

**PLANNING COMMISSION
OF THE CITY OF CHESTERFIELD
AT CHESTERFIELD CITY HALL
NOVEMBER 13, 2017**

The meeting was called to order at 7:00 p.m.

I. ROLL CALL

PRESENT

Commissioner Wendy Geckeler
Commissioner John Marino
Commissioner Debbie Midgley
Commissioner Mary Monachella
Commissioner James Rosenauer
Commissioner Steven Wuennenberg
Chair Merrell Hansen

ABSENT

Commissioner Allison Harris
Commissioner Laura Lueking

Councilmember Dan Hurt, Council Liaison
Jay Godsy, representing City Attorney Christopher Graville
Mr. Justin Wyse, Director of Planning & Development Services
Ms. Cecilia Dvorak, Project Planner
Ms. Cassandra Harashe, Project Planner
Mr. Mike Knight, Project Planner
Ms. Mary Ann Madden, Recording Secretary

Chair Hansen acknowledged the attendance of Councilmember Dan Hurt, Council Liaison; Councilmember Guy Tilman, Ward II; and Councilmember Michelle Ohley, Ward IV.

II. PLEDGE OF ALLEGIANCE

III. SILENT PRAYER

IV. PUBLIC HEARINGS – Commissioner Wuennenberg read the “Opening Comments” for the Public Hearings.

- A. P.Z. 13-2017 St. Louis Family Church Campus (St. Louis Family Church):** A request for a zoning map amendment from a “PC” Planned Commercial District, “PI” Planned Industrial District, and “C-8” Planned Commercial District to a new “PC” Planned Commercial District for 35.3 acres located on the southern side of Chesterfield Airport Road 675 feet east of its intersection with Long Road and north of Edison Avenue 575 feet east of its intersection with Long Road. (17U140102, 17U140405, 17U140131, 17U230353, 17U230232, 17U120364).

STAFF PRESENTATION:

Project Planner Cassie Harashe gave a PowerPoint presentation showing photographs of the site and surrounding area. Ms. Harashe then provided the following information about the subject site:

Existing Conditions

The site is currently governed under three different ordinances:

- Ordinance No. 2494 governs the main part of the campus and allows only one use - *Churches of at least one acre*.
- Ordinance No. 348 governs the parcel located within the Valley Center subdivision in the northeastern part of the campus. The only allowed uses for this parcel are *offices and warehouses*.
- Ordinance No. 2595 governs the parcel located in the northwestern part of the campus, and allows a variety of uses affiliated with St. Louis Family Church.

The Church is also under contract for a parcel of land located southwest of the main campus, and which is governed by Ordinance No. 2753. The Church's intent is to use this area as lit athletic fields.

The requested rezoning would consolidate all of the Church's properties under one governing ordinance.

Comprehensive Land Use Plan

The Comprehensive Land Use Plan designates this area for *Mixed Use* and states that the area should contain *Retail, Low and Mid-Density Office, and Office/Warehouse Facilities*.

Request

The applicant is not requesting any modifications to the Unified Development Code with this zoning request, but is requesting the following uses:

1. Administrative offices for educational or religious institutions
2. Banquet facility
3. Church or other place of worship
4. Community Center
5. Fairground
6. Office-General
7. Recreational facility
8. Kindergarten or nursery school
9. Specialized private school
10. Vocational School

It was noted that all the requested uses are permitted in the Planned Commercial District, and that Staff will be working with the applicant to ensure that the uses align with how the Church plans to utilize its campus.

Preliminary Plan

The Preliminary Plan depicts plans for new buildings and parking in both the northwest and central portions of the development.

Several drive entrances are shown along Chesterfield Airport Road; however, comments received from St. Louis County Department of Transportation have indicated that only two entrances will be allowed – the current main entrance which aligns with the AutoZone development, and a second access that will align with Caprice Drive on the north side of Chesterfield Airport Road. There are three entrances shown along Edison Avenue - two existing and one proposed.

Preliminary Plan – Monarch Center

The 7.8 acre parcel in the southwest corner of the subject site is currently governed under City of Chesterfield Ordinance No. 2753, but would be governed under a new ordinance if the zoning request is approved. The staff report indicates that the removal of this portion from the current ordinance would negatively impact Monarch Center. Upon further research, Staff feels the removal of this parcel will not increase the square footage allotted to other lots, as it is adequately allocated on the preliminary plat for Ordinance 2753.

