

**PLANNING COMMISSION REPORT**  
**Regular Agenda – Public Hearing Item**

PC Staff Report  
9/26/18

**ITEM NO. 2                      SPECIAL USE PERMIT FOR LMH; W. 3rd & MICHIGAN ST (SLD)**

**SUP-18-00363:** Consider a Special Use Permit/Institutional Development Plan revision for the Lawrence Memorial Hospital for a 6,924 square foot Sterile Processing & Distribution Addition on the east side of the hospital building, located at 325 Maine St. Submitted by Landplan Engineering on behalf of Lawrence Memorial Hospital, property owner of record.

**STAFF RECOMMENDATION:** Planning Staff recommends approval of a Special Use Permit located at 325 Maine Street and forwarding the request to the City Commission with a recommendation of approval, subject to the following condition:

1. Prior to recording of the Institutional Development Plan with the Register of Deeds Office the applicant shall provide an exhibit/map (watershed map) indicating which table in the surface summary corresponds to the provided pervious/impervious table breakdown per the approved of the City Stormwater Engineer.

**Applicant's Reason for Request:** *The Lawrence Memorial Hospital will be moving the sterile processing from the basement level to adjacent to the surgery for the patients.*

**ASSOCIATED CASES/OTHER ACTION REQUIRED**

**Associated Cases**

- SUP-17-00153; Institutional Development Plan – Master Plan
- Z-17-00158; RS5 to H published City Ordinance No. 9369.
- MS-17-00213; Minor Subdivision combining lots along Michigan Street into the Hospital property related to the parking lot expansion.

See attached document for complete list.

**Maine Street Properties**

- 302 Maine: SP-14-00144; Parking Lot Addition
- 316 Maine: SP-3-12-78; Medical Office Building
- 320 Maine: SP-16-8-70; Dental Office Building

**Other Action Required**

- City Commission approval of Special Use Permit/Institutional Development Plan and adoption of ordinance.

**KEY POINTS**

- The H (Hospital) District is a *Special Purpose District*, per Section 20-220 of the Land Development Code.
- This district is subject to a requirement to provide an *Institutional Development Plan* per Section 20-1307 of the Land Development Code for all property contained in the district.
- This application is an amendment to the plan approved in 2017.

- The *Institutional Development Plan* includes multiple properties and functions as the master plan for the property within the boundary of the plan.
- This proposal would add a 6,924 square foot building addition permitting the relocation of the Sterile Processing & Distribution Addition, which is presently in the basement of the building.
- This would allow the Hospital to better comply with current surgical practices and facility operations design standards.

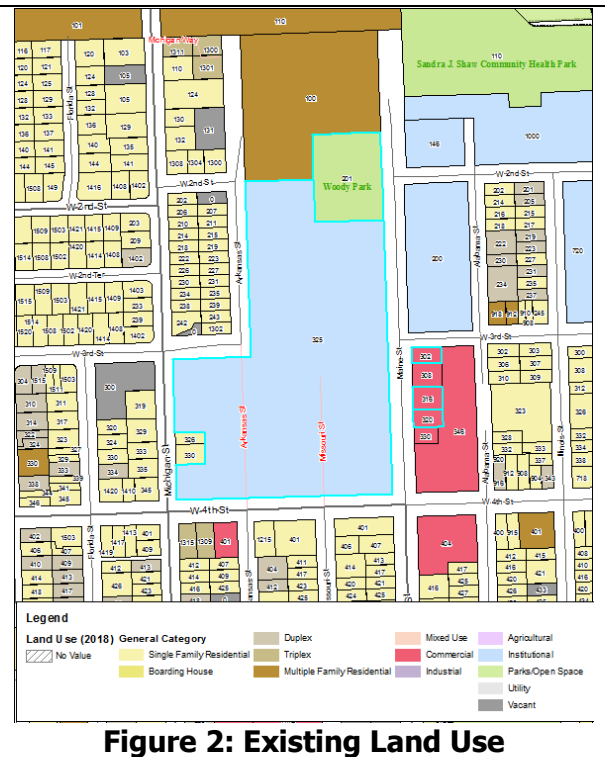
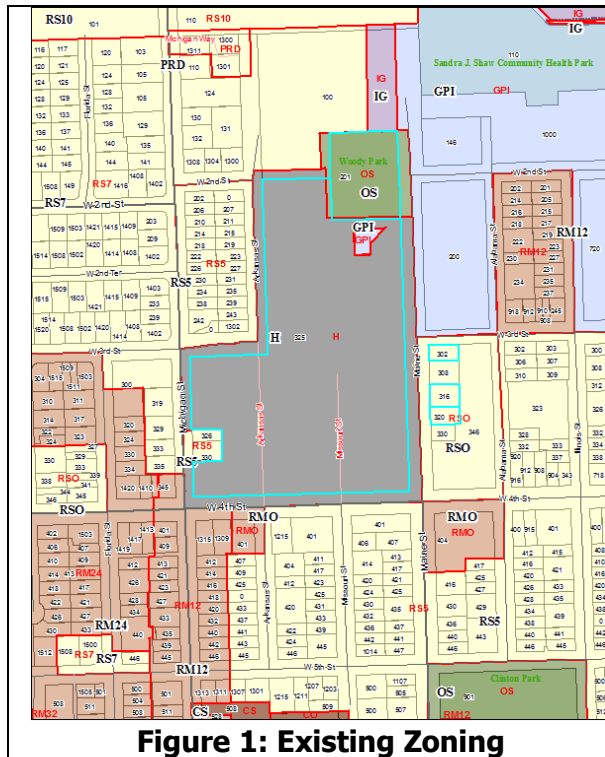
**PUBLIC COMMENT RECEIVED PRIOR TO PRINTING**

