


STAFF REPORT

TO: Hailey Planning and Zoning Commission

FROM: Beth Robrahn, Planning Director 

RE: Quigley Canyon Ranch Annexation

HEARING: August 19, 2008

On August 4, each Commissioner stated their general position to date on the application and state the conditions that support their position. After the Commissioners stated their positions, staff facilitated a discussion of topics where disagreement was evident.

This staff report includes a table of the Commission's position on various topics related to the proposal, a draft list of conditions of approval based on the Commission's deliberation to date, and analysis of the zoning designation.

| | Stefanie | Mark | Owen | Mike | Geoffery |
|-------------------------------|---|--|--|--|---|
| Hillside | No buildings on 15% slope or greater | No buildings on 15% slope or greater | No buildings on 15% slope or greater | Okay with Clubhouse as proposed | No buildings on 15% slope or greater |
| Lot Size | ½ acre max | Willing to consider some flexibility through PUD | ½ acre max | Willing to consider some flexibility through PUD | ½ acre max |
| Sewer | Hook up to City | Okay with system proposed if DEQ approves | Okay with system proposed if DEQ approves | Okay with system proposed if DEQ approves | Okay with system proposed if DEQ approves |
| Deadman Gulch & Beyond Pond | No development | No development | No development | No development | No development |
| Fire Station | 2 acres | Contribution – land or \$ | Contribution – land or \$ | Contribution – land or \$ | Contribution – land or \$ |
| School | No Contribution | Possible Dollar Contribution | Dollar Contribution | Dollar Contribution or <u>Provide Land in Development?</u> Needs further scrutiny by City Council and <u>input from School</u> | Dollar Contribution |
| Golf Course | City own land, but not operate | City own land, but not operate | City own land, but not operate | <u>City own land, but not operate</u> | City own land, but not operate |
| Street and Sidewalk Standards | Meet all city standards; establish new standard for narrower ROW that would apply city wide | Some flexibility through PUD | Some flexibility through PUD | Some flexibility through PUD | Some flexibility through PUD |
| Playing Field | Require | Require based on demand | Can be accommodated in park space proposed | Require | Require |
| Road Access | Require public dual access to pond | undecided | Dual access ¾ up the canyon | Okay with proposed emergency access | Require public dual access to pond |

| | Stefanie | Mark | Owen | Mike | Geoffery |
|--|--------------------------------------|--------------------------------------|--------------------------------------|--------------------------------------|--------------------------------------|
| Antler Connection | Connect for vehicular access | Okay with pedestrian access only | Connect for vehicular access | Okay with pedestrian access only | Connect for vehicular access |
| Water | Water use and supply should balance | Net gain to city | Water use and supply should balance | Water use and supply should balance | Water use and supply should balance |
| Off Site Sidewalks – both sides Quigley, Croy, Bullion from 8 th to WRT | require | require | require | require | require |
| Off Site Traffic Calming – Deerfield proposal | require | require | require | require | require |
| Round about at Fox Acres and Woodside | yes | Leave to experts | no | yes | yes |
| Transit | Follow Mountain Rides recommendation | Follow Mountain Rides recommendation | Follow Mountain Rides recommendation | Follow Mountain Rides recommendation | Follow Mountain Rides recommendation |
| Road Maintenance – public arterial roads | City responsibility | City responsibility | City responsibility | City responsibility | City responsibility |
| Park Maintenance | City maintain after 2 years | City maintain after 2 years | City maintain after 2 years | City maintain after 2 years | City maintain after 2 years |

Draft Conditions of Approval:

