

**CITY OF MERIDIAN
FINDINGS OF FACT, CONCLUSIONS OF LAW
AND
DECISION & ORDER**



In the Matter of the Request for a conditional use permit for an indoor recreation facility in the I-L zoning for Elite Fitness, Located at 2640 E. State Avenue in the I-L Zoning District, by Chelsi Spencer.

Case No(s). H-2025-0021

For the Planning & Zoning Commission Hearing Date of: June 5th, 2025 (Findings on June 26th, 2025)

A. Findings of Fact

1. Hearing Facts (see attached Staff Report for the hearing date of June 5th, 2025, incorporated by reference)
2. Process Facts (see attached Staff Report for the hearing date of June 5th, 2025, incorporated by reference)
3. Application and Property Facts (see attached Staff Report for the hearing date of June 5th, 2025, incorporated by reference)
4. Required Findings per the Unified Development Code (see attached Staff Report for the hearing date of June 26th, 2025, incorporated by reference)

B. Conclusions of Law

1. The City of Meridian shall exercise the powers conferred upon it by the "Local Land Use Planning Act of 1975," codified at Chapter 65, Title 67, Idaho Code (I.C. §67-6503).
2. The Meridian Planning & Zoning Commission takes judicial notice of its Unified Development Code codified at Title 11 Meridian City Code, and all current zoning maps thereof. The City of Meridian has, by ordinance, established the Impact Area and the Amended Comprehensive Plan of the City of Meridian, which was adopted April 19, 2011, Resolution No. 11-784 and Maps.
3. The conditions shall be reviewable by the City Council pursuant to Meridian City Code § 11-5A.
4. Due consideration has been given to the comment(s) received from the governmental subdivisions providing services in the City of Meridian planning jurisdiction.
5. It is found public facilities and services required by the proposed development will not impose expense upon the public if the attached conditions of approval are imposed.
6. That the City has granted an order of approval in accordance with this decision, which shall be signed by the Chairman of the Commission and City Clerk and then a copy served by the Clerk

upon the applicant, the Planning Department, the Public Works Department and any affected party requesting notice.

7. That this approval is subject to the conditions of approval in the attached staff report for the hearing date of June 5th, 2025, incorporated by reference. The conditions are concluded to be reasonable and the applicant shall meet such requirements as a condition of approval of the application.

C. Decision and Order

Pursuant to the Planning & Zoning Commission's authority as provided in Meridian City Code § 11-5A and based upon the above and foregoing Findings of Fact which are herein adopted, it is hereby ordered that:

1. The applicant's request for a conditional use permit is hereby approved in accord with the conditions of approval in the staff report for the hearing date of June 5th, 2025, attached as Exhibit A.

D. Notice of Applicable Time Limits

Notice of Two (2) Year Conditional Use Permit Duration

Please take notice that the conditional use permit, when granted, shall be valid for a maximum period of two (2) years unless otherwise approved by the City in accord with UDC 11-5B-6F.1. During this time, the applicant shall commence the use as permitted in accord with the conditions of approval, satisfy the requirements set forth in the conditions of approval, and acquire building permits and commence construction of permanent footings or structures on or in the ground. For conditional use permits that also require platting, the final plat must be signed by the City Engineer within this two (2) year period in accord with UDC 11-5B-6F.2.

Upon written request and filed by the applicant prior to the termination of the period in accord with 11-5B-6F.1, the Director may authorize a single extension of the time to commence the use not to exceed one (1) two (2) year period. Additional time extensions up to two (2) years as determined and approved by the Commission may be granted. With all extensions, the Director or Commission may require the conditional use comply with the current provisions of Meridian City Code Title 11.

E. Judicial Review

Pursuant to Idaho Code § 67-6521(1)(d), if this final decision concerns a matter enumerated in Idaho Code § 67-6521(1)(a), an affected person aggrieved by this final decision may, within twenty-eight (28) days after all remedies have been exhausted, including requesting reconsideration of this final decision as provided by Meridian City Code § 1-7-10, seek judicial review of this final decision as provided by chapter 52, title 67, Idaho Code. This notice is provided as a courtesy; the City of Meridian does not admit by this notice that this decision is subject to judicial review under LLUPA.

F. Notice of Right to Regulatory Takings Analysis

Pursuant to Idaho Code §§ 67-6521(1)(d) and 67-8003, an owner of private property that is the subject of a final decision may submit a written request with the Meridian City Clerk for a regulatory takings analysis.

G. Attached: Staff Report for the hearing date of June 5th, 2025

By action of the Planning & Zoning Commission at its regular meeting held on the _____ day of _____, 2025.

