

PLANNING COMMISSION REPORT
Regular Agenda -Public Hearing Item

PC Staff Report
03/15/2017

**ITEM NO. 3 PRELIMINARY DEVELOPMENT PLAN FOR MT. BLUE ADDITION;
2350 FRANKLIN RD (BJP)**

PDP-17-00008: Consider a Preliminary Development Plan for Mt. Blue Addition, Lot 1 and Mt. Blue Addition No. 2, Lot 9 to accommodate a gun range and retail store, located at 2350 Franklin Rd. Submitted by Paul Werner Architects on behalf of Ace Self Storage LLC, property owner of record.

STAFF RECOMMENDATION ON WAIVER: Planning Staff recommends approval of the waiver from the front setback to permit the proposed off-street parking for Lot 9 to be located 15 ft of the north property line.

STAFF RECOMMENDATION ON PRELIMINARY DEVELOPMENT PLAN: Planning Staff recommends approval of the Revised Preliminary Development Plan for Mt. Blue Addition based upon the findings of fact presented in the body of the staff report and subject to the following conditions:

1. Provision of a revised plan that includes the following notes and changes:
 - a. Update Note 2.11 with the following note; "One March 15, 2017, the Planning Commission approved a waiver from the front setback requirements in Section 20-1008.5(F)(1) of the 1966 Zoning Regulation to allow the parking area to be setback 15 feet from Thomas Court right-of-way."
2. Submittal of a revised stormwater drainage study with approval by the City Stormwater Engineer.

Reason for Request: The proposed revision to the Preliminary Development Plan (PDP) accommodates a gun range and retail store at 2350 Franklin Road (Lot 9). The previously approved PDP planned for mini storage, retail, and an office on Lot 1; however, no uses were identified for the subject property. The requested revision updates the PDP with the proposed development of Lot 9.

KEY POINTS

- The property was included in the previous Preliminary Development Plans for the Mt. Blue Addition PID, with the original PDP being approved by the City Commission in 1997. As the development began prior to the adoption of the 2006 Development Code it is being processed under the requirements of the pre-2006 Code.
- The subject property included in this PDP revision includes 2400 Franklin Road and 2350 Franklin Road.
- The subject property was previously platted as Lot 1 (2400 Franklin Road) and Lot 2 (2350 Franklin Road) of A Final Plat of Mt. Blue Addition. In 2000, A Final Plat of Mt. Blue Addition No. 2 was approved, at which point Lot 2 became Lot 9.

FACTORS TO CONSIDER

- Compliance with the 1966 Zoning Code for Planned Developments.

- Conformance with *Horizon 2020*.

ASSOCIATED CASES/OTHER ACTION REQUIRED

Associated Cases

- No active cases

Other Action Required

- City Commission approval of Preliminary Development Plan.
- Submittal of a Final Development Plan for Planning Commission approval.
- Recording of Final Development Plan with the Douglas County Register of Deeds.
- Submission and approval of building permits prior to construction.

ATTACHMENTS

Attachment A: Proposed Preliminary Development Plan

Attachment B: Traffic Impact Study

PUBLIC COMMENT RECEIVED PRIOR TO PRINTING

1. None

GENERAL INFORMATION

Current Zoning and Land Use:	PID (Planned Industrial Development) District; Lot 9 – vacant; Lot 1 – mini storage, office/retail.
Surrounding Zoning and Land Use:	<p>To the north and east: PID (Planned Industrial Development) District; <i>Wholesale, Storage, and Distribution, Light</i>, and vacant land.</p> <p>To the south: GPI (General Public and Industrial Use) District; Douglas County Jail</p> <p>To the west: A (Agricultural) and I-1 (Limited Industrial) Districts; rural residence.</p>

