



Staff Report

Coalville City
Project Coordinator

To: Coalville City Planning Commission, Council, and Mayor
From: Don Sargent, City Project Coordinator
Date of Meeting: December 27, 2021
Re: Lazy "J" Rezone and MPD Final Plan
Action: Public Hearing and Possible Action

Lazy "J" Rezone, and MPD Final Plan

REQUEST

Review, discuss, and receive public comment on the Proposed Rezone and MPD Final Plan for the proposed Lazy "J" Boat Storage, Rental, and Repair Facility. The applicant is proposing to rezone the property from Agriculture (AG) to Light Industrial (LI) and develop the land for boat storage, rental, and repair services. *Attachment A* includes the final plan set for the proposed development.

This item is scheduled for a public hearing and possible action.

BACKGROUND

Property Location: The parcel is CT-375, located just west of the rail trail off Center Street. The parcel includes 8.62 acres.

Current Zoning/Applicable Codes: This property is currently located in an Agricultural (AG) Zone. The request is to rezone the property to Light Industrial (LI). Applicable code ordinances include Title 8 Chapter 2 & 4, Title 10, Chapters 3, 8, 9 & 17, and Title 8 Chapters 6 & 7.

Adjacent Parcels:

North – Water Treatment Plant and Wastewater Treatment Plant - Light Industrial Zone
East – Rail Trail – Community Commercial and Historic Overlay Zone
West – Bureau of Reclamation, Wetlands, - Agricultural Zone
South – UDOT, I-80 ramps – Highway Commercial Zone

Planning Commission Recommendation: On October 18, 2021, the Planning Commission conducted a public hearing and recommended (4-1) approval of the Rezone, and MPD Preliminary Plan to the City Council.

City Council Action: On November 8, 2021, the City Council conducted a public hearing and unanimously approved the Rezone and MPD Preliminary Plan with several conditions of approval.

ANALYSIS

City Council Conditions of Approval: Following the public hearing and discussion on the proposed project on November 8, 2021, the City Council approved the Rezone and MPD Preliminary Plan with the following conditions for the applicant to address:

1. Prepare and submit a professional landscape plan to screen and buffer the south and west boundary areas of the property, including landscape materials, fencing or berming.
2. Prepare and submit a traffic analysis/written verification of the city platted Center Street and Rail Trail crossing access to the property.
3. Provide conceptual architectural design drawings for the project buildings in an agricultural scheme similar to the adjacent city sewer plant and existing barn on the property.
4. Prepare a visual analysis/simulation of the proposed development as viewed from 100 South and the I-80 East on-ramp.
5. The landowner shall dedicate a public utility easement to the city, pursuant to city engineering standards and specifications, across the property for the installation of public utility main line.
6. The applicant shall extend and improve Center Street to the property pursuant to city engineering standards and specifications.

The applicant responded to the conditions, updated the plan set for the development and provided the additional information requested.

Attachment A includes the updated final plan set which addresses the required landscape plan and fencing (Condition #1), architectural building design (Condition #3), 3D massing exhibits from three vantage points (Condition #4), and the public sewer main line easement dedication (Condition #5).

A high-level traffic impact analysis, included as *Attachment B* was prepared by a professional traffic engineering firm and submitted for the project (Condition #2). The conclusion of the analysis confirmed that the development would minimally impact the existing service capacity and operations of 50 West Street with no mitigation being necessary to accommodate the project.

Condition 6 will continue to stand going forward with the final review and verification of the construction drawings and execution of the final site plan.

Overall Rezone and MPD Final Plan Information: The proposed property rezone was determined reasonable due to the adjacent LI Zoned property and existing light industrial uses of the city's water and sewer treatment plants. The adjacent properties to the west and south are both government agency controlled (BOR and UDOT) and will likely remain in their existing condition and not be developed. On the east is the Rail Trail which provides a buffer to the neighboring Community Commercial zoned property and associated uses. Most of the properties east of the rail trail and on the west side of 50 West are commercial in nature. Near the south end of the parcel there are several residential homes east of the rail trail.

