

#### **Staff Report to the Weber County Commission**

Weber County Planning Division

#### **Synopsis**

#### **Application Information**

**Application Request:** To consider and take action on a request to amend the Weber County zone map to

rezone approximately 4.59 acres from RE-15 zone to R-1-12 at approximately 6224

S 2225 E, Ogden

Agenda Date: Tuesday, July 28, 2020 Report Date: Thursday July 23, 2020

**Applicant:** Randy Moore File Number: ZMA 2020-02

#### **Property Information**

Approximate Address: 6224 S 2225 E, Ogden, Unincorporated Weber County)

**Zoning:** The area is currently zoned RE-15

Existing Land Use: Vacant

Proposed Land Use: Residential (R-1-12)
Township, Range, Section: T5N, R1W, Section 23

#### **Adjacent Land Use**

North: Fully Developed Residential South: Fully Developed Residential East: Underdeveloped Residential/Agricultural West: Fully Developed Residential

#### **Staff Information**

Report Presenter: Charlie Ewert

cewert@webercountyutah.gov

801-399-8763

Report Reviewer: RG

#### **Applicable Ordinances**

§102-5: Rezoning Procedures

#### Legislative Decisions

A decision on this item is a legislative decision. When the Planning Commission is acting as a recommending body to the County Commission, it is acting in a legislative capacity and has wide discretion. Examples of legislative actions are general plan, zoning map, and land use code amendments. Legislative actions require that the Planning Commission give a recommendation to the County Commission. For this circumstance, criteria for recommendations in a legislative matter require a review for compatibility with the general plan and existing ordinances.

#### Summary

This report is a review of a request to rezone 4.59 acres from the RE-15 zone to the R-1-12 zone at approximately 6224 South 2225 East, in the Uintah Highlands area. The Planning Commission considered this request in a public hearing in their June 9, 2020 regular meeting. They forwarded a positive recommendation for the rezone.

In their considerations, the Planning Commission considered staff's recommendations and considerations as well. Staff offered a number of possible alternatives, all of which can be read in the Planning Commission Staff Report attached to this report. Staff's primary consideration was regarding the possible need for better street connectivity of the Uintah Highlands area, and how this property may present a better street connectivity alternative. After considering staff's recommendation and the various alternatives, the Planning Commission voted 3 to 2 to approve the rezone, as requested by the applicant, without any further need for street connectivity or other infrastructure requirements.

On point of consideration for this application, as can be reviewed in the Planning Commission Staff Report, is the possible need to realign the street proposed to enter the subdivision so that it intersects at a four-way intersection. Even though the Planning Commission's recommendation did not specify whether this realignment should occur, they still have the authority to require the realignment if doing so passes the test for a lawful exaction. This consideration is yet to come – and will occur during administrative subdivision application review/approval.

#### **Policy Analysis**

For a complete staff analysis, please review the attached Planning Commission Staff Report.

#### **Planning Commission Recommendation**

There Western Weber Planning Commission voted on two motions for this item. The first, which failed, was for denial of the application in favor of leaving the land zoned RE-15. In the second, which passed on a 3-2 vote, they voted to forward a positive recommendation to rezone the property from the RE-15 zone to the R-1-12 zone.

From the draft minutes, those motions were as follows:

MOTION: Commissioner Borklund moves to deny ZMA 2020-02: consider and take action on a to rezone approximately 4.49 acres of land located at 6224 S. 2225 E. from RE-15 to R-1-12. This is based on the findings that it that the Southeast area Comprehensive Land Use Plan for the area is outdated and should be void. The proposed rezoning will not promote the health safety and general welfare of the Weber County Public. The surrounding land use does pose a conflict with the proposed zone, and the new uses of the proposed zone and are not anticipated to fit into the area harmoniously. The Southeast plan covered all of the Southeast Ogden areas, not just the Uintah Highlands there was no plan to implement it. Development happened at RE-15, that zone should be respected. Implementing the General Plan isolates the existing pattern of the area.

Commissioner Parke Seconds. Motion fails (3-2) John Parke votes aye. Andrew Favero votes nay. Janette Borklund votes aye. Wayne Andreotti vote nay. Chair Bren Edwards votes nay.

MOTION: Commissioner Andreotti moves to forward a positive recommendation to the County Commission regarding ZMA 2020-02: consider and take action on a to rezone approximately 4.49 acres of land located at 6224 S. 2225 E. from RE-15 to R-1-12 based on the following conditions That a mutually agreeable development agreement executed between the applicant and the developer be recorded to the property. That the development agreement clearly provide for configuration and layout of a future throughstreet that connects to the eastern property line of the subject property, and accommodates for a future four way reconfiguration of the intersection of 6225 South Street and 2225 East Street. That the total number of lots allowed on the subject property be limited to no greater than that which would be allowed by the R-1-12 zone, and not that which would be allowed by the R-1-10 zone. This recommendation is based on the findings The Southeast Area Comprehensive Land Use Master Plan (the general plan) recommends the uses and densities of the R-1-12 zone. The proposed rezone will promote the health, safety, and general welfare of the Weber County public by offering more affordable lot sizes than surrounding zoning. The surrounding land uses do not pose a conflict with the proposed zone, and the new uses of the proposed zone are anticipated to fit into the area harmoniously. Reserving a future street right-of-way as a condition of the rezone, as documented in a development agreement, is in the interest of the community's health, safety, and welfare ,and that the General Plan allows for rezoning.

Commissioner Favero seconds. Motion carries (3-2) John Parke votes nay. Andrew Favero votes aye. Jannette Borklund votes nay. Wayne Andreotti votes aye. Chair Bren Edward votes aye.

Attachment A provides an ordinance by which this rezone, if approved by the commission, can be adopted.

#### **Exhibits**

Attachment A: Rezone ordinance

Attachment B: Planning Commission Staff Report

#### ORDINANCE NUMBER 2020-

### AN ORDINANCE AMENDING THE WEBER COUNTY ZONING MAP TO REZONE PROPERTY AT APPROXIMATELY 6224 S 2225 E, FROM RE-15 TO R-1-12.

WHEREAS, the Weber County Board of Commissioners have adopted a zoning map for the unincorporated areas of Weber County; and

**WHEREAS**, the Weber County Board of Commissioners have received an application to amend the adopted zoning map for certain properties at approximately 6224 S 2225 E; and

WHEREAS, after a duly noticed public hearing, the Western Weber Planning Commission have given a favorable recommendation for the zoning map amendment to the Weber County Board of Commissioners; and

**WHEREAS,** after a duly noticed public hearing, the Weber County Board of Commissioners have determined that the zoning map amendment complies with the intent of the Southeast Planning Area Master Plan; and

**WHEREAS**, the Board of Weber County Commissioners has also determined that the proposed zoning map amendment is not detrimental to the health, safety, and general welfare of the area; and

**WHEREAS**, the Board of Weber County Commissioners have determined that this is an appropriate time and this is an appropriate location for the proposed zoning map amendment; and

**WHEREAS,** as part of their consideration, the Weber County Board of Commissioners have determined that strict compliance with a concept plan is unnecessary to facilitate the intent of the general plan or the purpose and intent of the existing or proposed new zone;

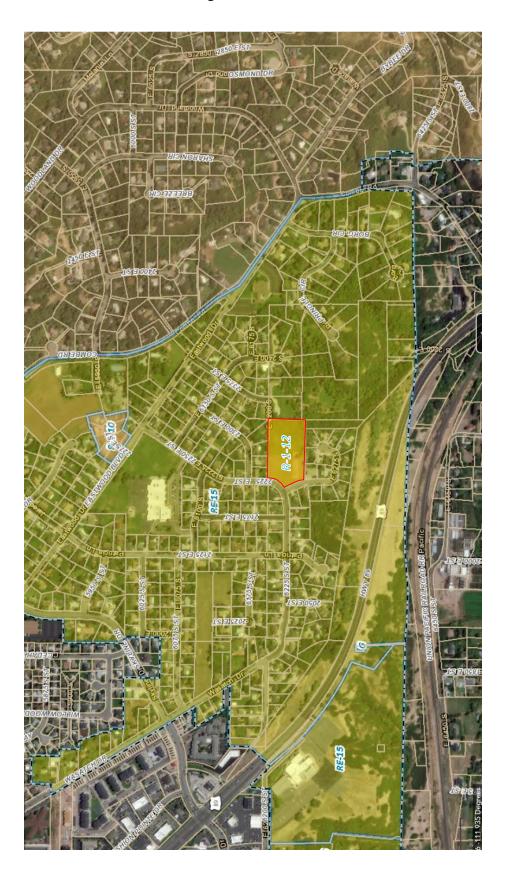
**NOW THEREFORE,** the Weber County Board of Commissioners ordains an amendment to the Weber County Zoning Map to rezone property from the RE-15 zone to the R-1-12 zone at approximately 6224 S 2225 E. The graphic representation of the rezone is included and incorporated herein as Exhibit A. The legal description of the rezone is included as Exhibit B. In the event there is conflict between the two, the legal description shall prevail. In the event the legal description is found by a licensed surveyor to be invalid or incorrect, the corrected legal description shall prevail as the description herein, if recommended by the County Surveyor, provided that the corrected legal description appropriately bounds the subject property and fits within the correct legal description of surrounding properties.

