

Rapid City Planning Commission

Initial Planned Development Overlay Project Report

December 6, 2018

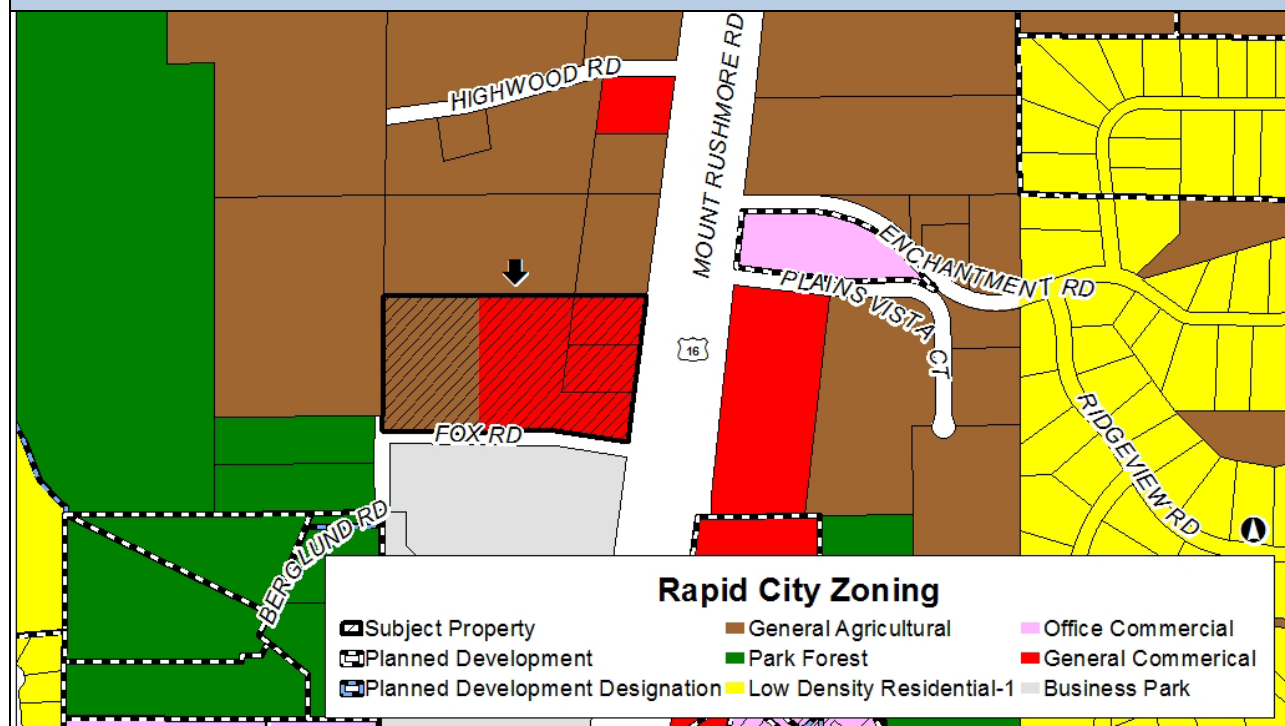
Item #6	
Applicant Request(s)	
Case #18PD029 – Initial Planned Development Overlay to allow an apartment complex	
Companion Case(s) #18RZ027 – Rezoning request from General Agricultural District to Office #Commercial District;	
18RZ028 – Rezoning request from General Commercial District to Office Commercial District	
Development Review Team Recommendation(s)	
If the Planning Commission determines that a 4-story apartment development is appropriate at this location, then the Initial Planned Development Overlay should be approved with the associated Rezoning requests and with the stipulations as noted below.	
Project Summary Brief	
<p>(Update November 28, 2018. All revised and/or added text is shown in bold print.) This item was continued at the applicant's request at the November 8, 2018 planning Commission Meeting in order to allow the applicant to hold a meeting with citizens in the neighborhood concerned with the proposed Planned Development application. Please note that no other part of this report has been altered or changed. The applicant has submitted an Initial Planned Development Overlay application to allow an apartment development on property located northwest of the intersection of Fox Road and U.S. Highway 16 Service Road/Mount Rushmore Road. The apartment development includes five, 4-story apartment buildings with 325 to 350 units, a community room, garage structures and an outdoor swimming pool.</p> <p>The eastern two-thirds of the property are zoned General Commercial District, with the balance of the property zoned General Agricultural District. Two rezoning applications were submitted concurrently with the Initial Planned Development Overlay application to rezone the property to Office Commercial District, within which multifamily apartment buildings are a permitted use. Because the applicant is proposing five separate apartment buildings, a Planned Development Overlay is being requested to allow more than one principal residential structure on the property. In particular, the applicant is requesting an Initial Planned Development Overlay for the apartment complex to secure approval of the proposed project prior to submitting the detailed design information required with a Final Planned Development application. This application includes an Exception request to allow a 4-story, 48.4 foot height in lieu of a maximum 3-story, 35 foot height allowed in the Office Commercial District for the apartment structures. Please note that a Final Planned Development must be approved by the Planning Commission prior to issuance of a building permit. Should this application be approved, the applicant must address concerns such as landscaping, parking, site layout, and traffic as part of the Final Planned Development application.</p>	
Applicant Information	Development Review Team Contacts
Applicant: Samuelson Development	Planner: John Green
Property Owner: Second Floor LLC	Engineer: Todd Peckosh
Architect: N/A	Fire District: Tim Behlings
Engineer: KW Commercial	School District: Kumar Veluswamy
Surveyor: N/A	Water/Sewer: Todd Peckosh
Other: N/A	DOT: Stacy Bartlett
Subject Property Information	
Address/Location	5125 Mount Rushmore Road
Neighborhood	U.S. Highway 16 Neighborhood Area
Subdivision	Section 23, T1N, R7E
Land Area	14.05 acres
Existing Buildings	Void of structural development
Topography	Rises in elevation 36 feet from south to north

