# Valley County Planning and Zoning

PO Box 1350 • 219 North Main Street Cascade, ID 83611-1350



Phone: 208-382-7115 Fax: 208-382-7119 Email: cherrick@co.valley.id.us

**STAFF REPORT:** 

C.U.P. 23-23 Packard Family RV Site

**HEARING DATE:** 

June 15, 2023

TO:

Planning and Zoning Commission

STAFF:

Cynda Herrick, AICP, CFM Planning and Zoning Director

APPLICANT /

PROPERTY OWNER:

Donnelly Grounds LLC, c/o Janice Packard 12445 West Braddock DR, Boise, ID 83709

LOCATION:

2157 West Mountain Road

Royal Scot Subdivision No. 2 Lot 8, Block 2 Located in the SE ¼ Sec. 32, T.16N R.3E, Boise Meridian, Valley County, Idaho.

SIZE:

0.7 acres

**REQUEST:** 

Recreational Vehicle Park for Four RVs - No Commercial Use

**EXISTING LAND USE:** 

Bare Land - Single-Family Residential Subdivision Lot

Janice Packard is requesting approval of a conditional use permit for a Recreational Vehicle Park to allow four RVs to be used as dwellings for more than 30 days in duration.

The campsite will be for personal use and will not have any commercial or rental use. The family has been occasionally camping on the property for over 10 years. Leaving the RVs at the site will limit the traffic impact on the roads.

There is an existing 10-ft x 12-ft storage building that does not meet current setback requirements.

There is an individual well and electrical power. Sewer service would be provided by North Lake Recreational Sewer and Water District. There is a fire pit that is 3-ft in diameter.

There are trees for screening. In addition, wood fencing exists on the east, south, and west property lines. A wood fence will be constructed on the north side during 2023 and 2024.

The 0.7-acre site is addressed at 2157 West Mountain RD.

# **FINDINGS:**

- 1. The application was submitted on April 18, 2023.
- 2. Legal notice was posted in the *Star News* on May 25, 2023, and June 1, 2023. Potentially affected agencies were notified on May 9, 2023. Property owners within 300 feet of the property

Staff Report C.U.P. 23-23 Page 1 of 5 line were notified by fact sheet sent on May 10, 2023. The notice and application were posted online at www.co.valley.id.us on May 9, 2023. The site was posted on May 25, 2023.

3. Agency comment received:

Mike Reno, Central District Health, has no objections provided the RVs are connected to North Lake Recreational Sewer. (May 9, 2023)

Jess Ellis, Donnelly Fire Marshal, replied with requirements for fires and vegetation clearance (May 24, 2023)

4. Neighbor comment received:

Ann Hellewell and unknown (illegible signature), 2160 Christie RD, are opposed due to density, noise, and fire concerns. (May 15, 2023)

Keith and Judy Taylor, 2159 Christie Road, are opposed due to previous years of additional noise from campers and barking dogs, numerous RVs, pop-up canopies, vehicles, and latenight partying with large fires that interfere with the quiet enjoyment of their own property one block above the proposed site. (June 7, 2023)

- 5. Physical characteristics of the site: Relatively flat with trees screening the visibility of three of the trailers.
- 6. The surrounding land use and zoning includes:

North: Single-family Residential Subdivision (Royal Scot 2) South: Single-family Residential Subdivision (Royal Scot 2) East: Land Managed by the U.S. Bureau of Reclamation

West: Single-family Residential Subdivision (Royal Scot 5)

- 7. Valley County Code (Title 9): In Table 9-3-1, this proposal is categorized under:
  - 4. Private Recreation Uses (e) Campgrounds and facilities, including tent camps

Review of Title 9 - Chapter 5 Conditional Uses should be done.

