# Memorandum City of Lawrence Planning \& Development Services 

TO: Lawrence Douglas County Planning Commission

FROM: Sandra Day, Al CP, Planner II
CC: Scott McCullough, Director of Planning and Development Services
Date: November 8, 2013

## RE: PP-13-00338; Preliminary Plat for Menards revised submittal

Attachment A: November Submittal of Preliminary Plat.<br>Attachment B: October Submittal of Preliminary Plat.<br>Attachment C: Concept of Development.<br>Attachment D: Ousdahl Road Right-of-Way Exhibit.<br>Attachment E: Watkins Letter dated 10.16.13 and applicant's Response Letter<br>Attachment F: Revised Site Plan submittal dated 11.12.13<br>Attachment G: Applicant's letter dated 11.12.13

## Summary

Prior to the October $21^{\text {st }}$ Planning Commission, the applicant for the Menards preliminary plat requested deferral of the consideration of the item. The applicant submitted a revised Preliminary Plat for staff's review and recommendation to the Planning Commission on October 24, 2013. The applicant is requesting approval of a revised version of the preliminary plat included in the November Planning Commission Packet as Attachment A.

The staff report included in the October Planning Commission packet recommended approval of the preliminary plat subject to one condition regarding the right-of-way for Ousdahl Road. The October version also included a variance request from the right-of-way width for $31^{\text {st }}$ Street. The previous version of the preliminary plat is identified as Attachment B.

Key changes between the October and November versions include the following:

1. Reduced area for Lot 1 (Menards) from: 24.49 ac. to 21.36 ac.
2. Increased area for Lot 2 (Lot 3 in previous version) from: 1.57 ac . to 5.28 ac .
3. Modified interior access drive east/west alignment and modifying area of lots along $31^{\text {st }}$ Street.
4. Reduced width of Ousdahl Road (east half) from proposed 40' access and utility easement) to a 20 ' utility easement.

The cumulative effect of these changes creates an additional large pad site to the east of the Menards property and would deny the opportunity to improve and complete Ousdahl Road to the north property line of the adjacent property.

## Variance for $\mathbf{3 1}^{\text {st }}$ Street

Regardless of the version proposed, a variance is required from the right-of-way requirement for $31^{\text {st }}$ Street as discussed in the October staff report. Staff recommends approval of the requested variance for a reduced width for $31^{\text {st }}$ Street. The existing 50' right-of-way combined with the proposed easements along the south property line shown in both versions of the drawing ( $20^{\prime}$ pedestrian and utility easement) are sufficient to address infrastructure requirements in this area.

## Planned Development Pattern

During the original development discussed earlier this year, a very developed concept plan for this area was the basis for land use recommendations extending commercial development along $31^{\text {st }}$ Street. This concept was based on a single big box user with several smaller lots along the $31^{\text {st }}$ Street frontage. The triangular area known as the Snodgrass residence was added as part of the overall land use discussion for this area and as a terminating point for commercial development along this segment of the corridor.

While the Snodgrass tract includes 8.147 acres, the developable area is restricted by the lot configuration and the presence of floodplain across much of this lot. Development can occur within the regulatory floodplain; however, there are restrictions on the intensity and amount of impervious development that can occur within such a lot. The Concept plan from the summer 2013 meetings is included at Attachment C.

The revised preliminary plat includes two large lots in addition to the Mendards site. One of these lots is the 8 -acre Snodgrass property. The October plat complied with the design concept represented during the comprehensive plan amendment of one site for a single big-box user with several small pad sites. This revised plat includes a smaller lot for the Menards site, four pad sites along $31^{\text {st }}$ Street, and a 5.2-acre pad site between Menards and the Snodgrass lot. This arguably is acceptable in the primary discussion at time of comprehensive plan amendment was to forgo big box development along the $31^{\text {st }}$ street frontage. The revisions would permit a second anchor, though more minor in nature, where the larger Menards would otherwise be developed.

## Michigan Street and 31 ${ }^{\text {st }}$ Street

The proposed preliminary plat will extend Michigan Street a short distance north of $31^{\text {st }}$ Street. There is no planned signal at this intersection at this time. The revised preliminary plat and building layout with the delivery activity located on the east side of the building is likely to result in a desired traffic movement especially truck traffic to access the overall development from Michigan Street. As traffic volumes increase, it is probable that a traffic signal will be warranted at this intersection. As such, the applicant should be required to participate in a fair share of any future intersection improvements. This is typically completed as part of a benefit district for geometric improvements to intersections. The applicant should be advised that a condition of approval of the Final Plat would be the execution of an agreement not to protest the formation of a benefit district for intersection improvements of Michigan Street and $31^{\text {st }}$ Street.

## Ousdahl Road Right-of-Way

The proposed preliminary plat terminates the extension of Ousdahl Road leaving it with only $1 / 2$ of existing right-of-way (along the west side of the centerline). Refer to Attachment D.

The October 2013 plat proposed to complete Ousdahl Road to the north lot line of the adjacent property with a 40' access/utility easement adjacent to the existing right-of-way platted with the final Plat of First National Addition. Staff's recommendation was that Ousdahl Road should be developed as a full width local street (30' of Right-of-way each side). Refer to October Staff Report for recommendation.

Ousdahl Road was designed to accommodate the future redevelopment of the mobile home park with interior connecting streets. The initial submittal of the Menards request included an access arrangement for Ousdahl Road that created a driveway serving Menards that was partially on public right-of-way (the west half of Ousdahl Road) and the remaining portion on private property.

During the review of the preliminary plat for the October Planning Commission meeting, the adjacent property owner to the west expressed interested in options to redevelop a portion of their property that would benefit from access to Ousdahl Road. Staff recommended that Ousdahl Road be extended as a public street.

The most recent submission reverts to the one-half right-of-way with only a 20 ' utility easement proposed to be dedicated on the east side of the street centerline. This current configuration leaves a half street with no development potential for the abutting property to the west. Section 20-810 (e) (9) requires dedication of the remaining one-half of a street. This section specifically states:

Whenever ROW for one-half of a street has been dedicated to bring that street to the then current standards, regardless of whether that half of the street has been improved, a subdivision of land adjoining the other half of the street is proposed; the remainder of the right-of-way shall be dedicated and improved by the subdivider.

