



To: Planning and Zoning Commission
From: City Staff
Date: July 19, 2016
Re: **Case #16013 - Raymore Municipal Center Site Plan**

GENERAL INFORMATION

**Applicant/
Property Owner:**

City of Raymore

Property Location:

Southeast corner of Municipal Circle and Broadmoor Drive

2014 Aerial Photograph:



Property Photographs:



View from Municipal Circle looking south along west property line of Lot 8



View from northwest corner of Lot 8 looking southeast at Lots 8 and 9



View from corner of Municipal Circle and Broadmoor looking southwest at lots 8 and 9



View of Common Area Tract A looking southwest



View of Common Area Tract A looking south



View of Common Area Tract A looking southeast

Major Street Plan: The Major Thoroughfare Plan Map contained in the Growth Management Plan has Municipal Circle and Broadmoor classified as local streets.

Advertisement: City Ordinance does not require advertisement for Site Plans.

Public Hearing: City Ordinance does not require a public hearing for Site Plans.

PROPOSAL

Outline of Requested Action: The applicant seeks to obtain site plan approval for the Raymore Municipal Center.

SITE PLAN REQUIREMENTS AND STANDARDS

In order for the applicant to accomplish the aforementioned action, they must meet the provisions of the Unified Development Code. Chapter 470 of the Unified Development Code outlines the requirements and actions that need to be taken in order to site plan property, specifically Section 470.160.

Section 470.160 Site Plan Review

A. Purpose

The City of Raymore recognizes that the nature of land development creates the potential for traffic congestion, overcrowding, adverse visual and environmental impacts, and health problems. The City strives to promote growth in Raymore while stabilizing the established residential character of the area. Site plan review regulates the development of structures and sites in a manner that takes into consideration the following considerations:

1. the balancing of landowners' rights to use their land, with the corresponding rights of neighboring landowners, residents and the general public, to live without undue disturbances (e.g., noise, smoke, vibration, fumes, dust, odor, glare, stormwater runoff, etc.);
2. the convenience and safety of vehicular and pedestrian movement within the site and in relation to adjacent areas or roads;
3. the adequacy of waste disposal methods and protection from pollution of surface or ground water;
4. the protection of historic and environmental features on the site under review and in adjacent areas;
5. the stability of the built environment, particularly residential neighborhoods, by promoting urban development which is compatible with clearly identified natural resources; and
6. the adequacy of provisions for resulting additional system demands which may be imposed by the development upon roads and streets, water supply and storage,

storm sewerage, and sanitary sewerage and wastewater treatment and the consistency of the development with the City's Growth Management Plan.

B. Applicability

1. All applications for building permits for developments in the multi-family, commercial and industrial zoning districts are subject to site plan review in accordance with this section. All nonresidential uses in residential districts require site plan review.
2. No building permit will be issued without being granted site plan approval when it is required by this subsection.

C. Application

Applications for site plan review may be obtained from the Community Development Director. The application must be completed in its entirety in accordance with Section 470.010C and filed with the Community Development Director. The applicant must submit copies in accordance with the submission schedule regularly adopted by the Planning and Zoning Commission.

D. Procedure

1. Community Development Director Action

- a. All site plans will be reviewed by the Community Development Director.
- b. The Community Development Director has the authority to take final action (approve, conditionally approve or deny) on applications for:
 - (1) developments that have an approved site plan on file where the application proposes to expand the existing use by less than 10 percent or 5,000 square feet, whichever is less; or
 - (2) developments that have an approved site plan on file where the application proposes to modify signage, parking, landscaping or other minor feature and the proposed modifications will be in compliance with all requirements of this Code.
- c. The Community Development Director must complete the review within 20 days of receiving a complete application.

2. Planning and Zoning Commission Action

With the exception of those cases identified in paragraph 1 above, all other applications for site plan review will be reviewed by the Community Development Director, and forwarded to the Planning and Zoning Commission for review and action. The Commission has the authority to take final action, and may approve, approve with conditions or disapprove the application.

3. Conditions of Approval

In approving a site plan, the Planning and Zoning Commission or, when applicable the Community Development Director, may impose reasonable conditions, safeguards and restrictions upon the applicant and the premises.

