

CITY OF CHAMPLIN  
PLANNING COMMISSION

REPORT

**Presenter:** Scott Schulte, City Planner

**Meeting Date:** March 21, 2016

**PUBLIC HEARING**

**RE:** **Project 2016-03:** A request from Dominion for a land use amendment, rezoning, preliminary plat and site plan for a 184-unit senior apartment development at 11635 Theatre Drive.

**BACKGROUND**

Dominium has submitted plans to develop a four-story 184-unit affordable senior apartment building on a vacant five-acre site in Elm Creek Commons. The project, known as The Legends of Champlin, requires the following approvals:

1. A Comprehensive Land Use Plan amendment from Commercial to High Density Residential;
2. A rezoning from Commercial General Business (C-2) / Planned Unit Development (PUD) to High Density Multi-Family Residential (R-5) / PUD;
3. Preliminary plat creating a single lot for the development; and
4. Site plan for a 184-unit senior apartment building and associated improvements.

Dominium is a preeminent Minneapolis-based owner, developer and manager of multi-family properties. They have been in business for 40+ years with more than 24,500 owned and/or managed units in 23 states. In the metro, Dominion is currently developing projects similar to Champlin in Coon Rapids and Prior Lake.

**REVIEW OF LAND USE AMENDMENT**

The current land use for the five-acre parcel is Commercial. That land use was established in 2001 with the Elm Creek Commons development. The site was initially envisioned to accommodate a multi-story hotel use; however the parcel has remained vacant with limited commercial/retail interest.

The apartment project requires a high density residential land use. The land use is appropriate for this location as a transition from multi-family townhomes to the west and commercial/retail uses adjacent the Highway corridor. Further, the site offers close proximity to goods and services important to seniors. In support of the project, Dominion commissioned a market study (see attached Executive Summary). The market study concludes that there is a strong market demand for the affordable senior housing project.

For the Legends of Champlin, all units will be restricted to households earning less than 60 percent of

Hennepin County Median Income (AMI) based on household size. Rents will be restricted to the 60 percent AMI levels as determined by HUD and required by the Minnesota Housing Finance Authority. The affordability restrictions promote several goals outlined in the City's Housing Plan. As well, the project will provide 184 of the 201 new affordable housing units needed for Champlin to meet obligations outlined by the Metropolitan Council and the Livable Communities Act.

Based on the above discussion, staff supports the land use amendment from Commercial to High Density Residential. Approval of the land use amendment shall be contingent upon site plan approval of the senior housing complex. The land use amendment requires approval by the Metropolitan Council.

## **REVIEW OF REZONING AND PUD**

The site is zoned C-2/PUD. The requested rezoning is R-5. The R-5 base zoning supports high density multi-family residential development; though it limits housing density to 18 units per acre. At 36 units per acre, the project is twice the allowable density.

To provide the density flexibility, a PUD overlay zoning is recommended. As a senior-oriented project, the need for open space is not as great as typical high-density apartments. A couple of noted examples include a senior housing complex in Osseo with densities in excess of 35 units per acre, a senior facility in Maple Grove at 40 units per acre and another in Edina carrying 35 units per acre.

Similar to that of Brookdale of Champlin, a 133 unit senior assisted living facility on Hayden Lake Road, the recommendation is to create a senior oriented PUD to address the project density, parking ratios and site specific amenities.

The Senior PUD for The Legends of Champlin is as follows:

### **Purpose and Intent**

The intent in allowing the senior overlay district is to encourage the development of senior-oriented facilities. The Senior PUD is established for the purpose of allowing senior-oriented development in close proximity to support services and complementary land uses. It is the intent of this District to provide for flexibility in the siting and development of senior facilities.

#### **I. Land Use / Permitted Uses.**

Land uses permitted in the Senior PUD are those serving 55 and older residents.

#### **II. Bulk Regulations.**

The following variances are included in the Senior PUD:

- R-5 zoning permits up to 18 units per acre. The dwelling unit density for the Senior PUD may not exceed 36 units per acre.
- R-5 zoning permits up to three story construction. The Senior PUD shall allow up to four-story building construction.
- R-5 zoning establishes a 30-foot side yard setback for the principle structure. Side yard setbacks for the Senior PUD shall be reduced to 27.5 feet.