Staff recommends the preliminary plat be revised to show a complete street right-of-way per the subdivision regulation requirements noted above.

## Previous and Current Proposed Preliminary Plat design for Ousdahl Road.



October 2013 with 40' ROW and 40' Access/Utility Easement. Easement Highlighted in orange.


November 2013 with 40' ROW and only with 20'30' Utility Easement. Easement highlighted in orange.

Staff recommends the dedication of $30^{\prime}$ of right-of-way east of the centerline of Ousdahl Road extended north to match the existing right-of-way. Additionally the street will need to terminate in a cul-de-sac per section 20-810 (e)(2)(vi).

Street designs require either the street to be extended to accommodate future development of adjacent property or to terminate. Dead-end streets are not permitted per the subdivision regulations. Streets may terminate in a cul-de-sac. The Michigan Street right-of-way is proposed to terminate in a hammerhead to allow turn-around as required especially for emergency vehicles. Likewise, Ousdahl Road must have a proper termination. The street may terminate in a cul-de-sac where the developer of this request must provide his one-half share of the cul-desac or a hammerhead design may be acceptable. When the adjacent property to the west redevelops then the additional right-of-way to match either the cul-de-sac or hammerhead will be acquired at that time. This arrangement provides a connected street pattern with appropriate street termination.

The effect of this recommendation is that the placement of the proposed improvements (Menards Site Plan) must be shifted to the east. This will likely result in a reduction of the width of Lot 2 in the northeast portion of the proposed subdivision.

Staff recommends dedication of right-of-way for the termination of Ousdahl Road to accommodate either a hammerhead or cul-de-sac.

## Interior Access

The proposed subdivision modifies the interior access drive along the north side of the pad sites (Lots $4-7$ ) resulting in lot depth reduction from the originally proposed 275' to the current 245'. Both plat documents maintain the intersection connectivity with the existing access easements to the west. The alignment changes at the intersection with Michigan Street in the revised version. This access easement aligns with the west portion of the hammerhead that terminates Michigan Street within the subdivision.

The location of the interior drive, parallel to $\mathrm{W} .31^{\text {st }}$ Street, serves as a reverse frontage road providing access to all lots within the proposed development. The proposed access drive is aligned such that it creates a 4-way intersection north of $31^{\text {st }}$ Street with the existing access drive to the west for the development within the First National Addition subdivision. The following images show the previous and current proposed alignment of the interior access drive.



## Menards Layout

The significant impact of the combined changes to Ousdahl Road, the interior access drive, and the creation of Lot 2 is the ultimate configuration for site development of the Menards Lot. The October version of the preliminary plat provided the development of a Menards store with direct vehicular access to the exterior storage area for both customers and delivery vehicles along Ousdahl Road. Both subdivision plats include private improvements that are partially within the public right-of-way of Ousdahl Road (existing dedicated $1 / 2$ ROW west of centerline).


The applicant has indicated a desire to flip the site layout and reduce the size of the exterior storage area for the Menards store causing a change to the preliminary plat (abandonment of Ousdahl Road and an increase in Lot 2). The revised site plan concept moves access to the exterior storage yard to the east. The applicant indicates that this design separates the garden area (typically frequented by pedestrians) on the west side of the building from vehicular and
truck access on the east side. The submitted site plan also separates the access drive to the rear of the store (on the west side) from the garden center (on the east side) but located the warehouse in such a way as to be across from the garden area (on the east side) which typically is accessed only by staff and vehicular traffic. These changes to the physical layout of the site impact how the property is subdivided.


Site Plan (submitted) per October Plat


Site Plan (concept)per November Plat
Staff supports a recommendation for approval of the preliminary plat with a revised drawing that shows the dedication of right-of-way for Ousdahl Road per City street standards for width (minimum 60') and an appropriate street termination.

## First National Development Request

Enclosed with the packet for this month's consideration is a request from Dan Watkins on behalf of the adjacent property owner, to require the applicant to incorporate sufficient stormwater infrastructure to accommodate the future development of Tract A located along the west side of Ousdahl Road. [See Attachment E, letter from Dan Watkins dated 10/16/13 and applicant's response letter dated 11.8.13]

Upon adoption of the Comprehensive Plan Amendment earlier this year the boundary line for commercial development along $31^{\text {st }}$ Street was extended to the east. Development of Tract A of the First National Development property provides an additional opportunity for infill commercial development along this corridor. Tract A, originally identified as a designated buffer between commercial and residential uses along the corridor, also serves the dual purpose of providing stormwater detention for the existing development. Tract A is currently restricted to open space and stormwater detention uses (per approved subdivision plat). Development of this property would require several land use approvals including rezoning and replatting.

The request made by Mr. Watkins would result in a type of regional detention that would benefit both property owners in addition to properties both up and down stream. However, there is no policy or code requirement to require the applicant to make such a public accommodation. The applicant's design provides the required stormwater detention basis. Because of the volume of fill needed to elevate the building pad site the borrow area is greater than the required detention volume.

## Summary

The revised preliminary plat was submitted to staff on October 24th and reviewed between October 25th and November 6th. Comments were forwarded to the applicant with notes that revisions were needed by the City Stormwater Engineer, Planning Staff, Fire Prevention Staff, City Utility Engineer, and City Engineer. There has not been an opportunity to consider any revisions to the preliminary plat. Since some technical concerns are still unaddressed, staff recommends the preliminary plat be approved subject to conditions.

## Staff Recommendation

Staff recommends approval of the preliminary plat subject to the following conditions:

1. Dedication of a minimum of $30^{\prime}$ ROW for Ousdahl Road to the north property line of the adjacent property to the west and to include $1 / 2$ of a cul-de-sac or other approved design of a street termination.
2. Provision of a note on the face of the preliminary plat indicating that an agreement not to protest the formation of a benefit district for geometric improvements to the intersection of Michigan Street and $31^{\text {st }}$ Street will be executed with the Final Plat for this property.
3. Provision of a revised preliminary plat to correct the notation of the $60^{\prime} A E \& U E$ on Lot 7 and Lot 1.







Attachment D.

