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#### **Planning Commission Issues Report**

**Subject:** Change of Zoning Issues Report

Meeting Date: December 9, 2013

From: Jessica Henry, Project Planner

**Location:** North side of Olive Street Road, at its intersection with Chesterfield Airport Rd.

Petition: P.Z. 12-2013 The Wedge (McGrath Plaza)

## **Proposal Summary**

Pickett, Ray & Silver, Inc. has submitted a request for a zoning map amendment to rezone five parcels from "C8" Planned Commercial District to a new "PC" Planned Commercial District for a proposed convenience store with fuel pump stations, a fast food restaurant, and future retail/commercial development.

#### **Department Input**

This petition is before the Planning Commission following up on issues that were identified during the Public Hearing on October 28, 2013. After the meeting, an Issues Letter was sent to the petitioner by Staff. This letter included concerns identified at the Public Hearing and Staff issues. A written response to those issues and a revised Preliminary Plan were received by Staff, and are included for your review as attachments to this report. Despite numerous discussions and meetings with the Petitioner, the Petitioner has chosen to proceed back to the Planning Commission with a Preliminary Plan which does not meet City Code requirements and with other outstanding issues which have not been addressed. Based upon these items, Staff has elected not to prepare a draft planned district ordinance associated with P.Z. 12-2013 due to the outstanding issues identified during the Public Hearing that have not been addressed by the applicant. Based on the current submittal, any Attachment A that may have been prepared would not have met City Code requirements.

## **Site History**

The site was zoned "NU" Non-Urban District prior to the incorporation of the City of Chesterfield. The convenience store/service station structure was built in 1960 and was zoned "NU" Non-Urban District with the adoption of the 1965 St. Louis County Zoning Ordinance. The three large parcels that are currently in existence are governed by three different City of Chesterfield Ordinances. Each of the three parcels was granted a change in zoning from the "NU" Non-Urban District to the "C-8" Planned

Commercial District in 1993. Since that period, the parcel containing the Phillips 66 structure has twice requested to amend its site specific governing ordinance. In 1994, City of Chesterfield Ordinance 959 permitted an increase to two pump island canopies and five pump islands. In 1998, the pump island canopy setback was amended from 40' to 25' from Chesterfield Airport Road by City of Chesterfield Ordinance 1425.

## **Surrounding Land Uses**

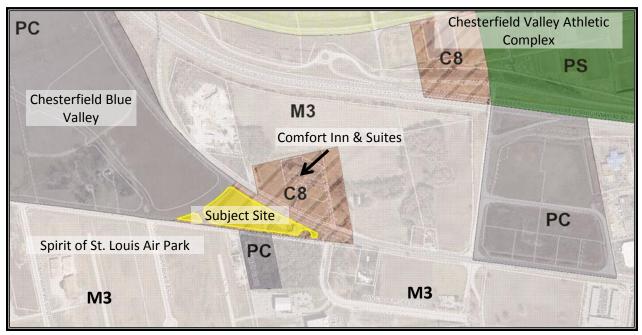
The land use and zoning for the properties surrounding this parcel are as follows:

North: The land use of the property to the north is commercial and currently contains the Comfort Inn & Suites hotel which is zoned "C8" Planned Commercial District.

<u>South</u>: The properties to the south are primarily vacant and are zoned "M3" Planned Industrial District, however one parcel contains an electric utility substation just south across Old Olive Street Road.

<u>East</u>: Properties east of the site are primarily vacant and are zoned "M3" Planned Industrial District.

<u>West</u>: The property to the west is the Chesterfield Blue Valley Development which is zoned "PC" Planned Commercial District.



