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Planning Commission Staff Report

Project Type: Site Development Plan

Meeting Date: February 27, 2012

From: Justin Wyse, Senior Planner

Location: N. Outer 40 Road, east of Boone's Crossing

Applicant: T-O Ventures, LLC

Description: Chesterfield Outlets: A Site Development Plan, Landscape Plan, Lighting Plan, and Architectural Elevations for a 48.625 acre tract of land zoned "PC" Planned Commercial District located on the north side of N. Outer 40 Road, east of Boone's Crossing.

PROPOSAL SUMMARY

Stock and Associates Consulting Engineers, Inc., on behalf of T-O Ventures, LLC, has submitted a Site Development Plan, Landscape Plan, Lighting Plan and Architectural Elevations for a 472,282 square foot retail development along N. Outer 40 Road, west of the existing ice rink. The request would permit the development of an outlet retail center with internally oriented buildings and open pedestrian streets / courtyards. General structure materials will be brick, stone, EIFs and tilt up concrete with aluminum and glass store fronts.

LAND USE AND ZONING HISTORY OF THE SUBJECT SITE

St. Louis County zoned the subject site "NU" Non-Urban District in 1965. On November 21, 2011, the City of Chesterfield approved Ordinance 2682, which zoned the subject site from a "NU" Non-Urban District to a "PC" Planned Commercial District.

Land Use and Zoning of Surrounding Properties

| Direction | Land Use | Zoning |
|-----------|---------------------------|--------------------------------------|
| North | Levee / Trail | "FPNU" Floodplain Non-Urban District |
| South | N. Outer 40 Road and I-64 | n/a |
| East | Ice Rink | "PC" Planned Commercial District |
| West | Office / Bank | "PC" Planned Commercial District |



STAFF ANALYSIS

Zoning

The subject site is currently zoned "PC" Planned Commercial District under the terms and conditions of City of Chesterfield Ordinance Number 2682. The submittal was reviewed against the requirements of Ordinance 2682 and all applicable Zoning Ordinance requirements and the proposed development adheres to the applicable requirements.

City of Chesterfield Ordinance 2682 allows for a maximum of 500,000 square feet of gross floor area to be constructed on the site. The proposed plans indicate a 472,282 square foot development located in several buildings designed to create a pedestrian street interior to the site.

The Planned District ordinance also restricts the maximum tenant size to no more than 75,000 square feet. Staff will review tenants on a case by case basis as applications for Municipal Zoning Approval are submitted to the City of Chesterfield.

Traffic Access and Circulation

Proposed access to the site is provided by four points along N. Outer 40 Road. MoDOT, St. Louis County Department of Highways and Traffic and the City of Chesterfield Department of Planning, Public Works and Parks have all reviewed the proposed access points and all issues have been resolved.

Additionally, a traffic study was submitted to all necessary agencies and has been approved. As part of this study, improvements were identified that will be required to maintain appropriate operations along the public roadways. The following is a summary of the improvements that will be constructed as part of this development.

North Outer 40 Road at Boone's Crossing:

- Install traffic signal.
- Widen the east leg to provide two eastbound through lanes and two westbound lanes.
- Widen the west leg as required for through lane transitions.

WB I-64 Ramps and Boone's Crossing:

- Increase the storage length of the three exit ramp lanes.
- Reconstruct the medians on the north and south legs to provide a third southbound through lane.
- Upgrade traffic signal equipment and timing plans to coordinate the four signals on Boone's Crossing between North Outer 40 Road and Chesterfield Airport Road.

North Outer 40 Road:

- Extend the four-lane widening on North Outer 40 Road from Boone's Crossing east to the location of Access Driveway 2 which will permit all traffic movements.
- Construct a curbed median on a segment of North Outer 40 Road to restrict traffic movements at Access Driveway 1 to right turns in and out.

Open Space

City of Chesterfield Ordinance 2682 requires a minimum of 30% open space for the development if the required storm water improvements along the southern frontage of the site are enclosed (35% is required if the improvements are not enclosed). The proposed development encloses the required improvements, thus complying with the condition to allow for 30% open space. The proposed development exceeds the minimum open space requirement and proposes 33.5% open space.

Landscaping

The subject site provides a host of limitations and challenges for the provision of landscaping. The presence of the levee located immediately north of the site, the Protective Excavation Zone that extends well into the proposed parking area, and the sandy soil types place large restrictions on location and types of trees that are utilized. As part of ensuring and preserving the integrity of the levee, the proposed tree line in the parking lot is the northern most area available for tree planting. This will protect the Protective Excavation Zone from tree root penetration. In order to help minimize the lack of trees on the northern portions of the site, the proposal includes numerous plants, shrubs, and decorative grasses. Vegetative screens are also included along the southern façade of the building to screen mechanical equipment and add vertical landscaping along the front of the building. Overall, the plan includes 134 deciduous trees, 84 evergreen trees, 119 flowering trees, and nearly 1,900 shrubs.

