



City Planning & Development Department

Development Management Division

15th Floor, City Hall
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Kansas City, Missouri 64106-2795

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STAFF REPORT

May 5, 2015

(16 & 17)

RE: a. **Case No. 14546-P**
b. **Case No. 14546-P-1**

APPLICANT: Jacqueline Foy
BSA Life Structures
11523 Ash St
Leawood, KS 66211

OWNER: Children's Mercy Hospital
2401 Gillham Rd
Kansas City, MO 64108

LOCATION: Generally located west of Kenwood Ave between E 22nd St and E 23rd St

REQUESTS: a. To consider rezoning from District R-0.5 (Residential 0.5) to District DC (Downtown Core).
b. To consider approval of a development plan allowing an 187,000 square foot office building in District DC (Downtown Core).

AREA: About 1.2 acres.

SURROUNDING LAND USE: **North** 22nd St, beyond which is a medical office use owned by Children's Mercy Hospital zoned R-0.5.
South 23rd St, beyond which is Children's Mercy Hospital, zoned R-0.5.
East Kenwood Ave, beyond which is are medical uses owned by Truman Medical Center, zoned R-0.5.
West Undeveloped land beyond which is Hospital Hill Park, zoned R-0.5.

LAND USE PLAN: The Greater Downtown Area Plan recommends Downtown Core (DC) land uses.

MAJOR STREET PLAN: E 22nd St is classified as a four-lane thoroughfare requiring 100 ft of right-of-way.

ARTERIAL STREET IMPACT FEE: The subject property is exempt from impact fees.
(Informational only)

PREVIOUS CASES: None.

EXISTING CONDITIONS: The subject property is a 1.2-acre site located immediately north of Children's Mercy Hospital, bounded on the south by 23rd St, west by undeveloped property, north by 22nd St, and east by Kenwood Ave. In this location Kenwood Ave is a very narrow public street with one-way

southbound traffic. 23rd St is a local street while 22nd St is classified as a major thoroughfare by the City's Major Street Plan. The subject property and adjacent site to the west are both owned by Children's Mercy Hospital whose master plan identifies both for future development of offices associated with the hospital. The subject property currently consists of two temporary structures and parking lot, all of which will be removed to make way for the proposed development. The site slopes from a high point along 22nd St at Kenwood to a low point along 23rd St approximately 25 ft. Given the property's location on hospital hill, development of the property may be visible on the skyline when viewed from the north at a distance.

REZONING & PLAN REVIEW

Children's Mercy Hospital, in implementing its master plan, is proposing the construction of an 187,450 sq. ft. building to house administrative offices and meeting space for the hospital's staff. The proposed use is classified as an *administrative, professional or general office* use in the zoning and development code. The offices are intended as administrative offices for hospital staff only – not medical offices open to the public. The subject property is zoned R-0.5 (Residential 0.5) which permits administrative office uses by special use permit only. The property is within the Greater Downtown Area Plan, which recommends DC (Downtown Core) zoning for much of the hospital hill/crown center area including the subject property. Hospital uses are not permitted in R-0.5, but are permitted in DC. Given the recommendations of GDAP and the hospital's affiliation with the proposed building and their master plan for additional development to the west, staff recommended that the applicant rezone to DC. The applicant has thus submitted an application for rezoning. The size of the building requires approval of a development plan in District DC; therefore the applicant is also seeking approval of a development plan.

The building is proposed to consist of four stories of offices on top of a three level garage with a total height of 98 ft when measured along the north façade adjacent to 22nd St. The building will be slightly shorter along Kenwood and 23rd St due to the change in grade across the site. This change will allow the garage to be designed without internal ramps with all three garage levels accessed from different streets. According to the proposed plans, the bottom level of the garage will be accessed from 22nd St only, the middle level from Kenwood only, and the top level from 23rd St only. The plans show a median cut in 22nd St just west of Kenwood Ave to allow full access into the northern entrance of the garage. Public Works staff has expressed the distance between this median cut and Kenwood Ave is too close and has recommended the median cut be omitted from the plans, thereby making this garage entrance right-in/right-out.