Landuse

1. Development in Deadman Gulch shall be prohibited
2. Development beyond the irrigation pond shall be prohibited.
Note: Commission should clarify whether this includes proposed Parcel 7 and Parcel 6 or whether all or a portion of Parcel 6 is acceptable.
3. Building in any area designated as a “red zone” is prohibited and a site specific study and engineered building plans of any building permit in any area designated as a “blue zone” is required.
4. Hillside areas, defined as slopes which equal or are greater than 15 percent, shall be dedicated as open space and recreational uses and zoned RGB.
5. No buildings on slopes which equal or are greater than 15 percent are permitted.
6. The Applicant shall contribute 20% of the residential units within the project, as income deed restricted Community Housing.
7. The Site Master Plan shall comply with city-required firewise/wildland-urban interface standards and/or guidelines, including designation of enforceable fire resistant landscaping and building materials. The Applicant shall submit a Fire Plan for approval by the City. Upon approval of a Fire Plan by the City, the applicant shall implement said approved plan.
8. Prior to construction, the Applicant shall submit to the Planning Office a weed management plan for the abatement of weeds both during and after construction.
9. Prior to construction, a construction management plan shall be filed with the City that designates travel routes for large vehicles and depicts staging areas and other details specific to the Project.
10. No lot shall be greater than one-half acre.
Note: 3 of 5 commissioners supported this at the August 4 meeting.
11. Neighborhoods with the development shall be compressed to the west and interconnected by public roads, while still providing adequate wildlife migration corridors through the mid canyon.
Note: 2 of 5 commissioners supported this at the August 4 meeting.
12. The 400 acres beyond the boundaries of the proposed annexation request, and under the same ownership, shall remain undeveloped and have a conservation easement in perpetuity.
Note: 2 of 5 commissioners supported this at the August 4 meeting.

Transportation

13. The applicant shall install the mitigation measures on neighborhood streets, as identified by the neighborhood plan presented on June 24, 2008, in accordance with City Standards.
14. The applicant shall install intersection improvements as identified in the traffic impact study, upon approval of the design by the City Engineer and in accordance with City Standards.
15. The applicant shall install a roundabout at the intersection of Fox Acres Road and Woodside Boulevard, upon approval of the design by the City Engineer and in accordance with City Standards.
16. The applicant shall install sidewalks on both sides of Quigley Road and on Bullion Street and Croy Street from Eighth Avenue to the Wood River Trail, upon approval of the design by the City Engineer and in accordance with City Standards.
17. The applicant shall construct transit related infrastructure according to the needs and standards identified by the Mountain Rides Transportation Authority, including but not limited to bus stops with pull outs, bus shelters, bike racks at bus stops, signage, and pedestrian linkages to bus stops.
18. The applicant or homeowners association shall contribute to the operations of a transit system within the City of Hailey; the amount shall be determined through the fiscal impact analysis.
19. The extension of Fox Acres (from the current City limits to the public land to the east) and the extension of Quigley Roads to the entrance of Large Block Parcel 1 shall be dedicated to City and maintained by the City.
20. All roads within Large Block Parcel 1 shall be dedicated to the public and maintained by the applicant or HOA; except the alleyways in Parcel 1 shall be private and maintained by the owners of the lots through the HOA. Each of the non-collector or smaller roads and cul-de-sacs within Large Block Parcels 2-7 shall be private and maintained by the owners of the lots in each Large Block Parcel.
21. All private roads shall be a platted as a separate parcel and platted as public access.
22. Cul-de-sacs within the development shall be connected by shared use pathways.
23.
 - Option A:** Antler Drive shall provide vehicular connection to the new development
 - Option B:** Antler Drive shall provide pedestrian and bicycle connection to the new development

24. The Applicant shall construct a 10' wide separated shared use path from the high school to eastern boundary of Large Residential Block / Parcel 4, as shown on the Site Master Plan, in accordance with city and AASHTO standards.
25. **Option A:** Quigley Road shall extend to the irrigation pond.
Option B: Quigley Road shall connect to Parcel 1 of the development. The Applicant shall construct a secondary access for emergency purposes from Parcel 1 to the pond. The secondary access shall be used for only motorized emergency and non-motorized purposes. The secondary access shall have a turn out every 500 feet and shall be plowed throughout the winter by Quigley so unobstructed emergency access may be maintained. Delineator posts or other approved method of marking such access shall be in place to delineate this secondary access road. . No gates will be permitted. Signage for such emergency access road shall be installed and maintained by Quigley. The secondary access, turnouts, marking and signage shall be constructed on or before the issuance of a certificate of occupancy for any permanent building within Large Residential Blocks / Parcels 4 thru 7. Additionally, at the City's discretion, the secondary emergency access will be made available for public use at any time in which Fox Acres Road from the high school to the BLM land to the east is blocked or not available for through traffic.

