Memorandum Department of Planning & Public Works

To: Planning and Public Works Committee

From: Justin Wyse, Senior Planner

Date: May 24, 2011



RE: P.Z. 02-2011 Chesterfield Senior Living (Plan Provisions, LLC): Power of Review on a request for a Conditional Use Permit (CUP) in an "E-1" Estate One Acre District to allow for a Nursing and Group Home for the Elderly use on an 8.04 acre tract of land located north of Wild Horse Creek Road west of Long Road (18V510138).

<u>Summary</u>

Civil Engineering Design Consultants (CEDC), on behalf of Plan Provisions, LLC, is requesting a Conditional Use Permit (CUP) in an "E-1" Estate One Acre District to allow for a Nursing and Group Home for the Elderly use.

The Planning Commission, by a vote of 8-0, approved of the request for a Conditional Use Permit with the inclusion of the conditions presented by Staff in Conditional Use Permit #34 at the May 9, 2011 Planning Commission meeting.

After receiving the official report from the Planning Commission meeting, City Councilmembers have 15 days in which they can exercise Power of Review. Councilmember Connie Fults, representing Ward IV, exercised Power of Review on May 11, 2011. The motion for Power of Review was before the City Council on May 16, 2011. The motion to approve Power of Review and forward the project to the Planning and Public Works Committee was unanimously approved.

Attached please find the Staff Vote Report, Conditional Use Permit #34 as approved by the Planning Commission and a copy of the Preliminary Plan.

Respectfully submitted,

Justin Wyse, AICP Senior Planner

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



VIII. A.

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PLANNING COMMISSION VOTE REPORT

SUBJECT:	Conditional Use Permit Vote Report
MEETING DATE:	May 9, 2011
FROM:	Justin Wyse, AICP Senior Planner
LOCATION:	17655 Wild Horse Creek Road
PETITION:	P.Z. 02-2011 Chesterfield Senior Living (Plan Provisions, LLC.)

PROPOSAL SUMMARY

Civil Engineering Design Consultants (CEDC), on behalf of Plan Provisions, LLC, is requesting a Conditional Use Permit (CUP) in an "E-1" Estate One Acre District to allow for a nursing home use. The proposal includes two buildings totaling a maximum of 105,000 square feet on an 8.04 acre tract of land. Building 'A' is proposed as a three-story building that will house 33 independent living units. Building 'B' is proposed as a two-story building that will include a maximum of 87 units. These units will include assisted, memory care, and skilled care units.

The request is for a Conditional Use Permit and no change of zoning is being requested in P.Z. 02-2011. A separate Petition, P.Z. 11-2010, has been previously submitted requesting a change in zoning to the "E-1" Estate One Acre District. <u>Section 1003.181</u> <u>states that when a Petition for a Conditional Use Permit is filed in conjunction with a</u> <u>Petition for a change in zoning, the permit shall not become effective until the date of</u> <u>enactment of the ordinance authorizing the zoning change</u>. The second reading for the change in zoning is scheduled for the May 16, 2011 City Council meeting.

SURROUNDING LAND USE AND ZONING

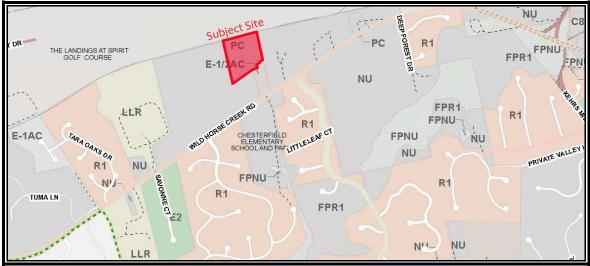
The land use and zoning for the properties surrounding this parcel are as follows:

P.Z. 02-2011 Chesterfield Senior Living (Plan Provisions, LLC)

- North: The property to the north is Spirit of St. Louis Airport (the Landings at Spirit Golf Club) and is zoned "M-3" Planned Industrial District.
- South: The property to the south is the Wild Horse Child Care Center and is zoned "E-Half" Estate Half Acre District.
- East: The property to the east is zoned "NU" Non-Urban District.
- West: The property to the west is zoned "NU" Non-Urban District.



