



Staff Report

Coalville City
Project Coordinator

To: Coalville City Mayor and Council
From: Don Sargent, City Project Coordinator
Date of Meeting: August 12, 2019
Re: Wohali Property Rezone and Conceptual Master Plan
Action: Update, Review and Discussion

Wohali Property Rezone and MPD Application Update

REQUEST

The purpose of this meeting is to update the Mayor and City Council on the Conceptual Wohali Property Rezone and associated Development Master Plan. The applicant will be prepared to present an overview of the proposed conceptual master plan and property rezoning at the meeting.

It is important to note that the property rezoning cannot take effect until the development master plan (MPD) receives an approval with a development agreement and phase I of the master plan receives final plat/site plan approval and is recorded.

The current development 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. MPD conceptual master plan including residential lots, resort units, support commercial and recreational uses.

BACKGROUND

Project Description

The project site is comprised of 1,525 acres and is proposed as a rural golf resort community. The development master plan includes a core resort village, custom cabins, cottages, and estate lots surrounded by dedicated open space and community amenities. The total proposed number of units of all types is 700 as described below in the Master Plan Development analysis.

Project Review Status

Following several work sessions before the Planning Commission, a public hearing was conducted on July 15th to receive initial public comment and input on the proposed MPD conceptual plans and property rezoning.

At a special meeting held on July 29th The Planning Commission determined the conceptual master plans were complete and authorized the applicant to prepare and submit a preliminary plan application for the proposed development.

In addition, the Planning Commission recommended that the City Council receive an update on the proposed development and review the proposed rezoning of the property in consideration of the conceptual master plan.

The applicant has prepared the following information as required by the development code for the conceptual master plan and rezone application submittal:

- Property Annexation Plat
- Proposed Zoning Plan
- Proposed Master Development Plan
- Sensitive Lands Analysis
- Proposed Roadway Plan and Standards
- North Summit Fire District Review 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
- Responses to Staff and Planning Commission Questions and Concerns
- Public Trails and Open Space Plan
- Typical Lot Feature Map
- Proposed Village Master Plan
- Preliminary Traffic Study
- Visual Impact Analysis

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

ANALYSIS

Planning Commission Public Hearing Comment and Input

The public comment and input received by the Planning Commission at the public hearing on July 15th included the following issues:

1. *The proposed project hasn't changed since the initial 2018 application.*
2. *Golf course water usage and contamination to the water shed?*
3. *Density too high.*
4. *Coalville City vs. Wohali Development appears to be Coalville 1 and Coalville 2.*
5. *Wildlife impacts.*
6. *Second access concerns and questions on the proposed Coal Hollow route.*
7. *Water demand and availability? (this item was the most repeated concern)*
8. *Property value impact of other properties in the City.*
9. *Demand on City Staff and associated costs to the City.*
10. *Conscientious developer that will ensure a positive project result. (this comment was favorable to the application)*
11. *Will the existing county road through the property remain open to the public?*

12. *Impact on the Icy Springs Bridge over the Weber River.*
13. *Need more benefit package for community integration.*
14. *City agreements regarding the development assurances will be important.*

Attachment A includes responses from the applicant for each of the comments expressed by the public at the hearing. The applicant addressed each of the items listed above at the Planning Commission special meeting.

The Planning Commission determined that the applicant responses were satisfactory in addressing the public comment at the conceptual stage of the development application. Therefore, the Planning Commission authorized the application to proceed forward in the project review process with the filing of a preliminary plan application for the proposed development.

Project Review Process and Procedures

The required project review process and procedures per Sections 8-5-010, 080, 090 and Sections 10-3-050, 080 of the Coalville City Development Code that apply to the proposed Wohali Master Planned Development (MPD) are as follows:

1. *Concept Plan Application* (current stage of the Wohali Development review)
 - a. Requires conceptual project information necessary to understand the proposed development and associated possible impacts.
 - b. A public hearing is not required but may be held at the discretion of the Planning Commission (a public hearing was conducted by the Planning Commission on July 15, 2019).
2. *Preliminary Development Plan Application* (applicant authorized to proceed with this step by the Planning Commission on July 29th)
 - a. Requires detailed project information and analysis necessary to evaluate the impact of the proposed development and determine applicable mitigation measures for compliance with the development code and consistency with the general plan.
 - b. Requires preliminary development improvement agreements, project phasing schedules, covenants, conditions and restrictions, and any associated plat(s) for Phase I of the development.
 - c. A public hearing is required with both the planning commission and city council prior to an action being taken.
3. *Final Development Plan Application*
 - a. Requires final development improvement agreements, project phasing schedules, certificate of survey, owners' certificate of dedication, covenants, conditions and restrictions, and associated recordation of applicable plat(s) for Phase I of the development.
 - b. A public hearing is required with both the planning commission and city council prior to an action being taken.