# **ARTICLE E. PRIVATE RECREATION USES**

# 9-5E-1: SITE OR DEVELOPMENT STANDARDS:

Private recreation uses requiring a conditional use permit shall meet the following site or development standards:

- A. Minimum Lot Area:
  - 1. The minimum area for any use in this category shall be sufficient to accommodate the use, associated activities or uses, and to adequately contain adverse impacts.
  - 2. Frontage along a public or private road shall not be required.
- B. Minimum Setbacks: The minimum building setbacks shall be fifty feet (50') from front, rear, and side street property lines, and thirty feet (30') from side property lines.
- C. Maximum Building Heights and Floor Areas:
  - 1. The maximum building height shall be thirty five feet (35').
  - 2. Maximum floor areas shall not exceed the limitations of subsections 9-5-3A and C of this chapter.
  - 3. No building or combination of buildings may cover more than one percent (1%) of the lot or parcel.
- D. Site Improvements: Parking spaces shall be provided at the rate of one per every four (4) persons of total occupancy or attendance.

### 9-5A-5: FENCING:

- A. Substituted For Planting Screens: Fencing may be substituted for planting screens subject to the approval of the staff and the commission.
- B. Separation Or Screening: Fencing shall be installed to provide separation or screening as specified in the site or development standards for the specific use. A sight obscuring fence required by the commission for any conditional use shall be stained or painted a single solid color, shall not be used for advertising, and shall be maintained in good repair.
- D. Random Entry: Fencing shall be installed to secure against random entry into hazardous areas or operations.
- E. Construction And Materials: Fence construction and materials shall be in accordance with commonly accepted good practices to produce a neat appearing durable fence. The location, height, and materials used for constructing a fence shall be approved by the commission and specified in the conditional use permit. Fences required for any conditional use shall be maintained in good repair.
- G. Obstruction Of Vision: Sight obscuring fences, hedges, walls, latticework, or screens shall not be constructed in such a manner that vision necessary for safe operation of motor vehicles or bicycles on or entering public roadways is obstructed.

# 9-5B-7: FIRE PROTECTION:

Provisions must be made to implement prefire activities that may help improve the survivability of people and homes in areas prone to wildfire. Activities may include vegetation management around the home, use of fire resistant building materials, appropriate subdivision design, removal of fuel, providing a water source, and other measures. Recommendations of the applicable fire district will be considered.

# SUMMARY:

Compatibility Rating: Staff's compatibility rating is a +5.

The Planning and Zoning Commission should do their own compatibility rating prior to the meeting (form with directions attached).

# **STAFF COMMENTS / QUESTIONS:**

- 1. This site is within the Donnelly Fire District. It is not within an irrigation district nor a herd district.
- 2. Does the applicant know when the existing storage shed was constructed. Is it on a permanent foundation or could it be moved to meet existing setbacks?
- 3. In 1971, an ordinance was adopted regulating the development of "Mobile Homes", including recreational vehicles (RV). Mobile Home parks and developments may be classified as residential uses, but in this situation, I believe the use is categorized as a Private recreation use. These requirements consider the following: reasonable frontage; separation from traditional residential uses; not located near marshes; central water, sewer, and power; harmonious appearance; community facilities; circulation; facilities and amenities; open areas; site views; topography; size of sites; parking areas; lighting; walkways; hardened surfaces for the RV and driveways, etc.

RECREATIONAL VEHICLE CAMPGROUND: A parcel of land under one ownership which has been planned and improved for the placement of two (2) or three (3) transient recreational vehicles for dwelling purposes, including placement on parcels where single family residential uses have also been established. It is specifically for the recreational use of the parcel by friends and family of the property. An administrative permit in accordance with VCC Title 9-4-8 Recreational Vehicle Campground is required. This does not include multiple family groups that are camping on holiday type of weekends. (Valley County Code 9-1-10)

When the ordinance was amended in May of 2020, the matrix and private recreation use standards were not changed. The ordinance allows for Recreational Vehicle Campgrounds as permitted uses. It was never determined what standards would be for uses beyond the 3 RVs, which require the conditional use permit versus other recreation uses that require increased setbacks. Setbacks are measured for buildings; RV's are not buildings. The same thoughts should be applied to the matrix.

