

# Staff Report to the Western Weber Planning Commission

Weber County Planning Division

#### Synopsis

#### APPLICATION INFORMATION

**Application Request:** File Number ZMA2023-04 A public hearing for consideration of a requested rezone

from A-2 to RE-15 on approximately 76 acres of vacant land.

Agenda Date: Tuesday, May 9th, 2023

Applicant: Pat Burns

#### PROPERTY INFORMATION

**Approximate Address:** 640 S 7500 W, Ogden, UT, 84401 **Zoning:** The area to be rezoned is currently A-2

**Proposed Land Use:** Residential, RE-15

ADJACENT LAND USE

North: Agriculture South: Residential

East: Agriculture West: Residential/Agricultural

STAFF INFORMATION

**Report Presenter:** Felix Lleverino

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801-399-8767

Report Reviewer: CE

## Applicable Ordinances

§ 102-5: Rezoning Procedures

§ 104-2: Agricultural Zones (A-2), 104-3: Residential Estates Zones (RE-15)

## **Legislative Decisions**

This is a legislative matter. When the Planning Commission is acting on a legislative matter, it is acting to make a recommendation to the Board of County Commissioners. There is wide discretion in making legislative decisions. Criteria for recommendations on a legislative matter suggest compatibility with the general plan, existing ordinances, and best practices. Examples of legislative actions are general plan, zoning map, and land use code amendments.

#### Summary

This item is an applicant-driven request to amend the zoning map from A-2 to RE-15 on 76.00 acres. The owner seeks this zoning to allow for residential neighborhoods where the residents can enjoy the agricultural heritage and the rural way of life. Figure 1.1 shows the general site development standards of the RE-15 zone, however, if the rezone is approved, the rezone ordinance will be accompanied by a zoning development agreement that will govern the features unique to this development.

The planning staff has included maps in this report that serve as visual aids in making comparisons between the rezoning proposal, the general plan land use maps, and the local environment.

The applicant is requesting that the property is zoned to the RE-15 zone. If the planning commission would prefer that the property is zoned for the new R1-15, they may add a motion that the property be rezoned to the new R1-15 zone code. Three primary differences between the RE-15 and the R1-15 zone are; the minimum yard setbacks, the site development standards, and that the R1 zones are optimized for residential uses.

Zone	R1-15	RE-15
Front	20	30
Side	5, 10	10,14

Rear	20	30
Minimum lot width	80	100

## Area Map



#### **Policy Analysis**

Section 102-5-6 of the Land Use Code provides direction regarding the duties of the Planning Commission when taking action on legislative items such as rezones:

A decision to amend the zoning map is a matter committed to the legislative discretion of the County Commission and is not controlled by any one standard. However, in making an amendment, the County Commission and Planning Commission are encouraged to consider the following factors, among other factors they deem relevant:

- a. Whether the proposed amendment is consistent with goals, objectives, and policies of the County's general plan.
- b. Whether the proposed amendment is compatible with the overall character of existing development in the vicinity of the subject property.
- c. The extent to which the proposed amendment may adversely affect adjacent property.
- d. 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, wastewater, and refuse collection.
- e. Whether the proposed rezone can be developed in a manner that will not substantially degrade natural/ecological resources or sensitive lands.
- f. Whether proposed traffic mitigation plans will prevent transportation corridors from diminishing below an acceptable level of service.

