



Cochise County
Community Development
Highway and Floodplain Division

Public Programs...Personal Service
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MEMORANDUM

Date: March 20, 2018
To: Robert Kirschmann, Planner II
From: Karen L. Lambertson, AICP County Transportation Planner
Subject: Windsong Campground/SU-18-04/Parcel # 405-38-041 & 042

The applicants, David and Anastacia Verdugo, are requesting a Special Use authorization to establish an event center with a campground on a 120-acre site. The property is zoned RU-4, Rural Growth Area D and the proposed uses fall under guest lodging and recreational services.

Special Use Authorization Conditions

We have no objection to issuing the requested Special Use Authorization with the following conditions:

1. At the Commercial Permit phase, the applicants are requested to provide a phasing plan for their proposed land use in lieu of a Traffic Report, Statement or Analysis.
2. At the first Commercial Permit application, the applicant will be required to submit a Private Maintenance Agreement, per Zoning Code 1807.02A, for that segment of roadway from their driveway to Leslie Canyon Rd.
3. At later phases related to the commercial kitchens and media studio's, the applicants will be required to reconfigure their entrance driveway.
4. At the final phase developing the cabins and teepees, with facilities, the applicant will be required to coordinate with the Public Works/Highway Dept. to construct under a Right-of-Way/Encroachment Permit a roadway access apron from Globo Lane onto Leslie Canyon Rd. when more than five campsites are being constructed.

Background

The applicant is applying for a Special Use Authorization to develop their site as an event center providing an area for weddings, or other similar type events. The applicants envision a full-service event center with a portrait and studio studios, commercial kitchen facilities, outdoor event spaces with picnic benches and barbeques, gardens and meditative spaces. Final phases of development include overnight camping and RV locations.

It appears from the Special Use Application and Concept Plan that the applicants are in the very beginning stages of developing out this site. Historically, a large number of buildings were constructed on this site, apparently 40 or some years ago. Initial activities appear to be

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renovations, developing gardens, planting tree buffers, restoring outdoor spaces for event use. Then more significant renovations are planned, including commercial kitchens, conversion of existing spaces into portrait studios, and audio and video production studios. Eventually campground and cabins would be added along with summer camp or retreat activities.

Access to the site is from Globo Lane, a private, native-surfaced roadway. This road accesses Leslie Canyon Rd, a county-maintained rural minor collector, chip-sealed with a 24-foot cross-section. The roadway pavement is currently in deteriorating condition, especially along edges where drivers frequently pull off (e.g. at mailbox locations). This roadway is identified in the 2040 Long-Range Transportation Plan for future improvements to add shoulders, improve drainage and/or to repair/replace roadway surface treatment. To the north, drivers can access Davis Road and Highway 191 and to the south, drivers can access the City of Douglas and Highway 80.

Traffic Analysis

The ITE Manual does not specifically address a combined use like the one proposed by this applicant. Given the parcel size, location and proposal this could develop into a significant traffic generator (e.g. akin to a KOA campground site). However, initially virtually all the activities are limited to the site itself or trips generated by the on-site property owners. Developing gardens and renovating existing buildings is a low traffic impact use.

The 1,400 square foot recreational/event center, at peak use might range from 32 to 51 vehicle trips per day, *per the ITE Manual 9th edition*, but as the patio and outdoor spaces are built this number would likely creep upward. Trip generation, for the 30 proposed recreational campsites is estimated to range from 90 to 523 vehicle trips per day, *per the ITE Manual, 9th edition*, which reflects the variability of these types of land uses. More logically, assuming campsites are overnight stays for the event type activities, be it a family retreat, wedding or day camp, there would be combined uses with an average trip generation of about 130 vehicle trips per event day. (The threshold for Traffic Analysis Reports is typically 100 vehicle trips per day).

This site, if built out to its full residential capacity, under current zoning, would have the potential to generate an estimated 286 vehicle trips per day. As a fully built out campground, that includes RV's, the site has potential to meet or exceed this level of traffic. However, this potential appears to be slim, and certainly is far out into the future. A modification to this Special Use request would need to be made to exceed more than 30 campsite spaces, based on the proposal received.

The applicants did an excellent job presenting their conceptual plan. That phasing is intended is clear. It is not clear of when exactly the threshold for traffic generation would trigger improvements beyond what might be needed for a large ranch residential use. It seems premature to request full build out improvements when the next few years appear to be on-site renovations. However, at full build-out, an off-site improvement to the access apron onto Leslie Canyon Rd. will be needed.