COMMISSIONER MARIA LORCHER, CHAIRMAN VOTED _____

COMMISSIONER JARED SMITH, VICE CHAIRMAN VOTED _____

COMMISSIONER BRIAN GARRETT VOTED _____

COMMISSIONER ANDREW SEAL VOTED _____

COMMISSIONER PATRICK GRACE VOTED _____

COMMISSIONER MATTHEW SANDOVAL VOTED _____

COMMISSIONER SAM RUST VOTED _____

Maria Lorcher, Chairman

Attest:

Chris Johnson, City Clerk

Copy served upon the Applicant, the Planning and Development Services divisions of the Community Development Department, the Public Works Department and the City Attorney.

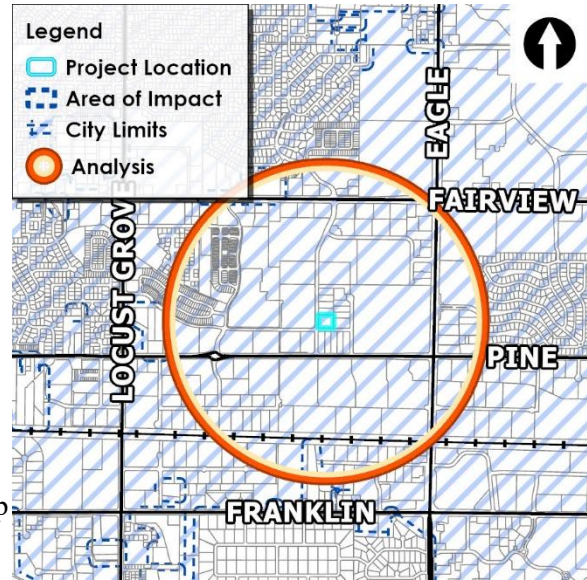
By: _____ Dated: _____
City Clerk's Office

**COMMUNITY DEVELOPMENT
DEPARTMENT REPORT**



HEARING DATE: 6/5/2025
TO: Planning & Zoning Commission
FROM: Nick Napoli, Associate Planner
208-884-5533
nnapoli@meridiancity.org
APPLICANT: Chelsi Spencer
SUBJECT: H-2025-0021
Elite Fitness

LOCATION: Located at 2640 E. State Avenue, Suite #120 in the NE ¼ of Section 8, Township 3N., Range 1E. (Parcel #R3073781000)



PROJECT OVERVIEW

Summary

Conditional Use Permit request to operate an indoor recreation facility (indoor personal training gym) from Suite 120 (3,972 square-foot) in an existing 23,000 square-foot flex building on 1.325 acres of land in the I-L zoning district.

Issues/Waivers

The Planning and Zoning Commission should carefully consider whether the continued expansion of commercial businesses into industrial-zoned areas is appropriate.

Recommendation

Staff: Approval with the conditions outlined in Section IV.

Decision

Commission: Approved.

COMMUNITY METRICS

Table 1: Land Use

| <i>Description</i> | <i>Details</i> | <i>Map Ref.</i> |
|---------------------------------|---|-----------------|
| <i>Existing Land Use(s)</i> | <i>Car Warehousing and Office</i> | - |
| <i>Proposed Land Use(s)</i> | <i>Indoor Recreation Facility</i> | - |
| <i>Existing Zoning</i> | <i>I-L (Light Industrial) Zoning</i> | 0 |
| <i>Adopted FLUM Designation</i> | <i>MU-NR (Mixed Use Nonresidential)</i> | 0 |

Table 2: Process Facts

| <i>Description</i> | <i>Details</i> |
|------------------------------------|----------------|
| <i>Preapplication Meeting date</i> | 4/15/2025 |
| <i>Neighborhood Meeting</i> | 4/22/2025 |
| <i>Site posting date</i> | 5/27/2025 |

Table 2: Community Metrics

| <i>Agency / Element</i> | <i>Description / Issue</i> | <i>Reference</i> |
|---|--|------------------|
| <i>Ada County Highway District</i> | | |
| <i>Comments Received</i> | <i>Yes</i> | - |
| <i>Commission Action Required</i> | <i>No</i> | - |
| <i>Access</i> | <i>Existing: E. State Avenue, Local Street</i> | - |
| <i>Meridian Public Works Wastewater</i> | | |
| <i>Distance to Mainline</i> | <i>Existing at site</i> | |
| <i>Impacts or Concerns</i> | <i>No</i> | |
| <i>Meridian Public Works Water</i> | | - |
| <i>Distance to Mainline</i> | <i>Existing at site</i> | |
| <i>Impacts or Concerns</i> | <i>No</i> | |

Note: See section IV. City/Agency Comments & Conditions for comments received or see the public [*record*](#).

