



CITY OF DULUTH

Community Planning Division

411 W 1st St, Rm 208 * Duluth, Minnesota 55802-1197

Phone: 218/730.5580 Fax: 218/723-3559

File Number	PL17-101	Contact	Steven Robertson	
Type	UDC Map Amendment (Amend Existing R-P Concept Plan)	Planning Commission Date	August 8, 2017	
Deadline for Action	Application Date	June 30, 2017	60 Days	August 29, 2017
	Date Extension Letter Mailed	July 27, 2017	120 Days	October 28, 2017
Location of Subject	Rockridge School, 4849 Ivanhoe Street			
Applicant	ISD 709	Contact		
Agent	David Spooner	Contact	david.spooner@isd709.org	
Legal Description	Attached			
Site Visit Date	July 31, 2017	Sign Notice Date	July 20, 2017	
Neighbor Letter Date	July 28, 2017	Number of Letters Sent	54	

Proposal

Applicant is requesting to amend an approved concept plan to change the use and density of the approved concept plan. Applicant is requesting that Day Care/Specialized Education of up to 175 persons be allowed. Any amendment to the Regulating plan that involves changes to land use, density, or height is required to follow the rezoning process and receive approval from City Council.

	Current Zoning	Existing Land Use	Future Land Use Map Designation
Subject	R-P	Former school property (vacant)	Traditional Neighborhood
North	P-1	Preservation	Park
South	R-1	Residential	Traditional Neighborhood
East	R-1	Residential	Traditional Neighborhood
West	R-1	Residential	Traditional Neighborhood

Summary of Code Requirements

UDC Sec. 50-14.07.E: The establishment of an R-P district requires rezoning the property per Section 50-37.3 from a current zone district to R-P and the approval of an R-P plan per Section 50-37.11. that governs the uses, location, density, dimensional standards and character of the proposed project.

UDC Sec. 50-14.07. I: Applications to amend an existing R-P plan shall follow the process described in Section 50-37.3 if they relate to uses, densities, or height. All other amendments shall follow the process in Section 50-37.11.

Comprehensive Plan Governing Principle and/or Policies and Current History (if applicable):

History: This site is part of the property that contains the former Rockridge Elementary School. In 2011, the City conducted a study of the Rockridge school site and as a result changed the Future Land Use Map for the site from Institutional to Traditional Neighborhood. In 2014, the area was rezoned to Residential-Planned. A portion of the right of way was vacated in 1964, but a utility easement was maintained (actively being used by an eight-inch sewer pipe). A 20-foot pedestrian easement was dedicated in 2014, and amended in 2016. This is an easement only, no trail has been constructed as of yet, and there is no current city plan for the creation of this trail. Since 2012, Rockridge Elementary School has been closed and the building is vacant.

Future Land Use, Traditional Neighborhood. Characterized by grid or connected street pattern, houses oriented with shorter dimension to the street and detached garages, some with alleys. 4-8 units/acre.

Governing Principle #1- Reuse previously developed lands, Governing Principle #6 – Reinforce the place-specific

