



HOLLADAY CITY COUNCIL SUMMARY STAFF REPORT

MEETING DATE: August 27, 2020

SUBJECT: GENERAL PLAN AMENDMENT – FUTURE LAND USE MAP 2.3

APPLICANT: Holly and Clark Richards

SUBMITTED BY: Jonathan Teerlink, City Planner

FILE#: 20-6-01

SUMMARY:

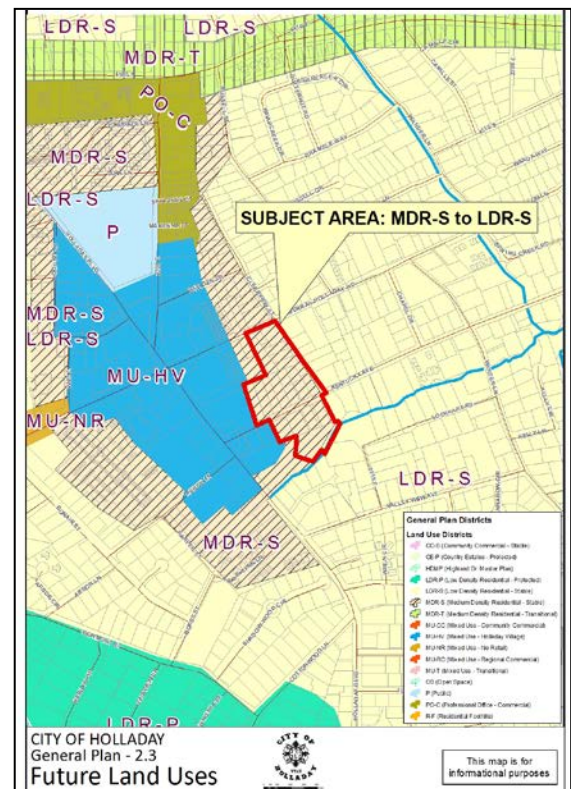
On July 7th of 2020 the Planning Commission moved to recommend approval of an application made by Holly and Clark Richards. The applicant requests to amend the Long Range Land Uses Map (2.3) as referenced in the City of Holladay General Plan. As proposed, the amendment would modify an 8.3 acre area (23 parcels) in the vicinity of Kentucky Ave and Clearview, as highlighted to the right, by expanding the boundary of the Low Density Residential-Stable (LDR-S) land use district to include the Medium Density Residential-Stable (MDR-S) district and thereby changing the highlighted subject area's designation to LDR-S.

REVIEW STANDARDS: [\(13.07.020.F-G\)](#)

Consideration of a General Plan amendment is a Legislative action at the discretion of the City Council, the Land Use Authority in this instance the Planning Commission, acted on this application in their role as recommending body to the Council in this matter.

GENERAL PLAN OVERVIEW

"The Holladay General Plan – 2016 - 2031 is intended to guide future development and growth according to broad goals and visions for Holladay during the next 10 to 15 years. The adoption of a general plan is mandated by Utah State code and must contain three specific elements; 1) a land use element, 2) a transportation element, and 3) a plan for the inclusion of moderate income housing. A city may include those other elements that it deems necessary. Under Utah State Code, all public uses must conform to the City's General Plan. However, regarding private property, a general plan is an advisory document, unlike the Land Use and Development Regulations, or a zoning ordinance, which requires strict compliance."



Pertaining to this proposal, element 1, as described above, is under consideration, more specifically Chapter 2 *Future Land Uses*. This element of the General Plan provides policy direction and guidance for land use decisions, urban design, and neighborhood preservation. It also includes a Future Land Use Map addressing stated goals of; image, character, and livability within the City. The General Plan provides this map to guide, "the City's future development patterns to include the preservation of low-density residential neighborhoods,

protection of historic land uses, structures and places, maintenance of the special community character, and the accommodation of growth and economic development at focused locations. This goal is supported by the land use districts as shown on Map 2.3 - Future Land Use.” –Ch. 2, pg14.

EXISTING CONDITIONS: LAND USE DISTRICTS & ZONING

- The proposal area is currently zoned Single Family residential, 10,000 minimum lot size (R-1-10)
- This area proposed for change in designation currently is within a “Medium Density Residential – Stable” (MDR-S) district; which has a suggested/supported density range corresponding to the R-M zone’s multi-family home density allowance of 16 dwellings per acre, half the density allowance of the Terraces or Holladay Row developments on the edge of the Village.
- The proposed area for change in designation is currently zoned Single Family residential, 10,000 minimum lot size (R-1-10) or approximately 4 dwellings per acre which is *low-density*. As such it does not conform to current the long-term vision of the General Plan which suggests up to 16 dwellings per acre and if allowed to be developed as presently proposed on the Future Lane Use map would add dwelling to support the Village.
- Abutting to the south and east is the “Low Density Residential-Stable” (LDR-S) district, which has a suggested/supported density range corresponding to the R-1-8, R-1-10 and R-1-15 zones which are 5, 4 and 3 dwellings per acre respectively.
- Adjacent to the west is the “Holladay Village Small Area Master Plan” HVSAMP district, which has statements on development guidelines for Neighborhood Protection of adjacent single-family land uses.
– pg11 HVSAMP

APPLICATION ANALYSIS

The applicant has provided a written narrative, which describes intent of the application as well as general opinion and signatures from many co-applicants (most property owners within the subject area). As the General Plan is used as a guiding document when considering rezone applications, the proposal would replace the MDR-S recommended zone densities (up to approx. 16 units per acre) with those of the LDR-S (approx. 5 units per acre or R-1-8). Generally, as the properties within subject area are currently zoned R-1-10, the proposal intends to solidify this current development pattern by General Plan redistricting.