STAFF ANALYSIS

Comprehensive Plan and Unified Development Code (UDC)

General Overview/History

The purpose of the MU-NR designation is to designate areas where new residential dwellings will not be permitted, as residential uses are not compatible with the planned and/or existing uses in these areas. For example, MU-NR areas are used near the City's Wastewater Resource Recovery Facility and where there are heavy industrial or other hazardous operations that need to be buffered from residential.

The applicant proposes to establish an indoor recreation facility—specifically, a personal training gym—within a portion of an existing flex building. This building was previously approved through an administrative application (A-2021-0021), consistent with the industrial zoning and planned unit development approved in 1991 (via the Gemtone CUP). That approval allowed a broader range of uses beyond what is typically permitted in the I-L (Light Industrial) zoning district.

Although indoor recreation facilities are not standard uses within industrial zones, they may be considered through a Conditional Use Permit. As such, the Planning and Zoning Commission should evaluate whether continued expansion of commercial uses within industrial areas remains appropriate.

The surrounding area includes a mix of uses such as a church, offices, flex space, warehousing, employment centers, and other indoor recreation facilities (e.g., K1 Speed and Flying Pickle). The proposed personal training gym would be located adjacent to offices and near other recreational uses, which suggests it would be compatible with the area's character and offer additional recreational opportunities.

Based on these considerations, Staff finds the proposed use to be appropriate within the MU-NR FLUM designation.

“Plan for an appropriate mix of land uses that ensures connectivity, livability, and economic vitality.” (3.06.02)

The proposed use will contribute to the mix of uses in this area and should add to the livability and economic vitality of the community.

“Monitor and adjust the amount and mix of industrial, commercial, and office areas needed to meet the employment needs of the City.” (3.06.01B)

The proposed use will contribute to the mix of uses in this area; however, the desire for industrial and employment uses are diminished.

“Encourage and support mixed-use areas that provide the benefits of being able to live, shop, dine, play, and work in close proximity, thereby reducing vehicle trips, and enhancing overall livability and sustainability.” (3.06.02B)

The subject mixed-use area currently contains office, church, flex space, warehousing, and an indoor recreation facility (K1 Speed go-kart track & Flying Pickle – pickleball courts) in the warehouse on the property to the west. The proposed use will provide another recreational opportunity in close proximity to residential neighbors to the west thereby reducing vehicle trips and enhancing livability of the area.

“Preserve the industrial base within designated industrial land use areas by discouraging non-industrial uses and focusing on light manufacturing, distribution, flex-space, and base-employment.” (3.07.01D)

The proposed use is a non-industrial use requesting a CUP to occupy an industrial land use area approved for flex space. Staff has some concerns about approving another commercial use for an indoor recreation facility (personal training gym) within the vicinity proposed for industrial uses. If approved, this would be the third such use in this building.

“Provide, partner, and preserve public and private indoor and outdoor recreation amenities for a diverse range of physical activities.” (5.01.01C)

The proposed indoor recreation facility offers opportunities for recreation through a personal training gym to the public and will contribute to the range of physical activities offered in the City.

Table 3: Project Overview

| Description | Details |
|--------------------|---|
| History | A Certificate of Zoning Compliance and Design Review (A-2021-0021) to construct a 23,000-square-foot flex building. |
| Acreage | 1.325 Acre Property |

Site Development and Use Analysis

Proposed Use Analysis (UDC 11-2):

The proposed use of an indoor recreation facility (indoor gym) is a conditional use in the I-L zoning. The I-L zoning and FLUM designation is meant to provide opportunities for low-impact business areas which typically includes professional offices, research and development, etc. This use adheres to Policy 3.07.02B, which promotes a mix of land uses that ensures connectivity, livability, and economic vitality. While there are several indoor recreation facilities in the area, this indoor recreation facility is more specialized, allowing trainers and clients to have a more privatized training environment with no more than 14 people at the facility at any one time. Additionally, there will be no outside activity. The proposed indoor recreation facility provides a unique neighbor serving use that can be an essential use for residents in the city.

Dimensional Standards (UDC 11-2):

The proposal meets the dimensional standards for setbacks, landscape buffers, landscape requirements and maximum building height.

Specific Use Standards (UDC 11-4-3):

A. General standards.

1.All outdoor recreation areas and structures that are not fully enclosed shall maintain a minimum setback of one hundred (100) feet from any abutting residential districts. The playing areas of golf courses, including golf tees, fairways, and greens, are an exception to this standard. No outdoor recreation areas are proposed; all activities will take place within the building.