Aerial image of subject site and surrounding area



Subject site and adjacent site zoning

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Looking west along the southern property line of the subject site



Looking west across the subject site



Looking north along the western property line of the subject site



Looking northwest across the subject site

CONDITIONAL USE PERMIT PROCEDURE

The procedure for review and approval of a conditional use permit is set forth in Section 1003.181 of the Zoning Ordinance as follows:

- A Public Hearing is held at which time, unless further discussion is deemed necessary by the Commission, a vote is taken on the requested conditional use.
- If the Planning Commission votes to approve a conditional use, the Commission may impose conditions related to the requested conditional use as necessary.
- Unless the City Council exercises its power of review or a protest is duly filed with the City Clerk, the Conditional Use Permit (CUP) will become effective after 15 days of the City Council's receipt of the Planning Commission's report granting the application.

- If the Commission votes to deny a conditional use, the City Council may still exercise its power of review or the applicant may file an appeal within 15 days of the Planning Commission decision.
- Where action on a CUP is taken prior to final action on a change in zoning, the permit is not effective until and unless the change in zoning is approved.

A preliminary plan accompanies all conditional use permit requests. When a vote is taken on the conditional use request, the vote is to approve the use(s), not to approve the accompanying preliminary plan which is provided for informational purposes only.

In the event that the Conditional Use Permit is granted, the Petitioner would then be required to submit a Site Development Plan, Landscape Plan, Lighting Plan, and Architectural Elevations for review by Staff, the Architectural Review Board, and the Planning Commission for review.

ZONING ANALYSIS

Traffic Impact Analysis

The subject site currently allows for a 30,000 square foot neighborhood office development. During the review of the request for a neighborhood office development, a traffic study was submitted by the Petitioner. This study found the proposed development of 48,000 square feet (24,000 square feet of medical office and 24,000 square feet of general office) would add 1,135 daily trips to Wild Horse Creek Road. Based on an accepted methodology, this included 100 trips in the A.M. peak hour and 125 trips in the P.M. peak hour. The study stated that, "Conditions along Wild Horse Creek Road itself would be relatively unaffected by the additional traffic generated by the proposed office park."

Staff has prepared the following information to compare the traffic impact of a 120 unit development that includes independent, assisted, and skilled nursing on the site with the previously studied office development (please note that the previous study included a 48,000 square foot development while only 30,000 square feet was approved). Also important to highlight, the City of Chesterfield Travel Demand Model assumes office use for this site with a density consistent with the requirements of City of Chesterfield Ordinance 2378.

The table on the next page is based on information provided in the previous traffic study for this site and information published in the Institute of Transportation Engineers' (ITE) report title *Trip Generation*. Based on this information, the proposed development of

the nursing home would have a much smaller impact to the roadway operations than the previously studied office development.

It should also be noted that new data was published by ITE between the submittal of the traffic study for the 48,000 square foot office development and the current proposal. This new data, coupled with a slightly different methodology, accounts for the seemingly erroneous differences between some of the data.

Use	Density	Total Trips	A.M. Trips	P.M. Trips
Office ¹	48,000	1,135	100	125
Office ²	30,000	850	75	140
Office ³	30,000	1,085	70	115
Office ⁴	30,000	525	70	45
Nursing Home⁵	120 units	355	20	30

¹ Assuming 24,000 square feet of medical office and 24,000 square feet of general office.

² Assuming 15,000 square feet of medical office and 15,000 square feet of general office.

³ Assuming 30,000 square feet of general office.

⁴ Assuming 30,000 square feet of medical office.

