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# Memorandum Planning & Development Services Division

To:

Planning and Public Works Committee

From:

Aimee E. Nassif, AICP

Date:

October 10, 2014

RE:

Unified Development Code-Urban Core District Updates (Article 3)

## Summary

The Planning and Public Works Committee directed Staff to develop proposed regulations to be incorporated into the Unified Development Code (UDC) pertaining to pedestrian connectivity within the Downtown Chesterfield development. The results of that research by Staff are provided below.

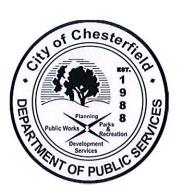
Downtown Chesterfield is commonly referred to as the area of the City adjacent to Central Park, east of Chesterfield Parkway and south of Wild Horse Creek Road; although it has never actually been platted or subdivided. In addition, it consists of multiple parcels containing different zoning entitlements. For purposes of this memo in relation to the request from the PPW Committee, the downtown area can be described as two separate areas; a C-8 Area and a PC&R Area.

### C-8 District Area

This area is located adjacent to the City's Central Park and is bordered on the north by Burkhardt Place and on the south by Lydia Hill. This area is comprised of several small parcels totaling approximately 17 acres. While some of these parcels are vacant, others are home to the HOK1 Office Building and parking structure, The Awakening Sculpture, and the Sach's Public Library. This area was zoned "C-8" Planned Commercial District by St. Louis County in 1973 with amendment to 6.3 acres in 1997 by the City of Chesterfield. This area is

Clester field Mall

currently governed by Ordinances 6815 and 1615.

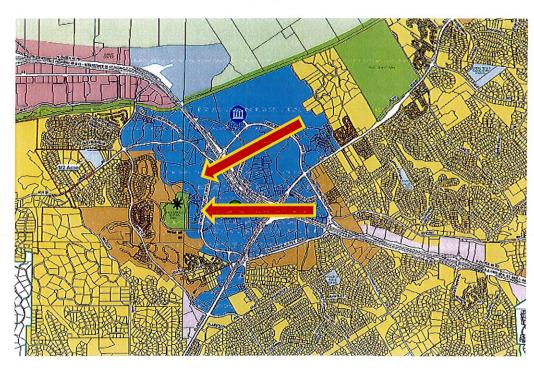


#### PC&R District Area

The second area is located to the north of the previously described C-8 District area and is bordered on the north by Highway 40/61 and on the south by Burkhardt Place. This area was zoned to the Planned Commercial and Residential District (PC&R) in 2008 via Ordinance 2449. This planned district ordinance covers approximately 98.10 acres of land as depicted in the adjacent aerial.



Both areas of Downtown Chesterfield are located in a section of the City identified in the Comprehensive Plan as the Urban Core. As illustrated below, the Urban Core is designated in blue on the City's Land Use Plan exhibit within the Comprehensive Plan. The Urban Core is not a legally identified subdivision or development, but simply a group of parcels described in the City's Comprehensive Plan for higher density development.



One of the zoning district categories that a property owner can petition for is the Urban Core District. However to qualify for this Zoning District, a property should be located within the area identified on the Land Use Plan as the Urban Core. Properties within the Urban Core have other options. Properties in this section of Chesterfield may zone to the Urban Core District, PC District, PC&R District, MXD District, or any Residential District as well. As such, Downtown Chesterfield is zoned part PC&R and part C-8 Planned Commercial and is governed by several planned district ordinances and has zoning entitlements for future development already in place. This means that any updates to the Unified Development Code will not directly impact Downtown Chesterfield unless the property owner or developer ever comes back in for an ordinance amendment or a change of zoning. Any proposed change in the Unified Development Code will not impact the existing site specific zoning entitlements for sites previously zoned.

At a prior PPW Committee Meeting, Staff was asked to include language encouraging pedestrian connectivity and access for Downtown Chesterfield into the Urban Core District. While we can certainly add this language to the Urban Core District, we are concerned that this action will not provide the result the PPW Committee desired since Downtown Chesterfield is already governed by a site specific ordinance and is not zoned to the Urban Core District. In addition, Development Plans have already been approved by the City for the C-8 section of Downtown Chesterfield. The Site Development Concept Plan was approved by the City in 2001 and later amended in 2008. In addition, Site Development Section Plans were approved by the City for Lot 1 in 2006 and for Lots 3 thru 7 in 2009. A Site Development Concept Plan has not yet been submitted for the PC&R Section of Downtown Chesterfield for development of this area.

