Staff Report

Coalville City
Project Coordinator

To:	Coalville City Planning Commission
From:	Don Sargent, City Project Coordinator
Date of Meeting:	June 21, 2021
Re:	Parks, Trails and Open Space - Development Code and Master Plan Update Amendments
Action:	Work Session and Possible Recommendation

Parks, Trails and Open Space – Development Code and Master Plan Amendments

REQUEST

The purpose of this work session is to continue the review and discussion of proposed update amendments to the parks, trails, and open space master plan and development code language.

The item is also scheduled for a possible recommendation to the City Council.

BACKGROUND

At the last meeting on May 17, 2021, the Planning Commission continued the review and discussion of the amendments, conducted a public hearing, and directed Staff to make additional revisions regarding the requirements for trails and sidewalks.

Attachment A includes the draft amendment language showing the requested revisions.
Attachment B includes the revised draft master plan with descriptions of the changes made.
Attachment C includes the updated revised master plan and map legend.
Attachment D includes the proposed trail type classifications.

ANALYSIS

As directed, Staff prepared proposed updated language and master plan amendments for review and consideration by the Planning Commission. The language includes provisions for the timing, applicability and responsibilities required for trails/sidewalks and associated easements. The revised language is shown as redlined in Attachment A.

One of the issues and concerns discussed at the work sessions and public hearing was equity and fairness of property owners/developers contributing to the City trail system. Revised language as discussed at the last meeting has been included in the draft trail provisions.

An alternative or additional possible consideration for developments that are not adjacent to any proposed master plan trail or sidewalk may be a trail easement is provided and a flat fee per lot or ERU is assessed that goes into a trail fund. The fund may take the form of a trail improvement or

impact fee. This fund could then be used by the City to build trails in other appropriate locations where connections are needed. This provision would help to provide equity for all developments sharing the cost of providing trails regardless of the trail classification and location. If this provision is something the Planning Commission is in favor of, it could be included in the recommendation of the amendments to the City Council to work out the details of establishing the funding program.

As discussed in previous meetings, it is important to recognize that the proposed trails shown across private property on the master plan are conceptual and are intended for long-range planning purposes only. The trails will not be required until such time the property is considered for development through the review and approval process. A proposed revision with such language has been added to the amendment language as well as a note on the master plan map.

Parks, Trails and Open Space are part of the development code update amendment effort. The Planning Commission and City Council determined these amendments were important to address and directed staff to research and coordinate the updates for consideration.

RECOMMENDATION

Staff recommends the Planning Commission review and discuss the updated Park, Trails and Open Space language and master plan amendments and based on the discussion, consider recommending approval of the amendments to the City Council.

ATTACHMENT(S)

- **A.** Revised Updated Code Amendment Language
- **B.** Revised Master Plan with Descriptions
- **C.** Revised Updated Master Plan
- **D.** Proposed Trail Classifications

8-4-080: PARKS, TRAILS and OPEN SPACE:~~SIDEWALKS, CURBS, TRAILS, AND PATHS:~~ All required parks, trails/sidewalks and open space are subject to approval of the City consistent with the Coalville City Parks, Trails and Open Space Master Plan and the applicable Coalville City Engineering Standards and Construction Specifications, incorporated herein by reference. All required open space shall be provided by the developer and all required park and trail/sidewalk improvements shall be constructed and paid for by the developer.

Commented [DS1]: This Section 8-4-080 replaces existing Sections 8-4-080 and 8-4-100 of the development code.

A. Parks. All developments including residential subdivisions, master planned developments and commercial or industrial projects require land to be reserved, and improvements Installed for parks and playgrounds or other recreation purposes in locations identified in the Coalville City Parks, Trails, and Open Space Master Plan. Each reservation shall be of suitable size, dimension, topography, and general character, have adequate access, and benefit the development and surrounding residents. The area shall be shown on the subdivision plat or development site plan. The developer shall also be required to install improvements to the recreation areas which directly benefit the development. All improvements shall be built to City specifications.

