ATTACHMENT 2


## ESTABLISHMENT OF ZONING MAP

TO THE TOWN OF JOHNSTOWN
A PARCEL OF LAND BEING A PORTION OF THE SOUTHWEST QUARTER OF SECTION 18, THE WEST HALF OF SECTION 19 AND THE NORTHWEST QUARTER OF SECTION 30 , TOWNSHIP 4 NORTH, RANGE 67 WEST, AND A PORTION OF THE SOUTH HALF OF SECTION 13, A PORTION OF SECTION 24 AND THE NORTHEAST QUARTER OF SECTION 25 , TOWNSHIP 4 NORTH, RANGE 68 WEST OF THE 6TH P.M., COUNTY OF WELD, STATE OF COLORADO

Statement of ownerhip and subdivision
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APPROVAL CERTIFICATE:
$\underbrace{\text { Approved by the Planning and Zoning Conmision, Town of Johnstown, Colorado, this ____day of }}_{20}$

Chair, Planning And zoning commission
$\qquad$

Gary Lebsack, Mayor
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Land Surveyor NO. 34995


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TO THE TOWN OF JOHNSTOWN
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Legal Description:




## Approvals:


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## Narrative/Operation Plan:

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## Town of Johnstown

## PLANNING \& ZONING COMMISSION AGENDA MEMORANDUM

ITEM:

DESCRIPTION
LOCATION:

APPLICANT:
Podtburg Dairy, LLLP
STAFF: Darryll Wolnik, Planner II
HEARING DATE: October 14, 2020

## BACKGROUND \& SUMMARY

The applicant, Podtburg Dairy LLLP, is requesting a series of five individual annexations totalling 462.35 acres of land located in portions of sections 18, 19, \& 30 of Township 4 North, Range 67 West, and portions of sections $13,23, \& 25$ of Township 4 North, Range 68 West. Petitioner is proposing annexation of Weld County Rd. 13 (Colorado Blvd.) from current Town limits at the corner of Weld County Rd. 13 and Weld County Rd. 46, south to Weld County Rd. 13 and Weld County Rd. 44. The applicant is additionally requesting the zoning designation PUD-MU (Planned Unit Development - Mixed Use) for the property with an Outline Development Plan (ODP).

The subject property is bordered on all sides by unincorporated Weld County, except for the portion to the northwest, which borders the Town of Berthoud. Zoning on the lands within Berthoud is PUD (Planned Unit Development). Zoning on the all other surrounding properties is AG (Agricultural).

Surrounding land uses are mostly agricultural. The exception is the properties which lay to the southwest of the quarter section,. Northmoor Acres, situated directly to the west, is a large-lot residential subdivision in unincorporated Weld County with 102 single family homes.

As noted above this is a "serial" annexation, meaning it is achieved by annexing mutiple pieces of property in immediate succession, each which must meet state statute requirements in CRS 31-21-104.

## HISTORY

Historically, there have been two uses for the overall property. Prior to the Podtburg's purchasing a majority of the proeprty in the late 1990's, the area was used for farming. The only exception is the former Knutson Home on the property, owned by the Podtburg's as of July, 2020. This was historically used as a residence. The Podtburg Dairy operations moved from further north to its present location. As part of the land use applications for their dairy operations, the Podtburgs applied for a Use By Special Review (USR) in Weld County. This USR, USR-1258, was approved by Weld County in August, 2001. The property has been used as a dairy since that time.

In 2019, the Town of Johnstown initiated an update to their growth management area (GMA) and 2001 comprehensive plan land use map (Case \#CPA19-001). This update made two important changes to the subject property. First, added approximetaly 81 acres of property north of Northmoor Acres to the Johnstown GMA. Second, it reclassified all of the subject property south of Weld County Road 44 from "Conservation-oriented Agricultural / Large Lot Residential" to "Residential Mixed Use". This change was made to the Land Use Framework Plan contained in the 2006 Johnstown Comprehensive Plan Update. These changes were approved by Town Council on November 4, 2019, by way of Resolution 2019-22.

## ATTACHMENTS

1-Vicinity Map
2- Application \& Petition
3-Annexation Map
4-Zoning Map
5-Neighborhood Meeting Summary

## NOTICE

A notice informing adjacent property owners of their possible eligibility for annexation was sent out on September 11, 2020. Said notice was sent because this annexation utilizes annexation of right-of-way to satisfy contiguity requirements of Colorado Revised Statues, and CRS 31-12-105(e.3) requires such notification.

Notice for the Planning \& Zoning Commission hearing was published in the local paper of widest circulation, the Johnstown Breeze, on Thursday, September 24, 2020. This notice provided the date, time, and location of the Planning and Zoning Commission hearing, as well as a description of the project. Notices were mailed to all property owners within 500 feet of the property in question. This notice included a map of the proposed annexation and zoning.

