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# **Planning Commission Staff Report**

Meeting Date: November 25, 2019

From: Andrew Stanislav, Planner

**Location:** An 8.7 acre area of land located at the intersection of Chesterfield Parkway and

Park Circle Drive and along the east side of Veterans Place Drive

Petition: P.Z. 10-2019 Downtown Chesterfield (Thompson Thrift Development, Inc.): A

request for a zoning map amendment from a "C-8" Planned Commercial District to a "UC" Urban Core District to permit residential dwelling units in addition to the existing permitted commercial uses for an 8.7 acre area of land located at the intersection of Chesterfield Parkway and Park Circle Drive and along the east side of Veterans Place Drive (18S110159, 18S110160, 18S130179, 18S130180,

18S130201, 18T340322, 18T340366).

### **SUMMARY**

Thompson Thrift Development, Inc. has submitted a request for a zoning map amendment from a "C-8" Planned Commercial District to a "UC" Urban Core District for an 8.7 acre area of land located at the intersection of Chesterfield Parkway and Park Circle Drive and along the east side of Veterans Place Drive.

The new "UC" Urban Core District would allow for residential uses in addition to the existing permitted commercial uses for the site. The proposal requests a maximum of 140 residential rental units in conjunction with a clubhouse and limited commercial space to accommodate a small retail component. The proposal requests a maximum height of three stories for the residential scenario being added (in other words, the existing plan for a six-story office is still allowed but a maximum of three stories allowed if the residential development is built), though proposed



Figure 1: Subject site aerial

buildings within the development will vary in height. While the applicant proposes a mixed-use development focusing on residential uses, additional uses are requested with this petition in order to preserve the currently permitted commercial uses for the property.

A Public Hearing was held on September 9, 2019, at which time the Planning Commission raised several issues. The applicant has since responded as detailed later in this report.

The history of the subject site, land use and zoning of surrounding properties, and comprehensive plan analysis is detailed in the attached Public Hearing Staff Report dated September 9, 2019.

## **ISSUES**

During the Public Hearing held on September 9, 2019, two individuals spoke in opposition of the proposed development. Issues associated with the request were identified by the Planning Commission, and below is a summary of the issues mentioned as well as a description of how the applicant has responded to these issues:

1. <u>Private Streets and Access:</u> vacation of right-of-way along portions of Main Circle Drive and Park Circle Drive was expressed as a concern at the Public Hearing, specifically in regards to accessibility through the proposed development to the adjacent office building off of Main Circle Drive as well as the impacts to the general public should right-of-way be vacated. It was noted at the Public Hearing that the developer would be responsible for the construction/maintenance of these streets and general policing of this area, and it was also noted that discussions were being had with the property owner of the adjacent office building. Please clarify the developer's intent and impacts of proposing private streets for this area.

The applicant is now proposing Main Circle Drive and Park Circle Drive as public right-of-way along with all on-street parking along these roadways. The applicant has also corresponded with the adjacent property owner to the south to better accommodate access to the office building as accessed from Chesterfield Parkway.

2. <u>Proximity to Public Parks:</u> there was considerable discussion regarding the development's proximity to public parks, specifically in regards to event traffic and potential parking issues. It was recognized that parking was being reevaluated for the development and a future submittal would clarify what is proposed. Please describe the revised parking arrangement for this development, including reserved parking for residents as well as any parking available to the general public.

On-street parking along Main Circle Drive and Park Circle Drive is now proposed within the right-of-way as public parking spaces, and parking spaces near the clubhouse/retail component and The Awakening are also proposed as public parking. The applicant has also revised their Preliminary Plan to include a private parking area for residents/guests off of Main Circle Drive.

3. <u>Proposed Setbacks:</u> it was mentioned at the Public Hearing that proposed setbacks would be clarified as part of an upcoming submittal for this project. Of main concern is the frontage of the proposed project along Central Park/Veterans Memorial and the desire for a larger setback along Veterans Place Drive. Please address accordingly, and clarify the proposal for setbacks, including proposed pedestrian and/or vehicular access points from the subject site to Veterans Place Drive.

An exhibit has been included in the Preliminary Plan depicting the setbacks proposed for this residential development. Both parking and structure setbacks along Veterans Place Drive have been increased to 15 feet, and the Preliminary Plan also now proposes open space along this frontage.

4. <u>Connectivity:</u> pedestrian connections within the proposed development as well as between adjacent developments was expressed as a desirable feature for this location given its proximity to community amenities and location within the Urban Core. While this was recognized as a feature of this development at the Public Hearing, please further describe how this development will incorporate connectivity given this context.

Main Circle Drive and Park Circle Drive are now proposed as public right-of-way, including the onstreet parking spaces. Sidewalks along these roadways are to be established in easements dedicated to the City for public use.

5. <u>Density and Openspace:</u> the proposed density of this development was questioned at the Public Hearing, most notably in terms of the development's ability to incorporate openspace and landscaped areas into the project. Please describe any notable features proposed in terms of landscaping and openspace. As a reminder, the "UC" District requires a minimum openspace of 30%, and the City's requirements for landscaping can be found in <u>Section 31-04-02</u> of the Unified Development Code (UDC).

The applicant intends to comply with the open space requirement for the "UC" District and has also incorporated more open space along the frontage of Veterans Place Drive. An exhibit has also been provided by the applicant regarding the proposed density of this development and is attached to this report.

# **REQUESTED USES**

All uses within the "C-1" through "C-7" Commercial Districts (without Conditional Use Permits) were permitted in the "Regional Shopping Center" and "Town Center" areas as defined on the Development Plan of Chesterfield Village upon approval of St. Louis County Ordinance 6,815 in 1973.

The narrative statement provided describes the applicant's proposal to develop a neighborhood concept consisting of a mix of housing types as well as incorporating limited commercial components into the residential concept. The narrative statement also mentions the desire to request the residential uses required for the petitioner's development, while maintaining commercial uses currently approved on

the site until closing of the purchase and sale of the property between the petitioner and current owner. The petitioner is currently under contract to purchase the subject property.

Recent "UC" Urban Core change of zoning petitions that received approval nearby include City of Chesterfield Ordinance 2,861 (approved in 2015) and City of Chesterfield Ordinance 2,980 (approved in 2018). Both petitions requested a change of zoning from the "C-8" Planned Commercial District governed by St. Louis County Ordinance 6,815 (as amended by Ordinance 10,241) and retained the permitted commercial uses in addition to those requested.

The petitioner is also requesting to retain these permitted uses in addition to the following: "Dwelling, multi-family," "Dwelling, single-family attached," and "Home occupation." A maximum of 140 units is requested, though the Preliminary Plan shows 121 units, in order to allow flexibility in finalizing the overall site design and product types offered in this development.

The applicant originally requested the same permitted uses as City of Chesterfield ordinances 2,861 and 2,980 with the addition of the residential uses identified in **bold** text in Table 1 below. Since the Public Hearing, the applicant has removed the uses "Group residential facility", "Nursing Home", and "Hospice", which have been stricken in the list below.

Table 1: List of uses requested

PROP	OSED USES	
Animal grooming service	Grocery-neighborhood	
Art gallery	Group residential facility	
Art studio	Gymnasium	
Automotive retail supply	Home occupation	
Bakery	Hospice	
Barber or beauty shop	Hotel and motel	
Brewpub	Laundromat	
Broadcasting studio	Library	
Church and other place of worship	Mortuary	
Club	Museum	
Coffee shop	Newspaper stand	
Coffee shop, drive-thru	Nursing home	
Commercial service facility	Office, dental	
Community center	Office, general	
Day care center	Office, medical	
Drug store and pharmacy	Park	
Drug store and pharmacy, drive-thru	Professional and technical service facility	
Dry cleaning establishment	Public safety facility	
Dry cleaning establishment, drive-thru	Reading room	
Dwellings, multifamily	Recreation facility	
Dwellings, single-family attached	Research facility	
Education facility-specialized private schools	Restaurant, fast food	
Education facility-vocational school	Restaurant, sit down	
Educational facility-college/university	Restaurant, take out	
Educational facility-kindergarten or nursery school	Retail sales establishment, community	
Film drop-off and pick-up station	Retail sales establishment, neighborhood	
Financial institution	Telecommunications structure	
Financial institution, drive-thru	Telecommunications tower or facility	
Grocery-community	Veterinary clinic	

## PRELIMINARY PLAN

A zoning map amendment to a planned zoning district requires a Preliminary Development Plan which has been included in the Planning Commission's packet and has been updated since the Public Hearing.

The Unified Development Code (UDC) establishes **minimum design standards** to be considered by the Planning Commission and City Council in consideration for a change in zoning to the "UC" Urban Core District:

1. Lot area. The minimum lot area for this district is three (3) acres.

The subject site for this development is 8.7 acres.

2. Density. A maximum floor area ratio (F.A.R.) of fifty-five hundredths (0.55) is allowed.

FAR requirements do not apply to residential development.

3. Height. The total height of any structure shall not exceed eight (8) stories in height, excluding mechanical devices.

The maximum height proposed for the residential development is three stories, or 45 feet, and the maximum height for the currently approved commercial development is six stories. The maximum height for the proposed residential development as well as the currently approved commercial development is detailed in the draft Attachment A.

4. Open space. A minimum open space of thirty percent (30%) 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 toward the open space requirement of thirty percent (30%).

Open space will include walkways and aesthetic areas within and around the development and will be in compliance with the Unified Development Code as noted in the narrative statement.

#### 5. Setbacks.

- a. The minimum yard setback for any structure from the boundary of a "UC" District shall be thirty-five (35) feet.
- b. The minimum yard setback for any parking area, parking structure, internal drive or loading space shall be thirty (30) feet.

The petitioner is requesting modifications to both the parking and structure setback requirements of the "UC" District as shown on the exhibits provided as part of the Preliminary Plan. For example, existing parking spaces along the south boundary of the development (adjacent to The Awakening) currently do not meet this requirement and is depicted in the aerial

image in Figure 2 below. Setback modifications are also requested on all other boundaries of the subject site as depicted in the Preliminary Plan packet attached to this report. Parking and structure setbacks are currently proposed for the residential development as depicted on sheet C4.0 of the Preliminary Plan and on sheet C5.0 for the commercial development. The setbacks proposed for the commercial development generally follow those previously approved for the current development. A request for modifications to setback standards requires a two-thirds (2/3) vote of approval from the Planning Commission.



Figure 2: Existing parking area on south side of subject property

The Unified Development Code (UDC) also identifies **site design features and flexibility** which are not mandatory for approval but 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;
- 2. 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;
- 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.

Figure 3 below shows the proposed Preliminary Development Plan, featuring 121 residential units, public right-of-way, both public and private parking spaces, walkways, open space, and the small commercial component in the southeast corner of the site along Chesterfield Parkway. Sheet C2.1 provided in the attached Preliminary Development Plan packet depicts a larger scale view of the proposed development within the context of the surrounding area.



Figure 3: Proposed Preliminary Development Plan

The applicant has updated the Preliminary Development Plan since the Public Hearing as seen in Figure 3 above and as noted in the Issues section earlier in this report. Updates to the proposed development include the following:

Main Circle Drive and Park Circle Drive proposed as public right-of-way;

- On-street parking in right-of-way and areas next to clubhouse and The Awakening provided as public parking spaces;
- Off-street parking area and additional garages added for resident/guest parking spaces;
- Open space incorporated along the frontage of Veterans Place Drive to include Public Art;
- Revised setbacks as depicted in provided exhibits for both the proposed residential development and to accommodate the existing approved commercial development;
- Revised location and types of dwelling units shown on the plan; and
- Updated access to the existing office development to the south.

Additionally, the proposed uses and configuration of the site essentially extend the type of development anticipated in the "PC&R" Planned Commercial and Residential District from the north on the Sachs property surrounding the lake. The residential uses permitted in the "PC&R" District include single-family, two-family, and multi-family in the form of row houses and other group-house arrangements of attached or detached buildings, all of which may be integrated vertically or horizontally with commercial uses.

The updated Preliminary Development Plan and narrative statement provided include additional details of the petitioner's request.

The Attachment A provided with this report is written to reflect "UC" Urban Core District setback standards as applied to the subject property; however, the setbacks proposed by the petitioner are depicted in the Preliminary Development Plan. A request for modifications to setback standards requires a two-thirds (2/3) vote of approval from the Planning Commission. The Commission is provided with the following proposed language should an amendment be made to include the requested setbacks:

"Structure setbacks shall be as depicted on the Preliminary Development Plan attached hereto as 'Attachment B'"; and

"Parking setbacks shall be as depicted on the Preliminary Development Plan attached hereto as 'Attachment B'".

Additionally, Staff has included two requirements for noise. Both an easement dedicated to the City and a disclosure within the leases are required to address residential into the area where concerts and other public events occur in close proximity to proposed residential projects.

Attached please find a copy of the draft Attachment A, Public Hearing Staff Report dated September 9, 2019, project narrative, a memo from the Petitioner regarding density, and the Preliminary Development Plan packet.

At the applicant's request, this item is on the agenda this evening for discussion purposes only and no vote will be taken.

## Attachments

- 1. Draft Attachment A
- 2. Public Hearing Staff Report September 9, 2019
- 3. Project Narrative
- 4. Density Memo from Petitioner
- 5. Preliminary Development Plan Packet

### ATTACHMENT A

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

### I. SPECIFIC CRITERIA

#### A. PERMITTED USES

- 1. The uses allowed in this "UC" Urban Core District shall be:
  - a. Animal grooming service
  - b. Art gallery
  - c. Art studio
  - d. Automotive retail supply
  - e. Bakery
  - f. Barber or beauty shop
  - g. Brewpub
  - h. Broadcasting studio
  - i. Church and other place of worship
  - j. Club
  - k. Coffee shop
  - 1. Coffee shop, drive-thru
  - m. Commercial service facility
  - n. Community center
  - o. Day care center
  - p. Drug store and pharmacy
  - q. Drug store and pharmacy, drive-thru
  - r. Dry cleaning establishment
  - s. Dry cleaning establishment, drive-thru
  - t. Dwellings, multi-family
  - u. Dwellings, single-family attached
  - v. Education facility- specialized private schools
  - w. Education facility- vocational school
  - x. Educational facility- college/university

y. Educational facility- kindergarten or nursery school

z. Film drop-off and pick-up station

aa. Financial institution

bb. Financial institution, drive-thru

cc. Grocery-community

dd. Grocery-neighborhood

ee. Gymnasium

ff. Home occupation

gg. Hotel and motel

hh. Laundromat

ii. Library

jj. Mortuary

kk. Museum

ll. Newspaper stand

mm. Office, dental

nn. Office, general

oo. Office, medical

pp. Park

qq. Professional and technical service facility

rr. Public safety facility

ss. Reading room

tt. Recreation facility

uu. Research facility

vv. Restaurant, fast food

ww. Restaurant, sit down

xx. Restaurant, take out

yy. Retail sales establishment, community

zz. Retail sales establishment, neighborhood

aaa. Telecommunications structure

bbb. Telecommunications tower or facility

ccc. Veterinary clinic

- 2. The above uses in this "UC" District shall be restricted as follows:
  - a. Retail sales uses shall be prohibited from any outdoor sales, storage or display of materials or goods.
  - b. Land uses 'w', 'x', 'ee', 'vv' and 'ww' listed above are not permitted in stand-alone structures.
  - c. Restaurant land uses shall not be permitted to have a drive-thru component.

## 3. Hours of Operation.

a. Hours of operation for this "UC" District shall be restricted from 7 a.m. to 11 p.m. for all non-residential uses with the exception of "Hotel and motel."

# B. FLOOR AREA, HEIGHT, BUILDING AND PARKING STRUCTURE REQUIREMENTS

## 1. Height

- a. The maximum building height for any residential use, exclusive of roof screening, shall not exceed forty-five (45) feet.
- b. The maximum building height for any non-residential use, exclusive of roof screening, shall not exceed eight (8) stories.

# 2. Building Requirements

- a. A minimum open space of thirty percent (30%) 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 open space requirement of thirty percent (30%).
- b. For commercial development, a maximum floor area ratio (F.A.R.) of fifty-five hundredths (0.55) is allowed.
- c. For residential development, a maximum of 140 units are permitted with a maximum of 5,000 square feet dedicated for non-residential uses.

## C. SETBACKS

#### 1. Structure Setbacks

No building or structure, other than: a freestanding project identification sign, light standards, retaining walls or flag poles will be located within the following setbacks:

- a. Thirty-five (35) feet from the right-of-way of Chesterfield Parkway West.
- b. Thirty-five (35) feet from the right-of-way of Veterans Place Drive.
- c. Thirty-five (35) feet from the south boundary of this "UC" District.
- d. Thirty-five (35) feet from the north boundary of this "UC" District.

# 2. Parking Setbacks

No parking stall, loading space, internal driveway, or roadway, except points of ingress or egress, will be located within the following setbacks:

- a. Thirty (30) feet from the right-of-way of Chesterfield Parkway West.
- b. Thirty (30) feet from the right-of-way of Veterans Place Drive.
- c. Thirty (30) feet from the south boundary of this "UC" District.
- d. Thirty (30) feet from the north boundary of this "UC" District.

## D. PARKING AND LOADING REQUIREMENTS

- 1. Parking and loading spaces for this development will be as required in the City of Chesterfield Code.
- 2. Parking lots shall not be used as streets.
- 3. Areas indicated as public parking or spaces within public right-of-way on the Preliminary Development Plan shall not be utilized to meet the City's parking requirements.
- 4. Parking spaces located outside of public right-of-way that are privately maintained may be utilized to fulfill the City's parking requirements, excluding the parking spaces identified in Subsection D.4 above.
- 5. No construction related parking shall be permitted within the right of way or on any existing roadways surrounding the development including but not limited to Veterans Place Drive and Chesterfield Parkway West. All construction related parking shall be confined to the development.

## E. LANDSCAPE AND TREE REQUIREMENTS

The development shall adhere to the Landscape and Tree Preservation Requirements of the City of Chesterfield Code.

# F. SIGN REQUIREMENTS

- 1. Signs shall be permitted in accordance with the regulations of the City of Chesterfield Code or a Sign Package may be submitted for the planned district. Sign Packages shall adhere to the City Code and are reviewed and approved by the City of Chesterfield Planning Commission.
- 2. Installation of Landscaping and Ornamental Entrance Monument or Identification Signage construction shall be reviewed by the City of Chesterfield and/or St. Louis County Department of Transportation for sight distance consideration and approved prior to installation or construction.
- 3. Monument Signage identified on the Preliminary Development Plan may be utilized as off-site signage for the adjacent development to the south on Main Circle Drive.

# G. LIGHT REQUIREMENTS

Provide a lighting plan and cut sheet in accordance with the City of Chesterfield Code.

#### H. ARCHITECTURAL

- 1. The development shall adhere to the Architectural Review Standards of the City of Chesterfield Code.
- 2. Trash enclosures: All exterior trash areas will be enclosed with a minimum six (6) foot high sight-proof enclosure complemented by adequate landscaping. The location, material, and elevation of any trash enclosures will be as approved by the City of Chesterfield on the Site Development Plan.

## I. ACCESS/ACCESS MANAGEMENT

- 1. Access to this development from Chesterfield Parkway West shall be via Park Circle Drive, as directed by the St. Louis County Department of Transportation and City of Chesterfield.
- 2. No additional access to Chesterfield Parkway West shall be permitted.

- 3. Adequate sight distance shall be provided, as directed by the City of Chesterfield and the St. Louis County Department of Transportation. If adequate sight distance cannot be provided at the access location(s), acquisition of right-of-way, reconstruction of pavement and other off-site improvements may be required to provide the required sight distance.
- 4. Provide vehicular and pedestrian cross-access easements within this "UC" District and to adjacent parcels as directed by the City of Chesterfield.

