

**City of Laramie – Albany County  
PLANNING DEPARTMENT**



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**LARAMIE PLANNING COMMISSION  
24 MAY 2006  
STAFF REPORT**

**FILE:** PUD-06-01 (Jacoby Ridge Conceptual Review)  
**REQUEST:** Conceptual Review of Jacoby Ridge Planned Unit  
Development  
**LOCATION:** East Laramie, generally bounded by Grand Avenue on  
the south, proposed Beaufort Street on the north, 30<sup>th</sup> on  
the west, and proposed 60<sup>th</sup> Street on the east.  
**APPLICANT/AGENT:** Parko Development, LLC / Mentock Engineering  
**OWNER:** University of Wyoming, Warren Livestock  
**PURPOSE:** Mixed Use Golf Course Development.

**BACKGROUND:**

The property is approximately 720 acres and located in east Laramie. Currently portions are located in the city and county. City land is currently zoned LR (Limited One Family Residential) and the county land is zoned County Agriculture (see the attached vicinity map). The ultimate goal of this development is to develop a 27 hole residential golf course development. The applicant is proposing a total of 1000 dwelling units on the property consisting of approximately 683 single family homes and 317 patio homes. This development plan will result in a gross density of 1.38 dwelling units per acre. In addition to residential development, the applicant has indicated a small commercial area may be incorporated into the preliminary development plan at the Willet Drive - 30<sup>th</sup> Street intersection (This is not indicated on the conceptual drawings, but referenced in supporting documents)..

Staff anticipates a petition for annexation relating to the county portion of this property soon. Action on the preliminary plan for the Planned Unit Development (PUD) cannot be taken until the property is annexed. This is because the PUD concept and allowed densities are calculated utilizing underlying zoning districts.

On Tuesday, May 9, 2006 this item was presented to the Urban Systems Advisory Committee (USAC) relating to its relationship to the current Major Street and Highway Plan. Attached is the staff report relevant to the USAC meeting and proposed Major Street and Highway Plan amendments. The USAC Committee postponed action on this item and indicated a strong desire for the continuation of the Grays Gable Collector to the east, and the extension of an unnamed Collector bisecting the eastern portion of the development. USAC mentioned support for changes to the Willet Drive, Boulder Drive, and 45<sup>th</sup> Street Intersection. However, USAC did not comment on staff's proposal to reclassify Willet and Boulder Drives from Collector to Minor Arterial and Minor Arterial to Collector, respectively. USAC also indicated they would prefer general connections to the north, east, and south, and would allow for flexibility in street alignment on the eastern portion of the development as long as east-west and north-south connectivity is preserved. Planning Staff indicated in their staff report to USAC that continuation of the proposed Collector system in the area east of 45<sup>th</sup> Street could result in undesirable traffic volumes on streets designated as Collectors due to the through design. (Note: The vicinity maps have been updated since the USAC meeting to more accurately reflect the PUD boundaries.)

#### **SURROUNDING LAND USE AND ZONING:**

This application occupies a large land area in east Laramie. The eastern edge of the property is bounded on the north and east by county land zoned County Agriculture. Currently the Agriculture land is used for ranching. South of the eastern portion is additional county land owned by the State of Wyoming and is exempt from county zoning. In the Indian Hills area (north of Crow Drive and west of 45<sup>th</sup> Street) land is developed with single family homes, duplexes, and multifamily units on lands zoned R1 (one family) and R2 (limited multiple family), and R3 (Multiple family). Development trends in the Indian Hills area place denser developments such as apartments and twin homes at the southern and eastern edges of the Indian Hills Subdivision. North of the existing golf course is land developed with single family homes on large lots zoned LR. West of the existing golf course is R3 land developed by the University of Wyoming and United States Armory. South of the development are lands zoned a mix of R3, B2, O (Open), and IP (Industrial Park). Currently the IP and O zones remain undeveloped and are adjacent to McCollum Street, Wister Drive, and Joanna Bruner Street. The R3 and B2 zoned lands are developed with a mix of medical office, office, multifamily, and commercial uses.