#### **III. Restrictive Covenant.**

Upon approval of the Senior PUD, the applicant shall record a restrictive covenant on the property stating the limiting occupancy of the facility to no one under the age of 55 years.

#### **IV. Building Design and Exterior Materials.**

The primary exterior materials for the Senior PUD shall be brick, stone, hardy board or glass. The City shall approve all building elevations, including color schemes and the materials palette.

Rooftop mechanical equipment shall be completely screened in a manner that is compatible with the architectural treatment of the building.

#### **V. Landscaping and Pedestrian Linkages.**

Open spaces shall be heavily landscaped and shall include site features promoting outdoor activity. Such places shall contain covered gathering places, water features and other outdoor amenities.

Special consideration shall be given to provide safe routes for pedestrian traffic to adjacent pedestrian facilities and services/retail shops.

### **REVIEW OF PRELIMINARY PLAT**

The proposed preliminary plat creates one lot for the development eliminating an unduly complex legal description of the existing property and establishing required perimeter drainage and utility easements.

Park dedication obligations for the development are as follows:

- Credit for Commercial Park Dedication (current land use) – Five acres at \$8,323 per acre = \$41,615
- Residential park dedication rate – 184 units at \$4,370 per unit = \$804,080
- Total Park Dedication = \$804,080 - \$41,615 = \$762,465.

### **REVIEW OF SITE PLAN**

#### **Site Plan**

The five acre rectangular site is relatively flat having a mild slope from west to east. The sites only constraints are two small treed areas along Theatre Drive. These wooded areas were preserved with the Elm Creek Commons development.

Dominium's original development layout had the primary entry drives off of Champlin Drive which allowed both wooded areas to be preserved. However, due to traffic concerns and the general desire to have the building oriented to Theatre Drive, staff recommended flipping the building. The new layout allows for preservation of the northerly tree grouping but not the southerly grouping. Staff is amenable to the removal in light of the preferred layout and the extensive new landscaping offsetting the loss.

#### **Access and Parking**

The site identifies three driveways extending from Theatre Drive. Two driveways provide access to the at-grade 84-stall parking lot, while the third driveway accesses a 138 stall underground parking garage for a total of 222 parking stalls. The parking provided exceeds the Code required 148 parking stalls. The

three driveways are acceptable and would be typical of the property if it were developed commercially. Theatre Drive is wide enough for four lanes promoting excellent through traffic movement and turning movements into the development.

### Pedestrian Facilities and Linkages

The site plan identifies a five-foot wide sidewalk adjacent to Theatre Drive extending the length of the site. The sidewalk connects internally to the surface parking lot. It is expected that the City will extend the sidewalk both north and south along the west side of Theatre Drive next year.

A mid-block pedestrian crossing of Theatre Drive is proposed at the southerly driveway to the surface lot. The pedestrian crossing is desired by the applicant to promote connection to adjacent commercial uses; however the crossing will remain unmarked until traffic and/or pedestrian volumes warrant a marked crossing.

Aggregate paths are proposed along the north and south side of the lot. These paths are private facilities maintained by the owner. The paths extend from bituminous trail along Champlin Drive to the sidewalk along Theatre Drive. The looped system is strongly advocated by the applicant.

### Infrastructure

**Sanitary sewer** for the project will extend from the building to two existing eight-inch services (one along Champlin Drive and the other along Theatre Drive). The services are extended by placing manholes at the terminus of the existing service stubs. The existing services stub, manhole and service pipe into the building are private facilities privately maintained. A trace wire and trace wire box must be installed with the service pipe. The proposed sanitary sewer manhole from Theatre Drive must be located west of the new sidewalk.

**Watermain** will be extended between two existing six-inch service stubs along the south side of the parcel. The proposed watermain will be private and privately maintained. The valves at the terminus of the watermain will be operated and maintained by the City. The watermain must be placed with tracer wire terminating in a trace wire box.

### Grading and Drainage

The proposed storm sewer extends along the west, north and south sides of the building. The storm sewer system on the west side of the building collects runoff from the courtyard area and extends along the north side of the site to the east side where it discharges into an underground storage and filtration system. The surface parking area also discharges via storm sewer to the storage and filtration system. The filtration system consists of 36-inch culverts encased in rock with a six-inch under drain. The under drain outlets to the City's storm sewer system along Theatre Drive. The entire proposed storm sewer is private except the catch basin and piping extending across Theatre Drive.

