

STAFF REPORT
April 20, 2006

No. 06PL042 - Layout Plat

ITEM 31

GENERAL INFORMATION:

PETITIONER	DGM Development and Echo Development
REQUEST	No. 06PL042 - Layout Plat
EXISTING LEGAL DESCRIPTION	Lots 10 & 11 of Madison's Subdivision, located in the SE1/4 SW1/4, Section 13, T2N, R7E, BHM, Rapid City, Pennington County, South Dakota
PROPOSED LEGAL DESCRIPTION	Lots 1 thru 190 Madison's Subdivision, formerly Lots 10 & 11 of Madison's Subdivision, located in the SE1/4 SW1/4, Section 13, T2N, R7E, BHM, Rapid City, Pennington County, South Dakota
PARCEL ACREAGE	Approximately 10 acres
LOCATION	500 feet north of Country Road and adjacent to the west side of Haines Avenue
EXISTING ZONING	Medium Density Residential District
SURROUNDING ZONING	
North:	Medium Density Residential District
South:	Medium Density Residential District (Planned Residential Development)
East:	Low Density Residential District
West:	No Use District
PUBLIC UTILITIES	City sewer and water
DATE OF APPLICATION	3/24/2006
REVIEWED BY	Vicki L. Fisher / Bob Dominicak

RECOMMENDATION:

Staff recommends that the Layout Plat be approved with the following stipulations:

1. An Exception is hereby granted to waive the requirement to provide visitor parking at a ratio of one space per unit located within 300 feet of the unit with the stipulation that a minimum of 57 visitor parking spaces be provided along Pearl Boulevard and within the common area;
2. An Exception is hereby granted to reduce separation between driveways from 35 feet to five feet with the stipulation that no on-street parking be allowed along the access easements;
3. An Exception is hereby granted to allow the access easements to serve ten lots in lieu of

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- four lots as per the Street Design Criteria Manual with the exception of Roberta Drive and Pearl Boulevard which shall be dedicated as right-of-way;
4. Prior to submittal of a Preliminary Plat application, an Initial and Final Planned Residential Development shall be submitted for review and approval to allow a 190 townhome lot development on the subject property or the plat document shall be revised to meet the minimum lot size requirement of 4,000 square foot per townhome lot;
 5. Prior to submittal of a Preliminary Plat application, the plat document shall be revised to show Roberta Drive extending to the north lot line of the subject property;
 6. Upon submittal of a Preliminary Plat application, a geotechnical report including pavement design shall be submitted for review and approval. In addition, the geotechnical report shall include soils resistivity tests for review and approval. If results of the soils resistivity test indicate severe potential towards corrosion of buried metal products, then information shall be provided demonstrating that corrosion protection per Rapid City Standard Specifications is adequate protection or additional corrosion protection as needed for buried water system metal fixtures shall be provided;
 7. Upon submittal of a Preliminary Plat application, a grading plan and an erosion and sediment control plan for all improved areas shall be submitted for review and approval;
 8. Upon submittal of a Preliminary Plat application, a drainage plan designed in accordance with the Haines Avenue Drainage Basin Plan shall be submitted for review and approval. In particular, the drainage plan shall include calculations demonstrating that discharge from any site facilities will result in net drainage basin run-off not exceeding pre-development flow rates or local detention facilities shall be provided or expanded as necessary. In addition, the plat document shall provide drainage easements as needed;
 9. Upon submittal of a Preliminary Plat application, a utility master plan including public and private utilities shall be submitted for review and approval;
 10. Upon submittal of a Preliminary Plat application, sewer plans prepared by a Registered Professional Engineer showing the extension of sanitary sewer mains and service lines shall be submitted for review and approval or a Variance to the Subdivision Regulations shall be obtained. In addition, the plat document shall be revised to provide utility easements as needed;
 11. Upon submittal of a Preliminary Plat application, water plans prepared by a Registered Professional Engineer showing the extension of water mains shall be submitted for review and approval or a Variance to the Subdivision Regulations shall be obtained. In addition, the water plans shall demonstrate that adequate fire and domestic flows are being provided. The plat document shall also be revised to provide utility easements as needed;
 12. Upon submittal of a Preliminary Plat application, a traffic analysis shall be submitted for review and approval. In addition, turn and/or deceleration lanes shall be provided along Haines Avenue as needed based on the Traffic Impact Analysis;
 13. Upon submittal of a Preliminary Plat application, road construction plans for Pearl Boulevard shall be submitted for review and approval. In particular, the road construction plans shall show the street located in a minimum 52 foot wide right-of-way and constructed with a minimum 27 foot wide paved surface, curb, gutter, sidewalk, street light conduit, water and sewer or a Variance to the Subdivision Regulations shall be obtained. In addition, the permanent turnaround at the end of the cul-de-sac shall have a minimum 110 foot diameter right-of-way and a minimum 92 foot diameter paved surface;
 14. Upon submittal of a Preliminary Plat application, road construction plans for Roberta Drive shall be submitted for review for review and approval. In particular, the road

