

DEVELOPMENT SERVICES DEPARTMENT

Building | Surveying | Engineering | GIS | Planning & Zoning | Roads | Weeds

Pı	LANNING COMMISSION MINUTES	04 FEBRUARY 2016
Ite	<u>em</u>	Page
1.	Wild Bunch Kennel Conditional Use Permit	2
2.	Nautica Subdivision	7

Minutes for 04 February 2016

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Present: Jacob Adams, Chris Harrild, Josh Runhaar, Jason Watterson, Brady Christensen, Phillip Olsen, Chris Sands, Lane Parker, Lee Edwards, Megan Izatt

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Start Time: 05:38:00

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Watterson welcomed and Sands gave opening remarks

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05:41:00

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Agenda

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Approved and adopted with no changes.

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Minutes

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Approved and adopted with no changes.

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05:43:000

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Regular Action Items

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#1 Wild Bunch Kennel (John Mullin)

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Harrild reviewed Mr. John Mullin's request for approval for a conditional use permit to allow a boarding and breeding kennel located on 1.14 acres of property at 5670 North Highway 23, Cache Junction (Agricultural, A10 Zone). This item was continued from the January 7, 2016 meeting. This request is coming back from District Court to the Planning Commission and the Commission has been directed to only review impacts related to noise and odor. Some amendments have been made to the previous conditions. The Bear River Health Department (BRHD) previously submitted a letter that no animal waste is allowed to enter the septic system. Condition #3c has been amended to reflect the BRHD's concerns. Condition #4 has been amended to reflect the need of documentation of the ambient noise level and Condition #5 states that a certified/licensed professional using a calibrated noise dosimeter will conduct the noise study; the study would also have to be applied to the outside fenced area for the dogs. Condition #8 has been removed; as long as the applicant is meeting the conditions placed on noise the number of dogs outside does not matter. Condition #11 has been amended to state that minor modifications to the facility that are necessary in order to meet the minimum standards of the USDA may not require additional approval, but must be reviewed with the Development Services Department prior to implementation to determine if additional review and approval is required.

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Staff and Commission discussed the conditions. There were questions regarding the number of dogs and who monitors that the applicant sticks to the 42 dogs. Planning staff is the one to monitor that the applicant complies with the submitted documentation and the conditions. The concerns with noise were discussed. If the dogs are brought to the property, and the applicant

fails to meet the noise requirements with the dogs there, the applicant will have to figure out a way to comply with the condition. Concerns regarding odor were raised. Because the BRHD does not allow animal waste in the septic system there are concerns that the containment system could cause problems with odor. The applicant is responsible for meeting with the BRHD to find out what method would be acceptable for storage of animal waste. There were concerns regarding the 24/7 use of the site for dogs and the need for the dogs to be allowed outside during the night. There is no nuisance ordinance for the county, but staff can review evidence submitted by others to see if there is a problem with the applicant and noise. The condition is written as a performance standard, which means that there are different levels of ambient noise at different times during the day or night. Night time ambient noise levels will be much quieter than day time levels, and the applicant is not allowed to be more than 10 decibels over ambient sound no matter the time of day or night. The proposed condition can also be amended to have the wording "regardless of time of day or night" written to help with that distinction.

Mr. Joe Chambers I am here representing the Mullins. This matter has been pending for about 14 months and it has been before you, went to the Board of Adjustments, back to this commission, back to the Board of Adjustments, and then to District Court, which remanded it back to the Planning Commission. The Court indicated that you are not to consider the standards of any revised, updated or passed ordinance subsequent to the original application date of July 2014, and that the only two issues to be considered are odor and noise. As legal counsel can advise you, this matter does not go back to the Board of Adjustments but back to District Court. Let me address the conditions. We talked to the BRHD and they had concerns about the waste going into the septic system and informed us we need to check with the state on that. That condition needs to be worked with the BRHD.

Watterson as far as the condition, I don't believe that precludes that, correct?