Review and Discussion Items

- 1.) The Minnesota Planning Act provides that zoning (an "official control") should implement the general objectives of the Comprehensive Plan and appellate courts have issued decisions that zoning must comply with the Comprehensive Plan or else be considered arbitrary and capricious.
- 2.) Site was rezoned to R-P (Residential-Planned) in 2014. The R-P zone district was established to provide a flexible development option for residential projects and is consistent with the comprehensive plan future land use designation of Traditional Neighborhood.
- 3.) To rezone to R-P, the applicant provided a Concept Plan showing uses and densities for the site. In 2014, two development areas were approved; Parcel A (existing school) would allow multi-family dwellings, a residential care/assisted living facility, government building, residential assembly, nursing home, and/or daycare in the existing building. Additions to the building would be allowed, providing the building does not exceed 40,000 sq ft (existing building is 30,671 sq ft) and 30 dwelling units. Parcel B would allow single-family homes. The concept plan also included four areas of common open space to remain undeveloped (a total of 30% of the R-P area), and a new unimproved pedestrian easement connecting surrounding neighborhoods to Hawk Ridge. Parcel B was sold to a private party in 2016, but Parcel A, which is approximately 10 acres in size, remains under the ownership of the school district. This zoning application directly impacts Parcel A, but does not alter the allowed uses, density, or height of Parcel B.
- 4.) Following rezoning, R-P districts must submit a detailed Regulating Plan for approval by the Land Use Supervisor. Requirements of the Regulating Plan are listed in UDC Section 50-14.7.E and 50-14.7.F. The Regulating Plan must be consistent with the Concept Plan and must be approved by the Land Use Supervisor before any building permits can be issued for the property. A regulating plan has yet to be reviewed or adopted for this development. Items to mitigate any land use conflicts, such as more stormwater controls to limit offsite stormwater runoff, better delineation/signage between public and private property, or additional buffering or screening between the school and potential residential dwellings to the south (Parcel B), could be included in a future regulating plan prior to issuing building permits.
- 5.) The proposed revision to the concept plan of the land use of Day Care/Specialized Education of up to 175 students is not anticipated to result in material adverse impacts. The proposed use of the school will have similar traffic impacts (up to 4 buses, and up to 50 employees, but no student/parent vehicular traffic) as when the school was operational earlier in the decade. This amendment is in compliance with the City's Comprehensive Land Use Plan's Governing Principles and Policies in addition to the Future Land Use Map.
- 6.) No comments have been received from the public. No other public, agency, or City comments were received. The city staff had a small meeting with the Friends of Rockridge community group on Thursday, July 20, 2017.

Staff Recommendation

Based on the above findings, Staff recommends to Planning Commission that the proposed amendment to change the density and land use of the Rockridge R-P Concept Plan be recommended for approval by City Council for the following reasons:

- 1) This proposal is consistent with the Comprehensive Land Use Plan,
- 2) The proposal amendment to the Regulating Plan District is consistent with the future land use category "Traditional Neighborhood"
- 3) Material adverse impacts on nearby properties are not anticipated.



268000120

Preservation

268000090

Traditional Neighborhood

Idlewild St

E Skyline Pkwy

P-1

278000010
278000020
278000030

R-P

Ivanhoe St

268000110

Private Dr

Norwood St

Norwood St Alley

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Glendale St

Glendale St Alley

R-1

N 50th Ave E

Oakley St

N 47th Ave E

N 48th Ave E


























0 135 270 540 810 Feet

Aerial photography flown 2016

Prepared by: City of Duluth Community Planning Division, June 25, 2017. Source: City of Duluth.

Legend




-  Zoning Boundaries
- Future Land Use**
-  Preservation
-  Recreation
-  Rural Residential
-  Low-density Neighborhood
-  Traditional Neighborhood
-  Urban Residential
-  Neighborhood Commercial
-  Neighborhood Mixed Use
-  General Mixed Use
-  Central Business Secondary
-  Central Business Primary
-  Auto Oriented Commercial
-  Large-scale Commercial
-  Business Park
-  Tourism/Entertainment District
-  Medical District
-  Institutional
-  Commercial Waterfront
-  Industrial Waterfront
-  Light Industrial
-  General Industrial
-  Transportation and Utilities

The City of Duluth has tried to ensure that the information contained in this map or electronic document is accurate. The City of Duluth makes no warranty or guarantee concerning the accuracy or reliability. This drawing/data is neither a legally recorded map nor a survey and is not intended to be used as one. The drawing/data is a compilation of records, information and data located in various City, County and State offices and other sources affecting the area shown and is to be used for reference purposes only. The City of Duluth shall not be liable for errors contained within this data provided or for any damages in connection with the use of this information contained within.





