

STAFF REPORT

TO: Prairie Village Planning Commission
FROM: Ron Williamson, Lochner, Planning Consultant
DATE: May 7, 2013 Planning Commission Meeting

Project # 000005977

Application: PC 2013-05

Request: Special Use Permit for Adult Senior Dwellings

Property Address: 8500 Mission Road

Applicant: The Tutera Group

Current Zoning and Land Use: R-1A Single-Family District – Vacant Middle School

Surrounding Zoning and Land Use: **North:** R-3 Garden Apartment District - Apartments
West: R-3 Garden Apartment District – Apartments
South: R-1A Single-Family Residential District – Single Family Dwellings
East: R-1A Single-Family Residential District – Single Family Dwellings
(Leawood) R-1 Single-Family Residential – Single Family Dwellings

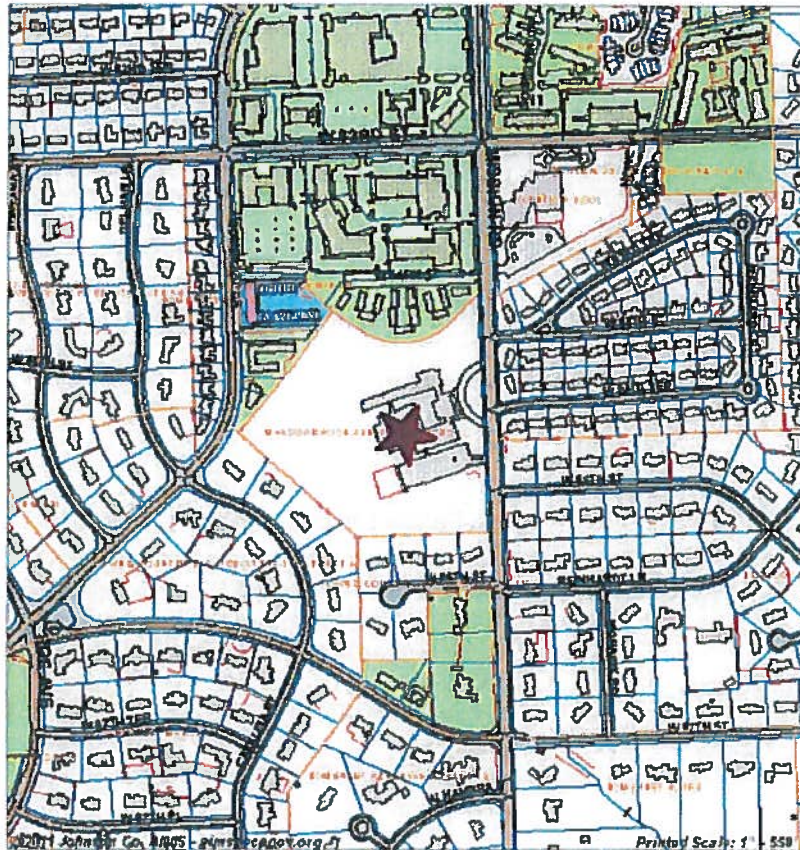
Legal Description: Unplatted – Metes and Bounds

Property Area: 18.43 Acres

Related Case Files: PC 2013-05 Site Plan Approval for Adult Senior Dwellings
PC 2004 Monument Sign
PC 1995-104 Site Plan Approval for Expansion of Mission Valley Middle School

Attachments: Application, Photos, Plans

General Location Map



Aerial Map



It should be noted that this is a preliminary staff report with comments based on the initial documents submitted with the application. This staff report will be revised and finalized for the June 2, 2013 Planning Commission meeting.

COMMENTS:

The Tutera Group has purchased the former Mission Valley Middle School site and is proposing to construct and operate a mixed use senior residential community, named Mission Chateau. Mission Chateau will provide five residential options for seniors as follows: 160 independent living apartments; 60 assisted living apartments; 11 independent living villas; 36 memory care units; and 84 skilled nursing and rehabilitation units. This is a total of 351 units which could, at maximum occupancy, accommodate 450 people. The site is 18.4 acres (801,504 sq. ft.) and the proposed buildings cover 22.9% of the site. The combined footprint of all the structures is 134,007 sq. ft. or 4.22 acres. The total square footage of all the buildings is 387,244 sq. ft. The parking areas, drives and sidewalks total 173,038 sq. ft. The amount of the site devoted to green space is 444,459 sq. ft. or 10.2 acres. The majority of the development is within two large buildings. The villas are in six residential style buildings. The project is proposed to be developed in three phases.

Phase One will be the Skilled Nursing/Memory Care building which is located on the northwest end of the property. The footprint of the building is 58,268 sq. ft. The south wing is one-story and the north wing is two-stories for a total building area of 91,189 sq. ft. The peak height of the one-story portion is 26' 3" and the peak height of the two-story portion is 34' 6". The first floor elevation is 951.5 feet. The northwest corner of the site is low and the site will be filled approximately 9.5 feet to meet the first floor elevation of 951.5 feet. The first floor elevations of the properties adjacent to the northwest property line are: the duplex 955.50 ft.; the apartments 952.0 ft. and the condominiums 948.0 ft. Therefore, the first floor elevation of the proposed building appears to be reasonable compared to the existing buildings. The building sets back 131.5 ft. from the southwest property line. The closest residence is 48 ft. from the property line and the first floor elevation is 960.5 ft. which means it is 9 feet above the first floor of the Memory Care wing. With this elevation change and distance between the buildings, the impact of the facade of the building can be alleviated by landscape.

