



Staff Report

Coalville City
Project Coordinator

To: Coalville City Planning Commission
From: Don Sargent, City Project Coordinator
Date of Meeting: April 15, 2019
Re: Wohali Development Rezone/Text Amendment and MPD Application
Review and Discussion
Action: Work Session Only

Rezone/Text Amendment and MPD

REQUEST

The purpose of this work session is to continue the review and discussion of the updated proposed Wohali Development application. This item is scheduled for a work session only (public comment will be taken at a future noticed public hearing). No action on the application is requested at this time. The proposed application includes the following:

1. Property rezone from Agriculture (AG) to the combined zone districts of Residential Agricultural (RA), Low Density Residential (R-1) and High Density Residential (R-4).
2. Development Code Text Amendment for Master Planned Developments (MPD) Title 8, Chapter 6.
3. MPD Concept Plan including residential lots, resort units, support commercial and recreational uses.

BACKGROUND

The applicant has responded to the comment and input provided by the Planning Commission at the last work session held in March. Staff has also reviewed the project application materials in more detail since the last work session and provided comments to the applicant.

The current application is still in conceptual form and will require additional detailed review, evaluation and analysis as the project moves forward in the review process.

ANALYSIS

The proposed submittal package prepared by the applicant and reviewed by the Planning Commission at the last work session included conceptual development plans and supporting documentation. The information was assembled in an online storage file for easy access and viewing. The following Dropbox link includes the initial proposed conceptual development plans, exhibits and documentation of the application:

<https://www.dropbox.com/s/f2zso093nitnlyd/Wohali%20Development%20Exhibits%20to%20Coalville%20030619.pdf?dl=0>

Due to the size of the project site and associated drawing files, the detail information in site plan view is not legible in 8½ x 11 or 11 x 17 formats. The Dropbox link provides zoom-in and zoom-out viewing capability of the submittal drawings which can also be downloaded as a PDF file.

The file includes the following project information as required by the development code for the application submittal:

- Property Annexation Plat
- Proposed Zoning Plan
- Proposed Master Development Plan
- Sensitive Lands Analysis Mapping
- Proposed Roadway Plan
- Proposed Roadway Standards
- North Summit Fire District Letter
- Wildlife and Endangered Species Study
- Standards for Decision Responses
- Preliminary Infrastructure Impact Analysis
- Development Phasing Plan
- Roadway Right-of-Way Use Documentation and Mapping
- Water Supply and Quality Assessment
- Proposed MPD Amendments

The project site is comprised of 1,525 acres and is proposed as a rural golf resort community.

The applicant is proposing a mixed-use development including development areas surrounded by recreational uses (golf courses) trails and open space. A village core is proposed as the focal point of the development offering resort residential uses, commercial support services and community amenities. The total proposed development includes 700 units/lots as follows:

Wohali Lodge Suites (B and B)	101 units
Golf House Suites	20 units
Village MF Cottages	85 units
Village SF Cottages	109 units
Golf Cabin Suites	9 units
<u>Total Resort Village Units</u>	<u>324 units</u>
Wohali Cabins	94 lots
Wohali Estates	277 lots
Wohali Ranches	5 lots
<u>Total Country Lots</u>	<u>376 lots</u>

The total approved density will be determined from an in-depth analysis of the property constraints, appropriate zone district classifications, consideration of proposed MPD amendments, mitigation measures provided, community benefits and amenities offered, and other factors.

Applicant Responses

Attachment A includes the applicant responses to the primary questions, comments and information requests addressed by the Planning Commission and Staff at the March 18th work session.

The responses include supporting Exhibits that can be accessed via the following Dropbox link: <https://www.dropbox.com/s/x2l0ao9rrtrzj15/Wohali%20Exhibits%20to%20Coalville%20City%20040919.pdf?dl=0>

The applicant will be prepared to present and address the responses and associated exhibits in the work session.

Staff Review Responses

Attachment B includes staff review responses regarding the applicant's proposed MPD amendments and Standards for Decision criteria. The attachment also includes staff responses to the applicant's proposed plans and documentation regarding roads, wildlife study, and water and sewer infrastructure.

In addition, the City Attorney has conducted a preliminary review of the Roadway Right-of-Way Use Documentation and Mapping and indicated they are acceptable for a preliminary review. However, he said the City will need to verify the descriptions on the deeds to assure they provide the access that is being represented. The applicant may be required to plat the legal descriptions to show where they are located relative to the project site.