Legend

-  Vacated ROW
-  Utility Easement
-  Other Easement

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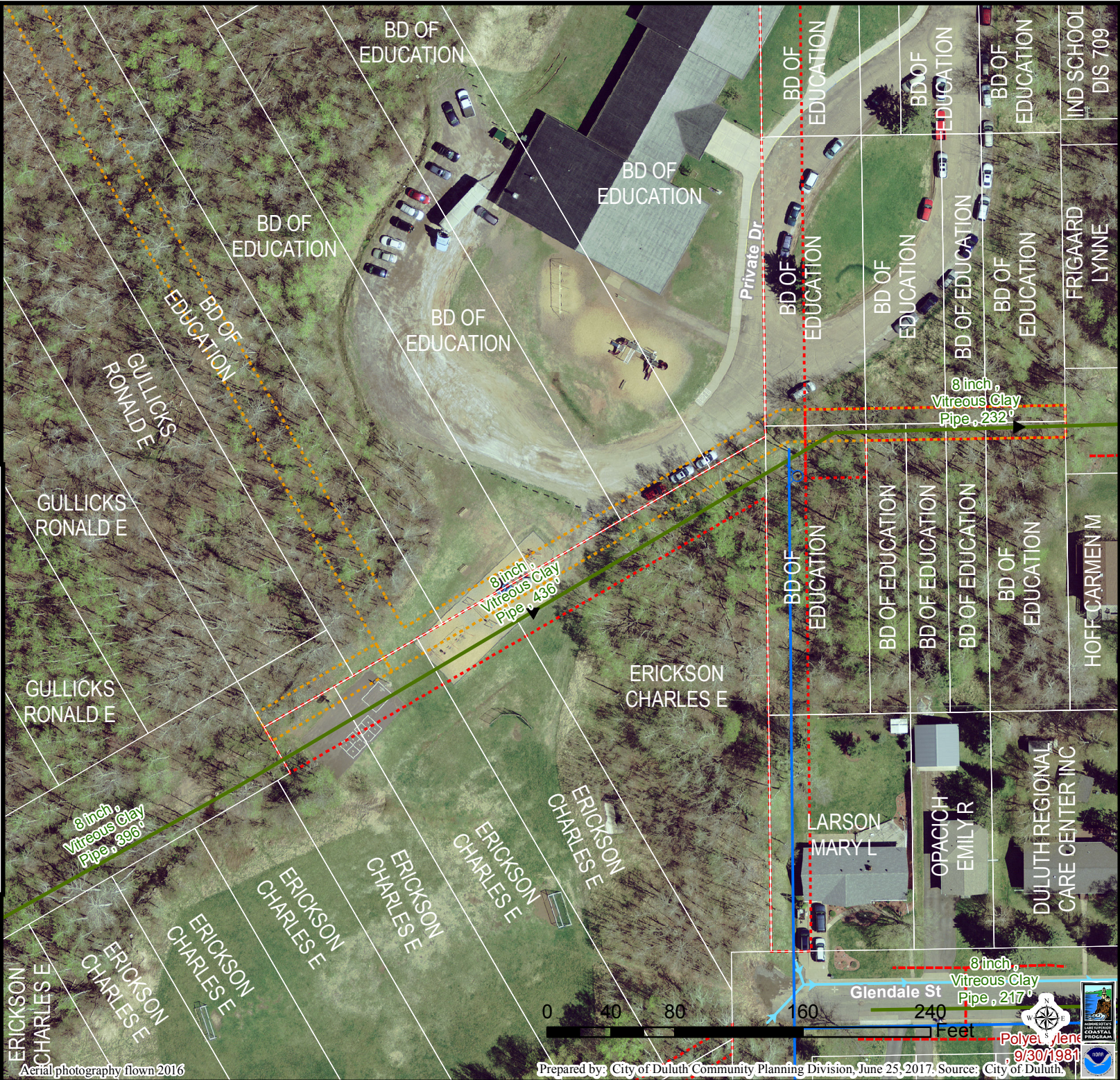


2011 Aerial Map

Legend

- Water Distribution Main**
 - Active
- Hydrant
- Sanitary Sewer Mains**
 - CITY OF DULUTH
 - WLSSD; PRIVATE; RICE LAKE TWP
 - Sanitary Sewer Forced Main
- Storage Basin
- Pump Station
- Storm Sewer Mains**
 - Storm Sewer Pipe
 - Storm Sewer Catch Basin
- Gas Distribution Main**
 - Coated Steel
 - Plastic
 - Utility Easement
 - Other Easement

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Aerial photography flown 2016