2.No outdoor event or activity center shall be located within fifty (50) feet of any property line and shall operate only between the hours of 6:00 a.m. and 11:00 p.m. No outdoor events or activities are proposed.

3.Accessory uses including, but not limited to, retail, equipment rental, restaurant and drinking establishments, may be allowed if designed to serve patrons of the use only. Noted.

4. Outdoor speaker systems shall comply with section 11-3A-13, "outdoor speaker systems", of this title. No outdoor speakers are proposed.

B. Additional standards for swimming pools. Any outdoor swimming pool shall be completely enclosed within a six-foot nonscalable fence that meets the requirements of the building code in accord with title 10, chapter 1, of this Code. Not applicable.

C. Additional standards for outdoor stage or musical venue. Any use with a capacity of one hundred (100) seats or more or within one thousand (1,000) feet of a residence or a residential district shall be subject to approval of a conditional use permit. No outdoor stage or musical venue is proposed.

D. [Outdoor lighting.] Outdoor lighting, including lighted fields, designed for the site shall comply with Section 11-3A-11, "outdoor lighting," of this title. These standards may be modified through the approval of a conditional use permit. Noted.

Design Standards Analysis

Landscaping (UDC 11-3B):

The site has already been approved under permit A-2021-0021 and no additional improvements will be required.

Parking (UDC 11-3):

Nonresidential parking analysis

A minimum of one (1) off-street parking space is required per 2,000 square feet (s.f.) of gross floor area. Based on the 23,000-square-foot multi-tenant buildings, a minimum of 12 parking spaces are required. *A total of 49 parking spaces were built with the building, exceeding UDC standards for the I-L zoning. However, these standards are for industrial buildings with industrial users. The parking standards for a commercial building and commercial user, such as an indoor recreation facility, are one (1) off-street parking space per 500 square feet of gross floor area. At staff's request, the applicant provided a parking study to evaluate available parking on the site.*

| <i>Day of the Week</i> | <i>Time of Day</i> | <i>Spaces Available</i> |
|------------------------|------------------------|-------------------------|
| <i>Monday</i> | <i>Morning/Evening</i> | <i>44/32</i> |
| <i>Tuesday</i> | <i>Morning/Evening</i> | <i>39/39</i> |
| <i>Thursday</i> | <i>Midday</i> | <i>41</i> |
| <i>Friday</i> | <i>Evening</i> | <i>34</i> |
| <i>Saturday</i> | <i>Midday/Evening</i> | <i>33/47</i> |

With the more specialized nature of this indoor recreation facility and the maximum number of people in the gym being 14, staff is in support of the proposed use. There is also the ability for on-street parking on E. State Avenue if the parking lot were to fill up.

Bicycle parking analysis

A minimum of one (1) bicycle parking space must be provided for every 25 vehicle spaces or portion thereof per UDC 11-3C-6G; bicycle parking facilities are required to comply with the location and design standards listed in UDC 11-3C-5C. Bicycle parking is depicted on the plans submitted with this application that meet the requirements.

Building Elevations (*Comp Plan, Architectural Standards Manual*):

The approved building elevations and perspectives were submitted for the flex building as shown in Section IX.D. *As stated throughout this report, these elevations have already been approved through the administrative process and the building is already existing. The submitted elevations are for supplementary purposes only.*

Transportation Analysis

Access (*Comp Plan, UDC 11-3A-3, UDC 11-3H-4*):

One (1) driveway access is depicted and approved on the overall site plan via E. State Avenue (local street). ACHD and the City has approved the location of the access driveway with the administrative approvals for the overall flex building (A-2021-0021).

Sidewalks (*UDC 11-3A-17*):

There are existing 5-foot wide attached sidewalks along E. State Avenue and N. Hickory Avenue that meet UDC standards. Any damaged curb, gutter, or sidewalk is required to be replaced.

Services Analysis

Pressurized Irrigation (*UDC 11-3A-15*):

Underground pressurized irrigation water is required to be provided as set forth in UDC 11-3A-15.

Storm Drainage (*UDC 11-3A-18*):

Storm drainage is required to comply with the standards listed in UDC 11-3A-18.

Utilities (*Comp Plan, UDC 11-3A-21*):

Both the Plan and the UDC establish policy and regulations for extending and connecting to City utilities. Goal 3.03.03G of the Plan mandates urban infrastructure be provided for all new developments, including curb and gutter, sidewalks, water and sewer utilities. All utilities for the proposed development are required to be installed in accord with the standards listed in UDC 11-3A-21.

