



CITY COUNCIL WORK SESSION
Wednesday, November 15, 2023 at 6:00 p.m.

CITY HALL
6090 Woodson Road

Meeting In Person and Virtually via Zoom

This meeting will be held in person at the time and date shown above. In consideration of the COVID-19 social distancing recommendations, this meeting will also be available virtually via Zoom (<https://zoom.us/join>). Information will be posted, prior to the meeting, on how to join at <https://www.missionks.org/calendar.aspx>.

If you require any accommodations (i.e. qualified interpreter, large print, reader, hearing assistance) in order to attend this meeting, please notify the Administrative Office at 913-676-8350 no later than 24 hours prior to the beginning of the meeting.

AGENDA

[Minutes of the September 25, 2023 Planning Commission Meeting](#)

1. **[Tomorrow Together Comprehensive Plan](#)** – Brian Scott

The City has been working on an update to its Comprehensive Land Use Plan since March 2020 in partnership with a consulting team lead by Confluence. The draft plan was presented to the Planning Commission at their September meeting, and is now moving forward for final review and approval by the City Council. Following the November 15 work session, the plan will move forward as an action item on the December 13, 2023 Community Development Committee agenda and then on to the December 20, 2023 City Council meeting.

City of Mission	Item Number:	1.
DISCUSSION ITEM SUMMARY	Date:	November 15, 2023
Community Development	From:	Brian Scott

Discussion items allow the committee the opportunity to freely discuss the issue at hand.

RE: Tomorrow Together 2040 Mission Comprehensive Plan

DETAILS: Comprehensive plans have long been used as a tool for planning the future growth of cities. The traditional methodology for a comprehensive plan has been to examine current trends in population growth, business development, transportation systems, land use, and community facilities and then to develop a vision for what the city may look like at some point in the future. Based on that vision, recommendations are then developed for a systematic approach to the future growth of the city that may include future annexation of territory (if necessary), specific land uses and zoning, extensions or upgrades of roads and infrastructure, and location of community facilities such as parks and fire stations.

Mission's first comprehensive plan was adopted in 1968. Subsequent comprehensive plans were adopted in 1995, 1999 (update), 2007 and 2011 (update).

The City embarked on the most recent update to its comprehensive plan in 2019. A request for proposals (RFP) was developed by staff with input from the Planning Commission and sent to prospective planning firms as well as advertised on the American Planning Association's website.

Proposals were evaluated by a selection committee and the top five firms were invited to the city for interviews. Confluence was ultimately selected based on their planning experience, team make-up, knowledge of our community, and the fact that they had recently completed similar studies for two neighboring communities (Roeland Park and Merriam). The City Council approved a contract with Confluence at the end of 2019 and the study began in March of 2020.

The project kick-off was a joint work session with the City Council and the Planning Commission to understand the purpose and components of a comprehensive plan. The joint work session was held on the eve of the COVID-19 pandemic.

Because of the rapidly evolving events with the pandemic and stay-at-home orders issued by the Governor, the project was temporarily paused. The project resumed in the late summer of 2020 with the appointment of a steering committee made up of the following individuals:

Cathy Boyer-Sheshol	Sustainability Commission/CFAA
Cherron Williams	Resident
Debbie Kring	City Council, Ward III

Related Statute/City Ordinance:	KSA 12-747
Line Item Code/Description:	NA
Available Budget:	NA

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Jacque Gameson	Parks, Recreation and Tree Commission
Josh Thede	Sustainability Commission
Lolly Cerda	Resident
Pete Christiansen	Planning Commission
Robin Dukelow	Planning Commission
Robynn Haydock	Multi-family properties/Not-for Profit
Sollie Flora	City Council, Ward IV
Steve Corwine	Downtown property owner
Stuart Braden	Planning Commission
TJ Roberts	Downtown business owner/resident

A formal, community kick-off meeting was held in October when the project website was unveiled. Community engagement was severely limited due to the social distancing requirements of the ongoing pandemic. The project web page was able to fill that void by offering several on-line engagement tools including an interactive pin-map, visual preference survey, and budgeting tool.