Prepared by: City of Duluth Community Planning Division, June 25, 2017; Source: City of Duluth, Polys, Inc. 9/30/1981

Rockridge School Site

Concept Plan Table 50-14.7

Area / Category		Permitted Uses	Density	Maximum Height
A	Household Living Group Living Community Cultural Health Care Personal Services	Dwelling, multi-family Residential care /assisted living Government building Religious assembly, small Nursing home Day Care / Specialized Education	30 dwelling or care units; maximum 40,000 sq.ft. 175 Educational Students	35 ft.
B	Single-family	Dwelling, One Family	Per R-1 District Dimensional Standards	30 ft.
	Common Open Space	Unimproved and undeveloped Land	NA	NA
	Pedestrian Easements	Unimproved pathway to and from public lands (Hawk Ridge Area) and adjoining neighborhoods	NA	NA
	Existing Easement	Maintains pedestrian connectivity between neighborhoods		

- Previous Base Zone District Parcels A and B : R-1
- Steep slopes north of existing building to be undeveloped
- Common Space: 30% of total R-P area
- Vacated section of Norwood Street remains undeveloped between Parcel A and Parcel B to create a buffer between uses.
- Existing school building will be reused for Parcel-A development with possible addition within density as defined in table above; any additions or exterior remodeling to existing structure will be consistent with the architecture of existing building features.

Rockridge Site Zoning Amendment Narrative

Facility Description

The Rockridge facility is a 30,160 square foot, one story facility constructed in Duluth's Lakeside Neighborhood. The facility has brick masonry exterior walls with a steel post and glue laminated wood sloped roof structure with a single ply membrane roof system. The facility was constructed in two phases. The original building was constructed in 1964-65 (53 years ago) and was 18,720 square feet. The original building had seven (7) classrooms, kitchen, cafeteria, library, office, and support spaces. An 11,440 square foot addition was added in 1991 (26 years old) providing eight (8) additional classrooms, additional toilet rooms, and mechanical space. With the exception of the addition of a sprinkler system in 1997, the facility is relatively unchanged since then.

Planned Use Description

The District currently provides education to students of "The Hills" program, at the old Cobb School site. Over the past 20 years, the District leased space from "The Hills" at Cobb School to provide such education with District staff. Recently the District was made aware that "The Hills" had entered into agreement to sell Cobb School, and this action will result in the District finding a new location to provide the state required educational services to students of "The Hills".

After much review by District administration, it was determined that the Rockridge site was the best available location to provide the required education to "The Hills" students. This proposed use is consistent with requests received from the neighbors of the Rockridge site during public meetings, requesting that this property remain a school site during the initial R-1 to R-P zoning process meetings in 2014.

Description of Past 2010 – 2011 School Operations

In 2010 – 2011, the last year Rockridge served as an elementary site, there were 184 students attending in grades K through 1. Educational Services were provided by 28 full time Duluth School employees at that time.

Description of Planned Construction

If the zoning amendment request is granted, construction would commence at the Rockridge site in September 2017. Upgrades and modifications would be made to the building to facilitate current programming requirements and needs, as related to space requirements and teaching methods. Mechanical modifications and energy improvements similar to what other sites received during the LRFP would occur. Site work would include renovations to the turn around entrance and parking locations. After an approximate 4 month construction period, a February 2018 occupancy date is anticipated.

Description of Day to Day Operations

Education would be provided to approximately 110 students from "The Hills", consisting of Day Treatment students and "The Hills" Residential students.

School is in session from 7:45 AM, to 4:00 PM. The school year correlates in a similar manner with all ISD 709 schools, starting after Labor Day, and ending in early June, with similar holidays. There is a summer school ½ day session from early June to late July.

All students arrive and depart on ISD 709 school buses. There is no student traffic and no student parking.

Proposed staff consists of approximately 25 Duluth Schools employees, and approximately 25 “Hills” employees.