CITY/AGENCY COMMENTS & CONDITIONS

Meridian Planning Division

The applicant shall comply with the site plan, landscape plan, and building elevations approved with A-2021-0021, including the modifications listed below.

The proposed project shall comply with the standards listed in UDC 11-4-3-2 for Art, Entertainment, or Indoor Recreation Facility.

- **Accessory uses including, but not limited to, retail, equipment rental, restaurant, and drinking establishments may be allowed if designed to serve patrons of the use only, and not the general public.**
- **All outdoor recreation areas and structures that are not fully enclosed shall maintain a minimum setback of one hundred feet (100') from any abutting residential districts. The playing areas of golf courses, including golf tees, fairways, and greens, are an exception to this standard. (Ord. 07-1325, 7-10-2007).**
- **No outdoor event or activity center shall be located within fifty feet (50') of any property line and shall operate only between the hours of six o'clock (6:00) A.M. and eleven o'clock (11:00) P.M.**

- **Accessory uses including, but not limited to, retail, equipment rental, restaurant, and drinking establishments may be allowed if designed to serve patrons of the use only.**
- **Outdoor speaker systems shall comply with section 11-3A-13, "Outdoor Speaker Systems", of this title.**

The conditional use permit is valid for a maximum period of two (2) years unless otherwise approved by the City. During this time, the Applicant shall commence the use as permitted in accord with the conditions of approval, satisfy the requirements set forth in the conditions of approval, and acquire building permits and commence construction of permanent footings or structures on or in the ground as set forth in UDC 11-5B-6 A time extension may be requested as set forth in UDC 11-5B-6F.

Prior to occupying the space, the applicant shall obtain either a tenant improvement or certificate of occupancy fast track approval from the Building Division.

FINDINGS

Conditional Use (UDC 11-5B-6E)

The commission shall base its determination on the conditional use permit request upon the following:

That the site is large enough to accommodate the proposed use and meet all the dimensional and development regulations in the district in which the use is located.

The site meets all the dimensional and development regulations of the I-L zoning district for the proposed use. Therefore, the Commission finds the site is large enough to accommodate the proposed use.

That the proposed use will be harmonious with the Meridian comprehensive plan and in accord with the requirements of this title.

The Commission finds the proposed use will be harmonious with the Comprehensive Plan in that it will provide an indoor recreation use, which will contribute to the mix of uses desired in the MU-NR Comprehensive designation as desired.

That the design, construction, operation and maintenance will be compatible with other uses in the general neighborhood and with the existing or intended character of the general vicinity and that such use will not adversely change the essential character of the same area.

The Commission finds the design, construction, operation and maintenance of the proposed use with the conditions imposed, should be compatible with other uses in the general vicinity but may moderately change the character of the area due to the limited I-L zoning within the City.

That the proposed use, if it complies with all conditions of the approval imposed, will not adversely affect other property in the vicinity.

The Commission finds that if the applicant complies with the conditions outlined in this report, the proposed use will not adversely affect other property in the area.

That the proposed use will be served adequately by essential public facilities and services such as highways, streets, schools, parks, police and fire protection, drainage structures, refuse disposal, water, and sewer.

The Commission finds the proposed use will be served by essential public facilities and services as required.

That the proposed use will not create excessive additional costs for public facilities and services and will not be detrimental to the economic welfare of the community.

The Commission finds the proposed use will not create additional costs for public facilities and services and will not be detrimental to the economic welfare of the community.

That the proposed use will not involve activities or processes, materials, equipment and conditions of operation that will be detrimental to any persons, property or the general welfare by reason of excessive production of traffic, noise, smoke, fumes, glare or odors.

The Commission finds the proposed use will not be detrimental to any persons, property or the general welfare by the reasons noted above.

That the proposed use will not result in the destruction, loss or damage of a natural, scenic or historic feature considered to be of major importance.

The Commission finds the proposed use will not result in the destruction, loss or damage of any such features.

Additional findings for the alteration or extension of a nonconforming use:

Not Applicable.

That the proposed nonconforming use does not encourage or set a precedent for additional nonconforming uses within the area; and,

Not Applicable.

That the proposed nonconforming use is developed to a similar or greater level of conformity with the development standards as set forth in this title as compared to the level of development of the surrounding properties.

Not Applicable.

ACTION

A. Staff:

Staff recommends approval of the proposed Conditional Use Permit per the provisions included in Section IV in accord with the Findings in Section V.