Athletic Fields

The applicant has plans for lit athletic fields in the southwest portion of the development. It was noted that the nearest residential properties are south of Railroad Park, which is quite a distance away.

Issues

1. The number of entrances along Chesterfield Airport Road will need to be reduced.
2. There are concerns with some of the requested uses.
3. Outstanding agency comments need to be obtained.

Discussion

Athletic Fields

Commissioner Rosenauer questioned the hours of operation for the fields considering the nearby residences atop the hill. Mr. Wyse explained that the City Code restricts lighting for athletic fields to 10:30 p.m. or until the end of a game already in progress.

Access

Responding to questions from Councilmember Hurt regarding the distance between access points along Edison Avenue, Ms. Harashe stated that within Monarch Center there is a required minimum distance of 250 feet between entrances.

Uses

Commissioner Wuennenberg inquired as to what specific uses Staff has concerns about. As an example, Ms. Harashe pointed out that the definition of *vocational school* includes language that the school should not be affiliated with a religious institution. Staff intends to work with the applicant in reviewing the uses and how they will be executed.

Chair Hansen asked that the Petitioner provide more information about the requested uses.

PETITIONER'S PRESENTATION:

1. Mr. Mike Doster, Land Use Attorney on the Development Team for St. Louis Family Church, 16090 Swingley Ridge Road, Chesterfield, MO

Mr. Doster stated that the request is an effort to consolidate all the zoning ordinances applicable to the site under one governing ordinance. The parcel of land intended for the athletic fields is currently under contract with the Kierchoffs and is the impetus for the zoning request.

Responding to Chair Hansen's request regarding uses, Mr. Doster stated that the uses would not be "freestanding in the sense that they would not be used by third parties who are not affiliated with the Church". Many of the uses are already conducted on one or more of the Church's parcels.

2. Pastor Rick Hufton, Secretary of the Church Board of Directors, 4104 Woodland Park Drive, Swansea, IL

Pastor Hufton provided some history of the Church noting that the Church was started approximately 30 years ago with its campus moving to its current location in Chesterfield Valley in 1993. The Church has a long history of ministry and service to this community starting with playing a key role in the clean-up and recovery efforts after the 1993 flood. Since then, the Church's congregation has grown to approximately 5,000 members, which has enabled the Church to expand its ministries and services across the country and across the world.

3. Mr. Brandon Harp, Principal at Civil Engineering Design Consultants, 10820 Sunset Office Drive, St. Louis, MO.

Mr. Harp stated that the Preliminary Development Plan allows some flexibility as the Church moves forward with the master planning of its campus. The benefit of relocating the athletic fields allows them to redevelop the center core of the campus. Mr. Harp then explained some of the different options being explored for expansion, and noted that the plan allows flexibility as to the location of buildings and parking.

Mr. Harp addressed the concern about the lit athletic fields stating that the nearest residences are approximately 60-70 feet above the subject property and about 1500 feet away. He noted that the lighting is "directional" whereby it shines down on the field and does not produce a glow as older lights used to do.

Regarding access, Mr. Harp stated that the entrance on Edison Avenue, which was built as part of Edison Express, will remain a right-in/right-out access point. The curb cut just east of this access would be a full access point into the play fields. That is at the location and at the distance that was described per the agreement between Mr. Kierchoff and the City upon the dedication of Edison Avenue right-of-way. There is also a third access point further to the east which was granted by the City as part of the access acquisition, but they are not proposing to install that curb cut. They are proposing to maintain the access into the main Church campus. They will also work with St. Louis County regarding the access points along Chesterfield Airport Road.

Mr. Harp also confirmed that the distance between access points is approximately 320 feet. Councilmember Hurt pointed out that the City has generally tried to keep the distance between access points to at least 500 feet in the Valley, but acknowledged that the subject site is unusual because of the way it is located.

