

PLANNING COMMISSION MEETING STAFF REPORT

DATE OF MEETING:

February 8, 2022

NAME OF PROJECT:

The Village

NAME OF APPLICANT:

Midway Heritage Development, LLC

AUTHORIZED REPRESENTATIVE:

Daniel Luster

AGENDA ITEM:

The Village Phases 1-3 Preliminary

Approval and Conditional Use Permit

LOCATION OF ITEM:

541 East Main Street

ZONING DESIGNATIONS:

C-2

ITEM: 2

Dan Luster, agent for Midway Heritage Development LLC, is proposing Preliminary Approval and a Conditional Use Permit for Phases 1-3 for The Village. The Village is a mixed-use development that contains both commercial and residential uses including commercial space in seven buildings, 143 dwellings, park, private streets with a public access easement, and private trails with a public access easement, to be developed in five phases. The master plan is on 27.47 acres and contains 8.81 acres of open space. The property located at 541 East Main is in the C-2 zone.

BACKGROUND:

Dan Luster, agent for Midway Heritage Development LLC, is proposing preliminary approval of The Village Phases 1-3. The property is located at 541 East Main and encompasses 27.47 acres and contains 8.81 acres of open space. The proposal includes at least 44,128 square feet of commercial space in multiple buildings, 143 townhomes, park, trails, pool, and sports club. The proposed plan is a mixed-use development that will be

developed in five phases. The current proposal is for preliminary approval of phases 1-3. Per the master plan agreement, the applicant cannot apply for preliminary approval of phases 4 and 5 until the correct ratios of required commercial square footage have been constructed (60% for phase 4, 80% for phase 5). Mixed-use projects are conditional uses, so the applicant is also seeking approval of a conditional use permit.

The Village that was originally conceptually approved by the City Council on May 18, 2021. On August 17, 2021, the City Council approved a conditional zone map amendment that, once all conditions have been met, will rezone the entire property to C-2. The applicant then received approval to an amended concept master plan on December 7, 2021. Since the concept master plan was approved, the applicant is now able to seek preliminary approval. If preliminary approval is granted for phases 1-3, the applicant will need to apply for final approval for each phase.

The property has historically and is currently in agricultural production except of the land occupied by the automotive shop, storage units, and dwelling. Sensitive land area located on the property will be left undisturbed as required by the land use ordinance. These sensitive lands include the sloped areas at the base of Memorial Hill.

The C-2 zone allows mixed-use development. The proposal is to create a mixed-use development that will include commercial uses along Main Street and residential uses on the remainder of the property. The application covers the largest commercial properties in town. Development of the property could increase the City's tax base and add more commercial space that has become increasingly more difficult to find in the past few years. The property is also very visible from Main Street and because of its location at the base of Memorial Hill, many residents and visitors of Midway are familiar with the property. There are existing residents and commercial businesses in the area that will be impacted by the development and careful planning must be taken to mitigate negative impacts wherever reasonably possible. Because mixed-use projects are a conditional use, the City Council may require reasonable conditions to mitigate negative impacts to the neighbors and the area. Conditional uses are governed by the following standards:

- (a) A conditional use shall be approved if reasonable conditions are proposed, or can be imposed, to mitigate the reasonably anticipated detrimental effects of the proposed use in accordance with applicable standards.
- (b) If the reasonably anticipated detrimental effects of a proposed conditional use cannot be mitigated by the proposal or the imposition of reasonable conditions to achieve compliance with applicable standards, the conditional use may be denied.

LAND USE SUMMARY - PHASES 1-3:

- 18.89 acres
- 5.45 acres of open space
- C-2 zone
- Three phases
- 88 residential units
- Seven commercial buildings
- Private roads (public access easement), alleys, parking areas, and open space will be maintained by the HOA or POA
- Potential trail connection to Memorial Hill
- Sensitive lands on the property include sloped areas

ANALYSIS:

Water Rights – Master plans require that water rights be held in escrow with the City before the master plan agreement can be recorded. The developer has submitted the required water rights and they are now in escrow. The required water rights per phase are then dedicated to the City before the recording of each plat. The Water Advisory Board has approved an estimated 166.6 acre-feet will be required for the five phases of the project (see attached Exhibit B). Water rights will need to be dedicated per phase/plat as follows:

Phase 1:	32.44 acre-feet
Phase 2:	38.57 acre-feet
Phase 3:	41.18 acre-feet
Phase 4:	37.37 acre-feet
Phase 5:	17.04 acre-feet
Total:	166.6 acre-feet

The water rights dedicated per phase will be cited on the plat with specific water rights requirements noted for each commercial building. If a use is proposed in a commercial building and the proposed use requires more water rights than has been dedicated, the applicant proposing the use will need to dedicate the needed water rights before the use is approved.

Roads and Traffic Circulation – Each phase of the subdivision must meet access requirements. All three phases appear to comply with access requirements.

Traffic Study – A traffic study has been submitted to the City for review. The study has determined the impact of traffic generated from the proposal on the surrounding UDOT and City streets. One significant finding is a third access is required for better traffic distribution and to lower the impact on the intersection of River Road and Main Street. The third access will be from River Road. The Fire District has also reviewed the application and has recommended that a third access is needed. A third access is a requirement for the conditional approval of the zone map amendment.

Alley Access – The proposed plan has street access to each unit but there is also additional alley access proposed for parking access. The alley access areas will be private and will be owned and maintained by the HOA or POA. Snow removal and storage from the alley is a concern and staff has asked that a snow removal and storage plan is prepared for review and approval. The developer is developing a plan to assure functionality of the proposed master plan. The developer has not provided a will-serve letter from Wasatch County Solid Waste for the current plan. The Fire District did meet with staff and the developer to review all fire related issues, including alley access. The proposed plan has been modified to address concerns raised in that meeting.

Main Street Improvements — The developer will be required to improve Main Street to UDOT requirements. Staff has asked the applicant to supply documentation of UDOT approval. Minutes from a preliminary meeting were submitted that shows the process for approval has commenced. A final approval from UDOT will be required before approval is granted.

Density – The maximum number of residential units is 143 as per the condition of the conditionally approved rezone of the property. The residential density per phase is as follows:

Phase 1:	10 units
Phase 2:	35 units
Phase 3:	43 units
Phase 4:	40 units
Phase 5:	15 units
Total:	143 units

Trails — There are no planned trails on the property as per the Trails Master Plan though all trails shown on the will have a public trail easement. The master plan requires the developer to pursue approval of a trail connection from the development to Memorial Hill. Wasatch County, owner of Memorial Hill, would need to approve the trail. It is anticipated that if a trail is built, it would be a backcountry soft surface trail to minimize the impact on Memorial Hill and to limit a visual impact when looking at the hill. Staff's concern is that without a trail plan and design, the public

will create their own trails that may have a visual impact and create an erosion impact on Memorial Hill.