# J. PUBLIC/PRIVATE ROAD IMPROVEMENTS, INCLUDING PEDESTRIAN CIRCULATION

- 1. Any request to install a gate or other physical barrier preventing vehicular and/or pedestrian access to or within this development must be approved by the City of Chesterfield and the St. Louis County Department of Transportation. No installation of a gate or physical barrier will be permitted on public right-of-way.
- 2. Provide and/or improve sidewalk and curb ramps, in conformance with ADA standards, along Chesterfield Parkway West property frontage and Veterans Place Drive property frontage. The sidewalk shall provide for future connectivity to adjacent developments and/or roadway projects or maintain existing connectivity.
- 3. Obtain approvals from the City of Chesterfield, St. Louis County Department of Transportation, and the Missouri Department of Transportation and other entities as necessary for locations of proposed curb cuts and access points, areas of new dedication, and roadway improvements.
- 4. Additional right-of-way and road improvements shall be provided, as required by the Missouri Department of Transportation, St. Louis County Department of Highways and Traffic, and the City of Chesterfield.
- 5. Internal sidewalks shall be provided to the site from the sidewalk along Chesterfield Parkway West and along Veterans Place Drive creating an accessible pedestrian path through the development. Internal sidewalks and curb ramps shall conform to ADA standards, as applicable.

#### K. TRAFFIC STUDY

1. Provide a traffic study as directed by the City of Chesterfield and/or the Missouri Department of Transportation and/or St. Louis County Department of Transportation. The scope of the study shall include internal and external circulation and may be limited to site specific impacts, such as the need for additional lanes, entrance configuration, geometrics, sight distance, traffic signal modifications or other improvements required, as long as the density of the proposed development falls within the parameters of the City's traffic model. Should the density be other than the density assumed in the model, regional issues shall be addressed as directed by the City of Chesterfield.

### L. POWER OF REVIEW

City Council Review of Planning Commission Decisions (Power of Review) shall apply to this development in accordance with Section 31-02-20 of the Unified Development Code.

## M. STORM WATER

- 1. The site shall provide for the positive drainage of storm water and it shall be discharged at an adequate natural discharge point or connected to an adequate piped system.
- 2. Detention/retention and channel protection measures are to be provided in each watershed as required by the City of Chesterfield. The storm water management facilities shall be operational prior to paving of any driveways or parking areas in non-residential development or issuance of building permits exceeding sixty percent (60%) of approved dwelling units in each plat, watershed or phase of residential developments. The location and types of storm water management facilities shall be identified on the Site Development Plan(s).
- 3. Emergency overflow drainage ways to accommodate runoff from the 100-year, 20-minute storm event shall be provided for all storm sewers, as directed by the City of Chesterfield.
- 4. Offsite storm water shall be picked up and piped to an adequate natural discharge point. Such bypass systems must be adequately designed.
- 5. The lowest opening of all structures shall be set at least two (2) feet higher than the one hundred (100) year high water elevation in detention/retention facilities. All structures shall be set at least 30 feet horizontally from the limits of the one hundred (100) year high water.

- 6. Locations of site features such as lakes and detention ponds must be approved by the City of Chesterfield and the Metropolitan Saint Louis Sewer District.
- 7. The receiving storm system(s) shall be evaluated to ensure adequate capacity and to ensure that the project has no negative impacts to the existing system(s).
- 8. Treatment for water quality is required in accordance with our region's MS4 permit. Volume reduction BMPs shall be the emphasis for the water quality treatment strategy. In order to comply with the Chesterfield Village Southwest Quadrant Stormwater Master Plan for detention, post development impervious coverage shall not exceed 90% and the site post developed CN shall be less than 87. Provisions for Channel Protection are required and may be satisfied by volume reduction BMPs.
- 9. The site is tributary to Lake II in the Chesterfield Village Master Storm water Plan. A 2-year, 24-hour detention and 100-year, 24-hour detention is provided for this site by the lake if the buildout remains at or below 90% imperviousness. Additional onsite detention will be required for a buildout that exceeds 90% imperviousness.

#### N. SANITARY SEWER

- 1. Sanitary sewers shall be as approved by the Metropolitan St. Louis Sewer District and the City of Chesterfield.
- 2. The receiving sanitary sewer system(s) shall be evaluated to ensure adequate capacity and to ensure the project has no negative impacts to the existing system(s).
- 3. Formal Metropolitan Sewer District review, approval, and permits are required prior to construction.
- 4. The site is tributary to a sanitary sewer that is included in MSD's hydraulic models. During formal plan review, an estimate of the site's sanitary flows will need to be provided by the developer's engineering consultant so MSD staff can evaluate the site's impact on the receiving sanitary sewer. Downstream system upgrades or onsite retention may be necessary if that evaluation indicates the development's additional flow would cause an adverse effect to system capacity.
- 5. The site is located within the Caulks Creek Service area, subject to the Caulks Creek Surcharge. The surcharge will be assessed during formal plan review, and will be due prior to MSD approving the improvement plans for permits.

#### O. GEOTECHNICAL REPORT

Prior to Site Development Plan approval, provide a geotechnical report, prepared by a registered professional engineer licensed to practice in the State of Missouri, as directed by the Department of Public Works. The report shall verify the suitability of grading and proposed improvements with soil and geologic conditions and address the existence of any potential sinkhole, ponds, dams, septic fields, etc., and recommendations for treatment. A statement of compliance, signed and sealed by the geotechnical engineer preparing the report, shall be included on all Site Development Plans and Improvement Plans.

## P. MISCELLANEOUS

- 1. All utilities will be installed underground.
- 2. An opportunity for recycling will be provided. All provisions of Chapter 25, Article VII, and Section 25-122 thru Section 25-126 of the City Code shall be required where applicable.
- 3. Road improvements and right-of-way dedication shall be completed prior to the issuance of an occupancy permit. If development phasing is anticipated, the developer shall complete road improvements, right-of-way dedication, and access requirements for each phase of development as directed by the City of Chesterfield and St. Louis County Department of Highways and Traffic or MoDOT. Delays due to utility relocation and adjustments will not constitute a cause to allow occupancy prior to completion of road improvements.
- 4. Prior to record plat approval, the developer shall cause, at his expense and prior to the recording of any plat, the reestablishment, restoration or appropriate witnessing of all Corners of the United States Public Land Survey located within, or which define or lie upon, the out boundaries of the subject tract in accordance with the Missouri Minimum Standards relating to the preservation and maintenance of the United States Public Land Survey Corners, as necessary.
- 5. Prior to final release of construction deposits, the developer shall provide certification by a registered land surveyor that all monumentation depicted on the record plat has been installed and United States Public Land Survey Corners have not been disturbed during construction activities or that they have been reestablished and the appropriate documents filed with the Missouri Department of Natural Resources Land Survey Program, as necessary.
- 6. Formal MSD plan review, approval and construction permits for this project will be required prior to construction of site improvements.

- 7. Easements to MSD will be required to cover public sewers that are reconfigured to accommodate the layout of the development. Encroachments upon MSD facilities and easements shall be avoided.
- 8. Any off-site easements necessary for installation of proposed improvements on this site must be in place prior to acceptance of improvement plans and/or issuance of a grading permit.
- 9. Retaining walls along public right of way shall be private and remain private forever and shall be located such that it is not necessary to support any public improvements.
- 10. Installation of public art is required for this development. General areas where public art may be placed shall be indicated on the appropriate site development plan. The specific details for the public art, such as location, size, placement, type, etc., shall be approved by the City of Chesterfield.
- 11. Provide an easement dedicated to the City regarding noise associated with Central Park activities.
- 12. Disclosure language shall be included in every contact for sale, lease, or rental of any residential dwelling unit regarding the presence of Central Park, including an outdoor amphitheater and other outdoor events.

# II. TIME PERIOD FOR SUBMITTAL OF SITE DEVELOPMENT CONCEPT PLANS AND SITE DEVELOPMENT PLANS

- **A.** The developer shall submit a concept plan within eighteen (18) months of City Council approval of the change of zoning.
- **B.** In lieu of submitting a Site Development Concept Plan and Site Development Section Plans, the petitioner may submit a Site Development Plan for the entire development within eighteen (18) months of the date of approval of the change of zoning by the City.
- **C.** Failure to comply with these submittal requirements will result in the expiration of the change of zoning and will require a new public hearing.
- **D.** Said Plan shall be submitted in accordance with the combined requirements for Site Development Section and Concept Plans. The submission of Amended Site Development Plans by sections of this project to the Planning Commission shall be permitted if this option is utilized.

**E.** Where due cause is shown by the developer, the City Council may extend the period to submit a Site Development Concept Plan or Site Development Plan for eighteen (18) months.

### III. COMMENCEMENT OF CONSTRUCTION

- **A.** Substantial construction shall commence within two (2) years of approval of the Site Development Concept Plan or Site Development Plan, unless otherwise authorized by ordinance.
- **B.** Where due cause is shown by the developer, the City Council may extend the period to commence construction for two (2) additional years.

### IV.GENERAL CRITERIA

## A. SITE DEVELOPMENT PLAN SUBMITTAL REQUIREMENTS

The Site Development Plan shall include, but not be limited to, the following:

- 1. Location map, north arrow, and plan scale. The scale shall be no greater than one (1) inch equals one hundred (100) feet.
- 2. Outboundary plat and legal description of property.
- 3. Density calculations.
- 4. Parking calculations. Including calculation for all off street parking spaces, required and proposed, and the number, size and location for handicap designed.
- 5. Provide open space percentage for overall development including separate percentage for each lot on the plan.
- 6. Provide Floor Area Ratio (F.A.R.).
- 7. A note indicating all utilities will be installed underground.
- 8. A note indicating signage approval is separate process.
- 9. Depict the location of all buildings, size, including height and distance from adjacent property lines, and proposed use.
- 10. Specific structure and parking setbacks along all roadways and property lines.
- 11. Indicate location of all existing and proposed freestanding monument signs.

- 12. Zoning district lines, subdivision name, lot number, dimensions, and area, and zoning of adjacent parcels where different than site.
- 13. Floodplain boundaries.
- 14. Depict existing and proposed improvements within 150 feet of the site as directed. Improvements include, but are not limited to, roadways, driveways and walkways adjacent to and across the street from the site, significant natural features, such as wooded areas and rock formations, and other karst features that are to remain or be removed.
- 15. Depict all existing and proposed easements and rights-of-way within 150 feet of the site and all existing or proposed off-site easements and rights-of-way required for proposed improvements.
- 16. Indicate the location of the proposed storm sewers, detention basins, sanitary sewers and connection(s) to the existing systems.
- 17. Depict existing and proposed contours at intervals of not more than one (1) foot, and extending 150 feet beyond the limits of the site as directed.
- 18. Address trees and landscaping in accordance with the City of Chesterfield Code.
- 19. Comply with all preliminary plat requirements of the City of Chesterfield Subdivision Regulations per the City of Chesterfield Code.
- 20. Signed and sealed in conformance with the State of Missouri Department of Economic Development, Division of Professional Registration, Missouri Board for Architects, Professional Engineers and Land Surveyors requirements.
- 21. Provide comments/approvals from the appropriate Fire District, Monarch Levee District, Spirit of St. Louis Airport, Metropolitan St. Louis Sewer District (MSD) and the Missouri Department of Transportation.
- 22. Compliance with Sky Exposure Plane.
- 23. Compliance with the current Metropolitan Sewer District Site Guidance as adopted by the City of Chesterfield.

## V. TRUST FUND CONTRIBUTION

**A.** The developer shall be required to contribute a Traffic Generation Assessment (TGA) to the Chesterfield Village Road Trust Fund (No. 554). This contribution shall not exceed an amount established by multiplying the required parking spaces by the following rate schedule:

Type of DevelopmentRequired ContributionApartments/Condominiums\$506.16/parking spaceGeneral Retail\$2,319.85/parking space

(Parking Space as required by the site-specific ordinance.)

If types of development proposed differ from those listed, rates shall be provided by the St. Louis County Department of Transportation.

If a portion of the improvements required herein are needed to provide for the safety of the traveling public, their completion as a part of this development is mandatory.

Allowable credits for required roadway improvements will be awarded as directed by the St. Louis County Department of Transportation and the City of Chesterfield. Sidewalk construction and utility relocation, among other items, are not considered allowable credits.

- **B.** As this development is located within a trust fund area established by St. Louis County, any portion of the traffic generation assessment contribution which remains following completion of road improvements required by the development shall be retained in the appropriate trust fund.
- **C.** Traffic Generation Assessment contributions shall be deposited with St. Louis County Department of Transportation. The deposit shall be made prior to the issuance of a Special Use Permit (S.U.P.) by St. Louis County Department of Transportation or prior to the issuance of building permits in the case where no Special Use Permit is required. If development phasing is anticipated, the developer shall provide the Traffic Generation Assessment contribution prior to the issuance of building permits for each phase of development. Funds shall be payable to Treasurer, St. Louis County.
- **D.** The amount of all required contributions, if not submitted by January 1, 2018, shall be adjusted on that date and on the first day of January in each succeeding year thereafter in accordance with the construction cost

index as determined by the St. Louis County Department of Transportation.

### VI. RECORDING

**A.** Within sixty (60) days of approval of any development plan by the City of Chesterfield, the approved Plan will be recorded with the St. Louis County Recorder of Deeds. Failure to do so will result in the expiration of approval of said plan and require re-approval of a plan by the Planning Commission.

#### VII.ENFORCEMENT

- **A.** The City of Chesterfield, Missouri will enforce the conditions of this ordinance in accordance with the Plan approved by the City of Chesterfield and the terms of this Attachment A.
- **B.** Failure to comply with any or all the conditions of this ordinance will be adequate cause for revocation of approvals/permits by reviewing Departments and Commissions.
- **C.** Non-compliance with the specific requirements and conditions set forth in this Ordinance and its attached conditions or other Ordinances of the City of Chesterfield shall constitute an ordinance violation, subject, but not limited to, the penalty provisions as set forth in the City of Chesterfield Code.
- **D.** Waiver of Notice of Violation per the City of Chesterfield Code.
- **E.** This document shall be read as a whole and any inconsistency to be integrated to carry out the overall intent of this Attachment A.





690 Chesterfield Pkwy W • Chesterfield MO 63017-0760 Phone: 636-537-4000 • Fax 636-537-4798 • www.chesterfield.mo.us

# **Planning Commission Public Hearing Report**

Meeting Date: September 9, 2019

From: Andrew Stanislav, Planner

**Location:** An 8.7 acre area of land located at the intersection of Chesterfield Parkway and

Park Circle Drive and along the east side of Veterans Place Drive

Petition: P.Z. 10-2019 Downtown Chesterfield (Thompson Thrift Development, Inc.): A

request for a zoning map amendment from a "C-8" Planned Commercial District to a "UC" Urban Core District to permit residential dwelling units in addition to the existing permitted commercial uses for an 8.7 acre area of land located at the intersection of Chesterfield Parkway and Park Circle Drive and along the east side of Veterans Place Drive (18S110159, 18S110160, 18S130179, 18S130180,

18S130201, 18T340322, 18T340366).

## **SUMMARY**

Thompson Thrift Development, Inc. has submitted a request for a zoning map amendment from a "C-8" Planned Commercial District to a "UC" Urban Core District for an 8.7 acre area of land located at the intersection of Chesterfield Parkway and Park Circle Drive and along the east side of Veterans Place Drive.

The new "UC" Urban Core District would allow for residential uses in addition to the existing permitted commercial uses for the site. The proposal requests a maximum of 140 residential rental units in conjunction with a clubhouse and limited commercial space to accommodate a small retail component and several live/work dwelling units anchored on the southwest corner of the site. The proposal requests a maximum height of three stories for the residential scenario being added (in other words, the existing plan for a six-story office is still allowed but a



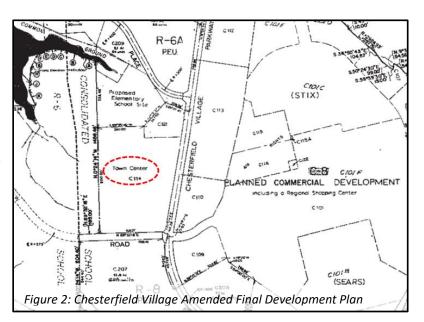
Figure 1: Subject site aerial

maximum of three stories allowed if the residential development is built), though proposed buildings within the development will vary in height. While the applicant proposes a mixed-use development focusing on residential uses, additional uses are requested with this petition in order to preserve the currently permitted commercial uses for the property.

## **HISTORY OF SUBJECT SITE**

This subject site currently consists of lots 3 through 7 of Downtown Chesterfield Plat One including Common Area, as well as City right-of-way for Park Circle Drive and Main Circle Drive. This area of land has also been identified as Sachs Parcel C121, previously approved for the Central Park Square development. The property currently has a split zoning between two "C-8" Planned Commercial Districts as illustrated in Figure 3 on the following page.

The majority of the subject area is governed by St. Louis County Ordinance 6,815 (approved in 1973 and later amended by St. Louis County Ordinance 10,241 in 1981). Ordinance 6,815 is one of the original planned district ordinances establishing the commercial portion of the southwest quadrant of Chesterfield Village. The associated Amended Final Development (recorded in 1976) indicates this area as "Town Center" as seen in Figure 2 and established the permitted commercial uses for the site to match those of the "Regional Shopping Center."



City of Chesterfield Ordinance 1,265 (approved in 1997 and later amended by Ordinance 1,617 in 2000) currently governs the northernmost portion of Lot 3 as seen in Figure 3 on the following page, as well as most of the St. Louis County Library property and reading garden.

As mentioned, the subject area has previously approved development plans for the Central Park Square project. A 2<sup>nd</sup> Amended Site Development Concept Plan (seen in Figure 3 on the following page) was approved by the City's Planning Commission in August 2008 with section plan approvals for each of the lots occurring around the same time period. A Record Plat for Downtown Chesterfield Plat One was subsequently approved by City Council in May 2009. Approved improvements for these lots include two 5,600 square foot retail buildings (lots 4 and 7), two 7,300 square foot restaurant buildings (lots 5 and 6), and a six-story 148,200 square foot office building with structured parking (lot 3). In total, 737 parking spaces are approved to serve these improvements.

While the Central Park Square has received zoning approval for this development, the lots comprising the subject site for this petition remain undeveloped.

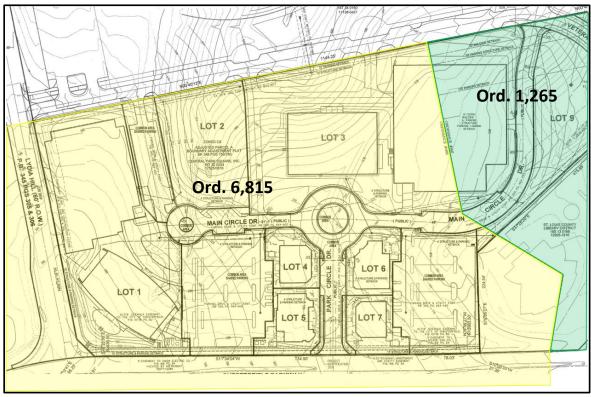


Figure 3: Split "C-8" zoning over previously approved development

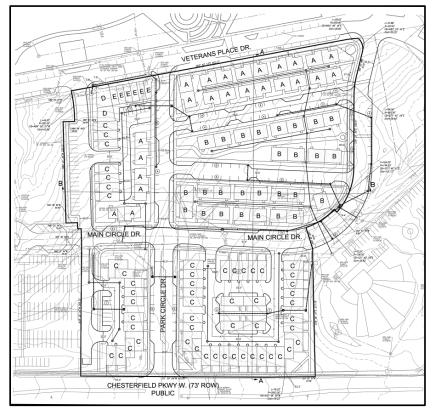


Figure 4: Proposed residential development

## LAND USE AND ZONING OF SURROUNDING PROPERTIES

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

Direction	Zoning	Land Use
North	"C-8" Planned Commercial District	St. Louis County Library
West	"PS" Park and Scenic District	Central Park and The Amphitheater
South	"C-8" Planned Commercial District	Office building and The Awakening
East	"C-8" Planned Commercial District	Vacant/undeveloped land

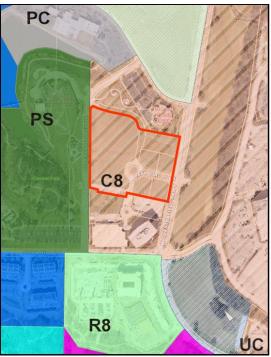


Figure 5: Zoning Map



Figure 6: Land Use Plan

## **COMPREHENSIVE PLAN ANALYSIS**

The subject site is located within Ward 2 of the City of Chesterfield. The City of Chesterfield Land Use Plan indicates this parcel is within the "Urban Core" land use designation with appropriate land uses of "high-density residential," "retail," and "office, including high-density."

