Planning • Building

# MEMORANDUM

TO:	Laramie County Board of Commissioners
FROM:	Bryan Nicholas, Associate Planner
DATE:	September 3 <sup>rd</sup> , 2019
TITLE:	Review and action on a Zone Change from MR - Medium Density Residential to PUD – Planned Unit Development for "K. Wilson PUD", located on Tract 3, Kemp Subdivision, Laramie County, WY.

# EXECUTIVE SUMMARY

Kermit Craig & Gay L. Wilson of 2911 Foothills Road, Cheyenne, WY, on behalf the Lottie Kemp Irrevocable Trust, care of Lottie B. Kemp, has submitted a Zone Change application for Tract 3, Kemp Subdivision, located southeast of East Pershing Boulevard and Foster Ave. The purpose of the application is to change the zone district from MR - Medium Density Residential to PUD – Planned Unit Development to allow for operation of enclosed storage unity facility. Upon approval of the zone change request, submittal of a Site Plan application will be required for the proposed commercial operation.

# **BACKGROUND**

The subject property, approximately 5.43 acres in size, is currently assessed as residential vacant land with residential tracts surrounding it, each having a residential structure and associated structures. Portions of the property do fall under the jurisdiction of the Board of Public Utilities, but there is no septic or water infrastructure. The section of East Pershing Boulevard that passes the property, is both within the jurisdiction of the City of Cheyenne and Laramie County, though Laramie County will have jurisdiction and enforce the pertinent regulations for any proposed access. At this time there are no built accesses from either East Pershing Boulevard or Archies Road.

# **Pertinent Regulations**

- Section 1-2-103(b) of the Laramie County Land Use Regulations governing the criteria for a zone map amendment.
- Section 4-2-112 of the Laramie County Land Use Regulations governing the PUD Planned Unit Development zone district.

# **DISCUSSION**

The Laramie County Comprehensive Plan has designated the property as URI- Urban Rural Interface. Recommended uses within the URI designation are intended to accommodate a mixture of more intensive land uses than other areas, listing high-density residential, intensive commercial, employment centers, and industrial uses as examples. Utility infrastructure, higher levels of vehicular access and community services may be available to properties in the area.

PlanCheyenne categorizes this property as UR-Urban Residential. This category lists primary uses that are residential in nature including single-family residences, duplexes, townhomes, patio homes, townhomes, and condominiums, and apartments as examples. Applicable to this proposed project, Neighborhood Business Centers when appropriate, can be a secondary use. According to the Cheyenne Area Community Plan regarding Neighborhood Business Centers, "...design standards would address issues such as connection to surrounding neighborhoods, transitional regulations to reduce impacts on surround residential (e.g., height stepbacks, lighting controls, building orientation, fencing and landscape buffers, pedestrian access and circulation, and parking".

The current zoning district for this property is MR-Medium Density. Along the portion of East Pershing Boulevard that passes by this property, the majority of the Area is zoned AR-Agricultural Residential, MR-Medium Density Residential, with the 'Winkler PUD' east of this proposed PUD. Adjacent properties are zoned Agricultural Residential, range from one to almost three acres in size, and have single-family residences and associated structures.

The applicant has submitted revised PUD Regulations and a Zone Change Map on July 31<sup>st</sup>, 2019, addressing agency comments. Public notice was published, and neighbor notice letters were sent by certified mail per Section 1-2-104. Staff received no written comments from adjacent landowners. Agency comments shall be addressed with the Site Plan application submittal.

Section 1-2-103 (b) states that in order for Planning Commission to recommend approval, one of the following must be found:

i. That the zoning district map amendments or regulations are consistent with plans and policies of Laramie County; *or* 

- ii. That the original zoning classification given to the property was inappropriate or improper; *or*
- iii. That there have been changes of an economic, physical or social nature within the area involved which altered the basic character of such area, and that the amendment will not detrimentally affect the area involved.

Criteria i. and iii. are met by the conformance with the Laramie County Comprehensive Plan and PlanCheyenne with type of development.

The Laramie County Planning Commission held a public hearing for this project on August 22<sup>nd</sup>, 2019. After hearing the report, recommendations, and findings from Staff, and receiving no comments from the public, the Planning Commission voted (3-0) to approve the Zone Change with no conditions.

# **RECOMMENDATION and FINDINGS**

# Based on evidence provided, staff recommends the Board find that:

- **a.** This application does meets the criteria for a zone map amendment pursuant to section 1-2-103 (b) i. and iii. of the Laramie County Land Use Regulations
- **b.** The proposed change in zone district is in conformance with the requirements of section 4-2-112 of the Laramie County Land Use Regulations.

