ITEM NO. 5: CONDITIONAL USE PERMIT FOR LODGING HOUSE AND RECREATION FACILITY TO BE KNOWN AS A HOSTEL AND BANQUET HALL; 1804 E 1500 RD (SLD)

CUP-13-00492: Consider a Conditional Use Permit for a Lodging House and Recreation Facility to be known as a hostel and banquet hall, located at 1804 E 1500 Rd. Submitted by Shane Powers, for Earl Stagg, property owner of record.

STAFF RECOMMENDATION: Staff recommends approval of the Conditional Use Permit for the Lodging House and Recreation Facility and forwarding it to the Board of County Commissioners with a recommendation for approval based on the findings of fact found in the body of the staff report subject to the following conditions:

1) The provision of a revised Conditional Use Permit Site Plan with the following changes:
   a. Addition of the following note regarding the building requirements: "Submission and approval of building plans to the Zoning and Codes Office is required for the hostel and assembly area uses. Adaptations to the existing buildings to bring them into code compliance shall be completed prior to release of a certificate of occupancy for the use."
   b. Revise the site plan to show the location of additional off-street parking spaces per staff approval prior to issuance of an occupancy permit for capacity more than 85 people prior expansion of the assembly use.
   c. Provide a note on the site plan that states "Well water is not an approved water source for public use. The operator will supply bottled water or another public water supply for the use per the approval of the Douglas County Health Department."

Reason for Request: "We would like to use the property to operate a small (5 guests) Hostel style lodging house, as well as host events such as wedding receptions, banquets, private parties, and corporate outings."

KEY POINTS
- The proposed uses, Lodging Facility and Recreation Facility, are permitted in the B-1 District with approval as a Conditional Use.
- Section 12-319-4.11 and 12-319-4.22 of the Zoning Regulations for the Unincorporated Territory of Douglas County lists Recreation Facility and Rooming, Boarding and Lodging Houses and Similar Uses as uses which may be approved as a Conditional Use.

ATTACHMENTS
A - CUP Plan
B - Floor Plan
C - Final Plat
D - Airport Master Plan
E - Northeast Sector Plan Land Use Map 3-1.
DESCRIPTION OF USE
The applicant is requesting a Conditional Use Permit to allow the development of a recreation facility that will accommodate special events and lodging. The property is developed with an existing house and accessory buildings. The site plan includes a floor plan of the assembly and hostel use. The first floor includes a 575 SF space with a 200 SF kitchen. The first floor also includes a bathroom, and storage space. The second floor includes an additional 700 SF of assembly space and a 120 SF room identified as “multi-purpose”. Two bedrooms are located on the second floor of the building and would accommodate the proposed hostel use. (See attachment)

The existing residence will remain a resident occupied use. The 2,596 SF building to the north is intended for use for the reception/event space use and hostel use as available. The plan for the property is to primarily be a reception/event space with the Hostel use being provided during off-peak times so that the two uses do not overlap.

The existing garage accommodates the required residential parking. The remaining surface parking accommodates the proposed assembly use.

The applicant indicated that the initial intensity would be for a maximum occupancy of 85 with the eventual occupancy expanding to 150. Building improvements are required to accommodate the maximum planned occupancy. Until such improvements are made, the occupancy is capped per the applicable building codes.

ASSOCIATED CASES/
- SP-7-67-98: Site Plan for auto sales
- SP-3-25-99: Site Plan for photography studio.
- SP-12-79-00: Site Plan for photography studio.
- Miller’s Subdivision – platted 1984 w/access restriction along the south and west property lines.
- Z-1-1-98; B-3 to B-1; Lot 1, Miller Subdivision. (1804 E. 1500 Rd.) [Olmstead] [Resolution 99-24].

OTHER ACTION REQUIRED
- Approval of Conditional Use Permit by the Board of County Commissioners.
- Conditional Use Permit Plan released to the Zoning and Codes Office.
- Issuance of permit for the Conditional Use by the Zoning and Codes Department following application and determination that all conditions have been met.
- Building plans submitted for approval and issuance of building permit from the Douglas County Zoning and Codes Office prior to development.