Architecture Theme – The developer is required to receive architectural approval of all structures in the mixed-use development, this includes all commercial and residential buildings, along with any other features that require architectural approval. Specific review of each building will be required through the approval process.

Parking – The developer is providing 189 commercial stalls and 203 residential stalls for a total of 392 parking stalls in phases 1-3. Of the residential stalls, two stalls per unit will be provided in the garage of the unit with the other 27 residential stalls dispersed in the residential area of the development. It appears that the applicant may be short the required parking for phases 1-3 by approximately 17 stalls (88 units x 2.5 spaces per unit = 220 spaces). As each phase receives final approval, the applicant will need to show how they are going to meet the residential parking requirement of 2.5 stalls per unit. This may require the installation of some temporary parking stalls until later phases are developed, which contain the additional required parking. The parking assigned to each commercial building will be noted on the plat for each commercial building. If a use is proposed in a commercial building and the proposed use requires more parking than has been provided, the applicant proposing the use will need to provide the required parking before the use is approved.

Required Commercial Square Footage – The mixed-use code requires 20% of the gross square footage of all structures (except residential garages) is deed restricted as commercial. The plan presented appears to meet the requirements of the code as outlined on page 4 of the submitted plans dated January 12, 2022 for the entire development. At build out, the developer is proposing at a minimum 44,128 square feet of commercial and 81,401 square feet of residential based on building pad area and one-story buildings above grade. Most likely, most structures will be two stories above grade and the commercial building area will be 83,184 square feet and the residential space will be 242,731 square feet (the residential number is based on 143 units and excludes garage area). To assure that the commercial square feet requirement is met, the master plan requires that approvals of phases 4 and 5 (which are fully residential) are not submitted for preliminary approval until the commercial structures are built out at the ratios outlined in the master plan approval. These details are outlined in the master plan agreement.

The following are examples of potential areas of the residential and commercial buildings. It is most likely the actual area of the buildings will be different from what is represented but the 80% and 20% ratios must be met and will be monitored through the building permit approval process.

Duilding	Building	01	Factories	II-dd	Usable	D-7-3	Off	C.
-	Description	Overall	Footprint	Usable	1st Floor	Retail	Office	Storage
1	Restaurant	6,412	3,206.00	4,132	1,877	0		3,206
2	Retail	10,600	5,300.00	7,422	3,711	5,300		5,300
3	Restaurant	4,786	2,393.00	3,572	1,786	0		2,393
4	Restaurant	2,800	1,400.00	1,784	834	0		1,400
5	Office	4,786	2,393.00	3,572	1,786	0	4,786	0
6	Office	2,800	1,400.00	1,784	834	0	2,800	0
7A	Gym	27,788	13,894	20,016	Secretaria de la composición del composición de la composición de la composición de la composición del composición de la composición del composición de la composición del com			
7B	Gym Restaurant	6,412	3,206	4,132				3,206
7C	Gym Restaurant	2,800	1,400	1,784				1,400
8	Pool & Patio	14,000	14,000	14,000				
Total		83,184	48,592	62,198		5,300	7,586	16,905

Ratio of Commercial to Residential				
	Residential Space			
		Units	143	
		Unit Size	2,350	
		Total Residential sf	336,050	
	Ratio Commercial/Residential		(sf)	(%)
		Total Residential Space	336,050	80.2%
		Total Commercial Space	83,184	19.8%
		Total Built Space	419,234	

Sensitive Lands – Sensitive land area located on the property will be left undisturbed as required by the land use ordinance. These sensitive lands include the sloped areas at the base of Memorial Hill. No building pads are located on any slopes 25% or greater.

Open Space – The project is required to provide 8.32 acres of total open space. Phases 1-3 will provide 5.45 acres of open space. Phases 4 and 5 will provide an additional 3.36 acres of open space, for a total on 8.81 acres at build out.

Setbacks – The proposed development is required to meet the setback requirements for the mixed-use code and the conditions placed on the project through the rezoning

approval. All commercial buildings are required to have an 8' setback and all residential structures are required to have a 10' setback. Residential setbacks along the western boundary are a minimum of 36' and residential setbacks along the eastern boundary are a minimum of 100'.

Height of structures – Structures cannot exceed 35' in height, measured from natural grade to the roof. Architectural elements may exceed the 35' limit as per code.

Transient Rental Overlay District – The transient rental overlay district (TROD) covers the roughly 600' area of the project north of Mains Street. Per the conditional approval of the rezone of some of the project area, only units that fall completely in the rezone area may be rented as short-term nightly rentals, and only if the units comply with all requirements (see exhibit D).

One Property Owners Association – All residential phases of the master plan are required to be part of one property owner's association. The commercial areas will all be required to be part of one property owner's association. This is required to maintain all private areas including, private roads, alleys, roads, and common areas. The requirement to be part of one POA is to reduce conflict in the future. Sometimes in phased developments, phases are sold to different developers and the new developers of a phase do not want to be part of the POA. This has created issues in other phased developments in Midway and for that reason the code requires that all phases be part of one POA.

Geotechnical Report – The City has received two geotechnical reports for the property. One from 2017 and one from 2021. The geotechnical report from 2017 found water in some of the test pits on the west side of the property. The report from 2021 did not find water in any of the test pits, including pits dug near the test pits with water from 2017. The master plan agreement requires piezometers are installed in multiple areas of the development to monitor water levels over the next few years, especially in the areas of phases 2-5. The piezometers will provide information regarding the water table over multiple years. This will give information regarding development of future phases.

Commercial Area Landscaping – The proposed development has a significant amount of frontage along Main Street. The view of Midway along Main Street is of high importance for the City for a couple of reasons. First, it is important to the residents of Midway that Main Street is aesthetically beautiful. Most residents of Midway use Main Street at least once a day and maintaining a beautiful corridor through town is of high priority. Second, the Midway economy is dependent on tourism and a clean and orderly Main Street is vital for creating the atmosphere needed to create a beautiful community that will attract tourists. For these reasons it is a requirement of the master plan that the commercial areas of the development be either kept in agricultural production until constructed or, once those areas are developed, the commercial pads and surrounding area are landscaped until the structures are built. The landscaping may be minimal with grass and an irrigation system, but they will

need to be kept orderly and maintained. There are many examples of commercial developments where the commercial pads are not maintained and become weed infested and an eyesore for the community. It is important that this situation is avoided along Midway's main corridor.