Also, Staff has the following additional follow-up questions and comments:

1. Are roads proposed as private or public roads?
2. The Sensitive Lands Overlay (SLO) Zone applicable to the project development requires the following:
 - a. Visual assessment/photographic simulations
 - b. Fire Protection Report
 - c. Hydrological Report
 - d. Maximum 3 to 1 cut and fill slopes on sensitive lands

Staff will be prepared to present the review analysis and address concerns and questions of the Planning Commission at the work session. As additional information is provided by the applicant on the proposed development, Staff will review and evaluate the applicant's responses in more detail and provide feedback and input to the Planning Commission.

RECOMMENDATION

Staff recommends the Planning Commission review and discuss the project with the applicant and consider the updates as presented by the applicant and the project review responses provided by Staff.

Motion: Depending on the outcome of the project review and discussion, the Planning Commission may either continue the work session to address additional issues or direct Staff to schedule a public hearing.

Staff recommends that the Planning Commission thoroughly understand the baseline impact and mitigation measures associated with the project prior to conducting a public hearing.

Possible motions may include the following language:

- 1. *Based on the complexity of the proposed application and work session discussion before the Planning Commission, I move that the Planning Commission continue the work session to a subsequent meeting to further review and discuss the project.***
- 2. *I move that the Planning Commission direct Staff to schedule a public hearing on the proposed conceptual development plans and supporting documentation for initial public comment and input.***

ATTACHMENTS

- A.** Applicant Responses
- B.** Staff Review Responses

ATTACHMENT A

Applicant Responses



MEMO

Coalville City
Project Coordinator

To: Eric Langvardt, Wohali Development Representative
From: Don Sargent, City Project Coordinator
Date: March 21, 2019
Subject: Wohali Application - March 18, 2019 Planning Commission Work Session

Work Session Summary

Eric,

Thanks to you and the other Wohali Development Team members for attending and participating in the Planning Commission Work Session on March 18, 2019. The discussion appeared to be constructive and helpful in understanding the proposed development application.

The following summary list includes the primary questions, comments and information requests addressed by the Planning Commission and Staff in the work session:

1. Need to provide a Trail Overlay Plan. (See Public Trails Plan Exhibit)
2. Request Lighting Strike Study.
3. MPD Plan to show:
 - a. Building pad designations (See Typical Lot Feature Map Exhibit)
 - b. Open space designations (See Open Space Plan)
4. What are the recommendations to mitigate the impact on the species of concern i.e. sage grouse? (Wohali will continue to work with the environmental specialists throughout project development to document and ensure all species impacts are mitigated)
5. Village Core density detail needs to be provided showing examples of unit types, support commercial uses and other proposed amenities. (See Village Master Plan Exhibits)
6. Provide proposed program of allowed uses and activities available to the local community. (See Village Master Plan - Public Accessibility Plan and Core Amenity Plan)
7. Describe and illustrate the proposed architectural theme(s) that will be integrated into the development complimenting the architecture design, materials and colors of Coalville's history. (Will be developed throughout the approval process & we will address verbally with PC on the 15th)
8. Identify and describe public access opportunities. (See Village Master Plan - Public Accessibility Plan and Core Amenity Plan)
9. Describe and illustrate the proposed resort amenities presented at the meeting including the following: (See Village Master Plan - Core Amenity Plan)
 - a. Café
 - b. Splash Pad
 - c. Bakery
 - d. Hiking
 - e. Biking
 - f. Other amenities
10. How will workforce (employee) housing be provided and/or addressed? (Wohali will explore a variety of workforce housing options on-site thru ADU's and developer constructed facilities)
11. The proposed zone district mapping of the property should include buffer (AG Zone) transitions between the county AG Zoning designations and the proposed higher density zone districts on the property. (See Wohali - Zoning Plan)

Please be prepared to respond to and address each of the items listed above at the next Planning Commission work session. Staff may also have additional questions or information requests as the project application plans and documents are reviewed in more detail.

Please let me know if you have any questions. Thanks.