Due to social distancing requirements, the steering committee held many of its meetings virtually for the first year. The committee learned about the current demographic and economic make-up of the city, reviewed responses from the on-line engagement tools, discussed ideas about current development patterns and what they would like to see, and considered other topics around sustainability, transportation and mobility, and housing. The steering committee began to meet in person during the summer of 2021 to formulate a vision statement and develop recommendations in each of the key areas of the plan.

The vision statement and recommendations were presented to the public in an open house held in November of 2021. A final draft of the plan – known as “Tomorrow Together – 2040 Mission Comprehensive Plan” - was completed and presented to the City in the winter of 2022.

Due to the departure of the City Planner and the hiring of a new one, and then an onslaught of development applications in 2022, review of the draft plan took longer than anticipated. There have been several iterations of the plan have finally come together to form the plan being presented this evening.

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Plan Summary

Because the Mission is nearly completely developed and landlocked, the “Tomorrow Together” Plan takes a much different view toward the City’s future than the first plan adopted in 1968. This plan places emphasis on improving the existing environment, both natural and built, and key themes include:

- Preservation of the natural environment through better storm water management practices, conservation and expansion of green space, and greater emphasis on sustainability measures that will reduce the community’s overall carbon footprint.
- Enhanced mobility throughout the community for pedestrians, bicyclists, transit users, and others by creating stronger connections, slowing traffic, and providing greater safety.
- Support of a variety of housing options in the community by preserving existing housing stock while allowing for development of new housing stock that is appropriate for neighborhoods or commercial areas based on density and design.
- Encouraging continued economic prosperity for the community by supporting existing businesses in the community and development of new businesses that align with the long-term vision for the community.

Each of these key themes are more fully explored in the six chapters of the plan:

- Natural Features and Environment
- Parks and Recreation
- Transportation and Mobility
- Economic Revitalization
- Housing and Neighborhoods
- Infrastructure Maintenance and Enhancements

Each Chapter details suggested goals, objectives and potential implementation steps. The Plan also includes an implementation chapter (Chapter 10) where the recommendations are summarized and given a priority ranking. The implementation chapter will need to be continually reviewed, updated and revised to align with current community goals, resources and broader economic or market conditions.

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There are two appendices to the plan. Appendix A provides an analysis of the existing conditions of the community including population trends, demographics, housing, and economy. Appendix B provides a summary of community input received from the on-line engagement tool as well as the open house that was held in November of 2021.

It is important to note that the “Tomorrow Together” Plan represents a “snapshot in time,” and is not intended to be a static document. Rather, comprehensive plans such as this one, are meant to be living documents that evolve over time as the community does. Ideas and concepts presented in the plan are meant to provide context for the recommendations that are based on extensive public or stakeholder input and professional experiential knowledge, and to stimulate further discussion and analysis.

Recommendations presented in the plan will require further review, analysis, and discussion based on changes in demographics, updated studies, continued public input, and on-going implementation. Implementation of the plan will ultimately be achieved through some action of the City such as a new service or program, a policy directive, or code change. Though we are completing the plan, we are just beginning the journey.

As the Plan moves through the final stages toward adoption, it is considered by both the Planning Commission and the City Council. The draft Plan was presented to the Planning Commission in September and a recap of their discussion and recommendations are highlighted below.

Planning Commission Action

The Planning Commission held a public hearing at its September 25th meeting. Chris Shires, the project manager from Confluence, provided an overview of the plan and its recommendations. Considerable discussion ensued regarding the proposed Future Land Use Map and in particular buffers around single-family areas.

The Planning Commission voted 7-1 to recommend approval to the City Council of the Tomorrow Together 2040 Mission Comprehensive Plan with the following amendments:

1. Future Land Use Map:
 - a. Change the land use designation for those properties north of 56th Street and east of Foxridge Drive from “Mixed Use High Density” (purple color) to “Medium Density Residential” (apricot).