The Commission should determine if the mitigation of trees and placement of the RV's should allow for the setbacks to be the same as residential (Recreation Vehicle Campground) or as a Private Recreation Campground.

On August 13, 2020, for a similar type of application, the Commission determined the single-family residential setbacks were adequate. This reasoning has also been used for similar conditional use permits since that decision.

	Front	Rear	Side Street	Side
Single Family Residential and Recreational Vehicle Campground	20'	20'	20'	7 ½'
Private Recreation Campground	50'	50'	50'	30'

## ATTACHMENTS:

- Conditions of Approval
- Blank Compatibility Evaluation and Instructions
- Compatibility Evaluation by Staff
- Vicinity Map
- Aerial Map
- Assessor Plat T.16N R.3E Section 32
- Royal Scot Subdivision No. 2 Assessor's Plat
- Site Plan
- Pictures Taken May 25, 2023
- Responses

# Conditions of Approval

- 1. The application, the staff report, and the provisions of the Land Use and Development Ordinance are all made a part of this permit as if written in full herein. Any violation of any portion of the permit will be subject to enforcement and penalties in accordance with Title 9-2-5; and, may include revocation or suspension of the conditional use permit.
- 2. Any change in the nature or scope of land use activities shall require an additional Conditional Use Permit.
- 3. The use shall be established within one year of the date of approval, or a permit extension will be required.
- 4. The issuance of this permit and these conditions will not relieve the applicant from complying with applicable County, State, or Federal laws or regulations or be construed as permission to operate in violation of any statute or regulations. Violation of these laws,

- regulations or rules may be grounds for revocation of the Conditional Use Permit or grounds for suspension of the Conditional Use Permit.
- 5. All lights shall be fully shielded so that there is not upward or horizontal projection of lights.
- 6. Campfires shall be maintained in an established fire ring. Water, shovel, and/or fire extinguisher must be in close proximity.
- 7. All noxious weeds on the property must be controlled.
- 8. Snow must be stored on-site.
- 9. The site must be kept in a neat and orderly manner.
- 10. Shall clearly post the physical address at the driveway entrance.
- 11. Noise shall be kept to a minimum between 10:00 p.m. and 7:00 a.m.
- 12. New structures must comply with residential setbacks.
- 13. No parking allowed in the public road right-of-way or in setback areas.
- 14. Shall not rent site or RVs. The site is for owner's family and friends only.
- 15. The conditional use permit will expire if the property is sold or there is a change in ownership.
- 16. Prior to construction of any on-site improvements, the applicant shall meet with the Valley County Road Director and/or Board of County Commissioners to discuss off-site road improvements. If an agreement cannot be reached the application shall be set for another public hearing with the Valley County Planning and Zoning Commission to determine if the application can be approved without improvements and still meet their mandates concerning public health, safety, and welfare matters. The discussion will be concerning current road conditions and potential mitigation for impacts caused by the development.

**END OF STAFF REPORT** 

# Compatibility Questions and Evaluation

Matrix Line	#/Use:		Prepared by:
YES/NO	,X	Response Value	Use Matrix Values:
(+2/-2)	X 4		1. Is the proposed use compatible with the dominant adjacent land use?
(+2/-2) <del>-</del>	X 2	= 9	Is the proposed use compatible with the other adjacent land uses (total and average)?
(+2/-2)	X 1		3. Is the proposed use generally compatible with the overall land use in the local vicinity?
(+2/-2)	х ,з		Site Specific Evaluation (Impacts and Proposed Mitigation)  4. Is the property large enough, does the existence of wooded area, or does the lay of the land help to minimize any potential impacts the proposed use may have on adjacent uses?
(+2/-2)	X 1		5. Is the size or scale of proposed <u>lots and/or</u> structures similar to adjacent ones?
(+2/-2) _	X 2		6. Is the traffic volume and character to be generated by the proposed use similar to the uses on properties that will be affected by proximity to parking lots, on- site roads, or access roads?
(+2/-2)	X 2	<del></del>	7. Is the potential impact on adjacent properties due to the consuming or emission of any resource or substance compatible with that of existing uses?
(+2/-2)	X 2		8. Is the proposed use compatible with the abilities of public agencies to provide service or of public facilities to accommodate the proposed use demands on utilities, fire and police protection, schools, roads, traffic control, parks, and open areas?
(+2/-2) _	X 2		9. Is the proposed use cost effective when comparing the cost for providing public services and improving public facilities to the increases in public revenue from the improved property?
Sub-Total	(+)		
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Total Score			ਦ ਦ
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The resulting values for each questions shall be totaled so that each land use and development proposal receives a single final score.

