



MEMORANDUM

TO: Cochise County Planning and Zoning Commission
FROM: Christine McLachlan, AICP, Planner II
FOR: Daniel Coxworth AICP, Development Services Director
SUBJECT: SU 22-15 (Rooster Ridge Guest Lodging), Application for a Special Use Authorization
DATE: August 1, 2022, for the August 10, 2022, Meeting

Docket SU 22-15 (Rooster Ridge Guest Lodging)

The applicant, John DeMatteo, requests Special Use Authorization to construct guest lodging on 8.9-acres of land in Elfrida, Arizona. The establishment of guest lodging is subject to site development standards contained in the Cochise County Zoning Regulations and requires Special Use Authorization from the Planning and Zoning Commission in a rural zoning district. The proposed development, located on parcel 403-15-005A, is at 3846 W Gleeson Rd, where indicated on the location map (Figure 1). The property currently has a house and associated residential structures, which will remain.

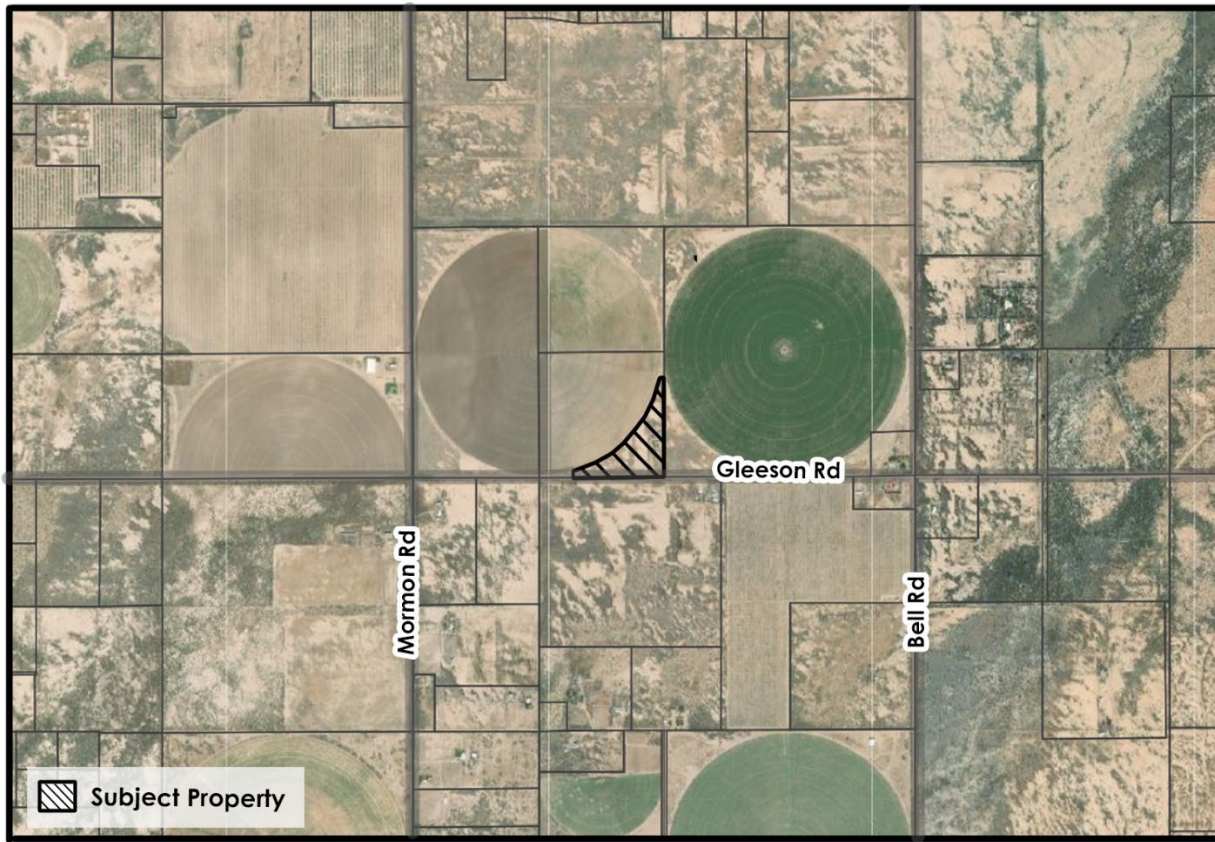
I. Description of Subject Parcel and Surrounding Uses

Parcel Size: 8.98-acres
Current Zoning: RU-4 (Rural; one dwelling per 4 acres)
Proposed Zoning: Same
Growth Area: Category C
Comprehensive Plan Designation: Developing
Area Plan: Elfrida Community Plan
Existing Uses: Residential
Proposed Uses: Residential with Guest Lodging (Campground)

