

## **Payson City Council Staff Report, May 17, 2017**

### **Request for Preliminary Plan Approval for the Springside Meadows Planned Residential Development (PRD)**

#### **Background**

The applicant, Mike DeMarco representing Elk Ridge Meadows Investors LC, Springside Meadows of Payson LLC, Mitchell Development LC, and The Cregg Merrill Jacobson Family Limited Partnership is requesting Preliminary Plan approval of the Springside Meadows Planned Residential Development (PRD) arranged on Utah County Parcels 30-068-0080, 30-068-0083, 30-071-0050, 30-071-0065, 30-071-0072, 30-071-0073, 30-071-0080, 30-071-0082, 30-084-0079, 30-084-0096, 30-085-0021, and 30-085-0026 generally located east of State Route 198 and west of the High Line Canal between approximately 1700 South and 2000 South. The development includes approximately eighty (80) acres and is anticipated to have a wide variety of housing styles ranging from multi-family dwellings to larger homes on large building lots. The development layout includes parcels included in the Mower Annexation, the Nebo-Smart Annexation and the Butler Annexation and the requirements of specific plans, annexation agreements, and other land use documents will be incorporated into the project.

The above mentioned property owners have been interested in developing the property for quite some time. Throughout the years, the City Council, Planning Commission and applicant have met in several work sessions to exchange ideas and discuss the challenges with and solutions for improving the property. A number of public meetings have been held to review various development layouts and obtain public comment. The first phases of the Springside Meadows (Plats A, B & C), located in the northeast corner of the property, have been approved and dwellings constructed. Because the development layout has changed significantly since the City Council approval granted on October 18, 2006, the applicant is required to process a new application and obtain approval from the Planning Commission and City Council.

The size of the project, the existence of significant slopes, waterways, irrigation facilities, the lack of existing infrastructure, the high visibility of the project site and other project constraints necessitates careful study by the staff, Planning Commission and City Council. Due to the nature of this particular development and the fact that a Specific Plan has already been approved, staff would suggest a slight variation in the normal approval process while still requiring the applicant to satisfy all regulations of the development ordinances. Rather than requiring the applicant to complete all project engineering, road plans and profiles and other construction details, staff has reviewed parcel layout, transportation and circulation systems, proposed open space and amenities, geotechnical information, and other two dimensional aspects of the project. To ensure that all other regulations of the land use and development ordinances, including the Standard Specifications and Standard Plans will be satisfied, the items not indicated and approved in conjunction with the preliminary layout will be addressed at the time of Final Plat approval. The applicant will be required to complete several tasks including, but not limited to, the preparation of construction drawings, transfer of adequate water to serve the development, integration of all explicit requirements of applicable specific plans and annexation agreements, and satisfaction of the applicable requirements of the Payson City land use and development ordinances.

The Preliminary Plan requires approval from the City Council following a recommendation from the Planning Commission. Both the Planning Commission and City Council are required to hold a public

hearing and consider public input prior to reaching a recommendation or decision, respectively. The Planning Commission considered the Preliminary Plan on April 26, 2017 and recommended approval contingent upon the following:

- Satisfaction of staff conditions;
- Final Plat of each phase is required to receive a recommendation by the Planning Commission;
- RV parking and storage requirements will be considered on a phase by phase basis;
- Hardy-board type siding may be used as an accent material;
- The design and style of housing product is considered with each neighborhood; and
- The applicant must satisfy the requirements of the Bureau of Reclamation and the Strawberry High Line Canal Company as they relate to irrigation facilities.

The City Council will need to conduct a public hearing prior to taking final action on the application. Property owners within five hundred (500) feet of the proposed project have been notified, the notice has been posted in appropriate locations, and the public hearing was advertised in the newspaper for a minimum of fourteen (14) days.

### **Analysis**

The applicant must demonstrate to the City Council that the project layout and design, street layout and lot access, housing product, utility improvements, and amenities will accomplish the goals of the Payson City General Plan, the Mower Addition Annexation Specific Plan and Annexation Agreement, and the land use and development ordinances. Because the design and engineering details will be addressed at Final Plat approval for each phase, it is proposed that the City Council consider the following features of the development.

#### *Project Layout and Design*

The applicant is proposing several phases that will accommodate the construction of 85 townhome units and 167 single family dwelling lots for a total of 252 residential units. The applicant has incorporated larger lots into the development and has reduced the overall density. It is proposed that the following characteristics will be accommodated in the development:

- Plans will need to demonstrate that the slope of the hillside along the High Line Canal will not be compromised with the excavation and construction of dwellings on the east side of Main Street. A grading and slope stabilization plan will need to be provided for each lot. Staff would suggest that each lot east of Main Street be required to landscape the entire yard prior to issuance of an occupancy permit.
- The applicant is requesting the recreational vehicle parking and storage requirement be waived for each neighborhood. Staff would suggest that each dwelling be shifted as close to the non-garage side as possible to accommodate on-site storage of extra vehicle, recreational vehicles, etc. The CC&R's for the townhome neighborhood will need to address enforcement of recreational vehicle parking and storage.
- The applicant will need to demonstrate that the setback requirements will be satisfied in each neighborhood or request approval from the City Council to modify the setback requirements.
- A development agreement will need to be prepared, approved by the City Council, and recorded in the office of the Utah County Recorder.