SPEAKERS IN FAVOR: None

SPEAKERS IN OPPOSITION: None

SPEAKERS – NEUTRAL: None

ISSUES:

1. Addressing the number of curb cuts along Chesterfield Airport Road
2. Requested Uses
3. Outstanding agency comments

B. P.Z. 16-2017 Chesterfield Village Mall (Shelbourne Senior Living):

A request for a zoning map amendment from a “C8” Planned Commercial District to a new “UC” Urban Core District for an 8.2 acre tract of land located southeast of the intersection of Chesterfield Parkway West and Chesterfield Center (18S110148).

STAFF PRESENTATION:

Project Planner Mike Knight gave a PowerPoint presentation showing photographs of the site and surrounding area. Mr. Knight then provided the following information about the subject site:

Comprehensive Plan

Staff examined the relationship between this site and elements of the Comprehensive Plan, including Land Use, Policy, and Transportation. The site resides in what is defined as the Chesterfield Village which constitutes a significant portion of the Urban Core.

The plan states that the Urban Core should contain high-density development. The Plan Policy chapter specifically states that new multiple-family residences should be located in or near the Urban Core. Each multiple-family project should meet City-developed green space standards and encourage the use of parking structures. It was noted that the subject proposal is multi-family, will use surface parking, and meets all green space requirements.

The Plan also states that development in the Urban Core should be designed to accommodate a variety of motorized and non-motorized transportation choices, such as mass transit, pedestrian, and vehicular. An emphasis on pedestrian connectivity is encouraged. Mr. Knight pointed out that the site is located near transit stops, trails, and arterial roadway systems.

Active Developments

There are several active development projects in close proximity to the subject site, including Watermark at Chesterfield Village, The Sheridan, and Mercy Health Systems. All of the buildings within these developments range in height from 3-4 stories and were recently zoned into either the Urban Core or “R8” district.

Requested Uses

The petitioner is requesting the following 55 uses.

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| 1. Animal grooming service | 28. Grocery-neighborhood |
| 2. Art gallery | 29. Group Residential Facility |
| 3. Art studio | 30. Gymnasium |
| 4. Automotive retail supply | 31. Hospice |
| 5. Bakery | 32. Hotel and motel |
| 6. Barber or beauty shop | 33. Laundromat |
| 7. Brewpub | 34. Library |
| 8. Broadcasting studio | 35. Mortuary |
| 9. Church and other place of worship | 36. Museum |
| 10. Club | 37. Newspaper stand |
| 11. Coffee shop | 38. Nursing home |
| 12. Coffee shop, drive-thru | 39. Office, dental |
| 13. Commercial service facility | 40. Office, general |
| 14. Community center | 41. Office, medical |
| 15. Day Care Center | 42. Park |
| 16. Drug store and pharmacy | 43. Professional and technical service facility |
| 17. Drug store and pharmacy, drive-thru | 44. Public safety facility |
| 18. Dry cleaning establishment | 45. Reading room |
| 19. Dry cleaning establishment, drive-thru | 46. Recreation facility |
| 20. Education facility- specialized private schools | 47. Research facility |
| 21. Education facility- vocational school | 48. Restaurant, fast food |
| 22. Educational facility- college/university | 49. Restaurant, sit down |
| 23. Educational facility- kindergarten or nursery school | 50. Restaurant, take out |
| 24. Film drop-off and pick-up station | 51. Retail sales establishment, community |
| 25. Financial institution | 52. Retail sales establishment, neighborhood |
| 26. Financial institution, drive-thru | 53. Telecommunications structure |
| 27. Grocery-community | 54. Telecommunications tower or facility |
| | 55. Veterinary clinic |

The requested uses match the permitted uses for The Sheridan, which was recently approved in the Urban Core and contains assisted living. The petitioner is proposing to develop a 4-story, 150-unit Senior Living Facility consisting of 96 independent living units, 37 assisted living units, and 17 memory care units.

Through Sheridan's public hearing process, restrictions were put on some of its uses. It was noted that the applicant is willing to adopt similar restrictions, and Staff recommends moving forward with these restrictions to keep consistency with The Sheridan project.

Preliminary Plan

The Preliminary Plan is currently under review by Staff. The site is mostly flat with a steep grade change to the northeast where the mall currently resides.

