>Policy Rationale</u>
Introduction, Purpose of the Plan	Plan described as advisory and flexible, yet states recommendations should be followed	Internal contradiction between advisory intent and mandatory application	Add interpretive language clarifying that mandatory terms guide ordinance implementation unless explicitly stated as absolute	Reduces legal exposure and restores council discretion while preserving intent
Community Vision, Community Identity	Emphasis on low population density and rural small-town character	Rural character is implied as uniform density and housing type	Clarify rural character as scale, design quality, open space, and heritage rather than density alone	Allows housing diversity while preserving Coalville's identity
Land Use Element, Residential Areas	High and medium density housing identified near Main Street	Policy direction is not consistently reinforced in zoning outcomes	Explicitly encourage higher density and mixed-use housing in areas with infrastructure capacity	Aligns land use policy with housing and infrastructure efficiency goals
Land Use Element, Growth Contiguity	Growth should be contiguous to existing development	Rigid language limits strategic development and annexation flexibility	Allow non-contiguous growth where it advances housing, jobs, or infrastructure efficiency	Supports economic development while retaining planning discipline
Land Use Element, Infrastructure Policies	Development approval tied to construction of infrastructure	Can be read as a hard barrier rather than a flexible planning tool	Clarify use of phasing, impact fees, and development agreements	Encourages development while protecting public investment
Land Use Element, Development Impacts	Development should pay its own way	Principle is sound but inconsistently applied	Require findings addressing proportional cost responsibility	Improves consistency and defensibility of approvals
Moderate Income Housing Element, Definitions	Moderate income defined as up to 80 percent AMI	Definition no longer reflects Summit County housing realities	Introduce attainable housing definition covering broader income ranges	Better aligns housing policy with actual community needs

<b><u>General Plan Section</u></b>	<b><u>Existing Language or Condition</u></b>	<b><u>Issue Identified</u></b>	<b><u>Suggested Amendment Concept</u></b>	<b><u>Policy Rationale</u></b>
Moderate Income Housing Element, Zoning Barriers	Zoning identified as a key tool, but few barriers identified	Plan lacks clear direction to remove regulatory obstacles	Commit to reviewing minimum lot sizes, parking, and use restrictions	Creating actionable path toward housing goals
Moderate Income Housing Element, Inclusionary Housing	Inclusionary workforce housing language appears mandatory	Risk of legal challenge without feasibility framework	Reframe as flexible tool using incentives and agreements	Preserves housing goals while reducing legal risk
Economic Element, Tax Base Goals	Emphasis on strengthening tax base and preventing blight	No explicit linkage to land use or zoning decisions	Require consideration of fiscal sustainability in land use decisions	Provides policy support for commercial and mixed-use projects
Economic Element, Employment Land	Desire for jobs stated but not protected	Employment land vulnerable to conversion	Preserve adequate commercial and light industrial zoning	Supports long-term economic resilience
Parks and Open Space Element, Sensitive Lands	Multiple absolute prohibitions on development	Functions as de facto regulation with limited discretion	Convert prohibitions to conditional standards with mitigation	Maintains environmental protection while restoring flexibility
Parks and Open Space Element, Wildlife and Trails	Studies and trail requirements broadly stated	Ambiguous thresholds invite inconsistent application	Tie requirements to defined major development thresholds	Improves fairness and predictability
Transportation Element, Infrastructure Planning	Transportation planning tied to existing patterns	Does not clearly support compact or mixed-use development	Align transportation policy with planned density and redevelopment	Reduces long term infrastructure costs
Implementation, Citywide	Plan implementation implied but not explicit	Weak linkage between plan and ordinance updates	Commit to periodic zoning and code review for consistency	Ensures Plan remains a living document

# ATTACHMENT C

## 1. Introduction

### Purpose and Use of the General Plan

#### Existing language excerpt

“The general plan is to be used as an advisory guide for land use decisions and should remain flexible enough to allow decisions to be made that are in the best interest of the community.”

#### Amended language

“The general plan is to be used as an advisory guide for land use decisions and should remain flexible enough to allow decisions to be made that are in the best interest of the community. [New text added] Where the terms shall, must, require, or prohibit are used in this Plan, they are intended to guide the adoption and application of ordinances, development standards, and conditions of approval, unless expressly stated as an absolute limitation necessary to protect public health and safety. The City Council retains discretion to balance housing needs, economic vitality, infrastructure capacity, environmental protection, and community character through adopted ordinances and written findings.”

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## 2. Community Vision Element

### Community Identity

#### Existing language excerpt

“Most residents also identify with our rural small-town atmosphere. Quiet, peaceful, family friendly, low population density...”

#### Amended language

“Most residents also identify with our rural small-town atmosphere. Quiet, peaceful, family friendly, [deleted text] low population density, interspersed agriculture and open lands, safety, quaintness, and proximity to recreation are all important elements of our community. [New text added] Rural character in Coalville is defined by scale, design quality, access to open space, historic context, and neighborhood compatibility. A variety of housing types and densities may be appropriate where they reinforce these characteristics and support long term community sustainability.”

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## 3. Land Use Element

### Residential Areas and Density

### **Existing language excerpt**

“Areas immediately surrounding downtown Main Street provide a logical location for high and medium density housing.”

### **Amended language**

“Areas immediately surrounding downtown Main Street provide a logical location for high and medium density housing.

[New text added] Targeted higher density residential and mixed use development should be encouraged in areas with existing or planned infrastructure capacity, including near Main Street, schools, civic facilities, and commercial centers, to promote housing availability, walkability, and efficient public service delivery.”

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## **Growth Contiguity**

### **Existing policy**

“Growth should be contiguous to existing development to better provide cost effective and efficient city services and transportation facilities.”

### **Amended policy**

“Growth should generally be contiguous to existing development to better provide cost effective and efficient city services and transportation facilities.

[New text added] Noncontiguous development may be approved where it demonstrably advances housing needs, employment opportunities, or infrastructure efficiency, and where required services can be provided without disproportionate public cost.”

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## **Infrastructure and Services**

### **Existing policy**

“Development approval should be tied to the construction of culinary and secondary water, sewer, storm drainage, and transportation systems.”

### **Amended policy**

“Development approval should consider the availability, timing, and capacity of culinary and secondary water, sewer, storm drainage, and transportation systems.

[New text added] Impacts may be mitigated through phased development, impact fees, development agreements, or other legally available mechanisms.”

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## **4. Moderate Income Housing Element**

### **Definitions**

#### **Existing definition**

“Moderate income housing is defined as housing occupied by households earning 80 percent or less of area median income.”

#### **Amended language**

“Moderate income housing is defined as housing occupied by households earning 80 percent or less of area median income.

[New text added] Attainable housing refers to housing affordable to households earning approximately 60 percent to 120 percent of area median income, including local workforce, young families, and seniors seeking to age in place.”

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### **Zoning and Regulatory Barriers**

#### **New policy added**

“The City shall periodically review zoning and development standards to identify and remove regulatory barriers that unnecessarily limit residential density or housing variety, including minimum lot sizes, parking requirements, and use restrictions, particularly in areas identified for attainable housing.”

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### **Inclusionary Housing**

#### **Existing language excerpt**

“Include an Inclusionary Workforce Housing Program... that mandates a percentage of all new residential major developments to provide employee housing.”

#### **Amended language**

“Include an Inclusionary Workforce Housing Program for major residential developments.

[Deleted text] that mandates a percentage

[New text added] that may require or incentivize workforce or employee housing through development agreements, incentives, or alternative compliance options, calibrated to market feasibility and public benefit.”

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## **5. Economic Element**

### **Fiscal Sustainability**

#### **New policy added**

“Land use and zoning decisions should consider long term fiscal sustainability, including impacts on sales tax, property tax, employment, infrastructure maintenance, and public service costs.”

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### **Employment Land**

#### **New policy added**

“Sufficient land should be preserved and zoned for commercial and light industrial uses to support local employment opportunities and economic resilience.”

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## **6. Parks, Open Space, and Environment Element**

### **Sensitive Lands**

#### **Existing implementation language excerpt**

“Prohibit any development on natural slopes that are 30 percent or greater.”

#### **Amended language**

“[Deleted text] Prohibit any development  
[New text added] Development on natural slopes of 30 percent or greater should generally be avoided. Where development is proposed, it may be approved only if it can be demonstrated that public safety, environmental function, and community character are protected through appropriate design, engineering, and mitigation measures.”

Apply similar amendments to wetlands, ridgelines, floodplains, and sensitive vegetation provisions.

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### **Wildlife and Trails**

#### **Existing language excerpt**

“Require all major developments to prepare a wildlife impact study.”

## **Amended language**

“Require wildlife impact studies for major developments as defined in the Development Code, where potential impacts to identified habitat or migration corridors exist.”

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## **7. Transportation Element**

### **Alignment with Growth**

#### **New policy added**

“Transportation planning and capital improvements should support planned residential density, commercial activity, redevelopment, and trail connectivity, recognizing that compact development patterns reduce long term infrastructure costs.”

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## **8. Implementation**

### **Plan Maintenance**

#### **New implementation policy added**

“The City shall periodically review and update zoning ordinances, development standards, and capital plans to ensure continued consistency with this General Plan and evolving community needs.”

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### **Closing Note for the Record**

These amendments are intended to clarify intent, resolve internal inconsistencies, modernize housing and economic policy, and preserve appropriate discretion for elected officials while maintaining Coalville’s values, environmental stewardship, and rural character.

# *Coalville City* GENERAL PLAN



Adopted December 11, 2023

Ordinance 2023-5



## Acknowledgements

### **MAYOR**

Mark Marsh

### **CITY COUNCIL**

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# Introduction

## What is the General Plan?

The general plan is to be used as an advisory guide for land use decisions and should remain flexible enough to allow decisions to be made that are in the best interest of the community. Where the terms shall, must, require, or prohibit are used in this Plan, they are intended to guide the adoption and application of ordinances, development standards, and conditions of approval, unless expressly stated as an absolute limitation necessary to protect public health, safety and welfare. The City Council retains full discretion to approve, deny, or modify ordinances, zoning decisions, and similar actions, even where such actions may differ from policies found in this Plan, in order to balance housing needs, economic vitality, infrastructure capacity and timing, environmental protection, and community character through adopted ordinances and written findings.

