



# Staff Report

Coalville City  
Community Development Director

To: Coalville City Planning Commission  
From: Don Sargent, Community Development Director  
Date of Meeting: December 19, 2022  
Re: Lazy "J" Final Site Plan and Construction Drawings  
Action: Public Hearing and Possible Recommendation  
Note: *Italicized* text reflects new information from prior staff report

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## Lazy "J" Final Site Plan and Construction Drawings

### REQUEST

Review, discuss and conduct a public hearing on the Final Site Plan and Construction Drawings for the Lazy "J" Boat Storage, Rental, and Repair Facility. This item is scheduled for public hearing and possible recommendation.

### BACKGROUND

Property Location: The development parcel is CT-375, located just west of the rail trail off Center Street. *The parcel includes 6.82 acres in accordance with a recent survey of the property. Attachment A* includes an aerial map of the project boundary.

Current Zoning/Applicable Codes: This property was rezoned from the Agricultural (AG) Zone to the Light Industrial (LI) Zone with the Rezone and MPD Plan approval on January 24, 2022, by the City Council. Applicable code ordinances include Title 8 Chapters 2, 4, 6 & 7 and Title 10 Chapters 3, 8, & 17.

Adjacent Parcels:

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

City Council Action: On January 24, 2022, the City Council unanimously approved the Rezone and MPD Plan under Ordinance 2022-2 with Findings of Fact, Conclusions of Law, and Conditions of Approval, included as *Attachment B*.

*On November 21, 2022, the Planning Commission held a work session and discussed the final site plan and construction drawings. Several questions raised by staff and the Planning Commission were addressed by the applicant.*



## ANALYSIS

The construction drawing plan for the development set can be accessed from the following Dropbox link: [https://www.dropbox.com/s/vwew5orenauxh0/Lazy%20J%20CD%20Package\\_10.27.2022.pdf?dl=0](https://www.dropbox.com/s/vwew5orenauxh0/Lazy%20J%20CD%20Package_10.27.2022.pdf?dl=0)

Attachment C includes the project site/landscape plan for quick reference. Staff has reviewed the plan set and determined the drawings are generally consistent with the MPD approval for the development.

*The following items and/or questions were addressed by applicant at the November 21, 2022, Planning Commission Work Session:*

- 1. What type of surface treatment is proposed for the site and where? (asphalt pavement throughout).*
- 2. The city may be interested in installing the 8-inch HPDE line through the site or paying the applicant to install it before asphalt is installed (to be determined).*
- 3. With the proposed fire hydrant location, the next closest fire hydrant is located on 50 West street. It may be difficult for the fire department to engage a fire anywhere on the east side of the property Should the fire hydrant be moved closer to the entrance of the property (Northeast) or another fire hydrant be installed? (fire district confirmed fire hydrant location is acceptable).*

**Overall Rezone and MPD 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.

*Proposed primary access to the property is from Center Street. Condition of Approval 8 requires the main project entry roadway (Center Street) to its intersection with 50 West be improved or constructed to city standards prior to occupancy of any building or use in the project. The access street is classified as a Local Road in development code with 20-24 feet pavement width, 2-foot shoulders and curb and gutter or swale and sidewalks on both sides of road depending on development intensity. Section 8-4-040, Table 3 of the development code is included as Attachment D for reference. Staff is recommending at a minimum the street be improved at 24-foot width with sidewalks on both sides of the access road consistent with other recent development applications. Attachment E includes an aerial map of the existing conditions of the access road.*

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 Plan

The proposed development includes 72 storage units of various sizes, 53 surface storage spaces, and boat/RV repair garage and equipment rentals and sales office. 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. Attachment F includes 3D illustrative architectural building design schematic drawings for the project.



In accordance with Condition of Approval 4 of the MPD, a Development Agreement shall be submitted for the project which will be reviewed by Staff and approved by the City Council prior to any building permit issuance for the development.

#### 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.

#### Required Review Process

The final site plan and construction drawings application process includes a review and public hearing by both the Planning Commission and City Council for a determination of consistency with the property Rezone and MPD Plan approval.