The rezone shall extend to the centerline of the pavement of adjacent public rights-of-way.

after publication.
ay of, 2020, by the Weber Count
COUNTY
By, Gage Froerer, Chair
Commissioner Froerer voted Commissioner Harvey voted Commissioner Jenkins voted

Weber County Clerk/Auditor

# Exhibit A Graphic Representations Rezoning from RE-15 to R-1-12



#### **Exhibit B**

## Legal Descriptions Rezoning from RE-15 to R-1-10

ALL OF LOT 1, HIGHLANDS BLUFF ESTATES SUBDIVISION - PHASE 1, WEBER COUNTY, UTAH.



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Weber County Planning Division

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rezone approximately 4.59 acres from RE-15 zone to R-1-12 at approximately 6224

S 2225 E, Ogden

Agenda Date: Tuesday, June 9, 2020

**Applicant:** Randy Moore File Number: ZMA 2020-02

#### **Property Information**

Approximate Address: 6224 S 2225 E, Ogden, Unincorporated Weber County)

**Zoning:** The area is currently zoned RE-15

Existing Land Use: Vacant

Proposed Land Use: Residential (R-1-12)
Township, Range, Section: T5N, R1W, Section 23

#### **Adjacent Land Use**

North: Residential South: Residential East: Underdeveloped Residential West: Residential

#### **Staff Information**

Report Presenter: Charlie Ewert

cewert@webercountyutah.gov

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When the Planning Commission is acting as a recommending body to the County Commission, it is acting in a legislative capacity and has wide discretion. Examples of legislative actions are general plan, zoning map, and land use code amendments. Legislative actions require that the Planning Commission give a recommendation to the County Commission. For this circumstance, criteria for recommendations in a legislative matter require a review for compatibility with the general plan and existing ordinances.

#### Summary

This report is a review of a request to rezone 4.59 acres from the RE-15 zone to the R-1-12 zone. It may look familiar because it pertains to property that the planning commission recently considered for a rezone to R-1-10.

The RE-15 zone is intended for very low-density residential and agricultural uses, with a minimum lot size of 15,000 square feet. The R-1-12 zone is intended for residential lots with a minimum lot size of 12,000 square feet. The R-1-12 zone does not allow most of the farm animal land uses that the RE-15 zone does. A review of Exhibit F will show the differences in land uses and development standards between the two zones. It also shows the development standards and uses in the R-1-10 and R-2 zones for a broader frame of reference as to what zone may be most appropriate for the area.

A rezone should usually only be considered if it meets or advances legitimate public interests specified in the community's general plan. Occasionally a rezone may be requested that meets the general plan, but due to more recent community changes, may no longer be relevant or acceptable for an area. When this property was recently considered for a rezone to the R-1-10 zone, it became clear that area-residents who participated in the public

hearings did not feel like the general plan, initiated 50 years ago this year, fits the community appropriately under current conditions.

A general plan exists in order to provide a guiding vision of a community's future. The goals, policies, and objectives therein are deliberately and carefully crafted to achieve outcomes that steer a community toward that vision. Goal-oriented community decision-making is essential to the quality-of-life in a community because over time, it is human nature to lose sight of the collective community vision by becoming overwhelmed with myopic in-the-moment decisions that offer short-term community or individual gains at the sacrifice of long-term community opportunities.

An example of short-term gains at the community's expense is the disorganized street layout of the Uintah Highlands. The 1970 general plan lays out street connections that would offer future generations efficient and equitable community connectivity. Studies show a direct benefit between quality street connectivity and the health, safety, and welfare of all residents in a community. These benefits have a wide-range in subjects. For example, better street connectivity leads to better local air quality due to less gas consumption, and it leads to enhanced neighborhood relations because by making the man-made links between people shorter and more efficient. It offers schoolchildren safer and easier access to their school, peers, and social activities.

Planning staff acknowledge that a 50-year old plan is very likely not an ideal guide for future decision-making – especially since it was only intended to outline a 20 year plan. However, planning staff are hesitant to reject the planning efforts of the past without a revamped public plan-making process that considers and engages a wider community population. Otherwise, every community decision, such as this rezone, will be an in-the-moment decision.

Professional planners are trained to recognize cause and effect, trends, and future community systemic outcomes related to current decision making. If our analyses cannot be contextualized within a set of desired future outcomes, our community planning recommendations are far less likely to offer efficient, effective, and politically and/or diplomatically balanced community opportunities that might be important for not only this generation, but also in some ways more importantly, for other generations yet to come.

For that reason, planning staff's analysis herein is crafted utilizing the existing plan. The analysis also takes a brief, high-arching look at how implementing the plan as-is may provide community benefits that can be easily overlooked if only considering this single rezone.

The 1970 South East Planning Area Master Plan (the general plan) indicates that the future of the area west of Combe Road should be reserved for "low density" residential uses. The plan specifies that "low density" residential means that this area is planned for three to eight dwelling units per acre.<sup>1</sup> The plan specifically calls for either the R-1, R-2, or R-3 zones. 12,000 square-foot lots yield approximately 3.6 dwelling units per acre.<sup>2</sup> The R-1-10 (10,000 square-foot lots) zone would also comply with the plan by providing approximately 4.3 dwelling units per acre, as would the R-2 and R-3 zones (6000 square foot lots) at 7.2 units per acre if they are restricted to single-family dwelling units.

Given the three-to-eight units per acre criterion, it appears that the applicant's rezone request can comply with the density threshold of the general plan. The general plan also maps a public street through the subject property, which should be connected to 2375 East Street at some point in the future when the landowners to the east are prepared to further develop their property.

As such, planning staff is offering a positive recommendation for the rezone, provided that the applicant enter a development agreement with Weber County that will ensure the proper protection and reservation of a future public right-of-way adjoining the parcel to the east. To be consistent with recent rezones in the area, which were based on the general plan's guidance, planning staff further suggest the Planning Commission reconsider offering the County Commission a positive recommendation for the R-1-10 zone, as previously requested by the applicant. A primary finding for the negative recommendation was that the subject property does not connect to a more heavily used street like the last couple of R-1-10 rezones. However, given the transportation maps of the general plan, it appears the road that has been planned for the last 50 years to connect through this property will make a similar connection to Eastwood Drive as the most recent R-1-10 rezone in the area.

#### **Policy Analysis**

The Weber County Land Use Code has a chapter that governs application-driven rezones. The following is a policy analysis of the requested rezone based on the Land Use Code and best planning practices.

<sup>&</sup>lt;sup>1</sup> See page 72 of the Southeast Planning Area Comprehensive Master Plan.

<sup>&</sup>lt;sup>2</sup> This calculation subtracts approximately 10% land-area from the overall units per acre to account for street right-of-way.

**Zoning.** The current zone of the subject parcel is RE-15. **Figure 1**<sup>3</sup> displays current zoning and the subject parcel. The RE-15 zone is intended for very-low density residential and semi-agricultural uses, with a minimum lot size of 15,000 square feet.

Weber County Code § 104-3-1 says the purpose of the RE-15 zone is:

"to provide and protect residential development at a low density in a semi-agricultural or rural environment. It is also to provide for certain rural amenities on larger minimum lots, in conjunction with the primary residential nature of the zone."

Figure 1: Current Zoning Map and the Subject Parcel(s).



The proposed zone for the subject parcel is the R-1-12 zone. Pursuant to § 104-12-1, the purpose of the R-1-12 zone is:

"to provide regulated areas for single-family residential use at two different low-density levels."

The proposed rezone can be viewed in **Figure 2**<sup>4</sup>. Based on best-guess net developable area,<sup>5</sup> the existing RE-15 zone could likely yield between 10 and 11 residential dwelling units on the subject property. The proposed R-1-12 zone can likely yield between 13 and 14. For comparison, the previously proposed R-1-10 zone can likely yield between 15 and 16. Based on these approximations, it is unlikely for the R-1-12 zone to increase the area's previously entitled density under the RE-15 zone greater than three lots. Similarly, it is unlikely for the previously proposed R-1-10 zone to increase that density by greater than five lots.

<sup>&</sup>lt;sup>3</sup> See also Exhibit B.