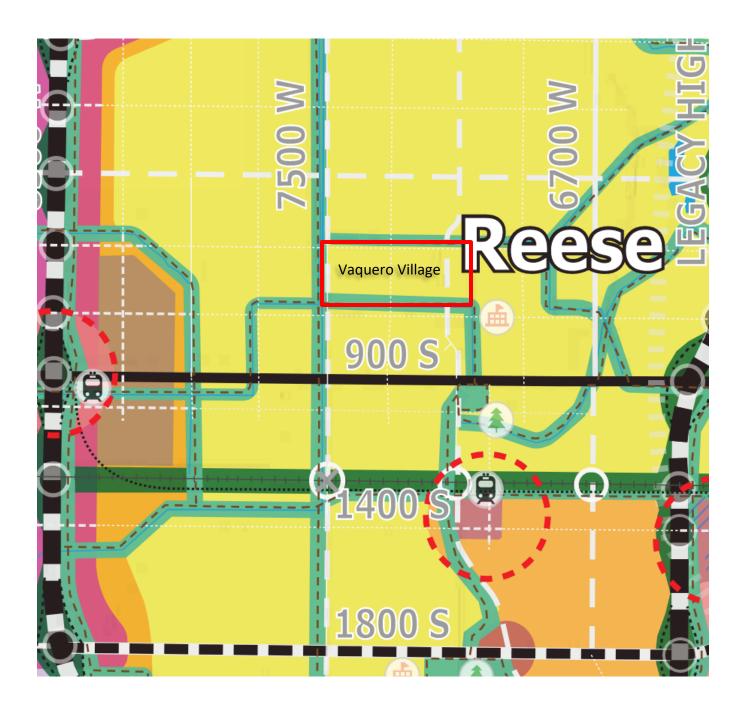
Each of the following sections is the staff's analysis of these relevant factors when considering a rezoning request. The following sections provide information to help the Planning Commission evaluate the request. Each subsequent section will be titled, <u>County Rezoning Procedure</u> (with its relevant factor)

## **County Rezoning Procedure (a)**

a. Whether the proposed amendment is consistent with goals, objectives, and policies of the County's general plan.

## Concept Plan with 109 lots (with added redlines from the planning staff)





#### **Western Weber County General Plan**

Section 102-5-2 of the Weber County Code suggests that a rezone should comply with the applicable general plan. The Western Weber General Plan (2022) is the guiding document used in the analysis by the Planning Staff.

The General Plan's Future Land Use Map shows that this location is planned for medium-density residential development.

#### Land Use Action 1.2.1 (Page 52)

"In areas planned for medium-sized lots, the County should consider rezoning the property to allow 15,000 square-foot lots."

Generally, this coincides with the RE-15 zone. A rezone of this nature should only be allowed if smart-growth implementation strategies are volunteered by the developer, as provided in Land Use Principle 1.4. Smart Growth strategies accomplished by the concept plan with added redlines from the planning include roadway layouts that

provide for good network connectivity and limit dead-end/cul-de-sac streets (2022, pg. 54), and human-scale street infrastructure with active transportation facilities along all street types (2022, pg. 110, Transportation Principle 6.2)

#### Zoning

The RE-15 zone would be considered a 'medium-density' zone, with a minimum lot area of 15,000 square feet, and a minimum lot width requirement of 100 feet. However, with a development agreement, and the standards in the RE-15 zoning ordinance, the actual area standards may be averaged across all lots within the development. The table below is included to help make a comparison between the existing A-2 zone and the RE-15 zone code:

#### Site Development Standards

Zone	A-2	RE-15
Area	40,000	15,000
Width	150	100
Front	30	30
Side	10,14	10, 14
Rear	30	30
Max height	35	35

The development agreement for the Vaquero Village Rezone will include lot development standards specific to this proposal. The following standards about site development, or some slight variation of them, shall be included in the recorded development agreement:

- In a subdivision, the actual allowed minimum lot area may be reduced to no less than 6,000 square feet if in compliance with the following:
- The total number of lots allowed in the subdivision shall be no greater than the gross developable area divided by the minimum Lot area specified in the RE-15 zone.
- Each lot adjacent to a lot in another subdivision, including across a street, shall be no smaller than 80 percent of the minimum lot area of 15,000 square feet.