**Area Zoning** 



Site Location



Existing Service Station—View from North Side of Chesterfield Airport Road



Westernmost Parcel—View from Old Olive Street Road



Existing Service Station—View from Eastern Property Line



Existing Service Station Canopy—View from Old Olive Street Road



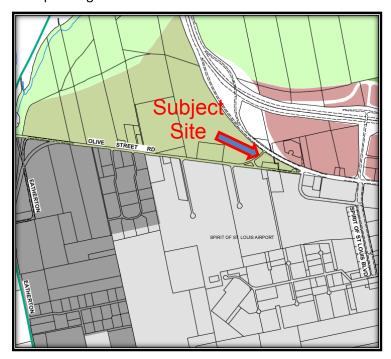
**Facing South from Chesterfield Airport Road** 



**Facing West from the Olive Street Road Connector** 

## **Comprehensive Plan Analysis**

The subject site is located within Ward 4 of the City of Chesterfield. The City of Chesterfield Land Use Plan indicates these parcels are within the *Mixed Use (Retail/Office/Warehouse)* which is defined as a mixture of office, office /warehouse distribution and retail development with a maximum height of 3 stories (45 feet above grade). Development should have "business park" quality. The subject site is located in the Chesterfield Valley as identified by the Comprehensive Plan; however there are no additional sub-area development guidelines for this site.



**Comprehensive Land Use Plan** 

## **Analysis**

## Zoning Request

The rezoning of this property from the existing "C8" Planned Commercial District to "PC" Planned Commercial District via application P.Z. 12-2013 would repeal the three existing governing ordinances and unite the parcels under a single site-specific governing ordinance that reflects all current City of Chesterfield Municipal Code requirements.

### Preliminary Plan

Following the Public Hearing, the Petitioner provided an amended Preliminary Plan which made revisions to the site to address issues identified at the Public Hearing and by Staff. This new Preliminary Plan increased the landscape buffer along Chesterfield Airport Road and the relocated portion of Olive Street Road to the thirty (30) foot minimum requirement for commercial districts with frontage along arterial streets. In order to achieve this, the Petitioner removed the previously proposed fifteen (15) foot landscape buffer along Old Olive Street Road, which is no longer classified as an arterial street and is therefore not subject to any buffering requirement by the Municipal Code. Further, in removing the buffers along Old Olive Street Road, the applicant has pushed the large parking areas back to the property line. The internal circulation area surrounding the proposed fast food restaurant (identified as "Proposed QSR" on the Preliminary Plan) was modified to incorporate the thirty (30) foot landscape buffer and the proposed building now abuts the buffer area. The proposed entrance located off of the cul de sac at the eastern end of the site has been removed. No revisions were made to the five proposed access points off of Chesterfield Airport Road, relocated Olive Street Road, and Old Olive Street Road. As previously advised, the access points do not meet City Code requirements and will create conflicts and safety issues if permitted.

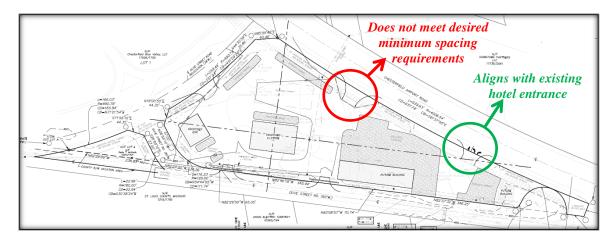
#### Issues

The Planning Commission and Staff identified multiple issues at the October 28, 2013 Public Hearing on this petition and a letter detailing these issues was sent to the Petitioner. The Petitioner has submitted a formal response to each of these items which is attached to the Planning Commission's packet for review. Additional information from Staff on several of these issues is provided below.

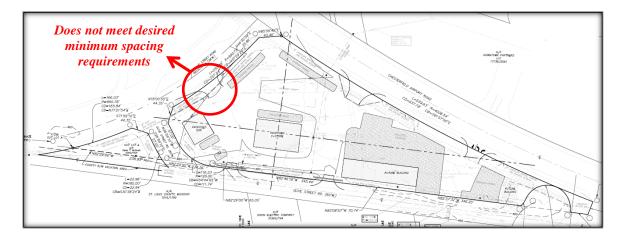
# • Concerns regarding the number and location of access points off of Olive Street and Chesterfield Airport Roads.