<sup>&</sup>lt;sup>4</sup> See also Exhibit C.

<sup>&</sup>lt;sup>5</sup> The area of the land that can be used as lot area. This area excludes required street rights-of-way.



Figure 2: Proposed Zoning Map and the Subject Parcel(s).

Changing a zone from RE-15 to R-1-12 comes with a few things to consider. The Planning Commission should review the uses that are different in each zone and the differences in lot size requirements. The most prominent difference in terms of intensity of uses is that the RE-15 zone requires residential lots to be 15,000 square feet but the R-1-12 zone allows lots to be as small as 12,000 square feet. Another difference is that the RE-15 zone anticipates agricultural farm animals and the R-1-12 zone does not.

General plan. Weber County Code § 102-5-2 specifies that rezoning should be in compliance with the general plan. It does not require that a rezone be approved if I complies with the plan, but suggests pursuing opportunities to implement the plan.

The applicable general plan is an older one that has not been amended in some time. It is the Southeast Area Comprehensive Land Use Master Plan (1970-1990). The rezone proposal appears to comply with this general plan. Figure 3<sup>7</sup> shows that the general plan's future land use map has this area designated for "low density." This map and the plan text is clear enough to suggest that the property's current zoning, the RE-15 zone, is not in compliance with "low density" and should be changed if the plan is to be effectively implemented. The proposed R-1-12 zone, or even the R -1-10 zone, would change the area to a zone that better supports the low-density classification.

Furthermore, the description of the R-1-12 zone better suits the plan's description of "low density" than the RE-15 zone. The RE-15 zone is better compared to the plan's "very low density" designation. The plan reads as follows:

#### Very low density

The very low density classification is designed as a transition zone between agricultural land uses and urban residential development. The classification permits the development of single and two family structures on a minimum of 15,000 square feet in the unincorporated areas of the county, and 20,000 square feet in Uintah [Township]. In both cases, the density requirements relate to the Suburban-Residential-Agricultural (S-1A) zone.8 The density requirements of the "Very Low" classification would permit the development of one to two dwelling units per net residential acre.

<sup>&</sup>lt;sup>6</sup> See Exhibit F to compare the uses between the R-1-12 zone and the RE-15 zone.

<sup>&</sup>lt;sup>7</sup> See also Exhibit D.

<sup>&</sup>lt;sup>8</sup> The county no longer has a S-1A zone, but does have the RE-15 and RE-20 zones that correspond to this designation.

The proposed area for development under very low density are located east of 2400 East, south of the Ogden City limits and north of 6450 South in what is known as the Uintah Highlands. The other very low density residential area is located in the Uintah Township9.

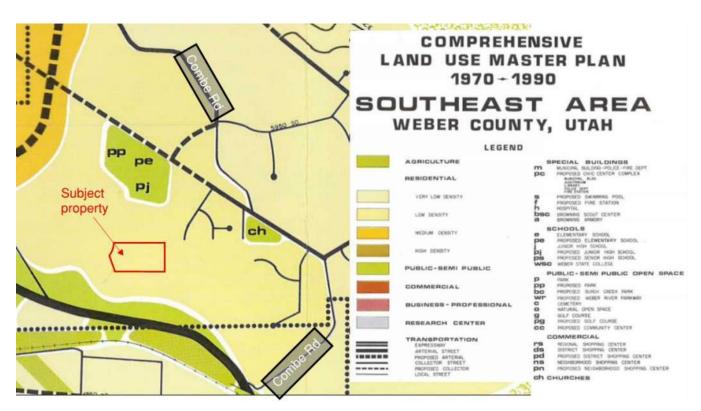
#### Low density

The low density classification consists of those uses which exist in R-110, R-2, and R-3 or single family and duplex structures. The density for this classification provides for three to eight dwelling units per net residential acre. The minimum required area for building a single family home is 6,000 square feet.

The plan proposes that low density residential development should take place near collector streets with access to neighborhood school and park facilities. The plan envisions the continuation of existing low density areas particularly on the areas north of Washington Boulevard and south of the Burch Creek to the northern boundary of Golf City and in the areas around Weber State College and east of the proposed Skyline Drive. Other areas of low density housing are shown dispersed throughout the southwest portion of the planning area. The majority of the proposed low density area other than that described above is located in the property to be developed by Wasatch Hills Development Company. The low density residential areas should be served by a full complement of community facilities and be protected from intrusion of through traffic and nonresidential oriented land uses.

Figure 3<sup>11</sup> graphically presents the expected layout of the above described zoning designations. Combe road is the edge between the "low density" classification and the "very low density" classification.

Figure 3: Future Land Use Map of the Southeast Area's General Plan.



Even though the proposed rezone creates an island of one zone surrounded by another, this is not considered spot zoning because the general plan requests this type of zoning density in the area, thus this request is anticipated and recommended for not just the subject property, but also adjacent properties. The RE-15 zone and the R-1-12 zone are similar enough in nature to not create significant concern regarding adjacent conflicting uses. 12 Over time, the general plan anticipates that future decisions will change surrounding RE-15 zoning to the R-1-12 or other similar zone. There is an R-1-10 zone approximately 1300 feet to the north of the subject property, so it can be observed that this proposed zone is consistent with zones in the area. If the Planning Commission is concerned

<sup>&</sup>lt;sup>9</sup> The "Uintah Township" is now predominantly Uintah City.

<sup>&</sup>lt;sup>10</sup> The county no longer has the R-1 zone, but does have the R-1-12 zone that roughly corresponds to this designation.

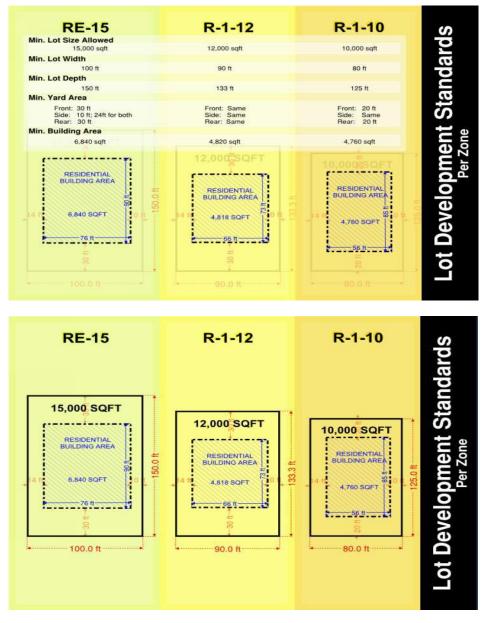
<sup>&</sup>lt;sup>11</sup> See also Exhibit D

<sup>&</sup>lt;sup>12</sup> See Exhibit F to compare the uses between the R-1-12 zone and the RE-15 zone.

about a proposed R-1-12 island but desires to implement the plan, then more consideration could be given to rezoning other surrounding land to the R-1-12 or R-1-10 zones as well, as suggested by the general plan.

General Considerations. When considering whether a general plan implementation opportunity is appropriate, the Planning Commission should consider whether this is the right time and the right place for the proposed rezone. A review of land uses and development compatibility in the area is important. A review of the uses and existing development along 6225 South Street, 6275 South Street, 6175 South Street, and 2375 East Street, the four streets located closest to the subject property indicates that these frontages have all been reasonably built-out to the maximum density allowed by the RE-15 zone, with the exception of the subject property. When considering compatibility, the Planning Commission should determine whether the difference in lot sizes between those established under the RE-15 zone and those that could be established under the R-1-12 zone could be integrated in an unobtrusive manner. Figure 4 offers a graphic review of the differences between the lot development standards of each zone. Again, it is unlikely for the R-1-12 zone to increase the area's previously entitled density under the RE-15 zone greater than three lots. Similarly, it is unlikely for the previously proposed R-1-10 zone to increase that density by greater than five lots.

Figure 4: Lot Development Standards Per Zone.



Directly to the east of the subject property is approximately 24.5 acres of underdeveloped parcels that appear to have four residential dwellings. The terrain is steep, but according to USGS topographic maps, it's possible to grade streets to and through it at grades less than 10 percent. When considering rezones like this that offer opportunities to acquire public street rights-of-way that can connect to potentially developable parcels, it is advisable to consider whether street layout can be better suited if planned as part of a rezone approval at this time rather than waiting until market and/or political pressures result in less than desirable street layouts or unnecessarily challenging accessibility hurdles in the future.