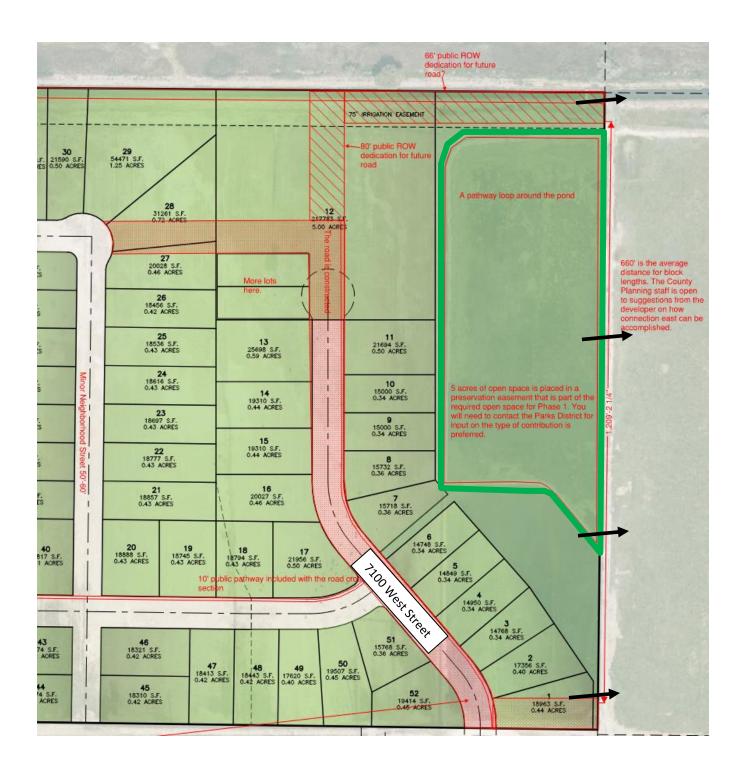
#### **Smart-Growth Principles**

The following section highlights various smart growth principles. Each principal includes a short description from the staff describing how the Vaquero Village Rezone could satisfy these goals.

#### Public Roads and Trails (Street Connectivity and Pathway & Trail Connectivity)

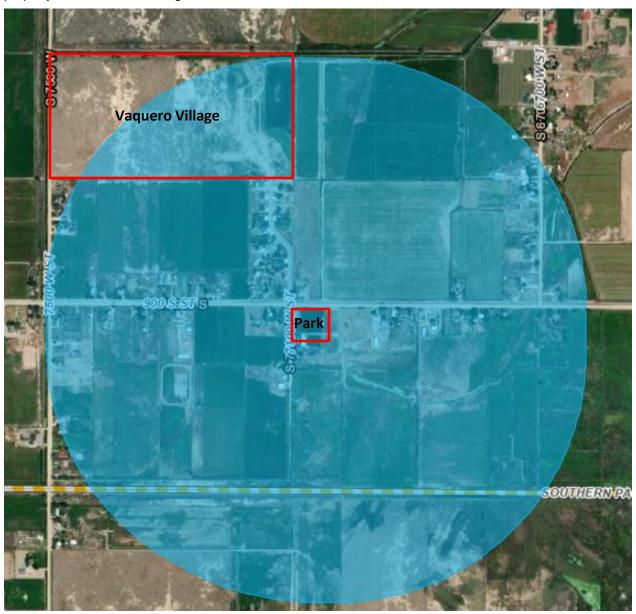
Creating a vibrant community starts with well-designed roads and pathways. Street type variations such as a mix of Minor Neighborhood Collector Streets 50'-60', Major Neighborhood Streets 66', and Minor Collector Streets 80' can provide for the various community needs. For instance, a minor neighborhood collector street that is a 50' to 60' ROW is sufficient for two-way travel with enough space for street parking and a sidewalk on both sides. These neighborhood streets can be designed in a manner that provides for slow speeds with many residential driveway accesses, and local pedestrian use. The Major Neighborhood Streets, with a recommended ROW width of 66', are designed to extend through local residential areas while providing multimodal connectivity. Vaquero Village contains two major neighborhood streets that are in an east-west direction that connect 7500 West Street to 7100 West Street. Both 7500 West and 7100 West are planned to become minor collector streets.

The planning staff review of the concept plan includes the creation of 30' pathway easements on the north side of the subdivision boundary along the canal. We also made recommendations for 10'pathways within the development. Due to the physical constraints that exist for road connections eastward, the planning staff is open to suggestions from the developer or the Planning Commission. It is the staff's observation that several pathway connections at 500 to 800 foot intervals and vehicular egress points at 1,300 foot intervals would satisfy the 1,300-foot minimum block length requirement. The northeast corner of the recorded Vaquero Village Phase 1 subdivision includes a 10' pathway easement eastward that could be included with the egress point eastward on the south side of the pond. The map below highlights the staff-recommended alignment of 7100 West Street, the pond trail, and the possible pathway segments to the east of the pond.



