

To: Spring Lake Park Planning Commission  
City of Spring Lake Park

From: Phil Carlson, Stantec

File: Suite Living of Spring Lake Park  
Planned Unit Development  
& Site Plan Review  
525 Osborne Road NE

Date: May 25, 2020

**Re: Suite Living of Spring Lake Park  
Planned Unit Development & Site Plan Review, 525 Osborne Road NE**

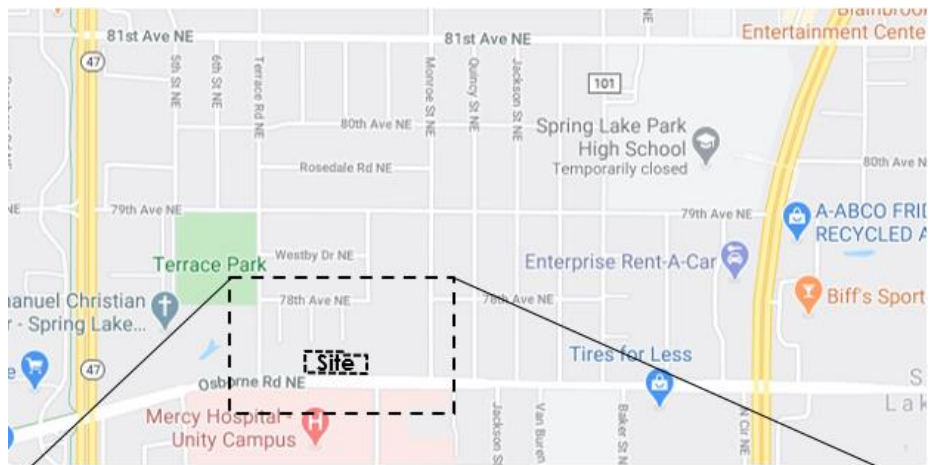
## INTRODUCTION

Suite Living of Spring Lake Park is a proposed senior assisted living facility on the 2.85-acre vacant site at 525 Osborne Road NE.

The site fronts Osborne Road across from the Mercy Hospital Unity Campus. To the east is Prince of Peace Lutheran Church, to the north are the Osborne Apartments and the Spring Creek Estates townhomes, to the west are a pair of single family homes also fronting Osborne Road, and further west is the campus of the Emmanuel Christian Center.

One of the reasons the site has remained vacant is the 60-foot-wide water utility easement across the front of the parcel which significantly limits the developable area. That is the main reason the applicants are requesting a Planned Unit Development (PUD), to allow flexibility with the setbacks.

The facility will include a total of 32 units, all single rooms – 20 assisted living units and 12 memory care units, congregate dining areas and internal service functions, plus a secure courtyard at the rear of the single-story building.

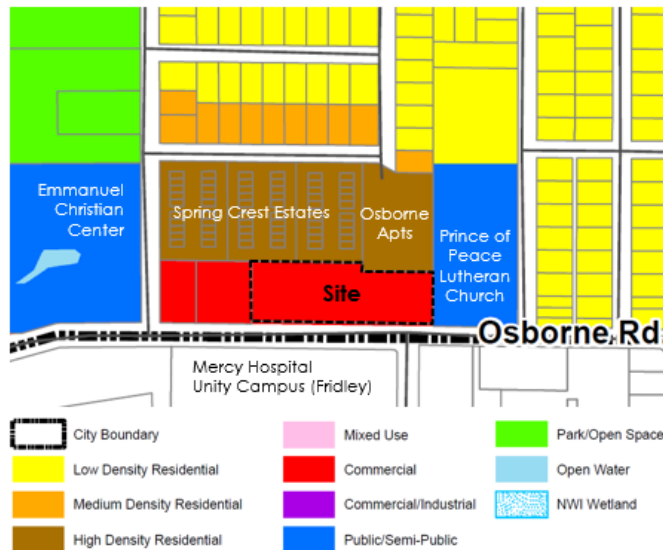


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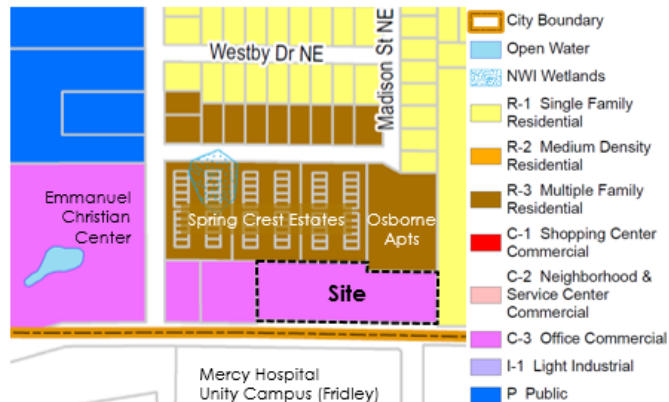
**LAND USE PLAN & ZONING**

The property is guided Commercial and zoned C-3 Office Commercial.