# The Law Offices of 

DANIEL L. WATKINS

901 New Hampshire Street, Suite 200
Lawrence, Kansas 66044

| TELEPHONE: | DANWATKINS@SUNFLOWER.COM FACSIMILE: |
| :--- | ---: | :--- |
| (785) 843-0181 |  |

October 16, 2013
Lawrence-Douglas County Planning Commission
ATTN: Bryan Culver, Chair
City Hall
6 East Sixth Street
Lawrence, Kansas 66044

Re: Conditions of Menard's Preliminary Plat

Dear Commissioners,
On behalf of First National Development, Ltd.,(FND) with this letter I would like to revise the requested conditions to the Menard's Inc. Preliminary Plat, as proposed in my September 25, 2013 letter to the Commissioners. After reviewing the proposed conditions and discussing planning policy with City staff, FND has agreed to withdrawal requested conditions numbered $1,2,3,5$, and 6 . However, FND respectfully requests that the Planning Commission consider proposed condition No. 4. That condition would ensure that Menard's Inc. consider and incorporate sufficient stormwater infrastructure for the development of Tract "A".

Stormwater on the FND property is currently collected in the detention ponds located on Tract " A " and channeled by City easement to the creek situated in lower elevations to the north and west of the FND site. The stormwater plan in the Menard Inc. Preliminary Plat diverts this channeled water into Menard's new detention pond, located immediately to the north of Tract "A". Accordingly, the Menard Inc. Preliminary Plat already plans to accommodate the stormwater from the FND property by diverting it through the stormwater pipes it must install in any event. The proposed condition would simply require Menard, Inc. to properly size the pipe to accommodate FND's stormwater, without detention on the FND site. Because FND is otherwise limited in its stormwater options due to the location of the Menard, Inc. site, this proposed condition is the most efficient process for avoiding future undue hardship to either Menard Inc. or FND.

While FND respects the recommendation and policies of the planning staff, it also acknowledges that the competitive advantage to be gained by Menard's is the result of a change in these policies. This equitable resolution would simply allow FND the same opportunity for development that Menard's would receive with the approval of its preliminary plat.


Dan Watkins
cc: T. Edwards, P. Dellaportas

November 8, 2013

Dear members of the Planning Commission,
As we have moved through the preliminary plat process a request was made on behalf of First National that the existing buffer between the shopping center to the west and the Menards lot be eliminated to accommodate their shopping center's future growth. As part of that request First National has asked that Menards increase the size of a stormwater pipe and pond to accommodate the First National stormwater runoff. We have no opposition to the development of that property or the removal of the buffer. However Menards is not willing to accommodate the additional stormwater runoff.

With the commercial Menards development there is no longer a need to screen the Home Depot from the property to the east. Menards would consent to this buffer being eliminated if it was strictly a physical buffer to reduce a commercial to residential zoning transition. However that is not the case, that parcel also serves as the stormwater detention and treatment pond for the entire First National development. This is not a small development or a small pond. All 21 acres of mostly pavement on the First National development drains into this pond. The purpose of this pond is to accumulate rainwater and stormwater runoff when it rains and slowly release it back into the natural water table. The water is also treated in the pond because it encounters significant vegetation and seeps back into the soil through this natural filter. Without the pond, water would flow freely from the parking lots of the First National development and into Naismith Valley creek, carrying all the pollutants it picked up on the way. This would be very troubling to the natural habitat in Naismith Valley and in the Baker Wetlands.

There are currently two drainage ditches that cross the Menards development property caring stormwater from the east to Naismith Valley Creek. Both of these ditches will be handled in the same capacity they are handled today. Improvements will be made to the drainage ditch to the north so heavy runoff is filtered through the pond at the bottom of the barrow pit and does not flood the neighbors yards as it has in the past. The ditch through the middle of the property will be rerouted to accommodate the store sitting over its existing location. Menards is not taking on any additional stormwater under this scenario, we are simply providing a better alternative to alleviate the existing flooding problems. The First National request would add 21 acres of untreated impervious surface runoff to the Menards property. Stormwater ponds are expensive to maintain and the more water you add the more maintenance that is required. The expenses Menards would incur would be much more than the larger pipe between the properties that was mentioned in the First National letter.

The borrow pit on Menards development was not created strictly as a stormwater pond. If it was it would be significantly smaller. The borrow pit is needed to bring the property up out of the floodplain and closer to the elevation of $31^{\text {st }}$ street and the rest of the neighborhood. Today the property sits significantly lower than the surrounding property,
the borrow pit will provide fill to raise the finished floor elevation of the Menards development.

It seems that because Menards is developing our site with a large borrow area that will handle the stormwater that currently flows across the Menards site the owners of First National feel they are entitled to dump their stormwater into that barrow area as well. It is certainly unreasonable to request that your neighbors assume responsibility for your duties as a property owner. It would be just as unreasonable if Menards requested that First National allow Menards guests to park in their parking lots because we don't feel the need to build our own lot since they have a big lot and we want more outlot space. Or if Menards requested to store our extra products on their property because there is space available. Or if Menards asked First National pay our property taxes because after all they are paying theirs and we are neighbors so why not. None of these would be considered acceptable because as property owners these are our responsibilities. Stormwater runoff is no exception to this responsibility.

Menards is not opposed to First National developing that property however they need to accommodate their own stormwater runoff in a detention pond or in underground tanks. There are certainly viable options available to First National to accommodate their stormwater but pushing it onto the Menards lot is not an acceptable option. A number of plans and supportive materials has been submitted with the preliminary plat but if there is any other information you would like to review please let me know. Thank you.

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November 12, 2013

Dear Planning Staff \& Planning Commission,

I received the comments on the revised preliminary plat and have put together a response to the comments regarding the revised lot configuration.

I want to explain why this lot shift occurred in the first place. The most influential factor was safety. The stores shipping center was previously located under the overhang along the back of the store and has been moved into the warehouse. This was done because of space issues and a large number of delivery vehicles using space next to areas with pedestrian traffic. The shipping center was moved into the warehouse, further away from the store and pedestrian traffic and into a space more suitable for vehicle traffic. This change required 60 feet to be added to the warehouse to accommodate the new space. Because the city restricted Menards to a 200 foot setback to the north property boundary there was no way to add 60 feet to the old warehouse design and still let traffic in and out. So the warehouse was moved to the north edge of the yard where there is more room for the shipping center. This move also moved the warehouse which has high vehicle traffic away from the garden center which has high pedestrian traffic. The more industrial features of the yard such as lumber, pipe, and other building supplies are to the north. Gardening, landscaping, and decorative products are kept to the east, separating the two uses.