The storm water plan is currently under review by the West Mississippi Watershed Commission. The project shall be contingent upon their approval and subject to conditions as directed.

### Landscaping

The landscape plan is exceptional with plantings promoting a variety of colors and textures with year-round appeal. The plan includes 124 trees, which is twice the amount required by Code. The large outdoor amenity space facing west will include an "arboretum" style meandering walkway with a variety of drought tolerant perennials. The space will also contain covered gathering spaces for shade, a grassy lawn and a water feature. The design of the landscape promotes an active lifestyle.

For certain areas, Dominion proposes to incorporate low maintenance turf grass. The grass seed mix is designed to minimize water consumption and mowing. Staff is amenable to the use of the seed mix; though the entire site is recommended to be irrigated consistent with City Code.

### Building Design

The four-story building features a strong sense of arrival along Theatre Drive with an architectural presence to the main entry and covered porte cochere. The buildings overall design is well done. The architectural aesthetic features pitched multi-inclined roof lines, a glassy entry, porches, decks and strong glassy architectural corners. A palette of appropriate colors was chosen featuring quality building products of cultured stone, clad board siding and quality vinyl windows. It is truly a four-sided building.

Internally, the building consists of 58 one-bedroom units, 78 two-bedroom units and 48 three-bedroom units. The building also features an entry lounge, library, clubroom, social room, fitness room, theater, salon and a guest suite.

### Lighting

The proposed lighting for the parking lot is fully-shielded via cut-off fixtures meeting the City's criteria. Accent lighting is also being planned to support pedestrian safety while highlighting landscaped areas and building treatments.

### Public Safety

The building will be sprinkled for fire protection. In addition, hydrants are appropriately located around the building. The parking area supports fire truck access.

### **OPEN HOUSE**

On March 9<sup>th</sup>, Dominion hosted an open house for the project. Eight residents attended the open house and all were receptive to the development. Primary concerns heard were related to traffic generation. Residents did not want connection to Champlin Drive.

### **RECOMMENDATION**

It is recommended that the Planning Commission recommend approval of the following:

1. A Comprehensive Land Use Plan amendment from Commercial to High Density Residential, subject to City approval of the site plan presented and Metropolitan Council approval.
2. Rezoning of the site from C-2/PUD to R-5/PUD, including stipulations of the Senior PUD as noted above.
3. Preliminary plat approval of Elm Creek Commons Second Addition, subject to park dedication in the amount of \$762,465.
4. Site plan approval for a 184-unit senior apartment development, subject to the following conditions:
  - 1) The site plan is subject to approval by the West Mississippi Watershed Commission and shall be required to meet conditions as assigned.

- 2) Final utility plans shall be approved by the City's Engineering Department.
- 3) All landscaped areas shall be irrigated.
- 4) All proposed sanitary sewer extensions shall be privately owned and maintained.
- 5) All proposed watermain extensions shall be privately owned and maintained except connecting valves.
- 6) All proposed storm sewer and drainage infrastructure shall be privately maintained except the catch basin and storm sewer within the Theatre Drive right-of-way. The applicant shall enter into a perpetual maintenance agreement for storm water infrastructure.
- 7) The radii at the driveway entrances should be reduced to 12 feet or less.
- 8) The southerly tree grove shall be removed with the site development.
- 9) The applicant shall enter into a Site Improvement Agreement with the City and shall provide required financial guarantees and escrows.
- 10) The applicant shall record a restrictive covenant on the property stating the limiting occupancy of the facility to no one under the age of 55 years.
- 11) Upon completion of the development, the applicant shall provide the City as-built drawings of all infrastructure.
- 12) Entry signage for the development shall require a sign permit consistent with the Sign Ordinance. The monument base for the signage shall include masonry to match the principle structure.

\* The City Council takes action on the project on March 28<sup>th</sup>.

Attachments. Dominion project narrative  
Project Location Aerial  
Market Study Executive Summary  
Preliminary Plat  
Site Plans  
Building Elevations  
Lighting Specifications