Recreation

26. Proposed park space shall include one or more active playing fields. The type of field shall be based on a community demand assessment reviewed by the Hailey Parks and Lands Board and on recommended space requirements specified in the Facility Development and Space Guidelines of the Hailey Parks, Lands and Trails Master Plan Standards and Guidelines.
27. The Applicant shall build the bike paths, trails and parks on the Property consistent with the Site Master Plan and dedicate these improved Parcels to the public. Improvements will be to City design standards and include turf, irrigation systems, play equipment, signing, etc shall be reviewed through the PUD process with recommendation by the Hailey Parks and Land Board.
28. The Applicant shall construct single-track dirt trails on the Property to the BLM boundary, consistent with the IMBA Trail Solutions plan depicted on the Site Master Plan.
29. The land occupied by the proposed golf course and Nordic facility shall be deeded to the City of Hailey. The golf course and Nordic facility shall remain for public use in perpetuity. In the case the golf course and Nordic facility cease operations the land shall revert to open space and playing fields.
30. The golf course shall be built as an Audubon Sanctuary course. The Audubon Sanctuary golf course standards shall be reviewed and approved as part of the final annexation decision by Council.

31. All parks (31.1 acres proposed) and open spaces (approximately 422.7 acres proposed) shall be dedicated to the City and open to the public, except the Community Garden, which will be dedicated to the HOA.
32. The applicant or HOA will maintain parks for 2 years; after two years the City of Hailey will take over responsibility of park maintenance.
33. All parks, open space areas, and pathways shall allow public access.

Wildlife

34. Wildlife migration corridors throughout the project, in the locations specified on the Wildlife Corridor map, shall be a minimum width of 500 feet.
35. The recommendations of the Applicant's wildlife biologists shall be implemented, unless otherwise determined by the City.

Water

36. The developer shall prove possession of sufficient early priority water rights to supply the amount of development agreed upon by the city.
37. All water rights shall be conveyed to the City.
38. The developer shall dedicate a site and pay for the installation of a new municipal well in a location determined by the City.
39. The Applicant shall assist the City in preparing and filing the applications necessary for municipal water rights for the well site the Applicant is dedicating to the City

Public Facilities

40. The Applicant shall pay future applicable water and sewer connection fees, user fees, and other fees as required by the City.
41. The Applicant shall construct an on-site wastewater treatment plant and related collection system improvements, as approved by the City and DEQ. In the event subject on-site system is not approved by DEQ, the applicant agrees to connect into the City wastewater treatment system and pay for necessary improvements to accommodate the demand generated by the development.
42. The Applicant shall contribute to the City for a future fire station with employee housing in an amount determined through the fiscal impact analysis.
43. **Option A:** The Applicant shall contribute to the Blaine County School District in a dollar amount determined through the fiscal impact analysis.

Option B: The Applicant shall contribute land and/or a dollar amount determined through the fiscal impact analysis.

44. The Applicant shall contribute to the Hailey Public Library in an amount determined through the fiscal impact analysis.

General

45. The applicant shall make dedications and contributions as determined by the Council to ensure no negative fiscal impact to the City and its existing residents.
46. The annexation agreement will specify the amenities to be provided by the developer, but does not imply approval of a specific design or approval of any other applicable city requirements.
47. The applicant shall receive approval of other applicable requirements as a condition of annexation, including but not limited to Planned Unit Development, Subdivision, Design Review, Hillside Alteration and Stream Alteration Permit for the following components:
48. All applicable city standards shall be met unless the city agrees to waivers through the Planned Unit Development (PUD) process.
49. The Site Master Plan shall be developed in phases as set forth in the Phasing Plan Summary unless otherwise agreed by the City to maximize orderly development.
50. Phase 1 shall include: the construction of the eighteen (18) hole golf course with attendant features (golf course, clubhouse, driving range, and maintenance facility); stream rehabilitation subject to applicable City and other governmental approvals; construction of Quigley Road and Fox Acres Road from current City limits to the end of the development following the alignment depicted on the Site Master Plan or as otherwise approved by the City; dedication of the hillside open space, construction of all park areas and their dedication to the City; and construction of trails and trail heads.
51. Development of Phases for the Large Residential Parcels 1 through 7 shall occur in accordance with the conditions and requirements of the city, and all subsequent subdivision approval requirements and findings.
52. The Applicant shall pay annexation fees for residential and non-residential uses that impact City services to be determined in a fiscal analysis and as negotiated by the City Council.
53. Responsibilities of the applicant and the future HOA to improve and maintain paths, parks, roads, and open space areas, and other items specified by the Council shall be established in the CC&Rs and adopted concurrent with PUD approval for the Project.
54. The Applicant shall construct the ordinary on-site improvement that relate to all subdivision, PUD and phasing approvals, including, but not limited to, the following:
 - a. Water and sewer as specified by the city engineer and approved by the City Council;