5 Using Continuing Care Retirement Center Land Use from ITE

The table above uses data published by ITE in the 8th Edition of *Trip Generation: An ITE Informational Report*. This resource is widely recognized as a legitimate source of trip generation data and is used widely when more specific data is not available. The manual describes the use as follows:

Continuing care retirement communities (CCRCs) are land uses that provide multiple elements of senior adult living. CCRCs combine aspects of independent living with increased care, as lifestyle needs change with time. Housing options may include various combinations of senior adult (detached), senior adult (attached), congregate care, assisted living and skilled nursing care – aimed at allowing the residents to live in one community as their medical needs change. The communities may also contain special services such as medical, dining, recreational and some limited, supporting retail facilities. CCRCs are usually self-contained villages.

As can be seen in the table, the traffic impact of a senior living facility would be expected to have a significantly smaller impact on the roadway network than an office development. The independent variable used to determine trip generation data for

nursing homes differs from the variable used to determine trip generation for an office use. While both use density as the independent variable to project trip generation. This is due to study on the characteristics of various uses to determine the independent variable that has the greatest impact or correlation on trip generation. In the case of a nursing home, it has been found that the appropriate measure of density is the number of beds rather than square footage of building. This is consistent with the methodology employed by the City of Chesterfield in regulating density in residential developments.

Roadway Improvements / Dedication

An east-west loop road is planned for this area. As shown on the Preliminary Plan, the petitioner will be dedicating approximately half an acre of land for the construction of this roadway. The petitioner will be required to construct a portion of this roadway with addition construction as development occurs in the area. The east-west loop road will allow for access to be provided to the subject site as well as various other properties in the area. This will limit the access points required off Wild Horse Creek Road, thus helping to preserve traffic conditions on Wild Horse Creek Road.

Open Space

The Preliminary Plan submitted with the petition for a Conditional Use Permit shows the site will provide approximate 63% open space. Based on a review of the existing developments in the area, Staff believes the proposed open space is consistent with the expectations for the area.

Floor Area Ratio

Floor Area Ratio (FAR) as presented in this report is not a measure of density. In the case of a senior living facility, there is some correlation between the FAR and the density as the State of Missouri has numerous requirements for provisions of area based on a per bed review (e.g. *x* number of square feet of bedroom, *y* square feet of common area, etc.). As used in this report, FAR is used as a measure of the relative intensity of development on the subject site compared to the surrounding area and similar developments. It should be noted that no two projects are ever alike, even if the density or FAR are identical. Buildings of equal FAR, for example, can have significant differences in appearance depending on the site, landscaping and architecture. The same is true of projects with an equal number of dwelling units per acre.

The Preliminary Plan depicts two buildings totaling 105,000 square feet on the 8.04 acre tract of land. The proposed size of the buildings on the site results in a Floor Area Ratio exceeding the typical development in the area and of the approved square footage currently permitted on the site under City of Chesterfield Ordinance 2378. The table below shows a comparison of the proposed Chesterfield Senior Living with other senior

living facilities in the City of Chesterfield. It should be highlighted that Friendship Village and Gardenview Care Center are not included in this comparison due to a lack of appropriate data. Additionally, the F.A.R. for the Willows at Brooking Park does not include floor area for 14 villas. Including these villas would increase the floor area.

Development	# of Units	Zoning	Bldg Area	Site Area	FAR
Delmar Gardens	275	"NU" CUP	109,850	11.17	0.23
Willows at Brooking Park	198 *	"R1" / "R3"	147,961	15.38	
Sunrise	76	"R-6" CUP	55 <i>,</i> 985	3.21	0.40
Surrey Place	175	"R-1A" CUP	101,622	10.75	0.22
Westchester House	231	"R-2" CUP	143,000	16.17	0.20
Chesterfield Senior Living	120	"E-1" CUP	105,000	7.47	0.32

* Development includes 14 villas (not included in F.A.R.)