There are a lot of benefits to the new warehouse and yard configuration. Menards reduced the size of the lumber yard therefore reducing the size of our impervious footprint. The warehouse was moved away from the garden center area which generally has the most pedestrian traffic resulting in increased safety. This move will significantly benefit the neighbors to the north as well. The loading dock is now located inside the yard and not visible from their yards or homes. The previous configuration was screened as well as possible but now we have now completely eliminated any potential problems with the neighbors and the loading dock. The previous dock required trucks to drive to the end of the road and back into the truck dock. We all know that when large trucks back up they beep pretty loud for safety reasons, they also sit and idle when the trucks are being unloaded. Now all of that noise takes place behind a significant warehouse and wall buffer. Menards screens the lumber yard with a 14 foot tall fence which does a pretty good job of limiting any sights or sounds from reaching nearby properties but now the neighbors have the warehouse as a buffer which is taller and a more substantial buffer. With the whole lumber warehouse as a buffer, a car could be honking in the yard and the neighbors wouldn't hear a thing. The warehouse also screens any lights that would be visible on the back of the Menards store or in the yard. The view of the back of the store has been completely eliminated and replaced with the rear of the warehouse, which will be made up of treated wood. This should be considered a change that benefits the Menards development and the neighbors to the north.

The change does add to the distance delivery trucks need to travel to get from $31^{\text {st }}$ Street to the loading dock. Menards has run multiple simulations on truck turning programs to ensure that there will not be any potential traffic problems. The trucks can make the new turn without any issue from both the Michigan Street entrance and the Ousdahl entrance. Even with the old plan there was no guarantee that delivery trucks wouldn't try to take the Michigan Street entrance and wind up driving down the frontage road to get to the truck dock anyway. It is important to note that a large majority of the five to eight delivery trucks that stop at the store deliver in the early morning or late night when the store is least crowded. This is by design to ensure that products being delivered are stocked on the shelves as soon as possible but it also means less guest traffic at the store during deliveries.

The revised proposal still adheres to the initial concept that staff and the governing bodies were shown several months ago. There is still only room for one big box user (Menards) and six outlot users. The original site plan that staff and the governing bodies saw had 16 acres of outlot space as part of the development. The revised plan has about 14 acres of developable outlot space, which is slightly less than the original plan. Lot 2 immediately east of the Menards lot did get bigger but not as significantly as the plat would lead you to believe. The plat shows 5.28 acres but with the grades and utilities only about three acres are developable. The parking area of Lot 2 can accommodate about 100 parking spaces and a building about twice as big as the previous configuration allowed. This means the lot went from a small restaurant like a Chili's to a Petco or Dollar Store which is a very small change in the grand scheme of retail space. Additionally not all of the 8.4 acre Snodgrass property will be developable due to the floodplain. At this time only about half of that lot can be converted to commercial space which is significantly less than previously represented. Most of the remainder will stay undeveloped 100 year floodplain. One thing to keep in mind is that none of these lots are developed speculatively. Anyone building on this or any of the other lots would need to have a user under contract and start building within a year to ensure that the building would not become vacant.

I urge you to reconsider the requested changes and allow the current site plan and plat to move forward as they truly are the best configuration. With all things considered this plan has about 3 acres less developable space than the previously reviewed plan. Of the 50 acres Menards is purchasing we are only developing about 30 acres. It is hard to argue that this revised plan will be more harmful than the previous plan when there no change to the amount of developable space and the amount of green space that will be left over is greater than before.

The other issue that has come up is the dedication of the Ousdahl right of way. I question why the city would want more public roads and ROW to maintain especially when it is unnecessary in the first place. Menards eliminating the Ousdahl extension took some burden off of the city and took it into the hands of the private developer. As I understand it the property owner to the west would like to explore their options in developing their property that sits between Menards and Home Depot. It would make sense that the city
would want to dedicate this land back to the owners and resolve two separate issues at once. We understand the need for the public utilities to be in easements and we are very willing to grant those easements but 30 feet of unnecessary ROW dedication seems like a stretch.

Thank you for your consideration and I look forward to meeting with you on the $18^{\text {th }}$.
Sincerely,
Menard, Inc.


Tyler Edwards
Real Estate Representative
Menard, Inc. - Properties
5101 Menard Drive
Eau Claire, WI 54703
P: 715-876-2143
C: 715-579-6699
F: 715-876-5998
tedwards@menard-inc.com

# PLANNI NG COMMISSI ON REPORT REGULAR AGENDA PUBLIC HEARI NG FOR VARI ANCE ONLY 

## PRELI MI NARY PLAT FOR MENARDS ADDI TI ON; 1900 W 31 ${ }^{\text {ST }}$ ST \& 1352 N 1300 RD (SLD)

PP-13-00338: Consider a Preliminary Plat for Menards Addition, a 7 lot commercial subdivision, located at 1900 W $31^{\text {st }}$ St \& 1352 N 1300 Rd. Consider variance request from section 20-810 (e)(5) regarding minimum right-of-way for a principal arterial street. Submitted by Menard, Inc. on behalf of Tom Horner III and Bruce Snodgrass, property owners of record.

## STAFF RECOMMENDATI ONS: Variance

1. Approve the variance requested to allow the right-of-way for $31^{\text {st }}$ Street to remain at 50 feet rather than the 75 feet right-of-way requirement in Section 20-810(e)(5) for Principal Arterial Streets.

## STAFF RECOMMENDATI ONS: Preliminary Plat

Staff recommends approval of the Preliminary Plat of the Menards Addition subject to the following condition.

1. Provision of a revised preliminary plat to show a dedication of an additional 30 ' of right-ofway and 10' of adjacent easement for Ousdahl Road extended north.