E. Findings of Fact

1. In order to be approved, the Community Development Director or Planning and Zoning Commission must find that the following conditions are met:
 - a. the plan complies with all applicable standards of this code and all other applicable City ordinances and policies;
 - b. the plan does not conflict with the adopted plans of the City of Raymore or the purpose and intent of this code;
 - c. the proposed use is allowed in the district in which it is located;
 - d. vehicular ingress and egress to and from the site, and circulation within the site provides provides for safe, efficient, and convenient movement not only within the site but also on adjacent roadways;
 - e. the plan provides for safe, efficient, and convenient movement of pedestrians on and to the site;
 - f. the arrangement of structures and buildings on the site allows for efficient use of the land, is compatible with development on adjacent property, and minimizes potential adverse impacts on existing or planned municipal infrastructure and services;
 - g. open space and natural features on the site are arranged in such a way that unique natural resources are preserved and creates a desirable and functional environment for site users;
 - h. the plan avoids unnecessary or unreasonable alterations to existing topography, preserves existing healthy, mature trees and woodlands, and designs drainage facilities to promote the use and preservation of natural watercourses;
 - i. provides adequate parking for the use, including logical and safe parking and circulation;
 - j. provides landscaping and screening as required by this code that creates logical transitions to adjoining uses, screens incompatible uses, minimizes the visual impact of the development on adjacent roads and properties, and utilizes native plant materials selected to withstand the local climate and individual site microclimates; and
 - k. includes site illumination that has been designed and located to minimize adverse impacts on adjacent properties.

F. Effect of Approval

If the Planning and Zoning Commission or, when applicable, the Community Development Director approves a site plan, it will be considered permission to prepare and submit a building permit application that complies with the approved site plan and conditions of approval.

G. Appeals

1. The applicant may appeal the decision of the Community Development Director to the Planning and Zoning Commission.

- a. The applicant must notify the Community Development Director of their intent to appeal within 10 days of the date of decision from the Community Development Director.
 - b. The Community Development Director will schedule the appeal for the next regularly scheduled Planning and Zoning Commission meeting which is no sooner than 15 days from the date the intent to appeal was filed.
 - c. The applicant must provide an additional 15 review copies of the drawings and the additional required fee along with the intent to appeal.
2. The applicant may appeal the decision of the Planning and Zoning Commission to the City Council.
 - a. The applicant must notify the Community Development Director of their intent to appeal, in writing, within 10 days of the date of the Planning and Zoning Commission meeting when the application was considered.
 - b. The Community Development Director will schedule the appeal for the next regularly scheduled City Council meeting provided it is at least 15 days from the date the intent to appeal was filed.
 - c. The applicant will provide an additional 15 review copies of the drawings along with the intent to appeal.

The site plan must also be in compliance with the provisions of Section 415.020 CCO, City Center Overlay District, outlined below:

Section 415.020 CCO, City Center Overlay District

A. Purpose and Description

The purpose of the CCO, City Center Overlay District is to develop an identifiable center of the City of Raymore with the Municipal Center as its nucleus. Its intent is to further define a sense of community and to promote a centrally located, high-quality civic environment deemed important in the City's Growth Management Plan. A fully realized City Center concept will incorporate elements of public/quasi-public, commercial, vehicular and pedestrian environments into an integrated design which reflects the community focus of the City. The City Center concept is implemented by use of an overlay district that imposes additional criteria on the underlying zoning districts. Property developed within the District shall comply with the Raymore Municipal Center Development Criteria established by the City and incorporated into Ordinance 22062, Master Development Agreement for the Municipal Complex Property, and shall serve as the City Center Overlay Development Guidelines until such time as they are amended or rescinded by the City Council.

B. Objectives

In order to achieve the city center concept, the following objectives will be realized:

1. The pedestrian environment in the City Center Overlay District is essential for developing the sense of community desired by the City. Amenities will be provided to promote pedestrian usage.