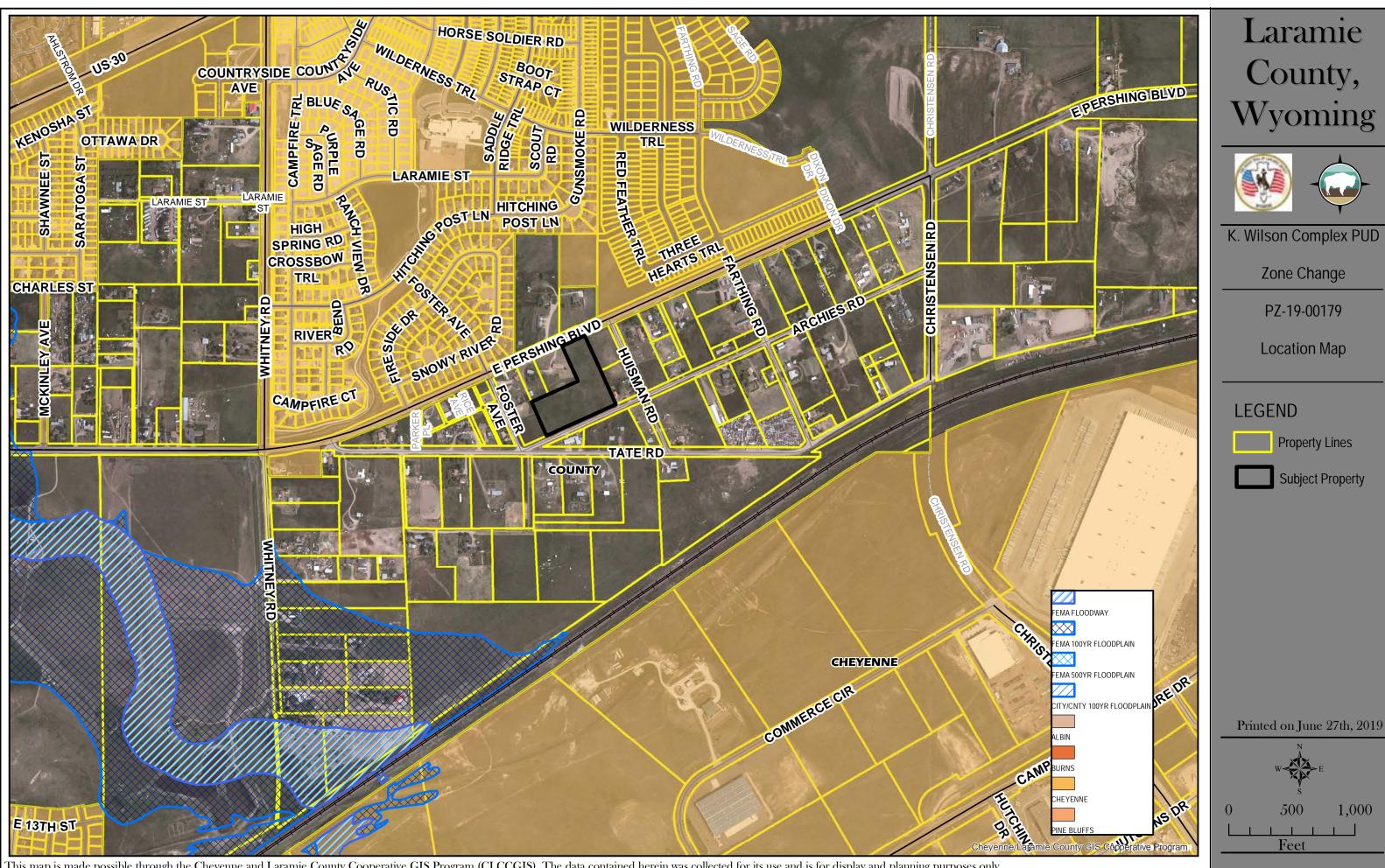
and that the Board approve the Zone Change from MR - Medium Density Residential to PUD – Planned Unit Development for the "K. Wilson PUD", located on Tract 3, Kemp Subdivision, Laramie County, WY.

### PROPOSED MOTION

I move to approve the Zone Change from MR - Medium Density Residential to PUD-Planned Unit Development for the "K. Wilson PUD", located on Tract 3, Kemp Subdivision, Laramie County, WY, and adopt the findings of facts a and b of the staff report.

### **ATTACHMENTS**

- Attachment 1: Location Map
- Attachment 2: Aerial Map
- Attachment 3: Comprehensive Plan Map
- Attachment 4: PlanCheyenne Map
- Attachment 5: Current Zoning Map
- Attachment 6: Proposed K. Wilson PUD Regulations Revised July 31st, 2019
- Attachment 7: Preliminary Site Plan
- Attachment 8: Agency Review Comments
- Attachment 9: PUD Zone Change Map Revised July 31st, 2019
- Attachment 10: Resolution
- Attachment 11: Resolution Exhibit 'A' Zone Change Map