The applicant's proposal includes a request for modification of standards within the Urban Core District. The request includes an existing shared parking lot with the property to the east where the applicant is requesting a reduced setback of 5 feet. The Unified Development Code has a minimum yard setback of 30 feet for any parking area, parking structure, internal drive, or loading space. This modification would require a two-thirds affirmative vote of the Planning Commission.

Discussion

Responding to questions from the Commission, Mr. Knight provided the following information:

- Because of the grade change on the site, the proposed 4-story senior living facility will appear lower in height than the 4-story Watermark buildings. Additionally, the roof of the proposed building will be a bit higher than the road in the mall.
- The Director of Parks is working with Sachs Properties for an alternate location for the existing community garden on the subject site.

PETITIONER'S PRESENTATION:

1. Mr. Mike Doster, Land Use Attorney on the Development Team for Shelbourne Healthcare Development Group, 16090 Swingley Ridge Road, Chesterfield, MO

History

Mr. Doster provided background information on this project noting that the original application to rezone Parcel C-148B was filed in the spring of 2016. This parcel is adjacent to The Reserve subdivision resulting in opposition to the rezoning from those residents. The application was defeated by a 2-6 vote at the April 24, 2017 Planning Commission meeting. Ultimately, on May 9, 2017, Shelbourne filed an appeal of the Planning Commission's decision, which is still pending.

New Location

Mr. Doster stated that because Shelbourne wants to be in the Chesterfield community, they worked with Chesterfield Village, Inc. to find an alternate location suitable for the proposed development. The new location is Parcel C-109/208 on Chesterfield Parkway in front of the mall and across from the Watermark development.

Benefits of Parcel C-109/208

- Not adjacent to residential development.
- Same use as what was recently approved in Chesterfield Village for The Sheridan.
- Compatible with the surrounding uses and the Comprehensive Plan.
- Large lot size permits building to be spread out and pushed back from Chesterfield Parkway.
- Certificate of Need transfer approved on November 6, 2017.

Comparison of Parcel C-148B to Parcel C-109/208

	Parcel C-148B	Parcel C-109/208
Acreage	5.21	8.2
Units	148	150
Units/Acre	28.41	18.29
Square Footage of Facility	172,000	187,263

Mr. Doster stated that while this is a four-story facility, it is only four stories at the south end as they are taking advantage of the grade differential from north to south. It was also pointed out that because of the size of the site, they are able to put the front of the buildings facing Chesterfield Parkway which allows them to provide articulation. The lot size also allows them to set the buildings further back from the road thus preventing a "canyon effect".

Modification Request

A setback modification from 30 feet to 5 feet is being requested for the area adjacent to the existing parking lot associated with the restaurant to the east.

Utilities

All the utilities needed for the site are available at, or near, the site making it feasible to bring them to the site.

Discussion

Location of Buildings

Chair Hansen asked if the buildings could be moved even further back onto the site. Mr. Doster explained that there are plans for a driveway in the rear and they are trying to avoid cutting any further into the hillside. Current plans are to cut into the hillside just a bit, which will require a retaining wall up to four feet in height. Deeper cuts into the hillside would require more of a retaining wall, which they do not feel is advantageous to anyone.

Chair Hansen stated that with the Urban Core designation, there is a high expectation of exceptional design for the development.

Uses

Councilmember Hurt asked if the number of requested uses is equal to, or more than, the pared-down list of uses on the original request (Parcel C-148B). Mr. Doster replied that the list of uses has been pared down to match the uses approved for The Sheridan.

Councilmember Hurt questioned why drive-thru uses are being requested noting that such uses could affect access points and traffic along Chesterfield Parkway. He also questioned the uses of *kindergarten*, *nursery school*, and *day care center*. Mr. Doster explained that Chesterfield Village, Inc. has vested uses throughout Chesterfield Village under older ordinances, and the Sachs family does not want to give up those uses in the event there is no closing. There is a procedural issue in that the zoning is approved with permitted uses prior to the closing. Consequently, the Sachs family wants to preserve its uses on the site until the buyer actually closes.

Elevations

Referring to the canyon effect, Councilmember Hurt suggested that there may be an advantage to doing a lower elevation at the front of the site and moving back with a stair step approach. He pointed out that the City's Central Park is located nearby and there is some concern that having tall buildings around this area will affect the character of the neighborhood. Mr. Doster replied that they have tried to address the canyon effect by pushing the buildings back as far as feasible from the Parkway. The wings of the development are 84 feet back from the roadway, and the center building is approximately 160-170 feet back compared to The Sheridan being 47 feet from the roadway.

