

Planning Report

File No: Z 23-29/District 5

Agenda Item:

Meeting: Plan Commission

Date: September 11, 2023



GARLAND

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REQUEST

Approval of a Change in Zoning from Community Office (CO) District and Neighborhood Office (NO) District to a Planned Development (PD) District for Elder Care - Independent Living Use

Approval of a Detail Plan for Elder Care-Independent Living Use.

LOCATION

413 and 505 West Centerville Road and 510 Candlewood Lane

APPLICANT

Spiars Engineering

OWNER

TR Scott Capital

BACKGROUND

The property is currently developed with a retirement home (Silver Leaves Retirement Home) building which is no longer in operation.

On May 22, 2023, the Plan Commission recommended denial of a zoning change for an apartment complex. The applicant withdrew the application for a 177-unit apartment complex.

The applicant has met with residential neighbors in the area and is now proposing a 152-unit Senior Independent Living facility.

Noted below are some differences in proposed standards in comparison to the original multi-family submittal (Z 23-05).

Standards	Previous Multi-Family (Z 23-05)	Proposed Elder Care-Independent Living (Z 23-29)
Residential Type	Multi-Family	Senior Independent Living
Number of Dwelling Units	177 dwelling units	152 dwelling units
Screening Height	6' masonry wall proposed along northern and western perimeter.	8' masonry wall proposed along northern and western perimeter.
Maximum Building Height	59 feet (3 and 4 stories)	48 feet (2 and 3 stories)

SITE DATA

The overall site consists of approximately 4.361 acres with approximately 405.70 lineal feet of frontage along West Centerville Road and 84.63 lineal feet of frontage along Candlewood Lane. The site plan (Exhibit C) shows two (2) access points from West Centerville Road.

USE OF PROPERTY UNDER CURRENT ZONING

The Community Office (CO) District is intended to create an appropriate setting for medium and higher intensity office and professional uses. The district may be used as a transition district between low intensity office/retail uses and more intense uses. It is also generally appropriate along major transportation corridors. However, the Community Office (CO) District is generally not appropriate in proximity to low-density residential districts. Examples of allowed uses in a Community Office (CO) District are: professional offices, campus-style corporate office, research, and assembly operations that may be large in scale but that are conducted wholly within a building(s) with very limited or no outside storage.

The Neighborhood Office (NO) District is intended to create an appropriate setting for low intensity office and professional uses. The district may be used as a transition district between residential uses and more intense uses. With appropriate buffers and landscaping, this district may be located contiguous to residential districts. Allowed uses should be compatible with adjacent residential areas by limiting heights to one story, and may not include uses that create excessive amounts of traffic, noise, trash, or late-night business operations.

CONSIDERATIONS

1. Development and Site Plan

The site plan (Exhibit C) reflects two (2) buildings for Elder Care - Independent Living Use. The eastern building will be three (3) and the western building will be two (2) and three (3) stories. A total of 152 dwelling units are proposed for this development.

The GDC defines an Elder Care – Independent Living Use as “a facility in which five or more elderly (over 55 years of age) persons, regardless of legal relationship, live a mostly ambulatory lifestyle but who may need limited assistance with daily living activities.”

2. Parking

The GDC requires one (1) parking space per dwelling unit, and the site plan (Exhibit C) complies by providing 195 parking spaces. However, the GDC has a special covered parking standard for Elder-Care Independent Living. A minimum of fifty (50%) percent of the parking spaces must be covered and the applicant proposes thirty-five (35%) percent of the parking spaces to be covered. The carports are strategically placed along the northern perimeter of the site to help with screening views from adjacent neighbors.

3. Building Height

The GDC allows a maximum height of fifty (50) feet in the Multi-Family-2 (MF-2) District. The building elevations (Exhibit E) reflects a maximum building height of forty-eight (48) feet for the three-story building and thirty-three (33) feet for the two-story building.

4. Density:

The maximum density allowed in the Multi-Family-2 (MF-2) District is thirty-two (32) dwelling units per acre. The site plan (Exhibit C) shows thirty-five (35) dwelling units per acre.