The additional residential uses proposed in this request, along with the existing permitted commercial uses, would comply with the Land Use Plan and would permit the applicant to build a mixed-use development in accordance with all other requirements established in the Unified Development Code (UDC).

Additionally, a number of Plan Policies are applicable to this request. The following items identify the applicable plan policy followed by staff analysis:

<u>1.4 Quality New Development</u> – Given the existing development and the pressure for additional development, high-quality design and development standards should be maintained within the City of Chesterfield.

The applicant intends to develop a high-quality product that incorporates several dwelling unit types, including townhomes and live/work units.

<u>1.5 Diversity of Development</u> – To provide a complete range of lifestyle opportunities within the City of Chesterfield, new development should take into consideration the desire to provide residential, retail, service, and recreational opportunities.

The applicant's narrative statement recognizes the inclusion of commercial spaces in order to create a mixed-use neighborhood environment, as well as the ability to provide housing opportunities for a variety of demographics.

<u>1.8 Urban Core</u> – The Urban Core should be developed to contain the highest density of mixed-use development in Chesterfield. It should serve as the physical and visual focus for the City and include both residential and commercial developments with parks, municipal services, and preservation of historic structures and areas, with cultural, entertainment and pedestrian amenities for its residents.

The proposed plan indicates the inclusion of both residential and commercial uses, with commercial uses oriented toward the southwest portion of the site near The Awakening and Central Park. The maximum residential units requested with this proposal of 140 units also aligns with the desired higher density of the Urban Core.

**2.1.7 Multiple-Family Projects in Higher Density Areas** – Multiple-family projects should be located close to existing, higher density commercial and residential development so as not to alter the conditions and environment of existing single-family neighborhoods. Each multiple-family project should meet City-developed greenspace standards unless clearly identified reasons justify non-conformance.

The Urban Core designation on the City's Land Use Plan encourages higher density uses, which also abuts the subject property on all sides with the exception of Central Park to the west. Locating higher density multi-family development such as that proposed is encouraged within this area away from more suburban, single-family neighborhoods. Table 1 on the following page further clarifies the overall density proposed in comparison to the City's residential zoning districts that permit multi-family dwellings.

**2.1.9 Encourage Planned Residential Development** – Planned residential development that allow for innovative and flexible site planning, preservation of open space, and a variety of housing opportunities should be encouraged.

The applicant notes in the narrative statement their intent to develop this project as a "neighborhood" which is also indicated by the site design on the Preliminary Plan. A variety of housing types are proposed along with open/landscaped areas, sidewalk connections, and a more urban style site design encouraged in the Urban Core.

**2.1.10 Encourage Diversity in Housing Opportunities** – Encourage a range of housing opportunities within the City of Chesterfield.

As mentioned with other Plan Policies, the applicant is proposing a variety of housing types to accommodate multiple demographics. Housing options indicated include townhomes, live/work units, and paired units.

**2.4 Higher Density Residential in the Urban Core** – New multiple-family residence should be located in or near the Urban Core.

The location of the proposed mixed-use/residential development is within the area designated as the Urban Core on the Land Use Plan and proposes higher-density residential development through its site design and product types to be offered.

<u>3.6.1 High-Density Development</u> – High-density development should be developed as part of the Urban Core. High-density development encourages clustering of buildings with diverse building form through minimum restrictions for building height, open space and setback requirements.

Clustered building types with a diversity of form is proposed with this petition as recognized through the varying building heights, housing types, open areas to be landscaped, and density proposed. This clustered approach is recognized in the applicant's narrative statement and the Preliminary Plan.

<u>3.6.2 Mixed-Use Development</u> – The Urban Core should accommodate office, retail, high-density housing, government facilities, multi-modal transportation, cultural and entertainment facilities, and park space. Horizontal and vertical integration of uses in encouraged.

A mix of uses is proposed with this petition, though the focus of the project is providing a mix of housing types not typically found in this part of the City. The amount of commercial space proposed is to serve as an amenity to this area as well as the Central Park area given the location of these uses in the southwest corner of the site near The Awakening. The commercial uses would be incorporated on the first floor of the live/work units as well as within the small retail component proposed, which the applicant envisions as a coffee shop.

<u>7.2.4 Encourage Sidewalks</u> – Sidewalks should be required of all new developments and encouraged along existing roads in the City of Chesterfield, allowing creative placement to protect the natural environment.

Sidewalks are proposed along Main Circle Drive and Park Circle Drive providing connections to the existing surroundings. Walkways are also depicted on the Preliminary Plan within the development itself and connecting to the existing and proposed sidewalks along the roadways.

Table 1: Density comparison of proposed "UC" District and multi-family zoning districts

ZONING DISTRICT	MIN. LOT SIZE (SQ. FT.) PER UNIT	TOTAL SITE SIZE (SQ. FT.)	TOTAL UNITS PERMITTED
"R-6A"	4,000	378,972	95
"R-6AA"	3,000	378,972	126
Proposed "UC" District	2,707	378,972	140
"R-6"	2,000	378,972	189
"R-7"	1,750	378,972	217
"R-8"	500	378,972	758

# **REQUESTED USES**

All uses within the "C-1" through "C-7" Commercial Districts (without Conditional Use Permits) were permitted in the "Regional Shopping Center" and "Town Center" areas as defined on the Development Plan previously shown in Figure 2 of Chesterfield Village upon approval of St. Louis County Ordinance 6,815 in 1973.

The narrative statement provided describes the applicant's proposal to develop a neighborhood concept consisting of a mix of housing types as well as incorporating a mix of uses. The narrative statement also mentions the desire to request the residential uses required for the petitioner's development, while maintaining commercial uses currently approved on the property until closing of the purchase and sale of the property between the petitioner and current owner. The petitioner is currently under contract to purchase the subject property.

Recent "UC" Urban Core change of zoning petitions that received approval nearby include City of Chesterfield Ordinance 2,861 (approved in 2015) and City of Chesterfield Ordinance 2,980 (approved in 2018). Both petitions requested a change of zoning from the "C-8" Planned Commercial District governed by St. Louis County Ordinance 6,815 (as amended by Ordinance 10,241) and retained the permitted commercial uses in addition to those requested.

The petitioner is requesting three additional uses to those permitted in ordinances 2,861 and 2,980: "Dwelling, multi-family," "Dwelling, single-family attached," and "Home occupation." A maximum of 140 units is requested, though the Preliminary Plan shows 111 units, in order to allow flexibility in finalizing the overall site design and product types offered in this development.

The applicant is requesting the same permitted uses as City of Chesterfield ordinances 2,861 and 2,980 with the additionally requested residential uses identified in bold text in Table 2 on the following page:

Table 2: List of uses requested

PROPOSED USES			
Animal grooming service	Grocery-neighborhood		
Art gallery	Group residential facility		
Art studio	Gymnasium		
Automotive retail supply	Home occupation		
Bakery	Hospice		
Barber or beauty shop	Hotel and motel		
Brewpub	Laundromat		
Broadcasting studio	Library		
Church and other place of worship	Mortuary		
Club	Museum		
Coffee shop	Newspaper stand		
Coffee shop, drive-thru	Nursing home		
Commercial service facility	Office, dental		
Community center	Office, general		
Day care center	Office, medical		
Drug store and pharmacy	Park		
Drug store and pharmacy, drive-thru	Professional and technical service facility		
Dry cleaning establishment	Public safety facility		
Dry cleaning establishment, drive-thru	Reading room		
Dwellings, multifamily	Recreation facility		
Dwellings, single-family attached	Research facility		
Education facility-specialized private schools	Restaurant, fast food		
Education facility-vocational school	Restaurant, sit down		
Educational facility-college/university	Restaurant, take out		
Educational facility-kindergarten or nursery school	Retail sales establishment, community		
Film drop-off and pick-up station	Retail sales establishment, neighborhood		
Financial institution	Telecommunications structure		
Financial institution, drive-thru	Telecommunications tower or facility		
Grocery-community	Veterinary clinic		

## **PRELIMINARY PLAN**

A zoning map amendment to a planned zoning district requires a Preliminary Development Plan which has been included in the Planning Commission's packet.

The Unified Development Code (UDC) establishes **minimum design standards** to be considered by the Planning Commission and City Council in consideration for a change in zoning to the "UC" Urban Core District:

1. Lot area. The minimum lot area for this district is three (3) acres.

The subject site for this development is 8.7 acres.

2. Density. A maximum floor area ratio (F.A.R.) of fifty-five hundredths (0.55) is allowed.

FAR requirements do not apply to residential development.

3. Height. The total height of any structure shall not exceed eight (8) stories in height, excluding mechanical devices.

The maximum height proposed for this development is identified in the narrative statement as three-stories, or 42 feet as illustrated on the site sections provided with the Preliminary Plan.

4. Open space. A minimum open space of thirty percent (30%) 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 toward the open space requirement of thirty percent (30%).

The applicant notes in the narrative statement provided that open space is to include walkways and aesthetic areas within and around the development and will be in compliance with the Unified Development Code.

#### 5. Setbacks.

- a. The minimum yard setback for any structure from the boundary of a "UC" District shall be thirty-five (35) feet.
- b. The minimum yard setback for any parking area, parking structure, internal drive or loading space shall be thirty (30) feet.

The petitioner is requesting modifications to both the parking and structure setback requirements of the "UC" District as shown on the Preliminary Plan provided. For example, existing parking spaces along the south boundary of the development (adjacent to The Awakening) currently do not meet this requirement and is depicted in the aerial image in Figure 7 below. Setback modifications are also requested on all other boundaries of the subject site as depicted on the Preliminary Plan attached to this report. A request for modification to these standards requires a two-thirds (2/3) vote of approval from the Planning Commission.



Figure 7: Existing parking area on south side of subject property

The Unified Development Code (UDC) also identifies **site design features and flexibility** which are not mandatory for approval but 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;
- 2. 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.

Figure 8 on the following page shows the proposed Preliminary Development Plan, including 111 residential units, parking spaces throughout the site, walkways, and the commercial and live/work components in the southwest corner of the site.

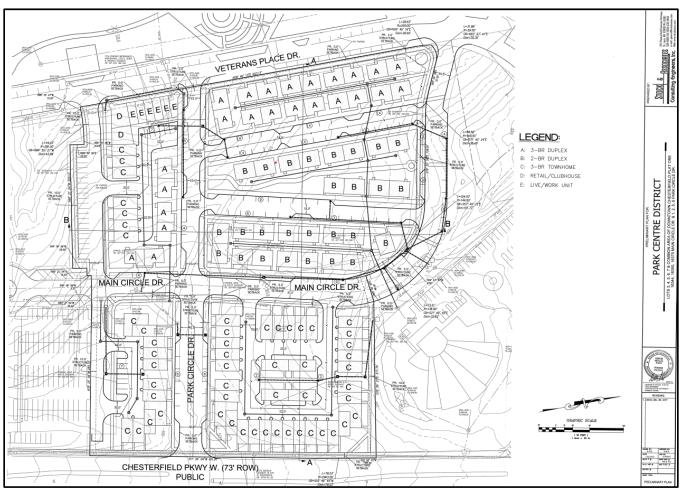


Figure 8: Proposed Preliminary Development Plan

The portions of Main Circle Drive and Park Circle Drive within the subject site area are also proposed as private streets to be constructed and maintained by the developer. As part of this plan, the existing round-a-bout intersection of Main Circle Drive and Park Circle Drive is proposed to be removed and replaced with a four-way intersection.

Additionally, the proposed uses and configuration of the site essentially extend the type of development anticipated in the "PC&R" Planned Commercial and Residential District from the north on the Sachs property surrounding the lake. The residential uses permitted in the "PC&R" District include single-family, two-family, and multi-family in the form of row houses and other group-house arrangements of attached or detached buildings, all of which may be integrated vertically or horizontally with commercial uses.

The Preliminary Development Plan and narrative statement provided include additional details of the petitioner's request.

A Public Hearing further addressing the request will be held at the September 9, 2019, City of Chesterfield Planning Commission meeting. Attached, please find a copy of the Public Hearing Notice, Applicant's Narrative Statement and Requested Uses, and the Preliminary Plan Packet for this petition.

#### Attachments

- 1. Public Hearing Notice
- 2. Narrative Statement & Requested Uses
- 4. Preliminary Plan Packet



Petitioner is requesting a rezoning of the Property from a "C-8" Planned Commercial District to a "UC" Urban Core District. The Property is currently undeveloped. The Comprehensive Plan categorizes the Property as "Urban Core." Petitioner is requesting the Urban Core zoning district so that Petitioner can request the residential uses required for Petitioner's development, while maintaining vested commercial uses currently approved on the Property until closing of the purchase and sale of the Property between Petitioner and Owner. The site development section plans currently approved for the Property permit development of a six-story, 85 foot tall office building totaling 148,200 square feet, two one-story, 25 foot tall restaurants each totaling 7,300 square feet, two one-story, 25 foot tall retail buildings each totaling 5,600 square feet, and 737 parking spaces, about 530 of which would be located in a parking structure adjacent to Central City Park.

Petitioner proposes to develop a neighborhood consisting of single-story paired units, three-story townhomes, and a commercial building of approximately 3,000 square feet. Petitioner is planning on building 111 units, but is requesting a maximum of 140 units to provide flexibility respecting the final amount of each product type built. The Project will include on-site amenities such the business located in the on-site commercial building, which we envision will be a local coffee shop. The number of parking spaces provided at the development will comply with the Unified Development Code. Townhomes will have a tuck under garage, while the single-story paired units will have a detached garage (not a car port). Main Circle Drive and Park Circle Drive will be public streets, parking adjacent to these drives will be available for public use. Sidewalks will be placed in easements and dedicated to the City. An internal parking lot is proposed, this parking will be for Park Centre District residents.

The Project is not age-restricted and will appeal to every age demographic. It is designed to offer families the opportunity to become part of the Chesterfield community and for empty-nesters to down-size while staying in the community. Petitioner envisions the townhome units being a great fit for the local entrepreneur who wants to be close to urban commerce and activity without the burden of a daily commute.

For a complete list of the proposed development standards, density and height limitations, yard requirements, parking, loading, and access plans, please see the Preliminary Development Plan submitted with the Application. For the Project tree preservation plan, please see the Tree Preservation plan submitted with the Application. For a complete list of the uses being requested for the Project, please see Exhibit A to the Application. Thompson Thrift will submit a Landscape Plan in conformance with Article 4, Section 2 of the Unified Development Code with its Site Development Plan. Applicant is requesting an exception from the base UC district building and parking setback requirements. The non-residential component of the project will comply with the maximum FAR requirement of 0.55. The open space requirements will be in compliance with the Unified Development Code. See Applicant's Preliminary Development Plan for specific details.

### **EXHIBIT A**

### REQUESTED USES

- 1. Animal grooming service
- 2. Art gallery
- 3. Art studio
- 4. Automotive retail supply
- 5. Bakery
- 6. Barber or beauty shop
- 7. Brewpub
- 8. Broadcasting studio
- 9. Church and other place of worship
- 10. Club
- 11. Coffee shop
- 12. Coffee shop, drive-thru
- 13. Commercial service facility
- 14. Community center
- 15. Day Care Center
- 16. Drug store and pharmacy
- 17. Drug store and pharmacy, drive-thru
- 18. Dry cleaning establishment
- 19. Dry cleaning establishment, drive-thru
- 20. Dwellings, multifamily
- 21. Dwelling, single-family attached
- 22. Education facility- specialized private schools
- 23. Education facility-vocational school
- 24. Educational facility- college/university
- 25. Educational facility- kindergarten or nursery school
- 26. Film drop-off and pick-up station
- 27. Financial institution
- 28. Financial institution, drive-thru
- 29. Grocery-community
- 30. Grocery-neighborhood
- 31. Gymnasium
- 32. Home occupation
- 33. Hotel and motel
- 34. Laundromat
- 35. Library
- 36. Mortuary
- 37. Museum
- 38. Newspaper stand
- 39. Office, dental
- 40. Office, general
- 41. Office, medical
- 42. Park

- 43. Professional and technical service facility
- 44. Public safety facility
- 45. Reading room
- 46. Recreation facility
- 47. Research facility
- 48. Restaurant, fast food
- 49. Restaurant, sit down
- 50. Restaurant, take out
- 51. Retail sales establishment, community
- 52. Retail sales establishment, neighborhood
- 53. Telecommunications structure
- 54. Telecommunications tower or facility
- 55. Veterinary clinic



St. Louis

16090 Swingley Ridge Road Suite 620 Chesterfield, MO 63017 (636) 532-0042 (636) 532-1082 Fax

> Michael J. Doster mdoster@dubllc.com

November 5, 2019

### Hand Delivered and via Email

Mr. Andrew Stanislav Project Planner City of Chesterfield 690 Chesterfield Parkway West Chesterfield, MO 63017-0760 RECEIVED

NOV 1 3 2019

City of Chesterfield

Penadment of Public Services

Re:

P.Z. 10-2019 Downtown Chesterfield (C8-UC) (Park Centre District)

("Application") -Density

### Dear Andrew:

Please find the enclosed memorandum addressing the history of density in Downtown Chesterfield and its applicability to the Application. Please include this letter and the memorandum in the meeting packets for the next Planning Commission meeting where the Application is considered. Main points highlighted in the memorandum are as follows:

- According to the Comprehensive Plan land use designation, Downtown Chesterfield should contain the "highest density development in Chesterfield."
- The Property has been part of Downtown since at least 2004. See the HOK Downtown Chesterfield
  master plan included with this letter and memorandum, as well as subsequent approved site plans
  which refer to the subject property as Phase I of Downtown Chesterfield.
- The development currently approved on the Property does not conform with the Downtown concept due to its failure to include residential uses and to promote connectivity and walkability. See the Urban Land Institute report included with this letter and memorandum.
- The Project is less dense than a recently approved residential development in Downtown.
- The proposed density conforms with the density permitted by the R-6 zoning district, the City's third least dense residential zoning district.

Please do not hesitate to contact me if you have any further questions or comments.

Michael . Doster

Enclosure

# PARK CENTRE DISTRICT MEMORANDUM REGARDING DENSITY

This memorandum will serve as Thompson Thrift, Inc.'s ("Applicant") response to the questions raised by the public regarding the appropriateness of the density proposed by for the Park Centre District project ("Project") at the property that is the subject of the Application ("Property").

### Density: The Key To Downtown Chesterfield

The defining characteristic of Downtown Chesterfield since the idea's inception is density. The vision was a dense, mixed-use town center surrounding Central City Park. As the Urban Land Institute wrote in their advisory report to Sachs Properties and the City regarding Downtown, "A town center . . . is anchored by retail, dining and leisure uses, as well as by vertical or horizontal residential uses . . . Over time a town center should evolve into the densest, most compact, and most diverse part of a community, with strong connections to its surroundings." The Urban Core land use category in the Comprehensive Plan brought the Downtown vision into the formal planning policies of the City. The Comprehensive Plan identifies properties within the "Urban Core" land use category as ideal for "a mixture of high density residential, retail, and office uses containing the highest density development in Chesterfield." Another core tenet of the Downtown concept is walkability and connectivity between the properties within the Urban Core and the adjacent public spaces, including the Park. This is a defining characteristic of town center style developments throughout the St. Louis area and the country.

# The Property's Inclusion in Downtown

The Property has been identified as part of the City's "Downtown" since the concept's inception. The recorded site plans respecting the Property and Downtown master plans prepared with input by HOK, ULI, Sachs and the City refer to the Property as part of "Phase I" of Downtown, with the PC&R district being "Phase II". Accordingly, it has been categorized as part of the Urban Core since that land use classification was introduced to the Comprehensive Plan. There is every indication that it will continue to be categorized as Urban Core once the updated Comprehensive Plan is adopted. Per the recommendations made by the ULI in their advisory report, the goal for the last 12 years has been to develop the Property in tandem with Phase II of Downtown, so that the City would have a "thoughtfully developed town center." Furthermore, since 2010 Sachs Properties and its affiliates have donated almost 40 acres of land to the City for its park and trails system in reliance upon the envisioned "Downtown" concept. Sachs Properties and the City have worked together closely on the development of the park for decades, identifying parcels to be donated for park expansion. The Property has not been identified as an extension of the Park. The HOK master plan, ULI report, and the Park master plan prepared for the City lend further support to this conclusion. Both the City and the Property owner intended that it be developed in accordance with the Downtown concept for at least the last 15 years. The HOK master plan, ULI Report, and Park master plan are enclosed with this memorandum for reference.