In their November 26, 2013 correspondence, the Petitioner indicates compliance with the drive spacing requirements; however, Staff does not agree that compliance has been achieved. The proposed driveway locations on Chesterfield Airport Road and Relocated Olive Street Road, as shown on the preliminary plan, do not meet the City's access requirements as defined in Chapter 26, article III, section 26-55 of the Chesterfield City Code. The proposed development is not located in an older development and the site contains sufficient frontage, therefore, the desired minimum spacing requirements must be met. The desired minimum spacing requirements which the Petitioner is to meet are defined in Table A1 and Table A2 under the section indicated above. The access points shown on the Preliminary Plan do not meet the City's access requirements in the following ways:

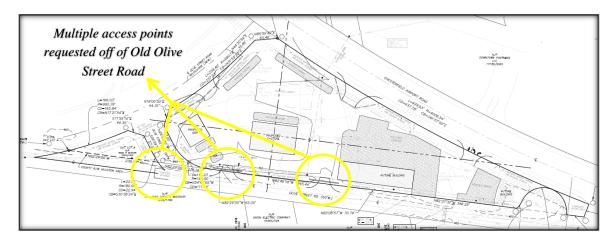
- Chesterfield Airport Road and Olive Street Road are classified as Major Arterials; as such the
  requirements are 400 feet for opposite right (downstream) drive spacing, Table A1, and 350
  feet for adjacent drive spacing, Table A2. The petitioner was informed of these
  requirements at a meeting on November 25, 2013.
- 2. The proposed entrances on Chesterfield Airport Road do not meet the 350 foot spacing requirement as identified in Table A2 or the 400 foot spacing requirement as identified in Table A1. While the code does allow for a maximum of three non-residential entrances for a property with 950 feet of frontage, the entrances must still meet the desired minimum spacing requirement. As depicted on the Preliminary Plan, the easternmost drive must align with the existing hotel entrance on the north side of Chesterfield Airport Road. With the easternmost drive location being set, the remaining distance between the proposed eastern entrance and relocated Olive Street Road is approximately 620 feet. In order to provide the required 400 foot drive spacing, 700 feet would be necessary to accommodate the proposed westernmost entrance on Chesterfield Airport Road. That being said, the proposed western entrance on Chesterfield Airport Road does not meet the required spacing. As such, Staff recommends that the westernmost access point be eliminated, as shown below.



3. The property frontage on the relocated Olive Street Road equates to approximately 360 feet. This frontage is located between the remaining portion of Olive Street Road and Chesterfield Airport Road. This does not provide adequate spacing for the proposed access onto relocated Olive Street Road. The proposed entrance is approximately 165 feet from the remaining portion of Olive Street Road. Since 400 feet is the required minimum spacing, the proposed entrance on relocated Olive Street Road does not meet the required spacing. As such, Staff recommends this access point be eliminated, as shown below.



4. The remaining portion of (Old) Olive Street Road has not been reclassified by the City but it would be reasonable to assign it a local street classification. That being said, the two westernmost proposed entrances meet the drive spacing requirements. It is unclear as to purpose of the proposed entrance shown to Outlot A. Clarification as to the purpose of this entrance has not been provided by the petitioner. Although the drive spacing requirements are met, the stated purpose of the City's Driveway Access Location and Design Standards is "to recognize the City's desire to minimize the number of permitted access points in an effort to improve traffic flow, minimize congestion, and enhance the public safety. The number of access points may be restricted, even to the extent that all other criteria may be met." Therefore, if the Planning Commission chooses not to request elimination of an access point off of the remaining portion of (Old) Olive Street Road, Staff recommends that a written justification for multiple access points be provided by the Petitioner.



• Concerns with the number, type, and intensity of the uses requested.

As addressed in the Petitioner's Issues Response Letter, the requested uses were reduced from seventy-nine (79) uses to forty-eight (48) uses. Additionally, the six (6) light industrial uses were

removed from the list of requested uses. The revised list of forty-eight (48) requested uses is included in the Petitioner's Issues Response Letter for the Planning Commission's review and input regarding any further reduction or limitations on the number of a particular use that may occur on the site.