#### Parks and Recreation (Open Space and Recreation Facilities)

The vision written in the Western Weber General includes a string of public parks connected by pathways, where residents and visitors can participate in recreational activities improving the life and well-being of families. The Reese Park located on the corner of 7100 West and 900 South is within a half mile of the Vaquero Village rezone property as shown in the image below.



Similar to what has been done for recent rezone proposals from this same developer, the planning staff anticipates that the Warren West Warren Park District will be the beneficiary of a voluntary donation from the developer of Vaquero Village. Mr. Pat Burns is scheduled to meet with the Park District Board on May 11<sup>th</sup>, 2023.

## **Culinary and Secondary Water Conservation Planning**

The county has not yet adopted significant measures for water conservation in residential developments. The developer has not included specific details on water conservation. The planning staff is proposing several methods to reduce water consumption for irrigation and they are as follows:

1. The developer shall enforce the implementation of water-wise landscaping design, and be required to contract with a professional landscape architect for the creation of a Landscape Guide.

If the Planning Commission desires to implement outdoor water conservation practices, the planning staff has included this requirement in a model motion at the end of this report.

#### Dark Sky

All outdoor lighting within this development, including street lights and lighting affixed to the single-family dwellings, should be required to comply with the Weber County Outdoor Lighting ordinance. The planning staff has included this requirement in the model motion.

#### **Emissions and Air Quality**

The closest grocery store available for Vaquero Village residents is 8.9 miles from the Ogden City commercial district. Until there are more commercial districts built in Western Weber most residents in the area will likely need to visit the adjacent cities for everyday supplies. The Future Land Use Map of the General Plan places a commercial center at the corner of 1400 South and 7100 West, which would be within a half a mile of the Vaquero Village.

Facilities for local park and pathway activities such as walking, cycling, playgrounds, and social gatherings will reduce the need for residents to travel by automobile.

### Renewable Energy

The developer has not specifically addressed this item, however, the Planning Commission may consider this as part of their application, and make recommendations that are proportionate to what the developer is asking for.

## **County Rezoning Procedure (b)**

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

To make an objective analysis of whether the zone change is compatible with the character of existing development in the vicinity, we first need to examine the existing surrounding character.

Large swaths of open space and natural landscapes with grazing land remain a dominant feature within the surrounding area.

The Vaquero Village rezone area is a continuation northward of the Vaquero Village Cluster Subdivision that is platted as a rural development with ½ acre lots. An amendment to the zone from A-2 to RE-15 would optimize the property for residential uses while removing the potential for farms and animal husbandry due to the large amount of land needed for agricultural-related pursuits.

The A-2 zone does have allowances for agricultural-related uses and large-lot residential development. Strict adherence to the minimum standards of the A-2 zone will result in similar development patterns as the RE-15 zone, yet would cover a much larger area.

Maxar Technologies, Imagery Date 5-24-2023



As you can see the residential development fronting of 7500 West Street and the land to the south is used for crop production. Most of the surrounding land to the north, west, and east is devoted to agricultural pursuits which contribute to the rural feel of the area.

## **County Rezoning Procedure (c)**

c. The extent to which the proposed amendment may adversely affect adjacent property.

This amendment to the zone and the subsequent residential development are sure to create impacts on the built infrastructure and the surrounding residents.

A noticeable increase in traffic cannot be completely avoided, however, a well-designed right-of-way corridor system will increase mobility and efficiency.

Future lot owners who are seeking out a place to reside that meets the needs of their family may choose to locate in this part of Western Weber primarily because it is removed from the crowded city suburbs. Being that there are few commercial and civic amenities in the immediate area a possible adverse effect that will be felt by new and existing residents will be the lack of easy access to necessary goods and services.