Proposed primary access to the property is from Center Street. An emergency access is proposed on the existing barn access from the rail trail and 50 West. The Utah State Parks and Recreation Lands controls the Rail Trail and has indicated that the applicant is authorized to cross the Rail Trail via the City's platted street(s).

Development Final Plan

The proposed development includes 74 storage units of various sizes, 55 surface storage spaces, and boat/RV repair garage and equipment rentals. The proposed use supports the recreational demand and amenities afforded by nearby Echo State Park. The business model addresses a potential need that currently is not adequately being met in the community.

Zone Amendment Standards for Decision

A decision to amend the text of the development code or the zoning map is a matter committed to the discretion of the Legislative Body (City Council) and is not controlled by any one standard. According to Section 10-3-080 of the development code, the City Council is to consider 5 factors in making a zone amendment decision. On November 8, 2021, the City Council determined the rezone was consistent with the required factors as supported by the following findings:

1. Is the amendment consistent with the goals, objectives, and policies of the General Plan?

The project is consistent with the relevant portions of the Coalville City General Plan.

Examples include:

Limited impacts to the Community Service needs.

Creates new employment opportunities.

Enhances 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.

Contributes to a mix of land use types, commercial and industrial.

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.

2. Whether the proposed amendment is harmonious with the overall character of existing development in the vicinity of the subject property.

The project is adjacent to the existing City infrastructure services as well as other light industrial uses and to the rear of some residential lots. The project will provide similar types of uses and activities to these adjacent uses and is also preserving the existing barns on the southern portion (the area is closest to the existing residences) of the project to maintain the rural character that is visible as part of the arrival experience to Main Street via Interstate 80.

3. Whether the proposed amendment is consistent with the standards of any applicable overlay zone. *No overlay Zone exists for the project. The project will follow all required zone standards and city ordinances for the rezone request to the Light Industrial Zone.*

4. Will the proposed amendment adversely affect adjacent property; and

No adjacent properties will be adversely impacted. The project will provide landscape buffers, will have all activities internalized to adjacent neighbors and utilizes existing City roadways for access.

5. 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, stormwater drainage systems, water supplies, and wastewater and refuse collection.

The project is located at the edge of Downtown, adjacent to developed areas and services and therefore has access to all public facilities necessary.

MPD Compliance Summary

Attachment C includes the Project Design Narrative prepared by the applicant for the proposed project addressing the design questions required by Section 8-6-060: Q of the MPD provisions.

Attachment D includes each required findings of Section 8-6-080 of the MPD provisions.

Development Code Compliance Summary

The development layout and design are consistent with the intended use of the property including landscaping to help screen and buffer the use from the I-80 ramps, rail trail, and nearby residential uses. Fencing is also proposed around the property for visual break-up screening and security. The NSFD has approved the plan layout for emergency access and fire protection.

The overall development conforms with applicable code requirements for an MPD and Final Site Plan application. Additional project detail will be reviewed and verified for compliance as the project moves forward with the verification of construction drawing details.

Required Review Process

The review and approval process for a rezone and MPD preliminary site plan is a review, public hearing, and recommendation by the Planning Commission on the rezone and preliminary plan. Following a recommendation on the rezone and MPD preliminary site plan to the City Council, a public hearing and approval action is required by the City Council. The applicant then prepares and submits a final site plan with construction drawings for a review and public hearing by both the Planning Commission and City Council for final approval.

Recommendation:

Staff recommends the Planning Commission and City Council review and discuss the proposed Lazy "J" Rezone and MPD final Plan, conduct a public hearing, and consider an approval action on the project subject to the Findings of Fact, Conclusions of Law, and Conditions of Approval included in Attachment D, or as amended by the Planning Commission or City Council. An approval ordinance will be provided at the meeting for consideration.

As an alternative action, the Planning Commission or City Council may provide additional direction to Staff and/or the applicant regarding the proposed Rezone and MPD Final Plan for continued review and consideration at a subsequent meeting.