Concerns with requested setbacks and lack of landscape buffers as required by Chapter 27.5 Tree
 Preservation and Landscape Manual of the Municipal Code.

As discussed in the Analysis section of this report, the Petitioner revised the Preliminary Plan to meet the thirty (30) foot minimum landscape buffer requirement for commercial districts with frontage along arterial streets. As discussed in the Preliminary Plan section of this report, the Petitioner has removed the buffer along Old Olive Street Road.

 Concerns with the ability of the development as shown on the Preliminary Plan to achieve the minimum thirty-five percent (35%) Open Space requirement through distribution of Open Space throughout the site.

This issue is advisory at this point and will be reviewed and enforced during the Site Plan review process.

- Concerns regarding the request to clear cut the site in order to place several feet of fill on the site, and, specifically, the effect this action will have on drainage patterns and the ability of the site to comply with the Chapter 27.5 Tree Preservation and Landscape Manual requirements.
  - The concerns regarding how drainage patterns will be affected with the addition of fill material on the site will be addressed during site plan and improvement plan review. Placement of fill will not be permitted unless it is demonstrated that storm water drainage can adequately be handled.
- Concerns with the Petitioner's request of the maximum Floor Area Ratio (FAR) of 0.55 for the development in light of previous concerns.

In the Issues Response Letter, the Petitioner provided an approximated FAR that was much lower than the 0.55. This comment was largely advisory and the applicant is aware that several Municipal Code requirements will affect the achievable density for the site.

City Staff has received all agency comments concerning this development proposal. All comments received at this point from other agencies will be incorporated into a future draft planned district ordinance. It should be noted that Staff met with the Petitioner again after the Public Hearing and expressed concerns and issues with the items detailed above. During this meeting, the Petitioner restated their claim of an agreement with St. Louis County entitling them to the access points shown on the Preliminary Plan. However, during multiple meetings with the Petitioner both prior to and post submittal of the zoning application, no such agreement has been produced. Staff has discussed this issue in detail with St. Louis County and has been repeatedly informed that St. Louis County will defer to the City of Chesterfield requirements regarding the location and number of any and all access points to this development. As with all Change of Zoning Requests, Staff's position remains that when an ordinance is repealed and replaced by a new ordinance and Attachment A as required by the change of zoning process, the new Attachment A must comply with all City of Chesterfield Municipal Code requirements.

Therefore, it is Staff's opinion that the Petitioner has no access entitlements resulting from the current governing ordinances which the Petitioner is requesting to repeal.

## Request

The purpose of this meeting is for the discussion of issues concerning the request for a change in zoning to the "PC" Planned Commercial District (P.Z. 12-2013). No vote is requested at this time for this project. The intent of the Issues Meeting is to receive feedback on the revised Preliminary Plan, an analysis of the suitability of the zoning request, and to present the Planning Commission with the outstanding issues that must be resolved prior to requesting a recommendation from the Planning Commission. Staff recommends that these issues be addressed before an Attachment A is prepared. This is especially critical due to Staff's concerns with the access being shown on the Preliminary Plan.

Respectfully Submitted,

ਰੇessica Henry, Project Planner

#### Attachments:

- 1. Response to Issues Letter
- 2. Preliminary Plan
- 3. Tree Stand Delineation Plan



CIVIL ENGINEERING. LAND SURVEYING & LAND PLANNING SERVICES

November 26, 2013

Ms. Jessica Henry City of Chesterfield 690 Chesterfield Pkwy W Chesterfield, MO 63017-0760

RE: Energy Marketing #709 – Preliminary Development Plan/Change in Zoning "Wedge Property"

Pickett, Ray & Silver, Inc. Project No. 09056.EMKT.00R

Dear Ms. Henry:

The following is a written response to your letter dated November 1, 2013. Attached are 21 copies of this response letter, the revised Preliminary Development Plan and Tree Stand Delineation. The Tree Stand Delineation has not been changed from the previous submittal. The Preliminary Development Plan has been revised to address your comments.

