

COMMUNITY PROJECT/ZONING

Ordinance Fact Sheet

Case Nos. a) 12849-UR-1, b) Case No. 14619-P and c) 14619-P-1

160040

Ordinance Number

Brief Title

a) Deleting land from the Kansas City Star UR zoning area; b) rezoning land from Districts B 4-5 (Heavy Business/Commercial (dash 5)) and District UR (Urban redevelopment district) to District DX-10 (Downtown Mixed Use, dash 10); and c) approving a development plan in District DX (Downtown Mixed Use) for a church, parking and grounds.

Approval Deadline

Reason

Details

Positions / Recommendations

Specific Address generally located south of E 16 th Street between Grand Boulevard and McGee Street	Sponsor	Jeffrey Williams, AIA, Director, City Planning and Development Department
Reason for Project To allow for the construction of a new church in the Crossroads area on 1.2 acres.	Programs, Departments, or Groups Affected	Council District(s): 4 th (Shields, Justus) Other districts: Kansas City Mo School District
REPORT: Existing Conditions/Past Approvals: These three cases deal with the existing Kansas City Star facility and extended ownership, generally located at the southwest corner of Truman Road and Oak Street. The Star facilities include the existing structure which was built in 2003. The building extends south of Truman Road to E 17 th Street between Oak Street on the east and McGee Street on the west. The existing grounds include the on-surface parking lot on the block west of the Star building between McGee Street, E 16 th Street, Grand Boulevard and E 17 th Street. This parking lot currently contains about 200 parking spaces which have been improved with parking lot landscaping. The Star building and grounds were approved by the City as a tax abated "353" project in 2002 and the building and grounds were rezoned to District URD (Urban Redevelopment District) (See Previous Cases above). The transparent green glass structure is two stories and contains 375,205 square feet. The building materials on the approved final plan identify the structure as containing aluminum and glass curtain walls, precast wall panels, concrete masonry unit walls, copper wall panels and storefront type aluminum and glass windows and doors. The building, is about 85 feet in height above grade at the top of the mechanical penthouse, and now house printing presses, with additional space for paper roll storage, mailroom, loading docks and offices.	Applicants/ Proponents	
	Opponents	Groups or individuals One individual voiced concern on vehicle parking in the Crossroads
	Staff Recommendation	<input checked="" type="checkbox"/> For, with conditions <input type="checkbox"/> Against Reason Against:
	Board or Commission Recommendation	By: City Plan Commission, 12/15/15, Voting Aye: Archie, Baker-Hughes, Burnette, Crowl, Martin, May and Macy. Nay: None, Absent: Gutierrez. 7-0 <input type="checkbox"/> Approval <input checked="" type="checkbox"/> Approval, with conditions <input type="checkbox"/> Denial
	Council Committee Actions	<input type="checkbox"/> Do pass <input type="checkbox"/> Do pass (as amended) <input type="checkbox"/> Committee Sub. <input type="checkbox"/> Without Recommendation <input type="checkbox"/> Hold <input type="checkbox"/> Do not pass

Discussion

The approved plans also show that the parking lots for employees to the west of the building which have been improved with landscaping, street trees and also include decorative pavers at the intersection of 16th Street and McGee Street. The approved plan shows that the facility (at the time) contained 400 existing Star employees with 250 maximum per shift. The approved plan also showed that with 250 employees maximum per shift, that only 63 parking spaces were required ($250 \times 0.25 = 63$). The plan continued to state that 209 parking spaces would be provided and in addition, 49 parking spaces were provided off-site and adjacent to the Star Building.

Proposed Plan:

Since the KC Star was constructed over 10 years ago, the media is now providing, and society is now receiving information in several competing ways as compared to solely the newspaper. There are fewer employees at the Star facility and the Star is now willing to sell or lease some of now, unneeded parking lot that the company owns west of McGee Street. In addition, the United Methodist Church of the Resurrection, which now occupies the previous Crosstown Station building, has been experiencing large growth and wants to expand

Policy / Program Impact

Policy or Program Change	<input type="checkbox"/> No <input type="checkbox"/> Yes
Operational Impact Assessment	
Finances	
Cost & Revenue Projections – Including Indirect Costs	
Financial Impact	
Fund Source and Appropriation Account Costs	

Project Start Date

Plan filed: October 30, 2015
 CPC date: December 15, 2015
 Plan resubmitted: December 23, 2015

Project Completion or Occupancy Date**Fact Sheet Prepared by:****Date:** January 6, 2016

John Eckardt
 Planner

Reviewed by:**Date:** January 6, 2016

Diane Binckley, Manager
 Development Management Division

Reference or Case Numbers: a) Case No. 12849-UR-1, b) Case No. 14619-P, c) Case No. 14619-P-1

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The church attributes much of this growth to their message and the increased population and residential construction in the urban core. The Church proposes to expand by building a new two-phased church in the parking lot that the Star currently owns. The church and Star representatives have an agreement for the church to buy some of the parking lot area west of McGee for Phase I and Phase II construction of the church and lease the remainder of the southern portion of the parking lot from the Star at those times when the Star business is less active (Sundays and nights).