2. Vehicular circulation and parking should be accommodated without impacting the pedestrian experience. Adequate measures will be provided to reduce vehicular and pedestrian circulation conflicts.
3. The architectural character of buildings should be harmonious with the architectural style of the municipal complex.
4. The size and scale of buildings in the City Center Overlay District should be complementary to a pedestrian environment. Buildings located near the perimeter of the City Center Overlay District should be designed to provide a harmonious transition between the commercial development and surrounding residential areas.
5. Signs will be of a scale, height, material and illumination that reflect the architectural concepts being promoted in the City Center Overlay District.

C. Permitted Uses (Amendment 10 – Ordinance 2011-26 4.25.11)

All uses allowed in the underlying zoning district shall be allowed in the CCO district as specified in the Use Table in Section 410.020 with the exceptions listed below. Those uses identified as requiring a conditional use permit shall do so in accordance with the regulations of this code. In order to promote the pedestrian intent of the CCO district, the following uses are prohibited:

1. motor vehicle repair;
2. gas stations;
3. vehicle sales;
4. accessory outdoor storage;
5. drive-thru facilities;
6. free standing fast food restaurants;
7. heavy industrial uses; and
8. bars and taverns.

D. Dimensional Standards

All dimensional requirements of the base zoning district will apply as set forth in Section 410.030 with the exception that the following front yard requirements apply:

1. Minimum front yard: 10 feet
2. Maximum front yard: 20 feet

E. District-Specific Design Standards

All uses in the City Center Overlay District must meet the development criteria contained in the City of Raymore Municipal Center Development Criteria guidebook and the following design standards. If the provisions of the guidebook conflict with the following design standards, the more restrictive provision will control.

1. Screening and Landscaping

Properties within the CCO district that are adjacent to residentially-used or zoned lots are exempt from the loading area screening requirements of Section 430.040 and instead must

comply with the screening requirements of Section 430.080C.1. In addition, new development within the CCO district must include four to six foot high berms placed along the outside perimeter of the site where it is adjacent to residential uses or districts.

2. Building Orientation

All buildings must be oriented toward the public street or common access drive adjacent to each lot.

3. Building Character

Buildings must have four-sided architecture with the same quality of materials applied to all sides.

4. Sidewalks

An eight foot wide sidewalk along with a two foot wide planting strip shall be provided adjacent to the right-of-way line. Sidewalk connectivity shall be provided between this sidewalk and the principal entrance door to the building.

5. Streets

Due to the pedestrian oriented environment and the desired character of the development within the CCO district, street design may be narrower than conventional commercial streets. Alternative street designs must be approved by the Director of Public Works, provided that no street right-of-way may be less than 40 feet in width.

6. Parking

The parking requirements of Chapter 425 apply to sites located within the CCO district, with the exception that parking spaces located in front of the sites along Municipal Circle may be counted toward the total parking requirements. Off-street parking should be designed to minimize traffic and utilize space through combined access. Off-street parking must be located, when possible, behind building facades. A reduction of up to 20 percent of the total parking requirement may be approved by the Planning and Zoning Commission where shared parking among business uses is provided.

7. Parking Lot Landscaping

Landscaping shall be installed pursuant to Section 430.030.

8. Pedestrian and Streetscape Amenities

A minimum of two amenities shall be required and included on the site plan to be reviewed as part of the site plan review. Examples of amenities include, but are not limited to, benches, bike racks and trash receptacles. These amenities are to be provided on the private portion of the site plan and will be privately owned and maintained.

9. Signs

Signs shall be installed pursuant to Chapter 435.

F. Review Procedure

The review procedure for applications within the CCO district will be as set forth for site plan review in accordance with Section 470.160.

G. Action on Application

The Planning and Zoning Commission may, upon showing of undue hardship by the applicant, waive one or more of the specific requirements of the design standards of this section. The Commission shall approve the minimum waiver necessary to allow the application to be approved. The applicant for any such waiver shall have the burden of showing that the proposed project with such waiver shall have minimum negative effect on aesthetics and compatibility within the CCO district.

