

PLANNING COMMISSION REPORT
Regular Agenda – Public Hearing Item

PC Staff Report
05/21/14

ITEM NO. 9B: SPECIAL USE PERMIT; INSTITUTIONAL DEVELOPMENT PLAN; 2900 & 2920 HASKELL AVE (SMS)

SUP-14-00110: Consider a Special Use Permit for an Institutional Development Plan for the Lawrence College and Career Center, located at 2900 & 2920 Haskell Ave (east of the proposed relocated Haskell Avenue). The project proposes the construction of a new two-phase structure containing 56,000 sq. ft. and associated parking and site improvements. Submitted by Landplan Engineering PA on behalf of Unified School District 497, property owner of record.

STAFF RECOMMENDATION: Staff recommends approval of SUP-14-00110, a Special Use Permit for Permit for an Institutional Development Plan for the Lawrence College and Career Center, a *Community Facility -School* use, located at 2900 & 2920 Haskell Ave (east of the proposed relocated Haskell Avenue) including approval of a waiver from Section 20-1307(c)(2)(ii) to provide two access points, based upon the findings presented in the body of the staff report and subject to the following conditions:

1. Applicant shall provide a revised site plan with the following changes:
 - a. Graphically show the dedicated cross access easement provided from Haskell Avenue to proposed Lot 2.
 - b. Graphically show the dedicated utility easement for the existing sanitary sewer service line that connects the existing EDC building with the sanitary sewer main along the north property line.
 - c. Provide a note that indicates that either a temporary asphalt curb or wheels stops will be provided along the north edge of the Phase 1 northernmost parking bay.
 - d. Provision of an exhibit that identifies the extent of Phase 2 improvements and a note on the plan that indicates subsequent site plan revisions to the Institutional Development Plan may be processed administratively.
 - e. Provide a note on the plan that states lighting fixtures shall be provided with a full cut-off fixture and be directed down.
2. Review and approval of revised plan by City Public Works, Utilities and Parks staff.
3. Applicant shall provide a photometric plan including lighting fixture details for review and approval prior to issuance of a building permit.
4. Execution of a site plan performance agreement.
5. Filing of the approved IDP at the Register of Deeds and publication of an ordinance for the Special Use Permit.

Applicant's Reason for Request:

"The 30,000 sq. ft. center, to be located near 31st and Haskell Ave will support Career Pathways by replicating high-performance, 'real-world' workplace environments: providing specialty labs and studio areas for students to create, share, evaluate and revise thoughtful learning products; facilitating innovation and collaboration by creating venues that encourage creativity, research, ideation, prototyping and testing; offering flexible space planning, furniture reconfiguration and building systems so that teachers and students can adapt the environment to meet learning goals; promoting a common intellectual mission with transparency between learning environments that encourages

‘visible learning’ and collaborative reflection; and facilitating communication and presentation through robust audio-visual systems.”

KEY POINTS

- This property is proposed to be rezoned to the GPI (General Public & Institutional) District and contains more than 10 acres. Therefore approval is required through a Special Use Permit per Section 20-1307 of the Development Code.
- Section 20-1307(c)(2)(ii) indicates that educational development sites should have two access points; therefore a waiver from this standard is required as part of the SUP.
- This site plan shows both Lots 1 and 2 of the proposed subdivision, PP-14-00109 (Item No. 7C on this agenda). The proposed improvements will be located on Lot 1. Lot 2 will be redeveloped as the complementary Dwayne Peaslee Training Center by the EDC.

FACTORS TO CONSIDER

- Procedural requirements of Section 20-1306; Special Use Permits and 20-1307, Institutional Development Plans.