Commission:

The Meridian Planning & Zoning Commission heard this item on June 5th, 2025. At the public hearing, the Commission moved to approve the subject conditional use permit request.

1. Summary of the Commission public hearing:

- a. In favor: Chelsi Spencer
- b. In opposition: None
- c. Commenting: None
- d. Written testimony: None
- e. Staff presenting application: Nick Napoli
- f. Other Staff commenting on application: None

2. Key issue(s) of public testimony:

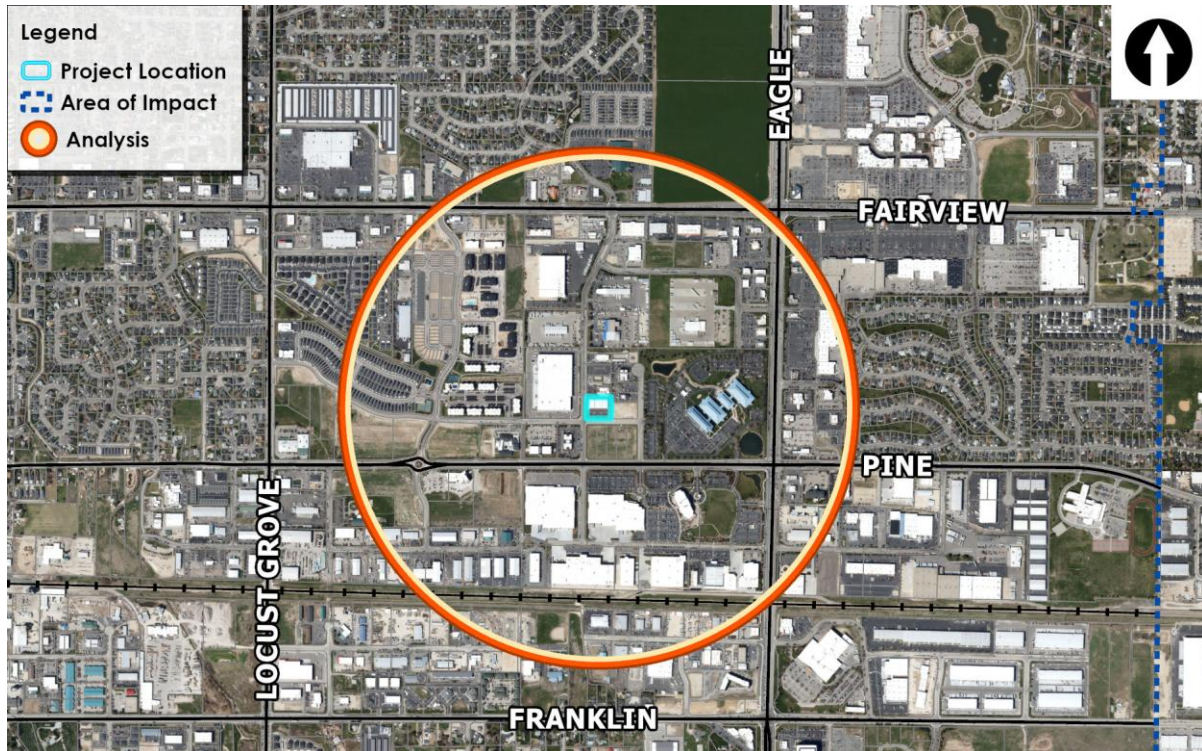
- a. None
- 3. Key issue(s) of discussion by Commission:
 - a. None
- 4. Commission change(s) to Staff recommendation:
 - a. None