Attachments:

- A.** Updated Lazy "J" Rezone and MPD Final Plan Set
- B.** Traffic Impact Analysis
- C.** Project Design Narrative
- D.** Draft Findings of Fact, Conclusions of Law, and Conditions of Approval

LAZY J BOAT
RENTAL AND
STORAGE



LAZY J BOAT RENTAL AND STORAGE

DEVELOPMENT DATA

PROJECT AREA	8.60 AC
EXISTING ZONING	AG
PROPOSED USE	74 STORAGE UNITS
PROPOSED SURFACE STORAGE	55 STALLS
PRESERVED AREA	2.69 AC



LAZY J BOAT
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RENTAL AND
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Lazy "J" View Points

Write a description for your map.

Legend

- Escapod Sales & Rentals
- Holiday Hills
- View Point

VP 3

VP 2

VP 1

Escapod Sales & Rentals



VANTAGE POINT 1 - LOOKING NORTH



VANTAGE POINT 2 - LOOKING EAST



VANTAGE POINT 3 - LOOKING SOUTHEAST



Date: November 23, 2021

To: Steve Boyden

From: Calvin Clark, Fehr & Peers
Preston Stinger, Fehr & Peers

Subject: Lazy J Boat Rental High-Level Traffic Analysis

UT21-2326

This memo contains a high-level traffic analysis of the proposed Lazy J Boat Rental site near 50 West and Center Street in Coalville, UT. This analysis includes a segment analysis of the adjacent roadway of 50 West for the existing conditions and the existing plus project conditions scenario.

The purpose of this study is to assess the impacts of the Lazy J Boat Rental on the capacity of 50 West. The project area is presented in Figure 1.



Figure 1: Project Site Area (images courtesy of Google Earth)

Fehr & Peers performed a site visit to observe traffic conditions and count vehicles for a peak hour in the afternoon on Wednesday, November 17, 2021, on the segment of 50 West from Center Street to 100 South. There were 22 northbound vehicles observed and 9 southbound vehicles, for a total two-way volume of 31 vehicles. The capacity (for a Level of Service C threshold) of this roadway is analyzed in Table 1. With a total two-way capacity of 1,090, the roadway currently has an abundance of excess capacity.



Table 1: Peak-Hour Two-Way Segment Analysis of 50 West – Existing

Capacity ¹	Existing Volume	Existing Excess Capacity
1,090	31	1,059

Source: Fehr & Peers.

¹Quality / Level of Service Handbook, FDOT 2020

Project trips were estimated using conservative estimates based on the expected uses of the project, including storage pick-ups/drop-offs, rental pick-ups/drop-offs, repair pick-ups/drop-offs, and employee trips. The number of trips were estimated for the end of a busy day (approximately the PM peak hour) in boating season. For pick-ups/drop-offs, two trips were included to account for visitors arriving to pick-up/drop-off the boat and leaving the site. The expected maximum of end-of-day trips is presented in Table 2, totaling 39 trips.

Table 2: PM Peak Hour Project Trips

Source	Quantity	Trips per	Total Trips
Storage	10	2	20
Rental	3	2	6
Repair	3	2	6
Employees	7	1	7
TOTAL			39

Source: Fehr & Peers.

Fehr & Peers analyzed the roadway capacity for the segment of 50 West between Center Street and 100 South with the existing volumes and the expected maximum end-of-day project trips. To be conservative, all end-of-day trips were considered to occur during the same hour and to travel along 50 West, although neither case is likely to happen as trips would likely be spread throughout several hours and across other roadways. The results are presented in Table 3. With the addition of the project trips, the roadway is expected to have an abundance of excess capacity.

Table 3: Peak-Hour Two-Way Segment Analysis of 50 West – Existing Plus Project

Capacity ¹	Existing Volume	Existing Excess Capacity	Project Trips	Existing Plus Project Volume	Existing Plus Project Excess Capacity
1,090	31	1,059	39	70	1,020

Source: Fehr & Peers.