Payment of a fee to the City in lieu of reserving land and installing improvements may be considered in unique circumstances, as determined by the City, including property location, lack of access or need for parks or other recreational facilities. The fee-in-lieu amount shall be determined from a cost estimate of reserving the required land and installing the associated improvements.

1. Required Park Area. The number of acres to be reserved using level of service standard of five (5) acres per one thousand residents or typically five (5) acres per two hundred fifty (250) dwelling and other units or lots. This calculation equates to eight hundred seventy-one (871) square feet per single family dwelling unit or 3,000 square feet of an equivalent residential unit (ERU) for all other units including but not limited to rental units and commercial or industrial buildings.

2. Dedication of Recreation Areas. The developer shall dedicate all recreation areas and facilities to the City as a condition of final subdivision plat or development site plan approval. If the applicant provides recreational facilities solely for the use of the residents of the development, the facilities shall be privately maintained by the development and not dedicated to the City.

ATTACHMENT A

Draft Development Code Amendment Language and Existing Development Code Provisions

3. Easement Area or Fee-in-Lieu of Provisions. In certain circumstances, such as property location, land characteristics, existing surrounding recreational areas and facilities, or other factors the City determines to be applicable, dedicated easement areas or payment of a fees-in-lieu may be preferable to on-site land reservations for parks and recreational facilities.

4. Minimum Size of Park Areas and Recreational Facilities. In general, land reserved in all subdivisions or other developments for recreation purposes shall have an area of at least one (1) acre. When the proposed area would create less than one acre, the City may require that the recreation area be located at a suitable place on the edge of the development so that additional land may be added at the time adjacent land is developed, in no case shall an area of less than one quarter (1/4) acre be reserved for recreation purposes This smaller amount will be accepted only when it is on the edge of the subdivision or when the City determines that the reduced size will result in a functional and usable recreation site.

5. Recreation Sites. Land reserved for recreation purposes shall be of a character and location suitable for use as a playground, play field, trails or for other recreational purposes, and shall be relatively level and dry; and shall be improved by the developer to the City standards. Such improvements shall be included in the performance guarantee for the development. All land to be reserved for dedication to the City for park and recreational purposes shall be approved by the City Council.

6. Additional Recreational Areas or Open Space Reserved**.** The provisions of this section are minimum standards. None of the paragraphs above shall be construed as prohibiting a developer from reserving land for recreational or open space purposes in addition to the requirements of this section.

B. Trails and Sidewalks. Trails and sidewalks shall promote the expansion of the Coalville City trail and sidewalk network as illustrated on the City Parks, Trails and Open Space Master Plan. All subdivisions, master planned developments and commercial developments shall be designed with trail or sidewalk linkages to the Chalk Creek Corridor, Rails-to-Trail, Historic Main Street trail and sidewalk systems or other areas as applicable. An impact

analysis shall be prepared by the developer addressing existing and future trail and sidewalk needs and opportunities.

1. Required Trails. The Coalville City Trails, Parks and Open Space Master Plan shows the existing and proposed future trails and sidewalks in the city. The future trails and sidewalks shown on the master plan are conceptual and are not required to be constructed until such time the property is considered for development. An easement and construction of the associated trail classification shall be required with all minor and major subdivisions and commercial/industrial developments. Only an easement for the associated trail classification shall be required for a property being considered for a single-family dwelling building permit.If an existing trail or sidewalk is not adjoining a property being considered for development, only the associated easement for the trail classification will be required with the development approval.

1.

2. Location. Trails and sidewalks are to be generally located as shown on the trails master plan and shall provide a link to schools, recreation facilities, Historic Main Street, parks, other development areas and significant natural features, such as Chalk Creek, the Weber River, Echo Reservoir, ridgelines, rock outcroppings, cliffs, densely vegetated areas, and other similar features. In most cases trails separated from the road right of way are preferable. Sidewalks shall be located within the dedicated non-pavement right-of-way of all roads unless an alternate location has been specifically approved by the City. Preferably the sidewalks should be separated from the travel lane by a park strip.

