

City of Lee's Summit

Development Services Department

February 8, 2019

TO: Planning Commission
PREPARED BY: C. Shannon McGuire, Planner
CHECKED BY: Hector Soto, Jr., AICP, Current Planning Manager
Kent Monter, PE, Development Engineering Manager
RE: **Public Hearing - Appl. #PL2018-234 – PRELIMINARY DEVELOPMENT PLAN – DTLs Apartments, 114 SE Douglas St; Cityscapes Properties, LLC, applicant**

Commentary

The applicant proposes to redevelop the former home of the Lee's Summit United Methodist Church, approximately 3.734 acres located at 114 SE Douglas St. The 36 stall 0.408 acre parking lot located across SE Douglas St is included in this project. The single-phase apartment project will be four stories and be comprised of 16 studio units, 162 one-bedroom units and 98 two-bedroom units. The original 1922 church building will be incorporated into the new building and repurposed as the leasing office with areas for resident amenities. An internal courtyard will offer a pool and outdoor entertainment area.

Parking will be provided through a combination of a structured garage, surface-parking stalls, new on-street parallel parking and shared public parking. The proposed materials to be used in the construction of the exterior include brick, horizontal fiber cement lap siding and smooth fiber cement panels.

Modifications are requested to the design standards for the downtown core area, floor area ratio (FAR) and minimum parking stall dimensions.

- 276 units on 3.734 acres
- 2.03 FAR – 1.0 max allowed in CBD
- 544 parking spaces provided - 544 parking spaces required
 - 441 structured parking garage
 - 36 surface parking lot
 - 8 on-street parking
 - 59 shared public parking
- 76.3% proposed overall impervious coverage – 80% maximum recommended impervious coverage
- 23.7% proposed overall open area – 20% minimum recommended open area

Recommendation

Staff recommends **APPROVAL** of the preliminary development plan subject to the following:

1. A modification shall be granted to the maximum allowable 1.0 FAR in the CBD, to allow 2.03 FAR.

2. A modification shall be granted to the minimum parking stall dimensions of 9' wide x 19' deep, to allow 77 compact parking stalls at 8' wide x 18' deep in the parking garage and 364 standard parking stalls at 8.5' wide x 18' deep in the parking garage.
3. A modification shall be granted to the Design Standards for the Downtown Core Area's requirement that first and second floor elevations of street facing facades consist of brick, to allow for the brick facade to be one story in limited areas, consistent with the preliminary development plan date stamped January 22, 2019.

Zoning and Land Use Information

<p>Location: 114 SE Douglas St</p> <p>Zoning: CBD (Planned Central Business District)</p> <p>Surrounding zoning and use:</p> <p>North (across SE 1st St): PO (Planned Office District) – First Baptist Church</p> <p>South (across SE 2nd St): CBD (Planned Central Business District) – Offices</p> <p>East (across SE Douglas St): CP-2 (Planned Community Commercial District) – Parking lots & Lee's Summit Elementary School</p> <p>West (across SE Main St): Union Pacific Railroad</p>
--

Site Characteristics. The site of the proposed development is the former home of the Lee's Summit United Methodist Church Campus. The original two-story brick church was built in 1922 and various additions have been added throughout the following 97 years.

Description and Character of Surrounding Area. The 1-2 story brick First Baptist Church building occupies the property to the north across SE 1st Street. The properties south of the proposed project, across SE 2nd St, are 1 and 2 story brick office buildings. Lee's Summit Elementary and the Farmers Market parking lot are located east across SE Douglas St. The Union Pacific Railroad is located across SE Main St just west of the project site.

Project Information

<p>Proposed Use: Apartment Complex</p> <p>Land Area: Lot 1 - 162,666 sq. ft. (3.734 acres) Tract 2 – 17,752 sq. ft. (0.408 acres)</p> <p>Building Area: 329,535 sq. ft. total</p> <p>Number of Buildings: 1</p> <p>Dwelling Units: 276 units</p> <p style="padding-left: 40px;">162 one-bedroom units 98 two-bedroom units <u>16 studio units</u> 276 units total</p> <p>Building Height: approximately 48' 11"</p> <p>Number of Stories: 4</p> <p>Floor Area Ration (FAR): 2.03</p> <p>Density: 74.5 units per acre</p>
--