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- construction plans shall show the street located in a minimum 52 foot wide right-of-way and constructed with a minimum 27 foot wide paved surface, curb, gutter, sidewalk, street light conduit, water and sewer or a Variance to the Subdivision Regulations shall be obtained;
15. Upon submittal of a Preliminary Plat application, road construction plans for the cul-de-sac streets shall be submitted for review and approval. In particular, the cul-de-sac streets shall be located in a minimum 49 foot right-of-way and constructed with a minimum 24 foot wide paved surface, curb, gutter, sidewalk, street light conduit, water and sewer or a Variance to the Subdivision Regulations shall be obtained. In addition, the construction plans shall identify the construction of a permanent turnaround at the end of the cul-de-sacs with a minimum 110 foot diameter right-of-way and a minimum 92 foot diameter paved surface or a Variance to the Subdivision Regulations shall be obtained;
 16. Upon submittal of the Preliminary Plat application, a fire hydrant design plan showing the location of fire hydrants and water lines, including the size of the proposed water lines, shall be submitted for review and approval or a Variance to the Subdivision Regulations waiving the requirement to provide a central water system shall be obtained. In addition, the International Fire Code shall be continually met;
 17. Upon submittal of a Preliminary Plat application, a cost estimate of the subdivision improvements shall be submitted for review and approval;
 18. Prior to submittal of a Final Plat, the plat document shall be revised to show a ten foot wide planting screen easement along Haines Avenue or a Variance to the Subdivision Regulations shall be obtained;
 19. Prior to submittal of a Final Plat application, the plat document shall be revised to provide non-access easements in compliance with the Street Design Criteria Manual;
 20. Prior to submittal of a Final Plat application, the existing single family residence and shed shall be removed from the subject property or surety shall be posted to insure that the structures are removed;
 21. Prior to submittal of a Final Plat application, the applicant shall submit street names to the Emergency Services Communication Center for review and approval. In addition, the plat document shall be revised to show the approved street names;
 22. Prior to submittal of a Final Plat application, the applicant shall submit proof of the legal entity which will provide the mechanism for road maintenance of the access easement(s) for review and approval; and,
 23. Upon submittal of a Final Plat application, surety for any required subdivision improvements that have not been completed shall be posted and the subdivision inspection fees shall be paid.

GENERAL COMMENTS:

The applicant has submitted a Layout Plat to subdivide approximately ten acres into 190 townhome lots. In addition, the applicant has submitted a Variance to the Subdivision Regulations to waive the requirement to install sidewalk and street light conduit along Pearl Boulevard and to waive the requirement to install curb, gutter, sidewalk and street light conduit along the access easements as they extend through the subject property. The applicant has also submitted an Initial Planned Residential Development request to allow a 190 unit townhome development on the subject property. (See companion items #06SV015 and 06PD017.)

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The property is located approximately 375 feet north of the intersection of Country Road and Haines Avenue on the west side of Haines Avenue. Currently a single family residence and a shed are located on the property.

The Layout Plat is an informal preliminary review of a proposed subdivision to identify any major issues prior to platting. It is intended to provide the subdivider with an informal process where major issues may be identified and general agreements may be reached with Rapid City as to the form of the plat. Comments regarding the Layout Plat are based on the level of detail provided. All specific details of the subdivision may not be addressed as part of the Layout Plat approval but the major concerns and issues are identified based on the information provided. All applicable Subdivision Regulations, Zoning Regulations, Street Design Criteria Manual, and any other applicable regulations will need to be met as part of the Preliminary and Final Plat. Any waiver from the Rapid City Municipal Code or the Street Design Criteria Manual will require a formal variance request or a special exception whichever is applicable.