- b. Roads, sidewalks, trails and bike paths consistent with the Site Master Plan;
- c. Undergrounding of utilities (cable, gas, electric);
- d. Landscape all parks and ROWs;
- e. Intersection street lights; and
- f. Park improvements consistent with specifications approved by the Council after duly receiving the recommendations of the Parks Board and Commission.

55. The Applicant shall, upon annexation, pay to amend various City maps as deemed necessary by the City, including, but not limited to comprehensive plan land use, annexation legal metes and bounds map to state, and zoning maps.

Zoning Recommendation

Pursuant to Section 14.01.040 consideration of zoning classification shall be consistent with the requirements and standards of Article XIV of the Hailey Zoning Ordinance.

Proposed Zoning

The applicant has requested a zone change to RGB, NB, LR-1, LR-2 and GR. The current uses of the property are related to agriculture and recreation. Uses adjacent to the subject property include residential, open space and recreation.

The purpose and permitted uses of each the requested Zoning Districts is as follows:

RGB - The purpose of the Recreational Green Belt District shall be to provide areas for public recreation and/or to create and preserve open and/or green space areas for aesthetic and public use. All uses within the RGB District shall be compatible with the protection of natural and scenic resources for the benefit of present and future generations.

Permitted uses for the RGB District are limited to the following:

- a. Parks, including structures and/or buildings integral to the parks.
- b. Non-motorized, recreational pathways.
- c. Public golf courses

Conditional uses for the RGB District are limited to the following:

- a. PWSF's or WCF's, attached to street poles or mounted on existing buildings or structures, upon the issuance of a Wireless Permit in accordance with the provisions of Article VIIIA of this Ordinance. (Freestanding and lattice towers are prohibited.)
- b. Municipal Uses limited to water storage and well facilities.
- c. Temporary Structures
- d. Public recreational or cultural uses.
- e. Structures and/or buildings integral to a golf course such as club houses, maintenance buildings, and rest rooms.
- f. Employee housing for golf courses or recreational facilities.
- g. Storage buildings with a gross floor area of greater than 120 square feet.

Accessory uses for the RGB District are limited to the following:

- a. Storage buildings with a gross floor area of 120 square feet or less, subject to Design

Review by the Hearing Examiner.

NB - The purpose of the Neighborhood Business District is to provide areas for neighborhood service centers, increase convenience to neighborhood residents and promote other forms of multi-modal transportation and circulation. The uses in the NB district shall be limited commercial uses that will be clearly subordinate to, and support the residential nature of the area.

Permitted uses for the NB District are limited to the following:

- a. Dwelling Units within Mixed Use Buildings.
- b. Day Care Businesses.
- c. Personal Service establishments.
- d. Home Occupations.

Conditional uses for the NB District are limited to the following:

- a. Mercantile (wholesale and retail).
- b. Churches.
- c. Professional Offices, excluding veterinarians.
- d. Semi-Public uses.
- e. Restaurants which may or may not include the sale of alcoholic beverages.
- f. Catering Services.
- g. Laundromats and dry cleaners.
- h. Temporary Structures
- i. PWSFs or WCF's, attached to street poles or mounted on existing buildings or structures, upon the issuance of a Wireless Permit in accordance with the provisions of Article VIIIA of this Ordinance. (Freestanding and lattice towers are prohibited.)

Accessory uses for the NB District are limited to the following:

- a. Garages and Storage buildings.
- b. One Accessory Dwelling Unit on lots of 7,000 square feet or larger, accessory to a non-residential Principal Building.

LR-1 and LR-2 - The purpose of the Limited Residential District is to provide areas for stable, low-density, single-family residential development and a limited number of other uses compatible with a residential neighborhood.

Permitted uses for the LR District are limited to the following:

- a. Parks.
- b. Single Family Dwellings.
- c. Churches.
- d. Home Occupations.
- e. Day Care Homes.
- f. Manufactured Homes.

Conditional uses for the LR District are limited to the following:

- a. Public Service, Public Use and Public Utility Facilities.
- b. Day Care Facilities.