Phase Two will be the Independent Living/Assisted Living building which is the largest building in the proposed project. It is three stories tall; has a ground floor footprint of 100,824 sq. ft. and a total of 271,140 sq. ft. for the building. The second floor is 100,824 sq. ft. and the third floor is 69,942 sq. ft. The height of the two-story peak is 32' 4" and the height of the three-story peak is 40' 10".

Phase Three will be the six Villa buildings that back up to the south and southwest property lines and are conventional duplex or single-family attached residential design and construction. Each unit including the two-car garage is 2,265 sq. ft. and the peak height is 21' 4". These buildings set a minimum of 35 feet from the south and southwest property lines.

Mission Chateau will provide 351 units on 18.4 acres for a density of 19.1 units per acre. In comparison, Brighton Gardens has 164 units on 4.42 acres for a density of 37.1 units

per acre; Claridge Court has 166 units on 4.74 acres for a density of 35.0 units per acre and Benton House which was approved for 71 units on 6.79 acres for a density of 10.46 units per acre (only 59 units were built initially).

The applicant submitted phases for developing the project but did not include a schedule or timeline indicating when each phase would be constructed.

The applicant held a neighborhood meeting on April 25, 2013 and approximately 30 people were in attendance. The concerns expressed were the height of the buildings, the size, traffic, flooding, screen space, compatibility with the neighborhood, density, public safety and crime.

There has been a court decision that Special Use Permits are in reality a change in use and should be considered in the same manner as a zoning change is considered using the "Golden Factors." The Special Use Permit ordinance has factors for consideration similar but not identical to the "Golden Factors" and therefore, both sets of factors will be presented.

The Planning Commission shall make findings of fact on both sets of factors to support its recommendation to approve, conditionally approve, or disapprove this Special Use Permit. No one factor is controlling and not all factors are equally significant, but the Commission should identify the evidence and factors if considered in making its recommendation. In making its decision, consideration should be given to any of the following factors that are relevant to the request:

FACTORS AS SET OUT IN THE ORDINANCE FOR CONSIDERATION SPECIFIC TO SPECIAL USE PERMITS:

- 1. The proposed special use complies with all applicable provisions of these regulations including intensity of use regulations, yard regulations and use limitations.**

For senior adult housing the ordinance requires 700 sq. ft. of land area per occupant for apartments or congregate quarters and 500 sq. ft. per bed for nursing or continuous care. The Skilled Nursing/Memory Care building has 136 beds which would require 68,000 square feet of land area. The Independent Living/Assisted Living building has 220 units with the potential occupancy of 292 people and at 700 sq. ft. per occupant the land area required is 204,400 sq. ft. The Villas have a potential of 22 occupants and at 700 sq. ft. per occupant the land area required is 15,400 sq. ft. The total land area required for the proposed use is 68,000 sq. ft. + 204,400 sq. ft. + 15,400 sq. ft. for a total of 287,800 sq. ft. The site is 801,504 sq. ft. and therefore the proposed development is well within the intensity of use requirements of the zoning ordinance.

The property is zoned R-1A which requires a 30' front yard setback. The front yard is adjacent to Mission Road and the Independent Listing/Assisted Living building sets back 111' 2" at its closest point which exceeds the minimum requirements of the zoning ordinance. The side yard requirement is 5' or 14' between buildings. The north and south property lines are side yards and the Villas set back 35' from the south property line and the Skilled Nursing/Memory Care building sets back approximately 180 feet from the north property line. The rear yard setback requirement is 25 feet and the

northwest and southwest property lines are the rear yards. The Villas set back a minimum of 35' and the Skilled Nursing/Memory Care building sets back 131.5' from the southwest property line. The Skilled Nursing/Memory Care building sets back 91.5' at its closest point to the northwest property line. The proposed project exceeds all the setback requirements of the zoning ordinance.

The maximum permitted height is 35 feet, however, in the R-1A district an additional 10 feet of height is permitted if the proposed buildings set back from the side property line a minimum of 35 feet. The project does meet the 35 foot setback requirement and therefore is permitted to build to a 45 foot height. The maximum height of the buildings is 40' 10" to the roof peak which is well within the height maximum. By ordinance, building height is measured at the midpoint between the eave and the highest ridge and therefore, the maximum building height by ordinance is approximately 35 feet.

The lot coverage in the R-1A district is 30%. The first floor footprint of the buildings is 184,007 sq. ft., but it does not appear that the carports were included. The 51 carports add 8,262 sq. ft. for a total of 192,269 sq. ft. or 23.9%. Therefore, the proposed project is within the maximum requirement of the zoning ordinance.