<u>Architecture</u>

The proposed development of the subject site as a senior living facility would be subject to architectural review prior to approval or construction of any new structure on the site. Section 1003.177 requires all new construction to be reviewed Staff, the Architectural Review Board, and the Planning Commission prior to approval of any new structure on the subject site. This review will be conducted as part of the site plan review process.

COMPREHENSIVE PLAN ANALYSIS

The Comprehensive Plan Land Use Map depicts the subject site as being located within the Wild Horse Creek Road Sub Area and delineates the subject site in the *Neighborhood Office* area. In addition to the general plan policies of the Comprehensive Plan, this area has specific policies that are identified. These policies include items such as the development of an internal roadway system, maintaining the character of the area, pedestrian circulation, preservation of natural areas and slopes, and others. Below are Plan Policies that relate to the request.

<u>Plan Policy 11.2: Maintenance of Wild Horse Creek Road Character</u> - In an effort to maintain the scenic character of Wild Horse Creek Road, all development should be set back from the road and screened from view.

The subject site is located approximately ten feet lower in elevation than Wild Horse Creek Road. The difference in elevation, the development of the child care center located between the subject site and Wild Horse Creek Road, the approximately 400-500 foot setback of the subject site from Wild Horse Creek Road, and an increased landscape buffer along the southern frontage will help to minimize the visual impact of the proposed development.

<u>Plan Policy 11.6 Preservation of Slopes</u> – Slopes in excess of twenty percent (20%) should not be developed.

The proposed design attempts to balance the goal of increased setbacks with the goal of reducing development on steep slopes. The plan does include some development on the northwestern portion of the bluff. This area will be used for stormwater management to address water traveling down the bluffs to protect adjacent properties. This infrastructure has been located on a previously disturbed area to avoid additional disturbance.

<u>Plan Policy 11.8.1 Building Style</u> - Architectural design shall be compatible with the developing character of the neighboring area. Design compatibility includes complementary building style, form, size, color and materials.

Any structures constructed on this will be required to be reviewed by Staff, the Architectural Review Board, and Planning Commission prior to plan approval. The recently adopted Architectural Review Board standards include standards for the development of multi-family architecture. These include that individual dwelling units should be architecturally expressed, monotonous / institutional designs should be avoided, and that the scale, proportion and character of the predominant neighborhood should be respected. These standards will be utilized to ensure architecturally compatible building is constructed on the site.

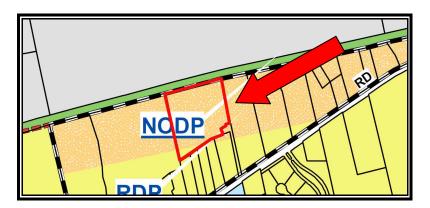
<u>Plan Policy 11.8.2 Open Space</u> - Project design should emphasize open space and preservation of natural features. Open Space includes preserved natural features, grass areas, landscaped areas, water features or drainage ditches, sidewalks and plaza areas or seating; but specifically excludes any portion of a site covered by a building, any paved area for vehicular circulation or parking, and any outdoor storage areas.

The subject site is proposing to provide 63% open space for the site. This exceeds the required open space for the office development currently permitted on the subject site.

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Proposed Use(s)

Appropriate uses for this area identified in Land Use Element of the Comprehensive Plan and include general, dental, and medical offices excluding surgical centers. While the Comprehensive Plan does not specifically recommend the requested use for this area, no conflicts between the requested use and the uses identified in the Comprehensive Plan are anticipated.



DEPARTMENT INPUT

The *Statement of intent* of the Conditional Use Permit states:

It is hereby declared that certain land uses and developments present unique problems with respect to their proper location and relationship to other land uses. Therefore, analysis and judgment of the consequences of each development and use is necessary to preserve and to promote the public health, safety, and general welfare. Such land uses and developments are identified in each particular zoning district under conditional land use and development permits issued by the Commission.

Staff has prepared the attached Conditional Use Permit (CUP) #34 based on a review of the request and the intent of the Conditional Use Permit. The following is a summary of the conditions included in the permit and reason why each condition is being included.