**2040 Land Use Plan**



**Zoning Map**



The purpose of the C-3 Office Commercial district from Section 153.055 B is as follows:

C-3, office commercial district. This district is intended to provide a district which is related to and may reasonably adjoin high density or other residential districts for the location and development of administrative office buildings, medical uses, and related office uses which are subject to more restrictive controls.

The Suite Living facility fits the definition of “convalescent and nursing homes”, an allowed Conditional Use in the C-3 district. But since the request is being processed as a PUD, a separate CUP is not required. Any conditions on the project will be handled within the PUD process.

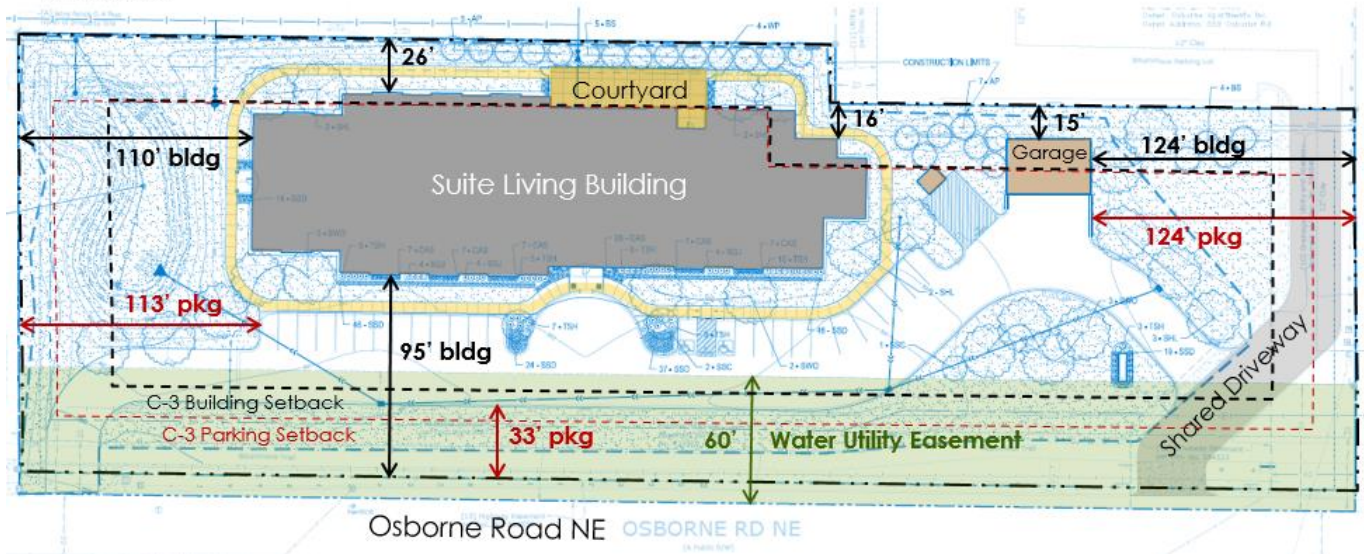
The required setbacks in the C-3 district and those provided in the Suite Living plan are discussed below and illustrated on the next page. The black and red arrows show the proposed building and parking setbacks, respectively; the black and red dashed lines are the required C-3 district setbacks. There are different side and rear setbacks for parking and buildings in some cases to Residential districts. The site abuts an R-1 Single Family Residential district to the east, an R-3 Multiple Family Residential district to the north, and a C-3 Office Commercial district to the west.

- *Front setback/building.* The required front setback (Osborne Road) for a building is 40 ft. Because of the large water utility easement and the row of parking in front of the building, the front setback is easily met with a 95 ft setback.
- *Front setback/parking.* The required front setback (Osborne Road) for parking is 25 ft. Because of the large water utility easement in front of the building, the front parking setback is easily met with a 33 ft setback.