Off-street parking is required to setback 15 feet from a street and eight feet from all other property lines. Parking sets back a minimum of 35 feet from all property lines and meets the requirements of the ordinance.

2. The proposed special use at the specified location will not adversely affect the welfare or convenience of the public.

The Traffic Impact Study indicates that the AM peak traffic will generate 169 less trips than the middle school, but the PM trips would increase by 22 trips. The traffic impact would be significantly better in the AM peak and slightly worse in the PM peak. The two access drives have been designed to align with 84th Terrace and 85th Street. The convenience to the public should be minimally impacted and the impact should be less than the school.

A Stormwater Management Study has been prepared for the proposed project. The project will increase the amount of impervious surface from what exists, but peak flows will not be increased. A detention basin will be constructed in the northeast corner of the site that will release stormwater at a designed rate. The Stormwater Management Study has been reviewed by the City and the proposed improvements will handle the stormwater runoff.

The applicant has proposed a 35 foot wide landscape buffer along Mission Road and along the south and southwest property lines. The applicant also intends to retain the existing landscaping along the adjacent property lines.

The Mission Valley Middle School was originally built in 1958. For over 50 years this site was a public use and residents of the area were able to use it for recreational purposes. This opportunity will be diminished when it redevelops.

It does not appear that the proposed project will adversely affect the welfare of the public. It will, however, provide a senior housing community for area residents that are

not currently being provided for in Prairie Village. The population is aging in northeast Johnson County and developments such as this provide accommodations for senior citizens to allow them to live near their former neighborhoods. It is anticipated that by providing senior housing, single family dwellings will become available for occupancy by young families. This will help rebuild the community and make a more sustainable area.

3. The proposed special use will not cause substantial injury to the value of other property in the neighborhood in which it is to be located.

The property to the north and northwest is high density development. Corinth Garden Apartments are adjacent to the north and there are 52 units on 3.27 acres for a density of 15.9 units per acre. To the northwest is Somerset Inn Apartments and there are 31 units on 1.29 acres for a density of 24.0 units per acres. Also to the northwest is the Chateau Condominium and there are 39 units on 1.7 acres for a density of 22.9 units per acre. The proposed project has 351 units on 18.4 acres for a density of 19.1 units per acre. The density of the proposed project reasonably compared to the developed projects to the north and northwest. If this project built out at 24 units per acre, it would have 441 units or 90 more than proposed.

While there is high density to the north and northwest the development to the south and southwest is low density single-family development. Only eight single family residences abut the south and southwest property lines. They range in size from 28,248 sq. ft. to 52,272 sq. ft. in size and the density is one unit per .86 acres. The 11 Villas along the south and southwest property line are approximately one unit per 7,200 sq. ft. or 0.17 acres.

Because the project sets back over 100 feet from Mission Road with a 35 foot wide landscape buffer and Mission Road is a five lane wide major street, the project will have little affect on the property value of the residences on the east side of Mission Road. The higher density apartments and condominiums to the north and northwest were built in the early to mid-1960s and are nearly 50 years old. This new project built with quality design and materials should enhance the value of these properties.

The residences adjacent to the south and southwest property lines would be the most impacted. The two unit Villas that back into their properties are on what would be 14,400 sq. ft. lots. The minimum lot area for conventional single-family dwellings in the R-1A district is 10,000 sq. ft. per dwelling.

Most of the senior living projects in Johnson County are located adjacent to or near single-family developments. The key to protecting the values of property in the neighborhood is to insure that the quality of design and construction is compatible with the neighborhood and that the completed project is visually attractive. Landscaping is also a major factor and it is important that the project be landscaped to the same level as adjacent residential properties.

4. The location and size of the special use, the nature and intensity of the operation involved in or conducted in connection with it, and the location of the site with respect to streets giving access to it, are such that this special use will not dominate the immediate neighborhood so as to hinder development and use of neighboring property in accordance with the applicable zoning district

regulations. In determining whether the special use will so dominate the immediate neighborhood, consideration shall be given to:

a) the location, size and nature of the height of the building, structures, walls and fences on the site; and

The proposed Mission Chateau has access from Mission Road which is a major street. The traffic impact will be less for this project than it was for the school.

The size of the project is 387,244 sq. ft. which will make it one of the largest, if not the largest, development in Prairie Village. The height and mass of the buildings may be an issue. It also will be similar to Claridge Court and Brighton Gardens in height. According to the Johnson County appraisers office Claridge Court has 241,073 sq. ft. This is also a large building, but it most likely includes the parking garage in the total area. Shawnee Mission East High School has 374,175 sq. ft. on 36.93 acres.

The taller buildings will be on the northern portion of the property, closer to the two and three story apartment buildings on Somerset Drive. The buildings adjacent to the south and southwest property lines will be a size, design and height of conventional single-family construction.

The height of the proposed Independent Living/Assisted Living building will be approximately the same height as the school gymnasium.

From the drawings presented it is difficult to compare the size and height of the proposed project with the existing adjacent development. It is recommended that the applicant submit perspective drawings that show the proposed buildings, as well as, the existing adjacent structures so that a comparison can be made between the proposed and existing development.

b) the nature and extent of landscaping and screening on the site.