ASSOCIATED CASES/OTHER ACTION REQUIRED

- PP-14-00109: Preliminary Plat for LCCC and Peaslee Addition, a two-lot institutional and industrial subdivision.
- Z-14-00108: IL (Limited Industrial) District to GPI (General Public and Institutional Use) District, 11.66 acres.
- Planning Commission approval of Preliminary Plat.
- City Commission approval of rezoning and adoption of ordinance.
- City Commission approval of the Special Use Permit and adoption of ordinance.
- Administrative approval of a Final Plat.
- The approved Final Plat must be recorded with the Register of Deeds Office prior to release of the Special Use Permit for issuance of a building permit.
- Release of Special Use Permit site plan to Development Services for Building Permits.

ATTACHMENTS

1. Page Map
2. Institutional Development Plan
3. Applicant Letter - Momena

PLANS AND STUDIES REQUIRED

- *Traffic Study* – Applicant indicated that 70% of high school students will be bussed from their primary high school sites to the center. Haskell Avenue is a major arterial street. Additional traffic volumes will be assessed prior to construction of Phase 2 and/or development of the EDC Training Center on the adjacent property.
- *Downstream Sanitary Sewer Analysis* – The revised downstream sanitary sewer analysis and cover letter dated May 1, 2014 provided by Landplan Engineering has been reviewed and is accepted for this project to satisfy the criteria required for the DSSA as outlined in Administrative Policy 76.
- *Drainage Study* – The proposed improvements will decrease the existing impervious surface by 12.1%. Per Section 1.6 E.2.C of the City's Stormwater Management Criteria, no detention is required for this site.
- *Retail Market Study* – Not applicable to project.

PUBLIC COMMENT

- No public comment was received prior to the printing of this staff report.

GENERAL INFORMATION

Current Zoning and Land Use: IL (Limited Industrial) District – *proposed to be rezoned to GPI (General Public and Institutional District)*; parking lot and vacant portion of the former Hiper Technology property.

Surrounding Zoning and Land Use: To the north and east:
RS7 (Single-Dwelling Residential) District; *Detached Dwellings*

To the south and west:
IL (Limited Industrial) District; *vacant portion of former Hiper Technology parcel and Manufacturing Uses*

To the west across Haskell Avenue:
IG (General Industrial) District; *existing Industrial Uses and Gas & Fuel Sales*

Institutional Development Plan

Section 20-1307 states the purpose of the IDP is "*to provide a community vision for the long-term use and development of public institutional space and lands so that they are designed to be compatible with surrounding land uses and contribute to the neighborhood and character of the area in which they are located. Providing this community vision for institutional buildings and sites also allows adjacent and nearby property owners to anticipate future non-residential development patterns and plan for the use and enjoyment of their property accordingly.*" When sites are over 10 acres in size, the IDP is reviewed through the Special Use Permit process to provide public review of the proposed uses and site layout.

Summary of Special Use

The School District's design team provided the following description of the proposed use:

The College & Career Center (CCC) is an educational building that will house career based learning programs for high school juniors and seniors from Free State and Lawrence High Schools. Initial construction of approximately 31,500 sf will house the following career pathways: Health Science/Emergency Services, Bioscience/Forensic Science, Law & Government, Computer Integrated Manufacturing, Interactive Design, and Technology Solutions. The site has been arranged to provide for up to an additional 30,000 sf of future construction. It is the intent of the District and EDC to enter into a shared parking agreement to accommodate future demand in the combined facilities. *(Staff Note: The site plan has been revised since this description was provided and a more specific building size is identified on the plan.)*

Site Summary

THE DATA WITHIN THE FOLLOWING TABLE REPRESENTS THE PROPOSED TOTAL QUANTITIES PER THE DEVELOPMENT FOR LCCC

LCCC (phase1) Area (Sq. Ft.)		Area (Sq. Ft.)		%
Existing Buildings	0	Proposed Buildings	28,000	6%
Existing Pavement	185,805	Proposed Pavement	45,933	9%
Existing Impervious	Subtotal: 185,805	Proposed Impervious	Subtotal: 73,933	15%
Existing Pervious	296,229.96	Proposed Pervious	408,102.96	85%
Property Area	482,034.96		482,034.96	100%
LCCC (phase2) Area (Sq. Ft.)		Area (Sq. Ft.)		%
Existing Buildings	28,000	Proposed Buildings	56,000	12%
Existing Pavement	45,933	Proposed Pavement	68,000	14%
Existing Impervious	Subtotal: 73,933	Proposed Impervious	Subtotal: 124,000	26%
Existing Pervious	408,102.96	Proposed Pervious	358,034.96	74%
Property Area	482,034.96		482,034.96	100%