## KEY POI NTS

- This preliminary plat is for commercial development.
- The primary development is for Lot 1, Block 1 - Menards Store.
- Proposed development includes extension of public streets and infrastructure to serve this property.
- This property abuts $\mathrm{W} 31^{\text {st }}$ Street, a designated arterial street requiring 150' of right-of-way. This segment of the existing street is constructed with a narrower total right-of-way thus requiring a variance.
- A similar variance was approved in January 2012 for this property when considered for the residential development project known as Aspen Heights.


## SUBDIVISI ON CITATI ONS TO CONSI DER

- This application is being reviewed under the Subdivision Regulations for Lawrence and Unincorporated Douglas County, effective Jan 1, 2007.
- Section 20-810(e)(5)(i) requires 150' of right-of-way for a principal arterial street.


## ASSOCI ATED CASES/ OTHER ACTI ON REQUI RED

- A-13-00340; annexation of 8.4 acres
- Z-13-00337; A to CR-FP
- PP-13-00338; preliminary plat


## PLANS AND STUDI ES REQUI RED

- Traffic Study- Study provided and accepted.
- Downstream Sanitary Sewer Analysis - The DSSA letter dated August 19, 2013 (uploaded to ComDev August 20, 2013) provided by Landplan Engineering, P.A. has been reviewed and is accepted for this project to satisfy the criteria required for the DSSA as outlined in AP-76.
- Retail Market Study - refer to CPA-13-00067 and Z-13-00071. Study provided and accepted with the related rezoning application.


## ATTACHMENTS

- Preliminary Plat
- Variance request
- Letter from Daniel Watkins on behalf of First National Development, Ltd.
- Response Letter from Tyler Edwards


## PUBLIC COMMENT

- None received to date.

|  | Site Summary |  |  |  |
| :--- | ---: | ---: | ---: | ---: |
|  | Acres |  | Acres |  |
| Area | 50.992 | Minimum Lot Area | 1.286 | (Lot 4, Block 1) |
| ROW | 1.975 | Maximum Lot Area | 24.492 | (Lot 1, Block 1) |
| Tract A | 8.412 | Average Lot Area | 5.801 |  |
| \# lots | 7 |  |  |  |

GENERAL I NFORMATI ON
Current Zoning and Land Use:

Surrounding Zoning and Land Use:

CR (Regional Commercial) District; Planned Menards store; existing vacant land, former mobile home park and A (CountyAgricultural) and F-F (Floodway Fringe Overlay) Districts; existing residential use and pond Lot 2, Block 1.
To the north
RM12 (Multi-Dwelling Residential), RS7 (Single-Dwelling Residential) and (OS (Open Space) Districts along the north side of Lot 1, Block 1 (Menards Site). Existing residential development and Naismith Valley Park.
To the northeast:
OS (Open Space) City Zoning District and A (Agricultural) County Zoning District; Existing open space.
To the West of Ousdahl Road extended:
PD [Home Improvement Residential PRD]; existing open space/detention areas.
To the west of Tract A:
CS (Commercial Strip) District; existing automotive and mini-storage uses.
PD [Home Improvement PCD]; existing Home Depot and commercial out lots.
To the south:
RM15 (Multi-Dwelling Residential) District between Ousdahl Road and Michigna Street. Existing apartment development.
A (County-Agricultural) and F-F (Floodway Fringe Overlay) Districts; agriculture.

To the south of Tract A:
PD [Home Improvement PCD]. Existing commercial development including Home Depot.

## STAFF REVI EW

This property is proposed for non-residential development with a variety of lot sizes. The primary development is intended for Menards (Lot 1, Block 1) with several pad site lots to the south and east. This property is located on the north side of $\mathrm{W} 31^{\text {st }}$ Street between Ousdahl Road and Michigan Street.

A variance is requested as it relates to the total width of right-of-way for $\mathrm{W} 31^{\text {st }}$ Street. This segment of W 31 ${ }^{\text {st }}$ Street Right-of-way between Ousdahl Road and Michigan Street is 124 feet wide. The minimum required width per the Subdivision Regulations is 150 feet. The right-of-way widens west of Michigan Street is 166 feet.

## Zoning and Land Use

This property includes both existing and pending CR (Regional Commercial) District. The east lot includes Floodplain Overlay District zoning. The majority of the property is vacant at this time. Lot 2, Block 1 includes an existing residence that will be removed with future improvements to the property as part of this redevelopment.

This development will extend the shared use path between W 31 ${ }^{\text {st }}$ Street and the Naismith Valley Park connection. The Preliminary Plat shows the path extending north along the west side of Ousdahl Road then east along the north portion of Lot 1, Block 1. The path will be included in public improvement plans for this development and will include work on City Property to the north to complete the connection.

## Lot and Block Arrangement

This subdivision extends Ousdahl Road and Michigan Street north to serve this development with an interior public access easement between the two streets north of W $31^{\text {st }}$ Street along the rear of Lots 4-7. The CR District requires a minimum lot area of $20,000 \mathrm{SF}$ and a minimum lot width of 150 '. The proposed lot configuration exceeds the minimum area requirements. This design follows a general grid pattern consistent with the development pattern to the west.

Lot 1, Block 1 and Lot 3, Block 1 are designed with public right-of-way that extends north to accommodate a designated turnaround. Each public street connects with the interior east-west public access easement.

Lot 1, Block 1 as designed includes 100 ' of frontage along Ousdahl Road. When combined with the public access easement along the south frontage exceeds the 150' standard. The lot width along the public access easement is more than $700^{\prime}$ wide.

Lot 3, Block 1 includes a total of 70' of frontage along Michigan Street in the southeast corner of the lot. This lot is also designed to provide access from the interior public access easement. The lot width along the access easement is 205.15'. The proposed right-of-way when combined with the public access easement exceeds the 150' requirement.

The design of streets to terminate in this configuration was recommended by staff to limit the amount of public right-of-way required to serve this development. The applicant benefits from this arrangement by gaining more developable land area resulting from minimized building setback
requirements. The City benefits because the total area of public right-of-way to be maintained is minimized.


Figure 1: Existing and Proposed Access

## Streets and Access

The graphic above highlights the existing and proposed right-of-way that will serve this development.

Direct access to W 31st Street from all lots is prohibited. All access will be provided to proposed lots from an interior circulation that includes public right-of-way and interior access easements.