The applicant has submitted a detailed landscape plan that provides screening for the low density projects to the south. The applicant proposes to retain the existing plant materials along the south, southwest and northwest property lines in order to retain as many mature trees as possible. Staff will provide a detailed review of the landscape plan with the site and the Tree Board will also need to review and approve it. The applicant has offered to construct a fence or wall along the south and southwest property lines, but the adjacent residents have not accepted the offer.

In summary, property around the proposed project is already developed. The mass of this project will dominate the area but through greater setbacks and landscaping, the use will not dominate the immediate neighborhood so as to hinder development or use of property.

5. Off-street parking and loading areas will be provided in accordance with standards set forth in these regulations and said areas shall be screened from adjoining residential uses and located so as to protect such residential uses from any injurious affect.

The parking requirements for this use are three spaces for four apartments; one space for every five beds in a nursing home and one space per employee during the maximum

shift. The Independent Living/Assisted Living facility has 220 beds which requires 165 spaces. The Skilled Nursing/Memory Care facility has 136 beds which requires 27 spaces. The 11 Villas would require 8 spaces. The applicant projects the maximum shift would have 85 employees. The total parking requirement would be 285 spaces. Staff is concerned that parking may be a problem at the afternoon shift change. This occurs at 3:00 pm when the first shift leaves and the new shift arrives for work about 2:45. The first shift has 85 staff of which 60 will be leaving at that time and 50 new employees will come in for the second shift. The total need for employee parking at that time will be 135 spaces. The applicant is providing 350 spaces on the site which is 65 spaces more than the ordinance requires and based on experience at other projects the applicant feels the number of spaces will be adequate. It should be noted, however, that 51 spaces will be in carports and will not be available for staff or visitor parking.

The parking along Mission Road will be screened from view with a combination of a wall, a berm, and landscaping. Parking along the south and southwest property lines will be screened with the Villas and landscaping. Parking along the northwest property line is screened by the existing vegetation along the property line. This will need to be verified in the field and additional plant materials may be needed to supplement the existing vegetation.

6. Adequate utility, drainage and other necessary utilities have been or will be provided.

The applicant has prepared a Stormwater Management Plan in accordance with the City's Stormwater Management Code. The amount of impervious area will increase from what currently exists on the site but peak flows will not increase. The stormwater will be managed by a variety of improvements. A storm drainage line currently exists along the south property line. The drainage area will be reduced from 5.4 acres to 0.80 acres and the line will be replaced. This area will drain to Mission Road and connect to an existing storm sewer line. Two raingardens will be built on the west side of the Independent Living/Assisted Living building. Inlets will be installed and excess runoff will be piped to a detention pond on the northeast corner of the site.

The Stormwater Management Plan has been reviewed by Public Works and its consultant and it is consistent with the APWA and City of Prairie Village requirements.

The site has access to other utilities which are adequate to accommodate the proposed use. The water line and location of fire hydrants will need to be coordinated with the Fire Department to be certain that adequate fire protection is in place.

7. Adequate access roads or entrance and exit drives will be provided and shall be so designed to prevent hazards and to minimize traffic congestion in public streets and alleys.

Currently there are three access points to the site from Mission Road. The three will be reduced to two access points and they will be relocated to be in alignment with 84th Terrace and 85th Street on the east side of Mission Road. Both access points will have an entrance and two exit lanes. The 84th Terrace access will be the main entrance to the project.

The applicant has prepared a Traffic Impact Study and it indicates that after development an acceptable level of service will be available during the AM and PM peak hours. The number of trips will actually decrease by 169 trips during the AM peak and the PM peak will increase 22 trips compared to what existed with the school.

There is an existing pedestrian crossing signal on Mission Road just south of 84th Street. This signal was installed to serve school traffic. The applicant has agreed to retain or move the signal if requested. The City is still evaluating the need.

Public Works and the City's Traffic Engineer have reviewed the Traffic Impact Study and resolved any issues they discovered.

8. Adjoining properties and the general public will be adequately protected from any hazardous or toxic materials, hazardous manufacturing processes, obnoxious odors, or unnecessary intrusive noises.

This particular use does not have any hazardous materials, processes, odors or intrusive noises that accompany it.

9. Architectural style and exterior materials are compatible with such styles and materials used in the neighborhood in which the proposed structure is to be built or located.

The materials used on the project are compatible with those used in the neighborhood which are wood, stone, brick and stucco. There will be a substantial amount of stone and traditional stucco used on the building facades. The elevation drawings are inconsistent in labeling the stucco material. The legend lists only traditional stucco, but some of the elevations note synthetic stucco. The roof will primarily be asphalt shingles with standing seam metal roof accents.

In general the overall design is compatible with the area; however, the details of the design will be addressed on the Site Plan Approval.