### *Street Layout and Lot Access*

Development of the property will involve the construction of two (2) arterial streets (Main Street and 2000 South), interior residential streets to provide lot access, extension of roads to adjacent residential and agricultural parcels, and connection to a state highway (SR 198) through property owned by Payson City. The street layout must be consistent with Payson City Street Master Plan, the Specific Plan, and the Standard Specifications and Standard Plans. The applicant is responsible to construct the entire width of Main Street and 2000 South, including improvements along SR 198 for the frontage of the project. Approvals and permits will be required from the Utah Department of Transportation (UDOT). The applicant is required to construct these roadways, or portions thereof, prior to the issuance of building permits in each phase. Two (2) points of ingress and egress must be provided and maintained for each phase.

Because Main Street and 2000 South are arterial status streets, it is proposed that the dwellings along these corridors will be accessed by private access drives maintained by a Homeowners Association (similar to the access drives in the Maples at Brookside development). This will allow the dwellings to be front-facing and to avoid the need to install backyard fencing along the corridor. Access and turn-arounds in the townhome neighborhood must satisfy the width and improvement requirements of City ordinance, unless an alternate street cross-section is approved by the City Council with each phase of the development.

### *Housing Product*

A primary element in the Specific Plan is the creation of various neighborhoods to accommodate a mixture of housing products. The applicant will need to demonstrate that the housing product for each neighborhood, including the townhomes, will accomplish the goals of the Specific Plan. As mentioned above, the development layout contemplates larger lots than the 2006 plan; therefore, it is anticipated that larger homes will be constructed in the development.

City ordinance requires the exterior materials to consist of hard surfaced materials, including brick, stucco, and stone. The applicant is requesting approval to use cementitious siding in some of the neighborhoods to vary the appearance of the exterior elevations.

### *Utility Improvements*

There are several challenges to improving the property to accommodate new residential development. The applicant has identified solutions for each utility; however, the necessary approvals, permits, and authorizations will need to be obtained before commencement of construction.

- Additional capacity in the sewer main line is required. The applicant is proposing to utilize the extra capacity in the sewer main line in Saddlebrook Drive for the initial phases and will complete off-site improvements for the remaining phases.
- The applicant will need to work with the Bureau of Reclamation and the High Line Canal Company to accommodate existing irrigation facilities that traverse the development site. The owners of any private irrigation facilities will also need to be contacted to avoid disruption in the delivery of irrigation water.
- Payson Power will be installing an electrical substation in the immediate area. The applicant will need to continue working with the applicant on the provision of power service for the development.
- All utilities will need to be extended to the furthest extent of each phase.

- Because the off-site improvements will benefit other property owners in the area, it is proposed that the City Council approve a Utility Extension Agreement to address future connection to the facility(s) and potential reimbursement by other applicant's within the "service area".

#### *Amenities and Government Facilities*

The applicant is proposing a proportionate share of open space to be located in the southwest corner of the project. The open space will be located near SR 198 and adjacent to future government facilities, including an electrical substation and fire station. The open space plan will include the continuation of the public trails system, neighborhood connectors, and access to Spring Lake Elementary School and the future Bonneville Shoreline Trail.

#### *Compliance with City Regulations*

City staff has completed a review of the proposed project for compliance with the applicable requirements of the Payson Municipal Code. The applicant has been provided a list of items that need to be addressed for the overall development. A thorough review of the each Final Plat will be conducted to ensure the requirements of the land use and development ordinances are satisfied. Staff will continue to work with the applicant to ensure the minimum requirements are addressed.

#### **Recommendation**

The applicant is seeking Preliminary Plan approval of the Springside Meadows Planned Residential Development (PRD). As indicated above, staff is proposing that the engineering, construction drawings, and final details of the project be completed at the time of Final Plat review. The City Council must conduct a public hearing prior to taking final action on the request. Following a review of the proposed Preliminary Plan the City Council may:

1. Remand the request for Preliminary Plan approval back to staff and/or the Planning Commission for further review or with direction to provide additional information. This action should be taken if it is determined that there is not enough information provided by the applicant in order for the City Council to make a well-informed recommendation.
2. Approve the Preliminary Plan contingent upon the satisfaction of staff suggestions and the preparation of a development agreement to establish expectations and requirements for each phase. Staff would suggest that if the City Council approves the Preliminary Plan with conditions, the property will be improved in a manner that satisfies the regulations of development ordinances as well as the land use goals and objectives of the City.
3. Deny of the proposed Preliminary Plan. This action should be taken if the City Council determines that the applicant is unwilling or unable to satisfy the regulations of the Payson City Municipal Code and the land use goals of the City.

Any motion of the City Council should include findings that indicate reasonable conclusions for the decision. Upon approval of the Preliminary Plan, staff will prepare a development agreement to outline the specific requirements that will need to be addressed with each phase of the project.