### The Project's Conformance with the Downtown Concept

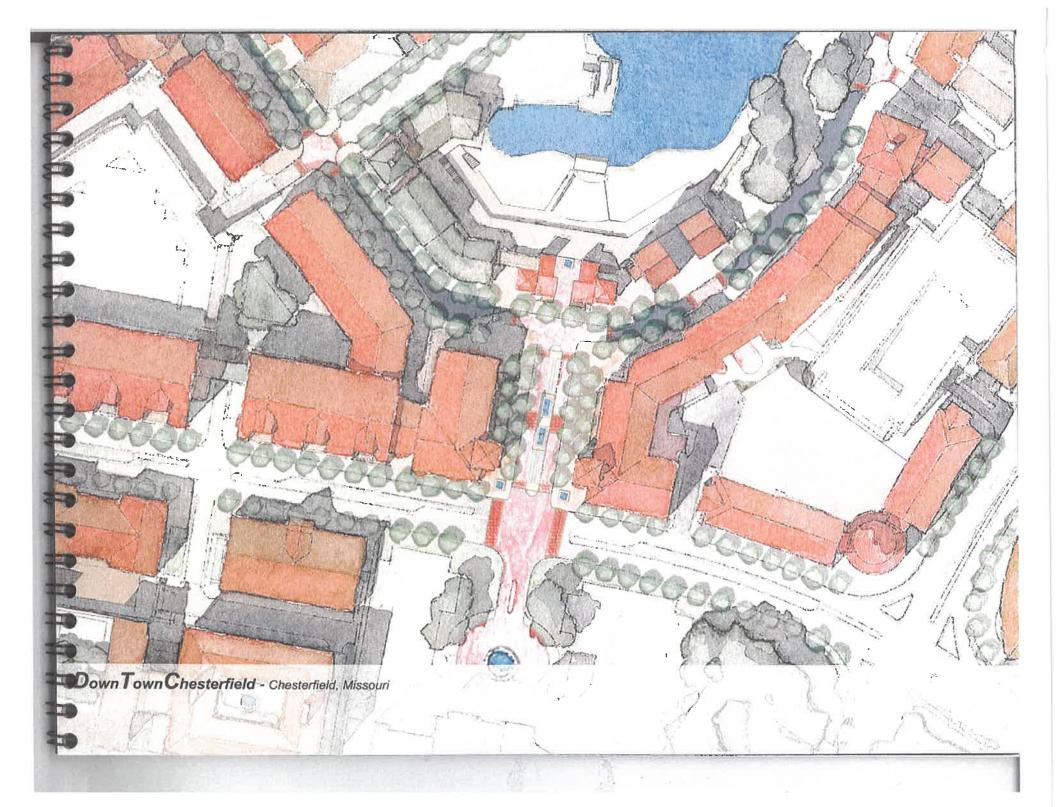
Additionally, the product types and architectural style that Applicant is proposing are of the types found in the town center districts that Downtown Chesterfield is modeled after. Indeed, from a town center master planning perspective, the Project is a substantial improvement over the office development currently approved on the Property. If the Property is developed in accordance

with the currently approved plan, Park Circle Drive will effectively dead-end into a six-story, 85 foot tall, 148,200 square foot office building. This building would be immediately adjacent to the Park, blocking all view, connectivity, and walkability east from the Park towards the Chesterfield Mall property. The Project would result in an extension of Park Circle Drive from Chesterfield Parkway, through the Property, to Veteran's Place Drive and the Park. This opens up access to the Park from Chesterfield Parkway, and also creates a view of the Park from Chesterfield Parkway. It also enables a direct connection from the Park to 700 Chesterfield Center and the Mall property. The Comprehensive Plan Update contemplates this connection, as the renderings prepared by the City's Comprehensive Plan consultant and enclosed with this memorandum show.

Another characteristic found in the town center districts referenced in the ULI report that the applicant's plan would introduce to Downtown Chesterfield is synergy between residential and commercial uses. In each of the referenced districts, retail and restaurant uses thrive due to nearby residential districts. Country Club Plaza in Kansas City, Missouri is of particular note. The report notes that residential uses were introduced first, and that commercial uses followed. Country Club Plaza continues to be a thriving, successful town center district today due to the synergies between the residential and commercial uses. Similarly, the Project makes commercial uses in the immediate vicinity more viable long-term.

### The Project's Comparative Density

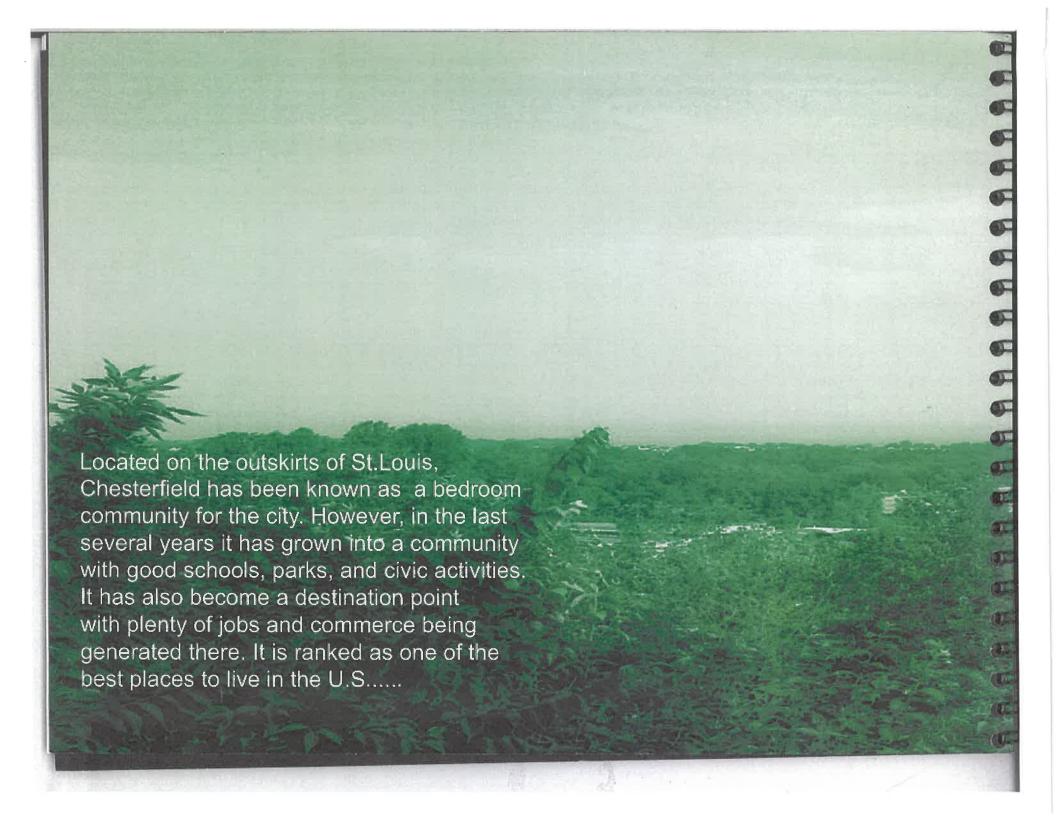
The recently approved development known as The Wildhorse (formerly known as The Pearl) is a good example of the types of development envisioned and appropriate in Downtown Chesterfield and the Urban Core. The Wildhorse development is approved in the PC&R portion of Downtown Chesterfield and includes 188 units on a 7.3 acre parcel, for a density of approximately 26 units per acre. The residential component is in addition to the commercial and hotel uses that will also be constructed as part of The Wildhorse development. By contrast, the Project proposes 140 approved units on 8.7 acres, for a density of approximately 16 units per acre. At the proposed density, the Project would conform with the density requirements of the City's R-6 zoning district, the third least dense residential district in the City, in an area that is supposed to contain the "highest density development in Chesterfield."



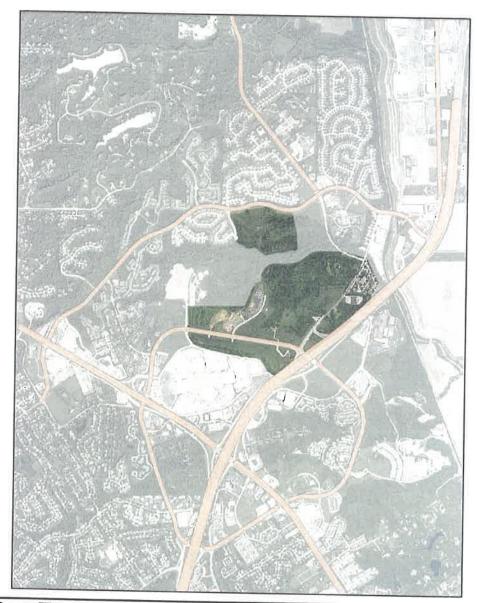
## The Downtown Chesterfield Master Plan

INTRODUCTION
ZONING
COMPARABLE PROJECTS
MASTER PLAN
PHASING
PROCESS

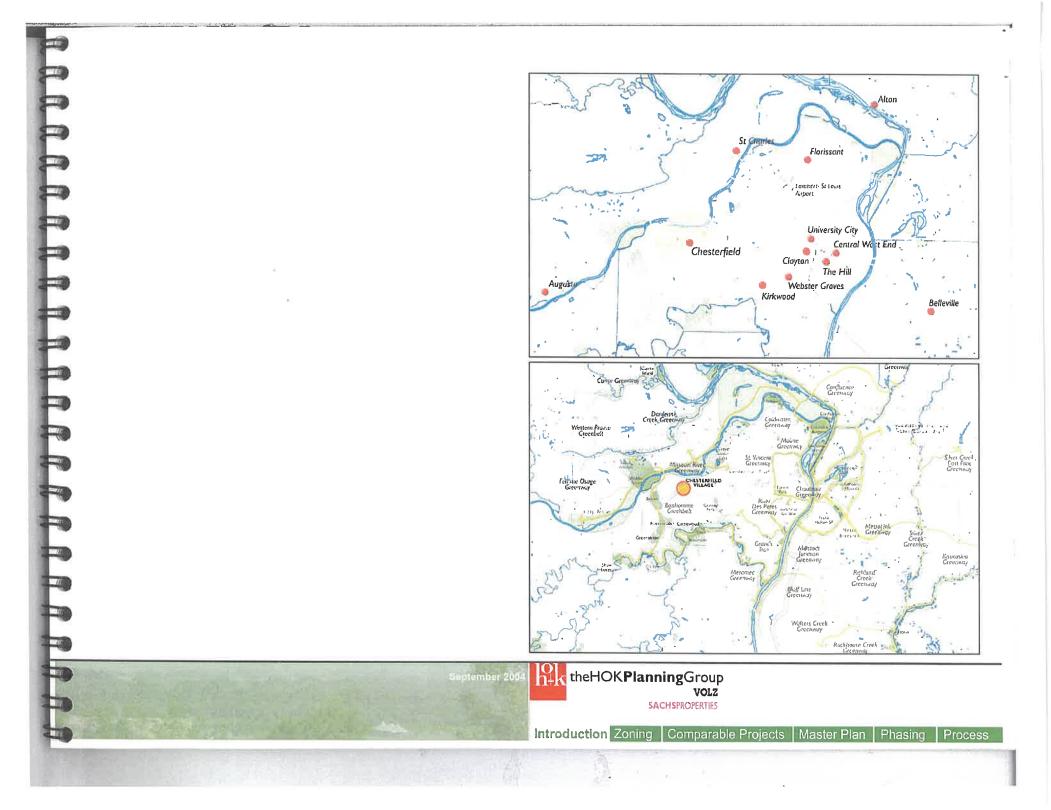
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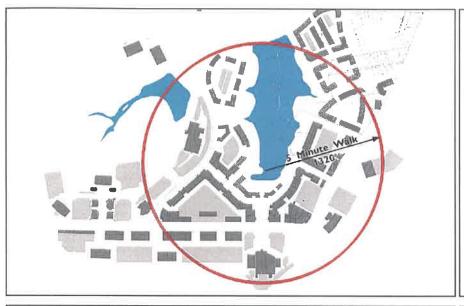
Introduction

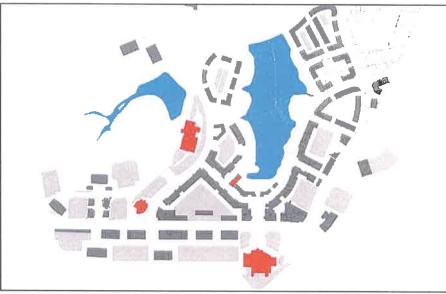


Down Town Chesterfield - Chesterfield, Missouri





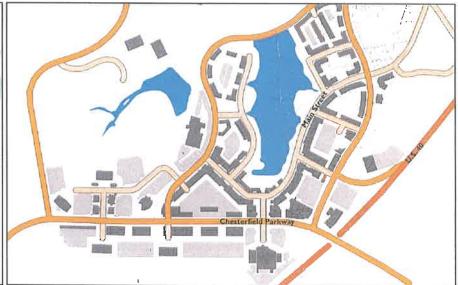




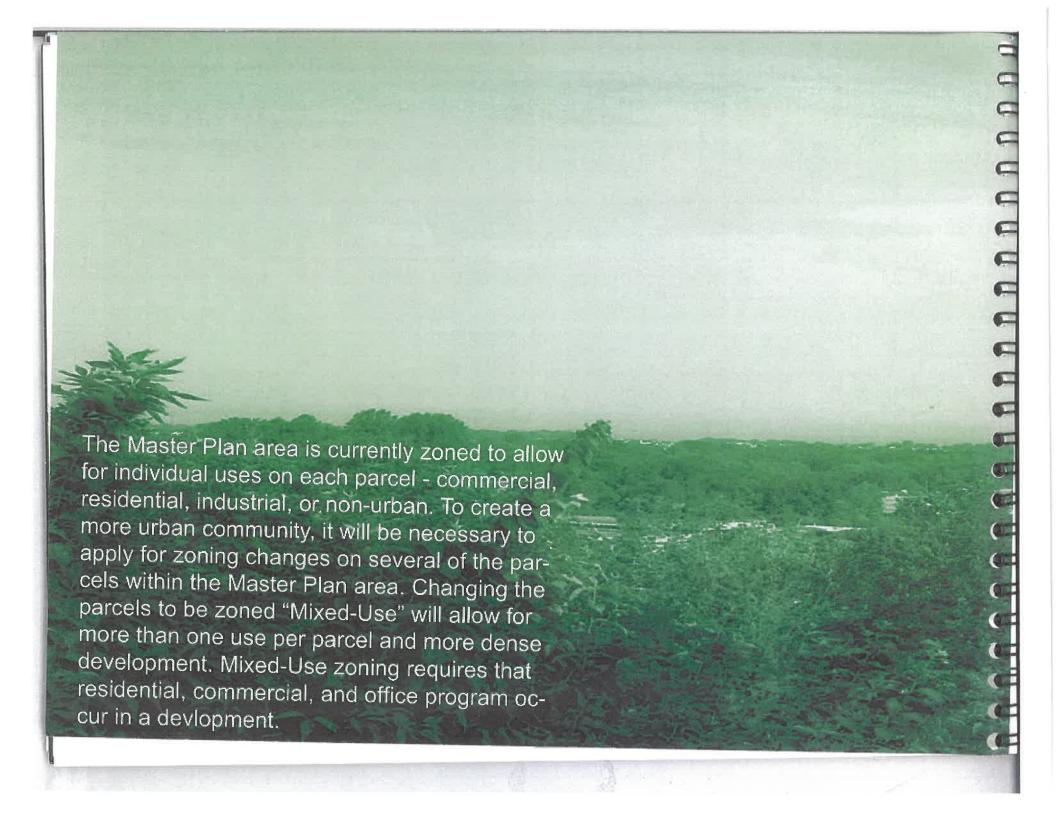


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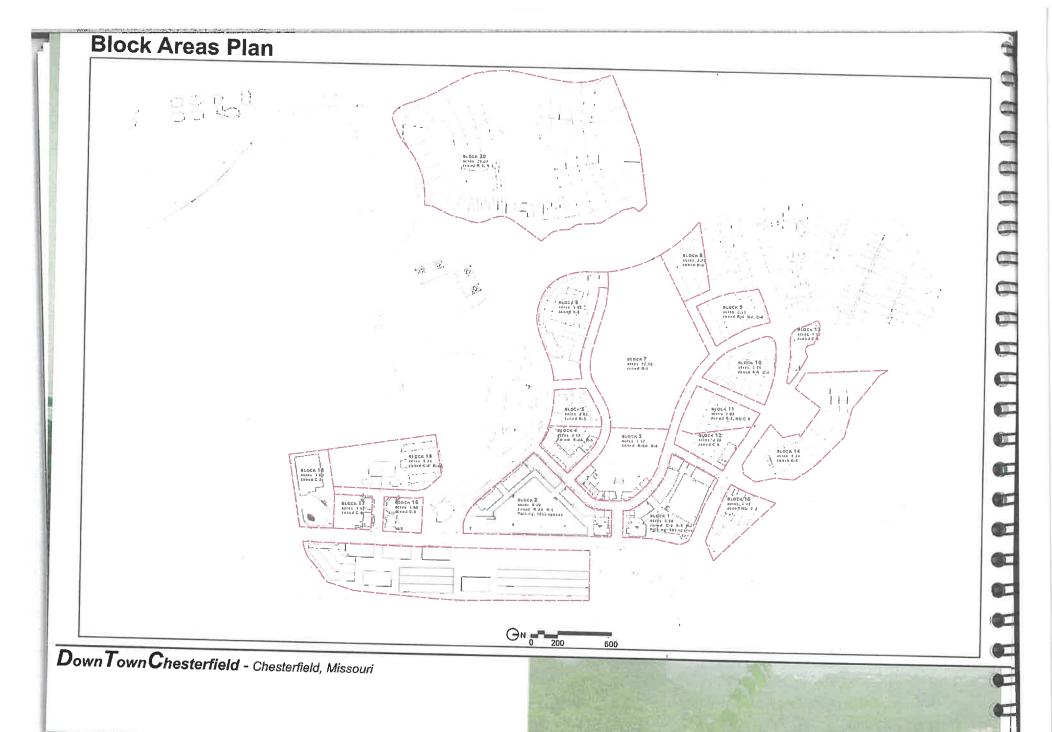
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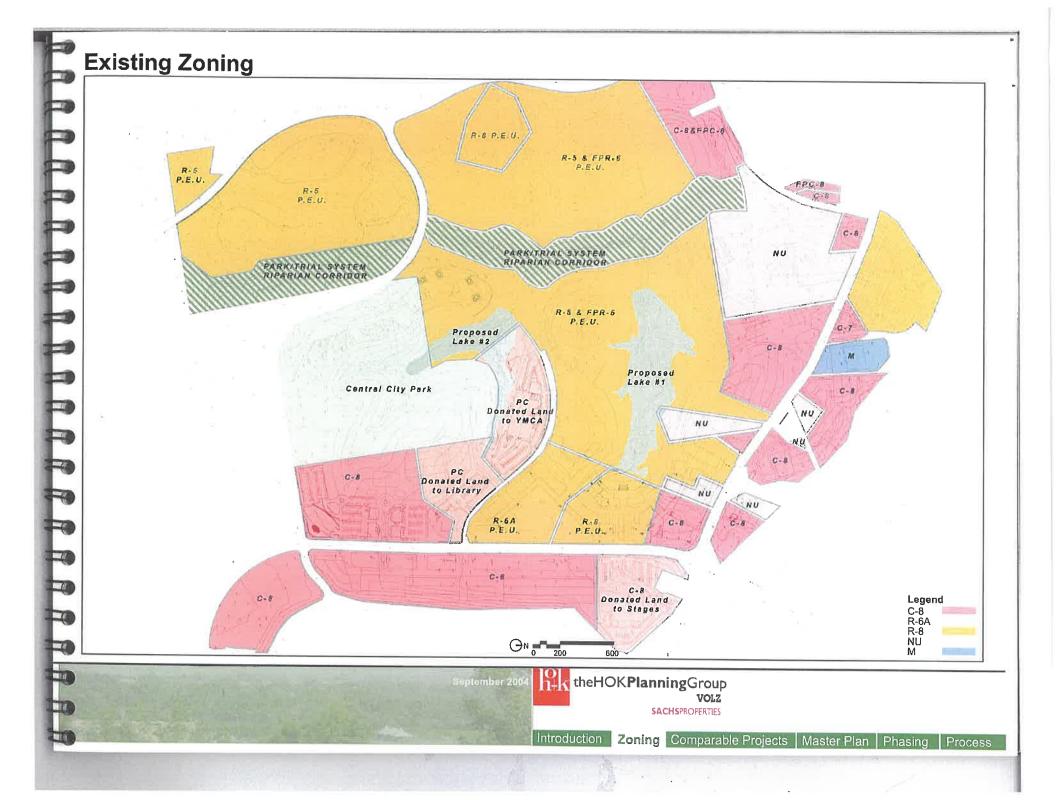