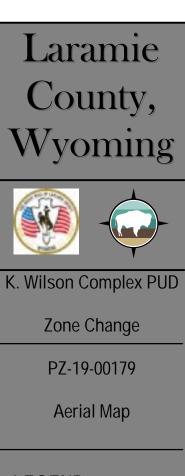


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# LEGEND

- Property Lines
- Addresses



Subject Property

**Cities & Towns** TOWN



ALBIN

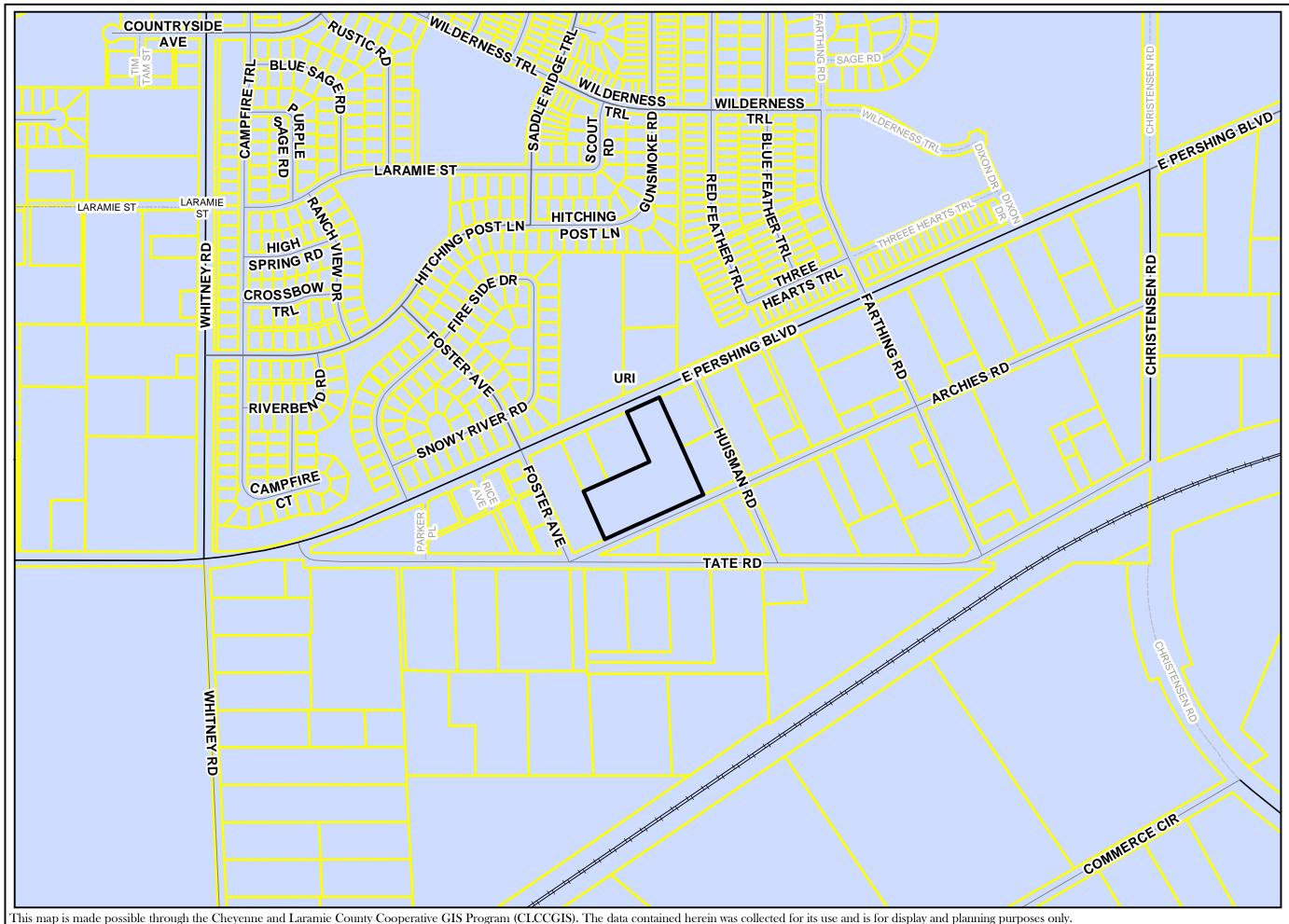
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CHEYENNE

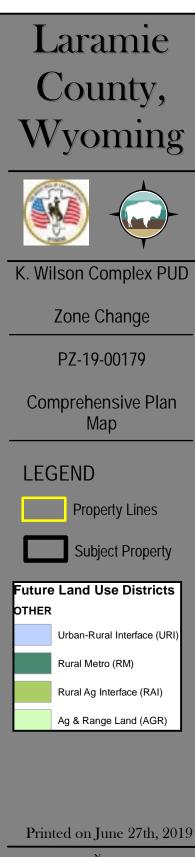
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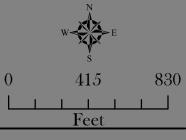
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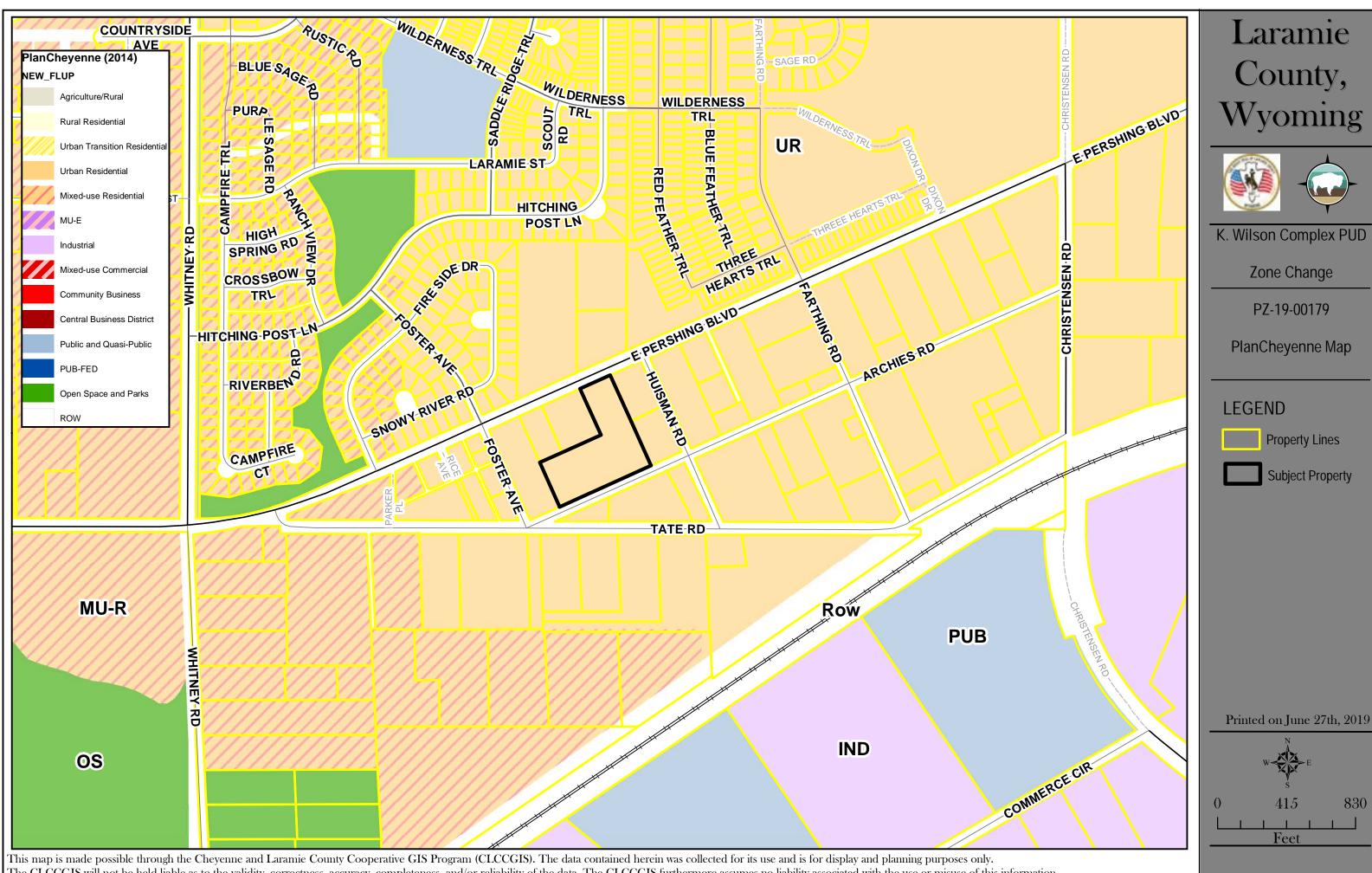