¹Quality / Level of Service Handbook, FDOT 2020



The analysis presented in this memo indicates that the worst-case impacts of the proposed Lazy J Boat Rental projects would minimally impact the capacity of 50 West. The existing roadway has substantial excess capacity, and with the addition of the project trips in the peak season the roadway would be expected to continue to have substantial excess capacity with no mitigations being necessary to accommodate the project.

Lazy J Boat Rental and Storage Project Design Narrative

NOVEMBER 2021

I. COMMUNITY CONNECTIVITY

- a. The project has direct vehicular access from Center Street which has been used as the historic access to the property.
- b. No new streets are being developed.
- c. No pedestrian or bicycle routes are necessary thru the project.
- d. The development is directly adjacent to the downtown core/Main Street development area with immediate access to walkways serving to access all Main Street Retail, schools and major parks within Coalville. The project is also immediately adjacent to the existing Rail Trail providing tremendous access to the project and region as a whole.

II. Housing Needs

N/A - The project is Commercial/Light Industrial.

III. Character

The architectural design character will be appropriate for the proposed uses and will be scaled to minimize the visual impacts of the project while providing exterior elevations that are visually appealing.

IV. Site Design

The project has been located to preserve existing open space and barns while placing the developed portion of the project adjacent to existing Light Industrial and City service parcels.

V. Complete Street Design

N/A - The project does not contain any new streets as it is located at the current dead-end of Center Street.

VI. Parking Areas

All parking areas provide adequate parking minimums as required by Code as well as area for planned boat and trailer parking needs. The parking lots are placed at the north end of the parcel away from the Cities entry corridor and are designed with required setbacks and proposed landscaping to further mitigate their visual impacts.

VII. Public and Private Outdoor Spaces

As a commercial/Light Industrial use there are no project needs for outdoor/recreational spaces.

VIII. External Storage

The project will establish CC & R's to outline and control trash collection, equipment or vehicle storage, etc. to minimize the visual impacts of external storage and maximize visual access to the open spaces.

IX. Natural Resources

The project is positioned order to provide important open space at the south end of the property to preserve the existing natural drainageway and adjacent vegetation.

Lazy “J” Property Rezone and MPD

The following are proposed findings of fact, conclusions of law and conditions of approval for the Lazy “J” property rezone and MPD applications, with its accompanying petition for zoning map amendment.

Findings of Fact:

1. The Lazy “J” Property, Parcel Number: CT-375, is currently zoned Agriculture (AG) which allows 1 dwelling unit/20 acres as base density in addition to general agricultural uses.
2. The owner of the Lazy “J” Property, Stephen G. Boyden, (“**Applicant**”) duly applied for a property Zone Amendment and Master Planned Development (MPD) on October 4, 2021, for the Lazy “J” Property. The Applicant is also the Developer.
3. The Zone Amendment and preliminary MPD applications were determined complete, with all required information, on October 15, 2021.
4. The Planning Commission reviewed and discussed the proposed Zone Amendment and MPD in work sessions on August 16, 2021 (concept plan application) and October 18, 2021 (preliminary plan application).
5. Following a public hearing on the proposed Zone Amendment and MPD on October 18, 2021, the Planning Commission recommended approval of the Zone Amendment and preliminary MPD to the City Council.
6. The City Council conducted a public hearing on the proposed Zone Amendment and preliminary MPD on November 8, 2021, and approved the rezone and preliminary MPD with several conditions directing the applicant to address in preparation for final Rezone, MPD and Site Plan approval.

Conclusion of Law:

1. The proposed Lazy “J” Development is being processed as an MPD as required by the City Development Code which is intended to produce superior project design through flexible and innovative development provisions that advance the goals of the City’s General Plan.
2. No new zone district or overlay designation is being requested that is not already existing in the development code and on the zoning map of the City.
3. A rezone of property associated with an MPD requires an associated proposed conceptual development plan to be submitted with the application, which the applicant has provided.
4. The Applicant has submitted responses to Staff, Planning Commission and the public comments addressing question and concerns of the proposed MPD, and Title 10-3-080,

Subsection E of the Development Code addressing the Standards for Decision for a zone amendment.