#### **Recommendation:**

Staff recommends the Planning Commission review and discuss the Lazy "J" final Site Plan and Construction Drawings, conduct a public hearing, and consider recommending approval of the project to the City Council with the following conditions:

1. *Submit a development agreement application addressing the project information and criteria listed in the application form.*
2. *Provide construction drawings for the main project entry roadway, Center Street to its intersection with 50 West consistent with the city engineering and construction standards and specifications for a Local Road classification with 24-foot width and sidewalks on both sides of the street.*
3. *The surface treatment for the entry access, parking, and vehicle staging or circulation areas of the site plan shall be asphalt paving.*
4. *Staff shall verify the project construction drawings for compliance with the development code and engineering standards and specifications prior to final site plan approval by the City Council.*

#### **Attachments:**

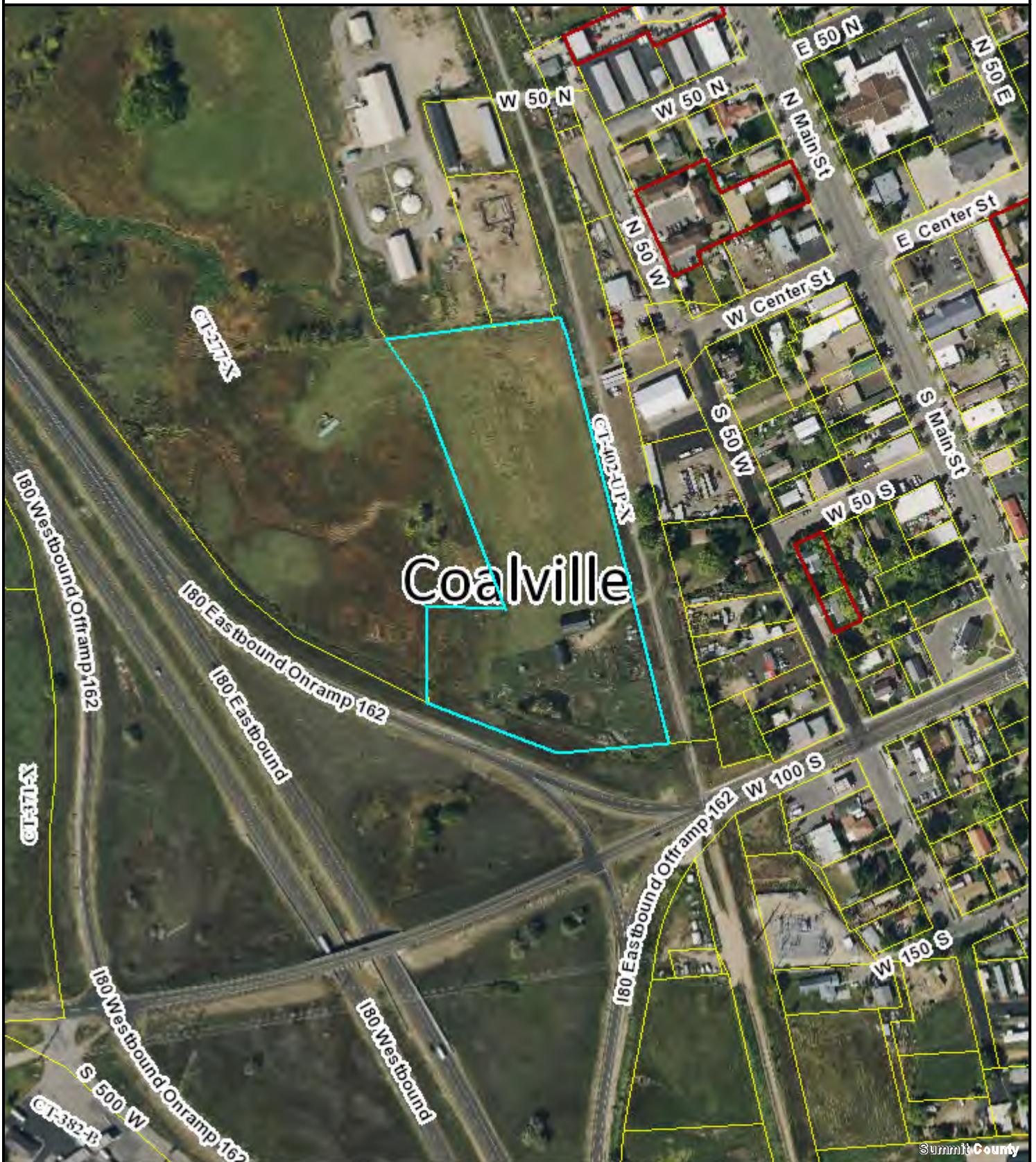
- A.** Aerial Map
- B.** Ordinance 2022-2, Findings of Fact, Conclusions of Law, and Conditions of Approval
- C.** Project Site/Landscape Plan
- D.** Section 8-4-040, Table 3 of the Development Code
- E.** Access Road Existing Conditions
- F.** Illustrative Architectural Building Design Schematic Drawings