#### 9-11-1: APPENDIX A, COMPATIBILITY EVALUATION:

A. General: One of the primary functions of traditional zoning is to classify land uses so that those which are not fully compatible or congruous can be geographically separated from each other. The county has opted to substitute traditional zoning with a multiple use concept in which there is no separation of land uses. Proposed incompatible uses may adversely alrest existing uses, people, or lands in numerous ways: noise, odors, creation of hazards, view, water containation, loss of needed or destred resources, properly values, or infringe on a destred lifestyle. To ensure that the county can continue to grow and develop without causing such land use problems and conflicts, a mechanism designed to identify and discourage land use proposals which will be incompatible at particular locations has been devised. The compatibility evaluation of all conditional uses also provides for evaluations in a manner which is both systematic and consistent.

#### B. Purpose; Use:

- 1. The compatibility rating is to be used as a tool to assist in the determination of compatibility. The compatibility rating is not the sole deciding factor in the approval or denial of any application.
- Staff prepares a preliminary compatibility rating for conditional use permits, except for conditional use permits for PUDs. The commission reviews the compatibility rating and may change any value.
- C. General Evaluation: Completing the compatibility questions and evaluation (form);
  - 1. All evaluations shall be made as objectively as possible by assignment of points for each of a series of questions. Points shall be assigned as follows:
    - Plus 2 assigned for full compatibility (adjacency encouraged).
    - Plus 1 assigned for partial compatibility (adjacency not necessarily encouraged).
    - 0 assigned if not applicable or neutral.
    - Minus 1 assigned for minimal compatibility (adjacency not discouraged).
    - Minus 2 assigned for no compatibility (adjacency not acceptable).
  - Each response value shall be multiplied by some number, which indicates how important that particular response is relative to all the others, Multipliers shall be any of the following:
    - x4 indicates major relative importance.
    - x3 indicates above average relative importance.
    - x2 indicates below average relative importance.
    - x1 Indicates minor relative Importance.
- D. Matrix Questions 1 Through 3: The following matrix shall be utilized, wherever practical, to determine response Values for questions one through three (3). Uses classified and listed in the left hand column and across the top of the matrix represent possible proposed, adjacent, or vicinity land uses, Each box indicates the extent of compatibility between any two (2) intersecting uses. These numbers should not be changed from proposal to proposal, except where distinctive uses arise which may present unique compatibility considerations. The commission shall determine whether or not there is a unique consideration.

# E. Terms:

DOMINANT ADJACENT LAND USE: Any use which is within three hundred feet (300) of the use boundary being proposed; and

- 1. Comprises at least one-half ( $^{1}I_{2}$ ) of the adjacent uses and one-fourth ( $^{1}I_{4}$ ) of the total adjacent area; or
- 2. Where two (2) or more uses compete equally in number and are more frequent than all the other uses, the one with the greatest amount of acreage is the dominant land use; or
- 3. In all other situations, no dominant land use exists. When this occurs, the response value shall be zero.

LOCAL VICINITY; Land uses within a one to three (3) mile radius. The various uses therein should be identified and averaged to determine the overall use of the land.

