


STAFF REPORT

TO: Hailey Planning and Zoning Commission
FROM: Beth Robrahn, Planning Director 
RE: Quigley Canyon Ranch Annexation
HEARING: July 21, 2008

Applicant: Quigley Green Owners LLC

General Location of Property: Quigley Canyon east of Hailey

Notice

Notice for the public hearing was published in the Wood River Journal on May 28, 2008. The notice was mailed to property owners within 300 feet, to public agencies, and to area media on May 28, 2008. Notice was posted on all boundaries of the subject property on June 11, 2008. The hearing was continued on the record to July 7 and July 21, 2008.

Application

Annexation of approximately 1,109 acres to be developed with a total of approximately 379 residential units and an 18 hole public golf course and Nordic facility.

The property is currently located in the County and is zoned R-5 and A-10. The annexation application requests that the property be zoned as RGB, NB, LR-1, LR-2 and GR upon annexation.

The application for annexation was received on November 27, 2007 and certified as complete on January 11, 2008 with the receipt of the draft annexation review agreement.

Procedural History

The Commission held public hearings on the following dates; April 7, June 16, 18, 19, 24, 25, 26, and July 7, 2008.

Analysis and Discussion

The issues reviewed and discussed by the Commission to date, based on staff notes from the public hearings conducted, are as follows:

Recreation

Golf Course
Nordic
Dirt Trails
Public Access (trail/BLM)
Other recreation (fields)
Golf course operations

Land Use

Extent of Development out Canyon
Land Use Efficiency
Number of Units Proposed
400 acres parcel(beyond the beaver pond)
Avalanche Hazard
Wildland/Urban interface
Hillside development
Maximum lot size
ACI

Transportation

Connectivity and Access (road on north side, stub to Antler)
Traffic Impacts – on site and off site

Water/Wastewater

Water rights – need assessment
Water consumption - current and proposed
Impact on present municipal water system – quantity and pressure
Wastewater – need DEQ determination
Wastewater infrastructure if DEQ determines proposed system can not be permitted

Public Facilities

Elementary School (15-20 acres)
Fire Station

Wildlife

Big Game Migration
Big Game Wintering Habitat
Stream restoration
Other wildlife issues

Infrastructure

Phasing
Off-Site impacts
Community Housing

Below is a draft of suggested recommendations and conditions to the Council based on the Commission's discussions to date. This list is preliminary and not final and is not meant to be all-encompassing, but is intended to facilitate the Commission's deliberations and the process of finalizing a set of recommendations and conditions to the Council. The Commission has not necessarily reached consensus on all of the remedies to the issues represented by the list below. The applicant has submitted a list of conditions for consideration as well; staff has made some initial edits to the list (underlined within the document). The Commission should discuss the suggested conditions within the context of Comprehensive Plan compliance. If the Commission wishes to forward a recommendation for approval to the Council, portions of the proposal the Commission determines not to be in compliance with the Comprehensive Plan should be sufficiently brought into compliance through the recommended conditions.

General:

1. 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.
2. 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.
3. The applicant shall receive approval of other applicable requirements, including but not limited to Planned Unit Development, Subdivision, Design Review, Hillside Alteration and Stream Alteration Permit as a condition of annexation.
4. All applicable city standards shall be met unless the city agrees to waivers through the Planned Unit Development (PUD) process.
5. All public amenities, including but not limited to the golf course, Nordic trails and dirt trails, shall be completed within the first phase of any approved development.

Land Use:

1. Development beyond the pond and in Deadman Gulch shall be prohibited
 - Alternatively the Commission could discuss limiting development beyond the pond and in Deadman Gulch to what is currently allowed under County applicable zoning.
2. 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.
3. Hillside areas, defined as slopes which equal or are greater than 15 percent, should be dedicated as open space and recreational uses and zoned RGB.

Transportation:

1. 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.

2. 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.
3. 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
4. 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.
5. 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.
6. The developer or homeowners association shall contribute to the operations of a transit system within the City of Hailey (amount to be determined through the fiscal impact analysis).
7. All roads within Large Residential Block / Parcel 1 shall be dedicated to the public and maintained by the developer or HOA. The extension of Fox Acres and Quigley Roads (from the current City limits to the public land to the east) shall be dedicated to City and maintained by the City. All private roads shall be a platted as a separate parcel and open to the public and maintained by the developer or HOA.

Outstanding Issue: The Commission should determine whether the road network proposed, including the public and emergency access, both “reduces the need for residents to travel long distances” and “considers public safety and welfare service needs”. The evaluation of the road network should be weighed with the IDFG recommendation to relocate roads and trails to the south side of the canyon to further buffer winter habitat from development.

Recreation:

1. Overlook Park (1.9 acres) shall include a soccer field and shall be open to the public.

Wastewater

1. If the proposed wastewater treatment system is not permitted by DEQ, the applicant shall pay for all improvements necessary to hook up to the city wastewater system.