Access	Fox Road
Water / Sewer	Rapid City
Electric/Gas Provider	Black Hills Power/MDU
Floodplain	N/A

Subject Property and Adjacent Property Designations

	Existing Zoning	Comprehensive Plan	Existing Land Use(s)
Subject Property	GC/GA	EC	Void of structural development
Adjacent North	GA	EC	Church
Adjacent South	BP	EC	University (NAU)
Adjacent East	GC	EC	Mt. Rushmore Road
Adjacent West	GA	LDN	Single Family Residence

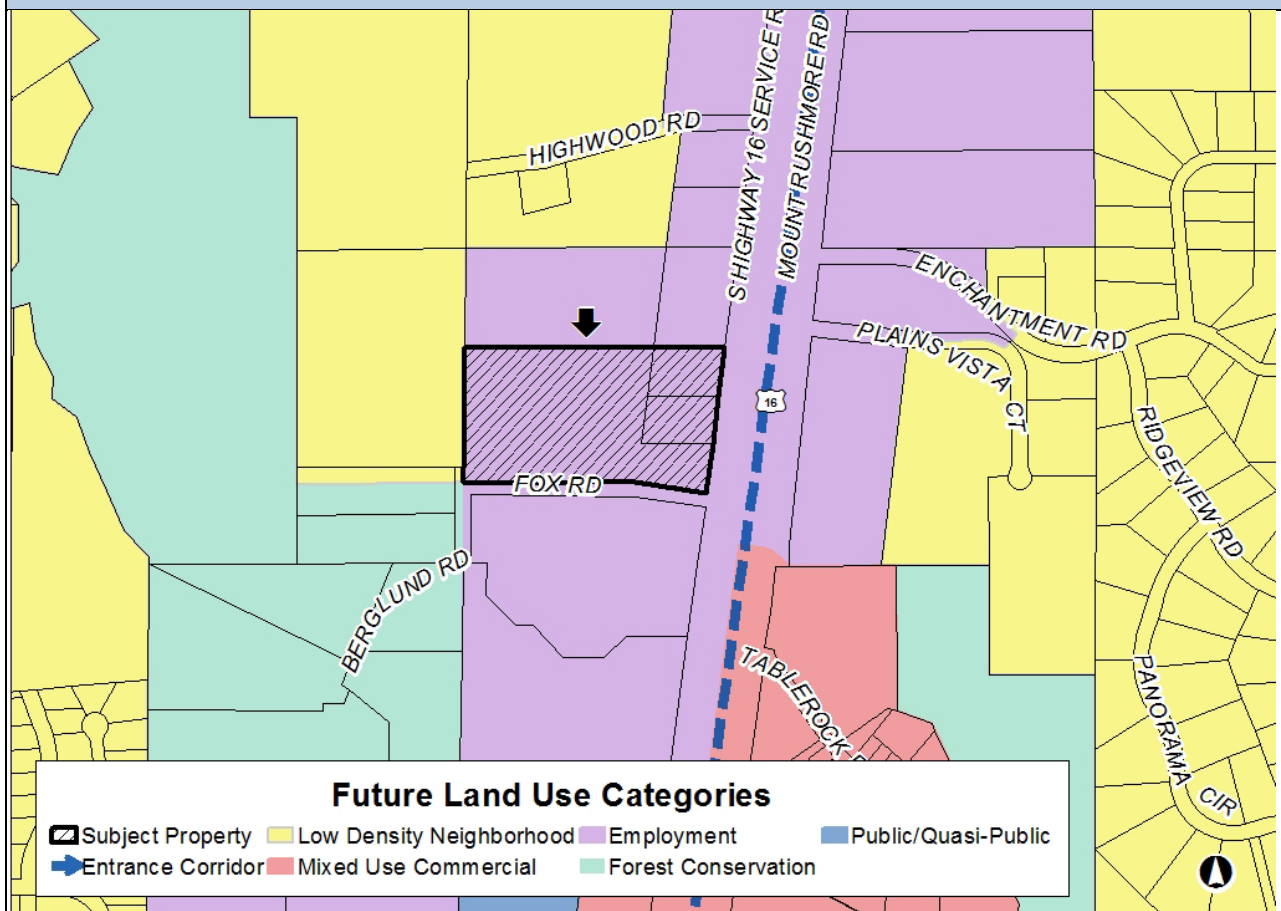
Zoning Map



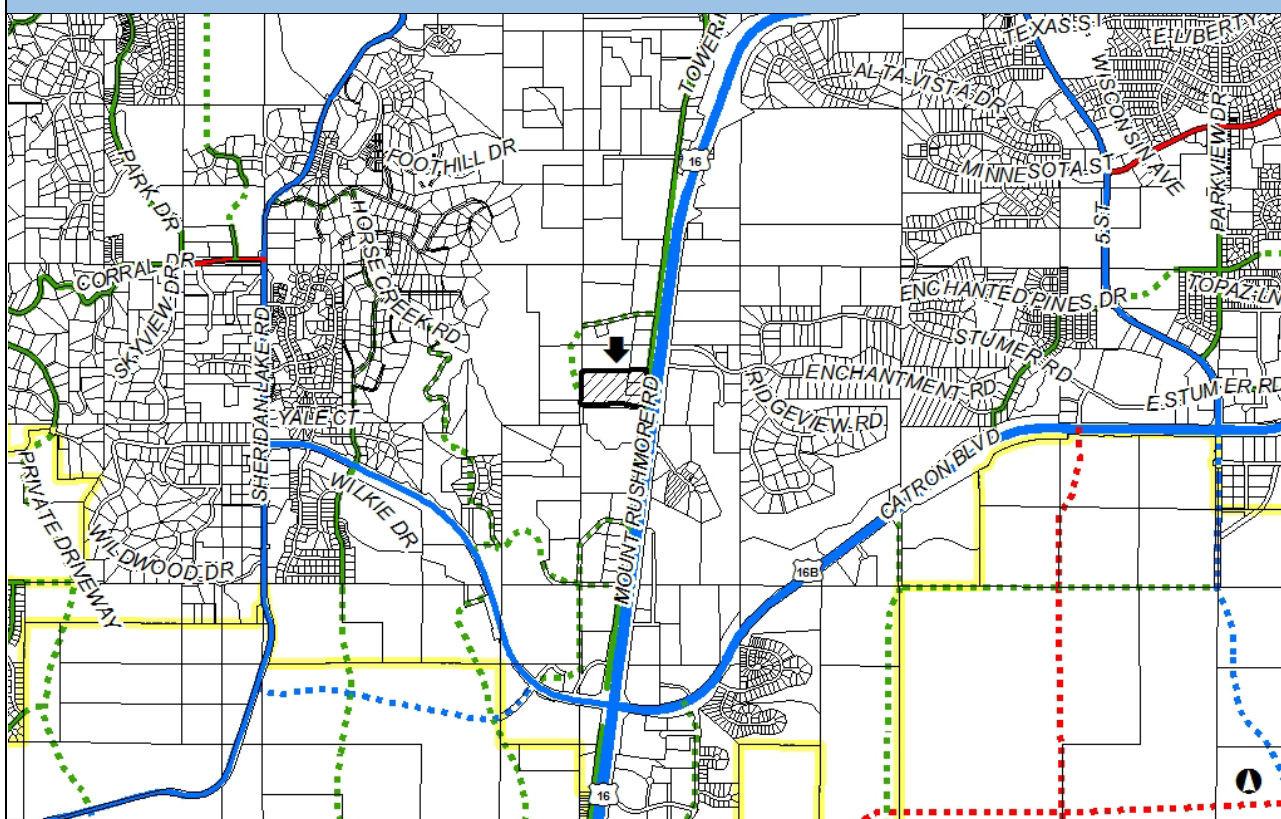
Existing Land Uses



Comprehensive Plan Future Land Use



Parks or Transportation Plan



Major Street Plan

- Subject Property (Black hatched pattern)
- Rapid City Limits (Yellow outline)
- Collector (Green line)
- Principal arterial (Blue line)
- Proposed minor arterial (Red dashed line)
- Proposed collector (Green dashed line)
- Proposed principal arterial (Blue dashed line)

Relevant Case History			
Case/File#	Date	Request	Action
N/A			
Relevant Zoning District Regulations			
Office Commercial District		Required	Proposed
Lot Area		530,000 square feet	612,018 square feet