- c. PWSF's or WCF's, attached to street poles or mounted on existing buildings or structures, upon the issuance of a Wireless Permit in accordance with the provisions of Article VIII A of this Ordinance. (Freestanding and lattice towers are prohibited.)
- d. Above ground flammable and combustible liquid tanks utilized by a public use.
- e. Temporary Structures.
- f. Horses. A maximum of two (2) horses per acre on lots of one (1) acre minimum size.

Accessory uses for the LR District are limited to the following:

- a. Greenhouse/private.
- b. Garages.
- c. Storage buildings.
- d. Swimming pools.

GR - The purpose of the General Residential District is to provide areas for a variety of residential uses, and a limited number of other uses compatible with this type of residential development. The intent is to preserve the favorable amenities associated with a residential neighborhood.

Permitted uses for the GR District are limited to the following:

- a. Parks.
- b. Single Family Dwellings.
- c. Multi-Family Dwellings.
- d. Churches.
- e. Schools.
- f. Home Occupations.
- g. Day Care Homes.
- h. Day Care Facilities.
- i. Manufactured Homes.

Conditional uses for the GR District are limited to the following:

- a. Bed and Breakfast Inns.
- b. Boarding and Rooming Houses.
- c. Day Care Centers provided no more than eighteen (18) children will be cared for at any one time.
- d. Public Service, Public Use and Public Utility Facilities.
- e. Semi-Public Uses.
- f. PWSF's or WCF's, attached to street poles or mounted on existing buildings or structures, upon the issuance of a Wireless Permit in accordance with the provisions of Article VIII A of this Ordinance. (Freestanding and lattice towers are prohibited.)
- g. Above ground flammable and combustible liquid tanks utilized by a public use.
- h. Temporary Structures.
- i. Horses. A maximum of two (2) horses per acre on lots of one (1) acre minimum size.

Accessory uses for the GR District are limited to the following:

- a. Greenhouse/private.
- b. Garages.

- c. Storage buildings.
- d. Swimming pools.
- e. One Accessory Dwelling Unit on lots of 7,000 square feet or larger, accessory to a single family dwelling unit or to a non-residential Principal Building. Primary vehicular access to any accessory dwelling unit shall be from a City street or alley. All Accessory Dwelling Units shall have adequate water and sewer services installed to meet City Standards.

Standards of Evaluation

Section 14.6 of the Hailey Zoning Ordinance sets forth the following standards of evaluation for Zoning Map Amendments:

- 1. The proposed amendment is in accordance with the Comprehensive Plan;**
- 2. Essential public facilities and services are available to support the full range of proposed uses without creating excessive additional requirements at public cost for the public facilities and services;**
- 3. The proposed uses are compatible with the surrounding area; and**
- 4. The proposed amendment will promote the public health, safety and general welfare.**

Analysis and Discussion:

Determination of compliance with the above standards will be dependent upon the Commission's review of the Comprehensive Plan policies relative to the annexation application. The Commission should discuss the appropriateness of each of the zoning districts proposed by the applicant. Findings for each standard will be drafted in accordance with the Commission's findings and recommendations for the annexation.

Motion Language

When the Commission is ready to make a motion regarding their recommendation to Council on the Annexation proposal the following motion language may be used:

Approval with Conditions

Annexation:

Motion to recommend to the City Council approval of the annexation of Quigley Canyon, finding that if the recommended conditions of approval are met, the proposed annexation will be harmonious and in accordance with specific goals and policies of applicable components of the Hailey Comprehensive Plan and the proposed annexation generally complies with the Hailey Comprehensive Plan.

Zoning Recommendation:

Motion to recommend to the City Council zoning the annexed Quigley Canyon property as RGB, NB, LR-1, LR-2 and GR, finding that if the recommended conditions of approval are met, the proposed zoning is in accordance with the Comprehensive Plan; essential public facilities and services are available to support the full range of proposed uses without creating excessive additional requirements at public cost for the public facilities and services; the proposed uses are compatible with the surrounding area; and the proposed amendment will promote the public health, safety and general welfare.

Denial

Motion to deny the annexation of Quigley Canyon Ranch, finding that the proposed annexation is not in accordance with the following Comprehensive Plan policies:

- _____
- _____
- _____
- _____
- _____
- _____
- _____