# **Information provided to Planning Commission**



# City and Borough of Sitka

100 Lincoln Street • Sitka, Alaska 99835

Coast Guard City, USA

# **Planning and Community Development Department**

Date: February 6, 2018

From: Michael Scarcelli JD, Director, Planning and Community Development Department

To: Planning Commission

Re: Monumentation Discussion and Direction

#### **KEY POINTS AND CONCERNS:**

- 1. Existing Monumentation Standards are very stringent.
- 2. Existing Monumentation standards have, arguably, not been followed
- 3. Existing Flagging requirements are mandatory and sometimes have no value, but have a cost.
- 4. Proposed monumentation is in-line with practice, provides a standard that is moderate and similar to many other jurisdictions, and reduces development costs from about \$1,500 to \$10,000 versus if all monuments were primary.
- 5. Proposed flagging would occur where circumstances warrant and upon motion of the Commission.

#### **RECOMMENDATION:**

Staff recommends that the Planning Commission recommend approval of this Title 21 code amendment, subject to legal review. Note: Minor changes of a non-material may occur after legal review, which may include adding references to the final monumentation section in other areas of the code for clarity and uniformity.

### **ATTACHMENTS**

Attachment A: Example Plats

Attachment B: Legal Blackline of Code

#### **BACKGROUND**

The current code has stringent requirements for plat submission requirements, specifically the requirements for flagging and primary monumentation. These requirements add significant costs to platting surveys, which can range from adding an additional \$1,500 to \$10,000 to the cost of the survey. Moreover, the existing monumentation requirements are overkill, and in practice these requirements have not been followed. State law does have requirements for monumentation and this proposed change mirrors and complies with those requirements.

On the other side, there are positives to having primary monuments in terms of the quality and potential durability of the monument – but even primary monuments can get destroyed. Placing and recording a primary monument requires more digging, more materials, referencing three bearing objects, et cetera, and is a burdensome task. On the other hand, down the line when replats or development occur, primary monuments are invaluable to reestablish property lines and less likely to be moved or lost. The proposal does incorporate some level of primary monumentation for certain plats. In essence, more complex plats require more primary monuments.

## Final Plat Submission Requirements – What the Existing Sitka General Code States

#### **Minor Subdivisions - Monumentation**

- SGC Section 21.12.010 states under Basic Criteria, "Monuments exist sufficient to locate all proposed lots on the site," and that means legal sufficiency.
- To be legally sufficient, SGC Section 21.12.030 Final Plat, subsection A, states that the Minor Subdivisions Final Plat "shall comply with <u>all</u> major subdivisions final plat submission requirements in Section 21.32.160. emphasis added)."
- SGC 21.32.160 Major Subdivision Final Plat submission requirements states "The plat shall comply with the development and design standards contained in this title ...." This includes the design and monumentation standards set forth in Chapter 21.40, specifically SGC Section 21.40.160 Required monumentation Final Plat monuments.
- SGC Section 21.40.160 Required monumentation Final Plat monuments requires under subsection C, that 'Every subdivision must have a minimum of two primary monuments set or recovered on the boundary of the subdivision. All angle points along the subdivision boundary should have a primary monument. Subsection D, establishes that secondary monuments, "shall be used for property line curvature control, at interior angle points, on interior lines ..."
- While it is staffs' opinion and determination that this requires primary monuments, staff

also recognizes that primary monuments have rarely been required in practice and are not required to such an extent by the state. In addition, there are sections that support flexibility within Title 21 for submission requirements and waiver pursuant to 21.52.

## Minor Subdivisions - Flagging

SGC Section 21.12.030, Final Plat, states "The perimeter of the subdivision shall be flagged with readily viewable marking at least ten days prior to the planning commission hearing." Further, SGC Section 21.40.160 also references flagging in subsection A.2.

## **Major Subdivisions - Monumentation**

- SGC 21.32.160 Major Subdivision Final Plat submission requirements states "The plat shall comply with the development and design standards contained in this title ...." This includes the design and monumentation standards set forth in Chapter 21.40, specifically SGC Section 21.40.160 Required monumentation Final Plat monuments.
- SGC Section 21.40.160 Required monumentation Final Plat monuments requires under subsection C, that 'Every subdivision must have a minimum of two primary monuments set or recovered on the boundary of the subdivision. All angle points along the subdivision boundary should have a primary monument. Subsection D, establishes that secondary monuments, "shall be used for property line curvature control, at interior angle points, on interior lines ..."
- While it is staffs' opinion and determination that this requires primary monuments, staff also recognizes that primary monuments have rarely been required in practice and are not required to such an extent by the state. In addition, there are sections that support flexibility within Title 21 for submission requirements and waiver pursuant to 21.52.