Lot Width		100 feet	1,015 feet
Maximum Building Heights		3 stories or 35 feet	Exception requested to allow 48.4 feet in lieu of the 35 foot maximum height
Maximum Density		30%	23.4%
Minimum Building Setback:			
• Front		25 feet	22.4 feet
• Rear		25 feet	24 feet
• Side		12 feet	9.6 feet
• Street Side		25 feet	22.4 feet
Minimum Landscape Requirements:			
• # of landscape points		469,068 points	Landscape plan is not required with Initial Planned Development Overlay application
• # of landscape islands		11	0
Minimum Parking Requirements:			
• # of parking spaces		525	545
• # of ADA spaces		11	0
Signage		As per RCMC 17.50.100	None shown
Fencing		As per RCMC 17.50.340	None proposed

Planning Commission Criteria and Findings for Approval or Denial	
Pursuant to Section 17.50.050(F)5 of the Rapid City Municipal Code the Planning Commission shall consider the following criteria for an Initial Planned Development Overlay:	
Criteria	Findings
1. There are certain conditions pertaining to the particular piece of property in question because of its size, shape, or topography:	<p>The subject property is located along an entrance corridor in a neighborhood consisting of a university campus (NAU), an assisted living center, a church, and single family residences. The subject property was formerly a gold processing facility, but that structure has been removed from the property and the lot is currently void of any structural development.</p> <p>The proposed apartment complex is intended to have five 4-story residential structures, a single story community center, and single story garage structures along the boundary of the project. The applicant should be aware that accessory structures are not allowed in front yards. As such, the proposed garage structures along the Mount Rushmore Road right-of-way and Fox Road must be relocated outside of the 35 foot front yard setback for accessory structures. Additionally, structures must be set back a minimum of 58 feet from the section line on the western boundary of the project. As part of the Final Planned Development Overlay application, the site plan must be adjusted to address these issues.</p>