GOLDEN FACTORS FOR CONSIDERATION:

1. The character of the neighborhood;

The neighborhood is a mixture of uses. Immediately to the north are apartments with a density of 15.9 units per acre. North of that is the south portion of Corinth Square Center that includes offices, restaurants and other retail uses. To the northwest are condominiums at 22.9 units per acre; apartments at 24.0 units per acre and a duplex. To the south and southwest are high end single-family dwellings. On 84th Terrace and to the north the lots are 12,000 to 15,000 sq. ft. On 85th Street and to the south the lots are 30,000 sq. ft. lots.

In summary the properties adjacent to the proposed project range from high density apartments to high-end large lot single-family dwellings. The Mission Valley School site has served as a buffer between the high density and low density residential uses.

2. The zoning and uses of property nearby;

North: R-3 Garden Apartment District - Apartments
West: R-3 Garden Apartment District - Apartments
South: R-1A Single-Family Residential District - Single Family Dwellings
East: R-1A Single-Family Residential District - Single Family Dwellings
(Leawood) R-1 Single-Family Residential - Single Family Dwellings

3. The suitability of the property for the uses to which it has been restricted under its existing zoning;

The property is zoned R-1A which permits single-family dwellings, public parks, churches, public buildings, schools and conditional and special use permits. Most of the uses listed in the Conditional Use Chapter are uses that are accessory or supplemental to a primary use. The Special Use Permit list contains principal uses such as: country clubs, hospitals, nursing homes, assembly halls, senior housing, private schools, etc. Between the list of specific uses, the Conditional Use Permits, and the Special Use Permits, there are an adequate number of uses that could be economically viable for this property. Both Brighton Gardens and Benton House were approved as Special Use Permits in R-1A Residential Districts.

The Special Use Permit for a private school is an obvious good use of an abandoned school building; however, that is a very limited market.

4. The extent that a change will detrimentally affect neighboring property;

Traffic and storm drainage are issues with which neighbors have expressed concerns, however, the impact of those has been addressed by the technical reports that were prepared by the applicant and reviewed by the City. The mass and height of the buildings and the loss of open space have also been concerns of the neighbors.

The primary detriment will be to the single-family dwellings on the south and southwest and the multi-family on the northwest. The existing school is approximately 365 feet from the south property, 370 feet from the southwest property line and 340 feet from the northwest property line. They will lose the open green space they have enjoyed for many years. Also, the height and mass of the building are concerns. The existing school building is approximately 100,000 sq. ft. The Skilled Nursing/Memory Care building is 91,000 sq. ft. and the Independent Living/Assisted Living building is 271,000 sq. ft.; almost three times the size of the existing school. The height of the proposed Independent Living/Assisted Living building is about the same as the school gymnasium, but it is a much larger building and has a significantly greater impact because of its mass.

The drawings submitted make it difficult to visualize the size of the proposed development compared to the adjacent development. Perspective drawings need to be submitted in order to better assess the impact on neighboring property.

5. The length of time of any vacancy of the property;

The Mission Valley Middle School closed in the spring of 2011 so the property has been vacant for approximately two years.

6. The relative gain to public health, safety and welfare by destruction of value of the applicant's property as compared to the hardship on other individual landowners;

This is one of the largest tracts of land in Prairie Village available for redevelopment. There is no gain to the public health, safety and welfare by not allowing the property to be redeveloped. It is located in the middle of a residentially developed area and its depreciation in value would have a depreciating effect on surrounding property. The hardship created for other individual landowners is the loss of open space and use of the area for recreational purposes. This was a benefit as a result of public ownership which changed when the property was sold for private development.

7. City staff recommendations;

The plan has evolved over several months that included community meetings, meetings with City Staff and many modifications to the original plan. The plan proposed is consistent with Amended Village Vision and in the opinion of Staff it is a workable plan. Some specific comments are as follows:

- a) A Traffic Impact Study has been prepared by the applicant and reviewed by Public Works and the City's Traffic Engineer and the issues have been resolved.
 - b) A Stormwater Management Plan has been prepared by the applicant and reviewed by Public Works and the City's Stormwater Consultant and has been approved.
 - c) The density of development is 19.1 units per acre which is on the lower end of other senior housing projects in the area that range in density from 10.5 units per acre to 37.1 units per acre. Two multi-family projects adjacent to this project have a density of 22.9 and 24 units per acre.
 - d) The proposed plan has low density Villas on the south and southwest property lines adjacent to the low density single-family residences and has higher density development further north on the site.
 - e) The major buildings set back a minimum of 131 feet from the southeast property line, 147 feet from the south property line and 111 feet from Mission Road.
 - f) The design of the buildings for the Special Use Permit is primarily conceptual. The detail design of the buildings will need to be addressed as part of the approval of the Site Plan.
 - g) There will be a loss of open space compared to what currently exists; however, over 10 acres of the 18.4 acres will be green space when the project is completed, however only 5.3 acres will be useable open space.
 - h) The bulk of the buildings will be more than three times the bulk of the existing school, but the floor area ration (FAR) will be 0.48 which is low for urban development.
 - i) The maximum peak height of the buildings will be 40' 10" which is approximately the same height as the gymnasium. Only the Independent
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Living/Assisted Living building will be of this height, but it will appear to be a very large building given its overall massing and scale. The density of the project is reasonable for the size of the land area. If the mass and scale of the buildings are reduced, the buildings will cover more land area and more green space will be lost.