#### **Major Subdivisions – Flagging**

SGC 21.32.050 Preliminary plat review and approval, states that "The exterior of the lots lines of the project shall be flagged tend days prior to the first planning commission hearing on the preliminary plat." And interior flagging if required by municipality. SGC Section 21.32.170 states that the final plat shall be flagged in the same manner. Further, SGC Section 21.40.160 also references flagging in subsection A.2.

#### **State Law Requirements**

**AS 29.40** vests in this home rule chartered municipality the platting authority subject to the following under subsection **100** regarding information required for a plat, to sum: 1) initial point of survey; 2) original or reestablished corner and their descriptions; 3) actual traverse with details; 4) other info as may be required by the municipality.

#### **State Law Sets Forth Minimum of Secondary Monumentation**

Further, **AS 40.15.320**, sets forth the minimum monumentation requirements for subdivisions and dedications for public records and recordings. To sum, it requires, what we would term secondary monuments at all exterior corners for subdivisions of five or less, and all at exterior and interior points for subdivisions for 6 or more.

#### "AS 40.15.320. Monuments.

- (a) In a subdivision with five or fewer lots, the existence of at least a 5/8 inch by 24 inch rebar and cap monument at controlling exterior corners of the subdivision shall be established by the surveyor.
- **(b)** In a subdivision of more than five lots, each interior corner shall be monumented with at least a 5/8 inch by 24 inch rebar and cap.
- **(c)** If a monument of record does not lie on the parcel or tract boundary, the plat shall reflect a boundary survey and tie to a monument of record."

## State Land Survey Requirements (11 AAC 53.100-260)

Under these sections, it sets forth the minimum survey requirements for state land. Under subsection 190, state surveys require a minimum of four primary monuments. In addition, with some deviation, this appears to be the basis or a close approximation for the SGC section on monumentation. Moreover, if state land is in a municipality, the survey is subject to the stricter controls, if any, of the municipality, under subsection 100.

### Platting Authority in Unorganized Boroughs (11 AAC 53.600-740.)

State regs set requirements in unorganized boroughs for subdivisions with 1) five or less lots, and 2) 6 and more lots. In both, these monuments are more similar to our code's secondary monuments versus primary monuments.

#### **Other Municipalities' Requirements**

### Ketchikan Gateway Borough - Example of more lenient code

KGC section 17.10.090 requires the rough equivalent of secondary monuments for its subdivisions for all exterior corners of the subdivision and all lot corners.

# City and Borough of Juneau – Example of similar for majors and example of more lenient for minor subdivision

CBJ Code Section 49.15.453 – Monumentation, requires primary monumentation, similar to SGC, for subdivisions of 6 or more lots; and secondary monumentation, similar to SGC, for 5 or fewer lots.

#### **Anchorage Municipal Code**

#### 21.85.130 - Monuments.

Monuments and lot corner markers for determining the boundaries of subdivisions and lot corners shall be set in a professional manner. Survey monumentation shall conform to such additional standards as the director of public works may establish by regulation under chapter 3.40.

And AMC section 21.08.030(K): *Monuments.* Monuments and lot corner markers for determining the boundaries of subdivisions and lot corners shall be set by a professional registered land surveyor licensed by the state of Alaska. Survey monumentation shall conform to such additional standards as the municipal surveyor may establish by regulation under AMC Chapter 3.40.

#### **RECOMMENDATION**

Staff recommend that flagging be changed to being required by the Planning Commission during review of the concept or preliminary plat only when circumstances such as topography, drainage, setbacks, disputed or uncertain property line, or other development criteria or issues arise that warrant such marking. This would be a departure from mandatory flagging.

Staff recommend that monumentation requirements should meet state minimums for secondary monumentation and detail when primary monumentation should be required. Overall, the proposed language would be a moderate approach.

#### Summary of Proposed Changes and Areas Not Changed That Could Be

The following code sections were reviewed: The sections underlined have had changes, the sections bulleted, have not been changed, but could be, subject to legal review (such change may be a reference to 21.40.160 versus to existing reference)

Support from SGC Code: Under SGC 21.04.020 (J) "To provide for the accurate surveying of land"

21.12.010.B.2. (Minor Sub Code) references monuments sufficient and changed to reference 21.40.160.