- None prior to publication of report.

**ATTACHMENTS**

1. Area Map
2. Site Plan
3. Preliminary Building Elevations
4. Pinckney Neighborhood Plan developed by the University of Kansas Urban Planning Students and the Pinckney Neighborhood Association.
5. Lawrence Loop Study <https://assets.lawrenceks.org/assets/mpo/pedbike/Lawrence-Loop-Study.pdf>

<b>GENERAL INFORMATION</b>	
Current Zoning and Land Use:	H (Hospital), GPI (General Public and Institutional) and OS (Open Space). Existing Lawrence Memorial Hospital campus (325 Maine Street) and Woody Park (201 Maine Street).  RSO (Single-Dwelling Residential Office) District. Existing <i>Accessory Parking Facility (302 Maine Street)</i> and <i>Office</i> uses. (316 and 320 Maine Street).
Surrounding Zoning and Land Use:	RS7 (Single-Dwelling Residential) District and IG (General Industrial) District to the north. Existing <i>Mobile Home Park</i> and <i>Detached Residential</i> uses to the north.
	RS5 (Single-Dwelling Residential) District, RS7 (Single-Dwelling Residential) District, and RM12 (Multi-Dwelling Residential) District to the west. Existing <i>Detached Residential</i> uses.
	RM12 (Multi-Dwelling Residential) District, RMO (Multi-Dwelling Residential Office) District, and RS5 (Single-Dwelling Residential) District, and to the south. Existing <i>Multi-Dwelling Residential, Office</i> and <i>Detached Residential</i> uses.  RMO (Multi-Dwelling Residential Office) District to the southeast. Existing <i>Healthcare Office</i> use.
	GPI (General Public and Institutional) and RSO (Single-Dwelling Residential Office) District, to the east. Existing <i>Healthcare Office</i> uses.



**Summary of Request**

The H (Hospital) District is a *Special Purpose District* intended to accommodate *Hospital* use and accessory and related uses under common control and planning. This district is subject to a requirement to provide an *Institutional Development Plan* for all property contained in the district. The current district includes all of Lots 1 (Woody Park) and 2, Final Plat of Lawrence Memorial Hospital Addition. The primary Hospital campus is zoned H (Hospital District), the Maine Street lots are zoned RSO (Single-Dwelling Residential Office) District. The *Institutional Development Plan* applies to all of the properties included in the boundary of the plan.

The purpose of an Institutional Development Plan 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 (Section 20-1307). Sites including more than 10 acres are processed following the same procedures as a special use permit. A final step in the process is for the Institutional Development Plan to be recorded with the Register of Deeds Office.

The boundary of the plan includes all of the existing property zoned H (Hospital) District and Woody Park. The Maine Street properties are not currently zoned H. They are, however, incorporated into the Hospital operations and are part of the master plan. Some administrative activities (staff) have been relocated to the Maine Street office locations.

The purpose of the proposed building addition is to relocate activity associated with the surgical services to the same floor and within proximity to that associated space. Currently, sterilization of equipment occurs in the basement of Lawrence Memorial Hospital. The proposed addition will allow this part of the facility operations to be relocated to the same floor level as the surgical procedures providing more efficiency. New surgical rooms are not proposed with this addition. This allows for the Lawrence Memorial Hospital to better comply with current design standards related to surgical practices and facility operations.

This application updates the recently approved *Institutional Development Plan*. The proposed improvements are contained within the boundary of the primary *Hospital* campus. The project reduces the amount of off-street parking spaces on the east side of the building. This proposed plan reflects the recently approved and constructed surface parking lot located along Michigan Street.