Mr. Chambers the use of the word septic system can have a couple of definitions. I understand that the proponents intend to put it into a septic tank and having it pumped out, not a drainage system. We were using the term to be a septic tank type system, not a drainage field septic system.

Sands separate from the home septic system?

Mr. Chambers yes, completely separate. We will have to verify that with the BRHD. I have a concern that this is an agricultural activity in an agricultural area. You are proposing more conditions for dogs than you would a dairy operation, and you would not place these kinds of conditions on a diary operation. I find it somewhat interesting that you are imposing these conditions for an agricultural activity in an agricultural zone. When I say this, it is my concern and a philosophical concern; you have to focus on that in what is going on with this application and the number of conditions that you are requiring. There has been a significant amount of public clamor on this, and the last meeting was very hard. Most of the comments received had nothing to do with smell or odor. The reservations I have for conditions 4 and 5 is that they reflect the new ordinance, which according to the District Court is not allowed. The kennel has 2'x6' construction with plenty of insulation, walls, and wood. The metal and that insulation are going to cut down on 90% of the sound inside so it is not getting out. I think conditions 4 and 5 are outside of the judge's order that you not consider the new ordinance. We want to be

cooperative and run an operation that gets along with the community. If there are concerns that come up, they can be dealt with. When you talk about the dogs going out at 2 o'clock in the morning, I smile at that; my clients are older and Mrs. Mullin is fighting cancer and they are not going to be getting up at that hour to let dogs out. I know you have to anticipate problems and that's your job, but I don't think it's your job to impose perfect conditions for everything; rather, it is to impose reasonable conditions.

Edwards do you have any proposed language for conditions 4 and 5 that is different from what staff has provided?

Mr. Chambers that is a loaded question, but we don't. Our position is that proposing reasonable conditions is not just our job and that the county has to work with us to impose conditions. I think the Ombudsman's office made it clear that it is a dual process, not just the proponents job. The judge's condition is that you can't consider the new ordinance. We have taken care of the noise in the building and the noise outside; it's an agricultural area, and I don't see it as being a problem. The sound study, we looked into that and that is not inexpensive. The problem, and you've identified it, is "what is the base line?" Is it an hour period at 6 am or is it a week long period that you take an average from?

Sands that is why you have a professional. They are the ones that know the process.

Mr. Chambers true, but the County doesn't have standards for that professional. You say "do a baseline" but that is why the county legislative body needs to adopt a specific criterion so that the professional knows what he needs to do. I cut you off and I did that intentionally because that's the problem.

Sands I disagree; when you measure ambient sound there is a protocol to follow.

Mr. Chambers there are several protocols, and we have looked in to that. They keep asking what protocol the county wants. Because we can't tell them what protocol to follow, they can't tell us what they need to do.

Christensen this is partially also, why the ordinance and such have been made since. We are both in the same position at the time this application was submitted.

Mr. Chambers if I've offended anyone I apologize; that's not my intent. As they say, I'm not intended to be a plant and sit there and not do anything. I apologize if I have come off too strong.

Runhaar one of the things we look at when we deal with technical sets of data—engineering, sound whatever it is—we rely on professionals. I don't have in-house professionals, so we rely on an engineering firm to do that work. When we tried to give and take on conditions, when our attorney asks- do you have proposals for the conditions? -, that would be a good time for you to come and say "there are these three classifications for sound. Our professional is saying if we do it at this level is it is going to cost X" and we can look at that and say yea or nay. We are much the same as you. We are trying to propose but we are not experts on sound either. When we looked at this, we've seen sound studies range into several thousand dollars, but we've also seen

04 February 2016

some that also are only a couple of hundred dollars. If they are just doing sample readings and not a projection, that should be cheaper. If you can bring us a sample of the criteria you are going to use and take a snapshot before and snapshot after and will provide that to us, I think that is what our condition is saying. If you can present the option that you want to use and why you chose that one, then that is a reasonable talking point.