Parking Lot Landscaping

As mentioned previously, the subject site is heavily restricted with respect to areas appropriate for landscaping due to the proximity to the levee. Islands are provided within the parking field, as required by the City of Chesterfield Tree Preservation and Landscape Requirements Ordinance, which help to break up the large expanses of parking area. While these islands are often restricted from tree planting, the proposal includes plantings that do not penetrate the Protective Excavation Zone.

Landscape Buffer

The Tree Preservation and Landscape Requirements ordinance requires a 30 foot landscape buffer along N. Outer 40 Rd. The proposed development of Chesterfield Outlets exceeds this requirement along the entire frontage. The buffer includes various landscaping including trees and lower lying landscaping (e.g. bushes, grasses).

The western portion of the frontage along N. Outer 40 does not provide plantings within the buffer area. This is due to the Protective Excavation Zone and sight distance

requirements associated with the geometrics of N. Outer 40 Road / the western most driveway.

Internal Landscaping

The proposed Landscape Plan includes numerous planting within the pedestrian mall area of the development. Plantings are generally accommodated in the middle area of the pedestrian area helping to soften the interior of the development. The proposed landscaping is detailed on the landscape plans.

Lighting

The proposed lighting for the development includes numerous utilitarian and architectural lighting fixtures.

Parking Lot Lighting

The parking lot includes 93 fixtures mounted on 24 foot (including the fixture) standards. City of Chesterfield Ordinance 2228 (the Lighting Ordinance) requires that lighting along I-64 not exceed 30 feet in height. Staff has reviewed the submitted photometric plans for the development, including parking lot lighting, and has no issues.

Internal Pedestrian Street Lighting

To supplement the building mounted lighting on the interior of the development, the development proposes Quadrolisk lighting fixtures. These fixtures (see plan sheet LT-03), in addition to providing necessary light, seek to enhance the development's goal of creating a pedestrian street within the development.

It should be noted that the proposed fixtures are not flat lens fixtures. However, as is illustrated on the plan sheet LT-03, the fixtures will have top shielding and will be installed below the building roof line to preclude light from escaping the interior of the development. (For more information, see *Proposed Fixtures – Required Exemptions* on the next page.)

Building Mounted Lighting

The development proposes to utilize numerous light fixtures and arrangements to provide required lighting for safety purposes and to enhance the architectural design of the development. Several of these light fixtures do not meet the strict requirements of the lighting ordinance for design, but seek to be allowed under Section 4.6) which requires that all accent lighting be approved by the Planning Commission and Section 13.2) of Ordinance 2228 which states:

The Planning Commission may approve decorative light fixtures as an alternative to shielded fixtures when it can be proven that there will be no off-site glare light trespass in excess of .5 foot candle and the proposed fixtures will improve the appearance of the site.

In order to clarify the visual impact of these fixtures, the development team has included several diagrams that show how the fixtures will be utilized in enhancing the architecture of the building. Additionally, the submitted photometric plans for the development include these fixtures to verify that no light trespass will occur with the addition of these fixtures.

Proposed Fixtures – Required Exemptions

As mentioned above, several proposed lighting fixtures will require Planning Commission approval under the above referenced section of the Lighting Ordinance.

| Fixture Reference | Name of Fixture | Proposed Location | Plan Sheet Diagram Reference | Notes |
|-------------------|-----------------|----------------------------|------------------------------|---|
| FX1 | Lumenpulse | Entrance locations | LT-02 LT-04 LT-05 | Decorative lighting. |
| FX4 | modaLIGHT | Entrance locations | LT-02 LT-04 | Decorative lighting. |
| FX7 | Quadrolisk | Internal pedestrian street | LT-03 LT-05 | Light completely contained within building area. |
| FX8 | Sistemalux | South side of buildings | LT-02 LT-04 LT-05 | Lighting will be oriented downward and define areas to guide vehicles and pedestrians. |
| FX9 | Yosemite Series | Entrance locations | LT-04 | The lights will direct light onto the buildings and all light will be completed contained to eliminate up-lighting. |

| Fixture Reference | Name of Fixture | Proposed Location | Plan Sheet Diagram Reference | Notes |
|-------------------|------------------------------|--------------------|------------------------------|--|
| FX10 | Stringlite | Entrance locations | LT-02 | Lighting will be setback from initial entrance to pedestrian street and will provide lighting over walk areas. |
| FX12 | Plates Collection - Recessed | Entrance locations | LT-02 | Decorative lighting. |

Staff and Architectural Review Board Review of Lighting

As is the case with all lighting plans, Staff has reviewed the submitted lighting plans, including the above mentioned features, for consistency with the applicable codes. Staff has no issues with the plans as submitted and presented to the Planning Commission.