### **Review and Decision-Making Criteria (Land Development Code Section 20-1306(i))**

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

Applicant's Response: *Yes. This proposed use and development will provide a better environment for the patients in surgery.*

As submitted, the project as submitted provides an accurate representation of the existing improvements and related *Hospital, Medical Office*, and parking conditions of the facility. Section 20-1307 specifically requires Institutional Development Plan address;

- Access, planned for entire site with at least two points of access
- Public sidewalks, provided along all street frontages
- Bicycle lanes and recreation paths be planned and provided as part of the plan
- Sports fields and large traffic generation activities be located away from RS zoned areas
- Exterior lighting may be prohibited between 10:00 P.M. and 7:00 A.M.
- Parking facilities, designed to be shared among uses and incorporated with environmentally sensitive lands
- Bus stops shall be included in the planning and development of a site

The site plan reflects the existing conditions of the site, per previous approvals, and changes specifically related to the proposed building addition. The proposed building addition is setback approximately 50 feet from Maine Street. The abutting zoning is GPI, requiring building only be setback 15 feet from property lines.

The proposed site changes do not alter access to the site, though changes to the interior parking lot are included within the boundary of the building addition. Public sidewalks and bus stops are also not altered with this request.

This revised master plan includes a 6 foot wide sidewalk between Maine Street and Arkansas Street located along the south side of Woody Park as shown on the plan. The plan also includes a conceptual location of the shared use path providing a connecting link between Maine Street and Arkansas Street consistent with the previous approval.

**Staff Finding** – This use complies with the applicable provisions of the Land 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 within the grounds of the Hospital.*

The proposed site changes do not affect the general hours of operations or the traffic generation associated with this use. The building addition is consistent with the scale and massing of the surrounding development. External impacts such as noise, odor, dust and similar activities are not anticipated with this change to the plan. The proposed building addition and required amended *Institutional Development Plan* will not result in an increase in traffic.

**Staff Finding** – The proposed use is compatible with the adjacent uses in terms of size, massing, orientation, hours of operation and other external impacts.

**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 development will not change the surrounding property value of residential uses. This development will provide a useful service to the surrounding community.*

The activity area associated with this revision is limited to the Maine Street side of the building. The proposed improvements are within the existing building and parking area footprint would not encroach into the surrounding area. There is no associated increase in off-street parking associated with the building addition in terms of patient rooms or staffing increases. A minor change to the overall off-street parking is included with this revision.

Off-street parking on the Maine Street side of the Hospital would be reduced to accommodate the building addition.

**Staff Finding** – Substantial diminution of other property values in the area is not anticipated.

**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**

The purpose of the master plan is to provide a vision for the *"long term use and development"* to ensure compatibility with the surrounding neighborhood. *"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."*

This plan updates the Lawrence Memorial Hospital campus including all existing development, the newly constructed Michigan Street parking lot expansion, and the existing parking lot and office buildings located along the east side of Maine Street that are also part of the Hospital operations.

The 2017 approved plan included a future phase that showed reconfigured angled on-street parking along Arkansas Street and Maine Street. Parallel On-Street parking is currently allowed. Angled on-street parking has been removed from the proposed plan. The addition of angled of-street parking would be subject to the submission and approval of public improvement plans since the parking would be located in public right-of-way.

The City Stormwater Engineer has requested the applicant provide watershed map that covers the entire property. The special use permit functions as the master plan for the entire Hospital campus. This document will allow future site review to be comprehensively assessed with regard to stormwater requirements. This request is reflected as a condition of approval.

**Staff Finding** – The proposed building addition is contained within the footprint of the main Hospital campus. The property is currently provided with municipal services. The change will not encroach on the community’s ability to maintain services to the property and the surrounding development. Adequate public facilities and transportation access is accommodated for this development.

**5. WHETHER ADEQUATE ASSURANCES OF CONTINUING MAINTENANCE HAVE BEEN PROVIDED**

Within the context of the master plan the improvements are contained within a small area of the Hospital campus. The master plan serves as the approved site plan for this land use. If approved the Institutional Development Plan will be recorded with the Register of Deeds office as a public record of the improvements for the site.

**Staff Finding** – Adequate assurances of continued maintenance are inherent in the use and the Special Use Permit/Institutional Development Plan approval process.

**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 properties included in the Master Plan are not located within the regulatory floodplain. With the exception of Woody Park, the properties are developed as part of an existing urban neighborhood.

**Staff Finding** – This property is free from regulatory floodplain encumbrances.

**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**

This use requires updates to the Institutional Development Plan for major development projects. The function of the plan is to provide the community long-term vision of this development. By design the project requires public notice and input.

The plan was last updated in 2017 for the addition of a parking lot along Michigan Street. There were no other building additions noted during that planning review for the main Hospital campus. Since then, the Lawrence Memorial Hospital developed plans and is seeking land use approvals for a facility located in western Lawrence. The new facility is expected to offload some of the current demand and provide more convenient access to patients in the western portion of the community. The Maine Street location will remain the primary Hospital facility.