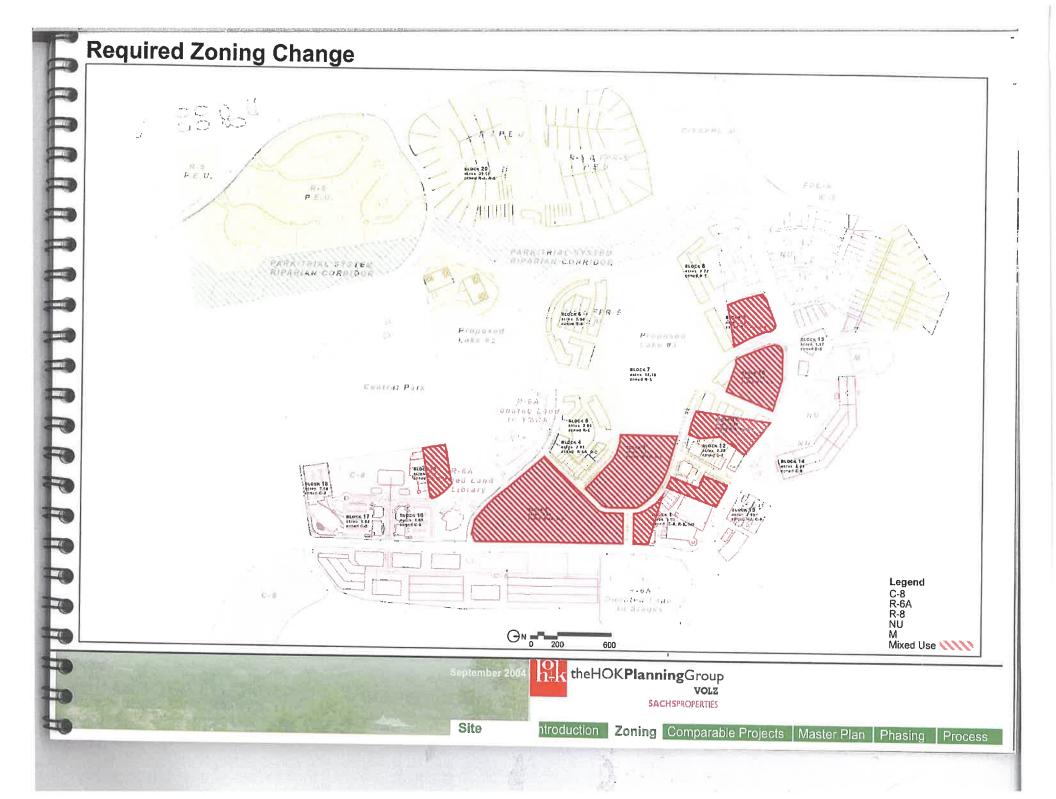


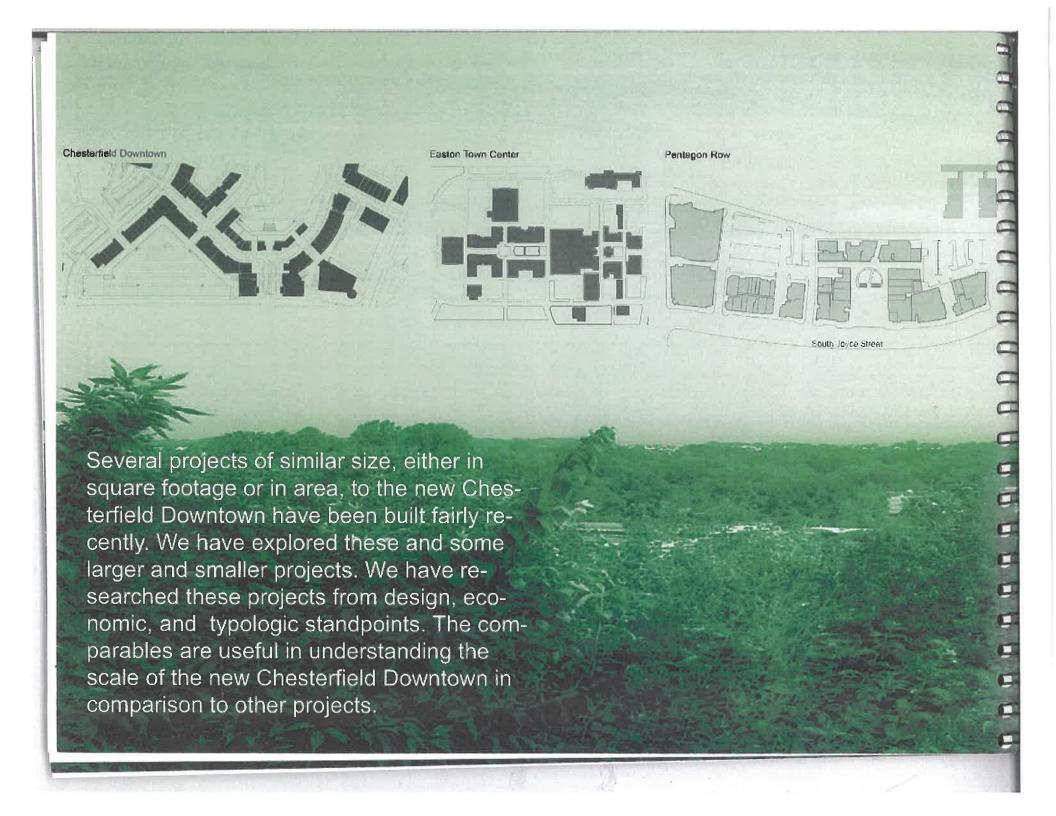






Mixed-Use Zoning R-5 P.E.U. R+5 P, E, U PARKITALISYSTEM RIPARIAN CORRIGOR PARKSTRIAL SYSTER RIPARIAN CORRIDOR Proposit Устиговна Lake #2 Control Pork P 0 4 TLOCK 19 R - U A Legend C-8 R-6A R-8 NU M Mixed Use H- 14 Donaton Card 10 510005 ○N 0 200





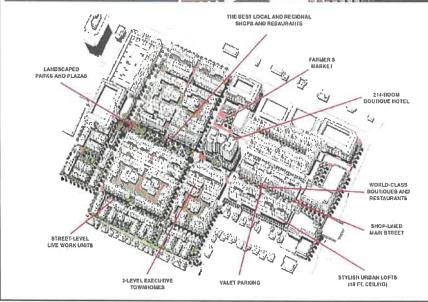
Brentwood Soulevard The Market Common City Place Comparable Projects

# Santana Row

San Jose, CA 40 Acres/ 680,000 s.f. retail / 1200 Residential Units Hotel, Public Parks, Plazas, Outdoor Entertainment Farmer's Market





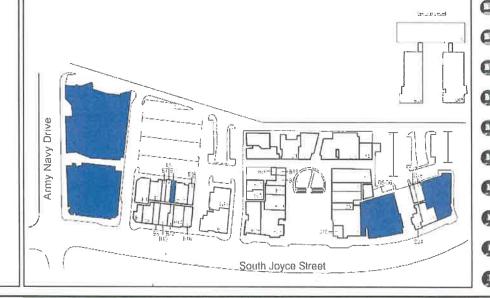


# **Pentagon Row**

Alexandria, VA 18 Acres/ 300,000 s.f. retail / 500 Residential Units Urban Squares, Outdoor Entertainment, Transit Accessibility







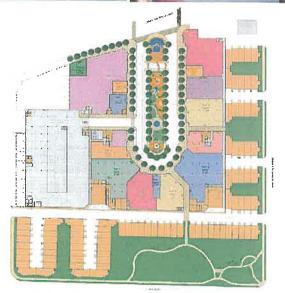
Down Town Chesterfield - Chesterfield, Missouri

# **The Market Common**

Arlington, VA 270,000 s.f. retail / 300 Rental Units Restaurants, Outdoor Shopping, Residential







# Old Hyde Park Village

West Palm Beach, FL 72.9 Acres/ 600,000 s.f. retail / 570 Residential Units Hotel, Public Parks, Plazas, Outdoor Entertainment, 20 Screen Movie Theatre





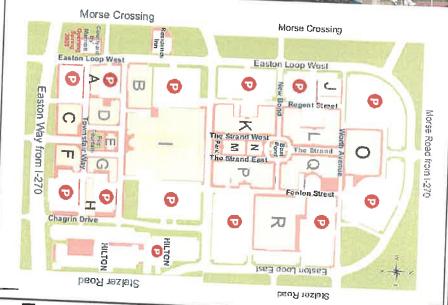
# Laston Town Center

Columbus, OH 1,200 Acres/ 1.5 million s.f. retail / 800 Residential Units Hotel, Public Parks, Plazas, Outdoor Entertainment









# **City Place**

West Palm Beach, FL 72.9 Acres/ 600,000 s.f. retail / 570 Residential Units Hotel, Public Parks, Plazas, Outdoor Entertainment, 20 Screen Movie Theatre

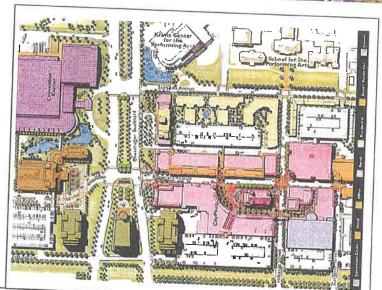


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# **Addison Circle**

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Addison, TX Retail, Residential, Office Restaurants, Outdoor Shopping, Residential







# **Country Club Plaza**

Kansas City, MO Retail, Residential, OfficeRestaurants, Outdoor Shopping, Residential





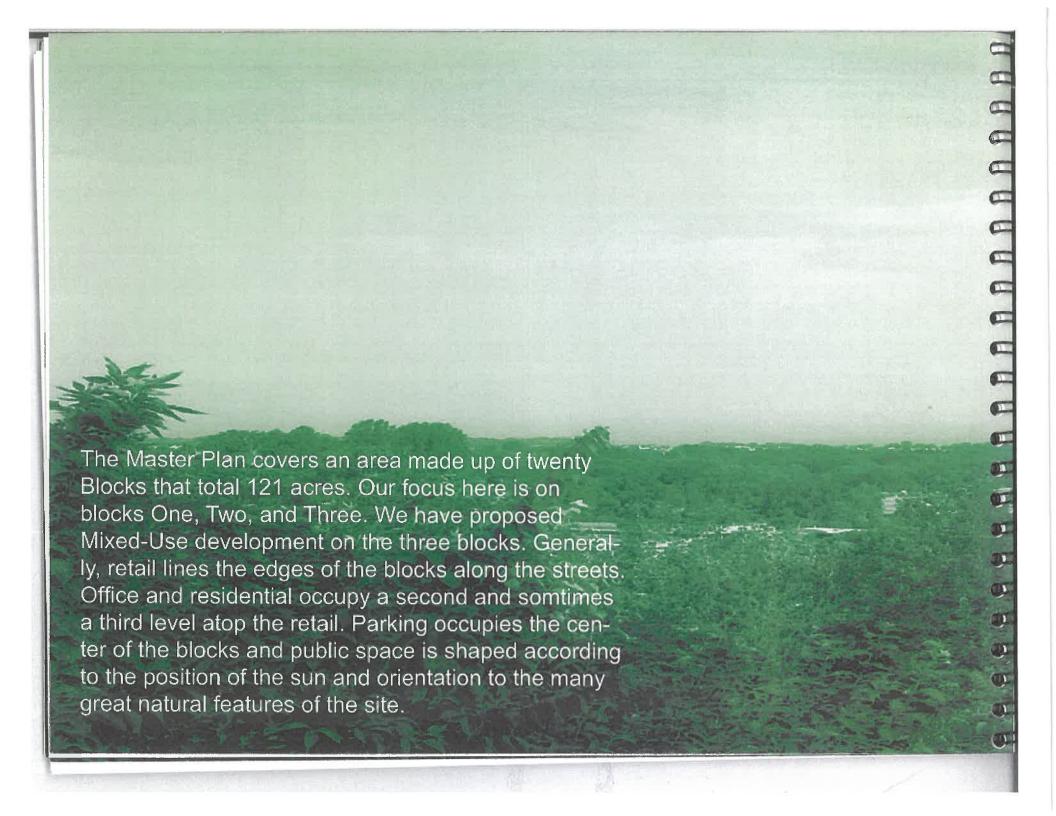






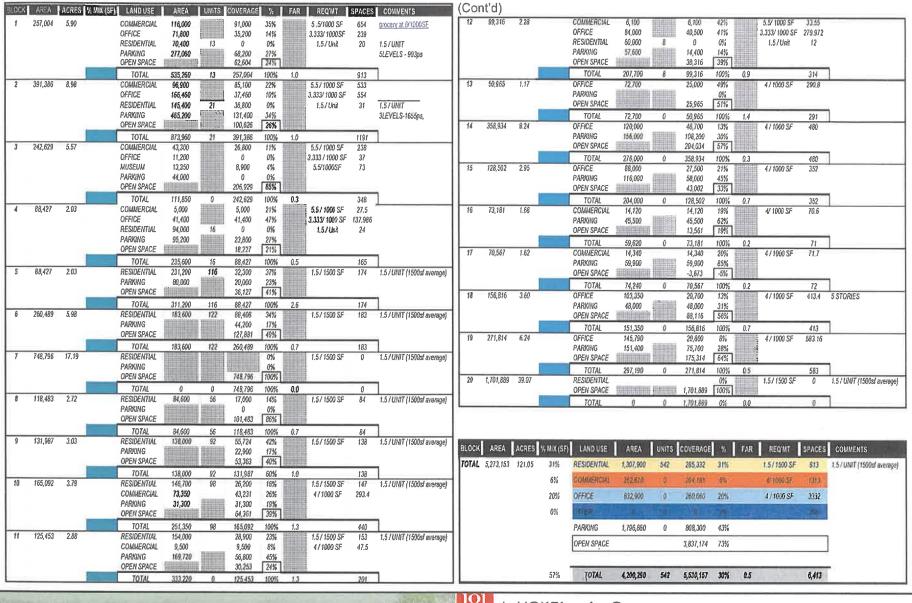
theHOK**Planning**Group

SACHSPROPERTIES



# Master Plan



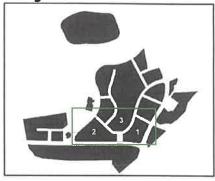


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theHOK**Planning**Group **SACHSPROPERTIES** 