5. Building Setbacks:

The GDC states that buildings exceeding thirty feet in height, and that abut a residential district, must be set back from the residential district line a minimum of 1.25 times the height of the highest point on the building above grade.

Per the calculation, the 3-story portion of Building 2 should be fifty-five (55) feet from the property line. The site plan (Exhibit C) shows the 3-story portion of Building 2 to be fifty (50) feet from the property line. In addition, Building 1 should be fifty-nine (59) feet and the site plan (Exhibit C) reflects the building to be forty-eight (48) from the northern property line.

In addition, the GDC does not allow any carports or amenity building to be located within a building setback. The site plan (Exhibit C) reflects the carports along the northern property lines to be located within the building setback in order to provide additional screening. The amenity building to the north is also within the building setback.

The site plan (Exhibit C) meets all other setback requirements.

6. Amenities

The GDC requires indoor common or recreational areas to be provided at a ratio of at least one hundred square feet of gross floor area per dwelling unit. Per the calculation, a total of 15,200 square feet of indoor common or leisure area is required. The site plan (Exhibit C) reflects a 2,933 square-foot amenity building, 749 square-foot indoor activity space for golf stimulation and 12,828 square-foot of outdoor amenities.

7. Dwelling unit/mix

The submittal materials indicate compliance with the required unit size and mix. More specifically:

Minimum dwelling unit size.

Required one-bedroom:	475 square feet
Proposed:	662 square feet
Number of units:	95 units
Required two-bedroom:	725 square feet
Proposed:	1,137 square feet
Number of units:	57 units

8. Screening and Landscaping

The GDC requires forty (40%) percent of the site to be landscaped. The landscape plan (Exhibit D) shows twenty-one (21%) of the site to be landscaped.

A masonry wall or an ornamental fence with masonry columns is required along the entire perimeter of the property. The applicant proposes an eight (8)-foot masonry wall along the northern and western perimeter of the property, where it is adjacent to the residential district. Large canopy trees are required every twenty-five (25) linear feet. The applicant proposes a combination of high-level and low-level screening shrubs in lieu of the large canopy trees due to the unique nature of the site. Large canopy trees provided to meet the parking lot landscape island requirement are located near the masonry wall.

The landscape plan (Exhibit D) also reflects a six (6)-foot wood fence with masonry columns along the eastern and southwestern perimeter lines, adjacent to the dental office. A row of evergreen screening shrubs are required and the applicant is not proposing any.

The applicant is not proposing any screening along West Centerville Road.

Building Design

The building design complies with the architectural elements and articulation requirements of the GDC

9. Transportation

A Traffic Impact Analysis was not required with this development. The Transportation Department reviewed the proposal and it meets technical requirements.

An emergency access-only gate with a Knox padlock is provided at the Shadwell Drive access point per the Fire Department.

There is a DART bus stop in front of the subject property, along West Centerville Road.

10. Signage

No deviations were requested regarding signage.

11. Summary of Deviations

The applicant requests several deviations from the GDC. The table below indicated the deviation as proposed.

Development Standards	Required	Proposed	Applicant's Justification
Density	32 dwelling units per acre	35 dwelling units per acre	The subject project is not a traditional, garden-style multifamily project and aligns closer to that of an urban-style senior living development. The unique site layout warrants this approach, and the applicant believes the proposed

			unit mix is conducive of the intent of the future land use plan for this property.
Amenities	<p>The GDC requires indoor common or recreational areas to be provided at a ratio of at least one hundred square feet of gross floor area per dwelling unit.</p> <p>A total of 15,200 square feet of indoor common or leisure area is required.</p>	<p>The site plan (Exhibit C) reflects a 2,943 square-foot amenity building, 1,188 square-foot clubhouse and leasing office and 12,828 square feet of outdoor amenities.</p>	<p>Due to the unique orientation of the site and the desire to limit building stories/height and mitigate impact on residential adjacencies, the applicant located the amenities outside of the main buildings. An amenity building/indoor pool is provided at the northeast corner of the subject property, with sidewalk circulation through the site to encourage residents to enjoy the several outdoor amenity spaces provided.</p>
Covered Parking	50% required to be covered for Elder Care-Independent Living	35% covered parking	<p>With recent updates to the GDC, Multifamily base zoning no longer requires covered parking in any capacity (the special standards for "senior independent living" require covered parking to be provided). Covered parking structures are placed intentionally along the northern property line along the residential adjacencies to act as additional screening at the request of the adjacent residents.</p>