% Impervious Coverage: 76.3%

% Open Space: 23.7%

Parking Spaces: 544 spaces provided – 544 required

441 structured parking garage

36 surface parking lot

8 on-street parking

59 shared public parking

544 Total parking spaces provided

Public Notification

Neighborhood meeting conducted: N/A

Newspaper notification published: January 26, 2019

Radius notices mailed to properties within 185 feet: January 30, 2019

Unified Development Ordinance

Applicable Section(s)	Description
2.300, 2.310	Preliminary Development Plan
2.320	Development plan and allowable modifications

Comprehensive Plan

Recommended Land Use	Proposed Land Use
Old Town Master Development Plan	High-density Residential*

* High-density Residential is consistent with the goals established in the 2004 Old Town Master Development Plan

Focus Areas	Goals, Objectives and Policies
Overall Area Land Use	Objective 1.1 Objective 1.2 Objective 1.4
Residential Development	Objective 3.2 Objective 3.3 Objective 3.4
Historic Preservation and Downtown Revitalization	Objective 7.1

Old Town Master Development Plan

Increasing the housing stock was a key component identified in the 2004 Old Town Master Development Plan to enhance the urban environment and economic vitality of the Old Lee's Summit Study Area. The plan recognized that a mix of housing stock was supportable, including senior housing within walking distance to the Downtown Core, upscale rental and for-sale lofts, high-density single family and townhouses, and entry level housing.

One of the objectives established by the 2004 plan was to create additional density within the Downtown Core and introduce a wide range of new housing opportunities through the mixed-use development of infill sites. The plan found that the Downtown Core's ability to support a wide

range of housing opportunities would create a more active urban center and stimulate the demand for additional retail goods and services downtown.

Process

Procedure: The Planning Commission makes a recommendation to the City Council on the proposed preliminary development plan. The City Council takes final action on the preliminary development plan.

Duration of Validity: Preliminary development plan approval by the City Council shall not be valid for a period longer than twenty-four months from the date of such approval, unless within such period a final development plan application is submitted. The City Council may grant one extension not exceeding twelve (12) months upon written request.

Background

- October 19, 1865– The original Town of Strother plat was recorded with Jackson County.
- July 3, 1997 - The administratively approved minor plat (Appl. #1997-304) of *Replat of Lots 1-9 and 11-23 inclusive, Block 4 Town of Strother* was recorded with the Jackson County Recorder of Deeds Office by Instrument No. 199710040754

Multi-Family Housing Assessment

In 2017, the City contracted with Vogt Strategic Insights (VSI) to conduct a housing study to evaluate the future market demand for new rental multi-family housing developments within the City. VSI projected that Lee’s Summit will demand an additional 2,319 market rate units over the next decade.

The VSI study determined the demand for apartments in Lee’s Summit to be very strong. Typical overall market occupancy rate for conventional apartments in markets similar to Lee’s Summit was approximately 95%. At the time of the study the occupancy rate of surveyed projects in Lee’s Summit was 98.4%. A vacancy rate of less than 5% indicates that overall market demand is exceeding the supply of available rental housing options.

VSI concluded that the demand for rental housing in the Lee’s Summit market area exceeded the available supply. The full text of the study may be found at https://issuu.com/cityofleessummit/docs/housing_needs_assessment_2017.

Projected Housing Demand for Market-Rate Units by Bedroom Type (2027)		
<u>Bedrooms</u>	<u>Suggested Share of Units</u>	<u>Supportable Units</u>
One-Bedroom	45% - 60%	1,050 – 1,400 units
Two-Bedroom	30% - 45%	700- 1,050 units
Three-Bedroom	5% - 10%	115 – 230 units
Total		2,319

Parking Analysis

Parking will be provided through a combination of a structured garage, surface-parking stalls, new on-street parallel parking and shared public parking. It is important to note that in regards to the shared public parking, the peak demands of the public lots are during the day while the peak demands for the proposed apartments will be during the evening hours. The following table shows the breakdown of the proposed parking.

DTLS Apartment Proposed Parking	
Garage Parking	441
New on street parking	8
Tract 2 surface lot	36
Shared public parking within 300'	59
Total	544

Article 8 of the UDO provides that the requirements for additional parking may be waived in the downtown area if available public parking is located within 300 feet for residential uses. This public parking must have sufficient capacity, as calculated by the City Traffic Engineer, to absorb the required number of spaces and cannot be on the opposite side of the railroad tracks running between SE Main and SW Main Street.

Sufficient capacity is based on a rolling 12 month inventory of public parking spaces in the area. This capacity will be evaluated against the projected demands determined by the City Traffic Engineer, taking into account time-of-day variations in parking demand as calculated by local data or data provided by the Urban Land Institute or Institute of Transportation Engineers.