<p>2. The application of these regulations to this particular piece of property would create a practical difficulty or undue hardship:</p>	<p>A 3-story multi-family apartment building is identified as a permitted use in the Office Commercial District. The Planned Development Overlay can serve as a zoning tool to allow more than one residential structure on the property. Application of the zoning regulations would not create a practical difficulty or undue hardship.</p>
<p>3. Exceptions to the underlying zoning district, if granted, would not cause undue hardship to the public good or impair the purposes and intent of these regulations:</p>	<p>The applicant has submitted an Exception request to allow a 4-story, 48.4 height in lieu of a maximum allowed 3-story, 35 foot height for the apartment structures. It is important to note that the existing zoning of General Commercial District on the majority of the property allows a 4-story, 45-foot high structure. A commercial development with similar size and height as the proposed development could be constructed on the property with an approved building permit. Rezoning the property to Office Commercial District results in a reduced maximum height of 35 feet. The height restriction is intended to maintain a standard characteristic throughout a neighborhood. Current development within this area consists of one and two story structures with the exception of a three story assisted living facility located east and south of the subject property. If the Planning Commission determines that a 4-story apartment development is appropriate at this location, then increased setbacks, bermed perimeter landscaping, and lowered ground floor elevations should be incorporated into the Final Planned Development Overlay.</p>
<p>4. A literal interpretation of this chapter would deprive the applicant of rights that others in the same district are allowed:</p>	<p>The applicant is proposing to rezone the property to Office Commercial District, within which multi-family dwellings are identified as a permitted use. The current Future Land Use Plan identifies the subject property as an Employment Center, which lists Office Commercial District as an appropriate zoning designation. The adjacent properties to the north and south are also identified as Employment Center on the current Future Land Use Plan. Additionally, a similar apartment complex is located on two parcels zoned Office Commercial District approximately one-half mile south of the subject property. As in this case, a Planned Development was required in order to allow more than one residential structure on the property. As a part of that Final Planned Development Overlay approval, an Exception to allow a 4-story apartment development was granted. The location of the property, approximately 700 feet west of Mount Rushmore Road and 1,100 feet northeast of Catron Boulevard, served to mitigate the impact of the increased heights along these two principal arterial streets. In addition, there are no single family residences adjacent to the property. The applicant also owns the property to the west and north while the property to the east is the location of a City fire station and the property to the south is currently an agricultural property.</p> <p>A similar Initial Planned Development Overlay was approved to allow a 304-unit 4-story apartment development on property located approximately 800 feet east of Mount Rushmore Road and 450 feet north of Catron Boulevard. The stipulations of approval require that a</p>

	landscape buffer be provided along the south and east lot lines and that the ground floor elevation be 16 feet below the existing grade.
5. Any adverse impacts will be reasonably mitigated:	<p>The Final Planned Development can serve as a tool to mitigate adverse impacts. As previously noted, revising the proposed site layout by removing the accessory structures from the front yards, providing an increased front yard setback to the apartment buildings, providing perimeter bermed landscaping and lowering the ground floor elevations will reduce the impact of the proposed apartment complex along Mount Rushmore Road, a principal arterial street and an entrance corridor.</p> <p>The proposed 325 to 350--unit apartment development will generate a significant amount of traffic. Traffic congestion along the service road and access points onto Mount Rushmore Road are a concern. Section 2.17.1 of the Infrastructure Design Criteria Manual states that a Traffic Impact Study must be submitted for review and approval when a multi-family residential development with 150 or more dwelling units is being proposed. As a part of the Final Planned Development Overlay application, a Traffic Impact Study must also be submitted for review and approval. Improvements required to address the traffic generated by the proposed use must be completed as a part of the Final Planned Development Overlay.</p> <p>The Zoning Ordinance requires a minimum of 400 square feet of usable open space for each apartment unit. As such, 350 apartment units will require a minimum of 140,000 square feet of usable open space. There are no City parks within this area and no pedestrian walkways for tenants of the apartment development to utilize. The applicant is proposing an outdoor swimming pool and a community room. As a part of the Final Planned Development Overlay application, the site plan must identify a usable open space which includes a play and recreational area and pedestrian walkways for the tenants.</p>
6. The requested exception to the underlying zoning district standards is an alternative or innovative practice that reasonably achieves the objective of the existing standard sought to be modified:	The applicant has requested an Exception to allow a 4-story, 48.4-foot building height in lieu of the maximum allowable height of 35 feet. The requested Exception is intended to preserve open space and existing groves of trees on the lot by increasing vertical density. The height restriction is intended to maintain a standard characteristic throughout the zoning district. Incorporating changes to the layout as noted above will serve to minimize the impact of the additional height requested while allowing the applicant to preserve open space and existing landscaping.