The plan, if followed, will encourage economic growth without adversely impacting the overall character of the community. As a guide, it is important that the recommendations contained in this document are followed by the policy and decision-making organizations. Although this information must be considered as general, it represents an important perspective that will help direct future land planning decisions. Land use decisions must be made on a case-by-case basis. These decisions must carefully consider how each use relates to the community's goals, objectives, and policies, as well as the Land Use Plan and its overall impact on adjoining properties.

Long-range stability will require a continuous effort by the city, property owners, and residents to maintain and improve all elements of the city. The city has responsibility for maintaining the public infrastructure, such as water, sewer, and improved streets. Property owners and residents must assume responsibility for maintaining private property.



**“A good plan is one that is understandable, supported, followed, and used.”**



## Introduction

### Compilation of the Plan

This plan is the result of a cooperative effort for the community's future. Collaboration between the City Council, Planning Commission, City Staff, and the public formulated the goals, objectives, and policies to create this General Plan in a form that would be most beneficial to the community. Public input and comment were obtained during required public hearings, and all work session meetings in which the plan was drafted.

This plan was created to guide future development and land use decisions. As Summit County continues to grow, Coalville should be well prepared and positioned to accommodate new growth while maintaining its unique rural small-town character and identity.

### Legislative Authority

The City Council in accordance with Title 10: Cities and Towns, Chapter 9 Municipal Land Use Development and Management, Part 3 General Plan of the Utah Code Annotated, has legally prepared and adopted the following general plan for Coalville.





## Introduction

### Historical Setting

Located in a high valley of the Wasatch Mountains, Coalville City is generally bounded by the Weber River, Interstate 80, the Echo Reservoir, sandstone ledge rock outcroppings, and surrounding farmland. Chalk Creek divides the town north to south.

In the fall of 1858, William H. Smith, a freighter, hauling freight between Salt Lake City, Utah and Fort Bridger, Wyoming drove into the campground on Chalk Creek. He noticed that where wheat had been spilled it had taken root, grown, and ripened. He thought that if wheat could be grown to maturity it would be a good location for a farm center. At first the settlement was called Chalk Creek, but after the discovery of Coal, the name was changed to Coalville.

About the time William H. Smith discovered wheat was growing in the Chalk Creek area, Thomas Rhodes, a roving hunter and trapper discovered outcroppings of coal. He had gone up on a high knoll at what is now known as Skunk's Point, to scan the country for game. He dug out samples of coal with his knife; took them to Salt Lake City and presented them to the Mormon Prophet Brigham Young. Brigham Young had offered an \$1,000.00 reward to anyone finding coal within 50 miles of Salt Lake City. Nothing seemed to have been done about it until in 1860 Brigham Young sent John Muir and Sam Fletcher out to investigate the discovery. They were camped in a large Hawthorne patch at the forks in the canyon in Chalk Creek. While dressing in the morning, Fletcher saw a deer. He shot it, but only wounded it. Not wanting to lose it, he called Muir to help him trail it. They trailed it over into Grass Creek and came upon a ledge of rock standing higher than the surrounding country. Underneath the rock was a vein of

coal ten feet thick. The Old Church Mine was opened on what is known as Lion's Hill by Daniel H. Wells, Bryant Stringham and Stephen Taylor.

Joel Lewis, H.B. Wilde, and Andrew Johnson were the first to open a mine near Coalville in what is now known as Allen's Hollow. Andrew Johnson also opened a mine at the head of Spring Hollow. The first mine operated in Spring Hollow was called the Black Diamond Mine. Another was called the Wasatch. Andrew Johnson sold the mine to W.H. Smith who later sold it to the Weber Coal Company. This company ran the coal mine for many years and furnished work for many Coalville Residents.

Farmers would work on their farms in the summer and work in the Wasatch or Grass Creek Mines during the winter. In 1868, about the time Allen's Hollow mine was opened, three others were being opened. John Spriggs opened one that ran under the schoolhouse hill and under the town. That mine was abandoned although relatives still own the coal. John Booth opened a mine in Dexter's Hollow south of town. During the early days hundreds of tons of coal were hauled mostly by ox teams to Salt Lake City.

By 1873 a narrow-Gauge Railroad, called the Utah Eastern Narrow Gauge was built to the Wasatch Mine. In 1859-1860, Gilmer and Saulsbury started a Pony Express. They established a station on what afterwards became the Sam Clark Farm. A small settlement sprang up near the station and was called Julesburg. Indian troubles began and the settlers were advised to move closer together. They built a fort where the schoolhouse now stands.





## Introduction

### Elements of the Plan

There are seven elements or topics covered in the general plan. Each element describes the purpose to plan for each element, background information, and maps. Most importantly, each element has goals, objectives, policies, and implementation strategies. They help give a blueprint for the planning commission, city council, and citizens to carry forth the purpose of the general plan.

#### Community Vision

This is the most important element or chapter of the Coalville general plan. The Community Vision sets the tone for the plan by establishing what the community sees for the future of Coalville. The community's strengths and opportunities are spelled out in this element.

#### Transportation

Due to the terrain and potential growth in Coalville, the Transportation Element will be vital to the community. Coalville recognizes that streetscape plays an important role in the "look and feel" of the city. Roads must be designed to handle future demand while preserving the natural terrain.

#### Land Use

The land use element is to organize future development and guide community leaders to place development in the most suitable areas of the city. It can assist leaders in providing efficient and cost-effective public services, preserve open areas and important historical areas, locate parks and trails, and ensure an appropriate mix of housing styles, commercial growth, and industrial opportunities.

#### Parks, Open Space and Environment

An essential characteristic of Coalville is its beautiful natural surroundings and recreational opportunities. Preserving, protecting, and enhancing these essential resources is a high priority to citizens and city officials.

#### Economic

The element identifies standards and opportunities for economic growth within the community.

#### Moderate Income Housing

The Moderate-Income Housing element emphasizes the need for this type of housing. The general plan encourages this element of housing through accessory dwelling units and employee housing within master planned developments.



## Community Vision Element

### What does this element do?

The most successful communities are those that have a strong identity and a vision for their future. With a clear vision, public officials and residents can focus on the many small steps that will lead to the future. As decisions are made within the community, each option should be analyzed on whether it corresponds with the community identity and future vision.

### Our Identity

The identity of Coalville is tied to its history, surroundings and the people that live and work here. Set in a mountain valley next to Echo State Park, the city offers recreation, scenic views of the surrounding Wasatch Mountains, rustic farmland along the Weber River, and wildlife.

Most residents also identify with our rural small-town atmosphere. Quiet, peaceful, and family-friendly, ~~low population density, interspersed agriculture and open lands, safety, quaintness, and proximity to recreation~~ are all important elements of our community. ~~These characteristics are very important to the residents of Coalville and should be strongly protected.~~ Rural character in Coalville is defined by scale, design quality, access to open space, historic context, and neighborhood compatibility. A variety of housing types and densities may be appropriate where they reinforce these characteristics and support long term community sustainability.

The availability and quality of amenities and services also ranks high with its citizens. As with any community, residents require efficient services, well maintained civic facilities and access to recreation. Expansion and enhancement of facilities and services are important for the city.

Quality of life factors such as clean air and water, public safety, wildlife protection, parks and recreation, schools, and scenic resources are major contributors to the community character of Coalville City. The primary purpose of this plan is to maintain this identity while accommodating new growth and opportunities.

### Community Vision Statement

**“To be a vibrant and economically sustainable community with diverse and conscious growth centered on its rural roots, open land, honoring its unique heritage, while continuing the legacy of being family oriented with friendly connected neighborhoods, creating an inviting place to visit, live, work and recreate.”**



## Community Vision Goals, Objectives and Policies

**Goal 1:** Be a beautiful rural community based on its history of agriculture, open space, and recreation.

**Objective 1**  
**Preserve Coalville’s Rural Heritage**

**Policy 1** - New growth and development must be compatible with the heritage, culture and the rural, small-town character of the City.

**Policy 2** - Infill and edge of town development is encouraged to preserve the rural, small-town character of the community.

**Policy 3** - Land development should be organized in clustered patterns.

**Objective 2**  
**Maintain Agriculture, Open Space, and Recreational Opportunities**

**Policy 1** - Preserve a farming-friendly community that encourages long-term agricultural success.

**Policy 2** - New development should have minimal visual impacts on viewsheds, hillsides and riparian areas.

**Policy 3** - Recreational opportunities for boating, biking, hiking, and camping should be expanded and enhanced throughout the community and surrounding areas.

### Implementation

- Regularly review city ordinances to ensure rural-based land uses and lifestyles are encouraged and maintained.
- Regularly review design guidelines which will further guide new development towards the desired rural, small-town character of the community.
- Encourage infill development within the City that compliments existing uses and structures.
- Create significant open space areas made up of agricultural lands and sensitive lands (slopes, ridge lines, view corridors, wetland/riparian corridors, etc.).
- Work closely with the North Summit Recreation District in developing a recreation plan that identifies different types of recreation opportunities, where they would be best suited to occur, and how those locations and opportunities can be enhanced.



## Community Vision Goals, Objectives and Policies

**Goal 2: Provide high quality amenities and opportunities for Coalville’s residents and visitors.**

### Objective 1

**Provide amenities and opportunities for residents and visitors.**

- Policy 1** - Increased coordination with Summit County to retain and enhance civic services within Coalville.
- Policy 2** - Parks, trails, and recreation areas impacts should be a consideration of all development proposals.
- Policy 3** - Development impacts on community services and mitigation should be a major consideration of the development approval process.
- Policy 4** - Pursue funding sources to enhance existing amenities.
- Policy 5** - Create an economic development plan that encourages new employment opportunities within the community.
- Policy 6** - Work with existing businesses to enhance economic sustainability and growth opportunities.

### Implementation

- Regularly update public facilities and capital improvement plans.
- Regularly update the parks, trails and open space master plan that identifies needs and priorities for the community.
- Implement an economic development plan that will encourage new employment opportunities and economic vitality within the community.
- Identify well planned commercial and light industrial areas that have necessary utilities and transportation facilities in place.
- Encourage the development of a downtown advisory board that works with the city and business owners to promote and enhance existing businesses.
- Explore and provide opportunities for public transit and transportation to and from Coalville with connections to outlining community centers.