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- b. Extend the “Medium Density Residential” (apricot color) designation west of Lamar and north of Johnson Drive between the “Mixed-Use Medium Density” (Light Purple) abutting Johnson Drive and “Low Density Residential (Yellow)” so that everything south of 58th Street (or an line equivalent to 58th Street) is “Medium Density Residential” up to those properties along the north side of Johnson Drive.
 - c. Correct the area that is erroneously identified as a park at Beverly and 55th Street.
2. Future Land Use Definitions:
- a. Change the land use definition for “Mixed Use Medium Density” to development no greater than three stories and no greater than 24 units/acre.
3. Implementation Plan:
- a. Under strategy 3B of Transportation and Mobility change the reference from NACTO Blueprint for Autonomous Urbanism to NACTO Urban Street Design Guidelines as language in the Comprehensive Plan

Work Session

During the November 15 work session, Mr. Shires will share the same presentation as was presented to the Planning Commission in September. Staff will then join with Confluence to review the amendments proposed by the Planning Commission. All of this is intended to allow the City Council to have time to discuss the final draft document and prepare for final adoption in December and to propose any additional recommendations or amendments.

Following the work session, the draft document will be calendared on the December 13, 2023 Community Development Committee agenda, for final consideration and adoption at the December 20, 2023 City Council meeting.

Staff Recommendation

In reviewing the action of the Planning Commission, Staff is supportive of the proposed amendments #1 and #3. However, staff is not supportive of the proposed amendment

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#2 concerning the change in the definition of Mixed-Use Medium Density.

Mixed-Use Medium Density (the light purple shaded areas on the proposed future land use map) encompasses almost all of the commercial properties in the downtown area of Mission. The proposed limitation on height of three-stories or less or no more than 24 units per acre does not align with many of the existing or proposed developments in the downtown area. It also hampers the City's desire to see greater density in the downtown area which in turn helps to support a strong downtown economy. An explanation of staff's position is further detailed in the accompanying memo.

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Line Item Code/Description:	NA
Available Budget:	NA



MEMORANDUM

To: Laura Smith, City Administrator

From: Brian Scott, Deputy City Administrator – Planning and Development Services

Date: October 16, 2023

Regarding: Proposed Amendment to Medium Density Mixed-Use

The City of Mission initiated an update of its comprehensive plan in 2020. With assistance and guidance from Confluence, an established planning consulting firm recognized throughout the Midwest, the City undertook an extensive community engagement process that included a Steering Committee made up of community stakeholders and leaders, use of an interactive website to conduct a visual preference survey and interactive mapping tool, and a community open house. The plan developed from this process is the “Tomorrow Together – 2040 Mission Comprehensive Plan.”

This plan was presented to the Planning Commission for their consideration at the September 25, 2023 meeting. Much of the discussion was focused on the proposed Future Land Use Map in the plan, and in particular proposed definitions of land use types. The intent of this memo is provide some contextual background on the proposed Future Land Use Map and land use definitions and then discuss in more detail the Planning Commission’s proposed amendment to the definition of the Medium Density Mixed-Use land use type.

Proposed Future Land Use Map

A land use map is simply a map of the city showing various types of land uses such as residential, commercial, and industrial uses. Ideally, land uses are organized to take advantage of certain features of the city such as industrial land uses close to highway access or commercial uses along a main corridor. Land uses are also organized so that there is compatibility between uses, meaning that one land use is not placed next to another that may result in a negative impact to either. It is important to note that a land use map is not a zoning map. The land use map is more general and visionary in nature. A zoning map is more specific to permitted uses, set-backs, height restrictions, density, and massing of buildings.

The proposed future land use map in the Tomorrow Together plan does not differ much from the one in the current comprehensive plan. The land use pattern in the city is generally still the same and includes:

- low-density, residential use to the north and south of Johnson Drive;

- high-density, residential use predominately in the northwest corner of the city; and
- commercial uses along Johnson Drive and Martway Street through the center of the city.