SITE SUMMARY

Lot 1	Existing	Proposed	Change
Land Use:	Mini Storage, Office/Retail	Mini Storage, Office/Retail	
Land Area:	229,125 sq ft	229,125 sq ft	0
Total Building:	44,172 sq ft	44,172 sq ft	0
Total Pavement:	127,890 sq ft	127,890 sq ft	0
Total Impervious Area : % Impervious	172,062 sq ft 75%	172,062 sq ft 75%	0
Total Pervious Area: % Pervious	57,063 sq ft 25%	57,063 sq ft 25%	0

Lot 9	Existing	Proposed	Change
Land Use:	Vacant	Use Group 13 – Similar Use/Indoor Gun Range and Retail Sales (Participant Sports & Recreation, Indoor)	
Land Area:	47,160 sq ft	47,160 sq ft	0
Total Building:	409 sq ft	12,375 sq ft	11,966 sq ft
Total Pavement:	2,899 sq ft	12,551 sq ft	9,652 sq ft
Total Impervious Area : % Impervious	3,308 sq ft 7%	24,929 sq ft 53%	20,235 sq ft 46%
Total Pervious Area: % Pervious	43,852 sq ft 93%	22,231 sq ft 47%	-21,621 -46%

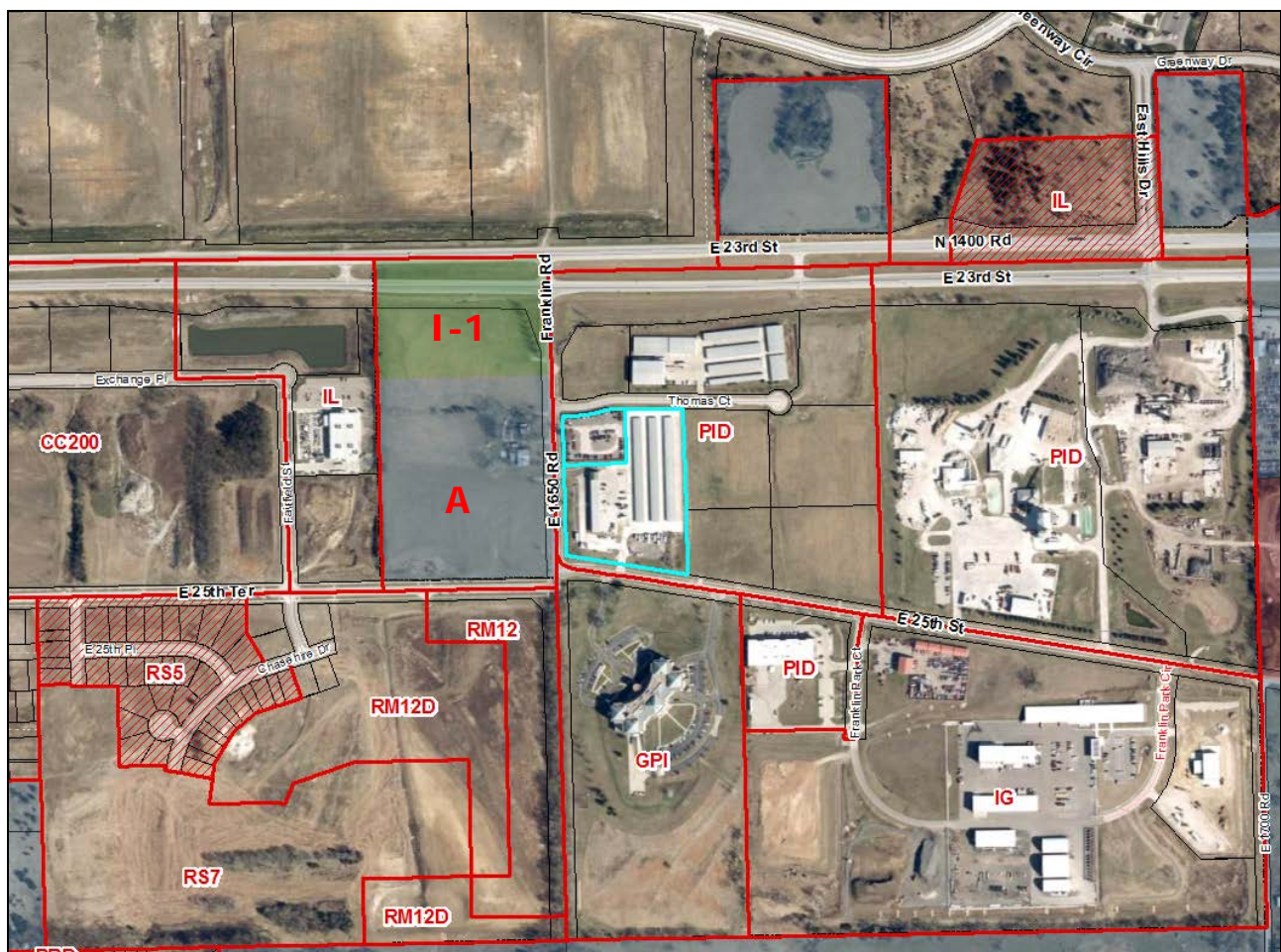


Figure 1. Surrounding zoning and land use. The subject property is outlined in blue.

Lot	Use	Vehicle Requirement	Vehicle Required	Vehicle Provided
Lot 1	Mini Storage	1 space/150 storage units + 3 adjacent to leasing office	271 units/150= 2+ 3 = 5	
	Office	1/300 sq ft floor area	5,985 sq ft/300 = 20	
	Retail	1/200 sq ft floor area	3,000 sq ft/200 = 15	
	Total Required for Lot 1		40	
	ADA (76-100 spaces = 3 auto & 1 van)			6
	Bicycle			2

Lot	Use	Vehicle Requirement	Vehicle Required	Vehicle Provided
Lot 9	Indoor Gun Range	1/500 sq ft floor area*	12,375 sq ft/ 500 = 25	25
	ADA (1-25 spaces = 1 van)			1
	Bicycle			5

*Parking group 15 is being used for the Indoor Gun Range associated with Lot 9. Staff determined this parking group was appropriate due to its alignment with the current Development Code. The parking requirements in Parking Group 15 are the same requirements that would apply to the gun range if it were being developed under the current Development Code (An indoor gun range would be classified as a *Participant Sports & Recreation, Indoor* use under the current code, which requires parking be calculated at 1 space per 500 square feet of customer/activity area).