Residential Area Landscaping – The applicant has submitted a preliminary landscaping plan for the residential areas. Conceptually, the landscaping plan is acceptable, but more detail is needed for final approval of each phase. Staff is requesting that more detailed landscaping plans are submitted with the application for final approval. Firstly, a more detailed plan will make it clear to the future residents, developer, and the City on what landscaping is planned around each unit. Secondly, as part of the conditional use permit, landscaping will be used to help mitigate nuisances. Berms, landscaping, and walls will help mitigate light and noise from trespassing on to neighboring properties. The develop has committed to a masonry wall around the Wilde property which borders the southwest corner of the property. Also, a wall is planned next to the east of the parking lot on the east boundary of the property. A berm with landscaping will be installed along the western boundary of phase 2. A berm and landscaping are also required in the northeast corner of the property to mitigate light trespass on the neighboring property. To the east of the open space area of phase 1 is a line of garages that staff feels should be shielded from view from Main Street and the center open area. Staff has suggested a berm and trees would help make the area more attractive.

Temporary Connector Access – In phase two is a temporary connector access to provide emergency access and traffic circulation between phases 1 and 2. The access will be made of pavers that have been approved by the Fire District and by the City Engineer. Once phase 3 is built, the temporary access will be removed, unless the city and the developer both agree that the access is not only aesthetically pleasing but also a benefit to the community. If phase 3 is not approved within in a year of the temporary connector installation, then the temporary connector will be paved to a City standard and will not be removed until phase 3 is complete.

Mailbox Location – The mailbox location will be in the commercial building located east of unit 141.

Lighting Plan – Staff has asked for a lighting plan for street lighting, dwelling lights, and parking areas lighting. The purpose of the plan is to assure the proposed lights will comply with current code regarding light cut-off and to also assure that no light trespass will occur onto neighboring properties.

Private Street Profile – Staff, the developer, and representatives from utility companies are working together to create a street profile for this mixed-use community that will be functional, aesthetically pleasing, and safe for the community. Several ideas have been discussed to help accomplish this which include narrowing the road, creating bulb-outs with trees, creating parallel parking areas between the bulb-outs, installing landscaping planter islands at the three entry points to The

Village, and creating safer and pedestrian crossings throughout the neighborhood. Some proposed designs will be presented to the Planning Commission during the presentation to help visualize the proposal.

Automotive Shop – A requirement of the conditional approval to rezone part of the property is that the automotive shop and storage unit property must be purchased and left as open space in The Village development. As of the writing of this report, the transaction has not been completed. Per the applicant, the property is under contract and should close by the end of February.

Traffic signal at Main Street and River Road – UDOT has studied the traffic related issues for the intersection of Main Street and River Road. The study concluded that a traffic signal is warranted for the intersection, but UDOT does not have a timeline established for when the signal will be installed. The Village will create more traffic to the area and the developer will need to contribute to the installation of the traffic signal and other required related infrastructure including right-of-way acquisition, expansion of pavement, etc. Because UDOT's timeline for installation of the traffic signal is unknown, it is a requirement of the master plan agreement that traffic signal improvements are required as part of phase 3. Before the plat for phase 3 is recorded, the traffic signal, and related improvements, will need to be installed.

VISUAL AND ARCHITECTURAL COMMITTEE RECOMMENDATION:

The Visual and Architectural Committee (VAC) has reviewed the conceptual architectural renderings for this project and has recommended general concept approval. All commercial and mixed-use residential buildings will be reviewed in detail by the VAC during the preliminary approval for each phase and before building permits are issued for any structures.

WATER BOARD RECOMMENDATION:

The Water Advisory Board as approved an estimated 166.6 acre-feet will need to be held by the City in escrow before the master plan agreement can be recorded.

POSSIBLE FINDINGS:

- The proposal will benefit the City financially by creating a greater tax base.
- The proposal may help the City better comply with State requirements regarding the ability to collect resort tax depending on the number of units that are rented on a short-term basis.

- The developer appears to meet the commercial parking requirements but is 17 stalls short of meeting the residential stall requirements for phase 1-3. They will need to meet this requirement at final.
- The proposal does appear to comply with the requirement of 20% commercial square feet required by the mixed-use code

ALTERNATIVE ACTIONS:

- 1. <u>Recommendation of Approval (conditional)</u>. This action can be taken if the Planning Commission finds the proposal complies with the requirements of the code.
 - a. Accept staff report
 - b. List accepted findings
 - c. Place condition(s) if needed
- 2. <u>Continuance</u>. This action can be taken if the City Council finds that there are unresolved issues.
 - a. Accept staff report
 - b. List accepted findings
 - c. Reasons for continuance
 - i. Unresolved issues that must be addressed
 - d. Date when the item will be heard again
- 3. <u>Denial</u>. This action can be taken if the City Council finds that the request does not comply with the requirements of the code.
 - a. Accept staff report
 - b. List accepted findings
 - c. Reasons for denial

PROPOSED CONDITIONS:

- 1. The automotive shop must be purchased before the proposal is heard by the City Council.
- 2. An updated landscaping plan must be submitted to address all nuisance related issues.
- 3. A will-serve letter must be submitted from Wasatch County Solid Waste to assure the proposed garbage container locations are serviceable.



February 8, 2022

Midway City Attn: Michael Henke 75 North 100 West Midway, Utah 84049

Subject:

The Village Development - Preliminary Review

Dear Michael:

Horrocks Engineers recently reviewed The Village development for preliminary review. The proposed development borders Memorial Hill to the North and Main Street to the South. The development is a mixed-use development and PUD. The development consists of 36,3310 SF of commercial building space and 143 residential units, The following items should be addressed.

General Comments

- There are 5 phases within the development, each phase within the development appears to be a stand-alone phase.
- Snow removal and snow storage should be addressed with this approval.
- Mailbox locations should be identified on the plans.
- Garbage location and pickup should be addressed and shown on the plans.

Water

- The proposed development will be served from the Gerber / Mahogany pressure zone.
- The proposed development will connect to the existing 12" culinary water line in Main Street and as part of phase 3 will connect to the 10" water line that was installed in the River Road project for this development.
- Fire flow appears to exceed 2000 gals/min.