Condition	Rationale
Density –	This condition allows for a density consistent with densities permitted within the City of Chesterfield Zoning Ordinance. It should again be noted that density and Floor Area Ratio measure different impacts of the development. Consistent with other CUPs for senior living facilities and the methodology for regulating residential land uses, floor area has not been included in the CUP.
Setbacks –	Two modifications are included to setbacks in the CUP. The first requires structures to maintain a 15 foot setback between structures. This modification allows for the design as proposed on the Preliminary Plan while ensure adequate setbacks from adjoining properties. The second modification allows parking to be setback a minimum of 50 feet from any roadway. This allows the parking to be distributed around the site, avoiding an accumulation of parking areas. All other setbacks will be governed by the "E-1" Estate District.
Signage –	In order to ensure compatibility of signage with the surrounding area and to implement the Comprehensive Plan, a condition requiring a Sign Package for this site is included.
Reforestation –	A reforestation effort is included to implement the goals of the Comprehensive Plan and to reestablish previously disturbed bluff area on the site.
Landscape Buffer –	A condition requiring an increased landscape buffer is included in the CUP and also shown on the Preliminary Plan. This condition will help to mitigate the visual impact of building scale proposed on the site.
Roadway Improvements –	Several conditions are included to require the dedication and construction of an east-west loop road. This condition will implement the goals of the Comprehensive Plan, ease congestion on Wild Horse Creek Road, and provide future access to abutting properties.
Stormwater –	A condition requiring extraordinary measures be taken to ensure protection of slopes and impact on neighboring properties is included.

Condition	Rationale
Noise –	To conditions are required regarding noise. First, an avigation
	easement will be required prior to site plan approval. Second, disclosure regarding the proximity of the airport and the potential for noise to all prospective residents is required. This is consistent with Federal Aviation Administration (FAA) requirements.

With the conditions above included in Conditional Use Permit #34, Staff recommends approve of P.Z. 02-2011 Chesterfield Senior Living (Plan Provisions, LLC).

While the use is not specifically mentioned as an appropriate use in the Comprehensive Plan, Staff does not believe the proposed use of the subject site as a nursing and group home for the elderly is inconsistent with the land use map in the Comprehensive Plan. There are several similar uses within the City that operate in a variety of settings. Developments of similar use and scale exist which abut residential uses and no inherent conflicts have been noted by Staff.

The proposed development addresses many of the goals included in the Comprehensive Plan. Most notably the proposal addresses the goals of preservation of slopes and natural areas, provisions for an internal loop road, and increased amounts of open space. The Comprehensive Plan also notes the preservation of the character of the area. With the setback from Wild Horse Creek Road and the provision for increased landscape buffering along the southern frontage of the property, Staff believes the request is consistent with the intent of the Comprehensive Plan. Consistency of proposed buildings on the site with the surrounding area will be addressed during the site plan review process.

REQUEST

Staff has reviewed the requested change in zoning by CEDC, on behalf of Plan Provisions, LLC, and the Conditional Use Permit as written adheres to all applicable requirements of the City of Chesterfield. Staff requests action on P.Z. 02-2011 Chesterfield Senior Living (Plan Provisions, LLC.).

Attachments

- 1. Conditional Use Permit #34
- 2. Preliminary Plan

CONDITIONAL USE PERMIT #34

Petition:	P.Z. 02-2011 Chesterfield Senior Living (Plan Provisions, LLC)
Public Hearing Date:	May 9, 2011
Site Location:	17655 Wild Horse Creek Road
Acreage for CUP:	8.04 acres