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- *East side setback/building.* The required side setback to the east (church, R-1 district) is 40 ft, which is easily met with a 232 ft setback to the building and a 124 ft setback to the garage. Accessory buildings must adhere to the front and side setbacks.
- *East side setback/parking.* The required side setback to parking (church, R-1 district) is 20 ft, which is easily met with a 124 ft setback to the new loading area in front of the garage. The project will use the existing access driveway off Osborne Road to the Osborne Apartments. The driveway is setback 7 feet from the east lot line.
- *West side setback/building.* The required side setback to the west (C-3 district) is 15 ft, which is easily met with a 110 ft setback. Even though the use of the property immediately to the west is residential, it is zoned commercial and the greater setback requirements are to zoning districts, not uses.
- *West side setback/parking.* The required side setback to the west (C-3 district) is 15 ft, which is easily met with a 113 ft setback. Even though the use of the property immediately to the west is residential, it is zoned commercial.
- *Rear (north) setback/building and parking.* The required rear setback to the north (R-3 district) is 30 ft for both buildings and parking. Most of the building façade has a 26 ft setback to the north lot line abutting the Spring Crest townhomes, which is 4 ft less than the required 30 ft. In the middle of the site near the NE corner of the proposed building there is a jog in the lot line where it abuts the Osborne Apartments parking lot. There, the setback to the building is 16 ft, 14 ft less than the 30 ft requirement. The proposed garage has a 15 ft setback to the north/rear lot line, also less than the 30 ft requirement. There is a proposed fenced courtyard on the north side of the Suite Living building, but fences are allowed within the rear yard setback.

**Setbacks**



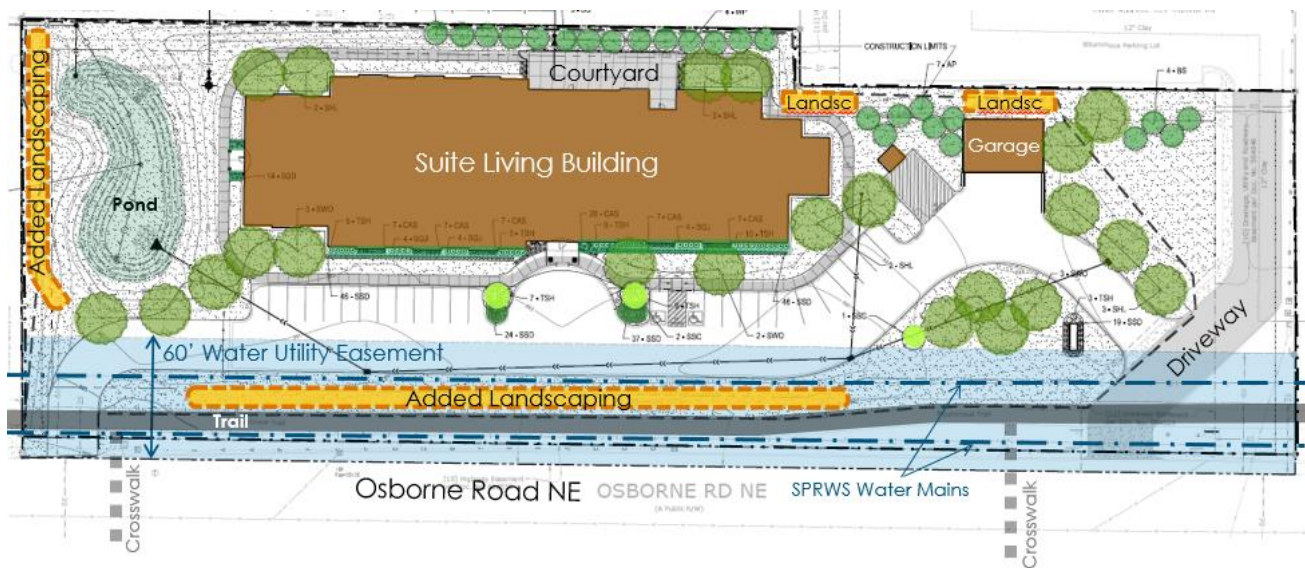
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The proposed Suite Living site plan in relation to the surrounding uses is illustrated below. On the north side of the proposed building the setbacks are only 4 ft less than required by Code – 26 ft vs. 30 ft. This area is landscaped abutting Spring Crest Estates and also on the Suite Living site in the proposed landscape plan. Where the Suite Living site abuts the Osborne Apartments parking lot the setbacks are 15 ft and 16 ft, compared to 30 ft required. This area has proposed landscaping along most but not all of this edge. Just north of the apartment parking lot is an outdoor open space area used by residents. Providing landscaping along the entire north edge of the Suite Living site here would be desirable. Additional landscaping would also be desirable on the west edge of the site to screen and separate the adjacent residential neighbor from the storm pond. Screening of parking areas is also required by the Zoning Code and additional landscaping could be added south of the parking lot in the water utility easement, if approved by SPRWS.