PUBLIC COMMENT RECEIVED PRIOR TO PRINTING
- No public comment has been received.

GENERAL INFORMATION
Current Zoning and Land Use: B-1( Neighborhood Business District) existing single-family residence and outbuildings used for office uses.

Surrounding Zoning and Land Use: To the north and east:
A (Agricultural District). Agricultural uses.
To the south and west:
B-2 (General Business) District. Agricultural uses
the west, hotel use to the southwest, residential use to the south, agricultural use to the southeast.

<table>
<thead>
<tr>
<th>Site Summary:</th>
<th>1.2 acres including right-of-way</th>
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<tbody>
<tr>
<td>Subject Property:</td>
<td>4 existing buildings</td>
</tr>
<tr>
<td>Existing Buildings:</td>
<td>1,830 two story residence with office [1,058 1st floor; 772 SF 2nd floor].</td>
</tr>
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<td></td>
<td>2. 2,596 SF two story building for reception use and hostel.</td>
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<td></td>
<td>3. 816 SF metal storage building along rear of property.</td>
</tr>
<tr>
<td></td>
<td>4. 480 SF storage building along E 1500 Road [former gas station].</td>
</tr>
<tr>
<td>Proposed Buildings:</td>
<td>No new building proposed with this project.</td>
</tr>
<tr>
<td>Off Street Parking Required:</td>
<td>Existing Residence; 1 space per residence = 1</td>
</tr>
<tr>
<td></td>
<td>Reception Hall; 1 space per 5 seats. Initial occupancy planned for 85. Future occupancy planned for 150.</td>
</tr>
<tr>
<td></td>
<td>a. 85/5 = 17 spaces</td>
</tr>
<tr>
<td></td>
<td>b. 150/5 = 30 spaces</td>
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<tr>
<td></td>
<td>Rooming, boarding or lodging house 1 space per 2 sleeping rooms.</td>
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<tr>
<td></td>
<td>2 sleeping rooms (maximum 5 guests)</td>
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<tr>
<td></td>
<td>1 required space. Space requirement met when assembly use not active.</td>
</tr>
<tr>
<td></td>
<td>18 spaces (Maximum Occupancy 85) – 31 spaces (Maximum Occupancy 150)</td>
</tr>
<tr>
<td>Off Street Parking Provided:</td>
<td>17 surface spaces provided.</td>
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<tr>
<td></td>
<td>1 garage space provided.</td>
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<tr>
<td></td>
<td>Total spaces provided 18.</td>
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Off Street parking for this use must address the residence (primary use) and the assembly use based on the maximum occupancy. The current off-street parking provides the minimum code required spaces to support the use the initial plans for an assembly use with a maximum occupancy of 85 people. To expand the use to the 150 occupancy level additional off-street parking will need to be
provided. This would require a revised plan to provide the additional 13 parking spaces. Additional clearing of the property and expansion of the parking areas could provide the necessary parking spaces required. Staff recommends that the applicant submit a revised site plan for staff review prior to expansion of the occupancy to review the required off-street parking. Alternatively the applicant could seek a variance from the County Board of Zoning Appeals to address this standard. At this time the use is limited to the maximum occupancy of 85 people with the available parking.

The Code requirement of 1 space per 5 seats may be low and could result in overflow parking along E 1500 Road. If this occurs the applicant should consider providing additional spaces on-site.

I. ZONING AND USES OF PROPERTY NEARBY

This property is zoned commercial and is surrounded by both commercial and agricultural zoning. Land uses include rural residential homes, business uses and agricultural uses along the US Highway 24/40 Corridor.

US Highway 24/40 is a designated principal arterial street. E 1500 Road (west property line) is designated as a rural minor collector road north of the highway and a rural major collector road south of the highway.