Ousdahl Road at W $31^{\text {st }}$ Street includes $80^{\prime}$ of right-of-way. While $80^{\prime}$ wide, it is classiffied as a local street. Local streets typically only have 60' of right-of-way. This additional width accommodates turn lanes at the intersection. Farther to the north, Ousdahl Road includes only one half of the right-of-way (the west half) dedicated with a Final Plat of First National Addition. The expectation was that the east half of the right-of-way would be dedicated by the property owner upon development of what is today the Menards project.

The Menards Preliminary Plat was orignally submitted with 40 ' of right-of-way (east half) for Ousdahl Road. During the reivew process it was expressed by staff that this street serves only one development/property. Staff commented that the right-of-way would not be necessary and that the burden of long term maintenace should be the property owners'.

Late in the review process a representatve for First National Addition contacted staff to discuss development options for property on the west side of Ousdahl Road. Pending other land use reivew and approval, access to Ousdahl Road extended would be desirable and potentially serve more than just one property. To protect the interests of both property owners, staff is recommending that the applicant for Menards proceed with the dedication of additional right-of-way. Right of way recommended is $30^{\prime}$ (one half of a local street) with an adjacent 10 ' of easement for utilities.

As noted in the summary the total width of right-of-way for W 31st Street as a principal arterial street is required at 150 feet. The street was designed and constructed with less right-of-way, thus a variance is required.

VARI ANCE: Reduce the 150 ft right-of-way requirement in Section 20-810(e)(5) for a Principal Arterial Street to allow the right-of-way for W 31st Street to remain 124' (50' from centerline) for that portion between Ousdahl Road and 593' west of Michigan Street.

Criteria 1. Strict application of these regulations will create an unnecessary hardship upon the Subdivider.

## Applicant Response:

The existing right-of-way for $31^{\text {st }}$ Street in this location is 50 feet wide north of centerline. The regulations would require that the right-of-way be widened to 75'. Generally, the right-of-way for $31^{\text {st }}$ Street in this vicinity is 100 feet wide. The existing right-of-way in this location adequately accommodates a 4-lane street with a center turn lane at the intersection with Ousdahl Road. As a measure to accommodate an extension of the 10-foot wide shared -use path on the north side of $31^{\text {st }}$ Street, this subdivision proposes to dedicate a 20 wide pedestrian and utility easement adjacent to the right-of-way. Strict application of this section of the Subdivision Regulations would unnecessarily remove over half an acre of land from this subdivision for improvements that can be installed within the right-of-way that presently exists.

Criteria 2. The proposed variance is in harmony with the intended purpose of these regulations.
Applicant Response:
The subject property is located adjacent to a stretch of $31^{5 t}$ Street that is already full improved to four lanes, with a center turn lane. Combined with the proposed 20 -foot pedestrian and utility easement, all existing and proposed improvements can be easily accommodated within this space. It is unlikely that this street will need to be widened significantly in the future.

Criteria 3: The public health, safety, and welfare will be protected.

## Applicant Response:

Maintaining the $31^{\text {st }}$ Street right-of-way as it exists will not jeopardize the public health, safety or welfare, nor would increasing its width serve to improve them. $31^{\text {st }}$ Street functions adequately and there are no plans for future improvements on the north side of the roadway which would require additional rights-of-way.

## Staff Finding:

W 31st Street is classified as a principal arterial street in the Future Thoroughfares Map. Per Section 20-810(e)(5), 150 feet of right-of-way must be dedicated for arterial streets when platting property. The applicant is requesting a variance from this requirement to allow the right-of-way to remain at 124 ' with increasing right-of-way along the eastern portion of Lot 2, Block 1.

The property on each side of the street is responsible for dedicating one-half of the required right-of-way; therefore, an additional 25 feet would be required along lots fronting $\mathrm{W} 31^{\text {st }}$ Street.

The right-of-way width is inconsistent from Iowa Street to Louisiana Street. The street profile is not anticipated to change from its current four-lane configuration. Modifications near Louisiana Street to the east are planned and right-of-way has been acquired for that construction project.

The 150 ft principal arterial standard is more typically applied when new streets are planned in new development areas. Granting the requested variance is not opposed to the purpose and intent of the regulations.


Figure 2: Right-of-way inconsistent for length of Arterial Street.

## Utilities and I nfrastructure

Utilities can be extended to serve this development. The proposed Preliminary Plat includes the necessary easements to accommodate infrastructure needs for the proposed development.

## Conformance

The Comprehensive Plan recognizes this area as a future commercial development. The plan also notes that development should provide adequate land use transition between more intense uses and less intense uses. Lot 1, Block 1 includes a 200' area as a designated buffer yard between the commercial development and the residential development to the north.

The preliminary plat is in conformance with the standards and requirements of the Subdivision Regulations and the Development Code.



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| fax | $785 \cdot 843 \cdot 2410$ |
| email info@landplan-pa.com |  |

September 13, 2013

Sandra L. Day
City/County Planner II
Planning Division
6 E. Sixth Street
Lawrence, Kansas 66044
Re: 1900 W. $31^{\text {st }}$ Street - Request for Variance
Dear Sandy,
On behalf of Menard, Inc., I am requesting a variance from Sec. 20-810(e)(5)(i) of the Subdivision Regulations which specifies a 150 -foot right-of-way for all principal arterial streets. The below comments address the criteria for variances as outlined in Sec. 20-813(g)(2):
i. Strict application of these regulations will create an unnecessary hardship upon the Subdivider.

The existing right-of-way for $31^{\text {st }}$ Street in this location is 50 feet wide north of centerline. This regulation would require that the right-of-way be widened to 75 feet. Generally, the right-of-way for $3{ }^{\text {st }}$ Street in this vicinity is $\mathbf{1 0 0}$ feet wide. The existing right-of-way in this location adequately accommodates a 4-lane street with a center turn lane at the intersection with Ousdabl Road. As a measure to accommodate an extension of the $\mathbf{1 0 - f o o t ~ w i d e ~ s h a r e d - u s e ~ p a t h ~ o n ~ t h e ~ n o r t h ~ s i d e ~ o f ~} 31^{\text {st }}$ Street, this subdivision proposes to dedicate a 20 -foot wide pedestrian and utility easement adjacent to the right-of-way. Strict application of this section of the Subdivision Regulations would unnecessarily remove over half an acre of land from this subdivision for improvements that can be installed within the right-of-way that presently exists.
ii. The proposed variance is in harmony with the intended purpose of these regulations.