Water

1. The developer shall prove possession of sufficient water rights to supply the amount of development agreed upon by the city.
2. Water rights shall be conveyed to the City.
2. The developer shall pay for the installation of a new municipal well.

Wildlife

1. A minimum of 500 foot wildlife migration corridor mid canyon and above the pond shall be provided
2. The road which bisects the mid canyon migration corridor shall be relocated¹

Public Facilities

Outstanding Issues:

School Site - The Commission should determine whether to require property for a future school site; this may be an opportunity to combine with other recreational needs previously discussed.

Fire Station – the applicant is willing to deed land for a future fire station. The Commission should determine whether to include land for a fire station in the list of conditions.

¹ This is an IDFG recommendation that has not been discussed by the Commission.

Applicant's Proposed Conditions

The applicant has submitted the following list of conditions for consideration by the Commission; staff has made some initial edits (stricken through and underlined within the document):

THEREFORE, based upon the foregoing Findings of Fact and Conclusions of Law, the Hailey Planning and Zoning Commission recommends that the City's Comprehensive Plan Land Use Map designate the property as "Residential," "Neighborhood Business", and "Recreation Greenbelt;" that the property be zoned "Limited Residential-1," "Limited Residential-2," "General Residential," "Neighborhood Business" and "Recreation Greenbelt," **and** that approval of this annexation petition be conditioned as follows:

1. The Property shall be zoned in accordance with the zoning district designations described for the Project on the Site Master Plan.
2. As a condition of zoning of the Property, no residential buildings shall be permitted in the following areas:
 - a. On slopes in excess of fifteen percent (15%) as determined at the time of final platting by a registered engineer or surveyor; or
 - b. In "red" avalanche zones, as determined by the Mear's Avalanche Analysis, and as delineated on the Site Master Plan. Any residential home construction in an area designated as a "blue" avalanche zone shall require the completion of avalanche mitigation to be approved at the time of building permit issuance or prior to occupancy as determined by the City.
3. Portions of the property are dedicated as a recreation green belt ("RGB"). The permitted uses of the RGB are as follows:
 - a. "Municipal uses" limited to a City reservoir tank, emergency access, underground utilities, and a future City well;
 - b. The approximately 422.7 acres denoted as open spaces and hillsides on the Site Master Plan shall not be developed for any purpose other than non-motorized trails;
 - c. The approximately 31.4 acres dedicated as park space on the Site Master Plan shall permit park and community improvements with exact improvements to be determined at ~~PUD~~ approval by the City Council before approval of the annexation request.
 - d. Permitted uses for the approximately 200 acres are limited to a public golf course and Nordic skiing and snowshoeing on groomed ski trails, as well as special events such as concerts, fundraisers or weddings that may occur from time to time. Except for structural uses related directly to the operation of a golf course and Nordic facility (or for the "municipal uses" noted above), no structure shall be permitted or constructed on the approximately 200 acres; and,

Applicant's Proposed Conditions

e. The maintenance facilities for the golf course, public recycling center, park and ride parking, and Ski Education Foundation Nordic "cabin" shall be constructed in the area adjacent to the high school football field as shown on the Site Master Plan.

4. Portions of the property are dedicated for Neighborhood Businesses ("NB"). The permitted and conditional uses set forth in Article 4.4 of the Hailey Zoning Ordinance, as may be amended from time to time by the City, are allowed on the Property on the areas depicted as NB on the Site Master Plan. The live/work "dwelling units within mixed use buildings" are permitted. The restaurant adjacent the clubhouse/Nordic facility is subject to final PUD, CUP and design review approval, which will occur concurrently.

5. Portions of the property are dedicated for Residential Use, including General Residential ("GR"), and Limited Residential One and Two ("LR-1" and "LR-2") lot sizes. There are seven Large Residential Blocks or Parcels shown on the Site Master Plan. Each of these areas are zoned LR-2 (lots > 12,000 SF), LR-1 (lots between 9,000 - 12,000 SF) or GR (lots < 9,000 SF). Parcel 1 lots (204) and a portion of Parcel 2 lots (27), as well as a portion of Parcel 3 lots (13) are zoned GR. Some of the Parcel 2 lots (14), all of the Parcel 3 lots (26), and a portion of the Parcel 4 lots (1) are zoned LR-1. The remaining 99 lots in Parcels 4 thru 7 are zoned LR-2.

6. The Site Master Plan shall be developed in phases as set forth in the Phasing Plan Summary unless otherwise agreed by the City.

a. 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; dedication of the hillside open space and all park areas to the City; construction of trails; and, development of homesites consistent with the Phasing Plan Summary.

b. Development of Phases for the Large Residential Parcels 1 through 7 shall occur in accordance with the conditions and requirements of the ~~CITY~~city, and all subsequent subdivision approval requirements and findings. Phasing shall eliminate or minimize being done in a "leap-frog" manner.

7. The Applicant shall contribute 20% of the residential units within the project, as income deed restricted units~~in accordance with City regulations, toward Community-Work Force Housing.~~

8. 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 as determined at PUD approval.