Staff Finding – Nearby properties are zoned for commercial and agricultural uses.

II. CHARACTER OF THE AREA

The subject property is located north of the City of Lawrence within the Urban Growth Boundary. This area is dominated by the Lawrence Municipal airport and agricultural uses. Non-residential uses are located along the highway frontages of US 24/40 and 24/59 in the area. Scattered rural residential homes are located along the county roads. This area also includes multiple parcels owned by KU Endowment and represents open space within the area.

Another defining characteristic of this area is the prevalence of Class 1 and 2 soils within this area. This is consistent with the numerous agricultural uses in the area.

The Northeast Sector Plan describes this area as follows:

“The dominant character of the area is rural in nature although there are a variety of uses within the planning area. The main rural uses in the flat lower parts of the planning area are agricultural row crop, livestock production, and pastureland uses.

Rural residential uses are found in the higher northern parts of the planning area. Rural uses dominate those portions of Jefferson County that are north of the planning area and also those parts of Leavenworth County east of the planning Area. The KU Field Station is located in the northeast corner of the planning area and also within the Jefferson and Leavenworth counties.

I-70 and a toll plaza along with highways 24/40/59 are major elements within the area. Industrial and commercial uses are located along Highway 24/59 and Highway 24/40. The Lawrence Municipal Airport is another major element within the planning area. The airport is annexed into the City, but is an island not contiguous with the corporate boundary of Lawrence. The Kansas River is generally west and south of the planning area. Urban uses within Lawrence are generally south of the planning area.”
Staff Finding -- The area contains agricultural land uses throughout the majority of the area. However, a variety of commercial and industrial uses are located along 24/40 and 59 Highways.

III. SUITABILITY OF SUBJECT PROPERTY FOR THE USES TO WHICH IT HAS BEEN RESTRICTED

Applicant’s response:

"The property zoning restrictions were amended to accommodate a photo studio. Since the photo studio moved approximately 1 year ago, the property has been listed for sale or lease, but remains vacant. The open floor plan and number of rooms lend the property greatly to the proposed use."

This property is currently zoned B-1 to accommodate both the commercial and residential uses. The property has a history of mixed use. Approval of the Conditional Use Permit does not alter the base zoning district. The property will remain suitable for residential and commercial uses. The intent of the applicant is to invest in the property by providing a use in the 2,596 SF building north of the residence.

The B-1(Neighborhood Business) District allows automobile parking lots and storage garages, filling stations, retail uses such as dressmaking, tailoring, decorating, shoe repair, household appliance repairs, dry cleaning and similar uses, Personal service uses including barber shops, banks, artist's studio, restaurants and additional commercial uses listed in Section 12-309 of the County Zoning Regulations.

The “Hostel” use is limited to two sleeping rooms. It is proposed as a future use based on needed building safety improvements and would accommodate a maximum of 5 guests as stated in the application. The residence is intended to remain a residence with and not be used for the other proposed activities but may provide some home office space in the management of the proposed uses. The Rooming, Boarding or Lodging House use is very low impact.

The assembly use is associated with peak activity usually on the weekends and evenings. They do not generally occur on a daily basis but certainly could be if approved. Other uses allowed in the B-1 District of an assembly nature include churches, colleges and schools, nonprofit libraries, museums, and art galleries listed in Section 12-308.

Suitability then must be directly related to the ability of the subject property to sustain the activity in terms of utilities and parking.

Parking Suitability
As noted above off-street parking is a consideration. The planned development with a 150 occupant capacity would require more parking than is currently shown on the face of the site plan. The current design and off-street parking accommodates the initial occupancy capacity of 85 people.