The proposed building addition is modest compared to the existing site improvements. The timing of this addition and the change and loss of off-street parking justifies the appropriateness for a public process for the changes to the master plan for the Hospital.

It is not necessary to place any time limitation on the application.

**Staff Finding** – Staff does not recommend a time limit on this application.

**STAFF REVIEW**

**This section of the staff report assesses the impact and compliance of the proposed building addition with the Land Development Code.**

**A. Site Summary**

<b>Site Summary: Proposed Lot 1, Research Park Addition</b>		
Total area:	<b>Existing</b>	<b>Proposed</b>
Lot Size (Square Feet)	905,710/20.79 Acres	905,710/20.79 Acres
Building: (Square Feet) Addition 6,924 Square Feet	204,433	211,357
Impervious Cover: (Square Feet)	695,390	698,398
Pervious Cover: (Square Feet) percent	210,320 23%	207,312 22.8%

The proposed building addition includes 6,924 square feet, representing a 3.3% increase in the total building footprint for the main campus building.

**B. Access and Parking**

**On-site Parking:** Off Street parking for a *Hospital* use is based on the number of beds. However, Lawrence Memorial includes multiple operations including medical office uses, which that generate traffic outside of exclusively a *Hospital* use. Support uses such as pharmacy, laboratory, and cafeteria uses are provided as well as community meeting rooms and outpatient services are also provided as part of this use.

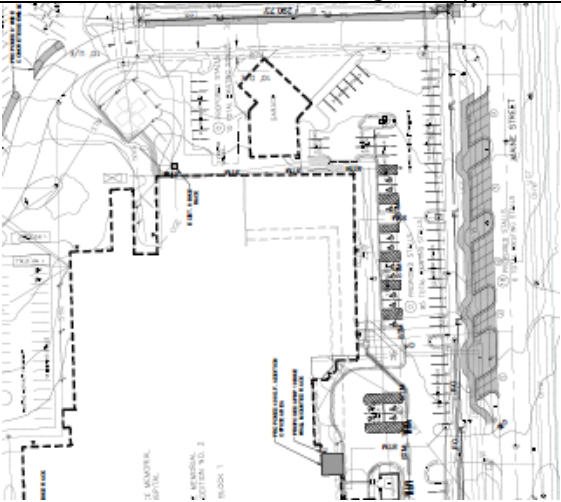
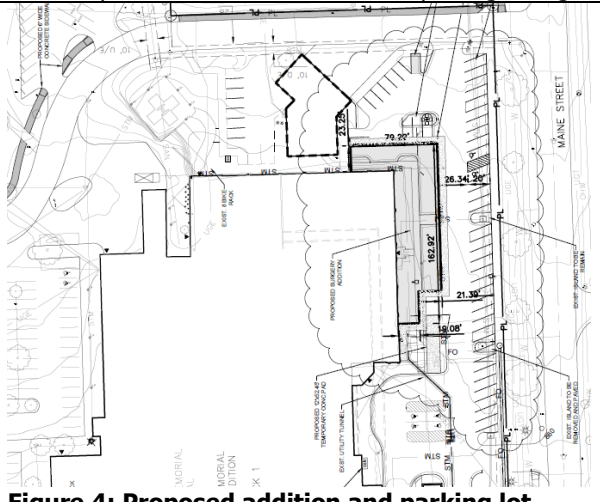
The parking summary is intended to more accurately reflect parking demand for the *Hospital* use and other medical related uses directly associated with this facility type. For example, a pharmacy (stand-alone drugstore) would be considered a *Personal Convenience* use per the Land Development Code and would require parking at a rate of 1 space per 300 square feet. The parking reflects the commercial nature of that use with a smaller staff and high short term customer turnover. In this application a pharmacy while not typically providing customer service, employees account for a larger number of parking demand during the shift. This methodology was applied to the laboratory use (*Medical Office*) and the maintenance staff needed to support the *Hospital* use to account for employees associated with the activity.

The applicant has used the *Fast Order Food* off-street parking standard for calculating the parking requirement for the Cafeteria function associated with this facility. Within the neighborhood the cafeteria (*Fast Order Food*) use can be considered as an Eating and Drinking establishment. There is additional evidence that the cafeteria is sometimes used separate from Hospital services or in conjunction with services provided at an outpatient office within the facility.

There are multiple parking lots located throughout the *Hospital* campus. Some areas are for patient parking and some are restricted for staff. The Hospital also provides a valet service. Valet parking is not counted separately within this summary. The valet parking is an operational activity offered to patients/visitors to the facility from the Arkansas Street building entrance.

