

STAFF REPORT  
August 21, 2014

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**No. 14PD019 - Final Planned Development Overlay to construct public park amenities**      **ITEM 2**

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GENERAL INFORMATION:

APPLICANT	Alex DeSmidt - City of Rapid City Parks and Recreation Department
PROPERTY OWNER	City of Rapid City
REQUEST	<b>No. 14PD019 - Final Planned Development Overlay to construct public park amenities</b>
EXISTING LEGAL DESCRIPTION	The S1/2 of the W1/2 of SE1/4 of the NW1/4 and the N1/2 of the W1/2 of the SE1/4 of the NW1/4 of Section 2, T1N, R7E; Lots 1 thru 4 of Block 7 of Lamperts Addition; Tract A,B and C of Tract S of Forest Hills; Lot 14R of Kepp Heights Subdivision #3, the S1/2 of Block 31 of Hunts; Lots 1 thru 12; vacated Summit Boulevard adjusted to said Lots 1-10 of Block 28 of Hunts, all located in Section 2, T1N, R7E and Tract AR2 of Ridge Park Estates; Lot 15 thru 17 (also in Section 10) of Kepp Heights Subdivision #3; Tract J in the SW1/2 of the NW1/4 of Section 11, T1N, R7E; all located in Section 11, T1N, R7E and Lot CR less utility Lots A and B of Forest Hills, Lot B of Derby Subdivision, Lots 7 and 8 of Overlook Subdivision and Lot C of Dino Subdivision, Section 2, T1N, R7E, all located in BHM, Rapid City, Pennington County, South Dakota
PARCEL ACREAGE	Approximately 183.98 acres
LOCATION	Along Skyline Drive and at the eastern terminus of West Fulton Street
EXISTING ZONING	Park Forest District - General Commercial District (Planned Development) - Low Density Residential District (Planned Development)
FUTURE LAND USE DESIGNATION	Parks and Greenway/ Forest Conservation
SURROUNDING ZONING	
North:	Park Forest District
South:	Park Forest District - Low Density Residential District
East:	Park Forest District - Medium Density Residential District - Low Density Residential District
West:	Low Density Residential District - Park Forest District - General Agricultural District - General Commercial

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	District (Planned Development District)
PUBLIC UTILITIES	Rapid City water and sewer
DATE OF APPLICATION	July 11, 2014
REVIEWED BY	Fletcher Lacock / Ted Johnson

**RECOMMENDATION:**

Staff recommends that the Final Planned Development Overlay to construct public park amenities be approved with the following stipulations:

1. A Building Permit shall be obtained prior to any construction and a Certificate of Occupancy shall be obtained prior to occupancy;
2. Upon submittal of a Building Permit, the applicant shall address redlined comments and shall return the redlined plans to the Public Works Department;
3. Upon submittal of a Building Permit, the applicant shall verify that all storm sewer velocities are in compliance with the requirements of the Infrastructure Design Criteria Manual or an Exception shall be obtained;
4. Upon submittal of a Building Permit, the applicant shall verify that the rock gabion catchment area is large enough at the outfall of the storm sewer at the Stonewall Overlook Trailhead;
5. Upon submittal of a Building Permit for the West Dinosaur trailhead, the plans shall be revised to show a "van" handicap accessible parking space;
6. Upon submittal of a building permit, plans shall be prepared and stamped by a licensed Architect or Professional Engineer as appropriate pursuant to SDCL 36-18A;
7. Prior to issuance of a Building Permit for the Stonewall Overlook Trailhead improvements, a Vacation of Right-of-Way shall be completed and an H-Lot shall be dedicated for the Skyline Drive realignment;
8. Prior to issuance of a Building Permit for Dinosaur Park, an 11.1 Historic Review shall be approved;
9. Temporary or permanent site stabilization shall be achieved prior to issuance of a Certificate of Occupancy;
10. An Air Quality Construction Permit shall be obtained prior to any surface disturbance of one acre or more;
11. All signage shall conform to the Sign Code. No electronic signs are being approved as a part of this Final Planned Development. All signage not in conformance with the Sign Code or any electronic reader board signs shall require the review and approval of a Major Amendment. Lighting for the signs shall be designed to preclude shining on the adjacent properties and/or street(s). A sign permit shall also be obtained for all signs;
12. All outdoor lighting shall 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;
13. All applicable provisions of the adopted International Fire Code shall continually be met;
14. All provisions of the underlying zoning district shall be met unless otherwise specifically authorized as a stipulation of this Final Planned Development Overlay or a subsequent Major Amendment; and,
15. The Final Planned Development shall allow for the Skyline Wilderness Park with hiking

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and biking trails and public park amenities such as trailheads linking with Dinosaur Park. Any change in use that is a permitted use in the underlying zoning district shall require the review and approval of a Minimal Amendment. Any change in use that is a Conditional Use in the underlying zoning district shall require the review and approval of a Major Amendment.