Given the remoteness of the site, the size of the parcel, the primary use of private and internal roads for access, the intermittent nature of the use until fully developed, the ranges of potential vehicle trips that are at the tipping point for requiring Traffic Analysis Reports, it is recommended that in lieu of requesting a Traffic Report, Statement or Analysis that the applicants provide a phasing plan for improvements at the time of their first Commercial Permit. This phasing plan should set out anticipated Commercial Permit requests, with tentative timelines (and it understood these are contingent on a number of factors outside the applicants control and unknown at this time).

For example, as understood by the conceptual report, phasing might look like the following:

1. Initial renovations: gardens; tree buffers; restoring outdoor spaces for event use.
 - **Private Maintenance Agreement Required**
2. Significant renovations: commercial kitchens; conversion of existing spaces into portrait studios, and audio and video production studios.
 - **Reconstruction of Driveway Entrance to Commercial Driveway Standards**
3. Campground and cabins would be added.
 - Up to five primitive campsites – **define and provide appropriate surfacing for internal roadways**
 - **Over five campsites developed – under a Right-of-Way/Encroachment Permit construct a roadway apron as per Design Standard CC 205-3 or as approved by the County Engineer.**
 - **Over 30 campsites developed – obtain a modification to Special Use; Traffic Statement required; Improvement to Globo Lane to meet a minimum unpaved dirt road standard (CC015 or CC016 depending on existing and projected traffic volumes of expanded use).**

A Private Maintenance Agreement, per Zoning Code 1807.02A, will need to be submitted with the first Commercial Permit application.

Reconstruction of the Driveway Entrance will need to be completed along with the commercial kitchen and media studios.

Off-Site improvement to the Globo Lane access to Leslie Canyon Rd. will need to be completed with the development of more than five campsite locations.

Driveway Access

Commercial uses typically require a commercial driveway apron allowing for two-way traffic (minimum 24 feet per Design Standard CC2015-2). Because access is from a private roadway, no Right-of-Way/Encroachment Permit is required. The existing driveway configuration will need to be addressed before the campsite uses are developed. Theoretically, the existing driveway could work as currently constructed for the initial renovation of the site and for intermittent small events. However, it does not meet either a residential or commercial design standard at this time.

One option for the applicants to consider is reconfiguring their gated entrance to become their fully developed driveway access at 24-feet in width, and continuing to use the smaller, adjacent driveway with the cattle-guard as their own entrance when events or recreational guests are not expected. Alternatively, a full cattle-guard, if needed for on-site livestock or to prevent hoofed wildlife from coming onto the site, could be installed to create a single entrance, removing the existing posts in the middle of the driveway entrance. Designing and constructing an entrance should be in place before major events are held on the site.

Applicant Guidance

We have no objection to issuing the requested Special Use authorization with the following advisory notes to the applicant:

- The site plan is adequate to illustrate the concept for this Special Use authorization request. It will not be adequate at the Commercial Permit phase. Please add an illustration of the configured driveway entrance onto Globo Lane, with the sight distance

- triangles illustrated. Please ensure that no fixed objects, including signs, mailboxes or vegetation, interfere with the clear zones.
- This analysis is based on the conceptual plan. If the scope changes over time, a modification to the special use would be required and potentially a more detailed traffic report and/or off-site mitigation will be needed. E.g. campsite or RV spaces increase, frequency of events occur every week, multiple organized retreats for multiple participants. These types of changes would likely trigger a request for a more detailed Traffic Analysis and off-site mitigation. It is acknowledged to develop the site beyond the conceptual scope presented the applicants would likely voluntarily improve Globo Lane without it being a condition of any future permit in order to facilitate access to their site.
 - Right-of-Way/Encroachment Permit information for working within the County's Right-of-Way to construct this roadway apron is available from the Public Works/ Highway Dept. and can be obtained by contacting the Highway Dept. at 520-432-9300 and speaking with Francis Marinez. The typical fee for most ROW/Encroachment Highway Permits is \$100.00 and should be obtained concurrently with, or in advance of, the Commercial Permit requiring the off-site improvement.
 - Your trip generation is likely to trigger a request for a Traffic Analysis Attachment during one or more of your Commercial Permit phase. Note on your Commercial Permit application on that section that per the County Transportation Planner a formal Traffic Report was waived. The need for the off-site improvements on the roadway apron onto Leslie Canyon Road is clear without requiring the additional burden of providing a full Traffic Analysis (costs of such an analysis would likely run half or more of the costs to construct the off-site improvement).
 - If you have any questions during the Commercial Permitting process regarding the conditions of this Special Use Authorization, please contact the County Transportation Planner for assistance.



**Cochise County
Community Development**

Planning, Zoning and Building Safety Division

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**PRIVATE MAINTENANCE AGREEMENT
GLOBO LANE
SU-18-04 (WINDSONG CAMPGROUND)**

David and Anastacia Verdugo, owners of parcel 405-38-041 and 042, located on East Globo Lane north of the Douglas area; agree to participate with other property owners to maintain East Globo Lane from the driveway of my parcel to the intersection with Leslie Canyon Road, where county-maintenance begins, in a passable condition for the duration of my permitted commercial land use.