Staff has developed the requested language to modify the Unified Development Code to encourage pedestrian circulation in the Urban Core District. However, we also felt it important to describe the limitations inherent in adopting this language and the inability for such modifications to be incorporated into the existing site specific entitlements. It is also important to note that the City's Comprehensive Plan currently provides language encouraging pedestrian access and alternative modes of transportation for this entire area.

Respectfully submitted,

Aimee E. Nassif, AICP

Planning and Development Services Director

Cc: Michael G. Herring, City Administrator Mike Geisel, Director of Public Services

#### A. "UC" Urban Core District.

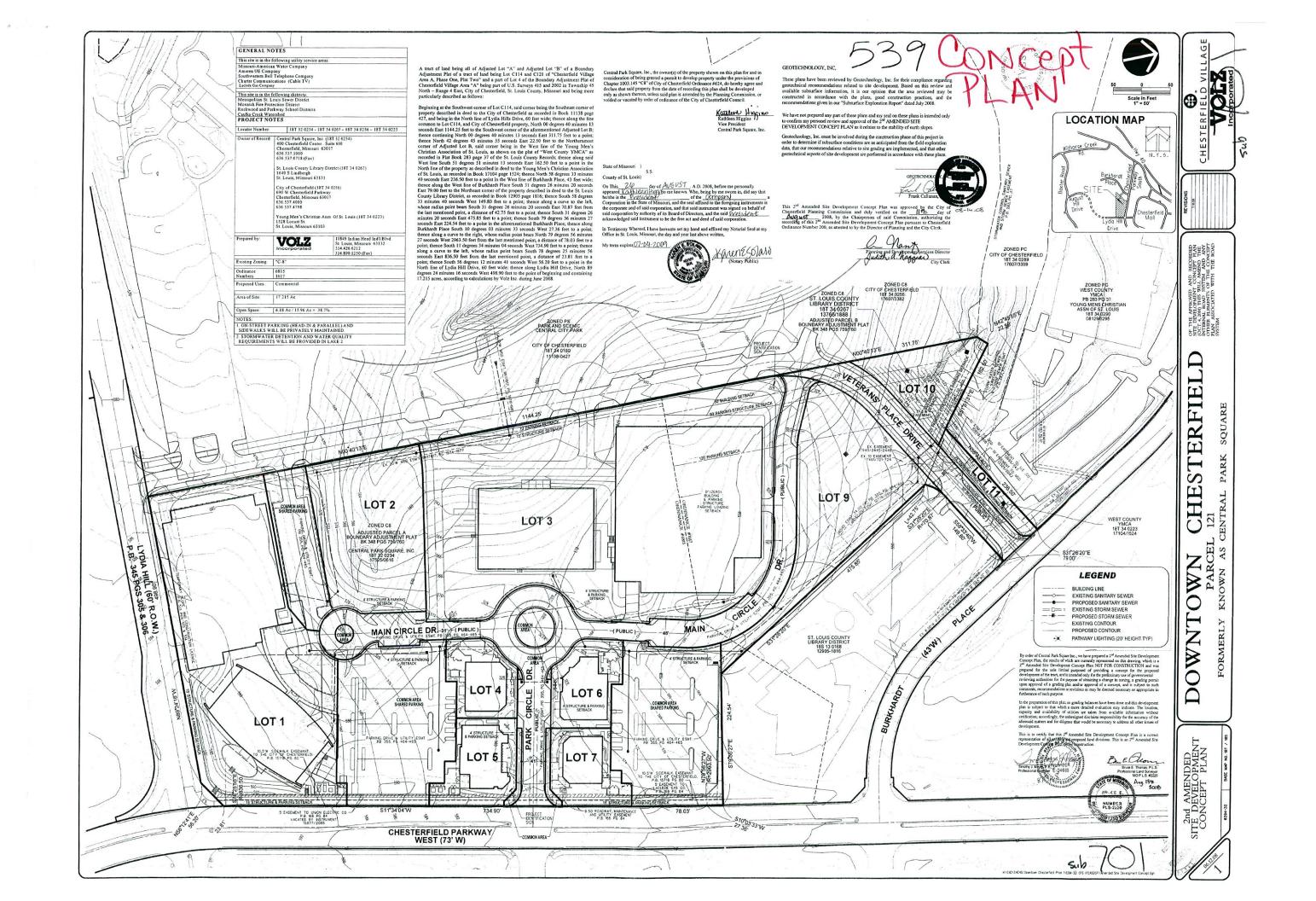
- 1. Purpose. The "UC" Urban Core District is intended to provide a method for commercial or mixed commercial and residential development within the area known as the Urban Core. The regulations for the "UC" District offer a method that allows flexibility in applying certain zoning standards. Such flexibility requires a review process and development plan to safeguard health, safety, and welfare concerns. In exchange for flexibility, "UC" Districts are required to provide exceptional design and amenities not otherwise required through traditional zoning techniques. These requirements are designed to offset the impact of changes in development standards allowed through these provisions. The "UC" District allows innovative designs, solves problems on difficult sites, meets market niches, encourages pedestrian access and connectivity between developments, and promotes well designed developments. The "UC" District regulations should have the following outcomes:
  - a.) Implement the vision of the area of the City identified as the Urban Core in the Comprehensive Plan;
  - b.) Promote pedestrian access, connectivity and facilities between sites, between developments and to public facilities through inclusion of a variety of site and building design features such as continuous pedestrian walkways between buildings and from parking areas, trails, bicycle paths, covered walkways between buildings, widened sidewalks at the entrance to commercial and office structures, bicycle parking and continuous walkways through parking areas to buildings within the development.
  - c.) Allow flexibility that is not available through standards and restrictions contained elsewhere in the Zoning Ordinance;
  - d.) Promote more efficient use of land;
  - e.) Incorporate site features such as topography, views, vegetation, water features, and other factors into the design so they become assets to the development;
  - f.) Promote building styles and architectural styles that complement one another;
  - g.) Allow a mix of uses that are designed to negate potential conflicts that normally occur between incompatible land uses;
  - h.) Promote the most efficient arrangement of circulation systems, land use, and buildings;
  - i.) Promote environmentally sensitive developments; and