To accomplish this development proposal, three cases are required: a) removing 0.77 acres of the Star parking lot from their existing URD plan (Case No. 12849-UR-1), b) rezoning this 0.77 acres plus added parking to the north for a total of 1.2 acres, from Districts B 4-5 and UR to District DX-10 (Case No. 14619-P) and c) approving a development plan on the newly acquired or leased 1.2 acres for a two-phased church and parking (Case No. 14619-P-1).

Initially, only about the northern one-half of the parking lot block will be removed from the Star UR plan and the Star will keep the southern one-half. The church will enter into a lease agreement with the church for alternate time -- joint use parking.

Since the second phase of the church would exceed minimum building areas which would require a development plan submittal, church representatives have agreed to submit a development plan now for City Plan Commission and City Council review (Case No. 14619-P-1).

The church site is proposed to be a two-phased project with the initial building construction occurring at the immediate southeast corner of E 16th Street and Grand Boulevard. The first phase, two-story church construction will total 20,742 sf with 9,955 sf on the first floor and 10,786 sf on the second floor. The architect for the project has submitted a rough, first draft containing building illustrations which (likely) will contain brick, metal, wood and glazing. Due to the lack of detail on the building at this time, Long Range Planning staff has requested that the design guidelines from the Greater Downtown Area Plan be included on the face of the development plan. This will allow future building review to be completed using those criteria. The building is shown extending to the rights of way of both Grand Boulevard and E 16th Street. The building will only extend east of Grand Boulevard about 70 feet which is only about 1/4 of the distance from Grand Boulevard east to McGee Street. The remainder of the first phase towards McGee Street will be existing, but modified on-surface parking, used by both the church and the Star. Immediately to the south of the first phase building, the plan shows a corridor about 20 feet wide and extending from Grand to McGee. This corridor is to be used for the underground storage of storm water within vaults. This detention has been designed to satisfy recently approved storm water regulations. The first phase plan shows that there will be 72 vehicle parking spaces required and 177 vehicle parking spaces proposed. The plan does not provide for long term bicycle parking and the short term bicycle parking is 10 spaces with a code requirement of 17 spaces.

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The second phase (Sheet A200) of the plan shows the church expanding east of the initial building to a distance of about 178 feet – from the initial Phase 1 distance of a 70 foot width. The second phase increases the building area to 54,000 sf and has 26,000 sf on floor 1 and 27,000 sf on floor 2. The remainder of the area east of the church to the McGee Street right of way (70 feet) is proposed for both green space and playground space. The storm water detention area south of the church remains in place but will add some on-surface parking. The plan shows that there are 107 required vehicular parking spaces for the Phase 2 church and that 100 parking spaces are proposed.

No traffic study was required for this project.

No signage plan was submitted with the project.

Parking:

Over the past several years, available parking in the downtown loop and Crossroads area have been increasingly more difficult to find. City staff was concerned that even though the Star's employment base at this location has been reduced, there may be insufficient parking in the area due to the removal of parking spaces by the church construction coupled with the increasing parking demand. Due to this concern, staff requested more specific parking information from the applicant. The following was provided by the Polsinelli Law Firm, the applicant's representative:

Phase 1: With the proposed redevelopment a total of 175 parking spaces are proposed for the entire property. The portion of property being rezoned by the church contains 85 of those parking spaces and the south half of the lot being retained by KC Star contains 90 parking spaces.

KC Star UR Plan Amendment

Required Parking = 1 space per employee on maximum shift (per Section 80-444). KC star has 250 employees maximum per shift ($250 \times .25 = 63$ required spaces). Proposed Lot 2, which will be the property retained by KC star shows 90 proposed parking spaces which is 27 more than required by City Code.

COR – Rezoning and Development Plan

Required Parking = 1 space per 7 seats in main assembly area. The Church will have 503 seats in Phase I which requires 72 parking spaces for the church use, which is 13 more than required by City Code.

Phase 2: It is anticipated that the church will purchase the remaining parking lot property from the KC Star. At that time, with the proposed expansion of the church

facility, the entire site will provide a total of 107 parking spaces. The main assembly area will then provide a total of 748 seats which will require the 107 parking spaces being provided.