Site Plan Review

As noted above, the Institutional Development Plan provides an overall view of the anticipated development. The School District intends to construct the College & Career Center in two phases. In the first phase, the proposed two-story building will contain 28,000 square feet of classrooms, labs, studios and offices. The initial infrastructure will include an improved entrance drive from relocated Haskell Avenue with a drop-off area at the building entrance and 45 new parking spaces to the east of the entrance drive. The parking area will include a looped drive to also provide cross-access to the existing Hiper Technology building located on proposed Lot 2. That building will be remodeled to provide space for the proposed Dwayne Peaslee Training Center by the Economic Development Corporation (EDC). A separate site plan will be submitted for administrative review for those related site improvements.

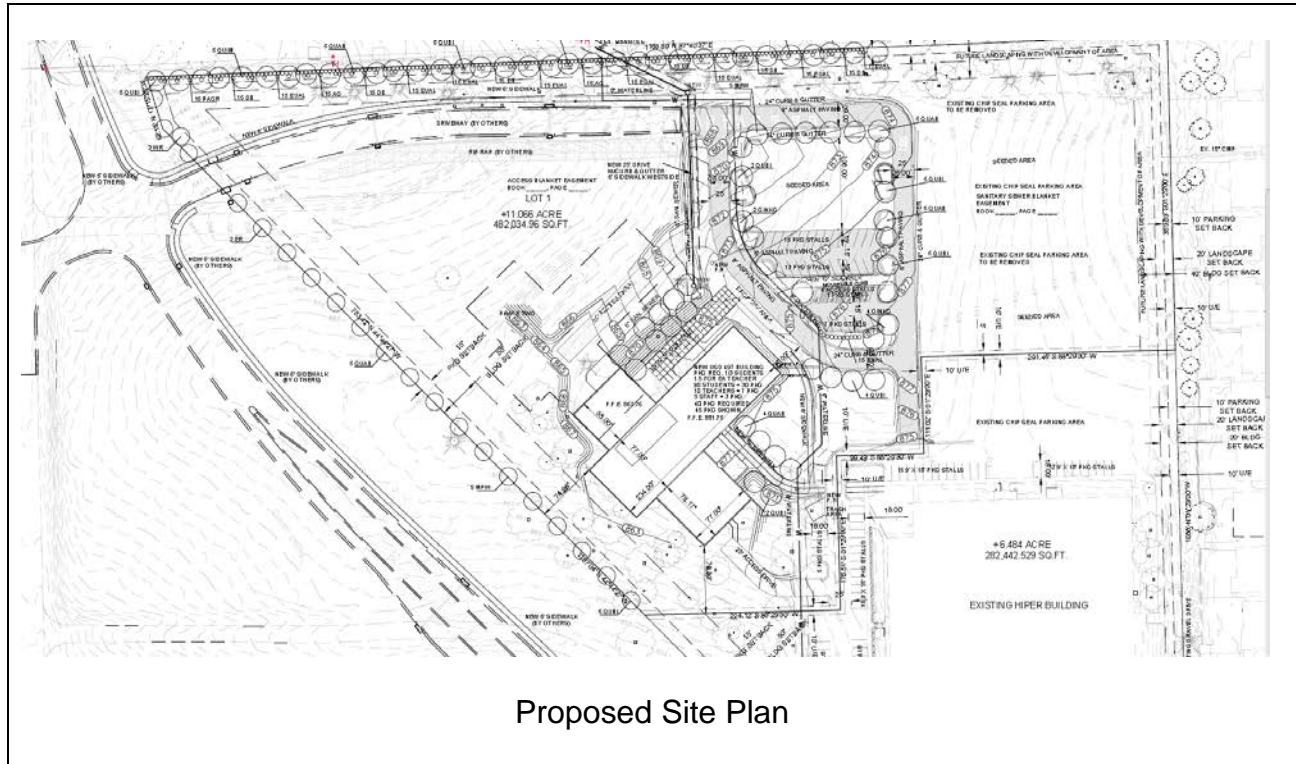
In the second phase, the LCCC building will be expanded to the northwest to provide an additional 28,000 square feet. Additional parking will be expanded to the north between the looped entrance drives to accommodate the additional uses. This SUP plan needs to be revised to provide a 'full build-out' exhibit to show the ultimate development. A revised site plan will be administratively reviewed prior to construction of Phase 2 building and parking improvements.