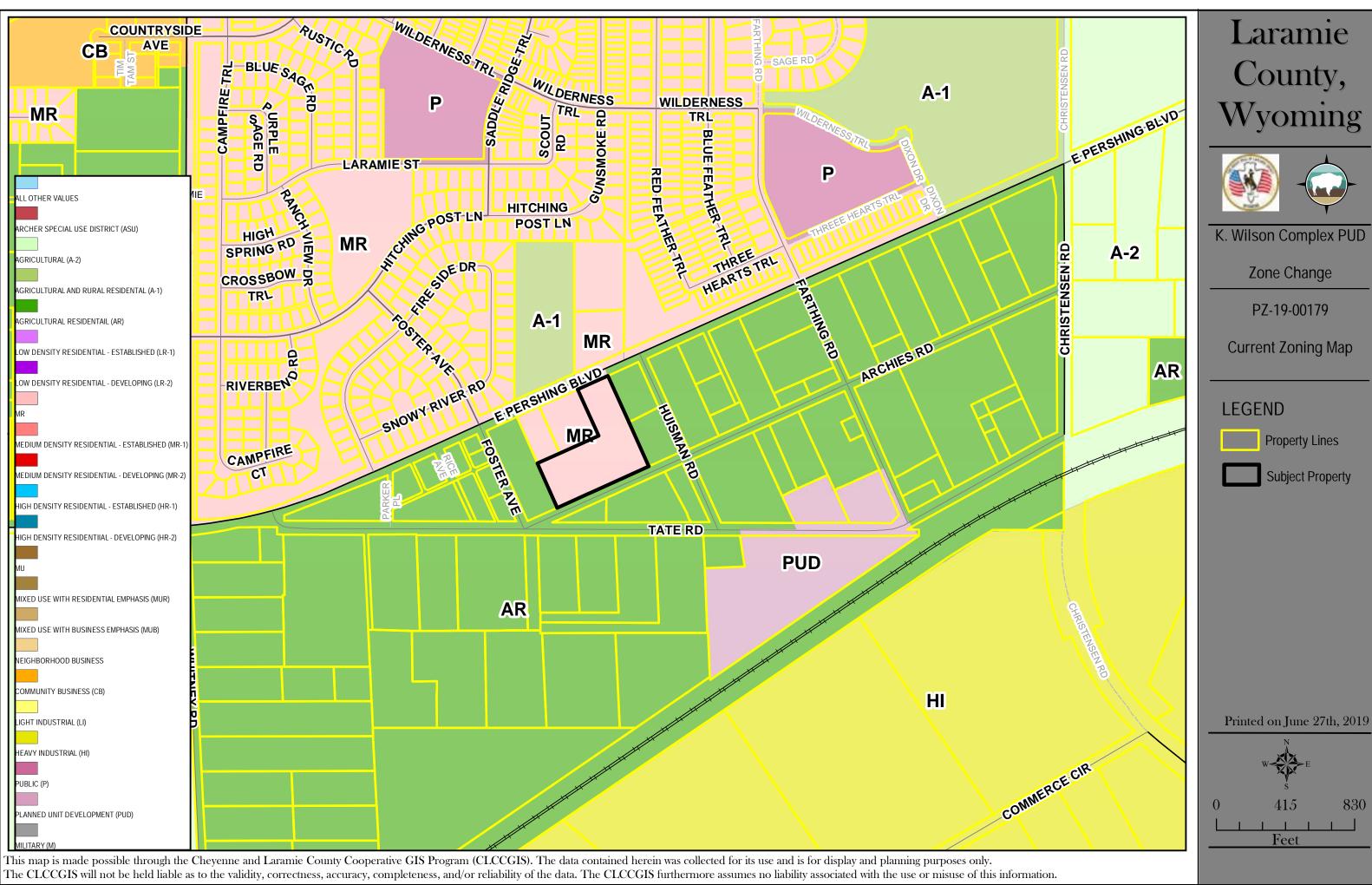
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TO:	Laramie County Board of Commissioners
FROM:	Craig and Gay Wilson
DATE:	Originally Submitted on 6/25/19; Revised on 7/30/19
TITLE:	Application Request for Zone Change from MR (Medium Density Residential) to PUD (Planned Unit Development) for Kemp Subdivision Tract 3, Laramie County, WY