Across 2225 South Street, and one parcel further to the west, sits 3.29 acres of undeveloped land. The owner has been engaged with the County for some time, working through developability if his steep parcel. There are two other large properties that also have development potential as mostly vacant property, as well as three other clusters of contiguous parcels that are currently used as larger-lot residential parcels, as can be seen in Figure 5. Allowing these properties to be rezoned to the R-1-12 or R-1-10 zones will also assist in implementing the general plan. They also offer a contrasting view to the assertion that the area is already built-out. Offer a rezone to all of these property owners will enhance the value and marketability of them, assuming they are configured such that they can be redivided and meet the site development standards of the new zone. If that new zone is expanded to contain each of these clusters of property in one contiguous zone, as illustrated in Figure 6, it is unlikely that either the R-1-12 or R-1-10 zones will have significant, if any, effect on other smaller parcels previously developed at the RE-15 zoning standards.

Figure 5: Under-Developed Parcels in Area Currently Zoned RE-15.

Slopes over approximately 25%

Undeveloped or Under Developed Land

Under Developed Residential Parcels

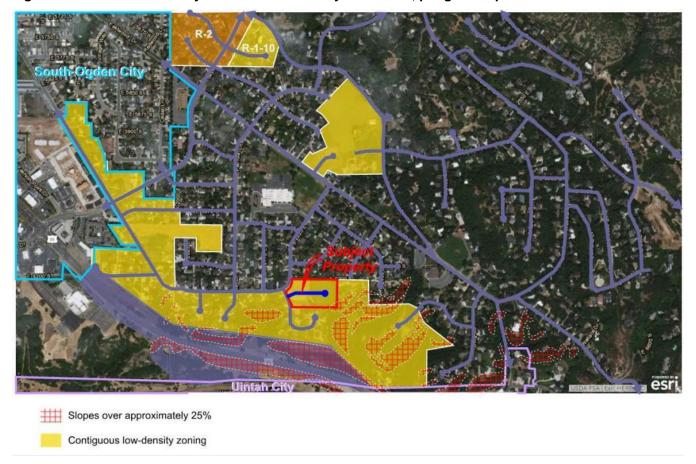


Figure 6: Possible community rezone to low-density residential, per general plan.

As previously addressed, the general plan also offers direction to require the applicant to provide a public right-ofway through the subject property in a manner so that it can link up with 2375 East Street, as depicted in Figure 7. Figure 7 also suggests that the street running through the subject property becomes an extension of 6225 South Street, instead of retaining the curve that joins into 2225 East Street. While planning staff would not expect this intersection reconfiguration to occur as a requirement of this rezone, this presents a future opportunity for 6225 South Street to come to a safer four-way intersection with 2225 East Street. In addition to that public benefit, extending 6225 South Street into 2375 East Street will result in an opportunity to complete a community connectivity loop if the intersections of 2375 East Street and Eastwood Drive and the intersection of Combe Road and Eastwood Drive are reconfigured and consolidated into a single four-way intersection. This would eliminate the dangerous Combe/Eastwood intersection that currently exists.

If the opportunity is taken now, it is likely that these needed future intersection reconfigurations can be accomplished in the future without taking any existing residences. The opportunity may not present itself again in the future.

Figure 7: Area Transportation Planning.



A last consideration for the planning commission to understand is the future private use of this property, given its historically public use as a park. This property has officially changed hands from the Presiding Bishop of the Church of Jesus Christ of Latter Saints to Moore Homes LC. Moore Homes LC has made it clear that they intend to develop the property regardless of the zone. The first time the property was presented for a rezone, it seems that a large number of residents were under the unfortunate impression that if the rezone is denied, the property will remain as a park. This is not the case. It is more likely that the land will be developed under the RE-15 zoning regulations if not under a new zone.

This is the primary reason that planning staff are offering a positive recommendation under the stipulation that a street connection opportunity be reserved. Staff asserts that after considering all of the facts, the detrimental effects of allowing three lots more than what would otherwise be allowed in the RE-15 zone is largely negligible when compared to the community benefits of significant improvements to the safety, efficiency, and connectivity of two critical community intersections.

**Rezoning.** Weber County Code § 102-5-3 sets forth approval criteria when considering a rezone. Because a rezone is legislative, this criterion allows broad deference to the County Commission's legislative decision-make authority. The criterion is twofold:

- (a) To promote compatibility and stability in zoning and appropriate development of property within the county, no application for rezoning shall be approved unless it is demonstrated that the proposed rezoning promotes the health, safety and welfare of the county and the purposes of this chapter.
- (b) The planning commission and the county commission will consider whether the application should be approved or disapproved based upon the merits and compatibility of the proposed project with the general plan, surrounding land uses, and impacts on the surrounding area. The commissions will consider whether the proposed development, and in turn the application-for rezoning, is needed to provide a service or convenience brought about by changing conditions and which therefore promotes the public welfare. The county commission may require changes in the concept plan in order to achieve compatibility and may impose any conditions to lessen or eliminate adverse impacts.

Weber County Code § 102-5-4 and § 102-5-5 sets forth application submittal criteria. In these chapters the Planning Commission will find that Weber County has previously adopted very strict requirements for rezones. These application requirements expect engineered drawings for concept plans, water and waste water provisions, and storm water runoff. This is a challenging burden to meet when a landowner is considering a rezone, and each of these are required prior to actual development of the land, so it may be redundant to require them.

**Concept development plan.** A concept development plan has been provided for the property<sup>13</sup>. If the rezone is approved contingent on this concept development plan the ordinance requires that owner strictly comply with it. Staff does not recommend rezoning contingent upon this concept development plan. The concept shows a cul-desac turnaround rather than a through street. Connectivity to the east is essential to this rezone.

Under § 102-5-6(1) the county commission may:

"approve the proposed rezoning and concurrently approve a concept plan for the development, in whole or in part, with or without changes or conditions and adopt an ordinance rezoning the property;"

Locations of buildings and structures and their architectural designs. The ordinance requires that the concept plan show the location of buildings and structures and their architectural designs. The applicant asserts that the design and layout of lots and buildings will comply with the subdivision regulations and zoning standards in place at the time a subdivision is proposed. The applicant has provided conceptual renderings of examples of buildings that might go in the development. The planning commission may determine that this requirement has been satisfied with this explanation.

**Access and traffic circulation.** This property is located on 2225 E Street. 2375 E Street stubs to an adjacent property to the East. If the property is rezoned and a subdivision is developed, a connection to adjacent undeveloped property should be required. The subdivisions adjacent to the subject parcel have curb, gutter and sidewalk along both sides of the road. These improvements are likely to be required for a future residential subdivision on the subject parcel.

*Water, waste water, fire, engineering, and other utilities.* The applicant has provided a feasibility letter from the Uintah Highlands Improvement District for water and sewer. This application was sent for review by all relevant review agencies. None of them returned any negative responses.

<sup>&</sup>lt;sup>13</sup> See Exhibit G.

#### **Staff Recommendation**

Staff recommends that the Planning Commission forward a positive recommendation to the County Commission regarding File #ZMA 2020-02, a proposal to rezone approximately 4.59 acres from the RE-15 zone to the R-1-10 zone. This recommendation comes with the following conditions and findings:

#### Conditions:

- 1. That a mutually agreeable development agreement executed between the applicant and the developer be recorded to the property.
- That the development agreement clearly provide for configuration and layout of a future through-street that connects to the eastern property line of the subject property, and accommodates for a future fourway reconfiguration of the intersection of 6225 South Street and 2225 East Street.
- 3. That the total number of lots allowed on the subject property be limited to no greater than that which would be allowed by the R-1-12 zone, and not that which would be allowed by the R-1-10 zone.

#### Findings:

- 4. The Southeast Area Comprehensive Land Use Master Plan (the general plan) recommends the uses and densities of the R-1-12 zone.
- 5. The proposed rezone will promote the health, safety, and general welfare of the Weber County public by offering more affordable lot sizes than surrounding zoning.
- 6. The surrounding land uses do not pose a conflict with the proposed zone, and the new uses of the proposed zone are anticipated to fit into the area harmoniously.
- 7. Reserving a future street right-of-way as a condition of the rezone, as documented in a development agreement, is in the interest of the community's health, safety, and welfare.

#### **Exhibits**

- Exhibit A: Application.
- Exhibit B: Current Zone Map.
- Exhibit C: Proposed Zone Map.
- Exhibit D: Southeast Area Comprehensive Land Use Master Plan Map (General Plan's Future Land Use Map).
- Exhibit E: Transportation Maps and Analytical Illustrations.
- Exhibit F: Tabular Comparison of RE-15 and R-1-12 Zones, and Illustrations.
- Exhibit G: Concept Development Plan.
- Exhibit H: Land Use and Development Potential Analytical Illustration.