STAFF ANALYSIS

The subject property contains approximately 6.3 acres and is located at the northeast corner of E 25th Street and Franklin Road. The subject property includes 2400 Franklin Road (Lot 1) and 2350 Franklin Road (Lot 9). The property has been part of the Mt. Blue PID since its inception. The original plan was approved under the 1966 Zoning Code; as such the development is being processed under the requirements of the pre-2006 Code, with the exception of landscaping requirements associated with Lot 9. To facilitate efficiency, staff determined that the landscaping standards in the current Development Code, Article 10, should be used for landscaping requirements.

The original plan showed Lot 1 to be developed with mini storage, office, and retail; however, the plan did not include development for Lot 9. The proposed PDP revision accommodates the development of Lot 9 with a gun range and retail store. The original Mt. Blue Preliminary Plan permitted uses in Use Group 13—Automotive Services; Retail Sales; Other. An indoor gun range is not specifically listed under Use Group 13; however, the Planning Director determined that an indoor gun range was a similar use to other recreational type uses permitted in that use group. Recreational examples permitted in Use Group 13 include 'Skating Rink, Commercial', and 'Baseball Park, Commercial'. Given this, a determination was made by the Planning Director that an indoor gun range would be a permitted use under the 'Similar Use' category of the use group.

The City Engineer determined that access to Franklin Road (an arterial street) should be removed, and access provided to Lot 9 from Thomas Court. The revised PDP proposes a new access drive from Thomas Court, as well as extending the drive aisle for Lot 9 south to share access to Franklin Road with Lot 1. The trash storage area for Lot 1 will be relocated to accommodate this access improvement. There are no other changes proposed with Lot 1.