The District has indicated that a majority of the high school students will be transported by bus from their primary high school campus which will significantly reduce the initial parking demands. Additional spaces may need to be constructed when evening uses are provided at the site. As noted above, the District and EDC intend to enter into a shared parking agreement to accommodate future needs when both facilities are in operation.

Some of the site improvements will be constructed as part of the Haskell Avenue/K-10 interchange project. The majority of the new entrance drive (which will align with E 29th Street west of Haskell) and the new sidewalk along relocated Haskell Avenue will be constructed with

the highway project. The site construction will need to be coordinated with those improvements (noted on the plan as 'by others'.)

Approximately four acres in the northeastern corner of the site is currently paved and has been used as truck and trailer parking. The majority of this chip and seal area will be removed and seeded. This will provide a reduction in overall impervious surface and significant green space between the abutting residences and the new parking lot.



Landscaping and Screening

The site plan proposes planting a significant number of White Oak and Ginkgo trees. The City's Horticulture Manager has indicated that these are extremely slow growing, expensive and difficult to establish without extensive irrigation. She has provided suggestions to modify the species selection to include plants that are drought tolerant, cold hardy, indigenous to Kansas and contribute to the environmental/wildlife habitat at a reasonable cost to the project. She has suggested alternatives that provide an opportunity for the school site to be part of a learning corridor between the Baker Wetlands and Prairie Park. Modifications to the landscape plan have been requested. *(The applicant has provided a revised plan which addresses some of these comments. Additional review and discussion will be required prior to approval.)*

Street Trees: Street trees are provided along the relocated Haskell Avenue frontage.

Interior and Perimeter Landscaping: Interior parking lot landscaping is provided with end islands for the two parking bays to be constructed in the first phase as well as the future parking bays. This will provide an opportunity for the landscaping to mature and parking spaces to be added as needed. Trees are provided along the north side of the ultimate parking lot area and along the south side of the looped drive to provide a significant amount of landscaping in the initial construction phase.

Trees area also proposed northwest and southeast of the building. The trees northwest of the building are part of a landscaped plaza area between the first and second building phases.

Buffer Yard Requirements: This property is proposed to be rezoned to the GPI District. Section 20-1307(c)(2)(i)(a) requires provision of a Type 2 Buffer Yard for educational sites. The plan identifies a 40' wide building setback and 20' wide landscape setback along both the north and east sides of the property abutting the adjacent residential areas. Trees and shrubs are proposed along approximately two-thirds of the northern boundary to screen the initial phase of development. The plan indicates future landscaping will be provided along the remainder of the north boundary and the eastern boundary with future development. Staff has notified the applicant that additional shrubs may need to be added to fill in gaps in the existing tree line along the north boundary if headlights become an issue.

Mechanical Equipment: The site plan includes a note that indicates all mechanical equipment, whether roof mounted or ground mounted, will be appropriately screened.

Lighting

Additional details regarding the site lighting are required. The applicant intends to use building mounted lighting for this site. All lighting fixtures will need to be directed down and be provided with a full cut-off. A photometric plan and review of lighting fixture details is required to be provided for staff review and approval prior to issuance of a building permit.