Planning Commission Comprehensive Plan Policy Guidance for Approval or Denial

In considering an application for approval or denial the Planning Commission finds that the application either complies or does not comply with the following values, principles, goals, and policies within the Rapid City Comprehensive Plan:

Comprehensive Plan Conformance – Core Values Chapters



A Balanced Pattern of Growth

BPG-3.1A	Balanced Uses: The goal is to support a balanced mix of residential, commercial, employment, public uses, parks and green space throughout the community. The apartment development introduces a diversified housing option for students and employees within the area.
	A Vibrant, Livable Community
LC-2.1C	Variety Of Housing Types: The goal is to encourage new neighborhoods that contain a mix of housing types, with high density and multi-family housing near collector and arterial streets. Mount Rushmore Road is identified as a principal arterial street on the City's Major Street Plan. Mount Rushmore Road is also identified as an entrance corridor requiring that the density and scope of the project be designed to minimize the impact along the street.
	A Safe, Healthy, Inclusive, and Skilled Community
SHIS-1-1.B	Growth Coordination: The goal is to align future expansions and improvements to address existing needs and support future growth. The proposed apartment development will provide housing options for the existing schools and employees within the area. Significant development has occurred at the intersection of Mount Rushmore Road and Catron Boulevard with anticipated continued growth within the area. The proposed development will provide housing options as the area continues to grow.
	Efficient Transportation and Infrastructure Systems
T1-2.1A	Major Street Plan Integration: The goal is to integrate the Major Street Plan into land use planning and the development review process in order to ensure the development and maintenance of a complete roadway network. Mount Rushmore Road is identified as a principal arterial street on the City's Major Street Plan and has been designed to accommodate large volumes of traffic. A Traffic Impact Study will be required as a part of a Final Planned Development for this project to ensure that any improvements to the road system to accommodate the proposed development are provided as a part of approval for the project.
	Economic Stability and Growth
EC-1.2A	Housing Stock: The goal is to maintain diverse and attractive housing options close to employment areas and to encourage infill development and redevelopment near major employment centers. With the removal of the gold processing facility from the property, the redevelopment of the property with an apartment development provides an alternate housing option for the area. The existing and continued commercial growth along the Mount Rushmore Road/Catron Boulevard corridor has created a major employment center within this area of our community.
	Outstanding Recreational and Cultural Opportunities
	N/A
	Responsive, Accessible, and Effective Governance
GOV-2.1A	Public Input Opportunities: The proposed Initial Planned Development Overlay requires that public notice be advertised in the newspaper and that mailings are sent to property owners within 250 feet of the proposed development. The requested Initial Planned Development Overlay is before the Planning Commission for review and approval. The public has an opportunity to

	provide input at this meeting.
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Comprehensive Plan Conformance – Growth and Reinvestment Chapter	
Future Land Use Plan Designation(s):	Employment Center
Design Standards:	
GDP-ES1:	Building Design and Character: The proposed Initial Planned Development Overlay to allow an apartment development creates multiple building volumes and masses with primary residential structures and accessory garages.

Comprehensive Plan Conformance – Neighborhood Area Policies Chapter	
Neighborhood:	U.S. Highway 16 Neighborhood Area
Neighborhood Goal/Policy:	
US16-NA1.1B	Mixed Use Development: The proposed apartment complex will provide multi-family housing options near an existing university campus and employment corridor.