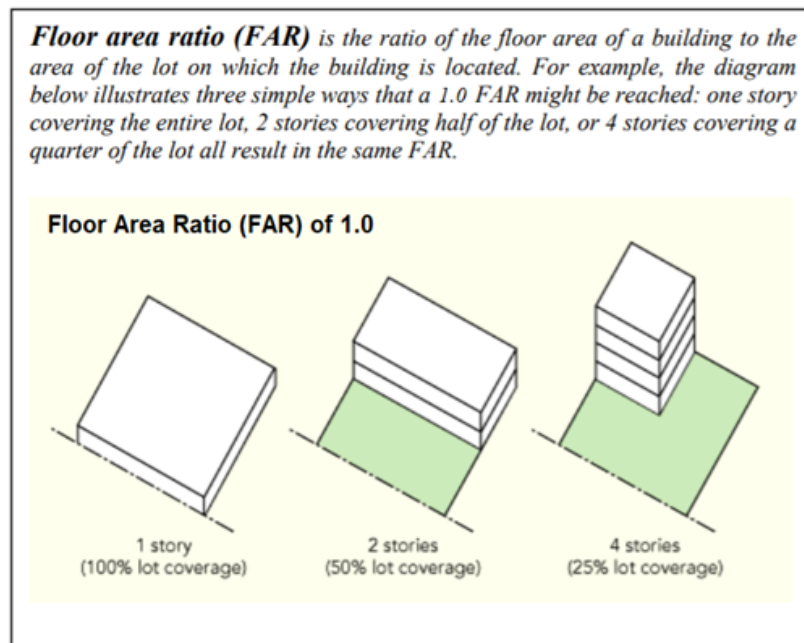
The definition of the land use types, however, were discussed and revised during the development of the Tomorrow Together plan based on input from a visual preference survey, the community open house, and guidance from the Steering Committee. Those revised definitions were included in the draft plan that was presented to the Planning Commission at their September meeting.

Definitions of Proposed Future Land Uses

The proposed definitions not only provide examples or a general description of the type of land use, but also provide the number of proposed dwelling units per acre for residential uses or the floor area ratio (FAR) for retail or office uses.

FAR can be a difficult concept to grasp even for those who are familiar with urban planning. FAR is the ratio of the total building square footage to the square footage of the parcel or lot that the building sits on. The greater the FAR the more building square footage is permitted to be on the lot.

A FAR 0.5 might be a single-story building that covers only half of the lot, such as the Hy-Vee grocery store. A FAR of 1.0 would be a single-story building that covers the entire parcel from front to back and side to side - think of some of the older buildings in downtown Mission along Johnson Drive that sit right at the sidewalk and right next to the adjacent building. However, a FAR of 1.0 could also be a four-story building that sits on only a quarter of the lot as shown in the diagram below:



Definitions of land use types as originally proposed in the Tomorrow Together Plan are as follows:

Low-Density Residential – Single-family or two-family, detached residential uses with a density of 3 to 6 dwelling units per acre.

Medium-Density Residential – Horizontally attached rowhouses or townhomes or the “missing middle” typology such as fourplexes or courtyard apartments with a density of 6 to 12 units per acre.

High-Density Residential – Vertically stacked residential apartments or condos with a density of 12 or more units per acre.

Commercial – Land uses such as retail, services, restaurants, and hotels. Expected density for these types of uses may be 0.25 FAR.

Office – Land uses that would encompass administrative or professional uses during normal business hours with a density of 0.25 FAR.

Business Park / Light Industrial – Medium or large-scale office and light industrial uses with a density of 0.30 FAR.

Mixed-Use Medium Density – Land uses that include a mix of housing, retail and / or office that is scaled to a more pedestrian orientation. The uses might include a single building with uses stacked (housing over retail) or a group of buildings with individual uses all within a cohesive development. Density for this type of land use may be 12 to 45 dwelling units per acre or a FAR of 1.0 to 3.0 for office or retail.