Applicable Design Guidelines

There are no specific design guidelines applicable to this proposed improvement. Final elevations have not been prepared for this site at this time.

Access

Vehicular access to this site is provided from the new entrance at relocated Haskell Avenue, an arterial street. Section 20-1307(c)(2)(ii) indicates that educational development sites should have two access points, one from a residential collector street. This requirement is intended for neighborhood elementary or middle school sites. This site is intended to be a community-wide facility and access will be readily accessible via K-10 once the interchange and highway project are completed.

A public street is stubbed south of E 28th Terrace to the north boundary of this site. However, due to the anticipated community-wide draw, it does not seem appropriate to connect this site directly to the adjacent local neighborhood streets. Approval of the SUP plan should include a waiver from the requirement to provide two separate vehicular access points to the site.

Pedestrian Connectivity

A new 6' sidewalk will be constructed along the east side of Haskell Avenue. The applicant will construct a new 6' sidewalk along the north side of the entrance drive, as well as interior walks around the new building and connection to the EDC building. If additional connectivity is desired, a walk could be added between the entrance drive and the stub street that connects to E 28th Terrace to the north.

Floodplain

This property is not located within the regulatory floodplain.

1. WHETHER THE PROPOSED USE COMPLIES WITH ALL APPLICABLE PROVISIONS OF THIS DEVELOPMENT CODE

The setbacks in the GPI District are as follows: Front— 40 feet; abutting R Districts – 40 feet; abutting non-R Districts – 15 feet. The site plan indicates that the proposed building is setback more than 50 feet from the substantial Haskell Avenue right-of-way. The proposed building is located approximately 100 feet from the new lot line creating the EDC property. The plan also identifies the required 40 foot building setback along the north and east property lines adjacent to the existing residential neighborhoods.

[illegible]

A photometric plan is required prior to issuance of a building permit. The plan will be submitted for staff review and should include lighting fixture details. Full cut-off fixtures are required to limit off-site glare. As noted earlier, staff has indicated additional shrubs may need to be planted along the north or east property lines to fill in 'gaps' in the existing tree line if headlights from the parking lot become a problem for adjacent residents.

Section 20-1307(c)(2)(ii) indicates that educational development sites should have two access points, one from a residential collector street. As noted above, this requirement is intended for neighborhood elementary or middle school sites. This site is intended to be a community-wide

facility and access will be readily accessible via K-10 once the interchange and highway project are completed. Approval of the SUP plan should include a waiver from the requirement to provide two separate vehicular access points to the site.

Staff Finding –As conditioned and with the Commission waiver from the second access requirement, the Special Use Permit site plan complies with the requirements set out in the Development Code.

2. WHETHER THE PROPOSED USE IS COMPATIBLE WITH ADJACENT USES IN TERMS OF SCALE, SITE DESIGN, AND OPERATING CHARACTERISTICS, INCLUDING HOURS OF OPERATION, TRAFFIC GENERATION, LIGHTING, NOISE, ODOR, DUST AND OTHER EXTERNAL IMPACTS

Applicant's Response: *Yes, this proposed use in terms of scale and site design fit in the corner lot. The amount of green space that surround the proposed use help buffer the light and noise that could be generated by this use.*

The proposed use of the property will intensify the activity on-site, but should be similar in character to the past office/manufacturing uses. The new structure is being located to face Haskell Avenue and away from the adjacent residential uses. Significant improvements in terms of reduced pavement areas and new landscape materials will create a campus environment with the redevelopment of the EDC property.

Staff Finding – The proposed educational facility will be compatible with adjacent uses.

3. WHETHER THE PROPOSED USE WILL CAUSE SUBSTANTIAL DIMINUTION IN VALUE OF OTHER PROPERTY IN THE NEIGHBORHOOD IN WHICH IT IS TO BE LOCATED

Applicant's Response: *No, this lot will not change the surrounding property values of residential uses. The development will provide a useful service to the surrounding community.*

The proposed LCCC will establish a community-wide service located at the new Haskell Avenue/K-10 interchange. The location allows the facility to be easily accessed and will provide increased investment in a gateway improvement into the community.