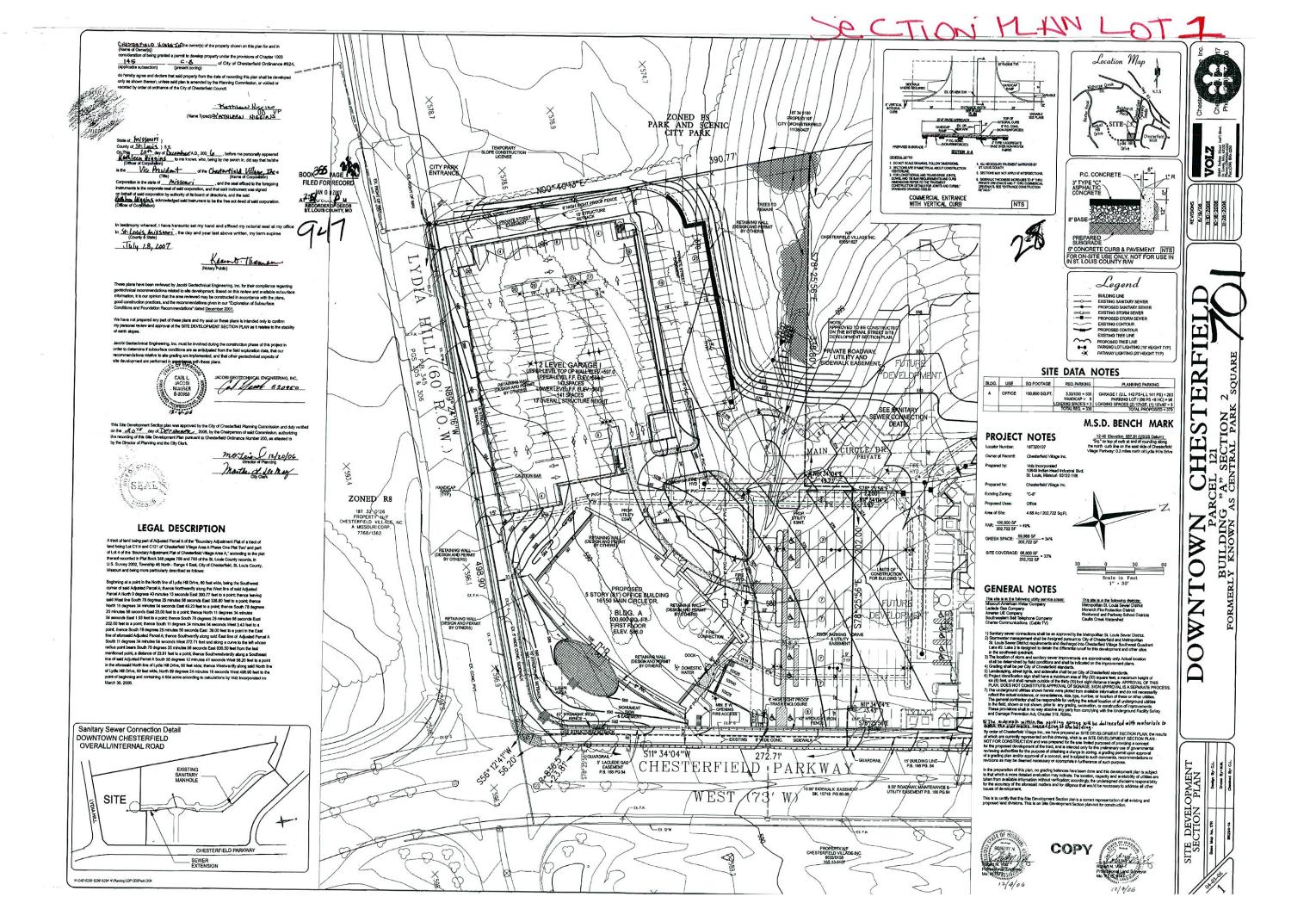
- j.) Allow development, under a specifically approved design concept and site plan, which otherwise may not be permitted by the Zoning Ordinance.
- 2. <u>Scope of Provisions</u>. This Section contains the regulations of the "UC" District. These regulations are supplemented and qualified by additional general regulations appearing elsewhere in the UDC. Additional conditions may be established in the planned district ordinance authorizing the establishment of a "UC" District.
- 3. Where the City Council determines that any particular tracts or areas should be developed for commercial use, a "UC" District may be established on a tract of land in single ownership or single management control provided that:
  - a.) The preliminary development plan and the application for change of zoning are approved by the City Council; and
  - b.) A site development plan is approved by the Planning Commission and recorded in compliance with requirements of this Section.
- 4. <u>Minimum Standards of Design</u>. In addition to the development standards and district requirements in Article 04 of this UDC, the following performance standards are applicable to the "UC" District:
  - a.) Uses. Permitted land uses shall be established in the conditions of the ordinance governing the particular "UC" District. Uses may include those uses designated as permitted or conditional uses in any commercial or residential district listed in Table A-1 of Section 03-02 of this Article.
    - (1) Uses requiring an Adult Entertainment Area Permit are not permitted.
    - Light industrial type uses which are permitted in limited areas within a "PC" District are not permitted in the "UC" District.
  - b.) In order to promote reasonable and orderly development within the City of Chesterfield, the following standards shall be considered by the Planning Commission and City Council in consideration for a change in zoning to the "UC" District. These standards are minimum requirements and may be made more restrictive in the conditions of the planned district ordinance governing the particular "UC" District.
    - (1) Lot Area. The minimum lot area for this district is three (3) acres.