PREVIOUS ACTIONS ON THE PROPERTY

1. The Raymore Municipal Complex First Plat was recorded on March 10, 2003.
2. The City acquired Lots 8 and 9 on October 15, 2015.
3. The zoning of Lots 8 and 9 was reclassified from “C-2/CCO” General Commercial/City Center Overlay District to “PR/CCO” Parks, Recreation and Public Use/City Center Overlay District on January 11, 2016.
4. A Conditional Use Permit was approved for the government building (Raymore Municipal Center public meeting space) and related outdoor activities upon lots 8 and 9 and Common Area Tract A in the Raymore Municipal Complex on June 27, 2016.

ENGINEERING DIVISION COMMENTS

Please refer to the attached memorandum.

STAFF COMMENTS

1. **Development Standards:** The development standards applicable to the property are as follows:

PR	
Minimum Lot Area	
per lot	-----
per dwelling unit	n/a
Minimum Lot Width (ft.)	70
Minimum Lot Depth (ft.)	n/a
Yards, Minimum (ft.)	
Front	10
rear	30
side	30
Maximum Building Height (feet)	35
Maximum Building Coverage (%)	40

2. **Special Use Conditions:** The site plan has been determined to be in compliance with the provisions of Section 415.020 City Center Overlay District.
3. **Parking:** A place of public assembly must comply with the following parking standard:

Use	Minimum Parking Spaces Required
PUBLIC AND CIVIC USES	
Place of Public Assembly	1 per 4 seats in the largest auditorium or 1 per 800 square feet, whichever is greater

The building will contain 9,065 square feet of area with a capacity of 300± capacity in the community room. A total of 75 parking spaces are required.

The conceptual site plan provides 46 parking spaces on site. Since the building is located within the Municipal Complex, on-street parking is counted toward the parking requirement. A total of 7 parking spaces are available along Municipal Circle in front of the building. Additionally, since shared parking is allowed in the City Center Overlay District, a reduction of up to 30% of the required number of spaces is allowed. With a 30% shared parking reduction, the total number of parking spaces required is 53. A total of 53 spaces are provided.

There are a total of 230 existing parking spaces in the Municipal Center Complex. All parking spaces in the Municipal Center Complex are available for shared parking.

4. Landscaping

Twenty percent (20%) of Lots 8 and 9 will be required to be reserved for landscaped area. A landscaped area with a minimum width of six feet shall be provided along all street frontages and along all perimeter property lines.

The adjacent land to the south of Common Area Tract A is utilized for two-family residential development. Screening between the residential uses and the public space/recreational uses of Lots 8 and 9 and Common Area tract A should be provided.

Sixty-three percent (63%) of the site is reserved for landscaped area.

5. Building Design:

The proposed building is in compliance with the building design standards contained in Section 440.010 listed below.

Section 440.010 Building Design Standards

C. Building Materials

1. Masonry Construction

A minimum of 50 percent of front and side facades shall consist of materials described by this sub-section.

- a. Masonry construction shall include all masonry construction which is composed of solid, cavity, faced or veneered-wall construction, or similar materials approved by the Planning and Zoning Commission.
- b. Stone materials used for masonry construction may consist of granite, sandstone, slate, limestone, marble or other hard and durable all-weather stone. Ashlar, cut stone and dimensioned stone construction techniques are acceptable.
- c. Brick material used for masonry construction shall be composed of hard-fired (kiln-fired), all weather common brick or other all-weather common brick or all-weather-facing brick.
- d. Concrete finish or precast concrete panel (tilt wall) construction shall be exposed or aggregate, hammered, sandblasted or other finish as approved by the Planning and Zoning Commission.
- e. Stucco or approved gypsum concrete/plaster materials are also permitted.

2. Glass Walls

Glass walls shall include glass-curtain walls or glass-block construction. A glass-curtain wall shall be defined as an exterior wall which carries no floor or roof loads and which may consist of a combination of metal, glass and other surfacing materials supported in a metal frame.