The required process and procedures per Section 10-3-080 of the Coalville City Development Code that apply to the proposed Rezoning of the Wohali property are as follows:

1. *Zoning Map and Text Amendment Application* (current stage of the Wohali property rezone review)

- a. Requires review and consideration of Standards for Decision as outlined below in the Zoning Plan Analysis.
- c. A public hearing is required with both the planning commission and city council prior to an action being taken (a public hearing was conducted by the planning commission on July 15, 2019).
- d. A rezone of property requires an associated proposed development plan to be submitted with the application. The rezone cannot take effect until the overall development plan receives approval and a final plat/site plan for the initial phase of the development is recorded.

Project Information Submittals

The conceptual plan and rezone submittal package prepared by the applicant and reviewed by the Staff and Planning Commission at the work sessions and public hearing included on-going updated conceptual development plans and supporting documentation to address the requirements of the development code.

The complete list of the project information files for the application can be accessed from the following Dropbox link: <https://www.dropbox.com/sh/iws3u6tci0r8vb7/AACDHDIfk01I-f6nzcwa7Kg9a?dl=0>

The information includes the following files:

- Annexation Plat
- Fire Access Letter
- Master Planning Exhibits
 - Sensitive Lands Analysis
 - Zoning Plan
 - Roadway Plan
 - Roadway Standards
 - Mater Plan
 - Public Trails Plan
 - Open Space Plan
 - Lot Features Map
 - Village Master Plan
 - Public Accessibility Plan
 - Core Amenity Plan
 - Residential Typology
 - Rural Development Patterns
 - Visual Analysis
- Meeting Summaries and Work Session Responses
- Preliminary Infrastructure Impact Analysis
 - Phasing Plan
 - Water System Schematic
 - Sewer System Schematic
- Roadway Right-of Use Documentation
- Traffic Impact Analysis Memo

- Water Supply and Quality Assessment
- Wildlife Impact Study

Zoning Plan Analysis

As shown on proposed Zoning Plan, the applicant is proposing a rezone of the property which appears to be generally consistent with the existing zone district pattern of the Red Rock (Cummings) property in south end of the City. No new zone district or overlay designation is being requested. The zone districts include the following:

- Agricultural (AG) Zone (existing) (1 lot per 20 acres). Proposed 300 acres.
- Residential Agriculture (RA) Zone (1 lot per 5 acres). Proposed 665 acres.
- Low Density Residential (R-1) Zone (1 lot/unit per acre). Proposed 498 acres.
- High Density Residential (R-4) Zone (4 lots/units per acre). Proposed 62 acres.

The applicant compared the proposed core density units per acre of the project to existing core density zoning within the City. The existing AG zone designation of the property would allow 76 lots to be developed on the property.

Standards for Decision

Title 10-3-080 of the Development Code sets forth procedures for amending the zoning map or text provisions of the code. Subsection E describes the Standards for Decision in consideration of any proposed amendment.

The applicant has responded to each of the following factors stated in the Standard for Decision:

1. Consistency of the proposed amendment with the General Plan goals, objectives and policies.
2. Compatibility of the proposed amendments with the overall character of existing development and surrounding property.
3. Consistency of the proposed amendment with the standards of any applicable overlay zone.
4. Impact of the proposed amendments on adjacent properties.
5. Adequacy of facilities and services to serve the proposed development.

Staff has reviewed the applicant responses and expressed several observations, concerns and questions which were addressed at the work sessions.

As additional information is provided by the applicant on the proposed development, Staff will need to review and evaluate the proposed zone amendment in more detail and provide feedback and input to the Planning Commission and City Council.

A rezone of property requires an associated proposed development plan to be submitted with the application. The rezone cannot take effect until the overall development master plan receives approval and a final plat/site plan for the initial phase of the development is recorded.

Master Development Plan Analysis

Master Planned Development (MPD) Provisions

The applicant is requesting considerations of the Master Planned Development (MPD) provisions in Title 8 Chapter 6 of the Development Code. The considerations are being requested to address the proposed village core design program including the following:

- Reductions in lot size, frontage, height and setbacks.
- Provisions for commercial support and accessory uses.
- Provisions for nightly rentals.
- Clarification on density calculations, allowed uses, parking standards and other MPD considerations.
- Parking requirements and standards.
- Applicability for implementing a Development Improvement Agreement (DIA) or other agreements.