1. Address concerns with the number of location and access points off of Olive Street and Chesterfield Airport Roads. Note that compliance with Chapter 25 Article III Driveway Access Location and Design Standards of the Municipal Code is required.

The drawing has been revised to illustrate that the proposed Development Plan meets the Driveway Access Location and Design Standard of the Municipal Code except at the proposed right-in/right-out on Relocated Olive Street.

- A. Chesterfield Airport Road. Both proposed entrances on Chesterfield Airport Road (Major Arterial) meet the minimum criteria for opposite, Table A-1 (300 feet) and adjacent spacing. Table A-2 (275 feet). The frontage on Chesterfield Airport Road is approximately 950 feet which allows a maximum of three non-residential entrances and we are proposing two entrances. Additionally, the plan meets the geometric design criteria for width and driveway throat length of 80 feet for an arterial as shown on the plan.
- B. Relocated Olive Street Road. The plan proposes one right-in/right-out entrance on Relocated Olive Street located approximately 163 feet from the existing entrance to the dead end portion of Olive Street Road. This right-in/right-out entrance was granted by City of Chesterfield Ordinance No. 811, Bill No. 828 on Page 2 of Attachment A, Section 4 Site Development Plan Design Criteria, Item d. under Access states "Access to this development from Relocated Olive Street Road shall be restricted to one commercial entrance restricted to right-turns in and right-turns out by the raised median on Relocated Olive Street Road. This driveway shall be located and constructed as directed by the St. Louis County Department of Highways and Traffic."

- C. Dead End Portion of Olive Street Road. The plan shows two entrances from the dead end portion of Olive Street Road to the development site. The first entrance is approximately 297 feet from Relocated Olive Street Boulevard and the second entrance is 260 feet further east along the dead end portion of Olive Street Boulevard. These entrances meet the City of Chesterfield criteria for a collector or local street classification. This portion of Olive Street Road has been modified and a cul-de-sac has been constructed at the end of the road near Wings of Hope and should now be classified as a local street. Additionally, the plan meets the geometric design criteria for width and driveway throat length of 45 feet for a non-residential and collector class street.
- 2. Address the concerns with the number, type, and intensity of the uses requested.

The list of uses requested on the site has been revised from seventy-nine (79) uses to the following forty-eight (48) uses.

- (1) Animal grooming service.
- (2) Art gallery.
- (3) Art studio.
- (4) Automotive retail supply (indoor sales only).
- (5) Bakery.
- (6) Bar.
- (7) Barber or beauty shop.
- (8) Brewpub.
- (9) Broadcasting studio.
- (10) Car wash.
- (11) Car wash, self-service.
- (12) Check cashing facility.
- (13) Coffee shop.
- (14) Coffee shop, drive-thru.
- (15) Commercial service facility.
- (16) Donation collection bin.
- (17) Drug store and pharmacy.
- (18) Drug store and pharmacy, drive-thru.
- (19) Dry cleaning establishment.
- (20) Dry cleaning establishment, drive-thru.
- (21) Filling station and convenience store with pump stations.
- (22) Financial institution.
- (23) Financial institution, drive-thru.
- (24) Grocery--Community.
- (25) Grocery--Neighborhood.
- (26) Kennel, boarding.
- (27) Laundromat.
- (28) Newspaper stand.
- (29) Office, dental.
- (30) Office, general.
- (31) Office, medical.
- (32) Oil change facility.
- (33) Professional and technical service facility.
- (34) Reading room.
- (35) Recreation facility.
- (36) Research facility.



- (37) Restaurant, fast food
- (38) Restaurant, outdoor customer dining area.
- (39) Restaurant, sit down.
- (40) Restaurant, take out.
- (41) Restaurant, with drive-thru window.
- (42) Retail sales establishment, community.
- (43) Retail sales establishment, neighborhood.
- (44) Tackle and bait shop.
- (45) Tattoo parlor/body piercing studio.
- (46) Telecommunications structure.
- (47) Telecommunications tower or facility.
- (48) Veterinary clinic.
- 3. Address concerns with requested setbacks and lack of landscape buffers as required by Chapter 27.5 Tree Preservation and Landscape Manual of the Municipal Code.