## Community Vision Goals, Objectives and Policies

### Goal 3: Remain a family oriented, clean, and friendly community.

#### Objective 1

#### Remain a family oriented, clean, and friendly community.

- Policy 1** - Work with North Summit Recreation District to provide recreational opportunities that would be of interest to the full range of age groups.
- Policy 2** - Support Meals on Wheels and other senior citizen program opportunities.
- Policy 3** – Give high priority to public safety services such as police, EMS, and fire protection.
- Policy 4** - Coordinate with North Summit School District to maintain and improve educational opportunities for residents.

#### Implementation

- Support North Summit Recreation District in providing recreational programs and opportunities in the community.
- Develop city functions and events that celebrate and enhance Coalville’s unique rural atmosphere and recreational opportunities.
- Ensure all city facilities are clean and well maintained.
- Coordinate with North Summit Fire District on the review and approval of development and building permit applications.



# Land Use Element

## What does this element do?

The Land Use Element is a primary tool to ensure the Community Vision Statement in the Community Vision Element becomes a reality. The distribution, density, usage, and preservation of real property throughout the city will ultimately determine its future. Special care should be taken to assure all land use decisions are made in concert with this portion of the plan and the vision element.

### Development Vision

“To have a well-planned rural community with land uses that enhance its unique characteristics by providing:

- High-quality, well-planned residential areas with open spaces that support and compliment the unique rural quality and character of the city.
- A centralized business district, and industrial areas that enhance the city's sales and property tax revenues and provide the highest quality goods and services for residents and visitors, while enhancing the visual appeal of the community.
- Productive agricultural areas, while preserving sensitive land.”

### Land Use Statement

**“Implementing our vision is what the planning commission, with direction from the city council and input from residents, has worked diligently to accomplish with this plan.”**





## **Population and Housing Statistics**

Coalville is experiencing growth demand that many Utah communities have and are experiencing. Projections indicate growth will likely be at a moderate pace. However, adequate buildable land exists within the community to facilitate much more extensive growth. It is the purpose of this plan to prepare for the future regardless of what the future holds. Current (2021) population: 1566.

## **Land Area and Annexation**

It is important for the City to have a suitable variety of land uses which complement its vision and are flexible enough to accommodate growth. Land area for consideration should include all properties within the city's current annexation declaration policy plan. Please see the official zoning map (Attachment 3) for current regulations and zoning designations.

## **Land Use Mix**

Having an adequate mix of land uses is important. This plan provides ample area for a variety of housing types, commercial and industrial activity, while maintaining open space and agriculture.



## Land Use

Coalville City encourages orderly and efficient distribution of land uses in the city. A full range and mix of land uses including open space, residential, commercial, public, and light industrial are provided within the city.

**Residential classifications:** include areas that surround the city center. A variety of housing types are promoted through different zoning densities. Hillsides and riparian areas that are less conducive to development have lower densities. Areas immediately surrounding downtown main street provide a logical location for high and medium density housing. Targeted higher density residential and mixed-use development should be encouraged in areas with existing or planned infrastructure capacity, including near Main Street, schools, civic facilities, and commercial centers, to promote housing availability, walkability, and efficient public service delivery. Infill development is encouraged to maintain open space and minimize the cost of infrastructure.

**Commercial classifications:** include areas along downtown Main Street and 100 South/SR 280. Retail, office space along with mixed use housing are encouraged along the main street corridor within the Mixed-Use Overlay zone. The city hopes to promote and capture more tourism related income while increasing the availability of goods and services to its residents.



**Public Facilities classification:** include uses which are located throughout the city. They include public buildings and uses such as city hall, fire stations, parks, and open spaces. They also include quasi-public uses such as churches and schools.



**Light Industrial classification:** include select locations where the city can provide adequate services to light industrial uses. These areas require the mitigation of any nuisances that may be present.



## Residential

**Residential Agriculture – RA (5 acres):** provides areas where single family residential development and associated uses may be harmoniously integrated with agricultural pursuits. This zone is intended to allow the keeping of farm animals in conjunction with single-family dwelling units yet retain land in parcels large enough to provide efficient and attractive development or as clustered developments to encourage natural or agricultural open spaces.

**Low Density Residential – R-1 (1 acre):** provides areas of the community characterized by low-density single-family developments. This zone is intended to be residential in nature although typical domesticated farm animals are allowed in limited numbers. Developments in this zone are characterized by attractively landscaped single family residential lots and structures located on large lots or clustered lots with natural open space.

**Low Density Residential – R-2 (1/2 acre):** provides areas of the community characterized by medium density single family and two (2) family attached dwellings. This zone is residential in nature and typical domesticated farm animals are allowed in limited numbers. Developments in this zone are characterized by attractively landscaped single family residential lots and structures located on medium sized lots or clustered lots with natural open space.

**High Density Residential – R-4 (1/4 acre):** provides areas of the community characterized by higher density single family and multi-family developments. This zone is residential in nature and typical domesticated farm animals are only allowed in limited numbers. Developments in this zone are characterized by attractively landscaped single family and multi-family residential dwellings located on relatively small lots or clustered lots to provide open space.

**Very High Density Residential – R-8 (1/8 acre):** provides areas of the community characterized by high density developments. This zone is residential in nature and typical domesticated farm animals are not allowed. Developments in this zone are typically characterized by attractively landscaped multi-family residential dwellings located in a planned project providing recreational amenities and open spaces.

**Mixed Use Overlay – MUO:** provides areas of the community where high-density housing can be intermixed with commercial uses. These areas along Main Street are characterized by second story apartments with access located off Main Street. Developments in this zone are characterized by attractively designed structures that match existing historic buildings.



## Sensitive Lands

**Agriculture - AG (20 acres):** provides areas where the growing of crops and the raising of livestock is encouraged and supported within the City limits. The AG Zone is intended to protect agricultural uses, natural resources, and environmentally sensitive lands from encroachment of urban development.

## Public Facilities

**Public Facilities (PF):** Public and quasi-public uses are located throughout the community. Uses in this zone include city buildings, major utilities, parks, open spaces, , churches, schools, library, and cemetery.

## Commercial

**Community Commercial - CC:** encourages commercial and retail development. Businesses that provide services directly to the residents of Coalville are highly encouraged. The location of the CC Zone is designed to provide a focal point for the community center of Coalville City and provide convenient pedestrian and vehicle access without hazards and conflicts in residential neighborhoods. New construction in the historic district should be in harmony with the Historic District Architectural Design Guidelines.

**Highway Commercial - HC:** provides for the service commercial needs of motorists on Interstate 80. The uses characteristic of this zone include highway service, limited retail, convenience stores, and shops.

## Industrial

**Light Industrial - LI:** provides areas where light manufacturing and other low impact industrial structures and uses can exist while minimizing their impacts on surrounding areas.



## Rural Planning and Design Principles

Rural design is based on a rural landscape use perspective that seeks a balance between quality of life, economic growth, and preservation of the natural and cultivated landscape. It recognizes the importance to all citizens of respecting the unique landscape character of where one lives and works and the small-town character of the community. The following design principles are intended to support the rural, small-town direction of the general plan:

- A well-defined development edge, with rural countryside and rural density development beyond should be considered with all major developments.
- Wherever possible, public buildings should be located at important intersections. In new developments, prominent sites should be reserved for civic buildings and other public facilities and uses.
- New streets should be interconnected in clear, direct, and understandable patterns. New streets should connect to existing streets whenever possible. Cul-de-sacs are appropriate only in response to topography or Coalville City development design standards.
- New development streets should be built to city standards to accommodate cars, service, and emergency vehicles. Streets should generally be designed for slow speeds and pedestrians, with sidewalks along both sides.
- All streets should be built in accordance with the Coalville City Engineering Standards and Construction Specifications.
- Garages should be located so they do not become the dominant architectural feature of the structure or site. Detached garages to the rear of houses are encouraged.
- Alleys should be used for access to parking lots behind buildings with a mix of uses thereby reducing the need for unnecessary curb cuts, and also provide access to garages behind narrow lots and attached residences.
- Streets should be lined with trees. Existing trees should be preserved when possible. On new streets, indigenous species with broad canopies should be planted as required by the development code.
- Sidewalks and/or trails are important in all new developments and should provide connections to existing adjacent or future planned sidewalks and trails consistent with the Trails Master Plan.
- Front porches are encouraged in new multi-family attached developments.
- Parking lots should be located to the rear or side of buildings. Wherever possible, rear lot lines should be linked by alleys and other internal circulation systems. Curb cuts and interruptions of the pedestrian space should be kept to a minimum.
- Corner parking lots are discouraged. If unavoidable, corner lots should use buildings, landscaping, and sidewalks to define the street corner. Curb cuts should be minimized and located away from the corner.
- Parking lots should be screened from the street by buildings and landscaping.



# Land Use Goals, Objectives and Policies

## Goal 1: “All development should adhere to the following policies.”

### Objective 1

#### “All development should adhere to the following policies.”

- Policy 1** - Planned land uses should complement existing development and environmental conditions.
- Policy 2** - Development shall provide for additional services and transportation needs based on their impact.
- Policy 3** - Developed areas should be protected and revitalized by promoting new development and the adaptive reuse of existing community resources.
- Policy 4** - Transitions between different land uses and intensities should be made gradually with compatible uses, particularly where natural or manmade buffers are not available.
- Policy 5** - Growth should be contiguous to existing development to better provide cost effective and efficient city services and transportation facilities. Noncontiguous development may be approved when it demonstrably advances any of the following: housing needs, employment opportunities, infrastructure efficiency, or the provision of required services without disproportionate public cost, or when another compelling public-interest justification is demonstrated
- Policy 6** - Development approval should ~~be tied to the construction of~~ consider the availability, timing, and capacity of culinary and secondary water, sewer, storm drainage, and transportation systems. Where impacts are identified, they may be mitigated through phased development, impact fees, development agreements, or other legally available mechanisms. These tools may also be applied, as determined by the City, to support orderly and efficient development.
- Policy 7** - To minimize environmental hazards and protect natural character of the city, potential development in sensitive areas should be transferred to land more suitable for development.