The City is currently in the process of updating the development code, including the MPD provisions. Staff will review and evaluate the new MPD provisions for applicability to the proposed development and make a recommendation to the Planning Commission as the project moves forward in the review process.

The applicant is proposing a mixed-use rural golf resort development on a 1,525-acre site 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 the following:

<u>Residential Density</u>	
Village Multi-Family Cottages	85 units
Village Single Family Cottages	109 units
Wohali Cabins	94 units
Wohali Estates	277 units
Wohali Ranches	5 units
<u>Total Residential Units</u>	570 Units
<u>Nightly Rentals (Commercial)</u>	
Wohali Lodge Suites (B and B)	101 units
Golf House Suites	20 units
Golf Cabin Suites	9 units
<u>Total Nightly Rental Units (Commercial)</u>	130 Units

Staff and the Planning Commission will continue to review and evaluate the details of the development master plan for compliance with the development code and other City ordinances and regulations as the project moves forward in the review process.

The total approved density will be determined from an in-depth analysis of the property constraints, appropriate zone district classifications, application of MPD provisions, mitigation measures provided, community benefits and amenities offered, impact on water resources, sewer capacity, roads and other infrastructure.

Sensitive Lands Analysis

The project site includes sensitive lands as defined in Chapter 22 of the Development Code, Section 10-22-030. The applicant has provided the required information and mapping addressing the sensitive lands criteria.

The development will be required to comply with the sensitive land regulations identified in Section 10-22-070 of the Code which may be a determining factor on the total number of lots or units allowed.

The proposed conceptual layout appears to be respectful of sensitive lands. However, a thorough analysis of impact will be conducted as the project moves forward in the preliminary plan review process with the required detailed information.

Roadway Access Analysis

The applicant has provided a Roadway Access Plan showing the access to the property via two points of access from Icy Springs Road. A main collector road through the former gravel pit area is being proposed as the primary access to the property. The existing Icy Springs Road is proposed as the secondary access. Emergency access roads are also proposed from the upper end of the property down to West Hoytsville Road as shown on the Roadway Plan.

The North Summit Fire District has provided a letter indicating the proposed roadway plan includes adequate provisions for emergency access and provides a primary and secondary means of ingress and egress.

The roadway cross-sections proposed by the applicant have been reviewed by the City Engineer for compliance with the Development Code and Engineering Standards and Construction Specification of the City. The proposed roadway standards appear to comply at this conceptual stage of the project review.

The applicant has also provided Roadway Right of Use Documentation that has been reviewed by the City Attorney for initial verification.

Infrastructure Impact Analysis

An Infrastructure Impact Analysis has been conducted and prepared by the applicant describing the proposed water and sewer improvements and associated demand estimates for the development. A phasing plan for the development and associated infrastructure is also included in the submittal information files.

The City Engineer and Public Works Director have conducted an initial review and evaluation of the proposed infrastructure plan in accordance with the Development Code and Engineering Standards and Construction Specifications of the City.

A Development Improvement Agreement (DIA) will be required for the project to assure the proposed infrastructure, including any water, sewer, road or other infrastructure extensions, will be constructed to city standards and at the cost of the developer for the development proportionate share of impact to the city systems.

Water Supply and Quality Assessment

The applicant submitted a water supply and quality assessment for the proposed development addressing the culinary and secondary water demand. Water quality findings and recommendations are also included in the assessment addressing drinking water source protection (DWSP).

The City Engineer and Public Works Director have conducted an initial review and evaluation of the water supply and quality assessment in accordance with the Development Code, Engineering Standards and Construction Specifications, and other applicable ordinances of the City. Additional review will be required as more detailed

information is provided by the developer regarding systems capacities, proposed new source development and impact on the existing systems of the city.

A Development Improvement Agreement (DIA) will be required for the project to assure the proposed water infrastructure and demand will be phased so as not to impact the existing service capacities in the system and be at the cost of the developer for the proportionate share of impact to the city systems.

Public Benefit Opportunities and Provisions

The applicant is proposing public access and benefit opportunities and provisions within the proposed development as indicated in the Village Master Plan - Public Accessibility Plan included in the project file information in the Dropbox link.

Staff and the Planning Commission have addressed public benefits with the applicant at the work sessions for clarification and the public accessibility plan was prepared to identify the opportunities and provisions for public access to the property amenities.

According to the applicant, the public access roadway into the Wohali Village area is proposed as a welcome center, not a gate, and will provide general public access to the project. The North Summit Golf Team will have access to the Wohali Golf Courses as their home course. A Public Trails Master Plan is also included in the project files comprising approximately 7 miles of proposed public trails.