STAFF REVIEW:

Staff has reviewed the Layout Plat and has noted the following considerations:

Zoning: The property is currently zoned Medium Density Residential District. The applicant is proposing to create 190 individual townhome lots within one townhome development lot. Each individual townhome lot will be 22 feet X 24 feet or 24 feet X 24 feet creating a lot in the footprint of the proposed townhome. The Zoning Ordinance requires a minimum lot size of 4,000 square feet for a townhome lot. However, Chapter 17.50.040 states that "if the Conditional Use Permit procedure is utilized, density should not exceed one dwelling unit per 2,250 square feet. The requirements of open space on individual townhouse lots may be waived, but the overall open space requirement of 600 square feet per unit for the townhouses development lot shall remain. The Planning Commission and the City Council may also allow an individual townhouse lot to consist of only the townhouse structure and minimum setback, if a determination is made that common open space is adequate in size and appropriate in location."

An Initial and Final Planned Residential Development is a Conditional Use within the Medium Density Residential District. The overall density of the proposed townhome development is 2,290 square feet per lot. In addition, 718 square feet of open space is being provided per lot within the common area. Staff is recommending that prior to submittal of a Preliminary Plat application, an Initial and Final Planned Residential Development must be submitted for review and approval to allow a 190 townhome lot development on the subject property or the plat document must be revised to meet the minimum lot size requirement accordingly.

Drainage: As part of the Preliminary Plat application, a grading plan and an erosion and sediment control plan for all improved areas must be submitted for review and approval. In addition, a drainage plan in accordance with the Haines Avenue Drainage Basin Plan must be submitted for review and approval. In particular, the drainage plan must include calculations demonstrating that discharge from any site facilities will result in net drainage basin run-off not exceeding pre-development flow rates or local detention facilities must be provided or expanded as necessary. Staff is recommending that upon submittal of a

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Preliminary Plat application, a drainage and grading plan, as well as an erosion and sediment control plan, must be submitted for review and approval. In addition, the plat document must be revised to provide drainage easements as necessary.

Sewer: Sewer plans prepared by a Registered Professional Engineer showing the extension of sanitary sewer mains and service lines must be submitted for review and approval. Upon submittal of a Preliminary Plat application, the construction plans must be submitted for review and approval as identified or a Variance to the Subdivision Regulations must be obtained. The plat document must also be revised to provide utility easements as needed.

Water: Water plans prepared by a Registered Professional Engineer showing the extension of water mains must be submitted for review and approval or a Variance to the Subdivision Regulations must be obtained. In addition, the water plans must provide calculations demonstrating that required domestic and fire flows are being provided. In addition, the plat document must also be revised to provide utility easements as needed.

Fire Department: The Fire Department has indicated that all streets and turnarounds must be designed and constructed in compliance with the Street Design Criteria Manual and the Uniform Fire Code. In addition, fire hydrants must be in place and operational prior to any building construction. The Fire Department has also indicated that street signs and lot addresses must be posted prior to or in conjunction with any building construction. The International Fire Code will need to be continually met.

Haines Avenue: Haines Avenue is located along the east lot line of the subject property and is classified as a principal arterial street on the City's Major Street Plan requiring that the street be located in a minimum 100 foot wide right of way and constructed with a minimum 40 foot wide paved surface, curb, gutter, sidewalk, street light conduit, water and sewer. Currently, Haines Avenue as it abuts the subject property has been constructed to City Street Design Standards.

It is anticipated that the proposed development will generate approximately 1,520 ADT, average daily trips, at a ratio of eight trips per unit onto Haines Avenue. The City's Traffic Engineer has indicated that a traffic analysis should be submitted for review and approval for any development that generates traffic in excess of 1,000 ADT. As such, staff is recommending that upon submittal of a Preliminary Plat application, a traffic analysis be submitted for review and approval. In addition, turn and/or deceleration lanes must be provided along Haines Avenue as needed based on the Traffic Impact Analysis.

Pearl Boulevard: The Layout Plat identifies Pearl Boulevard extending from Haines Avenue to serve as access to the proposed development. In particular, the Layout Plat identifies Pearl Boulevard as two 17.5 wide lanes separated by a median. In addition, a cul-de-sac bulb is shown to be constructed along Pearl Boulevard approximately 50 feet from the west lot line. The fifty feet of Pearl Boulevard extending west from the end of the bulb to the west lot line is shown to be located within a 52 foot wide access easement.

Pearl Boulevard is classified as a sub-collector street requiring that the street be located in a minimum 52 foot wide right-of-way and constructed with a minimum 27 foot wide paved surface, curb, gutter, sidewalk, street light conduit, sewer and water. In addition, the

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turnaround at the end of the cul-de-sacs must have a minimum 110 foot diameter right-of-way and a minimum 92 foot diameter paved surface. Staff is recommending that upon submittal of a Preliminary Plat, road construction plans for Pearl Boulevard the sub-collector streets be submitted for review and approval as identified or a Variance to the Subdivision Regulations must be obtained.