Mr. Chambers I understand that. In fairness to us, condition number 4 just showed up tonight. So we need time for this dialogue.

Harrild but the other one has been there for over a month. This is not new information. Typically what they are going to measure is a Loudness Equivalent (L_{eq}) measure. So there will be an equivalent over time and then you will have the sound over time to establish the ambient sound. The timeline may be able to be adjusted, but again we are not the professional on that. I think this is flexible. The sound studies you've looked at before are on a much larger scale than what this is requiring. It is still going to take a level of review and that will have a cost associated with it. If you have a better option, then let us know, but this is the best we can presently identify.

Edwards just for clarification for the record: the new ordinance requires a sound study, but these standards just require a baseline to determine whether a future reading meets a condition that is imposed in addition to that baseline, is that right?

 Harrild you could argue that is a sound study also, but what we are talking about is whether the planning commission has a right to identify impacts and ways to address those impacts under the old ordinance. If we have to focus on noise and odor, how do you focus on noise if you can't measure it? Reducing noise impacts is still within the old code's requirements and the county has the ability to say that noise is an impact and how to mitigate it reasonably. I think that is the discussion we are having now, what is reasonable? Is L_{eq} a reasonable measure or is there a better option? How else do you measure sound other than dBA or an equivalent measure over time?

Sands right, how do you measure an impact if you don't have a baseline to work from?

Harrild I don't know what that baseline is. The best we have been able to identify, even under the old code, is to identify the impact and what a reasonable mitigation measure is. The structure may do that, but the dogs are also going to be outside.

Watterson this protects both entities because it is a performance based standard that your clients can use as a protection if people complain. I think that is the intention that staff has had going into this, and really it gives us something we can base that on.

Sands Mr. Chambers, your comment about this being considered an agricultural practice by the state—you are saying that under the current state statue is that the breeding of animals for non-consumption purposes is protected by law?

 Mr. Chambers it's a husbandry activity. It's actually taught at the 4-H level. You go to colleges that have husbandry activities, we've located them across the mid-west, and it is a common practice. It's not any different than raising sheep, horses, cattle, or anything else.

Sands typically those animals, there is some form of consumption whether it is wool, or meat, or milk. You know the law better than I do, but that argument is not in any of the written documentation that has been submitted so far.

Mr. Chambers no, but I did mention it last time.

Sands yes, but it's not in any of the written documentation that has been submitted to the county thus far.

 Harrild it is in there, but it's not in anything that went to the court. It's new to this body and hasn't been heard by the court. The Ombudsman's office didn't comment on it. So there isn't any direction from the District Court about that issue. But, like Mr. Chambers said, that that may be an issue but he said that he is not representing his clients on this issue.

Sands haven't you been before us for a mink farm?

Mr. Chambers I was here against the mink farm.

Sands if I'm not mistaken, we've had a mink farm come before us previously as a CUP, and that process got sidetracked because of this. It's an approved use according to the state and there is nothing we can do about it, so it went away.

 Harrild mink are identified as a husbandry animal by the state. With dogs, the state definition is less clear. We've bounced around the code trying to piece it together. We've had a disagreement with Mr. Chambers there, where Mr. Chambers believes it is agriculture and we say it is not. But even if it is, it doesn't preclude us from providing a more strict requirement.

Sands there have been items that have come before us that that was an argument but it didn't need to come before us because it was already covered under state law and it went away.

Mr. Chambers we have tried to present it and preserve it as an issue and is why we've raised it. There are no Utah cases on this because the Utah Statute includes it. There are cases in Massachusetts and Vermont that dog breeding does fall within husbandry definitions.

Sands but in this instance neither the Ombudsman nor the district court have commented that the county's authority goes away because of state statute.

Edwards I think counsel has preserved the issue. But, even if that falls under an agricultural use, because the county has established a CUP process for this type of use the County is within its right to impose conditions to mitigate the impacts on the surrounding properties.