- j) The size and mass of the two large buildings is a concern and from the drawings submitted cannot be adequately evaluated. The applicant needs to provide perspective drawings of the site that include both the proposed buildings as well as existing buildings adjacent to the site so that a reasonable comparison can be made.
- k) The applicant needs to submit a time schedule indicating when each phase of the development will be constructed and this schedule will be a condition attached to the Special Use Permit if it is approved.

8. Conformance with the Comprehensive Plan.

It was not anticipated when Village Vision was proposed in 2006 that Mission Valley Middle School would be closed. As a result an amendment was prepared in 2012 to specifically address this site. The property owner, the neighbors and the community at large provided input in the development of the amendment to Village Vision. The Planning Commission held a public meeting on May 1, 2012 and recommended adoption to the Governing Body who adopted the amendment on May 21, 2012.

The recommendations of the Plan Amendment included two sections as follows:

1. Encourage developers to obtain community input.

The proposed developer has held a number of meetings with area neighbors as well as meetings open to all residents of Prairie Village. The neighbors and the applicant have not reached consensus on many issues. The neighbors countered that it is not compatible with the existing development in that it is too large and too tall and will create traffic and flooding problems. The applicant has submitted a Stormwater Management Plan and a Traffic Impact Study and has resolved these issues from a technical perspective. Both studies have been reviewed by the City's Traffic and Stormwater Management Consultants and are acceptable. The applicant has obtained input, made plan revisions, but still has not received endorsement from the neighbors. The use proposed is a senior housing development which is one of the uses identified in the plan.

2. Limit the uses to those allowed in the R-1A Single-Family District.

The plan restricted the uses to those listed in the R-1A district plus those included as Conditional Use Permits and Special Use Permits. The proposal is for a senior living development which is allowed is approval as a Special Use Permit.

One of the issues the Plan listed was density. The proposed project has 351 units on 18.4 acres of land for a density of 19.1 units per acre which is less than the apartments and condominiums on the northwest but much greater than the single-family dwellings on the south and southwest property lines. The applicant has proposed low density on

the south and increased the density on the north. Major buildings have been set back 131 feet from the southwest property line and 147 feet from the south property line to provide a distance buffer for the adjacent single family residences. Also, Villas are proposed along the south and southwest property lines and will act as a buffer.

The proposed developer has met with the surrounding neighbors and has addressed density, access, traffic, and stormwater runoff. Although agreement has not been reached by both parties, it appears that the applicant has addressed the issues and proposed a use that is in conformance with the Comprehensive Plan Amendment, Chapter 8 Potential Redevelopment D. Mission Valley Middle School.

Village Vision also has pointed out in several areas of the plan that more housing choices should be available to the residents, particularly in the area of senior living.

Village Vision also addresses the fiscal condition of the City and pointed out that redevelopment needs to stabilize if not enhance the economic base of the community. The applicant has stated that this will be a \$50 million development. It is estimated, based on that value that the property would generate approximately \$112,000 in City property tax plus \$14,235 in Stormwater Utility revenues.

RECOMMENDATIONS:

It is the recommendation of Staff that the Planning Commission continue this application and the Public Hearing until its June 4, 2013 meeting to give the applicant an opportunity to prepare and submit perspective drawings that adequately depict the size and mass of the proposed development compared to the existing adjacent developments as well as to address other matters that may have been discovered during the public hearing.

STAFF REPORT

TO: Prairie Village Planning Commission
FROM: Ron Williamson, Lochner, Planning Consultant
DATE: May 7, 2013 Planning Commission Meeting

Project # 000005977

Application: PC 2013-114

Request: Site Plan Approval for Adult Senior Dwellings

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Applicant: The Tutera Group

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The Tutera Group has purchased the former Mission Valley Middle School site and is proposing to construct and operate a mixed use senior residential community, named Mission Chateau. Mission Chateau will provide five residential options for seniors as follows: 160 independent living apartments; 60 assisted living apartments; 11 independent living villas; 36 memory care units; and 84 skilled nursing and rehabilitation units. This is a total of 351 units which could, at maximum occupancy, accommodate 450 people. The site is 18.4 acres (801,504 sq. ft.) and the proposed buildings cover 22.9% of the site. The combined footprint of all the structures is 134,007 sq. ft. or 4.22 acres. The total square footage of all the buildings is 387,244 sq. ft. The parking areas, drives and sidewalks total 173,038 sq. ft. The amount of the site devoted to green space is 444,459 sq. ft. or 10.2 acres. The majority of the development is within two large buildings. The villas are in six residential style buildings. The project is proposed to be developed in three phases.