Surrounding Zoning and Uses (See Figure 2)

<i>Relation to Subject Parcel</i>	<i>Zoning District</i>	<i>Use of Property</i>
North	RU-4	Agricultural
South	RU-4	Residential/Agricultural
East	RU-4	Agricultural
West	RU-4	Agricultural

Figure 1: Location Map



Location
SU 22-15 Rooster Ridge Guest Lodging



II. SITE HISTORY

1975: Permit for construction of a 768 SF garage and temporary residence

III. REQUEST DESCRIPTION

The applicant, John DeMatteo, requests Special Use Authorization to construct guest lodging on 8.9-acres of land in Elfrida, Arizona. The establishment of guest lodging is subject to site development standards contained in the Cochise County Zoning Regulations and requires Special Use Authorization from the Planning and Zoning Commission in a rural zoning district. The proposed development, located on parcel 403-15-005A, is at 3846 W Gleeson Rd, where indicted on the location map. The property currently has a house and associated residential structures, which will remain.

According to the submitted concept plan and application, the proposed guest lodging will include:

- Up to five (5) 14'x16' semi-permanent tents, each sleeps up to two people
- A small (14'x16'), portable building to serve as a church (churches are permitted uses in RU-4)



View of south property line, showing Gleason Road, looking east



View of proposed parking area on west side of property



View of tent exterior



View of tent interior

IV. ANALYSIS OF IMPACTS – COMPLIANCE WITH SPECIAL USE FACTORS

Section 1716.02 of the Zoning Regulations provides a list of ten factors with which to evaluate Special Use applications. Staff uses these factors to help determine the suitability of a given Special Use request, whether to recommend approval for a Special Use Authorization, as well as to determine what Conditions and/or Modifications may be needed.

With the information provided, nine (9) factors apply to this request. The Project, as submitted, fully complies with seven factors, and partially complies with two factors (significant site development standards and adequate services and infrastructure). The hazardous materials factor does not apply.

1. Compliance with Duly Adopted Plans: Complies

This is within the Elfrida Area Special Area Plan. This plan includes the following vision statement: “Promote the economic well-being of Elfrida by encouraging business, industrial and residential growth compatible with the rural character of Elfrida and its environs.”

Area within this special area plan is C-Developing. The only policy included is to “exclude rezonings to Heavy Industrial.” This request is intended to encourage recreational use, compatible with Elfrida’s rural character.

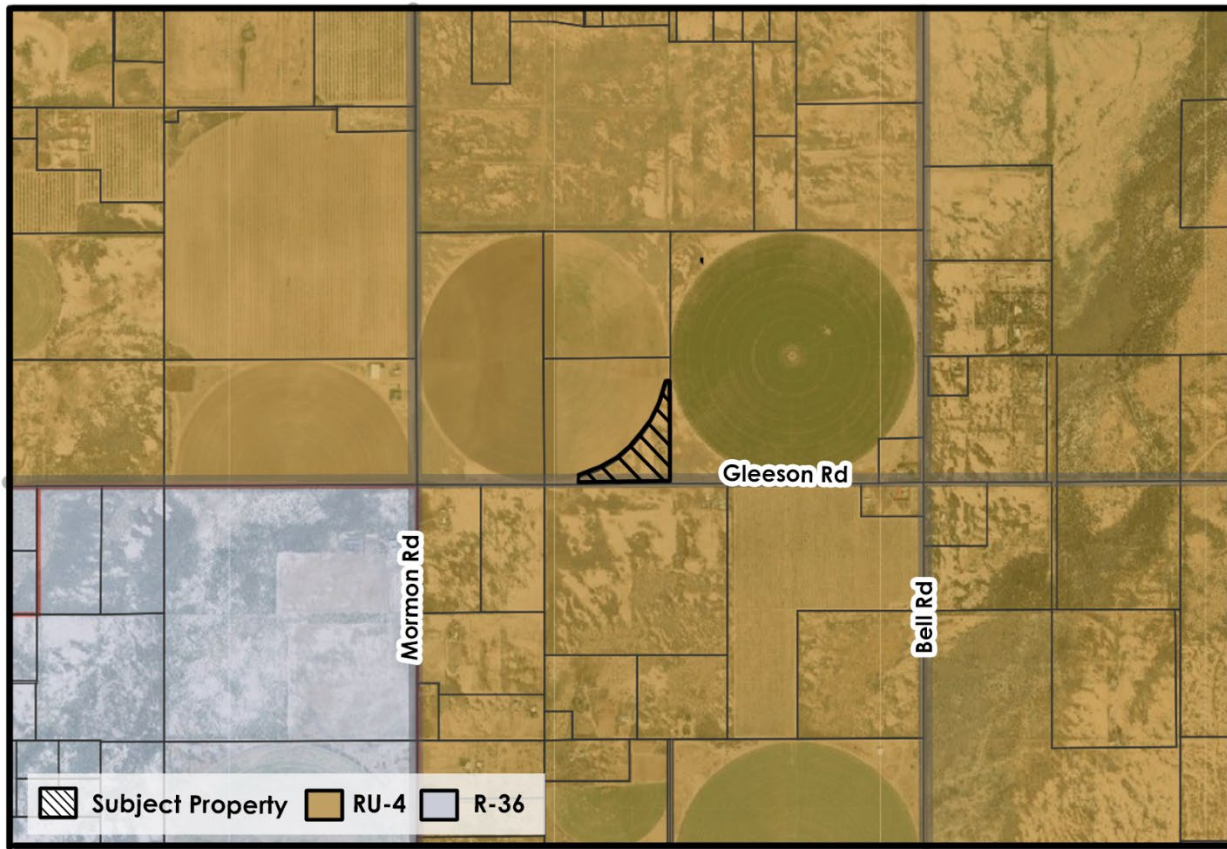
2. Compliance with the Zoning District Purpose Statement: Complies