Runhaar staff and the Planning Commission are limited in our roles, which is to enforce the law. If there is an issue brought to us, we would review it. We don't have an exact answer but we are applying the law as it is written and would consult with the county attorney as necessary.

Edwards it was presented in the mediation process and the Ombudsman did not address that issue.

Sands which I would read as maybe the definition of dog breeding as agriculture doesn't apply, because if it did it seems like the Ombudsman would say "no, this supersedes everything else and the noise doesn't matter."

Mr. Chambers let me debate that with you; I think it means he didn't address it. I wanted to say that you serve a very important function and your service to the community is valuable. We appreciate it and we may come up here and disagree with what is presented but understand that I appreciate your role and everything that you and the planning office do and I just want to thank you.

Staff and Commission discussed the conditions. If the conditions proposed are what are approved, the proponent has to meet all those conditions and the conditions are strict. There is some give and take with the sound study. The details will be worked out with the staff to meet those conditions. The thing to take note of is the conditional use permit runs with the land. If someone else wanted to move in and do the exact same operation, they could. If the Mullins were to move next door or operate out of different house, they would have to reapply. The other thing to note is that the conditional use permit is abandoned if the use lapses for a period of 12 months.

Staff read over the changes to the conditions and the changes discussed earlier. The condition regarding the septic system will need to be worked through with the BRHD.

Brett Chambers I would like to add the proponent must provide documentation from the BRHD that the approved waste removal/containment system is allowed.

Parker motioned to approve the Wild Bunch Kennel Conditional Use Permit with the findings and fact and with the edited and additional conditions of approval; **Olsen** seconded; **Passed 5, 0.**

06:36:00

#2 Nautica Subdivision (Bob Wright)

Harrild reviewed Mr. Bob Wright's request for a recommendation of approval to the County Council for an 11-lot subdivision and agricultural remainder on 129 acres of property located at 1550 West 6700 South near Hyrum in the Agricultural (A10) Zone. There have been previous request to develop this property, the most recent occurring at the end of 2013 with a request to rezone the property from the A10 Zone to the RU5 Zone. That request was denied because the proposed zone was not consistent with the surrounding properties and there were not adequate public service provisions. Access from the north must cross the Hyrum Dam spillway on South 1700 West. At this location, 1700 west is a ~16' wide paved surface. This width is inadequate

and widening of the roadway in this location is financially impractical. Access from the west is from county roads 6600 South, 1800 West, 6400 South, and 1600 West. The paved portion of 1600 West meets the minimum county standard. At this location, 1600 West averages a 22' paved width with 1' to 3' wide gravel shoulders and currently serves more than 3 dwellings and provides agriculture access. The unimproved portion of 1600 West that is south of 6500 South does not meet the minimum county standard. There is a problem in that the applicant is willing to make the road improvements, but the County Council is unwilling/unable to extend services. In order for the applicant to take over service provisions, the County Council would have to abandon the right of way and they are not willing to do that at this time.

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Staff and Commission discussed the road issues. The county is reducing the number of road miles maintained, and if the county is going to add new miles then miles from somewhere else need to be subtracted. Because the County Council is unwilling to vacate the right-of-way of 1600 West, which is a road-by-use, and as an expansion of services by the County is not feasible, no other mechanisms for providing service can suitably mitigate the risk or guarantee services.