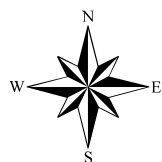
## Aerial Map

Summit County Parcel Viewer Application

Printed on: 11/18/2022



1 in = 376 feet  
Imagery courtesy of Google



This drawing is neither a legally recorded map nor a survey and is not intended to be used as such. The information displayed is a compilation of records, information and data obtained from various sources, including Summit County which is not responsible for its accuracy or timeliness.



**COALVILLE CITY  
ORDINANCE NO. 2022-2**

**LAND USE ORDINANCE FOR LAZY "J" DEVELOPMENT APPLICATION**

**THIS ORDINANCE IS TO TAKE ACTION ON A MASTER PLAN DEVELOPMENT  
FINAL SITE PLAN APPLICATION AND PROPERTY ZONE AMENDMENT FILED BY  
STEPHEN G. BOYDEN.**

BE IT ORDAINED BY COALVILLE CITY THE FOLLOWING:

- I. PURPOSE OF THIS ORDINANCE. The provisions hereinafter contained and enacted are in pursuance of and for the purpose of securing and promoting the public health and general welfare of persons in Coalville City and to take action on a Master Plan Development Application in accordance with Coalville City Ordinances and Utah State laws, including the following:
  - A. Ensure all City ordinances and Utah State Code provisions are complied with in connection with application for Master Plan Development and Property Zone Amendment (the "Application and Amendment");
  - B. Allow for public comment on the Application and Amendment and other relevant matters that are before the City Council for consideration;
  - C. Allow for public comment on all relevant matters and staff analysis that may be deemed appropriate and/or necessary;
- II. ADOPTION OF ORDINANCE CONDITIONED ON APPROVAL AND/OR RATIFICATION OF DEVELOPMENT AGREEMENT. The Application and Amendment are hereby approved but are conditioned on and subject to the approval of findings of fact consistent with the vote of the Council drafted by the City Attorney. Prior to the execution of the final site plan a written development agreement, approved by the City Council and executed by the applicant and Coalville City shall be submitted. A copy of proposed findings are attached hereto. Ratification of the findings of fact require approval at a subsequent meeting of the City Council. Consideration of a development agreement by the City Council will occur at a subsequent meeting where a proposed development agreement, executed by the applicant and recommended by the City staff, is presented to the City Council for a formal vote



III. EFFECTIVE DATE. This Ordinance shall take effect on the 24th day of January 2022.

PASSED, APPROVED AND ADOPTED by the City Council of Coalville City, Utah this 24th day of January 2022.