3. Design Standards. Trails shall be related appropriately to topography, require a minimum of site disturbance, permit efficient drainage, and provide safe access. Walking and hiking trails, bike paths, and horse trails shall be provided by the developer consistent with the City Parks, Trails and Open Space Master Plan, the General Plan and the Engineering Standards and Construction Specifications as determined through the project review process.

4. Construction Standards. Trails and sidewalks shall be built to applicable City standards and specifications based on the classification of trail or sidewalk being constructed as identified on the Coalville City Trails, Parks and Open Land Master Plan. Easements for the applicable trail classification shall be dedicated for trails. Trails and sidewalks shall be constructed at the time of road construction, unless the City determines otherwise through the development review process, in which performance security shall be required pursuant to the Code for all trail and sidewalk improvements. Sidewalks shall, at a minimum, be constructed of concrete at least four (4) inches thick, and six (6) inches thick through driveway approaches, and not less than five (5) feet in width.

Commented [DS2]: Need to include each trail classification in the city engineering standards and specifications.

C. Open Land. All Master Planned Developments (MPD), as set-forth in Title 8-6 shall provide and deed restrict open land that is left natural, undeveloped, or unimproved (except recreational areas) for public or private purposes. A base percentage amount of deed restricted open land is required for development within each zone district in accordance with Section 8-6-060:B of the Code.

~~C. 8-4-100: PARKS, PLAYGROUNDS, RECREATION AREAS, AND OTHER PUBLIC USES:~~

Commented [DS3]: This Subsection 8-4-100 is incorporated into Subsection 8-4-080.

~~The Planning Commission in' its review of each development, may require that land be reserved and Improvements Installed for parks and playgrounds or other recreation purposes in locations Identified in the General Plan and Recreation Element or other are where such reservations would be appropriate and would benefit the development and surrounding residents. Each reservation shall be of suitable size, dimension, topography, and general character and have adequate access for the particular purposes envisioned by the Planning Commission. The area shall be shown on the Final Plat. The developer may also be required to install improvements to the recreation areas which directly benefit the development These improvements shall be built to City specifications.~~

~~A. Required Park Area.~~

~~Recreation areas shall be consistent with the Recreation Element unless the applicant desires to construct recreational facilities for the residents of the development. If the applicant is developing an area which contains areas designated for public facilities according to the Recreation Element, the applicant may donate land and construct facilities in place of Impact Fees_ The Planning Commission shall determine the number of acres to be reserved using the adopted level of service standard of the Coalville City impact Fee Ordinance of five (5) acres per one thousand (WOO) residents or typically five (6) acres per two hundred fifty (250) dwelling units or lots. This calculation equates to eight hundred seventy-one (871) square feet per single family dwelling unit. The Planning Commission shall also determine the level of improvements required. All required improvements shall be built to City specifications. The developer shall dedicate all such recreation areas and facilities to the City as a condition of final subdivision plat or development site plan approval. If the applicant chooses to provide recreational facilities to the residents of the development, the applicant may be entitled to a credit against the Parks and Recreation Impact Fee.~~

~~B. Minimum Size of Park and Playground Reservations.~~

~~In general, land reserved for recreation purposes shall have an area of at least one (1) acre. When the proposed area would create less than one acre, the Planning Commission may require that the recreation area be located at a suitable place on the edge of the development so that additional land may be added at the time adjacent land is developed, in no case shall an area of less than one quarter 1(114) acre be reserved for recreation purposes This smaller amount will be accepted only when it is on the edge of the subdivision or when *the* Staff and Planning Commission determine that the reduced size will result in a functional and usable recreation site.~~

~~C. Recreation Sites.~~

~~Land reserved for recreation purposes shall be of a character and location suitable for use as a playground, play field, trail or for other recreation purposes, and shall be relatively level and dry; and shall be improved by the developer to the City standards required by the Planning Commission, which improvements shall be included in the. performance guarantee. All land to be reserved for dedication to the City for pork and recreational purposes shall be approved by the City Council and shown on the Final Plat.~~