**Vicinity with Site Plan Superimposed**



**Proposed Landscape Plan & Recommended Additions**



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As noted earlier, the presence of the water utility easement reduces the usable depth of the lot for both building and parking. There are two 5-foot diameter water mains in the easement. The easement itself is greater than the required building setback by 10 feet. Parking can be allowed within the easement but the large water mains under the easement preclude placing buildings within the easement.

## **SITE ISSUES**

### *Lot Coverage & Impervious Surface*

In addition to setbacks, lot coverage by buildings and impervious surface coverage have standards in the Code, both of which are met by the proposed project:

- Lot coverage is limited to 35% maximum. The project meets this standard, with proposed building site coverage of 14.3%.
- Impervious coverage is limited to 75% maximum. The project meets this standard, with proposed impervious coverage of 52.4%.

### *Access*

There is one major access to the site from Osborne Road at Madison Street NE at the southeast corner of the site. This is the existing driveway access to the Osborne Apartments; the proposed Suite Living parking lot takes its access off this shared driveway. Sharing this driveway is not a concern as long as there is an appropriate easement and maintenance agreement between the two properties.

There is a second emergency access at the southwest corner of the site, which would be blocked from everyday use by a series of bollards. These could be easily knocked down by fire trucks so they would not need to back out of the driveway. Since Osborne Road is a busy county road, having a second regular access point is not desirable.

### *Height*

Maximum height in the C-3 district is 35 feet. The proposed building is 31'-2" to the peak, easily meeting the height limit.

### *Building Materials*

The building is designed in a residential style with a pitched roof, numerous gables, and dormer windows. The exterior materials are cultured stone at the base (a concrete product that mimics stone), with LP prefinished lap siding and shakes. LP siding is an engineered product made of wood, resin and wax that is sturdier and more resistant to rotting than regular wood, and molded to give it a rough, natural appearance. It is being used more as a durable yet attractive exterior finish. The garage and trash enclosure on site are of similar design and materials.

### *Lighting*

There is minimal site and building lighting. There are no light poles on the site, so lighting issues for surrounding properties and the roadway should not be an issue.

### *Signage*

Signage is indicated on the site plan with a monument sign near the driveway entrance, final size and location to be in a future submittal. We would recommend that this monument sign be on a base similar to the building materials and of a color and style to be compatible with the building.

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## **ZONING CODE – PLANNED UNIT DEVELOPMENT**

Within the Zoning Code PUDs are allowed certain flexibility from the strict application of the underlying zoning standards. Sections 153.150 and 153.160 of the Code are cited below:

### **Section 153.150**

(A) *Purpose.* The purpose of the planned unit development (PUD) zoning district is to provide a district that grants flexibility from certain subdivision and zoning regulations in order to realize public benefits that may not otherwise be achieved through non-PUD development.

(B) *Applicability.* PUD zoning within any district may be considered by the Planning Commission and the City Council when it would result in one of the following public benefits:

- (1) Flexibility in land development to benefit from new technology in building design and construction and land development;
- (2) Variety in the organization of site elements, building densities, land use and housing types;
- (3) Higher standards of site and building design through the use of trained and experienced land planners, registered architects, or landscape architects to prepare plans for all planned unit developments;
- (4) Preservation and enhancement of desirable site characteristics, natural resources and open space;
- (5) More efficient and effective use of land, open space, and public facilities; and
- (6) Other public benefits as recognized by the city.

### **Section 153.160**

(A) *Development.* Planned unit development projects shall be developed in accordance with an overall design and an integrated general development plan, be consistent with the intent and purposes of this chapter, and not adversely affect the property adjacent to the land included in the project.

(B) *Intensity of development.*

(1) *Overall site coverage.* Permitted maximum site coverage in the planned development district shall not exceed the maximum permitted site coverage in the original district; however, site coverage may be calculated on the total land involved in the planned development.

(2) *Individual lots.* Deviation from the applicable requirements for lot area, lot dimensions, yards, setbacks, location of parking areas, and public street frontage may be allowed, but only if the deviation is consistent with the total design of the planned development.

(C) *Roadways.* Private roadways within the project shall be installed to city specifications for public roadways.