Building Setbacks	<p>Buildings over 30 feet in height requires a setback of 1.25 times the height of the building.</p> <p>Carports and Amenity Building are not allowed to be located within the building setback.</p>	<p>The 3-story portion of Building 2 should be fifty-five (55) feet from the property line. The site plan (Exhibit C) shows the 3-story portion of Building 2 to be fifty (50) feet from the property line. In addition, Building 1 should be fifty-nine (59) feet and the site plan (Exhibit C) reflects the building to be forty-eight (48) from the northern property line.</p> <p>Both structures are within building setbacks.</p>	<p>Given the project aligns with that of an urban-style development, the slight increase in height is to be expected. Additional measures have been taken to ensure the building stories/height do not negatively impact adjacent single-family properties including reduced building height along adjacencies, perimeter screening, plantings, visibility reductions for tenants on upper floors, etc.</p> <p>These structures act as a buffer and provide additional screening</p>
Landscaping	40% of the gross platted area should be landscaped.	21%	<p>The applicant optimized the site layout and amenity areas to provide as much landscape area as possible, and they are providing more landscape area than what currently exists with the former assisted living development. They have also intentionally designed these landscape areas to increase value (walking areas, BBQ grills, picnic tables, pet waste stations, etc). Plantings have been provided throughout to match the intent of landscape requirements.</p>
Screening	Perimeter screening is required along the entire	The applicant proposes an eight	The site layout has been adjusted as much as

	property. Either a six (6) foot masonry wall or a six (6) foot ornamental metal fence with masonry columns with large canopy trees and evergreen shrubs.	<p>(8) foot masonry wall with high and low level screening shrubs along the northern and western perimeter lines. No canopy trees are provided.</p> <p>A six (6)-foot wood fence with masonry columns is proposed along the southwestern and eastern perimeter lines without any evergreen shrubs.</p> <p>No perimeter screening is proposed along West Centerville Road.</p>	<p>possible, but given the unique nature of the site, leaves only enough room along the perimeter for the required masonry screening wall along with plantings smaller in size than the required large canopy trees. Various planting options have been added to try and meet the intent of this requirement, with a focus on providing adjacent single-family properties with adequate screening from the development.</p>
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COMPREHENSIVE PLAN

The Envision Garland Plan designates the subject property as Compact Neighborhoods, Compact neighborhoods provide areas for moderate increases in residential density, including single-family attached and single-family detached housing. It expands housing options through infill and redevelopment, while continuing walkable development patterns.

This proposal is a redevelopment of the existing vacant retirement facility and offers additional senior housing to the area.

ECONOMIC DEVELOPMENT STRATEGIC PLAN

New multi-family development is considered the second highest revenue per acre generator per the Economic Development Strategic Plan. The proposal represents redevelopment of an underperforming site which currently has a vacant building.

COMPATIBILITY OF REQUEST WITH SURROUNDING ZONING AND LAND USES

The properties to the north are zoned Planned Development (PD) District 82-12 for Single-Family-10 (SF-10) Uses; these properties are developed with single-family homes. The properties to the east are zoned Neighborhood Office (NO) District and Light Commercial (LC) District; these properties are developed with a learning center and a medical clinic. The properties to the south, across Centerville Road, are zoned Planned Development (PD) District 70-43; these properties are developed with residential townhomes. The properties to the west are zoned Planned Development (PD) District 82-12 and Planned Development

(PD) District 82-29; these properties are developed with a dental office, a general office, and automobile repair uses.