~~D. Open Space Created by Clustering Not Included in Calculations,~~

~~Any open space created by clustering Units shall net be Included in the calculator's for impact Fee credits or recreation space required. The provisions of this section are minimum standards. None of the paragraphs above shall be construed as prohibiting a developer from reserving ether land for recreation purposes in addition to the requirements of this section.~~

~~E. Other Public Uses.~~

~~Except when an applicant utilizes a Master Planned Development concept in which land is set aside by the developer as required by this Code. when a tract to be developed includes a school, recreation uses, or other public use the space shall be suitably incorporated by the applicant into the Final Development Plan.~~

~~The Planning Commission shall refer the Finial Development Plan to the public body concerned with acquisition for its consideration and report The Planning Commission may propose alternate areas for such acquisition and shall allow the public body or agency thirty (30) days to reply. The agency's recommendation, if affirmative, shall include a map showing the boundaries and area of the parcel to be acquired and an estimate of the time required to complete the acquisition Upon receipt of an affirmative report, the Planning Commission shall notify the property owner~~

8-4-~~110~~100: PRESERVATION OF NATURAL. FEATURES AND AMENITIES:

8-4.~~120~~110: INFILL AND FLAG LOT DEVELOPMENT IN RESIDENTAL AND COMMERCIAL ZONES:

ATTACHMENT B

Revised Master Plan with Descriptions

Coalville City Municipal Corporation

Parks, Trails, and Open Space Master Plan

DRAFT 06/21/2021

E
N
S
W

Extended trail through new annexation area

Added trail to both sides of Chalk Creek

Added trail connection to Border Station Road

Added sidewalk trail along Border Station Road

Added sidewalk trail along Chalk Creek Road with connection to Border Station Road

Added loop trail

Added loop trail connection

Chalk Creek Rd

Added ridge line trail

Added sidewalk trail

I-80

Main St

Added sidewalk trail in Black Willow

Added trail head label

Added trail to river

Added overpass sidewalk trail

Added Weber River trail

Added trail classification to all proposed trails.

Added note to master plan: **Trails shown across private property are conceptual and are not required until such time the property is considered for development as part of the review and approval process.**

Added Weber River trail

Added new annexation area and proposed private trails

Feet
0 1,000 2,000

Legend

Trails
- Open Space Trails
- Proposed Trails
- Sidewalk Trails

Rails to Trails
- Asphalt
- Gravel

Bike Lanes
- Existing Bike Route
- Future Bike Lane

Parks
- Developed
- Undeveloped

Other
- Cemetery
- Open Space
- Coalville City Limits

JUB ENGINEERS, INC.

GATEWAY MAPPING INC.

December 17, 2009

ATTACHMENT C

Revised Updated Master Plan

DRAFT 06/21/2021

Coalville City Municipal Corporation

Parks, Trails, and Open Space Master Plan

E
N
S
W

Future Class 2

Future Class 2

Future Class 3

Chalk Creek Rd

Future Class 3

Future Class 2

Future Class 2

Future Class I

80

Main St

Rail Trail Trailhead

Future Class 3

NOTE: Trails shown across private property are conceptual and are not required until such time the property is considered for development as part of the city review and approval process.

Wohali Private Loop Trail

Legend

Trails
- Existing Class 1
- Future Class 1
- Future Class 2
- Future Class 3
- Existing Sidewalk Trail
- Future Sidewalk Trail
- Future Private Trail

Rails to Trails
- Asphalt
- Gravel

Bike Lanes
- Existing Bike Route
- Future Bike Lane

Parks
- Developed
- Undeveloped

Other
- Cemetery
- Open Space
- Coalville City Boundary

0 1,000 2,000 Feet

J-U-B ENGINEERS, INC.