GENERAL COMMENTS:

**(Update, August 13, 2014. All revised and/or added text is shown in bold print.) This item was continued at the August 7, 2014 Planning Commission meeting to allow the Parks and Recreation Department to answer concerns raised by the public and the Planning Commission. A memo has been attached to this item from the Parks and Recreation Department that addresses the following concerns in detail:**

**Safety and Maintenance:**

- **Park hours are from 6:00 a.m. to 10:00 p.m. and the parking is limited to park users and will be so signed at each trailhead/ access point;**
- **Chapter 6.12.030 of the Rapid City Municipal Code requires that pets be leashed and signage will remind park users to leash their pets;**
- **Currently, park maintenance on Skyline Drive is minimal and winter maintenance is nearly non-existent. The proposed development of the Skyline Wilderness Park trailheads and trails will include the installation of garbage and recycling receptacles and restrooms necessitating year-round maintenance. Parks Department staff presence will become more steady with the development of the trail system and required maintenance of trails and parking areas;**
- **The Skyline Wilderness Area and Skyline Drive are in a more remote area of the City which creates an opportunity for activities that do not fit with the recreational aspects for which the area is intended. Many factors have exacerbated this issue. The proposed development addresses these concerns by funneling park users to the trailheads and providing for more people using the recreational facilities in the Skyline Wilderness Area. More people using the area will reduce the appeal of these areas for unauthorized activities. The established Parks Department trailheads and parking will allow for police enforcement after 10:00 p.m. In addition, parking areas may be gated in the future if needed;**
- **There are no plans for bicycle lanes or sidewalks along Skyline Drive with this project. The establishment of trailheads, parking, and bicycle and hiking trails will allow for strategic warning signage to be located and to establish street crossings with pavement markings. The proposed development perpetuates the intent of Skyline Drive to be a scenic byway and allows for the future accommodation of improvements for alternate modes of transportation;**
- **The Dinosaur Park Master Plan identifies that the “Hangman’s Tree” plaque will be relocated and redesigned in the future;**
- **Lighting will not be installed at the proposed parking and trailheads other than the Dinosaur Park parking lot which is currently lit. It does not appear that lighting has deterred unauthorized users from Dinosaur Park in the past. Another concern is that since the Skyline Wilderness area is highly visible and parking lot lighting would increase light pollution; and,**

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- No formal trail system exists in the Skyline Wilderness area. The existing trail system has been built by neighbors and other users of the area. New construction and remediation of existing trails will address erosions issues, redundancy in trails and eliminate trails located on private property. Signage will also be provided to create a safe and navigable trail system and should mitigate trespassing issues. The proposed trails will not be paved and are intended for hiking and biking. Paved sections of the trail will be limited to the Dinosaur Park area in future phases of development.

**Drainage and Utilities:**

- The West Fulton Street (West Dinosaur) Trailhead incorporates a stormwater management plan to address and reduce stormwater runoff. A detention basin will capture stormwater and remove sediment. An overflow standpipe will release excess runoff from this basin at a reduced rate over riprap to prevent erosion. Parking lot runoff will be captured via curb and gutter that ties into West Fulton Street. All of the trailhead designs utilize a similar system to address stormwater management;
- The extension of power, sewer and water is planned for the Stonewall Overlook Trailhead and the West Fulton Street (West Dinosaur Trailhead) to accommodate the proposed and future restroom facilities; and,
- Paving of the parking areas allows for proper stormwater management to reduce erosion downhill from the parking areas as well as allowing for winter maintenance.

**Funding:**

- The proposed Skyline Wilderness Park development has been before the City Council six times since March of 2013, it has been through two public input meetings, the Historic Preservation Commission, the Capital Improvement Program Committee on April 15, 2014, and the Parks and Recreation Advisory Board. Funding will be split between the Vision Fund and the Parks and Recreation Capital Improvement Program budget. Additional funding has been obtained through the Public Works Department and grants from the Recreational Trails Program.