#### **ANALYSIS:**

The PUD process allows for flexibility in internal roadway widths, setbacks, lot sizes, and density. Some benefits of the PUD process are increased open space, clustering of dwelling units, and innovative design. Through the annexation process zoning will be established for the entirety of the PUD. In the event that the applicant requests to expand the existing LR zoning district, the applicants will be able to development at a density of 5 units per gross acre.

The proposed development plan indicates a density of 1.38 units per gross area. This density would be acceptable with inclusion of the current LR zone, and establishment of the LR zone in the area proposed for annexation. The density is calculated per phase by dividing the proposed number of units by the gross acreage of the phase. (Staff notes that the southern portion of this property will require a zoning change from O to LR to facilitate this PUD.) Below is a table indicating proposed density per phase.

|                  | <b>Dwelling Units</b> | <b>Acreage</b> | <b>Density (d.u./acre)</b> |
|------------------|-----------------------|----------------|----------------------------|
| <b>Phase I</b>   | 239                   | 84.66          | 2.82                       |
| <b>Phase II</b>  | 200                   | 68.76          | 2.91                       |
| <b>Phase III</b> | 123                   | 32.17          | 3.82                       |
| <b>Phase IV</b>  | 179                   | 55.64          | 3.22                       |
| <b>Phase V</b>   | 169                   | 45.63          | 3.70                       |
| <b>Phase VI</b>  | 90                    | 25.46          | 3.53                       |

Since density is reviewed per phase (final development plan) staff believes that the proposed densities will be allowed with an underlying LR zone for the entirety of the project.

The applicant is proposing six phases as part of the development. The conceptual development plan indicates that each phase will represent simultaneous development within two different areas of the development (i.e.: Phase One, east of 45<sup>th</sup> Street; and Phase One, between Willet Drive and Grays Gable Road). The applicants have not included a golf course phasing schedule in this development plan, but have indicated that construction of the east 9 holes (East of 45<sup>th</sup> Street) will begin upon approval of Phase One. Staff will require all parts of the golf course be part of a final development plan at the time of development.

As part of the PUD process the development is required to have 20% open space within the development. Currently the applicants are proposing the golf course and a trail system. The total recreation space the applicant is proposing represents approximately 313 acres. This indicates that approximately 43 percent of the PUD will consist of open / recreational space. LMC 17.38.150 (B.) (1.) *"A minimum of twenty percent of the total land area shall be retained as usable open space. Open space shall be defined as an open area designed and developed primarily for the use and benefit of the residents of the development to include but not be limited to, recreation, whether private or public, courts, gardens, or parking for open space uses; it shall not include space devoted to required yards, streets and parking for residential and nonresidential uses."* The proposed golf course will satisfy open space requirements of the PUD. The applicant has indicated that the golf course will be constructed prior to complete build out. This is consistent with the vision of each PUD final development plan including at least 20% of required open space per phase. The applicants have indicated that all open space / recreational spaces will be maintained by the

University of Wyoming (golf course) and a Home Owner's Association (common spaces). None of the proposed open space is proposed for public maintenance.

Although the proposed golf course satisfactorily meets open space requirements for a PUD, however, staff believes that the open space will not benefit non-golf course users in the area. Planning Staff and Parks and Recreation would like to see a true public park space could be incorporated in this area. Currently the nearest park is Kiowa Park, a small "pocket park" located on Bannock Street north of Grays Gable Road. This park is frequently used by neighborhood children and residents on a daily basis. Planning Staff and Parks and Recreation would like to see a public park within the development in order to accommodate future area residents.

The applicant has indicated a small commercial area (approximately 2.4 acres) will be proposed at the northeast corner of Willet Drive and 30<sup>th</sup> Street. Staff would suggest that Neighborhood Business District zoning standards be incorporated into the PUD to ensure that any commercial activity is developed in a controlled manner. Upon development within the commercial portion of the PUD, a site plan must be approved by Planning Commission.

Presently, the Conceptual Plan indicates shows several properties fronting directly upon Willet Drive and Grays Gable Road. Currently Willet Drive is shown as a Collector on the Major Street and Highway Plan and **LMC 17.36.150 (D) Access** indicates that access to Collectors and Arterials should not be allowed. Since this application is a PUD, lot lines could be extended in some instances to indicate access off Local Streets. The applicant has requested a waiver of this requirement in order to discourage multiple cul-de-sacs accessing Collectors..