Water/ Sewer Suitability
It was noted in the review that well water will not be permitted to serve this property for public activities. The applicant will be required to provide bottled water or provide some kind of public water supplier. City Water is adjacent to this property however; access to that water supply would require annexation of the property into the City of Lawrence. Staff recommends a note be added to the face of the site plan indicating how water will be provided for the proposed use.
Compliance with minimum sanitary codes is required for this use. Staff has provided additional detail to the County Health Department for evaluation of the assembly use. The applicant is required to coordinate with the County Health Department as well as the County Zoning and Codes Office to meet minimum required building and health codes for this use. The applicant has been advised of these requirements.

**Staff Finding** - The property is well suited for commercial use with a limited level of intensity that balances the use with the available parking. The proposed use will facilitate continued investment in the property and existing improvements.

**IV. LENGTH OF TIME SUBJECT PROPERTY HAS REMAINED VACANT AS ZONED**

Appraisal records indicate this property was developed in 1950. The property was surveyed by the State Historic Preservation Office for possible listing. It was determined that the improvements have been modified and thus make the property ineligible for listing as a historic property.

This property was rezoned from A to B-3 (Limited Business District) in 1984 to accommodate an antique store. The property was rezoned in 1998 from B-3 to B-1. This change allowed the existing residence to be established as a conforming use. Residential uses are not permitted in the B-3 District.

**Staff Finding** - The property is currently developed with a residence and outbuildings. The current zoning has been in place since 1998.

**V. EXTENT TO WHICH REMOVAL OF RESTRICTIONS WILL DETRIMENTALLY AFFECT NEARBY PROPERTY**

Applicant’s Response:

“There are no detrimental effects to nearby property. All effects should be positive, including: increased business traffic in an otherwise commuter-based area, as well as prevention of an historic property from falling into disrepair from lack of inhabitation.”

A Conditional Use Permit does not alter the base zoning district. This property has a history of non-residential use. The property is located along arterial and collector streets providing adequate access to the property. Previous site plan approval required the closure of driveways to Highway 24/40. Access to the site is restricted to the north end of the site from E 1500 Road. There are no changes to the access proposed with this application.

The property is zoned commercially and located along a designated commercial corridor within the area.

The proposed assembly uses and accompanying traffic is likely to be more intensive than the previous photographic studio. Residential uses are located on the south side of Highway 24/40 east of E 1500 Road. An existing hotel and large agricultural operation are also located on the south side of Highway 24/40 west of E 1500 Road.

Agricultural fields are located to the immediate north, east and west on the north side of Highway 24/40 and are not anticipated to be impacted by the proposed use. Additionally, the airport property to the east is planned for development that would include airport related uses increasing the presence of non-residential uses in the immediate area.
The agricultural properties to the north east and west of the subject property are limited in the ability to develop due to the proximity of the airport. Long term plans for the airport include future acquisition of land at the end of the runway northeast of the subject property.

**Staff Finding** - There should be no negative impacts from the proposed use.

**VI. RELATIVE GAIN TO THE PUBLIC HEALTH, SAFETY AND WELFARE BY THE DESTRUCTION OF THE VALUE OF THE PETITIONER’S PROPERTY AS COMPARED TO THE HARDSHIP IMPOSED UPON THE INDIVIDUAL LANDOWNERS**

Applicant’s Response:

"The proposed Conditional Use Permit would generate more tax revenue for the City of Lawrence and Douglas County than the current office use zoning allows for."

Evaluation of the relative gain weighs the benefits to the community-at-large vs. the benefit of the owners of the subject property. Denial of the request for a Conditional Use Permit would prohibit the use of this property as proposed for lodging (Hostel) and recreation facility (reception hall/event center).

Approval of the CUP request would accommodate private investment in an existing commercially zone property with existing improvements. The property size limits the intensity of the improvements. The lodging use could be accommodated if the property were rezoned to B-2. However that would also increase the scope of commercial uses allowed in the district including drive-in restaurants, warehouse uses, recreation uses including bowling alleys, billiard parlors, and amusement places, skating rinks, or dance halls as well as an auditorium or theater. These uses are currently allowed in the abutting B-2 District to the west of E 1500 Road north of Highway 24/40 and to the south of the subject property along both sides of E 1500 Road on the south side of Highway 24/40. The significant difference is that the proposed uses require a Conditional Use Permit in the B-1 District.