In its current state, most of the area surrounding this proposal is undeveloped. The addition of homes is also expected to bring noise and artificial light disturbances. It is anticipated that light pollution will be suppressed by requiring that all outdoor lighting comply with the Outdoor Lighting Code. On the topic of noise, except for seasonal holiday celebrations, a residential neighborhood of this nature will not be an issue.

## **County Rezoning Procedure (d)**

d. Whether the proposed rezone can be developed in a manner that will not substantially degrade natural/ecological resources or sensitive lands.

The County Development process includes a thorough review of each development on an individual basis. All construction projects are required to obtain the appropriate permits including Storm Water Pollution Prevention Plan.

Much of this area has long been devoted to large-scale crop production and grazing. Impacts that would degrade natural/ecological resources include large-scale feedlots, fertilizing, tilling, and irrigation inputs. If the rezone is allowed, and residential development occurs, degradation from large-scale agricultural uses will be reduced.

Connections to existing culinary water, secondary water, and sewer facilities eliminate the impacts resulting from the construction of new facilities.

## County Rezoning Procedure (e)

e. Whether proposed traffic mitigation plans will prevent transportation corridors from diminishing below an acceptable level of service.

Currently, traffic in the area is limited to the occasional farm vehicle and infrequent local residential traffic. The Vaquero Village Development will undoubtedly increase the traffic demands on roads and intersections, particularly at the intersections of 7100 West and 900 South and 7500 West and 900 South. The General Plan's Future Streets Map shows 7100 W and 7500 W becoming minor collectors that will help funnel traffic southward to 900 South. In anticipation of increased traffic demands, the General plan designates selected ROW corridors for widening and required road improvements. Specific to this development, 7100 W and 7500 W will require an 80' ROW, which is an increase from the current 66' ROW. The developer is responsible for road widening improvements on 7100 West and 7500 West for areas fronting the Vaquero Village development.

It is recommended by the County Engineering Department that a traffic study is conducted to determine if the increased traffic will result in a poor level of service. A traffic study will help guide needed improvements to the shoulder and intersections of 900 South Street.

## **County Rezoning Procedure (f)**

f. 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, storm water drainage systems, water supplies, wastewater, and refuse collection.

Residential development in Western Weber will take place in tandem with the expansion of facilities and services. The Vaquero Village Development is under consideration because of the proximity to, and location within, utility services that will be extended to serve this residential development. Culinary from Warren West Warren and secondary water from Western Irrigation (private pond) infrastructure connections exist within proximity to this proposal. Ability To Serve letters from the local service providers were not included with the application. Sewer service lines from Little Mountain Sewer District will be extended to serve this development. Upon review of the

subdivision improvement plans, the county staff will be able to determine the utility of the stormwater drainage system.

#### Staff Recommendation

Staff recommends that the Planning Commission consider the rezone request and offer staff feedback for additional consideration, if any. Alternatively, when/if the Planning Commission is comfortable with the proposal, a positive recommendation should be passed to the County Commission.

#### **Model Motion**

The model motions herein are only intended to help the planning commissioners provide clear and decisive motions for the record. Any specifics provided here are completely optional and voluntary. Some specifics, the inclusion of which may or may not be desired by the motioner, are listed to help the planning commission recall previous points of discussion that may help formulate a clear motion. Their inclusion here, or any omission of other previous points of discussion, are not intended to be interpreted as steering the final decision.

#### Motion for positive recommendation as is

I move we forward a positive recommendation to the County Commission for File #ZMA2023-04, a developer-initiated application to amend the Weber County Zoning Map to rezone a 76-acre parcel located at 640 South 7500 West from the A-2 Zone to RE-15 Zone. I do so with the following findings:

#### Example findings:

- 1. The zoning map amendment are supported by the Western Weber General Plan.
- 2. The proposal serves as an instrument to further implement the vision, goals, and principles of the Western Weber General Plan
- 3. The changes will enhance the general health and welfare of Western Weber residents.
- 4. [ <u>add any other desired findings here</u>].

