

CITY OF GREEN
Planning Department Review
PLANNING & ZONING COMMISSION
August 15, 2018

Item 18-45

Echelon Green Senior Living Planned Development

(D. Seibert, Echelon Green Sr. Living Associates, LLC.)

Location: Southwest corner of Massillon/Graybill Roads

Conceptual Site Plan Review

Rezoning Request: 8.6448 Acres B-2 to PD

PLANNING DEPARTMENT

Applicant is presenting a conceptual site plan for the Echelon Green Senior Living Planned Development District. The proposed District would consist of a mixed-use development at the southwest corner of Massillon/Graybill Roads. The rezoning request associated with this conceptual site plan is for 8.6448 acres of land from B-2, Professional Office to PD, Planned Development.

The proposed District is the site of the TWL Development that was reviewed and conditionally approved by the PZC at the June 21, 2017 meeting. The applicant was seeking a Conditional Use Certificate to develop the site utilizing the existing B-2 zoning for restaurant and retail uses at that time. Upon objections from the neighbors, the PZC's decision was then appealed to the Board of Zoning Appeals and overturned. The development team eventually regrouped and is now in a position to move forward with a new plan for the property, which is being presented at this time. The existing vacant site consists of one large tract of land and two smaller parcels that are currently owned by Summa Health System. The lots will need to be consolidated prior to final approval.

The developer is aware of the sensitive nature of development of this site and has hosted a community information meeting to share the plan with those interested/most directly impacted by the proposal. From all indications, it appears that this plan is more acceptable to the community than the previous plan. Adjacent and nearby property owners within 300' of the site have been notified of tonight's PZC meeting via letter as a courtesy. Required notification will come from City Council when it holds its public hearing for this request.

The current plan removes the previously-proposed grocery store as the anchor for the site and replaces it with a Senior Living complex to include Independent Living (IL) and Assisted Living/Memory Care (AL/MC) facilities, which are located in the rear portion of the site. The front portion of the site is largely unchanged from the previously-proposed plan, which includes a fast-food restaurant on the south end and a food/retail building to the north. Adequate vehicle stacking space would be provided at future drive-through facilities, as shown. All proposed uses, including the drive-throughs, are permitted in the PD District. A copy of the market study for the project has been requested. (Per applicant, the project is feasible.)

Per the plan provided, the IL facility would be a three-story building located in the southwest corner of the site. The facility, with a footprint of 29,360 SF, would have a total of 61 units with 85 beds for those 65 years of age and older (includes one and two-bedroom suites and studios). The two-story AL/MC facility would be situated directly north with a 36,431 SF footprint. It would provide 45 AL units with a total of 50 beds and 20 MC units with 20 beds within a variety of unit configurations. The total for the complex would be 126 units and 155 beds. A kitchen with a rooftop terrace that would serve both facilities would connect the two buildings.

To minimize impact, the facility has been designed so the shorter end-walls of each wing are adjacent to the residential neighborhood to the west, with the long walls of the front façade on the east side and adjacent to

the commercial portion out front. Front building setbacks would meet or exceed the 20' minimum to the Massillon and Graybill Road right-of-way lines. The rear setback of 50' would comply (50' minimum for Nursing Homes/Assisted Living facilities). Side yard setbacks would range from approximately 60' to 110' for principal buildings. The parking structures are shown at 25' from the south property line, which is adjacent to the Stonebridge Apartments (which also has covered parking structures). Two outdoor dining areas are shown in a courtyard with a small pond on the west side of the kitchen. This area would be approximately 90' from the west property line. A third outdoor dining area is shown within a fenced area at the northwest corner of the AL/MC facility.

The project density would meet code for IL at 7 units per acre (61 units/8.6448 acres). The maximum density for Senior Restricted Apartments is 20 units per acre. For the AL/MC facility, density would comply at 7.7 units per acre (65 units/8.6448 acres). The maximum density for this use is 18 patient rooms per acre. Overall density would be 14.6 units per acre (126 units/8.6448 acres).

Conceptual building elevations are provided for the Senior Living complex and retail building. The Senior facility would feature multiple gable rooflines and a mix of primary materials including limestone and two colors of brick with minimal siding. An asphalt shingle roof is shown. Proposed covered parking structures (single and double-loaded) are also provided featuring matching rooflines and brick support columns. The food/retail building is shown as a mix of brick and stone veneer with decorative wood-slat rainscreens and a tower feature. The design of the fast food restaurant will be determined by the tenant but will utilize complementary building materials. The concept drawings provided will be developed into actual elevations and reviewed in detail by the Design Review Board and PZC at the time of final site plan review.

Dumpsters for the Senior Living complex would be situated within the service/delivery area on the east side of the kitchen and screened by a decorative wall/fence with gates. A dual dumpster enclosure would serve the restaurant/retail portion of the project. Dumpsters would be remote from the residential district.

The parking requirements for the project are less intensive than the previous plan. Since the IL facility would provide housing for older adults (i.e. 65+), required parking would be 85 spaces based on the standard of one space per bed. The AL/MC facility requires one space per every three beds for a requirement of 24 spaces. The total required parking would be 109 spaces for these uses and 107 spaces are shown (including 10 handicap accessible spaces). Parking lots are located only on the north, south, and east sides of the facility to lessen the impact to the residential area. The parking total also includes 46 spaces south and east of the IL facility within the covered parking structures, as referenced. A total of 26 additional landbanked spaces are also shown as possible future parking, if needed. In the eastern, fast food/retail portion of the site, a total of 62 spaces are shown (including 4 accessible spaces). The total parking requirement will depend upon the actual mix of restaurant/retail use in this area (i.e. based on floor area). A portion of the landbanked parking could be utilized to meet the demand, if needed. It appears that the parking requirements of the project will be met and will be reviewed in more detail during the final site plan review process. Parking setbacks would comply (20' minimum front setback and 50' minimum rear setback to the Residential District). The parking area across the Massillon Road frontage of the site would meet the code requirement for a maximum of one double bay of parking in a front yard.