5. The Applicant responses were reviewed by Staff and the Planning Commission and expressed several observations, concerns and questions to the applicant that were addressed in work sessions.
6. The Applicant compared the proposed Lazy “J” Boat Rental, Storage and Repair uses of the project to the existing surrounding uses of the City water and sewer plants, UDOT and BOR undevelopable property along the I-80 Interstate, and storage and vehicle towing facilities which was determined to be consistent.
7. In considering the zoning amendment, the City Council applied and considered the Standards for Decision in Title 10-3-080, Subsection E of the Development Code.
8. As for the MPD request, the City Council considered the following conclusions:

Title 8-6-080: MPD REQUIRED FINDINGS

- A. The master planned development site design integrates well into the natural terrain, minimize excessive site grading, and protects and preserves surrounding natural areas.

The project is placed on very flat, very developable terrain. It is proposed within the north 2/3rds of the parcel, adjacent to the city utility facilities, and is preserving the existing waterway, native vegetation and existing barns located at the southern portion of the site.

- B. The master planned development makes suitable provisions for the protection, preservation, and enhancement of wildlife habitat, watercourses, riparian areas, drainage areas, wooded areas, steep terrain and similar natural features and sensitive lands.

As stated in Item A above, the project preserves the existing waterway and adjacent vegetation. There are no wooded areas, steep terrain, or other sensitive areas within the project area.

- C. The master planned development takes adjacent land uses into consideration and mitigates potential impacts, including but not limited to flooding, erosion, subsidence, sloping of the soil or other dangers and nuisances, through careful site planning. Integration of connectivity with adjacent properties, as applicable, has also been considered and provided.

The project will not create any development impacts on its adjacent neighboring uses by applying construction best management practices. No connectivity opportunities exist with adjacent properties.

- D. The master planned development has direct vehicular access from a public road or suitable private road or driveway access meeting all requirements of the city engineering, development code and fire district standards.

The project has direct vehicular access from Center Street which has been used as the historic access to the property by crossing the Rail Trail to the fields and by access to the barns via the Rail Trail. The proposed plan would eliminate the ingress access to the barns via the Rail Trail with access to the barns coming from the new asphalt drives. Emergency ingress or egress access will be provided at the existing barn access and on or alongside the Rail Trail providing secondary emergency access only. All project elements will meet City and Fire District Design standards and code requirements.

- E. The master planned development has a secondary point of access/emergency access or other mitigation satisfactory to the City Council and fire district.

See Item D above.

- F. All roads/streets within master planned development follow the natural contours of the site wherever possible to minimize the amount of grading and balance cut and fill.

All drives and parking areas as well as all access lanes have been designed to work with the topography as well as to meet all City Standards while minimizing the total amount of cuts and fills.

- G. Existing or proposed utility and public services are adequate to support the proposed master planned development at normal service levels and are designed in a manner to avoid adverse impacts on existing adjacent land uses, public services, and utility resources.

The project is adjacent to existing public utility services that are providing adequate levels of service to existing developments within the area but the project will coordinate with City officials at the final design stages to ensure adequate utility resources are available for the project.

- H. The proposed structures within the master planned development are located on reasonably developable portions of the site as determined by the site analysis and sensitive lands determinations. The open areas within the master planned development are designed so that existing significant vegetation can be maintained to the greatest degree possible.

The project parcel is very flat and is extremely developable. No sensitive lands existing on the site. Although the majority of the property is an agricultural field, an existing waterway does exist at the properties southern portion and this existing waterway and surrounding vegetation will be preserved.

- I. The master planned development includes adequate internal vehicular and pedestrian/equestrian/bicycle circulation in accordance with the City Transportation and Trails Master Plans.