STAFF RECOMMENDATION

Approval of a Change in Zoning from Community Office (CO) District and Neighborhood Office (NO) District to a Planned Development (PD) District for Elder Care - Independent Living Use

Approval of a Detail Plan for Elder Care-Independent Living Use.

ADDITIONAL INFORMATION

- i. Location Map
- ii. PD Conditions
- iii. Detail Plan
- iv. Photos

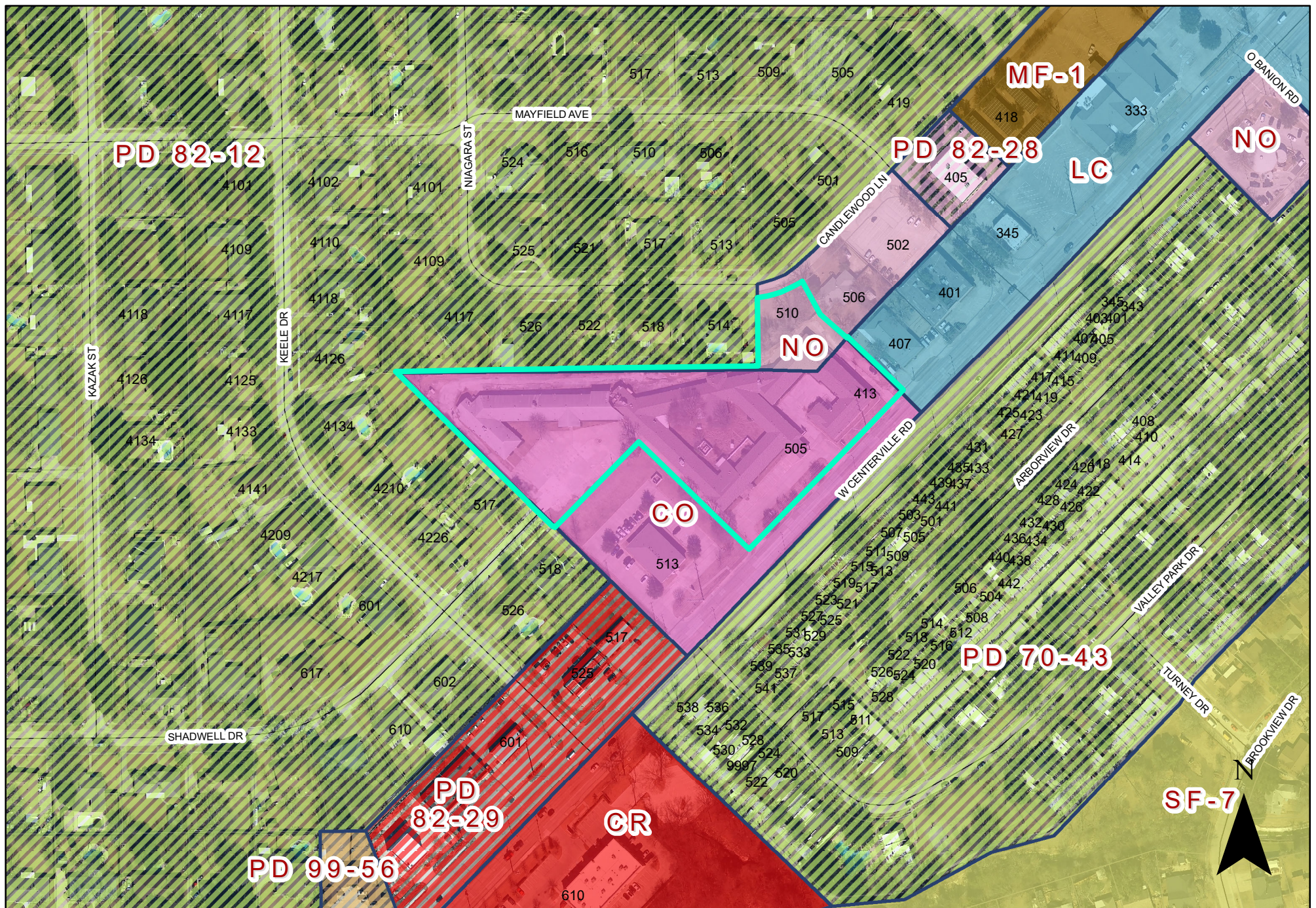
CITY COUNCIL DATE: October 10, 2023

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REVIEWED BY:

Will Guerin, AICP
Director of Planning



0 150 300 Feet
1 inch = 228 feet

ZONING MAP Z 23-29

INDICATES AREA
OF REQUEST

505 West Centerville Road

PLANNED DEVELOPMENT CONDITIONS

ZONING FILE Z 23-29

413 and 505 West Centerville Road and 510 Candlewood Lane

- I. Statement of Purpose:** The purpose of this Planned Development is to approve an Elder Care-Independent Living Use.
- II. Statement of Effect:** This Planned Development shall not affect any regulation found in the Garland Development Code, Ordinance No. 6773, as amended prior to adoption of this ordinance, except as specifically provided herein.
- III. General Regulations:** All regulations of the Multi-Family-2 (MF-2) District as set forth in Chapter 2 of the Garland Development Code are included by reference and shall apply, except as otherwise specified by this ordinance.
- IV. Development Plans:**
- Detail Plan: Development shall be in general conformance with the Detail Plan labeled Exhibit C through Exhibit E. In the event there is conflict between the approved Detail Plan and the Specific Regulations below, the Specific Regulations shall apply.
- V. Specific Conditions:**
- A. Permitted Use: The only permitted land use on the subject property is Elder Care - Independent Living Use. The minimum resident age shall be fifty-five (55) years of age.
- B. Site Plan: The site layout, building placement, parking, walking paths, and other development proposed shall be in general conformance with the approved Site Plan labeled Exhibit C.
- C. Covered Parking: A minimum of thirty-one (31%) percent of the parking spaces shall be covered.

- D. Dwelling Units: A total of 152 dwelling units shall be permitted.
- E. Amenities: Amenities shall be provided as shown on the Exhibits C and D.
- F. Landscape Plan: Screening and landscaping shall be in general conformance with the landscape plan labeled Exhibit D. A minimum of twenty-one (21%) of the site shall be landscaped.
1. Landscaping must be regularly maintained in a healthy, growing condition and in compliance with this PD Ordinance, the Garland Development Code, the Code of Ordinances of the City of Garland, and the landscaping plan attached hereto at all times. The property owner is responsible for regular weeding, mowing of grass, irrigation, fertilizing, pruning, or other maintenance of all plantings as needed. All exposed ground surfaces on or within the premises shall be properly improved, covered with screening or other approved solid material, or protected with a vegetative growth that prevents soil erosion and ameliorates objectionable dust conditions.
 2. Any plant or vegetation that dies must be replaced with another approved plant variety that complies with the approved landscape plan within sixty (60) days after receipt of written notification from the City. In the event the property owner fails to remedy a violation of any landscaping maintenance regulation within sixty (60) days after receipt of written notification from the City, the City may, in addition to any other remedy available by law, withhold future city permits, licenses and/or certificates requested by the property owner for the premises to which such violation applies.
 3. Screening and paving must be regularly maintained in compliance with this PD Ordinance, the Garland Development Code, and the Code of Ordinances of the City of Garland at all times. The property owner is responsible for regular maintenance of all screening and paving as needed. In the event

the property owner fails to remedy a violation of any screening or paving maintenance regulation within sixty (60) days after receipt of written notification from the City, the City may, in addition to any other remedy available by law, withhold future city permits, licenses and/or certificates requested by the property owner for the premises to which such violation applies.

G. Elevations: Building Elevations shall be in general conformance with the elevations labeled Exhibit E.

Z 23-05



View of the subject property



Looking south of the subject property



Looking west of the subject property



Looking north of the subject property