Phase One will be the Skilled Nursing/Memory Care building which is located on the northwest end of the property. The footprint of the building is 58,268 sq. ft. The south wing is one-story and the north wing is two-stories for a total building area of 91,189 sq. ft. The peak height of the one-story portion is 26' 3" and the peak height of the two-story portion is 34' 6". The first floor elevation is 951.5 feet. The northwest corner of the site is low and the site will be filled approximately 9.5 feet to meet the first floor elevation of 951.5 feet. The first floor elevations of the properties adjacent to the northwest property line are: the duplex 955.50 ft.; the apartments 952.0 ft. and the condominiums 948.0 ft. Therefore, the first floor elevation of the proposed building appears to be reasonable compared to the existing buildings. The building sets back 131.5 ft. from the southwest property line. The closest residence is 48 ft. from the property line and the first floor elevation is 960.5 ft. which means it is 9 feet above the first floor of the Memory Care wing. With this elevation change and distance between the buildings, the impact of the facade of the building can be alleviated by landscape.

Phase Two will be the Independent Living/Assisted Living building which is the largest building in the proposed project. It is three stories tall; has a ground floor footprint of 100,824 sq. ft. and a total of 271,140 sq. ft. for the building. The second floor is 100,824 sq. ft. and the third floor is 69,942 sq. ft. The height of the two-story peak is 32' 4" and the height of the three-story peak is 40' 10".

Phase Three will be the six Villa buildings that back up to the south and southwest property lines and are conventional duplex or single-family attached residential design and construction. Each unit including the two-car garage is 2,265 sq. ft. and the peak height is 21' 4". These buildings set a minimum of 35 feet from the south and southwest property lines.

Mission Chateau will provide 351 units on 18.4 acres for a density of 19.1 units per acre. In comparison, Brighton Gardens has 164 units on 4.42 acres for a density of 37.1 units per acre; Claridge Court has 166 units on 4.74 acres for a density of 35.0 units per acre and Benton House which was approved for 71 units on 6.79 acres for a density of 10.46 units per acre (only 59 units were built initially).

The applicant submitted phases for developing the project but did not include a schedule or timeline indicating when each phase would be constructed.

The applicant held a neighborhood meeting on April 25, 2013 and approximately 30 people were in attendance. The concerns expressed were the height of the buildings, the size, traffic, flooding, screen space, compatibility with the neighborhood, density, public safety and crime.

The Planning Commission shall give consideration to the following criteria in approving or disapproving a Site Plan:

A. The site is capable of accommodating the building, parking areas and drives with appropriate open space and landscape.

The site is 18.4 acres with a total footprint of 192,269 sq. ft. for all the buildings which is 23.99% of lot coverage. Approximately 10.2 acres of the 18.4 acres will be open space and landscape. The open space calculation does not include sidewalks, drives and parking areas. Some of the open space will be used for rain gardens and a detention basin, but it still will be undeveloped area. The site is more than adequate in size to accommodate the proposed development.

B. Utilities are available with adequate capacity to serve the proposed development.

Since the site was developed as a middle school utilities are available at the site. The applicant has worked with the various utilities and adequate capacity is available to serve the development. The applicant will need to work with the Fire Department to ensure that five hydrants are properly located.

C. The plan provides for adequate management of stormwater runoff.

The applicant has prepared a Stormwater Management Plan which has been reviewed by the City's Consultant and Public Works and is consistent with the requirements of the City's Stormwater Management code. The applicant will need to work with Public Works in the final design of the system.

D. The plan provides for safe and easy ingress, egress and internal traffic circulation.

The proposed development will reduce the number of drives on Mission Road from three to two. The new drives will be in alignment with 84th Terrace and 85th Street. A Traffic Impact Study has been submitted and reviewed by the City's Traffic Consultant and Public Works. Traffic issues have been resolved. The applicant will need to work with Public Works on the final design of the driveways on Mission Road.

There is an existing pedestrian crossing signal on Mission Road just south of 84th Street. This signal was installed to serve school traffic. The applicant has agreed to retain or move the signal if requested. The City is still evaluating the need.

The Site Vehicle Mobility Plan, Sheet C-5, shows how the buildings will be served with emergency and delivery vehicles. The emergency vehicles appear to be adequately accommodated, but the delivery semi-trucks have a problem in serving the Skilled Nursing/Memory Care facility. Several parking spaces must be used in order to back the trucks into the unloading area. This area is primarily for employee parking and at least eight of these spaces are not usable. The applicant will need to find another solution to deliveries or provide some additional parking spaces.

E. The plan is consistent with good land planning and good site engineering design principles.

The applicant has located the lower density housing, the Villas, along the south and southwest property lines and they back up to existing single family dwellings. The size of the Villas is significantly less than the existing residences but they do serve as a transition between the single-family dwellings and the larger buildings. The design has also tried to locate the two large buildings away from Mission Road and the south and southwest property lines. The Skilled Nursing/Memory Care facility is located 131.5 ft. from the southwest property line and 91.5 ft. from the northwest property line. A parking lot is proposed along the northwest property line and there are some steep slopes that will be created in that area. No landscaping is proposed in that area because of existing vegetation. This will need to be looked at in more detail as final plans are prepared. There needs to be adequate screening between this project and the apartments and condominiums to the northwest.

There are some retaining walls proposed along the north drive and the detailed design will need to be submitted for review and approval.