### Implementation

- Review zoning map and development code to add protections to existing development and unique environmental elements.
- Development should pay its own way. Impact studies should be prepared and evaluated in the review and approval of new development.
- Access points for city services and transportation to new growth areas should be provided by new development.



## General Land Use Map

The General Land Use Map on the following page is a map that illustrates Coalville’s vision for the future. As development occurs, it will act as a reference to that vision and aid city officials and residents to ensure that decisions made reflect that end goal. It is important to remember that the map does not perfectly represent current conditions or zoning, but simply a vision of how the city could be in the future. Please see the official Coalville Zoning Map for current zoning information.

### General Land Use Descriptions

**Agricultural:** Those areas of the community with the highest agricultural value characterized by large lots of approximately 20 acres or more or clustered with protected open space. In many instances these areas have high water tables, potential flooding, steep slopes, wildlife habitat and other sensitive lands and or other physical elements that make them less appropriate for development.

**Community Commercial:** Primarily the center of the city along Main Street, this area is characterized by office space, retail and service businesses, and restaurants that currently exist and are pedestrian friendly. Some mixed-use residential development would also add vitality and additional housing options to the area. Development in the Historic District should be consistent with the Historic District Design Guidelines

**Highway Commercial:** Businesses that are more auto oriented such as lodging, restaurants, and retail service establishments.

**Neighborhood Commercial:** Business that are suitable to be located within a neighborhood setting.

**Light Industrial:** Businesses that may have nuisances which make them less suitable for commercial areas.

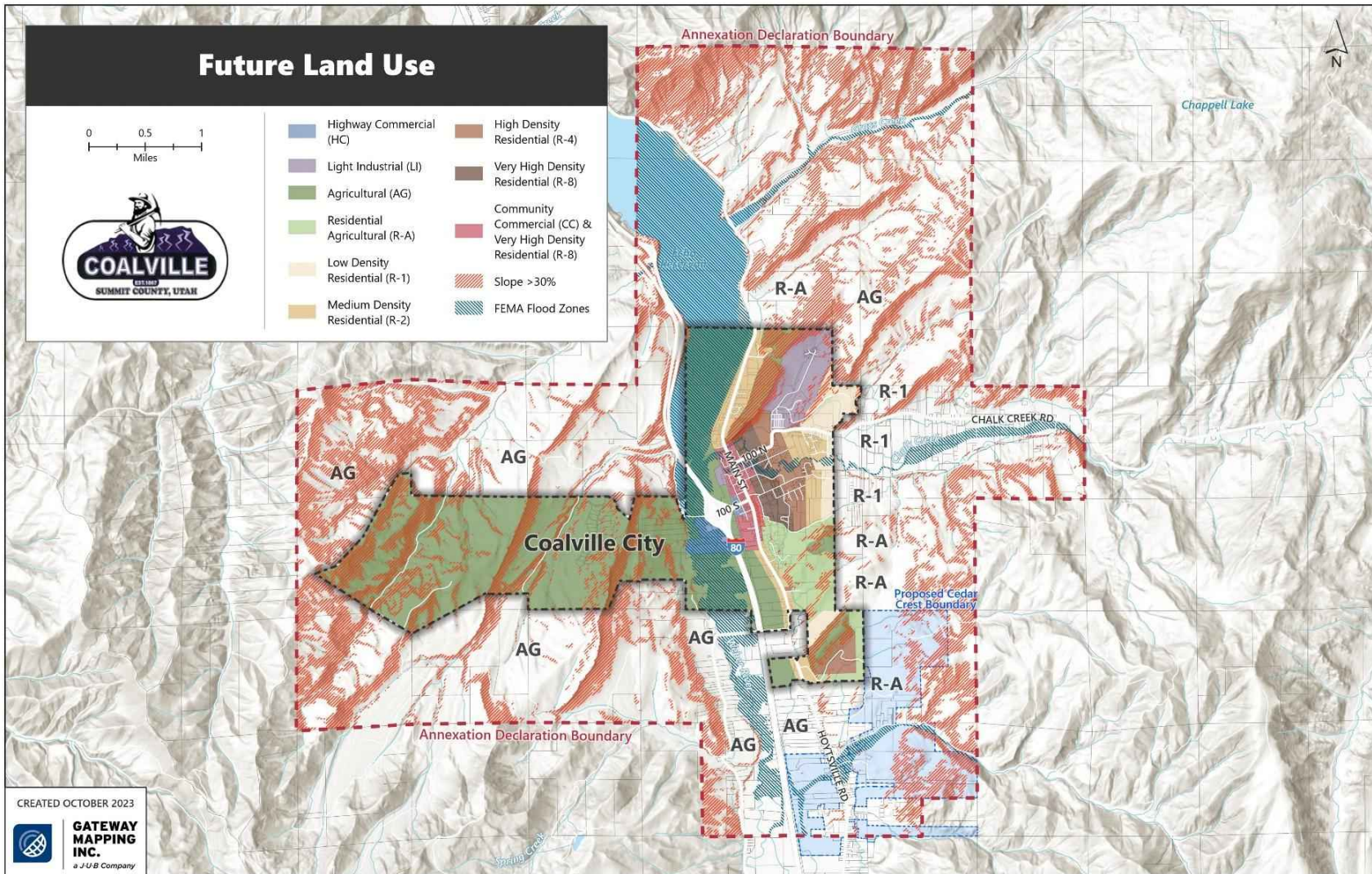
**Low Residential:** Large lots on the city’s periphery that minimize loss of open space and avoid physical hazards such as steep slopes.

**Single Family:** Single family residences with homes and lot sizes that are prevalent in Coalville today.

**Medium Residential:** Residences on smaller lots that provide alternative housing options such as townhomes and multifamily.

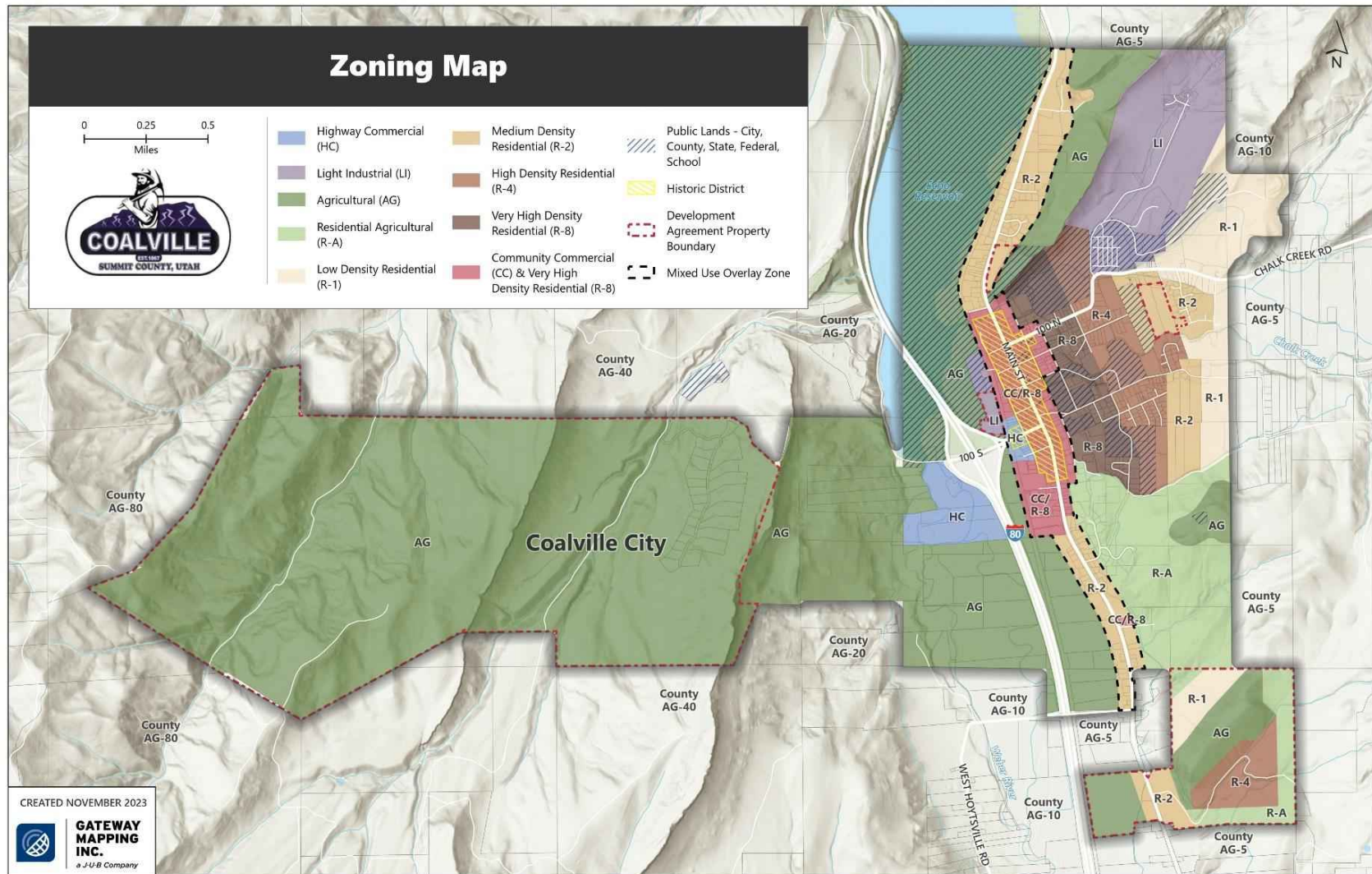


# Future Land Use Map





# Current Zoning Map



Adopted 12/11/23 Ordinance No. 2023-5



## Economic Element

### What does this element do?

Economic Development is the carrying out of activities that encourage economic growth within the community and infuse new capital from outside the city to improve the lifestyle of local citizens. In order to keep pace with the projected growth of Coalville and the immigration of people due to new residential development, economic development becomes a critical element of city governance. Increased tax revenue can help provide many of the public services that citizens expect. Generally, traditional residential development does not provide enough tax revenue to cover the cost of essential government services. For the community to be fiscally responsible and viable, it must provide economic opportunities for job growth, retail, and office development. Employment opportunities will also allow citizens to work closer to their homes. Local shopping will reduce the need to travel to other cities for goods and services.