9. The Applicant agrees to gift approximately 200 acres and sufficient water rights to the Blaine County Recreation District for a public golf / Nordic facility.

Applicant's Proposed Conditions

10. The Applicant shall improve the golf / Nordic course and gift the improvements to the Blaine County Recreation District.
11. The golf course shall be built as an Audubon Sanctuary course.
12. The Applicant shall construct a 10' wide AASHTO standard bike 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 standards.
13. 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.
14. Excepting the Community Garden, which shall be dedicated to the HOA, all parks (31.1 acres) and open spaces (approximately 422.7 acres) shall be dedicated to the City.
15. The Applicant agrees that all parks, open space areas, and pathways shall provide public access.
16. A list of water system and water rights recommended conditions are pending, which shall be reviewed and determined by Council and the Applicant subject to a final annexation agreement. Items for discussion include, among others:
 - a. The Applicant implementing water conservation measures, including construction of an on-site wastewater treatment system so that processed effluent can be used on the golf course (and, potentially, snow making in the winter) so as to minimize impacts on the City, the aquifer and to conserve water;
 - b. The Applicant installing a separate pressurized irrigation system to irrigate the golf course, and park spaces and lawns and related landscaping;
 - c. The Applicant assigning any water rights not necessary for the Applicant's Project (including stream rehabilitation, irrigation system for golf course and parks, etc) to the City ~~and crediting, as applicable, any received water rights against required annexation fees;~~
 - d. The Applicant will 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; and
 - e. The Applicant shall dedicate a site for a municipal well in ~~the Upper Canyon~~ location determined by the city to best suit its needs.
17. The Applicant shall gift ___ acres to the City for a future fire station and fire station employee housing.
18. The Applicant shall construct a secondary access for emergency purposes from the clubhouse 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

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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. ~~An emergency access control gate shall be installed at the locations determined by the Fire Department and maintained by Quigley. 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.

19. 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 implement the a Fire Plan presented by Fire Protection Solutions upon approval by the City.

20. The Applicant shall mitigate the offsite traffic impacts ~~directly attributable the project,~~ including: improving Fox Acres Road to a 3-lane roadway section from State Highway 75 south to the School District property and adding a north-bound turn lane at the intersection of State Highway 75/Fox Acres Road.

21. The Applicant shall construct the currently needed off-site traffic mitigation plan for Deerfield in accordance to specifications provided by the City; ~~providing that the construction expenditures are credited against required annexation fees for the project.~~

22. The Applicant shall construct various transit-related infrastructure improvements throughout the project, including, among other items, construction of bus stops with pull-outs, bus shelters, bike racks at bus stops, pathway and sidewalk linkages to/from bus stops.

23. The roads within Large Residential Block / Parcel 1 shall be public; notwithstanding, 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 Residential Parcels / Parcels 2-7 shall be private and maintained by the owners of the lots in each Large Residential Block. The extension of Fox Acres and Quigley Roads (from the current City limits to the public land to the east) shall be dedicated to and maintained by the City.

24. The Applicant and/or HOA shall maintain all private roadways, alleyways, and driveways.

25. The Applicant shall construct an on-site wastewater treatment plant and related collection system improvements, as approved by the City and DEQ; alternatively, in the event subject on-site system is not approved by DEQ, Quigley agrees to connect into the City wastewater treatment system and pay for necessary improvements to accommodate the demand of the development.

26. The Applicant shall pay future applicable water and sewer connection fees, user fees hook-up, capitalization, monthly user, and other fees as required by the City.

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27. 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.

28. The Applicant shall be required, in part, to receive additional future approvals from the City as follows:

a. City design review approvals for the golf clubhouse / Nordic center, maintenance building, and restaurant.

b. PUD plat approval for the Nordic and eighteen (18) hole golf course.

c. Stream Alteration Permits/Floodplain approvals by the City and other agencies, as applicable, prior to reclaiming and altering Quigley Creek and the pond.

d. The trailheads, roads, footpaths, and bikepaths shall be constructed in conformance with City Ordinances upon receiving the recommendation of the Parks & Lands Board and final PUD approval by Council.

e. The Residential Parcels consisting of approximately 448.7 acres dedicated for the construction of 386_____homesites (including 11 live/work units) shall be subject to preliminary and final plat subdivision/PUD approval by the City.

29. 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. A construction management plan shall also be filed with the City that designates travel routes for large vehicles and depicts staging areas and other details specific to the Project. ~~At the Administrator's discretion this plan may require the review and approval of the Design Committee (P&Z Administrator, City Engineer and P&Z Commission Chair).~~

30. Responsibilities of the developer 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.

31. The Applicant shall construct the ordinary on-site improvement that relate to all subdivision, PUD and phasing approvals, including 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

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f. Park improvements consistent with specifications approved by the Council after duly receiving the recommendations of the Parks Board and Commission.

32. 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.