On Monday, September 21, Town Council passed Resolution 2020-27, finding the proposed annexation in substantial compliance with Colorado Revised Statues and the Colorado Constitution. This resolution set the public hearing date for the proposed annexation as Monday, November 2, 2020.

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Notice for the November $2^{\text {nd }}$ Town Council hearing was published in the local newspaper of widest circulation, the Johnstown Breeze, beginning on Thursday, October 1, 2020. This notice provides the date, time, and location of the Town Council hearing, as well as a description of the project. This notice, along with a copy of Resolution 2020-27, is published in the Johnstown Breeze for four (4) consecutive weeks. Notices will be mailed to all property owners within 500 feet of the property in question, including a map of the proposed annexation and zoning.

## NEIGHBORHOOD MEETING

An online neighborhood meeting was held on Tuesday, September 29, 2020. Notice for said meeting was mailed to all property owners within 500 feet of the proposed annexation on Wednesday, September 16, 2020, advertising the meeting time and place. Town Staff and the Applicants team were present and roughly a dozen neighbors attended. See the neighborhood meeting summary (Attachment 5) for a summary of comments and concerns.

## ANALYSIS

Annexation: This annexation is being considered by the Town for the following reasons:

1. At least $1 / 6$ of the area to be annexed for each individual annexation is contiguous to the Town of Johnstown boundary.
2. The property is planned to be zoned and developed as urban-level development.
3. The property is located within the Town of Johnstown Growth Management Area.
4. The Town is capable of providing water, sewer, and police service to the property.
5. The Town is authorized to annex the area without an election under Section 30(b) of Article II of the Colorado Constitution.

## Johnstown Comprehensive Plan Alignment

P.2-5: The intersection of WCR 44 \& WCR 13 is marked as a "village center", in compliance with the commercial proposed at this intersection as part of this ODP.

Goal CF-1: New development achieves the community's goals and is consistent with the Town's vision building blocks.
This proposal will create a new village center and add green space and new neighborhoods.

Goal CF-2: Beautiful Town gateways and entries at major intersections - gateways.
The proposed annexation sits at the corner of WCR 13 (Colorado Blvd.) and WCR 44, which has a major interchange with l-25 just two (2) miles west. This intersection will be a gateway into town for those coming from that interchange. Additionally, this intersection, while not called out as a gateway in the 2006 Comprehensive Plan, will act as at least an interim southern gateway into town. The golf course

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corner at WCR 11 and WCR 44 will also offer a distinct transition from future adjacent development and announce "arrival" to the Town from the west.

Goal DD-1: A diversified economic base with employment opportunities available to the region - district mix.

The proposed zoning for the property is MU-Mixed Use, which will allow for a mix of commercial uses. In addition, the golf course will provide unique jobs not currently seen within Johnstown.

## Zoning

The current zoning for the property is AG-Agriculture in Weld County. The current zoning and use is subject to Weld County Use by Special Review (USR) number USR-1258, which allows for the operation of a dairy on the property. There are additional USR's granted in the immediate vicinity, including USR558 for a compressor station just north of the site along WCR 13, a dog kennel in adjacent Northmoor Acres as part of SUP-35, and a home business directly west-adjacent in Northmoor Acres for a home business (USR-1538).

The applicant requests zoning PUD-MU, upon annexation. The ODP would allow for a mix of residential uses across up to 188 acres ( $40.7 \%$ ) of the property. There is no overall maximum density for the property. Densities will be controlled by individual planning area, which will establish maximum densities. Planning areas " $A$ " and " $B$ ", which directly abut existing Northmoor Acres, will have a density of no more than five (5) dwelling units per acre. Area "C", located along Colorado Blvd. south of Weld County Road 44, will be allowed a density of up to ten (10) dwelling units per acre. The 41 acre "Area D," north of County Road 44, is designated as either golf or residential use, and shall be allowed densities of at least 5 dwelling units per acre and not more than 20 dwelling units per acre. Area " $D$ " will have increased density due to its proximity to a future major intersection in Johnstown, being Colorado Blvd. and Weld County Road 44.

The ODP also addresses the ability to transfer area and densities between planning areas, up to 30\%, with maximum DU/Ac assigned to residential areas. That transfer-ability allows for some flexibility in terms of size and configuration, as more detailed design ensues with future development plans and platting. The ODP also allows for transfer of commercial acreage from planning area " H " to either planning area " F " or " $G$ ", should that area develop as residential only.