(D) *Public benefit.*

- (1) The PUD results in at least one of the public benefits as outlined in § [153.150](#).
- (2) The PUD is consistent with and advances the community-wide goals of the Comprehensive Plan.

We can conclude the following about the Suite Living of Spring Lake Park PUD:

- 1) The use is a necessary service in the community for aging residents and is conveniently located on a major roadway across from a major medical center.
- 2) The proposed PUD makes efficient use of the available developable land, which is limited due to the SPRWS easement.
- 3) The PUD requests flexibility to the rear setbacks to the Spring Creek Estates townhomes and to the Osborne Apartments parking lot.
- 4) The use and lot coverage are consistent with the Comprehensive Plan and zoning in all respects other than the rear setbacks.
- 5) The building and site are well designed and attractive.
- 6) The project meets the criteria in Section 153.150 of the Zoning Code, offering the benefits of high standards of site and building design, providing a necessary service in the community, and by efficient use of the land.

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## **ENGINEERING COMMENTS**

- 1) Grading Plan. Expand stormwater pond to maximize onsite storage.
- 2) Grading Plan. Modify grading plan to direct site runoff Emergency Overflow route to southwest corner of site. We are concerned about additional drainage being directed to the north of the site.
- 3) Grading Plan. Show second SPRWS water pipe.
- 4) Utility Plan. Move proposed fire hydrant southward approximately 105 feet to be more accessible. Have valve on hydrant lead within 10-feet of tee.
- 5) Utility Plan. All onsite sanitary sewer, water main, storm sewer, and drainage facilities shall be considered private and shall be maintained by the property owner.
- 6) Utility Plan. Show second SPRWS water pipe.
- 7) Utility Plan. As noted on plans, site sewer and water construction will need to be coordinated with offsite city sewer and water construction.
- 8) Drainage and Stormwater. A separate drainage review will be completed when revised information is provided. Site will require a CCWD Permit and maintenance plan.
- 9) Landscape Plan. Landscape plan will need to be modified to reflect expanded storm pond size.
- 10) Other. Final site infrastructure plans shall be reviewed by the City Engineer and City Public Works Director prior to construction.
- 11) Other. No engineering review of lighting, parking, sidewalk, or other miscellaneous issues was completed.

## **CONCLUSION & RECOMMENDATION**

I recommend approval of the Planned Unit Development for Suite Living of Spring Lake Park as submitted, with the following conditions:

- 1) Additional landscaping and screening will be provided to the west neighbor in the form of a fence and shrubbery.
- 2) Additional landscaping will be provided on the south side of the parking lot toward Osborne Road to screen cars and headlights to a height of between 3 and 4 feet, if approved by SPRWS, to be reviewed and approved by the City Planner.
- 3) Additional landscaping will be provided on the north side of the site to the Osborne Apartments to screen the building and garage.
- 4) The plans will be revised per the City Engineers comments:
  - a. Grading Plan. Expand stormwater pond to maximize onsite storage.
  - b. Grading Plan. Modify grading plan to direct site runoff Emergency Overflow route to southwest corner of site. We are concerned about additional drainage being directed to the north of the site.

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- c. Grading Plan. Show second SPRWS water pipe.
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- k. Other. No engineering review of lighting, parking, sidewalk, or other miscellaneous issues was completed.



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## **OPTIONS**

The Planning Commission has several options:

- 1) Recommend approval of the PUD as submitted with conditions noted.
- 2) Recommend approval of the PUD as modified by the Planning Commission.
- 3) Recommend denial of the PUD.
- 4) Continue the item to a future meeting to gather more information or for more discussion.

## **FINDINGS OF FACT**

For any of the recommendations, the Planning Commission should adopt Findings of Fact. If the recommendation is for approval, Findings might be:

- 1) The use is a necessary service in the community for aging residents and is conveniently located on a major roadway across from a major medical center.
- 2) The proposed PUD makes efficient use of the available developable land, which is limited due to the SPRWS easement.
- 3) The PUD requests flexibility to the rear setbacks to the Spring Creek Estates townhomes and to the Osborne Apartments parking lot.
- 4) The use and lot coverage are consistent with the Comprehensive Plan and zoning in all respects other than the rear setbacks.
- 5) The building and site are well designed and attractive.
- 6) The overall project meets the criteria in Section 153.150 of the Zoning Code by offering the benefits of high standards of site and building design, providing a necessary service in the community, and by efficient use of the land.

## **60-DAY RULE**

The application was submitted May 1, 2020. The 60-day deadline for final action by the City Council is June 30, 2020.