The information in the parking tables below reflects the most recent Downtown Parking Study inventory and demand. The information in the tables illustrates an excess peak capacity of 155 parking spaces. Based on this information, the City Traffic Engineer has determined there is adequate public parking within the required distance to the subject development to support the additional parking demand.

Downtown Public Parking Lots			
Parking Lot	Spaces Provided	Peak Occupancy	Excess Capacity
City Hall Parking Garage	314	172	142
Farmers Market Public Parking Lot	46	33	13
Total			155

In addition to working with staff to identify a plan that satisfies the UDO requirements for parking, the applicant has submitted a supplementary parking assessment for the proposed project. The purpose of this assessment was to further justify the proposed parking by comparing the parking ratios of the proposed project to other similar developments, other published sources and the requirements of other area suburban cities. The subsequent information represents a summarization of some of the key findings of the assessment. Additional information may be found in the full text of the parking assessment attached to this staff report.

The UDO requires one parking space for each studio unit and 1.5 spaces for a one or two bedroom unit. In addition to these parking ratios, the UDO requires an additional 0.5 spaces per unit for visitor parking. The proposed development is required to provide 544 spaces, which correlates to a required parking ratio of 1.98 per unit. When not factoring in the available shared

public parking, the parking ratio of spaces to be provided for the proposed development is 1.67 spaces per unit. It should be noted that the garage will accommodate all of the required parking for residents of the development and the excess garage stalls, surface parking lot and new on street parking will provide 79 of the required 138 visitor parking stalls.

UDO Parking Requirements and Proposed Parking			
Unit Type	# of Units	UDO Required Parking Space Ratio	UDO Required Spaces
Studio	16	1 per unit	16
One-bedroom Units	162	1.5 per unit	243
Two-bedroom Units	98	1.5 per unit	147
Subtotal	276		406
Visitor Parking		0.5 per unit	138
Totals			544

The parking assessment also cited Shared Parking, as published by the Urban Land Institute (ULI), as a guideline for many parking studies. For the rental residential land use, this resource indicates a parking ratio of 1.50 space per unit for the residents. Additionally, a ratio of 0.15 spaces per unit is to be provided for visitor parking. The total parking ratio for the rental residential land use is 1.65 space per unit.

The parking ratio from Shared Parking of 1.5 spaces per unit for residents correlates well with the Lee's Summit UDO. The visitor parking requirement in the UDO (0.5 spaces per unit) is higher than the ratio from Shared Parking (0.15 spaces per unit).

Additionally, the proposed development was evaluated with the parking requirements of other comparable suburban cities in the Kansas City area. Based on the data from comparable cities, the parking ratio of 1.98 per unit required by Lee's Summit is higher than any of the other cities. The resulting parking ratios are provided in the table below.

Comparable Cities Parking Requirements	
City	Parking Ratio
Blue Springs	1.68 per unit
Independence	1.00 per unit
Raymore	1.50 per unit
Olathe	1.50 per unit
Lenexa	1.85 per unit
Overland Park	1.62 per unit

Analysis of Preliminary Development Plan

Floor Area Ratio. Modification requested. **Staff supports the requested modification.**

- Required – 1.00 floor area ratio maximum
- Proposed – 2.03 floor area ratio
- Recommendation – Staff supports the modification to the maximum floor area ratio as this is a redevelopment of a downtown block and it conforms to the goals of the Downtown Master Plan to encourage multi-story buildings. It is not uncommon for downtown buildings to exceed the 1.0 maximum floor area ratio. Multi-story buildings in the CBD typically range between 1.0 and 2.0 floor area ratio.

Minimum Parking Stall Dimension. Modification requested. **Staff supports the requested modification.**

- Required – 9’ wide x 19’ deep
- Proposed – 77 compact parking stall at 8’ wide x 18’ deep in the parking garage
364 standard parking stalls at 8.5’ wide x 18’ deep in the parking garage
- Recommendation – The applicant has provided a National Parking Association (NPA) study that details the changes in vehicle sizes over the last 50 years. As a result of the changing size the NPA’s Parking Consultants Council (PCC) has reduced the average size for a vehicle sold in the U.S. from 6’7”x 17’1” to 6’7”x 16’2”. As a result, the PCC has reduced the recommended parking stall from 18’ to 17’9”.