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Gary Otterstrom I have a company that I would like to move a company here; essentially this is a side show to moving our business here. We needed to find some places to live and we have several people who want to live together. We started a year and a half ago looking for property to buy, whether already improved or just land for sale. We came across this property. It is bank owned so I don't have any association with any of the prior approvals or applicants. We like this one and we are pursuing heavy due diligence for doing the development. Chris has been very helpful with this process. We made a decision to do a contract with the bank and to proceed with the due diligence of getting it approved. In the process of doing that, we learned about the previous failures, and we are trying to follow all the procedures and requirements and everything that needs to be done. We've spent a lot of money on engineering fees and research on the area to make this work. As we moved forward, the road resolution was not in place. We had paid all the fees and done all the due diligence, and I think we even had a date to come before this body. We then received information from Chris about the new requirements for the roads that came down from the County Council so we backed off to see what was going to happen. We talked to Craig Buttars and talked to every council member, more than once, so looking at it we felt that our only option was to go forward. We feel like this is a matter of fairness because we have done everything we were told to for approval, and then the new requirements came out. We like this area so we decided to go ahead and move our application forward. There is about 2000 feet of road that we are going to put in and we have discussed other options, such as privatization of the road, and running a private road alongside the county agricultural road and let that road stay as it is—we would parallel the road and put in a t-intersection. PUDs are legally binding; the money is escrowed and it's controlled. We felt like that shouldn't be an issue. There has been discussion back and forth with the council about privatizing the roads and so forth. So here we are, we would like to still move forward. We are asking for a recommendation from you to consider heavily that we did everything we were told to do and then this resolution came after the fact. We are looking for a positive recommendation from you in light of the circumstances to recommend approval to the County Council for us.

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Sands you've got a pretty good attitude about this. This project has been denied before, so to have it come back under the current zoning and everything and to see the road blocks is very frustrating for you.

2 Otterstrom we want to really understand this and the culture of the area. I failed to mention that 3 4 5 6 7

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04 February 2016

one of the reasons we want to relocate here is because of the university and specifically the mechanical engineering department and because of the high quality machine shops in the valley. This area is a really great fit for our needs and the reason we backed off was so that we could discuss everything and see what could be done. One of the resolutions, I was told by a council member, is that on January 1 that there would be a gasoline tax passed and would raise \$600,000 in annual revenue and the road department would receive some of those funds.

Runhaar it will be about \$250,000 and that is just shy of what our annual deficit was. The thing to note is that that is not maintaining what we currently have, that is cutting back 18 miles of paved road.

Otterstrom so that is a true story about the gas tax?

Runhaar yes, they added about a 5 cent increase. So we will receive roughly \$250,000. That goes completely into road structure; that's the only way we could balance the budget this year with the reduced amount of roads.

Otterstrom ok, so the other reason for backing off was to look at things like that and see what other resolutions could come. I wasn't sure how long this was going to take, so I kind of flippantly asked Chris what the county would do if they wanted to build a road.

Runhaar I don't have the money to.

Otterstrom if the applicant meets all the requirements I don't think that is a sound argument to deny it. Anyways, we are asking for a later date in March or April to discuss things with the Council to come to a resolution on the road.

Sands regardless of our decision, it is going to Council and you will still have an opportunity to bring it in front of them. I think it's frustrating that you do meet all the requirements and now you are being denied because our elected officials aren't funding basic infrastructure here. So, the issue is with the Council not with us.

Otterstrom that's why I ask that whether you deny it or approve it, but I would ask that you at least make a statement in your recommendation that we did meet all the requirements and we were all ready to go when the resolution came down.

Edwards the concern that I have are that there are some requirements regarding access that are not met as defined in our code.

Otterstrom what would that be?

Edwards access under fire code requires that the fire department be able to get there all weather conditions and if there is not snow removal, there would not be access.

Otterstrom wouldn't that have to be provided before the resolution?

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Edwards it's not the resolution but the existing code that requires access and approval from the road department for access issues. That is the existing law, not a function of this road resolution.

Otterstrom if this passes, you provide the service?

Runhaar but that is what the County Council is saying. They are not going to expand the service because that means we would have to reduce it elsewhere or as Mr. Sands pointed out they would have to fund both and we do not have the budget for that.

Otterstrom but again, that was done after our application.

Watterson I believe we have denied similar projects prior to the resolution.