3. Metal Walls

- a. The use of metal siding is permitted only in industrial districts and only for side and rear façades. The materials used on the front façade shall be incorporated into any façade visible from a public street to break up the monotony of those facades.
- b. The use of corrugated panels, with a depth of less than three-quarter inch or a thickness less than U.S. Standard 26 gauge is prohibited.
- c. The use of unpainted metal panels, excluding panels made from copper, weathering steel, or stainless steel, is prohibited. The color finish of metal panels and exposed fasteners shall have extended durability with high resistance to fade and chalk.
- d. Corrugated metal facades shall be complemented with masonry, whether brick, stone, stucco or split-face block. Architectural metal panels may be an acceptable substitute for masonry. Appropriate

landscaping shall be used to complement and enhance a building's design, color and material.

In addition to the building design standards contained in Section 440.010 of the Unified Development Code, the proposed building and site are in compliance with the Development Criteria applicable in the Municipal Complex.

The front facade contains at least 50% masonry materials, as the administration and meeting space area of the building has a brick facade. The front of the building also includes facade areas that are staggered from the primary plane of the wall and provides articulation to the front of the building. The architectural design of the building includes colors that are complimentary to the City Hall building.

6. Pedestrian Access:

Pedestrian Access to the building will be provided with the completion of the sidewalk segment in front of the building along Municipal Circle. Sidewalk already exists along Broadmoor Drive. The site plan also includes trail links with both Sunset Lane and High Point Lane.

7. Stormwater Management: Stormwater will be collected on site and discharged to the detention basin in Common Area Tract A. Stormwater Treatment enhancements will be completed as part of the project.

8. Site Lighting: The proposed site lighting plan is in compliance with the outdoor lighting performance standards of the City and with the Development Criteria for the Raymore Municipal Complex.

9. Trash Enclosure: The exterior of the trash enclosure will be constructed of the same materials as the main building. The location of the enclosure is in compliance with the UDC.

10. Screening of Mechanical Equipment: All electrical and mechanical equipment located adjacent to the building shall be screened from view from adjacent properties and any adjacent street. Accessory utility facilities that are in excess of 3½ feet shall be screened.

11. Site Access

Vehicular access to the site will be provided off of Broadmoor Drive. The principal access to the building will be off Municipal Circle. There will also be a rear entry to the building with sidewalk connectivity to the parking lot area

12. Building Use

The principal use of the building will be for community meeting space. A large community room (approximately 4,500 square feet) is provided for community gatherings. The community room will have direct access to the central lawn area to the south of the building to allow for indoor/outdoor events. A warming kitchen attached to the community room is provided for catered events. A 2nd meeting room (approximately 400 square feet) is provided for small meetings.

The building will also be utilized for administration offices for the Parks and Recreation Department.

A spacious lobby area exists to provide gallery space, seating areas for conversations, and general gathering space for events held on site.

13. Common Area Use

Common Area Tract A will remain as the stormwater detention basin for the Municipal Complex. There will be stormwater treatment enhancements completed to improve the functionality of the basin. Additionally, the common area will be utilized as an outdoor learning laboratory for activities such as Nature Quest. A trail is proposed for the north side of Tract A to allow for pedestrian connectivity to the north, east and west.

The Central lawn area south of the building can be utilized for smaller outdoor events. The lawn area is accessible from the lobby and the community room. The lawn area is intended to be a gathering space for residents to enjoy.

Uses for the building and lawn area may include private events such as weddings and graduation parties.

14. **Signage:** A wall sign over the front entrance area was illustrated as part of the architectural rendering for the building. The sign is proposed to mimic the existing sign at the entrance to City Hall. No monument sign is planned for the site.

15. **Fire District Review:** The site plan was reviewed and approved by the South Metropolitan Fire Protection District.

The South Metropolitan Fire Protection District requires the issuance of a building permit from the district. This permit is in addition to the building permit issued by the City of Raymore.

STAFF PROPOSED FINDINGS OF FACT

Section 470.160 of the Unified Development Code states that the Planning and Zoning Commission and the City Council must make findings of fact taking into consideration the following:

- a. **the plan complies with all applicable standards of this code and all other applicable City ordinances and policies;**

The site plan does comply with all applicable standards of the Unified Development Code and all other applicable City ordinances and policies.

- b. **the plan does not conflict with the adopted plans of the City of Raymore or the purpose and intent of this code;**

The site plan does not conflict with any of the adopted master plans of the City or the purpose and intent of the Unified Development Code.