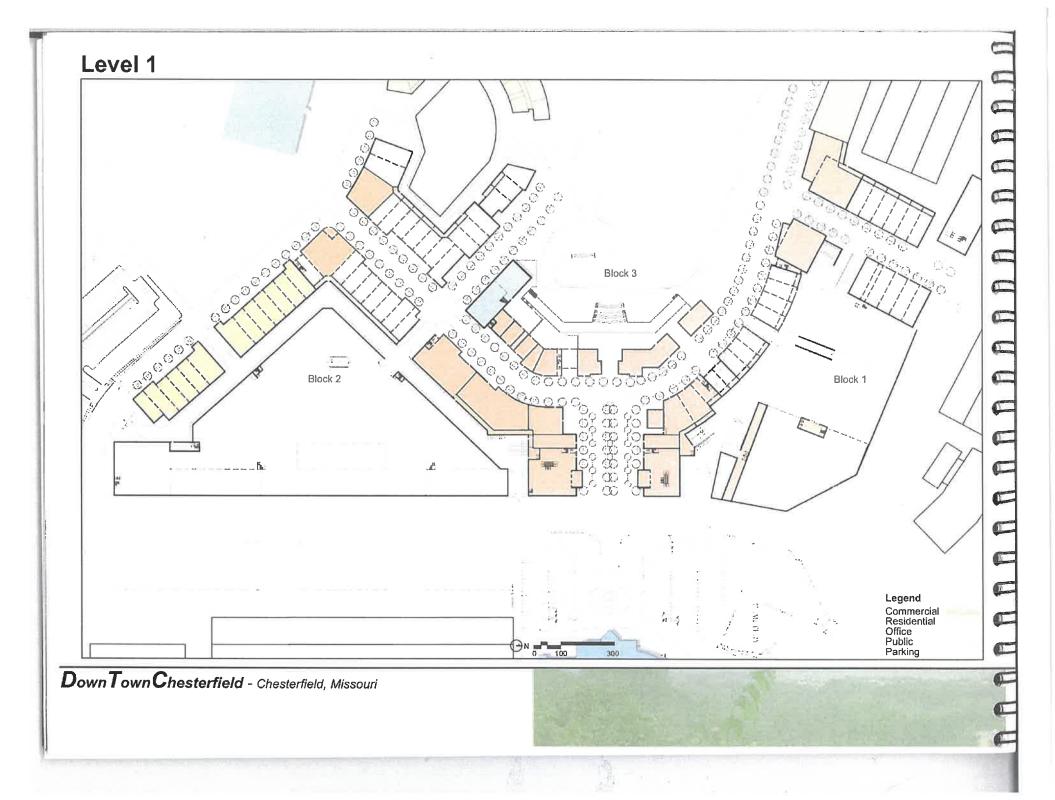
# Key Plan

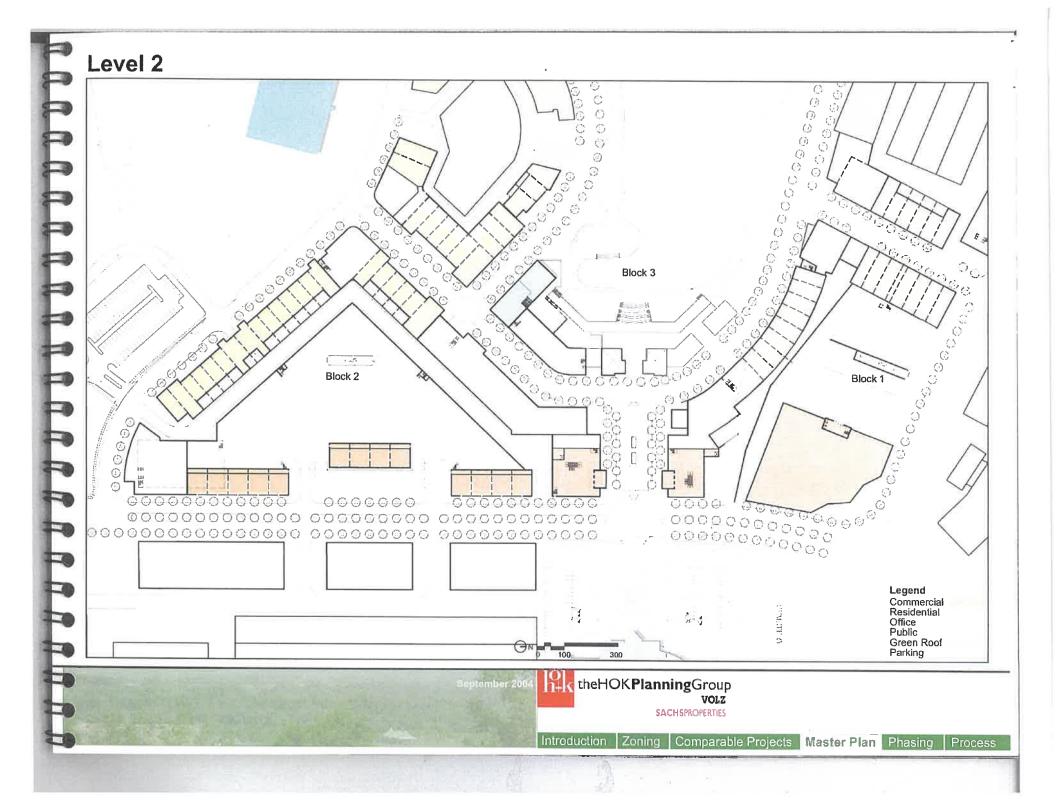


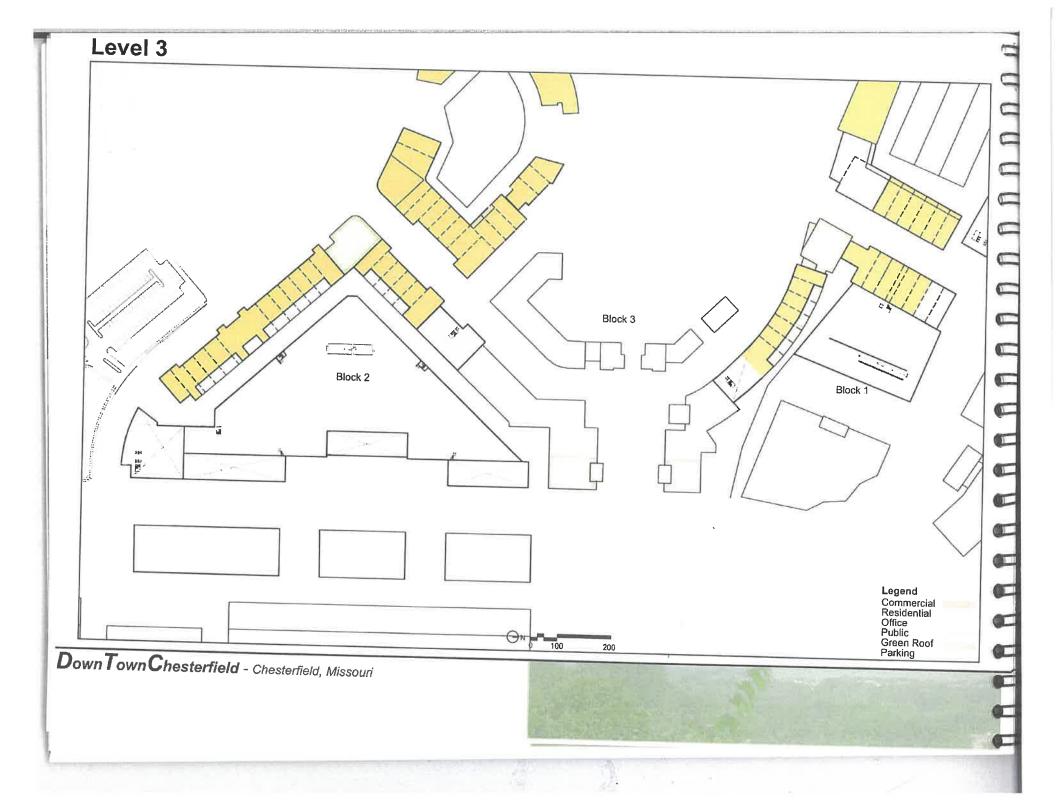
# **Block Area Calculations**

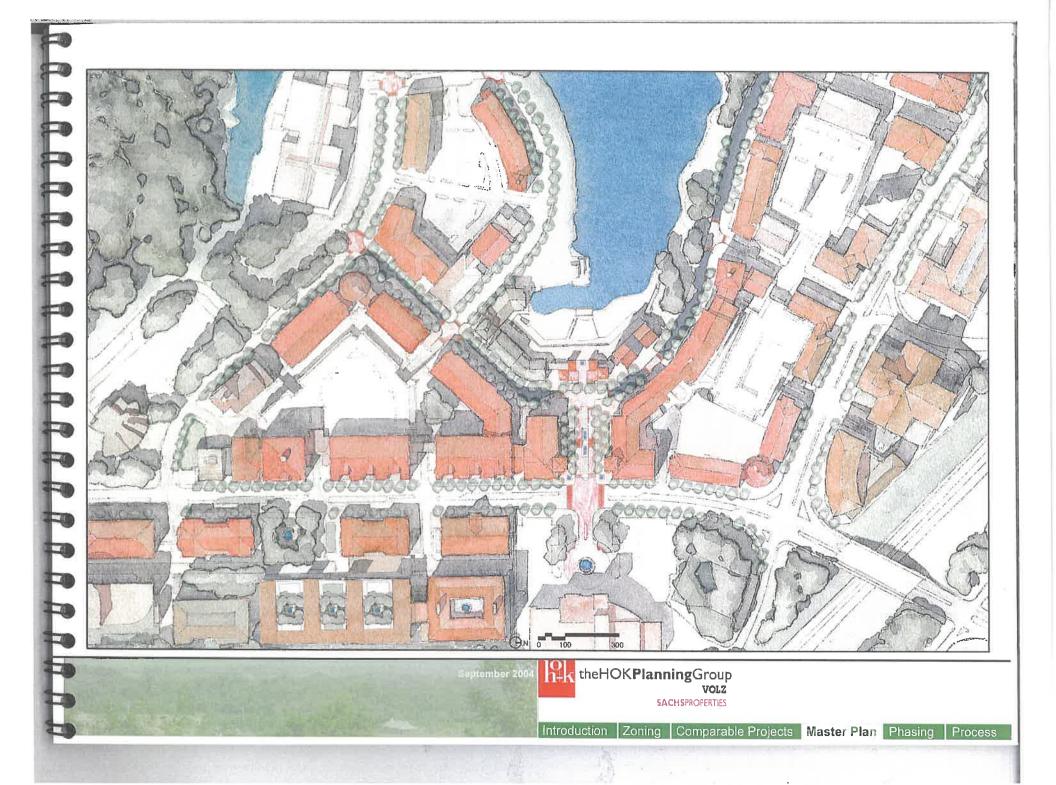
BLOCK	AREA	ACRES	% MIX (SF)	LAND USE	AREA	UNITS	COVERAGE	%	FAR	REQ'MT	SPACES	COMMENTS
1	257,004	5.90		COMMERCIAL	116,000		91,000	35%		5 .5/1000 SF	654	grocery at 6/1000SF
				OFFICE	71,800		35,200	14%		3.333/ 1000SF	239	
				RESIDENTIAL	70,400	13	0	0%		1.5 / Unit	20	1.5 / UNIT
				PARKING	277,060		68,200	27%				5LEVELS - 903ps
				OPEN SPACE			62,604	24%				=
				TOTAL	535,260	13	257,004	100%	1.0		913	
2	391,386	8.98		COMMERCIAL	96,900		85,100	22%		5.5 / 1000 SF	533	
				OFFICE	166,460		37,460	10%		3.333/1000 SF	554	
				RESIDENTIAL	145,400	21	36,800	0%		1.5 / Unit	31	1.5 / UNIT
				PARKING	465,200		131,400	34%				3LEVELS-1655ps,
			-	OPEN SPACE			100,626	26%				_
				TOTAL	873,960	21	391,386	100%	1.0		1191	
3	242,629	5.57		COMMERCIAL	43,300		26,800	11%		5.5 / 1000 SF	238	
				OFFICE	11,200		0	0%		3.333 / 1000 SF	37	
				MUSEUM	13,350		8,900	4%		5.5/1000SF	73	
				PARKING	44,000		0	0%				
				OPEN SPACE			206,929	85%				
				TOTAL	111,850	0	242,629	100%	0.3		348	
TOTAL	891,019	20.45	36%	COMMERCIAL	256,200	- 0	202,900	17%		5.5/ 1000 SF	1359	
			35%	OFFICE	249,460	0	72,660	17%		3.333/ 1000 SF	831	
			30%	RESIDENTIAL	215,800	34	36,800	14%		1.5 / Unit SF	48	1.5 / UNIT
			100%	Subtotal	721,460	0		1 - 30		100-100-100-100-100-100-100-100-100-100	2,452	
otal with	891,019	20.45		PARKING	786,260	0	199,600	52%		4		
arking and	open space			OPEN SPACE			370,159	42%				
			100%	TOTAL	1,507,720	34	891.019	99%	2.5	AND THE PERSON NAMED IN	2,452	

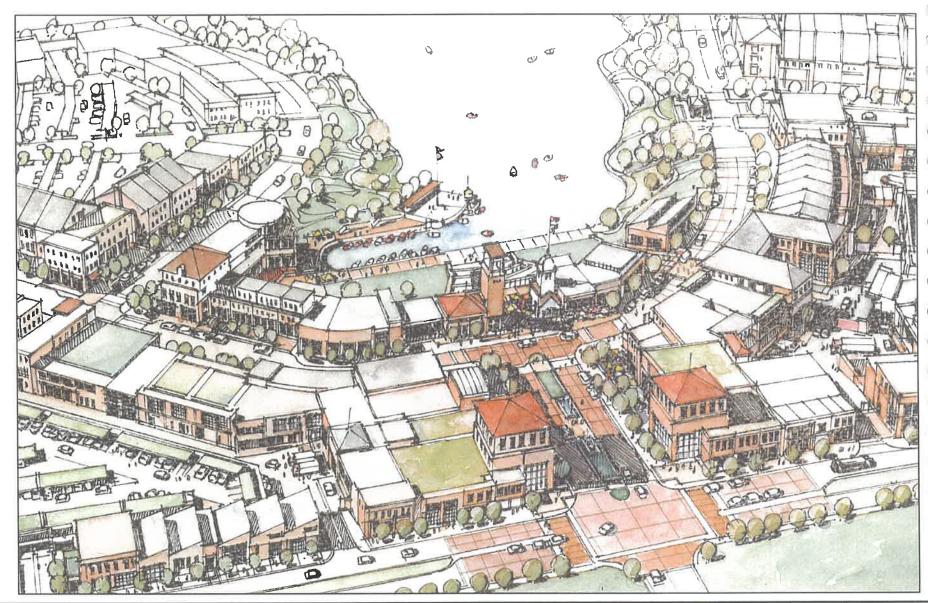








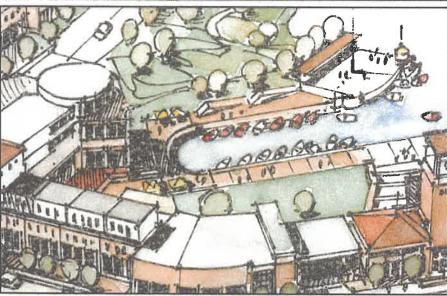


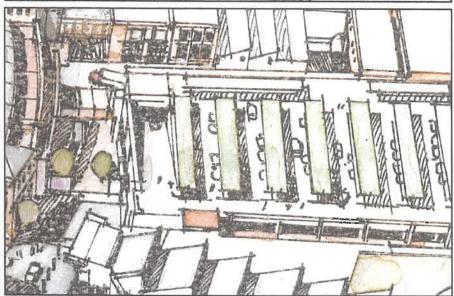


Down Town Chesterfield - Chesterfield, Missouri



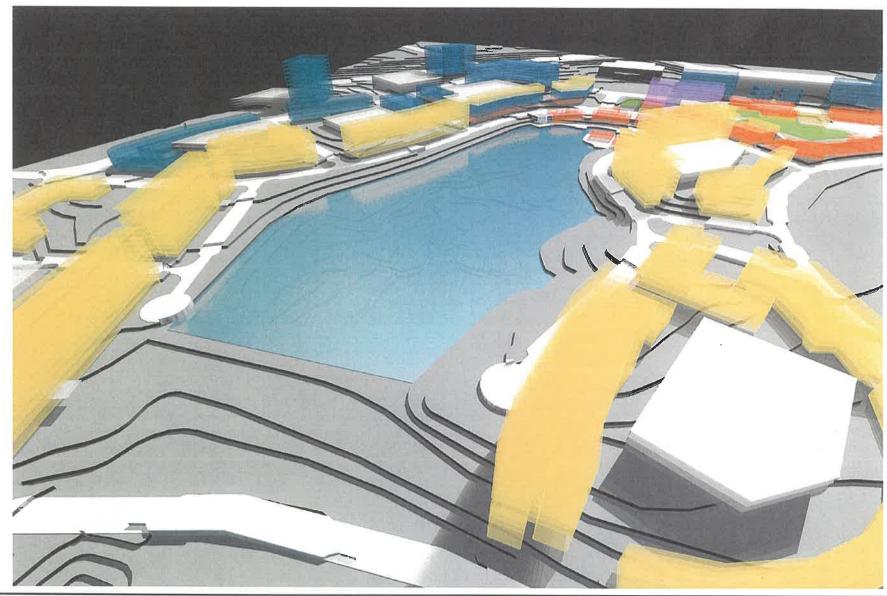




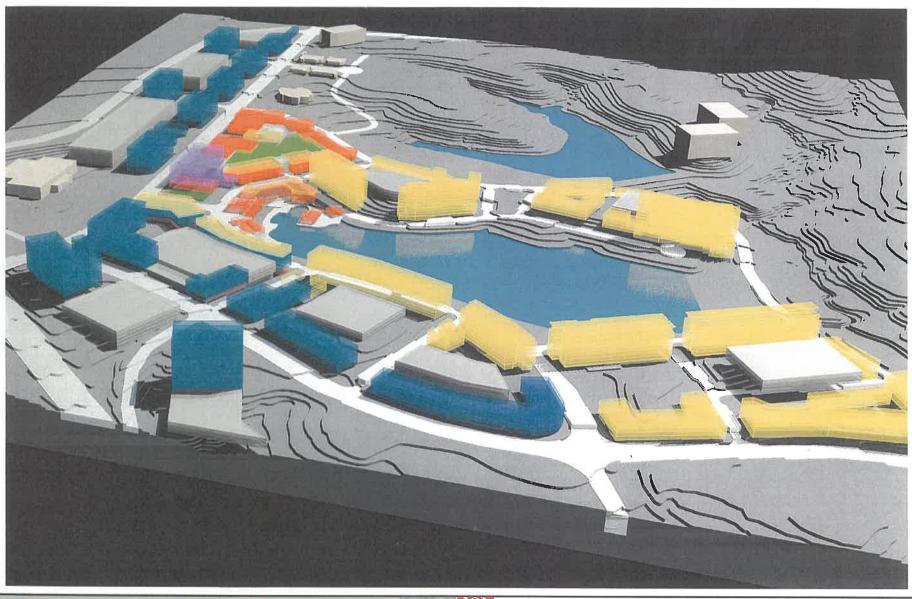


theHOK**Planning**Group

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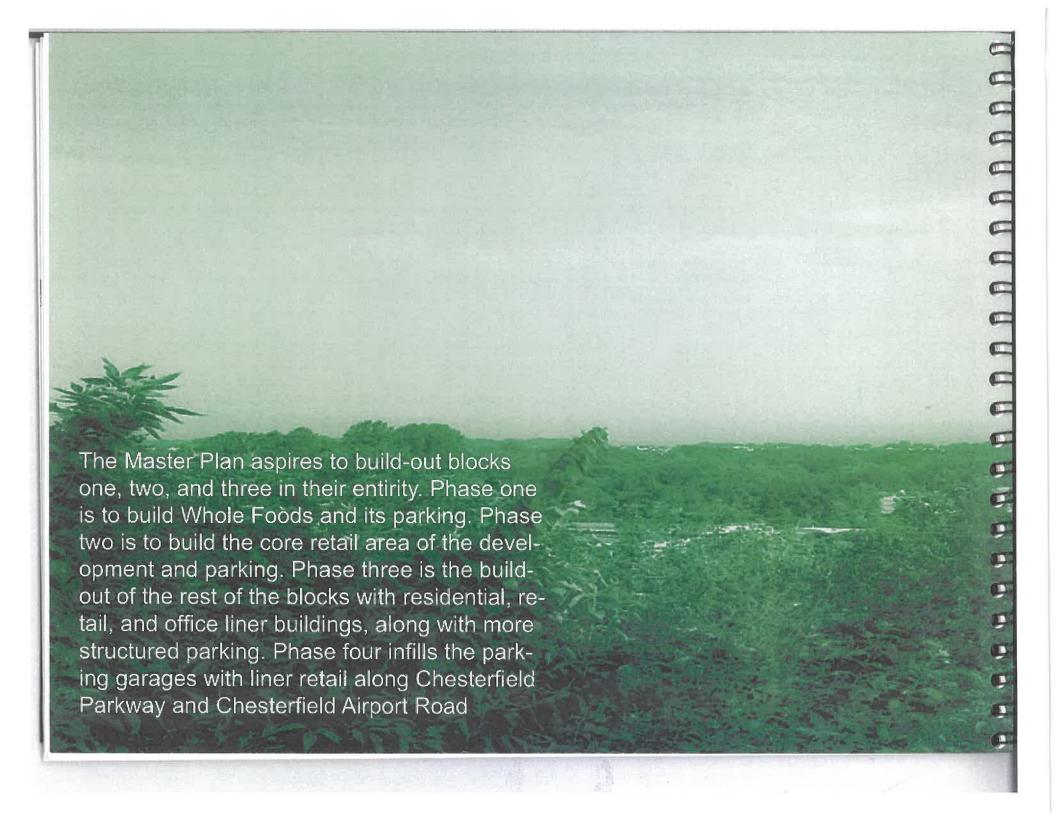