21.12.030.A. references flagging and changed to reference 21.40.160 (and may be required)

- 21.16.010.B. (BLA) references in accord with 21.32.160
- 21.20.030.A (Replats) references 21.32.160
- 21.20.040.B. same as above,

- 21.24.010 (Zero LL) references 21.12
- 21.28.040 (B&C) (PUDs)references 21.32.040 (Major Sub Standards)

# 21.32.040.D (Major Sub) references flagging, changed to reference 21.40.160 and may be required

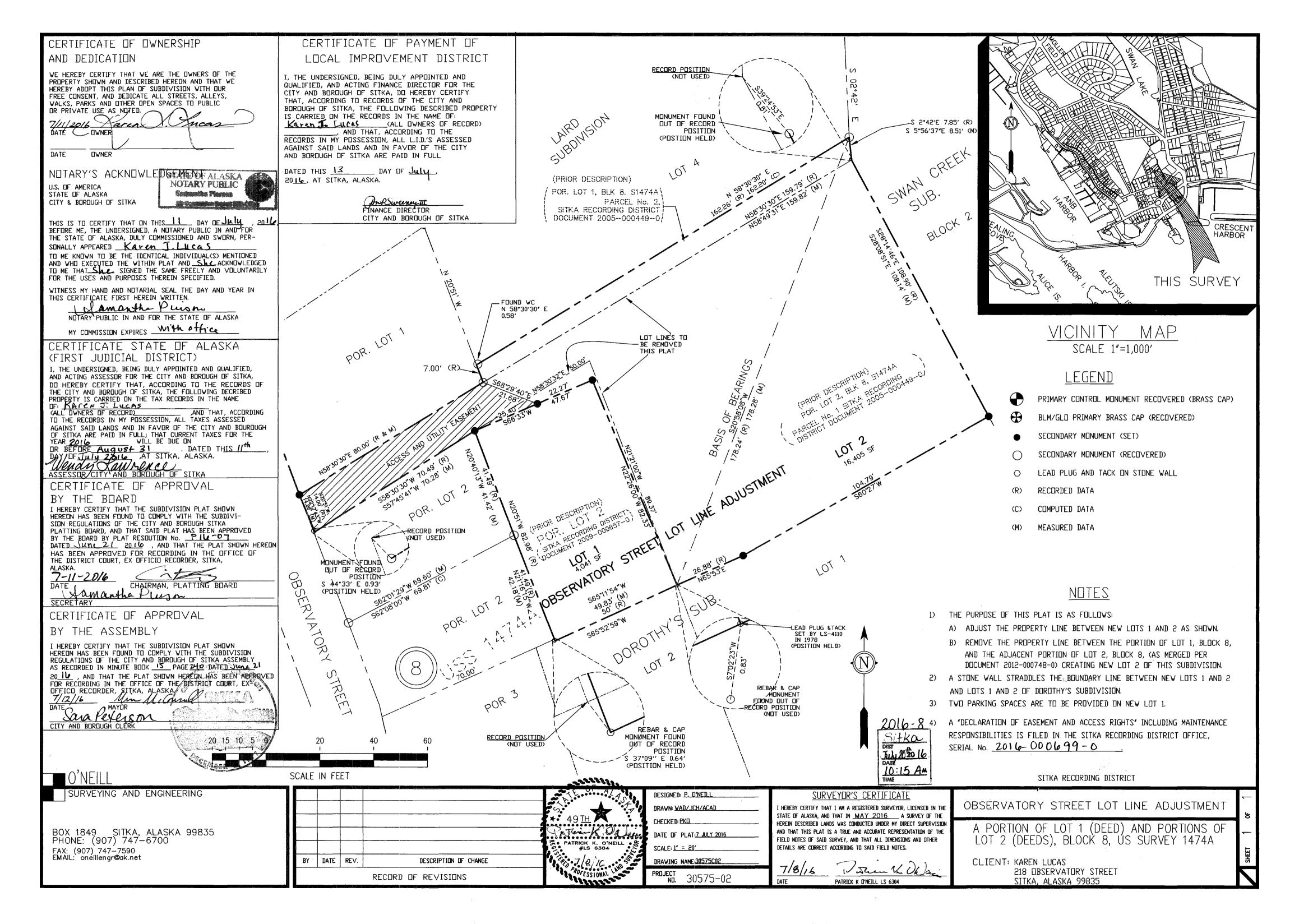
# 21.32.050 ref flagging, changed to reference 21.40.160 and may be required