The plan has been revised to include a 30-feet wide landscape buffer, parking and building setback along the entire portion of Chesterfield Airport Road and Relocated Olive Street Road.

Specific to the Planned Commercial (PC) district regulations, a minimum of thirty-five percent (35%)
 Open Space is required for the proposed development.

The PC District requires a minimum of thirty-five (35) percent open space of the total site acreage. We are aware of this requirement and will meet the requirement. At this time, we do not know the exact uses for the development of the project, but have analyzed the site and will be able to obtain the thirty-five percent (35%) open space requirement for the development. The open space would be distributed throughout the site. The proposed 30 foot wide landscape buffer along Chesterfield Airport Road and Relocated Olive Street Road provides 17% of open space area and is distributed along the entire length of the property.

5. Provide more information regarding the request to clear cut the site in order to place several feet of fill on the site. Specifically, how will this action affect drainage patterns and how will this comply with the Chapter 27.5 Tree Preservation and Landscape Manual requirements.

We are proposing to remove 29 trees on the five-acre site. The majority of the existing trees are located near the center of the proposed development along an interior lot line. The trees are largely clumped in a row and did not allow for proper development; the lower portions of the pines have been crowded and the limbs are dead. The overall quality of the trees is poor and only two species of the trees on the site are on the current list of desirable trees for City of Chesterfield, Silver Maple and Elm. Because Relocated Olive Street Road and Chesterfield Airport Road are elevated from three to five feet above the existing site, fill material will be required to raise the site and create adequate drainage patterns. It is a building code requirement that grades adjacent to structures shall slope away by 5% except for sidewalk and parking areas. Therefore, the proposed buildings need to be elevated to have good drainage around the buildings and drainage for the entire site. The storm water drainage pattern for the site has been established by the existing pipes under Relocated Olive Street Road; the site will need to be raised to be able to drain to the storm water pipes. The storm water pipe under the dead end portion of the Olive Street Road was to be constructed at an elevation of 460.37. The future buildings are approximately 500 to 600 feet from this pipe, utilizing a 1% slope from these buildings they would need to have a finish floor elevation of 466 or more. The existing grade on the majority of the site is 462; therefore, at least four feet of fill will be needed in the building pad areas. The entire site will need to be graded to create proper drainage and trees would not be able to sustain fills of this amount. To mitigate the 29 trees on the



site, a minimum of 9 mitigation trees (30%) will be planted on the site. These trees will be in addition to the street trees and landscaping requirements.

6. The project narrative states the maximum FAR of 0.55 is requested for the site. In light of the concerns detailed in Items 1-5, provide a written statement indicating how such a density could be achieved on the site.

The floor area ratio has been analyzed for the site as proposed in the site development plan and the FAR density (including pump canopy) is 0.151. This density is well below the required maximum of 0.55.