Veber County <u>Incomin</u>	<u>Application</u>	n Processing Fo	<u>orm</u>
Project Name: Moore Homes	Rezone	(RE-15 +	0 (2-1-12)
Date Submitted: 5-11-2020	oning: REIS		ved by: Steve
Culinary Water Provider:	ondary Water Prov	ider: Wast	e Water Provider: vintah Highlan
Project Type: Highlands		_	0
Alternative Access		Subdivisions:	
Board of Adjustment			ion (Small/Amendment) ion-(Prelim/Final)
Building Parcel Designation			ion-Cluster
Conditional Use Permit		Zoping-Text Amend	
Design Review		Zoning Map Amend	
Hillside Review		Zoning Developmen	
Land Use Permit		☐ Vacation	
		Other	
Project Description: A Rezon	APPICE	artion to 1	Rezone 4.59
	1- P	1-17	
Acres from RE-15	10 1	-1-12	ocated at
6224 S 2275 E, C	den-		
Applicable Ordinances:			
☐ Accessory Apartments	Nonconforming	Buildings, Uses and	Petitioner Requirements-Rezoning
Airport Zones and Height Regulations	Parcels	bullatings, oses and	Procedure Development Agreement
Cluster Subdivision	Ogden Valley Ard	chitectural,	Planned Residential Unit
Design Review	Landscape and S	creening Standards	Development
Drinking Water Source Protection	Ogden Valley Lig	hting	Public Buildings and Public Utility
	Ogden Valley Pat	thways	Substations and Structures
Hillside Development Review and Procedures and Standards	Ogden Valley Ser	isitive Lands Overlay	Signs
☐ Home Occupation	District		Standards for Single Family Dwellings
☐ Land Use Permit, Building Permit and	Ogden Valley Sig	ns	Supplementary & Qualifying Reg
Certificate of Occupancy		ling Space, Vehicle	Time Share
<ul> <li>Natural Hazards Overlay Districts</li> </ul>	Traffic and Acces	s Regulations	Zones & Districts
Weber County Review Agencies:			
Weber-Morgan Health Department-	Weber County Ed		Weber County School District-
Drinking Water Division	Development Par		Transportation Division
■ Weber-Morgan Health Department- Waste Water Division	_	ngineering Division	Weber County Sheriff
	Weber County Gi		Weber County Special Events
	Weber County Cl		Weber County Surveyor's Office
	Weber County Pl		Weber County Treasurer's Office
Weber County Assessor's Office	Weber County Re		Weber Fire District
<ul><li>Weber County Board of Adjustment</li><li>Weber County Building Inspection</li></ul>			Other
	Weber County Ro	oads Division	
Outside Review Agencies:	1		<b>-</b>
Bona Vista Water Improvement	Ogden Valley Sta		Utah Department of Transportation
District  Causey Estates Let Owners Asses	Powder Mountain District		Utah Division of Air Quality
Causey Estates Lot Owners Assoc.  Central Weber Sewer Improvement			Utah Division of Drinking Water
	•		WC3
Cole Canyon Water Company	Rocky Mountain		Weber Pathways
Centurylink	State of Utah Dep		West Warren-Warren Water &
Eden Irrigation Company	Taylor Geotechnic		Sewer
Hooper Irrigation Company	Taylor-West Web		■ Wolf Creek Water and Sewer Improvement District
Hooper Water Improvement District	•	Water & Sewer Dist	Other
Nordic Mountain Water Inc.	US Forest Service	_	_ outer

Received By (Office Use)   Added to Map (Office Use)			oning Map Amo		
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Property Owner Contact Information  Name of Property Owner(s)  Moore Homes L.C.   Celebrity Owner(s)  Phone  Sol-590-1822   Fax  Email Address  Preferred Method of Written Correspondence   Email   Fax   Mail  Authorized Representative Contact Information  Name of Person Authorized to Represent the Property Owner(s)  Authorized Representative Contact Information  Name of Person Authorized to Represent the Property Owner(s)  Authorized Representative Contact Information  Name of Person Authorized to Represent the Property Owner(s)  Authorized Representative Contact Information  Name of Person Authorized to Represent the Property Owner(s)  Property Information  Property Information  Opert Name  Current Zoning   Ref   Proposed Zoning Ref   Proposed Zoning Ref   Proposed Zoning Ref   Proposed Zoning Ref   Proposed Use  Proposimate Address  Land Serial Number(s)  Proposed Use	Date Submitted	THE RESERVE OF THE PERSON OF T			
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Moore Homes L.C.   Celebrity Const.   Property Owner(s)   Proposed Zoning	A CONTRACTOR OF THE PROPERTY OF THE PARTY OF	ormation			
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Email Address    Preferred Method of Written Correspondence   Mail   Fax   Mail   Fax   Mail	Phone 861-580-1822	Fax	- Congresion		
Authorized Representative Contact Information  Name of Person Authorized to Represent the Property Owner(s)  Property Moore  Boll Sep-1822  Fax  Brail Address  Fax  Preferred Method of Written Correspondence  Email Fax Mail  Property Information  Property Information  For Current Zoning  Proposed Zoning  Proposed Zoning  Proposimate Address  Land Serial Number(s)  Tal Acreage  4.59  Current Use  Vocant  Proposed Use  Vocant  Proposed Use  Vocant  Proposed Use  Scribling the project vision.	mall Address	ne bones	Preferred M		
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Fax    Sol- S80 - 182Z   Fax    Fax	Kandy Moore	-	, Mailing Add	ress of Authorized Pe	rson
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	The state of the s	Exhibit A: Application Page 3 of 8
Project Narrative (continued)		
How is the change in compliance with the General Plan	n?	
See Letter		
320		
hy should the present zoning be changed to allow this	proposal?	
see Lette		
3 22 22 11		

See Lette.  See Lette.  Sconditions and circumstances have taken place in the general area since the General Plan was adopted to warrant such a change?  Meets or exceeds General Plan.	The state of
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As required in the rezone application, we are providing our overview of the development. And our reasons to request a rezone of the property.

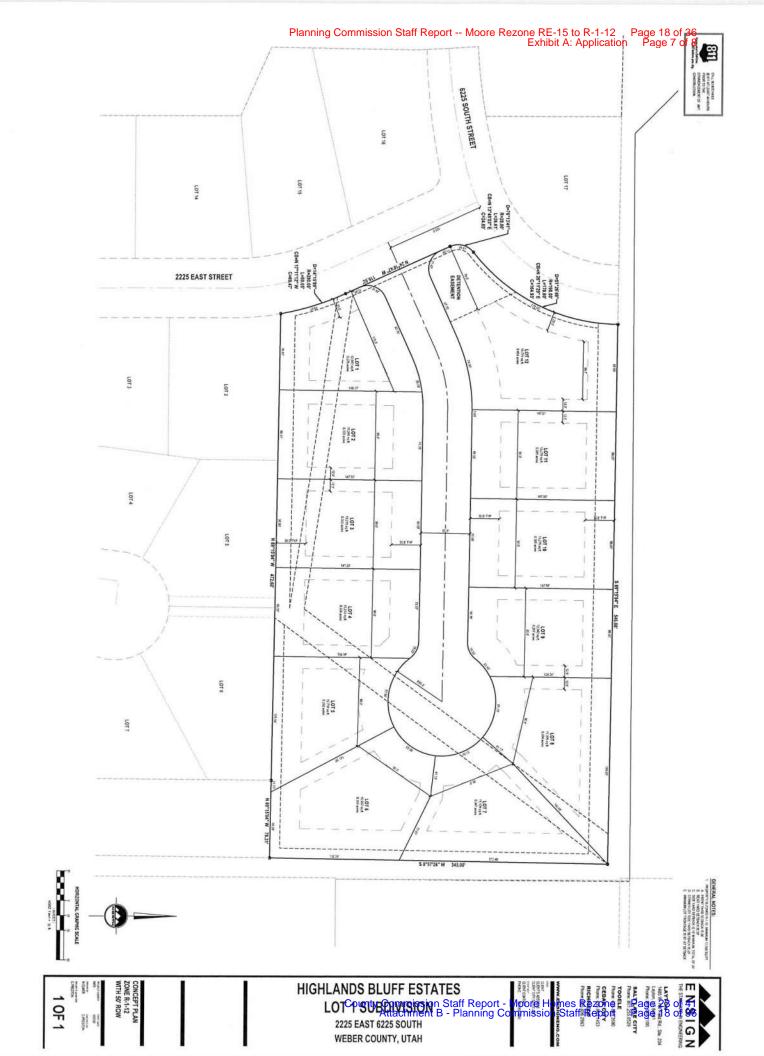
We are requesting a rezone from the current RE-15 zoning to an R-1-12 zoning.