PRELIMINARY DEVELOPMENT PLAN REVIEW

The proposed Preliminary Development Plan for Mt. Blue Addition has been evaluated based upon findings of fact and conclusions per Article 10 of the 1966 Zoning Code for the City of Lawrence, requiring consideration of the following nine items:

1) In what respects the plan is or is not in general conformity with the provisions of the Comprehensive Plan of the City.

Recommendations from *Horizon 2020* related to this development are listed below with staff discussion following in red.

Industrial and Employment-Related Land Use Goals and Policies (page 7-11)

- Goal 1: Development in Established Industrial and Employment-Related Areas
“Encourage the retention, redevelopment and expansion of established industrial and employment-related areas.”
The proposed PDP revision accommodates development of an undeveloped parcel located at 2350 Franklin Road. This lot has not been developed since the approval of the original PDP in 1997. The proposed project will encourage the retention of an established industrial area. An undeveloped parcel will be developed with a use compatible with the industrially zoned area, and the property retains its industrial zoning.
- Policy 1.2: Ensure Compatibility of Development
“Encourage best management practices for site planning and design that include, but are not limited to, building placement and orientation, vehicular and pedestrian circulation patterns, open space, landscaping, lighting, stormwater management, and interfacing with adjacent neighborhoods and development, and appropriate accommodation of the design to the site’s natural features.”
Planned Industrial Development (PID) Districts encourage industrial development in a planned manner. The proposed development is reviewed for consistency with the development standards for a PID, as required by Sections 20-1008.5 of the previous applicable zoning code. Included in this standard are provisions for open space, dimensional requirements (such as lot width, building setbacks, and building height), and off-street parking requirements. Further review is provided to verify compliance with building and site design, and compatibility with the surrounding area.
- “Encourage building design techniques that include, but are not limited to, the consideration of façade and exterior wall articulation, materials and colors, rooflines, entryways, signage, and energy and resource conservation.”
The development proposed on Lot 9 will be reviewed for compliance with the Industrial Design Guidelines found in the Community Design Manual. The building form, roof type and exterior materials will be reviewed for compatible architectural context with the surrounding developments and the community as a whole.

Staff Finding – The proposed development complies with the general industrial land use provisions found in *Horizon 2020*.

2) *In what respects the plan is or is not consistent with the Statement of Objectives of Planned Unit Development. [The statement of objectives of planned unit developments per Section 20-1002 of the 1966 Zoning Ordinance]*

- (1) To promote and permit flexibility that will encourage innovative and imaginative approaches in residential, commercial, and industrial development which will result in a more efficient, aesthetic, desirable and economic use of land while maintaining density and intensity of use consistent with the adopted comprehensive plan for the city;*
- (2) To promote development within the city that can be conveniently, efficiently and economically served by existing municipal utilities and services or by their logical extension;*
- (3) To promote design flexibility including placement of buildings, and use of open space, pedestrian and vehicular circulation facilities to and through the site, and off-street parking areas in a manner that will best utilize potential on-site characteristics such as, topography, geology, geography, size or proximity.*
- (4) To provide for the preservation of historic or natural features where they are shown to be in the public's interest including but not limited to such features as: drainageways, floodplains, existing topography or rock outcroppings, unique areas of vegetation, historic landmarks or structures*

Staff Finding – As mentioned, previously approved PDPs did not provide a proposed use for the development of Lot 9. The proposed revisions provide more detail to the PDP by updating Lot 9 with development information. The changes proposed with this revision request are consistent with the Statement of Objectives of Planned Unit Development.

3) *The nature and extent of the common open space in the Planned Unit Development, the reliability of the proposals for maintenance and conservation of the common open space, and the adequacy or inadequacy of the amount and function of the common open space in terms of the densities and dwelling types proposed in the plan.*

Staff Finding – The common open space for the revised portion of the PDP will be provided through the landscaping along the street frontages and within parking lot area. Dwelling units are not proposed in this development.