Parallel parking is also provided on Maine and Arkansas Streets, within the public right-of-way, adjacent to the *Hospital*. This Special Use Permit/Institutional Development Plan provides a parking summary for the properties that are not immediately contiguous to the main *Hospital* campus. The

focus of this application is on the primary facility development. The 2017 plan included changes to the on-street parking to show future angled parking. This provided some additional parking. This plan does not include that future improvement. The parking summary is adjusted accordingly. The updated parking reflects the additional beds that have been added to the emergency room. The overall change in parking occurs along Maine Street north of the existing emergency room access. The other parking lot areas are not changed by this plan.

Lot 2, Block 1 LMH Addition + Michigan Street lots - Hospital			
Use	Parking Requirement		Provided
Hospital	1 per 3 beds	177 beds = 59 spaces	<i>106 bike spaces recommended dispersed around entrances 2017</i>
Emergency Room	5 or 1 bike space per 10 vehicle spaces whichever is greater	24 beds = 8 spaces 27 beds = 9 spaces	
<i>Note: number beds updated in 2018 plan</i>			
Out Patient (Medical Office)	1 per 300 1 bike space per 10 vehicle spaces	218,960 square feet = 730 spaces	<i>8 bike spaces recommended 2017.</i>
Out Patient	1 per 300 1 bike space per 10 vehicle spaces	22,229 square feet = 74 spaces	<i>8 bike spaces recommended 2017.</i>
Laboratory	1/ 1.5 employees on largest shift	40 employees = 27 spaces	
Mechanical		17 employees = 12 spaces	
Pharmacy		20 employees = 14 spaces	
Cafeteria	1/ 100 square feet customer service area + 1/ employees 5 or 1 bike space per 10 vehicle spaces whichever is greater	3,750 (38 spaces) + 22 employees = 60 spaces	
Total Hospital		976	1,105
Arkansas Street	23 parallel spaces – Existing right-of-way		23 spaces
Maine Street	28 parallel spaces – Existing right-of-way		28 spaces
Parking Provided Total:		1,222 Spaces (2017 plan) 1,174 spaces (2018 plan)	
<ul style="list-style-type: none"> <li>Woody Park = 9 spaces provided in rights-of-way</li> <li>302 Maine Street accessory parking lot = 22 spaces</li> <li>316 Maine Street office building = 18 spaces</li> <li>320 Maine Street office building = 17 spaces</li> </ul>		<b>-48 spaces</b>	<ul style="list-style-type: none"> <li>19 spaces reduced on site with building addition</li> <li>29 spaces reduced from on-street parking change</li> </ul>
			
<p><b>Figure 3: Approved plan SUP-17-00153</b></p>		<p><b>Figure 4: Proposed addition and parking lot changes</b></p>	



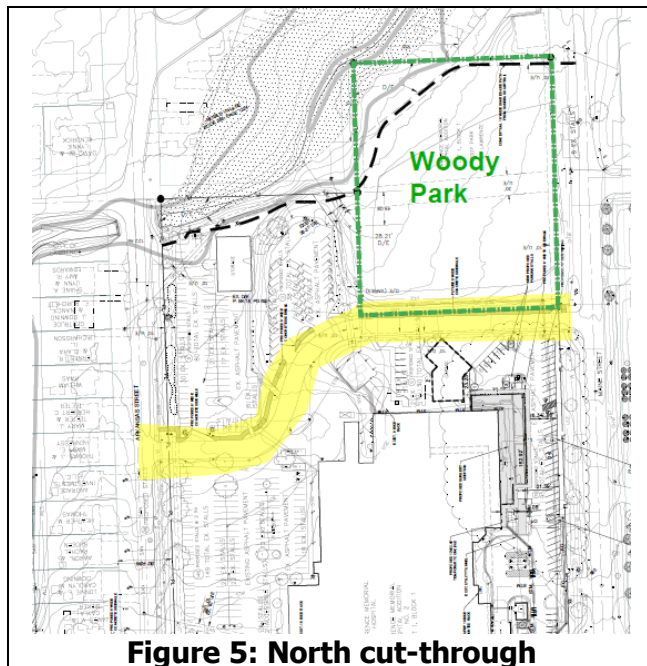
The plan notes that this area includes 95 total parking stalls. The revised plan reduces the parking in this area to 76 spaces. The spaces in this area provide parking for the main emergency entrance to the building.