The project provides for good internal vehicular and circulation. No pedestrian circulation is proposed due to the commercial nature of the site though the adjacent Rail Trail does provide pedestrian and trail access to and from the project area.

- J. The master planned development includes adequate and designated areas for snow removal and snow storage.

The project has provided for large areas of open spaces adjacent to the parking areas and access drives in order to accommodate adequate snow storage.

- K. All exterior lighting within the master planned development is downward directed and fully shielded in compliance with the City Outdoor Lighting standards.

The project will provide detailed lighting specifications at the time of site plan or building permit applications with all lighting meeting City Code requirements.

- L. The master planned development, as conditioned, complies with all the requirements of this chapter.

The project is designed to comply with all requirements of the MPD code and overall Coalville City Code and development standards

- M. The master planned development, as conditioned, is consistent with the General Plan.

The project is consistent with the relevant portions of the Coalville City General Plan.

9. The Planning Commission conducted the required public hearings on the proposed Lazy “J” Rezone and MPD on October 10, 2021, and December 13, 2021. The City Council conducted the required public hearings on the proposed Lazy “J” Rezone and MPD on November 8, 2021, and December 13, 2021.
10. The proposed Lazy “J” MPD was determined to comply with the applicable development code standards and the property rezone was determined to be consistent with the existing and approved zone district pattern of the surrounding area.
11. In accordance with Section 8-6-050 of the Development Code, the rezone of the Lazy “J” Property shall revert to the AG zoning district and the MPD shall terminate if the Final Site Plan and Construction Drawings are not executed within three (3) years of the approval of the rezone and MPD.
12. The Lazy “J” MPD, as conditioned below, will satisfy the required findings in Section 8-6-080 of the Development Code with evidence that supports the conclusions for the City to approve a master planned development.

Conditions of Approval:

1. The rezone amendment is subject to the MPD requirements set forth in the development Code and is to be consistent with the overall Lazy “J” MPD Plans on file with the City.
2. The rezone of the Lazy “J” Property will be void and the zoning revert to the AG zoning district if a final site plan and construction drawings for the MPD are not executed by the City Council within three (3) years, and construction of the project has not commenced within five (5) years of the approval of the rezone and MPD.
3. A Development Agreement between the Developer and Coalville City is a condition precedent to the execution of the final site plan and construction drawings of the MPD and the property rezoning. Upon the negotiation and preparation of a proposed Development Agreement by the City staff and consultants and the Developer, the proposed Development Agreement shall be submitted to the City Council for approval by a vote of the City Council. If the City Council does not approve the Development Agreement within Three (3) years from the date of adoption by the City Council of these findings of fact, conclusions of law and conditions of approval, the approval shall be void and the zoning shall revert to the AG zone.
4. The Development Agreement must be executed by the City and the Applicant prior to approval of any building permit for the Lazy “J” Property. The approved executed Development Agreement must be recorded at the office of the Summit County Recorder, run with the land, and bind all present and future owners of the Lazy “J” Property.
5. The Development Agreement shall implement the MPD and reflect the uses and development configuration and intensities allowed by the rezone and shall be executed by the mayor on behalf of the City and an authorized representative of the Developer.
6. The specific land uses and project elements of the MPD shall be set forth in the Development Agreement, including boat rental, repair and storage square footages and any allowed accessory structures or uses.
7. Specific building architectural design standards, setbacks, building height, and perimeter landscaping, fencing and other buffer or visual treatment shall be identified and included within the development agreement and shall be consistent with the MPD approval.
8. The main project entry roadway (Center Street) to its intersection with 50 West shall be improved or constructed to city standards prior to occupancy of any building or use in the project.
9. A Storm Water Drainage Plan for the MPD shall be prepared by the Developer and reviewed and approved by the City Engineer prior to approval of any building permit for the project.
10. The landowner shall dedicate a public utility easement to the city, pursuant to city engineering standards and specifications, across the property for the installation of a public utility main line.