Findings
Staff has reviewed the Initial Planned Development Overlay to allow the apartment complex pursuant to Chapter 17.50.050(F)5 of the Rapid City Municipal Code and the goals, policies, and objectives of the adopted Comprehensive Plan. The Office Commercial District has served as a transitional area to buffer single family residential development from the more intense general commercial uses and arterial streets. An apartment development at this location may be appropriate if it is designed to maintain the character of the neighborhood. In addition, the apartment development will provide diversified housing options for students and employees within this growing area. However, the size and density of the proposed development will have a significant impact on the surrounding neighborhood and Mount Rushmore Road, an entrance corridor to the Black Hills. Revising the proposed site layout to remove the accessory structures from the front yard, providing an increased front yard setback to the apartment buildings, providing perimeter bermed landscaping and lowering the ground floor elevations will reduce the impact of the proposed apartment complex along Mount Rushmore Road and to the existing residential development within the area.

Planning Commission Recommendation and Stipulations of Approval	
If the Planning Commission determines that a 4-story apartment development is appropriate at this location, then the Initial Planned Development Overlay shall be approved with the following stipulations:	
1.	An Exception is hereby granted to allow 4-story, 48.4 foot high apartment structure(s) contingent upon the site layout being revised to increase the front yard setbacks to the apartment structures, perimeter bermed landscaping and lowering the ground floor elevation of the apartment structures to reduce the impact of the proposed development;
2.	Upon submittal of a Final Planned Development application, the site layout shall be revised removing the accessory structures from the front yard(s);
3.	A minimum 58 foot setback shall be maintained along the west lot line, a section line highway;
4.	Upon submittal of a Final Planned Development Overlay application, a landscape plan shall be submitted for review and approval. In particular, the landscape plan shall include a minimum of 469,068 landscape points and 11 landscape islands. Each landscape island shall contain a minimum of 100 square feet and provide a minimum of one tree with shrubs, groundcover and/or mulch covering at the base. In addition, the landscape plan shall include perimeter bermed landscaping with coniferous trees to create a buffer along Fox Road and Mount Rushmore Road;
5.	Upon submittal of a Final Planned Development Overlay application, a parking plan shall be submitted for review and approval. In particular, the parking plan shall provide 1.5 parking spaces per unit with ADA parking in compliance with Chapter

	17.50.270.H of the Rapid City Municipal Code;
6.	Upon submittal of a Final Planned Development Overlay application, the site layout shall be revised identifying a minimum of 400 square feet of usable open space per unit. The open space shall include play and recreational area(s) and pedestrian walkways for the tenants;
7.	Upon submittal of a Final Planned Development Overlay application, plans for the swimming pool in compliance with Chapter 17.50.320 of the Rapid City Municipal Code shall be submitted for review and approval;
8.	Upon submittal of a Final Planned Development Overlay application, a sign package in conformance with Chapter 17.50.080 of the Rapid City Municipal Code shall be submitted for review and approval if signage is being proposed. No electronic signs are being approved as a part of this Initial Planned Development Overlay. Lighting for the signs shall be designed to preclude shining on the adjacent properties and/or street(s). A Sign Permit shall be obtained for each individual sign;
9.	Upon submittal of a Final Planned Development Overlay application, a lighting plan shall be submitted for review and approval. All outdoor lighting shall continually be reflected within the property boundaries so as to not shine onto adjoining properties and rights-of-way and to not be a hazard to the passing motorist or constitute a nuisance of any kind;
10.	Upon submittal of a Final Planned Development Overlay application, the elevations for the proposed garages and community room shall be submitted for review and approval;
11.	Upon submittal of a Final Planned Development Overlay application, a drainage plan shall be submitted for review and approval;
12.	Upon submittal of a Final Planned Development application, a Traffic Impact Study shall be submitted for review and approval by the City and South Dakota Department of Transportation. In addition, any improvements needed to accommodate the increase in traffic generated by the proposed use shall be completed prior to issuance of a Certificate of Occupancy;
13.	The property shall be rezoned to Office Commercial District and a Final Planned Development Overlay shall be approved prior to issuance of a building permit; and,
14.	All provisions of the Office Commercial District shall be met unless otherwise specifically authorized as a stipulation of the Initial and/or Final Planned Development Overlay.