A conceptual landscape plan has been provided showing landscaping in the setbacks along all sides of the building. The applicant indicates they intend to meet the landscaping requirements of Section 88-425 of the zoning and development code and should provide a plan which illustrates such prior to City Council. This includes street trees along each street frontage and screening along the north side of the garage.

The garage is proposed to be constructed of a cream-colored precast concrete with brick details. The office-portion of the building is proposed to be constructed of a combination of red brick, and clear, green and spandrel glass. The red brick, green and spandrel glasses, and cream colored precast concrete are proposed to match the color of similar materials used in the existing hospital buildings. The east and west building elevations contain substantially more brick while the south and north elevations contain very little (only at the top of the building). Additionally, the precast concrete material extends the height of the building on both the south and north elevations. All three levels of the garage will be visible from the north, west, and east. Only the top level of the garage will be visible from the south.

ANALYSIS:

Staff is supportive of the proposed development but has some concerns with the design and materials proposed for the north elevation of the building. This is due to this side of the building lying adjacent to 22nd St, a busy public street, and the building's visibility given its height and location at a high elevation relative to areas to the north. The Greater Downtown Area Plan recommends the following as it pertains to building design and materials:

The exterior finish and architectural articulation should enhance the facade design, complement surrounding buildings and screen the parking area. Blank walls on parking structures are discouraged.

Staff Response: Staff suggests greater use of brick material throughout the north building elevation and greater articulation and detail in design and/or material on the garage portion of the north elevation. Staff is particularly concerned with the large surface area of the cream colored precast concrete extending the height of the building (which will be highly visible from the north) and the relative lack of detail along the garage elevation. This area will be more visible to passersby and therefore should include more detail. Staff is less concerned with the other elevations (Kenwood and 22nd St) as these elevations contain more brick and detail along the garage elevations and these streets are not as heavily traveled by the public nor are they visible from afar. Staff also is less concerned with the west elevation also because it contains more brick and detail along the garage elevations and because of the hospital's future plans to develop the property immediately to the west, which may effectively conceal the view of the west side garage.

Openings should be screened to obscure parked vehicles. Ramps and sloping floors should not be expressed on the outside of the building, particularly on a facade with frontage on a primary street.

Staff Response: Section 88-425-07-D of the zoning and development code requires upper level screening in the form of glazing, metal grillwork, louvers or other architectural treatments such as upper level landscaping consisting of green screens, planting trellises or perimeter plants as required of 88-425-07-C. Staff recommends the plan be revised to comply with this requirement along the north elevation of the garage at a minimum.

Pedestrian walkways and plazas should be clearly delineated or spatially separated from parking and driveways through use of elements including bollards, lighting, landscaping, and special pavement treatments.

Staff Response: Staff recommends a change in material, color, texture for the pedestrian crossing as well as signage etc. to clearly communicate to drivers to expect pedestrians where sidewalks cross drive entrances to the garage.

In reviewing and making decisions on proposed zoning map amendments, the city planning and development director, city plan commission, and city council must consider at least the following factors:

88-515-08-A. Conformance with adopted plans and planning policies;

The Greater Downtown Area Plan recommends Downtown Core (DC) zoning for the subject property. The proposed zoning conforms to this recommendation. The plan also makes recommendations regarding building design and, subject to the recommended conditions pertaining to this, the proposed development plan also conforms to the recommendations of the area plan.

88-515-08-B. Zoning and use of nearby property;

Surrounding properties are zoned R-0.5 (Residential 0.5), but consist mainly of hospitals, medical offices and related uses.

88-515-08-C. Physical character of the area in which the subject property is located;

Properties to the south and east are developed as multi-story hospitals, medical offices and related uses. Properties to the north are approved for redevelopment as such but are not yet developed or are partially developed as such. Property to the west is a surface parking lot, proposed to be developed similarly to the subject property by Children's Mercy. Beyond that is Hospital Hill Park.

88-515-08-D. Whether public facilities (infrastructure) and services will be adequate to serve development allowed by the requested zoning map amendment;

Adequate public facilities are available.