#### **INTENT AND PURPOSE**

Craig and Gay Wilson are submitting an application for a zone change for Kemp Subdivision, Tract 3. This property is currently a 5.43-acre vacant lot zoned for Medium Density Residential (MR). We are requesting a zone change to Planned Unit Development (PUD) that would allow for an enclosed storage unit facility that would consist of 120 - 140 enclosed units that would be offered for sale or lease. Restroom facilities and running water would be provided on site. City utilities currently exist on the north side of Pershing Blvd., adjacent to the North side of the Kemp property.

This PUD permits the use of enclosed storage units and is intended to mitigate impacts of such use on the surrounding properties, facilitating a transition from this use to the agricultural residential and medium density residential in as seamless a manner as possible. This PUD encourages the conception of a quality-constructed environment to include the preservation of neighboring viewscapes and property values through innovation in placement of buildings, setbacks, and through the use of fencing and landscaping.

### **FUTURE LAND USE**

#### Plan Cheyenne

The *Future Land Use Plan* designates this area as Urban Residential, which generally encourages residential development; although, neighborhood-serving commercial uses are also acceptable in developing areas. *Plan Cheyenne* states: "the eastern edge of Cheyenne is experiencing heavy residential *and* commercial growth." The *Future Land Use Plan* does not pre-determine specific land uses or densities for given parcels of land. It allows flexible, creative, and efficient use of land according to the Plan's principles and policies.

#### Laramie County Comprehensive Plan

The *Laramie County Comprehensive Plan* designates this area as URI (Urban Rural Interface) which prefers intensive commercial uses. Higher density residential, intensive commercial, employment centers and industrial uses are preferred in these areas. While some of these areas may include existing agricultural uses, it is anticipated they are more service-oriented and may change and develop over time.

### **JUSTIFICATIONS:**

Under Section 4-2-112, we feel a Planned Unit Development is appropriate for this purpose because our facility meets the PUD Designation by incorporating items ii. and iii:

ii. Conservation of natural features OR development of desirable amenities

iii. Creation of areas for mixed uses not ordinarily permitted together in other districts that are of benefit to the development and that are so designed as to prevent negative impacts to the surrounding areas. Industrial uses may be developed with other uses when the negative impacts are proven to be mitigated.

We believe an enclosed storage unit complex is needed in Cheyenne, especially in the eastern part of Cheyenne due to the growth of single-family homes. In addition to supporting the *Laramie County Comprehensive Plan*, this PUD is justified in the following ways:

- a. Although there are numerous storage facilities in Cheyenne, these units are for rental purposes. Our storage complex proposal not only provides a place to store personal or business property, campers, and vehicles, it also provides an investment to the buyer. Each storage unit will be sold as deeded property or leased. Based on our research of similar facilities in other states (e.g. Wyoming, Colorado, Texas, California, Michigan, Idaho), personally owned storage units have consistently increased in property value. We want to offer an affordable option for residents in which they won't have to pay rental fees month after month, year after year.
- b. When taking into consideration the frequent hailstorms we have been experiencing the past several years, especially in the eastern part of Cheyenne, we feel we are meeting the PUD provision of, *'outstanding public amenities'*.

According to InteractiveHailMaps.com, "The Cheyenne, WY area has had 244 reports of on-theground hail by trained spotters and has been under severe weather warnings 52 times during the past 12 months. Doppler radar has detected hail at or near Cheyenne, WY on 68 occasions, including 16 occasions during the past year".

- c. Subdivision developments such as Saddle Ridge, Thomas Heights, Dakota Crossing, and the proposed Whitney Ranch have covenants restricting trailers and motor home parking. With the approval of PUD zoning we'll able to offer an enclosed storage facility for these trailers and motorhomes that will give property owners the ability to meet their development's covenants, as well as protecting their property. This quality designed and constructed facility will also help create a much safer and more pleasing neighborhood.
- a. We have personally spoken with Lottie Kemp, James Price, and Tammy Rosenland who own the adjacent properties. The Kemps and Prices are in support of this project. Mrs. Rosenlund had concerns, but we believe these concerns were addressed through our phone conversation. A copy of this PUD was sent to all adjacent property owners for their review prior to the Planning Commission meeting.

### **Pertinent Regulations**

Section 1-2-103 (b) of the Laramie County Land Use Regulations specifies that in order to recommend approval of this zone change, the Planning Commission must find at least one of the following:

- i. That the zoning district maps or regulations are consistent with plans and policies of Laramie county; or
- ii. That the original zoning classification given to the property was inappropriate or improper; or
- iii. That there have been changes of an economic, physical or social nature within the area involved which altered the basic character of such area, and that the amendment will not detrimentally affect the area involved.