This application is located in several areas of the Land Use Element (LUE). The LUE is one of the current tools the city uses to help guide future development in the City of Laramie. Area 33 (East Willet Drive) notes drainage concerns in the area. It suggests that if development occurs surface runoff could become a great concern. In the event of development, storm water runoff will need to be directed away from the Spring Creek Channel to prevent flooding in the area. The applicant has provided a detailed drainage analysis that will be reviewed through the PUD process. Additionally, lands to the east have been identified as a recharge area for the Casper Aquifer.

Additionally, the LUE currently was developed at the time a University research park was proposed south of Crow Drive and east of the exiting golf course. The LUE refers to specific types of commercial and light industrial uses that might develop in the area. One common vision of the LUE is to encourage any development in the area to be compatible with adjacent uses. The proposed golf course development could be considered consistent with the LUE.

This development is also located in Area 38 (Northeast Laramie) of the LUE. Major concerns addressed in the LUE indicate a second access to the area will be needed. It is suggested that proposed Beaufort and 45<sup>th</sup> Streets will be able to address access needs. Another major concern are drainage ditches located in the area. Currently ditches exist in the property and sometimes operate at capacity. The LUE notes that development could increase surface runoff in the area and development needs to manage potential storm water runoff problems. Presently the developer has provided a preliminary drainage plan that identifies several storm water detention areas. Storm water detention areas will help address this problem and could prevent catastrophic flooding in the area if engineered correctly. Additional concerns in this area indicate that the proposed development is located in the Casper Aquifer recharge zone. Development will need to be environmentally sensitive as to not pollute the aquifer. At preliminary and final plan approvals, staff requires details on what measures will be taken to ensure protection of the Casper Aquifer. The LUE recognizes that this area is best suited for residential development and development should preserve existing drainage ditches. Crossings of the ditches should be encouraged as to allow connectivity within the development. Also referenced is future 45<sup>th</sup> Street which will provide access to the area.

This proposal does appear to be in line with LUE goals for the area. Additional information will need to be provided at later stages indicating what measures will be taken to preserve existing drainage channels, pedestrian connectivity in the area, and what storm water detention measures will be taken.

#### **NEIGHBORHOOD COMMENTS:**

Staff has received numerous comments from area residents. Comments on the development focus on several items. Notably, concerns relate to a lack of public park area provided, undefined access to lands to the east (state land), and a lack of a trail system. Staff has mentioned these concerns to the developer and they have indicated on addressing an internal trail system and how access will be provided to lands east of the development. From preliminary discussion, the applicant has noted a trail system will exist through the entirety of the development and be accessible to the public at numerous locations. Access points will be provided from points within the residential development and from major streets in the area (Arterials and Collectors). The applicant has indicated that a public trail system will not be provided adjacent to the Spring Creek channel because of potential golf hazards, the possible danger of flooding, and the short distance the channel is within the development. The applicant has indicated a detailed trail system plan will be completed within the week. Staff will try to include that information at the May 24 Planning Commission meeting.

Additional concerns have arisen from area environmental groups relating to possible flood dangers associated with development in the area. Several citizens have noted that a large portion of the development is adjacent to flood channels and believe that this development would increase water runoff, create a

flood prone area, and result in pollution to the Casper Aquifer. The applicant has provided a drainage analysis which will be reviewed during the preliminary and final development stages.

Additionally, several citizens have voiced positive opinion regarding the PUD. They are excited about the redevelopment of the existing golf course and the introduction of new housing stock in Laramie.

**INTERDEPARTMENTAL REVIEW:**

Staff routed this application to various departments on March 14, 2006. Utilities noted concerns of whether or not sewer line capacity existed in the area that can adequately serve a development of this size. Parks notes that they will require land to be set aside in the eastern portion of the property for a future neighborhood park. Parks additionally states the park area should be identified during the annexation procedure. Fire questioned street construction and is curious as to a street phasing schedule. Fire would like to know when streets will be constructed to help provide adequate emergency response to the area. Police noted that this will increase their service area and response times. The Streets Department questioned street right of ways and noted the Major Street and Highway Plan.