Conclusion

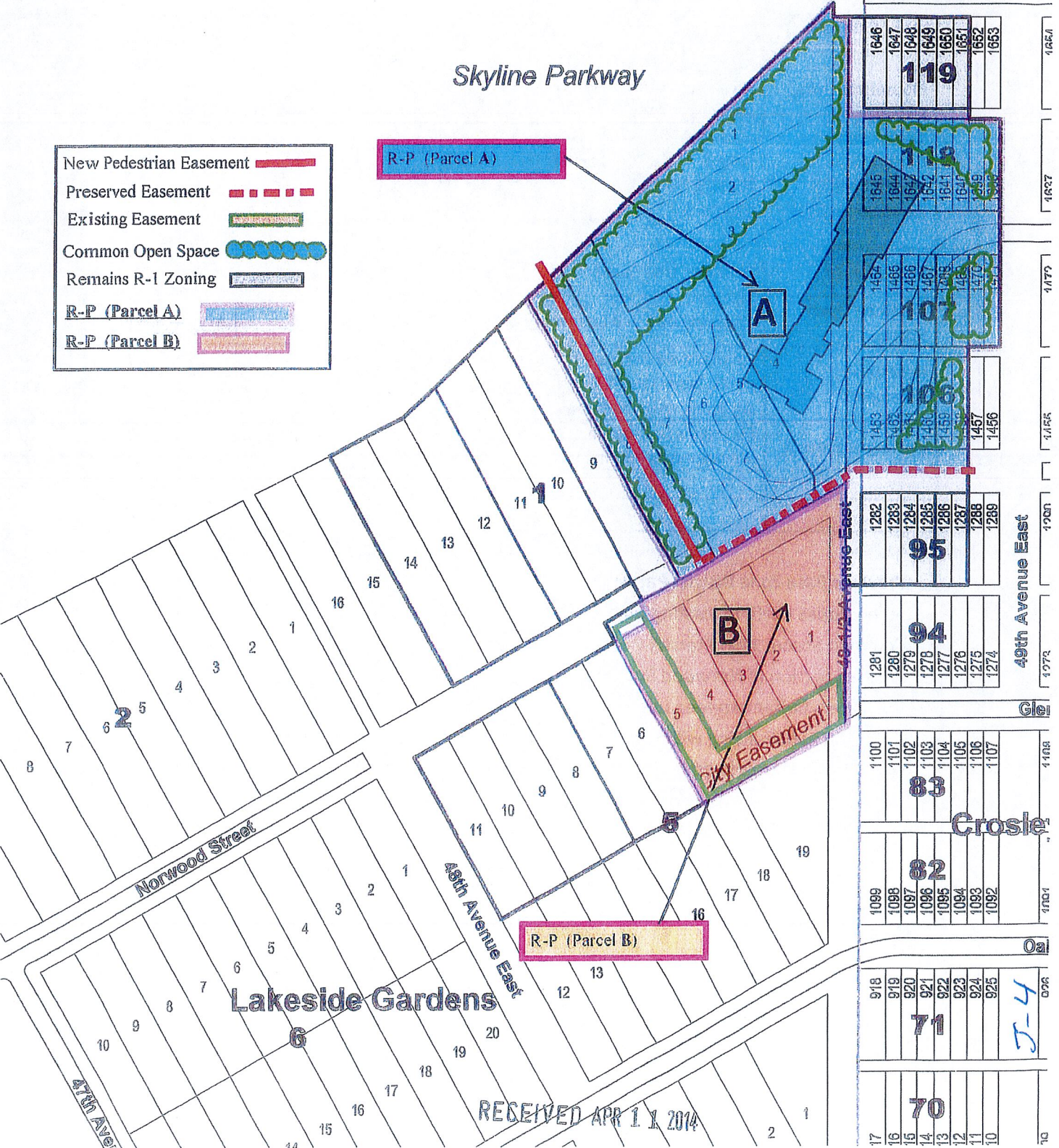
After careful evaluation of all educational properties owned by Duluth Public Schools, we have determined that the best fit within our District to accomplish the required educational services to students of “The Hills” would be to renovate the Rockridge site, and reutilize this District owned property for educational purposes as it has been since 1965.