Under Section 4-2-122, of the Laramie County Land Use Regulations, the PUD (Planned Unit Development) zoning district is intended to permit flexibility and creativity in site and building design and location, and prevent adverse impacts and protect public health, safety, and welfare. Design excellence or the provision of outstanding public amenities shall be considered when adopting a (PUD). A PUD may be appropriate when at least one of the following is incorporated:

- i. Development of compatible land uses that provides private and common spaces for recreation, circulation, or open space.
- ii. Conservation of natural features or development of desirable amenities.
- iii. Creation of areas for mixed uses not ordinarily permitted together in other districts that are to the benefit to the development and that are so designed as to prevent negative impacts to the surrounding areas. Industrial uses may be developed with other uses when negative impacts are proven to be mitigated.
- iv. Creation of large areas for a wide variety of commercial or industrial uses such as shopping centers and their associated developments so that these uses can benefit from combined planning and standards.

Justification: As the applicants of this request, we are claiming criteria ii. and iii. for justification of the change in zone district.

Drainage Plan: The applicants would like to request a waiver, at this time, for a drainage plan until the zoning is approved.

Traffic Study: According to the MPO, *Cheyenne Transportation Data, Traffic Count Map*, and *Cheyenne Area Traffic Counts*, the traffic count east of Whitney Road on Pershing was 2,513 in 2012 and went down to 2,436 in 2018, a decline of 77 cars per day. We realize this data is not 'real-time' data and that traffic may increase with the development of the Christiansen Overpass. At this time, we are asking that a traffic study be waived since there was a study conducted last year (2018). If the PUD zoning is approved, a traffic study would be conducted before submitting a site plan.

Any traffic and drainage plans will adhere to and follow The Laramie County Land Use Regulations.

# **PRELIMINARY REGULATION REQUIREMENTS** (PER: The Laramie county Land Use Regulations in 4-2-112 e. iii, District PUD – Planned Unit Development)

- A. Uses by Right
  - i. Individual storage units for purchase or lease
- B. Uses Requiring Board Approval
  - i. Board approval would be needed for any other use beside the storage unit complex
- C. Maximum Property Coverage
  - i. Total building and parking areas shall not exceed seventy-five (75) percent of the total property area for nonresidential uses. Units will have shared driveways.
  - ii. Best Management Practices for on-site storm water management are encouraged.
- D. Setbacks
  - i. Setbacks will include 25 feet along streets and 15 feet along all other sides
- E. Maximum building height
  - i. Maximum building height shall be twenty (20) feet
- F. Site Plan Requirements

i A County-approved site and landscape plan shall be required in accordance with Sections 2-2-133 and 2-2-134 of the Laramie County Land Use Regulations. All plans shall be stamped by a Wyoming registered design professional.

ii. Site plan submittal shall include all required fire apparatus access roads and fire protection water supplies in accordance with 2018 IFC

iii. All areas, including areas from right-of-way line to property line that are not covered by buildings and parking areas shall be landscaped

G. Buffering and Screening Requirements

i. Outdoor storage will not be allowed. Any section of property that is not protected by a storage facility will be secured by fencing that will be less than 8' in height. Security gates will be used for access.

ii. Landscaping will be used between neighboring properties and to prevent adverse impacts between land uses within or adjacent to the proposed PUD. The landscaping plan should be designed to aid in storm water management. Section 2-2-134 of The Laramie County Land Use Regulations will be followed. All areas, including areas from right-of-way line to property line that are not covered by buildings and parking shall be landscaped, as well as some additional landscaping within the complex. H. Signage requirements and regulations

i. Low profile freestanding signage will be used that will use a minimum of 40 percent natural construction materials such as stone, wood or fabricated elements designed to imitate stone or wood.

ii. The distance from street right-of-way line shall be 10 - 15 feet or more and have a maximum height of ten (10) feet

iii. Electronic message signs, if used, will follow Section 2-2-129 of The Laramie Land Use Regulations for the zone district of MR

I. Proposed ownership of common facilities

i. Common drives, restrooms, or other areas accessible to all owners will be addressed through covenants and by-laws.

J. Hours of operation would be implemented to eliminate late hour traffic and noise to the neighboring properties and their inhabitants



# Cheyenne MPO: Nancy Olson COMMENTS ATTACHED 07/22/2019

1. The site plan/P.U.D. will need to ensure the spacing requirements for access is met for egress and ingress. Pershing Blvd. is a Collector with a posted speed limit of 45 mph. According to 2019 Laramie County Land Use Regulations the minimum spacing shall be 400' (Design sight distance). Therefore, we would recommend the access on Pershing Blvd. be limited to emergency use only.

2. It is anticipated that future traffic volumes will significantly increase on Pershing Blvd. with the construction of Christensen Road and a new Pershing Blvd. connection. Those are under construction and are expected to be completed in the next couple of years. The slight decrease in traffic volumes documented in the PUD submittal is not representative of current trends in the area.

# County Assessor: Clarice Blanton COMMENTS ATTACHED 07/18/2019

The Application Request for Zone Change..to PUD, Item L. states the common facilities will be addressed through covenants and by-laws. It is preferred that this issue be addressed now in order to review and possibly comment.

# County Engineer: Scott Larson COMMENTS ATTACHED 07/11/2019

Per the Zone Change Application checklist, the Zone Change Map needs to include the following items: a. surrounding land uses and zoning districts, b. site dimensions and recorded easements, c. proposed accesses to the site with dimensions, and d. a scale for the map.