Staff Finding – The construction of the College & Career Center is not anticipated to result in any diminution of value of other property in the neighborhood and represents added investment in the Haskell Avenue corridor.

4. WHETHER PUBLIC SAFETY, TRANSPORTATION AND UTILITY FACILITIES AND SERVICES WILL BE AVAILABLE TO SERVE THE SUBJECT PROPERTY WHILE MAINTAINING SUFFICIENT LEVELS OF SERVICE FOR EXISTING DEVELOPMENT

A new public water line and sanitary sewer main will be extended into the property to serve the College & Career Center. The existing sanitary service line from the Hiper building to the sanitary main along the north property line crosses the existing chip & seal parking area that is to be seeded with Phase 1 improvements. The EDC has proposed that the service line be permitted to remain in place with an agreement for maintenance if repairs are needed in the

future instead of extension of the sanitary sewer main all the way south to the existing building. An administrative waiver will need to be approved for this request before the Special Use Permit and plat can be completed. The applicant has indicated that a blanket sanitary sewer easement will be dedicated. The Utilities Engineer has indicated that the service line must be field verified and a specific utility easement dedicated for that location.

As noted above, the proposed improvements will be coordinated with the construction of the relocated Haskell Avenue as part of the highway interchange improvements. A portion of the new entrance drive will be constructed with the street improvements. As part of the preliminary plat of the property, a dedicated cross access easement will be required to provide access for proposed Lot 2 to Haskell Avenue.

Staff Finding – As conditioned, sufficient safety, transportation and utility facilities will be available to serve the subject property.

5. WHETHER ADEQUATE ASSURANCES OF CONTINUING MAINTENANCE HAVE BEEN PROVIDED

This proposed development will be owned and operated by USD 497. The SUP plan provides the overall scope for the development. A revised site plan will be required prior to construction of Phase 2 improvements. A separate site plan will be administratively reviewed for the development of the Peaslee Training Center that is owned by the Economic Development Corporation of Lawrence and Douglas County.

Staff Finding – The site plan documents will function as the enforcement tools to assure that maintenance and use of the property is consistent with the approval.

6. WHETHER THE USE WILL CAUSE SIGNIFICANT ADVERSE IMPACTS ON THE NATURAL ENVIRONMENT

Applicant's Response: *There will be no impacts to the natural environment. The development will clean up vacant ground.*

The proposed building is designed to take advantage of the natural terrain with access at each level. The parking and looped drive areas are located on the plateau at the top of the site. A number of existing trees are located along the Haskell frontage and should be retained with this development.

Staff Finding – The proposed use should not cause significant adverse impacts on the natural environment.

7. WHETHER IT IS APPROPRIATE TO PLACE A TIME LIMIT ON THE PERIOD OF TIME THE PROPOSED USE IS TO BE ALLOWED BY SPECIAL USE PERMIT AND, IF SO WHAT THAT TIME PERIOD SHOULD BE.

Time limits are established on Special Use Permits to permit a periodic review to determine if the use remains compliant with the area or if a rezoning would be appropriate. The SUP review process is required because the property proposed to be rezoned to the GPI District exceeds 10 acres. The Institutional Development Plan serves as the master plan for this facility and provides

the public with a long-range view of the site development. It would not be appropriate to place a time limit on this use.

Staff Finding – The SUP process is required by the Development Code due to the size and zoning of the property. It would not be appropriate to place a time limit on this use.

Conclusion

The proposed improvements will positively impact the area by providing community-wide training services in the area. The development will also provide an improved gateway at the Haskell Avenue/K-10 interchange. The use is compatible with, and appropriate for this location. Staff recommends approval of the Special Use Permit as conditioned.