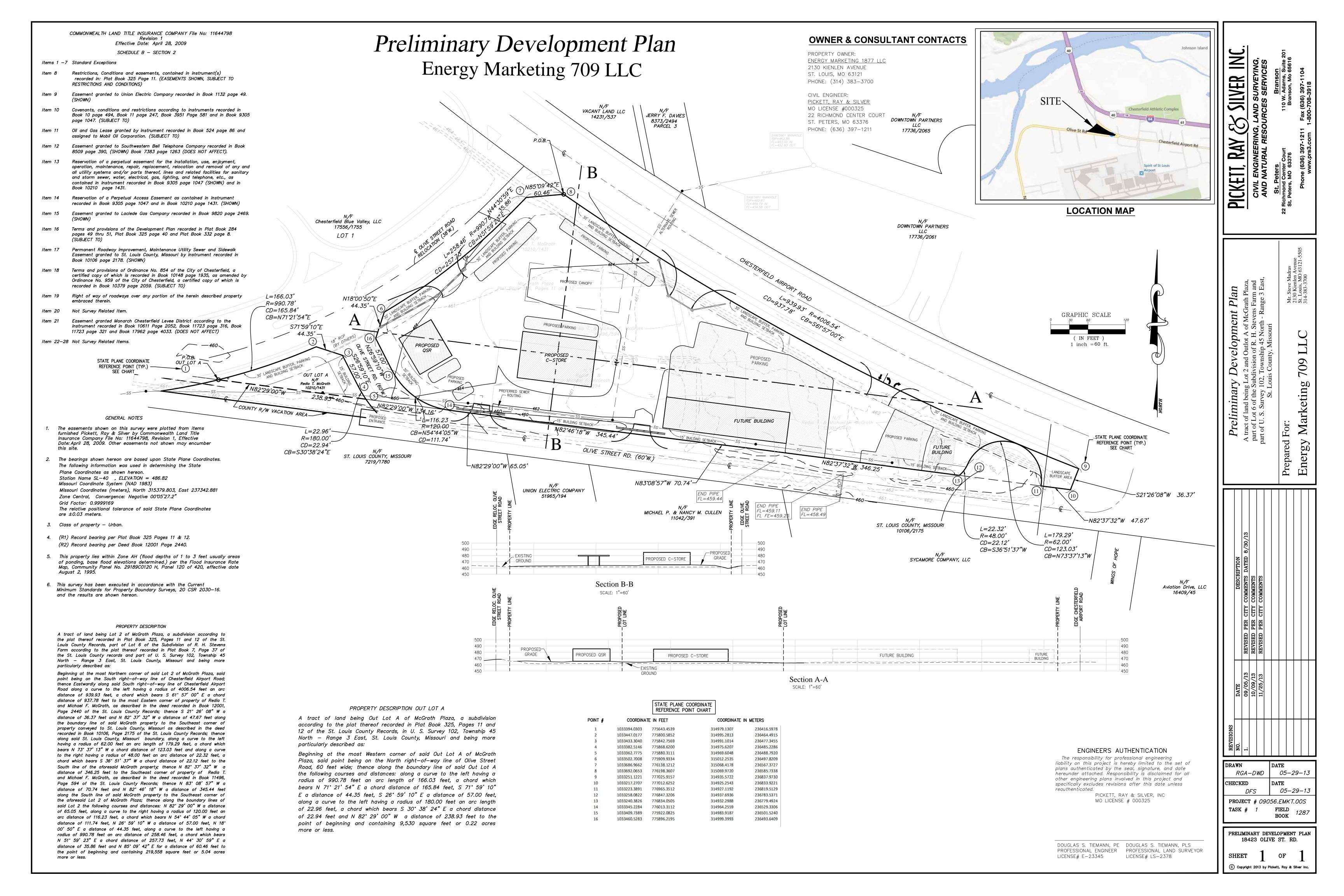
If you have any questions or need additional information, feel free to contact me at (636) 397-1211 or dtiemann@prs3.com.