### Economic Development Vision

Develop a sustainable economic base by retaining, recruiting, and expanding businesses that provide an income-producing job base, enhance the quality of life, and are consistent with the sensitive environmental features of the valley, specifically air, water and open space. This may include the creation of a traditional downtown or old Main Street commercial core, enhanced recreational opportunities and services, a business/light industrial park, gateway commercial district, and a possible light industrial area.

Historically, Coalville began as a mining community. The availability of coal in such proximity to the population centers along the Wasatch Front led to the early development of the city. As mining activity dwindled, government and agriculture remained, becoming the focus of economic activity. Today recreation and tourism is developing at a rapid rate throughout the area. The landscape surrounding the city make Coalville an ideal hub for such activities. The focus for the future is to maintain a balanced economic base that will enhance the quality of life and strengthen the community's position as the heart of the area.



## Main Street

Main Street is the economic, architectural, and historical heart of the community. The most powerful and lasting image associated with Coalville is Main Street. This commercial core should be developed as a distinctive shopping area emphasizing it as an attractive meeting place and staging area for festivals, special events, celebrations, and a variety of community activities which will indeed produce a vibrant healthy community centerpiece.

The following businesses are consistent with the above characteristics and would be well suited for the Main Street core area:

- Shops, restaurants, and galleries
- Grocery stores, drug stores and similar stores that blend in well with other commercial uses in the area
- Professional offices for needed community services (doctors, realtors, lawyers, accountants, insurance, etc.)
- Business and government offices
- Entertainment and cultural venues



Historic Street lights, trees, pavers, planters, bulb-outs, and street furniture enhance the walkability and beauty of the area. The city also encourages commercial design that is consistent with existing historic structures as outlined in the Historic District Design Guidelines. Improved transportation access (especially from the Rail Trail), gateway signage, and information centers will further develop the synergy and vibrancy of the Main Street core.

## Gateway Commercial

The gateway commercial district of Coalville is already a critical part of economic activity. Located around the I-80 interchange, most businesses serve travelers along the corridor. As this is the first part of the city that most people see, special care should be taken to ensure a good appearance that will invite them to visit and do business on Main Street and other commercial areas. This is especially important for the historic rail trail. This area would also be best suited for those commercial activities that require a greater amount of space.



## Recreation and Tourism

The area surrounding the city is already a destination for recreation. A new aspect of economic development for the city is to capture more of those visitors by expanding recreational support services. Central to this effort will be to connect these activities to the city and draw visitors to the Main Street District. Activities that span the four seasons abound, but further enhancement of recreational activities is needed.

## Business/Industrial Park

Coalville has already identified locations for light industrial/business parks. The city's focus is to make these sites more attractive to new businesses and industry while ensuring they will exist in harmony with the surrounding land uses. Transportation, utilities, landscaping, and safety are just a few of the elements that should be considered in developing these areas of the city.

## Economic Incentives

The best incentive the city can use to attract business investment is to provide general community information, specifics on utility rates and capacities, zoning and development opportunities and information packet including the following:

1. Land area already annexed into city.
2. Land zoned for business or commercial use.
3. Utilities availability and a utility master plan is in place.
4. Transportation master plan .
5. Contact information of commercial land or building owners for possible development opportunities.
6. Entitlement information including commercial development standards and city review and approval process.



Good planning and well written zoning ordinances are the best assurance a business owner can have to protect his or her long-term investment. City responsiveness is usually the only real incentive sought by business. Other incentives such as loan pools and tax rebates mean almost nothing to quality businesses, contrary to common belief.



## Economic Goals, Objectives and Policies

**Goal 1:** “Promote and encourage commercial endeavors to strengthen and improve the city’s tax base and provide convenient services to residents.”

### Objective 1

**“Promote and encourage commercial endeavors to strengthen and improve the city’s tax base and provide convenient services to residents.”**

**Policy 1** - Encourage and attract new businesses which create new job opportunities in the community.

**Policy 2** - Increase tourism and recreational support services to help diversify the local economic base.

**Policy 3** - Promote the development and expansion of local businesses in the community.

**Policy 4** - Ensure that infrastructure and facilities are in place to support future commercial economic development within the community.

**Policy 5** - Redevelop the primary commercial centers within the community including the Allen Hollow Light Industrial area, Main Street Corridor, and the Gateway Entry from Interstate 80 to ensure that blight and decay of these primary business districts do not occur.

**Policy 6** - Establish an economic development organization to oversee the goals and strategies of the economic development plan and serve as a catalyst to encourage desired development within the community.

**Policy 7** - Land use and zoning decisions should consider long term fiscal sustainability, including impacts on sales tax, property tax, employment, infrastructure maintenance, public service costs, and any other fiscal factors the City determines relevant.

**Policy 8** - Sufficient land should be preserved and zoned for commercial and light industrial uses to support local employment opportunities and economic resilience

### Implementation

- Produce a “Package of Information” about the city including the steps for commercial development review and approval.
- Form an Economic Advisory Committee with vision of creating a stronger commercial tax base.
- Make referrals of potential clients to local developers.
- Be consistent in the review of business site plan proposals and permit approval processes with efficiency.



# Transportation Element

## What does this element do?

The transportation element is intended to provide for the safe and efficient movement of people, vehicles, and goods throughout the city.

### Transportation Vision

Coalville will be a well-planned, small-town community with transportation facilities that connect the city to regional systems while preserving and enhancing our unique natural setting. The planned transportation system will:

- Integrate new development with established transportation areas of the city.
- Minimize impacts to our unique natural environment by requiring placement of facilities in the most suitable, least impactful locations.
- Minimize impacts to residential neighborhoods by adhering to the road classification system layout and city requirements.
- Have properly designed surfaces, sub-surfaces, and storm drainage that address slope and soils issues.
- Improve pedestrian conditions with sidewalks in appropriate locations and the citywide trail system



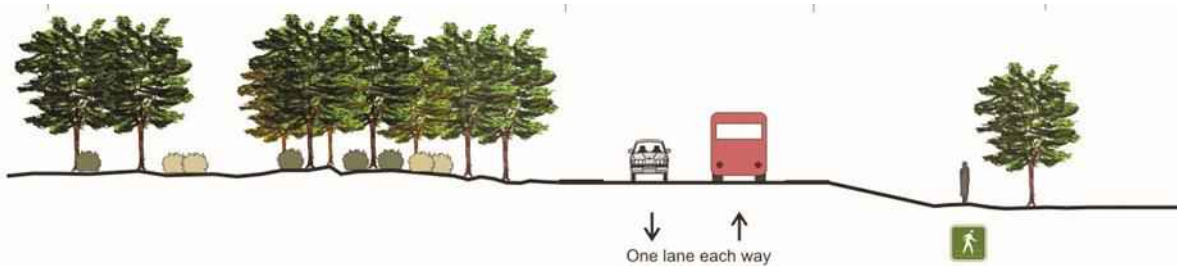


## Introduction

The primary purpose of the Transportation Element is to balance current and future demands generated by the Land Use Element with roadway, sidewalk, and trail improvements, thereby developing a long-range circulation system plan which would efficiently support future land development and ultimately the Coalville Vision.

## New Roadways to the System

As new roadways are planned and developed within the city, they will be reviewed for compatibility with neighborhoods, footprint sensibility within hillside and sensitive environmental areas, and safety. In addition, all new roads must adhere to requirements found in the city development code, engineering standards and specifications, and the official Master Transportation Map. All future expansions must be planned and designed to be within the fiscal capacity of the City. These expansions must also maintain enough flexibility to evolve as needs and technology change. New transportation facilities should be designed to provide maximum durability and minimize maintenance costs.



## Roadway Classification System

The city has three general road classifications with each playing a part in moving people, vehicles, and goods to and from homes and business within and outside the city. Road classifications within the development code represent a local definition and description and are not intended to reflect any county, state, or federal definitions. Rather they provide an effective method for designing a transportation system that fits the needs of the city.



**Arterial:** is classified on one road within the city, Interstate 80. Serving as a regional and interregional facility is vital to the future of the community. Coalville will continue to work with UDOT to maintain good access to the interstate.

**Collector:** is classified on multiple roads within the city. These corridors carry traffic from the local neighborhoods to arterials. These roads will have more traffic than a local road. Speeds should be set appropriately. Driveways can access these roads, but new subdivisions should be designed to access local streets where applicable. Existing driveways should be designed to minimize the need to back onto collectors.



**Local:** is classified as all streets that are not classified as arterials or collectors. These are the neighborhood streets that handle local traffic. These roads should be designed with appropriate traffic calming techniques to keep speeds at levels conducive of residential neighborhoods and provide connectivity to existing streets. Lengthy traffic trip routes should be prohibited through design. The traditional grid pattern of local roads should be maintained where applicable.





## Trail, Sidewalk, Bike and ATV Facilities

Pedestrian and bike facilities are an integral part of the transportation system. Historically, Coalville has not regularly required the construction of sidewalks until recently. This leaves a large part of the city without safe pedestrian facilities. As the city grows, more conflict areas could arise, especially on the main roads. For the older areas of the city, the planned trail system will help in reducing conflicts. Connections between neighborhoods at the end of cul-de-sacs can also help. Requiring development to integrate planned trails into their developments should be a high priority. Bike lanes should also be developed on the arterial roads. ATVs and their use on trails will need to be addressed. Currently the city allows ATVs to traverse city streets. As the trail system grows, a plan for ATV use on city streets will need to be developed. For more information see the Parks, Open Space and Environment Element of this plan and the City Parks, Trails, and Open Space Master Plan

## Right-of-Way Protection and Acquisition

The city is projected to almost double its current population in the next thirty years with the potential to grow much larger. As the community expands, new transportation facilities will need to be constructed to maintain an efficient and effective transportation system. For structures that adversely affect this system, either adjustments will have to be made or in some cases demolition of the structure will need to occur. In either case, development approval without considering long term affects can prove costly to the community. The transportation element should be reviewed prior to any development approval, including issuance of a building permit.

Since the transportation element identifies future transportation corridors and the right of way needed by class, the city can plan effectively for the preservation or acquisition of critical transportation corridors. Once identified, the City can use several methods for the future financing and construction of the facilities including exactions, impact fees, capital improvements programming, and cooperation with other appropriate government entities such as Summit County.