ATTACHMENT B

Staff Review Responses

WOHALI

ZONING VARIANCE ASKS – MPD LANGUAGE

Limit overall density thru Development Improvements Agreement? **MPD more appropriate for density determinations**

Per current Codes, hotels do not count against density – need to confirm

Hotels do not count against density as overnight stay but not as lock-out units or boarding houses

Zone R-4 Development Standard reductions for:

Minimum Lot Size **1/4 to 1/8 acre or exempt as part of MPD?**

Lot Frontage **exempt for cluster type subdivision of MPD?**

Maximum Height **35 to 45 feet with MPD and NSFD approval?**

Reduced Setbacks **existing front 20 feet, side and rear 12 feet (need discussion)**

Requirement that lots must front a public street **exempt for MPD**

Reduce lot frontages in all other zones to allow for flag lots or lots around cul-de-sacs (40'?) **50 feet?**

Need to verify allowed uses (golf and recreation) and accessory uses will provide for necessary village commercial and hotel/inn uses. (Golf House, Spa, Inn, Restaurants, Village Retail, etc.)

allowed as resort support only as part of MPD?

Needs to include provision for nightly rentals

allowed up to 30-day stay as part of MPD but counts in density (unlike hotel units)

Need allowed uses within Zones (golf in R-1) to have accessory uses allowed in other Zones

(Commercial in R-4 or R-A), accessory uses do not have to be located on same parcel as allowed use

considered as part of MPD

Need to verify recreation uses allowed (skeet shooting, snowmobiling, e.g.)

recreational support uses allowed as part of MPD

Prepare an allowed use exhibit within a small DA like document?

allowed use exhibit would be associated with the MPD approval

ADU's are currently allowed but we want to specify a min. lot size to allow ADU

specified with the MPD approval and/or development CC&R's

Establish Roadway types and locations on Master Plan (nail down details)

include on roadway plan or in supporting documents

Current City Code roadways will work well for us but there are many variations to many.

variations considered with MPD process for innovative design solutions

Verification of accesses and secondary access will be accepted. NSFD has reviewed and provided letter.

access standards of development code will apply with NSFD approval

Any workforce housing provided on site does not count against density?

only if deed restricted workforce housing

Parking

Valet parking may be provided with parking off parcel/site for village/commercial uses. All residential uses will meet City minimums. **identify on parking plan and include as an exhibit to the MPD**

Proposed Zone Standards

Need discussion

ZONE	RA*	R-1*	R-4
Density	1 Per 5 Acres	1 Per Acre	4 Per Acre
Minimum Lot Size	.75 Acres	.50 Acres	N/A
Minimum Lot Frontage	100'	100'	N/A
Main Front Setback	20'	20'	0'
Main Side Setback	12'	12'	0'
Main Side Setback (Street)	20'	20'	0'
Main Rear Setback	12'	12'	0'
Main Maximum Height	35'	35'	45'
Secondary Front Setback	Not Allowed	Not Allowed	Not Allowed
Secondary Side Setback	3'	3'	0'
Secondary Side Setback (Street)	Not Allowed	Not Allowed	Not Allowed
Secondary Rear Setback	3'	3'	0'
Secondary Maximum Height	16'	16'	16'
Maximum Lot Coverage	40%	40%	N/A
Driveway Setback			
Parking Required	2 Off Street	2 Off Street	Per Use

* RA and R-1 Standards match current existing Coalville City Standards

Standards for Decision – Wohali Responses:

1. [Is the amendment consistent with the goals, objectives and policies of the General Plan.](#)

Community Vision Statement

“To be a beautiful, rural community based on its history of agriculture, open space and recreation that includes high quality amenities and opportunities while remaining a family oriented, clean and friendly community that is a great place to live, work, and visit.”

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 rural, small town character of the City.

Wohali is planned [to mimic existing rural development patterns](#) within and surrounding Coalville with roadways that follow the existing terrain accessing a mix of smaller village lots and ½ acre to 15-acre estate and ranch lots with a majority of the project preserved in open space.

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

The project location west of Main Street preserves the existing rural, small town character by [locating development behind existing terrain and located away from any visual impacts](#) to the existing City development. [demonstrate with visual analysis](#)

Policy 3 - Land development should be organized in clustered patterns and not sprawled over the countryside.

Wohali has clustered all development preserving large tracts of open space throughout the property and abutting adjacent properties.

Objective 2 - Maintain agriculture, open space and recreation opportunities.

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

Wohali proposes the community within property that is not considered high value agricultural lands and provides substantial tax benefits to the City without diminishing its long term agricultural opportunities within those high value agricultural lands surrounding Main Street .

Policy 2 - New development should have minimize visual effects on viewsheds, hillsides and riparian areas.

