



STAFF REPORT

Planning Commission Meeting: December 9, 2024

Application:	PR24-0021: A Preliminary Site Development Plan for Johnson County Health Services Building
Location:	11875 S. Sunset Drive
Owner:	Johnson County Board of County Commissioners
Architect/Applicant:	Jessica Reed-Shultz; Finkle-Williams
Engineer:	Eric Byrd; BHC
Staff Contact:	Andrea Morgan, AICP; Planner II

Site Area:	<u>38.74 ± acres</u>	Current Use:	<u>Assisted Living, Skilled Nursing, Continuing Care Retirement Facility and Government Office</u>
Existing Zoning:	<u>R-1 (Single-Family Residential)</u>	Proposed Use:	<u>Government Office and Medical Office or Clinic</u>
Proposed Building Area:	<u>131,300 sq.ft.</u>	Plat:	<u>Johnson County Government Plaza, Second Plat</u>

1. Introduction

Johnson County Government is proposing to construct a 131,300-square-foot health services facility on approximately 20.8 acres, located northwest of E. 119th Street and S. Ridgeview Road. The property is part of a larger Johnson County campus which also encompasses the Medical Examiner Building, Communication Center, Sunset Office Building, Olathe Health Services and various senior living facilities.

The proposed health services building will replace the existing Olathe Mental Health Facility located at 1125 Spruce Street and the existing Olathe Health Services Facility located on this property. The new facility will house select services and programs provided by Johnson County's Mental Health Department, Department of Health and Environment, and Department of Aging & Human Services Nutrition Program. The existing Olathe Health Services Facility is currently located within the Evergreen Senior Living facility and the new Health Services

Building will be constructed south of the existing Evergreen Senior Living facility. The Evergreen facility will remain operational until the new building located southeast of College Boulevard and S. Ridgeview Road has been constructed.

2. History

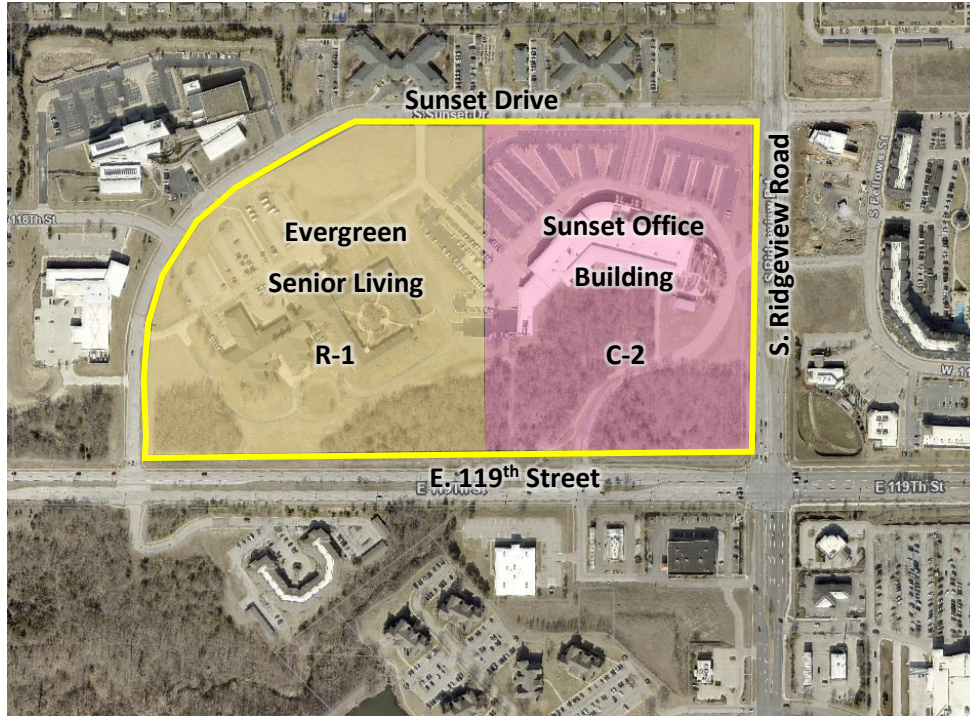
The subject property is part of the Johnson County Government Plaza located at the northwest corner of E. 119th Street and S. Ridgeview Road. The subject property was annexed into the City in 1971 (Ord. 954). The entire site was originally zoned to the R-1 District (RZ-11-81) on September 15th, 1981 (Ord. 81-135) and the east portion was zoned to the C-2 District (R-12-93) on September 21st, 1993 (Ord. 93-80). A Special Use Permit (SU-12-93) for government facilities, offices and elderly housing for Health and Human Services was also approved on September 21st, 1993 for the R-1 portion of the property and is still in effect today. The Evergreen Senior Living facility was constructed in 1995, and currently occupies the western half of the site. The Sunset Office building was constructed in 2005 and occupies the eastern half of the site.