2. Mr. Mark Hallowell, Shelbourne Healthcare Development Group, 403 Meadowbrook Avenue, St. Davids, PA

Mr. Hallowell stated that they feel the current site is more advantageous for the development. He noted that the Missouri Certificate of Need regulations limit the amount

of assisted living that is available. They have a rental model that does not require any buy-in and are at the top of the market in terms of amenities.

Mr. Hallowell confirmed that the approved Certificate of Need has been transferred from the former site to the current site, and that they will also withdraw the appeal from the former site.

3. Mr. Jim Kane, Partner, Shelbourne Healthcare Development Group, 334 Lovella Avenue, Wayne, PA

Mr. Kane provided background information on Shelbourne Healthcare Development Group noting that it was started in 2009 and that the proposed development would be the firm's 15th project. He stated that when they move into a community, they become a big part of it and noted their excitement about their new location.

4. Mr. Jeff Atkins, Volz, Inc., 10849 Indian Head Industrial Blvd., St. Louis, MO stated he was available for any questions regarding engineering.

Councilmember Hurt questioned whether any walkways are being proposed from the development to the mall area which could be used by the residents. Mr. Volz replied that no such walkways have been planned but it was noted that a shuttle service would be provided to the residents.

Councilmember Hurt noted that Mr. Sachs' vision for the area was to have buildings along the Parkway that would be connected to the mall via a skyway.

SPEAKERS IN FAVOR: None

SPEAKERS IN OPPOSITION: None

SPEAKERS – NEUTRAL: None

ISSUES:

1. Use Restrictions/Appropriateness
2. Connectivity
3. Sky exposure plane
4. Certificate of Need
5. High expectation of exception design

Commissioner Wuennenberg read the Closing Comments for the Public Hearings.

V. APPROVAL OF MEETING SUMMARY

Commissioner Midgley made a motion to approve the Meeting Summary of the October 23, 2017 Planning Commission Meeting. The motion was seconded by Commissioner Wuennenberg and **passed by a voice vote of 7 to 0.**

VI. PUBLIC COMMENT - None

VII. SITE PLANS, BUILDING ELEVATIONS AND PLATS

- A. **Friendship Village of West County 9th ASDP:** A request for a 9th Amended Site Development Plan, Amended Landscape Plan, Tree Preservation Plan, Amended Lighting Plan, Architect's Statement of Design, and Architectural Elevations for Friendship Village of West County for a 36.7 acre tract of land zoned "R4" Residence District with a "CUP" Conditional Use Permit at the northwest corner of Olive Boulevard and Arrowhead Estates Lane (17S320478).

Commissioner Rosenauer, representing the Site Plan Committee, made a motion recommending approval of the Amended Site Development Plan, Amended Landscape Plan, Tree Preservation Plan, Amended Lighting Plan, Architect's Statement of Design, and Architectural Elevations for **Friendship Village of West County**. The motion was seconded by **Commissioner Geckeler** and **passed** by a voice vote of 7 to 0.

- B. **Topgolf (16851 N Outer 40) Sign Package:** A request for a Sign Package to establish sign criteria for the Summit – Topgolf Development, Lot B for a 14.75 acre tract of land zoned "PC" Planned Commercial District located north of North Outer 40 Road and east of Boone's Crossing.

Commissioner Rosenauer, representing the Site Plan Committee, made a motion recommending approval of the Sign Package for **Topgolf (16851 N Outer 40)**. The motion was seconded by **Commissioner Midgley** and **passed** by a voice vote of 7 to 0.

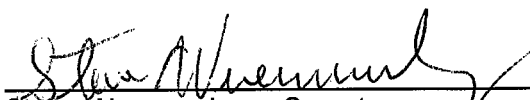
VIII. UNFINISHED BUSINESS - None

IX. NEW BUSINESS - None

X. COMMITTEE REPORTS - None

XI. ADJOURNMENT

The meeting adjourned at 8:13 p.m.


Steve Wuennenberg, Secretary