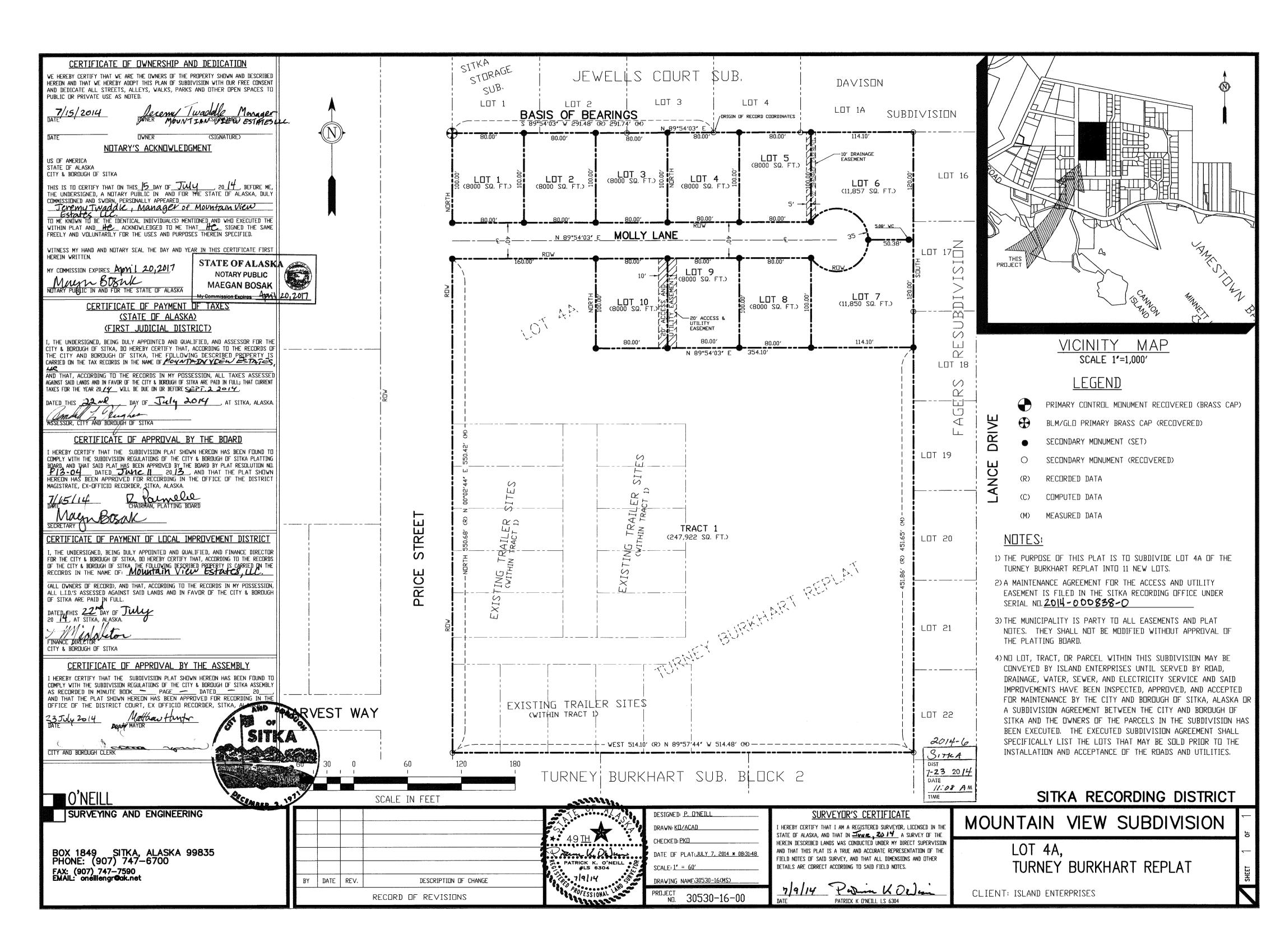
- 21.32.160 reference devl standards in 21 and 22.
- 21.36.020.A. 5 lot hybrid references minor sub
- 21.36.020.B Combi hybrid references major sub.