# Scott Larson COMMENTS ATTACHED 07/22/2019

I looked over the updated Zone Change Map and they have adequately addressed my previous comments. The only minor comment I have is that they show two proposed 50' accesses and the Land Use Regs indicate the maximum approach width for a commercial lot in a Rural area is 40'. They don't need to modify anything at this point, but it may be worth knowing for the site plan when they submit.

# Environmental Health Department: Roy Kroeger COMMENTS ATTACHED

07/10/2019 Laramie County Small Wastewater System Regulations 201 Area Facility Management Plan

This property is contiguous to the city corporate boundary and is within the 201 Area. A user agreement would be the preferred method of sewage disposal. If a small wastewater system is applied for an exception to the 201 Facility Management Plan will be required.

Any small wastewater system will also require design by a licensed WY Professional Engineer.

Planners: Bryan Nicholas COMMENTS ATTACHED 07/19/2019

1. Under the "Future Land Use" section, the applicant refers to PlanCheyenne stating Neighborhood Commercial is appropriate in newly developed areas. - This only applies to Neighborhood Business Centers within "newly" developed areas.

2. It is recommended to put a formal title on the PUD Regulations, matching the project name.

3.Section I of the proposed regulations governing Parking refers to itself, further clarifications of parking should be given. Which regulations apply to the Parking? If it is the PUD itself, additional criteria is necessary.

4.Section K of the proposed regulations governing Signage should further address if electrical signage is allowed, density of illumination, etc., Signs shall not be allowed within any Public-Right-of-Way or any Site Distance Triangle.

5. Surrounding properties are zoned MR-Medium Density Residential, and PUD zoned properties in close vicinity.

6. The Laramie County Comprehensive Plan designates this area as URI which prefers "intensive commercial" uses.

**Building Dept.:** Antony Pomerleau COMMENTS ATTACHED 07/16/2019 Building permits shall be required.

Site plan submittal shall include all required fire apparatus access roads and fire protection water supplies in accordance with 2018 IFC.

All plans shall be stamped by an Wyoming registered design professional.

<u>Chevenne Development Services:</u> Seth Lloyd COMMENTS ATTACHED 07/19/2019 Comments from the MPO:

1. The site plan/ P.U.D. will need to ensure the spacing requirements for access is met for egress and ingress. Pershing Blvd. is a Collector with a posted speed limit of 45 mph. According to 2019 Laramie County Land Use Regulations the minimum spacing shall be 400' (Design sight distance). Therefore, we would recommend the access on Pershing Blvd. be limited to emergency use only.

2. It is anticipated that future traffic volumes will significantly increase on Pershing Blvd. with the construction of Christensen Road and a new Pershing Blvd. connection. Those are under construction and are expected to be completed in the next couple of years. The slight decrease in traffic volumes documented in the PUD submittal is not representative of current trends in the area.

Comments from Development (Seth Lloyd):

A storage facility of this nature is generally of an light industrial / commercial character, and should be buffered from the adjacent residentially-zoned areas.

The comprehensive plan designates this area as Urban Residential, which generally encourages residential development (although neighborhood-serving commercial uses are also acceptable in developing areas).

The PUD contains multiple unenforceable or vague regulations. It appears the intent of the PUD is to develop with storage units on individual lots. Suggest the following edits to the PUD:

1. PUD A.i includes a duration requirement. If a unit is leased for 3 months, is that a zoning code violation the county would enforce? I suggest removing the duration requirement from the zoning.

2. PUD J.i is a use-based statement that would better fit in part A.

3. PUD C.i could include a minimum 'per storage unit' lot area.

4. PUD D.ii setbacks are generally interpreted as the distance a building must be from all property lines. If individual storage units are on their own lot, would each storage unit be required to meet all these setbacks? Suggest clarifying that setbacks are 0' from property lines, but include a buffer against streets/neighboring zoning districts (see City UDC 6.3.3.a and 6.3.5 for examples. 6.3.5 shows how a district's 0' side setback can still be turned into a 15' setback if adjacent to dissimilar zoning).

5. PUD E.i could result in unbuildable lots if the property is not developed in a coordinated fashion (if the property reached 75% coverage before the last storage buildings were built).

6. PUD E.iii should be under J, not E. In this section, "visually appealing" is ambiguous and unenforceable, and "All areas ... shall be landscaped" is also ambiguous. Does native grass count as 'landscaping'? Suggest specific, measurable requirements. For example, a landscape buffer in the City's UDC uses regulations like "1 evergreen tree per 50' of buffer" (UDC 6.3.5.b).