Underlying Zoning District: "E-1" Estate One Acre District

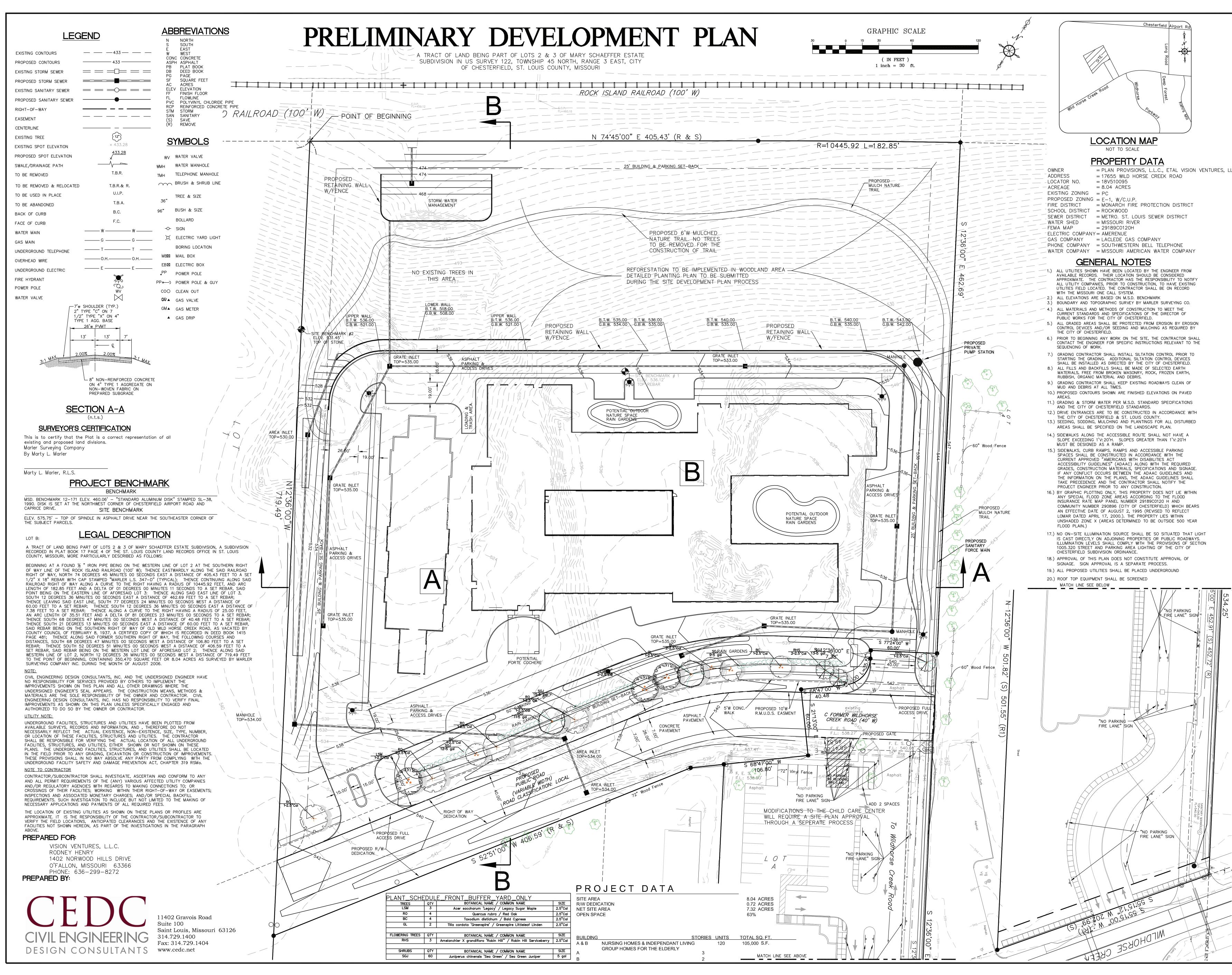
All provisions of the City of Chesterfield City Code shall apply to this development except as specifically modified below:

- 1. *Nursing and group homes for the elderly* use shall be permitted as a conditional use in this development.
- 2. A maximum of 120 units shall be permitted in this development, of which, no more than 33 units shall be for independent senior living.
- 3. The Maximum floor area for this development shall not exceed 105,000 square feet.
- 4. Setbacks:
 - a. The minimum setback between structures shall be fifteen (15) feet.
 - b. The minimum parking lot setback from any road shall be fifty (50) feet, as depicted on the Preliminary Plan.
- 5. A minimum of 55% open space shall be provided.
- 6. A Sign Package will be required reflecting the residential character of the area.
- 7. A reforestation plan for the bluffs, including the area previously disturbed, shall be submitted with the landscape plan for this development. Native tree species and understory should be utilized.
- 8. A landscape buffer, substantially conforming to the buffer shown on the Preliminary Plan shall be required along the southern frontage of the development.
- 9. Provide a minimum of a 40 foot right of way, with 10 foot minimum roadway improvement, maintenance, utility, drainage and sidewalk easement on the north side for the portion of the proposed east-west loop road. The right of way shall be aligned with the dedicated right of way to the east and extend to the southern property line of the site to provide access to those properties in the future. Construct a 26 foot pavement with 7 foot shoulders on both sides with appurtenant storm drainage facilities and turn lanes as required by the Department of Planning, Public Works and Parks.

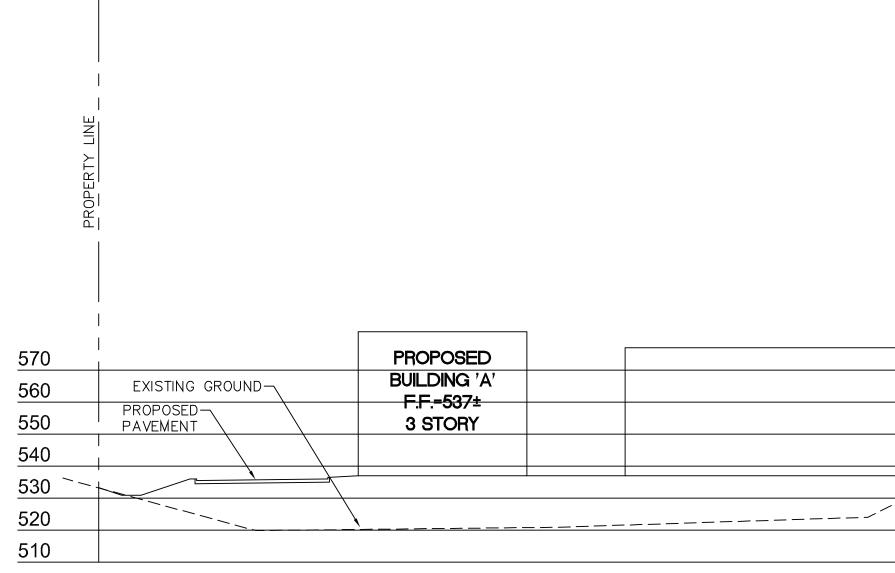
- 10. Cost of construction of the south half of the road and appurtenant storm drainage facilities west of the Wild Horse Child Care Center site shall be the responsibility of others. As directed by the City of Chesterfield, the developer shall either construct full-width improvements for a portion of the length of the east-west loop road which roughly equates to his cost of construction of one-half the entire length or construct the full-width improvements for the entire length and be reimbursed for costs in excess of his share.
- 11. All required roadway and related improvements shall be constructed or guaranteed in a manner acceptable to the City of Chesterfield prior to the:
 - a. Issuance of an occupancy permit for the 84th unit, or
 - b. Issuance of building permits for the 100th unit, or
 - c. Five years from the approval of this Conditional Use Permit, whichever is sooner.
- 12. Provide a 5 foot wide sidewalk, conforming to ADA standards, along the north side of the east-west loop road as directed by the City of Chesterfield.
- 13. Street lights shall be installed and maintained by the developer along the east-west loop road, as directed by the City of Chesterfield.
- 14. Grading and stormwater systems shall be designed so as to collect surface water from the areas tributary to the bluffs and convey that surface water to an adequate discharge point where extraordinary measures will be employed to dissipate energy, attenuate flows, and protect the slopes from degradation. No stormwater from these areas shall be allowed to flow to the undisturbed or reconstructed slopes, as directed by the Department of Planning, Public Works and Parks.
- 15. Prior to the approval of any site development plan, the developer shall provide, at the direction of the Spirit of St. Louis Airport, an avigation easement or other appropriate legal instrument or agreements to fully remise and release any right or cause of action which they, their successors and assigns may now have or which they may have in the future against the St. Louis County, its assessors and assigns, due to such noise, vibrations, fumes, dust, fuel particles and all other effects that may have been caused by the operation of aircraft landing at or taking off from, or operating at or on Spirit of St. Louis Airport.
- 16. The developer shall provide the following notes on the Site Development Plan:
 - a. The avigation easement will be recorded along with the Site Development Plan. In addition, the avigation easement will be referenced on any individual plot plans.
 - b. The developer shall disclose to prospective residents that this site is in close proximity to the Spirit of St. Louis Airport and is subject to occasional over flights. This note is intended to be a noise disclosure statement to any prospective residents.