I acknowledge that the Cochise County Community Development, Public Works Department does not, and will not, maintain the access roadway to my parcel.

I acknowledge that the primary access roadways to my parcel are not currently built to a county design standard for native surfaced roadways.

I acknowledge that all-weather access is not assured to my parcel nor are any improvements planned by the Cochise County to improve wash crossings in the foreseeable future.

Signature(s)

Date

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Cochise Health & Social Services

Carrie Langley, Director

"Building a Healthier Future"

TO: Robert Kirschmann, Planner II,
Cochise County Planning Department

FROM: Carl Hooper Environmental Health Specialist,
Cochise County Health Department

DATE: March 7, 2018

PERMIT #: SU-18-04

PARCEL #: 403-38-041 and 042

I have reviewed the documentation provided dated 10/13/2017.

Cochise County Environmental Health has the following questions.

1. The submission packet states there are plans up to 30 primitive, 8-12 camping sites, and 5-10 RV parking spots. Please clarify the intended consideration for bathroom and shower facilities (i.e communal bathroom building to be shared by occupants, communal shower building or individual shower bath at each cabin or some combination of these scenarios). Where will those structures be located?
2. Is the proposed special use site service by a public water utility or private well?

Cochise County Environmental Health has the following comments.

1. A complete plan check application must be submitted for approval of the commercial kitchen. The packet must be complete to include a set of design drawings, equipment submittals, a proposed menu, and plan review fee.
2. If the site is served by a private well, submission of fresh water quality laboratory test results will be required prior to the issuance of a permit for the commercial kitchen, or the water system permitted by ADEQ.

Your County Questions Answered: www.cochise.az.gov

Email: health@cochise.az.gov

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Cochise Health & Social Services

Carrie Langley, Director

"Building a Healthier Future"

3. A revised site plan which indicates the locations for current proposed and future shower and toilet buildings (if any) is required.
4. A revised septic system plan application is required. Include as part of this plan:
 - a. A revised septic system design package must be completed. Indicating all new and existing connections to the septic system for all new and existing facilities to include outfall lines from the new commercial kitchen, outfall lines from all toilet and shower buildings, and all service connection points for RV units to the septic system such as a dump station or individual site connection. Be advised that RV's with chemicals in their holding tanks may not meet the definition of "typical sewage" and may need to be permitted by ADEQ.
 - b. Consideration for ADEQ and Cochise County Environmental Health's grease interceptor requirements as per Tile 18 Chapter 9
5. An Application for Commercial Food Establishment permit will be required.
6. An Application for Permit for an RV/MH Park or Campground will be required.
7. The applicant should contact Arizona Department of Environmental Quality in regard to the fresh water distribution system for the proposed special use. It appears that it may have 15 or more service connections (hook-ups) or serve 25 or more people, which would require compliance with ADEQ's Public water system requirements.

If you have any questions or require further information from this department, please contact us.

CH:mm

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INTEROFFICE MEMO

Date: March 6, 2018
To: Robert Kirschmann, Planner II
From: Teresa Murphy, Right-of-Way Agent
Subject: **SU-18-04 (Verdugo)**

Background: The applicant requests Special Use Authorization to establish an event center and campground. An existing 1,400 square foot residence will be converted into an event/dining hall including a commercial kitchen to accommodate weddings and similar events. One building will be converted to a portrait studio and another into an audio and video production room to support the onsite uses. Up to 30 primitive cabins/teepees and restroom/shower facilities will be provided in the future. The property is zoned RU-4 (Rural; one dwelling unit per 4 acres). Guest lodging (607.01) and Recreational Facilities (607.08) are allowed subject to the approval of this Special Use Request. The 120 acres is on multiple parcels with development focused on 405-38-041 & 042. The site is located at 510 E. Globo Land, north of Douglas and is more particularly described as being a portion of Section 25 Township 22 South, Range 27 East of the Gila and Salt River Base and Meridian, Cochise County, Arizona. The applicant is David Verdugo and Anastacia Lake-Verdugo.

Right-of-Way Staff was contacted by Planning and Zoning to review the permit and provide comments regarding right-of-way dedication needs for county maintained roads.

Analysis:

- Access via Leslie Canyon Road, west on Globo Lane.
- Globo Lane is not a County Maintained Road.
- Globo Lane is dedicated to the public per Valley Springs Estates No 1, Book 4 of Maps and Plats, Page 13 & 14, at a width of 60 feet.

Recommendation:

- Further right-of-way dedication is not required for Globo Lane at this time.

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