#### F. Questions 4 Through 9:

- In determining the response values for questions 4 through 9, the evaluators shall consider the information contained in the application, the goals and
  objectives of the comprehensive plan, the provisions of this title and related ordinances, information gained from an actual inspection of the site, and
  information gathered by the staff.
- 2. The evaluator or commission shall also consider proposed mitigation of the determined impacts. Adequacy of the mitigation will be a factor.

APPENDIX A
MATRIX FOR RATING

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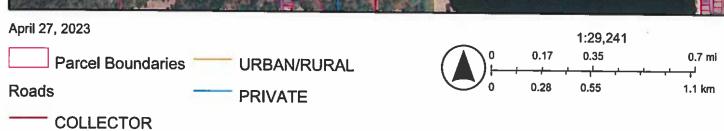
# Compatibility Questions and Evaluation

Matrix Line # / Use:	Prepared by:
Priva	to Recreation Prepared by:
Response YES/NO X Value	
	Use Matrix Values:
(+2/-2)/ X 4 /	1. Is the proposed use compatible with the dominant adjacent land use?
(+2/-2) <u>+/</u> X 2 <u>+2</u>	2. Is the proposed use compatible with the other adjacent land uses (total and average)?  Bureau of Reclamation
(+2/-2) O X 1 O	3. Is the proposed use generally compatible with the overall land use in the local vicinity?  See / 7 2
(+2/-2) <u>-/</u> X 3 <u>3</u>	Site Specific Evaluation (Impacts and Proposed Mitigation)  4. Is the property large enough, does the existence of wooded area, or does the lay of the land help to minimize any potential impacts the proposed use may have on adjacent uses?   The second later of the mass of the last of the mass of the last
(+2/-2) <u>+2</u> X 1 <u>+2</u>	5. of single family residence Is the size or scale of proposed lots and/or structures similar to adjacent ones?  **No structures except (**)  6. Is the traffic values and its
(+2/-2) +2-X 2 +4	to the uses on properties that will be affected by proximity to parking lots, onsite roads, or access roads?  S.f. residential. But on mark road.
(+2/-2) +2 X 2 +4	7. Is the potential impact on adjacent properties due to the consuming or emission of any resource or substance compatible with that of existing uses?
(+2/-2) 12 X 2 14	8. Is the proposed use compatible with the abilities of public agencies to provide service or of public facilities to accommodate the proposed use demands on utilities, fire and police protection, schools, roads, traffic control, parks, and open areas?  [Input an be covered]
(+2/-2) -2x 2 -4	9. Is the proposed use cost effective when comparing the cost for providing public services and improving public facilities to the increases in public revenue from the improved property?
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Sub-Total ()	
Total Score +5	•

The resulting values for each questions shall be totaled so that each land use and development proposal receives a single final score.