**Access:**

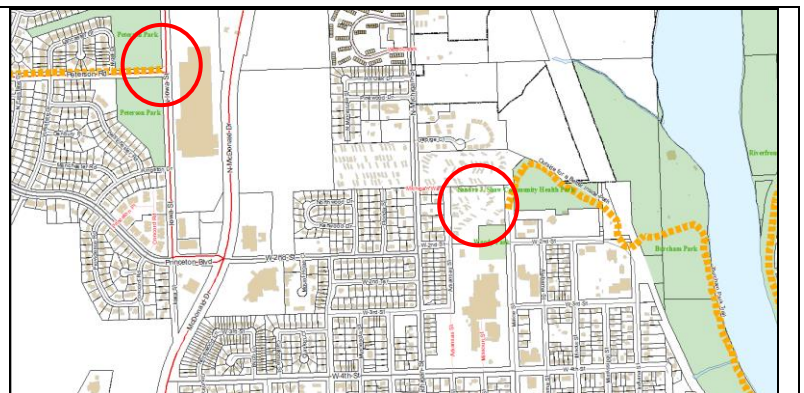
Vehicular access to the *Hospital* campus is provided from a variety of public and private street access driveways. Arkansas and Maine Streets are the primary streets with direct access to the facility.

- Access to the east side of the Hospital facility is not altered with this application.
- The existing drives are not modified with this application.
- The parking at the north end of the site will be oriented for one-way traffic with angled parking where the access drive narrows because of the building addition.

Appropriate signage and pavement markings will be needed to direct traffic flow. The driveway along the north side of the *Hospital*, located between Arkansas Street and Maine Street, is an active neighborhood throughway in addition to the public street network surrounding the Lawrence Memorial Hospital.



**Figure 5: North cut-through**



**Figure 6: Lawrence Loop**

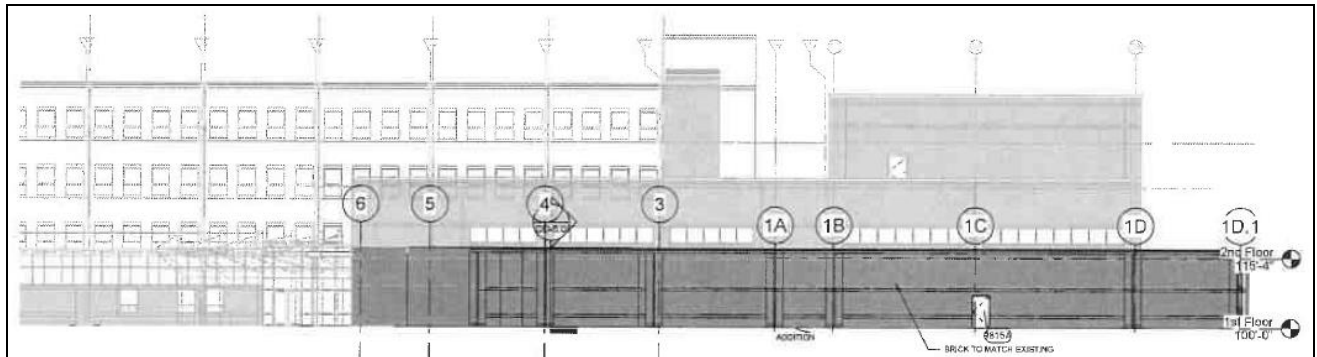
**Non-Motorized Access/Connectivity**

The Hospital property is located along one of the three route options identified for the Lawrence Loop connection study. A link to the study is referenced in the beginning of the staff report. North of the Hospital property is the Sandra Shaw Trail (Outside for a Better Inside Trail). The trail currently terminates at the end of Maine Street. A 10 foot shared use path connection may need to cross the Hospital property, Woody Park or another alignment in the immediate area. This plan shows a 6 foot wide sidewalk along the north side of the access driveway on the south edge of Woody Park. The width and design of the sidewalk would not meet the requirement for the 10 foot shared use path.

### C. Design Standards

**Site Design:** The proposed addition is located in the northeast corner of the main Hospital campus. The addition will be contained within the footprint of an existing improved area. The project also modifies the abutting off-street parking as described in the previous sections.

**Building Elevations:** The proposed addition includes two stories with an intent to match the existing brick pattern of the building. Windows are not proposed along this building segment. The building is not subject to the Community Design Manual for commercial or industrial design standards.