EXHIBITS

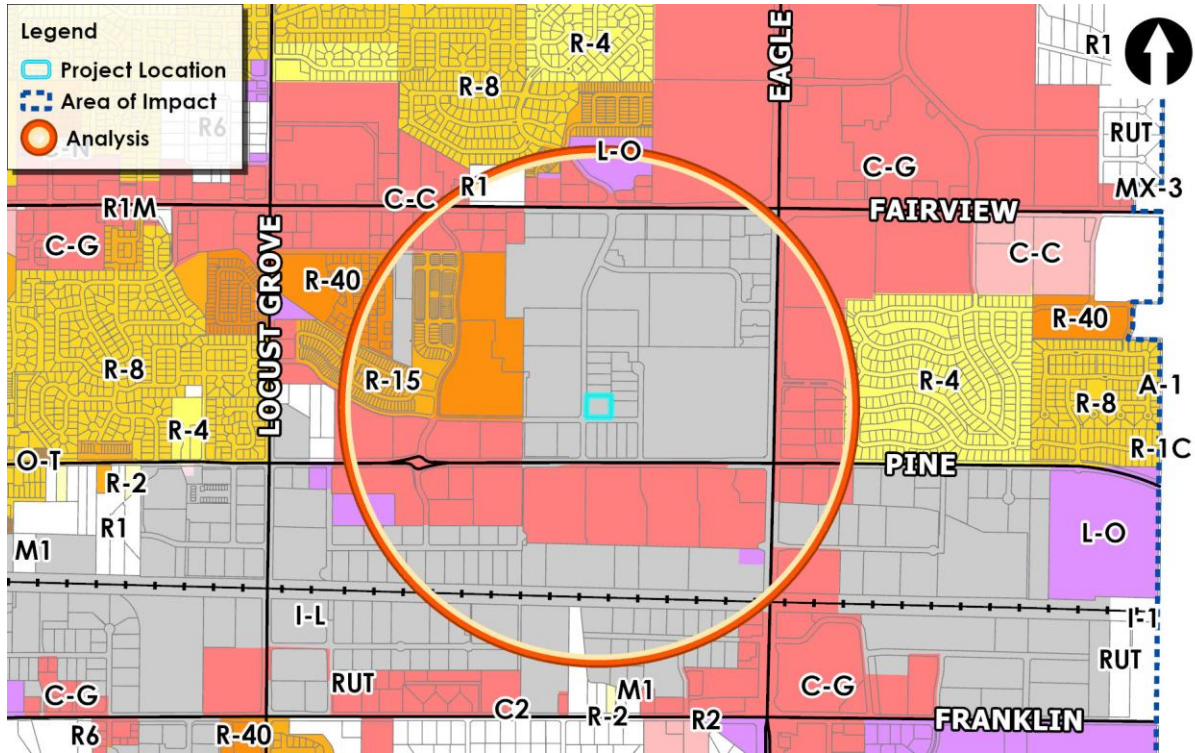
Project Area Maps

(link to [Project Overview](#))