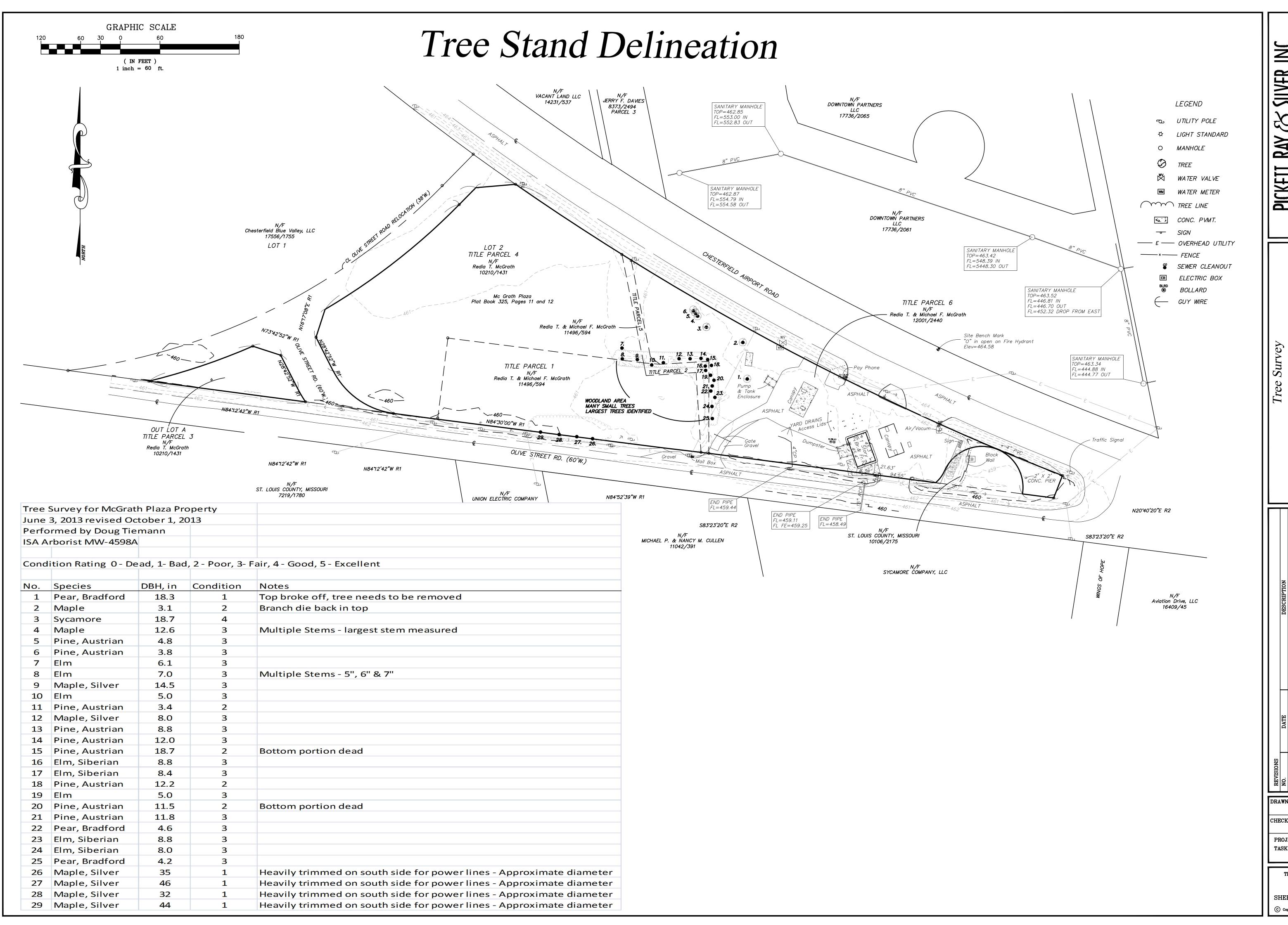
Yours very truly,

PICKETT, RAY & SILVER, INC.

Douglas S. Tiemann, P.E., P.L.S.

Director of Engineering





PICKETT, RAY BY SILVER INCCIVIL ENGINEERING, LAND SURVEYING, AND NATURAL RESOURCES SERVICES

A tract of land being Lot 2 and Outlot A of McGrath Plaza, part of Lot 6 of the Subdivision of R. H. Stevens Farm and part of U. S. Survey 102, Township 45 North - Range 3 East, St. Louis County, Missouri

Prepared For:

Energy Marketing 709 LLC

314-383-370

	DESCRIPTION	CHANGED NAME FOR DRAWING					
	DATE	11-08-2013					
REVISIONS	NO.	1.					

WN	DATE								
DWD	06-03-13								
CKED	DATE								
DST	06-03-13								
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TREE STAND DELINEATION 18423 OLIVE ST. RD.

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