Roads

- The proposed roads and sidewalks within the development will be private with public access and a typical cross section width of 56' with sidewalk on at least one side of the road.
- There are private alley ways within the development.
- Main Street access and road cross sections will need to go through the UDOT approval process.
- There will be an outlet to River Road and a dedicated left hand turn lane on River Road at this location that shall be installed as part of the master plan agreement.
- The timing of the traffic signal at the intersection of Main Street and River Road shall be per the master plan agreement.

Pressure Irrigation

- The subdivision will be serviced by Midway Irrigation Company.
- All removal, additions, or revisions to the pressure irrigation system must be approved by Midway Irrigation Company.
- There is a ditch towards the north end of the property that runs west to east that is proposed to
 be placed in a network of pipes and manholes to get it through to the east side of the
 development. All proposed work on this ditch must be approved by Midway Irrigation
 Company.

Trails

• There are sidewalks throughout the development. There is an 8' private trail with public access that goes through the middle of the open space.

Storm Drain

- The storm drain system will be private and will be collected within the proposed curb and gutter and discharged to a series of catch basins, sumps, and detention basins with the development.
- The development will need to catch the storm water on Main Street across their frontage and pipe it to the ditch on the south side of Main Street.
- The developer should explain how possible maintenance will be done to the retention basins contained within the parking lots.

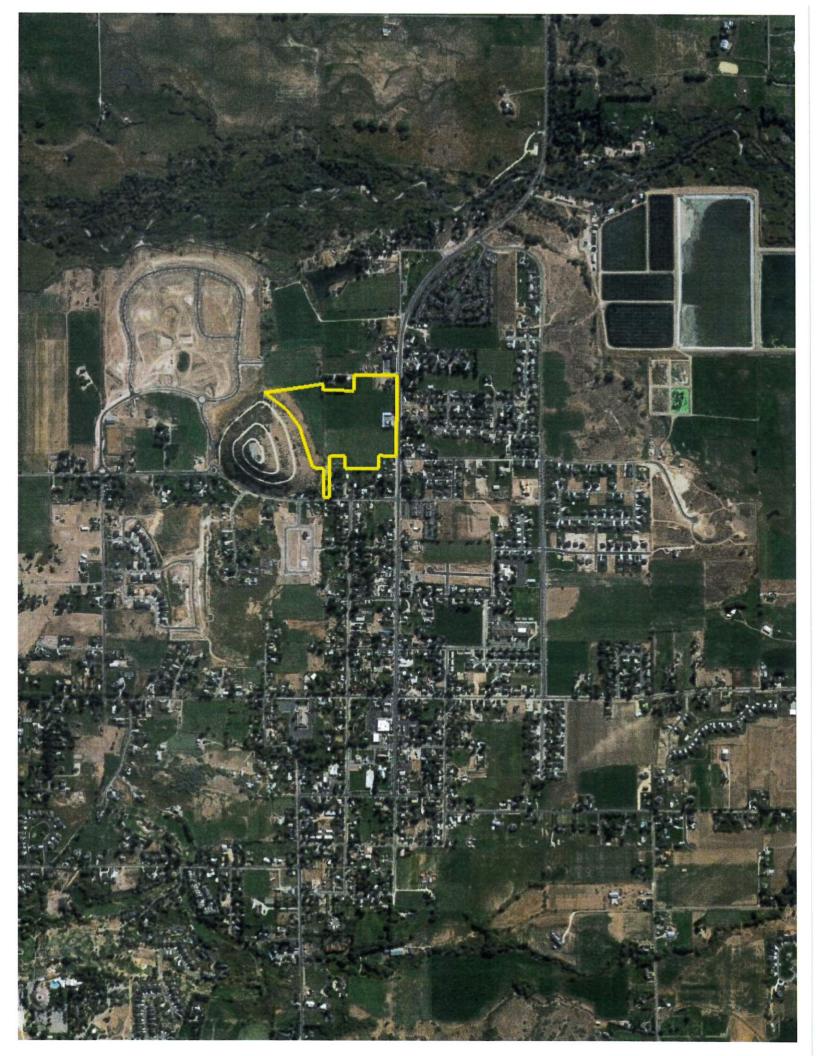
Please feel free to call our office with any questions.