3. Existing Conditions

The existing site is developed with the Evergreen Senior Living Facility on the western half of the site and the Sunset Office building on the eastern half of the site. The site slopes from the northwest to the southeast, and mature trees are located along the south portion of the site.



View of subject property looking south from S. Sunset Drive.



Aerial view of the subject property is outlined in yellow.

4. Zoning Standards

- a. **Land Use** – The property is zoned to the R-1 District and C-3 District, and the future land use map of the PlanOlathe Comprehensive Plan designates the property as Conventional Neighborhood. The “Government Office and Medical Office or Clinic” use is permitted through the Special Use Permit (approved in 1993) and permitted by right in the C-3 District. This use aligns with the existing uses on the property. The new building will be constructed on the portion of the property zoned to the R-1 District.
- b. **Building Height** – The maximum building height in the R-1 District is 75 feet for nonresidential structures. The proposed building is a maximum of 39 feet at the tallest point, meeting UDO requirements.
- c. **Setbacks** – Setbacks in the R-1 District require nonresidential buildings taller than 35 feet to be setback from all property lines a distance at least equal to their height and parking/paving must be located out of the front, rear, and side yards. The proposal is exceeding these requirements and parking areas are located north of the building.

5. Development Standards

- a. **Access/Streets** – The two existing driveways from S. Sunset Drive, to the north and west, will be maintained. Fire department only access will be provided from E. 119th Street.
- b. **Parking** – The minimum parking requirement for a government office is 3.8 stalls per 1,000 square feet and 1 stall per 500 square feet for medical office or clinic for a minimum of 395 spaces. A total of 415 total parking spaces is provided including 401 standard parking stalls, 14 accessible stalls, which includes four (4) van accessible parking stalls.
- c. **Landscaping/Screening** – Landscaping is provided in compliance with UDO requirements. Along 119th Street, 45 street trees are being provided. The trees will be

placed together in groups of 12-18. Additionally, a row of evergreens will provide screening of the fire access road from E. 119th Street. Native shortgrass and foundational landscaping will also be visible from E. 119th Street.

Parking lots are screened from right-of-way to a height of three feet with a mix of shrubs, interior parking lots islands have a mix of native grasses and deciduous trees, and street trees are provided along interior roadways. Foundation landscaping is also provided along the north, south, east, and west facades exceeding foundation landscaping requirements.

- d. **Tree Preservation** – The existing contiguous tree canopy on the western portion of the site is 136,330 square feet and this project will preserve 41,170 square feet, which is approximately 30%, exceeding UDO requirements. The layout of the facility is constrained by the limited space within the site and required parking; therefore, the landscaping as previously described will provide softening and a new variety of plantings along 119th Street.
- e. **Stormwater/Detention** – Two (2) stormwater detention areas will be provided on the west side of the site and will be incorporated into the landscape areas with native seed mix and perennial mix. The project will meet all Title 17 requirements.
- f. **Public Utilities** – The property is located within the City of Olathe water and Johnson County Wastewater service areas. There is an existing public sanitary sewer line in the middle of the site and a new sewer connection to this line is proposed. There is an existing public water main on the south side of the property that extends to the site.

6. Site Design Standards

The property is subject to Site Design Category 1 based on Conventional Neighborhood designation of the PlanOlathe Comprehensive Plan. The following is a summary of the applicable site design requirements:

- a. **Landscape Options** – The building is adjacent to an arterial street, so an increased planted buffer of 55-feet is provided along E. 119th Street.
- b. **Pedestrian Connectivity** – A pedestrian connection is required, and a sidewalk connection to the Sunset Office Building and two (2) sidewalk connections to S. Sunset Drive are provided.

7. Building Design Standards

The proposed building is subject to the Nonresidential Building in Residential District design standards according to UDO Section 18.15.020. The building has three primary façades, facing north, south, and west. The following table lists the applicable building design standards and proposed design elements:

Building Design Standard	UDO Design Requirements
<i>Building Entryway</i>	<p><i>Building entries along primary facades must include a projection or be recessed from the façade.</i></p> <p>The primary entrance is defined by a projection from the north façade where a metal canopy is proposed. The entrances on west and south façades are covered by canopies or recessed from the façade.</p>