Rockridge Elementray School Property

Scale



- New Pedestrian Easement ———
- Preserved Easement - - - - -
- Existing Easement
- Common Open Space ●●●●●
- Remains R-1 Zoning
- R-P (Parcel A)
- R-P (Parcel B)



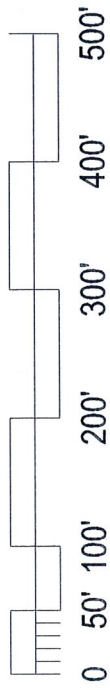
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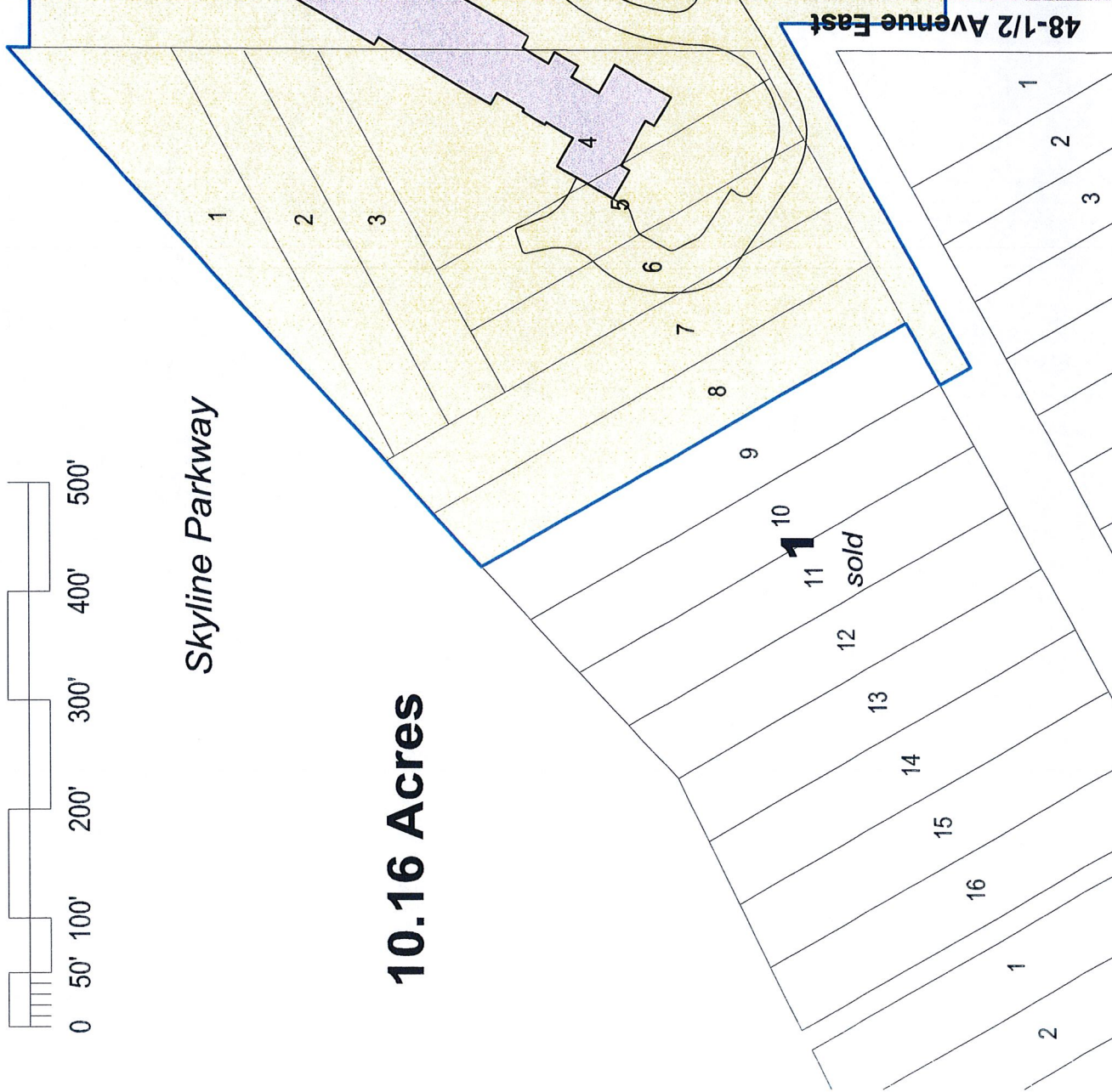
Rockridge Elementary School Property