The general plan designates that this area will be "low density" residential. The general plan defines "low density" residential as 3-8 units per acre. The R-1-12 zone requires a minimum of lot area of 12,000 sq.ft. lots. This is a minimum size lot, and with the width and layout of the property many lots will exceed this. Our conceptual plan that we have provided proposes 12 lots with an average lot size of 14,200 sq. ft. or .34 acre lots. This is 2.6 lots per acre and is actually below the general plan density requirements. The existing RE-15 zone requires 100' minimum lot width. The R-1-12 zone minimum lot width is 90'. (The R-1-10 zone that we made previous application from has a lot width of 80'). This rezone from the existing RE-15 zone to the R-1-12 zone we estimate, will only change from 11 to 12 lots. Even with this change to R-1-12 the lots we believe will be similar to the surrounding existing lots in size. Due to the width of the property with a minimum lot width of 90' as you can see from the conceptual layout the lots are very large averaging 1/3 acre.

In September of 2018 the Weber County Commission approved a rezone application from the RE-15 zone to a R-1-10 for a new subdivision located at 2220 E Eastwood Blvd. This new subdivision is about 2 blocks North of our proposed rezone. We are requesting a R-1-12 rezone that would be less dense that that recent rezone.

These are very large lots and the R-1-12 zone we believe will be fit in vey well with the surrounding lots and homes.

We anticipate the homes will all be very nice custom homes on large lots and should be in the \$550-700 price range.





### Planning Commission Staff Report -- Moore Rezone RE-15 to R-1-12 Page 19 of 36 Exhibit A: Application Page 8 of 8

Receipt

Page 1 of 1

Receipt Number	134530
Receipt Date	05/11/2020
Receipt Time	12:01:20
Payment Method	CREDIT CARD

Received From:

Clerk: Martin, Angela

\$620.00

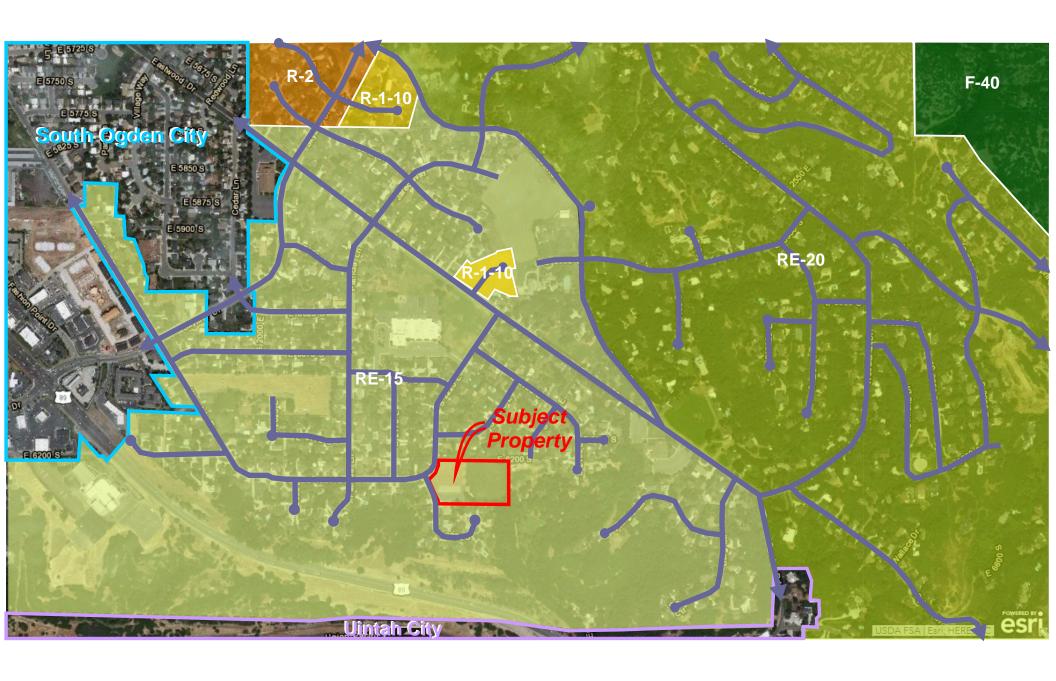
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ITEM NO	D. DESCRIPTION	AMOUNT
Bill Num	ber: 134530	
1	ZONING FEES	\$620.00

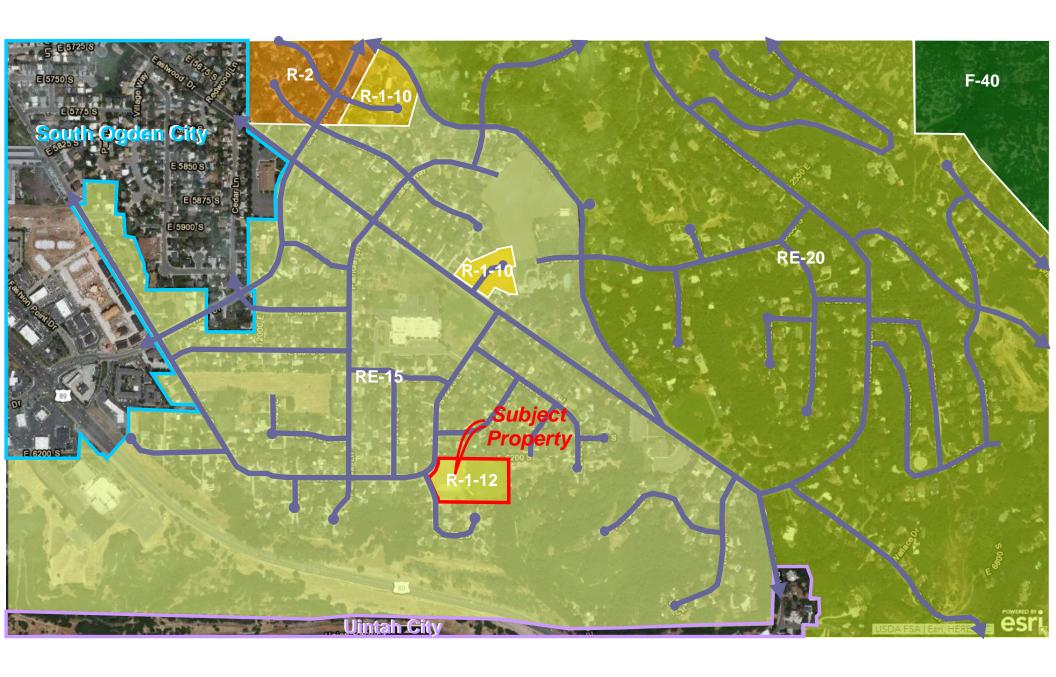
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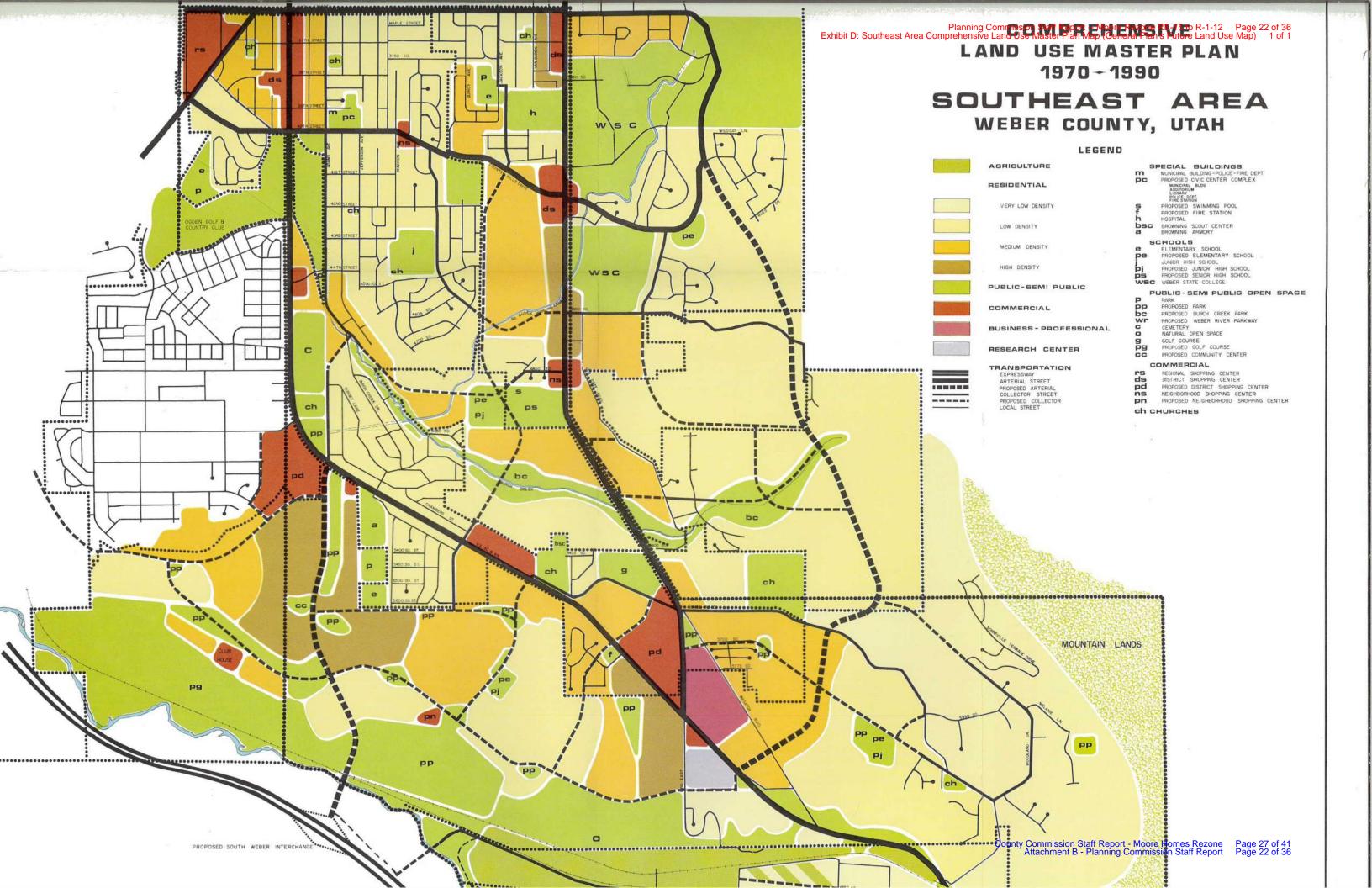
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GL Account: POOL-100101-