# 21.40.160 Required Monumentation (A.B (flagging)-E)

## **Recommended Motion**

I move to recommend approval of this Title 21 code amendment pertaining to monumentation and flagging requirements, subject to legal and adminstrative review. Note: Minor changes of a non-material may occur after legal review, which may include adding references to the final monumentation section in other areas of the code for clarity and uniformity.





JANE Q SURVEYOR REGISTRATION No 0000-S (SEAL & SIGNATURE) 13 THIS SURVEY COPPER RIVER MERIDIAN, ALASKA SCALE I = IMILE USGS VALDEZ A-O 1952 VICINITY NAP NOTES I. THIS IS A SURVEY OF PROPERTY AS DESCRIBED BY METES AND BOUNDS IN THE STATUTORY WARRANTY DEED RECORDED IN BOOK OO, AT PAGES 243 AND 244 ON JUNE 24, 1950 IN THE VALDEZ RECORDING DISTRICT 27.89 Ac. USC B GS **'WOLF 1913''** 1100 00 WEST BASIS OF BEARING LEGEND DATE OF SURVEY NAME AND ADDRESS ( OF SURVEYOR OR FIRM) USC & GS TRIANGULATION STATION RECOVERED RECORD OF SURVEY 2 1/2" BRASS CAP ON 1" a 30" GALV IRON PIPE SET THIS SURVEY WITHIN NE 1/4 UNSURVEYED SECTION 13 USC 8 GS TOWNSHIP OO SOUTH, RANGE OD EAST, "HILL 1950" COPPER RIVER MERIDIAN, ALASKA VALDEZ RECORDING DISTRICT DRAWN BY SCALE CHECKED BY FILE NO (INITIAL & CATE) 1" = 200° (INITIAL)

#### 21.12.010 Application.

- A. The minor subdivision plat procedure shall apply to the following plats:
  - 1. Plats that create no more than four additional tracts or lots;
  - 2. Plats that create parcels that will become integral parts of the adjoining lots or rights-of-way;
  - 3. A movement or creation of lot lines that does not result in an increase in the density or number of residential units within the area being subdivided or resubdivided;
  - 4. A subdivision involving the vacation of a street or alley;
  - 5. A subdivision created for a government agency acquisition of a street right-of-way.
- B. Basic Criteria. The following general conditions are necessary for approval of a minor subdivision:
  - 1. No dedications are needed;
  - 2. Monuments exist sufficient to locate all proposed lots on the site, as required by section 21.40.160;
  - 3. The plat includes all contiguous land under common ownership;
  - 4. Maintenance agreements as necessary.
- C. Preapplication. Participation in preapplication procedures as described in the major subdivision plat requirements (Section <a href="https://doi.org/10.1032/j.com/21.32.020">21.32.020</a>) is advised to address any questions regarding the minor subdivision application.

#### 21.12.030 Final plat.

A. A final plat shall be prepared by a registered land surveyor and submitted for planning commission review following the board review of the concept plat. The plat shall comply with all the major subdivision final plat submission requirements in Section 21.32.160. The easements and improvements shall comply with all the applicable standards in Chapter 21.40. It must be submitted at least thirteen days prior to the next planning commission meeting. The perimeter of the subdivision shall be flagged with readily viewable marking at least ten days prior to the planning commission hearing. In addition, the planning effice may require that interior subdivision lot corners shall be marked with two-inch square wooden hubs and flagging ten days prior to the planning commission hearing. Flagging may be required along the proposed plat's existing or proposed boundaries or features as required by the Platting Authority pursuant to section 21.40.160. Notices and a public hearing shall be required and given as provided for Chapter 21.52.

## 21.32.040 Major subdivision—Preliminary plat submission requirements.

- A. In the event the owner or developer does not elect to go through the concept plat review process and submit a complete application at that time, an application for subdivision plat approval shall precede the submission of a preliminary plat. If a previous application does not incorporate any request for any necessary platting variances and vacations, those requests shall accompany the applications. Applications shall be in a form approved by the city.
- B. Preliminary plat applications shall be signed by all persons holding an interest in the property that is the subject of the application. If the applicant intends to develop the land covered by the preliminary plat in phases, the application for preliminary plat approval shall include a master phasing plan specifying the timing and sequence of development.
- C. The preliminary plat shall include all contiguous land under the applicant's ownership even if under separate legal description. If only a portion of the applicant's land is intended for development under the

proposed subdivision, the remaining portion shall be given a tract designation and shall be part of the preliminary and final plat.