Mixed-Use High Density – Same concept as Mixed-Use Medium Density, but at a higher concentration. Density for this type of land use may be 50 or more dwelling units per acre, or an FAR of 3.0 to 10.0 for office or retail use.

Parks and Pathways – Parks, trails and other recreational areas.

Public and Semi-Public – Government owned land such as county and city facilities, schools, and churches.

As stated above, the proposed future land use map in the Tomorrow Together plan has not really changed from what is in place currently in the existing comprehensive plan. The most notable exception to that would be in the application of Mixed-Use High Density, which is now applied to all of the commercial properties on the west side of the city. This allows for future development of the west side commercial areas to be more in keeping with the vision of the Form Based Code overlay district that was adopted for this area over a decade ago.

The Mixed-Use Medium Density designation has also been applied to many of the properties in the downtown core and along Johnson Drive, areas that are identified as commercial or office use in the current land use map.

Planning Commission Amendment of the Mixed-Use Medium Density Definition

The Planning Commission proposed two amendments to the proposed Future Land Use Map that would extend Medium Density Residential use along the north side of Johnson Drive, west of Lamar and along Foxridge, north of 56th Street. The intent of this is to provide a buffer between the Low-Density Residential uses and Medium and High Density Mixed-Uses. Staff is supportive of this amendment.

The Planning Commission expressed some reluctance to the application of Mixed-Use Medium Density in the downtown area of the city when the draft of the Tomorrow Together plan was presented to them in September. The concern was not so much the application of a mixed-use land type itself, but rather the proposed density of the Mixed-Use Medium Density at 12 to 45 dwelling units per acre or a FAR of 1.0 to 3.0 being too dense. After much discussion, the Planning Commission proposed that the definition for Mixed-Use Medium Density be amended to be no more than 24 dwelling units per acre and structures no taller than three stories.

The Planning Commission has reviewed a number of development applications over the past two years, mostly for multi-family residential projects in the downtown area. Though not always articulated clearly in the minutes, staff has sensed a general frustration amongst some members with the size and mass of the proposed developments, many of which exceed the density (both in height and number of units per acre) currently allowed in the zoning code and thus, require deviations for approval.

An example of that would be the Mission Bowl project, which was approved by the Planning Commission in 2020 at five-stories and 53 units per acre when the Main Street 2 (MS-2) zoning for the property permitted no more than three-stories or 35 units per acre. Likewise, that density was continued with the more recent submission for Mission Bowl Phase II, which would also be five-stories and 56 units per acre. There was even some discomfort among a few on the Commission about the 58/Nall apartment building that was approved at three-stories and 50 units per acre, which is compliant within the Downtown Neighborhood District zoning that the property was rezoned to.

Market Realities and Future Growth and Development

Developers are attracted to Mission because of the sense of place it offers as a result of intentional investment by the City over the last 15+ years. Access to restaurants, shops, and services within walking distance is appealing to many apartment dwellers (and even non-apartment dwellers). Supporting a vibrant and economically strong downtown requires residents living in and around the downtown (e.g., density).

This is especially true in a post-pandemic economic environment where office workers who once occupied Mission's downtown office buildings and frequented local businesses are opting to work from home. While there have been many news stories about the effects of this phenomenon in larger cities such as San Francisco and Chicago, it is occurring in Mission as well.

In addition to these factors, many developers are facing challenges with both changing market dynamics and financial constraints that result in larger buildings (height and density) being the only option to make their projects financially feasible. City staff has heard anecdotally from more than one development team that renters prefer to live alone as opposed to having a roommate, which is why many newer apartment buildings have 50% or more of their units as studios or one-bedrooms. In addition, the cost of land acquisition, construction, and financing have increased dramatically in the past several years, reaching the point that it is necessary to build larger buildings in order to rent enough apartments at market rate that a developer can realize a reasonable return on their investment.