The proposed development has carefully considered the placement of all development to preserve the critical hillsides and riparian areas within the project maintaining these in open space and creating opportunities for recreational uses where appropriate. [The proposed development is also not within any viewshed visible from primary vantage points within the City.](#)

[demonstrate with visual analysis](#)

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

Wohali will provide golf access for Coalville City residents and their guests adding a recreational use to the existing alternatives for recreation while also creating tax dollars that can be used to further new and existing recreational opportunities within the community.

provide trail plan with public use opportunities

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.

As mentioned above, Wohali will be providing recreation opportunities for citizens of Coalville while also creating tax dollars to fund new and existing uses. Large portions of the project are also planned to remain open allowing for possible future community trails to and thru the project should the opportunity present itself in the future as part of a larger Community trail plan.

Policy 3 – Developments impacts on community services and the mitigation thereof should be a major consideration of the development approval process.

Wohali is proposed as a rural golf community similar to other projects within Summit and Wasatch Counties such as Victory Ranch, Glenwild and Promontory. And as seen with these types of projects, the majority (85-90%) of the homes will be second homes and will therefore pay a larger percentage of taxes vs. their impacts to community services. And of those homes that are primary residences, history has proven that very few of those will be homes that generate school children based on typical buyer profiles.

The project is also designed to provide resort related commercial services only, therefore new residents will be brought to the community adding to the commercial viability of those existing and new commercial uses on Main Street.

Policy 4 – Pursue funding sources to enhance existing amenities.

Wohali will create tax dollars that can be used to further new and existing amenities within the community.

Policy 5 - Review the economic development plan that will encourage new employment opportunities within the community.

As seen with similar resort communities in the region, Wohali will create substantial new and diverse employment opportunities within Coalville ranging from food and beverage service, resort staffing, real estate professionals, construction services, etc.

Policy 6 - Work with existing businesses to enhance economic sustainability and growth opportunities.

define and list proposed resort related commercial services

As mentioned above, the project is designed to provide resort related commercial services only, therefore new residents will be brought to the community adding to the commercial viability of those existing and new commercial uses on Main Street while also creating new employment opportunities necessary to create and serve the development.

Goal #3 - Remaining a family oriented, clean and friendly community.

Objective 1 - Remaining a family oriented, clean and friendly community

Policy 1 - Provide recreational opportunities that would be of interest to the full range of age groups.

Policy 2 - Create civic service opportunities to businesses and residents.

Policy 3 - High priority should continue to be given to public safety services such as police and fire protection.

Policy 4 - Coordination with North Summit School District to maintain and improve educational opportunities to residents.

Wohali is designed to be a family oriented community bringing together multiple generations to gather and recreate within the community and region as a whole. As a primarily second home community, the project will generate fiscal opportunities to address and enhance all 4 policies above from enhancements to recreation, civic services, public safety and improved and additional educational opportunities.

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

Currently the existing development in the vicinity of the subject property consists of primarily dry farmed land with sporadic residential homesteads. Wohali will complement the existing development patterns within Coalville and the surrounding community by creating a resort village core surrounded by organic rural roadways and estates and very carefully planned open spaces and open space buffers. The village core will follow traditional development patterns seen throughout the rural western United States in small farm towns and rural villages clustered throughout the west and similar to many small villages in Europe. The Wohali architecture will also follow very traditional forms, building massing and materials found in these rural communities as well as throughout historic Coalville. **provide examples of similar rural development patterns and elaborate with more detail of proposed form, massing and materials**

3. Whether the proposed amendment is consistent with the standards of any applicable overlay zone.

Wohali is consistent with the Purpose and Objectives of the proposed Master Planned Development (MPD) Overlay zone. Wohali provides a unique, innovative mixed-use land plan clustering development and preserving large, untouched areas of open space providing permanent and common open spaces for active and passive recreational purposes. This

clustering of the development also provides for the most efficient use of required public facilities.