In 2000 a site plan was submitted for the construction of the 2,596 SF building north of the residence for an office type use. At that time, driveway access was required to be removed from Highway 24/40 so that the only access to the property is provided from E 1500 Road at the north end of the property. This improves the traffic flow and safety along the highway.
Staff Finding – There would be no public benefit from the denial of the request which would prohibit the reinvestment in this existing property. The approval of the request would benefit both the public and the applicant by enhancing property and providing an economic benefit.

VII. CONFORMANCE WITH THE COMPREHENSIVE PLAN

Applicant’s Response:

"With the proximity to North Lawrence, it is reasonable to assume that guests and tourists in the vicinity will reinforce the plan to support/expand N. 2nd & N. 3rd Street commerce."

The subject property is located within the Lawrence Urban Growth boundary and within the boundary of the Northeast Sector Plan. Both Horizon 2020 and the Sector Plan recognize this intersection as a Neighborhood Commercial Center. Horizon 2020 lists the intersection of E 1500 and Highway 24/40 as a potential location for future neighborhood commercial development in Chapter 6 (page 6-21). The Sector Plan shows this specific property as commercial on Map 3-1 of the plan. The property is currently zoned consistent with these land use recommendations.

Staff Finding - The proposed use is in conformance with the recommendations in the Comprehensive Plan as well as the Northeast Sector Plan.

STAFF REVIEW

A recreation facility is being proposed with this CUP application. The CUP is for both an event space (reception hall, weddings, banquets, private parties, and corporate outings) as well as to providing lodging in the form of a hostel. The related code use for the lodging use is considered to be a “rooming, boarding and lodging house or similar use.” In this application the lodging will be provided in one of two sleeping rooms in a building separate from the residence. This is proposed as a future use and requires improvements to comply with minimum building safety standards. The applicant has been advised of these requirements and is working with County staff to address these issues. The use can be approved with this Conditional Use Permit, however the structure will need to meet the building requirements prior to actual use. A note on the face of the plan should be added to indicate this requirement.
Vehicular access to the property will be limited to E 1500 Road. No changes to the existing vehicular access are proposed with this project.

Parking provided for the initial phase of the use (maximum occupancy capacity of 85 people) meets the minimum Code requirements. The applicant may need to provide additional parking if they find that attendees are parking along the road. Additional off-street parking will be required prior to expansion of the activity (including the 2nd floor of the building). The site plan includes areas that could be expanded to accommodate the required off-street parking needed for the increased capacity. These spaces would need to be constructed concurrently with the expansion of the capacity.

The proposed use will maintain the continued use of this property as a mixed residential/commercial use.

**Conclusion**
Approval of a Conditional Use can be tailored to address specific issues such as intensity or frequency of use, include time limitations, and provide screening requirements and additional parking requirements. The recreation facility and lodging house, as proposed, should be compatible with nearby land uses for the initial phase with a maximum capacity of 85 people. The recommended conditions are intended to document the areas for additional parking to accommodate an increased capacity not to exceed 150 people for a single event. The increased capacity is dependent upon the applicant’s ability to meet the minimum building code requirements for the use. Occupancy of the building will require submission and approval of applicable building permits and the acquisition of an occupancy permit.
DESCRIPTION:
MILLER’S SUBDIVISION LOT 1 LEGALLY DESCRIBED AS:
BEGINNING AT THE SOUTHWEST CORNER OF SECTION 17,
TOWNSHIP 12 SOUTH, RANGE 20 EAST OF THE SIXTH PRINCIPAL MERIDIAN;
THENCE N 60 00' 00" E ALONG THE WEST LINE OF THE SOUTHWEST QUARTER (S.W. 1/4) OF S.A.D. SECTION 17, 218.00 FEET; THENCE
S 88 00' 00" E 190.00 FEET; THENCE S 60 00' 00" W 320 FEET TO THE
SOUTH LINE OF THE SOUTHWEST QUARTER (S.W. 1/4) OF S.A.D. SECTION 17,
THENCE S 28 00' 00" W ALONG THE SOUTH LINE OF S.A.D. SOUTHWEST
QUARTER (S.W. 1/4) 250.00 FEET TO THE POINT OF BEGINNING,
CONTAINING 1.00 ACRES, MORE OR LESS, ALL IN DOUGLAS COUNTY, IOWA.