## Transportation Goals, Objectives and Policies

**Goal 1:** “The existing city street system should be refined and only expanded when consistent with the transportation master plan for the community.”

### Objective 1

**“Apply the transportation master plan of the city to new development which identifies future access points, arterial, collector and local street classifications, current and projected traffic volumes and projections of needs for future growth”**

- Policy 1** - Maintain the functional classification of the existing street system of the city with respect to arterial roads, collector roads and local streets.
- Policy 2** - Discourage the flow of heavy truck traffic through residential areas by establishing a truck route which will accommodate the needs of the commercial/industrial needs within the city while minimizing impact to the residential neighbors.
- Policy 3** - Limit the number of intersections and driveways on all major roadways to promote safety and efficient and steady flow of traffic.
- Policy 4** - Maximize the use of all major roadways while minimizing the use of all collector and local streets.
- Policy 5** - Maintain a Capital Improvements Program (CIP) which incorporates a funding program for the construction of improvements to the City's street system.

### Implementation

- Identify which existing platted streets in the city are non-functional and may be considered for abandonment to help refine and organize the street system and provide more efficient circulation in the community.
- Determine the current and projected traffic volumes on all major streets within the community and identify projections of need for future growth.
- Require traffic study mitigation measures to be addressed for all major developments.



## Transportation Goals, Objectives and

**Goal 2: “All new roads or streets required by new development shall be constructed to City Standards.”**

### Objective 1

**“City streets should be constructed according to the engineering standards and specifications of the city to maintain the rural small-town character of the community and allow for taxpayer protection from costly road maintenance construction and reconstruction.”**

**Policy 1** - The City will not accept new road infrastructure required by new development unless the streets are constructed according to the city engineering standards and specifications. The new development creating the demand for new or upgraded existing road infrastructure must pay its full proportional costs.

**Policy 2** - All new major developments, both public and private sector, should conduct a traffic impact analysis to determine the impact on existing streets plus project the need for additional new roads, trails, and other transportation infrastructure for connectivity to surrounding neighborhoods.

**Policy 3** - All major developments should prepare comprehensive transportation and circulation analyses along with detailed fiscal and physical mitigation plans.

**Policy 4** - Transportation planning and capital improvements should support planned residential density, commercial activity, redevelopment, and trail connectivity, recognizing that compact development patterns reduce long term infrastructure costs

### Implementation

- Require access to higher density land uses and commercial developments from major roadways and not from low density residential neighborhoods.
- Require new development to determine the infrastructure impacts on public roads, trails and other transportation infrastructure that would result from the increased burden on the facilities and services by the development and to provide mitigation plans.
- The City should strive to periodically review and update zoning ordinances, development standards, and capital plans to ensure continued consistency with this General Plan and evolving community needs.





## Parks, Open Space, and Environment Element

### What does this element do?

The parks, open space and environment element is in place to help create parks, preserve open spaces, and protect the natural terrain from hazardous conditions for the enjoyment and safety of the citizens of Coalville. An open land atmosphere has always been an identifying characteristic of Coalville. It has been the primary factor that has drawn people to the area. A feeling of openness can continue amid residential and other development through the establishment of parks, trails, and open space areas. It is the city's desire to build a sufficient network of parks and open space, connected by a trail system that will contribute to the healthy, active lifestyles of the residents while also contributing to maintaining the historical feeling of openness.

### Parks, Open Space, and Environment Vision

Coalville will be a well-planned, small-town community with park facilities to meet the needs of a growing populace. It will have trails that connect the neighborhoods of the city to regional trail systems, and the preservation of open spaces that will ensure the continuance of our unique natural setting. The planned parks and open space will:

- Provide for adequate park facilities for current and future residents of Coalville.
- Create a trail system throughout the city that provides access to parks, open spaces, commercial and civic properties.
- Preserve essential natural features while accommodating residential development.
- Mitigate natural hazards.





## Parks

Park space is an essential element of the quality of life for the community. Throughout the planning process, the need to improve, expand, and enhance park facilities has proven to be a high priority by both city officials and the public. As growth occurs city leaders should work to provide a wide variety of park facilities, while balancing community funds and resources. Coordination with the County and North Summit Recreation District will be essential to success.

Due to its size and location, Coalville has always been a hub of activity and recreation in the North Summit area. High-quality transportation facilities, access to services and proximity to Echo State Park and other opportunities draw visitors on a regular basis. Moving forward, the city should maximize these opportunities by promoting the expansion and enhancement of recreational facilities and the services provided within the community.





## Trails

City residents have expressed a strong interest in developing trails throughout the community as a valuable amenity for recreation and transportation. Trails along roads, waterways, hillsides, and canals offer residents and visitors, walkers, runners, cyclists, and equestrians' safe routes for exercise and transportation separate from the ever-increasing amount of vehicular traffic on local streets.

As more of the city is developed, opportunities for providing continuous inter-connected trail corridors are diminished. For this reason, the city has developed a Master Trails Plan and Trail Design Standards to address the issue of trail development by making it a required step in the land planning process before available trail corridors are lost. The city is committed to making trail development an integral part of ongoing development reviews, to provide a valued community amenity.





## Open Space

Coalville is characterized by valuable open space resources that contribute to the community’s character and overall quality of life. While residents expect that real estate development will occur as population increases, they would like to see their rural heritage conserved for the enjoyment of future generations.

As development occurs, the city should work with landowners to preserve these valuable spaces while creating beautiful, well-planned places to live, work and play. The overriding, guiding consideration should be on preserving and enhancing the natural resources and environment whenever possible and carefully integrating new development with nature.



<b>Prime Areas for Open Space Preservation</b>
Water quality areas (watershed and well protection areas, springs, drainages, streams)
Steep Slopes
Known geologic hazards (faults, landslide areas, avalanche zones, etc.)
High value or critical wildlife habitat areas and corridors
Public lands
Significant rural/mountain viewsheds,
Community/recreational facilities and trails
Areas of vegetation stands/large trees
Agricultural lands, including farms/ranches, and their prime soil areas and fields
Ancillary agricultural facilities and corridors (canals/ditches, herding corridors, etc.)
Access points to lands historically used for providing access to public lands
Existing open space within developed areas
Intercommunity corridors and buffers



## Sensitive Lands and Hazards

The natural surroundings of Coalville and its mountain valley location are unique and essential to the identity of the community and its vision for the future. These same characteristics, however, create potential hazards that can be damaging. Citizens, landowners, and community officials should work together to identify and avoid inappropriate land uses and activities in these areas.

**Landslide/ Steep Slopes:** The city's location creates a potential for landslides and ground movement. Steep slopes surrounding the residential areas create a natural environment for movement. Vegetation removal and wet weather can have disastrous consequences for the entire area.

**Earthquake:** Due to Summit County being outside of the Wasatch Fault zone the severity of a potential earthquake is thought to be lower. Since 1968 there have been many minor earthquakes recorded in Summit County. However, such activity coupled with the likelihood of a major event along the greater Wasatch Front serves as a warning. While there are no known major faults within the community, the potential for a significant event is real.

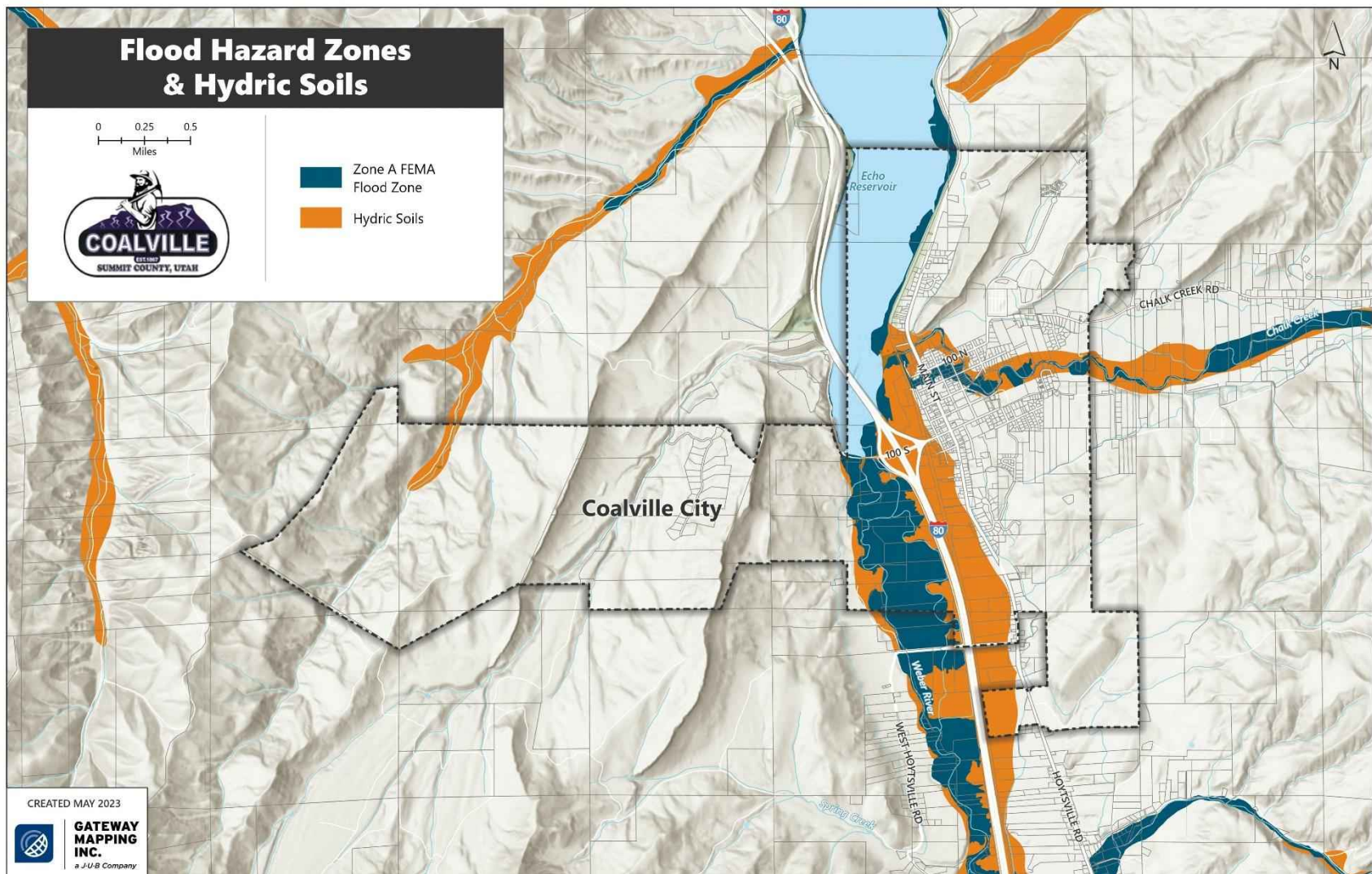
**Severe Weather:** While extreme events such as tornados and avalanche within the city are unlikely, increased elevation makes Coalville susceptible to higher-than-normal snowfall. Intense rainfall can occur for short periods of time creating drainage problems.