Roberta Street: Currently, Roberta Street has been constructed to the south lot line of the subject property as a part of the road networking required for the development known as Kateland Subdivision located on the adjacent property. This Layout Plat identifies the extension of Roberta Street from Kateland Subdivision north through a portion of the subject property to Pearl Boulevard. Staff is recommending that Roberta Street be extended to the north lot line of the subject property in order to continue the street connectivity between developments and to alleviate traffic congestion along Haines Avenue as the neighborhood continues to develop. Staff is recommending that the Layout Plat be revised as identified prior to submittal of a Preliminary Plat application.

Roberta Street is identified as a sub-collector street requiring that the street be located in a minimum 52 foot wide right-of-way and constructed with a minimum 27 foot wide paved surface, curb, gutter, sidewalk, street light conduit, sewer and water. Staff is recommending that upon submittal of a Preliminary Plat, road construction plans for Roberta Street be submitted for review and approval as identified or a Variance to the Subdivision Regulations must be obtained.

Access Easements: The Layout Plat identifies 26 foot wide access easements serving as access to the individual townhome lots. The access easements are classified as lane place streets requiring that they be located in a minimum 49 foot wide right-of-way and constructed with a minimum 24 foot wide paved surface, curb, gutter, sidewalk, street light conduit, sewer and water. Staff is recommending that upon submittal of a Preliminary Plat, road construction plans for the access easements be submitted for review and approval as identified or a Variance to the Subdivision Regulations must be obtained.

Experimental Subdivision: A number of special exceptions and variances have been proposed as a part of this subdivision. The applicant has indicated that these exceptions and variances are necessary to provide affordable housing at this site. Staff has supported the applicant's requests as an experimental subdivision noting this is an opportunity to try development standards that vary from those adopted as part of this Rapid City Municipal Code. Once constructed and fully operational, these improvements should be evaluated to determine their appropriateness for wide spread use and possible adoption as part of the City's development standards. However, until such time as a complete evaluation can be made of this experimental subdivision as a functioning residential neighborhood, staff does not support the use of these standards in other developments.

Exceptions: The applicant has submitted the following Exception Requests:

Easement vs. Right-of-way: The Layout Plat identifies access easements serving as direct access to the individual townhome lots. In particular, each easement serves as access to ten lots. However, the Street Design Criteria Manual states that an easement shall not serve more than four lots. As such, the applicant has submitted an exception request to

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allow the easements to serve the ten lots as proposed. The applicant has indicated that the easements will be maintained by the homeowners association. In addition, the Fire Department has indicated that the layout of the development allows for fire apparatus access as needed to provide fire protection to the development. As noted above, the development is being proposed as an experimental subdivision in order to provide affordable housing to this site. As such, staff is recommending that the Exception to allow the access easements to serve ten lots in lieu of four lots be granted. Staff has also noted that Pearl Boulevard and Roberta Drive must be dedicated as rights-of-way since they will provide road connectivity between properties and, as such, is recommending that the Exception request exclude these two streets.

Driveway Separation: The Layout Plat also identifies a five foot wide driveway separation between driveways as they abut the access easements. The Street Design Criteria Manual states that a 35 foot separation between driveways shall be provided or the driveways shall be designed as a shared driveway within a townhome development. The applicant has indicated that small landscaping islands are being proposed between driveways and has, subsequently, requested the Exception. Since the property is being reviewed and approved as a part of a Planned Residential Development to insure that the landscaping will be provided as identified, staff is recommending that the Exception to reduce the driveway separation as requested be granted. Staff is also recommending that no on-street parking be allowed along the easements as proposed by the applicant in order to improve visibility and to minimize traffic constraints along the access easements due to the reduction in the driveway separation.

Visitor Parking: The Layout Plat identifies 22 visitor parking spaces along Pearl Boulevard and 16 visitor parking spaces within the common area located in the western portion of the property. The Street Design Criteria Manual states that visitor parking at a ratio of one space per unit located within 300 feet of the unit must be provided. The proposed development requires 190 visitor parking spaces in lieu of the 38 parking spaces proposed. The applicant has indicated that each townhome will include a two car garage to accommodate a majority of the visitor parking needs. Staff has noted that the garage(s) may provide for some visitor parking; however, many occupants may have more than one vehicle. As such, staff is recommending that a minimum of 30% of the visitor parking spaces be provided along the street(s) or within the common area for a minimum of 57 spaces.

Staff believes that this proposed plat generally complies with all applicable Zoning and Subdivision Regulations assuming compliance with the stated stipulations.