ANDY	\$620.00
Previous Balance	\$620.00
Total Remitted	\$620.00
Adjustments	\$0.00
New Balance	\$0.00
	(20)









1970 Street Network and the Installed Street Segments that Align with the Planned Street Network.

■ Never Installed Street Segments from the 1970 - 1990 Planned Street Network.

Planned Street Connections Never Installed.

Unplanned Street Connections that help Compensate for Never Installed Segments of the Planned Street Network.

2020 Street Network, Actual



1970 Street Network, the Installed Street Segments that Align with the 1970 -1990 Planned Street Network, and the Unplanned Street Connections that help Compensate for Never Installed Segments of the Planned Street Network.

■ ■ ■ ■ ■ ■ Never Installed Street Segments from the 1970 - 1990 Planned Street Network.

Lost Street Network Opportunities due to New Development.

Remaining Opportunities and Alternatives of the 1970 - 1990 Planned Street Network.

Installed Street Segments not Illustrated in the 1970 - 1990 Planned Street Network Staff Report - Moore Homes Rezone Attachment B - Planning Commission Staff Report Page 27 of 36 Future Connectivity Opportunities to Enhance the Master Planned Street Network.

Uintah Highlands Street Network After Full Implementation of 1970-1990 General Plan's Remaining Available Connections.

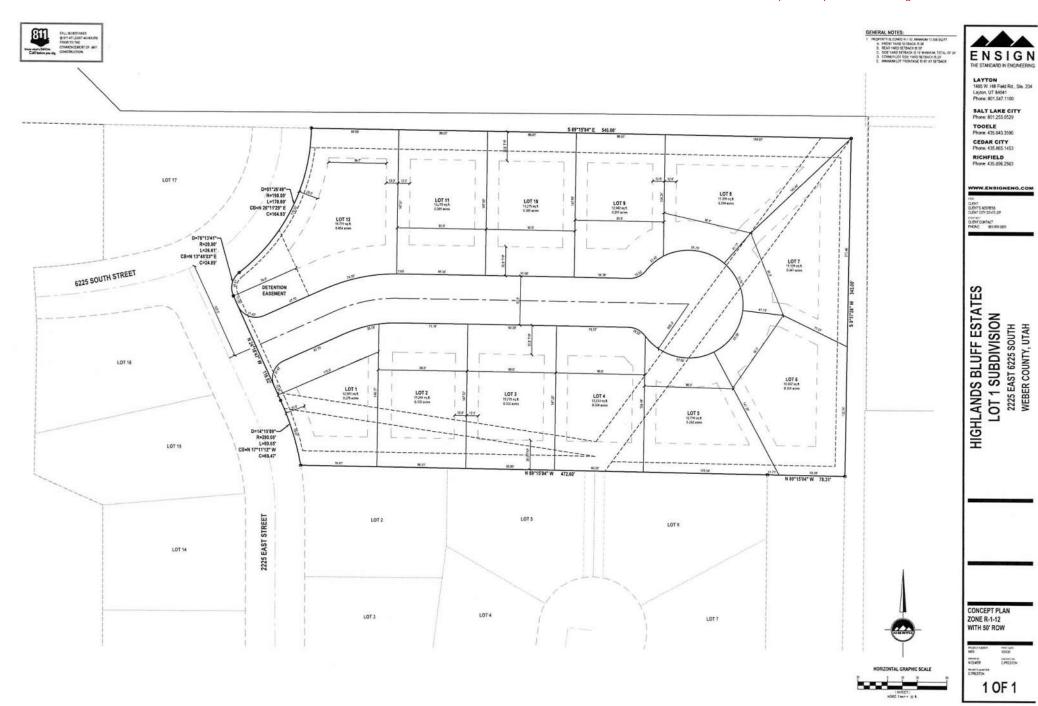
Shorter and more Efficient Community Connections, Less Fragmented Street Segments, Sharp Curves, and Sight Obstructions.

RE-15	R-1-12	R-1-10
Min. Lot Size Allowed 15,000 sqft	12,000 sqft	10,000 sqft
Min. Lot Width	12,000 341	10,000 341
100 ft	90 ft	80 ft
Min. Lot Depth		
150 ft	133 ft	125 ft
Min. Yard Area		
Front: 30 ft Side: 10 ft; 24ft for both Rear: 30 ft	Front: Same Side: Same Rear: Same	Front: 20 ft Side: Same Rear: 20 ft
Min. Building Area		
6,840 sqft	4,820 sqft	4,760 sqft
RESIDENTIAL BUILDING AREA  6,840 SQFT  76 ft	RESIDENTIAL BUILDING AREA 73. THE 4,818 SQFT 66.ft	RESIDENTIAL BUILDING AREA  4,760 SQFT  56 ft

Lot Development Standards	Current Zone	Requested Zone		
Zone	RE-15	R-1-12	R-1-10	R-2
Minimum Lot Area	15,000 square feet.	12,000 square feet.	10,000 square feet.	6,000 square feet.
Minimum Lot Width	100 feet.	90 feet.	80 feet.	60 feet.
Minimum Yard Setbacks				
Front	30 feet.	Same as RE-15	20 feet.	25 feet.
<u>Side</u>				
	10 feet; with total of			8 feet; with total of two
Dwelling	two sides not less than	Same as RE-15	Same as RE-15	sides not less than 18
	24 feet.			feet.
Other Main Building	20 feet.	Same as RE-15	Same as RE-15	Same as RE-15
	10 feet; except 1 foot			8 feet; except 1 foot
	when at least 6 feet			when at least 6 feet
Accessory Duilding	from rear of dwelling	Same as RE-15	Same as RE-15	from rear of dwelling
Accessory Building	and not less than 10	Same as KE-15	Same as KE-15	and not less than 8 feet
	feet from dwelling on			from dwelling on
	adjacent lot.			adjacent lot.
Side; on corner lot	20 feet.	Same as RE-15	Same as RE-15	Same as RE-15
<u>Rear</u>				
Main Building	30 feet.	Same as RE-15	20 feet.	Same as RE-15
	1 foot; except 10 feet		1 foot; except 10 feet	1 foot; except 8 feet
	where accessory		where accessory	where accessory
Accessory Building	building rears on side	Same as RE-15	building rears on side	building rears on side
	yard of adjacent corner		yard of adjacent corner	· ·
	lot.		lot.	lot.
Height				
Main Building	35 feet.	Same as RE-15	Same as RE-15	Same as RE-15
Accessory Building	25 feet.	Same as RE-15	Same as RE-15	Same as RE-15