The lighting plan was presented, in conjunction with other required materials, to the City of Chesterfield Architectural Review Board (ARB). No concerns or issues were raised by ARB with respect to the lighting.

Architectural Elevations

The proposed retail outlet structures will be constructed of thin-brick veneer, synthetic stone and painted / textured concrete tiltwall. The proposed design of the development seeks to provide an internal pedestrian shopping street. As individual tenants are accessed from the internal pedestrian street, utilitarian features of the building are forced to the exterior of the development. The proposed design attempts to incorporate Trextrim screening and vegetative walls to screen these areas from the public realm while providing a visually pleasing development consistent with the high quality buildings in the area.

Interior tenant spaces will be primary (~80%) constructed as shown in the provided elevations, while the remainder (~20%) of the areas will allow for a more customizable area to meet tenant needs. It is important to note that this flexibility only pertains to the interior of the development; all exterior elevations will be constructed as shown in the submitted elevations.

The project was reviewed by the Architectural Review Board on February 9, 2012. During the meeting, the Board generated comments/recommendations for the petitioner to consider and address accordingly. A motion was passed to forward the project to Planning Commission with a recommendation for approval by a vote of 5-0.

The following recommendations were made by the Architectural Review Board:

1. Provide additional architectural detailing on the east side of the building similar to the west and south sides.

Changes have been made to the proposed eastern elevation of the eastern most building (Building P). Initially, this elevation consisted primarily of exposed painted concrete tiltwall with painted concrete accent bands. To address this comment, the proposed elevations now breaks the eastern façade up and includes brick veneer segments in addition to concrete tiltwall.

2. Trash enclosures will only be located on the north side of the development.

All trash locations are shown on the submitted plan on the north side of the development. Additionally, a general note has been included on the plans that trash areas will only be included north of the proposed buildings.

3. Transformers on the south side of the building will be completely contained within the screened walls adjacent to the retail development.

A general note has been included on the plans to this effect. Additionally, future applications for zoning approval for building permits will be required to provide verification that transformers will be completely screened.

4. Roof drains, gutters, and downspouts on the south side of the development will be internal.

The submitted elevations reflect that no exterior mounted drains are proposed on the southern elevations. A general note has been included on the plans to clarify these drains will be internal.

5. The petitioner will provide bike racks along the north side facing the levee trail.

A bicycle rack has been added to the northwest portion of the site adjacent to the connection between the parking area and the levee trail.

6. Planting materials on the green screens located on the south side of the building should be clarified and provide year round coverage.

Proposed planting is included on the landscape plans for the screens. The screens are proposed to be plantings with an English Ivy (evergreen) to help provide screening during all times of the year. The City Arborist has reviewed the proposed vegetation and had no concerns.

7. All wall mounted utilities will be painted to match the building and they will be installed below the height of the screen wall. Any piping, conduit, etc., that needs to be mounted above the screening or that needs to be continued up to the roof line, is to be integrated into the exterior facade.

A general note has been added to plans. Additionally, staff will review all submittals for building permits and follow-up with site inspections to ensure compliance.

8. Roof screening materials are required to screen equipment on all four sides.

Details for the proposed rooftop screens are included on the SDP and Elevations. A general note has been included on the SDP that rooftop mechanical equipment will be screened from all directions.

9. Additional architectural detailing materials and/or the inclusion of storefront or spandrel glass at the entry portals on the south side as well as pedestrian access ways between the buildings should be included;

and

10. Alternate materials or finishes should be included / increased to reduce the amount of painted tilt up concrete.

The submitted elevations include changes numerous changes along the southern building, as requested by the Architectural Review Board. The proposed elevations seek to combine these two comments from the Board, by (1) including storefront glass in areas previously proposed EIF's infill panels, and (2) replacing highly visible portions of concrete tiltwall with either brick or stone.

As illustrated on the elevations submitted to the Commission, the elevations now include storefront glass panels at the lower recessed panels at each of the towers at the eight entry plaza locations along the southern elevation..

In addition to including glass in these high visibility locations, all entrance locations on southern, eastern, and western façades (with one exception) also proposed to replace sections of previously proposed concrete tiltwall with brick and stone veneer walls. The change has been concentrated in these areas as they are the most visible locations of

the building that were previously proposed as concrete tiltwall. Section 1003.177.11.b.(8) includes the standard that entry areas should include features that indicate the building's entry points. The proposed areas for 'upgraded' materials seek to further the previously proposed features (in addition to the storefront glass noted above) resulting in well defined, high quality areas at all entry locations along the southern façade of the development.