C.U.P. 23-23 Vicinity Map





Maxar

C.U.P. 23-23 Aerial Map



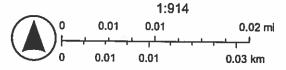
April 27, 2023

Address Points

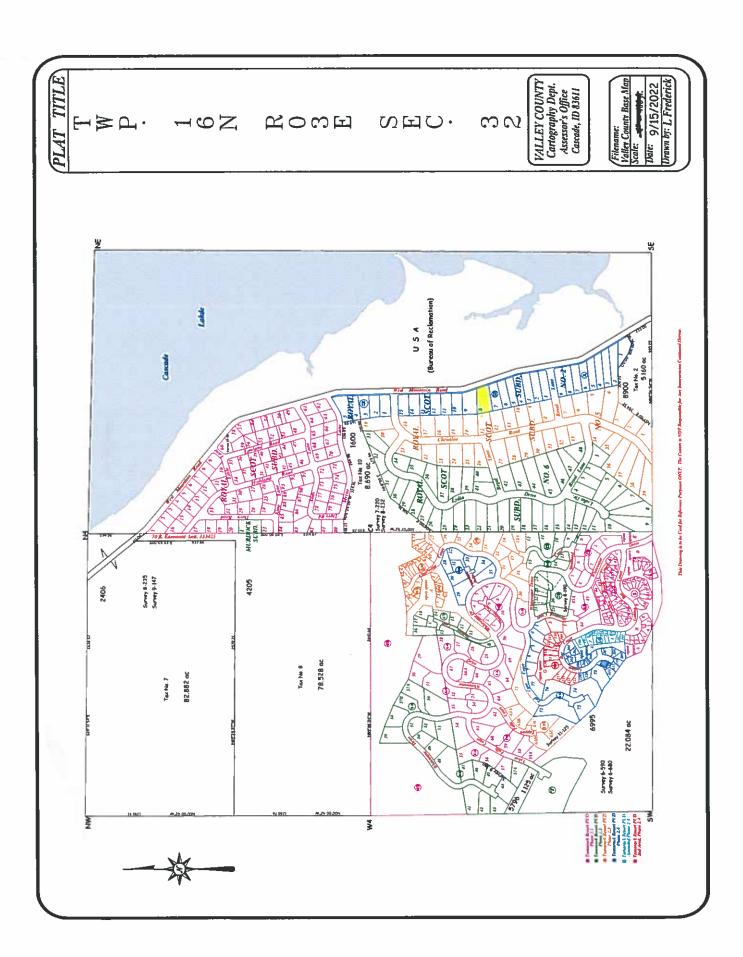
Parcel Boundaries

Roads

COLLECTOR



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# SUBDIVISION ROYAL

SECTION 32, T. IGN., R.3 E., B.M. COUNTY, IDAHO VALLEY

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CONSULTING ENGINEERS FISKE & WYATT HOFFMANN,

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POINT

JOHN L. HOFFMANN. Extine duly sworn seys that he is a Refigiered Professional Engineer and propered the final map of the foregoing plats and that this tracing is an exact copy of gaid final map.

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9 9

N 15' 06'W 6266'