Prior to the purchase of the remaining property, the KC Star and the Church will enter into a long-term parking lease agreement that will include a shared parking analysis that will allow both parties to meet its parking requirements under the City code.

Area Plan:

Downtown Mixed-Use (DMX)

The DMX district is primarily intended to accommodate office, commercial, custom manufacturing, some light industrial, public, institutional and residential development, generally at lower intensities than in the DC district. The DMX district promotes a mix of land uses both horizontally (i.e. adjacent to one another) and vertically (i.e. within the same building). This land use classification corresponds with the DX and DR zoning districts within the new zoning ordinance. The proposed church or religious assembly use is consistent with this area plan land use designation.

Analysis:

This project highlights the dynamics of the shifting land use forces in the Crossroads area. The Star is experiencing a reduction in force at their location partially due to how individuals receive their news. Fewer workers require fewer parking spaces. This is coupled with the success of the United Methodist Church of the Resurrection in the last few years. The church is now established in the area, the need is growing and some of the parking lot is available. The city must balance the need for parking in the Crossroads area against the preference of buildings over surface parking. In this situation, the applicant has shown an adequate parking solution which reduces the amount of on-surface parking but still provides adequate parking for the proposed use. In addition, the use is supported by the area plan and a welcomed type of land use in an area known to grow in an organic manner.

City staff has stated that the plan will need to be designed to be in compliance with the newly established boulevard and parkway standards as set forth in Section 88-323 since this new project will be developed adjacent to Grand Boulevard. The standards found in Section 88-323 are *“intended to promote quality development reflective of the character of the city’s boulevard and parkway system, whether on an established, historic boulevard or on a parkway traversing undeveloped areas of the city.”*

The recommended conditions below make staff suggestions in bringing the development to the minimum standards required by the code. These include, bicycle parking, landscaping, storm water detention, etc.

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The applicant/s have been made aware that at such time, during or after the Phase 2 construction of the church occurs and the Lot 2 parking lot is sold to the church, The Star (or the church) must rezone that remaining UR zoned property to District DX-10 (Downtown Mixed Use, dash 10) – the same process which is taking place now. This is because the property is currently zoned UR and is specifically tied to the tax-abated Star development, which will no longer be the case following the sale of the parking.

RECOMMENDATIONS:

The City Plan Commission meeting in regular session on December 15, 2015, recommended approval of the following cases subject to the following conditions:

a) Case No. 12849-UR-1 – Approval with no conditions. All prior conditions contained within CS Ordinance No. 021115 remain in place.

b) Case No. 14619-P – Approval with no conditions.

c) Case No. 14619-P-1 -- Approval with the following conditions:

Condition. 1-9 per Land Development Division (Brett Cox, brett.cox@kcmo.org) and John Eckardt (john.eckardt@kcmo.org)

1. That three (3) collated, stapled and folded copies (and a CD), be submitted to Development Management staff (15th Floor, City Hall), prior to ordinance request showing:
 - a. Change Grand Avenue to Grand Boulevard on all sheets.
 - b. Include the identified design guidelines of the Greater Downtown Area Plan as required by staff of the Long Range Planning Division.
 - c. Show the general location of both long term and short term bicycle parking.
 - d. Include existing and proposed long term and short term bicycle parking quantities on both A100 and A200, and confirm that the proposed will meet or exceed the code required amount.
 - e. Sheet L100, show buffering shrubs on the east side of the perpendicular parking stalls along McGee Street.
 - f. Sheet L100, confirm that the landscaping plans are stamped by a registered landscape architect.
 - g. Provide a signage plan as required by Section 88-445-10 of the city code.
2. The developer shall cause the area to be platted and processed in accordance with Chapter 88, Code of Ordinances of the City of Kansas City, Missouri, as amended,

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commonly known as the Development Regulations, by making application under said code for a Minor Subdivision and submitting and recording a Lot Consolidation Plat or replatting the property in accordance therewith.

3. 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 issuance of any building permits.
4. 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.
5. 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.
6. 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.
7. That the developer rezone Lot 2, as shown on Sheet A100, from District UR to District DX-10, at such time that the ownership of this parking area is sold and no longer in the ownership controlled by owners of the Oak Street "353" Development Plan.

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8. That the developer apply for an administrative approval of the site plan prior to the issuance of a building permit.
9. That the developer apply for an off-site parking approval with the City Development Department, if needed.

Condition 10 per Parks and Recreation Department (Richard.allen@kcmo.org)

10. That the developer abide by the boulevard and parkway standards for all development as set forth in Section 88-323.

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