As stated in Section 601 (Purpose) of the zoning regulations: RU (Rural) Zoning Districts are established to achieve the following purposes:

- 601.01** To preserve the character of areas designated as "Rural" in the Cochise County Comprehensive Plan;
- 601.02** To encourage those types of non-residential and non-agricultural activities which serve local needs or provide a service and are compatible with rural living;
- 601.03** To preserve the agricultural character of those portions of the County capable of resource production;
- 601.04** To provide space for people, minimize traffic congestion, and preserve the existing rural environment of unincorporated areas of the County situated outside of existing communities;
- 601.05** To provide recreational support services that are compatible with rural living;
- 601.06** To protect the quality of the natural environment as it relates to safeguarding the health, safety and welfare of the people in Cochise County; and
- 601.07** To allow consideration of some more intense non-residential uses as Special Uses that are inappropriate in more densely populated urban/suburban areas that may under some circumstances be appropriate in rural areas if designed to be sensitive to the general character of rural districts and natural environment and harmonious and in scale with existing development near the proposed site and in conformance with Section 601.06.

The proposed use is intended to provide a very limited amount of guest housing on a residential parcel. This will provide a small camping and entertainment venue. Most specifically, the use is consistent with 601.05, which states the purpose of the established: “To provide recreational support services that are compatible with rural living.”

Figure 2: Zoning



Zoning
SU 22-15 Rooster Ridge Guest Lodging



3. Development along Major Streets: Complies

The intent of this factor is to consider limitation on the number of access points on major thoroughfares or arterial streets, and County collectors through the use of frontage roads, shared access, no access easements or other safe methods designed to minimize road cuts that create unsafe traffic conflicts, hazardous traffic congestion and obstruct the functioning of arterials. This parcel currently has direct access to an unpaved portion of Gleeson Road. There are two existing access points from the road to the parcel. However, there is no record of a right-of-way permit. The applicant will need to obtain a right-of-way permit, defining a 16’ wide access point from Gleeson Road within future permitting, if this use is approved by the commission. Because the applicant is not increasing the number of access points, the proposed development complies with this factor.

4. Traffic Circulation Factors: Complies

Specifically, this factor stipulates that the Special Use Authorization request should not result in the use of any residential street for non-residential through traffic. The area can be characterized as rural with scattered low-density residential use. This request will not result in additional traffic on a residential street. All access will be from Gleeson Road, which is a county-maintained collector road.

5. Adequate Services and Infrastructure: Complies with Conditions

The site currently includes a residential home and associated residential structures, including a horse barn and detached garage. It includes a private well and a septic tank. The applicant proposes constructing 2-5 semi-permanent yurts as well as a small portable church building. The applicant also proposes serving breakfast to guests. Within the internal review, environmental health department noted the following, “two or more lodging places, rooms will be considered a hotel/motel and will need a permit from the health department.” In addition, the septic system will need to be evaluated to determine whether it has sufficient capacity to serve the additional users. Trash collection is privately contracted within the County. Staff recommends conditioning the property owner with the responsibility for maintaining the property in a clean and orderly state, free of any uncontrolled garbage. All solid waste must be disposed at an authorized disposal facility. These requirements, including specific restroom requirements/access for guests, will be further analyzed during commercial permitting, should the special use be approved by the commission.