S 59" 05" 51" W

2042842

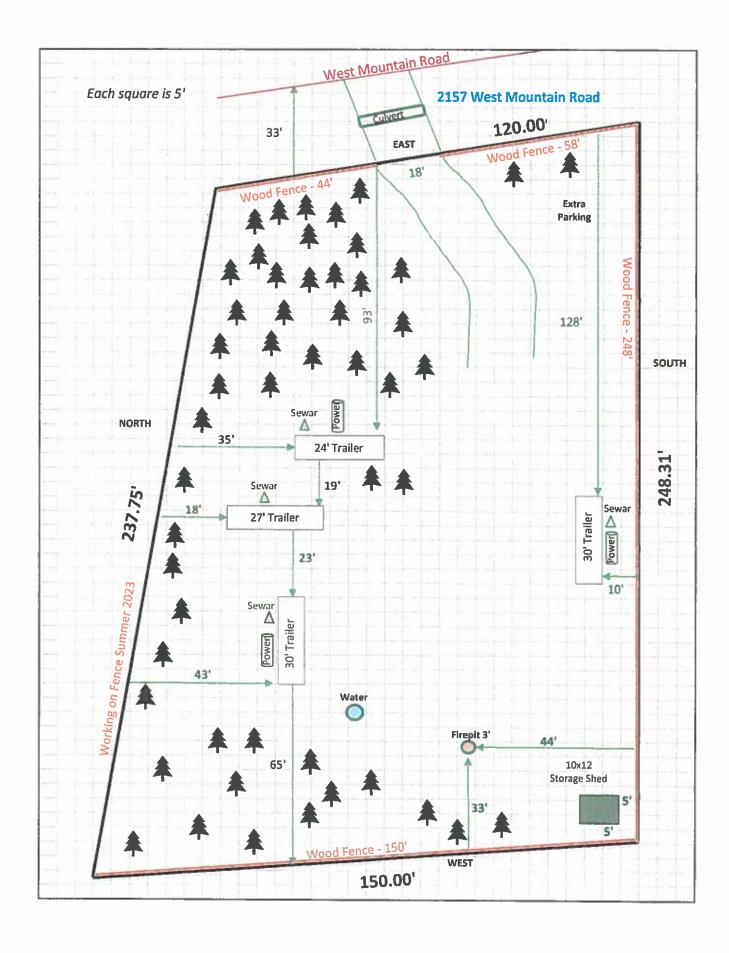


RESTRICTIONS SANITARY

No building on shelter which will require a people using the premises where supply or a sewage disposal facility for premises where soil building an shelter is located as the first obtained from the Stare Boars of Health by Its administrator or the in delegate approving plans and spacifications either for bublic water and/or sawage facilities, or individual paired water and/or sawage facilities, or individual paired water and/or sawage

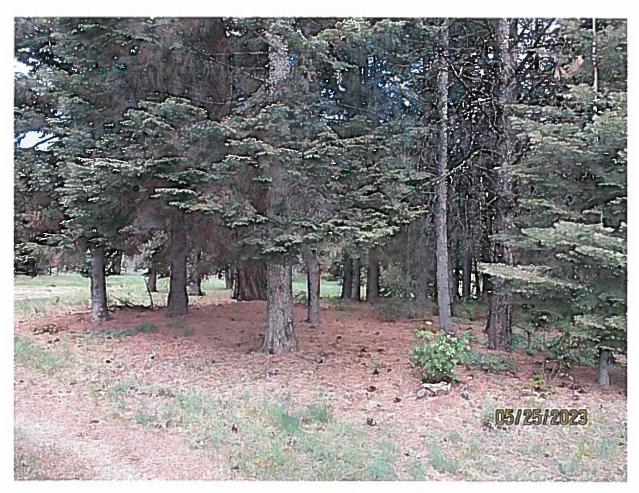
94 Subscribed and sworn to before me this STATE OF IDAHS SS

My Commission expires 13 Dec. 1975











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		CENTRAL Valley County Transmittal District Division of Community and Environmental Health	Return to:
	Rez	zone #	☐ Donnelly ☐ McCall
		nditional Use # CUP Z3 - Z3	☐ McCall Impact
- 1		liminary / Final / Short Plat	Valley County
		Royal Scot Sub#2 10+8 BIKZ	,
L		2157 W. Mountain Rd	
	1.	We have No Objections to this Proposal.	
	2.	We recommend Denial of this Proposal.	
	3.	Specific knowledge as to the exact type of use must be provided before we can comment on this Pro-	pposał.
	4.	We will require more data concerning soil conditions on this Proposal before we can comment.	•
	5.	Before we can comment concerning individual sewage disposal, we will require more data concerning of:    high seasonal ground water   waste flow characteristics   other	
	6.		
	7.	This project shall be reviewed by the Idaho Department of Water Resources concerning well construct availability.	ction and water
	8.	After written approvals from appropriate entities are submitted, we can approve this proposal for:	
		central sewage community sewage system community v interim sewage central water individual sewage individual water	vater well
	9.	The following plan(s) must be submitted to and approved the state of the submitted the submitted to and approved the state of the submitted the submi	
	٠.	The following plan(s) must be submitted to and approved by the Idaho Department of Environmenta  central sewage  community sewage system  community v	
			,a(e)
Ш	10.	Run-off is not to create a mosquito breeding problem	
	11.	This Department would recommend deferral until high seasonal ground water can be determined if o considerations indicate approval.	ther
	12.	If restroom facilities are to be installed, then a sewage system MUST be installed to meet Idaho State Regulations.	Sewage
	13.	We will require plans be submitted for a plan review for any:  food establishment swimming pools or spas child care cere beverage establishment grocery store	nter
K	14.	CDH has no objections provided 20'S Are connect	tal to
		North Luke Recreational Server.	