COMMUNITY DEVELOPEMENT DEPARTMENT ANALYSIS

After analyzing previous rezone applications (associated and unassociated with this proposal) and considering related public input, it is clear to both staff and, presumably to the Council, that land use issues facing this community in particular relate to stability and change. General acceptance with existing patterns, land uses, and residential densities are routinely opined. There is also certain amount of angst concerning new development, densification, and the impact on individual properties, neighborhoods, traffic - the character of the City. These combined elements resulted in the denial of a recent General Plan/Rezone application add additional homes to this specific area (*Hilton File#19-04-05*), and serves as the catalyst for this particular request.

Practical theory of a General Plan is to *provide options* based upon goals which support an established *vision*. Removing the flexibility of options pertaining to future development decision making or responding to growth pressure (if any), is not an envisioning plan, but rather a zone district with established focused development limitations. Sound options in a General Plan are a city planning tool for anticipating inherent social changes that inevitably occur over time. The Council/Commission always have the right to set aside strict compliance with the General Plan and deny requests based upon public input and other considerations such as current conditions. But, the overall goal of the General Plan is act a “blue print” for the future.

In consideration of projected growth pressures, the General Plan, “*strives to accommodate new growth without jeopardizing the development patterns that have made Holladay a unique and desirable place to live and work.*”. For this reason the MDR-S district was applied –as opposed to a specific zone serving as “transition” area encircling the HV zone, providing potential options for housing near the successful town center without deteriorating the existing land uses – in this case a mix of two-family (duplex) and single-family homes, some abutting Spring Creek. The district provides an opportunity to the City Council and Planning Commission, in conjunction with staff and public input, to use General Plan options to apply envisioning principles toward a given rezone application, at a point in time (acceptable or unacceptable as the case is determined to be).

Alternatively, an assertion supported by the applicant(s), is that development pressures occurring within the HV zone is spurring controversial considerations of housing uses, deemed out of line with predominantly existing land use patterns. A dramatic limitation in new growth is preferred rather than a transitional option which is the nature of its existing designation. A proposal to expand the LDR-S district is therefore requested to firmly place the existing development pattern of R-1-10 in perpetuity and furthermore limit discussion/consideration of housing options and subsequent rezone applications to an acceptable pattern of homes on no less than 8,000 square foot lots (.18acre) or the R-1-8.

Further elements to consider;

1. Are all land owners within the boundary in agreement? This redistricting proposal affects “upzoning” potential and related land values.
2. Is the RM zone, as recommended by the MDR-S, an acceptable transitional zone to nearby single family homes?
3. Is the proposed area to be changed sufficiently significant to eliminate future land use options?
4. Land densities suggested by the MDR-S district have not been established in this area
5. Presuming the original public input, which established the MDR-S boundary; is the current MDR-S boundary at Clearview Street a firm line where transitioning from medium housing to single family options should end?
6. Does the proposed change constitute forward thinking of a General Plan element?
7. If this amendment was to be approved, and hypothetically, would an application for the R-1-8 zone and subsequent subdivision considerations be generally accepted if proposed or met with similar negative input that of previous rezone applications?
8. Does the MDR-S in this location support the Village, or is the Village self-sustaining with recent residential projects as a crowning achievement of the community due in great part because it was established in an area that historically had and would continue to have a residential density base nearby to support it?

RECOMMENDATION:

As proposed, Staff does not view the petition favorably based upon the following findings:

1. The area, as currently zoned, is in alignment with the LDR-S district’s recommended zone classification (R-1-10)
2. Recent petitions for rezone in this MDR-S district (upzoning) have been denied.
3. The petition is not in compliance with the established General Plan future land use district in place.
4. The petition decidedly eliminates future planning options for medium density housing within the immediate vicinity of the Village area, diminishing support for SB34, requiring cities to provide locations for affordable variable housing options.
5. The Future Land Use map boundary is logically situated at the public street boundary of Clearview

In the matter of considering an amendment the Future Land Use Map 2.3 by converting a specified area as proposed from MDR-S to LDR-T, it is advised that the Council:

1. Consider the unanimous recommendation of the Planning Commission
2. Solicit and review public comment on the request
3. Review Chapter 2 of the General Plan applicable to this application
4. Evaluate comments and consider the Applicant’s information with intent to decide on a course of action
5. Consider staff input
6. Continue the matter for further study and discussion at a future meeting