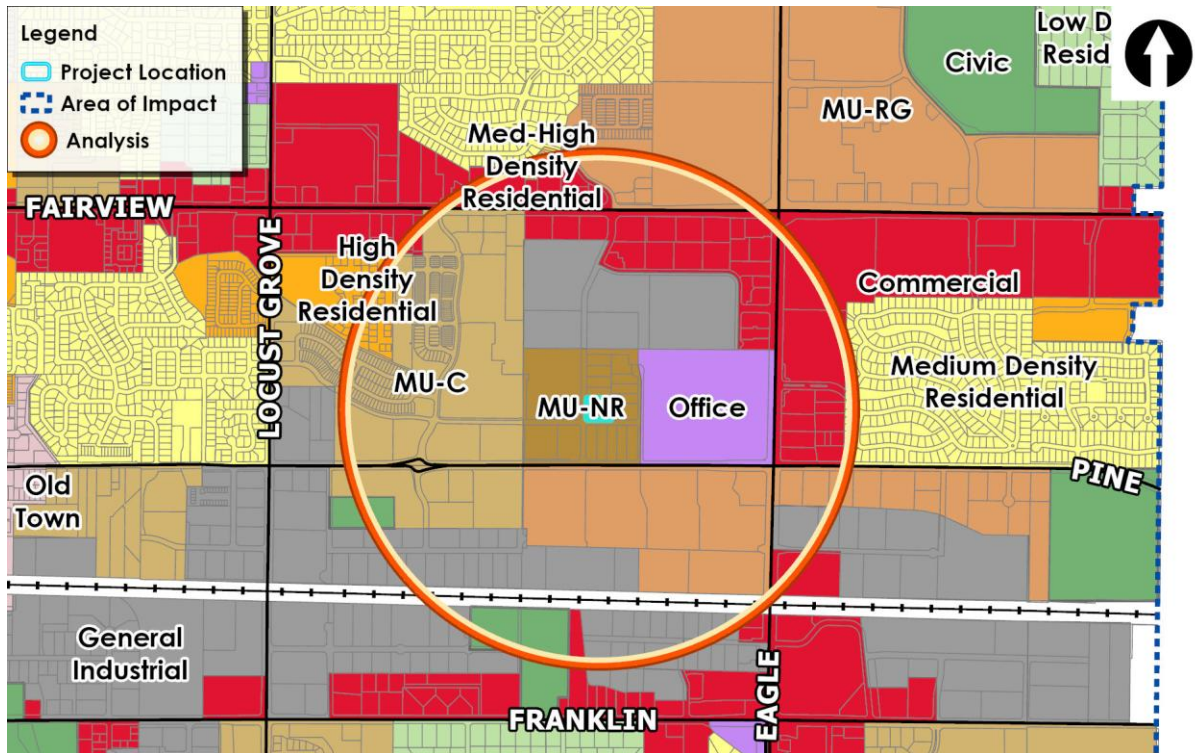
Aerial



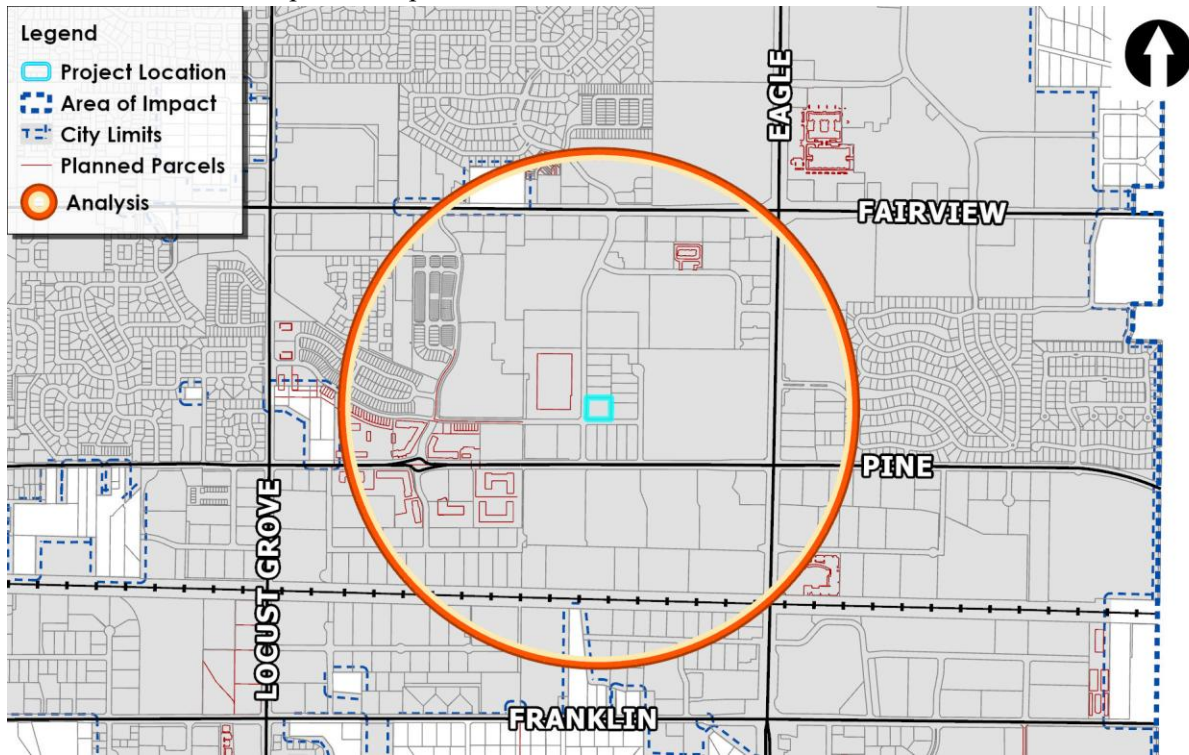
Zoning Map



Future Land Use



Planned Development Map



Subject Site Photos



Service Accessibility Report

| Criteria | Description | Indicator |
|-------------------------------|--|-----------|
| Location | In City Limits | GREEN |
| Extension Sewer | Trunkshed mains < 500 ft. from parcel | GREEN |
| Floodplain | Either not within the 100 yr floodplain or > 2 acres | GREEN |
| Emergency Services Fire | Response time < 5 min. | GREEN |
| Emergency Services Police | Meets response time goals most of the time | GREEN |
| Pathways | Within 1/4 mile of current pathways | GREEN |
| Transit | Within 1/4 mile of current transit route | GREEN |
| Arterial Road Buildout Status | Ultimate configuration (# of lanes in master streets plan) matches existing (# of lanes) | GREEN |
| School Walking Proximity | Within 1/2 mile walking | GREEN |
| School Drivability | Either a High School or College within 2 miles OR a Middle or Elementary School within 1 mile driving (existing or future) | GREEN |
| Park Walkability | Either a Regional Park within 1 mile OR a Community Park within 1/2 mile OR a Neighborhood Park within 1/4 mile walking | GREEN |

Y OF MERIDIAN FINDINGS OF FACT, CONCLUSIONS OF LAW AND DECISION & ORDER
SE NO(S). H-2025-0021



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Building Elevations (date: 4/6/2022)