The first floor elevation of all the proposed buildings has been set at 951.50 feet. The floor elevation of the existing gymnasium is 954.50 feet so these buildings are three feet lower. The buildings will set below the grade of Mission Road for the most part.

The applicant has proposed a 35 foot wide buffer along Mission Road which will have a berm, screening wall and landscaping. This should screen the parking along Mission Road and provide screening for the buildings as well.

As previously pointed out, the service vehicle access to the Skilled Nursing/Memory Care facility does not work. Consideration should be given to extending that parking lot further south to add the number of spaces that will be unavailable for parking during deliveries. There also needs to be screening along the northwest property line to prevent car lights from shining on other properties.

There are some connectivity issues with the sidewalk/trail system that need to be resolved.

In general the Site Plan works; however, there are a number of details that will need to be worked out as final plans are prepared.

F. An appropriate degree of compatibility will prevail between the architectural quality of the proposed building and the surrounding neighborhood.

The applicant has presented elevations of all facades of the buildings to indicate the general concept of the appearance of the buildings. The proposed materials are traditional stucco, hardie board, cultured stone veneer and wood trim on the building facades. The roofs will be asphalt shingles with standing seam metal roof at certain locations. The combination of materials and quality is good, and the ratio of stone to stucco seems appropriate. Staff had requested that the applicant provide more stone of the buildings which has been done. These are large buildings and at the scale presented are difficult to show detail. There are many design details that will need to be worked out and Staff will do that with the architect and owner.

These buildings are very large and in plan view they appear to have a variety of depth, but that is not conveyed in the elevation drawings. Also, Staff is still concerned about the overall massing and scale of the buildings. The applicant needs to prepare perspectives that show the buildings in three dimension in order to get a true feeling of the buildings' design, scale and massing and how they relate to the surrounding development. Perspectives need to be submitted from all sides so that a better picture is available regarding how this development fits within the existing developed area. Staff will have additional comments on design after reviewing the additional drawings.

The drawings are at a scale that can only show the concept of the design. It will be necessary for Staff to work with the developer on the details as final plans are prepared.

G. The plan represents an overall development pattern that is consistent with the comprehensive plan and other adopted planning policies.

It was not anticipated when Village Vision was proposed in 2006 that Mission Valley Middle School would be closed. As a result an amendment was prepared in 2012 to specifically address this site. The property owner, the neighbors and the community at large provided input in the development of the amendment to Village Vision. The Planning Commission held a public meeting on May 1, 2012 and recommended adoption to the Governing Body who adopted the amendment on May 21, 2012.

The recommendations of the Plan Amendment included two sections as follows:

1. Encourage developers to obtain community input.

The proposed developer has held a number of meetings with area neighbors as well as meetings open to all residents of Prairie Village. The neighbors and the applicant have not reached consensus on many issues. The neighbors countered that it is not compatible with the existing development in that it is too large and too tall and will create traffic and flooding problems. The applicant has submitted a Stormwater Management Plan and a Traffic Impact Study and has resolved these issues from a technical perspective. Both studies have been reviewed by the City's Traffic and Stormwater Management Consultants and are acceptable. The applicant has obtained input, made plan revisions, but still has not received endorsement from the neighbors. The use proposed is a senior housing development which is one of the uses identified in the plan.

2. Limit the uses to those allowed in the R-1A Single-Family District.

The plan restricted the uses to those listed in the R-1A district plus those included as Conditional Use Permits and Special Use Permits. The proposal is for a senior living development which is allowed is approval as a Special Use Permit.

One of the issues the Plan listed was density. The proposed project has 351 units on 18.4 acres of land for a density of 19.1 units per acre which is less than the apartments and condominiums on the northwest but much greater than the single-family dwellings on the south and southwest property lines. The applicant has proposed low density on the south and increased the density on the north. Major buildings have been set back 131 feet from the southwest property line and 147 feet from the south property line to provide a distance buffer for the adjacent single family residences. Also, Villas are proposed along the south and southwest property lines and will act as a buffer.

The proposed developer has met with the surrounding neighbors and has addressed density, access, traffic, and stormwater runoff. Although agreement has not been reached by both parties, it appears that the applicant has addressed the issues and proposed a use that is in conformance with the Comprehensive Plan Amendment, Chapter 8 Potential Redevelopment D. Mission Valley Middle School.

Village Vision also has pointed out in several areas of the plan that more housing choices should be available to the residents, particularly in the area of senior living.

Village Vision also addresses the fiscal condition of the City and pointed out that redevelopment needs to stabilize if not enhance the economic base of the community. The applicant has stated that this will be a \$50 million development. It is estimated, based on that value that the property would generate approximately \$112,000 in City property tax plus \$14,235 in Stormwater Utility revenues.

RECOMMENDATION:

It is the recommendation of Staff that the Planning Commission continue consideration of the Site Plan until such time as the applicant can prepare and submit perspective drawings that can show how the proposed development fits in the existing area considering the mass, bulk and design of the buildings. The perspectives need to be from all sides and include the existing buildings that abut the proposed development. It also should be pointed out that consideration of the Site Plan should only occur if the Planning Commission recommends approval of the Special Use Permit.