4) *Whether the plan does or does not make adequate provisions for public services, provide adequate control over vehicular traffic, and further the amenities of light and air, recreation and visual enjoyment.*

Adequate public utilities are available to serve the proposed development. Access to the site will be taken from Thomas Court. Secondary access will be available through the developed parking lot on Lot 1. Parking is located on the north and west sides of the building, and landscaping is proposed to screen the parking area.

Staff Finding – Adequate provisions for public services, vehicular traffic, light, air, and visual enjoyment have been provided.

5) *Whether the plan will or will not have a substantial adverse effect on adjacent property and the development or conservation of the neighborhood area.*

Changes are not proposed to the existing development on Lot 1, which contains mini-storage, office, and retail uses, with the exception of the associated improvements for the shared access

through the existing parking lot. The discussion provided below pertains to Lot 9, which proposes the development of an indoor gun range.

The Traffic Impact study, dated December 30, 2016, indicated that the projected volumes of traffic generated by the proposed development will be 31 vehicles per hour (vph) during the AM peak hour and 24 vph at the PM peak hour. The projected traffic volumes indicate that the proposed development will not create a noticeable change in the existing traffic volumes in the area.

The proposed development is a 12,375 square foot one-story building. The development will occur in an area previously planned for industrial uses, and is compatible with the existing development in the area. The building form, roof type and exterior materials will be reviewed for compliance with the Industrial Design Guidelines as part of the Final Development Plan review process. The review will verify that the development is compatible with the established surrounding area.

Staff Finding – The development should not have a measureable or adverse impact on the development or conservation of the neighborhood area.

6) In what respects the plan is or is not in conformance with the development standards and criteria of this article.

The applicant is requesting a waiver from the front setback for parking along Thomas Court. The proposed revisions show the parking area for Lot 9 setback 15' from Thomas Court right-of-way. The pre-2006 code did not provide setback requirements for parking areas. In this situation, the front setback requirement of 30' would be applicable under the pre-2006 code because Lot 9 is a corner lot. Staff recommends approval of the front setback waiver because it aligns with the standards of the current Development Code. If the property were being designed under the existing Development Code, Section 20-908(c) would be applicable and would require that the parking area be setback 15' from the street right-of-way. The waiver request to reduce the front setback from 30' to 15' will result in a development that is consistent with current development patterns.

Section 20-1008.5(F) of the pre-2006 code permits the Planning Commission to approve a lesser setback.

Staff Finding – As conditioned and with the approval of the recommended front setback waiver, this Preliminary Development Plan is in conformance with the provisions of the 1966 Zoning Regulations.

7) In what respects the plan is or is not in compliance with the requirements for application for tentative approval of the Planned Unit Development. [This finding refers to Section 20-1005 (1966 Zoning Code) of the Zoning Ordinance.]

Staff Finding – The proposed development plan is consistent with the statement of objectives for planned unit developments and *Horizon 2020*. With the approval of the recommended front setback variance, the proposed revisions meet the minimum requirements and development standards.

8) The sufficiency of the terms and conditions proposed to protect the interest of the public and the residents of the Planned Unit Development in the case of a plan that proposes development over a period of years.

Staff Finding – A phased development has not been proposed. Development exists on Lot 1 as shown on the PDP. This revision to the PDP accommodates development of Lot 9.

9) Stormwater detention calculations and storage of excess stormwater drainage as per City Policy.

The applicant is working with the City Stormwater Engineer on requirements for stormwater management for this development. A condition of approval for this PDP is that a stormwater drainage study is approved by the City Stormwater Engineer.

Staff Review and Conclusion

The revised Preliminary Development Plan, with the waiver requested and as conditioned, is compliant with the Development Code and will result in a development that is compatible with the land uses in the area.