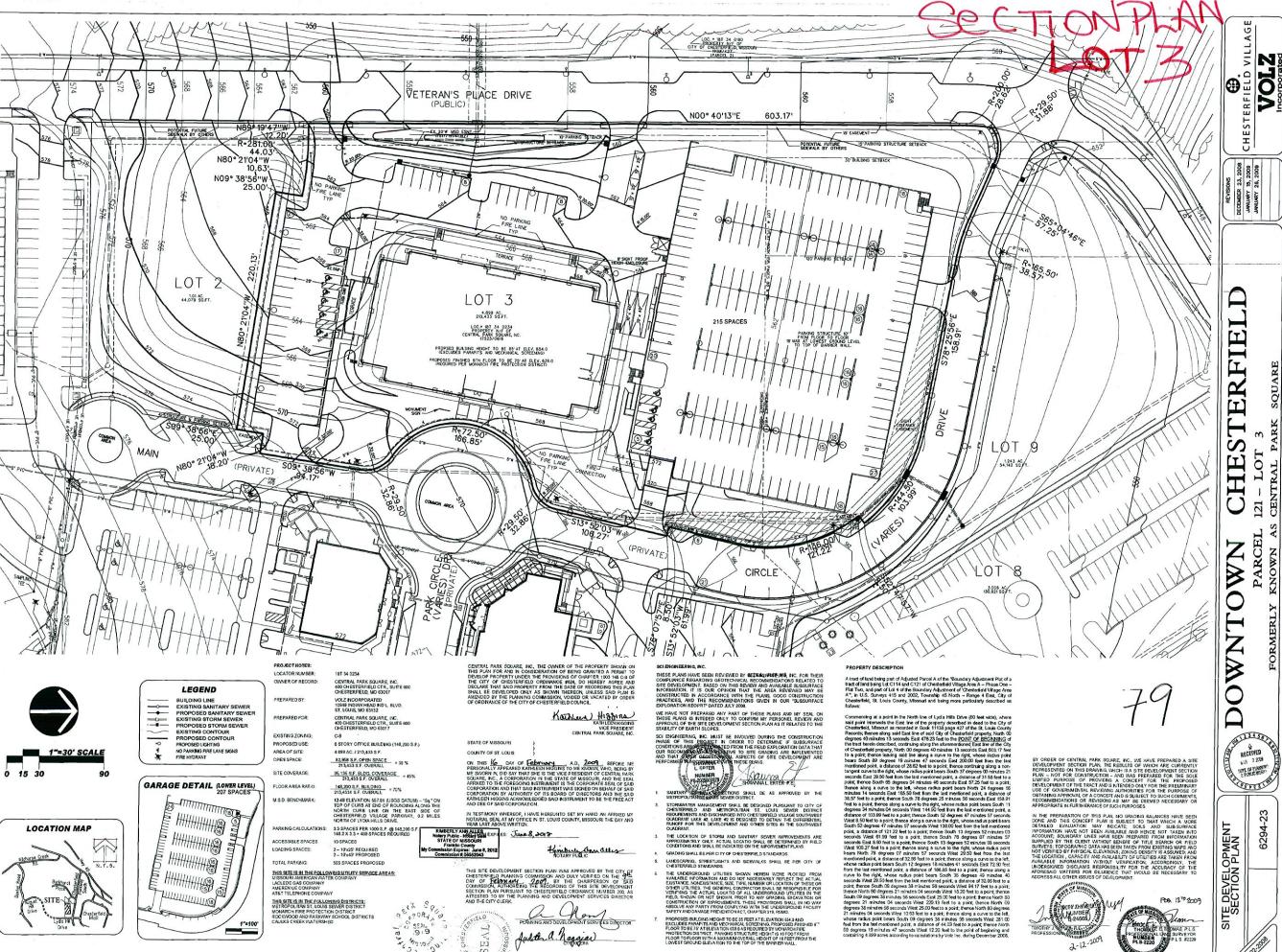
- (2) Density. A maximum Floor Area Ratio (F.A.R.) of 0.55 is allowed.
- (3) Height. The total height of any structure shall not exceed eight (8) stories in height, excluding mechanical devises.
- (4) Open Space. A minimum of 30% common open space is required. Open space should be integrated into the development to provide aesthetic, recreational, or other public benefit. Covered pedestrian walkways and bridges may be counted towards the 30% common open space requirement.
- (5) Setbacks.
  - (a) The minimum yard setback for any structure from the boundary of a "UC" District shall be 35 feet.
  - (b) The minimum yard setback for any parking area, parking structure, internal drive or loading space shall be 30 feet.
- 5. <u>Site Design Features and Flexibility</u>. Any design features approved under this Section shall be assured and implemented through inclusion in the planned district ordinance. This ordinance shall be approved concurrently with the change in zoning to the "UC" District.
  - a.) While these features are not mandatory for approval, they are desirable to the City of Chesterfield and may increase the flexibility of design and the ability of the developer to negotiate the mitigation of other requirements.
    - (1) Incorporation of parking areas into the design of the development to minimize visual expanses of parking lots;
    - Placement of structures on most suitable sites with consideration of topography, soils, vegetation, slope, etc.;
    - (3) Preservation of natural and cultural areas, as well as the creation of open space through active and passive recreation areas to include greenways, walking and cycling trails that serve to connect significant areas and various land uses;
    - (4) Enhanced landscaping, deeper and opaque buffers, and increased planting along residential properties, public rights-of-way, open space/recreational areas, and the overall perimeter of the project;

- (5) Utilization of mixed use buildings;
- (6) Segregation of vehicular traffic from pedestrian/bicycle circulation networks, and other traffic mitigation measures;
- (7) Promotion of pedestrian access and connectivity throughout the development as well as between sites and developments and to public and community facilities;
- (8) Incorporation of Transit Oriented Development or direct access to public transportation;
- (9) Utilization of Leadership in Energy and Environmental Design (LEED) construction and development standards and the proposed LEED certification of buildings;
- (10) Public benefits and community facilities and the access thereto; and
- (11) Sensitive treatment of perimeters to mitigate impact upon adjoining property.
- 6. The procedure for zoning to the "UC" District and site development plan approval is established in Article 02 of this UDC.









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