Reviewed By: 2 14/12

Date: 5 19 123

# Donnelly Rural Fire Protection District

P.O. Box 1178 Donnelly, Idaho 83615 208-325-8619 Fax 208-325-5081

May 24, 2023

Valley County Planning & Zoning Commission P.O. Box 1350 Cascade, Idaho 83611

RE: C.U.P. 23-23 Packard Family RV Site

After review, the Donnelly Rural Fire Protection District will require the following.

- The Donnelly Rural Fire Protection District requires all fire rings to be of an approved nature, no larger than 3 feet in diameter. All fire rings shall also have a ten foot diameter of non-combustible material around fire pit
- Section 304.1.2 IFC 2015 Weeds, grass, vines or other growth that is capable of being
  ignited and endangering the property, shall be cut down and removed by the owner or the
  occupant of the premises. Vegetation clearance requirements in urbane-wildland interface
  areas shall be in accordance with the International Wildland-Urban Interface Code
- Section 307.4.2 IFC 2015 Recreational fires shall not be conducted within 25 feet of a structure or combustible material. Conditions that could cause a fire to spread within 25 feet of a structure shall be eliminated prior to ignition.
- Section 307.5 IFC 2015 Open burning, bonfires, recreational fires and use of portable outdoor fireplaces shall be constantly attended until the fire is extinguished. A minimum of one portable fire extinguisher complying with section 906 with a minimum 4-A rating or other approved on-site fire-extinguishing equipment, such as dirt, sand, water barrel, garden hose or water truck, shall be available for immediate utilization.
- Closed burning season is May 10th through October 20th and may be subject to burn restrictions as required by the State of Idaho. Check the daily status at www.burnpermits.idaho.gov or call SITPA at 208-634-2268

Please call 208-325-8619 with any questions.

Jess Ellis

Fire Marshal

Donnelly Fire Department



This letter addresses the C.U.P. 23-23 Packard Family RV Site proposed by Janice Packard. They are requesting approval of a Conditional Use Permit for a Recreational Vehicle Park.

We are strongly against this proposition for these reasons:

- 1) Density Issue In .7 acres they propose putting four trailers. For the past 5 years we have witnessed this situation grow from OK to worse. On top of four large family trailers full of kids and unleashed dogs, they also placed multiple tents along with quads, boats, motorcycles, trucks and cars. At one point we counted 7 trailers....all in .7 acres.
- 2) **Noise Issue** Every evening the families gather at the Communal Kitchen Tent, right down the hill from our house. When dinner is over they sit around the fire pit, also right down the hill from our house. We can hear the laughter and the noise past 10:00. Since our house does not have air conditioning we need to keep the windows open at night, which adds to the inconvenience.
- 3) **Fire Pit Issue** The fire pit is near a grove of trees and is worrisome when it is piled high with fuel, especially during the dry season.
- 4) A permanent trailer park is fine across the street, but it will bring down property value in an area meant for single family dwellings.

Address:	
2160 Christie Rd.	
Signatures:	Amy C. Hellewell
Phone Number:	

C.U.P. 23-23 Packard Family RV Site

From: Judy Taylor

Sent: Wednesday, June 7, 2023 4:18 PM
To: Cynda Herrick <cherrick@co.valley.id.us>
Subject: C.U.P. 23-23 Packard Family RV Site

Dear Ms Herrick
Planning and Zoning Director

We have reviewed the proposal for a conditional use permit located at 2157 West Mountain Road in Royal Scot Subdivision No 2 Lot 8, Block 2 referenced as Packard Family RV site.

Our concerns about the proposal relate to previous years of additional noise from campers and barking dogs on the property. There have been numerous RVs, pop up canopies, cars and trucks and late night partying with large fires which interfere with the quiet enjoyment of our own property on Christie Road one block above the Packard property. Four RVs used as dwellings on the property would attract even more campers/visitors thus creating more noise and disruption. For these reasons we object to the issuance of a conditional use permit.

Please present our concerns at the Planning and Zoning hearing on June 15, 2023.

Thank you,

Keith & Judy Taylor (2159 Christie Road Royal Scot 5) PO Box 521 New Plymouth, ID 83655