APPROVED as to form by Coalville City Attorney

\_\_\_\_\_  
Sheldon A Smith

ATTEST: COALVILLE CITY;

\_\_\_\_\_  
City Recorder

\_\_\_\_\_  
Mayor

Councilmember Richins	Voted	Aye_____	Nay_____
Councilmember Rowser	Voted	Aye_____	Nay_____
Councilmember Winters	Voted	Aye_____	Nay_____
Councilmember Willoughby	Voted	Aye_____	Nay_____
Councilmember Geary	Voted	Aye_____	Nay_____



# 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.
7. On December 27, 2021, the Planning Commission conducted a public hearing and determined the conditions imposed by the City Council were addressed by the applicant and recommended approval of the Zone Amendment and final MPD Plan to the City Council with one additional condition.
8. On January 24, 2022, the City Council conducted a public hearing and approved the Zone Amendment and final MPD subject to findings of fact, conclusions of law and conditions of approval (Ordinance No. 2022-1).

## **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*



*thought 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.

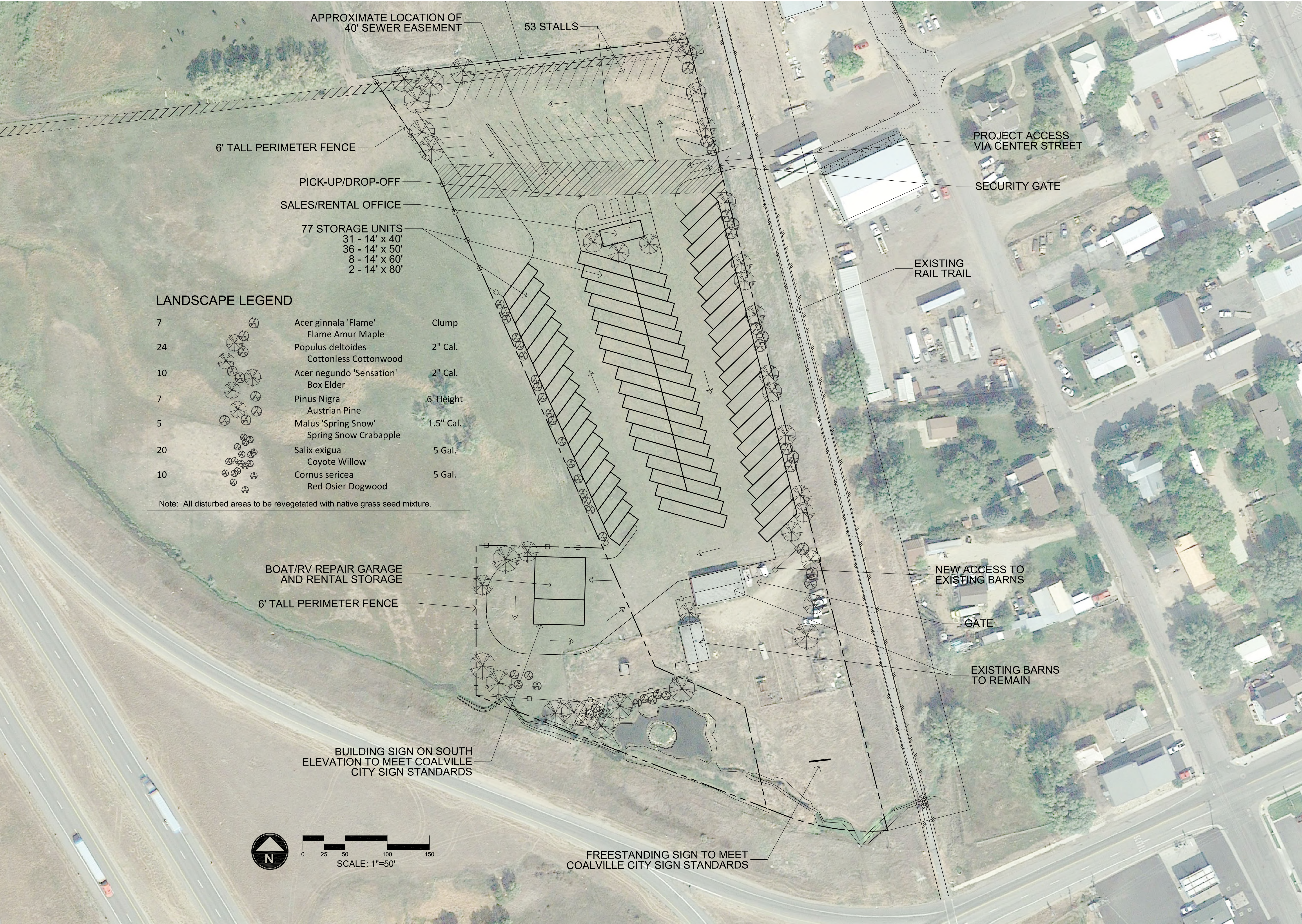
### **Conditions of Approval:**

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.
11. The applicant shall address any applicable Special Provision of Title 10-17-100 of the development code with building permit(s) application(s) for the project.





LAZY J BOAT STORAGE

SITE PLAN APPLICATION

COALVILLE, UT 84017

DATE:	OCTOBER 2022
PROJECT:	000.0000.00
DRAWN BY:	EL
REVIEW BY:	EL
VERSION:	
REVISIONS:	
SHEET TITLE:	LANDSCAPE PLAN
SHEET NUMBER:	L1.2



The minimum width of a road surface that will be considered for public dedication is 24 feet.
The minimum width of a road right of way that will be considered for public dedication shall be 60 feet.
All dimensions noted above represent minimum standards. Required dimensions may be greater depending on specific conditions.

**TABLE 3  
HIGH DENSITY, MULTI-FAMILY RESIDENTIAL AND COMMERCIAL  
DEVELOPMENT ROAD DESIGN STANDARDS**

The City Engineer may require adjustments based on site specific conditions and development characteristics.

	Arterial	Collector	Commercial Street	Residential Street	Local Road	Alley
Function	Traffic movement with limited access for adjacent uses	Traffic movement with limited access for adjacent uses	Access to adjacent high density uses	Access to adjacent moderate to high density uses	Access to adjacent low density uses	Access to adjacent uses; not intended for traffic movement