THE LANGDON GROUP a J-U-B Company

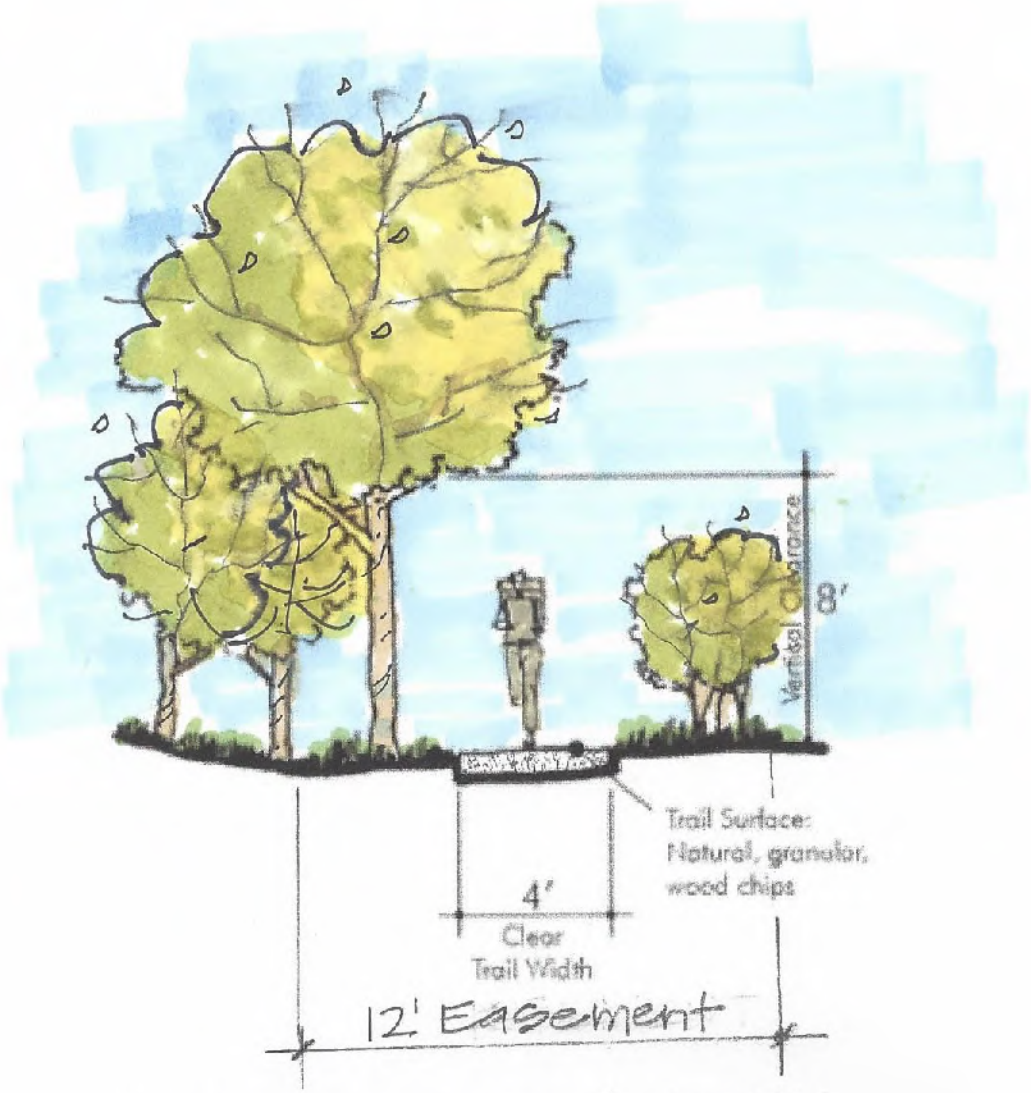
GATEWAY MAPPING INC. a J-U-B Company

OTHER J-U-B COMPANIES

April 15, 2021