Sincerely,

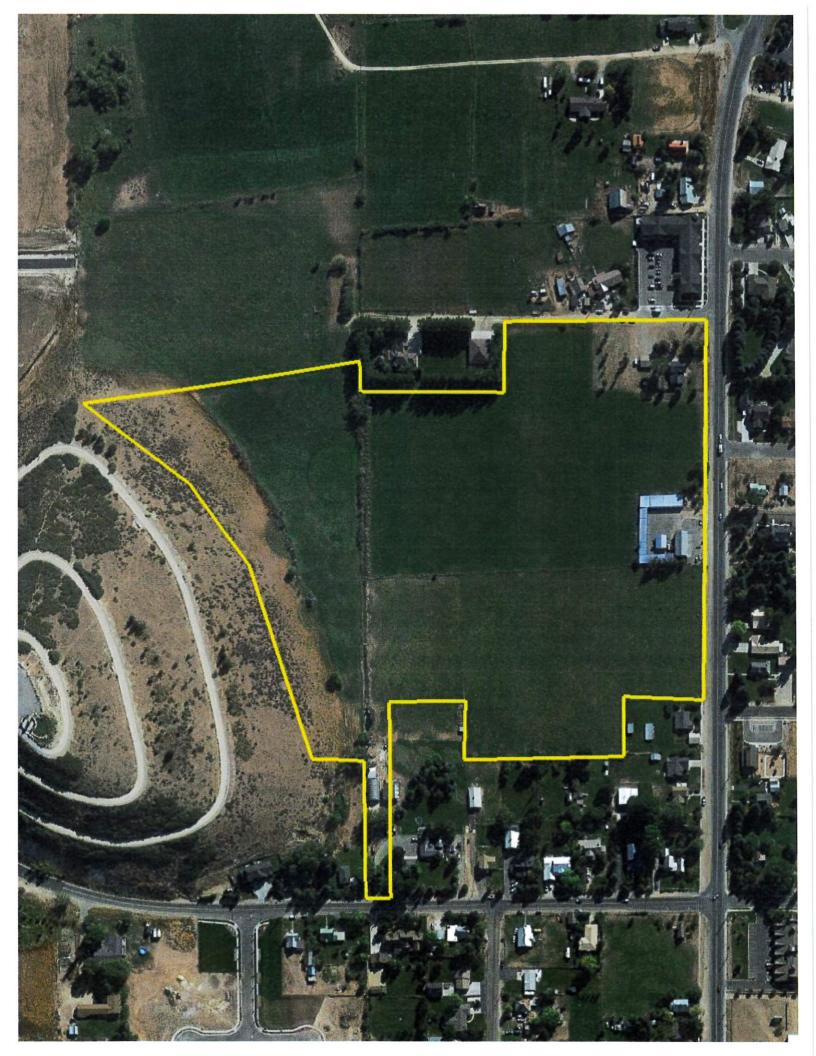
HORROCKS ENGINEERS

Wesley Johnson, R.E. Midway City Engineer

cc: Berg Engineering







Exhibits

Exhibit A – Proposed Preliminary Plans

Exhibit B – Water Board Recommendation

Exhibit C – Architectural Renderings

Exhibit D – Residential Units in the Transient Rental Overlay Zone

Exhibit A

THE VILLAGE

A MIXED USE DEVELOPMENT PRELIMINARY PLAN APPLICATION



SHEET INDEX

- VICINITY MAP
- SENSITIVE LANDS MAP
- PRELIMINARY SITE PLAN
- PRELIMINARY OVERALL LANDSCAPE PLAN
- PRELIMINARY TYPICAL BUILDING LANDSCAPE PLAN 4. 3.
 - PHASING PLAN
- OPEN SPACE PLAN
 - PRELIMINARY ROADS & TRAILS MASTER PLAN
 - PRELIMINARY SEWER PLAN PRELIMINARY WATER PLAN
- PRELIMINARY PRESSURIZED IRRIGATION PLAN
- PRELIMINARY STORM DRAIN PLAN
 - PRELIMINARY PIPED DITCH PLAN



LUSTER THE VILLAGE COVER SHEET

MIDWAY CITY VICINITY MAP



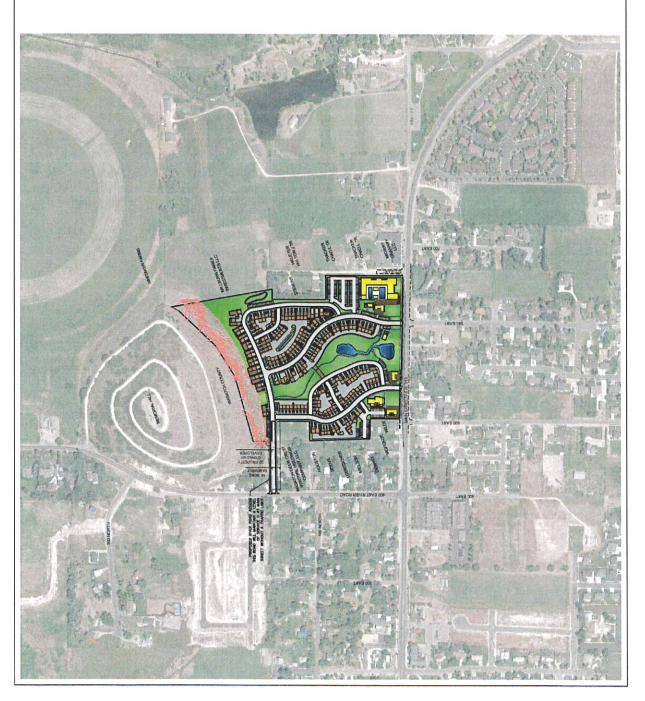
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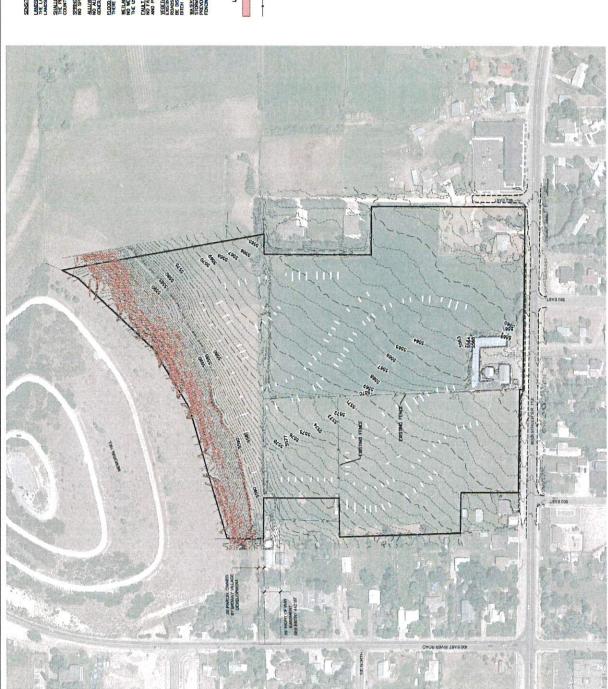
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— PLAN HAS A TOTAL OF 338 PARMIC SPACES.

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NON-BUILDABLE AREA (25%+ SLOPES)

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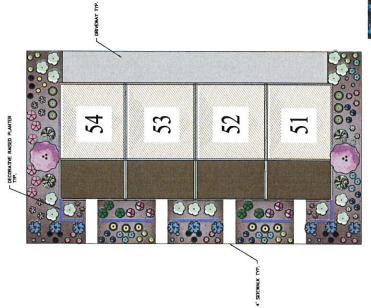
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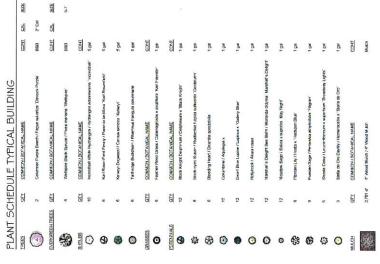
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LUSTER THE VILLAGE