Legal Description

A tract of land being part of lots 2 & 3 of Mary Schaeffer Estate Subdivision, a subdivision recorded in plat book 17 page 4 of the St. Louis County Land Records Office in St. Louis County, Missouri.



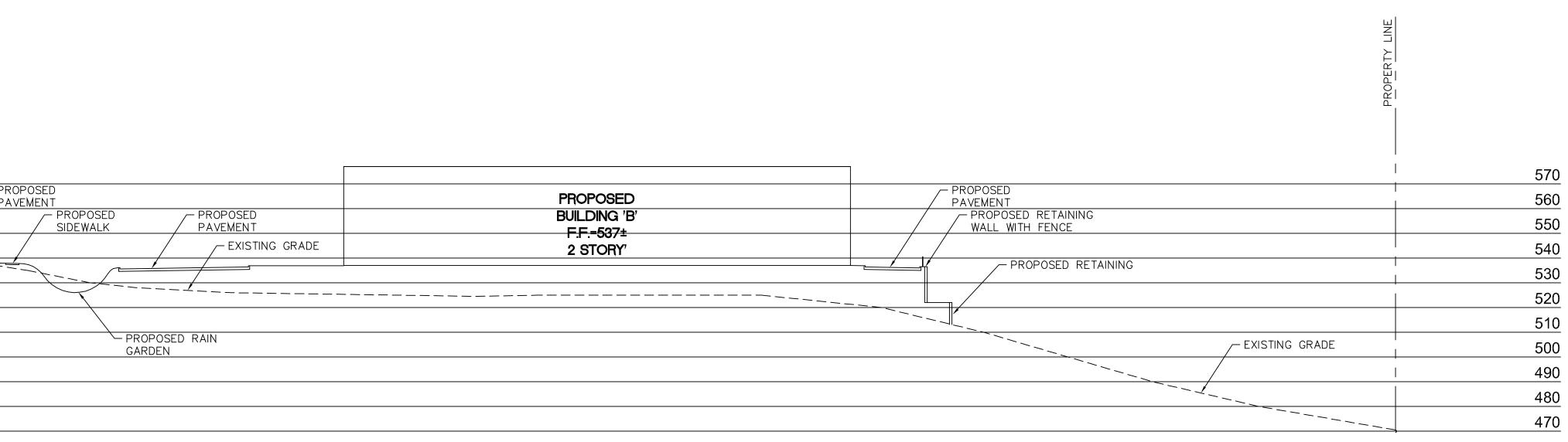




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PROPOSED	
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3 STORY	F.F.=537±
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SECTION A-A <u>SCALE</u> HORIZONTAL 1"=30' VERTICAL 1"=30'



SECTION B-B SCALE HORIZONTAL 1"=30' VERTICAL 1"=30'