Access to the site is shown in four locations. This includes two, two-way drives off the Graybill Rd. cul-de-sac, use of the existing driveway from Massillon Rd. that serves the Ritzman Pharmacy site, and a proposed driveway at the southern edge of the site. An access easement is currently in place across the existing "Ritzman" drive and would therefore be a shared asset. The Graybill Rd. drives would allow motorists the use of the signalized intersection at Massillon Rd. to facilitate southbound travel (i.e. left turns). Both Massillon Rd. driveways are shown as right-in/right-out only, which is recommended. A traffic study was performed for the previous retail-oriented development and a revised study has been requested to account for the current mix of uses being considered. The study will provide recommendations for restrictions and/or other improvements (i.e. deceleration lanes, signalization, etc.). Use of the existing easement drive at 1790 Graybill

Rd. (Ritzman) may require a release from Summa Health System since the existing property has use restrictions attached to the deed, inclusive of retail and restaurants. Summa may need to release these restrictive uses because use of the easement drive may be interpreted as a use by a restricted use. The use of two driveways on Graybill Rd. would require a variance since the lot frontage is less than 250' (per Sect. 1229.05 (7)(C)(6)).

The Fire Department indicated a concern regarding navigation of fire apparatus through the site. An auto-turn analysis will need to be conducted to assure turning radii are sufficient for emergency response. A grass paver fire lane is shown on the rear/west side of the Senior Living complex.

A plan for dedicated open space is provided per PD requirements. Per code, the 8.6448 acre site would require 18% open space or 1.56 acres (using the Mixed-Use PD standard). A minimum of 25% of that total, or 0.39 acres, is also required as active recreational area. Per the plan, open space would total 2.77 acres when factoring out areas of the site that are ineligible (i.e. parking areas/sidewalks, structures). Active recreational area would also exceed the minimum at approximately 0.67 acres. This includes a central water feature with walking path and a walking path that would extend across the rear of the Senior Living facility. Internal sidewalks would also connect with the Graybill Rd. public sidewalk.

The development would be served by central sanitary sewer and water services, which are available along Massillon Rd. All utility connections must be underground, per code.

Landscape enhancements will be provided within the development. This includes a tree/shrub buffer along the south and west property lines. Buffering along the west property line would be enhanced by mounding. A fence would also be incorporated into these buffer zones.

Stormwater management would be handled via underground detention. The appropriate calculations for stormwater management and water quality will be included with the final site plan submission.

The existing playground directly west of the Graybill Rd. cul-de-sac would be removed to accommodate this project. This playground has been in this location for a number of years and is currently utilized by the adjacent Green YMCA.

The PZC is being asked to review the conceptual site plan, which will serve as a guide for future development, and make a recommendation to City Council.

DESIGN REVIEW BOARD

No review required at this time.

ENGINEERING

Recommended an update to the previous traffic impact study based on the new development to determine the need for improvements within Massillon Rd. Detailed site improvement plans/stormwater management calculations will be required for review with the final site plan submission.

FIRE

Currently reviewing revised concept plan. Previous concerns involved fire apparatus access through the site and to the rear of the main facility as well as the addition of fire hydrants.

ZONING

No comments received.

STAFF RECOMMENDATION

As a conceptual site plan review, the primary focus is on the proposed land use and the potential impacts to the adjacent area and existing roadways. The plan must also meet the requirements for rezoning to a

Planned Development District. Upon review, the proposed use appears to be supported by the adjacent property owners who feel it is more compatible. The plan also meets the District requirements, including open space. Staff, therefore, would recommend a favorable recommendation by the PZC to City Council for acceptance of the conceptual site plan.

If approved, the applicant must return for final site plan review before the Design Review Board and PZC. The final site plan will need to provide all development details including final building elevations, site grading and utilities, stormwater management and water quality, traffic improvements, lighting, and landscaping/fencing/buffering. Staff would recommend that the revised traffic impact study and auto-turn analysis be completed and submitted at the time of final site plan review. Staff also recommends that complementary building materials/colors be used on all buildings for improved cohesiveness. Other requirements would be a variance for the two driveways on Graybill Rd. (as shown at this time) and lot consolidation. Any substantial changes to the plans would need to return to the PZC and Council for amendment.

Councilman Rocco Yeargin, in working with the residents of the neighboring allotment, has also presented proposed restrictions on the development to the Planning Department and requests that the PZC include them as part of their recommendation to City Council. The first two restrictions are based on Sect. 1228.02(3), which states that the PZC and City Council may further limit the specific uses permitted within the PD District or place conditions on uses during the map amendment process and are listed as follows:

1. No restaurant or retail use will be permitted within 390 feet of the western boundary of the property. (*The plan currently exceeds this distance.*)
2. No bar or tavern shall be allowed.

The third condition cites Sect. 1224.08(4)(G), which is part of the Conditional Use Permit criteria: (therefore, since the proposed uses are permitted in the PD District and not conditionally permitted, this is not applicable.)

3. The use will be designed, constructed, operated, and maintained so as to be harmonious and appropriate in appearance with the existing or intended character of the general vicinity and will not change the essential character of the same area.