88-515-08-E. Suitability of the subject property for the uses to which it has been restricted under the existing zoning regulations;

The subject property and all surrounding properties are zoned R-0.5 (Residential 0.5), a district which is intended primarily for residential uses, however permitting uses such as hospitals and administrative offices (but not medical offices), subject to approval of a special use permit. The area surrounding the subject property consists entirely of hospitals and medical offices with no residential uses. The Greater Downtown Area Plan recommends DC (Downtown Core) zoning for the subject property as well as the surrounding area in acknowledgment of the character and uses which exist in the area. The current zoning, while allowing the proposed use, is no longer suitable for the property.

88-515-08-F. Length of time the subject property has remained vacant as zoned;

The property is developed with two temporary structures which will be demolished to accommodate the proposed development.

88-515-08-G. The extent to which approving the rezoning will detrimentally affect nearby properties; and

Nearby properties consist entirely of hospital, medical office and related uses. The proposed zoning will not detrimentally affect these properties.

88-515-08-H. The gain, if any, to the public health, safety, and welfare due to denial of the application, as compared to the hardship imposed upon the landowner, if any, as a result of denial of the application.

Denial of the application will not necessarily preclude the hospital from developing as proposed as the use (administrative office for hospital staff) is permitted by special use permit. Nor will it result in a gain to the public health safety or welfare as all surrounding properties are of similar use or are approved to be developed as such.

RECOMMENDATIONS:

- a. Case No. 14546-P – To consider rezoning from District R-0.5 (Residential 0.5) to District DC (Downtown Core).**

City Planning and Development Staff recommends approval of Case No. 14546-P without conditions.

b. Case No. 14546-P-1 – To consider approval of a development plan allowing an 187,000 square foot office building in District DC (Downtown Core).

City Planning and Development Staff recommends approval of Case No. 14546-P-1 based on the application, plans, and documents provided for review prior to the hearing and subject to the following conditions as provided by the Development Review Committee at the April 22, 2015 meeting:

1. That two (2) collated, stapled, and folded (to 8.5 by 11 in. size) hardcopies and one (1) digital copy (CD containing a pdf file, a georeferenced monochromatic TIF file, and CAD/GIS compatible layer of the site plan boundary referenced to the Missouri state plane coordinate system) of the plans, **revised as noted below**, be submitted to Development Management staff (15th Floor, City Hall) for approval, prior to ordinance request showing:
 - a. That the developer revises the north elevation of the building and garage with regard to material and design in compliance with the recommendations of the Greater Downtown Area Plan.
 - b. That the developer revises the north elevation of the garage to provide proper screening as recommended by the Greater Downtown Area Plan and required by Sections 88-425-07-C and 88-425-07-D of the Zoning and Development Code.
 - c. That a change in material, color and/or texture be specified and noted on the plans where sidewalks cross drives entering the proposed garage.
 - d. That the location of all retaining walls be identified including their height and material of construction.
 - e. That the location of all fences, if any, be identified including their height and material of construction.
 - f. That the proposed uses, as stated and defined by the zoning and development code, be identified on the plan.
 - g. That a lighting plan including photometric study and details on the proposed pedestrian lighting be provided.
 - h. Provide landscape plan prepared by a landscape architect licensed in the State of Missouri and in compliance with Section 88-425 of the zoning and development code.

The following plan correction is recommended by the Land Development Division of City Planning and Development. For questions, please contact Brett Cox, P.E. at 816-513-2509 or brett.cox@kcmo.org.

- i. That the dimension the Right-of-Way for E 22nd St and E 23rd St be provided.

The following plan correction is recommended by the Public Works Department. For questions, please contact Gnani Mahalingam, P.E. at 816-513-9843 or gnani.mahalingam@kcmo.org.

- j. That the proposed median break on 22nd St at the north driveway be eliminated.

The following conditions are recommended by the Land Development Division of City Planning and Development. For questions, please contact Brett Cox, P.E. at 816-513-2509 or brett.cox@kcmo.org.