**Flooding:** The Weber River, Chalk Creek and Echo Reservoir are within the city and can create significant flood dangers. There are 100-year flood plains connected to each however Chalk Creek has the most potential for damaging flooding due to its location as it flows through the community.

**Wildfire:** Coalville and many of its homes are surrounded by oak, pine and other natural vegetation that creates an area of risk for wildfire. The town and its residents should commit to implementing FIREWISE practices when developing new lots, and landscaping. The city should continue to work with county, state, and federal agencies to understand the potential for hazardous events and look for ways to mitigate and prepare for the resulting issues.

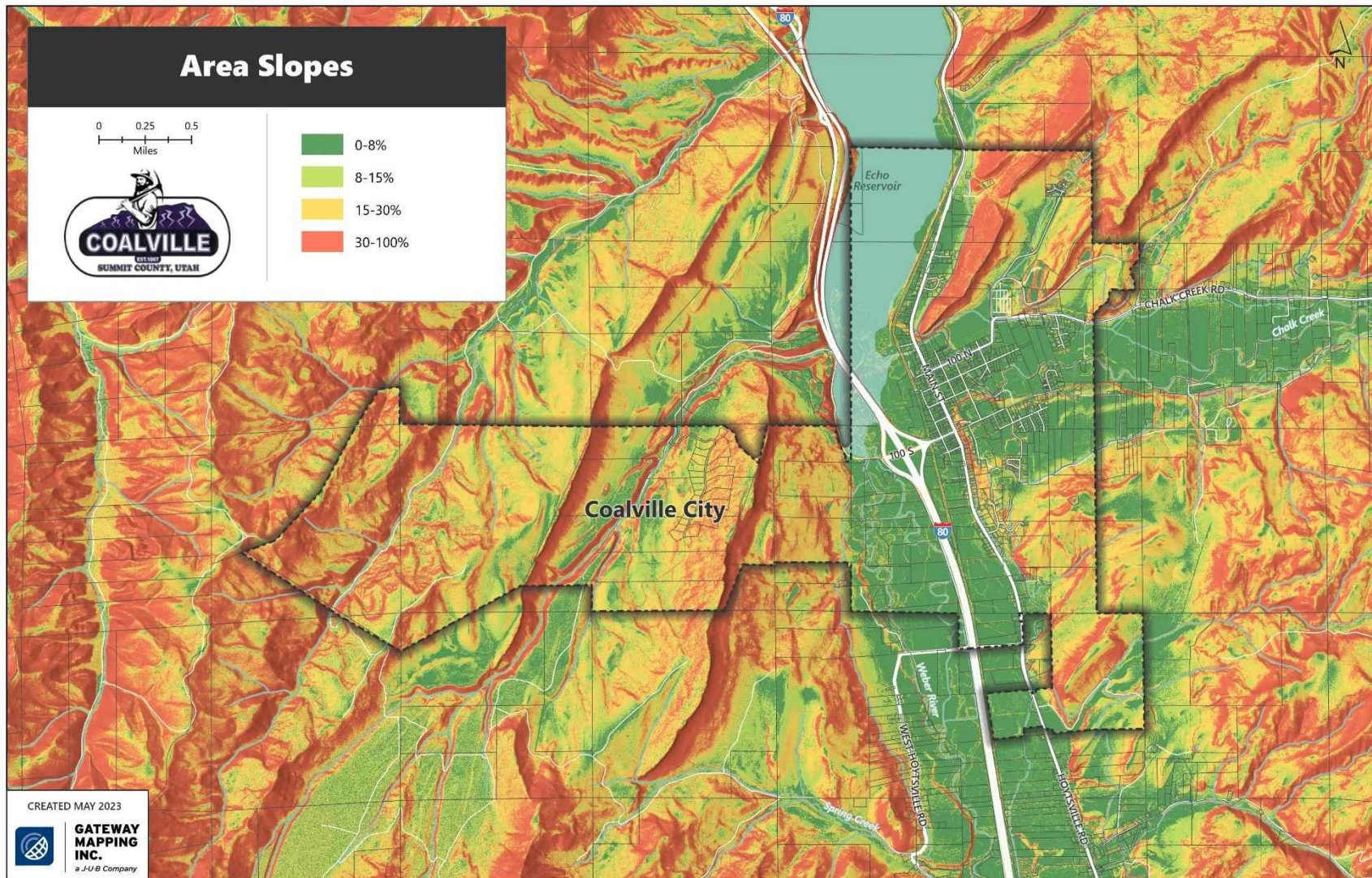


## Flood Hazard Zones and Hydric Soils Map





# Area Slope Map





## Parks, Open Space, & Environmental Goals, Objectives and Policies

**Goal 1: “Provide facilities and opportunities in the community for a balanced recreational program of physical and cultural activities for the residents of Coalville City.”**

### **Objective 1**

**“Maintain the Trails, Parks, and Open Space Master Plan for the city which identifies the current and future parks and recreational facilities to accommodate the existing and future growth of the community.”**

**Policy 1** - Coordinate and participate with Summit County and North Summit Recreation District for cooperation of recreational planning within Coalville City particularly with the planning and development of the county fairgrounds and recreation complex and joint use facilities.

**Policy 2** - Ensure that City parks, buildings, land, and recreational facilities are useful and attractive.

**Policy 3** - Park and recreational facilities should be planned and designed to meet their proposed purpose and contribute to the design theme of the community.

**Policy 4** - Maintain a Capital Improvements Program (CIP) which incorporates a funding program for the construction of improvements to the City's recreational system.

**Policy 5** - Promote and solicit the donation of land, recreation and park equipment by private and corporate organizations and recognize their support.

**Policy 6** - Protect park and recreation areas from incompatible developments and uses on adjacent properties.

### **Implementation**

- Identify future recreational locations on the city’s Park, Trails, and Open Space Master Plan.
- Apply the park area standards of the Development Code to new development applications as a condition of final approval to obtain park areas and recreational sites to accommodate new growth.
- Identify, pursue, and utilize all funding sources and development techniques that are available for park acquisition and development, including impact fees.



## Parks, Open Space, & Environmental Goals, Objectives and Policies

**Goal 2:** “Environmental resources of the city should be protected including water quality, air quality, wildlife habitat, scenic quality, hillsides, ridge lines, prime agriculture land, open space, soils, vegetation, wetlands, riparian corridors, and flood plains.”

### Objective 1

**“Protect all of the environmental and natural resources of the City by requiring development to occur in a manner and location which preserves sensitive environmental lands.”**

- Policy 1** – The sensitive lands provisions of the development code should be addressed with the review and approval of all development proposals.
- Policy 2** - Discourage development in a flood plain and if approved should comply with all applicable Federal Emergency Management Agency regulations.
- Policy 3** - Minimize the impact of major development within any critical wildlife winter ranges, birthing areas, or migration corridors.
- Policy 4** - Development that accelerates the erosion of soil, and thereby contributes significantly to stream sedimentation, should require special review and mitigation according to Coalville City Engineering Standards and Specifications.
- Policy 5** - Promote public awareness and education to citizens concerning the transitioning to clean energy to reduce greenhouse gas emissions and mitigate climate change.



## Implementation

- ~~Prohibit any development.~~ Development, except antenna structures, on mountain hill sides and ridge lines that allows a structure to protrude into the skyline, as viewed from all major public roadways should be avoided.
- ~~Prohibit any development.~~ Development in wetlands should be avoided unless appropriate mitigation is approved by the jurisdictional governmental agencies.
- ~~Prohibit development.~~ Development or construction below any historic high-water line of all streams and rivers or whenever it will significantly alter the natural drainage patterns of the land should be avoided.
- ~~Prohibit any development or construction on any natural slope that is 30 percent or greater.~~ Development on natural slopes of 30 percent or greater should generally be avoided. Where development is proposed, it may be approved only if it can be demonstrated that public safety, environmental function, and community character are protected through appropriate design, engineering, and mitigation measures.
- ~~Prohibit any development.~~ Development on lands which, based on reliable evidence, is found to be unsuitable for the activity due to inadequate soil conditions that have or can result in slide conditions or have evidence of erosion history should be avoided.
- ~~Require all Uu~~ ndisturbed areas on any site containing sensitive lands and vegetation to should be designated prior to construction. ~~Require the E~~ edge of disturbance areas to should look as natural as possible with a feathered removal of any vegetation. ~~Prohibit s~~ traight line removal of vegetation should be avoided.
- ~~Require all major developments to prepare a wildlife impact study.~~ Require wildlife impact studies for major subdivision developments as defined in the Development Code, where potential impacts to identified habitat or migration corridors exist. to identify critical wildlife habitat and migration corridors for protection.
- Apply the Right to Farm provisions in the Development Code to protect existing prime agricultural operations and provide incentives for the continued production of prime agricultural lands.
- Strive to achieve an amount equivalent to 100% of the annual electrical energy supply for participating customers from renewable energy resources by 2030 consistent with Resolution No. 2019-5.



## Parks, Open Space, & Environmental Goals, Objectives and Policies

**Goal 3:** “Multiple-use trail and sidewalk systems should be expanded and constructed, particularly along the Chalk Creek Corridor, Rails-to-Trail, Main Street and within new developments.”