Two areas at this Colorado Blvd. and WCR 44 intersection, totaling 12.12 acres of the proposed annexation, will be designated for commercial development. Additional commercial development is shown at the NW corner of WCR 42 and WCR 13. Commercial development at these intersections is supported by the fact that WCR 13 / Colorado Blvd. (as it is known in incorporated areas) is a major arterial, and a major north-south corridor through not just Johnstown, but Northern Colorado. In fact,

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Colorado Blvd. runs from $88^{\text {th }}$ Ave. in Thornton to just north of Highway 392 in Windsor. These commercial uses will be limited to $50 \%$ lot coverage, and will require at least $20 \%$ landscape area coverage. The remaining 247.89 acres are devoted to use as a golf course.

As part of the annexation agreement, the petitioner has agreed to develop design guidelines for the property. These more detailed guidelines will be in conformance with this proposed ODP and will act as the legal zoning regulation for the property. Said guidelines shall be developed in conjunction with the subdivision and development plan review process for the property. All "individual development" projects (i.e., individual site planning for commercial, multi-family, or golf/clubhouse uses) within the proposed annexation area shall be subject to these future design guidelines. These projects shall require approval from a design review committee and the Johnstown Review Committee. Any development subject to these design guidelines shall require administrative approval only; no hearings before Planning \& Zoning Commission will be required. Hearings on subdivisions and master development plans would still go to hearing, in compliance with current code requirements.

## Development Standards

This ODP sets forth some basic development standards regarding setbacks, building heights, and lot sizes. More detailed design guidelines will be completed with the subdivision and development plan review process, as detailed above. Development standards for residential uses across all four residential planning areas will be consistent with one another. What will change between those planning areas is the allowed uses. In this way, impacts will be reduced to the existing Northmoor Acres, as lower densities are placed nearest that residential development. To further aid this reduction in impact, maximum height for attached single-family residential will be set at $30^{\prime}$, rather than the $35^{\prime}$ more typically seen in most residential developments.

Multi-family residential and commercial buildings require a bit more flexibility given their more-intense nature, and more prominent location. Such development will have a maximum height of 50 ' by right, but will be able to apply for a Conditional Use Grant for buildings above $50^{\prime}$ and up to $70^{\prime}$ in height. Such a provision will allow for increases in height given the correct use and location, while having the ability to mitigate specific impacts. For example, the setback for buildings up to 50 ' is $15^{\prime}$ from both property lines and arterial roadways. A Conditional Use Grant would allow staff to require additional setbacks or other buffering techniques, given the height of a building.

## Infrastructure

Currently, there is no town water or sewer service to the property. The Town does have plans to construct a water main along WCR 13 in 2021, which will provide future service to the property.

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## ATTACHMENT 4

Sewer service will be provided by the Town of Berthoud, as part of an intergovernmental agreement dated $06 / 28 / 2005$. This agreement allows for development constructed on this property to utilize capacity within the Berthoud's wastewater treatment system. The Town will work with the Applicant/Developer to install an eight (8) inch sewer line from Berthoud's sewer system to the site of the proposed annexation and development. Details of timing and financing of infrastructure will be addressed in the proposed annexation agreement, and subsequent development agreements, which are approved by Town Council.

Regarding transportation networks in the area there are both major and minor arterials that border this proposed annexation. As previously stated, Colorado Blvd. is the Town's most significant north-south arterial, traversing from Thornton to Windsor. Weld County Road 44, which intersects with Colorado Blvd. and runs along the northern edge of this proposed annexation. Weld County Road 44 has a major interchange at l-25 roughly two (2) miles to the west. As such, it is important to the town as a major arterial roadway, with an eventual buildout of four (4) lanes. These two roads are vitally important to connectivity and access not just to the southern portion of Johnstown, but to the entire Town in general. Also of note are Weld County Roads 42 and 11. These roads are designated as minor arterials and provide secondary access to the proposed annexation to the south and west. Additionally, High Plains Blvd., CDOT's I-25 Parallel Arterial, is planned to the west of this proposed project.

Vesting of a "Site Specific Development Plan" (per CRS 24-68-101)
Petitioner has requested vesting in excess of the typical three (3) year vesting provided under Colorado Revise Statutes. Petitioner has requested 15 years of vesting for the development and planning of the site. Such vesting would preclude the Town from changing the zoning or allowed uses within the proposed annexation from this proposed ODP, for a period of 15 years. However, a property owner may apply to change the zoning or amend the ODP at any time, which would render the extended vesting period moot in that area, if changes are approved This vesting is addressed in a proposed annexation / development agreement that will be discussed at Town Council as part of the overall annexation and zoning matters.

It is unusual for zoning to be vested, as a legislative action; however, there are details within the Outline Development Plan in terms of densities and design standards that are more typically subject to vesting, and that would be covered by that vesting period. In this case, the Applicant recognizes the long timeline for full build-out of this property, and wanted to ensure they are able to continue to move forward on their vision over the lifetime of the project.