The Rapid City Parks and Recreation Department has submitted a Final Planned Development Overlay to construct public park amenities for the proposed Skyline Wilderness Park including Dinosaur Hill. Work is expected to start in 2015. In particular, the Parks and Recreation Department is proposing to construct the following:

- Dinosaur Park parking lot improvements including recreational vehicle and bus parking and pedestrian crossing improvements;
- Petrified Forest parking lot and trailhead including the construction of nine paved parking spaces;
- West Dinosaur parking lot and trailhead including the construction of 10 paved parking spaces and a future restroom;
- Stonewall Overlook parking lot and trailhead with the realignment of Skyline Drive. The

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- improvements will include 23 paved parking spaces and a restroom facility; and,
- Skyline Wilderness Park hiking and biking trail system throughout the Skyline Wilderness and Dinosaur Park area connected by the above trailheads.

The proposed Skyline Wilderness Park encompasses 18 City owned properties adjacent to Skyline Drive extending from Dinosaur Park in the north, south to approximately the intersection of Skyline Drive and Pevans Parkway. The proposed park is approximately 184 acres in size.

STAFF REVIEW:

Staff has reviewed the Final Planned Development Overlay with respect to Chapter 17.50.050(F)5 and has noted the following considerations:

1. *There are certain conditions pertaining to the particular piece of property in question because of its size, shape, or topography:*

The proposed Skyline Wilderness Park includes 18 City owned properties and is approximately 184 acres in size. It includes properties zoned Low Density Residential District with a Planned Development, Park Forest District, Park Forest District with a Planned Development and General Commercial District with a Planned Development. The Skyline area is a defining hill in the City with steep topography.

2. *The application of these regulations to this particular piece of property would create a practical difficulty or undue hardship:*

The proposed Skyline Wilderness Park encompasses 18 properties including properties zoned Park Forest District and Low Density Residential District where a public park is a conditional use. In addition, portions of the proposed park are located within Planned Developments thus requiring that a Final Planned Development be approved prior to issuance of a Building Permit. The applicant is not requesting any Exceptions from the minimum requirements of the underlying zoning districts.

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:*

The applicant is not requesting any Exceptions from the minimum requirements of the underlying zoning districts.

4. *A literal interpretation of this chapter would deprive the applicant of rights that others in the same district are allowed:*

The literal interpretation of the Zoning Ordinance would not deprive the applicant of rights that others in the same district are allowed.

5. *Any adverse impacts will be reasonably mitigated:*

The future land use designations of properties located within the proposed Skyline

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Wilderness Park are Parks and Greenway, and Forest Conservation. The Rapid City Parks and Recreation is proposing to develop a hiking and biking trail system with trailheads that encompasses approximately 184 acres of property including Dinosaur Park which is identified as an Individually Listed property on the National Register of Historic Places. The applicant should be aware that prior to issuance of a Building Permit for Dinosaur Park, an 11.1 Historic Review must be approved. The proposed Skyline Wilderness Park trail system appears to be an appropriate use for the area. The paved parking at the proposed trailheads and improved facilities should enhance rather than have a negative impact on the area.

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 proposed Skyline Wilderness Park is identified on the Parks and Recreation Map under Goal 8 of the adopted Comprehensive Plan. In addition, Dinosaur Park is identified as a Regional Recreation Destination. The future land use designations of properties located within the proposed Skyline Wilderness Park are Parks and Greenway, and Forest Conservation. The proposed improvements are in compliance with the adopted Comprehensive Plan.

Staff has also reviewed the proposed use with respect to Chapter 17.54.030(E) and has noted the following issues:

1. *The location, character and natural features of the property:*

The proposed Skyline Wilderness Park includes 18 City owned properties and is approximately 184 acres in size. It includes properties zoned Low Density Residential District with a Planned Development, Park Forest District, Park Forest District with a Planned Development and General Commercial District with a Planned Development. The Skyline area is a defining hill in the City with steep topography.

2. *The location, character and design of adjacent buildings:*

The proposed Skyline Wilderness Park encompasses approximately 184 acres of land and extends approximately 1.4 miles from Dinosaur Park south along Skyline Drive. The majority of properties that abut the proposed park are residential and either void of structural development or developed with single-family dwellings. In addition, on the west side of Skyline Drive there are a number of communications towers and facilities.