### Objective 1

**“Trail systems are an important alternative form of transportation and should be planned for Coalville City as part of a trails master plan.”**

**Policy 1** - The city Parks, Trails, and Open space Master Plan should be considered with the review of all new development proposals

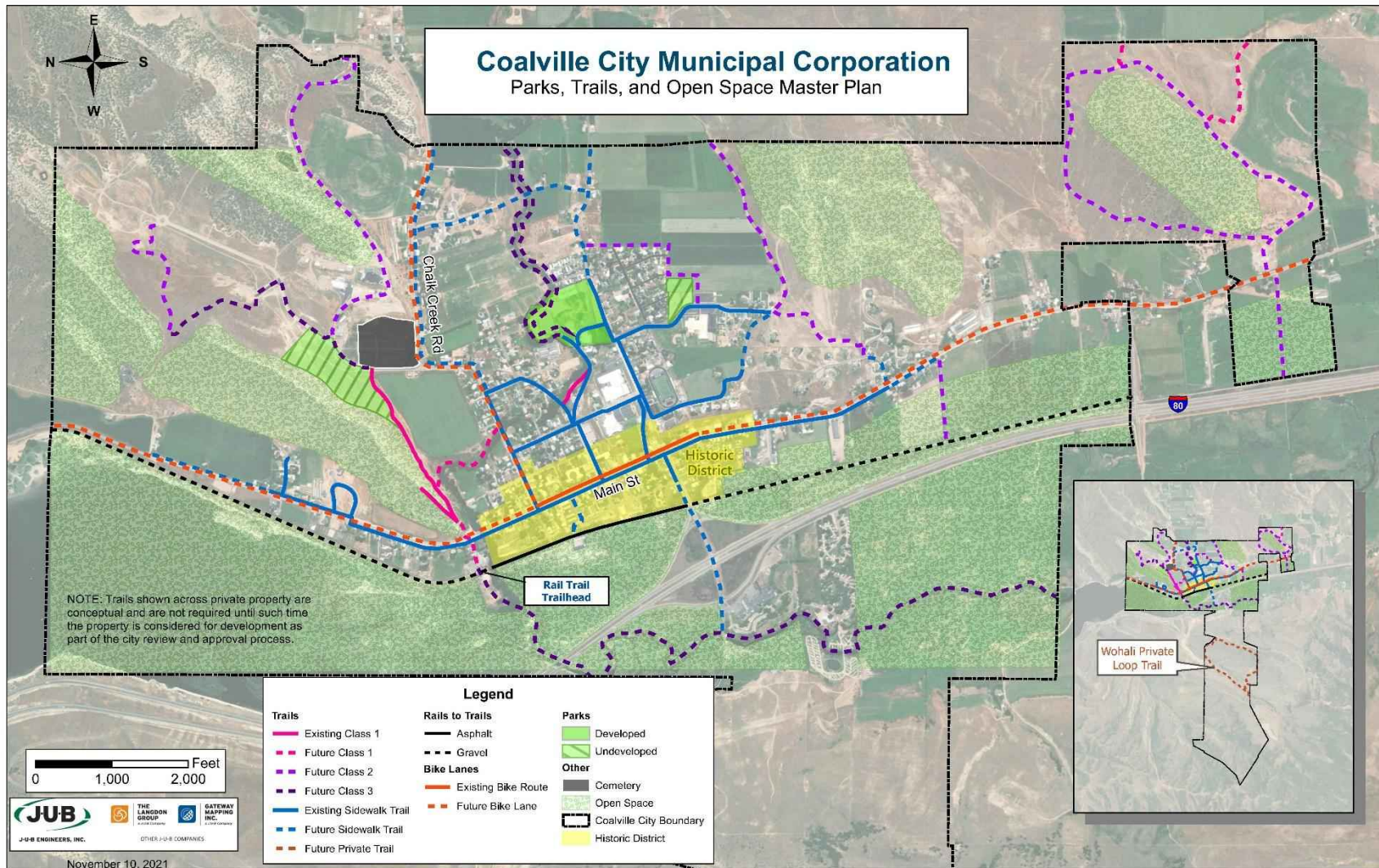
**Policy 2** - All new trails should tie into existing and future trails, Rails-to-Trail, and Main Street sidewalk system.

### Implementation

- ~~Require~~ Chalk Creek corridor trails ~~as a~~ should part of be considered with any proposed development along Chalk Creek.
- All future major developments should be designed with trail linkages to the Chalk Creek Corridor, Rails-to-Trail, and Main Street Sidewalk System.
- All major developments should conduct pedestrian impact analysis studies and design and construct trail infrastructure to meet resident’s needs consistent with the trail classifications of the Parks, Trails, and Open Space Master Plan.



# Parks, Trails, & Open Space Master Plan

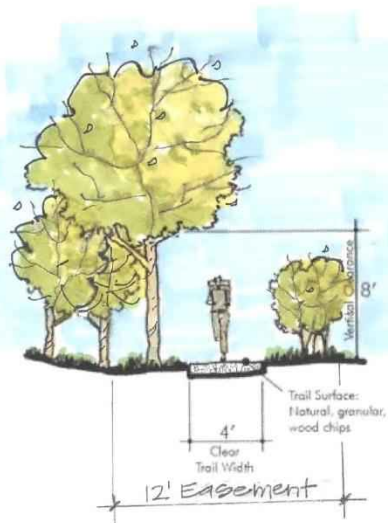




# Parks, Trails, & Open Space Master Plan

## TYPICAL TRAIL CLASSIFICATIONS AND STANDARDS

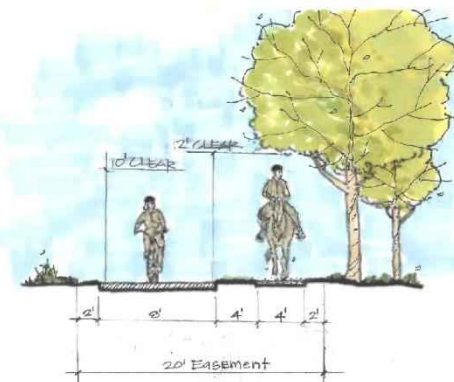
CLASS I - NATURAL TRAIL



CLASS II - IMPROVED TRAIL



CLASS III - MULTI-USE TRAIL





# Moderate Income Housing Element

## Introduction

Utah law requires that a “specified municipality” through the general plan process, include a plan for moderate income housing. Although Coalville City is not classified as a “specified municipality” due to a population of 1,000 or more but less than 5,000, the city has included this Moderate-Income Housing Element in the general plan addressing the following issues:

1. An evaluation of how existing zoning densities affect opportunities for moderate income housing.
2. A description of the municipality’s program to encourage an adequate supply of moderate-income housing.



## Moderate Income Housing Defined

Moderate income housing is defined as “...housing occupied ~~or reserved for occupancy~~ by households earning 80 percent or less of area median income. Attainable housing refers to housing affordable to households earning approximately 60 percent to 120 percent of area median income, including local workforce, young families, and seniors seeking to age in place with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the housing is located.” Utah State Code: 17-27a-103(36). The 2017 moderate income level for Summit County is \$91,773 for a family of four.



## Survey of Residential Zoning

The City has eight zoning classifications which allow for residential uses. Minimum lot sizes range from 1/8 acre (5,445 square feet) to 20 acres. Multi-family dwellings are allowed in certain zones. Due to its environment and history, most of the homes within Coalville are single family dwellings. The Land Use Element of this plan describes the various land use designations.

## Evaluation of Zoning's Effect on Housing Opportunities

The Coalville Planning Commission and City Council hold one of the many keys to providing housing opportunities for persons of moderate income. The key the city holds is zoning. Coalville allows a variety of lot sizes that can lead to different housing opportunities. However, market conditions and supply and demand have the most significant impacts on affordability. With housing prices being so high in western Summit County, Coalville is a relatively affordable place to live. However, spillover has raised the demand for cheaper housing in eastern communities. These factors have driven land and home prices to the point where zoning modifications have less effect on affordability that they may in other locations. The sales price of the lot does not necessarily reduce in direct proportion to a reduction in lot size. The city recently implemented long-term accessory dwelling unit restrictions that may help as an affordable option for rental opportunities.

## Program to Encourage Moderate Income Housing

Housing affordability is an issue that each of the communities of Summit County are dealing with. High median income levels in the Park City area have driven up housing prices in the smaller surrounding cities. Ensuring affordable housing availability must therefore be a county wide effort.

Coalville City has determined that those areas immediately surrounding the Main Street corridor are best suited for smaller lot sizes and has zoned the downtown core area for high density residential uses. Many of these areas are older and have been built out, but the opportunity for redevelopment and remodeling exists. Zoning and development codes should be reviewed to look for barriers that may impede such activities and lead to more housing opportunities.





# Moderate Income Housing Goals, Objectives and Policies

**Goal 1:** “To ensure an adequate supply of safe, accessible, and aesthetically pleasing moderate income housing integrated throughout the city and consistent with the needs of all segments of the population.”

## Objective 1

**“Promote access to quality, safe and sanitary housing that is available and affordable consistent with state standards.”**

**Policy 1** - Encourage a variety of residential densities and housing types to meet the housing needs of the community.

**Policy 2** - Consider reducing, waiving, or deferring fees such as those for development review and platting and building permits/plan review for affordable housing.

**Policy 3** - Encourage mixed-use developments in appropriate locations near commercial centers.

**Policy 4** - Support the revitalization and rehabilitation of substandard residential structures.

**Policy 5** - Encourage and promote the use of private and public funding to provide rehabilitation, home improvement, and maintenance loans and grants.

**Policy 6** - Work jointly with Summit County to identify where residential development capacity exists to accommodate expected growth.

**Policy 7** - The City may periodically review zoning and development standards to identify and remove regulatory barriers that unnecessarily limit residential density or housing variety, including minimum lot sizes, parking requirements, and use restrictions, particularly in areas identified for attainable housing.

## Implementation

- Explore and apply methods such as deed restrictions to ensure that affordable housing will remain affordable to future residents of Coalville City.
- Allow accessory dwelling units as provided for in the Development Code on primary single-family dwelling lots in all residential and commercial zone districts.
- Include an Inclusionary Workforce Housing Program for Major Master Planned Residential Unit Developments that may require or incentivize workforce or employee housing through development agreements, incentives, or alternative compliance options, calibrated to market feasibility and public benefit. in the Development Code that mandates a percentage of all new residential major developments to provide a percentage of employee housing within the development or other areas of the city that meet affordability standards.