6. Significant Site Development Standards: Complies with Condition/Waiver

The County does not have site development standards that specific for guest lodging/camping. As a result, only site development standards that apply to a broad range of nonresidential uses, like parking and floodplain requirements, or those that apply to uses within RU-4 zoning, apply in this case.

- Landscape/Irrigation (Section 1806): The site is within Category C growth area. Consequently, it is exempt from landscape and irrigation requirements.
- Parking and Loading (Section 1804): This use is subject to the parking and loading requirements of Section 1804.07 of the Zoning Regulations, which require “every parking and loading area and all driveways for all sites in Category C (Rural Community Growth) Areas and Category D Areas, shall be improved with a two-inch thick gravel surface, or with an equivalent or better surface approved by the County Zoning Inspector, and shall be properly drained to prevent impoundment of surface water.” The applicant requests a waiver to maintain their current parking configuration on hard packed dirt. The applicant will also be responsible for providing 1 parking space per 3,000 SF of residential site area. Currently a maximum of 1,120 SF of residential site area (5 tents) is proposed.
- The proposed use complies, and/or will comply, with all site development standards for RU-4 zoning, including maximum site coverage, setbacks, distance between structures

7. Public Input: Complies

See Section IV. Public Comment for additional discussion.

8. Hazardous Materials: Not Applicable

The Applicant states that the use of hazardous and dangerous materials is not anticipated on site.

9. Off-Site Impacts: Complies

The intended use is for a primitive campground. There will be limited noise, odors, light, vibration produced by the use. In addition, there is very little surrounding development. The closest house is over 800’ away.

10. Water Conservation: Complies

The current house is served by a private well. An increase of 4-10 additional users, on a part-time basis, should be able to be accommodated by the current water source. Tent camping, with no plumbing or utility hookups, is not a water-intensive use.

VI. PUBLIC COMMENT

The applicant mailed letters to property owners within 1,000 feet of the property prior to application submittal and received no responses.

The case planner mailed letters to the same property owners within 1,000 feet of the subject property, published a legal ad in the *Sierra Vista Herald*, and posted legal notices on the property. To date, staff has received no responses.

VII. WAIVERS

Waiver 1: 1804.07 Parking and Loading Area Improvements – “every parking and loading area and all driveways for all sites in Category C (Rural Community Growth) Areas and Category D Areas, shall be improved with a two-inch thick gravel surface, or with an equivalent or better surface approved by the County Zoning Inspector, and shall be properly drained to prevent impoundment of surface water.” The current parking area is hard packed dirt, similar to Gleeson Road in this section of the road. A right-of-way permit is still required.

VI. SUMMARY AND CONCLUSION

This is a special use request for guest lodging on 8.9-acres of land in Elfrida, Arizona. on 8.9-acres of undeveloped land in Elfrida, Arizona.

Factors in Favor of Approving the Special Use

1. The project is consistent with goals and policies of the Comprehensive Plan and the purpose of the Zoning District;
2. The project complies with nine of the criteria used to evaluate special use requests;
3. The proposed use would provide additional recreational use;
4. The proposed use is sensitive the rural environment and compatible with the adjacent development; and
5. Proposed improvements are semi-permanent and would have a limited impact on the site, long-term.

Factors Against Approving the Special Use

1. Conditions are recommended to ensure this remains a recreational use, rather than permanent residential use; and
2. The area is dry, outside of growth boundaries and far from fire service. Proper control/regulation of campfires is recommended.

VII. RECOMMENDATION

Based on the factors in favor of approval, staff recommends **Conditional approval** of the Special Use request, subject to the following conditions*:

1. No site shall be used or occupied for permanent residential living purposes. This is defined as more than 30-days without a 14-day break;
2. No more than five tents, generally positioned to the rear of the property as indicated by the concept plan, shall

be permitted;

3. The property owner shall be responsible for maintaining the property in a clean and orderly state, free of any uncontrolled garbage. All solid waste shall be disposed at an authorized disposal facility; and
4. The commission grants a waiver to Section 1804.07 of the Zoning Regulations (Parking and Loading Area Improvements), which requires a two-inch thick gravel surface for every parking and loading area and all driveways. The applicant may continue to use their existing hard-packed dirt driveway and parking area for residential and non-residential use.

* Standard conditions related to acceptance of conditions, permitting timeframes, and modifications apply, and have not been modified by this request.

Sample Motion:

Mr. Chairman, I move to approve Docket SU 22-15 (Rooster Ridge Guest Lodging), with the Conditions of Approval recommended by staff; the Factors of Approval constituting Findings of Fact.