Runhaar you are arguing a policy on how they are going to expand services and budgets, and we are saying if they don't expand the budget and the services then you can't meet the code. The policy can change tomorrow but the code remains the same. The problem is, when they cut the budgets back we no longer expand those services, we no longer have the services we used to have and we can't meet the code. There is no case where we can show that development for residents can force a county or city to expand services.

Otterstrom well then there is privatization, and it's done all the time.

Runhaar we brought that to council and they had some definitive statements on that and we suggested a service tax. We've run the rounds on this too. I have not found a solution for this.

Otterstrom with the gas tax, is that months out or years out?

Runhaar the next taxing solution would be 2017.

Edwards today there was a potential tax that passed the legislature out of committee that would allow a local sales tax that would allow funding for roads. The existing law has a public transportation component and the new law lowers the threshold for public transportation that could be considered by the County Council and ultimately the citizens that would provide an additional source of funding for roads. That is assuming it passes the legislature; it passed out of committee today.

Otterstrom what do you have against private roads?

Runhaar you can argue those issues but we have looked at it.

Runhaar they typically fail.

Otterstrom there are legally binding ways to make PUDS for private roads. The money is escrowed and taxed.

Otterstrom every city in this county does that.

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Runhaar no, many cities have rejected private roads. Logan City no long accepts private roads, they have some, but they are not doing any more. Smithfield used to do private infrastructure throughout but the sewer and water lines failed and they are now cutting back.

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Otterstrom ok, I may have been wrong on that. But many have private roads, and they are functioning and legally covered under PUDs.

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Runhaar some are and some aren't.

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Otterstrom doesn't the applicant have that option?

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Runhaar you can request that. There is a process and a design exception that you can request that and we do have code for that. That is what we brought to County Council and have talked to them about and that is going to be an uphill battle because the view on private roads has soured in the last 30 years. We wind up getting calls every year of people asking us to take their private roads back. It's going to be different for each location.

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Otterstrom I would ask for two things then, let us have a private road and let us go forward because no one warned us about this. We had a date to come before you and it we were told that we probably wanted to think about backing off. Those are the two things that I would ask and that seems fair.

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Bob Wright the reason we lost the first approval is because when we originally came in they didn't recognize it as a legal lot. So we had to back track and take that lot and do it correctly. That was an oversight and there were two parcel numbers given and it was our understanding they were two separate pieces and when we did our homework it didn't. So we lost a potential buyer that was going to do the same concept that we are doing here. It was all approved ready to go. The only difference is that they wanted one 20 acre lot with 10 acre lots around it. That was going to set the precedence and they were going to do a nursery and do a great thing but the delay lost the buyer and as a result we had to wait. Now we have a predicament here; he wants to build this and maintain it and be the president of the HOA. It's his intent not to build starter homes but upper end luxury homes. They want to maintain it. That's the information we have and how we understand things. The timing was a week off and had we not waited for all the well rights and water that we needed for this application we wouldn't be here. That money for the water is sitting in an escrow account and we are just waiting for this approval. Those are the hurdles that we had to work through to comply 100% and that is why we are frustrated.

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Staff and Commission discussed the timeline of the resolution. This application was submitted before the resolution was passed but the resolution is not code, it is policy. This is a change of policy not a change of ordinance. Private roads were discussed. The design exception for a private road and the vacating of the right of way are up to the County Council. Previously, in another application, the County Council has denied those types of requests. Everything else for this application does conform, but the road is a hurdle that Staff has not been able to find a way around. The vacating of the road is a political issue. The Council has been fighting to maintain the rights-of-way and to keep roads open for public access. Several members of the Commission

expressed frustration with liking the development but having their hands tied due to the issu-
with the road resolution.

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Lane motioned to recommend denial to the County Council for the Nautica Subdivision with the stated conditions and findings of fact; Christensen seconded; Passed 4, 1 (Olsen Opposed).

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Staff and Commission discussed the County Council's resolution on roads.

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11 Adjourned