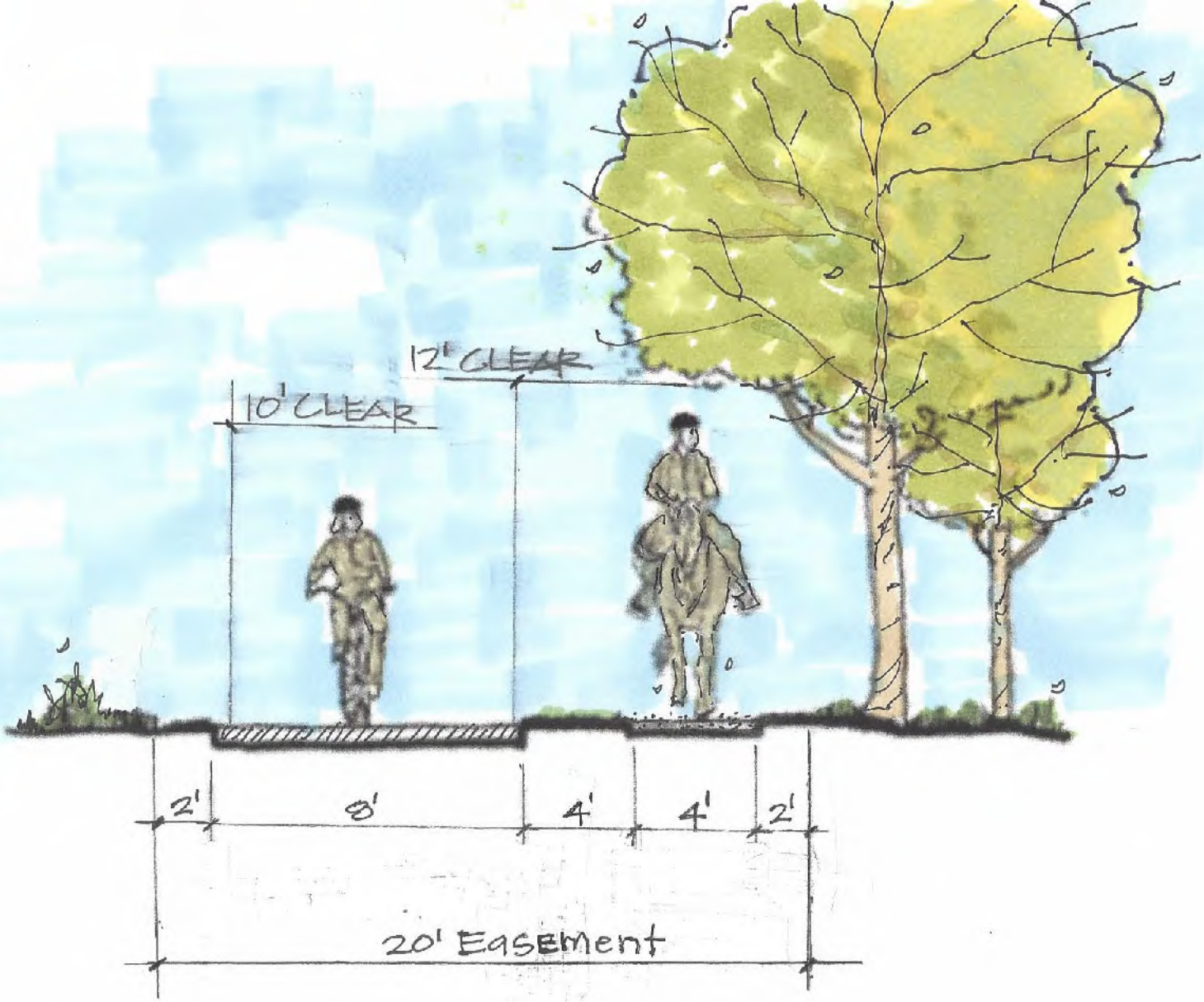
ATTACHMENT D

Proposed Trail Type Classifications



CLASS I - NATURAL TRAIL

CLASS II - IMPROVED TRAIL



CLASS III - MULTI-USE TRAIL