**ATTACHMENTS:**

1. Jacoby PUD Vicinity Map
2. USAC Staff Report (2 pages)
3. USAC Vicinity Maps (2)
4. Application Letter (2 pages)
5. Development Summary (4 pages)
6. Conceptual Plan Drawing.
7. Note: A letter will be distributed at the Hearing from the Environmental Advisory Committee (EAC).

**STAFF RECOMMENDATION:**

Staff recommends approval of the conceptual plan for the PUD citing a desire for information on proposed internal pathways within the development, detailed drainage plans within the development, detailed storm water detention analysis/plans, detailed utility information (sewer/water), and details on how the Major Street and Highway Plan will be addressed within the development. Also Staff notes this item will be re-reviewed by the USAC committee, that the proposed commercial development is consistent with the intent of the Planned Unit Development, that individual residential lots shall not have access to Collector or Arterial Streets, and that minimum lot area, width, and yard requirements do not apply within a PUD per LMC 17.38.150.

**PLANNING COMMISSION ACTION (MAY 24, 2006):**

Mr. Bloom gave a summary of the staff report. Staff noted the applicant has provided a conceptual pedestrian circulation plan which was distributed via e-mail several days prior to the meeting.

Mr. Moore expressed concern over the failure to identify common space and green open space, and that a golf course does not meet the needs of children.

Mr. Moore also would like to see an overlay protection area of aquifer delineated on the map, to include fault-lines and springs.

Ms. Hilton questioned how this would connect with state land and trails.

Mr. Hester expressed concern over water pressure and fire flow, and ease of access of emergency vehicles.

Mr. Bloom stated the Utilities department was concerned with the sewer system as to whether or not the existing system had adequate capacity for full build out.

Laramie Urban Systems Advisory Committee will reevaluate streets at a later time, with recommendation for traffic was for Grays Gable to continue with the collector streets.

Mr. Merrill stated that council would have to approve arterial driveways.

Mr. Isakson, Developer for Jacoby Ridge, stated this was in the conceptual plan, a starting point, with 720 acres, 27 hole golf course with a clubhouse, up to 1,000 residential units, and 5.27 miles of trail within the development, the development will be a master plan community, and they have 208 deposits on lots. The golf course is public, and will be owned and operated by University of Wyoming, with the first phase completed in 2009. It will be a 13-14 million dollar facility that will be given to the University debt free. The access for golfers is in the north section, off of 45<sup>th</sup> Street. The golf course will help with water retention.

Ms. Larsen requested more information about open spaces and park space.

Mr. Isakson stated they would consider a place to the north-east, or one closer to the south, with preference to a children's park of 1-1½ acres.

Ms. Hilton commented that the trail follows the streets. Mr. Isakson stated the plan behind the trail was to route people to the Recreation Center or the state land. Different aspects of the trail were then discussed.

Citizens commented about potential problems with flash floods that occur in the canyon area just beyond the proposed site. Also addressed was the Casper

Aquifer recharge area, and it was noted that 60% of Laramie's water comes from the aquifer. Additional concerns were how development may contaminate the aquifer through the use of insecticides, automobile contaminants, and fertilizers, the increase of water usage. Solutions suggested were using native plants, non-toxic fertilizer and less toxic insecticide.

Concern was expressed regarding the trail system, noting it needed better access, the flood plain should be considered for the trail, how to utilize the natural ridge for the trail, and how it should connect with the greenbelt when it is developed.

Concern for lighting and preserving a dark sky was expressed. Mr. Isakson stated that the current golf course watering equipment was old and inefficient, and projected water use for 27 holes is expected to be the consistent with the current usage for the 18 holes.

Mr. Paulekas moved to approve the Jacoby Ridge Conceptual Plan with environmental issues addressed. Mr. Hester seconded.

Ms. Hilton wanted another conceptual plan. Mr. Bloom indicated there would be a Preliminary Plan coming forward. The motion passed 3-1-1 (Ms. Larsen no, Mr. Moore abstaining).