- c. **the proposed use is allowed in the district in which it is located;**

The proposed governmental building and related outdoor activities received conditional use permit approval so the use is allowed within the district.

- d. **vehicular ingress and egress to and from the site, and circulation within the site provides for safe, efficient, and convenient movement not only within the site but also on adjacent roadways;**

Vehicular ingress and egress to and from the site and circulation within the site provides for safe, efficient and convenient movement of vehicles. Access to the site is off of Broadmoor Drive.

- e. **the plan provides for safe, efficient, and convenient movement of pedestrians on and to the site;**

The site plan does provide for safe, efficient and convenient movement of pedestrians. Pedestrian access to the front and rear entrances to the building is provided. Sidewalk and trail connectivity is provided to areas to the east, west and north.

- f. **the arrangement of structures and buildings on the site allows for efficient use of the land, is compatible with development on adjacent property, and minimizes potential adverse impacts on existing or planned municipal infrastructure and services;**

The placement of the building at the front of the lot along Municipal Circle does allow for efficient use of the land and minimizes potential adverse impacts on existing and planned municipal infrastructure and services.

- g. open space and natural features on the site are arranged in such a way that unique natural resources are preserved and creates a desirable and functional environment for site users;**

There are no unique natural resource features on the site that need to be preserved.

- h. the plan avoids unnecessary or unreasonable alterations to existing topography, preserves existing healthy, mature trees and woodlands, and designs drainage facilities to promote the use and preservation of natural watercourses;**

There are minor alterations to the existing topography of the lots that will be made for this project. There are no natural watercourses on the site. There are existing trees along the north side of the common area that can be preserved to provide natural screening for the building.

- i. provides adequate parking for the use, including logical and safe parking and circulation;**

Parking for the use meets the minimum requirement and is provided in a logical manner. Circulation through the site is well planned.

- j. provides landscaping and screening as required by this code that creates logical transitions to adjoining uses, screens incompatible uses, minimizes the visual impact of the development on adjacent roads and properties, and utilizes native plant materials selected to withstand the local climate and individual site microclimates; and**

Adequate landscaping is provided for the site. Additional screening is required to be installed on the south side of Common Tract A.

- k. includes site illumination that has been designed and located to minimize adverse impacts on adjacent properties.**

The site illumination has been designed and located to minimize adverse impacts on adjacent properties.

REVIEW OF INFORMATION AND SCHEDULE

Action
Site Plan Review

Planning Commission
July 19, 2016

STAFF RECOMMENDATION

The staff recommends the Planning and Zoning Commission accept the staff proposed findings of fact and approve Case #16013 Raymore Municipal Building Site Plan subject to the following conditions:

Prior to commencement of any land disturbance activities:

1. State of Missouri and City of Raymore land disturbance permits shall be obtained prior to the commencement of any site grading or land disturbance activities.
2. All erosion control measures identified on the site disturbance plan and required by the land disturbance permit must be installed prior to grading and these measures must be maintained until the requirements of the SWPPP are satisfied.

Prior to issuance of a Building Permit

3. Building construction plans shall be approved by the Building Official.

Prior to issuance of a Certificate of Occupancy:

4. All accessible parking spaces must be identified by signs complying with the Manual of Uniform Traffic Control Devices and the Department of Justice, Code of Federal Regulation 28 CFR Part 36, ADA Standards for Accessible Design. The sign must be vertically mounted on a post or wall no more than five feet from the space and centered on the width of the space.
5. If the electrical transformer box and any other accessory utility facility is taller than three and one-half feet or covers more than twenty-five square feet in area than it must be screened in accordance with Section 420.040D of the Unified Development Code.
6. Landscape screening shall be provided on the south side of Common Area Tract A.
7. All work shall be completed in accordance with the site plan approved by the Planning and Zoning Commission.

Perpetual Conditions:

8. Prior to removing erosion control measures at the conclusion of the project, the contractor must obtain concurrence from the City.

9. A signed copy of the weekly and post rain event erosion control inspection reports shall be submitted to the City upon completion of each report.
10. Owner must immediately notify City staff of any illicit discharge that enters or has the potential to enter the storm sewer system.