Down Town Chesterfield - Chesterfield, Missouri

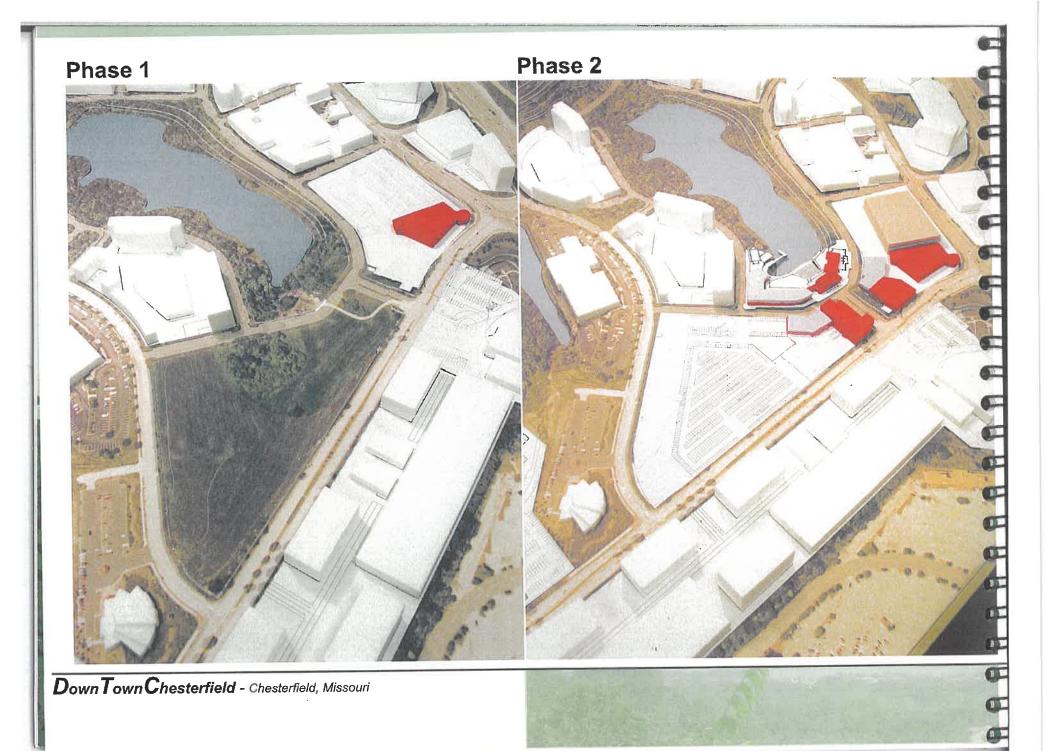


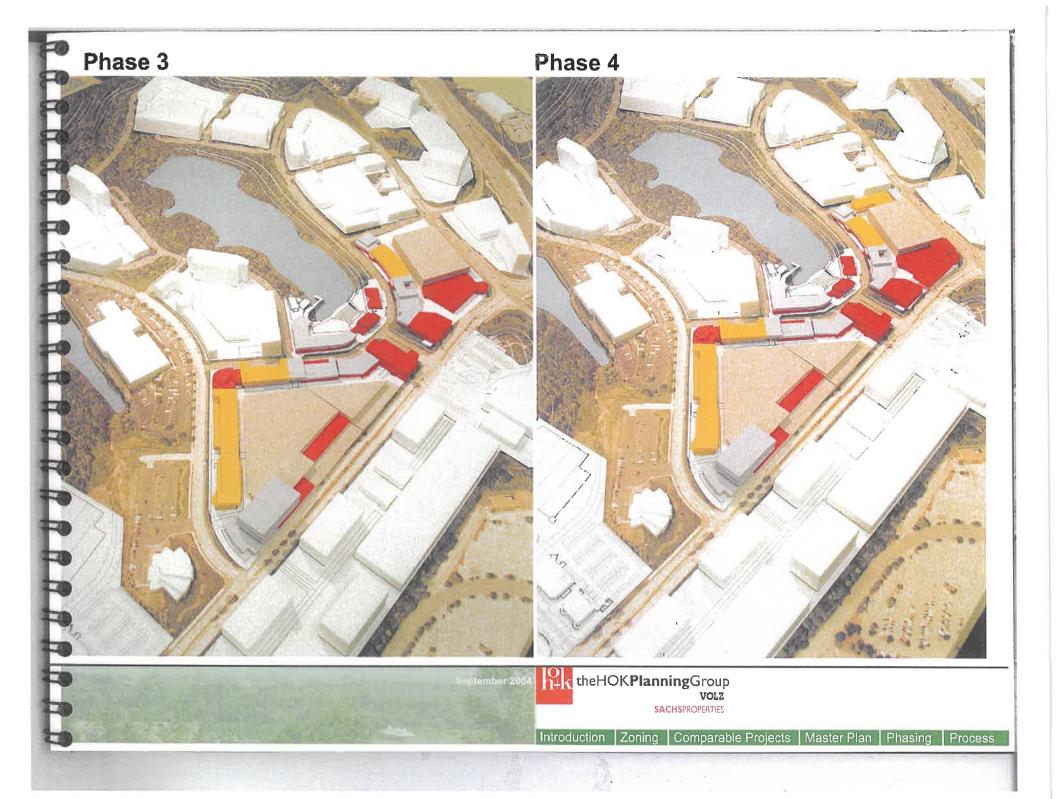


Introduction Zoning Comparable Projects Master Plan Phasing Process



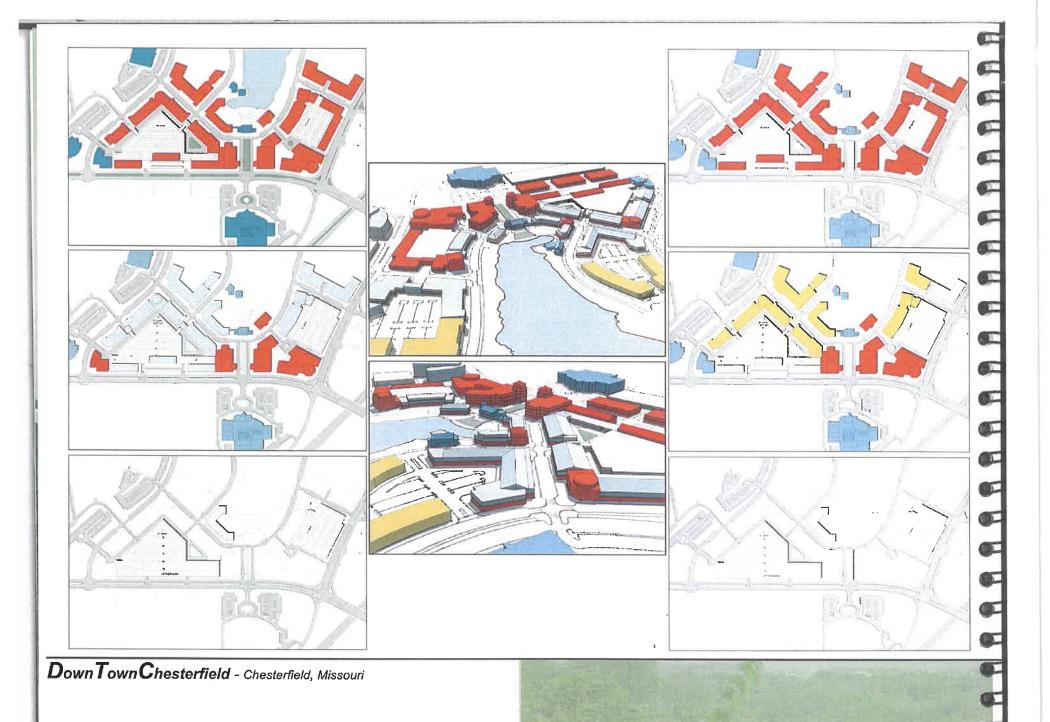
Phasing

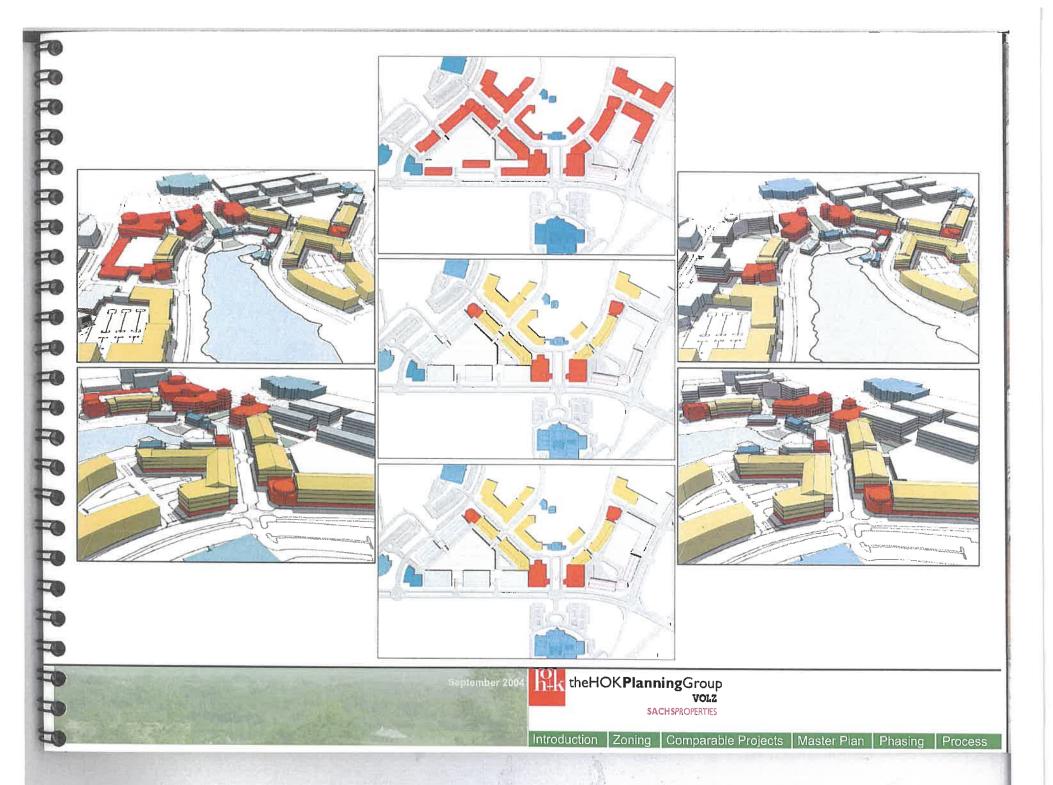






Process





AN ADVISORY SERVICES PANEL REPORT

# Chesterfield Missouri





Urban Land Institute

## Chesterfield Missouri

**Downtown Chesterlield** 

November 12–15, 2007 An Advisory Services Program Report

ULI-the Urban Land Institute 1025 Thomas Jefferson Street, N.W. Suite 500 West Washington, D.C. 20007-5201

## **About ULI—the Urban Land Institute**

he mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide, ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and

 Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 38,000 members from 90 countries, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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Cover photo 2008 Sam Salkin.

## **About ULI Advisory Services**

he goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a panel assignment is intensive. It includes an in-depth briefing composed of a tour of the site and meetings with sponsor representatives; interviews with community representatives; and a day for formulating recommendations. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. At the request of the sponsor, a written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's panel assignments are able to make accurate assessments of a sponsor's issues and to

provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

#### **ULI Program Staff**

Marta V. Goldsmith Senior Vice President, Community

Thomas W. Eitler Director, Advisory Services

Cary Sheih Senior Associate, Advisory Services

Matthew Rader Senior Associate, Advisory Services

Carmen McCormick Panel Coordinator, Advisory Services

Romana Kerns Administrative Assistant, Advisory Services

Nancy H. Stewart Director, Book Program

Laura Glassman, Publications Professionals LLC Manuscript Editor

Betsy VanBuskirk Art Director

Martha Loomis Desktop Publishing Specialist/Graphics

Kim Rusch Graphics

Craig Chapman Director, Publishing Operations

## **Acknowledgments**

n behalf of the Urban Land Institute, the panel thanks Sachs Properties for convening a panel to explore development opportunities for Downtown Chesterfield. The panel applauds Louis Sachs for his leadership in developing Chesterfield and his vision to create a great heart for the community. The panel thanks Mary Sachs, Mayor John Nations, Kathy Higgins, Richard Ward, Chip Crawford, Mike Doster, Bob Volz, and Jeff Atkins for their work in planning the Downtown Chesterfield developments and their willingness to share insights and ideas with the panel. Everyone with whom the panel interacted demonstrated the civic dedication that will make Downtown Chesterfield a great success.

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Planning and Design	14
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## **ULI Panel and Project Staff**

#### **Panel Chair**

Steven W. Spillman Pacifica Companies Mission Viejo, California

#### **Panel Members**

Suzanne Culin Calhoun Sustainable Development Strategies Greenwood Village, Colorado

David Scheuer The Retrovest Companies Burlington, Vermont

Charles Terry Shook Shook Kelley Charlotte, North Carolina

Walter Winius, Jr. Integra Winius Realty Analysts Phoenix, Arizona

#### **ULI Project Staff**

Matthew Rader Senior Associate, Advisory Services

Sam Salkin Intern, Information

## **Foreword: The Panel's Assignment**

hesterfield Village is a master-planned community located in the heart of the city of Chesterfield in West St. Louis County, some 20 miles from downtown St. Louis.

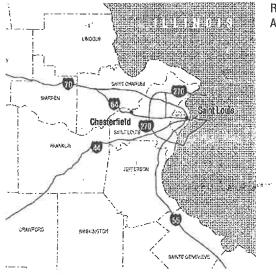
Beginning in 1967, Louis Sachs, an entrepreneur and developer, began acquiring 1,500 acres of land to develop Chesterfield Village. Since then, Sachs Properties has been developing the community according to a master plan prepared by Team Four, Inc., under the leadership of Richard Ward.

Today, Chesterfield Village has 1.5 million square feet of retail space, 2 million square feet of office and research space, and more than 2,700 residential units. Sachs Properties develops and manages office buildings and sells parcels to homebuilders and retail developers. Although the core of the community has largely been developed, Sachs Properties has retained over 200 acres for the development of Downtown Chesterfield.

The Downtown Chesterfield site is located at the heart of the community, immediately adjacent to Interstate 64 and Chesterfield Parkway. A St. Louis County Public Library branch and YMCA are located adjacent to the site on land donated by Sachs Properties. Stages St. Louis and Chesterfield Arts, both cultural organizations currently located in Chesterfield Village, are considering the development of new facilities near the site.

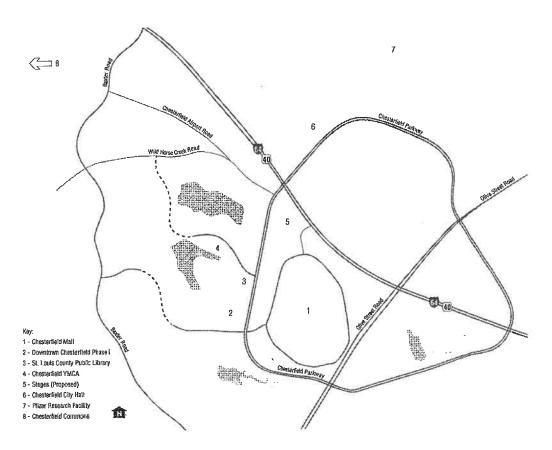
Sachs Properties' goal for Downtown Chesterfield is to create a dynamic, mixed-use community as a heart for Chesterfield that will succeed economically. In 2007, Sachs Properties initiated Downtown Phase I, which includes two office buildings, four retail buildings, and two lakes. The two lakes and the first office building are currently under construction. An adjacent 100-acre site surrounding an 18-acre lake remains undeveloped, as does land adjacent to Chesterfield Mall.





Regional map, above. Area map, left.

Downtown Chesterfield is at the heart of Chesterfield Village, a major office and retail hub in West St. Louis County.



## The Panel's Assignment and Recommendations

Sachs Properties asked the panel to evaluate the potential for mixed-use development in Downtown Chesterfield and recommend an implementation strategy. The panel, composed of five ULI members with expertise in mixed-used development, presented its recommendations to the project team November 15, 2007, at Sachs Properties' headquarters. The panel made the following key observations and recommendations:

 Market demand exists for a mixed-use town center in West St. Louis County.

- Sachs Properties should select an experienced town-center developer to purchase and develop the Downtown Chesterfield parcels.
- A mixed-used town center will give Chesterfield a competitive edge in attracting office, retail, entertainment, and residential tenants by providing a pedestrian-friendly alternative in a market dominated by automobile-oriented design.

## **Market Potential**

ixed-use projects are helping developments of all types to compete better in a very challenging real estate industry. Current development trends favor multidimensional main streets, urban villages, and town centers that range from streets several blocks long to shaded town squares and village greens. Examples of modern main streets and town centers include revitalized traditional main streets, such as M Street in Georgetown, Washington, D.C.; Market Square in Lake Forest, Illinois; and J.C. Nichols' renowned Country Club Plaza in Kansas City, Missouri. Among contemporary examples are City Place in West Palm Beach, Florida; Kierland Commons in Phoenix, Arizona; and Birkdale Village in Charlotte, North Carolina.

The panel sees an opportunity to create a unique town center that upholds Chesterfield's highquality development standards and brings lasting value to the community. The panel recommends that the design mix retail, cultural, and entertainment with recreational uses that engage the adjacent lake. The mix should include a marketsupported component of residential development and small office uses in the core, transitioning outward into lower-density multifamily units and, ultimately, into single-family housing.

#### **Understanding the Market for Mixed Use**

Building a successful town center will require careful analysis of Chesterfield's demographics and psychographics. Retail market trends change much faster than office market trends. Data gathered a year or two ago would be considered outdated today. Additional demographic research should analyze purchasing power, age groups, housing permits, absorption and pricing, employment history, wage scales, transportation, and existing competition. This vital information is needed to determine the path Sachs Properties will take as it moves forward.

Even more critical to understanding the market for mixed use is an analysis of psychographics, the study of those things that reside within consumers' minds. Human beings have certain values—such as attitudes about life, the environment, and success—that define personalities. Psychographic analysis is important because the values, attitudes, and mindsets one holds about life in general affect lifestyles and, therefore, purchasing behavior. With regard to a town center, psychographic analysis will help the developer understand consumers' expectations for urban environments. This understanding will provide the developer with knowledge important in designing a successful towncenter development program.

#### **Gaining a Competitive Edge**

The panel believes that development of a mixeduse town center will help ensure the long-term success of Sachs Properties' office buildings. Creating diverse housing possibilities near existing office buildings will give office building employees the option of a shorter commute and reduced gas expenditures. The panel also envisions the town center as providing formidable restaurant capacity for lunch and after-work gathering places for employees. Without a properly executed town center, the panel believes that Chesterfield will lose its competitive edge in the office market to other environments that develop mixed-use amenities first. Sachs can create a competitive edge by developing a town center before any other major developer.

The panel recommends a potential tenant mix that includes a gourmet food market, a wine shop, upscale clothiers, restaurants, a neighborhood hardware store, and the like. The town center will attract a mix of local and one-of-a-kind tenants as well as national tenants currently based in the Chesterfield Mall who would welcome a change from the mall environment. Mall tenants may favor the town center because town centers tend to offer higher average sales volumes and lower common area maintenance fees than malls.

Retail leasing staff members need to be experienced and operate with confidentiality because competition with the Chesterfield Mall owners could become problematic. Although the panel does not discount Chesterfield Commons—a different retail center from Chesterfield Mall—as competition, Chesterfield Commons does not offer the high-quality public realm that will define Downtown Chesterfield. Existing office buildings, owned by Sachs Properties, will support businesses in the town center. As more office and town center development occurs, this synergy will strengthen.

## Development and Implementation Strategies

town center can be more than a real estate development; it can become the heart and soul of the community. In Chesterfield, a town center will meet the needs of the community and the market while creating lasting value by supporting the existing office, retail, and residential uses. For Sachs Properties, development of a town center will preserve and enhance the value of the existing office portfolio and increase the value of undeveloped residential parcels. Perhaps most important, a town center will complete Louis Sachs' original vision for Chesterfield.

As its moves forward with the town-center development, Sachs Properties must keep in mind that value-added real estate is not about separate products but rather is about synergistic land uses. Creating a town center is about making the whole greater than the sum of the parts. A strong sense

of place is achieved by providing a mix of uses that include retail, restaurants, hotels, various housing types, open spaces, and more. Taken together, this place will become a strong brand within metropolitan St. Louis.

#### **A Multipronged Approach**

The panel recommends that Sachs Properties identify an experienced town-center developer for Downtown Chesterfield. Sachs Properties should focus its efforts on maintaining and growing its office portfolio, the cornerstone of the business for decades and a strong anchor for future success. Sachs Properties should continue its current residential development model by selling residential parcels to third-party developers as market demand arises. Sachs Properties should sell the

Key:
Parks/Riparian
Corridor
Residential
Downtown Phase II
Downtown Phase II
Stayes Site
Mail Outparcels
Downtown Chesterfield
Project Area
Proposed Buildings
Existing Buildings
Existing Buildings

Downtown Chesterfield parcels to an experienced town-center developer. Finally, Sachs Properties should continue to rely on its experienced team of advisers to assist the company in evaluating and pursuing future development opportunities.

#### **Interim Considerations**

The panel encourages Sachs Properties to preserve as much land as possible for a large-scale towncenter development project. Specifically, the panel encourages Sachs to

- Postpone development of the second office building and four restaurant buildings in Downtown Phase I;
- Postpone development of Stages St. Louis on the currently proposed site; and
- Bundle the remaining land in Downtown Phase I and the Stages St. Louis site with the land in Downtown Phase II and sell the sites to a towncenter developer.

Stages St. Louis should be located within the town center to provide a cultural anchor and enable patrons to walk to and past other restaurants and shops. The current Stages site offers high visibility that may be valuable to an anchor office tenant.

Sachs Properties should hire a mixed-use development consultant to coordinate the sale of the Downtown Chesterfield parcels to an experienced towncenter developer. The consultant will work with Sachs to establish goals for Downtown Chesterfield, execute market studies to define a feasible development program, market the project to qualified developers, assist Sachs in evaluating development proposals, and facilitate the land sale to a qualified developer. The consultant will help Sachs understand the complexity of financing mixed-use development and help identify alternatives. The sale must preserve future flexibility for the development program while preserving Sachs' vision for Chesterfield and high standards for design, quality, and execution.