**Figure 7: Proposed Building Elevation**

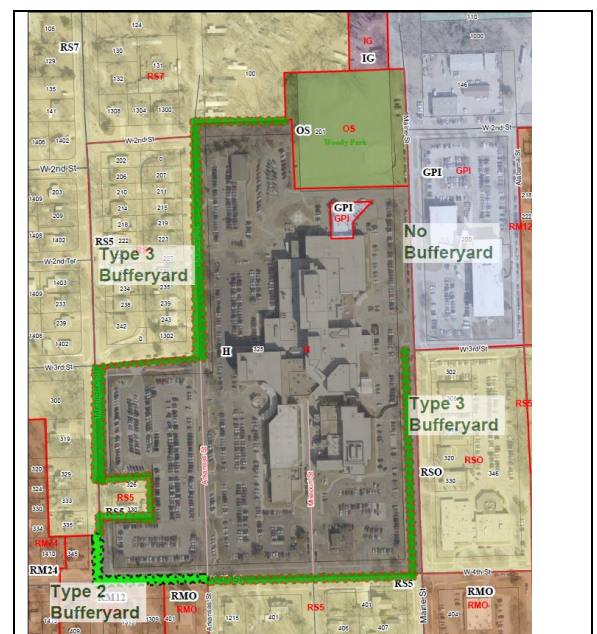
**Pedestrian accessibility:** The plan shows a new sidewalk along the north side of the access drive in the north portion of the development shown in figure 5. The plan notes states "Future 6 foot wide concrete sidewalk." The project does not commit to that construction. The existing access drive is 25 feet wide. The sidewalk would be located back of curb with no separation from the street. The access drive is not a public street but is used for cut-through traffic and is blocked when the heliport is in use.

### D. Landscaping and Screening

**Street Trees:** The plan shows street trees located along the public streets as required. No changes to the street trees are proposed with this application.

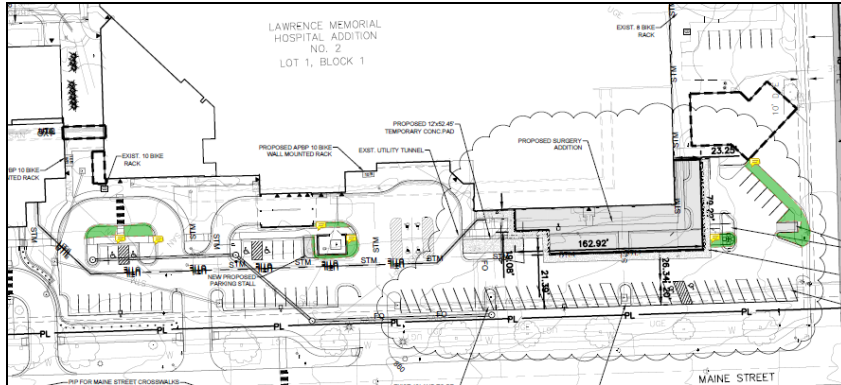
**Bufferyard:** A Type 3 Bufferyard is required along the H district that abuts an RS district. This standard is applicable to specific portions of the property that are not affected by the proposed addition. The area north of W. 3<sup>rd</sup> Street along Maine Street is zoned GPI. Uses along the east side of Maine Street in this location are comparable in use and intensity. A buffer yard is not required in this location.

**Interior Landscaping:** Development of the various parking lot surrounding the Hospital have occurred at different times with a variety of requirements for interior parking lot landscaping. This section of the report focuses on the parking lot located along Maine Street south of Woody Park. The majority of parking is located along the Maine Street. There are only small pockets of parking spaces that are interior to the parking lot. The required interior landscape area to support the 76 spaces is 3,040 square feet. This plan shows approximately



**Figure 8: Bufferyards**

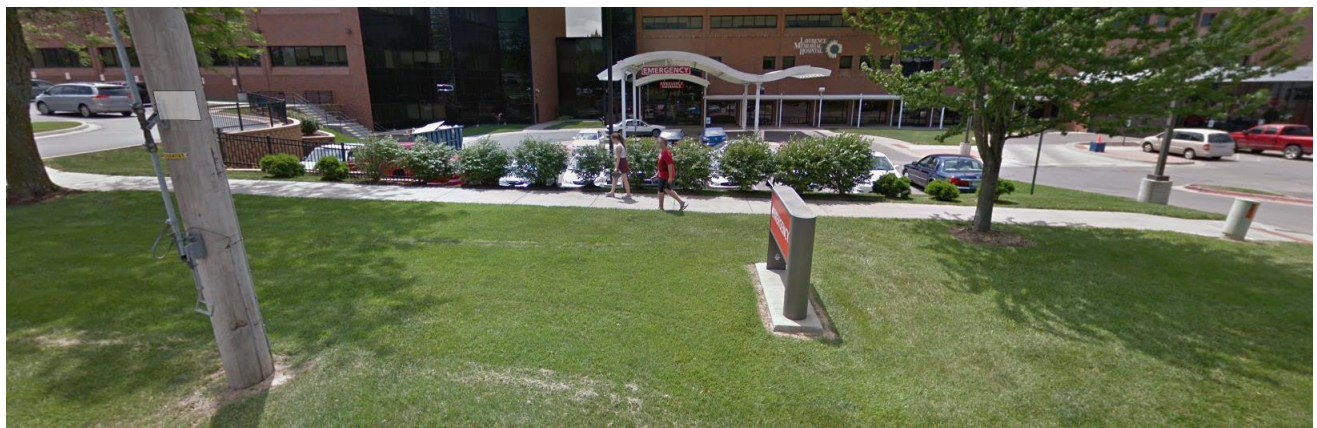
2,144 square feet in this area. Some existing interior landscape islands are being removed and replaced with parking to mitigate the overall amount of parking on this side of the Hospital. The remaining island areas are small and generally not suitable for trees and shrubs. Previous plans did not require trees and shrubs in this part of the parking lot.