7. PUD G.ii - also a possible setbacks issue.

8. PUD I.i - should it read "with Laramie County regulations"?

9. PUD J.i - wherever this regulation is placed, the phrase "per the covenants" should be removed.

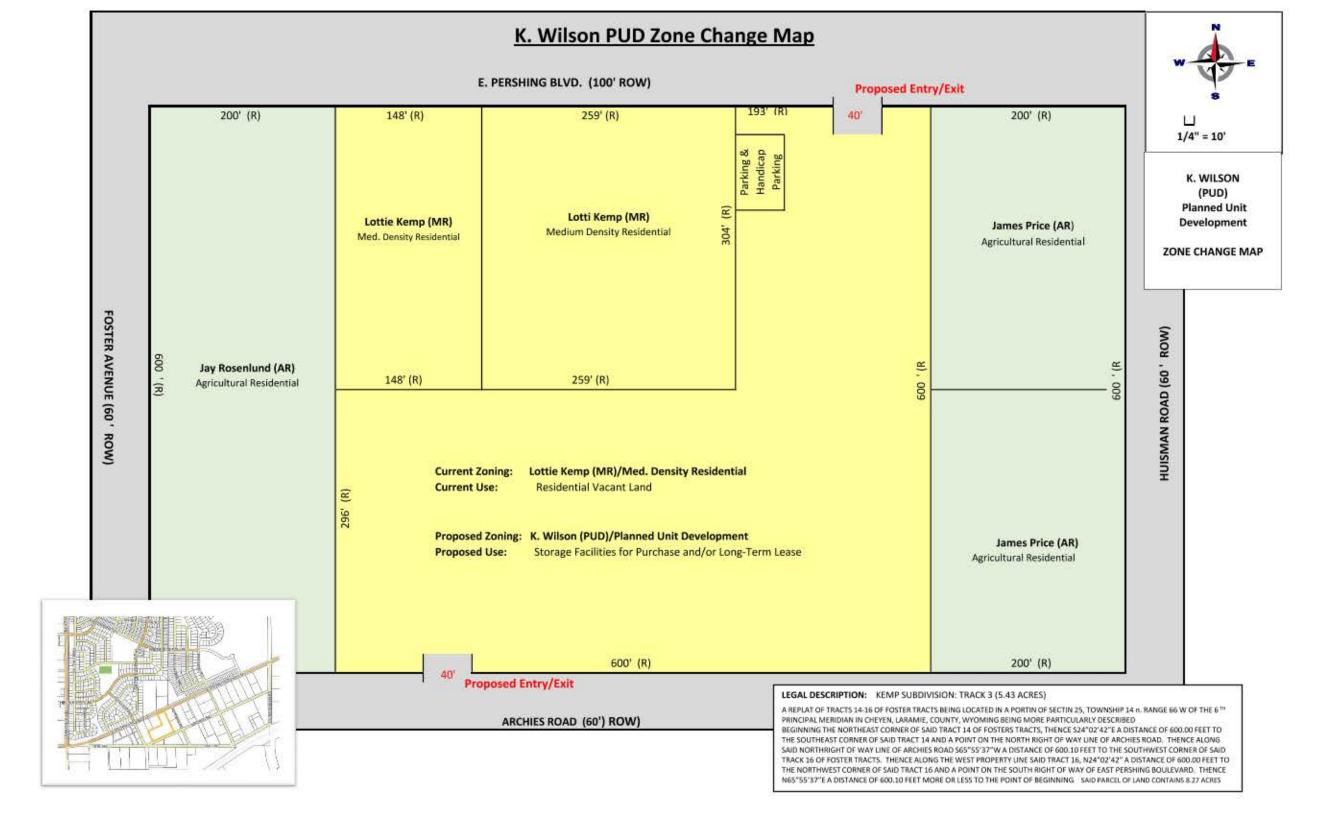
10. PUD K.i is unintelligible. Should be rewritten.

# AGENCIES WITH NO COMMENTS:

Cheyenne Development Services County Public Works Department Planners

# AGENCIES WITH NO RESPONSE:

Cheyenne Urban Planning Office, County Real Estate Office, County Treasurer, County Conservation District, Combined Communications Center, Emergency Management, Fire District No. 2, Sheriff's Office, Black Hills Energy, High West Energy, CenturyLink, Cheyenne Engineering Services, South Cheyenne Community Development, Laramie County Weed & Pest, Board of Public Utilities.



#### RESOLUTION NO.

#### A RESOLUTION TO APPROVE A CHANGE IN ZONE DISTRICT FROM MR - MEDIUM DENSITY RESIDENTIAL TO PUD – PLANNED UNITY DEVELOPMENT FOR "K. WILSON PUD", LOCATED ON TRACT 3, KEMP SUBDIVISION, LARAMIE COUNTY, WY.

WHEREAS, Wyoming State Statutes §18-5-201 to 18-5-208; §18-5-301 to 18-5-315 authorize Laramie County, in promoting the public health, safety, morals and general welfare of the county, to regulate the use of land through zoning in unincorporated Laramie County; and

WHEREAS, the Laramie County Board of Commissioners previously adopted the Laramie County Land Use Regulations; and

WHEREAS, the proposed zone change is in conformance with the requirements of section 1-2-103(b) of the Laramie County Land Use Regulations; and

WHEREAS, the proposed zone change is in conformance with the requirements of section 4-2-112 of the Laramie County Land Use Regulations.

NOW THEREFORE BE IT RESOLVED BY THE GOVERNING BODY OF LARAMIE COUNTY, WYOMING, as follows:

The Laramie County Board of Commissioners finds that:

- a. This application meets the criteria for a zone map amendment pursuant to section 1-2-103 (b) of the Laramie County Land Use Regulations.
- **b.** The proposed change in zone district is in conformance with the requirements of section 4-2-112 of the Laramie County Land Use Regulations.

And the Board approves a Zone Change from MR – Medium Density Residential to PUD – Planned Unit Development for "K. Wilson PUD" located on Tract 3, Kemp Subdivision, as shown on the attached 'Exhibit A' – Zone Change Map.

PRESENTED, READ AND ADOPTED THIS \_\_\_\_\_ DAY OF

\_\_\_\_\_, 2019.

LARAMIE COUNTY BOARD OF COMMISSIONERS

Linda Heath, Chairman

ATTEST:

Debra K. Lee, Laramie County Clerk Reviewed and approved as to form:

Mark T. Voss, Laramie County Attorney