## Staff Concerns

Staff is concerned with the proposed golf use for the property. The application is proposing a golf course as primary focus of their overall development. Golf courses create great value on adjacent areas, may attract associated commercial uses, and most consider them to be quite attractive - they also utilize

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enormous amounts of water to keep them green and playable. With future development plans, Staff strongly encourages specific efforts at water conservation and incorporating natural areas and alternative landscaping adjacent to the course. Golf courses also utilize many chemicals for fertilizing to keep the grounds attractive and playable. These chemicals can create harmful runoff that infiltrates surface water and can have dramatic negative effects on surface water and aquatic life. The operations of the future course should work with the Town to ensure appropriate water quality treatment, and state-of-the-art treatments to avoid unnecessary impacts on the water shed. And, while a golf course is no doubt attractive, there are potential social equity issues with any such development; namely whether or not it will be public or private, and the cost of membership, and other considerations. The Town certainly permits a golf course as a use; Staff would appreciate any considerations to ensure this "community amenity" can indeed be reasonably enjoyed by our entire community, and be designed and operated to the best benefit of adjacent waterways and wildlife.

Staff is further concerned with zoning of portions of the property. The intersections of WCR 13 \& 44 and WCR $13 \& 42$ are future major intersections for the Town, especially WCR $13 \& 44$, with its direct access to $\mathrm{l}-25$ two (2) miles to the west. The small amount of commercial zoning at these intersections is concerning largely due to the potential viability of these intersections as commercial drivers and centers of activity. The Town may want to encourage larger-scale commercial or retail, vs low-density residential, at such vital intersections. The "transfer" clause in the ODP may assist somewhat with any commercial enterprise that wishes to expand beyond the current small acreage show; however, there is concern that residential could do the same and claim more "commercial" areas for residential use. Residential is often (relatively) easier and faster to develop and market; whereas commercial wants to see nearby residential in place prior to development. Protecting our vital intersections should be a consideration as the Town continues to develop. Density and scale of commercial and retail development at these intersections is important to the development of the south portion of Johnstown, and to Johnstown as a complete community.

## RECOMMENDED PLANNING AND ZONING COMMISSION FINDINGS AND MOTIONS

## Item \#1 Annexation: Podtburg Annexations \# 1-5

It is recommended that Planning and Zoning Commission send a positive recommendation to Town Council that the Podtburg Annexations \#1-5 be approved based upon the following findings:

1. The area is contiguous to the Town of Johnstown along at least $1 / 6$ of its boundaries.
2. The property is located within the Town of Johnstown Growth Management Area.
3. The Town can adequately and efficiently provide utility and police services.

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4. The proposed zoning is consistent with the Town of Johnstown Comprehensive Plan.
5. The property is eligible for annexation without election pursuant to the Colorado Constitution Article II, Section 30(b).

## Recommended Motion

Based on the application received, associated submittal materials, and the preceding analysis, the Planning \& Zoning Commission finds that the request for the Podtburg Annexation \# 1-5 furthers the Johnstown Area Comprehensive Plan goals, and is compatible with all other applicable Town standards and regulations, and therefore moves to recommend to the Town Council approval of the Podtburg Annexation \# 1-5 based upon the findings as stated in the staff report.

## Alternate Motions

A. Motion to Approve with Conditions: "I move that the Commission recommend to Town Council approval of the Podtburg Annexation \# 1-5 with the following conditions..."
B. Motion to Deny: "I move that the Commission recommend to the Town Council denial of the Podtburg Annexation \# 1-5 based upon the following..."

## Item \#2 Zoning: Podtburg Annexation \# 1-5 - Establishment of Zoning

It is recommended that Planning and Zoning Commission send a positive recommendation to Town Council that the requested zoning of PUD-MU for the Podtburg Annexation \# 1-5 be approved based upon the following findings:

1. The proposed zoning is consistent with the Town of Johnstown Comprehensive Plan.
2. The proposed zoning and accompanying uses are the best use for the area, namely commercial uses at the major intersections.

## Motion

Based on the application received, associated submittal materials, and the preceding analysis, the Planning \& Zoning Commission finds that the request for PUD-MU zoning for the Podtburg Annexation \# 1-5 furthers the Johnstown Area Comprehensive Plan goals, and is compatible with all other applicable Town standards and regulations, and therefore moves to recommend to the Town Council approval of the request for PUD-MU zoning for the Podtburg Annexation \# 1-5 based upon the 2 findings as stated in the staff report.

## Alternate Motion

Motion to Deny: "I move that the Commission recommend to the Town Council denial of the request for PUD-MU zoning for the Podtburg Annexation \# 1-5 based upon the following...."

Planner:


Darryll Wolnik
Planner II

Reviewed by:


Kim Meyer
Planning \& Development Director

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