The public accessibility plan includes public parking, short course golfing, cross-country and snow shoeing trails, public access and participation in village plaza festivals, splash pad area, art and farmers markets, fire pits, benches, water features, amphitheater lawn and pathways.

The development master plan findings and conditions and Development Improvement Agreement (DIA) will be required for the project to assure the proposed public access opportunities and provisions will be provided by the developer as represented.

RECOMMENDATION

Staff recommends the City Council consider the information presented by Staff, Planning Commission and the Applicant and provide any input and direction as the project moves forward in the Preliminary Plan Application review process.

The information requirements of the preliminary plan application will provide additional detail for determining compliance of the proposed project with development code standards.

The recommendation of the Planning Commission to the City Council regarding the Property Rezoning associated with the Conceptual Development Master Plan included the following findings of fact, conclusions of law, and conditions of approval:

Findings of Fact:

1. The applicant duly applied for a property zone amendment on November 1, 2018.
2. The zone amendment application was determined complete, with all required information, on March 18, 2019.
3. The Planning Commission reviewed and discussed the proposed zone amendment in work sessions on March 18, 2019, April 15, 2019 and May 20, 2019.
4. The Planning Commission conducted the required public hearing on the proposed zone amendment on July 15, 2019.

Conclusion of Law:

1. The applicant submitted responses to Title 10-3-080, Subsection E of the Development Code addressing the Standards for Decision for a zone amendment.
2. The Standards for Decision were reviewed by Staff and the Planning Commission and expressed several observations, concerns and questions to the applicant which were addressed in the work sessions.
3. The proposed rezone of the property appears to be generally consistent with the existing zone district pattern of the Red Rock (Cummings) property in south end of the City.
4. The applicant compared the consistency of the proposed Wohali core density units per acre of the project to existing core density zoning units per acre within the City.
5. No new zone district or overlay designation is being requested that is not already existing in the development code and zoning map of the City.
6. A rezone of property requires an associated proposed conceptual development plan to be submitted with the application, which the applicant has provided.
7. The rezone of the property cannot take effect until the development plan receives final approval and a plat is recorded.

Conditions of Approval:

1. The rezone amendment is subject to the current conceptual development plan on file with the City.
2. The rezone of the property will not take effect until a final development plan is approved by the City Council and a plat is recorded.
3. In the event a final development plan is not approved, the proposed zone amendment shall be void.
4. Staff shall continue to review and evaluate the proposed zone amendment in more detail through the preliminary and final review process and provide feedback and input to the Planning Commission and City Council.

The Planning Commission recommendation to the City Council for an update on the proposed property rezone was intended to provide the Mayor and City Council an opportunity to be informed and understand the implications of the proposed development at a conceptual review level.

ATTACHMENT(S)

- A.** Applicant Responses to Public Comment received at the July 15, 2019 Planning Commission Public Hearing

ATTACHMENT A

Applicant Responses to Public Comment Received at
the July 15, 2019 Planning Commission Public Hearing

Coalville City Planning Commission Public Hearing Comments – Wohali Responses

1. The proposed project hasn't changed since the initial 2018 application.

The project has gone thru many revisions and refinements since the initial annexation concept plan was proposed. Major revisions and refinements include:

- Development of public access to the project village and it's associated amenities including the 18 hole golf course and 9 hole short course, Lodge, Spa, village plaza and splash pad, All Faiths Chapel, Café/Pub, Amphitheater.
- Addition of almost 7 miles of public access trails with potential future connections to Coalville City Trail networks.
- Refinement of the project open space plan to provide at least 67% of the project in open space (over 1,000 acres).

While the overall density has remained relatively similar to the initial concept plan, the project has prepared or contracted numerous reports and studies and project mapping and documentation as part of the City application and review process to ensure the locations and intensity of the development are consistent with Coalville City codes and ordinances. These studies, maps and exhibits are all available on the dropbox link provided by the City.

2. Golf course water usage and contamination to the water shed?

See the Water Supply and Quality Assessment study that addresses water requirements for the project and possible availability/sourcing as well as Drinking Water Source Protection allowed uses and BMP's for those allowed uses.

3. Density too high.

See the attached proposed zoning exhibit which illustrates our proposed zoning locations and intensities are similar to and consistent with areas within the existing Coalville City Zoning Map.

We have also provided a density comparison with 6 existing golf communities within Summit and Wasatch Counties illustrating that the proposed Wohali density falls in the middle of those comparable resorts while being the only resort project that is not gated and exclusive.