D. The applicant shall submit the application for preliminary plat approval, including the following items, within the time required by the city in order for staff review before the regular meeting of the planning commission at which the plat is to be considered. The city shall determine the completeness of the application and notify the applicant if additional information is necessary. The perimeter of the subdivision shallmay be flagged with readily viewable marking at least ten days prior to the planning commission hearing when required pursuant to section 21.40.160. In addition, the planning office may require that interior subdivision lot corners shall be marked with two-inch square wooden hubs and flagging ten days prior to the planning commission hearing. The planning commission review and public hearing shall be scheduled for the earliest possible date depending upon the size and complexity of the proposal.

#### 21.32.050 Preliminary plat review and approval.

The planning commission shall approve, deny, or approve with conditions the preliminary plat at a regularly scheduled meeting and the action shall be given within sixty days of the date of submission of a complete final plat. The exterior of lot lines of the project shall be flagged ten days prior to the first planning commission nearing on the preliminary plat. Flagging of interior lot lines shall be installed at the same time if required by the municipality. Flagging may be required along the proposed plat's existing or proposed boundaries or features as required by the Platting Authority pursuant to section 21.40.160. A delay in commission action may be requested in writing by the applicant, may result from the application being incomplete, or may result from evidence requiring further city consideration. If the plat approval is denied or the applicant is not satisfied with the conditions placed on the plat, the matter shall be reconsidered by the planning commission unless the applicant files an appeal directly to the assembly.

#### 21.40.160 Monumentation and Flagging.

#### A. Generally.

 Required All subdivisions, boundary line adjustments, replats, and any plat that requires approval to shall comply with the required monumentation—Final plat monuments. and flagging as detailed in monumentation and flagging appear in other sections of this code, however, this section shall control.

#### A. Generally.

- Flagging requirements appear in the sections covering preliminary and final plat reviews in other
  chapters of the title. If considered appropriate to facilitate the review of the subdivision, temporary
  wooden hubs may be required to be installed by the municipality during the review process.
  - a. All secondary monuments shall be at least a 5/8 inch by 24 inch rebar and cap at all exterior and interior controlling corners, points, and angles. Monuments shall be capped and stamped with survey grade material and information. Where topography limits depth or type of monument, a reasonable survey grade monument of choice may be used if approved, and this includes setting monuments until reasonable refusal for depth.
  - Secondary monumentation shall be required at all exterior and interior angles, corners, points, and used where needed for curvature control for all subdivisions, replats, and/or reviews under this title.
    - . Where there is an existing and sufficient monument that is accurate and durable, that monument may be used to fulfill this subsection.
    - Primary monumentation may be required for certain plats. A primary monument will fulfill this subsection.
  - 4. The following are the requirements for Primary Monumentation:

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- a. All major subdivisions, Planned Unit Developments, Cluster Subdivisions, small lot subdivisions of more than 6 lots, or any hybrid or combi subdivision of 6 lots or more shall provide at least two (2) recovered or new primary monuments along the boundary of the subdivision at points required by the Platting Authority or Planning Commission.
- All minor subdivisions, zero-lot lines, or hybrid or combi subdivision of 5 lots or less shall
  provide at least one (1) recovered or new primary monuments along the boundary of the
  subdivision at points required by the Platting Authority or Planning Commission.
- c. Primary monumentation for Boundary Line Adjustments, accretion plats, replats, vacation of easements or rights of ways, lot joiners, or lot splits may be required where existing primary monumentation is found insufficient by the Platting Authority or Planning Director.
- Existing primary monuments that are recovered, accurate, and durable may be used to fulfill this subsection.
- e. All primary monuments must be referenced to at least three bearing trees or objects. If bearing trees or objects are used, they must be located as nearly as possible at right angles and may not be farther than one hundred feet from the monument. A distance to trees or objects must be measured at waist height and in the case of trees measured to the center of the tree with distances reduced to horizontal equivalent. Bearing trees must be marked with a nonferrous metal tag of at least nine square inches in size which must be placed facing the monument. These tags must be clearly and permanently marked as to the corner nomenclature and distance.

(Ord. 03-1729 § 4 (part), 2003.)

6. Flagging requirements appear in other sections of this title, however, this section shall control. If considered appropriate to facilitate the review or consideration of a subdivision or other plat, flagging may be required to be installed by the municipality during the review process.