Land Uses	Key: P = Permit	ted C = Condition	nally Permitted	N = Not Permitted
Zone	RE-15	R-1-12	R-1-10	R-2
Agricultural and Animal Uses				
Agriculture.	Р	Same as RE-15	Same as RE-15	Same as RE-15
Agricultural experimentation center	Р	N	N	N
Animals and fowl kept for family food production as an incidental	p	N	N	N
and accessory use to the residential use of the lot.	r	IN	IN	IN
	Р			
Chinchilla raising.	Requires 40,000 square	N	N	N
	feet minimum lot area			
Corral, stable or building for keeping of animals or fowl, provided				
such building shall be located not less than 100 feet from a public	Р	N	N	N
street, and not less than 25 feet from any side or rear lot line.				
Farms devoted to the hatching, raising (including fattening as	Р			
incident to raising) of chickens, turkeys or other fowl, rabbit, fish,	Requires 5 acre	N	N	N
frogs or beaver hatched or raised on the premises.	minimum lot area			
Private stables; horses for private use only, and provided that not				
more than one horse may be kept for each one-half acre of land	Р	NI	N	N
used for horses within any lot and no horses shall be kept on any	P	N	N	N
lot of less than one-half acre in area.				
Raising and grazing of horses, cattle, sheep or goats, including the				
supplementary feeding of such animals, provided that such raising	Р			
or grazing is not a part of, nor conducted in conjunction with any	Requires 5 acre	N	N	N
livestock feed yard, livestock sales yard, slaughterhouse, animal by	minimum lot area			
products business or commercial riding academy.				
Residential Uses				
Bachelor and/or bachelorette dwelling with 24 or less dwelling	N	Same as RE-15	Same as RE-15	Р
units.	IN	Same as KE-15	Same as KE-15	P
Cluster subdivision	Р	Same as RE-15	Same as RE-15	N
Group dwelling with 24 or less dwelling units	N	Same as RE-15	Same as RE-15	Р
Home occupations.	Р	Same as RE-15	Same as RE-15	Same as RE-15
Household pets, which do not constitute a kennel.	Р	Same as RE-15	Same as RE-15	Same as RE-15
Planned residential unit development	С	Same as RE-15	Same as RE-15	Same as RE-15
Residential facilities for persons with a disability	С	Р	Р	Р
Residential facility for elderly persons	С	Same as RE-15	С	Р

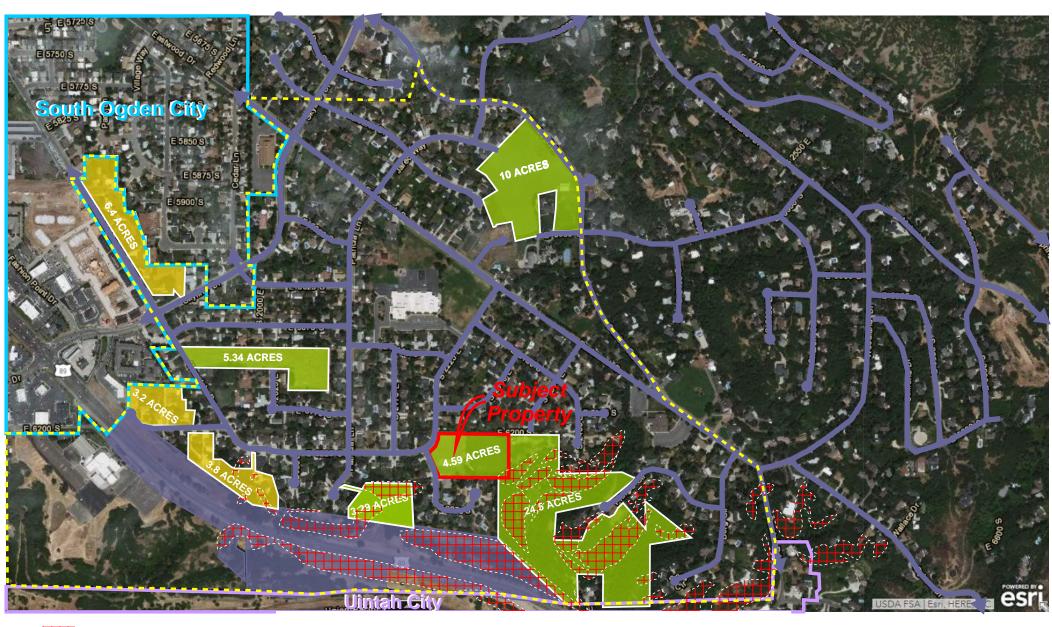
Single-family dwelling.	Р	Same as RE-15	Same as RE-15	Same as RE-15
Two-family dwelling.	N	Same as RE-15	Same as RE-15	Р
Public and Quasi-Public Uses				
Public utility substations.	С	С	С	С
Cemetery with customary incidental uses including, but not				
limited to mortuary, mausoleum, crematory, staff housing, service	Р	N	Same as RE-15	С
shops and chapel.				
Church, synagogue or similar building used for regular religious	Р	Same as RE-15	Same as RE-15	Same as RE-15
worship.	r	Sallie as KE-13	Sallie as KE-13	Sallie as VE-13
Educational institution.	N	Р	Р	Р
Educational/institutional identification sign.	С	Same as RE-15	Same as RE-15	Same as RE-15
Public building, public park, recreation grounds and associated		0 55.45	0 85.45	0 85.45
buildings.	Р	Same as RE-15	Same as RE-15	Same as RE-15
Water storage reservoir developed by a public agency	С	Same as RE-15	Same as RE-15	Same as RE-15
Commercial Uses				
Child day care or nursery.	С	N	N	N
Golf course, except miniature golf course.	Р	Same as RE-15	Same as RE-15	Same as RE-15
Greenhouse and nursery limited to sale of material produced on	Р	N	N	N
premises and with no retail shop operation.	r	IV	IN	IN
Other Uses				
Accessory building incidental to the use of a main building; main				
building designed or used to accommodate the main use to which	P	Same as RE-15	Same as RE-15	Same as RE-15
the premises are devoted; and accessory uses customarily	r	Sallie as KE-13	Sallie as KE-13	Sallie as VE-13
incidental to a main use.				
Greenhouse, for private use only.	Р	Same as RE-15	Same as RE-15	Same as RE-15
Parking lot accessory to uses permitted in this zone.	Р	Same as RE-15	Same as RE-15	Same as RE-15
Private park, playground or recreation area, but not including	С	Same as RE-15	Same as RE-15	Same as RE-15
privately owned commercial amusement business.	C	Sallie as VE-13	Sallie as VE-13	Daille as VF-13
Temporary building for use incidental to construction work. Such				
building shall be removed upon the completion or abandonment	Р	Same as RE-15	Same as RE-15	Same as RE-15
of the construction work.				
Small wind energy system.	С	N	N	N





Slopes over approximately

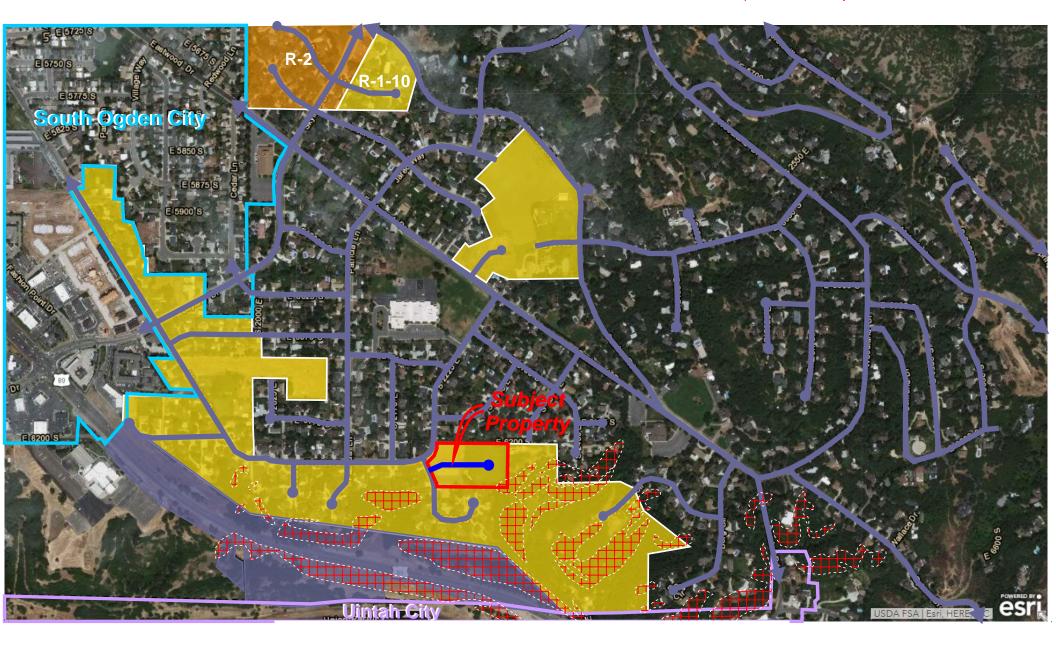
Undeveloped or Under Dev



Slopes over approximately

Undeveloped or Under Dev

Under Developed Resident.......



Slopes over approximately

Contiguous low-density zo