Rights-of-way	60-100 feet	50-60 feet	65-96 feet	42-60 feet	44-48 feet	12-20 feet
Pavement width	24-50 feet	24-44 feet	20-36 feet	20-28 feet	20-24 feet	12-20 feet
Shoulder width	Per AASHTO	Per AASHTO	Per AASHTO	Per AASHTO	2 feet	Per AASHTO
Drainage	Curb/gutter or open swale or ditch depending on development intensity	Curb/gutter or open swale or ditch depending on development intensity	Curb/gutter	Curb/gutter	Curb/gutter or open swale or ditch depending on development intensity	n/a



Sidewalks (Both sides of road)	Required	Required	Required	Required	Required, depending on development intensity	n/a
Park Strips (5-8 feet wide)	Possibly, depending on development intensity	Possibly, depending on development intensity	Required, both sides of road depending on development intensity	Required, both sides of road depending on development intensity	Possibly, depending on development intensity	n/a
Parking lanes	No	Possibly	Yes	Yes	Possibly	No
Design speed	45 mph	35 mph	25 mph	25 mph	25 mph	15 mph
The minimum width of a road surface that will be considered for public dedication is 24 feet.						
The minimum width of a road right of way that will be considered for public dedication shall be 60 feet.						
All dimensions noted above represent minimum standards. Required dimensions may be greater depending on specific conditions.						
AASHTO = American Association of State and Highway Transportation Officials.						

### G. Driveway Access:

1. All individual driveway access locations shall be designed to function well with existing site conditions and layout of each residential building. Care shall be taken in locating driveways to allow for the least amount of site and vegetation disturbance. Where possible, driveways shall parallel the slope to lessen site impact.
2. The maximum grade of any driveway shall not exceed ten percent (10%), except that twelve percent (12%) grades may be allowed for short distances not to exceed two hundred fifty feet (250') when approved by the North Summit Fire District (NSFD).
3. The minimum width of any driveway shall be twelve feet (12') and shall have a minimum right-of-way width of twenty-four feet (24').



# Lazy "J" Access

Existing Conditions

ATTACHMENT E

Legend