#### Motion for positive recommendation with changes

I move we forward a positive recommendation to the County Commission for File #ZMA2023-04, a developer-initiated application to amend the Weber County Zoning Map to rezone a 76-acre parcel located at 640 South 7500 West from the A-2 Zone to RE-15 Zone, with the following conditions and findings:

- 1. The concept plan includes the appropriate ROW widths as indicated by the Future Streets and Transportation Map of the 2022 Western Weber General Plan.
- 2. The concept plan shall display conformity with the staff-recommended ROW alignments and the planned ROW alignments within the 2022 Western Weber General Plan.
- 3. That the concept plan includes the pathways indicated on the concept plan with added redlines from the planning staff.
- 4. The number of lots shall not exceed the gross area divided by a 1/3 acre (minimum lot size for a 'Medium-size' lot).
- 5. The final layout of streets and pathways shall generally conform to the County Commission-approved concept plan and applicable code requirements.
- 6. The developer shall enforce the implementation of water-wise landscaping design for the lots within the Vaquero Village, and be required to contract with a professional landscape architect for the creation of a Landscape Guide that is to be used by all Vaquero Village residents.
- 7. All artificial outdoor lighting for residential purposes shall conform to the Weber County Outdoor Lighting Code.

#### Findings:

- 1. The proposal implements certain goals and policies of the West Central Weber General Plan.
- 2. The development is not detrimental to the overall health, safety, and welfare of the community.

#### Motion to table

I move we table action on File #ZMA2023-04, a developer-initiated application to amend the Weber County Zoning Map to rezone a 76-acre parcel located at 640 South 7500 West from the A-2 Zone to RE-15 Zone to <a href="mailto:state"><u>state</u></a> <a href="mailto:adecertain">a date certain</a>], so that:

Examples of reasons to table:

- 1. We have more time to review the proposal.
- 2. Staff can get us more information on secondary, culinary, and sewer services.
- 3. The applicant can get us more information on traffic impacts to 900 South Street.
- 4. More public noticing or outreach has occurred.
- 5. [ add any other desired reason here ]

#### Motion to recommend denial:

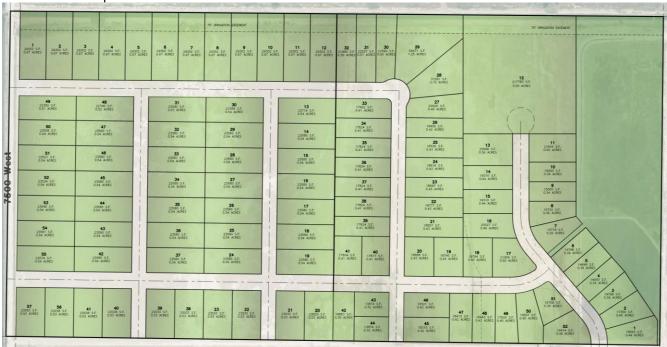
I move we forward a recommendation for denial to the County Commission for File #ZMA2023-04, a developer-initiated application to amend the Weber County Zoning Map to rezone a 76-acre parcel located at 640 South 7500 West from the A-2 Zone to RE-15 Zone, with the following conditions. I do so with the following findings:

Examples findings for denial:

- 1. The proposal is not adequately supported by the General Plan.
- 2. The appropriate Ability to Server letters are not provided
- 3. The area is not yet ready for the proposed changes to be implemented.
- 4. [ add any other desired findings here

## **Exhibits**

Exhibit A: Concept Plan & Narrative.



VAQUERO PHASE 2 REZONE NARRATIVE

With the passing of the new master plan for West Weber, Lync Construction is respectfully asking for a rezone on its Vaquero Phase 2 project in accordance with the intent of the Commissioners after considering all options and public comment in proactively working towards and properly facilitating future growth in Weber County.

The proposed development (as seen in the conceptual plans included) will incorporate the Smart Growth Principles as laid out in the master plan and showcase responsible development that fosters close neighborhoods while simultaneously encompassing and embracing the agricultural heritage and legacy of the community upon which the area was founded.

Ongoing conversations to receive feedback from local agricultural producers to determine the best places to grow agriculture and best place to grow the necessary homes to support the thriving economy and growing population as the next generation looks to stay closer to home. Fostering the continuation of family legacies and promoting and attracting new ones.