The subject property is located adjacent to a stretch of $31^{\text {st }}$ Street that is already fully improved to four lanes, with a center turn lane. Combined with the proposed 20 -foot pedestrian and utility easement, all existing and proposed improvements can be easily accommodated within this space. It is unlikely that this street will need to be widened significantly in the future.
iii. The public health, safety and welfare will be protected.

Maintaining the $31^{\text {st }}$ Street right-of-way as it exists will not jeopardize the public health, safety or welfare, nor would increasing its width serve to improve them. $31^{\text {st }}$ Street functions adequately and there are no plans for future improvements on the north side of the roadway which would require additional rights-of-way.

Please let me know if you have any questions and thank you very much for your consideration.
Sincerely,


Brian Sturm, RLA, ASLA, LEED AP

September 26, 2013

Daniel Watkins
901 New Hampshire St Suite 200
Lawrence, KS 66044

RE: September $25^{\text {th }}$ Letter to the Planning Commission

Dear Mr. Watkins,
After reviewing your $9 / 25$ letter to the Planning Commissioners the simple answer to your request is no Menards will not accommodate your requests. To be quite honest your requests are outlandish and unreasonable.

Menard, Inc. has gone through the public process that every applicant goes through and in several cases gone beyond what is required of applicants to ensure that the process progressed smoothly. It seems that you are implying the City of Lawrence gave Menards some special treatment in our application and development because of what were are allowed to build. Times in Lawrence may have changed but one thing is certain, Menards went through the exact same public process every applicant is legally required to go through and the decisions were made by elected members of the Planning Commission and City Commission.

You are certainly welcome to submit an application to the city to expand the buildings on your property, that is your right as a property owner. However you are responsible for accommodating your own onsite stormwater treatment per city code. Several means of onsite and underground stormater treatment are available and I encourage you to investigate those further. Your request that Menards take on the burden of your expansion is unacceptable. Menards fully intends to comply with the rules and regulations the City of Lawrence has established in regards to stormwater on our own property. At the present time two drainage channels flow through the property that we are purchasing. We are required to continue to accommodate that drainage and we have planned accordingly. We have also agreed that the flooding problem that occasionally affects the neighbors to the north and the property we are purchasing can be addressed in our site development plans. This arrangement benefits our property as well as the neighbors to the north. Our stormwater tract is not intended to be a new dumping area for the whole neighborhood.

Just as Menards has properly addressed the city laws, rules, and regulations in a legai manner on its own property you too are expected to do the same. You retain the right as a property owner to go through the legal channels and develop your property as you see fit however it should not be expected that Menards will share in your burden developing your property. As for the conditions suggested at the end of your letter, I cannot believe
as a group with experience developing commercial property you would make them and expect a positive result. You essentially asked that not only does Menards handle your entire stormwater burden but we also pay for the whole engineering operation and put money and effort into your physical site development as well.

Anyone involved in the project will tell you we have been very accommodating so far but this request overreaches what is reasonable and we are not willing to allow it.

Sincerely,
Menard, Inc.


Fyler Edwards
RCal Estate Representative
Menard, Inc. - Properties
5101 Menard Drive
Eau Claire, WI 54703
P: 715-876-2143
C: 715-579-6699
F: 715-876-5998
tedwards@menard-inc.com

## DANIEL L. WATKINS

901 New Hampshire Street, Suite 200

Lawrence-Douglas County Metropolitan Planning Commission
ATTN: Bryan Culver, Chair
City Hall
6 East Sixth Street
Lawrence, Kansas 66044
Re: Menard Addition
Dear Commissioners,
On behalf of First National Development, Ltd., I am writing to request certain conditions be placed on approval of the Preliminary Plat and Rezoning Request associated with the proposed Menard store at 1900 W. 31 ${ }^{\text {st }}$ Street. First National Development developed and owns the property immediately west of the proposed Menard site. That property, collectively known as First National Addition, includes among other businesses, The Home Depot and Best Buy. The site was planned and developed between 1999 and 2003, a time when the City desired to limit commercial development on $31^{\text {st }}$ Street to an area west of Ousdahl.

In addition to bringing Lawrence its first large home improvement store, the development of First National Addition provided other benefits to the South Iowa commercial corridor. The improvements paid for by First National, included:

- Reconstruction and widening of $31^{\text {st }}$ Street from Iowa Street to Ousdahl
- Installation of traffic signals at the primary entrance to Home Depot at $31^{\text {st }}$ Street entrance and at the intersection of $31^{\text {st }}$ Street and Ousdahl Road
- Redevelopment of the parking lot and entrance to the U.S. Post Office

It took about four years for First National Development to work out a plan with City staff, across multiple departments, to ultimately achieve approval for the development that exists today. That planning process, following the recommendations of City staff and desires of Planning and City Commissioners, resulted in the following:

- A $15 \%$ reduction in the size of The Home Depot building between the initial proposal and the building which was approved. While the size of the initially proposed store was consistent with other nearby commercial developments, such as Super Target and the former K-Mart, The Home Depot building was downsized from roughly 118,000 S.F. to 99,000 S.F.
- The creation of a 3.2-acre buffer zone, platted as Tract "A," First National Addition. Tract "A" sits between The Home Depot and the former Gaslight Village Mobile Home Park, now the Menard development. Tract "A" was intended, in accordance with Horizon 2020, as a transition between the community commercial center and the existing residential use of the neighboring mobile home park. Tract "A" was Zoned PRD-1 and viewed by

Planning staff and Commissioners as the eastern boundary of commercial zoning along $31^{\text {st }}$ Street.

- The installation of two stormwater detention ponds within the aforementioned Tract "A." Despite the fact that the City’s Stormwater Engineer approved a drainage study for First National Addition which discharged all runoff directly to the adjacent floodplain, two detention ponds were ultimately required.

Ten years later, the City Commission, with Planning Commission recommendation, has now approved an amendment to the comprehensive plan and a rezoning request submitted by Menard, Inc., which facilitate the development of a new commercial center that will compete aggressively with First National Addition. This approval allows for the construction of a Menard store with nearly double the retail square footage of the neighboring Home Depot and the development of six additional pad sites totaling over 120,000 SF of retail.