The consultant should have the following experience and skills:

- Profit-and-loss experience for mixed-use developments, including responsibility for entitlements, financial and market analyses (office, retail, entertainment, lodging, cultural, multifamily, and single-family uses), financing (debt and equity), marketing (leasing, sales, acquisition, and public relations), design, construction, project management, development management, budgeting, scheduling, and contract negotiations and documentation;
- Ability to prequalify mixed-use developers and perform due diligence on the issues important to the developer and Sachs Properties;
- Realistic grasp of the capital markets and the pricing, terms, and conditions that can ensure a timely closing; and
- · Owner's perspective.

The consultant should also be

- A respected and trusted industry leader with a strong network throughout the industry who can easily reach out to industry leaders;
- Free of ties to the St. Louis region and Sachs Properties;
- Creative, flexible, organized, and technically competent with excellent educational credentials;
- A realist with a "show me" approach who effectively and respectfully works in the development industry;
- An effective communicator with a variety of people and personalities; and
- A patient and loyal team player with a strong ethical base.

#### **Development Timeline**

The panel believes that Sachs Properties can identify a developer for Downtown Chesterfield within one year, based on the following timeline:

Months 1–3: Select a qualified mixed-use consultant;

Months 4–6: Perform market studies and formulate a vision for Downtown Chesterfield;

Months 7-9: Invite submissions from developers; Month 10: Evaluate proposals;

Month 11: Create and interview a short list of the best proposals; and

Month 12: Evaluate and select a developer for Downtown Chesterfield.

## **Planning and Design**

own-center development has grown at a significant and serious pace; nearly five times more mixed-use town centers have been built than regional shopping malls in recent years. In 2007, ULI published *Ten Principles for Developing Successful Town Centers*, which offered the following definition of a town center:

A town center is an enduring, walkable, and integrated open-air, multiuse development that is organized around a clearly identifiable and energized public realm where citizens can gather and strengthen their community bonds. It is anchored by retail, dining, and leisure uses, as well as by vertical or horizontal residential uses. At least one other type of development is included in a town center, such as office, hospitality, civic, and cultural uses. Over time, a town center should evolve into the

Ten Principles for Developing Successful Town Centers

- 1. Create an Enduring and Memorable Public Realm
- 2. Respect Market Realities
- 3. Share the Risk, Share the Reward
- 4. Plan for Development and Financial Complexity
- 5. Integrate Multiple Uses
- 6. Balance Flexibility with a Long-Term Vision
- 7. Capture the Benefits That Density Offers
- 8. Connect to the Community
- 9. Invest for Sustainability
- Commit to Intensive On-Site Management and Programming

Source: Michael D. Beyard, Anita Kramer, Bruce Leonard, Michael Pawlukiewicz, Dean Schwanke, and Nora Yoo, Ten Principles for Developing Successful Town Centers (Washington, D.C.: ULI, 2007), p. 1. densest, most compact, and most diverse part of a community, with strong connections to its surroundings.

This definition should guide the vision for Downtown Chesterfield. Country Club Plaza in Kansas City, Missouri; Birkdale Village in Charlotte, North Carolina; and other mixed-use projects across the country should provide benchmarks and demonstrate how a thoughtfully developed town center can transform a community.

#### **Public Realm**

A successful town center must feature an enduring and memorable public realm that becomes the heart of the community. Downtown Chesterfield should offer a wide range of retail, entertainment, office, lodging, residential, and cultural uses, connected by attractive pedestrian networks and active public spaces, to attract the citizens of Chesterfield. Psychographic analysis will help define what uses Chesterfield residents expect in their town center.

Downtown Chesterfield does not need a major retail anchor. Active public spaces anchor town centers and mixed-use development components. The integration of open space and parks with neighborhood retail and varying housing types will create an attractive place to live, work, shop, and play. The site's varied terrain offers the opportunity to create a unique and successful plan. Challenging terrain once used as buffers can become open spaces and trails that enhance the town center and provide connections to adjacent neighborhoods.

#### **Shared Parking**

The diverse mix of uses in a town centers creates a constant flow of visitors, unlike single-use facilities such as office buildings or malls. During the day, office workers will flood into the area. At

#### Parallel Project: Country Club Plaza

Kansas City, Missouri

During the panel's study in Chesterfield, several members of the project team compared their vision for Downtown Chesterfield to that of Country Club Plaza In Kansas City, Missouri. Planners and developers consider Country Club Plaza to be both the first automobile-oriented shopping center in America and a model for suburban development. Although it first opened more than seven decades ago, J. C. Nichols' vision has endured, and the project has remained economically, culturally, and architecturally successful.

After a trip through Europe during his college years, Nichols became enamored with the styles of architecture he encountered while abroad. He decided to bring what he loved about Europe to his native Kansas City. Also sensing the growing popularity of the automobile, Nichols sought to plan a community that would incorporate cars into the fabric of daily life. Most important, Nichols' goal was to create a better way of life for residents of the middle class.

After developing a successful residential tract, Nichols turned his attention to creating a retail environment to complement that development and to serve local residents. After assembling 55 acres, Nichols drew upon his European influences to create Country Club Plaza, an ornate, Spanish-themed shopping district. The Plaza advanced shopping center design by incorporating parking and pedestrian access into the site. Furthermore, the streetscape and superior landscaping created an inviting atmosphere for visitors and vendors alike. As demand increased, new buildings were added to the Plaza, but all continued the high architectural standards, pedestrian amenities, and automobile integration of the original project.

Today, Country Club Plaza endures as host to upscale merchants and as an example of mixed-use development. Traditions such as an annual arts fair and summer concert series, along with a holiday lights festival, mark a development that is more than buildings and roads. Country Club Plaza is a Kansas City institution in which the region's citizens take great pride.

#### Parallel Project: Biltmore Park

Asheville, North Carolina

The master-planned, mixed-use town center concept has grown in popularity over the past decades as Americans have sought to return to a denser, moreurban way of life. The beauty of these developments is their ability to occur on both large and small scales. The combination of residential, retail, and office can occur on as few as 20 acres, as in Glenwood Park in Atlanta, Georgia, or on as many as 85 acres, as in Reston Town Center in Fairfax Country. Virginia. These developments' success can be attributed to the ability of developers to use the scale of the land to create a cohesive community. Another town center development currently under construction, Biltmore Park, located outside Asheville, North Carolina, is similar to Downtown Chesterfield both in the size of its site and in its surrounding uses.

Biltmore Park sits on a mountainous parcel that once belonged to the Vanderbilt family and evokes the name of their prestigious mansion, located not far from the new development. The development features a mix of multifamily residential, business flex and commercial space. Amenities such as a YMCA, 165 hotel rooms, and a 15-screen movie theater highlight 638,883 square feet of commercial development. Biltmore Park also seeks to use the site's terrain as a means of creating a vibrant community based in neo-traditional design. Of the 50-acre site used for the town center, 30 percent has been set aside as open space and parkland.

Biltmore Park incorporates many of the elements suggested for Downtown Chesterfield. Shared parking accommodates constant activity and supports the diverse uses in Biltmore Park. It allows office workers to use spaces during the day and movie theater tenants to use the same spaces at night. The development's 2,889 parking spaces are split between 1,876 garage spaces and 465 on-street spaces. The parking garages are designed to allow drivers to access multiple bulldings on multiple levels from each garage. Biltmore Park also accommodates a wide variety of residents by offering housing split 50/50 between rental and for-sale homes. This diversity allows familles of all kinds to enjoy the community's way of life.

night, people from throughout western St. Louis County will gather for restaurants and nightlife. Shared parking knits the uses together by recognizing that parking demand for different uses varies throughout the day and the year. Analysis of shared parking opportunities ensures that the project provides sufficient parking for peak demand without incurring expense to build too much parking. Shared parking also considers reduction in demand enabled by residents' living within walking distance and, when appropriate, using transit access. Shared-parking analysis is critical to creating a sufficient, cost-effective, successful parking program in Downtown Chesterfield.

applies in Chesterfield because an extremely important element of this town center is proper branding and vision. By defining the goals and mission of Downtown Chesterfield, Sachs and the selected town-center developers will send a signal to the community that they have a vision they intend to carry out and share. Sachs should create a "vision book" that will communicate the vision to the community, the end developer, and potential tenants.

#### **Branding and Legacy**

Town centers create a whole greater than the sum of the parts. Experienced town-center developers often say that, in town centers, 1+1=3. The missing "1" in that equation is an unseen one—a sense of place. The panel felt this axiom

### Conclusion

achs Properties has established a strong legacy and created a vibrant community in Chesterfield, Missouri. The vision outlined by Louis Sachs decades ago has flourished, becoming an affluent and well-positioned suburb with high home prices and a successful market segment. As Sachs Properties begins the final phase of development in Chesterfield, it cannot afford to miss the opportunity to create a vibrant, mixed-use town center. The panel understands Sachs' anxiety about being the first to develop a mixed-use town center in the St. Louis area; however, the panel encourages Sachs to note the national trend toward mixed-use town centers. The panel believes that if Sachs does not build a town center in Downtown Chesterfield, someone else will capture the market and benefits first.

For the Downtown Chesterfield development to be successful, Sachs Properties should focus on its strength as an office developer and sell the remaining land to an experienced mixed-use towncenter developer. The panel encourages Sachs to hire a development consultant with significant experience as a mixed-use developer and manager to help in selecting a developer and to assist Sachs in exerting its influence in the vision and, ultimately, the outcome of the development. Sachs should also postpone development of Stages and other projects currently in development until it selects a master developer for Downtown Chesterfield.

This is an exciting time and an exciting prospect for Sachs Properties. A town center that provides people with one place to live, work, and play will be a vibrant addition to an already successful community. The panel believes that Sachs Properties has done a tremendous job in developing office buildings in the Chesterfield area over the years. Now Sachs should let another company continue the final stages of development by selling the rights to Downtown Chesterfield.

## **About the Panel**

#### Steven W. Spillman

Panel Chair Mission Viejo, California

Spillman is a principal of Pacifica Companies, a national development and advisory firm. A specialist in mixed-use development, he has had responsibility for office, retail, multifamily, medical, industrial, and public projects. His experience includes financing, partnership relations, entitlements, marketing, leasing, acquisitions and sales, design and construction, and property management in challenging political and competitive settings.

As the executive vice president of Emerald Development, an affiliate of the \$7 billion investment bank W. P. Carey, Spillman turned around a troubled, high-profile public project. While a principal at Mitsui's Birtcher, he developed and managed office, retail, and residential mixed-use projects in California and Arizona. At Aetna's Urban Investment and Development Co., Jaymont Properties, and Burnham Properties, Spillman led the development of high-rise office, multifamily, and other projects in New York City, Boston, Cleveland, Chicago, Milwaukee, Dallas, and Houston. Spillman began his career as an architect of mixed-use, office, retail, residential, medical, and industrial projects.

Spillman is currently a ULI Program Committee vice chair and has chaired Advisory Panels, Urban Development/Mixed-Use Councils, and regional Trends Conferences. He served as a board member of the Japan America Society and the Pediatric Infectious Disease Research Foundation and chaired the Centraplex Marketing Consortium. He also created and taught ULI financing workshops and a University of California graduate real estate finance course. Spillman earned an MBA (finance) from the University of Missouri-Kansas City and a bachelor of architecture (cum laude) from Kansas State University.

#### Suzanne Culin Calhoun

Denver, Colorado

Calhoun is the founder and principal of Sustainable Development Strategies, a real estate development consulting firm based in Greenwood Village, Colorado. Sustainable Development Strategies specializes in the strategy and implementation of entitlement and development needs for mixed-use projects. She previously held senior positions at various public companies, including Intrawest Placemaking, Jones Lang LaSalle, BetaWest Properties, and Seracuse Lawler and Partners.

Calhoun has a depth of diverse experience with sustainable business practices, complex property entitlements, commercial and residential real estate development, architecture, interior design, and construction. Her more than 20-year career successfully initiating, structuring, and completing complex projects has created a strategic, proactive leader with technical management expertise. She has leveraged these skills to help educate and promote sustainable building practices through her leadership roles with the Urban Land Institute.

Active in the national real estate community, Calhoun serves on ULI's National Program Committee as the vice chair of sustainability and on the Sustainable Development Council as program chair. She is a member of ULI Colorado's Executive Committee as co-chair of Urban Plan and chair of Community Outreach. She is a member of the University of Colorado Real Estate Council and holds current real estate and architectural licenses. Calhoun holds a bachelor of environmental design from the University of Colorado at Boulder, a master's degree in architecture from the University of Colorado at Denver, and a master's degree of business from the University of Denver.

#### **David Scheuer**

Burlington, Vermont

President of the Retrovest Companies, Scheuer has more than 25 years' experience as a builder, during which he has developed several award-winning residential and mixed-use projects. The company has built a reputation for design quality, environmental sensitivity, and willingness to take on complex joint public/private development.

Scheuer has worked on projects in Vermont, Washington D.C., and four western states. Currently, the firm is developing two Vermont projects—a 336-unit new urbanist conservation community, South Village, in South Burlington, and Westlake Center, a public/private downtown mixed-use project in Burlington—and Harvard Commons, an infill apartment project in downtown Seattle. Scheuer is regarded as a practitioner of smart growth development.

He served as the designated private industry member of Vermont's Municipal Land Law Review Commission (2001–2003). He is a former national director of the National Association of Home Builders and a former board member of the Preservation Trust of Vermont and the Fund for Vermont's Third Century. Scheuer is a member of the Urban Land Institute and currently serves on its Public/Private Partnership Council; he is a founding member of the Congress for the New Urbanism. In 1990, Scheuer was inducted into Lambda Alpha, the National Land Economists Society. He is a former trustee of the U.S. Ski Team Foundation and currently serves on the executive board of the National Town Builders' Association.

Scheuer attended the University of Colorado, where he was an All-American skier. From 1971 to 1978, he was a member of the U.S. Alpine Ski Team. He did graduate work at the University of Vermont in resource and land economics.

#### **Charles Terry Shook**

Charlotte, North Carolina

Shook is a founding partner and principal of Shook Kelley. Through its offices located in Charlotte and Los Angeles, the firm specializes in strategic consulting services, including urban planning and design, architecture and branding, communication design, and interior design. Shook runs a multimillion-dollar new urbanist planning and design group that emphasizes community and mixed-use development; it has been recognized as a vanguard in the movement to return meaning to the urban environment.

Shook is an annual lecturer in the Professional Development Program of Harvard University's Graduate School of Design, as well as an adviser to the College of Architecture at the University of North Carolina at Charlotte, from which he graduated cum laude. He is a past president of the Charlotte chapter of the American Institute of Architects and a member of the Congress for the New Urbanism and the Urban Land Institute. He has received numerous awards and is a frequent guest lecturer for national organizations such as ULI, the Seaside Institute, the National Trust for Historic Preservation, and the International Council of Shopping Centers.

Very involved in historic preservation activities, Shook served for many years as president of Berryhill Preservation Society, a nonprofit revolving fund that saved and renovated historic houses in Charlotte's Fourth Ward neighborhood. He is a past president of Charlotte Trolley, Inc., dedicated to reviving vintage streetcar service. He has also been an architect for more than ten national registered properties in his career.

#### Walter Winius, Jr.

Phoenix, Arizona

For over 45 years, Winius has conducted real estate and economic market research, analysis, and real estate appraisals. His work for hundreds of clients has involved market identification and analysis, demographic trend analysis, economic trend analysis, absorption studies, project feasibility studies, and land use recommendations across the United States, Eastern Europe, and parts of Asia.

He has provided consulting services to various organizations funded by the U.S. Agency for International Development and nongovernmental organizations

nizations. Winius has worked with public and private sector entities in Albania, Bulgaria, the Czech Republic, Hungary, Kazakhstan, Macedonia, Mongolia, Poland, Romania, Russia, Slovakia, and Ukraine to assist in the privatization of real property. He has provided teaching assistance to valuers and associated groups as well as to the judiciary after implementing a bankruptcy code in these countries.

Winius is a member of the Appraisal Institute (past national president), the Counselors of Real Estate, the Royal Institution of Chartered Surveyors, and the Urban Land Institute's Sustainable Development Council. He received BA and BSBA degrees from the University of North Carolina and an MBA degree from Washington University. He has testified as an expert witness in numerous county, state, and federal courts in various jurisdictions.



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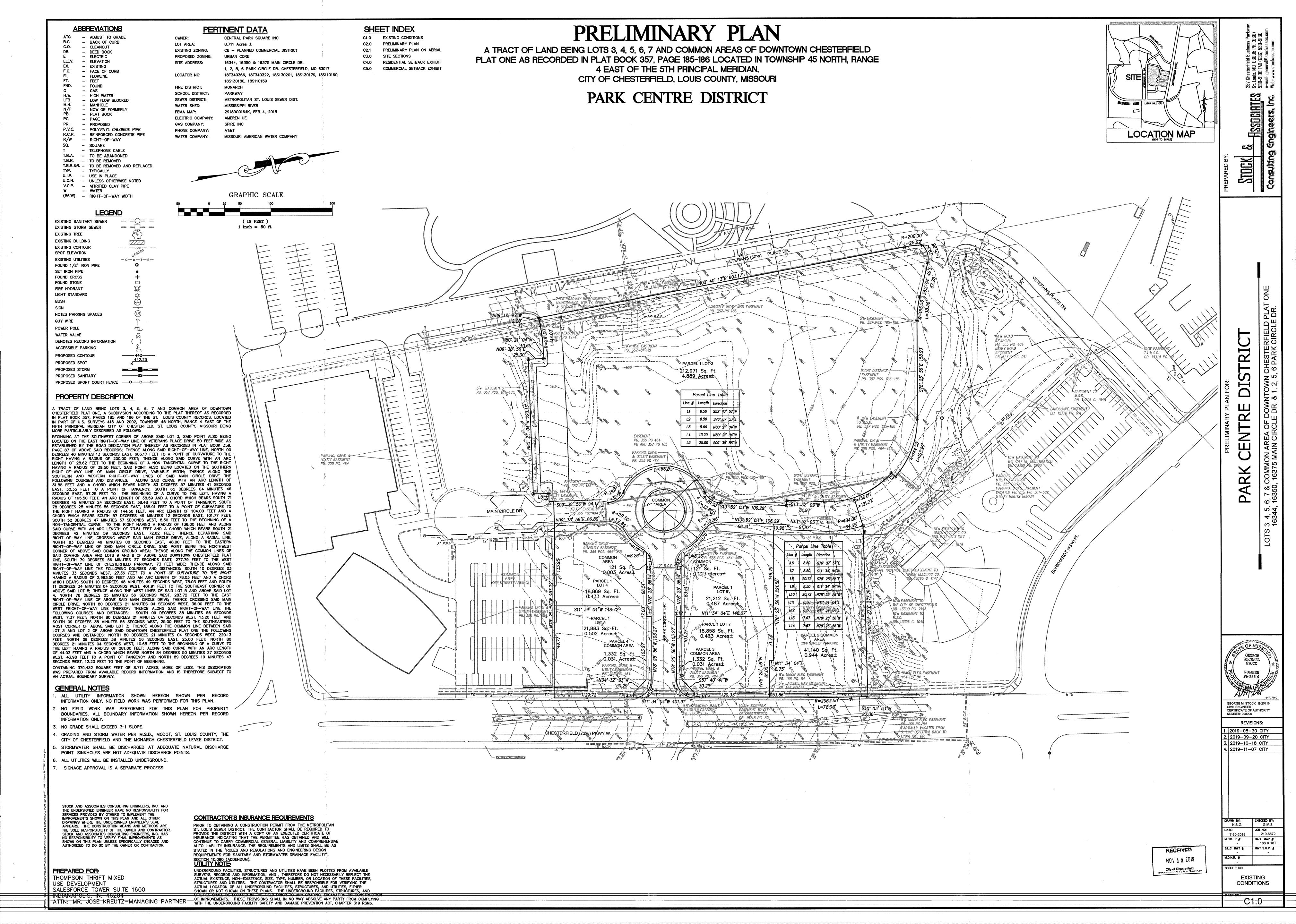


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G.M.S.

DATE:
7-30-2019

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