<p><i>Horizontal Articulation</i></p>	<p><i>Each primary façade must provide horizontal articulation every 50 linear feet across the length of primary façades.</i></p> <p>The primary façades include horizontal wall projections throughout, as all glass windows are recessed 4.5-feet, meeting UDO requirements.</p>
<p><i>Vertical Articulation</i></p>	<p><i>Vertical articulation of at least two feet in height is also required every 50 feet across the length of primary façades.</i></p> <p>The applicant is requesting a waiver to the vertical articulation requirement on all primary façades within this development. See Section 8 below for an analysis of this waiver request.</p>
<p><i>Façade Expression</i></p>	<p><i>The primary façades of all buildings two (2) or more stories in height must incorporate one (1) or more façade expression technique.</i></p> <p>The south side of the site slopes down and creates two (2) stories on the south façade only. Façade expression is provided through material changes, where a glass façade with concrete foundation is provided on the first floor, and masonry with glass, designed in a vertical pattern, is located on the second floor, meeting UDO requirements.</p>
<p><i>Glass</i></p>	<p><i>A minimum of 20% glass is required on primary facades.</i></p> <p>All primary façades are providing between 28% to 40% clear glass, exceeding UDO requirements.</p>

Proposed Building Materials

The building must provide a minimum of 75% Class 1 and Class 2 materials and 20% clear glass on primary facades (north, south, and west façades). Secondary façades (east facade) must provide no less than 50% of Class 1 and Class 2 materials.

The proposed building is a biophilic design, which is an architectural approach that connects people to nature through the built environment. Johnson County utilized the LEED (Leadership in Energy and Environmental Design) green building criteria as a framework for this project. The design of building incorporates large amounts of glass, natural materials, and clean lines leading to a modern appearance. The proposed building is predominantly comprised of terracotta panels (Class 1) and clear glass (Class 1). Other materials include concrete panels and architectural metal panels (Class 2). All façades significantly exceed high-quality building material requirements with a range of 64%-97% Class 1 & 2 materials. Glazing is meeting UDO requirements on all facades.

Two (2) waivers are requested from UDO requirements for vertical articulation and building materials for canopy columns as detailed in Section 8 below. These waiver requests are specific to support the design of the building.

8. Waiver Request

Section 18.40.240 of the UDO provides a mechanism for waivers to be considered when unnecessary hardships can be demonstrated or where the exception would result in superior

design. The applicant submitted a justification statement for two (2) waiver requests for vertical articulation and building materials identified below. This justification statement is included within this packet.

1. UDO 18.15.020.G.6.a, which requires *that primary façades must be divided into vertical bays no greater than 50-feet*. The proposed building provides a flat roofline on all facades.
2. UDO 18.15.020.E.8.b.2.a, which requires *that canopy columns be clad primarily in Class 1 or 2 masonry*.

The applicant's justification statement provides that the exterior of the new building was designed to blend with the surrounding natural and built environment. In lieu of vertical articulation an emphasis was placed on creating vertical rhythm and visual interest through the fenestration pattern. The design of the building also focuses on layering textures and massing to create visual interest while maintaining human scale elements. The design philosophy allows for a well-designed building that will have no negative impact on nearby developments.

Staff is supportive of the requested waiver to vertical articulation as the applicant is seeking LEED certification for the project, which underpins for the design of the building. LEED certification provides a framework for healthy, highly efficient, and cost-saving green buildings, which offer environmental, social and governance benefits.

Staff is also supportive of the canopy columns being constructed of metal because it is the same material used on building copings. Utilizing the same material will allow the canopy to maintain a cohesive design and not appear heavier than the other building materials. These waivers allow for a higher quality, well designed building. Additionally, the applicant is exceeding UDO requirements by utilizing all Class 1 and 2 materials on all facades.

9. Neighborhood Meeting/Correspondence

Neighborhood notification was provided to property owners within 500 feet of the subject property, as required by the UDO. A neighborhood meeting was held on November 14th, 2024, at the Johnson County Sunset Office Building. Five (5) individuals attended the meeting with discussions around facility operations and staffing. The City and Johnson County have not received any additional correspondence regarding this application.

10. Staff Recommendation

- A. Staff recommends approval of the preliminary site development plans for PR24-0021, Johnson County Health Services Building, with the following stipulations:
 1. A waiver is granted from the vertical articulation requirements of UDO 18.15.020.G.6.a as shown on elevations dated November 12, 2024.
 2. A waiver is granted from UDO 18.15.020.E.8.b.2.a to permit metal canopy columns in lieu of masonry columns.
 3. Exterior ground-mounted or building-mounted equipment including but not limited to, mechanical equipment, utilities' meter banks and coolers must be screened from public view with three (3) sided landscaping or an architectural treatment compatible with the building architecture.