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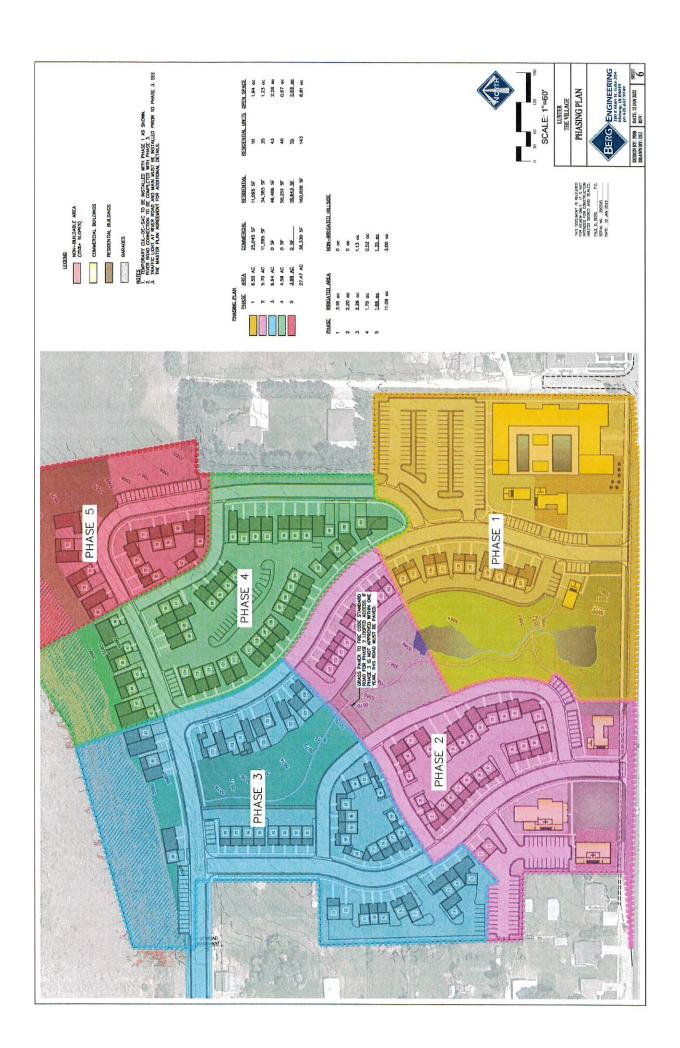




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THE VILLAGE
PRELIMINARY TYPICAL
BUILDING LANDSCAPE PLAN

ARCHITECTS

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LEGEND
NON-BUILDABLE AREA
(25X+ SLOPES)

OPEN SPACE (NON IRRIGATED)

SCALE: 1"=100"

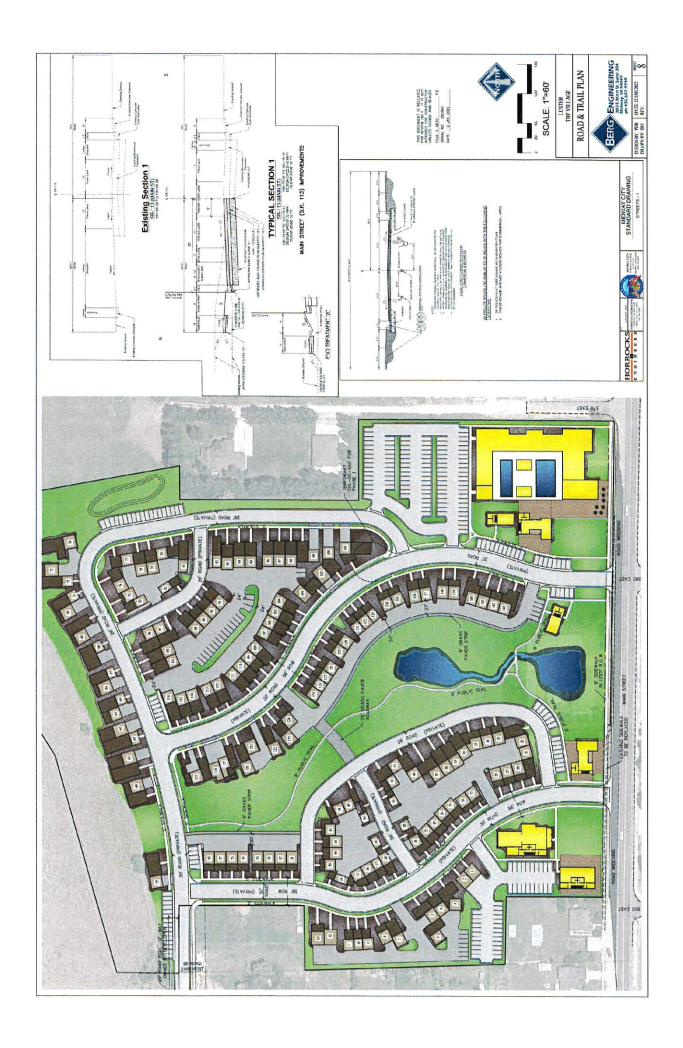
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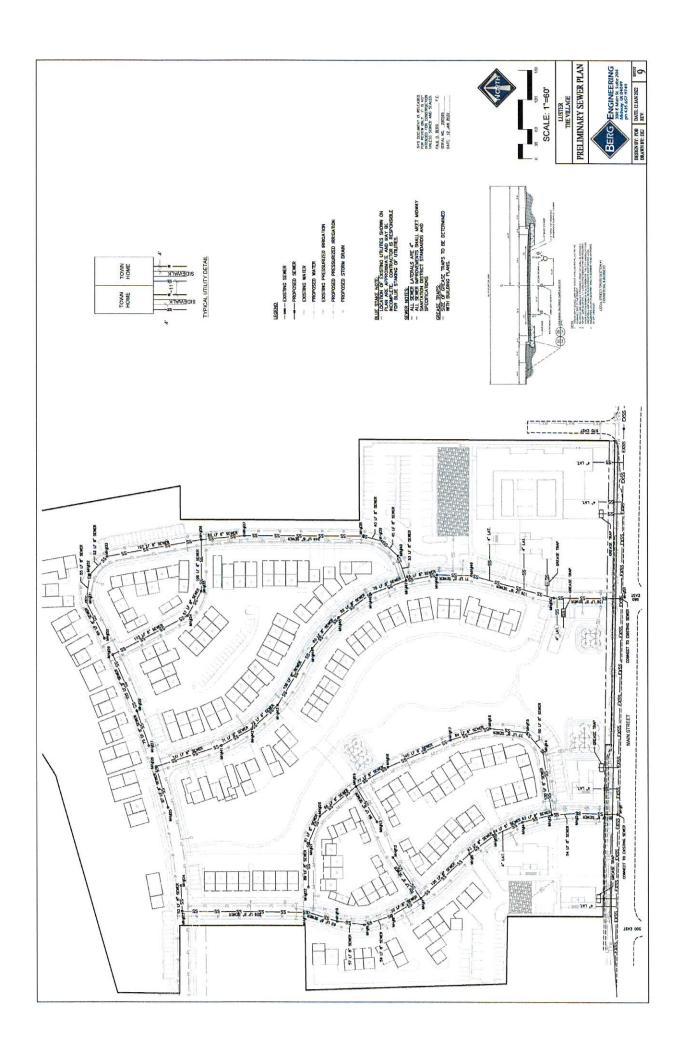