3. *Proposed fencing, screening and landscaping:*

The applicant is not proposing to construct any fences or screening. The applicant is proposing to construct trailhead parking areas. The Dinosaur Park parking lot improvements include two planting islands.

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4. *Proposed vegetation, topography and natural drainage:*

The plans show that storm sewer will be installed as a part of the proposed trailhead improvements. Upon submittal of a Building Permit, the applicant must verify that all storm sewer velocities are in compliance with the requirements of the Infrastructure Design Criteria Manual or an Exception must be obtained. In addition, upon submittal of a Building Permit, the applicant must verify that the rock gabion catchment area is large enough at the outfall of the storm sewer at the Stonewall Overlook Trailhead. In addition, temporary or permanent site stabilization must be achieved prior to issuance of a Certificate of Occupancy.

5. *Proposed pedestrian and vehicular access, circulation and parking, including that related to bicycles and other unpowered vehicles and provisions for handicapped persons:*

The proposed Skyline Wilderness Park will be a system of hiking and biking trails that will be accessed from three trailheads and Dinosaur Park. Handicap parking is being provided as a part of the trailhead improvements. The handicap accessible parking space shown at the West Dinosaur Trailhead is not designed for van accessibility. As such, upon submittal of a Building Permit for the West Dinosaur trailhead, the plans must be revised to show a "van" handicap accessible parking space.

6. *Existing traffic and traffic to be generated by the proposed use:*

The plans show that the Stonewall Overlook Trailhead will include the realignment of Skyline Drive. As such, prior to issuance of a Building Permit for the Stonewall Overlook Trailhead improvements, a Vacation of Right-of-Way must be completed and an H-Lot must be dedicated for the Skyline Drive realignment.

7. *Proposed signs and lighting:*

The applicant has indicated that ground signs will be located at the proposed trailheads. A Sign Permit must be obtained for each sign. The applicant has not indicated on the plans that parking lot lighting will be provided. However, any proposed outdoor lighting must 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.

8. *The availability of public utilities and services:*

The applicant is proposing a holding tank for the restroom located at the Stonewall Overlook Trailhead. Public Works staff has indicated that the design J-box and the tank lid should be at finished grade and recommend that a lockable lid be used for security. In addition, staff recommends that two floats be used to alert when pumping is needed. Staff also recommends that an overflow tank be installed as back-up and that tank levels be monitored daily. Upon submittal of a Building Permit, the applicant must address redlined comments and must return the redlined plans to the Public Works

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Department.

9. *The objectives of the adopted comprehensive plan and the purpose of the ordinance codified herein:*

The Zoning Ordinance is the tool that implements the Comprehensive Plan. The adopted Comprehensive Plan identifies the future land use designations of properties located within the proposed Skyline Wilderness Park as Parks and Greenway, and Forest Conservation. The proposed public park amenities are in compliance with the adopted Comprehensive Plan. The Final Planned Development will allow for the Skyline Wilderness Park with hiking and biking trails and public park amenities such as trailheads linking with Dinosaur Park. Any change in use that is a permitted use in the underlying zoning district will require the review and approval of a Minimal Amendment. Any change in use that is a Conditional Use in the underlying zoning district will require the review and approval of a Major Amendment. All provisions of the underlying zoning district must be met unless otherwise specifically authorized as a stipulation of this Final Planned Development Overlay or a subsequent Major Amendment.

10. *The overall density, yard, height and other requirements of the zone in which it is located:*

The proposed public park amenities are in compliance with the Zoning Ordinance.

11. *The effects of noise, odor, smoke, dust, air, and water pollution and the degree of control through the use of clarifiers, screening, setbacks and orientation:*

The proposed public park amenities do not appear to generate any significant noise, odor, smoke, dust, air or water pollution that would negatively impact the neighborhood.

12. *The degree to which conditions imposed will mitigate any probable adverse impacts of the proposed use on existing adjacent uses:*

The stipulations of approval will serve as the tool to ensure that the proposed development is in compliance with the Zoning Ordinance, building code and International Fire Code.

**Building Permit:** A Building Permit must be obtained prior to any structural construction and a Certificate of Occupancy must be obtained prior to occupancy. Upon submittal of a Building Permit, plans must be prepared and stamped by a licensed Architect or Professional Engineer as per SDCL 36-18A. In addition, an Air Quality Construction Permit must be obtained prior to any surface disturbance of one acre or more.

**Notification:** **The notification requirement has been met and the signs have been posted on the property.**