**Figure 9: Interior Greenspace**

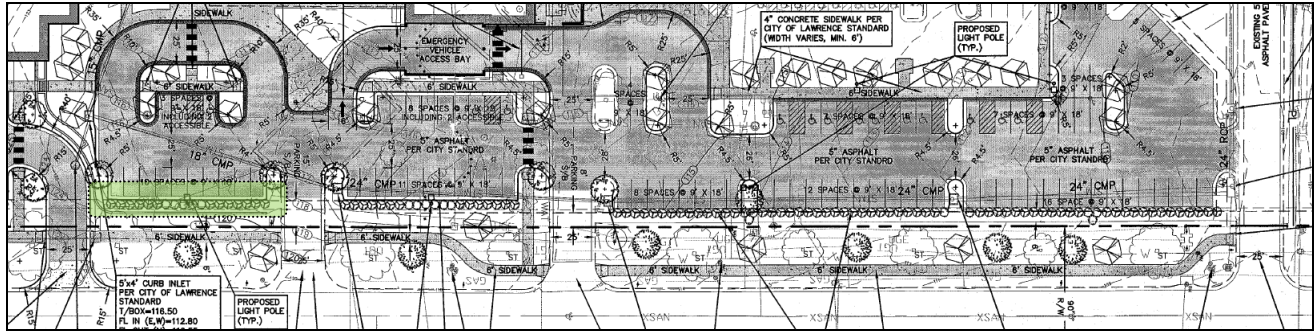
**Perimeter Landscaping:** The parking lot setback along Maine Street was included in a variance approved in 2006 (B-4-13-06) that allowed a reduction from the required 25 foot setback to 8-15 feet setback as shown on the plan. The segment located at the north end of the site was reduced to 8 feet. Parking in this area is revised from parallel to angled parking. This revision does not include any parking lot screening.

The site plan that included the original parking lot showed a continuous row of shrubs along the back of the curb to screen the parking lot. The only shrubs that were installed are located in front of the emergency entrance. This portion of the parking lot is below the street grade. The grade change provides a natural screening to the parking along this segment of the street.



**Figure 10: Existing Parking Lot Perimeter Screening**

The 2006 site plan also showed trees in addition to the minimum street tree requirement. The additional trees shown in the 2006 plan do not exist. The lack of trees may be related to a Westar overhead electric improvement along Maine Street that removed or reduced the number of trees to accommodate the aerial equipment. Figure 11 highlights in green the location of existing shrubs along Maine Street. The applicant has revised the drawing to show new landscaping material added along the parking lot affected by the proposed building addition.



**Figure 11: SP-09-75-06 Approved Site Plan**

***Mechanical Equipment Screening:*** Mechanical screening is not proposed with this addition. Any rooftop or building mounted mechanical equipment will need to be appropriately screened. Staff will continue to review this element with a future building permit applications.

***Alternative Compliance:*** None is proposed with this request.

### **E. Lighting**

The proposed change includes the removal of an existing light pole on the west side of the parking lot to accommodate the proposed building addition. The remaining light fixtures will not be altered with this application. A photometric plan is not included with this application since the lighting is not altered by the addition of new parking lot lighting fixtures.

### **F. Floodplain**

The property that is the subject of this specific proposed development (building addition) is not located in the regulatory floodplain; therefore a local floodplain development permit is not required for this project. The north portion of the property, Woody Park, is encumbered by the regulatory floodplain. Future improvements, including a multi-use path would be subject to the additional floodplain permitting process.

### **CONCLUSION**

This application provides an update to the approved Special Use Permit/Institutional Development Plan approved in 2017. It shows the recently constructed parking lot located along Michigan Street the proposed building addition, and revised parking lot area related to the surgery addition proposed along Maine Street.

The project does not include any expanded land area and retains the boundary of the area covered by the Special Use Permit/Institutional Development Plan as part of the Hospital master plan. The overall impact is minor given the scope of the entire development.

While the City Commission has received the Lawrence Loop study, a determination on the connecting link between the Sandra Shaw Trail and Peterson Road has not been made. This plan shows a conceptual location. Revisions to this plan would not be anticipated if this alignment is selected for construction.

Previous plans included changes to segments of the Arkansas Street and Maine Street right-of-way for the addition of angled on-street parking. This plan does not include that concept. Future changes to the public right-of-way would be subject to public improvement plans, as well as public notice to property owners.