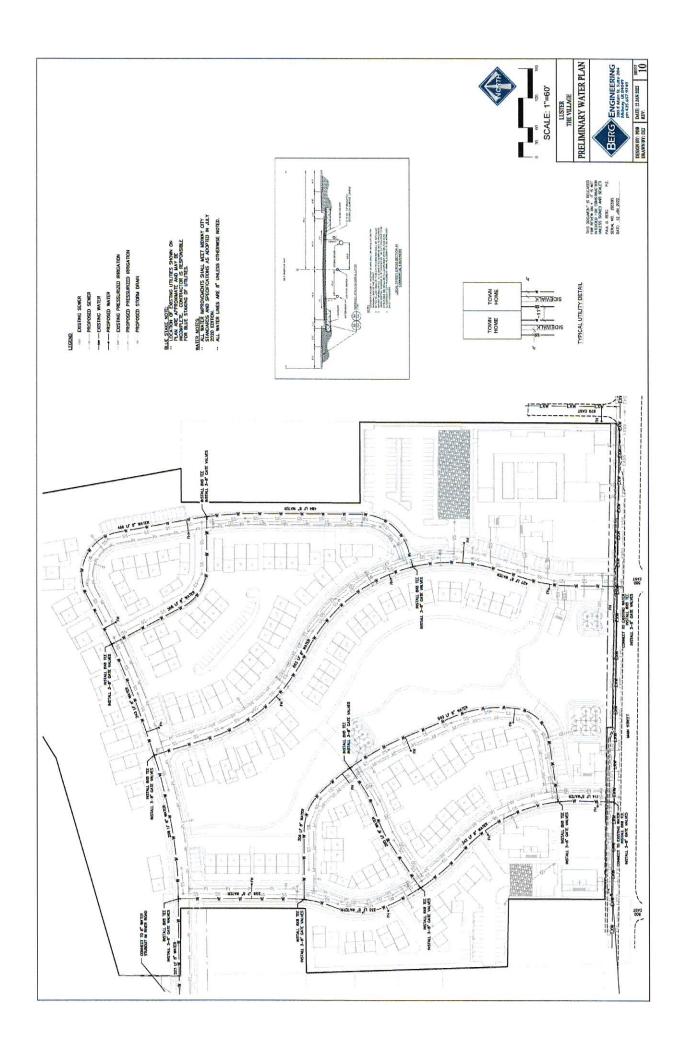
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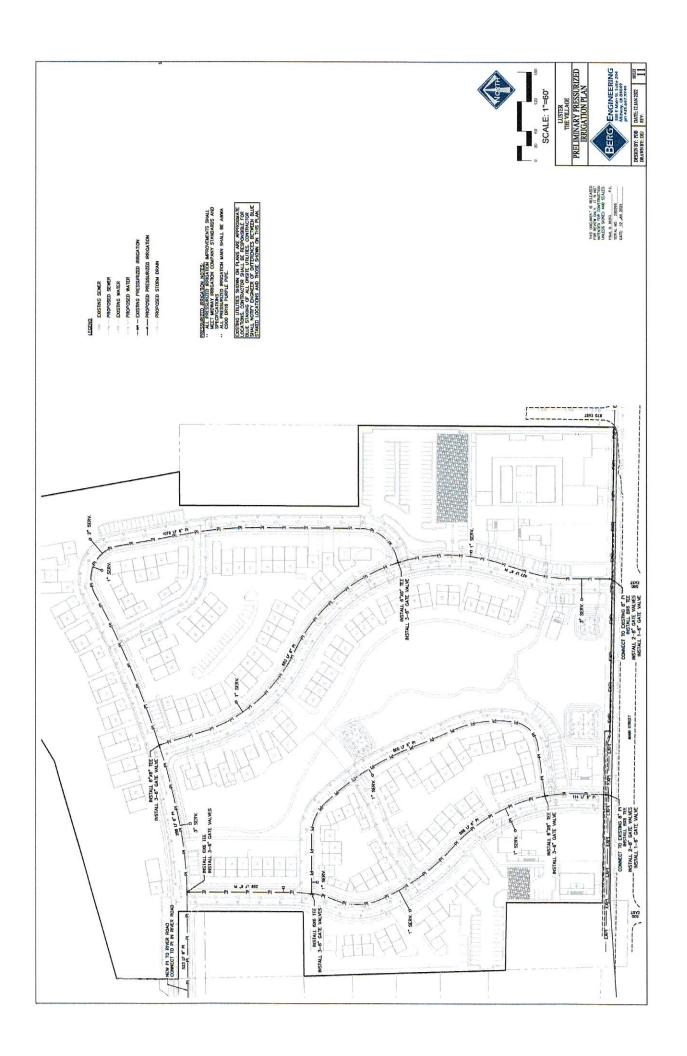
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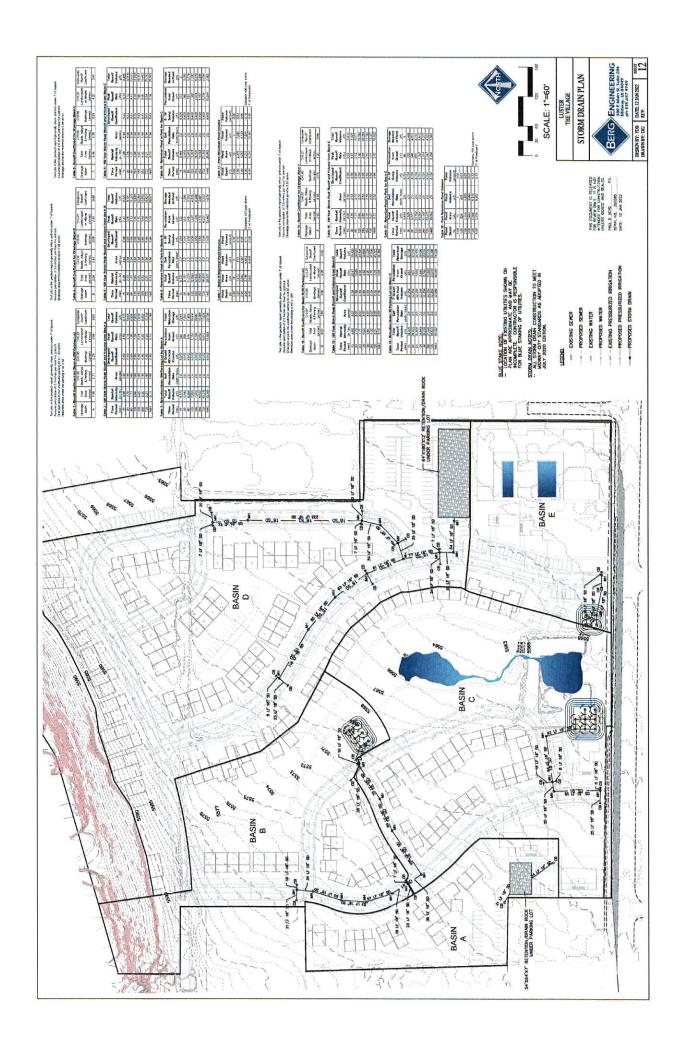
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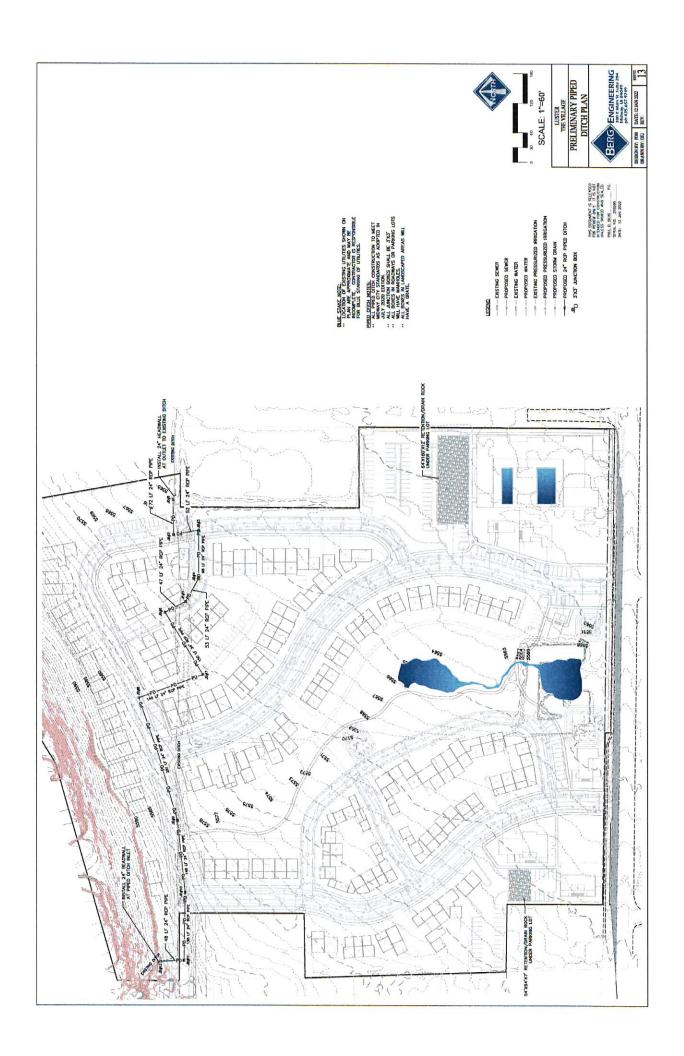