This dramatic shift in planning policy and allowed development has direct bearing on First National Addition. There is no longer a need for a transitional buffer zone on the eastern edge of the Addition. With all adjacent property to the First National Additionnorth, south, east and west-now zoned Regional Commercial (CR) and PCD-2, there is no longer any purpose for zoning Tract "A" PRD-1. Moreover, considering the fact the Menard preliminary plat proposes conveying the runoff from First National's Tract "A" into its own large stormwater management pond, the elimination of First National Addition detention ponds is warranted.

First National Development would like to convert the 3.2 acres of obsolete PRD-1 buffer space into viable commercial space which would entail rezoning and replatting this property.

I called Tyler Edwards at Menard on behalf of First National to discuss issues related to complementary zoning of Tract "A" and left a voice message about First National's desire to work cooperatively on the matter. The indirect response from Menard and Mr. Edwards was made to Planning Staff that Menard was not interested in any adjustments or cooperation which would provide competition to their site.

Given the size of the Menard development, as opposed to the severe limitations on the First National Addition, First National Development believes that certain conditions are warranted on the Menard's Preliminary Plat which would allow for efficient redevelopment of First National Development Tract "A" ${ }^{1}$. Those conditions are:

1. Menard amend its Hydraulic and Hydrologic Study to certify that the stormwater management pond proposed with their preliminary plat is sized to accommodate the stormwater runoff generated by a redeveloped First National Addition. Menard is accommodating the City and adjacent neighborhood stormwater detention and can easily do the same for Tract "A" which is also planned to flow into this detention area;

[^1]2. Menard amend its Traffic Study to include the additional traffic which could be generated by a redeveloped Tract "A," First National Addition. The infrastructure and signals paid for by First National Development are already in place provide sufficient capacity for additional traffic and provide benefit to the Menard property;
3. Menard amend its Downstream Sanitary Sewer Capacity Analysis to include the additional wastewater generated by a redeveloped Tract "A," First National Addition. Again, the capacity is in place and can be confirmed with minimal engineering expense;
4. Menard incorporate into its preliminary plat the necessary stormwater infrastructure to divert First National Addition stormwater runoff to the large detention pond located within Menard Addition;
5. Menard provide the City with a written agreement to not protest future rezoning request for Tract "A," First National Addition; and,
6. Menard incorporate into their preliminary plat a driveway curb cut on the west side of Ousdahl Road opposite the planned entrance to the Menard store or such other access location recommended by City staff.
We would be glad to discuss the basis for these proposed conditions and their minimal cost and impact on the Menard development as you consider the Menard Addition Preliminary Plat. Drawings with First National Addition’s Final Plat identifying Tract "A" in relation to the proposed Menard Preliminary Plat are attached to this letter for your reference. FND Tract "A" is in yellow. Thank you very much for your consideration of this equitable request.


Dan Watkins
cc: P. Dellaportas, P. Watkins



FINAL PLAT OF:

## "DUNIGAN SUBDIVISION"

SEC. 14-13-19, LAWRENCE, DOUGLAS COUNTY, KANSAS



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ACKNOWLEDGMENT:
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SURVEY REFERENCE:



PREPARED For:

LAMMEECEE, KANSAS 66046


CERTIFCATION





# The Law Offices of 

DANIEL L. WATKINS

901 New Hampshire Street, Suite 200
Lawrence, Kansas 66044

| TELEPHONE: | DANWATKINS@SUNFLOWER.COM FACSIMILE: |
| :--- | ---: | :--- |
| (785) 843-0181 |  |

October 16, 2013
Lawrence-Douglas County Planning Commission
ATTN: Bryan Culver, Chair
City Hall
6 East Sixth Street
Lawrence, Kansas 66044

Re: Conditions of Menard's Preliminary Plat

Dear Commissioners,
On behalf of First National Development, Ltd.,(FND) with this letter I would like to revise the requested conditions to the Menard's Inc. Preliminary Plat, as proposed in my September 25, 2013 letter to the Commissioners. After reviewing the proposed conditions and discussing planning policy with City staff, FND has agreed to withdrawal requested conditions numbered $1,2,3,5$, and 6 . However, FND respectfully requests that the Planning Commission consider proposed condition No. 4. That condition would ensure that Menard's Inc. consider and incorporate sufficient stormwater infrastructure for the development of Tract "A".

Stormwater on the FND property is currently collected in the detention ponds located on Tract " A " and channeled by City easement to the creek situated in lower elevations to the north and west of the FND site. The stormwater plan in the Menard Inc. Preliminary Plat diverts this channeled water into Menard's new detention pond, located immediately to the north of Tract "A". Accordingly, the Menard Inc. Preliminary Plat already plans to accommodate the stormwater from the FND property by diverting it through the stormwater pipes it must install in any event. The proposed condition would simply require Menard, Inc. to properly size the pipe to accommodate FND's stormwater, without detention on the FND site. Because FND is otherwise limited in its stormwater options due to the location of the Menard, Inc. site, this proposed condition is the most efficient process for avoiding future undue hardship to either Menard Inc. or FND.

While FND respects the recommendation and policies of the planning staff, it also acknowledges that the competitive advantage to be gained by Menard's is the result of a change in these policies. This equitable resolution would simply allow FND the same opportunity for development that Menard's would receive with the approval of its preliminary plat.


Dan Watkins
cc: T. Edwards, P. Dellaportas


[^0]:    Sincerely,
    Menard, Inc.
    

    Tyler Edwards
    Real Estate Representative
    Menard, Inc. - Properties
    5101 Menard Drive
    Eau Claire, WI 54703
    P: 715-876-2143
    C: 715-579-6699
    F: 715-876-5998
    tedwards@menard-inc.com

[^1]:    ${ }^{1}$ The nearly 50 acre size of the Menard development dwarfs not only the FND development but three other incremental commercial expansions allowed on South Iowa from $31^{\text {st }}$ to $35^{\text {th }}$ Street over the past two decades including Target, Penneys/Southwind and Kohls/Old Navy. (See attached drawings).