The 85th percentile vehicle in the range from the smallest to the largest vehicles sold in the U.S. was used by the PCC to determine a “design vehicle” for parking geometry. This is significantly higher than an average vehicle, but not as nearly as conservative as assuming that every vehicle parked in a parking stall is a 100th percentile vehicle. The study concluded this approach provides satisfactory space for the vast majority of passenger vehicles and facilitates a “one size fits all” design approach to provide a balance of economy and comfort for parkers. Staff finds this justification to be reasonable and supports the requested modification.

Building materials. Modification requested. **Staff supports the requested modification.**

- Required – First and second floor elevations of street facing facades shall consist of brick.
- Proposed – Modify the Design Standards for the Downtown Core Area’s requirement that first and second floor elevations of street facing facades consist of brick, to allow for the brick facade to be one story in limited areas, consistent with the preliminary development plan date stamped January 22, 2019
- Recommendation – The applicant has stated in order to create a more dynamic façade, they varied masonry height. Rather than have a static two-story band of masonry, the brick facade has been raised up to the full four-story height in some locations, and dropped down to one story in limited, mostly recessed spaces. The varying of the height helps to reinforce base, middle and top across the various elements of the façade. Staff finds this justification to be reasonable and supports the requested modification.

Sanitary Sewer Analysis

The applicant provided a preliminary sanitary sewer study to the engineering staff in the City’s Water Utilities Department. The study indicated that there would be minimal downstream impacts to the City’s sanitary sewer system provided some site specific sanitary sewer modifications were completed. A final sanitary sewer study, including the site modifications in conjunction with a revised floor plan, is required to be submitted to, and accepted by the City, prior to any final designs being initiated. City staff is comfortable allowing the preliminary development plan to move forward with the premise that the final study and plans will include the required modifications.”

Code and Ordinance Requirements

The items in the box below are specific to this development and must be satisfactorily addressed in order to bring the plan into compliance with the Codes and Ordinances of the City.

Engineering

1. All required engineering plans and studies, including water lines, sanitary sewers, storm drainage, streets and erosion and sediment control shall be submitted along with the final development plan. All public infrastructure must be substantially complete, prior to the issuance of any certificates of occupancy.
2. All Engineering Plan Review and Inspection Fees shall be paid prior to approval of the associated engineering plans and prior to the issuance of any infrastructure permits or the start of construction (excluding land disturbance permit).
3. A Land Disturbance Permit shall be obtained from the City if ground breaking will take place prior to the issuance of an infrastructure permit, building permit, or prior to the approval of the Final Development Plan / Engineering Plans.
4. All permanent off-site easements, in a form acceptable to the City, shall be executed and recorded with the Jackson County Recorder of Deeds prior to the approval of any engineering plans or Final Development Plan. A certified copy shall be submitted to the City for verification.
5. Any cut and / or fill operations, which cause public infrastructure to exceed the maximum / minimum depths of cover shall be mitigated by relocating the infrastructure vertically and / or horizontally to meet the specifications contained within the City's Design and Construction Manual.

Planning

6. Sign permits shall be obtained prior to installation of any signs through the Development Services Department. All proposed signs must comply with the sign requirements of Article 9 of the UDO.
7. All exterior lighting shall comply with the requirements of Article 8 of the UDO.

Fire

8. All issues pertaining to life safety and property protection from the hazards of fire, explosion or dangerous conditions in new and existing buildings, structures and premises, and to the safety to fire fighters and emergency responders during emergency operations, shall be in accordance with the 2012 International Fire Code.
9. IFC 507.1 - An approved water supply capable of supplying the required fire flow for fire protection shall be provided to premises upon which facilities, buildings or portions of buildings are hereafter constructed or moved into or within the jurisdiction. Action required: Provide a water model showing available water for the project. A 50% reduction will be allowed for a fully sprinklered building with standpipes.
10. IFC 903.3.7 - Fire department connections. The location of fire department connections shall be approved by the fire code official. Connections shall be a 4 inch Storz type fitting and located within 100 feet of a fire hydrant, or as approved by the code official. Action required: Show the location of the FDC and accessible hydrant within 100 feet. The hydrant should be on the same side of the street as the FDC. The existing tap for the private hydrant off of Main Street may be able to be used for the fire protection line and for a hydrant.

Attachments:

1. Transportation Impact Analysis prepared by Michael Park, dated February 7, 2019 — 3 pages
2. Preliminary Development Plan, date stamped, January 22, 2019 — 15 pages

3. Street View Rendering
4. Traffic Impact Study, prepared by TranSystems, dated January 2019 – 25 pages
5. Parking Assessment, prepared by TranSystems, dated January 22, 2019 – 3 pages
6. Modification Request Letters – 7 pages
7. Location Map