When developing in Mission, most of these infill projects must be accomplished on lots that are one acre or less in size. When looking at these smaller lots, parking becomes one of the biggest challenges for the developer to overcome. The solution has become to build structured parking (ex: The Locale) or podium parking (ex: Mission Bowl.) These responses to parking have the benefit of making the most productive use of the available land and hiding the parking, which can be unsightly. However, these solutions often result in taller buildings.


Staff Recommendation

There is certainly a balance between needing and allowing larger development projects and maintaining the walkability and pedestrian scale that makes Mission so attractive. The Together Tomorrow Steering Committee struggled with this very issue. While many on the Committee were desirous of greater, quality density in the downtown area, they also realized the need to keep an element of the human scale which is why the Mixed-Use Medium Density land use was created and specified at 12 to 45 dwelling units per acre or a FAR of 1.0 to 3.0 for office or retail.

It should be noted, too, that many of the existing apartment buildings in and around the downtown area exceed the maximum of 24 units per acre that the Planning Commission is suggesting in the amended Mixed-Use Medium Density definition the Planning Commission included in their recommendation to the City Council.

While the amended definition may be reflective of the position of the current members of the Planning Commission it does not align with Mission's past visioning efforts, nor much of the conversation collected through the development of the Tomorrow Together Plan. Nor would it enable the type of growth needed to support the continued success and adaptation of Mission's downtown corridor that the Governing Body has repeatedly identified as a top priority. Staff is of

the opinion that the definition of Mixed-Use Medium Density as initially proposed in the Tomorrow Together plan (12 to 45 dwelling units per acre or a FAR of 1.0 to 3.0 for office or retail) should remain as is.

Location	Lot Size	Number of Units	Number of Units Per Acre	Building Height	
5905 W. 58 th Street Built 1960	0.77 Acres	26 Units	33.8 Units Per Acre	Three Stories	 <p>KF251208-3010 03/14/2004</p>
5601 W. 58 th Street (Mission Point Apt.) Built 1968	0.39 Acres	16 Units	41 Units Per Acre	Three Stories	 <p>046-063-08-0-10-33-001.00-0 04/10/2010</p>
5708 Outlook (Mission Point Apt.) Built 1973	0.40 Acres	17 Units	43 Units Per Acre	Three Stories	 <p>01/19/2022</p>

<p>5954 Woodson Mission (Mission Hill Apt.) Built 1976</p>	<p>3.16 Acres</p>	<p>120 Units Across Four Buildings</p>	<p>38 Units Per Acre</p>	<p>Three Stories</p>	 <p>01/19/2022</p>
<p>5932 Outlook (At Home Apt.) Built 1966</p>	<p>0.77 Acres</p>	<p>27 Units</p>	<p>35 units Per Acre</p>	<p>Three Stories</p>	 <p>046-063-08-0-40-04-013.00-0 01/13/2016</p>
<p>5928 Reeds (Mission Woods Apt.) Built 1972</p>	<p>0.39 Acres</p>	<p>12 Units</p>	<p>31 Units Per Acre</p>	<p>Three Stories</p>	 <p>01/19/2022</p>
<p>6201 Johnson Drive (The Locale) Built 2019</p>	<p>2.65 Acres</p>	<p>200 Units</p>	<p>75 Units Per Acre</p>	<p>Five Stories</p>	 <p>01/13/2022</p>

<p>5399 Martway (Mission Bowl)</p> <p>Being Built</p>	<p>3.17 Acres</p>	<p>176 Units</p>	<p>55.5 Units Per Acre</p>	<p>Five Stories (four stories over podium parking)</p>	
<p>5808 Nall (58/Nall)</p> <p>Not Yet Built</p>	<p>1.54 Acres</p>	<p>77 Units</p>	<p>50 Units Per Acre</p>	<p>Three Stories</p>	
<p>5819 Nall (Mission Vale)</p> <p>Not Yet Built</p>	<p>0.98 Acres</p>	<p>19 Units</p>	<p>19 Units Per Acre</p>	<p>Two Stories</p>	