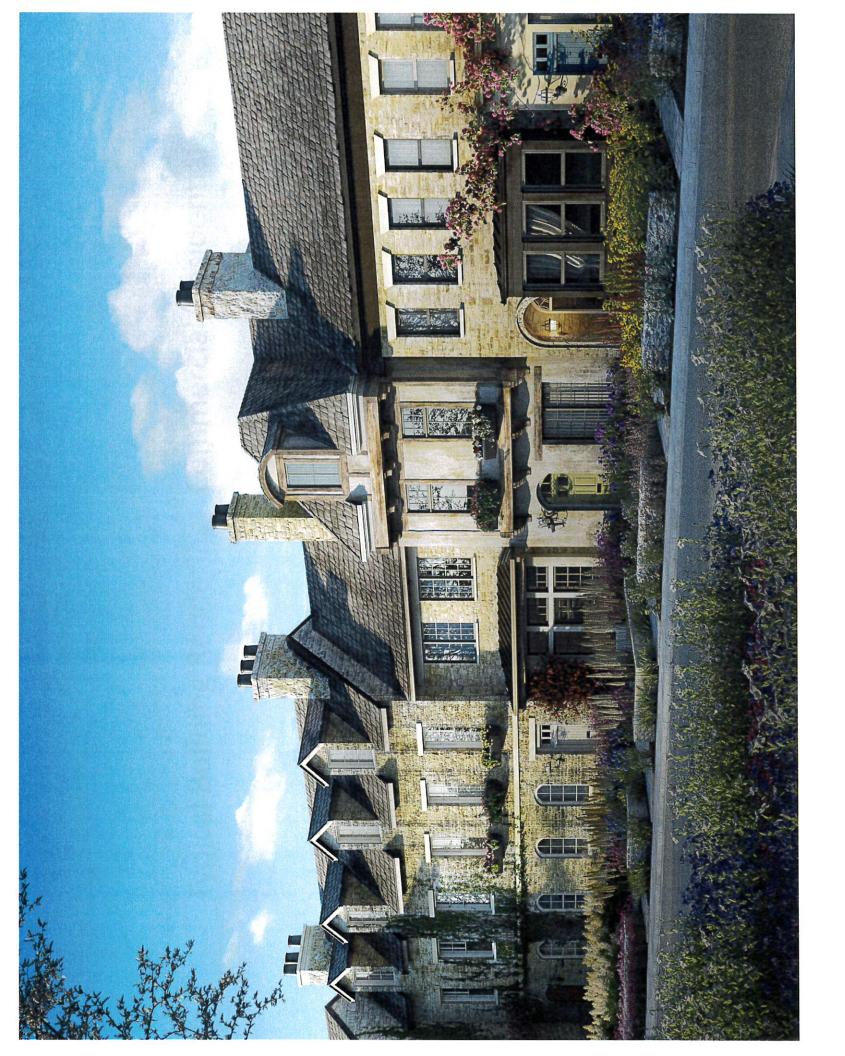


Exhibit B

Exhibit C



Typical Building Rendering: Commercial/Residential



Typical Building Rendering: Residential

Exhibit D

TSA3 078 P999 MAIN STREET/ S.R. 113 IRRIGATED OPEN SPACE 0.32 ACRES

Exhibit D Transient Overlay Zone (Residential Units in Transient Overlay Zone)