Building J, as identified on the submitted elevations, does not include the replacement of concrete tiltwall. However, in reviewing the plans, this area of the development is proposed as a screened vending area.

Comprehensive Plan

The City of Chesterfield Comprehensive Plan, among other items, includes policies for commercial development.

Plan Policy 3.1.1 Quality of Design - Overall design standards should provide for smaller scale, mixed-use, project-oriented developments. Developments should emphasize architectural design, pedestrian circulation, landscaping, open space, innovative parking solutions and landscape buffering between any adjacent residential uses.

The proposed development of Chesterfield Outlets includes design features (building off-sets, vertical articulation, and variation in material) in an attempt to reduce the visual length of the project while incorporating the vision of a pedestrian shopping street that includes retail and food court opportunities. Once arriving at the location, which is anticipated to occur primarily by private vehicle, the pedestrian experience is emphasized. The interior of the center includes lighting, architectural features, and amenities that focus on creating a shopping experience.

Plan Policy 3.3 "Strip Commercial" Development - "Strip commercial" developments are characterized by independently-sited freestanding buildings. These retail or office centers compound problems of vehicular and pedestrian access and creates an unattractive and disjointed appearance, resulting in conflicts with adjacent residential use. This type of commercial development is not encouraged. Retail and office uses that are focused and contained at selected well-defined commercial centers, or "nodes," are recommended.

While the form of the proposed development of Chesterfield Outlets is a long, linear design, care has been taken to incorporate several buildings into one cohesive development. This will reduce the need for shoppers to drive to individual stores. Rather, shoppers will arrive via automobile (primarily), park their vehicle, and shop at

various locations within the development before returning to their vehicle for another vehicular trip.

Plan Policy 3.5 Chesterfield Valley - Private development and public infrastructure investments in Chesterfield Valley should correspond with the guidelines and recommendations defined in the Chesterfield Valley Master Plan as adopted by the Planning Commission on February 8, 1999; June 11, 2001 and this Comprehensive Plan.

The Chesterfield Valley Master Plan included improvements that are necessary to facilitate the development of the Chesterfield Valley. This plan included a Collector-Distributor (CD) roadway system that would run parallel to the Interstate and facilitate operations of the transportation network. This CD roadway concept was included in the plan based on a study of the proposed access locations (i.e. Spirit of St. Louis Blvd., Long Rd., Boone's Crossing, and Baxter Rd.) and the requirement mandated by the Federal Highway Administration (FHWA) that the plans include, among other improvements, the CD roadway system. In order to ensure the proposed development of Chesterfield Outlets does not conflict with these plans, Staff has worked closely with MoDOT (who has also worked with FHWA) to ensure the Chesterfield Valley Master Access Plan remains valid. Through this process, Staff has received correspondence from MoDOT that "MoDOT has reviewed and approved the traffic impact study for the Chesterfield Outlets development on January 10, 2012 because we do not believe this is inconsistent with the Chesterfield Valley Master [Access] Plan."

Plan Policy 7.2 Multi-Modal Transportation Design - Sites should be designed for all types of transportation choices including pedestrian, bicycle, mass transit, and vehicular. Sites should be designed to provide for pedestrian, bicycle, mass transit, and vehicular interconnectivity to adjacent sites.

Given the location of the levee trail, the proposed development includes several locations for access between the trail and the development. As mentioned previously, bicycle parking is also included on the northwestern side of the site, as recommended by ARB.

DEPARTMENT INPUT

Staff has reviewed the Site Development Plan, Landscape Plan, Lighting Plan and Architectural Elevations and has found the application to be in conformance with the site specific ordinance and all other applicable Zoning Ordinance requirements. Upon a determination that the proposed changes adequately address the recommendations of

the Architectural Review Board, Staff recommends approval of the proposal as presented.

MOTION

The following options are provided to the Planning Commission for consideration relative to this application:

- 1) "I move to approve (or deny) the Site Development Plan, Landscape Plan, Lighting Plan and Architectural Elevations for Chesterfield Outlets.
- 2) "I move to approve the Site Development Plan, Landscape Plan, Lighting Plan and Architectural Elevations for Chesterfield Outlets with the following conditions..." (Conditions may be added, eliminated, altered or modified)

Cc: Michael G. Herring, City Administrator
Rob Heggie, City Attorney
Michael O. Geisel, Director of Planning, Public Works, and Parks
Aimee Nassif, Planning and Development Services Director

Attachments: Site Development Plan
Landscape Plan
Lighting Plan
Architectural Elevations