2. The developer shall submit a Storm Drainage analysis from a Missouri-licensed civil engineer to the Land Development Division evaluating proposed improvements and impact to drainage conditions. Since this project is within a "Combined Sewer Overflow" (CSO) district, the project shall be designed to retain rainfall of 1.5 inch depth over the entire site to simulate natural runoff conditions and reduce small storm discharge to the combined sewer system. Manage the 10-year storm and 100-year storm per currently adopted APWA standards. The analysis shall be submitted, and the developer secure permits to construct any improvements required by the Land Development Division prior to recording the plat.
3. The developer must dedicate additional right of way for E 22nd Street as required by the

adopted Major Street Plan and Chapter 88 so as to provide a minimum of 50 feet of right of way as measured from the centerline, and ensure right of way dedication is adequate for any proposed road improvements as required by Public Works Department adjacent to this project.

4. The developer shall verify vertical and horizontal sight distance for the drive connection to E 22nd St and E 23rd St and make improvements to ensure local jurisdiction and/or minimum AASHTO adequate sight distance standards are met.
5. The developer must integrate into the existing street light system any relocated existing street lights within the street right-of-way impacted by the new drive or approach entrances as required by the Land Development Division, and the relocated lights must comply with all adopted lighting standards.
6. The developer submit a letter to the Land Development Division from a Licensed Civil Engineer, Licensed Architect, or Licensed Landscape Architect, who is registered in the State of Missouri, to identifying sidewalks, curbs, and gutters in disrepair as defined by Public Works Department's "OUT OF REPAIR CRITERIA FOR SIDEWALK, DRIVEWAY AND CURB revised 4/8/09" and base on compliance with Chapters 56 and 64 of the Code of Ordinances for the sidewalks, curbs, and gutters where said letter shall identify the quantity and location of sidewalks, curbs, gutters that need to be constructed, repaired, or reconstructed to remedy deficiencies and/or to remove existing approaches no longer needed by this project. The developer shall secure permits to repair or reconstruct the identified sidewalks, curbs, and gutters as necessary along all development street frontages as required by the Land Development Division and prior to issuance of any certificate of occupancy permits including temporary certificate occupancy permits.
7. The developer must obtain the executed and recorded city approved grading, temporary construction, drainage/sewer, or any other necessary easements from the abutting property owner(s) that may be required prior to submitting any public improvements crossing properties not controlled by the developer and include said document(s) within the public improvement applications submitted for permitting.
8. The owner/developer must submit plans for grading, siltation, and erosion control to Land Development Division for review and acceptance, and secure a Site Disturbance permit for any proposed disturbance area equal to one acre or more prior to beginning any construction activities.
9. The developer shall submit an analysis to verify adequate capacity of the existing sewer system as required by the Land Development Division prior to issuance of a building permit to connect private system to the public sewer main and depending on adequacy of the receiving system, make other improvements may be required. The developer is responsible for removal the existing mid-block crosswalk on 22nd St located approximately 100 ft west of Kenwood Ave.

The following conditions are recommended by the Public Works Department. For questions, please contact Gnani Mahalingam, P.E. at 816-513-9843 or gnani.mahalingam@kcmo.org.

10. The developer is responsible for removal of the existing mid-block crosswalk on 22nd St located approximately 100 ft west of Kenwood Ave.
11. The developer is responsible for improving the existing intersection and traffic signals at 22nd St and Holmes St to meet ADA standards and Accessible Pedestrian Signals (APS) standards, as required by Public Works Department, including pedestrian crosswalks and ADA curb ramps.

The following conditions are recommended by the Fire Department. For questions, please contact John Hastings at 816-784-9110 or john.hastings@kcmo.org.

12. That no on-street parking shall be permitted along Kenwood Ave.
13. That the project shall meet the fire flow requirements as set forth in Appendix B of the International Fire Code 2012. (IFC-2012: § 507.1)

14. That buildings equipped with a fire standpipe system shall have an operable fire hydrant within 100 feet of the Fire Department Connection (FDC). (IFC-2012: § 507.5.1.1)

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Joe Rexwinkle". The signature is fluid and cursive, with the first name "Joe" being the most prominent part.

Joseph C. Rexwinkle, AICP
Planner