VEHICULAR ACCESS CONTROL

GENERAL NOTES:
1. THIS svg TYPE SITE WAS NOT DESIGNED FOR ADA COMPLIANCE.
   HOWEVER, DESIGNATED LOCATIONS EXIST FOR PARKING COMPLIANCE. THE
   BUILDING ARE EXISTING.
2. LIVESTOCK ZONING IS A
3. BUILDING INFORMATION: A. MAIN BUILDING FIRST LEVEL- 400 SQ. FT.
   STOR-R-ROOM-SECOND LEVEL- 470 SQ. FT.
   B. MAIN BUILDING EXISTING-800 SQ. FT.
   EXISTING PUBLIC ACCESS-400 SQ. FT.
   PUBLIC ACCESS-400 SQ. FT.
4. PARKING REQUIREMENTS, IF REQUIRED - PARKING PROVIDE 10 SPACES
   INCLUDING 2 ACCESSIBLE (4' X 6').
5. ALL LAYOUTS SHOWN ARE APPROXIMATE AND SHOULDER BE VERIFIED PRIOR
   CONSTRUCTION
6. ALL OWNERSHIP BOUNDARY, RIGHT OF WAY, AND EXISTING INFORMATION SHOWN
   HEREIN IS BASED UPON THE PLAT OF MILLER’S SUBDIVISION LOT 1 AS FILED IN
   THE DOUGLAS COUNTY REGISTRY OF DEEDS OFFICE IN BOOK P-13, PAGE 89.

SURVEYORS CERTIFICATION:
I HEREBY CERTIFY THAT THE INFORMATION SHOWN HEREIN IS BASED ON ACTUAL
FIELD SURVEY OF THE ABOVE DESCRIBED PROPERTY AS OF THIS DATE, AND
WAS MADE UNDER MY DIRECT SUPERVISION. THIS SURVEY IS NOT TO BE
CONSIDERED AS A LEGAL SURVEY. THIS DRAWING IS FOR CONSTRUCTION
PURPOSES ONLY. NO RESPONSIBILITY IS ASSIGNED FOR ERRORS OR OMISSIONS
THAT MAY NOT SHOWN ON THIS RECORDED PLAT.

May 5, 1991

REVISED BY PLANNING STAFF
JANUARY 2014
A 36" DOOR WIDTH
B 31 1/2" DOOR WIDTH
C 30" DOOR WIDTH
D STAIR WIDTH
E 35" WINDOW WIDTH

SCALE: 1/8" = 1'
A 36" DOOR WIDTH
B 31 1/2" DOOR WIDTH
C 30" DOOR WIDTH
D STAIR WIDTH
E 35" WINDOW WIDTH

SCALE: 1/8" = 1'

FIRST FLOOR

SECOND FLOOR
Map 3-1 - Future Land Use

Northeast Sector Plan

Future Land Use

Legend

- Very Low Density Residential
- Agriculture
- Neighborhood Commercial
- Public/Institutional
- Kansas University Field Station
- Open Space
- Plan Growth Area
- Northeast Plan Boundary
- Railroad
- Existing Lawrence UGA
- Water Bodies
- City Limits

Lawrence-Douglas County Planning - 4/23/12
CUP-13-00492: Conditional Use Permit for a Hostel and Banquet Hall
Located at 1804 E 1500 Road

Lawrence-Douglas County Planning Office
January 2014

Subject Property