Golf Community Density Comparisons

<u>Project</u>	<u>Project Area</u>	<u>Total Residential Units</u>	<u>Density (Units/Acre)</u>
Victory Ranch	6,700	639	0.10
Glenwild	894	195	0.22
Promontory Ranch Club	6,384	1,901	0.30
Wohali	1,525	570	0.37
Red Ledges	2,000	1,210	0.61
Tuhaye	1,250	900	0.72
Jeremy Ranch	1,608	1,159	0.72

4. Coalville City vs. Wohali Development appears to be Coalville 1 and Coalville 2.

We intend for the project to be a valuable part of the City of Coalville providing a positive impact to the City and its future growth and sustainability. While the project uses are different than most of the current uses within the City we feel that the project promotes the City's General Plan goals and objectives and will be a part of Coalville's long term success story.

5. Wildlife impacts.

See the preliminary Wildlife study provided. Additional studies will be provided when proposed development areas are submitted thru the City approval process for final site plans/final plats.

6. Second access concerns and questions on the proposed Coal Hollow route.

Access Exhibits have been provided illustrating two accesses to the project from the north.

Two seasonal accesses have been provided and illustrated on the Roadway exhibit utilizing the existing prescriptive access from the west portion of the site as well as the existing Coal Hollow (County Road) from the east portion of the site. It is understood that these roadways will remain road base and will be improved to insure that they are accessible in a summer emergency evacuation.

7. Water demand and availability? (this item was the most repeated concern)

An initial draft water supply and quality assessment report dated January 5th, 2019 was provided and is located within the dropbox link. A supplemental draft was prepared on July 24, 2019 and is also provided which outlines a summary for the estimated project water needs, methods and opportunities for water to be provided as well as BMP's for the proposed and allowed uses within the drinking water source protection zone.

Wohali is also committed to limiting the turf grass allowed for each residence while also requiring the use of native and waterwise landscaping.

8. Property value impact of other properties in the City.

While we feel Wohali will provide many benefits to the City, the proposed uses within the project are unique in use and scale and will not substantially increase overall costs for those properties within the existing City development areas. For example, Red Ledges in Heber City has not impacted the general fiscal growth of properties within Heber City as the growth there is based on its core uses, amenities and economic bases which are unrelated to Red Ledges.

9. Demand on City Staff and associated costs to the City.

With any growth comes additional demand on a City's staff and therefore costs to the City. But Wohali will primarily be a second home community with as many as 80-85% of the homes being second homes to owners. These second homes are taxed by the City on a much higher rate providing income to the City services such as the Planning and Building Departments, Schools, Fire, Police, Parks, etc. while having a much smaller proportionate impact on these services. For example, very few school children will be generated by the project due to the second home nature of the project.

10. Conscientious developer that will ensure a positive project result. (this comment was favorable to the application)

11. Will the existing county road through the property remain open to the public?

The existing public access will remain available to and thru the project.

12. Impact on the Icy Springs Bridge over the Weber River.

See the Preliminary Traffic Report included in the dropbox link that addresses the existing capacity of the bridge vs. the potential proposed traffic generation of the project.

13. Need more benefit package for community integration.

Wohali is providing public access to the project and substantial open space dedication and the proposed trail networks within the project providing for the potential for future community connectivity. Wohali is also bringing a unique public recreation opportunity to the City in the form of the 18-hole golf and 9-hole short courses. The project is providing far more publicly accessible benefits to the community than a typical project would.

Additional Fiscal Benefits include:

- SCHOOLS will receive over \$6.3 million dollars every year at project build out, estimated.
- The FIRE District will receive almost \$600K dollars every year at project build out, estimated.
- The CITY will receive almost \$3.5 million dollars every year at project build out, estimated.

These funds are for each beneficiary to use at their discretion and are subject to change with each County Assessors property tax rate re-evaluation.

These funds represent property tax generated only from homes sold within Wohali.

Additional tax will be generated through nightly rentals of Wohali Lodge units and Cottages. No estimates have been given for nightly rental tax generation.

The project will provide much needed hookups to the existing sewer and water systems and all infrastructure required for the project will be paid for by the project.

While no official projections have been developed, it is anticipated that the project will provide opportunities for substantial local job growth within the golf community including jobs within the service, maintenance and construction industries among others.

14. City agreements regarding the development assurances will be important.

The project will be required to bond for all proposed improvements. The City has requirements in place such as bonding to ensure that the project will be financially responsible through all phases of development and the bonding provides assurances for any issues that may occur which is common practice with developments and proposed improvements.