Wohali is proposed to embrace and enhance the existing small-town character through careful village scale architecture, clustered yet organized development patterns and large areas of preserved open spaces similar to existing Coalville City character. The physical location of the project keeps the visual impacts of the development to a minimum from vantage points within existing Coalville City boundaries, tucking the project into the landscape. demonstrate with visual analysis

4. Will the proposed amendment adversely affect adjacent property?

The Wohali development proposal will not adversely affect adjacent properties. Resort and second home golf and lifestyle master plans typically increase the value of those surrounding properties due to the quality of the project and the nature of the improvements adjacent to these surrounding properties. Additionally, properties to the east and west of Wohali are buffered by substantial open spaces preserved within the project as well as by natural landforms providing physical barriers. The village core is proposed near the center of the property with the smaller village lots and village uses concentrated here and larger, less dense estate and ranch lots surrounding this core. Large open space buffers and meandering development patterns border the adjacent properties to the north and south of Wohali. All vehicular access to this primarily second home community will be from the north via the existing County roadway or thru an alternative access via a rural connector via the Thomas Rees properties (This access has been agreed to with Thomas Rees) minimizing traffic impacts. Only emergency/seasonal access will be provided thru any properties to the south.

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 waste water and refuse collection.

As proposed, the Wohali development will utilize existing Coalville City sewer and water services/capacity and will provide a much needed source of revenue to the City for such services utilizing existing utility infrastructure with the Wohali development paying for all infrastructure required to extend to the project. All necessary roadway improvements will be constructed and paid for by Wohali with all roadways meeting Coalville City Standards and as approved thru the MPD process. As a primarily second home community, the City will benefit from the increased tax base generated by second homes as well as from the commercial tax base generated by the resort/commercial uses within the project. The project will provide excess funds for such public services as parks and recreation, police and fire protection and schools far beyond those public impacts generated by the project. Refuse collection will be contracted for the project.

Review Comments from the City Engineer, Public Works Director and Planner

Note: Page numbers refer to the Wohali Development Proposed Plan and Supporting Documentation Packet. Link:

<https://www.dropbox.com/s/f2zso093nitnlyd/Wohali%20Development%20Exhibits%20to%20Coalville%20030619.pdf?dl=0>

Pg. 8: Roadway Plan

Comment: The existing Icy Springs Road is a county maintained and operated road. The county should provide input as to ability to handle additional traffic and identify what needs if any exist on section of road.

Pg. 9: Roadway Standards

Comment: Note 1 indicates the cul-de-sac length is to be determined by the north summit fire district. The letter provided by the fire district does not address cul-de-sacs. As more detail on roadway design is available this will need to be addressed. Current Coalville city standards provide for a maximum of 750-foot distance on cul-de-sac design. It appears that some of the proposed cul-de-sacs will exceed this and a deviation to the standard will be needed.

Once a geo-technical report is completed and available, we will need to review this for the recommended pavement design.

Pg. 17: Bio-west Wildlife Study pg. 5:

Question: Has Wohali provided a table that compares existing forest and shrubland acreage to proposed remaining forest and shrubland acreage to put this into context (and to demonstrate that they are in fact preserving undeveloped forest land and shrubland and therefore species habitat)?

Question: What mitigations does Wohali propose to minimize impacts to stream channels and riparian corridors and thereby limiting impacts to sensitive wildlife species?

Comment: Recommend including a statement about best management practices (BMPs) that would be implemented that effectively minimize these impacts.

Pg. 41: Water Infrastructure

Comment: Due to the varying pressure zones please identify proposed location for pressure reducing valves.

Pg. 42: Water Infrastructure

Comment: Coalville city will require the following for storage calculations.

Equalization = 400 gallons per ERC

Fire Suppression = 2,000 gpm for two hours

Emergency Storage = 2 times the peak day

Pg. 42: Water Demand

Comment: The proposed 335 gallons per minute (gpm) peak day demand at completion of phase 4 will push current Coalville City's water source peak day demand beyond capacity. Additional source will be needed and has been address by the applicant. The report presented by Loughlin Water associates presents solutions to accommodate a peak demand of 194 gpm. Coalville existing system may need to provide the remaining demand at buildout depending on actual yield of the proposed wells.

With current water system upgrades there is capacity to serve the peak day demand through phase 2 depending on growth in other areas of the city. All the water sources will need to be developed and a schedule as to when that occurs should be approved.

Pg. 43 Sewer Infrastructure

The city is currently working on plans for sewer upgrades to allow additional capacity at the lift station near icy springs bridge. As the design of the system becomes more detailed the developer will have need to improve the existing lift station as well as install the two proposed lift stations.

Pg. 43 Sewer Demand

Comment: The proposed development will exceed the current capacity of the treatment plant as phase 2 approaches completion depending on other growth in the community. Additional treatment trains will be required to accommodate phases 3 & 4.

The proposed sewer flows seem conservative in nature and could be refined.