Scale



Skyline Parkway

10.16 Acres



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Idlewild Street

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Norwood Street

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49th Avenue East

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48-1/2 Avenue East

EXHIBIT A

971208

PEDESTRIAN WALKING PATH EASEMENT

LEGAL DESCRIPTION:

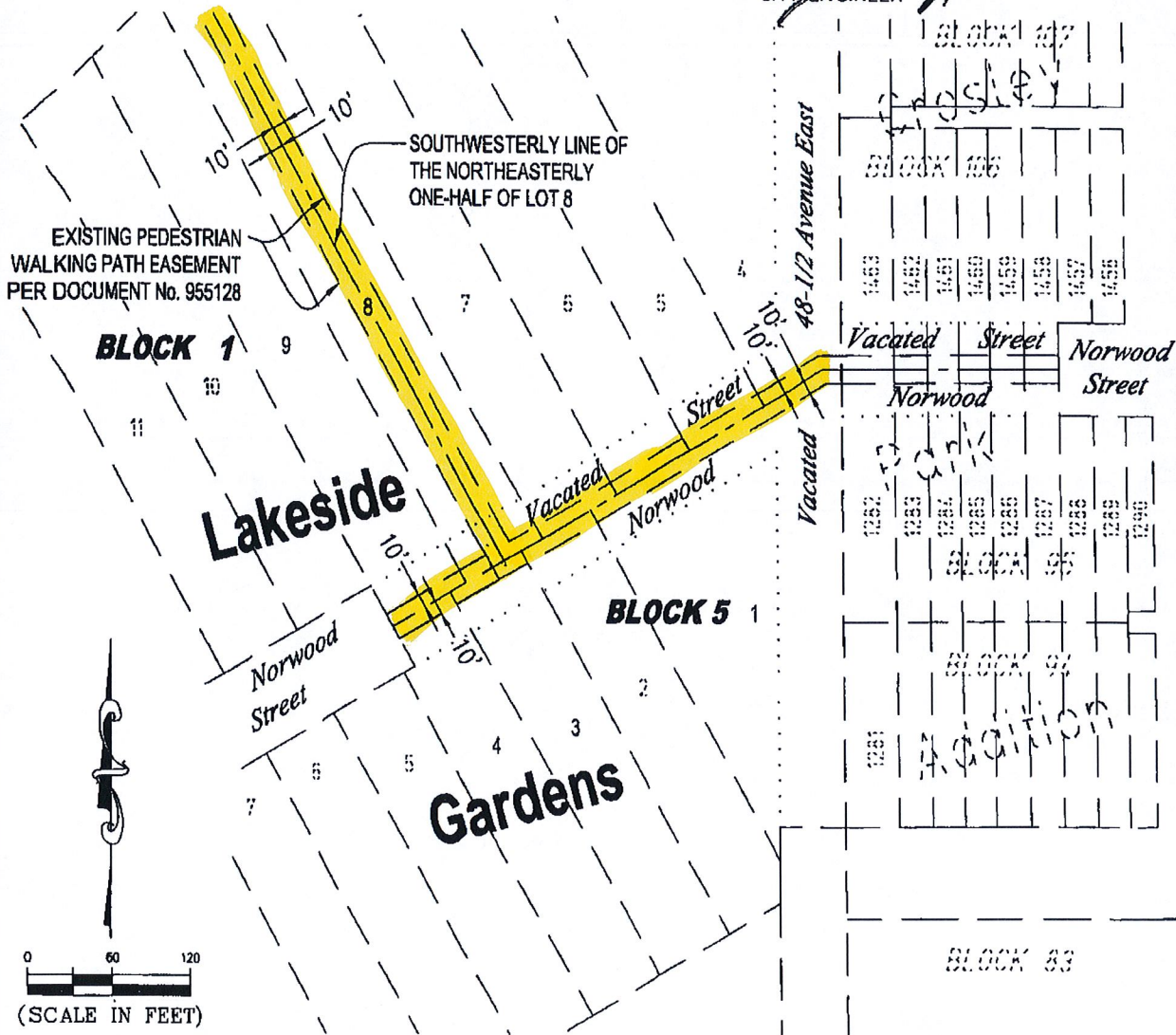
A 20 foot wide easement over, under and across those parts of the Lots Eight (8) thru Nine (9), Block One (1) and Lots Three (3) thru Four (4), Block Five (5), LAKESIDE GARDENS, St. Louis County, Minnesota centered on the line described as follows:

Beginning at a point on the centerline of vacated Norwood Street, LAKESIDE GARDENS as vacated November 9, 1964 and the extended southwesterly line of the northeasterly one-half of Lot 8, Block 1, said LAKESIDE GARDENS; thence southwesterly along said vacated centerline to the extended southwesterly line of Lot 9, said Block 1 and said centerline there terminating.

Subject to existing easements of record, if any.

APPROVED BY:

SJK 2-22-16
CITY ENGINEER



I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Land Surveyor under the laws of the State of Minnesota.

Print Name: Paul A. Vogel

License # 44075

Signature: *Paul A. Vogel*

Date: 02/18/2016

DATE PREPARED: 2/18/16

PROJ NO: 140342

FILE: 140342vEXHIB

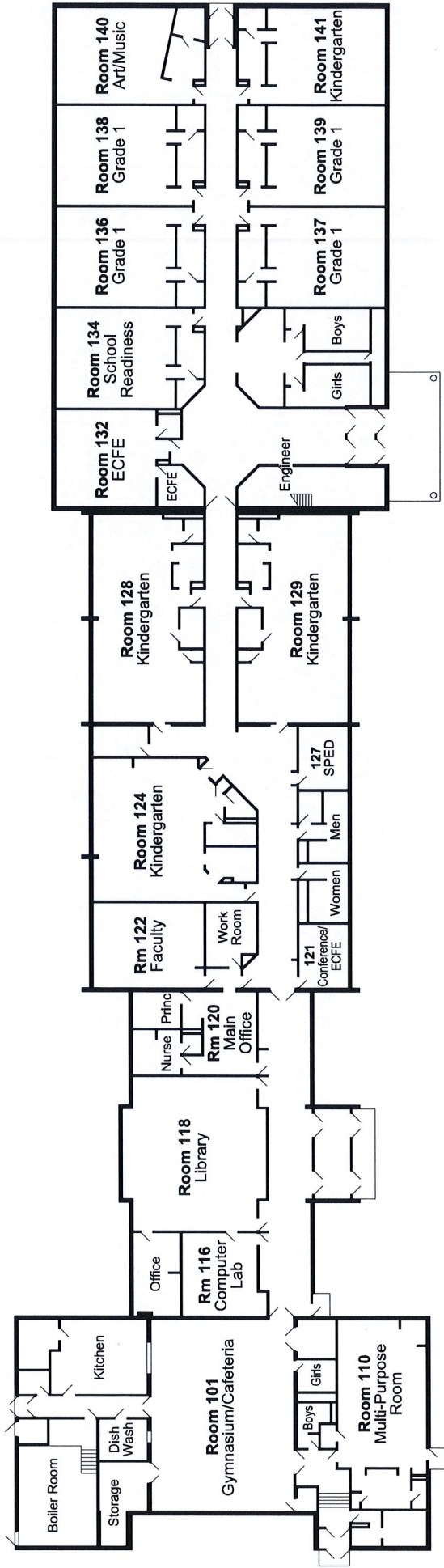
SHEET 1 of 1 SHEETS



PERFORMANCE
DRIVEN DESIGN.
LHBcorp.com

21 W. Superior St., Ste. 500 | Duluth, MN 55802 | 218.727.8448

FILE: .\\140342600 Drawings\\Survey\\140342vEXHIBIT_2016.dwg



Rockridge Elementary School

1965 Upper Lakeside-Lester Park Elementary School

1992 Addition & Remodeling



Rockridge Elementary School

11-21-06



